

GENDER MAINSTREAMING IN FORESTRY IN AFRICA

**ZAMBIA**



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Karlyn Eckman

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## **FOREWORD**

This project report is one of a series of 10 reports produced by the FAO Forestry Department for the project “Gender Mainstreaming in Forestry in Africa.” The purpose of the project is to assess the gender balance and responsibilities in the management and use of forest resources and to provide a framework for the creation of women in forestry networks in Africa. The project received generous funding from the FAO Netherlands Partnership Programme (FNPP).

### **For further information, please contact:**

Simmons Rose  
Forestry Officer  
Forest Products and Industries Division, Forestry Department  
FAO  
Viale delle Terme di Caracalla  
00153 Rome, Italy  
email: [Simmons.Rose@fao.org](mailto:Simmons.Rose@fao.org)

## SUMMARY

There is almost no information or data available about the respective roles and responsibilities in the formal or informal forestry sectors for women and men in Zambia. No studies or reports were identified with gender-disaggregated data on either forest users, or forestry professionals in Zambia. This is a striking gap in contrast to other African nations. The National Statistics Office does not maintain specific economic or labour data for the forestry sector on its website. A thorough search of Government websites (including the GIDD website), the ILO ASISTDOC, FORWORKNET and SEGREGAT databases, ISTF membership roster and other international sources uncovered no data or information disaggregated by gender about forestry professionals in Zambia. Direct contacts with Government institutions and staff in Zambia had a similar result. Very little data was found describing the roles and responsibilities of women and men as users and decision makers concerning Zambian forests and non-wood timber products. Therefore, a recommendation is made that gender-disaggregated databases for forestry and other economic sectors are urgently needed, and should be established and maintained.

While a comprehensive gender mainstreaming policy framework (NGP and GIDD) and various mechanisms have been established by the government, there is a clear lack of resources and political will to support gender mainstreaming in all economic sectors. The Zambian forestry sector is especially neglected. It is important to emphasize that neither the NGP nor GIDD structure contains a specific strategy for forestry. International donors have supported most gender mainstreaming activities in Zambia. However, despite donor interest, gender mainstreaming remains grossly insufficient and under-funded, and therefore ineffective. There is little evidence of Government commitment to finance gender initiatives in forestry.

The domain of forestry in Zambia cuts across at least three line ministries. There is no comprehensive or holistic strategy to mainstream gender in forestry policy or programmes across these agencies except the GIDD structure, which until now has not been fully realised.

Pervasive gender-based inequality and discrimination against women persists in Zambia, with socio-cultural norms favouring males in terms of decision-making, property rights and inheritance patterns, economic valuation and promotion, contribution to agricultural production and food security, and education. This affects the ability of women to influence and participate in forestry policy-making and implementation of programmes.

Very little information and data has been found on the emergence of local and national gender networks in forestry in Zambia. It is almost impossible to draw conclusions on the status of gender networks in forestry without an on-the-ground study of forestry professionals and forest users, which has apparently not been done.

The question of fully mainstreaming gender into national forestry policies and programmes in Zambia is a difficult one that needs to be addressed on several fronts. There are many constraints and challenges to be overcome, particularly related to available resources, socio-cultural attitudes and political will. A number of recommendations for action are made in Section V.

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# TABLE OF CONTENTS

<b>FOREWORD</b> .....	<b>iii</b>
<b>SUMMARY</b> .....	<b>iv</b>
<b>ACKNOWLEDGEMENTS</b> .....	<b>v</b>
<b>ACRONYMS</b> .....	<b>viii</b>
<b>1. INTRODUCTION</b> .....	<b>1</b>
THE CONTEXT: WHY GENDER AND FORESTRY? .....	1
ZAMBIA OVERVIEW .....	1
FORESTRY TRENDS IN ZAMBIA .....	2
METHODOLOGY FOR THE STUDY .....	3
PAPER THEMES AND ORGANIZATION .....	4
<b>2. EXISTING NATIONAL AND INTERGOVERNMENTAL POLICIES, LEGISLATION, AND INSTITUTIONAL     FRAMEWORK RELATED TO GENDER MAINSTREAMING IN FORESTRY IN ZAMBIA</b> .....	<b>5</b>
INTERNATIONAL CONVENTIONS AND TREATIES .....	5
MECHANISMS FOR GENDER MAINSTREAMING: INSTITUTIONAL FRAMEWORK IN ZAMBIA .....	5
GENDER IN DEVELOPMENT DIVISION (GIDD).....	5
GENDER FOCAL POINTS .....	7
GENDER SUB-COMMITTEES .....	8
GENDER SENSITIZATION .....	8
GENDER CONSULTATIVE FORUM (GCF).....	8
GENDER MANAGEMENT TEAM (GMT) .....	8
NON-GOVERNMENTAL COORDINATING COMMITTEE (NGOCC) .....	8
MANAGEMENT INFORMATION SYSTEM .....	8
ACCOUNTABILITY MECHANISMS .....	9
NATIONAL GENDER POLICIES AND LEGISLATION .....	9
NATIONAL FORESTRY POLICIES IN ZAMBIA RELATIVE TO GENDER MAINSTREAMING .....	11
SITUATION ANALYSIS AND GAPS ANALYSIS .....	16
CONSTRAINTS AND GAPS OF A GENERAL NATURE.....	16
CONSTRAINTS AND GAPS RELATED TO NATIONAL GENDER AND FORESTRY POLICIES .....	16
CONSTRAINTS AND GAPS RELATED TO NATIONAL INSTITUTIONAL MECHANISMS AND STRUCTURES .....	17
CONSTRAINTS AND GAPS RELATED TO FORESTRY RESEARCH, EDUCATION AND TRAINING .....	18
<b>3. GENDER STRUCTURES, LOCAL INITIATIVES AND RESPONSIBILITIES IN RURAL FOREST COMMUNITIES     AND HOUSEHOLDS</b> .....	<b>19</b>
LOCAL INITIATIVES .....	21
SITUATION ANALYSIS AND GAPS ANALYSIS .....	21
<b>4. ISSUES RELATED TO ESTABLISHMENT OF NETWORKS FOR WOMEN IN FORESTRY</b> .....	<b>23</b>
SITUATION ANALYSIS AND GAPS ANALYSIS .....	24
<b>5. CONCLUSIONS AND RECOMMENDATIONS</b> .....	<b>25</b>
KEY CONCLUSIONS.....	25
RECOMMENDATIONS .....	26
<b>REFERENCES</b> .....	<b>28</b>
<b>ANNEX</b> .....	<b>31</b>

## ACRONYMS

<b>AIDS</b>	Acquired Immune-Deficiency Syndrome
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>DDCC</b>	District Development Coordinating Committee
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FAWEZA</b>	Forum for African Women Educationalists Zambia
<b>FMC</b>	Forest Management Committee
<b>GFP</b>	Gender focal point
<b>GIDD</b>	Gender in Development Division
<b>HIV</b>	Human Immune Virus
<b>ILO</b>	International Labour Organization
<b>ISTF</b>	International Society of Tropical Foresters
<b>ITTO</b>	International Tropical Timber Organization
<b>JFM</b>	Joint forest management
<b>MAC</b>	Ministry of Agriculture and Cooperatives
<b>MAFF</b>	Ministry of Agriculture, Food and Fisheries (renamed in 2003 to Ministry of Agriculture and Cooperatives, or MAC)
<b>MP</b>	Member of Parliament
<b>MoL</b>	Ministry of Lands
<b>MoLA</b>	Ministry of Legal Affairs
<b>MoFNP</b>	Ministry of Finance and National Planning
<b>MTENR</b>	Ministry of Tourism, Environment and Natural Resources
<b>NEAP</b>	National Environment Action Plan
<b>NGP</b>	National Gender Policy
<b>NGO</b>	Nongovernmental Organization
<b>NTFP</b>	Non-timber forest product
<b>PAGE</b>	Programme for the Advancement of Girls Education
<b>PFAP</b>	Provincial Forestry Action Plan
<b>SADC</b>	Southern African Development Community
<b>SCGAZ</b>	Zambia Strategic Country Gender Assessment
<b>SEAGA</b>	Socio-economic and gender assessment
<b>SPA</b>	Strategic Plan of Action
<b>SPAW</b>	Strategic Plan for the Advancement of Women
<b>SPANGP</b>	Strategic Plan of Action for National Gender Policy
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Fund for Population Activities
<b>UNICEF</b>	United Nations International Children's Education Fund
<b>VRMC</b>	Village Resources Management Committee
<b>WfC</b>	Women for Change
<b>WiLDAF</b>	Women in Law and Development in Africa
<b>WLSA</b>	Women and Law in Southern Africa
<b>ZAFCOM</b>	Zambia Forestry Commission
<b>ZARD</b>	Zambian Association for Research and Development
<b>ZFAP</b>	Zambia Forestry Action Plan
<b>ZNWLG</b>	Zambian National Women's Lobby Group

## 1. INTRODUCTION

### *The Context: Why Gender and Forestry?*

Although women comprise half of the world's population, they are seldom consulted on issues that affect them (ITTO 1995). In many countries, women are excluded from leadership and decision-making roles which determine development activities (FAO 1997) intended to benefit all citizens. Women tend to be ignored in forest management. By failing to involve women, foresters and policy makers not only fail to meet their needs, but also lose the opportunity to benefit from their unique knowledge of what trees are appropriate (FAO 1996).

In Zambia, agriculture accounts for 18-20 % of Gross Domestic Product, and about 67% of the population is employed in agriculture. Women contribute not less than 65% of agricultural labour and have responsibility for domestic food production and household food security. Despite thirty years of gender initiatives, women still do not fully share in decision-making at household, village, and national levels (FAO 1997). Their representation in political parties, public institutions, and people's organizations has not been sufficient to ensure that they benefit fully from the development of their communities and nations. Some progress has been made through access to local groups and organizations, but a wider acceptance of their capacities is required at all levels of policy-making (FAO 1997).

The Zambian forestry sector has also lagged in providing opportunities for women to participate equally and planners and those responsible for designing policies cannot ignore this aspect of planning (FAO 1997). It is now recognized that forestry planning and policies will not realize their full potential if the needs, priorities and constraints of all citizens are not taken into account (FAO 1997). In the forestry sector, resources should be provided for community-based national-level programmes, particularly for those run for and by women (ITTO 1995).

Forest-based development recognizes that women and men play different roles in forestry and forestry-related activities, and that these roles are significant and distinct (FAO 1997). These differences can be found in terms of constraints, barriers and opportunities, as well as decision making at all levels. In Zambia, gender mainstreaming in forestry has been very slow, despite efforts by donors, international organizations and the cabinet-level Gender in Development Division (GIDD).

### *Zambia Overview*

The Zambian economy has registered negative growth rates since 1992 (FAO 2004). Poverty in Zambia has been worsening due to rising unemployment, the debt burden, failing industries, the impact of HIV-AIDS, and other factors. Human development indicators in Zambia are deteriorating, while gender disparities in human development persist, especially in higher education (World Bank 2004). HIV/AIDS has brought gender-differentiated risks and vulnerabilities with more young Zambian women than men in their age group infected, and older men catching the virus (World Bank 2004). In economic and cultural terms the HIV/AIDS crisis has implications for inheritance patterns, access to productive resources, the status of orphans, and other human dimensions.

Gender is a serious economic issue in Zambia, given the different roles that men and women play in both household and market economies (World Bank 2004). The socioeconomic status of women in Zambia is very low, with social and cultural disadvantages compounded by gender-based disparities (property rights, limited access and control over productive resources, polygamy, education, health and agriculture (HCM 2005). Under Zambian customary law, which is widely practiced by the majority of Zambians, married couples do not own property jointly nor inherit property from each other. Household property is regarded as belonging to the husband, and this fosters the practice of property grabbing from women upon the husband's death. This is further compounded in polygamous marriages, which are common in the country, and in HIV-AIDS affected households. HIV/AIDS is disproportionately contributing to the profound reversal of development gains made in Zambia over the last thirty years (UNCSD 2002; Izumi 2006).

There are also significant gaps between men and women in terms of participation in the political process and in decision-making. The Zambian government recognizes these gender imbalances in social, economic, cultural and political spheres, and has put into place various mechanisms to counter these imbalances (HMCSS 2005).

### ***Key Socioeconomic and Gender Statistics: Zambia***

- Zambia is presently one of the world's most highly indebted low-income countries.
- Total population: about 11.5 million
- 51 % of the population is female
- Unemployment rate: 50%
- Population below the poverty line: 86%
- Per capita income: US\$ 270 in 2006, compared with US \$580 in 1975.
- Standards of living have dropped, with the average Zambian having almost half the income he or she enjoyed back in the 1960s.
- Total literacy rate was 70% in 2003, 66% female and 75% male
- Total fertility rate: 6.7% per woman (higher than the African average of 6.3%)
- Annual population growth rate: 2.1% (1990-2003 period)
- Life expectancy at birth:
  - Male: 39.76 years
  - Female: 40.31 years (2006 estimate)
- 75% of farm households cultivate an average of two hectares or less.
- 27% of rural households are female-headed, and 80% of these live in abject poverty.
- HIV/AIDS adult prevalence rate: 16.5%.
- People living with HIV/AIDS: 920,000; 120,000 HIV-AIDS-related deaths each year.
- Women contribute about 70% of agricultural labour in food production, processing and storage, yet most do not own or control most productive resources.
- Women are primary users of fuelwood and non-timber forest products to meet household food requirements.
- Women carry the responsibility for the household economy, resulting in a 12-13 hour work day compared with that of 7 hours for men.
- In 1996, women's share of formal employment was 20% but declined to 12% in 2000 in comparison with men, which increased from 80% in 1996 to 88% in 2000.
- Small-scale women farmers earn \$10.55 per capita, compared to \$12.68 earned by men per capita.

*Sources: HMCS 2005; World Fact book 2007; GIDD 2004; Chandi 2002; WWF 2005; FAO 2004; Elliott and Perrault 2006; UNCSO 2002.*

### ***Forestry Trends in Zambia***

Zambia is blessed with an abundance of natural resources, rich biological diversity, and a wealth of forest resources. As a country of 752,000 km<sup>2</sup>, Zambia has a total of 6.4 million hectares preserved as protected areas within nineteen national parks. Forests are areas of important biological diversity, and cover 55-60% of the total land areas of the country (about 44.6 million hectare of native forest). Zambia is also considered one of the wettest countries in Southern Africa, with about 13% of land area classified as wetlands. Wetlands constitute important resources for agriculture (locally called *dambo* areas) and for forest resources (Government of Zambia 1999).

Zambia's youthful population means that there will be a growth in numbers of households as they reach marrying age. This in turn implies increased demand for forest products and services in the country, and increased pressure on forest resources (FAO 2004).

By Sub-Saharan African standards, Zambia still has a relatively large proportion of its land under forest cover, estimated at 30 million hectares, or 40% of land area. The rate of deforestation, however, is high. The most pressing environmental problems in the Zambian forest sector are deforestation and forest degradation, soil erosion and fertility loss, watershed degradation, and loss of biological

diversity (FAO 2004). Zambia had the fourth highest level of forest loss in the world (estimated at 850,000 ha/year) in the decade 1990-2000, after Brazil, Indonesia and Sudan (WWF 2005). Zambia's forests are under pressure from poaching, logging, and illegal settlements. The Copperbelt's forest reserves have been severely degraded, particularly the *miombo* forests which are being depleted at 1.9% per year. Zambia is the biggest charcoal consumer in the region, with over 40,000 people engaged in charcoal production on a full-time basis (WWF 2005). It is thought that charcoal production and subsistence-based extraction of woodfuels are the major causes of deforestation (WWF 2005).

Compared to the rest of the economy, the performance of the forestry sector shows a consistent but slow progression. Its share of GDP increased from US \$15,200 in 1991 to US \$18,500 in 1995 (FAO 2004). The contribution of the forestry sector to the national economy has been grossly undervalued, because there are very few statistics on informal and formal activities in the sector. According to available information, the forestry sector contributed less than any other sector (0.9%) to the national economy between 1989 and 1993 (FAO 2004). The National Statistics Office does not maintain specific economic or labour data for the forestry sector on its website.

Women make up much of the labour in the forest industry, including seedling nurseries, plantation establishment, logging and wood processing (HMCS 2005). Zambian women use more wood fuel for energy-related activities than their counterparts in other countries in the region (Chandi 2002). With respect to wood-based energy at the household level, women in Zambia mainly use the three stone open fire or the traditional charcoal stove (*mbaula*) in both urban and rural areas. *It must be cautioned, however, that there is very little documentation describing gender-defined roles in forestry in Zambia.* Trends in gender balance and responsibilities in the management and use of Zambian forest resources are extremely difficult to ascertain due to the almost complete absence of research and data.

Research in Africa has shown that women's roles in forestry are diverse, encompassing both the subsistence and commercial forestry sectors. Women are the primary collectors of fuelwood, wild fruits, fodder and other non-timber forest products for home consumption and sale at local markets. Because of their traditional reliance on forestry resources, women are often the main repositories of traditional knowledge about the use and management of trees and forest plants (for example, the calorific value of woody species).

Corruption in the Zambian forestry sector has been a problem, with illegal harvesting and timber piracy. It is estimated that uncontrolled exploitation of forest products, illegal settlements and conversion of forests to farms results in the conversion of 250,000 hectares (865 square miles) of forest each year (Hanyona 2002). In addition to illegal conversion, other pressures such as population growth, urbanization and industrialization also serve to diminish the quantity and quality of forest resources.

### ***Methodology for the study***

This paper summarizes the findings from a desk study on forestry and gender issues in Zambia. It is based upon a variety of sources including published literature, unpublished "grey" literature and documents, information provided by colleagues at FAO headquarters and in Zambia, Internet searches, and other sources. It is also based in part upon the author's previous project experience in Zambia<sup>1</sup>,

This study is based upon the terms of reference provided by FAO. A literature search and document review was carried out on the topics defined in the author's terms of reference, using both library (published) and Internet sources. More than two hundred documents were obtained and reviewed, although only the most relevant are noted in the document. The author also contacted various sources in Zambia for specific information. Unfortunately, the author did not have the advantage of

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<sup>1</sup> The author was the CTA of the FAO Women, Irrigation and Nutrition (WIN) project, and author of subsequent publications based upon the WIN project.

researching or drafting the document in Zambia, so there may be unpublished databases, recent information and developments that were not available as the document was in preparation.

It is important to note the very serious lack of gender-disaggregated data on forestry in Zambia. National statistical databases, published and unpublished literature, and the on-line databases of international organizations (FAO, ILO, UNDP, World Bank and others) contain no gender-disaggregated information about the roles of men and women in forestry at household, policy or professional levels. This has made it difficult to draw conclusions about the current status of gender and forestry in the country.

### ***Paper Themes and Organization***

The first section of this paper gives a brief overview of issues related to development, the status of women, and current forestry trends and issues in Zambia. The second section focuses specifically on national policies, machineries and mechanisms for mainstreaming gender into forestry activities. Section three highlights gender structures, local initiatives and responsibilities in rural forest communities and households. This section notes that there is a serious dearth of gender-disaggregated information and data on gender in Zambia, not only in the forestry sector, but also in agriculture, natural resources management and other dimensions. Section four focuses on issues related to the establishment of networks for women in forestry. Section five summarizes key findings, and poses recommendations for strengthening gender mainstreaming in forestry in Zambia. The paper is accompanied by a database of people in Zambia currently working on gender and forestry issues (see Appendix 1), and a bibliography (Appendix 2).

## **2. EXISTING NATIONAL AND INTERGOVERNMENTAL POLICIES, LEGISLATION, AND INSTITUTIONAL FRAMEWORK RELATED TO GENDER MAINSTREAMING IN FORESTRY IN ZAMBIA**

### ***International Conventions and Treaties***

Zambia has ratified and adopted a variety of international instruments on gender. The Gender in Development Division (GIDD) has primary responsibility for implementation of the following international gender instruments:

- The Convention on the Political Rights of Women (1953);
- Convention on the Nationality of Married Women (1957);
- The Convention on Consent to Marriage, Minimum Age of Marriage and Registration of Marriages (1962);
- The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), 1979. CEDAW calls for non-discrimination of women in social, economic and political spheres;
- The African Charter on Human and People's Rights (1981);
- The United Nations Charter on the Rights of the Child (CRC) (1989);
- Chapter 24 of Agenda 21 – Global Action for Women Towards Sustainable and Equitable Development Programme (1992) (GIDD shares responsibility for implementation for this convention with the Ministry of Tourism, Natural Resources and Environment);
- Participation in the Fourth World Conference on Women (Beijing 1995);
- COMESA Gender Policy;
- The SADC Declaration on Gender and Development Protocol (1997). Despite the government's ratification of the SADC Protocol to have at least 30% minimum representation of women in political and decision-making structures by 2005, women continue to be poorly represented in decision-making at all levels (HMCS 2005).

Zambia has also adopted key international labour conventions protecting the status of women in employment. These include:

- Convention 100, promoting the principle of equal remuneration for men and women for equal work of equal values;
- Convention 103, providing maternity protection to women and includes granting of compulsory leave, medical benefits, and many worker's rights including breast feeding;
- Convention 105 concerning the abolition of forced labour. The convention states that a country ratifying this convention undertakes to declare and pursue a national policy designed to promote equality of opportunity and treatment in respect of employment and occupation, and endeavouring to eliminate any discrimination (HM 2005).

### ***Mechanisms for Gender Mainstreaming: Institutional Framework in Zambia***

The Government of Zambia has established the following mechanisms and modalities for gender mainstreaming.

#### **Gender in Development Division (GIDD)**

With regard to the institutional framework for gender mainstreaming, Zambia has had a designated structure since the 1975-1985 UN Decade for Women era. A national Women in Development Desk was first established to carry out activities related to the Decade. This office was later elevated to a Unit within the National Commission for Planning in the Ministry of Finance in 1984. In 1992 it became a Department within the Planning Commission. In 1996 the office became the Gender in Development Division (GIDD) in the Cabinet Office, within the Office of the President (World Bank 2004). The GIDD maintains a website at [www.gender.gov.zm](http://www.gender.gov.zm), where key policy documents can be accessed.

GIDD functions as the official national gender machinery in Zambia, with a staff of twelve professional posts. Its location in the Office of the President gives it the necessary status and authority through the Secretary of the Cabinet to facilitate coordination, monitoring and evaluation of gender mainstreaming in the country (HMCS 2005). GIDD, therefore, is the ultimate authority and mechanism for gender mainstreaming in all sectors of Zambian government, policy and programmes, including those related to forestry. The goal statement of the GIDD is “*to coordinate, monitor and evaluate the implementation of the National Gender Policy (NGP) in order to achieve gender responsive development.*” To realize this goal, the GIDD has the following objectives:

1. To facilitate the mainstreaming of gender into macro and sectoral policies in order to attain equity and equality in development;
2. To facilitate institutional capacity building in order to effectively deal with gender issues and concerns;
3. To initiate, improve and coordinate the provision and dissemination of information in order to increase awareness and knowledge on gender;
4. To facilitate the adaptation and application of regional and international instruments on gender to which Zambia is a signatory in line with National laws, policies and programmes; and
5. To monitor and evaluate the implementation of gender and Development programmes in order to establish their effectiveness (Mutale 2004).

GIDD development programmes are placed in the context of the Poverty Reduction Strategy Paper (PRSP), the Transitional National Development Plan (TNDP), and other national policies and programmes. These programmes take into account global and regional instruments such as the Beijing Platform for Action (BPA), Millennium Development Goals (MDGs), CEDAW, and the SADC Gender Declaration on Gender and Development (Mutale 2004). Key elements within the institutional framework for gender mainstreaming and policy implementation are shown in Figure 1. This framework comprises all sectors and line ministries, including forestry and natural resources. Several observers have noted that this structure has not been decentralized and does not function at the line ministry, provincial and district levels (see gaps section below). However, there has been strong collaboration between the Government and its cooperating partners, donors and nongovernmental organizations. For example, the Netherlands has been instrumental in assisting GIDD in facilitating gender inclusion in the 2004 national review as well as capacity-building. The United Nations technical agencies, especially FAO, ILO and UNDP, have supported capacity-building, especially at lower levels, in gender sensitization and socio-economic and gender analysis and training (SEAGA). For example, the FAO Women, Irrigation and Nutrition (WIN) project actively supported gender sensitization in the line ministries and among extension support staff in agriculture, agroforestry, irrigation, nutrition and other areas. UNICEF, UNFPA and other agencies have long recognized and supported gender mainstreaming in collaborative programmes.

Concerning resources to support the GIDD and NGP, the Ministry of Finance and National Planning (MoFNP) has primary responsibility for both domestic and external resources for the implementation of the Strategic Plan of Action (SPA). The Parliamentary Committee on Gender, Legal Matters and Good Governance will continue to hold all stakeholders accountable for the implementation of the SPA. Government has also directed all ministries and parastatals to ensure that their annual national and sector budgets should take into account the activities outlined in the SPA. Government institutions have been directed to strive to allocate at least 30% of their budgets to the implementation of the SPA (Mutale 2004).

Zambia is a unitary state and therefore has a provincial system of administration. The Provincial Development Coordinating Committees (PDCCs) handle issues of gender at the provincial level. The provincial administration is responsible for coordinating all development programmes (including forestry and gender initiatives) at both the provincial and district levels. Therefore, gender activities are coordinated by the PDCCs through Gender Focal Points (GFPs) and Gender Sub-Committees of

the PDCCs. The provincial administrations are also responsible for ensuring that their respective budgets are engendered (Mutale 2004; HMCS 2005). These are explained in more detail below.

**Figure 1: Institutional Framework for Gender Mainstreaming in Zambia**



Source: Government of Zambia Gender in Development Division website ([www.gender.gov.zm/index.php](http://www.gender.gov.zm/index.php))

### Gender Focal Points

The gender focal points, both men and women, have been appointed in each line ministry and at provincial level as a key strategy to implement the GIDD mandate. Their role is to spearhead the reduction of gender imbalances in their respective organizations (Chandi 2002). The Terms of Reference for Gender Focal Points in Line Ministries, Provinces, Districts and Other Government Institutions is as follows:

- To act as a link between GIDD and their respective ministries/institutions;
- To ensure that gender is incorporated/mainstreamed into all policies, plans, programmes and projects;
- To create linkages with other departments in their respective ministries;
- To prepare and submit bi-annual and annual reports to GIDD;
- To attend GFP quarterly and annual meetings;
- To identify research gaps and collect gender disaggregated data in their respective ministries/institutions;
- To conduct gender sensitization and follow-up workshops in their respective ministries/institutions;
- To lobby for financial assistance in their respective ministries/institutions;
- To act as a link with other institutions dealing with gender issues;
- To initiate gender training programmes within their respective ministries/institutions;
- To initiate and develop project proposals which could be used to lobby for funding;
- To ensure that gender issues are incorporated in the ministries'/institutions' work plans (Mutale 2004).

The Government is in the process of engendering the national budget by training all gender focal points in line ministries and other departments. A capacity building programme has also been

developed for GFPs in order to develop their gender analytical skills. The current GIDD focal points are included in the gender and forestry database (Appendix 1) of this paper.

### **Gender Sub-Committees**

To enhance the performance of the Gender Focal Points, Gender Sub-Committees have been established in all line ministries, provincial and district administrations to address the observed gaps in gender mainstreaming, which has been a result of the non-institutionalisation of the Gender Focal Points. The Gender Sub-Committees function as a link between the GIDD and the various institutions (Mutale 2004). At district level, the district administration is responsible for the coordination of gender mainstreaming through the newly established Gender Sub-Committees of the District Development Coordinating Committees (DDCCs). District-level Gender Sub-Committees were established because it was realised that GFPs alone could not adequately manage to coordinate, monitor and evaluate district development programmes and activities for gender. However, there are constraints in the implementation of gender activities at district and community levels due to limited gender analytical skills and capacities (Mutale 2004).

### **Gender Sensitization**

Another strategy has been to carry out sensitization of key officials within line ministries and key institutions. However, due to limited resources, most ministries have not been able to hold sensitization workshops that would create gender awareness and the basic analytical skills and tools needed to mainstream gender in their planning and implementation of programmes. The Department of Energy, despite being a critical institution for forestry-related themes, has not held sensitization workshops. Although most officers know about gender issues, their capacity to mainstream gender-related policies is limited. There have also been instances where training only women has been considered sufficient to address gender imbalances. It is therefore essential that gender sensitization workshops introducing basic analytical skills and tools be organized for men and women. Erratic funding has made it difficult to implement GIDD strategies and gender-related studies (Chandi 2002).

### **Gender Consultative Forum (GCF)**

The NGP has established the Gender Consultative Forum to guide and advise government, via GIDD, on emerging issues. The GCF membership is comprised of various institutions including Government, churches, academic institutions, private sector, and the labour movement. Members are appointed to two-year terms by the Secretary to the Cabinet, who is the Chief Executive of the Zambian Public Service (Mutale 2004). The main functions and roles of the GCF are:

- Advise GIDD on emerging gender issues;
- Ensure that policies being implemented are gender sensitive;
- Advise on any other issues connected or incidental to gender and development.

### **Gender Management Team (GMT)**

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

### **Non-Governmental Coordinating Committee (NGOCC)**

The NGOCC is an umbrella organization responsible for coordinating the activities of affiliate NGOs involved in the implementation of gender and development initiatives. The NGOCC has established provincial chapters in all nine provinces to ensure effective coordination at provincial and district levels (Government of the Republic of Zambia 2006). Its effectiveness has not been assessed.

### **Management Information System**

Zambia is in the process of setting up the National Gender Resource Centre, which will host the National Gender and Development Information System. A website ([www.gender.gov.zm](http://www.gender.gov.zm)) and database have been established to facilitate generation and storage of data and information.

### **Accountability Mechanisms**

The Parliamentary Committee on Legal Affairs, Governance, Human Rights and Gender Matters oversees the activities of Government to ensure that gender issues are given priority and prominence. This committee functions as follows:

- To oversee the activities of the Ministry of Legal Affairs, Gender in Development Division;
- Carry out detailed scrutiny of activities carried out by GIDD;
- Makes recommendations to Government on the need to review certain policies where necessary;
- To consider any bills that the house may refer to them (Mutale 2004).

### ***National gender policies and legislation***

Gender was acknowledged in earlier national development plans, including:

- 3<sup>rd</sup> National Development Plan (this plan noted the importance of women in development);
- 4<sup>th</sup> Development Plan of 1989-1993 (with a chapter on Women in Development)

In a general sense, the Zambian Government has officially recognized since the 1980s that gender equity is fundamental to economic growth, food security, environmental sustainability and poverty reduction, and has ratified, adopted or otherwise put into place a number of national gender policies and instruments,<sup>2</sup> which are summarized below.

The National Gender Policy (NGP), approved in March 2000, recognizes that both women and men are important to achieving sustainable economic growth and poverty reduction. Its objective is stated as “attainment of gender equality and equity.” However, the National Gender Policy is relatively new and is yet to be widely circulated or understood, even within the line ministries. Most line ministries do not have sectoral policies that incorporate gender issues. The Programme of Action for Capacity Building and Mainstreaming Gender, which requires financial and technical support, was prepared in 2002 by GIDD in collaboration with cooperating donors and implementing partners (World Bank 2004). The vision of the Government through the National Gender Policy is to achieve full participation of men and women in the development process at all levels in order to ensure sustainable development and attainment of equality between the sexes. In order to realize this vision, Government has continued to strengthen the Gender Management System (GMS) in the country. The Government has established an institutional framework, mechanisms and processes to guide, plan, monitor and evaluate the process of mainstreaming gender into all areas. The exercise seeks to facilitate institutional change from gender-blind or gender-neutral to gender-aware and gender-specific policies, plans and programmes (Mutale 2004:1).

The NGP framework serves as the blueprint for Zambia’s gender and development activities. The NGP specifies a number of critical areas of concern as outlined in the Dakar and Beijing Platforms for Action. These include:

- Poverty
- Culture, Family and Socialisation
- Education and Training
- Health
- Water and Sanitation

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<sup>2</sup> A full analysis and discussion of these mechanisms is beyond the scope of this paper, which is focused specifically on gender and forestry in Zambia.

- Labour, Employment and Social Security
- Land
- Agriculture
- Science, Technology and Vocational Training
- Commerce, Trade and Industry
- Communication and Transport
- Environment and Natural Resources
- Energy
- Information and Media
- Housing
- Decision Making
- Gender Violence
- Legal Framework
- Institutional Framework
- Implementation Strategies
- Monitoring and Evaluation
- Resource Mobilisation

It is important to note that forestry does not appear on this list, although it is subsumed under and across several of the above headings according to corresponding Government divisions and departments. Nevertheless, its absence means that there is no official priority for the NGP specifically for forestry-related activities, professions, and livelihoods.

The Zambian Government, in collaboration with civil society organizations, developed the Strategic Plan for the Advancement of Women (SPAW) for the period 1996-2001. In 2000, the National Gender Policy was adopted, followed by the SPAW to ensure that SPAW and NGP would be systematically adopted. Progress toward gender equity has been recently reviewed (GIDD 2004); only those aspects relevant to forestry and gender in the GIDD review are included in this desk study.

The Strategic Plan for the Advancement of Women in Zambia (SPANGP) translated policy into reality. SPAW identified the following as five priority areas of concern for women in Zambia and they are arranged according to priority:

- The persistent and growing burden of poverty on women and their unequal access to resources and participation in economic structures and policies;
- Inequality in access to and participation in economic structures and policies;
- Women's unequal access to health-related services;
- Inequality between women and men in the sharing of power and decision-making;
- The rights of the girl child (HMCS 2005).

Clearly, forestry-related issues are not included in the five priority areas contained in SPAW, and are therefore not on the policy agenda as a matter of priority. The latest Strategic Plan of Action now covers the period 2004-2008 and is aimed at operationalizing the government's vision on gender. The role of GIDD in the implementation of the SPA is to provide leadership in the coordination of gender and development programmes and activities (Mutale 2004).

The Government recognizes that representation of women at cabinet level remains low across all ministries and sectors. At cabinet level there are twenty Ministers, of which five are female and fifteen male. At the Deputy Minister and Permanent Secretary levels, representation of women is even lower at 8.9 and 19 percent, respectively (GIDD 2004:35). Numbers of women in all decision-making bodies within the civil service are male-dominated, with promotion and advancement of women sometimes linked to sexual favours demanded by male superiors. The Zambian Government has put a variety of measures into place to correct gender imbalances, including:

- Adoption of the National Gender Policy in January 2004, which emphasizes equitable gender representation at all levels of decision-making.
- Formulation of the Electoral Reforms Technical Committee, incorporating provisions of the CEDAW and SADC Declaration of Gender and Development of 1997 to ensure 30% representation of women in politics;
- Creation of the Committee on Legal Affairs, Governance, Human Rights and Gender, to ensure that more women access tertiary education to enhance their chances of holding decision-making positions;
- Sensitization programmes by civil society targeting women politicians and political parties on the importance of women's participation in power and decision-making;
- Intensification of capacity-building and awareness creation activities;
- Enhancing partnership among public, NGOs and private sector to address gender inequalities (GIDD 2004:34-35).

### ***National Forestry Policies in Zambia Relative to Gender Mainstreaming***

It is important to emphasize that neither the NGP nor GIDD structure contains a specific strategy for forestry. The domain of forestry in Zambia cuts across at least three line ministries. The Ministry of Agriculture and Cooperatives (MACO) has responsibility for agroforestry, and does partner with international donors in certain types of farm-based forestry activities. The Ministry of Energy has responsibility for woodfuels and household-based energy resources (including those harvested from forests). In Zambia the energy sector is guided by the National Energy Policy. The Ministry of Tourism, Environment and Natural Resources has primary responsibility for forest conservation and production-oriented forestry including timber harvesting. Finally, the new Forest Policy passed by Parliament in 1998, and Forestry Act of 1999 provides for the transformation of the Forest Department into a statutory body called the Zambia Forestry Commission (ZAFCOM). Perhaps because forestry cuts across several departments and line ministries, a gender strategy specific to forestry has not been well-articulated. The GIDD website ([www.gender.gov.zm](http://www.gender.gov.zm)) currently has no link to forestry. Key national forestry-related policies and programmes are presented below, with an assessment of their gender elements.

#### **Forestry Act of 1998**

Forestry in Zambia falls under the agriculture sector and the jurisdiction of the Ministry of Tourism, Environment and Natural Resources. The first national forestry policy in Zambia was enacted in 1965, and was silent on gender (FAO 2004). Now forestry is subject to the Forest Act of 1998, enacted to protect forests, uncontrolled exploitation of forest products, illegal settlements and conversion of forests to farms; and the National Agricultural Policy 2004-2015. The Forestry Act provides for the establishment and management of national and local forests; to conserve and protect forests and trees and to provide for the licensing and sale of forest products. The 1998 Forest Act does not provide for public or community participation in the management of national forests. However, in local forests the Minister is empowered to assign the control and management of any local forest to any other person or authority subject to any conditions as the Minister may think fit.

The 1998 Forest Act was revised in 1999 with the aim of repealing it so as to make provision for community participation (Government of Zambia 1999). With respect to gender, the policy notes that "there is a need to create responsible partnerships, with gender equity, among stakeholders in forestry activities, to ensure the permanence and stability of forests" (FAO 2004). It further notes the following specific points:

*"Women will be deliberately involved in decision making at all levels and stages of forestry project identification, planning, implementation, monitoring and evaluation;*

*The number of women extension workers will be increased as they are generally better suited to dealing with female members of the community, who are the main users of forest resources at household level;*

*The number of women admitted to both the technical and professional training will be increased, as females will be encouraged to enrol;*

*Women's organizations at both national and grass-roots levels will be encouraged to incorporate forestry management in their activities;*

*Projects that target women in forestry, including agro-forestry, woodlots, conservation, wood and non-wood forest industries, will be earmarked for funding" (FAO 2004:6-7)."*

However, while the new policy is an improvement over previous laws, it does not consider specific gender roles and responsibilities.

The 1998 Forest Act represented a significant shift toward the involvement of local communities in the management of forest resources, whereas the previous policy empowered only the Forest Department as sole owner and manager of forests. There has been a shift toward participatory forestry, requiring training of forestry personnel in participatory and gender sensitive planning, monitoring and implementation. There has been a national effort toward joint forest management (JFM), in which local communities near forests are allowed to co-manage forest reserves in collaboration with Government. All proceeds and benefits derived from such forests must be determined and shared between communities and Government. Communities will also have access to and control of local forest resources through the formation of Village Resources Management Committees (VRMCs) at community level, and Forest Management Committees (FMCs) at area level (New Zambia 2007).

Vainio-Mattila notes that strengthening institutional capacity to carry out identified strategies is fundamental to the successful implementation of the new people-centered forestry policy. The Forestry Department must become responsive to these changes in order to carry out community-level programming. Because women's participation in the management of the forestry sector is known to be out of proportion with their contribution to it, the new policy must also make explicit reference to strategies that will correct this imbalance. These include guaranteeing women access to forestry training, the collection of gender-disaggregated data and affirmative recruitment policies (Vainio-Mattila 1997).

### **Zambia Forestry Action Programme (ZFAP) (2000-2020)**

ZFAP is a major forestry initiative comprising all of Zambia's forestry-related sectors. ZFAP has been supported by the Food and Agriculture Organization (FAO) of the United Nations and others donors. ZFAP was launched in 1995 in response to the FAO Tropical Forestry Action Plan of 1987 (UNCSD 2002). The ZFAP has been comprised of a number of sub-programmes, which were reviewed for gender mainstreaming by Vainio-Mattila (1997). These included the following:

- Indigenous Forest Management and Biodiversity Conservation Programme (IFMBP);
- Trees and Forest Development Programme (TFDP);
- Forest Industry Development Programme (FIDP);
- Woodfuel Energy Development Programme (WEDP);
- Forestry Education and Training Programme (FETP);
- Forestry Research and Extension Programme (FREP);
- Planning, Monitoring and Evaluation Programme (PMEP).

The 1997 gender review found that the ZFAP sub-programmes needed to be based upon gender-disaggregated information, local-level gender analysis to reveal the contributions made by women and men, and analysis of the respective roles of women and men in forestry industries and in the agricultural, forestry and related sectors (Vainio-Mattila 1997). The 1997 review resulted in the development of a gender analysis framework the same year to redress shortcomings in adoption and sensitivity of gender issues in forestry operations.

Recommendations of the 1997 ZFAP assessment resulted in subsequent programme interventions in the forestry sector to be more gender sensitive (GIDD 2004). These have included gender sensitization of civil service staff, community-based gender action plans, and individual action plans on the part of extension staff. In addition, the Forest Resource Management Programme (FRMP) launched in 2002 incorporated gender into all sub-programmes. The objective of the FRMP is to improve the livelihoods of local communities from forestry through the promotion of better forest management methods. The Community Environmental Management Programme (CEMP) (1998-2003) also attempted to ensure that women were well-represented in decision-making positions on all community-based structures. Finally, the environmental sub-sector policies and the wildlife and forestry policies of 1998 provided for community involvement in the management of wildlife and forestry resources through community structures such as Community Resource Boards and Joint Forestry Management Committees. These structures have brought women into the fold in positions where laws allocating resources are formulated and adopted (GIDD 2004).

Under ZFAP, the Provincial Forestry Action Programme (PFAP) focuses on promoting community participation in sustainable forestry management, and building capacities for forestry planning at provincial and district levels. PFAP is implemented in four provinces: Copperbelt, Central, Luapula and Southern Provinces. A major constraint has been “a shortage of manpower” (sic) to implement the PFAP (Government of the Republic of Zambia 2006). In principle, the gender dimensions are coordinated through the GIDD structure at provincial level. However, no information was found to ascertain whether this has been done effectively.

The main constraints for gender integration in the current ZFAP programme are the lack of gender-disaggregated information and the lack of skills in gender analysis. Related to this is the lack of skills in initiating and maintaining participatory processes (Vainio-Mattila 1997). Additionally, there is a critical lack of finance and resources for gender integration and community-based projects. Implementation of ZFAP programmes has not fully taken off due to lack of financial and technical support from the cooperating partners (Government of the Republic of Zambia 2006).

### **Joint Forest Management (JFM)**

The Forestry Act of 1999 makes legal provision for the involvement of non-government stakeholders, especially local forest-adjacent communities, in joint forest management. The Finnish Government and FAO supported the Zambian Forestry Department to develop a replicable model of joint forest management. This programme aimed at building the capacity of Forestry Department staff, and supported the active involvement of forest-adjacent communities in eight pilot areas. The JFM initiative is intended to allow sharing of forest-based revenues between local communities (70%) and the Forestry Department (30%). In practice this arrangement has not worked well because the present law does not allow this, and the officials are hesitant about changing the rules (WWF 2005). Another lesson has been that getting support from local chiefs is essential. Except for the forest reserves which are controlled by the government, the remaining forest areas are the subject of traditional rights of access (WWF 2005).

A gender review of JFM (Wonani 2004) noted that most women lacked access to information concerning JFM, and were discouraged from participating because their spouses did not see immediate benefits. It was further noted that JFM field staff have very limited skills in gender sensitization, analysis and mainstreaming, and that there is a lack of female staff and role models in the forestry sector. Women's participation in all JFM decision making bodies was very low, with none headed by women. Women saw JFM mainly as a conduit for the formation of women's clubs in their communities (Wonani 2004). While the Finnish Government and FAO have noted gender inadequacies in existing implementation, there has not been sufficient attention paid to effectively incorporating women in JFM. Future programming and donor investments are uncertain (WWF 2005).

### **National Environment Action Plan (NEAP)**

The National Environment Action Plan was established in 1994 as a guiding policy framework for environmental management in the country. NEAP's goal is to formulate appropriate policies for the protection of the environment, management and development of natural resources, and to ensure

efficient and effective delivery and implementation in order to contribute to sustainable growth and poverty reduction (GIDD 2004). The GIDD document notes that the Government has also put into place a number of community-based natural resource management programmes to provide a mechanism for the participation of communities, women and youth (GIDD 2004:49). However, the GIDD document does not provide details about the mechanisms and modalities for the NEAP. The NEAP has identified key problems and provides a framework for key actions. It points to the five most critical environmental problems in Zambia as:

- Water pollution and inadequate sanitation
- Soil degradation
- Air pollution (especially on the Copperbelt)
- Wildlife depletion (fish and game)
- Deforestation

Although pilot programmes have been launched to tackle these problems, they tend to have a limited geographic area and have not been scaled up to national level (SARPN 2007). A challenge remains to translate the policy provisions into reality (Government of the Republic of Zambia 2006).

### National education and research institutes

#### *Education*

Almost no information is currently published about the numbers and genders of graduates in forestry-related disciplines in Zambia. It has not been possible to determine whether women graduates in forestry obtain employment in forestry, nor has it been possible to determine pay scales, promotion, attrition or other relevant trends. Few statistics are available from national universities, the national statistics office, ILO databases, or other sources. This dearth of information is striking, making it nearly impossible to draw conclusions about gender trends in forestry-related education, training and employment in Zambia.

Zambia has two national public educational institutes that provide training in forestry. The first is the School of Forestry and Wood Science at Copperbelt University (CBU) located in Kitwe, Zambia, renamed the School of Natural Resources in 2001. The second is the Zambia Forestry College (ZFC), which is a department under the Ministry of Tourism, Environment and Natural Resources. ZFC offers formal forestry training with diploma and certificate courses. One of the stated specific objectives of the ZFC is “to mainstream gender and HIV/AIDS into college programs in order to promote equity and mitigate impacts, respectively” ([www.zambiaforestrycollege.org/purpose.htm](http://www.zambiaforestrycollege.org/purpose.htm)).

The CBU forestry curriculum offers degree courses in forestry and wood science. Institutional capacity in the forestry sector is currently not satisfactory. The number of graduating foresters from CBU each year averages 22 while the number graduating with diplomas and certificates from ZFC averages 18 and 19 respectively (Table 1) (Government of the Republic of Zambia 2006; Njovu, personal communication). Further gender-disaggregated statistics on students, faculty and graduates at CBU or ZFC were not available at the time of this writing.

**Table 1: The number of graduating foresters from CBU**

Year	BSc Forestry		BSc (Wood Science and Technology)	
	Male	Female	Male	Female
2001	16	1		
2002	15	7		
2003	<i>missing data</i>			
2004	13	1		
2005	19	3		
2006	23	6	3	0
<b>Total</b>	<b>86</b>	<b>18</b>	<b>3</b>	<b>0</b>

An assessment of the Zambia Forestry Action Programme (FAO undated) noted that the institutions of higher learning are key entry points to redressing gender imbalances that have been identified in the forestry sector. This can be done in the following ways:

1. Ensuring increased intake of women students at the College and at the University through quotas. The purpose of the quota strategy is to ensure that attention is paid to the aspects that are currently constraints to equitable access to education in forestry. The established quota should be regarded as a goal. Two suggestions for addressing current constraints are: a.) establish separate admission criteria for those students electing to prepare themselves for the less science-oriented fields of forestry, e.g. extension, small business development, etc. Admission criteria should include performance in subjects such as sociology, economics, anthropology etc., and b.) establish a bridge term at the college for those candidates who need to upgrade their science skills before entering the regular programme;
2. Ensuring increased numbers of women receiving forestry training through improvement of physical facilities at the College and the University;
3. Providing gender analysis training to all who teach at the College;
4. Developing and using gender sensitive teaching aids and materials;
5. Reviewing curricula to strengthen an understanding of the roles of women and men in forestry, and to develop skills in gender analysis (FAO undated).

It has not been possible to verify that these recommendations have been put into place as of this writing. Finally, there is a gender studies unit at the University of Zambia and at the National Institute for Public Administration. Gender is also being introduced into the curriculum for higher education (UNCSD 2002).

### *Research*

Zambia once had an extensive research infrastructure for both agriculture and forestry that was later reduced through structural adjustment (Elliott and Perrault 2006). The Forestry Research Institute was created in 1930, focusing on exotic hardwoods and pine. In 1963 a forest products research and development was initiated, focusing on processing and use of wood. The Forestry Research Branch (FRB) is administered by the Ministry of Tourism, Environment and Natural Resources. It was created in 1997, and its mandate includes the development of appropriate technologies to promote efficient use of the country's forestry resources.

Government budgetary allocations to the environmental research sector have generally been inadequate (Government of the Republic of Zambia 2006). There has been a 20% decline in research capacity at the university and related research institutes. As in other African countries, the Zambian research system is in danger of losing its accumulated stock of scientific knowledge as scientists leave research and even the country itself. The decline in real expenditures per researcher was caused by a combination of declining investment (which is heavily dependent on external donors). Attrition from staff departures for other sectors, and HIV/AIDS has taken a toll although no data are available; no gender-disaggregated data are available for research personnel (Elliott and Perrault 2006). A major factor affecting staffing levels is HIV/AIDS, which has decimated Zambia's population, and the country's research capacity, although the extent has not been quantified (Beintema *et al* 2004).

Numbers of female researchers at Zambian research institutes are low compared with many other African countries. In 2000, 10 % of research staff in a 12-agency sample was female. A comparable 1991 study also averaged 10%. Indicating little change in overall staff composition in the past two decades based on gender. In terms of advanced degrees, 10% of researcher holding PhDs and 13 % of those holding MSc degrees were female, and this share did not change in the 1990s (Beintema *et al* 2004). The dearth of gender-disaggregated statistics specifically for forestry research in Zambia is striking, and it is not possible to draw conclusions about trends over time.

### ***Situation analysis and gaps analysis***

There are notable strength and opportunities of the official government GIDD structure in terms of gender mainstreaming:

- The position of GIDD as a non-implementing Cabinet-level institution enables it to work with any ministry of government institution in the country;
- There is a comprehensive policy and appropriate structure in place at highest levels of government to mainstream gender in all sectors, albeit with inadequate resources;
- Enables the presence of key stakeholders dealing with gender mainstreaming at all levels of government (HMCS 2005).
- The NGP is represented at all levels of government administrative structures, from district to national levels. However, it has been found necessary to establish an integrated institutional mechanism for policy formulation, coordination, resource mobilization and utilization, implementation, and monitoring and evaluation. Currently, this structure exists at three levels: national, provincial and district (Mutale 2004).

There are also very significant gaps and constraints in mainstreaming gender into forestry and other sectors. Despite the progress achieved in increasing the number of women in power, the Zambian Government GIDD office notes that many constraints have been encountered. These are summarized below by category.

#### **Constraints and Gaps of a General Nature**

- High illiteracy rates among women and girls, currently above 42%;
- Gender-biased cultural beliefs, myths, negative traditional practices and stereotyping which discourage and prevent women from actively participating in public life;
- Women's poor resource base in terms of financial resources, information and other tangible assets;
- The structures of political parties and their electoral processes that do not support the effective participation of women;
- Poor media coverage of women role models in power and decision-making (GIDD 2004);
- Zambia does not have an established deforestation or forestry information system for decision making, or for evaluating changes in land use and management. All attempts at establishing information have been project area-specific, and do not facilitate nation-wide assessment of the status of forest resources, or to determine forest users. Zambia lacks data to the extent that it is not possible to prepare forest management plans from a national perspective. The last forest inventory took place in the early 1970s (UNCSD 2002);
- There is still a significant dearth of data and information about the roles of women and men in forestry, both as professionals and as local users. The Central Statistical Office (<http://www.zamstats.gov.zm/gen/relink.asp>) does not provide statistics by gender nor for the forestry sector;
- Lack of political will. Despite efforts to facilitate increased women's representation in decision-making by the Governments and civil service, women have not effectively participated in the decision-making process. Statistics indicate that women have been under-represented at all levels of decision-making in Government, Parliament, the private sector, special committees, religious grouping, boards, and other institutions in the country. Although there has been a steady increase in the number of female Members of Parliament from 1988 their numbers remain low (GIDD 2004).

#### **Constraints and Gaps Related to National Gender and Forestry Policies**

The Government recognizes that there have been significant constraints to mainstreaming gender, including:

- Limited human and financial resources for gender and development activities;
- Limited appreciation of and resistance to the concept of gender at all levels; and

- Concentration of gender and development activities by Government, civil society and other stakeholders in urban areas which has led to the marginalization of rural areas where the majority of poor people live (Government of the Republic of Zambia 2006:84).
- In addition, other constraints and gaps are noted below:
- Mainstreaming has been slow. Although the Government adopted the National Gender Policy in 2000, the implementation plan was only adopted in 2004;
- The main constraints for gender integration in the current ZFAP programme are the lack of gender-disaggregated information, and the lack of skills in gender analysis. Related to this is the lack of skills in initiating and maintaining participatory processes (Vainio-Mattila 1997). This situation has not changed appreciably in the ensuing decade;
- Because women's participation in the management of the forestry sector is known to be out of proportion with their contribution to it, the new policy must also make explicit references to strategies that will correct this imbalance (Vainio-Mattila 1997);
- SPAW does not specifically mention environmental, agricultural or forestry-related gender inequities, and therefore does not provide specific guidance for mainstreaming gender in the forestry sector;
- There are very few women at the policy formulation level within the Ministry of Energy, and as such there is insufficient representation of women's concerns. In terms of the policy agenda, there was an attempt to incorporate gender issues in the wood fuel sub-sector policy. However, other sectors especially those of commercial nature made provisions that considered society to be homogeneous, meaning that both men and women have equal access to resources (Chandi 2002);
- The institutional mechanisms for implementing the NGP are weak because of a lack of appropriate legislation. There is a need for legislation giving clear guidelines for institutional arrangements for implementation of the NGP;
- The national energy policy document, the policy formulation process and agenda are not gender sensitive. While comprehensive, these lack a gender plan of action and the correct institutional framework for implementation (Chandi 2002);
- Government rural initiatives have failed and are failing because they do not explicitly address gender issues in energy (Chandi 2002). This may also be said for forestry, which cuts across three Government line ministries;
- While the National Gender Policy satisfactorily identifies gender-related problems in the energy sector, its policy measures do not seem sufficient to address the problems. This is because there were no strategies provided, and therefore the policies would prove difficult to implement. The NGP has adopted policy measures from the main energy policy document and tailored them to meet women's demands such as increasing the pace of rural electrification. This policy, however, does not recognize the administrative problems related to implementation, nor does it recognize wider issues related to gender mainstreaming (Chandi 2002). For example, the term "gender" is used interchangeably with "women" thereby effectively negating the fundamental concept that both men and women have roles, priorities and needs although these may differ.

### **Constraints and Gaps Related to National Institutional Mechanisms and Structures**

- The implementation of forestry sector programmes has stagnated due to budgetary constraints (UNCSD 2002). The current level of resources available to mainstreaming gender and women's productive engagements with forest-related institutions is grossly inadequate. This appears to be the most significant constraint to gender mainstreaming. The Government depends upon external partners to finance most gender mainstreaming activities. This also applies to research and development in Zambia, where total spending in research and development has declined at an average rate of 7% per year over the past three decades (Beintema *et al* 2004).
- There is a critical shortage of reliable and up-to-date data and information on all economic sectors, and particularly in forestry (UNCSD 2002);

- Forestry is divided across at least three government ministries and departments, meaning that gender initiatives are compartmentalized and inconsistent. Mainstreaming is more difficult in this situation;
- Within the Forestry Department, clear guidelines are needed for integrating gender into its day-to-day activities. Such guidelines would demonstrate the Department's commitment to consciously addressing existing gender imbalances. A ministerial-level, a gender coordination unit should be established to liaise with the GIDD. Additionally, Departmental gender focal point should be identified, ideally, the Chief Conservator of Forests or Deputy Chief Conservator, to oversee implementation of the guidelines (Vainio-Mattila 1997);
- The GIDD structure ends abruptly at the district level, with no formal linkages to key community-level structures such as the Area Development Committees (ADCs) and Resident Development Committees (RDCs);
- There is a lack of proper representation of gender issues at Cabinet level and in Parliament;
- The lack of proper coordination, monitoring and evaluation has contributed to inadequate gender mainstreaming at all levels;
- There is a gap in gender balancing in filling of government posts, favouring male candidates (HMCS 2005);
- The Government lacks a planned capacity-building programme for gender mainstreaming in government ministries;
- A World Bank transport study questions whether Gender Focal Points in government really improve the incorporation of gender concerns (World Bank undated);
- Finally, there is high turnover of Gender Focal Points in line ministries and government departments due to promotion, transfers, replacements and other reasons. This has affected continuity in terms of implementing the NGP. To address this problem, the Government has embarked on the process of establishing Gender Sub-Committees in all line ministries and departments.

#### **Constraints and Gaps Related to Forestry Research, Education and Training**

- Forestry training and education at the Zambia Forestry College and School of Forestry and Wood Science (Copperbelt University) are noted to be key mechanisms for redressing gender imbalances identified in the forestry sector. However, neither the Zambia Forestry College nor the School of Forestry and Wood Science were able to provide gender-disaggregated statistics on students and graduates for this case study;
- Lack of resources is a critical constraint not only in higher education in Zambia, but in mainstreaming gender in education, research and technological development. Recommended strategies included a quota to increase the intake of women students; improvement of physical facilities for women students at both institutions; training faculty in gender analysis; developing and using gender-sensitive teaching aids and materials; and curricular review (Vainio-Mattila 1997).

### 3. GENDER STRUCTURES, LOCAL INITIATIVES AND RESPONSIBILITIES IN RURAL FOREST COMMUNITIES AND HOUSEHOLDS

This section of the paper begins with an acknowledgement that there are significant gaps in knowledge about the roles of women and men in the formal and informal forestry sectors in Zambia. A thorough search of national statistics, FAO and ILO databases (including ASISTDOC and SEGREGAT) resulted in no statistics, reports or documents available for Zambia.

Much of female labour, particularly subsistence activities, is not well-captured and recorded in Zambia's National Statistical System (World Bank 2004). Nor are gender-disaggregated data well-captured with respect to the contributions of men and women in forestry and non-timber forest products. A review of older gender documentation from Zambia (ZARD 1987; ITTO 1995; ZARD 1999) suggests that the lack of gender-disaggregated studies and research has remained a problem for at least two decades (some "grey" unpublished studies exist, mainly from specific development projects sponsored by various donors, although these are not widely available).

Quantitative gender analysis of the roles of women and men in Zambian agriculture and natural resources shows that women lag significantly behind men in terms of access to and control over resources (World Bank 2004) (Table 2).

**Table 2: Men and Women's Access to and Control of Resources in Rural Households**

RESOURCES	ACCESS		CONTROL	
	Women	Men	Women	Men
Land	Low	High	Low	High
Labour	Low	High	Low	High
Machinery	Low	High	Low	High
Oxen (animal draft power)	Medium	High	Low	High
Tools	Medium	High	Medium	High
Time	Low	High	Low	High
Inputs (seed, fertilizer, etc.)		High	Low	High
Education and information	Low	High	Low	High
Technical skills			Low	High
Management skills	Low	High	Low	High
Credit/loans	Low	High	Low	High
Finances	Low	High	None	High
<b>TOTALS:</b>				
<b>High</b>	<b>0</b>	<b>11</b>	<b>0</b>	<b>12</b>
<b>Medium</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>0</b>
<b>Low</b>	<b>8</b>	<b>0</b>	<b>10</b>	<b>0</b>
<b>None</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>

*H = high (68 – 99%); M = Medium (34 – 67%); L = low (1 – 33%); N = none (0%).*

*NOTE: The agricultural extension staff involved in the assessment of male and female access to and control of household resources came up with three categories/values which were divided into 100% to arrive at the average percentage for each category. Also note that women's access to/control over labour is low since men, especially husbands, control women's time and labour.*

*Source: Ministry of Agriculture Food and Fisheries (2000), Gender Analysis Workshop Report, Eastern Province; adapted from World Bank 2004: 20.*

It has already been noted that Zambian women contribute at least 80% of agricultural production, even though government policy has not effectively supported women farmers. Nor has agricultural marketing policy and interventions supported women in terms of marketing their crops (World Bank 2004). Similarly, women engaged in forestry and non-timber forestry activities have been overlooked in both policies and programmes.

Patriarchy remains the dominant socio-cultural norm in Zambia, and cuts across ethnic groups, livelihoods, rural and urban communities, and educated and non-educated people. Patriarchy influences personal relationships, intra-household interactions, and it guides responses to poverty, including informing national strategies and policies (World Bank 2004). The pervasiveness of patriarchy determines daily interactions between male and female government officials at all levels, and their interactions with rural women and men. In this climate, gender issues and concerns are trivialized in key policy discussions and negotiations. Such trivialization is commonly seen in the forestry sector in many countries, as forestry has been a male-dominated profession typified by uniformed (and sometimes armed) men who are perceived as enforcers of forest laws.

Customary gender roles in Zambia are based upon deeply held socially constructed attitudes, beliefs and practices that govern all aspects of life. With respect to forests, gender roles reflect both codified and customary laws and traditions, which determine how men and women use forests. In particular, customary rights of access and property rights tend to favour males for forest, land and water resources in Zambia. Gender relations are rooted in the discriminatory ownership of productive resources, so that women are deprived of property and rights of access. These relations also inhibit opportunities for women to organize, and to petition successfully for information and services (such as extension and credit).

Regardless of land ownership, trees remain public government property. Apart from subsistence agriculture, the collection of non-wood forest products such as mushrooms, fruits, vines and honey is an important activity for food security and rural livelihoods. Livelihoods have traditionally been based upon the consumption and trade of non-timber forest products (Neaps). Most are traded locally, due to the poor road and transport network. Even in urban areas, high unemployment and poverty create high dependence on Neaps. The unemployed and poor urban dwellers rely on forests for their livelihoods and income (for example, fuelwood collectors, charcoal producers, and sellers of Neaps), while urban residents constitute a ready market for such products. This is possible because of the nature of forest ownership in Zambia, which is vested in the President. Therefore, access is free to people for the collection of Neaps (Njovu 2004). Non wood forest products are usually collected free of charge by women and men. Although a small fee may be collected for entering the forest, this has no relation to the quantity collected (Njovu 2004).

The World Bank poverty assessment in Zambia focused on collecting sex-disaggregated data related to the division of labour and the implications of time constraints on female labour. Most poor households in rural Zambia were found to be headed by men, using traditional technologies and practicing gender-specific labour allocation. This put extreme pressure on women's time ("time poverty") especially in the peak months of planting and harvesting. In modelling rural household behaviour, the World Bank study estimated that the value of crop production per household member more than doubled when labour was allocated on a gender-neutral basis (World Bank undated:5-6).

With regard to the widespread use of traditional medicines derived from forest resources, there are clear gender differences between male and female traditional healers. Although the gender division of labour is stronger in some other African countries, women healers and herbalists are critically important to local communities. In Zambia, women healers often refer to a spirit guiding them to medicinal plants, which they collect and prepare for medicine. "Spiritual forests" are Zambian critical forest resources where seeds, cuttings and tubers of medicinal plants are cared for. In Zambia, traditional healers have received donor assistance to be organized on a national basis, and 60% of registered healers are women. The number of women healers is said to be growing in response to the increasing number of HIV-AIDS patients, now affecting about one-fifth of the adult population of Zambia. The Ministry of Tourism, Environment and Natural Resources has invited traditional healers to become part of the Technical Committee on Natural Remedies for HIV and Other Related Diseases. The Traditional Health Practitioners Association of Zambia (THPAZ) is supported through the Environmental Support Programme of MTENR (IK Notes 2001).

The critical issue of HIV-AIDS and consequent impacts on women's access to land and natural resources has been recognised by the Government of Zambia, FAO (Izumi 2006) and others. The

linkages between forest resources, gender and HIV-AIDS have not yet been fully explored in detail in Zambia. However, in practice, HIV-AIDS widows and orphans have had most of their agricultural lands taken away and have been expelled from villages. In polygamous households, only the first wife may make a claim, with the second widow not being recognized as a spouse. Women generally own less land than male-headed households and it is difficult for women to access the forest. The major constraint noted was limited capacity to utilize the forest due to lack of labour, and lack of financial resources to hire labour (Izumi 2006).

Forest exploitation, as well as protection and policy measures, can add to the hardships of rural women by denying them access to the forest products they need for energy, food, medicine and other uses while providing them with no alternatives for them to meet their families' basic needs. There is particular concern about the impacts of forest privatization and market-based conservation policies in this respect, such as the promotion of carbon trade. For example, women often do not have formal title to land in Zambia, which means that they may lose rights of access to forests. A focus on poverty alleviation and local management, combined with capacity building, can provide women with opportunities to engage with forestry initiatives and institutions on a more equitable basis (Lama 2005).

### ***Local initiatives***

The Department of Energy views community woodlots as a local initiative with potential to bring positive gender impacts. The creation of wood lots at community level managed by women will not only reduce the distance to the end user, but will also empower women in decision-making. The participation of women in domestic and commercial forests for timber and fuelwood will economically empower women and improve the quality of their lives (Chandi 2002). However, community-based woodlots are rare in Zambia, and there are socio-cultural constraints that would need to be overcome. These would include customary land and tree tenure issues, as well as corruption and "asset-grabbing" by local politicians and others once the trees have matured and acquire value.

A USAID-funded project (Sustainable Agriculture and Natural Resource Management Collaborative Research Support Program, or SANREM) supports the COMACO project, which features a business model to provide alternative livelihoods to decrease poaching and increase wildlife conservation in the Luangwa Valley of Eastern Zambia. In the COMACO model the "community" is assumed to be gender-neutral. However, a substantial portion of the program targets poachers, who are men. Research on the gender implications of this programme is called for by USAID, because transforming poachers affects gender roles and responsibilities (Moore and Christie 2006).

### ***Situation analysis and gaps analysis***

The literature review carried out in support of this paper concludes that there is a very significant gap in information and research on gender and forestry in Zambia. Only a handful of documents could be identified with a gender focus in forestry (mainly published in relation to the ZFAP) and virtually no published studies or research on the roles of women and men in the sector. Very little gender-disaggregated data exists. At a minimum, the following categories should be considered for future research topics with respect to gender dimensions:

- Roles of women and men in commercial forestry (logging, harvesting and marketing of timber products, replanting, nursery management, thinning, etc.);
- Ergonomics of timber harvesting in Zambia disaggregated by gender;
- Gender roles in secondary forest markets (poles, lumber, stakes and pickets, etc.);
- Gender dimensions of the timber subsistence industry (e.g. pitsawyers);
- Transport of forest products;
- Role of women and men in collecting, consumption and marketing of non-timber forest products (honey, insects, mushrooms, bushmeat, nuts, fruits, wicker etc.);
- Community-based forestry activities;

- Conservation and enforcement of Zambia's forests;
- Forest research, extension and outreach.

A second key finding is that the needs and priorities of forest-dependent women and their families who are most affected by forest programmes and policies are still not effectively met. This appears to be related to the lack of effective decentralization and reach of the NGP and GIDD structures.

#### **4. ISSUES RELATED TO ESTABLISHMENT OF NETWORKS FOR WOMEN IN FORESTRY**

The literature review uncovered very little about networks in Zambia for women working in forestry-related activities. In fact, no published literature exists about gender networks in the country for any economic sector. Therefore, the information in this section of the paper is drawn from a search of Internet resources, as well as project experience and contacts within Zambia.

There are a number of informal structures, nongovernmental organisations, civil society organizations, fora and networks that have contributed significantly to the discourse on gender in Zambia. Some of these are oriented toward promotion of women in education (Forum for African Women Educationalists in Zambia, or FAWWEZA). Bwafano, or Helping One Another, has worked on HIV/AIDS issues concerning women and girls. The Environment Council of Zambia (ECZ) has been active in a variety of environmental causes. ECZ was established by an act of Parliament in 1994 to advise Government on environmental issues. It does not have a specific gender focus.

Others are active in promoting women in decision-making and governance (Women's Parliamentary Caucus, Zambia Association of Women Writers, The Gender Forum, and the Zambia National Women's Lobby Group which has been active in increasing the number of women in national and local elections. Women for Change (WfC) has worked at the community level to empower women. The Law and Development Association, or LADA, has worked on issues of land tenure and women's property rights. Of interest, LADA is implementing the "Debate on the Review of Land Policy to Make it Responsive to Women's Land Tenure Rights Project." LADA operates in the southern province of Zambia to facilitate and increase women's access and ownership of land in their own rights (McClain 2004). However, LADA is apparently not active in forest reserves or forest-adjacent communities. Strong national and regional gender networks already exist, including:

- Zambia Alliance of Women (ZAW), which works on conservation efforts to combat desertification (Government of the Republic of Zambia 2006);
- Zambia Association for Research and Development (ZARD) and its ZARDWIDnet News website ([www.infobridge.org/asp/project](http://www.infobridge.org/asp/project));
- Africa Environment Information Network (AEIN);
- SoEZambezi Partners;
- Sparknet;
- Southern African Regional Poverty Network;
- Network of African Women for Sustainable Development (REFFAD).

Those networks with direct links to forest-related activities in Zambia are summarized below.

*The Zambia Gender and Energy Network (ZGEN)* network represents one strategy that can provide hope for the gender and energy situation in Zambia. ZGEN is an initiative of various stakeholders in Zambia interested in the linkages between energy and gender. The network was established in 2004 and is currently hosted by the Department of Energy (DOE) of the Ministry of Energy and Water Development. The overall objective of ZGEN is to engender energy policy and empower women to play an active role in energy planning and decision-making through the promotion of information exchange, training, research, advocacy and actions aimed at strengthening the role of women in sustainable energy development. The ZGEN network has initiated some activities, including a household energy survey (Kalumiana *et al* undated).

*Traditional Health Practitioners Association of Zambia (THPAZ)* is an association of traditional healers, mainly women, who utilize forest resources for traditional medicines. There is little information about this group except that it is focused on conservation and protection of forests and lands and concerned with poaching and deforestation (IK Notes 2001). It is noted that the Ministry of Tourism, Environment and Natural Resources was initially very reluctant to involve civil society in

natural resource management, and particularly THPAZ. Traditional healers are considered to be irrelevant to modernity and therefore to be excluded from development. However, these views are changing in light of HIV-AIDS and it is acknowledged that healers benefit the poor directly and have considerable potential in treating HIV-AIDS (IK Notes 2001).

Concerning international networks, Sparknet is a multi-stakeholder interactive knowledge network that explores how poor people can gain access to better energy services and improve their livelihoods. Sparknet's geographic focus is East and Southern Africa, and exists primarily through Internet ([www.Sparknet.org](http://www.Sparknet.org)), and has generated reports and two e-conferences. Sparknet focuses on three themes: health, gender and forestry, and the relationship of these issues to energy poverty. Sparknet brings together over seventy organizations and over 100 people from research institutes, NGOs, Governments and private companies (Musonda 2007).

No evidence was found of professional networks for women in the forestry sector in Zambia. Internationally, the International Society of Tropical Foresters reports that there are four ISTF members in Zambia, of which three are institutional and the fourth is a male individual. There are currently no Zambian women foresters who are members of ISTF.

### ***Situation analysis and gaps analysis***

The dearth of information about gender networks and forestry in Zambia is striking. It is clear that there has been little success in rural areas of Zambia to form networks of women in forestry-related activities. The reasons for this appear to be the high rates of illiteracy among rural women; patriarchal systems of control and decision making; lack of female staff and effective role models in rural areas; and the lack of priority given to gender networks by international donors and Forestry Department officials. Another reason appears to be the compartmentalisation of forestry services across at least three line ministries and departments (MTENR, FD and MoE).

It has already been noted that the forestry profession has been historically dominated by men. It has not been possible to identify either informal or formal female forestry professional networks. In Zambia there is a widespread lack of access to computers and the Internet, even by professional women in all disciplines.

One possible mechanism for improving networking and communication can be drawn from the FAO WIN (Women, Irrigation and Nutrition) project in Zambia. This successful gender-focused pilot project formed interdisciplinary teams at the district level, through which cross-fertilisation of ideas and methods flowed. More importantly, WIN utilized an interdisciplinary project steering committee drawn from Government line ministries (agriculture, health, planning, forestry); research institutions (ZARD); and NGOs (WfC and others). The steering committee drew together development professionals and Government staff that would otherwise not have had a chance to interact and collaborate. This "hands-on" informal steering committee took field trips to remote sites, interacted with women farmers, and initiated innovative ideas for implementation. WIN has been seen as a successful model in Zambia, Cambodia and Nepal as it used a variety of mechanisms and modalities to introduce gender mainstreaming (Eckman 2005).

## 5. CONCLUSIONS AND RECOMMENDATIONS

### *Key Conclusions*

A major conclusion is that gender gaps contribute to Zambia's slow economic growth and poverty reduction, and that human development, critical to productivity, is hard to achieve without gender equality (World Bank 2004). Gender mainstreaming in Zambia in all sectors lags behind other countries, and will be essential to achieve sustainable forestry development. These gender gaps cut across all development sectors, and all levels of society and government. Ultimately, gender mainstreaming in forestry goes hand-in-hand with gender mainstreaming throughout all levels and sectors of Zambia's government and society, and depends upon a much wider and fuller integration of women into Zambian development.

Pervasive gender-based inequality and discrimination against women persists in Zambia, with socio-cultural norms favouring males in terms of decision-making, property rights and inheritance patterns, economic valuation and promotion, contribution to agricultural production and food security, and education.

In the policy area, the continued under-representation of women in decision-making at all levels has serious implications for democratic governance, human well-being, and economic growth. Although Zambian women are not homogeneous, they form a distinct group that deserves representation according to the normal tenets of democratic governance. Of the hundreds of public officials implicated in corrupt practices during President Chiluba's regime, only one woman has been charged with corruption (World Bank 2004).

Statistics on gender and forestry in Zambia are not available in the published literature. A thorough search of Government websites, the GIDD website, ISTF membership roster, the ILO ASISTDOC and SEGREGAT databases and other international sources uncovered no data or information about forestry professionals in Zambia disaggregated by gender. Direct contacts with Government institutions and staff in Zambia had a similar result. The National Statistics Office does not maintain specific economic or labour data for the forestry sector on its website. Very little data was found describing the roles and responsibilities of women and men as users and decision makers for Zambian forests and non-wood timber products. Therefore, a recommendation is made that gender-disaggregated databases for forestry and other economic sectors are urgently needed, and should be established and maintained.

While a clear gender mainstreaming policy framework and mechanisms have been established, there is a clear lack of resources and political will to support gender mainstreaming in all economic sectors, including forestry. International donors have supported most gender mainstreaming activities in Zambia. However, despite donor interest, gender mainstreaming remains grossly insufficient and under-funded, and therefore ineffective.

It is important to emphasize that neither the NGP nor GIDD structure contains a specific strategy for forestry. The domain of forestry in Zambia cuts across at least three line ministries, meaning that gender initiatives are compartmentalized and inconsistent. Mainstreaming is more difficult to achieve in this situation. Even though GIDD, the NGP and 1998 Forestry Act gave opportunity for incorporation of gender issues, this has not been transformed into reality.

Gender inequities in the Zambian forestry sector are well known. Structural transformation of the forestry sector should, therefore, concern itself not only with accommodating women in programming, but also explicitly strategizing for increased access of women to and control over the forestry sector (Vainio-Mattila 1997).

The dearth of information about gender networks and forestry in Zambia is striking. Very little information and data has been found on the emergence of local and national gender networks in

forestry in Zambia. It is almost impossible to draw conclusions on the status of gender networks in forestry without an on-the-ground study of forestry professionals and forest users, which has apparently not been done. It is clear that there has been little success in rural areas of Zambia to form networks of women in forestry-related activities. The reasons for this appear to be the high rates of illiteracy among rural women; patriarchal systems of control and decision making; lack of female staff and effective role models in rural areas; the lack of priority given to gender networks by international donors and Forestry Department officials; and lack of resources. Another reason appears to be the compartmentalisation of forestry services across at least three line ministries and departments (MTENR, FD and MoE).

Taking gender into account in the design, implementation and review of national gender programmes adds value to such programmes. Close attention to gender issues permits one to understand that anything to do with the process of national forest programmes must reflect the needs and capacities of men and women. Forest development activities must therefore be tailored to the perceived needs of the different groups involved, men and women. Further, all potential partners representing either the interests of women or men should be informed of the opportunities related to forest development and conservation of the environment (FAO 1997).

### ***Recommendations***

The first challenge is to help the Government of Zambia go beyond the rhetoric to really integrate gender at the policy and action levels (World Bank 2004). Second, the nexus of gender, HIV-AIDS and forests is an extremely important and urgent issue that needs more analysis and action (Lama 2005). Gender mainstreaming therefore requires much more effective involvement of women in the forestry sector. There have been years and words full of speeches and papers, but there is still gender bias in forestry. Now is time for action. How can this be achieved? What different means for action, networking, research and policies exist on different levels that could assist in integrating women at all levels (forest users, forestry professionals, decision-makers) in formal forestry? The following actions are recommended, at a minimum:

- Gender mainstreaming in national forestry policies, programs and institution must be promoted in line with the NGP and GIDD, with strong national input by Zambian women professionals into effective mechanisms and modalities to achieve this. In particular, mechanisms are needed to decentralise the NGP and GIDD structures to the provincial, district and local levels. Such institutions need to be re-oriented to include gender and socio-cultural issues. There are in fact structures and mechanisms for gender mainstreaming, but the climate of inadequate resources, political will and priorities must be reversed.
- The gender impacts of all forestry-related policies, legislation and programmes should be critically assessed and reviewed by an interdisciplinary team, and the findings and recommendations should be incorporated in an iterative way by the Forest Department.
- This in-depth sectoral review of current land and forest policies, structures and institutions, programmes and legislation should cover, at a minimum, the following themes and issues:
- Evaluation of forest resources, and dependence differentiated by gender;
  - Assessment of ownership and use, differentiated by gender;
  - Biological diversity, and gender-specialised knowledge about local species and ecosystems;
  - Rights of access to common property resources and inheritance laws to ensure that women's access to land and forests are protected particularly in households affected by HIV-AIDS;
  - Gender-related capacities and training needs of forestry staff at all implementation and decision-making levels.

The review should culminate in a sector-wide action plan that is periodically reviewed and updated, with inputs from all relevant Government agencies and coordinated by GIDD.

- Restructuring of forestry policies and programmes should be based upon broad multidimensional and multi-disciplinary strategies rather than traditional, discipline-bound

lines. These should include promotion of economic development and sustainable livelihoods, socio-political empowerment, and strengthening of multilateral partnerships wherever possible. A possible model is the FAO WIN project noted above, which integrated gender sensitization and training at all levels, local empowerment and community action plans, water resources, nutrition, HIV-AIDS and other activities depending upon the needs and priorities of local women (Eckman 2005).

- The lack of statistical information and data about women's role in forestry hampers policy formulation, and means that the contribution of women and girls remains grossly under-reported. There is a critical need for gender-disaggregated data and statistics in forestry.
- Similarly, there is a very significant dearth of research on gender in forestry in Zambia. Clearly, there is a need for gender-based research on the roles of women and men in the forestry sector (and related sectors), and dissemination of research findings.
- Most forestry staff in Zambia are not aware of gender dimensions, and very few have received gender training and sensitization. It follows that there is a critical need to develop a sequenced training-of-trainers programme in gender sensitization for all forestry staff (and those in related fields such as energy and environmental policy). Excellent training tools and curricula already exist (e.g. SEAGA and FAO's International Training Package).
- Overall, forestry policies and programmes should be re-oriented toward the priorities and needs of forest users, especially the poorer majority of rural producers, with a clear focus on women and girls as primary producers and users of forests. This should be done in consultation with local groups and stakeholders to ensure that their gender concerns and needs are not overlooked.
- Women should be considered as major stakeholders in forestry development and policy making, and not be seen solely as grassroots-level stakeholders (Lama 2005).
- Specifically, women have valuable professional, technical and indigenous knowledge about forest resources, and should not be seen only as vulnerable and victims of discrimination.
- Train men and women farmers through civic education and gender sensitization. Again, the FAO WIN project is a good model, and some Zambian MACO officers are already familiar with the approach. There is good potential to apply the WIN approach in forestry-related activities, especially for community forestry and agroforestry.
- Gender mainstreaming, gender sensitization and gender analysis should be included in the curricula of national forestry colleges and institutions (Zambia Forestry College and School of Forestry and Wood Science, Copperbelt). While these efforts have already begun, additional resources are needed to fully implement this work. Mentoring of young female forestry professionals is also needed (Kaudia, cited in Lama 2005).
- For the energy sector, there is a need for gender sensitization and training for all key members of staff engaged in forestry-related activities. There is also a need to harmonise the National Gender Policy and national energy policies, as well as identification of an institutional framework and effective strategies for implementation (Chandi 2002).

These recommendations are resource-dependent, and require strong political will and resolve. Resources must be made available to broaden the scope of existing gender mainstreaming frameworks, and to strengthen their impacts.

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#### **INTERNET RESOURCES**

Official website of the Gender in Development Division, Cabinet Office, Government of the Republic of Zambia. **[www.gender.gov.zm](http://www.gender.gov.zm)**

Sparknet Knowledge Network on Sustainable Household Energy in Southern and Eastern Africa. **[www.sparknet.org](http://www.sparknet.org)**

Southern Africa Regional Poverty Network (SARPN). **[www.sarpn.org](http://www.sarpn.org)**

Directory of African Women Scientists in Natural Resources Conservation and Management. **[www.unu.edu/inradatabase/view.sap?offset=150](http://www.unu.edu/inradatabase/view.sap?offset=150)**

## ANNEX

### DATABASE OF WOMEN WORKING IN FORESTRY IN ZAMBIA

This database of women in forestry in Zambia has been drawn from a variety of documents, Internet resources, and personal contacts in Zambia. The numbers of women working directly in forestry in Zambia are very limited, and it is hoped that others can add to it over time. Reflecting that gender includes both women and men, the database also includes men who have been designated by the Government of Zambia or international organizations as gender officers working in Zambia.

The database also includes individuals working in closely related fields, such as agroforestry, energy (especially woodfuels), environmental of forestry law, and forestry and environmental policy.

Name	Institution	Contact Information	Detail
Lydia Ndulu	DACO, Mwansa, Ministry of Fisheries and Food	Mobile - 097-809907; Landline - 02-615603.	National consultant in gender, agriculture and natural resources; former WIN national consultant
Mrs. Esnart Kalumiana	Chief Technician, Division of Forest Research		
Mr. Oscar Kalumiana	Department of Energy	Ministry of Energy & Water Development, P.O. Box 51254, Lusaka, Zambia, Tel: +260.1254491	Representative on Zambia Gender and Energy Network (ZGEN)
Miss Angela Gono	Herbarium Research Officer at UZL		
Mrs. Langiwe Hope Lungu Chandi	Senior Energy Planner at the Department of Energy	Tel. 087-793617 emc@zamnet.zm	Holds a Bachelor of Arts Degree with a major in Development Studies and a minor in Economics, and a post-graduate certificate in analysis and planning of development projects. Has attended several courses on energy, gender issues and management. She is involved in economic evaluation of all energy projects and programmes. In addition, she is responsible for analysis of energy sector issues and options. Mrs. served in a senior position at the Energy Regulation Board (ERB) of Zambia. She is a principal researcher in AFREPREN/FWD's Renewables and Energy for Rural Development Theme Group.
Catherine Simfukwe	Secretary, Department of Energy	Tel. 251337/254491 doe@zamnet.zm	

Ms Lubinda Mutemwa Tafira	Executive Director Zambia Alliance of women (ZAW) Lusaka, Zambia		Fields of expertise: social work (anthropology), empowerment of welfare of women and children, women rights, empowerment, environmental issues
Dr. Auxilia Ponga	Gender advisor, Commonwealth Secretariat	a.ponga@commonwealth.int	Former Permanent Secretary in the Gender & Development Division of the Cabinet Office in the Zambian Government
Hon. Eileen Imbwa		Mobile 097097-846291 eileen@zamnet.zm	Member of Parliament; former Permanent Secretary, Ministry of Tourism, Environment and Natural Resources, Zambia former WIN national consultant
Doris Mwinga	National Assembly Clerk		Environmental law; gender; consultant to ZFAP, IUCN and UNIDO.
Rosemary Makano	Ph.D. candidate, University of Missouri-St. Louis (USA)	rosmak@hotmail.com	Diploma, in Forestry from the Zambia Forestry College; BSc. in agroforestry from University of Wales, Bangor (UK); and M.A> in Public Policy, University of Missouri –St. Louis (USA); Compton Fellow 2001.
Tamala Tonga Kambikambi	University of Zambia	Crop Science Department, School of Agricultural Sciences, PO Box 32379, Lusaka, Zambia tkambikambi@agric.unza.zm	
Ruth Msimuko Zulu	Natural Resources Development College	Natural Resources Development College, POB 310099, Lusaka, Zambia; Tel. 260-1-283676	
Rose Katanga	International Centre for Research on Agroforestry (ICRAF)	ICRAF; c/o Department of Agriculture, POB 510046, Chipata, Zambia lkatanga@zamnet.zm or zamicraf@zamnet.zm	
Ms. Milica Mwela	Coordinator of the WIDNet project	Zambia Association for Research and Development zardwidnet@microlink.zm	Research and information exchange on gender issues in Zambia
Charlotte Wonani	Forest Department	Programme Coordination Unit; P.O. Box 320222 Woodlands Lusaka Zambia	PFAP II

Irene Lungo	Board Member; Zambia Association for Research and Development (ZARD)	Tel. 222883 irenelungo@yahoo.com	
Christine Kalamwina	GIDD	GIDD; Tel. 251858	Gender Specialist
Dr. Alice Akinyi Kaudia	Zambia Forestry College		Professional forester; teacher; working on mainstreaming gender and HIV-AIDS into forestry curricula in Zambia, Malawi and Tanzania.
Patricia Hachongela	Chief Planner, Ministry of Agriculture and Cooperatives; MACO gender focal point	macofp@gender.gov.zm	
M. Kunda	Senior sociologist, Ministry of Agriculture and Cooperatives; MACO gender focal point	macofp@gender.gov.zm	
Mubanga Msuhimba	Manager- fertilizers; MACO gender focal point	macofp@gender.gov.zm	
Bwalya Chilufya Mbalashi	Senior Planner, Ministry of Community Development and Social Services; Ministerial gender focal point	mcdswgfp@gender.gov.zm	
Mike Masiye	Planner, Ministry of Community Development and Social Services; Ministerial gender focal point	mcdswgfp@gender.gov.zm	
C.M. Ufwenuka	Head planner, Ministry of Lands	mlgfp@gender.gov.zm	
I. Mwanamuke	Administrative officer, Ministry of Science, Technology and Vocational Training	mstvtgfp@gender.gov.zm	
Thomson C. Musonda	Senior Personnel Office, Ministry of Tourism, Environment and Natural Resources	mtenrgfp@gender.gov.zm	
Ruth Nabuyanda	Office Coordinator WCS.COMACO- Lusaka	nabuyanda@yahoo.com	
Ruth Lungu	Manager, Its Wild Bush Camp, Chifunda		

Cornelius Chipoma	Education Program (Gender) USAID/Zambia	cchipoma@usaid.gov	
The Resident Representative	Food and Agriculture Organization of the United Nations	P.O. Box 30563, Lusaka FAO-ZMB@field.fao.org or unfao@zamnet.zm Tel: 260 1 252568 or 252558	Development programmes and projects in forestry, agroforestry and gender
	Zambia National Women's Lobby (ZNWL)	P.O. Box 37879 Plot No. 1311 Lubu Road Longacres Lusaka	Women's advancement in decision-making
Lucy Muyoyeta	Women for Change (WFC)	Plot 1801, Nchenja Road Northmead Lusaka Tel: 224309/224296 wfc@zamnet.zm	Campaign against poverty and promotion of rural women's empowerment
Ms. Dellia Yerokun	Gender Focal Person, UNDP	Tel. 260 1 250800	
Sr. Audrey Chibwe Mwansa	Equity and Gender Component Manager/Planning and Research Officer, Ministry of Education	P.O. Box 50093 Lusaka	
Mr. Lobert Lukoka	Documentalist, GIDD	P.O. Box 30208 Lusaka Tel.260 1 251375 www.gender.gov.zm	
Dr. Lawrence Musonda	Economic Director, GIDD	P.O. Box 30208, Lusaka Tel. 260 1 251375 www.gender.gov.zm	
Mr. M. C. Sampa	Administrative Officer, Southern Province, Government of Zambia gender focal point	southernngfp@gender.gov.zm	
Daisy Makombo Seketeni	Senior Planner, Luapula Province, Government of Zambia gender focal point	luapulagfp@gender.gov.zm	
Mr. John Muhinyi	Senior Planner, Northern Province, Government of Zambia gender focal point	northernngfp@gender.gov.zm	
D. N. Mubbuki	Provincial Office, Western Province, Government of Zambia gender focal point	westernngfp@gender.gov.zm	

Monde N. Muleba	Provincial administration, Western Province, Government of Zambia gender focal point	westerngfp@gender.gov.zm	
Chibeza Mfunne	Provincial Planner, Lusaka Province, Government of Zambia gender focal point	lusakagfp@gender.gov.zm	
Mr. Musonda Kunda	Gender Focal Person, Ministry of Agriculture and Cooperatives (MACO)	P.O. Box 50197, Lusaka	
	Women in Law and Development in Africa (WiLDAF)	Plot 1311 Lubu Road, Longacres; P.O. Box W379 Lusaka	Rendering laws from a gender perspective, and women's human rights
Irene Lungu	Economic Association of Zambia	P.O. Box 38016; Zimco House, Katunjila Rd, Lusaka Tel: (01) 22-5305; (01) 22-5306; FAX: (01) 22-5306	Gender expert
Regina Mwanza	Zambia Alliance of Women		
Clotilda Mwanza	Department of Energy		Gender expert
Rebecca Hakantu	Department of Energy	251337/254491 doe@zamnet.zm	Gender expert
	School of Forestry and Wood Science, Copperbelt		
	Forum for African Women Educationalists of Zambia (FAWEZA)	P.O. Box 37695; LusakaPlot 6680 Chiwalamabwe Road Olympia Park Zambia Tel. +260 1 295482 Email: faweza@zamnet.zm	Advocates for policies and programmes for the advancement of girls with special attention to science, mathematics and technology
Zambia Association for Research and Development (ZARD)	National research institution	Plot 16 Makishi Road Northmead P.O. Box 37836, Lusaka Tel. 222883/224536 zard@zamnet.zm	Gender-based research, advocacy, information and knowledge sharing for increased awareness and participation
Zambia National Women's Lobby Group	National NGO	P.O. Box 37879; Plot No. 1311 Lubu Road, Lusaka	Women's advancement in decision making
Non-Governmental Organization Coordinating Council	National NGO coordinating gender activities	P.O. Box 37839, Lusaka Tel: 253203/250049 ngocc@zamnet.zm	

Mrs. Matondo Monde Yeta	Chief Executive, Economic Association of Zambia	P.O. Box 38016; Zimco House, Katunjila Rd, Lusaka Tel: (01) 22-5305; (01) 22- 5306; FAX: (01) 22-5306 mamoyeta@yahoo.com	Gender expert
Juliet Enala Makota	National Coordinator, Women in Agriculture	Fintex House, 2 <sup>nd</sup> Floor Lusaka Tel. 238336	
Regina Mwanza	Board Member, Zambia Alliance for Women	Tel. 097 824772	
Women for Change	National NGO	<a href="http://www.wfc.org/zm">www.wfc.org/zm</a>	Works to empower remote communities, especially women, to contribute towards sustainable development and eradication of all forms of poverty.
Zambia Land Alliance	National NGO	<a href="http://www.zla.org/zm/gender">www.zla.org/zm/gender</a>	Land for women programme
Society for Women and AIDS in Zambia (SWAAZ)	National NGO	<a href="mailto:www.swaaz@zamnet.zm">www.swaaz@zamnet.zm</a> Plot 8266 Off Vubu Road House #408; Old NAPSA Houses, P.O. Box 50270 Emmasdale Lusaka Tel.260-1-243359/60	Promotes grass-roots and volunteer-driven solutions to prevent, treat, and mitigate the impact of HIV/AIDS and gender-based violence on women and children; collaborates with GIDD and NGP including land issues