



# Gender Review: Mainstreaming Gender and Aids in the Development Portfolio of the Norwegian Embassy in Zambia



Norwegian Agency for Development Cooperation

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# **Gender and AIDS in the Embassy portfolio**

## **Report from a review for the Norwegian Embassy in Lusaka**



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## **Abbreviations**

ART	Anti-retroviral treatment
BF	Basket Fund
CBO	Community Based Organisation
CCZ	Council of Churches in Zambia
CD	Capacity Development
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CFU	Conservation Farming Unit
CP	Cooperating Partner
CRAIDS	Community Response to AIDS
CRC	Convention on the Rights of the Child
CSO	Central Statistics Office
DACO	District Agriculture Coordinating Officer
DAO	District Administrative Officer
DEBS	District Education Board Secretary
DP	Development Partner
FHHs	Female Headed Households
FNDP	Fifth National Development Plan
GART	Golden Valley Agricultural Research Trust
GBV	Gender based violence
GFATM	Global Fund for AIDS, TB, and Malaria
GIDD	Gender in Development Division
GRZ	Government of the Republic of Zambia
HDI	Human Development Index
HIPC	Highly Indebted Poor Countries
IFA	Inter-governmental Fiscal Architecture
IFI	International Financial Institutions
IGA	Income generating activities
IMF	International Monetary Fund
IMG	Independent Monitoring Group
JASZ	Joint Assistance Strategy for Zambia
JGSP	Joint Gender Support programme
KPI	Key Performance Indicators
LADA	Law and Development Association
LCMS	Living Conditions and Monitoring Survey
LRF	Legal Resource Foundation
MDG	Millennium Development Goal
MDRI	Multilateral Debt Relief Initiative
MoFNP	Ministry of Finance and National Planning
MoU	Memorandum of Understanding
MTEF	Medium Term Expenditure Framework
NAC	National AIDS Council
NGO	Non-governmental organisation
NGOCC	Non-Governmental Organisations Coordinating Council
NLACW	National Legal Aid Clinic for Women
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee

PAF	Performance Assessment Framework
PEMFA	Public Expenditure and Financial Management Reform
PLH	Person living with HIV
PMTCT	Prevention of Mother-to-Child-Transmission (of HIV)
PPPs	Public Private Partnerships
PRBS	Poverty Reduction Budget Support
SADC	South African Development Community
SAG	Sector Advisory Group
SAM	Semi-Annual Meeting
SWAp	Sector Wide Approaches
TOR	Terms of Reference
TOT	Training of trainers
UN	United Nations
UNDP	United Nations Development
USD	US Dollars
VCT	Voluntary counselling and testing
ZMK	Zambian Kwacha
ZNAN	Zambia National AIDS Network
ZNFU	Zambia National Farmers' Union

## Summary

The Norwegian Embassy in Lusaka requested Norad and the Regional Swedish-Norwegian HIV and AIDS-team to do a joint gender and HIV/AIDS mainstreaming review , to see how gender and AIDS concerns could be better mainstreamed in the Embassy portfolio. Four different programmes were selected for the review, covering important areas for the embassy development cooperation in Zambia;

1. Budget support,
2. Legal aid
3. Conservation farming
4. Joint Gender Support programme.

The team met with programme officers, partners and key informants, in addition to having one field visit, connected to conservation farming.

A review like this may help a process of better mainstreaming, but needs to be followed up by the Embassy. In general, the team found that there were a number of opportunities lost in relation to gender and AIDS mainstreaming. There is good competence at the Embassy and with key partners of the Embassy, and from the different programmes, there should be good opportunities for better synergies and learning.

Comments and recommendations are given for each of the four programmes. In addition, the team was asked to give recommendation to the Embassy for how this work could be carried forward. The team gives four key recommendations, which are further elaborated in Chapter 5:

### **Key recommendations:**

The team suggests the following:

- 1 Internal organization at the embassy: Responsibility placed at management level, and gender and AIDS competence should be secured.
- 2 Programme level: Selection and focus on one or two gender and AIDS mainstreaming topics.
- 3 Programme level: Main focus on **one** programme or sector (in addition to improved quality work on the others).
- 4 Policy level: Work to integrate the gender and AIDS aspects in the political dialogue with the government of Zambia and key development partners

## 1. Introduction

The Norwegian Embassy in Zambia has over the past years decreased the number of sectors and partners in their portfolio. In the Strategic Plan 2009-2011, the following is said on focus for the work:

*“The sector focus will be economic and democratic governance, and natural resource management (i.e. climate adaptation and food security). Support will be given to gender and civil society across sectors”*

In the analysis of the situation in Zambia, the plan states that the country “*is severely affected by HIV and AIDS. Unequal power relations between men and women are a driver of the epidemic.*”

The Embassy therefore decided to undertake a review of how gender issues and HIV and AIDS could be better mainstreamed in the Embassy’s work. They requested Norad and the Regional Swedish-Norwegian HIV and AIDS-team to do a review together. In addition to carrying out a review, the team was also asked to hold a seminar at the Embassy, focusing on gender and AIDS mainstreaming.

According to the Terms of Reference (see Annex 1), the objectives for the review were:

1. Analysis of Embassy portfolio to find areas of possible improvement with regard to mainstreaming of gender and AIDS, with concrete and realistic recommendations taking into consideration the context that the Embassy is working in
2. Capacity building of development staff to improve mainstreaming of gender equality and HIV and AIDS in Embassy portfolio of programmes
3. Strengthen the relationship between the Swedish-Norwegian regional team, the Embassy and Norad
4. Recommendations on how the Embassy can isolate certain strategically chosen key issues to focus on, including using management’s policy network to address these issues.

It was also decided to focus on the following selected areas of the portfolio:

### **Programme**

- *Budget Support (ZAM-2395 ZAM-06/043 ZAM-08/023) and PEMFA (ZAM-3001 ZAM-02/382)*
- *Human Rights, LRF and Legal Aid Clinic (ZAM-2396 ZAM-05/033 ZAM-06/024)<sup>1</sup>*
- *Conservation Agriculture (ZAM-3037 ZAM-06/017 ZAM-08/019)*
- *Gender UN (National Gender programme ZAM-3047 ZAM-07/035)*

In the first discussion with the Embassy, it was emphasised that recommendations should focus on possible options for strategic and policy dialogue, not least on political and high government level. Recommendations should be concrete on approaches, and linked particularly to budget support and governance issues.

### **Team and Methods**

The team was composed in the following way:

- *Norad* .
  - Vigdis Halvorsen - gender adviser
  - Anne Skjelmerud – AIDS adviser and team leader
- *Regional Swedish-Norwegian HIV and AIDS-team*
  - Michael Tawanda
  - Caroline Sumumbwa (part of the review)

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<sup>1</sup> After the team visited Zambia, the embassy has decided to end the funding of the National Legal Aid Clinic, due to limited capacity at the Embassy and the need to cut down on the number of agreements. Therefore in the following, the description of NLACW is taken out.



- *1 local consultant:* Dorothy Hamuwele

The methods used consisted of the following elements:

- Review of key documents for each programme
- Interviews with programme officers
- Interviews with partners
- Interview with key informants (gender/AIDS)
- Field visit

A memo with key questions and a brief analytical model was worked out and shared among the team members before the review (Annex 5). The team members divided the programmes between themselves, so that one team member had the main responsibility for each programme, while being a number two for one other. It was also agreed to link the budget support and the PEMFA programme closely together in the approach by the team.

The field visit for the whole team was to Mumbwa, to visit the Conservation Farming programme. The team met a farmer coordinator, a contact farmer, one group of female and one of male farmers, and the staff of the central and regional office of the Conservation Farming Unit.

The ToR also emphasises capacity building at the Embassy. A half day seminar was set up on the last day of the visit, introducing a conceptual framework for gender and AIDS reviews, and giving a debriefing from the review process. Participants were Embassy staff from the Norwegian and Swedish embassies.

### **Constraints.**

The team was given excellent support by the Embassy, not least as the local consultant was a previous employee of the Embassy and therefore was given access to files and contacts in order to set up the programme and provide relevant documentation. The political situation in Zambia was rather complex at the time of the review, as the country had just buried their late president and was very busy preparing for the upcoming election. In that context it was difficult to meet all the adequate persons in the ministries, so a lot of time had to be spent on logistics.

### **Vote of Thanks**

The team would like to thank the Embassy staff for all their support, practical and otherwise, and the willingness to take time to share experiences and thoughts with the team. The team did very much appreciate the hospitality and openness from the Embassy. The team would also like to express gratitude to all partners and key informants who were willing to share ideas and information with the team.

### **Guide for the reader**

The report first gives an introduction to the Zambian context, particularly in relation to gender and AIDS, and the Norwegian profile and policies (Chapter 2). Chapter 3 gives a brief introduction to the concept of Gender and AIDS mainstreaming, while Chapter 4 presents the four different areas or programmes that the team addressed, with analysis and recommendations for each programme. General conclusions and recommendations are found in Chapter 5. For the chapter 2-4 more detailed information is presented in the Annex, for readers who would like to read more about the different topics covered in the report.

## **2. Context: Gender and AIDS in Zambia**

A section with general information about Zambia is found in Annex 4, together with a presentation of the different programmes selected for this review.

### **2.1. Gender situation, structures and policies <sup>2</sup>**

#### **Gender inequality**

Gender inequalities exist at all levels in Zambia. A situation analysis of gender issues in Zambia reveals that challenges still remain critical and fundamental to the country's achievement of its vision and goal on gender and the Millennium Development Goals. The Fifth National Development Plan (FNDP) 2006 – 2010 prioritises gender mainstreaming interventions for socio-economic empowerment of women.

The National Gender Policy (from year 2000) seeks to address a whole spectrum of issues relating to gender imbalances in the country. Key among these are: (i) power relations between men and women, and the cultural and traditional practices that systematically subject females to male domination, (ii) the feminisation of poverty, reflected in women's limited access to health services, maternal and child health care, food, safe water and sanitation, social services, employment opportunities, and decision making processes; and (iii) the integration of reproductive health education into the school curriculum to prevent/reduce early pregnancies and HIV and AIDS.

#### **International conventions and legislation**

Zambia is signatory to a number of international and regional instruments that outline strategies, rights actions that need to be undertaken in order to achieve gender equality and the empowerment of women, including the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child (CRC), the African Charter on the Rights and Welfare of the Child. A list of regional and global commitments signed by Zambia is found in Annex 3.

However, these international and regional instruments for promotion of gender equality have not been domesticated or comprehensively integrated into national laws. At the same time the implementation of the National Gender Policy has been weak due to capacity constraints, resulting in limited progress towards gender equality and equity.

#### **Civil society and development partner cooperation**

Civil Society organisations play a complementary role to government in improving the socio-economic status of women (and men) in Zambia. A key partner has been the Non-Governmental Coordinating Council (NGOCC) that affiliates under one umbrella nearly 75 NGOs and Community Based Organisations (CBOs) that primarily work to improve the lives of women and girls in communities through out Zambia.

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<sup>2</sup> Information in this section found and partly quoted from *A Joint programme of Support to the Gender Sector of the Fifth National Development Plan – UN Inception Report* and *Joint Gender Support programme 2008 – 2011*

Gender as a development issue remains high on the Multilateral/Bilateral cooperating partner's agenda. Gender mainstreaming is constrained by the limited gender analytical skills, limited sex disaggregated and gender related statistics and data, and also limited appreciation of gender mainstreaming as a tool for achieving development goals.

## **2.2. AIDS Situation and structures<sup>3</sup>**

Zambia is one of the countries worst affected by the HIV pandemic in the world. According to the recent Demographic Health Survey, about 1 million Zambians are infected with HIV.

The epidemic, which is mainly sexually driven, is characterised as follows:

- Feminisation of the epidemic with women 1.4 times more likely to be HIV-infected than men, and infection rates among young women aged 15-24 years are 4 times higher than those for young men in the same age group.
- HIV rates vary considerably among and within Provinces ranging from 8% in Northern Province to 22% in Lusaka Province and higher prevalence in urban areas with 23% of urban residents HIV infected as compared with 11% in rural areas. 14 % is the national adult average.

HIV and AIDS have a disproportionate impact on the lives of women and girls. Women and girls carry the brunt of the burden of caring for people living with AIDS and orphans while also securing a livelihood for the household. In addition, AIDS increases poverty by decreasing intergenerational transfer of skills and knowledge on livelihoods, and reduces productivity in labour and thereby increasing poverty. HIV and AIDS, gender inequality and poverty are closely intertwined.<sup>4</sup>

The government has set up a number of national structures to facilitate a coordinated response to the HIV and AIDS epidemic in the country. These are; a high level Cabinet Committee of Ministers on HIV and AIDS, the National AIDS Council and Secretariat (NAC) which was established in 2002 as abroad based corporate body with government, private sector and civil society representation, the adoption of a National HIV/AIDS/STI/TB Policy (2005) which provides the directive and mandate for the national response. In 2003 the government launched a national policy of providing free and universal access to Antiretroviral Therapy (ART).<sup>5</sup> Currently approx 190,000 people are receiving anti-retroviral drugs, which are estimated to cover 50% of the actual need.

## **2.3. Norwegian cooperation in Zambia**

Donors including Norway are supporting the Government's Fifth National Development Plan (FNDP) by implementing the Joint Assistance Strategy for Zambia (JASZ) which sets out how donors will collectively give support to Zambia's national policies, plans and budgets. JASZ is a national medium-term framework (2007-2010) which has been developed by the Cooperating Partners to manage their development cooperation with the Government of the Republic of Zambia (GRZ) in alignment with the FNDP. The JASZ agrees on a few lead

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<sup>3</sup> Information in this section largely come from: *National HIV/AIDS/STI/TB Monitoring & Evaluation Plan 2006 – 2010*

<sup>4</sup> *Women in Law and Development in Africa Zambia Chapter: April 2006*

<sup>5</sup> National HIV and AIDS Strategic Framework 2006 - 2010

donors for each sector. This means that the government can spend more time on priorities and less time on meeting donors (Joint Strategy for Zambia).

In the Embassy's strategic plan, this is the suggested Norwegian **Strategic profile**:

- Strong focus on domestic revenue mobilization, budget execution and public service delivery. This is a platform for a process towards longer term phasing out of bilateral financial development assistance
- Active use of the budget support mechanisms to strengthen national institutions and systems and to enhance domestic accountability
- Strategic interventions when there is strong demand, high potential for development impact and where Norway has a clear comparative advantage (e.g. natural resource revenue management, petroleum, distribution and equality)
- Increased use of policy dialogue, technical advice and institutional cooperation, aiming at sustainability in capacity development. Increased use of multilateral and regional institutions in key areas of competence
- The sector focus will be economic and democratic governance, and natural resource management (*i.e.* climate adaptation and food security). Support will be given to gender and civil society across sectors

In addition to budget support, including education, the main areas of intervention are economic and democratic governance, and natural resource management.

The Government of the Republic of Zambia (GRZ) is the main partner for support. The Embassy will develop further their partnership with UN, partly aiming at strengthening UNDP at country level to support the UN reform. The Embassy will also strengthen the support to civil society, in particular aiming at facilitating advocacy, participation and empowerment of women. The Embassy has significant interaction with private sector, in particular within conservation agriculture and private sector in and around the national parks.

## **2.4. Norwegian key policies**

### **Gender: Without women, no development - Norwegian policy on women's rights and gender equality**

Women's rights and gender equality is one of five main priorities for the Norwegian Government. This is reflected in Ministry of Foreign Affairs' Plan of Action for Women's Rights and Gender Equality in the Development Cooperation (2007) and Stortingsmelding (Government White paper) No. 11 (2007-2008) - On Equal Terms.

#### **Action Plan for Women's Rights and Gender Equality in Development Cooperation**

The action plan sets targets and stakes out the course for the realisation of women's rights and gender equality both as a separate priority area and as an integral dimension in the Government's other development cooperation priority areas.

#### Thematic priority areas:

- Women's political empowerment
- Women's economic empowerment
- Sexual and reproductive health and rights
- Violence against women

The human rights conventions, especially the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), form a common value base and departure point for dialogue and cooperation between Norway and its partner countries in the South.

Women's rights and gender equality must be mainstreamed in a concrete, measurable way in all development cooperation, with clear guidelines for how they are to be promoted in sectors that have other primary goals. The promotion of gender equality must be linked to the partner countries' own development targets and international commitments, and tailored to local challenges and opportunities for change. Norway will promote women's rights and gender equality by (among others) making active use of the policy dialog and other cooperation processes with the country's authorities, and support gender mainstreaming in the public sector including capacity and competence building for gender quality mechanisms.

### **Parliament Report No. 11 (2007-2008); On Equal Terms: Women's rights and gender equality in international development policy**

In 2008 the Norwegian Government launched the white paper "On Equal Terms" and by this invited the Storting (parliament) to engage in a broad debate on the overriding, long-term political guidelines for promoting women's rights and gender equality through Norway's international development policy. In addition to the four main thematic priorities from the action plan (see above), "On Equal Terms" added

- Women and men are to have equal access to education
- Women are to have an equal role in peace and reconciliation efforts
- Women and men are to participate on equal terms in efforts to combat climate change, environmental degradation and humanitarian crises

Efforts to promote women's rights and gender equality must not be an additional add-on to our other efforts, but must be mainstreamed in all of them.

### **HIV and AIDS Policy Position Paper**

The Norwegian policies on HIV and AIDS are governed primarily by the **HIV and AIDS Policy Position Paper** which was issued by the Ministry of Foreign Affairs on December 2006. The main focus of Norway's HIV and AIDS policy is to prevent more people becoming infected by the virus.

Funding and knowledge are primarily invested in broad multilateral efforts that follow the UN guidelines for achieving effective Universal access to prevention, treatment, care and support. Norway works with a range of partners, UN agencies and other international and multilateral agencies, governments, and NGOs, including organisations for people living with HIV. Counteracting stigma and discrimination is a key element in the work.

Norway wants to give priority to areas where it can make a difference and areas that others choose not to prioritise. The HIV and AIDS policy focuses on the following thematic areas:

- women, gender and power, including sexual and reproductive health and rights;
- particularly vulnerable groups (men who have sex with men, injecting drug users etc.);
- young people;
- legislation relating to HIV and AIDS;
- local communities and local democracy in an HIV and AIDS perspective;
- health personnel and health systems;
- prevention of mother-to-child transmission.

## Increased focus on results

Norad's strategy 2006-2010 focuses on producing and documenting better results of Norwegian development Cooperation. There is too little knowledge about the results of the development cooperation. Norway has been a flexible donor, but that needs to be combined with greater demands internally as well as with partners to produce and document results. Increased use of sector and budget support calls for new ways of documenting the results of Norwegian assistance.

## 3. Gender and HIV mainstreaming framework

In countries with a generalized HIV epidemic, where HIV is spreading in the general population, and not only among persons with specific risk behaviours, gender inequality increases susceptibility for HIV transmission, and women are more affected by the consequences of the epidemic. Inflexible gender roles may be an obstacle for both men and women in relation to prevention and empowerment.

Gender interventions may be analysed according to whether they meet the practical vs. the strategic needs of people, mostly women. Practical and strategic needs may be defined as:

Practical gender needs/interests	Strategic gender needs/interests
Immediate need to improve the current workload according to the "given" division of labour	Needs in order to transform the current gender construct and enable the parties to adapt to a more equal status
<b>Example:</b> As women have the main responsibility for fetching water in the household, they should be helped to get wells closer to home	<b>Example:</b> Challenge the notion that only women can fetch water, and stimulate a better sharing of workload and resources in the household. Stimulate education for girls, so that they may take on other challenges.

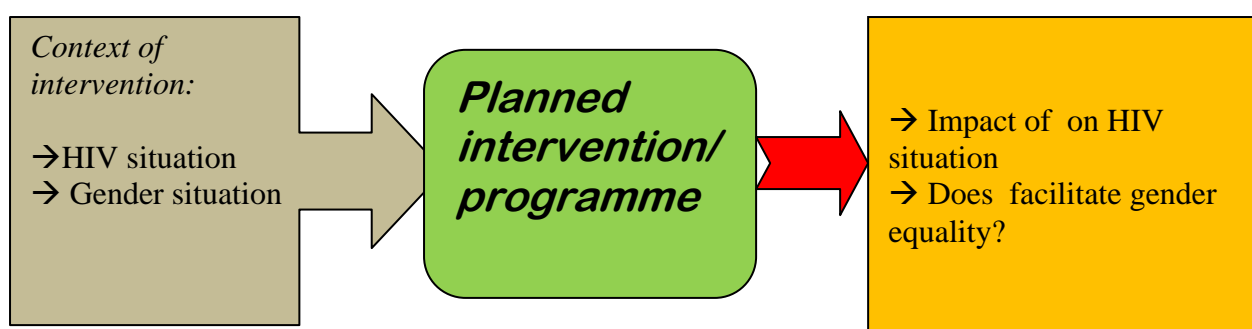
While immediate practical needs are important, answering to such needs may in fact help preserving rather than challenging existing divisions of labour and responsibilities.

A gender and HIV review on a programme or a project may be **defined** in the following way:

- Assessing the *implications* of any planned action for women/men, boys/girls regarding HIV transmission risk and gender equality, and
- Ensuring that planned actions *do not facilitate* HIV transmission, and/or exacerbate gender inequality but *promote* gender equality and *facilitate* HIV prevention

This definition points to the **objectives** of the mainstreaming:

- Reduced vulnerability of women, girls, boys, and men to HIV infection, and
- Enhanced coping capabilities of women and men, communities and institutions living with and/or affected by HIV.



In appraising a proposal, the Embassy should require that an analysis of the situation and the design in relation to gender and HIV is included, and discuss vulnerability factors and mitigation for HIV for gender.

#### **Questions that may be asked to a programme:**

##### *HIV&AIDS impacts*

- What are the impacts, by gender, of HIV&AIDS on the programme's ability to achieve its objectives?
- Does the programme enhance the coping capabilities of all, particularly or those disproportionately infected/affected by HIV&AIDS? (Women, girls, widows, orphans?)
- Does the programme actively address HIV&AIDS-related discrimination (women/girls, PLHs) in relation to access to services and opportunities?

##### *Programme impacts*

- What aspects of the programme will increase the vulnerability of men/women, boys/girls to HIV infection?
  - What measures are in place to minimize these impacts?
- What aspects of the programme will exacerbate gender inequality?
  - What measures are in place to minimize these impacts?
- What aspects of the programme will reduce the vulnerability of men/women, boys/girls to HIV infection?
  - What measures are in place to promote such actions?

A more elaborated conceptual framework on gender and HIV mainstreaming is presented in Annex 2, while Annex 3 lists the international conventions that are signed by Zambia.

## **4. Analysis of the selected programmes**

In this chapter, a brief introduction is given to the different programmes the team looked at, with recommendations related to each programme. Annex 4 gives more information about the different programmes.

### ***4.1. General Budget support and financial management***

#### **Short description of budget support - general**

Budget support is a term used for development assistance that is transferred to the central government budget of a partner country and is, as a rule, accompanied by a set of conditions regarding the composition of the budget and the development of reform programmes for public financial management. Budget support is intended to help ensure that national authorities have greater genuine ownership of national plans and a clearer responsibility for implementing poverty reduction strategies. National poverty reduction strategies, often in the form of a Poverty Reduction Strategy Paper (PRSP), play an increasingly important role in development assistance dialogues. The same applies to the requirement for increased donor coordination. It is required that national management systems are used largely in order to reduce the administrative costs of both recipients and donors.

## **Budget support in Zambia**

In line with the Aid Policy of Zambia and the Paris Declaration, 9 development partners have since 2005 agreed to provide funds to Zambia through Poverty Reduction Budget Support. In addition to the budget support, Norway also supports a national reform programme for financial management, the programme for Public Expenditure Management and Financial Accountability (PEMFA). The ultimate goal of the budget support is to support the implementation of Zambia's Fifth National Development Plan.

### PAF indicators

The Performance Assistance Framework (PAF) is a set of Key Performance Indicators to measure the progress of the budget support programme. All indicators selected are closely related to the Key Performance Indicators of the Zambian FNDP ensuring that the budget support is aligned with the GRZ's own plan. The indicators are related to the core areas of the development plan, macro-economy, education, health, HIV/AIDS, agriculture, infrastructure, public service reforms, private sector development reforms and public financial reforms with close links to the implementation of the PEMFA programme.

The current PAF indicators are mainly at aggregated levels. The Embassy has commented that the PAF is underdeveloped regarding cross cutting concerns, in particular gender and environment. The PAF does not have any dedicated indicator for gender equality progress, only a rather weak indicator for education.<sup>6</sup> On the health sector, there is an indicator "percentage of institutional deliveries", which says something about progress on key health issues for women. There are three indicators on HIV/AIDS. Of the three, "HIV 3" has particular relevance for women, saying "percentage of HIV positive pregnant women receiving a complete course of ARV". Besides these three indicators, there is the INF 4, "Water supply coverage in rural areas", which could be regarded as particularly relevant for women, as it is mainly women who are responsible for supplying water to the family.

There is agreement in the gender CP (Cooperating Partners) group, that the PAF needs to be strengthened with regard to the gender dimension, but that there is also a need to think strategically about which indicator(s) could be added or amended, based on 1) what is realistic to get consensus on in the PRBS groups, and 2) what are good indicators for actual progress on gender equality strategic interests in Zambia.

### **Main challenges**

The Zambian economy has grown at historically high rates for several years. There is improvements and progress in key social sectors and overall public financial management over the last 2-3 years but there is still a number of challenges that require a longer term strategic approach. Among the key ones are recurring high levels of poverty, gender inequalities, high rates of HIV and general vulnerability in the population.

In the latest appropriation document the Embassy points at several challenges and shortcomings:

- *The Policy Dialog is not working well*

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<sup>6</sup> The PAF revision of Jan 2009 unfortunately has done away with EDU 2 "Gender Parity Index grades 5-9" (due to CPs giving in to MOE's arguments about indicator being too little policy sensitive and unrealistic to measure progress on yearly basis etc). However, there is still EDU 3 "Number of girls receiving GRZ bursaries in Grades 8-9", though most will agree that this is a very weak and uninteresting indicator for progress on the major challenges with regard to girls' education.



The strategic and policy dialogue with the Government and other stakeholders needs to be developed as it is not yet working well. Norway together with other PRBS donors will work to improve existing dialogue mechanisms and the review process.

- *Need for improved governance*

In order for the PRBS instruments to be effective it must succeed in engaging a larger spectre of the key stakeholders in development in Zambia. Many challenges are linked to key governance issues due to weak democratic institutions and a centralized transparent power structure. Therefore increased accountability, democracy and transparency must be promoted in a more effective manner than before.

- *The Indicators do not include crosscutting issues*

Currently cross cutting issues such as gender, environment and water are not covered in the monitoring framework and the dialogue mechanisms will have to be developed. HIV and AIDS issues are included in the current PAF-indicators.

## **Analysis and recommendations for strengthening mainstreaming of gender and HIV and AIDS in the budget support**

HIV fuels poverty, and the fact that a large part of the population is infected, makes it difficult to reach poverty alleviation goals. Increasing HIV prevention activities are therefore important in order to reach macro level targets, as is access to ARV treatment, to maintain health and working capacity of people. Poverty may also fuel the spread of HIV, as people lack access to information and services to prevent transmission.<sup>7</sup> Gender inequality counteracts key development goals, as women's potentials are not utilised in a situation where their empowerment is not supported. Gender and AIDS are largely treated as "sectors" in the FNDP, it is therefore a challenge to point out how strategically important targets may be included in the different areas of work.

Recommendations for this area are:

### The budget support

- PAF/Indicators and the Joint Assessment report  
Together with other donors – lobby for including indicators on gender and HIV/AIDS – select one particularly important sector e.g. agriculture where women are 80% of the work force and face major challenges linked to ownership of land, and access to new and more efficient ways of production
- Provide documentation of discrimination and the economic cost of it (see above)

### Policy recommendations for dialogue with government

- Use FNDP chapters on gender and HIV/AIDS to challenge the government to do more on mainstreaming
- Use the international and regional human rights commitments to put pressure on the government to domesticate women's rights into the legal framework
- Provide documentation – conduct reviews, improve data and statistics, use information from NGOs and other partners, together with the other development partners, to put pressure on the GRZ to conduct a study on gender and HIV mainstreaming in Zambia
- Facilitate meeting places for government, civil society, private sector and the political opposition to discuss the challenges linked to mainstreaming of gender and HIV.

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<sup>7</sup> However, it is no clear one-way connection between poverty and HIV, as people with higher economic status often are more mobile and has access to more sexual partners, so being rich is not protection against HIV.

### The budget process in general

- Strengthen key stakeholders' and the parliament's ability to influence the budget more effectively. Improve civil society's ability to participate in the public discussion, the budget process – by capacity building and training, and ensure that civil society actors working on gender and AIDS issues are participating and encouraged to share their competence on gender and AIDS.
- Improve the parliament's/opposition's – ability to participate in the budget process by providing training and exchanging of experiences with parliamentarians from other/neighbouring countries.
- Support and facilitate cooperation between NGOs and parliamentarians in analysing the budget proposal with regards to gender and HIV/AIDS using gender budgeting as a method. Input and capacity building may be needed; the Embassy may work with other CPs on this, or provide support to relevant training programmes, preferably in cooperation with GIDD and the JGSP.
- Support key stakeholders (NGOs, political opposition, private sector) to work for a wider timeframe for the budget process and by this make it more possible for the stakeholders to influence the budget more efficiently
- Conduct tracking studies on the actual expenditure compared to the budget – and make sure that the tracking study has a gendered perspective, as much as possible. Tracking studies should also address HIV, particularly in relation to service delivery, to ensure that orphans and persons living with HIV have access to services.

## **4.2. Legal Aid programmes – Legal Aid Resource Foundation (LRF)**

LRF describes it self as a non-profit foundation set up to define, promote and create a human rights culture in Zambia. LRF provide legal aid and legal advices to indigent people and take on cases that have human rights connotations and those that are of public interest and can contribute to civic awareness. The foundation runs legal advice centres and mobile clinics in 9 districts. The clinics are situated in areas close to where the target group lives and the clients physically seek LRF at one of their centres/clinics. Some clients are also referred to LRF by cooperating NGOs. LRF refers some clients, particularly female, to other legal organisations with a particular focus on women.

To create greater awareness for human rights, LRF conducts paralegal training, arranges workshops, issues different publications and newsletters, and engages in discussions on television and radio. The foundation networks with other local organisations in the field of human rights. LRF has established regional links with the Legal Resources Centre in Johannesburg, South Africa, as well as the Legal Assistance Centres in Zimbabwe Namibia, Botswana, Zanzibar, Mozambique, Lesotho and Malawi. In Zambia, LRF have ad hoc cooperation with other NGOs working on human rights and legal aid, among them National Legal Aid Clinic for Women who is also funded by the Embassy.

### **Principal relevance of legal aids programmes for gender and HIV/AIDS**

Programmes that provide legal assistance to vulnerable and marginalised groups are in principal relevant for women and people affected/infected by HIV. Legal aid programmes plays an important role in several ways;

- towards the legal system by providing protection and legal services to discriminated and violated persons

- towards the government by advocating for human rights, law reforms and policy changes,
- towards the educational system and in particular the law studies by providing information and lectures
- towards the public in general by raising awareness on human rights issues

LRF is in other word, a relevant programme, and their work has a great potential to protect and promote the rights of women and people affected by HIV.

### **Key findings and recommendations**

LRF has the last couple of years given greater awareness on gender and HIV. Since 2006 LRF has had specific objectives on gender and the agreement with the Embassy includes objectives on both gender and on HIV.

In their strategic approach, LRF focuses on promoting legislation and policies that protect women and people affected by HIV. LRF strives to integrate gender and AIDS issues into their own programmes. The foundation has work place policies both on gender and on HIV to protect female staff and staff infected/affected by HIV from discrimination. In 2006 LRF conducted a gender study to map the level of gender awareness among the staff and conducted gender workshops to train the staff to improve their capacity to look for gender connotations in human rights violation cases. LRF also participated in a regional project of Women's rights under customary laws. LRF staff was also trained on HIV and AIDS to sensitize them on the pandemic and human rights issues and how to take up interest litigation. The foundation has close cooperation with Zambia Aids Research Association Network – ZARAN- who refers persons discriminated due to their HIV-status to LRF for litigation.

LRF has done important and good efforts to mainstream gender and HIV/AIDS into its work but it is still some way to go before full integration is reached. 2/3 of the clients are men and the majority of cases are within typical male related issues such as labour disputes, debt recovery, matrimonial disputes, terminal benefits and landlord/tenants disputes. All illustrating cases in the 2006 annual report are about male victims (except on the section which particularly describes the gender activities). Their comprehensive and very important statistics over all their cases are not specified on sex and nature of cases at the same time. Further, there are no integration of gender and AIDS issues under the description of the other working areas like juvenile justice, prisoners and human rights of refugees.

The main dialog between the Embassy and LRF has been concentrated around how LRF can develop from a legal aid service provider to a human rights organisation. To day, LRFs activities are mostly linked to the court room and there is a need to strengthen their advocacy work and to participate in the public debate on a broader base.

The embassy is now about to enter into a new phase of funding of LRF. This gives the embassy a good opportunity to be more concrete and explicit in their expectations to LRF, including taking on a more proactive role in promoting and protecting women's rights.

### Recommendations – programme level:

- Before the signing of a new agreement – raise clear and concrete expectations to the LRF to include women's rights an gender issues more proactively in their work. Ex:
  - to include a specific objective on women's rights: – for instance “increase the number of female clients with x%”

- to use the human rights conventions active in their work – particularly CEDAW
- to develop a plan for how to proactively approach female clients
- to select two priority areas for a specific focus, we suggest: violence against women, women’s right to own/inherit land and in this work give particular attention to the customary laws which discriminate women in particular and justify traditions that may increase the spread of HIV.
- Before signing a new agreement – challenge LRF to take on a more active advocacy role and develop the organisation towards a human rights organisation
  - Develop a strategic plan for this transition, including capacity building of staff
    - Be invited to the hearings of new bills
  - Establish good cooperation with other NGOs and particular women’s NGOs
  - Formalise cooperation with other NGOs in order to join forces and be a stronger public voice on gender, HIV/AIDS and human rights issues

#### Recommendations – policy level

- Ask for sex-disaggregated data combined with type of cases to get a more detailed picture of the status and situation for women and people affected by HIV.
- Use information from LRF in the policy dialog between the Embassy, other donors and the government, the statistics contribute to document the situation of women and status of HIV-positive in Zambia

Useful tools:

OECD/DAC tip sheets on gender and human rights:

[http://www.oecd.org/searchResult/0,3400,en\\_2649\\_201185\\_1\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/searchResult/0,3400,en_2649_201185_1_1_1_1_1,00.html)

Assessment of Sustainability Elements/Key Risk Factors:

[http://www.norad.no/default.asp?V\\_ITEM\\_ID=8125](http://www.norad.no/default.asp?V_ITEM_ID=8125)

### **4.3. Conservation farming or agriculture**

Norway has a long history of supporting the agricultural sector in Zambia. Support to the present programme is based on objectives linked to environment and food security. The programme period is from 2006 to 2011, and it is carried out by the Conservation Farming Unit (CFU) under Zambia National Farmers’ Union (ZNFU), and the Golden Valley Agricultural Research Trust (GART).

Briefly it could be said that Conservation farming/agriculture is a combination of farming techniques, being environmentally friendly, less dependent on fertilisers, to allow more flexible use of labour, and labour saving techniques. This will enhance nutritional status, give higher yields and thus better income. The programme design has a Peer approach to training, with supervision from field officers.

The team was given a gender evaluation report of a different agricultural programme. ASP (Agriculture Support programme)<sup>8</sup> had a firm gender mainstreaming component integrated, mainly through what was termed a *household* approach.

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<sup>8</sup> Agricultural Support programme (ASP) is a business oriented programme. The evaluation (March 2008) is called “the household approach as an effective tool for gender empowerment”

## Relevance of programme to gender and AIDS

It is estimated that most of the agricultural production in Zambia is carried out by women. However, men are mostly the owners of the land and the decision-makers in relation to the farming. Conservation farming seems to have several benefits for women, and is more resistant to HIV related problems in the household. From the evaluation of a gendered programme, the ASP programme, it was found that:

- When both men and women in the household are actively involved in the programme, and receive training, work becomes more flexible and efficient, and quality improves.
  - They may plan, discuss and make decisions together
  - Work goes on if one is absent or ill
  - Easier to get balanced nutrition
  - Better balance in consumption and cash distribution
- In total; a household focus with **gender equality makes business sense**
- Training system facilitates inclusion of AIDS components, in collaboration with AIDS organisation

There are also risks linked to such programmes. More income *may* reduce risk of transactional sex, but that may also have opposite effect; that men use extra income to buy sex. There are also many examples of sexual encounters linked to the marketing and selling of agricultural products, so being a productive and active farmer may enhance risk for HIV-infection.

## Key findings and recommendations

This is a programme that is well justified in relation to promoting gender equity and contribute to HIV prevention and AIDS mitigation. The programme, appropriation and dialogue documents all write about gender and AIDS, saying that the programme would be beneficial in relation to AIDS, even as the programme “*does not carry out any direct HIV/AIDS mitigation activities*”. Conservation farming is already found to be most popular with “female headed households”. The inclusion of “women’s gardens” for household food production is emphasised as important for the women:

*“The concept of the women’s gardens is to maximise the women’s opportunity to ensure household food security (their primary concern) as well as improve their economic independence, whilst enabling them to still be able to comply with the traditional demands of the male!” (CFU programme document p 36)*

This quote is an interesting example of an intervention addressing women’s *practical* gender need (see chapter 3), while not aiming at challenging the traditional power structures in the household through addressing the *strategic* gender needs. A woman’s garden is certainly useful, but it may also help preserving the traditional gender roles in the household, unless it is also combined with other components to promote gender equality.

From the documents, the field visit and discussion with the programme officer, the team learned the following:

- 40 % of the farmers involved in the CF were women, more than the goal of 30 %.  
However, we were informed that most of the women participating came from female-only households, and that only very few male farmers included their wives to the training.  
There did not seem to be any systematic approach to include more household members, or to include child headed households.
- Some of the peer educators happened to have some training in HIV and AIDS, which they shared during training, but this was not planned as part of the programme.
- Producing and eating a varied diet had been mentioned in some training, but there did not seem to be any systematic approach to explain the benefit of nutrition, or certain nutritional elements in relation to HIV or AIDS.

Concluding from the observation, the team found that the conservation farming seems to be a very useful programme and highly relevant towards gender and AIDS objectives. However, the potentials in the programme with regard to HIV and gender have not been optimised, and improving that may not require too much extra work and resources.

### **Recommendations to programme level**

- Stimulate a discussion on how the opportunities relating to gender and AIDS inclusion in the conservation farming approach could be optimised.
- Facilitate discussion on how gender could be better integrated through a more strategic use of the household approach, for instance by bringing together ASP gender staff, CFU programme staff, and NGOCC members working with agriculture and gender.
- Through contact with AIDS NGOs, for instance through ZNAN, see how AIDS training and service may be made better available for CFU programmes.
- Following a process of mainstreaming work relating to gender and AIDS, experience and lessons learnt may be documented in order to strengthen the knowledge base on conservation farming benefits with regards to gender and AIDS. This is particularly relevant as the Embassy considers up scaling Conservation Farming through support to the Ministry of Agriculture and Co-operatives (MACO)
- Suggest to CFU to make available more information on nutrition in relation to health, especially HIV, and on what could be suitable agricultural produce for providing better nutrition. The Regional AIDS team may be asked to assist in linking up to relevant competence.
- The Embassy could use its network and competence to facilitate dialogue and experience sharing with key actors in the different fields.

### **Recommendations for policy**

- The Embassy could challenge the partners, including MACO, to ensure mechanisms to secure better access to land rights for women, and also inheritance rights for widows and orphans.
- Use experience from documentation of mainstreaming efforts of gender and AIDS (together with other studies, such as the ASP gender evaluation) in dialogues with government in relation to promoting a policy that combines conservation farming and gender equality strategies. .

## **4.4. Joint Gender Support programme**

The Gender in Development Division (GIDD) is the government gender equality mechanism, placed under the Cabinet Office. Norway supported GIDD before, but stopped in 1999 after an evaluation of the programme produced negative findings. However, the need to strengthen the gender equality work inside the government remained evident. Support to governmental gender mechanisms was included in the Norwegian Action Plan for gender equality and so the Embassy decided to return as a donor to the programme.

The Joint Gender Support programme (JGSP) was developed in response to the Fifth National Development Plan, aimed at increasing capacity building of the National Machinery for Gender Equality in Zambia. The United Nations Development programme (UNDP) is the lead cooperating partner.

The programme strategy is aimed at building the human resource capacity for GIDD to effectively coordinate and provide technical assistance to the sectors and gender mainstreaming in Zambia. Key outcomes of the JGSP are:

1. Strengthened gender analysis capacity to formulate, design, review and implement gender responsive policies, programmes and plans in GIDD and Line Ministries
2. Gender responsive legal framework in targeted economic, social, cultural and political spheres of national development
3. Partnerships for the implementation of innovative initiatives for economic empowerment of women facilitated and operational
4. Enhanced institutional framework capacity for coordination, advocacy, reporting, monitoring and review and evaluation of gender mainstreaming in service delivery.

## **Gender and HIV relevance**

The programme is gender focused but acknowledges the important link with HIV. The programme strategically links up with the National AIDS Strategic Action Plan and is engaged with the National AIDS Council to work out gender and HIV/AIDS Mainstreaming Guidelines.

## **Key Findings and Recommendations**

The Government of Zambia has demonstrated commitment to the reduction of gender inequality by establishing GIDD. Zambia has a national gender policy and strategic plan. The JGSP addresses gender and in some sections of the programme document outlines specific support for women and girls. However, there is no reference to boys and men, which contradicts principles of gender equality.

GIDD has experienced resistance to the full integration and mainstreaming of gender in policies. This could be linked to the lack of domestication of some international instruments such as the Bill of Rights. The lack of disaggregated data makes it difficult to plan for actions that increase gender equality e.g. it is very difficult to get gender disaggregated data from the Ministry of Lands.

There has been strong links between GIDD and NGOCC. Civil Society Organizations have a role to play in engaging with government to continue to influence policy and budget allocations for Gender and HIV mainstreaming activities. This is made increasingly difficult because of the dual legal system in the country. However, links should not be too close, as one role of civil society is to hold government accountable. The JGSP should ensure regular consultative processes with stakeholders. There is a danger of focusing efforts on the more legal and political aspects to achieve proportionate representation and policy change at the expense of more inclusive activities. There is currently tension as to how the new constitution is to be worked out, which has led NGOCC to boycott participation in the process. NGOCC's rationale for the boycott is to avoid becoming hostages to a process they will not be able to influence, and which they believe will not benefit gender equality in the country.

Gender responsive budgeting is an area that GIDD will work on, and training has started both for GIDD staff as well as for planners. This is an area that cooperating partners may follow up, to facilitate sharing of experiences on gender budgeting between countries (Rwanda is one example from Africa).

There seems to be a good working relationship between NAC and GIDD, and they are about to finalize a joint Gender and HIV/AIDS Mainstreaming guideline, which could hopefully be useful for further cooperation in different sectors.

The Gender Focal Persons for each ministry are appointed at director level. However, the role of Gender Focal Point is an additional role which is currently not documented as part of the job descriptions and key results area against which individuals are appraised. In contrast, the structures for mainstreaming HIV and AIDS in the multisectorial response is the United Nations Volunteers (UNVs) who work full time at ministries, district and provincial level through the District AIDS Task Forces (DATF) and Provincial AIDS Task Forces (PATF). The UNVs are employed by UNDP, who is also lead partner for the JGSP, and should therefore be in a good position to look at these systems together to see if they could strengthen each other, or perhaps even be merged. As GIDD already works quite closely with NAC, such dialogue could be encouraged.

The review team met with a group of female parliamentarians and learned about gender based obstacles for women who aspire to become members of parliament. In Zambia, only 15% of MP are women. They are rarely supported or endorsed by their parties, and have to rely on private donations to conduct campaigns. If they receive support from men, they are accused of being prostitutes. Women are often unable to give monetary support to politicians. Female MPs are subject to harassment, to discourage their participation.

#### **Recommendations on programme level:**

- As the new Gender and AIDS mainstreaming tool is released from NAC and GIDD, the Embassy could ensure that the embassy partners get the tools, and may also help arrange meetings to discuss how the tool may be utilised in different programmes and ministries.
- As long as Norway is a CP to both NAC and GIDD, Norway, together with other CPs may raise gender and AIDS issues in both programmes and try to stimulate more cooperation, not least in relation to the focal point systems. This should be done in close collaboration with UNDP.
- Norway with other CPs should try to stimulate a good cooperation between GIDD and the Minister for gender to further advance women's issues at high political level.
- Norway and other CPs should help stimulate better synergy between the women's movement and GIDD that has been weakening over the years.

#### **Recommendations on policy level:**

- The Embassy may help facilitate better dialogue on the work with the new constitution in relation to gender equality issues, to try to bridge the tension between the political driven process and the civil society.
- Norway, in collaboration with other CPs, may facilitate exchange and experience sharing on gender budgeting, and promote gender responsive budgeting in the dialogue with the MOFNP and political leaders.
- In dialogues with political leaders, the Embassy should encourage work to facilitate more women to become elected to parliament, and if possible, support funding to female candidates, using existing channels, such as NGOCC, key members of NGOCC, or JGSP, possibly linking up with international networks of parliamentarians.



## 5. General conclusions and recommendations

Mainstreaming remains a challenge. This exercise indicates elements that could lead to a better incorporation of gender and AIDS aspects in the different programmes. A review like this can only contribute to a process, which needs to be followed up by the Embassy.

An evaluation from 2006 of lessons from the gender mainstreaming effort in Norwegian development cooperation (ref “Lessons from Evaluations of Women and Gender Equality in Development Cooperation, Norad report 2006/1 by Berit Aasen NIBR) demonstrated that gender mainstreaming had not been a success. Similar experiences are made in the field of AIDS mainstreaming.

A myth regarding mainstreaming has been that it does not cost anything, and that minimum extra time and a checklist is all that is required. While checklists and other tools may be useful, it is not sufficient to get the job done. Given that the future focus of the Embassy lies less and less in programme follow up, and more in providing advice and being a dialogue partner with the government of Zambia and others, additional challenges have to be faced by the embassy to integrate gender and AIDS issues into the dialogue.

The evaluation highlights several conditions for success in mainstreaming, which may be relevant for the Embassy

- the responsibility for mainstreaming must be placed at management level
- gender and AIDS results must be requested in programme reports

The team was impressed by the competence of the Embassy staff as well as of the partners and network of the Embassy. In many cases, the assistance a programme officer would need to improve gender and AIDS mainstreaming could be found in another office of the Embassy, or among partners supported by the Embassy. The Swedish-Norwegian AIDS team in Lusaka may be involved, as may Norad, for training or reviews. The Embassy may also commission studies to learn more about the understanding and situation in the country in relation to AIDS and gender.

Mainstreaming experience and evaluations from many countries and organisations indicate that in order to do good mainstreaming, relevant competence is needed, and it works best if the agency (Embassy in this case) also supports targeted programmes in the country. By the end of 2008, the Norwegian Embassy was in a good position to do mainstreaming. Over many years, the Embassy has supported key actors and agencies both for HIV and AIDS, as well as women’s organisations and programmes. This cooperation has provided the Embassy with good networks and ongoing knowledge on the processes and challenges in Zambia. From 2009 the support to the NAC will be phased out, as was the support to the civil society AIDS umbrella ZNAN from 2008, leaving the Embassy with no direct link to the work on AIDS in the country. This makes AIDS mainstreaming more difficult, and it is therefore important for the Embassy to find other way to still keep contact with that field of work.

Policy implementation needs to be built into incentive and performance assessment structure, in such a way that Embassies are required by the MFA to document results of AIDS and gender mainstreaming, and that adequate competence to do so is valued and sought after.

The Embassy should develop systems for internal quality control related to HIV and gender, either with own staff, or by drawing on external expertise on certain occasions.

In discussion and analysing concrete recommendations and interventions, one should strive to better address strategic gender needs, ensuring that strategic actions are being done which empowers men and women to make changes for a more equitable society.

## Recommendations

Recommendations relating particularly to the four different programmes are found in Chapter 4. In addition to the programmatic recommendations, the team lists four overall recommendations covering issues on the internal organisation at the embassy, the programme level in general, and the policy dialogue.

### Key recommendations

The team suggest the following:

- 1 **Internal organization at the embassy:** Responsibility placed at management level, and gender and AIDS competence should be secured.
- 2 **Programme level:** Selection and focus on one or two gender and AIDS mainstreaming topics.
- 3 **Programme level:** Main focus on **one** programme or sector (in addition to improved quality work on the others).
- 4 **Policy level:** Work to integrate the gender and AIDS aspects in the political dialogue with the government of Zambia and key development partners

The four points are elaborated below.

### 1. Internal organization at the embassy: Responsibility placed at management level

In a context where the Embassy experiences a reduction in the number of programme officers, such as in Lusaka, there is a clear danger that the mainstreaming of gender/AIDS will suffer. To prevent this, the following is important:

- The responsibility for mainstreaming must be placed at management level – the Embassy leadership must keep the pressure on gender/AIDS mainstreaming and raise the issue in internal meetings.
- A gender & HIV focal point should be appointed and have a clear mandate and place in the organisation with active support from the management, be allocated time to work with other colleagues on gender and HIV mainstreaming, and be allowed to build capacity for the position. This should preferably be a person who also works with designated programmes on gender and/or HIV, and preferably be a Norwegian diplomat, to signal priority, and to get the area prioritised in Embassy strategic documents and work plans and in the dialogue with MFA. A local officer may in addition have a key supportive role in this work.
- All officers have a responsibility for gender/HIV/AIDS mainstreaming within their own portfolio, and they can call upon the focal point person for support.
- The Management of the Embassy should initiate regular internal meetings to discuss crosscutting issues, with a main focus on gender and HIV. This could be a cornerstone in competence building and quality assurance within the Embassy.

## **2. Programme level: Selection and focus on one or two gender and AIDS mainstreaming topics.**

The team recommends that the embassy focus on **one or** at most **two** topics. These topics should be highlighted in the dialogue at different levels. It is up to the Embassy to select their focus, but it should be something which is relevant at different levels and in different areas, and relevant both in relation to gender equality and HIV. Some options are:

1. Gender based violence, including sexual abuse and harassment
2. Sexual and reproductive rights, especially for young people
3. Sexual minorities
4. Promoting women's participation in decision making
5. Women's contribution to the economy through care and support work
6. Focusing on men's role

All of these areas are relevant in the Zambian context and according to Norwegian strategies. Among these alternatives, the team recommends that the Embassy chooses to *focus on two*, also keeping in mind that they should reinforce each other, and to the greatest extent possible seeks to integrate them in the overall development portfolio.

### **Suggestion 1: Gender based violence and sexual abuse and harassment**

Gender based violence and sexual abuse may be partly rooted in socio-cultural understandings of gender roles, so that work on this issue may help opening up discussion on perceptions of gender roles. As sexual abuse and harassment take place in many workplaces, one may investigate what kind of systems are in place to counteract and report abusive cases, and what is done to prevent this from happening, both in government bodies as well as with other partners. The relationship between gender based violence and the risk of HIV-infection is well documented through research, and this is therefore an important area to work on, addressing HIV prevention and gender inequality at the same time. As Zambia has ratified key conventions on human rights and women's rights, it should not be difficult to argue that it is important and valid to address these issues in the dialogue.

### **Suggestion 2: Promoting women's participation in decision making**

It is very difficult to work for a more gender equal society if women are not empowered and given access to decision making positions, whether in the household, on the farm land, in the education system, or in the parliament and political parties. Addressing this issue could preferably be done in parallel with gender based violence and abuse, as there is an overlap between the two areas. The team learned for instance that women who try to become elected to parliament are subject to harassment and violent actions.

Once the Embassy has selected the issues, the Embassy could undertake the following:

- gather available research and data from Zambia, and if relevant, from other African countries
- commission specific studies on main obstacles for women's political participation
- learn how other partners address the issue
- support seminars or meetings for capacity building
- investigate how the issues are linked to political dialogue themes

For further concretisation, see the recommendations of the specific programmes in chapter 4.2, Legal Aid programmes, 4.3 Conservation Farming or agriculture, and 4.4 Joint Gender Support programme.

### **3. Programme level: Focus on one programme or sector, i.e. conservation farming**

#### **Conservation farming**

At programme or sector level, the team would suggest to focus on environmental protection and conservation farming. As agriculture is the largest sector in terms of employment, and as the majority of farm workers are women, more should be done to make sure women are involved in capacity building and sector development. A related issue is land and inheritance rights for women, and also for orphan children, to keep the land and be involved in good farming programmes. Even if the ASP in itself will not be replicated, the gender and household elements may be utilised and explored to improve the household empowerment approach, to benefit men, women and children, particularly orphans.

#### Programme levels:

- With a focus on conservation farming, the Embassy could create a platform for dialogue on gender and AIDS issues. Seminars or small meetings to exchange experience and ideas on how to mainstream gender and AIDS issues could be facilitated, drawing on expertise from conservation farming and gender networks.
- Studies or operational research may be commissioned to gain more knowledge, and Norad may also be asked to help in identifying areas and consultants, and facilitate learning.

For further concretisation, please see chapter 4.3 Conservation Farming or Agriculture

### **4. Policy level: Work to integrate the gender and AIDS aspects in the political dialogue with the government of Zambia and key development partners**

Following from the other points above, the selected topics, e.g. gender based violence and women and decision making, can form the basis for dialogue at different levels. Based on knowledge creation or data gathering, Embassy staff may need to work strategically with other partners, both Cooperating partners and civil society, to identify how the issues may be raised in dialogue with government and politicians.

A key document to use may be the Crosscutting chapter in the FNDP, which has mainstreaming of HIV/AIDS in all developmental activities as Objective nr 10. The goals formulated for gender are also relevant to take into other sector and at macro levels.

For further concretisation, please see chapter 4.1. Budget support.

### **Concluding remarks**

In the introduction in this report, the team underlined that this kind of gender/AIDS exercise is only the beginning of a process for better mainstreaming.

The team found that doing a joint HIV and gender review was beneficial, as there are important overlaps between the two areas in countries with a considerable HIV epidemic.

We recommend that the embassy take a new internal discussion on how to work with gender and AIDS mainstreaming based on the recommendations in this report. The embassy needs to decide which and how the recommendations will be implemented. The team have for instance recommended that the embassy choose some main priority areas for mainstreaming (violence and political participation) and one main programme.

This team does not possess a clear solution to the challenges linked to mainstreaming, especially in relation to policy dialogue issues. The team has been privileged to accompany the Embassy in exploring ways of improving mainstreaming, but realises that more work and experience gathering is needed, in Zambia, in other countries, in Norad, and in the Ministry of Foreign Affairs. The Embassy in Zambia may be in a good position to take a lead in such exploration, and draw on other resources to continue this process, whether from Norad or with other partners.

## **Annexes**

1. Terms of Reference
2. Gender and AIDS mainstreaming concept
3. Zambian commitments: A list of Regional and Global conventions and declarations that Zambia has signed
4. Introduction to each programme selected for the review
5. List of people met
6. Programme for the review visit

## **Annex 1. TERMS OF REFERENCE**

Gender Equality and HIV and AIDS Review of Development Cooperation Portfolio of the Norwegian Embassy in Lusaka, and learning seminar for Embassy development staff. 1-10 October 2008

### 1. Purpose of the Review and Seminar

The overall purpose of the review of the Embassy portfolio, and the full day (or half day) seminar, is to contribute to the promotion of women's rights, gender equality, HIV prevention and Universal Access in Norwegian-Zambian development cooperation.

The aim is to follow up on the Norwegian *AIDS Policy Position Paper for Development Cooperation 2006*, Stortingsmelding no 11 *On Equal Terms 2008*, and the *Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007-2009*.

The *Women's Rights and Gender Equality Action Plan* suggest that offering reviews to embassies can help bring women's rights and gender equality to the forefront of their work. The lessons learnt from a review can serve as an important input to the broader work of establishing gender equality as a central element of Norwegian development cooperation in Zambia. Moreover, Zambia is severely affected by HIV and AIDS. All the four thematic priority areas of *Action Plan* are linked to issues of HIV and AIDS, and in particular areas 2.3 Sexual and reproductive health and rights, and 2.4 Violence against women.

*The Norwegian AIDS Policy Position Paper for Development Cooperation (2006)* emphasizes that Norway's main focus shall be on prevention, and on areas where Norway can play a special role, promoting openness on sensitive issues. The support shall be based on principles of efficiency, emphasising coordination and national ownership. The Strategic Plan 2009-2011 states that the intention is to mainstream HIV and AIDS in the work of the Embassy. Unequal power relations between men and women are a driver of the epidemic. HIV and AIDS is an important dimension in any work on women's rights in Zambia. It would therefore be interesting to address both in a joint exercise.

Objective:

5. Analysis of embassy portfolio to find areas of possible improvement with regard to mainstreaming of gender and AIDS, with concrete and realistic recommendations taking into consideration the context that the Embassy is working in
6. Capacity building of development staff to improve mainstreaming of gender equality and HIV and aids in Embassy portfolio of programmes
7. Strengthen the relationship between the Swedish Norwegian regional team, the Embassy and Norad
8. Recommendations on how the Embassy can isolate certain strategically chosen key issues to focus on, including using management's policy network to address these issues.

The review will consist of the following elements:

- Undertake a screening of parts of the general portfolio in order to identify how and to what extent gender equality and HIV and AIDS is taken into consideration at stages of the programmes, and give advice on how to strengthen these perspectives in the portfolio- related to country specific challenges.
- Identify how Norway can use relevant forums and channels, in coordination with other partners, in order to promote women's rights and gender equality. If needed give advice on how CEDAW (and 1325) can be used to support the dialogue and programmes at the national level.
- Given that the Embassy's focus shall be on HIV prevention and a comprehensive approach to achieve the goal of Universal Access, and on areas where Norway can play a special role, assist in identifying how Norway can use relevant forums and channels, and in cooperation with other partners, including the Swedish Norwegian regional team, to spearhead and promote openness on sensitive issues.
- Organize a learning event for Embassy development staff. Identify entry points and methods for cross-fertilisation between the issues of gender equality and HIV and aids. Involvement by the Swedish Norwegian Regional HIV and aids team for added insight and stimulation to the learning event, with the aim to foster interesting debate and create excitement around gender and HIV and aids mainstreaming, as inspiration for Embassy staff to address challenging issues.

## 2. Scope of the Review

The team will focus its Review on a selection of development programmes in the Embassy's portfolio and on information related to the totality of the Norwegian development cooperation, hereunder also the political dialogue. The Review will make use of already existing material and documents and will also coordinate meetings with some partners.

## 3. Approach to the Review

The suggested approach to the Review is as follows:

**Identification of development programmes subject to review.** The Embassy identifies a selection of the portfolio of development programmes to be reviewed, based on a discussion with Norad. This should consist of a selection of 4-5 programmes, preferably one from each desk officer. Other criteria will be financial significance, number of stakeholders/size of target group, early or active stage, political priority and thematical divergence. The documents should be Appropriation Documents, Agreements and Minutes from annual meetings/other meetings. The programmes tentatively selected through a consultative process between Norad and the Embassy, and with Embassy are as follows:

- *Budget Support (ZAM-2395 ZAM-06/043 ZAM-08/023)*
- *PEMFAR (ZAM-3001 ZAM-02/382)*
- *Human Rights, LRF and Legal Aid Clinic (ZAM-2396 ZAM-05/033 ZAM-06/024)*
- *Conservation Agriculture (ZAM-3037 ZAM-06/017 ZAM-08/019)*
- *Gender UN (National Gender programme ZAM-3047 ZAM-07/035)*

1. **The Embassy will submit relevant programme/project documents to the Review Team.** The Review Team will undertake an initial preliminary desk study before the visit to the country. Through the desk review the Team will identify key issues that

subsequently should be discussed with Embassy staff and with representatives of cooperation partners in the country.

2. **Review Team meeting.** There is a need for the Review Team to share background policy documents and tools prior to arrival and for the Review Team to meet to agree on a common framework for the assessment.
3. **Kick-off meeting with the Embassy.** The Team meets with the Embassy to assess the need for additional documents, meeting schedule and other practical matters. The Team should also meet with relevant Embassy staff responsible for the development programmes subject to the review.
4. **Meetings with key stakeholders.** The Embassy hired local consultant will organize meetings with key stakeholders for some of the programmes/projects
5. **Drafting of report and wrap- up meeting.** The Review Team will prepare and present a debriefing presentation of preliminary findings, upon departure. This might or might not be held as a separate meeting from the Seminar to be prepared as a learning event for Embassy staff.
6. **Preparation of Final Report.** The Team will forward a draft report to the Embassy for comments. Norad and the regional team will also undertake internal quality assurance of the report. Based on comments from all parties the final report will be prepared by the Team.

**6. Seminar.** A dissemination, learning and discussion seminar will be arranged towards the end of the mission. The Norad review team and the regional team will cooperate in the preparation and holding of the seminar. The seminar will be held to present the preliminary findings and recommendations for follow up action by the Embassy. The seminar will also present background on Norwegian gender and HIV and aids policy directions, update on Zambian context, and open up for discussion on findings and recommendations (both for learning purposes for the Embassy, as well as for input to the final report). In planning the seminar, it needs to be decided whether the team should concentrate and discuss in depth on one or two of the programmes reviewed as practical examples, or whether the team shall present all major findings and recommendations for all 4-5 programmes reviewed. The similar exercise that was undertaken by the regional team at the Swedish Embassy this spring could serve as an example.

**7. Review team.** The Review Team will be comprised of experts from Norad who have a broad background in women's rights and gender equality and HIV and aids and familiarity with the Norwegian policy documents and action plans. In addition, in country the team will be strengthened by a local consultant to be hired by the Embassy, as well as members of the Swedish Norwegian Regional HIV and aids team at the Swedish Embassy.

Approved by:

Gunnar Bøe  
Head of Development



## Annex 2: AIDS and gender mainstreaming conceptual frame

This annex presents the goal and objectives, selected concepts, a working definition, guiding principle, rationale, prerequisites and tools which framed the task of Gender Equality and HIV Mainstreaming (GE-HIV mainstreaming) the Embassy portfolio.<sup>9</sup>

### Goal and Objectives

The long-term *goal* of GE-HIV mainstreaming is people-centred human development (see Box 1). Its immediate *objectives* are: reduced vulnerability of men/women and boys/girls to HIV infection; and enhanced coping capabilities of men/women and girls/boys living with and/or affected by HIV

### Working definition

GE-HIV mainstreaming is defined as: (i) *ensuring* that planned actions do not facilitate HIV transmission and/or increase gender inequality, and (ii) *incorporating* (where feasible) actions that promote GE-HIV prevention, treatment, care and impact mitigation.

### Guiding Principle: A human-rights based approach to development

Underlying GE-HIV mainstreaming is the principle that gender equality, health and human development are interrelated basic human rights. In this so-called “human rights-based” approach, the priority is protecting/providing for these rights in policy making and programming (human security, see Box 1).

### Gender, HIV and development: A vicious (or virtuous) cycle

Gender, HIV and development are linked together in a vicious (or virtuous) cycle. Key to ensuring the latter form of the cycle is an understanding of the nature of these relationships. The Team’s conceptualization of these linkages is presented in Figure 1, below. In this schema, the organising principle is that gender relations underlie the course of both the HIV&AIDS epidemic, and human development.

### Gender and HIV

Males and females are not equally susceptible to HIV infection, as reflected in Sub-Saharan Africa where females constitute more than 60% of all persons living with HIV (UNAIDS 2007)<sup>10</sup>: Underlying these differentials are socio-cultural norms and values around what constitutes a “real man” (masculinity) or “good woman” (femininity).

#### BOX 1: Selected concepts

##### Gender

The socio-culturally constructed expected, allowed and valued attributes/behaviours in a woman or man ( mediated by race, class, ethnicity, religion, age)

##### Gender equality

“Equality of *opportunity, entitlements, and respect before the law*, regardless of whether one is born male or female”. NOT that women and men are/will/should become the same.

##### Human development

Economic growth (GDP) is a necessary but insufficient condition for people-centred development. *Human development* occurs when people (men/women, girls/boys) can also develop their full potential and lead productive, creative lives in accord with their needs and interests

##### Human security

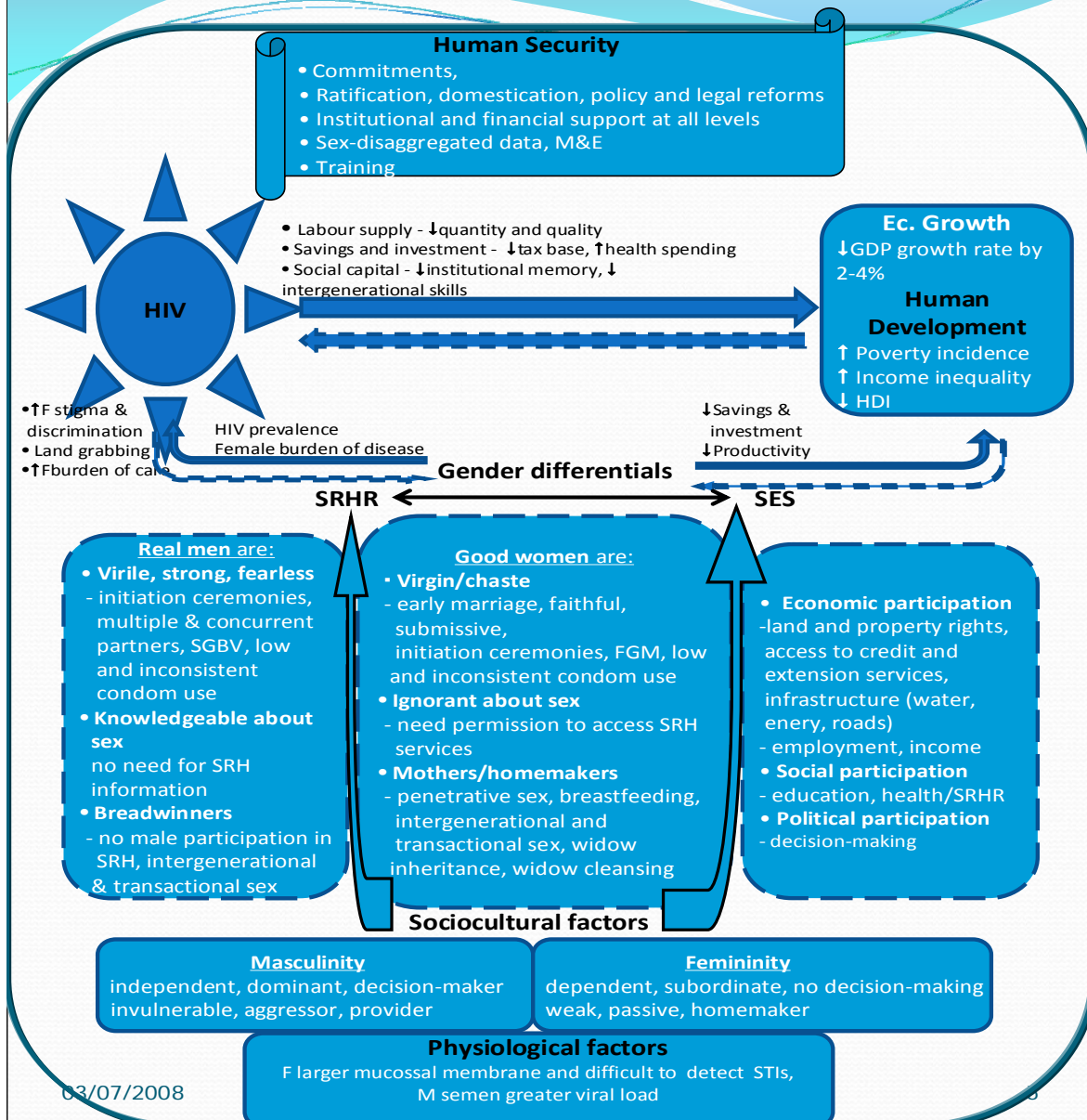
“Protection provided by the State (as duty bearer), against *all* threats to human rights, and empowerment of people as rights holders, to claim their rights”

UN 2003 “*Human Security Now*”, Chapter 1, Report of the Commission on Human Security, UN Commission on Human Security

<sup>9</sup> Important sources for this chapter: Council of Europe 1998 “*Gender Mainstreaming: Conceptual Framework, methodology and presentation of good practices*”, Directorate of Human Rights, Council of Europe, Strasbourg  
UNDP 2008: *Essential Actions on Gender and AIDS*, HIV/AIDS Group, New York.

<sup>10</sup> UNAIDS 2007 2008 Report on the Global AIDS Epidemic.

**Fig. 1: Gender relations, HIV and Development**



Men are idealised as virile, dominant, aggressive and fearless, while women are expected to be virgins/chaste mothers, subordinate and passive. For women, these constructs of their sexual and reproductive health and rights (SRHR), imply exposure to harmful cultural practices, and a lack of power to decide when, where and how to have sex. For men they provide the justification for *inter alia* multiple sexual partners and sexual and gender-based violence (SGBV).

Combined with physiological factors, the gender inequality in SRHR increases female vulnerability to HIV infection relative to their male counterparts:

Women are generally more vulnerable to the consequences of the infection. An HIV+ woman/girl is more likely to be stigmatised and discriminated against compared to an HIV+ man/boy. Females also bear the burden of caring for the sick and dying. At the same time, given the gender differentials in economic opportunity and income (see below) females more likely than males to face financial difficulty in accessing treatment and care.

### *Gender and Development*

Male-biased inequality in access to education also lowers the quality of human capital through: (a) lowering the average innate ability of the supply of labour (the selection-distortion effect), and (b) reducing the benefits of externalities derived from reduced quantity of children (savings) and quality (better educated children). Gender inequality in access to technology also prevents women from increasing productivity in agricultural domestic entrepreneurial activities<sup>11</sup>. In promoting development, it is therefore necessary to have specific interventions aimed at women, to counteract the male bias in access to education and other services.

Women who see the need for change may challenge the *power* imbalance, and demand a better share of the decision-making power and the resources. Promoting gender equality is often about securing better access to services and decision making power for women. More and more it is also understood that gender is about *relationships*, about raising issues around how traditional understandings of masculinity and femininity may be destructive for both men and women, and that men as well as women need to search for a more productive gender role and gender relationship.

Gender interventions may be analysed according to whether they meet the practical vs. the strategic needs of people, mostly women. Practical and strategic needs may be defined as:

<b>Practical gender needs/interests</b>	<b>Strategic gender needs/interests</b>
Immediate need to improve the current workload according to the “given” division of labour	Needs in order to transform the current gender construct and enable the parties to adapt to a more equal status
<b>Example:</b> As women have the main responsibility for fetching water in the household, they should be helped to get wells closer to home	<b>Example:</b> Challenge the notion that only women can fetch water, and stimulate a better sharing of workload and resources in the household. Stimulate education for girls, so that they may take on other challenges.

While immediate practical needs are important, answering to such needs may in fact help preserving rather than challenging existing divisions of labour and responsibilities.

### *HIV and development*

In the long-term, HIV&AIDS lowers growth in per capita GDP, and increases the incidence of poverty<sup>12</sup> through reduced productivity: AIDS-related morbidity and mortality undermine both the quantity and quality of human capital. Income inequality also increases as the poor are less able to cope with the increase in health-related expenditures.

Income inequality, which is exacerbated by the HIV&AIDS epidemic, is related to higher HIV prevalence<sup>13</sup>. The logic behind this effect is that more poor people are ready to engage in

<sup>11</sup> Klasen Stephan 1999 Does Gender Inequality Reduce Growth and Development? Evidence from Cross-Country Regressions, World Bank

<sup>12</sup> Salinas Gonzalo and Markus Haacker 2006 HIV/AIDS: The Impact on Poverty and Inequality, IMF Working Paper WP/06/126

<sup>13</sup> Holmqvist G 2008 HIV and Income Inequality: If there is a link, what does it tell us? Stockholm, Institute of Future Studies

transactional sex at any given price, while rich people are able to buy more sex at the given price.

### **An enabling environment: Prerequisites of GE-HIV mainstreaming**

Certain conditions will enhance the likelihood of successful GE-HIV mainstreaming outcomes, including:

#### *1. Knowledge of the (local) HIV epidemic, in gender terms”*

- Data on HIV infection disaggregated *inter alia* by sex, age, and geographic distribution, and
- Understanding of the relationship between gender inequality/harmful gender norms and the spread and consequences of the epidemics

#### *Suggested donor entry points*

- Dialogue and financial/technical support to national GE and HIV M&E systems (including indicators and targets), operational research on gender norms linked to HIV infection and its differential impacts, and factors impeding access to prevention, treatment, and care for females and males
- Promote advocacy and “watch dogging” role of civil society in data collection, GE-HIV analysis, and funding and progress monitoring

#### *2. Capacity on gender equality and HIV issues*

- Gender-and-HIV competence is vital to effective policies and programmes

#### *Suggested donor entry points*

- Provide support, to donor staff, NACs and civil society organisations/networks for gender-and-HIV training and recruitment

#### *3. High level political will/ leadership*

- public involvement in GE-HIV awareness raising, GE a national/organisation goal, GE-HIV mainstreaming a strategic objective operationalized in national/sector plans, allocation of adequate financial and human resources, and

#### *4. Legal/regulatory framework*

- ratification/domestication of international/ regional commitments on GE and anti-discrimination, strong national equality and HIV machinery - GE and HIV units, ombudsman, equality/HR commissions

#### *Suggested donor entry points*

- Dialogue, and financial/technical support to assessment and strengthening of the national level GE-HIV policy and legal environment institutional
- support to civil society advocacy watch dogging/monitoring

### Promoting functional changes

Mainstreaming gender and HIV in development work means promoting change in relation to attitudes and intimate and often somewhat “automated” habits. Gender inequalities may be seen as natural and given by both men and women, and may seem functional at some level. Promoting changes in gender inequality may be seen as political and possibly disrespectful of cultural values. Outsiders, such as foreign donors, may be accused to cultural imperialism when attempting to confront inequality. In order to advocate for better gender equality, HIV infection risk may be used as an entry point, as gender inequality is one driving force in the epidemic.

### ***Annex 3. Zambian commitments: A list of Regional and Global conventions and declarations that Zambia has signed.***

#### **Regional**

- ⌘ 2008 SADC Gender Protocol
- ⌘ 2006 SADC Maseru Declaration on HIV&AIDS (SADC)
- ⌘ 2004 AU Solemn Declaration on Gender Equality in Africa
- ⌘ 2001 OAU Abuja Declaration on HIV/AIDS, Tuberculosis and other Infectious diseases
- ⌘ 1999 OAU African Charter on the Rights and Welfare of the Child
- ⌘ 1997 SADC Declaration on Gender and Development
- ⌘ 1989 (OAU) Convention on the Rights of the Child
- ⌘ 1981 OAU African Charter on Human and People's Rights
- ⌘ 2003 AU Protocol on the Rights of Women in Africa

#### **Global**

- ⌘ 2001 UNGASS on HIV/AIDS Declaration of Commitment
- ⌘ 2000 MDGs, World Education Forum, Beijing +5
- ⌘ 1999 ICPD+5
- ⌘ 1998 Vienna+5, International Guidelines on HIV/AIDS and Human Rights
- ⌘ 1995 Beijing Declaration
- ⌘ 1994 ICPD
- ⌘ 1993 Vienna Declaration, UN Declaration on Violence Against Women
- ⌘ 1990 International Convention on the Protection of the Rights of all Migrant Workers and Members of Their Families (MWC)
- ⌘ 1989 Convention on the Rights of the Child
- ⌘ 1979 CEDAW
- ⌘ 1966 ICESCR; ICCPR
- ⌘ 1965 ICERD

## **Annex 4. *Zambian context and PROGRAMME/PROJECT SUMMARY***

### **General information about Zambia**

Zambia is a landlocked country covering 752,614 square kilometres and consisting of about 2.5 percent of Africa. Administratively, Zambia is divided into nine provinces; each province is further divided into districts which add up to 73 districts. According to the 2000 Census, the population of Zambia is 10,285,631. Of the total population about 45 percent are aged below 15 years, Zambia therefore has a population structure characterised by a large proportion of youths.

Zambia is relatively highly urbanised with the Copperbelt province having the highest population followed by Lusaka province, while North-Western province has the lowest population. There are 73 officially recognised ethno-linguistic groups in Zambia. Each has a distinct culture and customs that influence their way of life. The ethnic groups have traditional rulers who act as custodian of their culture and land.

The country moved into multiparty democracy in 1991 and the Movement for Multi-Party Democracy (MMD) has been in government since then and has pursued liberal economic policies. There are several opposition political parties, some with representation in parliament and these are; Patriotic Front (PF), United Party for National Development (UPND) and the United National Independent Party (UNIP). Civil Society organisations are key players on both governance and development issues in Zambia. The churches as members of civil society organisations play an advocacy role by raising social issues. Zambia stands as one of Southern Africa's most stable democracies.

### **Socio-Economic Environment**

Zambia has a mixed economy consisting of modern urban formal and informal sectors and a significant rural agriculture sector including commercial scale farming of maize, sunflower, cotton and vegetables. However, the majority of rural and urban people earn their livelihood from small scale agriculture and a variety of informal income generating activities. Although copper mining is still the country's main economic activity, efforts are being made to diversify, especially to boost the agricultural and tourism sectors.<sup>14</sup>). The government has from April 2008 implemented a new tax regime for the mining sector, which, if implemented successfully, will reduce the need for external aid.

Although Zambia experienced macroeconomic stability and economic growth since 2001, this has however only yielded limited effects on poverty reduction. This is partly due to a centralised power structure with limited focus on development in the vast rural areas. Zambia will probably not reach most of the Millennium Development Goals. The political ownership of development processes is weak and the public sector lacks capacity and efficiency. Reforms have been initiated but results are only to a limited degree evident yet<sup>15</sup>. Despite the growth in the economy mentioned above, almost two thirds of the population in Zambia lives on less than \$1 a day. Many Zambians are unemployed, making it difficult for the employed

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<sup>14</sup> Information quoted from: *The Country and its People; a summarised version of the 2000 Census of Population and Housing in Zambia*

<sup>15</sup> *Zambia: Strategic Plan for development Assistance 2009 -2011*

and the self employed to sustain the lives of the young and the aged, whose proportion is too large for the employed to sustain them. Many, usually well educated Zambians are known to have left the country in the last two decades to seek better job opportunities. This is not only a serious brain drain issue, but also a critical human resource issue (Census 2000).

Participation of women in politics and other decision making arenas is important for the advancement of gender issues. However, in Zambia there are still very low levels of representation of women in all spheres of political decision making. For example; the proportion of women held in the current parliament is only 15 percent. This figure falls far below the African Union Solemn Declaration on Gender and the SADC Declaration on Gender and Development targets which call for 50 percent and 30 percent representation of women in decision making. The situation is worsened by the current Constitution that does not explicitly provide measures for gender equity and equality. The Constitution allows for the practice of a dual legal system based on both statutory and customary laws.

### **National gender policies and mechanisms**

The government of Zambia has recognised the importance of gender in national development and has expressed commitment to the goal of gender equality, equity and women's empowerment. The Government adopted a National Gender Policy in 2000, and the Fifth National Development Plan (FNDP) 2006 – 2010 prioritises gender mainstreaming interventions for socio-economic empowerment of women. To this end Government has established an integrated institutional framework which includes; (i) the office of the Minister of Gender and Women in Development; (ii) the Gender in Development Division (GIDD) at Cabinet Office; (iii) the Parliamentary Committee on Legal Affairs, Human Rights, Governance and Gender Matters; (iv) Gender Focal Points (GFPs) in all line ministries, and Provincial and District Administration levels; and (v) Gender Sub-Committees in 18 line ministries, all 9 Provincial and 52 of 73 District Administration levels. In order to provide for harmonised and systematic implementation of the gender mainstreaming strategy, Government has developed a Plan of Action, which is currently being implemented.

## ***A. Poverty Oriented Budget Support (PRSB) 2007 - 2010***

### **Introduction: Zambian budget process**

The national budget is a macroeconomic framework which gives the strategic focus and the priorities for the coming year based on the Fifth National Development Plan (FNDP). The Zambian budget process has four stages; Drafting, Legislative, Implementation and Auditing stages. The National budget runs from the 1st January to 31st December of the same year. What is a particular problem in Zambia is that the budget is approved only in April. Around May and June, the Minister of Finance and National Planning issues a Budget call circular to spending ministries and external stakeholders asking them for budget proposals for the coming year using the Medium Term Expenditure Framework (MTEF) as a guiding frame. The MTEF determines the overall direction of the annual budget. The spending ministries and agencies submit budget proposal to the Ministry of Finance and National Planning (MoFNP) between June and November. In November, MoFNP submits a draft budget to Cabinet for review. In January, the Minister of Finance and National Planning on behalf of the

Republican President presents the budget proposal to parliament for approval. Then, Parliamentary debates commence thereafter.

In the consultation process most of the external inputs comes from private sector, the farmers union and the infrastructure-sector. The civil society is not very active with some exceptions. GIDD not very involved either but attempts to do some training and capacity building on gender budgeting.

## **Overall policy and commitments on gender and HIV/AIDS**

The GRZ have committed themselves to major policy documents and international standards that are very clear on women's rights and gender equality. These commitments can be used as an entry point in the dialogue with the government. Two of the main documents are:

### Fifth National Development Plan (FNDP)

The government highlight the importance of crosscutting issues and the FNDP has own chapters on crosscutting issues such as HIV/AIDS and gender. The chapters on gender and HIV/AIDS reflect relevant challenges regarding these issues and give good suggestions on how to address these challenges. On gender, GIDD is given the main responsibility. However the sector chapters do not reflect the intentions from the crosscutting chapters, for instance the chapter on Agriculture does not address the fact that women constitute 80% of the workforce in the agriculture sector and that a major challenge for women is ownership to land. Further, it does not take into the account the challenges regarding HIV, such as loss of workforce, and ownership and inheritance rights to land for widows and orphans.

### The human rights instruments and conventions

GRZ has ratified the CEDAW conventions and many other Human Rights instruments, both regional and international. However in terms of implementation and domestication the GRZ has done little. Among key areas pointed out by the CEDAW-commission is the lack of proper laws against domestic violence and sexual offences. CEDAW is not incorporated into domestic laws and the fact that Zambia allows customary laws to exist side by side of national laws means discrimination of women. On the basis of customary laws wives and children have limited rights to inheritance of property. Customary law and traditional attitudes often give limited protection from violence and abuse.

### Memo of understanding

The government of Zambia (GRZ) and the development partners have signed a Memorandum for Understanding (MoU) for Poverty Reduction Budget Support. The overall objective is to enable successful implementation of the FNDP through the national budget with an increased emphasis on effective public service delivery, national employment creation and poverty reduction. The MoU addresses the issues of a common understanding of common procedures for consultation and decision making, disbursement mechanisms, monitoring, reporting, review and evaluation. Several underlying principles are listed in the MoU:

- GRZ's commitments to fight poverty, including through a pattern of public expenditure consistent with poverty reduction priorities as identified in the FNDP
- GRZ's commitment to peace, human rights, democratic principles, the rule of law, good governance and integrity in public life
- GRZ's commitment to the overall public sector reforms
- GRZ's commitment to sound macro-economic policies

### Annual meetings



Every June, the development partners and the GRZ meets for a “Joint Annual Review” of the budget support. The Progress report of the FNDP, the PAF progress assessment, National Audits, the PEMFA progress report and the Quality Budget Execution are on the agenda.

Preceding the June Annual Meeting, the development partners and governmental representatives have met in thematic working groups to discuss relevant issues related to macroeconomics, public financial management and institutional capacity.

In June 2007, as part of the review process, a workshop on gender was held. Before the workshop, two discussion papers were prepared; “Strengthening the Institutional Framework for Gender Mainstreaming and Accountability for Gender Outcomes” and “Strengthening the Legal Framework to promote Gender Equality and Protect Women’s Rights”. The papers point to major weaknesses in the Institutional Framework due to lack of competence, lack of necessary skills on policy development and lack of adequate resources especially within the line ministries and on district level. Major challenges within the legal framework are the duality of the legal system with customary laws alongside with statutory laws.

Annual meeting October/December focus on the dialogue, planning, budget, and the agreement on modifications of the PAF Indicators. The main documents for this meeting are the annual Financial Report, PEMFA progress report, MTEF Green Paper (Green paper is the three year economic planning document).

## **The Norwegian programme for budget support**

**Project Number:** ZAM-2395  
**Agreement Number:** ZAM-06/043  
**Name of Agreement:** Budget Support  
**Agreement Partner:** Ministry of Finance and National Planning (MoFNP)  
**Implementing Institution:** Ministry of Finance and National Planning (MoFNP)

In 2005 Norway joined Cooperating Partners (CPs) that were providing Budget Support to Zambia. According to the National Aid Policy and the Fifth National Development Plan (FNDP) 2006 – 2010, the Government has clearly stated that budget support was the preferred aid modality. Over the last couple of years Zambia has experienced high economic growth and improved macroeconomic performance. This positive situation resulted in:

- a) Zambia’s debt relief on reaching the HIPC completion point.
- b) An increased emphasis on the financing of social development and public sector reforms.

Therefore, the provision of increased budget support will strengthen the ability of the Government to promote development and poverty reduction through its own national institutions and systems and procedures. It is hoped that the strengthened capacity, as a result of budget support, will enable the Government to more effectively allocate the total finance available to reduce poverty.

However, the challenge to budget support is to engage in the dialogue that will improve on the indicators in the Performance Assessment Framework (PAF) so as to include some strong cross cutting indicators and a dialogue mechanism covering also gender, environment and HIV and AIDS.

**Project Goal:**

To support the Government of Zambia in the implementation of the Fifth National Development Plan (FNDP) 2006 - 2010

**Purpose of the programme:**

The purpose of the is to contribute to poverty reduction in Zambia through sustained broad based economic growth, improved delivery of social services and cross-cutting policies for HIV and AIDS, gender and environment. Furthermore, the poverty reducing poverty aims at establishing both a technical and political level macro dialogue with the Government and other Zambian stakeholders that have an interest in and participate in development.

**Activities:**

**Donor Cooperation:** DFID, EC, Netherlands, Germany, Finland, Sweden, Norway  
**Estimated Budget:** Norway's contribution to the Budget Support programme will be up to NOK 648,995 million for period 2007 - 2010

## ***B. Public Expenditure Management and Financial Accountability programme (PEMFA) 2005 - 2009***

**Project Number:** ZAM-3001  
**Agreement Number:** ZAM-02/382  
**Agreement Partner:** GRZ represented by the Ministry of Finance and National Planning (MoFNP)  
**Implementing Institutions:** MoFNP, Office of the Auditor General, (OAG), Ministry of Justice, National Assembly, Zambia National Tender Board (ZNTB) and Zambia Institute of Chartered Accountants (ZICA)

**Background:**

Weak links between policy priorities and budget execution made it difficult to monitor and evaluate GRZ's efforts in the area of poverty alleviation. The 2002 Zambia Poverty Reduction Strategy Paper (PRSP) therefore, emphasised the need to improve and strengthen financial management. In 2004 a MOU was signed which set forth the jointly agreed terms and procedures for all financial and technical support to the programme which serves as a coordinating framework for consultations between Signatories.

**Programme Goal:** The PEMFA programme is one of the 3 pillars of the GRZ Public Sector Reform programme aimed at improving the quality of pro-poor service delivery in the public sector. The other pillars are; Pay-reform/right-sizing and Decentralisation.

**The overall objective of PEMFA is:**

To contribute to the efforts of GRZ in improving capacity to efficiently mobilise and utilise scarce resources (improve public expenditure management) and to strengthen overall financial accountability.

The programme consists of 12 components.

<b>Component</b>	<b>Objective</b>
<b>Component 1:</b> Commitment control and Financial Management System (MoFNP)	More effective financial management and commitment control.
<b>Component 2:</b>	To improve public expenditure

<p>Integrated Financial Management Information System (IFMIS) (MoFNP)</p>	<p>management through an integrated and automated financial management system in order to ensure efficient and effective utilisation of public resources.</p>
<p><b>Component 3:</b> Improved Fiscal Policy and Economic Planning (MoFNP)</p>	<p>To attain a policy based budgetary process that is able to facilitate the effective mobilisation and allocation of resources in a systematic, effective, efficient and predictable manner.</p>
<p><b>Component 4:</b> Reformed Budget Preparation and Budget Execution (MoFNP)</p>	<p>To establish a credible budgeting process and a transparent and clear presentation of the budget document. To implement the budget in a more efficient and predictable fashion, with reduced variance between budget and actual spending.</p>
<p><b>Component 5:</b> Improved Debt Management (MoFNP)</p>	<p>To manage Zambia's debt, both Domestic and External to sustainable levels and effectively manage Government Investments.</p>
<p><b>Component 6:</b> Improved Internal Audit (MoFNP)</p>	<p>To strengthen internal controls throughout the public sector for improved public expenditure management and financial accountability.</p>
<p><b>Component 7:</b> Better External Finance Coordination (MoFNP)</p>	<p>Improve overall budgetary planning and coordination of external financing by integrating donor flows into budget.</p>
<p><b>Component 8:</b> Consistent Legal Framework for PEM (MoFNP)</p>	<p>To have a consistent and harmonised legal framework to support transparency and accountability in the Public Sector.</p>
<p><b>Component 9:</b> Strengthened External Audit (OAG)</p>	<p>Enhance external auditing function for improved accountability and transparency in the utilisation of public resources.</p>
<p><b>Component 10:</b> Enhancing Parliamentary Oversight (National Assembly)</p>	<p>To develop the capacity of the Parliament to play its oversight role in public resources management in order to promote the culture of democratic governance, transparency and accountability</p>
<p><b>Component 11:</b> Accountancy Training and Regulation (Zambia Institute of Chartered Accountants)</p>	<p>To strengthen the accountancy profession and to provide effective regulatory services in order to promote high professional and ethical standards in the accountancy profession.</p>
<p><b>Component 12:</b> Public Procurement Reform (ZNTB)</p>	<p>To promote and institutionalise a transparent, accountable and efficient public procurement system in order to improve expenditure management.</p>
<p><b>Donor Cooperation:</b></p>	<p>MOU signed in 2004 between GRZ and, DFID, European Commission, Ireland, Denmark, Finland, Germany, Netherlands</p>

Sweden Norway, IDA and the United Nations Country Team in Zambia. During the design phase of the PEMFA programme, WB, DFiD, EC and Norway were in the forefront with EC and Norway serving as lead donors.

**Estimated Budget:** **Total indicative funds required over five years USD 72 million**  
**NOK 70 million – Norwegian contribution (approx USD 8 million)**

### ***C. Legal Resources Foundation (LRF)***

#### **The Norwegian support to LRF**

**Project Number:** ZAM-2396  
**Agreement Number:** ZAM-05/033  
**Agreement Partner:** Legal Resource Foundation  
**Implementing Institution:** Legal Resource Foundation  
**Coverage:** All the nine provinces of Zambia, with staff strength of 60 people to service the LRF centres in the nine provinces.

#### **Background:**

Legal Resource Foundation was established in 1991 to promote and protect human rights principally through the provision of legal service to indigent people. Norway has cooperated with the Legal Resource foundation since 1996, and has contributed to the establishment of LRF services in all the nine provinces of Zambia. Since inception, LRF has established itself as by far the most important organisation in Zambia in terms of delivering legal service to the poor people and vulnerable groups such as prisoners, juveniles and refugees.

**Project Goal:** To attain social justice, and an informed public in human rights and sustainable human rights culture in Zambia.

#### **Project objectives by 2008 are to:**

**1. Increase access to legal assistance services that effectively address the injustice problems of indigent persons in Zambia.**

##### **Activities:**

- Advising litigants, appearing in court, facilitating out of court settlements, research, advocating for law reform, distribution of the LRF Newsletter

**2. Strengthen law and policy reforms on Juvenile Justice**

##### **Activities:**

- Documentation of national and international juvenile legal obligations
- Identify gaps in the area of juvenile justice
- Providing litigation in juvenile cases
- To develop and test strategies to enforce compliance with juvenile legal obligations
- Educating the public in creating awareness on the rights of juveniles

**3. Enhance sustainable HIV and AIDS legislation and policies that protect the infected and affected people in Zambia.**

##### **Activities:**

- Conduct HIV and AIDS awareness sessions for LRF staff

- Conduct a study of all LRF programmes to determine the extent to which HIV and AIDS activities are integrated in LRF programmes
- Develop HIV and AIDS workplace policy
- Review programme planning methods and mainstream HIV and AIDS in all programmes
- Making submission to the Law Development Commission with a view of reforming the law
- Networking meetings and workshops on HIV and AIDS
- Monitor and evaluate the process of mainstreaming HIV and AIDS in LRF programmes
- Prosecuting criminal matters pertaining to sexual offences
- Conduct test cases on HIV and AIDS
- Incorporating lectures on HIV and AIDS in the paralegal manual

#### **4. Enhance domestication of International gender instruments into Zambian Law.**

##### **Activities:**

- Gathering and publication of human rights information
- Regular updating of website with HR information
- Distribution of HR materials
- Conduct public discussions on identified HR topics

#### **5. Empower communities in basic human rights to positively effect change in society.**

##### **Activities:**

- Carry out and document research information on HR issues, international instruments and domestic legislation.
- To design an upgrade system that is relevant and effective.
- Carry out research on LRF programmes

#### **6. Enhance institutional capacity to deliver quality services in all provincial centre catchment areas and wider society.**

##### **Activities:**

- Publicity of strategic plan to partners and potential partners
- Identification of new partners
- Carry out staff capacity needs assessment
- Facilitate professional training of staff
- Develop M&E system
- Conduct regular monitoring visits to the provinces.

#### **7. Develop and maintain linkages with 15 strategic partners with interest in human rights.**

##### **Activities:**

- Identify like-minded organisations
- Arrange and carry out exchange visits
- Collaborate with other organisations on HR

#### **Donor Cooperation:**

Sweden, Finland, Norway

#### **Estimated Budget:**

**NOK 26.4 million**

Norway - up to NOK 18 million

Sweden – SEK 4.5 million

Finland – Euro 350.000

## ***D. Reversing Food Insecurity and Environmental Degradation in Zambia through Conservation Agriculture 2006 - 2011***

Briefly it could be said that Conservation farming/agriculture is a combination of farming techniques. These include:

- Retention of crop residues
- Restricting tillage of the land to the precise area where the crop is to be sown
- The completion of land preparation in the dry season
- The establishment of a precise and permanent grid of planting basins, planting furrows or contoured ridges, within which successive crops are planted each year.
- Early and continuous weeding that inhibits seeding and in time reduces the soil weed bank
- Rotations or inter-cropping with nitrogen fixing legumes.

This results in benefits to farmers in terms of being environmentally friendly, less dependent on fertilisers, to allow more flexible use of labour, and labour saving techniques. This will enhance nutritional status, give higher yields and thus better income

- Peer approach to training
  - Supervision and monitoring "chain" with link to other training resources

In each field office, field officers work in different catchment areas, where they supervise and train approx 10 farmer coordinators, who in turn train farmers who are organised through a network of 10 contact farmers mobilising farmers to participate in the training.

In addition to the programme documents, the team was given a gender evaluation report of a different agricultural programme. ASP (Agriculture Support programme)<sup>16</sup> had a firm gender mainstreaming component integrated, and an evaluation demonstrated that an approach which was able to include both man and wife in all aspects of the programme (called the household approach), gave better results of the production, and at the same time the household members reported higher satisfaction in both work and family life.

It is estimated that most of the agricultural production in Zambia is carried out by women. However, men are mostly the owners of the land and the decision-makers in relation to the farming. Conservation farming seems to have several benefits for women, and the ASP evaluation found that:

- When both men and women in the household are actively involved in the programme, and receive training, work becomes more flexible and efficient, and quality improves.
  - They may plan, discuss and make decisions together
  - Work goes on if one is absent
  - Better balance in consumption and cash distribution
- In total; **gender equality makes business sense**

In a situation where many families are affected by AIDS, the conservation farming also makes sense, as it gives

- Flexible work options, beneficial in case of illness
- Easier to get balanced nutrition

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<sup>16</sup> Agricultural Support programme (ASP) is a business oriented programme. The evaluation (March 2008) is called "the household approach as an effective tool for gender empowerment"

- More income *may* reduce risk of transactional sex (but that may also have opposite effect; that men use extra income to buy sex)
- Training system facilitates inclusion of AIDS components, in collaboration with AIDS organisation

The linkages between the agricultural sector and HIV are not straight forward. Production of nutritious food is important to boost consumers' immune system, whether to give some protection from becoming infected, or to maintain a good health once being infected. There are many examples of sexual encounters linked to the marketing and selling of agricultural products, so being a productive and active farmer may enhance risk for HIV-infection.

From the documents, the field visit and discussion with the programme officer, the team learned the following:

- 40 % of the farmers involved in the CF were women. That is a good number, as the goal was 30 %. However, we were informed that most of the women participating came from female-only households, and that only few male farmers included their wives to the training. There did not seem to be any systematic approach to include more household members. As there are probably also a number of households headed by orphans (children or youth), there did not seem to be a systematic approach to help or include these. One may in other words say that the appreciation of gender and AIDS is not sufficiently integrated into the programme.
- An AIDS related NGO, Afya Mzuri, had done AIDS training in the same area, and the contact or coordinating farmers we met were also trained peer educators on AIDS. With such a background they were able to do AIDS training as part of the conservation farming training, which is very good. One peer educator had access to condoms from a different NGO, and she said that condom distribution was popular; however, the CFU had not negotiated with other agencies to be able to provide condoms to farmers.
- Producing and eating a varied diet had been mentioned in some training, but there did not seem to be any systematic approach to explain the benefit of nutrition, or certain nutritional elements in relation to HIV or AIDS.

### **Norwegian support to the conservation farming programme**

**Project Number:** ZAM-3037  
**Agreement Number:** ZAM-06/017  
**Agreement Partner:** Zambia National Farmers' Union (ZNFU)  
**Implementing Institutions:** Conservation Farming Unit (CFU) and Golden Valley Agricultural Research Trust (GART).

### **Background:**

In the last twenty years environmental degradation and the issue of national food security in Zambia seems to have been worsening. Zambia is said to have one of the highest deforestation rates per capita in the world. Frequent droughts experienced in the past few years have lead to increased vulnerability of a large majority of farmers in the drier areas of the country. There is a strong link between environmental degradation and present agricultural practices such continuous maize growing in the southern province and the slash and burn method of agriculture. Another emerging challenge to agriculture is climate change. There is therefore need to establish more resilient farming systems that will address the changing climate.

It is in the light of the above that the Norwegian Embassy in Lusaka encouraged CFU and GART to look at ways of scaling up efforts to promote conservation farming and conservation agriculture. CFU has been receiving donor support for more than 10 years.

In this programme women will receive particular attention by the focus on the establishment of diverse food gardens which will allow focus on food security and dietary diversity in periods of reduced labour requirements on else where on the farm.

**Programme Goal:**

To increase food security and profitability, enable appropriate responses to emerging economic opportunities, and encourage environmental regeneration and forestation

**The Project Purpose:**

To increase the number of smallholder farmers in 12 districts of Southern, Central, Eastern and Western Provinces of Zambia that practice Conservation Farming and Conservation agriculture.

**Outputs:**

- Development and support of an effective farmer demonstration and training system (CFU).
- Facilitation of an effective incentive scheme for CFs (CFU).
- Development and provision of comprehensive Conservation Agriculture (CA) Starter Packs (CFU).
- Improvement and strengthening of the knowledge capacity and skills of Ministry of Agriculture and Cooperatives (MACO) extension staff to expand the promotion of conservation farming and conservation agriculture (CFU).
- Supplement and strengthen the promotion of CF and CA through research and development (GART).
- Information dissemination, networking and knowledge transfer (GART)
- Creating an enabling environment ( ZNFU).
- Determination of a pathway to enable programme beneficiaries to access carbon credits through the Kyoto Protocol Clean Development Mechanism (CFU).

Links to NGOs involved in HIV and AIDS programmes will be made in order to strengthen the HIV and AIDS component at GART.

<b>Norwegian and/or other Cooperating institutions:</b>	Norwegian University of Life Sciences (UMB) at Åse Collaborate on issues particularly related to evaluation and monitoring. Other national and regional institutions were to be identified to participate as the programmes developed.
<b>Donor Cooperation:</b>	Norway is the main donor supporting the project.
<b>Estimated Budget:</b>	<b>NOK 146 million.</b>

## ***E. National Gender programme***

The Joint Gender Support programme (JGSP) was developed in response to the Fifth National Development Plan, aimed at increasing capacity building of the National Machinery for Gender Equality in Zambia. The United Nations Development programme (UNDP) is the



lead cooperating partner. The other cooperating partners are Irish Aid, the Norwegian Embassy, and Royal Netherlands Embassy. Funds for the programme will be channelled through a trust fund, but the start of the programme has been very slow, which seems not least to have been due to changing priorities among the cooperating partners.

The JGSP is currently with the Ministry of Finance and the Legal Unit of GRZ for final approval.

The programme strategy is aimed at building the human resource capacity for Gender in Development Division (GIDD) to effectively coordinate and provide technical assistance to the sectors and gender mainstreaming in Zambia. The capacity constraints made it pertinent to restrict the programme to five sectors namely Agriculture, Education, Governance and Justice, Health, Social Protection and Employment and Labour. In addition to the GIDD, the government has a Minister of Gender.

While there is a level of knowledge and acceptance that gender inequality is one of the key drivers to the spread of HIV in Zambia, however, many also give very different explanations for the spread of HIV, including blaming women for the spread. The consequences of the epidemic are different for men and women. Women are more vulnerable to these consequences, especially as they have the main responsibility for caring, and as they risk losing land and property if the husband dies. Special focus is needed on youth especially young women, as they are particularly susceptible to HIV risk. GIDD has been working on legislation against gender based violence and legal reforms in relation to CEDAW, which is very relevant for HIV. Inheritance laws are particularly important in relation to HIV, as are customary laws and traditions. More knowledge on biological differences as well as socio-cultural challenges is needed in the population along with actively promoting dialogues at community and political levels on the value of achieving better gender equality

### **The Norwegian support to the JGSP**

**Project Number:** ZAM-3047

**Agreement Number:** ZAM-07/035

**Agreement Partner:** United Nations Development programme (UNDP)

**Implementing Partner:** Gender in Development Division (GIDD), under Cabinet Office

### **Background**

This is an ambitious national programme which aims at operationalising the gender priorities that are outlined in the Fifth National Development Plan (FNDP). In the FNDP gender is addressed as a cross-cutting issue in addition to a Gender stand alone chapter. The Plan includes actions to be taken to mainstream gender in sectors. The government has prioritised gender auditing in priority sectors which are; Agriculture, Education, Governance and Justice, Health, Social Protection, Employment and Labour, Environment and Climate Change. GIDD is to provide guidance on gender issues to be addressed in these priority sectors.

**Programme Goal:** To reduce gender imbalances and attain gender equity and equality in Zambia.

**Programme objective:** To strengthen the national capacity to mainstream gender in legal, political, economic and social/cultural spheres so that the women and men benefit and participate equally in the development process.

**Programme Outcome:** Gender mainstreamed in legal frameworks, and in the policies, programmes and plans of the priority areas of the FNDDP.

**Programme Outputs:**

1. Strengthened gender analysis capacity to formulate, design, review and implement gender responsive policies, programmes and plans in GIDD and line ministries.
2. Gender responsive legal framework in targeted economic, social cultural and political of national development.
3. Partnerships for the implementation of innovative initiatives for economic empowerment of women facilitated and operational.
4. Enhanced institutional framework capacity for coordination, advocacy, reporting, monitoring and evaluation of gender mainstreaming in service delivery.

**Main Activities**

Planned activities under this programme will be to:

- Assess and improve the status of gender mainstreaming in the public sector
- Develop capacity for collection and analysis of sex disaggregated and gender related data particularly in priority line ministries i.e. *Ministries of Education, Agriculture,*
- Develop capacity for gender mainstreaming
- Review the legislative and regulatory frameworks to ensure gender responsiveness
- Draft the Gender Based Violence Bill
- Develop capacity for gender mainstreaming in the legal drafting processes
- Develop a partnership strategy for women's empowerment with special focus on vulnerable groups.
- Develop capacity for entrepreneurship among women
- Mainstream gender into the guidelines of the Citizen Economic Empowerment Commission (CEEC)
- Review the National Gender Policy
- Develop a communication and advocacy strategy for gender in development
- Strengthen the coordination, accountability, monitoring and evaluation institutional framework for gender mainstreaming.

**Donor Cooperation:** Netherlands, Irish AID, DFID USAID, Norway, SIDA Denmark, CIDA and UNDP as Lead Partner to manage the Trust Fund.

**National Partners:** GIDD, priority Government Line Ministries, Provincial and District Administration, Civil Society Organisations (CSOs) and Faith Based Organisations (FBOs)

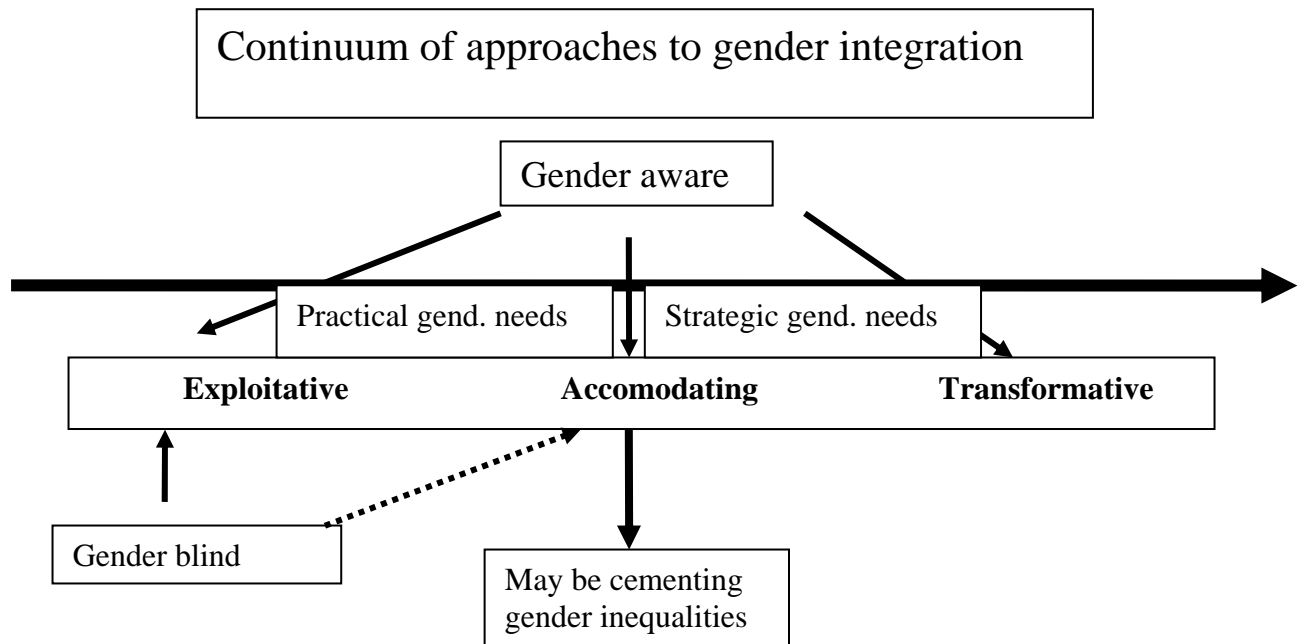
**Budget:** Estimated total budget is about **USD 10,885,634.**

Norway will contribute NOK 14 million for the period 2008 - 2010. The total estimated budget will be clear when the Project Document is approved and signed.

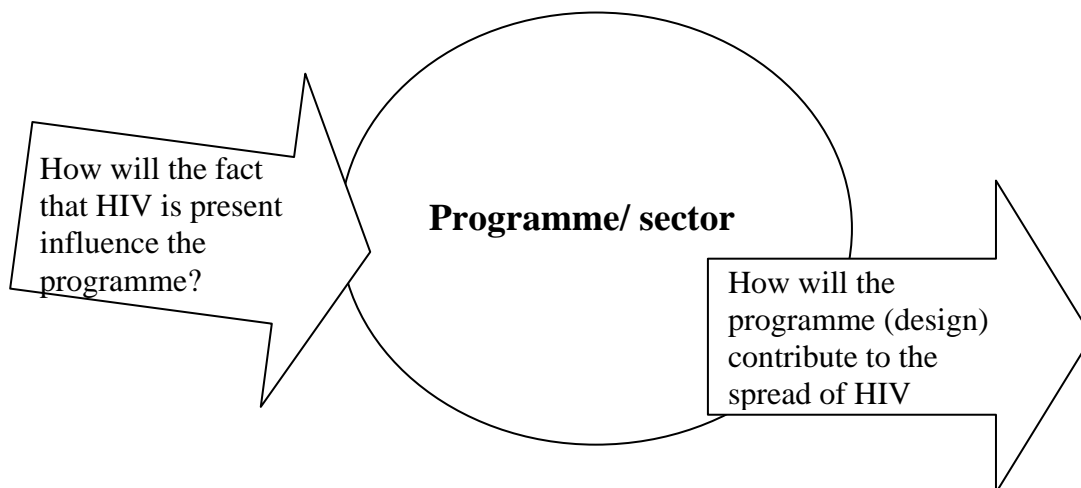
## Annex 5. Zambia gender & AIDS working memo and review questions

This memo was worked out as part of the preparation of the review.

The figure below may be useful in analysing the different programmes, and see where they may be placed on a continuum from being gender blind to becoming gender transformative.



## HIV mainstreaming Key questions



People and mobility = key issue: Does the programme or the programme implementation increase mobility among staff or target population. Increases mobility means increased susceptibility to HIV infection.

- Does the programme have measures to counteract the negative influence of increased mobility?
- Have the staff been sensitised on HIV prevention, are condoms etc made available?
- Is there a policy regarding sexual abuse or harassment?
- Is there an anti-stigma policy in place, to promote openness and security?
- Is there a workplace programme on AIDS, which facilitates access to adequate services?
- Are there insurance systems in place for staff and their families?
- Are sufficient personnel trained to replace those who may die from HIV related diseases?

Staff policies are important both in relation to gender and AIDS. It is next to impossible to run a good gendered programme with only men (or women) as staff, or occupying all high positions.

### **Some relevant questions/issues to discuss with the Embassy staff**

These are just some preliminary questions, you may all add to them  
Question for the whole portfolio.

- How has gender considerations influenced the portfolio profile (to the extent it is possible to know)?
- Has there been a change in how the Embassy have thought about gender since the new White paper came out on women and gender equality last year?
- The Embassy supports NAC. Have then been able to use that partnership in addressing AIDS issues relating to other parts of the portfolio?
- Has the embassy in general been concerned with work place/staff issues in the programmes supported – and especially in relation to discriminatory practices relating to HIV and gender?
- For M&E activities across programmes, how does the Embassy promote gender disaggregated data compilation?
- How well have programme officers been equipped to handle gender and AIDS issues? What kind of sensitisation or training have they had, and has that been enough?
- What do they find to be most difficult to handle, gender or AIDS mainstreaming?

*These are the questions from the Norwegian “yellow book” on Sustainability issues and mainstreaming, regarding both AIDS and gender, I simply just took them out for easier reference:*

How has women and men been involved in planning, implementation and evaluation of the project?

» Will the programme affect women and men differently?

Who will benefit and who will potentially be in disadvantage from the proposed interventions and activities?

» Has the programme incorporated specific activities and mechanisms to ensure the equal participation of women and men? What are the potential barriers to women’s and men’s (girls’ and boys’) participation?

Is the programme in line with national policies and priorities related to gender equality?

» Does the programme document contain sex-disaggregated base-line data and indicators in order to ensure and enable implementation, monitoring and reporting mechanisms to be appropriate to concerns of importance to women’s and men’s empowerment?

» Is both women’s and men’s knowledge and experience included and utilised in the programme, so as to ensure equal access to decision-making?

» Does the programme include explicit budget allocations and resources towards activities targeting women/men or gender equality issues?

If relevant:

» Does the programme promote equal access for women and men to resources, as technology, health, education etc?

» Does the programme take into account how women and men, girls and boys are differently affected by conflict/war, and their different requirements in protection, justice and reconstruction?

» Does the programme describe the vulnerability/risks and impact of HIV/AIDS for respectively women and men?

» Have any new gender-equality issues or negative impacts on women and/or men arisen during the implementation of the programme?

» Is there any changes in the situation of women or men that can be observed as result of the programme implementation?

» Has both women's and men's potential been utilised in the programme implementation phase?

» Have means and resources been distributed equitably between women and men?

Do HIV and AIDS affect the programme and the way the programme is designed?

» Has the programme incorporated specific activities and mechanisms to reduce possible negative consequences, as well as to build in preventive measures?

» Have people living with HIV/AIDS been consulted in the planning process?

Does the project make a reference to national HIV and AIDS policies and strategies and is it in line with such policies?

» Has an assessment of the HIV and AIDS situation been carried out, describing the situation in the area, including the most prevalent infection routes, and analysing how the project may affect or be affected by the epidemic?

» Does the programme identify culturally related or other barriers that may impair the development intervention?

» Does the programme identify institutions/drivers of change that may facilitate the development process?

» Are teenage pregnancies, early marriage for girls and sexually transmitted infections prevalent in the area?

» Has any intervention related to prevention or reducing stigma been included in the project? How well are the risks of HIV understood in the local communities?

» Have risks and vulnerabilities related to HIV and AIDS been analysed and taken into consideration in the project design? Will it, for instance, increase migration, mobility, and the gap between rich and poor in the community?

» Does the programme secure equal access of women to goods and services, so that the programme may lead to a better power equality between the sexes?

» Does the programme implementer have an HIV and AIDS policy and a track record in integrating HIV and AIDS?

» If there is a HIV policy, does the policy protect the rights of persons living with HIV (no discrimination in employment, no mandatory HIV testing)?

» Is there a budget line for HIV and AIDS in the project proposal?

» Does the project budget include contingencies to cover additional staff-related costs due to HIV and AIDS i.e. medical care, burials and support to dependants?

» Have HIV and AIDS focal points been appointed for the project?

» Is there a monitoring and evaluation system in the project, also covering HIV and AIDS issues?

## **Annex 6 LIST OF PEOPLE MET**

<b>NAME</b>	<b>INSTITUTION/ORGANISATION</b>
Mrs Elizabeth Mataka, Executive Director and UN Special Envoy for HIV and AIDS in Africa.	<b>Zambia National Aids Network (ZNAN)</b>
Mr Davies Chitundu	Regional HIV/Aids Team
Mr Mumba Chanda, Acting Director	<b>Ministry of Finance and National Planning (MoFNP)</b>
Ms Stephanie Angomwile, Budget and Economic Affairs Specialist	MoFNP
Ms Meredith Gaffney, Assistant Project Manager	<b>Conservation Farming Unit (CFU)</b>
Tutu Folotiya, Personnel Officer	CFU
Yvonne Nakachinda, Regional Manager	CFU - Mumbwa
Elizabeth Mudaabwe, Field Officer	CFU - Mumbwa
Manja Malaya, Field Officer	CFU - Mumbwa
Beatrice Munyiimba, Field Officer	CFU - Mumbwa
Steven Nsimbi, Field Supervisor	CFU - Mumbwa
Mr Jackson Lungu, Coordinator and Farmer	CFU – Mumbwa
Ms Idah Lungu, Farmer	CFU – Mumbwa
Ms Rose Chilaika, Contact farmer	CFU – Mumbwa
Mrs Rose Jere, Coordinator	CFU - Mumbwa
Ms Joyce Mukwala, farmer	CFU – Mumbwa
Mrs Loveness Mukuma, small scale farmer	CFU – Mumbwa
Mrs Jenny Muluzi, small scale farmer	CFU – Mumbwa
Ms Fridah Kabazungu, small scale farmer	CFU – Mumbwa
Mrs Elly Shanaile	CFU - Mumbwa
Ms Engwase Mwale, Executive Director	<b>Non Governmental Co-ordinating Council (NGOCC)</b>
Ms Kotutu Chimuka, programme Manager	NGOCC
Ms Mercy Siame, Board Member	NGOCC
Hon Regina Musokotwane, Chairperson	<b>Women's Parliamentary Caucus</b>
Hon Faustina Sinyangwe	Women's Parliamentary Caucus
Hon Eileen Imbwae	Women's Parliamentary Caucus
Mr Robby Shawanga, Executive Director	<b>Legal Resources Foundation (LRF)</b>
Ms Mary Chisanga	LRF
Ms Millicent Peel	LRF
Zhuwarara Tawanda	LRF
Ms Delia Yerokun	UNDP
Joe Kapembwa	Gender in Development Division
Ms Rhoda Mutema Mwuriga	
Mr Maxwell Muteteka, Treatment, Care and Support Specialist	National AIDS Council
Mrs Anne Chanda, Executive Director	National Legal Aid Clinic for Women (NLACW)
Ms Leah Chimimba, programme Officer	
Gunnar Bøe, Minister Counsellor	<b>Norwegian Embassy</b>

Tori Hoven  
 Hege Mørk  
 Odd Arnesen  
 Olav Lundstøl  
 Anne Glad Fredriksen

## ***Annex 7. PROGRAMME for the review visit: 2 – 10 OCTOBER 2008***

### **REVIEW OF THE EMBASSY PORTFOLIO ON WOMEN'S RIGHTS AND GENDER EQUALITY, HIV AND AIDS**

<b>DATE</b>	<b>TIME</b>	<b>PROGRAMME</b>	<b>CONSULTANTS</b>
<b>Wednesday 01.10.08</b>	<b>14.30</b> – <b>15.30</b>	<b>Meeting with ZNAN</b> Liz Mataka	Anne Skjelmerud
<b>Thursday 02.10.08</b>	<b>12.30</b> – <b>13.30</b> <b>14.00</b> – <b>15.00</b> <b>15.30</b> – <b>16.30</b>	<b>Budget Support (ZAM-2395: ZAM-06/043)</b> Olav Lundstøl  Meeting with Davies Chitundu ( Regional Team)  <b>General Orientation</b> Gunnar Boe, Minister Counsellor	Michael Tawanda, Vigdis Halvorsen  Anne Skjelmerud  Anne Skjelmerud, Michael Tawanda, Vigdis Halvorsen, Anne Glad Fredriksen, Dorothy Hamuwele
<b>Friday 03.10.08</b>	<b>07.45</b> – <b>08.45</b>  <b>09.00</b> – <b>10.00</b>  <b>10.30</b> – <b>11.30</b> <b>14.30 -</b> <b>16.00</b>	<b>PEMFA (ZAM-3001: ZAM-02/382)</b> Tori Hoven  <b>Legal Resource Foundation and National Legal Aid Clinic for Women ZAM 2396: ZAM-05/033 and ZAM-06/024</b> Hege Mork  <b>Conservation Agriculture ( ZAM 3037: ZAM-06/017 and ZAM-08/019</b> Odd Arnesen  <b>Meeting with Ministry of Finance and National Planning – (PEMFA)</b>	Michael Tawanda, Vigdis Halvorsen Anne Skjelmerud  Vigdis Halvorsen Michael Tawanda, Anne Skjelmerud  Anne Skjelmerud Dorothy Hamuwele  Michael Tawanda, Vigdis Halvorsen Anne Skjelmerud Dorothy Hamuwele
<b>Saturday 04.10.08</b>	<b>18.00</b> hrs	<b>Dinner at 147 B Chitemwiko Road</b>	Review Team

<b>Monday 06.10.08</b>	<b>07.00 – 17.00</b>	<b>Field trip to Mumbwa District Conservation Agriculture</b>	Anne Skjelmerud, Michael Tawanda, Vigdis Halvorsen, Caroline Simumba, Anne Glad Fredriksen, Dorothy Hamuwele
<b>Tuesday 07.10.08</b>	<b>10.00 – 12.00</b>	<b>NAC JFA Semi Annual Meeting</b>	Glad Fredriksen Anne Skjelmerud
<b>Wednesday 08.10.08</b>	<b>08.00 – 09.45</b>	<b>Meeting with NGOCC</b>  <b>Venue: Embassy</b>	Anne Skjelmerud, Michael Tawanda, Vigdis Halvorsen, Caroline Simumba, Anne Glad Fredriksen
	<b>10.00 – 11.00</b>	<b>National Gender programme (ZAM-3047: ZAM-07/035)</b> Anne Glad Fredriksen	Caroline Simumba, Anne Skjelmerud,
	<b>12.00 – 14.00</b>	<b>Lunch meeting with Women’s Parliamentary Caucus</b> <b>Venue: Intercontinental Hotel</b>	Anne Skjelmerud, Michael Tawanda, Vigdis Halvorsen, Caroline Simumba, Anne Glad Fredriksen, Dorothy Hamuwele
	<b>14.30 – 16.00</b>	<b>Meeting with the Legal Resource Foundation</b>	Michael Tawanda, Vigdis Halvorsen
	<b>15.00 – 16.30</b>	<b>Meeting with GIDD and UNDP</b>	Caroline Simumba, Anne Skjelmerud, Anne Glad Fredriksen
<b>Thursday 09.10.08</b>	<b>09.00 – 10.30</b>	<b>Meeting with the National AIDS Council</b>	Vigdis Halvorsen Anne Skjelmerud
	<b>14.30 – 16.00</b>	<b>Meeting with the National Legal Aid Clinic for Women</b>	Vigdis Halvorsen Dorothy Hamuwele
<b>Friday 10.10.08</b>	<b>08.30 – 11</b>	<b>Seminar</b>	





**Norad**

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