

# EIF and Gender Dimensions Workshop Report

## Report on the EIF and Gender Dimensions

Workshop Organised by

Consumer Unity & Trust Society Africa Resource Centre

(CUTS ARC)

with

Support from the Finnish Embassy



Gender equality will accelerate economic development

## 1. Introduction and Background

The Integrated Framework (IF) was originally established in 1996 to increase the effectiveness of trade-related technical and financial assistance to the least developed countries (LDCs) including Zambia. It stemmed from the observation that the LDCs lagged behind the developed countries in trade integration, which is viewed as a powerful instrument for growth and poverty alleviation. Participating agencies comprising of the International Monetary Fund (IMF), International Trade Centre (ITC), United Nations Conference on Trade and Development (UNCTAD), United Nations Development Programme (UNDP), World Trade Organisation (WTO) and the World Bank combined their efforts with those of LDCs and other development partners to respond to the trade development needs of LDCs and enable them to benefit from participating in the multilateral trade system. . The two principal objectives were adopted for the revamped IF to the Enhanced Integrated Framework (EIF) in 2005 and these include:

- mainstreaming trade into the national development plans (NDP) or poverty reduction strategies (PRS) of the LDCs; and
- assisting in the coordinated delivery of trade related assistance.

The revamping of the IF to EIF was with the fact that, in spite of enrolling over 40 LDCs by 2000 on the “needs assessment” for technical assistance in trade, the first step of the IF process, the impact remained marginal as progress in mobilising donor support proved difficult. As a result, the six participating agencies reviewed the progress in 2000 and adopted a number of recommendations and implemented a number of institutional changes to revamp the effectiveness of the programme.

According to the WTO (2007), the implementation of the EIF at the national level such as Zambia comprises of four stages ensuring country ownership, defining the demand side and subsequently bridging demand and response and these basically include:

- Awareness building on the importance of trade for development;
- Preparation of a Diagnostic Trade Integration Study (DTIS) to identify constraints to traders, sectors of greatest export potential;
- Plan of action for better integration into the global trading system (the "Action Matrix") and integration of the plan of action into NDP, such as the Poverty Reduction Strategy Paper (PRSP); and
- Implementation of the action plan in partnership with the development partners.

Funding of the trade priorities comes from two sources, the multilateral IF Trust Fund and resources mobilised by the country typically from bilateral and multilateral donors. The IF Trust Fund has two windows of funding referred to as Tier 1 and Tier 2.

Tier 1 funds activities related to building the human resource capacity of the IF national implementation arrangements (NIAs), providing operational support to the NIAs, including some local running costs and equipment; preparing and/or updating the LDCs'

DTIS and facilitating and supporting trade mainstreaming in the planning processes. Tier 1 funding is accessible through proposal initiation by the National Implementation Unit (NIU) approved by the board in consultation with United Nations Office for Project Services (UNOPS). The disbursement is made direct to government or appropriate project implementing institution or to the agency identified by the recipient country. Funding for Tier 1 could be obtained from Integrated Framework Trust Fund (IFTF) or bilateral partners.

Tier 2 is aimed at providing bridge funding to jump-start project-related activities identified and prioritised in the DTIS. It also covers costs related to less priority project preparations, project development activities, and feasibility studies and seed projects. Other activities include: preparatory support for infrastructure and implementation of large projects; and development of national export strategies and their implementation. Funding for this tier could be accessed from IFTF, bilateral, regional and multilateral donors.

However, it is saddening to note that, the EIF not only in Zambia has not taken into consideration the aspects of mainstreaming gender into the EIF and engaging gender based organisations (especially those promoting women empowerment) in trade decision making and policy process. This marginalisation, to some extent hampers trade outcomes given the critical role women play in this sector, particularly, in agricultural trade-related activities and the informal business.

Further as observed, MCTI has had very little consultation with women organisations on the EIF so that these organisations are able to be engaged fully in the EIF process and assess impacts of such aid for trade on women in Zambia. It is, therefore, important that women within government structures such as the Ministry of Gender, women organisations, other CSOs and private groups working for women empowerment build their capacity to engage in EIF discussions and negotiations as they lack such capacity. The proposed workshop, therefore, was aimed at sensitising gender based organisations, private sector, government institutions and other CSOs on the importance of mainstreaming gender in the EIF process in Zambia. This would enable them to contribute to the processes effectively in influencing the debates on trade, reaping the benefits of the EIF funds and appreciating the role that trade plays in national development and poverty reduction, especially for women.

The importance of building capacity of various gender based organisations follows from observations that these groups are often not included in the trade policy formulation process in Zambia. Through CUTS ARC's interaction with these organisations in Zambia, it is evident that they have little or no capacity in articulating and debating on issues relating to trade agreements such as Environment Protection Agreements (EPAs) and WTO and also taking advantage of initiatives such as the EIF. The vast knowledge gap indicates the relevance of hosting such a workshop.

If not well-negotiated, trade which plays an important role in economic development both at the national and domestic level, could bring about negative results on gender equality. Empirical data has so far shown differential impact of trade policies on women

and men as trade policymaking processes have little or no gender analysis in Zambia. It is worth noting that women play a significant role in the economic development although they were mostly employed in the informal sector and they play only a marginal role in the trade process which is reserved to the informal sector. In this regard, it becomes extremely important that they are exposed to the trade policy process and other initiatives such as the EIF which could contribute to their empowerment and integrate them into the world trading economy.

Therefore, the significance of mainstreaming gender analysis in the EIF was found to be necessary so that both men and women benefited from the EIF funds. EIF offers a platform to highlight unfair trade and to further promote women to raise their concerns so that they also benefit from globalisation era through trade. The workshop was well organised and it aimed to:

- provide gender mainstreaming and analysis into the ongoing EIF process;
- build capacity of women organisations on gender and trade in Zambia;
- assess the policy coherence of the trade policies and gender policy agreements at the national, regional and international levels; and
- strengthen capacity of CSOs and trade negotiators to effectively engage gender in trade policy formulation in Zambia.

### **1.1 Objectives**

The workshop's objectives were to build the capacity of gender based organisations and other state and non-state actors on the ongoing EIF process in Zambia and also serve as a forum to debate and contribute in understanding the linkages between gender and trade in Zambia with regards to poverty reduction. Therefore, the specific objectives include the following:

- Sensitise gender based organisations on the EIF so that they could assess the opportunities. Women being among the poorest and marginalised in the society, the EIF is an important instrument for them.
- Raise gender concerns and integrate them into the EIF implementation process.
- Educate gender-based groups about the extent to which trade and the EIF in particular could contribute to development and poverty reduction.

### **2. Welcome Remarks**

The welcome remarks were given by Antony Kasolo, Board Member, CUTS ARC. He thanked everyone present for participating in the workshop. He said issues related with gender and trade were very complex hence the need to have such workshops. He, therefore, urged all the participants to be active and interactive so as to come up with better recommendations that would help enhance the mainstreaming of gender into trade initiatives such as the EIF.

### **3. Introductory Remarks**

Angela Mwape Mulenga, Coordinator, CUTS ARC introduced CUTS and gave a background of the EIF Project and the workshop. She explained that CUTS ARC was a resource centre for Africa for Consumer Unity & Trust Society, a non-profit organisation working on advocacy and research on issues such as trade and development, competition and consumer protection, investment and economic regulation.

She went on to explain that CUTS ARC is currently implementing a one year capacity building project on the EIF to sensitise the stakeholders on the importance of EIF and its effective implementation in Zambia. She also explained that CUTS ARC had so far conducted several activities such as national sensitisation workshop hosted in Lusaka, two provincial workshops in Kitwe Copperbelt Province and Mansa Luapula Province and three roundtable meetings with the private sector, CSOs and the EIF Executive Director, Dorothy Tembo. Mulenga further highlighted that the organisation of a workshop on gender dimensions under the EIF was important. She also informed the meeting that the EIF secretariat in Geneva, Switzerland was also working on the same issue of engendering the EIF.

#### **4. Presentation on Linkages between Trade and Poverty – William Chilufya, Civil Society for Poverty Reduction (CSPR)**

As cooperating and implementing partners on other EIF projects, a brief presentation on the linkages between trade and poverty was made by William Chilufya. He began his presentation by saying that he will try to make the presentation simple and basic for all to comprehend the issues, since trade and poverty were very complex issues. Therefore, he began his presentation by stating that “For many people poverty was rooted in their inability to trade and trade was a vital route out of poverty.”

He further explained that the understanding and brief definition of trade and poverty was that trade was a concept of buying and selling of which he gave an example of exchanging money for vegetables, clothing, copper etc. He further defined poverty as lack of access to basic needs of food, shelter, clothing and education etc.

He further went on to explain that economic development was the most powerful tool to reduce poverty and that trade facilitated economic development. He explained that trade enabled Zambia to gain income and that the resources thus realised could be used in providing basic services.

Chilufya further stressed that, at the household level, exports could provide an important source of income and employment for poor people and that beyond the household, some of the important benefits of trade were derived from import of capital goods that were cheaper than those that were available domestically.

To sum up, he stated that trade has the potential to improve people’s livelihood in Zambia. Therefore, there is a need to advocate for fair and open trade for poverty reduction.

#### **5. Keynote Address – Ambassador Love Mtesa**

Ambassador Love Mtesa thanked CUTS ARC for organising the workshop and he also thanked the participating organisations at the workshop. He further said that “if a woman is taught skills, it helps in building a nation, while if a man is taught skills, it is only an individual who is being uplifted”. Therefore, women are an important component in trade and trade-related initiatives such as the EIF and would help to mitigate the missing gaps in the trading cycle. He also said that it was important that EIF recognised the importance of gender mainstreaming into trade and hoped that it would certainly be achieved since the EIF Executive Director was a woman and this, he considered to be a plus point for the project.



*(In caption above: Right Ambassador Mtesa giving a Keynote speech, Left CUTS -ARC Board Member, Mike Muleba)*

## **6. Testimony: A Woman Trader’s Voice on the Trade Environment in Zambia**

This session had a presentation by Sophia Phiri, a woman cross-border trader (CBT) who gave a testimony of her experience and highlighted some challenges she faced being a woman CBT. She highlighted the objective of a CBT and explained that people engage in cross-border trade in order to empower themselves and look beyond their dependence on government to provide jobs for them and also to create job opportunities for others because government alone cannot provide employment opportunities for all. She further mentioned that people engage in cross border trade for reaping profits that eventually lead to business expansion.

### **6.1 Challenges of a CBT – A Woman’s Perspective**

Sophia Phiri explained that there were a number of challenges women CBTs faced which discouraged their involvement in such activities. She mentioned that issues ranging from source of capital, business skills, freedom and government policies were among the major challenges that they faced.

She further stressed that it was difficult for CBTs, especially women, to access funds from higher lending institutions because of high interests rates that these institution’s requested and also the need to provide collateral. She also highlighted that women were disadvantaged in Zambia with regard to accessing loans from banks. Banks always required particulars of their spouses as they were to be appointed as signatories in case of women applying for loans. But the same was not the case when men were applying for such loans from banks. Banks did not require spouses’ details for women to be



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signatories for their spouses' loan acquirement. This implied that a woman's transaction with a bank regarding loan acquirement was no secrecy at all from their spouses. She also said that banks also asked for other details such as business records (financial statements), business accounts (in existence) business premises (location) even when the business was in the initial stages of being set up.

*(Centre: Ms Phiri from CBTA making a presentation)*

She further explained that micro-lending institutions had their own story and they also demanded for provision of collateral such as title deeds or white books for vehicles which in most cases CBTs could not afford to provide. Therefore, stating that these requirements were very difficult for small-scale traders, especially women, to provide, thus making it difficult for a layman to run business. She said this development compelled CBTs to engage in informal lending which they called "*Chilimba*". It is a kind of business lending initiative that individual CBTs engage in, since there are no collaterals attached to such a transaction and there are marginal interest rates imposed. Further, Sophia Phiri went on to add that there was a lack of capacity building among CBTs in order to equip them with business skills with regards to new economic developments and other business incentives such as how to start and design a business plan for those intending to join cross border trading and also how to acquire markets and how to prepare oneself for business shocks. Further, she mentioned that it was also important for a CBT to gain enough market exposure so as to enhance trade opportunities.

On freedom, she stated that there was little or hardly any women participation in the decision making process even though the world is harping on gender equality. She went on to add that women CBTs face intimidation and sexual harassment from the opposite sex which was engaged in business with them or were a part of the business transactions e.g. customs officers, police officers etc. She further explained that women CBTs were in most cases not trusted by their family (spouses/parents/guardians) due to the risk involved in doing business across the borders and in many instances this had affected many families and led to break ups.

On government policies, she first pointed out that every government had a mandate to provide a conducive environment for business which would help businessmen and women involved in cross border trade. She went on to add that Zambia had good policies but CBTs still faced a number of problems. She highlighted one of the problems as tax, stating that there were little incentives for CBTs and that they were also exploited by custom officers. She also said that there was lack of proper communication between CBTs and custom officers with regard to taxing.

The second point she highlighted was the state of infrastructure in the country. She said there was lack of proper infrastructure especially in the transport and telecommunication sector and that in some way reduced their productivity hence calling for government's immediate attention.

She further mentioned that there was also a need for government to look at accommodation rates especially at border posts for most of the people providing

accommodation such as lodges and guest houses were exploiting CBTs with exorbitant prices and this had a direct negative impact on their returns. There were also cases of CBTs being succumbed to dangers of travelling in the late hours of night due to delays caused at customs clearances. She suggested that the government should provide sufficient trading centres for the benefit of the CBTs.

She summarised her presentation by stating that CBTs could play a pivotal role in improving the economy of Zambia and that it was also important to note that women could also provide a hand in gaining the missing trade achievements which men had failed to achieve, and thus reinstate the fact that the country requires each other's support to grow and develop.

## 6.2 Floor Discussions

- One of the participants posed a question to Sophia Phiri on HIV/AIDS and how they were sensitising the CBTs since this point was missing in her presentation.

Phiri responded by explaining that issues related with HIV/AIDS have a negative impact on most of the CBTs, especially women who were prone to sexual harassment from men. She admitted that there was little sensitisation and capacity building on HIV/AIDS for the CBTs which she thought was cardinal.

- The second question was also directed to Sophia Phiri regarding source of capital. The participant wanted to know if men were treated differently with regard to accessing funds from lending institution such as banks.

Commenting on the whether men were preferentially and differently treated from women by the lending institutions such as banks, Phiri stated that both men and women were treated equally with regards to providing collaterals but there was a differential dealing with other extended bank requirements such as females were supposed to make their spouses to be signatories which was not a condition when males applied for loans etc. She further said that this compromised their ability to do business properly since they were under surveillance and there was interference of their family.

- Another concern was raised with regard to the agenda. One of the participants said that the topics on the agenda were good but felt that the presentation on Linkages between Trade and Poverty by William Chilufya of CSPR should have been more detailed for it was correlated with the testimony given by Sophia Phiri. He went on to add that even the suggested presentations in session two and three should have been merged together for both were somewhat related.



On the last question of the agenda Angela Mulenga stated that the agenda was designed for the participants to understand the issues in a better manner. She went on to comment that CSPR gave a brief presentation on the Linkages between Trade and Poverty since the focus of the meeting was to sensitise and discuss how gender mainstreaming in the EIF could be achieved.

- Other discussions that followed during this session were on the free trade area that Common Market for Eastern and Southern Africa (COMESA) had been advocating for and how it would help CBTs. It was discussed that these were some of the efforts which were being made regionally to enhance trade. It was also mentioned that there was a simplified trade regime which allowed CBTs to go across to other countries to sell a certain volume of goods without being taxed and that COMESA was marketing this and hence requested CBTs to utilise this opportunity.

Other concerns and comments that emerged from the discussions were that Zambia as a country was not ready to open up its markets for its domestic output. Even the major export commodity of Zambia – copper – had lost its value as compared to its value three decades ago.

#### **7. Linkages between Gender and Trade – Emma M Ndalameta-Theo, Zambian Association of Research and Development (ZARD)**

She divided her presentation into six parts which included: an introduction of gender and trade; an overview of gender and development – a situation in Zambia; importance of gender mainstreaming in economic development policies; benefits of mainstreaming gender in trade policies and trade policy formulation; and conclusion and recommendations.

In her introductory remarks she stated that the word gender focuses on the social differences rather than the biological differences between the two genders. She further explained that socially, gender roles existed which were firmly rooted in the physical capabilities and traits of males and females and therefore, men are generally thought to be superior than women.



*(Ms Ndalameta-Theo making a presentation)*

She went on to add that Zambia is referred as an underdeveloped country since it is lagging behind in social and economic development, which is cardinal in alleviating poverty and. She said trade, if fairly conducted could lead to economic development and reduce poverty. In order for trade to lead to development, trade policies should be in line

with the current ideals of globalisation and aim towards achieving sustainable development. She said trade conducted with appropriate institutional and regulatory framework coupled with well-formulated transparent policies that were socially inclusive as well as gender sensitive, could foster successful economic development. She further explained that underdeveloped countries did not use their resources to achieve maximum socio-economic potential which resulted in little or no developmental growth. Full utilisation of human resource is one such example, and therefore ensuring gender equality in trade policies was cardinal to promote development.

She further stressed that the emerging global economy favours large-scale businesses and multinational corporations which were characterised by male dominance and in most cases were the ones that had access to credit which enabled them to make more profitable investments. She said situations where new economic opportunities arose, men had an upper hand in taking advantage of the opportunity as a result of their dominance in the trade sector, while it disadvantaged the other half of the population (women), since they lacked access to productive resources such as capital, credit, and land etc. thus limiting their opportunities to make profitable investments.

She gave an overview of gender and development situation in Zambia and said Zambia had a total population of 11,862,740 people. She said the world fact book reports that the age structure of the Zambian population was gender disaggregated and is highlighted below:

**0-14 years:** 45.1% (male 2,685,142/female 2,659,771)

**15-64 years:** 52.6% (male 3,122,305/female 3,116,846)

**65 years and over:** 2.3% (male 114,477/female 164,199)

She further explained that these figures show that in the productive age grouping of 15-64 years, the number of females as compared to males was almost equal, which meant equal sharing of resources. But on the contrary women are considered to be the weaker section of the society, Zambia being a patriarchal nation. She said gender imbalances existed in Zambia both in the socio-economic and political spheres. Due to the imbalanced distribution of resources and opportunities many Zambian women have been unable to realise their full potential and contribute to Zambia's developmental process. They have been unable to participate effectively in trade activities and those who were engaged in trade were small-scale traders.

She said that the Zambian Government has included gender responsiveness in the Fifth National Development Plan (FNDP) 2006-2010. The government was also obliged to take steps to address gender imbalances in Zambia by ratifying the Southern African Development Community (SADC) protocol on Gender and Development which proposed that SADC member states should:

- review their national trade policies and make them gender responsive by 2010;
- review all policies and laws that determine women's access to, control of and benefit from productive resources by 2015;

- allow equal participation of women and men in economic policy formulation and implementation by 2015; and
- adopt policies and enact laws that will ensure women and men have equal access to, benefit from, and opportunities in trade and entrepreneurship by 2015.

And in giving her view on the importance of gender mainstreaming in economic development policies she began with explaining that The United Nations (1997) defined gender mainstreaming as “the process of assessing the implications for women and men of any planned action including legislation policies or programmes in all areas and at all levels”.

She further stressed that mainstreaming gender in policies and programmes could help policymakers have information on what effects a decision they intend to make, could have on males and females respectively and by doing this create an enabling environment for both the sexes to realise their potential. She said it would further clearly define the link between gender and all areas of economic development as gender implications on taking a certain course of action would be brought to light. Most Zambian women were in the trading business hence ensuring that the trading environment was gender sensitive since it was a pre-requisite for poverty alleviation, she further added.

She said one of the strategic actions of the Beijing Declaration and Platform for Action was to review, adopt and maintain macroeconomic policies and development strategies that addressed the needs and efforts of women. The recommended actions for governments to take in Section 58(b) are to “analyse from a gender perspective, policies and programmes including those related to macroeconomic stability, structural adjustment, external debt problems, taxation, investments, employment, markets,” she said

She added that gender mainstreaming in budgeting and resource allocation was also vital as this would reflect what percentage of the budget benefits men and women respectively. “As budgets are designed, developed, adopted and the budgetary process is executed, gender perspectives must be incorporated at all stages. Budgets that have gender responsive allocations contribute to the promotion of equality between men and women. Similarly, where capable women are available, they should be made a part of the designing, planning and execution process of economic trade policies,” she said.

In giving an overall view on the benefits of mainstreaming gender in trade policies and trade policy formulation, Ndalameta stated that gender and trade related to each other in more than one way, such as men and women as traders, decision making in trade institutions and many others. She said not having a gender sensitive approach for trade policies and trade policy formulation would be like alluding the fact that only males were involved in trade related matters. She said trade environments would impact on males and females differently. As trade policies are formulated and implemented, a gender analysis of its implementation should be carried out. Gender analysis would help the policy formulators to become aware of intricate issues which could be overlooked and as a result affect the successful implementation of the policy, she added.

“Gender insensitive trade policies adversely affect women and increase gender segmentation in the labour market,” she said. Gender sensitive trade policies would eliminate gender inequalities and the negative conditions for women in trade.

She said gender mainstreaming in trade policies and trade policy formulation could reduce the widespread gaps that exist between males and females in participating in trade in terms of their earnings, employment status and wealth generating strategies.

Ndalameta concluded by stressing that as Zambia implements the EIF it is important to continuously highlight the negative impact that the existing gender insensitive trade policies could have on the successful implementation of the EIF and subsequent reduction of poverty. She said that it was important to note that engendering the EIF can only be beneficial if the engendering implementation efforts were well coordinated. If the EIF was to achieve its aim of delivering trade related assistance to Zambia it must have a gender sensitive approach.

She summarised her presentation by recommending the following:

- There is an urgent need of mapping gender in trade in Zambia, which will show women involvement in the trade activities.
- A gender analysis of the EIF must be carried out for its successful implementation.
- All national economic reports must include gender disaggregated data for purpose of providing information the economic status.

#### **8. Presentation on the Overview of the COMESA Gender, Women in Business (WIB), Social Affairs Programme – Ahamada Andjouza, Social Affairs Officer, COMESA**

She began her presentation by stating that the objectives of her presentation were to highlight some of the gender issues and concerns faced in the COMESA region, discuss COMESA’s response to the challenges on gender and women in cross-border trade activities. She started by explaining that COMESA recently set up a Gender Division housed at the COMESA Secretariat in Lusaka, Zambia to look at all gender and trade related issues. The COMESA Division looks at the situation of women relative to men in a number of aspects. She explained that Africa has a population of about 400 Million and that generally, there were more women than men in the COMESA region. She further explained that there were more women than men in 12 out of 19 countries. She added that by virtue of this strength, COMESA expected equity in the distribution of resources, human



rights etc though available data shows that this was not the case. Her presentation had tabular illustrations for depicting the population ratio. See table below.

*(Insert above: Ms Andjouza making a presentation)*

**Table 1: COMESA Region: Population (2005)**

<u>Country</u>	<u>Female Population (as Percentage of total)</u>
Burundi	51.2
Comoros	49.8
Mauritius	50.3
Djibouti	50.0
Congo (DR)	50.4
Egypt	49.9
Eritrea	50.9
Ethiopia	50.3
Kenya	49.9
Libya	48.4
Madagascar	50.3
Malawi	50.3
Rwanda	51.5
Seychelles	
Sudan	49.7
Swaziland	51.8
Uganda	50.0
Zambia	49.9
Zimbabwe	50.4

*Sources: African Development Bank, 2006: Gender Poverty and Environmental Indicators on African Countries.*

She went on to mention that in the countries highlighted in the table above women tended to lag behind men in many respects despite their percentage being more. She also

stressed that without exception, adult illiteracy rates were higher among women even in countries where the illiteracy rates were generally low. She went on to add that female illiteracy seemed to be very high in Ethiopia, Egypt, Eritrea, Burundi, Malawi, Congo DR and Sudan where the rates were either above 50 percent or just slightly below. She also said that generally, a wide gap in favour of males still existed regarding access to education in many countries especially at secondary and tertiary levels. At this point, she provided the participants with another table to illustrate her point. (See Table 2 below)

**Table 2. COMESA Region: Adult Illiteracy: (in percentage)**

Country	Male ( 2005)	Female (2005)
Burundi	40.0	51.8
Comoros	-	-
Congo (DR)	21.8	41.7
Djibouti	20.1	38.6
Egypt	30.6	51.1
Eritrea	28.5	50.3
Ethiopia	47.7	62.0
Kenya	8.3	17.9
Libya	6.6	25.8
Madagascar	23.3	35.5
Malawi	22.9	48.1
Malawi	22.9	48.1
Mauritius	11.0	16.2
Rwanda	22.1	32.3
Seychelles	-	-
Sudan	26.8	46.8
Swaziland	16.3	17.9
Uganda	19.4	37.3
Zambia	12.2	23.1
Zimbabwe	4.8	11.3

*Source: African Development Bank, 2006: Gender Poverty; and Environmental Indicators on African Countries.*

She further went on to mention that women’s participation in decision making was very low in the region except for a few countries such as Rwanda, Burundi, Seychelles, Uganda, Eritrea and recently Kenya which has made tremendous efforts in trying to make women participate in the decisionmaking processes. She stated that women’s participation in the decision-making processes, such as Parliament and Cabinet, was less than 20 percent in most countries. She said only Rwanda had close to 50 percent women participation in parliament and more than 30 percent in Cabinet. “Rwanda actually holds a world record (five women in EAC Parliament) which is much higher than USA, Britain, France or Germany. It is better than even the NORDIC countries which tend to do better than other regions,” she added.

She further went on to highlight in her presentation that maternal mortality was very high in sub-Saharan Africa with an average of 920 deaths out of 100,000 live births and there was no evidence that the ratios were declining. She said among many other factors, mothers died during pregnancy and childbirth mainly because of the health systems that were inappropriate, especially in the rural areas. She also said that the COMESA region also encountered many gender-specific problems especially in the area of sexual reproductive health.

“The region experiences high rates of maternal mortality. Except for a few countries, more than 500 women, out of every 100,000 live births, die during child-birth,” she said.

**Table 3: COMESA Region: Maternal Mortality Rates (per 100,000) 2000-2004**

Burundi	479
Comoros	–
Mauritius	20
Djibouti	546
Congo (DR)	1,289
Egypt	75
Eritrea	630
Ethiopia	850
Kenya	500
Libya	97
Madagascar	488

Malawi	1.120
Rwanda	1.071
Seychelles	–
Sudan	509
Swaziland	220
Uganda	880
Zambia	729
Zimbabwe	1.100

*Source: African Development Bank, 2006: Gender Poverty and Environmental Indicators on African Countries.*

On HIV/AIDS Andjouza stated that HIV/AIDS issues were equally disturbing as the prevalence rates were very high in the region. She said sub-Saharan Africa had the highest HIV/AIDS prevalence in Africa except for Libya and Egypt.

She said available data indicates that more women than men were likely to be infected with HIV, by virtue of their biological, socio-cultural and economic differences.

And talking of gender and trade, she said gender inequality was a major problem affecting COMESA's regional integration efforts especially in the area of trade. She said women in particular experience many (non-tariff) barriers that limited their participation in intra-regional trade and access to the benefits of the Free Trade Area (FTA).

She said the majority of women in the region were found in micro and small-scale enterprises and this limited their ability to participate adequately in intra-regional trade except cross-border trading.

She said available data indicated that the bulk of female entrepreneurs in many countries of the region were small and medium enterprises (SMEs) with 99.4 percent in Ethiopia, 84 percent in Swaziland, 66 percent in Zimbabwe, 46 percent in Kenya, 46 percent in Malawi etc. She said the problem of scale was limited to other challenges such as inadequate access to trade financing, export-market skills, lack of transport, poor quality of goods etc.

She went on to mention that the high rates of illiteracy among women partly contributed to low levels of knowledge of the COMESA Trade Regime and that information from some member states in the FTA showed that many women entrepreneurs knew nothing, for example, about the Rules of Origin. She said the implication was that many women did not benefit adequately from zero tax facilities available under the FTA.

She however, mentioned that COMESA has put up responses to the problem of gender inequality in the region. She explained that COMESA has demonstrated commitment to

the elimination of gender inequality since its inception and that the situation described above, compelled the organisation to develop guidelines for dealing with gender issues and concerns and stated them as follows:

- **The COMESA Treaty:** She explained that the Treaty establishes the mandate of COMESA's work on women and gender through Chapter 24 that recognises the disadvantaged position of women in the region, WIB, especially FEMCOM (Federation of National Associations of Women in Business).
- **COMESA Vision on Gender:** She explained that in its vision for the 21<sup>st</sup> Century, COMESA realised that women and men, in their different roles, had unequal access to resources and benefits, different types and levels of involvement in development and different perspectives in defining and solving problems. Because of these deep-rooted disparities, COMESA in its vision recognised the need to create an environment where both sexes had equal opportunities to fulfill their potential. In particular, the role that women play, and can play, as important economic actors, was appreciated. She went on to add that integrating gender perspectives into the main stream of all aspects of the work of COMESA was, therefore, an important goal of the COMESA vision and its strategy for the 21<sup>st</sup> Century.
- **COMESA Gender Policy:** She said the third instrument on which COMESA based its work on gender was the COMESA Gender Policy. She explained that pursuant to the COMESA Treaty, (Articles 154 & 155) a Gender Policy was developed and approved by the Seventh Summit of the COMESA Authority of Heads of State in May 2002. She said the overall goal of the COMESA Gender Policy was to foster gender equality and equity at all levels of regional integration and cooperation in order to achieve sustainable socio-economic development in the region. The main objective of the policy was to facilitate the mainstreaming of gender perspectives into all policies, structures, systems, programmes and activities of COMESA in order to make them gender responsive.

She went to add that there were a number of capacity building activities that COMESA was implementing to enhance access of women and youth to the regional markets in collaboration with development partners as well as needs assessment studies, promoting establishment of trading houses, training programmes for WIB associations and FEMCOM.

In conclusion, she stressed that there was a need for critical analysis of the socio-economic issues but the fact of the COMESA member states shows that despite the advances that have been made towards uplifting the status of women, gender gaps still persist in relation to education, literacy, employment and diseases including HIV/AIDS. She also stressed that many problems also existed with regards to COMESA's efforts to integrate women in trade. She said there were several factors that negatively affected the

working of CBTs and these included high tax rates on both sides of the borders, poor transport, and no organised service for shipping the cargos etc.

She summarised her session by providing some recommendations that are as follows – Zambia Government should consider supporting women in cross-border trade by providing storage facilities, decrease taxes, provide better road facilities, and provide training courses on the COMESA Trade Regime for CBTs ; there was a need to improve lodging services at the borders; and also improve transport services in general.

## **8.2 Floor Discussions**

- One of the participants inquired that whether COMESA had a one-stop information centre for CBTs for them to gain information on market access issues and also if the COMESA secretariat had any funds to promote trade in the region.

COMESA representative responded that there was no information centre housed in the COMESA Secretariat but there was an open door policy in the trade division where CBTs could obtain information on the trade regimes COMESA was implementing and issues to do with market access.

- Another participant asked as to whether the Gender Division was also engaged in EPA negotiation as one of the components of the negotiation was on services which in a way hardly excluded gender. Andjouza was also asked as to which country within COMESA has managed to address some of the concerns the secretariat has raised with regards to gender equality promotion.

Responding to the question on EPAs, Andjouza said that the division was currently not involved in EPAs as it was newly established but was hopeful that that soon they will be engaged in EPAs. She also took the opportunity to mention that COMESA had a trade policy and they were considering setting up an action plan that would provide for mainstreaming gender in the same policy that will eventually trickle down to being incorporated in NDPs of member states. She further went on to mention that COMESA Secretariat recently had a meeting with the member state Zambia to have an update on how far the country had progressed on the gender mainstreaming policy plan. The meeting found the progress impressive.

- Ndalameta was also asked to respond on whether her organisation had tried to monitor if there were any outputs from Zambia's activities regarding incorporating gender responsiveness in the FNDP.

And commenting on the question of which country was more receptive with regard to call by COMESA to consider engendering, Andjouza stated that COMESA recently conducted a study and stated that the findings were that all the member states were moving almost at the same pace with Luanda rating at 50 percent.

- Meanwhile ZARD representative, Ndalmeta responding to question that was raised by one of the participants on whether ZARD tried to monitor some outputs of incorporating gender in the FNDP,, she said that the setting up of Ministry of Gender to address all gender related concerns is an outcome of this.

### **9. Presentation on the Status of the Implementation of the EIF in Zambia – Maybin Nsupila, EIF National Trade Expert**

Maybin Nsupila began his presentation by highlighting the initiation of the IF Programme and its objectives and that they have already been covered in the earlier part of the report. .



*(Below: Mr Nsupila making a presentation)*

He further explained about how the IF was later revamped and enhanced with the objective of improving the capacity of LDCs to formulate, negotiate and implement trade policy for them to fully integrate into the multilateral trading system and utilise the market opportunities it presents.

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them to fully integrate into the multilateral trading system and utilise the market opportunities it presents.

He said that the two main objectives were formulated for the revamped IF and these included mainstreaming trade into the LDCs' NDPs or strategies (PRSPs for most LDCs) and to assist in the coordinated delivery of trade-related assistance.

He also highlighted that a new governance and management structure was established to enable the IF to be more country driven and better coordinated. The revamped governance structure had an IF Steering Committee overseeing the IF, providing policy direction and assessing progress and an IF Working Group managing the IF, monitoring implementation and overseeing the Trust Fund. In addition, he said a small IF Secretariat was staffed by the WTO and housed at their premises.

He further stressed that in 2003/04 an evaluation of the IF was conducted and it was recommended that it should be enhanced. He further stated that following the recommendations by the Development Committee of the World Bank and IMF at their meeting in 2005, the IF Steering Committee set up a Task Force to provide recommendations to enhance the IF. He said that at the WTO Hong Kong Ministerial Conference in December 2005, Ministers reaffirmed their commitment to better integrate LDCs into the multilateral trading system and endorsed the three elements that would constitute the EIF and highlighted them as follows:

- Provide increased, predictable and additional funding on a multi-year basis;

- Strengthen the IF in-country, through mainstreaming trade into NDPs and poverty reduction strategies; more effective follow up on DTIS and implementation of action matrices; and achieving greater and more effective coordination amongst donors and IF stakeholders, including beneficiaries; and
- Improve the IF decision-making and management structure to ensure effective and timely delivery of the increased financial resources and programmes.

He further stated that the task force completed its task in mid-2006 and presented a number of recommendations to address the three aspects of IF enhancement. He said the IF Steering Committee endorsed the recommendations in July 2006 and set up a Transition Team to work out the details to implement the recommendations.

In giving an update on the funding mechanism, he explained that the EIF is funded on a multi-donor basis and is managed by UNOPS (UN Rules & Regulations).

He explained that the disbursement of the EIF was done in two tiers. According to Nsupila Tier 1 looks at building capacity of IF Focal Point and NIU and the activities under this process included, human resource capacity building, support in preparation/ and updating of DTIS and support to NIU and other key institutions. He further explained that Tier 2 process looked at addressing priority activities identified in action matrices. The scope included project preparation, feasibility studies and small-scale projects. He said the activities in this process included designing of a preparatory support for infrastructure and large project implementation, and development of national export strategies and their implementation.

He further informed the participants that the EIF structure in Zambia comprised of the Private Sector Development Reform Programme (PSDRP) steering committee which comprises of government agencies and the private sector associations. He also explained that the PSDRP's Project Management Unit was responsible for day-to-day management of PSDRP activities and working groups.

Nsupila also informed the participants that there was also Trade Expansion Working Group (TEWG) which was responsible for implementing all trade expansion activities providing EIF direction and overall monitoring of the EIF process and activities. He also said that MCTI is the focal point for EIF and also acts as a secretariat and houses NIU.

The presenter elaborated that Zambia's EIF programme had six components namely Trade Policy; Trade Capacity and Policy Coordination, Trade Facilitation, Standards, Quality Assurance and Metrology, Market Access and Market Penetration and Aid for Trade. He also highlighted the implementation agents and lessons are clustered in a fourth category process namely government, co-operating partners, and the private sector.

Further Nsupila also highlighted that Zambia embraced the concept of mainstreaming trade in its NDPs and processes and that EIF accelerated the finalisation of the

Commercial, Trade and Industrial (CTI) Policy which has since been submitted to the MCTI Cabinet.

He also informed the participants that the DTIS activity matrix had been reviewed and amended and that a three-year (2009–2011) programme document had been drafted and only awaits approval for the TEWG to start working. Further MCTI in collaboration with IDLO had recently formulated a proposal for Technical Assistance (TA) and Capacity Building (CB) covering Intellectual Property (IP), investment promotion and EPA negotiations for funding by the Finnish Government under Aid for Trade. The proposal also lobbies for a formal request to have a legislative review and amendment for IP.

He further said that two other draft proposals have been formulated which are – The Small Holder Coffee Producers Development proposal which will look at possibilities of revamping coffee production in Zambia and also providing avenues for market access and linkages; and The Trade Policy and Discourse Capacity Building proposal formulated in collaboration with the University of Zambia (UNZA) which aims at addressing trade policy issues and how key stake holders would be incorporated in order to have a wider participation in trade negotiations and practices.

He further mentioned that the EIF has set a number of priorities for 2009. According to Nsupila EIF process will provide for the implementation of the livestock and honey analysis. These two sectors were selected because they are one of the most promising sectors which can earn revenue for the country. He went on to add that the implementation process of the sectors will improve and strengthen the honey and livestock sectors by creating access to relevant markets, disseminate market information and make them visible in the international markets. He also mentioned that addressing IP implementation issues will be of priority.

He concluded by stating that 2009 will also cater some capacity building needs and the priority areas include, short term TA for MCTI's departments; rules of origin implementation issues to stakeholders; customs Valuation Agreement Implementation issues to stakeholders; trade policy and discourse capacity building implementation to MCTI and stakeholders; policy and Trade Data Analysis Course for the TEWG and MCTI; and awareness raising for the TEWG and MCTI on regionalism.

#### **10. Presentation on Mainstreaming Gender into the EIF Process – Dale Mudenda – UNZA**

Mudenda began his presentation by stating that when looking at gender and trade issues it was important to take advantages of the opportunities in various areas and especially trade in services. He said that Zambia could engage in training for export, for example, training maids to provide domestic services which he said worked in other countries. He gave further examples of countries like Madagascar in which 80 percent of women were



engaged in seasonal employment in sectors such as horticulture. He said that women were also involved in packaging of products in such sectors. Mudenda further stressed on the need for institutional frameworks to aid women for their participation in trading activities. He highlighted this point by explaining that in Burkina Faso women engaged in

beet collection were supported by institutions to organise themselves and market their products. The presenter explained that there was need for a comprehensive analysis where sectors could be assisted in the manner that was done in Burkina Faso.

*(Below: Mr Mudenda making the presentation)*

He further expressed the need for increased representation of women in multilateral, national and regional decision-making processes. He said this would help to maintain a gender emphasis in the decisions made at various levels. He stressed that in the gender arena there was too much focus on HIV/AIDS and issues such as domestic violence. There was a need to shift the focus to the issue of economic empowerment of women. Mudenda acknowledged that trade technicalities were vast and should be simplified by training women on trade issues at various levels such as FEMCOM at COMESA.

The presenter said that looking at the opportunities under the EIF, the participants should ask themselves how gender could be streamlined into the EIF and get the EIF to offer technical assistance. Mudenda also stressed that ZARD should do preliminary studies on gender so that there is adequate and up to date information.

He also said that under EIF Tier 2 of the project, women could be organised into SMEs and micro credit financing could be created to support them. There could also be capacity building for critical inputs in developing the participation of women. He further stated that Zambia Export Growers Association (ZEGA) employed men in its production processes including packaging and civil society should promote good conditions of service for such workers. He said women should be trained to take up full-time employment and not just seasonal or part-time work. Mudenda said that labour intensive commodities should involve more women in their production processes.

In conclusion, Mudenda said that the DTIS monitoring and evaluation should encompass gender and the focus should be within the terms of reference. He also called for the implementation of programmes and policies on gender.

### **10.1 Floor Discussions**

A participant wished to know the actual figures allocated under the EIF. The second question he raised was on how the new action matrix of the EIF would help CBTs.

Mudenda explained that there were two windows under the EIF. The first called Tier 1, was intended to strengthen in-country structures. He said that US\$300000 to US\$2 mn were available for this purpose. He also said that countries that had already accomplished their DTIS would not have much left to do in this arena.

He said that Tier 2 had US\$1.2 mn to US\$12 mn available. He explained that these funds were demand driven and they depended on the projects formulated for trade enhancement in various sectors.

In response to the second question, Mudenda stated that there was a Trade Infrastructure Development Fund to establish warehousing facilities at the borders. He also said that Zambia Chamber of Small and Medium Businesses Association (ZCSMBA) was building capacity of SMEs to participate in international trade.

Mudenda added that the clear guide was DTIS therefore, an input of gender issues was required in DTIS.

Saviour Mwambwa of CSTNZ also recommended that Zambia Revenue Authority develop a system to publish its tax regimes to make it easier for traders. He also mentioned that other issues such as border closing hours ought to be more flexible to accommodate the female CBTs.

Mudenda finally said that there should be much emphasis on implementation. Lastly, a participant mentioned that there were five key areas undergoing reform. These included Public Private Partnerships, Business licenses, SME policy and the Zambia Development Agency Amendment Act. He said that Zambia Business Forum was involved in these five areas and should seek mainstreaming the gender dimension in them.

### **11. Recommendations**

The following recommendations were provided:

- Emphasis was placed on the need to incorporate gender in the DTIS prerequisite and that all the recommendations from the workshop should also reflect in the DTIS.
- The EIF should consider leveraging resources towards trade related capacity building for women since there were high levels of illiteracy. It was also suggested

that the EIF should also consider providing funds that would help transform women from the informal to the formal sector or help in addressing constraints that hindered them to borrow money from financial lending institutions.

- There was a need to have more representation of gender based organisations TEWG including Ministry of Gender and that women representation in government institutions should be proportional.
- The National Implementation Unit (NIU) should consider employing a gender focal point who will be in charge of coordinating all gender related activities.
- There was a need to conduct a thorough research on trade culture in order to have an analytical overview of how gender and trade could be incorporated and also to conduct a gender analysis value chain of women in production of goods for e.g. honey, rice, etc. in the EIF.
- There was need to conduct a gender impact assessment for the EIF to encompass domestic trade and that there was need for the EIF to provide or address gender non-discriminatory policies thus propelling a balance in trading between men and women.
- CSOs should be given an opportunity to analyse the existing trade policies in order to counter check if they are engendering.
- The EIF should consider leveraging funds to the promotion of Cross Border Associations to affiliate to associations or organisations especially women groups that deal with trade and gender related issues which could be done through capacity building workshops.
- There was need to lobby and educate parliamentarians on gender based issues since they were policymakers.
- There was a need to establish a gender information centre in COMESA were traders especially women could access information on any business activities in the region.

## **12. Vote of thanks**

Angela thanked the participants for their valued contribution and stated that the workshop was fruitful. She urged the participants to share the information with their organisations and partner organisations She informed that the report of the workshop will be shared with COMESA, MCTI and the EIF Secretariat other than the partner organisations.

Agenda

Sensitisation Workshop on the Enhanced Integrated Framework (EIF) and  
Gender Dimensions

June 12, 2009

Intercontinental Hotel, Nalikwanda Room, Lusaka

0800-0830 Registration

0830 – 1000: Session I

*Welcome Remarks: CUTS-ARC Board Member*

*Introduction to CUTS and background to the EIF Project and Workshop: CUTS-ARC Coordinator*

*Brief Presentation on Linkages between Trade and Poverty: CSPR*

*Keynote Remarks: Ministry of Gender (TBC)*

*Floor Deliberations*

1000 – 1015 Tea/Coffee

1015 – 1140 Session II

1. Linkages between Gender and Trade (20min)

*Presenter: ZARD*

2. Policy Coherence of trade and Gender policies at national, regional and international levels. (20min)

*Presenter: COMESA*

*Floor Deliberations: (20min)*

1140-13:15 Session III

3. EIF implementation status in Zambia (20 min)

*Presenter: Alain Pierre Bernard- UNDP Technical advisor (EIF/MCTI)*

*Comment: EIF process and the FNDP (10min) – CSPR*

4. Mainstreaming Gender into the EIF Process (20min)

*Presenter: Mr. Dale Mudenda – UNZA*

*Floor deliberations: (20min)*

*1315-1400* Lunch

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*1400-15:30*: Session IV

5. Testimony: A woman trader's voice on the trade environment in Zambia
6. Recommendations and Way forward

*Presenter*: Preamble of deliberations by rapportuer

**Vote of Thanks**

## Annex II

### Participants List

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