

SADC GENDER PROTOCOL **2015**

# BAROMETER

# ZIMBABWE

includes  
SADC Gender Protocol  
Post 2015



Compiled and written by Patricia A. Made  
Edited by Sifisosami Dube and  
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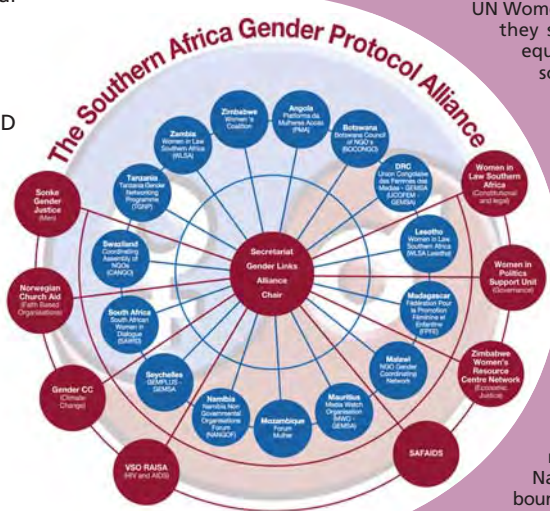
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UN Women supports United Nations member states as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the United Nations system's work in advancing gender equality.

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# Acronyms

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<b>AU</b>	African Union
<b>ADVC</b>	Anti-Domestic Violence Council
<b>ART</b>	Anti-Retroviral Therapy
<b>CEDAW</b>	Convention on the Elimination of all forms of Discrimination against Women
<b>CDU</b>	Curriculum Development Unit
<b>DFID</b>	Department for International Development
<b>DVA</b>	Domestic Violence Act
<b>GBV</b>	Gender-based Violence
<b>GEPMI</b>	Gender-Responsive Economic Planning and Management Initiative
<b>GL</b>	Gender Links
<b>GRB</b>	Gender-Responsive Budget
<b>MISA</b>	Media Institute of Southern Africa
<b>MWAGCD</b>	Ministry of Women Affairs, Gender and Community Development
<b>MTP</b>	Medium-Term Plan
<b>MMPZ</b>	Media Monitoring Project Zimbabwe
<b>NAC</b>	National Aids Council
<b>NGO's</b>	Non-Governmental Organizations
<b>OVC</b>	Orphans and Vulnerable Children
<b>PMTCT</b>	Prevention of Mother to Child Transmission
<b>SADC</b>	African Development Community
<b>SEDCO</b>	Small Enterprises Development Cooperation
<b>SME</b>	to Medium Enterprises
<b>UCAZ</b>	Councils Zimbabwe
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>WCoZ</b>	Women's Coalition of Zimbabwe
<b>WILSA</b>	Women in Law Southern Africa
<b>WIPSU</b>	Women in Politics Support Unit
<b>ZDHS</b>	Zimbabwe Demographic and Health Survey
<b>Zim Asset</b>	Zimbabwe Agenda for Sustainable Socio-Economic Transformation
<b>ZimStat</b>	Zimbabwe National Statistics Agency
<b>ZWLA</b>	Zimbabwe Women Lawyers Association
<b>ZWRCN</b>	Zimbabwe Women's Resource Centre and Network

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# Executive summary



Lars Ronnas, the Swedish ambassador to Zimbabwe, speaks about gender equality at the 2014 Zimbabwe National Gender Summit.  
*Photo: Nhamoyebonde Loverage*

The 2015 Zimbabwe SADC Gender Barometer country report reflects on the country's progress towards advancing gender equality, women's rights and women's empowerment. This occurred as Zimbabwean gender activists also took stock of opportunities and challenges around meeting the country's 2015 targets linked to the Southern African Development Community (SADC) Protocol on Gender and Development (SADC Gender Protocol).

This country report also comes as countries undertake the global review of achievements towards implementing the strategies and actions outlined in the 1995 Beijing Platform for Action, which emerged from the Fourth World Conference on Women. The year 2014 marked the 20th anniversary of the Beijing Platform for Action.

Zimbabwean leaders signed the SADC Gender Protocol in 2008 and ratified it in 2009. Zimbabwe was the second country after Namibia to ratify the regional instrument for the advancement of women. The country's 2013 SADC Gender Barometer report marked a significant shift in the country's normative framework, following

the adoption of a new constitution that contains strong gender equality, women's rights and women's empowerment provisions.

While it shifted the legal goalposts significantly for advancing gender equality and women's rights, the new Constitution of Zimbabwe's true test as a foundation for changing the lived realities of women and girls began in 2014. This is when the country's lawmakers began a process to align more than 200 laws, as well as create new laws and review policies to ensure compliance, with the articles and provisions of the Constitution. However, there is no strong guarantee that the alignment process will lead to the domestication of all laws and policies in accordance with the Constitution's gender equality and women's rights provisions.

Thus the 2015 Zimbabwe SADC Gender Barometer has two overarching purposes. First it begins the countdown to 2015 and progress towards the 28 targets of the SADC Gender Protocol. It also signposts the start of monitoring the political commitment to building on the foundation prepared by the Constitution for the development of constitutionalism to gender equality and women's rights in Zimbabwe.

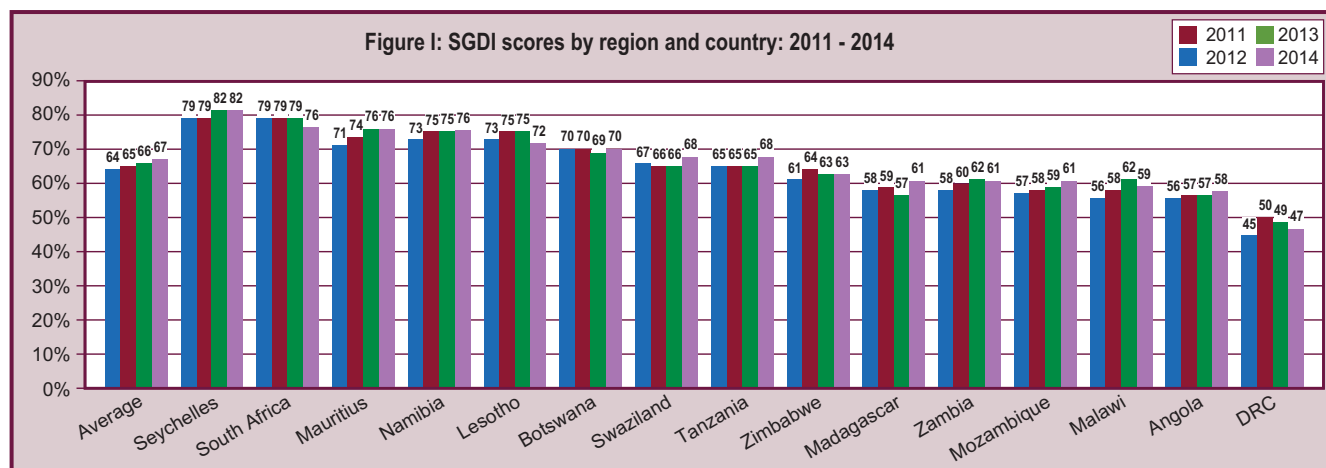
The Southern Africa Gender Protocol Alliance uses two measures to rate each SADC state's performance towards meeting the 28 targets: the SADC Gender and Development Index (SGDI), introduced in the 2011 regional barometer, and the complementary Citizen Score Card (CSC), which the Alliance has been running for three years.

The SGDI is an empirical measure of progress by the 15 countries of SADC, based on 23 indicators for the six sectors that have accurate data (see Annex A for details on the SGDI gender and related indicators). These consist of Governance (three indicators), Education (three indicators), Economy (five indicators), Sexual and Reproductive Health (three indicators), HIV and AIDS (three indicators), and Media (six indicators). To create the composite index, researchers gave each category equal weight by calculating the average score across the indicators in that category. At the end of this executive summary, Table I provides an outline of key indicators for women in SADC. Annex A, at the end of the report, explains how the SGDI works and compares this with other gender-related indicators.

In 2014, for the first time in three years, the SGDI for the 15 countries in SADC increased from 66% to 67%.

The SGDI for six countries (Angola, Botswana, Madagascar, Mozambique, Swaziland and Tanzania) increased, while the SGDI for the Democratic Republic of the Congo (DRC), Lesotho, Malawi, South Africa and

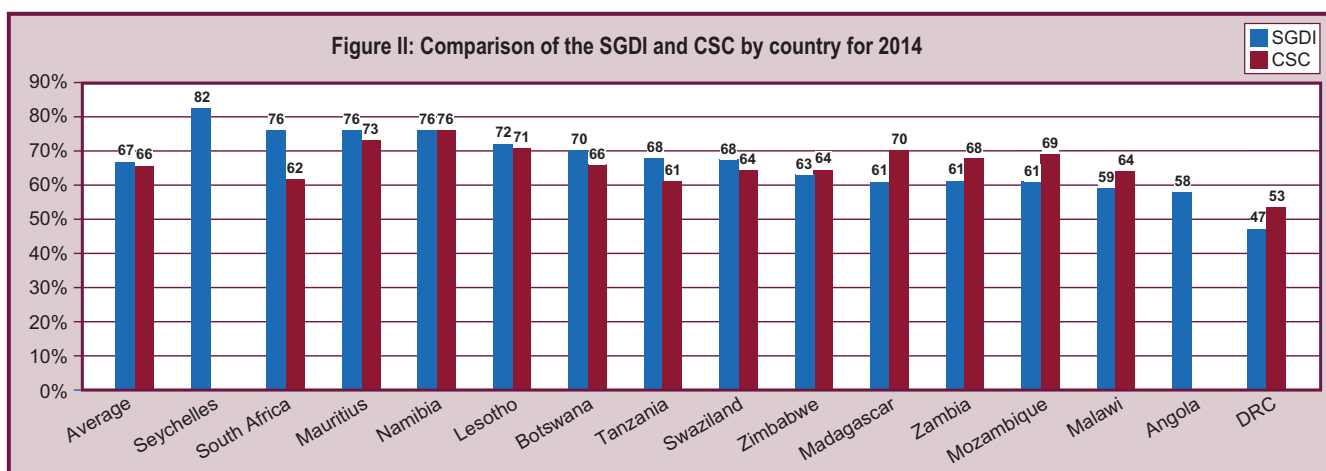
Zambia went down. At 63%, Zimbabwe's SGDI score remained the same as in 2013, and the country ranks number nine out of the 15 SADC countries.



Source: SADC Gender Protocol Barometers, 2011-2014.

Figure I compares the regional SGDI scores from 2011 to 2014. The regional average has gone up by three percentage points since 2011, from 64% to 67%. For Zimbabwe, 2012 saw the highest score at 64%, while the SGDI remained the same in 2014 as in 2013: 63%.

This indicates a need for improvement in gender equality in the country, especially in comparison to other countries in the region such as South Africa, Namibia and Lesotho, which have consistently scored higher than Zimbabwe since researchers first used this index to measure progress.

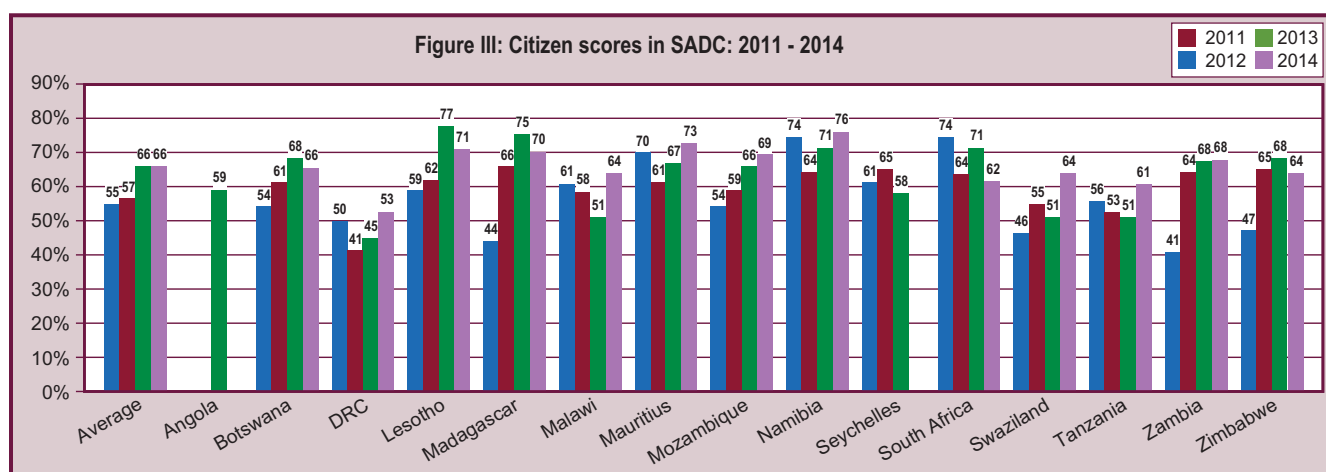


Source: SADC Gender Protocol Barometer 2014.

Figure II shows that while Zimbabwe ranks at 63% for the SADC Gender and Development Index (SGDI) score, citizens scored the country slightly higher at 64%. The CSC, which researchers base on perceptions, captures nuances that do not appear in the empirical data. It

remained unchanged from 2013 for the average of the 15 SADC countries, at 66%. Citizens in Namibia (76%), Mauritius (73%) and Lesotho scored their countries highest, while DRC ranked lowest using this measure, at just 53%.





Source: SADC Gender Protocol Barometers, 2011-2014.

Figure III shows that in Zimbabwe, however, citizens gave their country a reduced score in 2014 - down to 64% from 68% in 2013. In Zimbabwe, 1014 citizens (945 women and 69 men) scored the government using the CSC in 2014.<sup>1</sup> Sectors covered by the CSC include constitutional and legal rights; governance; education; economy, productive resources and employment; gender-based violence; health; peace building and conflict resolution; media, information and communication; and implementation of the SADC Gender Protocol.

Zimbabwe's lower CSC in 2014 may be an indication that, while women perceived the new constitution and its provisions as a positive turning point in the advancement of gender equality, there may also be a perception that implementation is slow and the country has returned to business as usual.

Accountability, gender-responsive governance and strong gender management and monitoring mechanisms must become the driving forces of Zimbabwe's development agenda in order to ensure sustainable development and transformation. The issues highlighted in this report point to the need for vigilance, as well as for both choice-based (supply) and voice-based (demand) approaches.<sup>2</sup> These must become integral components of policies and frameworks to achieve gender equality, women's empowerment and the full recognition and protection of women's rights moving forward.

### Key findings

The following is a summary of the key findings of the 2014 Zimbabwe SADC Gender Protocol Barometer.

### **Political accountability to gender equality and women's human rights**

- The low political, economic and social status of the majority of women in the country is one of the country's major post-2015 development challenges. If policymakers do not put gender equality and women's empowerment at the centre of the country's new development agenda, the aspirations and ambitions of Zimbabwean women to become co-drivers of the country's transformation will not become a reality.
- Entrenched patriarchal attitudes and a backlash to the strong gender equality and women's rights provisions in the new constitution may affect the achievement of gender balance in institutions in the public and private spheres.



Pamela Mhlanga of Zimbabwe's Women Resource Network contributes to a discussion during a Gender Commission meeting in Harare.

Photo: UN Women

<sup>1</sup> SADC Gender Protocol Regional Barometer 2014, Gender Links.

<sup>2</sup> Who Answers to Women, Progress of the World Women 2008/09 Report, UNIFEM/UN Women.

- In the majority of line ministries in government, including the Ministry of Women Affairs, Gender and Community Development, women comprise 30% or less of senior managers. Moreover, many of the affirmative action measures created in policies following the adoption of the Constitution set gender targets of just 30%.
- The paucity of financial resources to gender equality and women's empowerment initiatives remains a strong indicator that there is a gap between words, policies and action. Stakeholders have not financed many of the women's empowerment frameworks, and the national gender machinery remains poorly resourced.
- One year after the adoption of the Constitution and four years before the next general elections, women's representation in elected positions at the national and local levels is not secure. Zimbabwe's politicians have failed to create special measures to increase women's representation in local authorities, or to secure women's representation at 35% or more in parliament.

#### **Alignment of laws and policies to gender equality and women's empowerment**

- Several of the key economic sectors - agriculture, mining, trade and tourism - have developed new policy frameworks that include strategies to increase women's participation and access to resources within the sectors.
- The women's movement is strengthening its technical capacity and adopting a collective action approach to engage in the process to align laws and create new laws in compliance with the articles and provisions of the Constitution.
- However, women's and other citizens' meaningful participation in the alignment process is constrained by limited knowledge of, and information about, the laws to be aligned to the Constitution and the entry points for public engagement.
- There remains a need for widespread constitutional literacy. Building a common knowledge and understanding of the articles and provisions in the Constitution

is essential for breaking down the legal, administrative and other barriers to citizens' claiming the rights and entitlements enshrined in the supreme law.

#### **Education and training**

- Gender disparities remain evident at secondary and tertiary education levels. Stakeholders in this sector need to take action on several points, including affirmative action, combined with scholarships, funding and programmes to increase enrolment and retention of girls at these levels.
- Early pregnancy and marriage continues to be a factor that contributes to girls leaving school. More young women (24.5%) aged 15-19 years, compared to 1.7% of young men in the same age group, are currently married or in a relationship. In addition, 22.4% of young women aged 20-24 years have had at least one child before age 18.<sup>3</sup>

#### **Economic empowerment and access to productive resources**

- Accelerated implementation of economic frameworks, policies and programmes to empower women economically is imperative for women to be able to participate in, and benefit from, the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset).



Zimbabwean women write their "I" Stories during a workshop in Rusape. Making every voice count is critical for peace building.  
Photo: Shaudzirayi Mudekunye

<sup>3</sup> Preliminary Findings, 2014 Multiple Indicators Cluster Survey, UNICEF and Government of Zimbabwe.

- Women's participation in the formal economy remains low. Only 14% of women work in paid employment, compared to 31% men, and women comprise less than 1% of employed managers.<sup>4</sup>
- Women comprise 54% of those in unskilled jobs, while men hold 59% of professional positions.<sup>5</sup>
- Administrative practices that reinforce gender inequalities and disparities continue to affect women's, especially young women's, uptake of funds for women's economic empowerment.
- Gender-responsive budgeting (GRB) is not an essential feature of the national budget despite more than six years of training of policymakers in this sector and the issuing of GRB circulars to line ministries by the Ministry of Finance.
- Women's access to, and ownership of, property and other productive resources is still very low. More than six out of 10 women do not own a house (63%) or land (64%).

### **Gender-based violence**

- Women and girls continue to experience high levels of physical and sexual violence. Violence remains one of the most pervasive women's rights violations and men use it to keep women in subordinate roles. All forms of gender-based violence (GBV) negatively affect the political, economic and social empowerment of women and girls.
- Government continues to strengthen the legal and policy framework to prevent and respond to all forms of GBV. In June 2014, the Ministry of Women Affairs, Gender and Community Development launched the National Action Plan against Rape and Sexual Violence.
- However, the law has anomalies, such as the provision in the Criminal Code section 70 that puts the age for consent to sex at 16 years. This specific provision has skewed justice unfairly in favour of the perpetrators of sexual violence against girls. Activists have lobbied lawmakers to change it during the constitutional alignment process.
- Stakeholders have reached more than 13 districts with awareness-raising interventions on GBV prevention, child protection and HIV and AIDS, but ingrained beliefs and attitudes that sustain violence against women remain. The 2014 Multiple Indicators Cluster Survey findings show that a higher proportion of women (37%) between the ages of 15-49, compared to 23.7% of men, believe that a man is justified in hitting or beating his wife in certain circumstances.
- Currently, the development of monitoring and evaluation frameworks and action plans to address the CEDAW Committee's Concluding Observations to Zimbabwe on GBV have been strengthening GBV structures at district level.

### **Health, HIV, and AIDS**

- The Maternal Mortality Rate (MMR) is beginning to decrease, but it remains high. MMR now stands at 614 deaths per 100 000 live births for the seven years preceding the 2014 Multiple Indicators Cluster Survey (MICS) and 581 deaths per 100 000 live births for the five years preceding the MICS. The government, in collaboration with development partners, has focused on reducing the factors - user fees, lack of accessible health services and low numbers of trained mid-wives and birth attendant, among others - that contribute to maternal deaths.
- The country has reduced the overall HIV prevalence to 15% and is working towards reducing the prevalence to single digits.
- The gender dimensions of HIV remain evident, with women comprising more than 50% of those living with HIV and young women three times more likely to have HIV. Women continue to shoulder the burden of care.
- The Ministry of Health allocated US\$500 000 in its 2014 national budget for cancer advocacy in recognition of the increasing prevalence of cervical and breast cancer among women.

### **Peace building and conflict resolution**

- Zimbabwe's security service legislation contains no special provisions for gender equality or the use of affirmative action for the recruitment of women, and women's representation in the security sector remains less than 30%.
- Of the SADC countries, Zimbabwe contributed the highest number of women (35%) to UN peacekeeping missions in 2013.
- Women comprise 20% of the Zimbabwe Defence Forces and 25% of those in police services.
- Women activists have begun to engage in the gender and security sector reform discourse and frameworks.
- Women at the community level have long been involved in peace-building initiatives

### **Media, information and communication**

- Media exposure remains low in Zimbabwe: Only 8% of female respondents and 17% of male respondents in the 2010-2011 Zimbabwe Demographic and Health Survey had exposure to newspapers, television and radio at least once a week.
- The citizen score for MICs at 68 % is much higher than the SGDI at just 51 %
- Media practitioners have been slowly incorporating issues of gender equality and women's empowerment into the sector's news agenda, and there is a slight increase in women's access to freedom of expression in and through the media. In 2010, the *Gender and*

<sup>4</sup> Zimbabwe 2011 Labour Force Survey, ZimStat.

<sup>5</sup> Zimbabwe 2011 Labour Force Survey, ZimStat.

*Media Progress Study* showed that women make up only 17% of those sources speaking in the Zimbabwean media, while spot monitoring exercises in 2013 and 2014 showed women as sources had moved slightly to 22%.

- The adoption of gender-responsive editorial and employment policies is an important step towards changing the gender biases, stereotypes and sexism that permeates media content and newsrooms. Only two media houses, however, have been participating in the Centres of Excellence for Gender Mainstreaming in the Media process.
- The sector needs a stronger gender and media lobby to serve as an external monitoring mechanism focused on the development of a media in Zimbabwe that is accountable to the public's interests in all of its diversity.
- Media associations such as the Federation of African Media Women Zimbabwe and the Zimbabwe Union of Journalists continue to strengthen their programmes of work on gender and the media.
- Media and communication must be framed as women's human rights issues and should be firmly placed on the women's movement gender equality agenda.

### **Implementation**

- Zimbabwe must develop a gender-responsive monitoring and evaluation system, and strengthen the capacity of the national machinery to monitor

gender mainstreaming in the public sector. The lack of sex-disaggregated data in line ministries remains a challenge to monitoring progress of women's representation and their participation in line ministries' programmes.

- The effectiveness of the country's first Gender Commission will depend on the adoption of a bill that guarantees its independence in compliance with the Constitution.
- The country's gender management systems, including the Ministry of Women Affairs, Gender and Community Development, gender focal persons in line ministries, Zimbabwe Women's Parliamentary Caucus, and the women's movement, requires technical and financial support. This will strengthen the system so that it can play a more coordinated role in oversight of gender mainstreaming within ministry programmes and policies and in ensuring government's compliance to the gender equality and women's rights instruments that lawmakers have signed and ratified.
- Financing for gender equality (from the government and development partners) continues to be low and is one of the major factors contributing to slow implementation of gender equality and women's empowerment programmes.
- The advancement of gender equality and women's empowerment within the country's private sector remains an area requiring further study.



**Table I: KEY INDICATORS OF THE STATUS OF WOMEN IN SADC COUNTRIES**

% WOMEN	ANGOLA	BOTSWANA	DRC	LESOTHO	MADAGASCAR	MALAWI	MAURITIUS	MOZAMBIQUE	NAMIBIA	SEYCHELLES	SOUTH AFRICA	SWAZILAND	TANZANIA	ZAMBIA	ZIMBABWE
<b>GOVERNANCE</b>															
Parliament	33	8	10	27	23	17	19	39	25	44	40	18	36	12	35 <sup>6</sup>
Local government	n/a	19	6	46	6	11	26	36	42	n/a	38	22	34	6	16
Cabinet	29	17	14	37	19	15	8	28	23	27	41	25	28	11	11.5 <sup>7</sup>
<b>EDUCATION</b>															
Primary School	46	50	46	49	50	50	49	47	49	50	50	48	52	49	49.8 <sup>8</sup>
Secondary School	44	52	36	57	50	45	52	44	53	50	55	50	46	45	49.5 <sup>9</sup>
Tertiary level	40	53	32	61	48	40	61	38	53	n/a	58	51	40	52	42.1 <sup>10</sup>
<b>ECONOMY</b>															
Economic decision-making	29	29	21	21	17	27	33	25	25	33	23	30	28	23	23
Labour force participation - Women	64	75	70	60	62	85	48	87	61	68	47	55	90	74	85.1 <sup>11</sup>
Labour force participation - Men	78	83	72	75	65	80	81	83	72	79	63	59	91	86	89.9 <sup>12</sup>
Unemployment - Women	n/a	20	36	28	4	10	12	1	43	5	28	46	6	11	14.5 <sup>13</sup>
Unemployment - Men	n/a	15	n/a	23	2	5	5	3	33	4	22	34	3	14	6.6 <sup>14</sup>
Women in non-agricultural paid labour (% of labour force)	24	43	26	63	38	11	38	11	41	54	45	30	43	22	12 <sup>15</sup>
Length of maternity leave (weeks)	12	12	12	12	14	8	12	12	12	14	16	12	12	12	14
Maternity leave benefits (% of wages paid)	100	50	67	0	100	100	100	100	100	100	60	16	100	100	100
<b>SEXUAL AND REPRODUCTIVE HEALTH</b>															
Maternal mortality rate (out of 100,000)	450	160	549	620	240	460	37	490	200	0	145	320	440	440	914 <sup>16</sup>
Using contraception	6	53	18	47	40	46	76	12	55	41	60	65	34	41	59
Births attended by skilled personnel	49	99	74	62	44	71	100	54	81	99	90	82	49	47	66
<b>HIV and AIDS</b>															
Comprehensive knowledge on HIV and AIDS women	25	40	15	39	23	42	80	36	65	67	20	58	44	38	52
Living with HIV as proportion of total	59	55	59	59	46	59	28	58	60	42	60	58	61	52	52 <sup>17</sup>
HIV positive pregnant women receiving PMTCT	14	95	6	62	3	73	96	51	85	95	95	95	77	86	82 <sup>18</sup>
<b>MEDIA</b>															
Overall	n/a	46	22	73	33	23	33	27	40	n/a	50	40	36	33	13
Board of directors	n/a	24	18	47	10	27	36	25	39	n/a	38	33	22	27	38
Management	n/a	37	10	52	19	24	23	32	37	na	34	29	27	28	11
Female staff in institutions of higher learning	n/a	37	18	67	44	29	79	28	47	n/a	50	33	28	29	25
Proportion of students in institutions of higher learning	n/a	54	77	73	71	50	82	26	60	n/a	64	37	60	61	57
News sources	n/a	18	17	20	46	15	15	45	20	31	23	24	19	18	22

Source: Zimbabwe 2010-2011 Demographic and Health Survey; Zimbabwe 2012 MDG Progress Report; Women and Men in Zimbabwe Report 2012, Zimbabwe National Statistics Agency (ZimStat); Zimbabwe 2011 Labour Force Survey; UN AIDS.

<sup>6</sup> Government Gazette of 9 August 2013.

<sup>7</sup> There are three women ministers in the 26-member Cabinet.

<sup>8</sup> Enrolment in Primary Education, 2010 First Term Statistics, Ministry of Education, Sports, Arts and Culture, in Women and Men in Zimbabwe Report 2012, ZimStats, April 2013.

<sup>9</sup> Enrolment in Secondary Education, 2010 First Term Statistics; Ministry of Education.

<sup>10</sup> University Enrolments by Faculty and Sex, 2009 and 2010, Statistics Unit, Ministry of Higher and Tertiary Education, in Women and Men in Zimbabwe Report 2012, ZimStats, April 2013.

<sup>11</sup> 2011 Labour Force Survey, ZimStats.

<sup>12</sup> 2011 Labour Force Survey, ZimStats.

<sup>13</sup> 2011 Labour Force Survey, ZimStats.

<sup>14</sup> 2011 Labour Force Survey, ZimStats.

<sup>15</sup> 2011 Labour Force Survey, ZimStats.

<sup>16</sup> 2014 Multiple Indicators Cluster Survey.

<sup>17</sup> % women living with HIV at end of 2010, Zimbabwe 2012, MDG Progress Report.

<sup>18</sup> 2013 National Estimates, AIDS and TB Unit, Ministry of Health and Child Care. The change in guidelines and indicator definition may explain the decline in 2012 and 2013 estimates.



# Country context



The year 2014 was a transition year for Zimbabwe. The July 2013 general elections ushered in a new government and 2014 marked the first year of the country's process to align laws and policies to the country's new constitution.

As the country moves forward under a new political and constitutional dispensation, the themes of economic growth and empowerment continue to drive the focus of policy planning and programming in 2015 and beyond.

In October 2013 the government unveiled a new economic blueprint for the country: the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset). It guides the country's economic development over five years (2013-2018), and in many respects sets the framework for Zimbabwe's post-2015 development agenda. The country's development challenges remain enormous.

Closing the inequality gaps in health; education; social welfare; access to, control and ownership of resources and in employment opportunities; among others, is central to the success of Zim Asset, and to ensuring that the Constitution brings about a change in the lived realities of the majority of the people.

Zimbabwe still ranks very low, 156 out of 187 countries, on the 2014 Human Development Index (HDI). The country's HDI value for 2013 is 0.492, which is within the category of low human development.<sup>19</sup> One reason for this ranking is the persistent inequalities between women and men.

Zimbabwe's 2103 Gender Inequality Index (GII) value is 0.516, ranking the country 110 out of 149 countries measured. The GII reflects gender-based inequalities in the areas of reproductive health (maternal mortality and adolescent birth rates); empowerment (share of parliamentary seats held by women and attainment in secondary and higher education by each gender; and economic activity (labour force participation rate for women and men).

While the country has achieved 35% women in parliamentary seats thanks to a special measure in the new Constitution, in other areas in which measures, policies and programmes have not been backed by financing and concerted action, the gaps between women and men, girls and boys remain wide. For example, only 48.8% of adult women have reached at least secondary level of education compared to 62% of adult men. Meanwhile, maternal mortality has seen a positive decline from 960 per 100 000 births as reported in the 2010-2011 Zimbabwe Demographic and Health Survey (ZDHS) to 570 per 100 000 live births; and, the adolescent birth rate, which measures births by women aged 15-19, is estimated at 60.3 per 1000 live births.

Closing the gender gaps to bring about gender equality in Zimbabwe requires a far stronger match between words and actions. A strong gender equality and women's rights normative framework is reflected in the Constitution and in many policies and laws that have been adopted to empower women and girls.

The country has prioritised women's economic empowerment. In 2013 and 2014, stakeholders in many of the country's key economic sectors - including agriculture, mining and tourism - developed gender policies for the sector or policy frameworks that include a specific section on women's empowerment.

Women's economic empowerment also features in the 2015 National Budget Statement, Towards an Empowered Society and Inclusive Economic Growth.

<sup>19</sup> 2014 Human Development Report, Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience, UNDP.

The statement speaks to entrepreneurship training for women and the need for interventions to increase access to markets of women's products. It also calls for initiatives for capacity building, value addition and beneficiation by women in agriculture, mining, tourism and trade. But financing for implementation of these actions is missing in most cases.

Zimbabwe's Beijing+20 national report, which forms part of the continent-wide and 2015 global review of the implementation of the 12 Critical Areas of Concern in the Beijing Platform for Action, highlights three major challenges to the advance of gender equality and women's empowerment in Zimbabwe. These are: (1) inadequate implementation of laws and policies due to continued negative norms, attitudes and values; and due to the fact that a majority of women have no knowledge of these laws and policies; (2) financing for gender equality and women's empowerment is not forthcoming, both from government and development partners; and (3) women's socio-economic rights remain largely unfulfilled.

Zimbabwe, like a large majority of countries in the region and in Africa, cannot continue to extend the deadline for gender equality and women's rights. The country achieved very few of the 28 targets in the SADC Gender Protocol, which countries needed to reach by 2015. As this 2014 Zimbabwe SADC Gender Protocol Barometer shows, the targets achieved fell primarily in the area of constitutional and legal rights. In the areas of governance, education and training, productive resources and employment, economic empowerment, gender-based violence, health, peace building and conflict resolution, media, information and

communication, Zimbabwe is far short of where it should be.

The recognition of women's rights as human rights also remains a fundamental challenge. Advancing gender equality and women's rights in Zimbabwe requires a concerted effort by government to ensure that women and girls can exercise their political, civil, and socio-economic rights. In addition, government must take all steps necessary for women and girls to have access to justice when these rights get violated. As citizens, women and girls are also entitled to education and skills training at all levels, and access to affordable and quality health care. They should feel safe and secure in the public and private spheres and have a voice in all decisions that affect their lives.

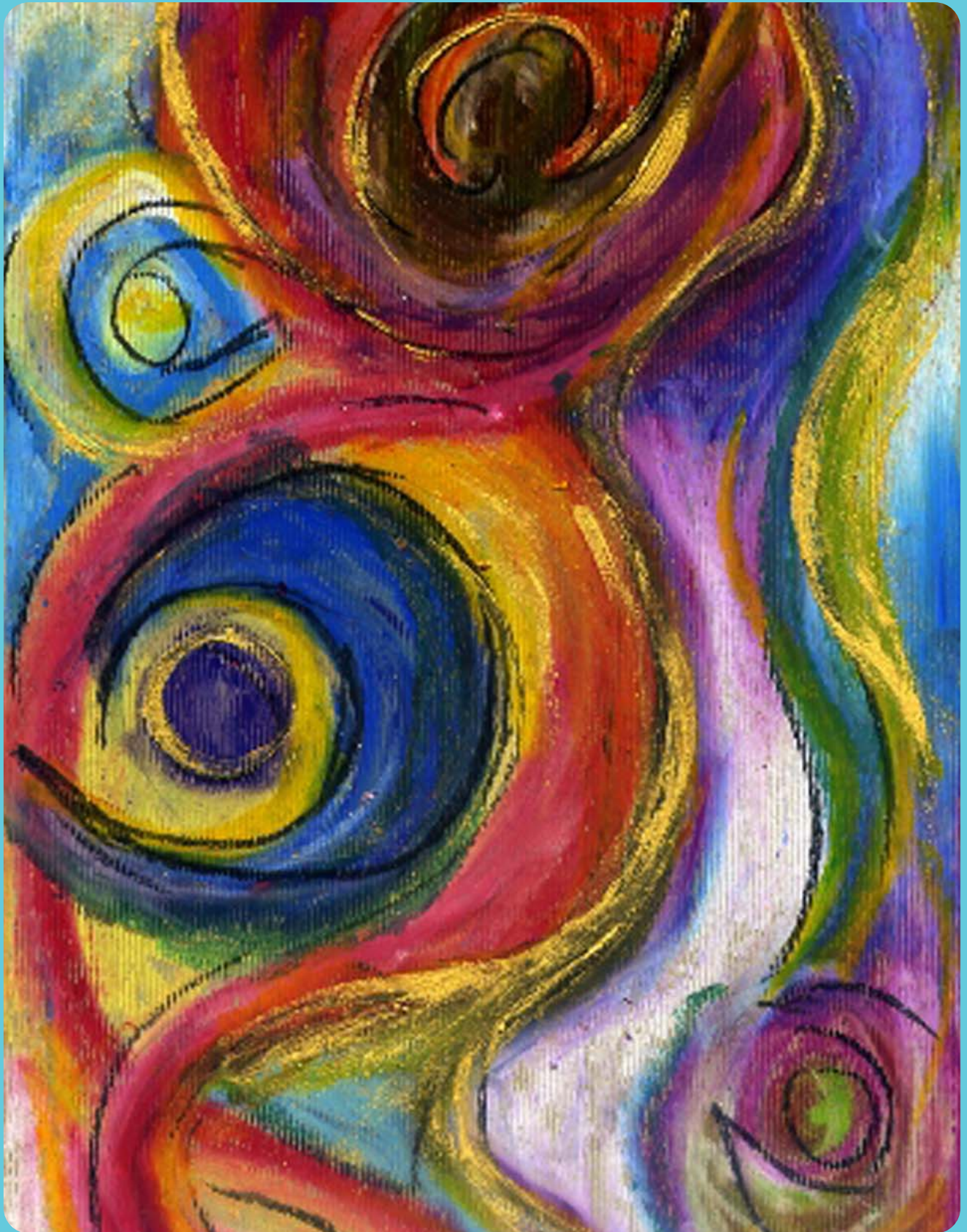
There are strong inter-linkages between education, health, access to affordable and quality social services, and access to economic opportunities, voice and agency. All of these aspects should be seen as critical components of a development agenda that is focused on growth and inclusiveness.

Strengthening the country's gender management system and ensuring that well-resourced and independent accountability mechanisms exist at national, local and community levels also must be among the priority measures for building gender-responsive governance. The country's post-2015 agenda must be focused on the acceleration of the advancement of gender equality and women's rights. Sustainable development and inclusive growth will not be achieved in Zimbabwe without the full participation of women as co-drivers of all national, local and community processes.



Oppah Muchinguri, the former minister of women, gender and community development, launches the SADC Gender Protocol Barometer in Harare in 2014.  
Photo: Tapiwa Zvaraya





A question of culture

Anushka Virahsawmy



## CHAPTER 1

# Constitutional and legal rights

## Articles 4-11



Gender parity in the justice system is critical in order for inclusive justice to become a reality in Zimbabwe.  
Photo: Google Images

### KEY POINTS

- Sixty-nine percent of women citizens and 67% of men perceive the government as having made good progress to achieve the SADC Gender Protocol targets relating to constitutional and legal rights. Men scored the government lower than they did in 2013 (a decline from 73% to 67%).
- The government is moving through a process to align current laws and create new laws that comply with the Constitution.
- The women's movement is strengthening its technical capacity and adopting a collective action approach to engage in the alignment process.
- However, women's and other citizens' meaningful participation in the alignment process is constrained by limited knowledge and information on the laws to be aligned to the Constitution and the entry points for public engagement.
- There is still a need for widespread constitutional literacy. Building a common knowledge and understanding of the articles and provisions in the Constitution is essential for breaking down the legal, administrative and other barriers to citizens' claiming the rights and entitlements enshrined in the supreme law.
- Several of the key economic sectors - agriculture, mining, trade and tourism - have developed new policy frameworks that include strategies to increase women's participation and access to resources within the sectors.



## Citizens Score Card - Men rate the government lower

Table 1.1: SGDI and CSC scores for constitutional and legal rights			
	SGDI	CSC	
		Women	Men
Scores	N/A	69%	67%
Ranks	N/A		6%

Currently, there is no SADC Gender and Development Index (SGDI) score for constitutional and legal rights,

but researchers will introduce indicators to measure progress in this area in the post-2015 SGDI. The assessment of performance relies on perceptions as measured through the Citizen Score Card, which the Alliance disaggregates by sex to determine if differences exist between the ways that women and men view performance. Women gave a score of 69%, the same as in 2013, while men's score declined from 73% in 2013 to 67% in 2014. The lower score may be a reflection of a belief that the gender equality and women's rights provisions in the Constitution put men at a disadvantage, especially those that stipulate the use of affirmative action and quotas to advance women's rights.

## Constitutional provisions



*The Protocol provides that, by 2015, all countries shall endeavour to enshrine gender equality and equity in their constitutions, and ensure that these are not compromised by any provisions, laws or practices. State parties are to implement legislative and other measures that eliminate all practices that negatively affect the fundamental rights of women and men. They are also to introduce affirmative action measures.*



Justice Rita Makarau, the head of Zimbabwe's electoral commission, oversaw voting on the 2013 referendum that paved the way for a new constitution.

*Photo: Google Images*

The constitutional alignment process, which began in earnest in 2014, provides an opportunity to further cement the gender equality and women's rights gains provided for in the Constitution. Lawmakers plan to amend more than 400 laws, and, where necessary, create

new laws, in the process, which government expects to complete by 2018.

Zimbabwe's 2013 Constitution provides a strong legal framework for advancing gender equality, women's rights and women's empowerment. The language and provisions of the Constitution obligate the state to ensure that women and girls access their rights, entitlements and opportunities as citizens.

The gender equality and women's rights provisions in the Constitution align with the international and regional agreements on the rights of women that Zimbabwean legislators have signed and ratified. These include the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), the Protocol to the African Union Charter on Human and People's Rights in Africa on the Rights of Women in Africa (Maputo Protocol) and the SADC Gender Protocol.

Article 2(a) of CEDAW, Article 2(1) (a) of the Maputo Protocol and Article 4 of the SADC Gender Protocol enjoin member states to have constitutions, which adequately address the rights and needs of women. Section 34 of the new Constitution [*Domestication of International Instruments*] mandates the state to incorporate all international conventions, treaties and agreements to which Zimbabwe is party into domestic law. The lack of domestication of the gender equality and women's rights instruments presented one of the major obstacles to previous implementation of these treaties.



The Constitution contains a comprehensive non-discrimination clause in Section 56, Equality and Non-discrimination,<sup>1</sup> that eradicates all laws, policies and programmes that discriminate unfairly on the basis of sex, gender, marital status, pregnancy, disability, opinion, custom and “whether [a person was] born in and out of wedlock,” among others.<sup>2</sup> It defies discriminatory treatment as any direct or indirect discrimination that results in a privilege or disadvantage, including any condition, restriction or disability to which others are not subjected.<sup>3</sup> The provision covers all forms of discrimination that may occur unintentionally and as a collateral effect. Equal treatment between “women

and men” applies to “political, economic, cultural and social spheres.”<sup>4</sup> It presumes any discrimination to be unfair unless such treatment is established to be fair in a democratic society that comports with principles of “human dignity, equality and freedom.”<sup>5</sup> The Constitution also includes an expanded Declaration of Rights with a section (80) on women's rights. Meanwhile, gender equality is among the founding values and principles in Section 3 and gender balance, in Section 17, is among the national objectives. A sea change is evident in the language in the new Constitution that clearly places the obligation on the state with the word “must.”

### How the State must achieve gender balance

In Chapter 2, Section 17, of the National Objectives, the Constitution obligates the state to attain gender balance as follows:

- (1) The State must promote full gender balance in Zimbabwean society, and in particular -
  - (a) The State must promote the full participation of women in all spheres of Zimbabwean society on the basis of equality with men;
  - (b) The State must take all measures, including legislative measures, needed to ensure that
    - (i) Both genders are equally represented in all institutions and agencies of government at every level; and
    - (ii) Women constitute at least half the membership of all Commissions and other elective and appointed governmental bodies established by or under this Constitution or any Act of Parliament; and
  - (c) The State and all institutions and agencies of government at every level must take practical measures to ensure that women have access to resources, including land, on the basis of equality with men.
- (2) The State must take positive measures to rectify gender discrimination and imbalances resulting from past practices and policies.

One example of how legislators mandate public institutions to comply with the gender balance provision of the Constitution is the following:

#### Mining boards rejected for having no women

The *Financial Gazette* reported earlier in the year that President Robert Mugabe rejected the proposed boards for three state-owned mining companies because they did not have women. Stakeholders dissolved the boards of the Minerals Marketing Corporation of Zimbabwe, the Zimbabwe Mining Development Corporation and Marange Resources in December 2013. The Minister of Mines, Walter Chidhakwa, told the newspaper, that the proposed boards he submitted to the President for approval did not have full representation of women and that the President sent the list of nominees back to him indicating that women must be on the boards. Mugabe told the Mines Minister to “work on it,” and Chidhakwa began the search for women.

Section 80 on the Rights of Women in the new Constitution states that women should have equal opportunities to men in political, economic and social activities; and that “all laws, customs, traditions and cultural practices that infringe the rights of women conferred by this Constitution are void to the extent of

infringement.” This effectively removes the dual legal system and the claw back clause in the former Constitution [Section 23, (3) (b)] which protected the application of customary law and provided for discrimination in matters of personal matters and customary law.

<sup>1</sup> The language from this provision draws from the Non-discrimination provision of the South Africa Constitution.

<sup>2</sup> Section 56(3).

<sup>3</sup> Section 56(4).

<sup>4</sup> Section 56, Equality and Non-discrimination.

<sup>5</sup> Section 56 (5).

The gender equality and women's rights provisions in the new Constitution address the Concluding Observations of the CEDAW Committee on Zimbabwe's constitutional framework to the government when it presented its combined second, third, fourth and fifth periodic reports on CEDAW in February/March 2012. The CEDAW Committee urged the state party to repeal Section 23.3 of the Constitution and to include in the Constitution, and other appropriate legislation, a bill of rights for women that guarantees the human rights of women under the Convention. It also called for the prohibition of discrimination against women, which encompasses both direct and indirect discrimination in the public and private spheres, as well as for the inclusion of provisions prohibiting all forms of discrimination against women on all grounds, including in matters that fall within the provisions of personal law.<sup>6</sup>

The Constitution now provides a strong legal framework for a review and reform of existing laws and policies, and for the development of new laws, where appropriate, to ensure that legislators align all of the country's laws and policies to the gender equality and women's rights provisions in the new supreme law.

The alignment process provides the next test of whether there is a strong political commitment to gender equality

and women's rights. Legislators must accompany it with a series of other measures to strengthen societal acceptance and to increase political accountability to the constitutional gains for women and girls. In June, the Ministry of Women Affairs, Gender and Community Development convened a national conference on how to make the Constitution work for women. Attended by more than 4000, the conference made women aware of the process and continued to build their knowledge of the gender equality and women's rights provisions.

Awareness of the process, however, is not enough. In one of its earliest engagements, the women's movement learned the importance of providing inputs into the amendment of the Electoral Act, as there remain many obstacles to remove if laws are to align to the gender equality and women's rights provisions in the Constitution. In addition, women must have knowledge and information on how to participate in the alignment process as well as knowledge about all sections of the Constitution. They must also strengthen their technical expertise to analyse whether proposed amendments comply with the Constitution, and they must work collectively to keep up with the pace of the alignment process and to prioritise the laws that will make a difference in the lived realities of women and girls.

**Table 1.2: Analysis of gender equality clauses in the Constitution**

Provides for non-discrimination generally	Provides for non-discrimination based on sex specifically	Provides for non-discrimination on the basis of sex and others e.g. marital status, pregnancy	Provides for the promotion of gender equality	Has other provisions that relate to gender equality, e.g. bodily integrity	Has claw back clause	Addresses contradictions between the Constitution, law and practices	Provides for affirmative action
Yes	Yes	Yes	Yes	Yes	No	Yes	Yes
Section 56, Equality and Non-Discrimination	Section 56, Equality and Non-Discrimination	Section 56, Equality and Non-Discrimination	Gender equality is among the <i>Founding values and principles</i> [Chapter 1: Section 3]; Gender Balance [Section 17] is one of the National Objectives [Chapter 2] and includes a series of measures the State <b>must</b> [emphasis added] take to achieve gender equality	Fundamental Human Rights and Freedoms [Sections 48-78]	Section 80 on the Rights of Women states that "All laws, customs, traditions and cultural practices that infringe the rights of women conferred by this Constitution are void to the extent of the infringement".	Section 80 on the Rights of Women states that "All laws, customs, traditions and cultural practices that infringe the rights of women conferred by this Constitution are void to the extent of the infringement".	Section 56(6) states: "The State must take reasonable legislative and other measures to promote the achievement of equality and to protect or advance people or classes of people who have been disadvantaged by unfair discrimination".

<sup>6</sup> Concluding Observations of the Committee on the Elimination of Discrimination against Women, Zimbabwe, Fifty-first Session, 13 Feb - 2 March, 2012, CEDAW/C/ZWE/CO/2-5.

## Discriminatory legislation



*The SADC Protocol provides that by 2015, SADC countries shall have reviewed, amended or repealed all discriminatory laws and specifically abolish the minority status of women.*

The new Constitution removed several of the long-standing weaknesses in the country's previous Constitution that perpetuated and provided for discrimination against women and the violations of their rights. However, there are still areas of concern.

**Table 1.3: Weak areas of the Constitution**

Discriminatory legislation/weak areas of current Constitution	Comments
Section 48: Right to Life	States in 48(d) that the death penalty must not be imposed or carried out on a woman.
Section 56: Equality and non-discrimination	"Natural condition," an important ground for discrimination to protect women from stereotypes, the consequences of sexual objectification and the discriminatory hiring of women based on appearance, is not included among the grounds for discrimination.
There are no provisions to address gender equality and gender balance in the representation of women as traditional leaders	This is a grey area, which requires that citizens read several sections of the Constitution [Sections 80(3); Section 17(2) and Section 56(6)] as one.
Women's representation in local authorities	The Constitution contains no special measure to increase women's representation in local authorities.

Source: *The Politics of Engagement: Women's Influences and Participation in Zimbabwe's Constitution-Making Processes*, UN Women.

### Discriminatory practices

Gender equality and women's rights activists often cite the rise of conservative religious and cultural fundamentalism as a growing backlash in the wake of rising levels of poverty and other areas of socio-economic decline. Some ultra-conservative religious sects, for example, promote polygamy, widow inheritance and the early marriage of young girls, and discourage women and children's access to health. Conservative men's groups that advocate for men's rights and a reinforcement of traditional gender-unequal power relations also have become more vocal in the public space.

Knowledge is one of the first steps toward breaking through the visible and invisible maze of discriminatory practices that hinder women and girls from exercising their rights. There is a need for widespread and audience-tailored information, education and communications campaigns to move women's rights into the mainstream of human rights in Zimbabwe. Constitutional literacy is essential for people's understanding and ownership of the expanded range of rights guaranteed to them.

In-depth awareness of CEDAW, the Maputo Protocol and the SADC Gender Protocol also must move beyond the narrow realm of women activists and some government officials and parliamentarians. As the CEDAW Committee noted in its Concluding Observations to Zimbabwe, the state must take all necessary measures to disseminate the Convention and create awareness on women's human rights, and ensure that women across the country, especially in remote and rural areas, have awareness of the Convention and, most importantly, of their rights.<sup>7</sup>

Knowledge and information can strengthen women's individual voices in the fight against discriminatory practices. It can also fortify their collective voice to bring to public attention the hidden cultural, religious and administrative practices within public and private institutions that perpetuate discrimination against women and girls. These discriminatory and administrative practices continue to foster the debilitating fear and/or experience of violence among women and girls. They also perpetuate gender inequalities in the distribution of capabilities - knowledge, good health,

<sup>7</sup> Concluding Observations of the Committee on the Elimination of Discrimination against Women, Zimbabwe, Fifty-first Session, 13 Feb-2 March, 2012, CEDAW/C/ZWE/CO/2-5.

sexual and reproductive health and reproductive rights of women and adolescent girls - and in the access to resources and opportunities; and gender inequalities in decision-making power in public and private institutions and in the management and governance of firms, in families and communities.<sup>8</sup>

### Affirmative action

Section 56 (6) of the current Zimbabwean Constitution recognises the use of special measures to break through the inequalities that hinder the advancement of women. It also cites affirmative action as a method to right past wrongs. For example, in Section 14(1) on empowerment and employment creation, the Constitution states "The State and all institutions and agencies of government at every level must endeavour to facilitate and take measures to empower, through appropriate, transparent, fair and just affirmative action, all marginalised persons, groups and communities in Zimbabwe." The Constitution also mandates the state, in Section 27(2) on education, to take measures to ensure that girls receive the same opportunities as boys to obtain education at all levels.<sup>9</sup>

Legislators use affirmative action to increase women's access at the public service and tertiary education institutions. The 1992 Affirmative Action Policy in the Public Service, for example, set a target of at least 33% female representation in all senior posts by the year 2000. The Public Service fell short of meeting this target, however, for a variety of reasons, such as:<sup>10</sup>

- The lower number of females applying for jobs in the service;
- The use of a priority list for job interviews by the Public Service Commission, which did not take into consideration issues of gender balance; and
- The reluctance of many women to take up promotional posts away from their families.



The Zimbabwe Women Lawyers Association provides direct legal assistance to poor women, educates law enforcers on women's rights, and advocates for policy and legal reform. Photo: Woman Kind website

In its most recent CEDAW report, the government acknowledges that many of the affirmative action measures have tended to be selective and have had varied impact. For example, some of the policy measures only benefited a small proportion of urban-based educated, professional females in paid employment.<sup>11</sup>

To address some of these challenges, the Public Service Commission developed a sector-wide gender policy in line with the National Gender Policy, which calls for the recruitment of women on a 50/50 basis to create a critical mass of women who sector leaders can promote to senior management positions within the Public Service.<sup>12</sup>

Women's enrolment in tertiary institutions is still less than 50%, but more than 30% thanks to special measures used to increase women's access. Data from the Statistics Unit in the Ministry of Higher and Tertiary Education shows that while the percentage of women in technical colleges decreased from 65.2% in 2009 to 40.7% in 2010, university enrolments for women increased from 39.2% in 2009 to 42.1% in 2010.<sup>13</sup>

<sup>8</sup> UN Women proposes an integrated approach to address the three critical target areas of gender equality, women's rights and women's empowerment - freedom from violence against women and girls; gender equality in the distribution of capabilities, access to resources and opportunities; and gender equality in decision-making power and in management and governance.

<sup>9</sup> Constitution of Zimbabwe Amendment (No.20) Act 2013.

<sup>10</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

<sup>11</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

<sup>12</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

<sup>13</sup> Women and Men in Zimbabwe Report 2012, Zimbabwe National Statistics Agency (ZimStat), April 2013.



In its combined CEDAW report, the government cites resistance to affirmative action and the declining economic situation that prevailed in the country as factors that have negatively affected the effectiveness of affirmative action.<sup>14</sup> This resistance, for example, is evident in political parties' interpretation and use of the constitutional special measure to increase women's representation in Parliament during the run-up to the 2013 July general elections. Leaders consistently raised arguments about "quality versus quantity" in the public domain in and through the media; and, shunted women to the "safe" spaces and seats created by the measure, because parties did not view them as "winning"

candidates. (See Chapter 2, Gender and Governance for more on this issue.)

### Affirmative action in government policies

Affirmative action is one of the most important measures used by government ministries to advance women's empowerment. The Ministry of Women Affairs, Gender and Community Development facilitated a policy for a 30% quota for women's participation in the mining and tourism sectors, both key economic sectors. Additionally, the Ministry of Small and Medium Enterprises (SMEs) has increased its quota from 30% to 50% for loans for women's projects, and the Civil Service Commission has a 30% quota for women in all senior managerial posts in the civil service.

## Access to justice



*The Protocol provides for equality in accessing justice.*

The 2011-2012 Progress of the World's Women report, *In Pursuit of Justice*, provides ten recommendations to make justice systems work for women:<sup>15</sup>

- Support women's legal organisations;
- Support one-stop shops and specialised services to reduce attrition in the justice chain;
- Implement gender-sensitive law reform;
- Use quotas to boost the number of women legislators;
- Put women on the front-line of law enforcement;
- Train judges and monitor decisions;
- Increase women's access to courts and truth commissions during and after conflict;
- Implement gender-responsive reparations programmes;
- Invest in women's access to justice; and
- Put gender equality at the heart of the MDGs.

The global report also makes a significant positive link connecting those countries meeting the MDGs and those making justice systems work for women. Achieving these goals, the report says, is an essential precondition for women to access justice. Without education, awareness of rights and decision-making power, women often cannot claim their rights, obtain legal aid, or go to court.<sup>16</sup>

Zimbabwean women's access to justice remains compromised by several factors. There is still a wide

gap between the legislative framework and implementation of the law in the formal justice system.



Jessie Majome, Zimbabwe's first woman lawyer elected to Parliament, accepts an award for defending women's human rights from Legal Resources Foundation Director Deborah Baron in November 2014.

*Photo: ZWLA website*

<sup>14</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

<sup>15</sup> 2011-2012 Progress of the World's Women, *In Pursuit of Justice*, UN Women New York, 2011.

<sup>16</sup> 2011-2012 Progress of the World's Women, *In Pursuit of Justice*, UN Women New York, 2011.



Baseline research and data on women's awareness of their rights is necessary in order to assess if this is one of the first barriers to women using the law to claim their rights as citizens. Women's rights, and women's legal, organisations in Zimbabwe have dedicated areas of their programmatic work to educating women on the Domestic Violence Act and on inheritance and property rights laws, among others. However, the state must also take on this responsibility of ensuring that women know their rights.

The procedures and organisational cultures of the police, the courts and other service providers in the justice chain also presents barriers to women's access to justice. In its 2012 recommendations, the CEDAW committee called on the government to take necessary steps to create awareness of women's human rights and establish a legal culture supportive of women's equality and non-discrimination. This includes ensuring that all government ministries, parliamentarians, judiciary, law enforcement, and religious and community leaders know of CEDAW, the Optional Protocol and the Committee's General Recommendation. These bodies must then also take all appropriate measures to enhance women's awareness nationwide of their rights and the means to enforce them.

Another barrier to women's access to justice is there is no government-dedicated free legal aid to help women who cannot afford legal services to access the formal justice system. Further, where legal services do exist for poor women and men, these structures have not been decentralised.

Some civil society organisations provide free legal services to women in areas of need, but they cannot meet the demands and needs of women across the country. The government's Legal Aid Directorate, established in 1996 by the Legal Aid Act, is in place to provide legal services in civil and criminal matters to those who cannot afford legal services, but its offices are in the capital city, Harare.<sup>17</sup>

Zimbabwe women's organisations that focus on the law and justice systems work with the traditional courts and systems closest to communities. Zimbabwe has more than 200 chiefs across the country and the Chief's Courts often provide the first line of access to justice for women. Women participate in these courts as complainants or defendants and witnesses and these courts deal with issues such as family law and family disputes, witchcraft,

land issues and cases of domestic violence. There is also evidence that women engage with both the Chief's (customary), and formal justice Magistrates, Courts to resolve their issues.<sup>18</sup>

Programmes to increase traditional leaders' knowledge of laws, such as the Domestic Violence Act, abound. Stakeholders must expand these programmes in order to build the capacity of traditional leaders about the range of national laws and policies, and international and regional treaties, that provide the standards for equality and the protection of women's rights. It is also worth noting that 18 chiefs sit among the 80 senators in the eighth Parliament of Zimbabwe. The law reform process to align current laws, and develop new legislation in accordance with the gender equality and women's rights provisions in the new Constitution, provides a strategic learning opportunity for these traditional leaders as key actors in providing women with access to justice.

### **Zimbabwe's "victim friendly" system**

Zimbabwe has implemented a victim friendly system of structures and services to assist women and children access justice in cases of gender-based violence. This system is comprised of courts (provided for by the 1997 amendment to the Criminal Procedure and Evidence Act to protect vulnerable witnesses), health services and services through the department of social welfare.

Victim friendly police units exist in ten provincial headquarters: 43 districts offices and 267 police stations at sub-district level. Victim friendly courtrooms exist in 17 regional courts. Data shows, however, that the system, especially the courts, have benefitted children more than women.<sup>19</sup> In the first quarter of 2010, for example, 1107 girls, 337 boys and 756 women received support through the courts.<sup>20</sup>

The victim friendly system has set targets to increase by 50% its reach to children in order to provide specialised support, care and protection to 10 000 children a year. It plans to do this by enhancing its existing database and increasing the number of victim friendly courts to 30 (three per province).<sup>21</sup> It is important for stakeholders to take a further step to establish whether similar considerations exist to make the system work for women, and research how to expand this system to provide women's access to justice for a wider range of rights violations.

<sup>17</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

<sup>18</sup> Abigail Matsvayi, The Role of Chief's Courts in Women's Access to Justice: A Case study of the courts of Chief Makoni, Chief Seke and Chief Chimoyo in Zimbabwe, unpublished Masters thesis, Southern and Eastern African Regional Centre for Women's Law, University of Zimbabwe, 2012.

<sup>19</sup> In Zimbabwe's 2012 National Budget, the allocation for Victim Friendly Institutions sits in the Ministry of Education, Sports, Arts and Culture, a reflection of the system's stronger focus on children.

<sup>20</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

<sup>21</sup> The Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

## Marriage and family laws; widows and widowers; the girl and boy child



*The Protocol requires that State Parties enact and adopt appropriate legislative, administrative and other measures to ensure that women and men enjoy equal rights in marriage and are regarded as equal partners in marriage. Existing legislation on marriage shall therefore ensure:*

- *No person under the age of 18 years shall marry;*
- *Every marriage takes place with free and full consent of both parties;*
- *Every marriage is registered;*
- *Reciprocal rights and duties towards the children of the family with the best interests of the children always being paramount; and*
- *An equitable share of property acquired during their relationship.*

*State Parties must also put in place laws and other measures to ensure that parents fulfill their duties of care towards their children, and enforce maintenance orders. Married women and men should have the right to choose whether to retain their nationality or acquire their spouse's nationality through legal provisions. However, there is no period within which these measures should be achieved.*

### Widow and widower rights



*The Protocol requires that Member States enforce legislation to protect widows from being subjected to inhuman, humiliating or degrading treatment. A widow will also automatically become the guardian and custodian of her children after the death of her husband; she will also continue living in the matrimonial home. She will exercise her rights to access employment and other opportunities to enable her make meaningful contribution to society.*

*A widow will also be protected against all forms of violence and discrimination based on her status while having the right to an equitable share in the inheritance of the property of her late husband. She will also have the right to remarry a person of her choice. States will also put in place legislative measures that will ensure that widowers enjoy the same rights as widows.*

Inequalities within and outside of marriage have historically been perpetuated by the country's marriage regime, which is prejudicial to women. Among women's key constitutional demands is a call for equality in marriage and the need to tackle early marriages among girls and practices such as the pledging of children in marriage. In 2004, the Ministry of Justice issued a white paper outlining several suggested changes to the marriage regime. The paper called for full legal recognition of unregistered customary unions. It put an emphasis on full and informed consent of the parties to the marriage and the removal of religious and

customary procedures as a pre-requisite for the solemnisation of marriages, as well as the creation and maintenance of a central marriage registry for all marriages.<sup>22</sup> There also remains a need to harmonise the country's marriage laws.

Section 26, Chapter 2, in the National Objectives, notes that the state must respond appropriately to ensure that:

- (a) No marriage is entered into without the free and full consent of the intending spouses;

<sup>22</sup> Till death do us part? Marriage in Zimbabwe, Rumbidzai Dube, Research and Advocacy Unit, January 2013.

- (b) Children are not pledged in marriage;
- (c) There is equality of rights and obligations of spouses during marriage and at its dissolution; and
- (d) In the event of dissolution of a marriage, whether through death or divorce, provision is made for the necessary protection of any children and spouses.

Section 78 also tackles marriage rights in the Declaration of Rights in the Constitution, which states that 18 years is the legal age for marriage and prohibits forced marriage. Meanwhile, Section 78:3 of the Constitution prohibits same sex marriages.

### Early marriages

Early marriage is a violation of the rights of the girl child and one of the factors that continues to contribute to women's low social and economic empowerment. This phenomenon clearly shows the gap between laws and policies and the continuation of harmful cultural practices.

Zimbabwe's 2014 Multiple Indicators Cluster Survey (MICS) shows that one in three young women (32.8%) age 20-24 first married or entered into a union before they reached age 18. For men in the same age group, this number is less than one in 20 (3.7%). Meanwhile, adolescent girls make up 24.5% of currently married young people between ages 15-19, compared to 1.7% adolescent boys.

Older men often marry adolescent girls and young women, sometimes men ten years older or more.

According to data in the 2014 MICS, 19.9% of adolescent girls aged 15-19 and 17.5% of young women aged 20-24 have a partner or spouse who is ten years older or more. Early marriage and early childbearing go hand-in-hand, with 22.4% of young women aged 20-24 reporting having had at least one child before 18 years of age.<sup>23</sup>

Tradition, religion and poverty rank among the main factors that fuel the early marriages of girls, despite early marriage's strong association with adverse reproductive health outcomes and the disruption of, and end to, education for girls.<sup>24</sup> Meanwhile, Zimbabwean law on this issue is ambiguous. The Criminal

Codification Act Section 70 criminalises sexual activity with a young person (less than 16), and a minor (less than 12) is deemed "incapable of consenting to sexual intercourse or a sexual act." The percentage of women married before 15 is 5%.<sup>25</sup> In terms of maturity and age power dynamics, it is unlikely most adolescent girls aged 12-16 can be capable of, or consent to, sexual intercourse within and outside of marriage.



Nyaradzayi Gumbonzvanda, the African Union Goodwill Ambassador on ending child marriage, took part in a Plan Zimbabwe symposium on child marriage at the 2014 SADC People's Summit.  
Photo: Plan Zimbabwe

Early marriages violate the Constitution and all international and regional gender equality, women's rights, and children's conventions signed and ratified by Zimbabwe. It is necessary for the Zimbabwean government to step up its efforts to eliminate this practice, which widens gender disparities and perpetuates gender discrimination.

**Table 1.4: Marriage and family laws; the boy and girl child**

Provision	Yes/No	Explanation
<b>Marriage</b>		
No person under the age of 18 shall marry.	Yes	The new Constitution in Section 78 sets the age of marriage at 18 years. Section 21 of the Marriage Act [Chapter 5:11] which sets the minimum age of marriage at 16 years for girls and 18 years for boys must be amended to align to the Constitution. There is a proposed amendment to the Act to make the age of marriage the same for males and females. <sup>26</sup>
Every marriage takes place with the full consent of both parties.	Yes	The new Constitution prohibits forced marriages in Section 78:2. Section 94 of the Criminal Codification and Reform Act [Chapter 9:23] prohibits the intimidation or compulsion of female persons to enter into marriages against their will; Section 14 of the Marriage Act requires all persons wishing to marry to apply for notice of intention to marry stating their full names and ages. <sup>27</sup>

<sup>23</sup> 2014 Multiple Indicators Cluster Survey, Unicef and ZimStat

<sup>24</sup> Married Too Soon: Child Marriages in Zimbabwe, Maureen Sibanda, Research and Advocacy Unit, January 2011.

<sup>25</sup> 2014 Multiple Indicators Cluster Survey, Unicef, ZimStat.

<sup>26</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

<sup>27</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

Provision	Yes/No	Explanation
Every marriage including civil, religious, traditional or customary is registered.	No	There is a registered customary law marriage under Chapter 5:07 and an unregistered customary law union. Legislators do not fully recognise the union as a marriage and there is limited recognition for purposes of guardianship, custody, inheritance under customary law only and for the purposes of maintenance.
Parties have reciprocal rights and duties towards their children including when spouses separate, divorce or have marriages annulled.	Yes	Section 80:2 of the new Constitution on the Rights of Women guarantees women the same rights as men regarding the custody and guardianship of children, but states that an Act of Parliament may regulate how women exercise those rights.
Maintenance orders are enforced.	Yes	Lawmakers can enforce maintenance through the same guidelines that enforce a civil judgement - e.g. garnishee order, sale of property. Failure to pay maintenance constitutes a criminal offence and the courts can prosecute a defaulter, send him to jail or force him to pay a fine.
Married women and men have the right to decide whether to retain their nationality or acquire spouses' nationality.	Yes	Zimbabwe's new Constitution states that persons are citizens of the country by birth, descent or registration [Section 35:1]. Citizenship by registration [Section 38:1] can be acquired by application by any person married to a Zimbabwean citizen for at least five years and who satisfies the conditions prescribed by an Act of Parliament. Lawmakers need to amend the Citizenship Act to align with the provisions in the Constitution.
<b>Widows and widowers</b>		
Widows are not subjected to inhuman, humiliating or degrading treatment.	No	The intersection of cultural norms, gender inequalities, class, education, age and prevailing gender stereotypes continues to lead to discrimination against widows.
A widow automatically becomes guardian or custodian of her children, unless otherwise determined by a court of law.	Yes	
A widow shall have the right to live in the matrimonial house after her husband's death.	Yes/No	The Administration of Estates Act [Chapter 6:01] provided that the matrimonial home, whatever the system of tenure under which it was held and wherever it may be situated, remains with the surviving spouse (including household goods and effects). There is a qualification, however, that the "matrimonial home" is either the house they resided in at the time of death or immediately before death. Women and Law Southern Africa (WLSA) has proposed removing this qualification and that the definition of matrimonial home relate to ownership and not occupation. Women in unregistered customary law unions have no security because they may find it hard to prove the existence of the unregistered union.
A widow shall have access to employment and other opportunities.	Yes	Section 56:3 in the current Constitution prohibits discrimination because of one's marital status.
Widows shall have the right to an equitable share in the inheritance of her husband's property.	Yes	Administration of Estates Act, Amendment Act Number 6 of 1997, provides for the surviving spouse(s) and the children of a deceased person as major beneficiaries. The Pension and Provident Fund (Amendment) Regulations 2002 (No.8) enables the widow and dependent children to access state pensions upon the death of a spouse. Government instituted a policy to enable widows of unregistered customary marriage to access pensions upon death of a spouse. <sup>28</sup> However, as stated earlier, widows of unregistered customary law unions may find it difficult to prove that they had been married under customary law; and the qualification that one should have lived at the premises at the time of death also may prejudice widows.
Widows shall have the right to remarry any person of their choice.	Yes	The Administration of the Estates Act, Section 90, stipulates that when the person who wants to remarry has minor children, he or she must obtain a certificate from the Master of the High Court that he or she has secured the portion relating to the minor child. It is a criminal offence to remarry without complying with this Section.
Widows shall be protected from all forms of violence and discrimination.	Yes	

<sup>28</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

Provision	Yes/No	Explanation
<b>Girl and boy child</b>		
Eliminating all forms of discrimination against the girl child.	Yes	Section 81:1 in the new Constitution on the Rights of Children specifically states that every child, boy or girl, is guaranteed the rights provided for in this section and in Section 19 on Children in the National Objectives. Zimbabwe is signatory to the African Charter on the Rights and Welfare of the Child, the Convention on the Rights of the Child (CRC) and has ratified both. The government has not ratified the two optional protocols to the CRC on Children and Armed Conflict and Child Trafficking. <sup>29</sup>
Girls have the same rights as boys and are protected from harmful cultural attitudes.	Yes/No	The CRC and the ACRWC signed and ratified by the government provide for the same rights for girls and boys. There is no legal age for marriage within the Customary Marriages Act and early marriage before the age of consent <sup>30</sup> . Some groups of the Apostolic Sects, Christian-based religious groups that comprise a third of Zimbabwe's population, do not send girls to school and marry girls off before they reach the age of 13. <sup>31</sup>
Girls are protected from all forms of economic exploitation, trafficking, violence and sexual abuse.	Yes/No	Legislators enacted the Trafficking in Persons Bill and launched National Action Plan against Rape and Sexual Violence and the Girls Empowerment Framework in 2014. However, they need to tighten the laws to eradicate early marriages and to punish the sexual abuse of young girls.
Girl children have access to information, education, services and facilities on sexual and reproductive health and rights.	No	This is still very limited due to widespread religious and cultural beliefs in the country, as well as the fact that poor children struggle to access basic services and to meet their basic needs. Stigma surrounds child sexual abuse, which prohibits open discussion, and children's access is often determined by parental permission.

Table 1.4 provides a summary of Zimbabwe's laws and policies linked to marriage and family, widows and widowers and the boy and girl child. It illustrates that while the country has made progress in some areas,

especially with the recent development of a more gender-sensitive constitution, gaps remain in several key areas, including widow's rights and girl's access to information on sexual and reproductive health.

## SGP Post 2015

### The post-2015 agenda for constitutional and legal rights in Zimbabwe



Zimbabwe's new Constitution, adopted in 2013, provides a strong gender equality and women's rights normative framework. However, in order for the Constitution to deliver for women in all parts of the country, legislators will need to implement strong monitoring and implementation mechanisms to ensure that the laws and policies of all institutions in the public and private

spheres comply with the gender equality and women's rights provisions. In addition, there is a need for widespread constitutional literacy at all levels so that women, girls, men and boys have knowledge of these provisions.

The National Alliance's suggestions in this area for the post-2015 matrix are as follows:

<sup>29</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

<sup>30</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

<sup>31</sup> DIFD Zimbabwe: Gender and Social Exclusion Analysis (GSEA), June 2011, Great Minds Consultancy Group.



**Table 1.5: Proposed revised targets and indicators for constitutional and legal rights**

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
<b>Constitutional provisions</b>			
Promotion of gender equality in constitutional provisions and ensuring these are not undermined in any way	10.8	establish measures at global level to reduce inequality among countries	1. State parties shall include specific clauses to promote gender equality and equity in their constitutions, and ensure that these are not contradicted in any way by customary, traditional and or religious practices
	5.3	eliminate all harmful practices, including child, early and forced marriage and female genital mutilations	1. The extent and scope of specific clauses to promote gender equality and equity in the constitution <sup>32</sup> 2. Number of successful test cases challenging unconstitutional gender justice practices
	10.1	by 2030 eliminate discriminatory laws, policies and practices	3. Laws are in place prohibiting harmful traditional practices <sup>33</sup> 4. Number of discriminatory laws repealed or amended <sup>34</sup>
	5.7	ensure women's equal access to, control and ownership of, assets and natural and other productive resources, as well as non-discriminatory access to essential services and infrastructure, including financial services and ICT	5. States parties shall ensure that constitutions give married women and men the right to choose whether to retain their nationality or acquire their spouse's nationality 6. States parties shall, by 2030, ensure the equal rights and protection of widows and widowers 7. Citizen score on government performance on gender, constitutional and legal matters rises progressively to 90% by 2030 8. Reduction in the number of cases of widow and widower disinheritance 9. Percentage increase in the citizen scores on constitution and legal matters for the region and in each country <sup>35</sup>
<b>Abolishing of discriminatory laws and promoting women's rights</b>			
Review, amend and or repeal all discriminatory laws	5.1	end all forms of discrimination against women and girls	6. State parties shall review, amend and or repeal all laws that discriminate on the ground of sex or gender in accordance with Constitutional provisions by 2030
	10.3	by 2030 reduce inequalities of opportunity and outcome among social groups, including economic, social, and environmental inequalities	7. State parties abolish the minority status of women by 2030 to ensure equal legal status and capacity in civil and customary law, including, amongst other things, full contractual rights, the right to acquire and hold rights in property, the right to equal inheritance and the right to secure credit 8. State parties shall decriminalise sex work by 2030 9. Repeal laws criminalising diverse gender identities by 2030 10. State parties shall recognise marital rape by 2030 11. State parties shall legalise choice of termination of pregnancy by 2030
			7. Number of countries that abolish the minority status of women 8. Extent to which sex work is decriminalised in all SADC countries <sup>36</sup> 9. Number of countries that recognise marital rape <sup>37</sup> 10. Number of countries that legalise choice of termination of pregnancy

<sup>32</sup> Develop a model constitution that includes gender specific clauses and where gender is mainstreamed in the constitution overall. Compare country constitutions to the model constitution.

<sup>33</sup> Audit of legislation on harmful traditional practices in all SADC countries.

<sup>34</sup> Baseline study to establish all the laws that need to be repealed and amended.

<sup>35</sup> Gender Links online Citizen Scorecard is administered to at least 5000 people per country annually by SADC Gender Protocol Alliance partners.

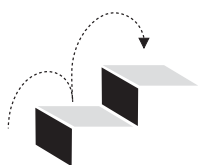
<sup>36</sup> Audit of legislation in all SADC countries.

<sup>37</sup> Audit of legislation in all SADC countries.

Thematic area/target	SDG		Proposed post-2015 targets	Proposed post-2015 indicators
Family law				
Ensuring marriage and family rights are gender equal and equitable	5.1	end all forms of discrimination against women and girls	12. States parties shall enact and adopt appropriate legislative, administrative and other measures to ensure that women and men enjoy equal rights in marriage and are regarded as equal partners in marriage	11. Gender responsiveness of family law provisions
			13. States parties shall enact and adopt appropriate legislative and other measures to ensure equal rights and access to property acquired during their relationship	12. Gender awareness of judgments in family law cases
			14. States parties shall put in place legislative and other measures to ensure that parents honour their duty of care towards their children, and maintenance orders are enforced	13. Number of maintenance cases in courts, and analysis of underlying issues <sup>38</sup>
The girl child				
	16.2	by 2030 end abuse, exploitation and violence against children	15. States parties shall, by 2030, adopt laws, policies and programmes to ensure the development and protection of the girl child in accordance with the United Nations Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child	14. Responsiveness of all gender laws and policies to the needs of the girl child
	16.3	By 2030 reduce illicit financial flows by x% and reduce money laundering and all forms of organised crime including human trafficking and illicit trade in arms, drugs and wildlife	16. Protect girls from economic exploitation, trafficking and all forms of violence including sexual abuse	15. Number of cases of trafficking involving girls and extent to which justice is served
Access to justice				
Constitutional provisions on gender equality find effect in the law and women's access to justice	16.12	By 2030 provide equal access for all to independent, effective, and responsive justice systems that respect due-process rights, and equal access to legal aid	17. State parties shall ensure that, by 2030, all women have access to accessible and affordable legal services, including free legal aid when required	16. Number of countries that provide legal assistance to women
				17. Percentage women accessing free legal aid
Gender responsive legal system				
Enacting legislation to promote women's human rights	5.4	Ensure equal access to quality education and eliminate gender disparities at all levels of education and training	18. The provision of educational programmes to address gender bias and stereotypes and promote equality for women in the legal system	18. Proportion of justice functionaries who have undergone gender training
	5.8	Ensure full, equal and effective participation and leadership of women at all levels of decision-making in the public and private spheres	19. Women have equitable representation on, and participation in, all courts including traditional courts, alternative dispute resolution mechanisms and local community courts	19. Proportion of women in the judiciary and traditional legal systems including alternative dispute resolution mechanisms <sup>39</sup>

<sup>38</sup> Gather data from Departments Social Development and Justice.

<sup>39</sup> Baseline audit of women in legal structures and annual follow up.



## Next steps

- Government, civil society organisations and the media should continue to develop programmes and initiatives to increase the population's knowledge and understanding of the Constitution. Widespread constitutional literacy is an essential first step towards building constitutionalism in Zimbabwe.
- Align national laws to the gender equality and women's rights provisions in the new Constitution. This is a priority area as the country embarks on a comprehensive law reform process.
- Harmonise the country's marriage laws and review inheritance laws. Organisations such as Women and Law in Southern Africa (WLSA) and Zimbabwe Women Lawyers Association (ZWLA) have produced position papers based on research that can inform the law reform processes in these areas.
- All actors in the judiciary and justice system should embrace an expansive definition of access to justice as well as practical initiatives to strengthen, finance and ensure women's access to justice.
- Continue the lobbying initiatives of the women's movement to ensure that stakeholders implement effective and well-resourced mechanisms and strategies to monitor the alignment process and the implementation of the Constitution. This is essential for ensuring that the Constitution brings about a social transformation in the lived realities of women and girls.
- A consortium of actors must develop multi-media national campaigns with strong and unified messages against negative and harmful practices such as early marriages.



Forgotten by families

Anushka Virahsawmy





## CHAPTER 2

# Governance

## Articles 12-13



Throughout Zimbabwe, stakeholders at local level have been implementing action plans for gender equality, including members of Shurugwi and Hurungwe councils, pictured above at a planning workshop at the Pandhari Lodge in 2011.

*Photo: Tapiwa Zvaraya*

### KEY POINTS

- The low participation of women in public office and governance structures remains one of the major obstacles to the advancement of gender equality, equity and the empowerment of women in Zimbabwe.
- Entrenched patriarchal attitudes and backlash against the strong gender equality and women's rights provisions in the Constitution may affect the achievement of gender balance in institutions in the public and private spheres.
- In the majority of line ministries in government, including the Ministry of Women Affairs, Gender and Community Development, women comprise 30% or less of senior managers. Moreover, many of the affirmative action measures created in policies following the adoption of the Constitution set targets of 30% for women's representation.
- A large majority of the country's women remain excluded from participation in governance and national development processes due to gender biases, gender inequalities, cultural norms, gender-based violence and low economic status.
- Gender equality activists need to continue to engage political parties to sustain women's representation in politics and decision-making positions in the public sphere.
- Women's representation in elected positions at the national and local levels is not secure. One-year after the adoption of the Constitution and four years before the next general elections, there have been no public pronouncements by political parties in favour of special measures to increase women's representation in local authorities, or to secure women's representation at 35% or more in parliament.

**Table 2.1: SGDI and CSC score for governance sector**

	<b>SGDI</b>	<b>CSC</b>
<b>Scores</b>	41%	66%
<b>Ranks</b>	11	6

Table 2.1 shows that Zimbabwe, with an SGDI score of 41% in the governance category, is well below where it needs to be in order to attain the 2015 SADC Protocol targets in this sector. Even so, Zimbabwe's 2014 score in this area is an improvement over its score of 34% in 2013. Researchers base the SGDI on women's representation in cabinet, parliament and local government. Citizens, mainly women, scored the government at 66%, which is down from 68% in 2013. Researchers base the CSC on citizen's perceptions of progress in the sector. The decrease in the CSC is perhaps a reflection of women's concerns that despite the provisions for gender balance in the Constitution and the use of affirmative action to increase women's representation in the public sphere, progress in the last year has been slow.

Zimbabwe ranked ninth among SADC countries on the SGDI for governance. South Africa, Lesotho, Seychelles and Mozambique continue to have the highest SGDI scores in the region.

## Background

In 2013, Zimbabwean women celebrated their increased representation in parliament to more than 30%, thanks to a special constitutional measure in the new Constitution.



A poster in Zimbabwe encourages women to participate in local government.

However, in the course of the implementation of this measure, women endured a political backlash that reminded them how far they still have to go to entrench their rightful place in the public sphere.

Without the special measure, it is clear that reaching the critical mass of 30% in parliament may have still been a far off dream. Despite the strong provisions to ensure gender balance in the public sphere as articulated in the new Constitution, government leaders appointed just three women ministers to a 26-member cabinet. Meanwhile, without a constitutional quota and favourable electoral system, women's representation in the local government urban and rural councils declined from 19% to 16% in the 2013 general elections; and fewer women (90) contested constituency seats as candidates in 2013, compared to 2008 (105).

Women also learned that society continues to hold them to a different standard as political party leaders and media pundits made arguments against advancing women and in favour of meritocracy. The fact that media, in some news stories, now label women in the reserved seats as MPs "under the women's quota" further sends an insidious message that these women do not measure up as bona fide parliamentarians.<sup>1</sup>

Public space discourse about accountability, good governance, and rule of law has remained gender-neutral by not addressing two essential elements of governance accountability systems that work for women: women's inclusion in oversight processes and advancing women's human rights as a key standard against which voters assess performance of officials.<sup>2</sup>

Women's political effectiveness within a gender-responsive governance framework is the ability to use "voice" to politicise issues of concern to women, to use electoral systems to press demands on decision makers, to trigger better responsiveness from the public sector to their needs, and better enforcement of constitutional commitments to women's equal rights. Within the framework of gender and governance, society sees women, especially the most marginalised, as central drivers of democratic accountability and the accountability process, itself aims to achieve greater gender equality. These are the challenges ahead for women in Zimbabwe as they seek to build and use their "voice," both within and outside of the public arena.

Photo: Tapiwa Zvaraya

<sup>1</sup> One example of this can be found in the NewsDay article Cancer Levy in Offing at <https://www.newsday.co.zw/2013/10/08/cancer-levy-offing>  
<sup>2</sup> Progress of the World's Women 2008/2009 Report, Who Answers to Women? Gender & Accountability, UNIFEM/UN Women, New York.

**Table 2.2: SADC Protocol governance provisions**

Article	Target area	Provision - 2015
5	Full and meaningful participation in all spheres of life	<b>Affirmative action measures</b> with particular reference to women with the aim of eliminating all barriers that prevent them from participating.
12	Women in decision making positions	<b>At least 50%</b> of decision-making positions in public and private sectors held by women; affirmative action measures in effect.
	Equal representation and democracy	<b>Laws and policies</b> are accompanied by public awareness campaigns to demonstrate link between equal representation and participation of men and women to democracy, good governance and citizen participation.
13	Participation in electoral processes	<b>Laws and policies</b> put in place to enable women to have equal opportunities to men when it comes to participation in electoral processes.
	Ensuring and enabling participation	<b>Policies, strategies and programmes</b> for: <ul style="list-style-type: none"> <li>• Building women's capacity to effectively participate – leadership, gender sensitivity and mentoring;</li> <li>• Support structures for women in decision-making;</li> <li>• Establish and strengthen structures to enhance gender mainstreaming; and</li> <li>• Addressing discriminatory attitudes and norms in decision-making structures.</li> </ul>
	Men's inclusion	<b>Gender training</b> and community mobilisation to include men at all levels.

Source: Gender Links compiled from the SADC Gender and Development Protocol.



*The SADC Protocol provides that member states should endeavour to ensure that 50% of decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures.*

One area that serves as an indicator of, and a point of reflection on, women's equality and gender-responsive accountability, is women's representation in politics and governance in the public sphere. The new Constitution recognises the state's role in ensuring that government represents women in proportion to their numbers as citizens. Section 17: 1(b) says:

The state must take all measures, including legislative measures, needed to ensure that

- (i) Both genders are equally represented in all institutions and agencies of government at every level; and
- (ii) Women constitute at least half of the membership of all commissions and other elective and appointed governmental bodies established by or under this Constitution or any Act of Parliament.

Under the General Law Amendment Act [Section 12, chapter 8:07] Zimbabwe also entitles women to take up political and public offices.

## Representation



*The Protocol provides for state parties to ensure that, by 2015, women hold at least 50% of decision-making positions in the public and private sectors, including the use of affirmative action measures as provided for in Article 5.*

*It further provides for member states to ensure that all legislative and other measures are accompanied by public awareness campaigns which demonstrate the vital link between the equal representation and participation of women and men in decision-making positions, democracy, good governance and citizen participation are put in place at all levels.*

Zimbabwe will not meet the SADC Gender Protocol target of at least 50% women in decision-making positions in the public and private sectors by 2015. The Zimbabwe 2012 MDG Progress Report mentions the country's failure to implement existing regulations that

advance gender equality as a major reason for this. It also points to legislative quotas that guarantee women's participation and representation in politics and decision-making as the means to accelerate women's representation.

The negotiation for a special constitutional measure to increase women's representation in Zimbabwe's bi-cameral parliament, and the use of this measure in the July 2013 general elections, illustrates that this is an effective way to break barriers hindering women's participation and representation. This is especially true in political and public offices. Zimbabwe has joined the more than 30 countries that have used special gender quotas to increase women's representation in parliament.

This measure introduced 60 additional reserved seats for women in the National Assembly, increasing the body from 210 to 270 members. Citizens elected women to these seats through a system of proportional representation based on the votes cast in the general election for political party candidates who stood for the 210 seats. The government reserved the 60 additional seats for any women who stand for constituency seats among the 210.

In the 80-member Senate, the special quota requires that the electorate choose the 60 elected senators from a party-list system of Proportional Representation that lists male and female candidates alternately, with every list headed by a female candidate. The president and deputy president of the National Chiefs Council, 16 chiefs, and two representatives of people living with disabilities, comprise the remaining 20 senators.

The constitutional measure is only in place for the life of the first two parliaments following the signing of the new Constitution. This means that, unless they change the legislation on this file, lawmakers can only use this measure in the 2013 and 2018 general elections.

Reflecting on the use of this measure for the first time in Zimbabwe's general elections, women activists realised they need to do far more work at the level of the political parties, and among women, to remove the criticism and invisible barriers to women coming forth as candidates, and to women building strong constituency bases. During the 2013 elections, the special measure resulted in:

- A backlash from male colleagues in all of the political parties who viewed the measure as not a win-win, but as a way to favour women over men;
- Women candidates pushed towards the reserved seats in the National Assembly and the Senate, rather than being encouraged to contest for the National Assembly constituency seats. Parties used this as one way to make room for more male candidates; and

- Political parties ending support for women, where once they had shown confidence in women, allowing them to prove their mettle as constituency-based politicians. Fewer women stood as constituency candidates in 2013 than in 2008.

## Gender and political parties

Political parties are the "gatekeepers" to women's political participation in the public sphere as elected officials. In the 2013 National Budget, legislators allocated US\$5 000 000 for political parties in the budget for the Ministry of Justice.<sup>4</sup> Funding to political parties is governed by the Political Parties (Finance) Act [Chapter 2:11]. The Act, enacted by the president and parliament in May 2001, states that parties must receive at least 5% of the total number of votes cast in the most recent general election to qualify for the funds.

Research by the Women in Politics Support Unit (WIPSU) highlights the lack of political will within political parties. It notes that some of the challenges to women breaking through party barriers include intra party dynamics between women and men that leads to male resistance, male-dominated structures within the political parties, and the lack of gender-responsive party policies.<sup>5</sup>

Zimbabwe's three main political parties - the Zimbabwe African National Union-Patriotic Front (ZANU-PF), the Movement for Democratic Change - Tsvangirai (MDC-T) and the Movement for Democratic Change- Ncube (MDC) - experienced several major changes during 2014, with MDC-T splitting into two factions. All of the main political parties have women's wings, which comprise a large constituency within the parties' memberships.

It is still too early to tell how the flux within the political parties will affect women's representation within parties and in the next general elections. It also remains unclear whether women have political influence in the parties' intra-party dynamics, or whether they remain pawns in the jockeying for political power within party ranks. This is an essential area for further research to gather evidence on women's influence and power within political parties.

In its constitution, ZANU-PF specifically stipulates that women shall constitute at least one third of the total membership of five of the party's principal organs. These comprise the central committee, the district committees, the provinces, branch committees and cell/village committees. The party's constitutional provision for one-third of the members of the central committee

<sup>3</sup> Progress of the World's Women 2008/2009 Report, Who Answers to Women? Gender & Accountability, UNIFEM/UN Women, New York.

<sup>4</sup> Budget Estimates For the Year ending December 31, 2013, Ministry of Finance, November 2012.

<sup>5</sup> The Zimbabwe drive towards equality in decision-making positions, Women in Politics Support Unit (WIPSU), 2011-2012.



to be women is significant, because the 245-member central committee is the principal organ of the National People's Congress, which is the supreme policy-making organ of the party. The party's constitution also states that one-third of the 49-member Political Bureau (Politburo), which is the secretariat of the central committee, also should be women.

Strengthening political parties' pronounced commitments to the advancement of women and women's representation is fundamental for translating these obligations into women as candidates for political office. Since 2008, statistics show that women comprised less than a third of the candidates for each party.

### Kadoma mayor is a man on a mission for gender equality



Muchineripi Chinyanganya, mayor of Kadoma, presents about gender equality in politics at the 2014 Zimbabwe summit. Photo: Tapiwa Zvaraya

For Muchineripi Chinyanganya, the mayor of Kadoma, gender equality is more than a goal. "It is a precondition for meeting the challenge of reducing poverty, promoting sustainable development and good governance," he says.

The mayor, who has made gender equality and women's rights issues a necessary part of the Kadoma City Council's service delivery, was the runner-up in the leadership category at the 2014 Zimbabwe SADC Gender Protocol@ Work Summit.

A lawyer by profession, Chinyanganya is involved in a number of activities to ensure that his country upholds women's rights. These include giving free legal advice to women in the community, awareness campaigns for women on their rights, convening women's rights public meetings, as well as advocating for policy changes and reforms.

While the mayor admits that financial challenges and resistance from men to the issues of gender equality and women's rights remain obstacles that he must consistently tackle, he sees pockets of change.

The mayor's leadership initiatives for gender equality have triggered changes at the individual, institutional, community and societal levels. At the individual level, Chinyanganya cites the change that has taken place within him. He says he is a better person and a better leader because of the advocacy work, and adds that he now has an appreciation of the need for advocacy and awareness campaigns.

Under Chinyanganya's leadership, awareness campaigns and institutional projects focused on gender-based violence (GBV) have been central to the Kadoma City Council's work. The council aims these campaigns at communities, and seeks to change the council employees' behaviour and attitudes on GBV. During his presentation at the Zimbabwe summit, the mayor highlighted that despite the resistance from men to the issues of gender equality and women's rights, he is encouraged by those who have changed. He says one man told a gathering: "I am now enjoying a blissful marriage after Muchie, my young brother, talked to me about gender-based violence. I used to physically abuse my wife."

Women too have begun to act on the knowledge and information that they receive through the Kadoma City Council's awareness campaigns. Chinyanganya quotes a woman who testified that: "I nearly lost my house to my in-laws, but with the help of the mayor I am living in peace because he taught them about inheritance."

Mayor Chinyanganya believes the Kadoma City Council must practice what it preaches. Under his leadership, the council has created a gender policy; it practices gender-responsive budgeting; and the authority is adapting to the needs of working mothers. Breast-feeding mothers can bring their babies to work to feed them during break times. In 2014, the council conducted extensive awareness campaigns on gender equality and the rights of women, and it is continuing to use national gender equality legislation and the SADC Gender Protocol as benchmarks for its work. This focus is in harmony with the ongoing process coordinated by the Ministry of Justice for ministries and other sectors to review and align all laws to the new constitution, which contains strong gender equality and women's rights provisions.

*Excerpt from Chinyanganya leadership case study, 2014*

**Table 2.3: Women and men political party candidates - 2008**

<b>National Assembly candidates</b>		
Political party	Men	Women
MDC	138	24
MDC-T	178	18
ZANU-PF	167	51
Independent	92	12
<b>Senate candidates</b>		
Political party	Men	Women
MDC	29	7
MDC-T	43	19
ZANU-PF	34	28
Independent	16	4

Source: Zimbabwe Electoral Commission.

Table 2.3 shows that in 2008, women made up a negligible number of candidates for National Assembly

in most parties, especially MDC-T, which ran just 18 women out of 196 candidates. The parties did not do much better in terms of the Senate, although ZANU-PF came close to parity, with 34 men and 28 women as candidates.

**Table 2.4: Women and men political party candidates for National Assembly 2013**

Political party	Men	Women
MDC	160	41
MDC-T	194	19
ZANU-PF	185	25
Independent	64	5

Source: Zimbabwe Electoral Commission.

Table 2.4 illustrates that women's fortunes did not improve in 2013 elections for National Assembly. Men continued to dominate on party lists in all parties.

### Pounding the pavements for 50/50

Following the launch of the 50/50 Campaign in June 2013, the Women in Politics Support Unit (WIPSU) wasted little time in pounding the pavements to encourage citizens to vote for women in the country's first elections (July 2013) after lawmakers adopted the new Constitution.

Armed with a special constitutional measure to increase women's representation in parliament, the first of its kind in Zimbabwe, WIPSU trained women candidates and helped get them profiled in the national media. It provided platforms for women to engage with the media, including social media, and through "Meet the Candidate" forums, and lobbied the three main political parties to nominate and support women candidates.

WIPSU trained 290 women candidates to take advantage of the constitutional provision of 60 reserved seats for women as well as the proportional representation electoral system to increase women's numbers in Parliament. "During that campaign we were given stickers and knowledge on how to bring women together to campaign, and we were also taught how to approach people. I was also taught to look at the campaign not from a partisan basis, but as a woman of Zimbabwe," says Monica Ncube, Secretary General of the Movement for Democratic Change (MDC) Assembly of Women.



The campaign aims to increase women's representation in national and local positions. In the last elections in 2008, women did not reach even 20% in parliament or local authorities. Citizens elected only 18% women as Members of Parliament (MPs) and 19% as councillors in the 92 urban and rural councils.

WIPSU's goal is to push the representation of women to 50% by 2015 in accordance with the SADC Gender Protocol target. Although Zimbabwe held its last elections before 2015 in 2013, WIPSU ensured that it reached more than 22 000 women and men through

training, mainstream media and social media with its messages to change traditional mind sets that only men can lead and women follow.

"People were commenting that the Vote for a Woman was a good programme," said Miranda Nyangoni, the business development liaison officer in Harare Province for ZANU-PF. "It would have been better if WIPSU could have reached more women at all levels."

Despite limited resources, which affected the reach of the campaign, the organisation ensured that it received visibility in the media and that citizens heard the voices of women candidates. The campaign gave women candidates the opportunity to engage with the public through the media, and it placed their profiles in the mainstream media and on online media platforms.

The special constitutional measure, plus WIPSU's campaign to put women candidates on the election agenda, resulted in 34% women in Zimbabwe's eighth parliament. In terms of women's representation, the country now ranks 30 out of 189 countries on the Inter-Parliamentary Union (IPU) grading of countries.

Women's representation in local government, however, decreased to 16% due to the absence of a special measure in the Constitution and the continued use of the first-past-the-post electoral system for local authorities.

Gearing up for the next elections in 2018, Tsitsi Mhlanga of WIPSU, says the organisation will build on the lessons learnt in 2013 to prepare women for the next general elections. "The campaign must begin earlier to ensure that women contest in the primary elections; we must do more in-depth political targeting of areas where women face the greatest challenges and we must raise



Photo: Courtesy of Wipsu

more resources to reach as many direct beneficiaries as we can."

WiPSU believes the post-2015 agenda for women's rights provides it with a strong platform to continue the 50/50 campaign. The organisation plans to do this through advocacy and engagement with stakeholders for a strong electoral cycle leading up to 2018. It will also engage civil society organisations to lobby for the entrenchment of gender equality in political participation as espoused in Section 17 of the new Constitution. "We must ensure that the issue of equal participation for women in public office remains on the broader governance agenda for the next five years and beyond," Mhlanga says.

*Source: Excerpt from the SADC Protocol@work case study by WIPSU; Zimbabwe summit April 2014*

## Gender in electoral processes

The integration of gender perspectives into all aspects of a democratic electoral process facilitates women's full participation. A gender-responsive electoral process is dependent on a gender-sensitive constitutional and legal framework, inclusive of electoral laws and regulations. It also depends on political parties that demonstrate their commitment to gender equality through the fielding of, and support to, a critical mass of women candidates during elections for national and local government positions, as well as women's participation in the design and implementation of voter and civic education programmes, and in election administration and observation.

Zimbabwe's Constitution provided a stronger framework for women's representation as candidates in the July 2013 elections than in previous elections held in the

country. The special measure for women's representation in parliament and the newly created provincial and metropolitan councils introduced the more gender-responsive electoral system of proportional representation, as well as the system of zebra party lists, a system whereby political parties intersperse male and female candidates for their entire party list.

The nine-member Zimbabwe Electoral Commission (ZEC), whose duties and functions Section 239 of the new Constitution outlines, is the supervisory election body. Both the chair and deputy chair of ZEC are women. The commission took several measures during the 2013 harmonised elections to ensure that it did not disenfranchise or discriminate against women standing as candidates. For example, the commission introduced the use of affidavits to prove residence during the voting registration exercise so that women could register. In addition, it instructed the nomination courts not to



insist on marriage certificates for women candidates unless women wanted to use their married name.<sup>6</sup>

A gender audit of the June 2013 voters' roll conducted by the research and advocacy unit and The Women's Trust, shows that women make up 52% of the population (2012 census). Meanwhile, women comprise 51.93% of those on the voters' roll compared to 48.08% men.<sup>7</sup> The audit of the voters' roll found lower registration rates among young women in the age groups 18-19 (8%) and 20-24 (18%).

One of the greatest challenges in Zimbabwe's electoral process is the availability of sex-disaggregated data and the timely generation of such data to ascertain where the process has barriers that discriminate against women's full participation in all aspects of the electoral process. Data on women's representation in administrative and election observation roles also would reveal

women's full participation beyond that of standing as candidates. Stakeholders also need a gender analysis of ZEC's voter education programme to ensure that it does not reinforce gender stereotypes, norms and values in a way that determines how they will vote.

## Women's representation in political decision-making positions

### Women in parliament

The increase in women's representation in parliament to 35% boosted the country in terms of its global ranking and within the SADC region. In 2014, the Inter-Parliamentary Union (IPU) global ranking had Zimbabwe at 30 out of 189 countries, a dramatic increase from a rank of 89 in 2013, before the elections. In the SADC region, the country ranks sixth place in 2014, a jump from 11 in 2013.

**Table 2.5: Breakdown of women and men in the eighth Parliament of Zimbabwe**

	Number of women	Number of men	Total	% women	% men
House of Assembly	86	184	270	32%	69%
Senate	38	42	80	48%	52%

Source: Government Gazette of August 9, 2013.

Table 2.5 shows that women now comprise more than 30% of members of the House of Assembly and have almost reached parity in the Senate, at 48%.

**Table 2.6: Women on parliamentary committees**

Parliamentary portfolio committee	Total number of members	Number of men	Number of women	Chair	
				Male	Female
Transport and Infrastructural Development	25	19	6	X	
Defence Home Affairs and Security Services	24	21	3	X	
Justice, Legal and Parliamentary Affairs	22	17	5		X
Media Information and Broadcasting Services	27	24	3	X	
Foreign Affairs	23	17	6	X	
Industry and Commerce	23	20	3	X	
Finance	24	19	5	X	
Lands, Agriculture, Mechanization and Irrigation	25	19	6	X	
Mines and Energy	27	21	6	X	
Public Service, Labour and Social Welfare	22	16	6		X
Environment, Water, Tourism and Hospitality Industry	17	9	8		X
Education, Sport, Arts and Culture	24	17	7	X	
Higher Education, Science and Technology	22	13	9	X	
Communication Technology, Post and Courier Services	21	15	6	X	
Health and Child Care	23	14	9		X
Women Affairs, Gender and Community Development	23	6	17		X
Public Accounts	26	15	11		X
Local Government, Rural and Urban Development	26	18	8		X
Small and Medium Enterprise and Cooperative Development	26	15	11		X
Youth, Indigenization and Economic Empowerment	29	17	12	X	

Source: Parliament of Zimbabwe.

<sup>6</sup> Women and Elections in Zimbabwe, Lessons Learnt, paper presented by ZEC Chairperson, Justice Rita Makarau, 2013.

<sup>7</sup> Gender Audit of the June 2013 Voters' Roll, Research & Advocacy Unity and The Women's Trust, July 2013.



While women now make up more than 30% of the eighth Parliament of Zimbabwe, their representation on Parliamentary Portfolio Committees still reflects strong gendered norms and values, as illustrated in Table 2.6. Of the 20 parliamentary portfolio committees, the largest representation of women (73.9%: 17 women and six men) is on the Women Affairs, Gender and Community Development Committee. Women remain poorly represented on the Defence, Home Affairs and Security Services (three women), Media, Information and Broadcasting Services (three women), and Industry and Commerce (three women) committees. Women chair only eight of the 20 committees.

### **Women in local government**

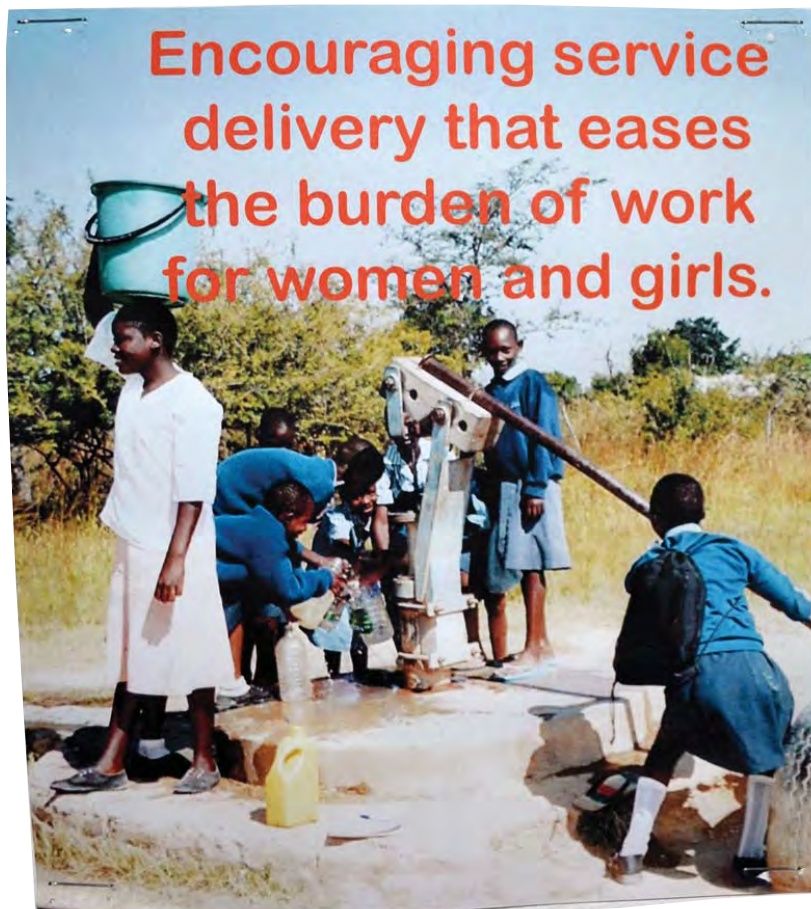
Women's representation in local government - urban and rural councils - decreased from 19% to 16% following the 2013 general elections. This is due to the absence of a special measure in the new Constitution for women at this level. In addition, stakeholders at this level conducted the election of the urban and rural councillors using the first-past-the-post system, which does not favour the election of women candidates.

The constitutional alignment process provides an opportunity for a strong and visible lobby movement to emerge and call for lawmakers to implement a measure to increase women's representation in the local authorities prior to the 2018 elections. Authorities missed this chance during the amendment to the Electoral Act in early 2014, when they refused to take on board any of the amendments proposed and submitted by the women's movement.

### **Provincial and metropolitan councils**

Chapter 14 of the new Constitution creates new structures known as provincial and metropolitan councils. It created eight provincial councils and two metropolitan. These councils will be responsible for the social and economic development of the provinces, and for the implementation of government programmes at the province level.

The Constitution provides for the use of special measures to ensure that these new government structures include women. The women members of the National Assembly elected into the 60 reserved seats become members of the provincial councils from the provinces they represent. In addition, citizens elect ten members of these councils through a system of proportional representation from a zebra party-list, and a female candidate heads every list. The provincial councils also include women senators elected from the province and women constituency MPs [Section 268 (1) (2) (3)].



A poster shows how poor service delivery negatively affects women and girls.

Photo: Tapiwa Zvaraya

Women's representation on the metropolitan councils is comprised of women members of the National Assembly whose constituency falls within the metropolitan province concerned, women members of the National Assembly elected in the reserved seats from the metropolitan province concerned, and women senators elected from the metropolitan province concerned [Section 269 (1)]. Members also include mayors, deputy mayors, chairpersons and deputy chairpersons of local authorities.

The constitutional stipulated criteria for the members of the provincial and metropolitan councils applies to both women and men. By virtue of being the majority of the members in parliament, as well as mayors, deputy mayors, chairpersons and deputy chairs of the urban and rural authorities, men will form the majority of those sitting on these new structures.

Part of the alignment process will include creating and reviewing the bill to establish the provincial and metropolitan councils. The Local Authorities Bill is also in drafting stage and stakeholders expect it to come before parliament in early 2015.

## Ministry of Local Government, Public Works and National Housing links policies and implementation



For some time, authorities in the Ministry of Local Government, Public Works and National Housing looked at gender issues as superficial, and as a one-person issue. The first gender circular only instructed staff to read the National Gender Policy. As the scope of work of the gender focal person grew, the process improved. The ministry now has a gender action plan, although

the department has yet to source funding, which means unless it can find money, it has to “piggyback” the plan onto another project. There is now a gender team with volunteers at all levels, including both men and women. The plan also prioritises gender training and information sharing. The Ministry has made strides in bringing gender awareness and mainstreaming in local authorities. It has achieved this by working with Gender Links and other gender organisations to motivate council gender champions and gender focal persons.

**Table 2.7 Mainstreaming gender in the Ministry of Local Government, Public Works and National Housing**

Area	Implementation
Policy	<ul style="list-style-type: none"> <li>The ministry uses the National Gender Policy as its guiding document</li> <li>Participated in the drafting of the policy</li> </ul>
Gender Management System	<ul style="list-style-type: none"> <li>Gender focal person for the ministry at director level</li> <li>All local authorities to have a gender focal person</li> <li>Gender a key result area of the permanent secretary and the gender focal person</li> <li>Circular sent out to make gender mainstreaming a key result area of chief executives of local authorities</li> </ul>
Planning	<ul style="list-style-type: none"> <li>Gender focal person for the ministry and local authorities part of management team</li> </ul>
Budgets	<ul style="list-style-type: none"> <li>Ministry has not been allocated a budget until this year</li> <li>Local authorities directed to have a gender budget line</li> <li>Salaries are equal based on the Labour Act - introduced by the government in 1980</li> </ul>
Programmes	<ul style="list-style-type: none"> <li>The ministry mainstreams gender into all its programmes including the Stateland Manual, the Capacity Building for Local Government and Service Deliver Programme</li> <li>Gender mainstreaming and gender impact assessments introduced to councils</li> <li>Circular on gender-based violence to draw attention to GBV and suggest best practises at prevention and intervention</li> </ul>
Advocacy, lobbying and communication	<ul style="list-style-type: none"> <li>Gender issues included in speeches</li> <li>Participates in women activism events</li> <li>Support of the SADC Gender Protocol summits</li> </ul>
Publications and productions	<ul style="list-style-type: none"> <li>Policy to use gender sensitive language guided by the Self-Training Handbook on Gender</li> <li>Gender Budgeting Handbook</li> <li>Councillors Induction Handbook</li> </ul>
Human resources	<ul style="list-style-type: none"> <li>The ministry and local authorities are not gender balanced as sex disaggregated statistics show, but this is being addressed through the recruitment circular</li> <li>Interview panels have at least one female member</li> <li>The Local Government Board is 50/50 in its membership</li> <li>Policy that a woman who performs equally with a man gets the post</li> <li>No discrimination permitted and council interviews and minutes scrutinised to ensure local authorities comply</li> </ul>
Working conditions and environment	<ul style="list-style-type: none"> <li>Labour Act very comprehensive and gender responsive</li> <li>Ministry has a sexual harassment circular that facilitates easy reporting</li> </ul>
Monitoring and evaluation	<ul style="list-style-type: none"> <li>Sex disaggregated statistics being kept - now moving to gender disaggregated statistics</li> <li>Gender material garnered from workshops and the internet is placed in the ministry library</li> </ul>

Source: Ministry of Local Government, Public Works and National Housing.

The ministry is also now issuing guidelines and instructions on gender, as well as monitoring the implementation of mainstreaming in service delivery, as indicated in Table 2.7.

The ministry's key gender equality objectives are:

- To improve the gender awareness and consequently mainstreaming in the local government sector.

- To assist women to take up roles within the sector.

Prior to becoming involved in the Centres of Excellence (COE) programme, the ministry tended to be gender insensitive and take mostly superficial gender actions. The ministry, which is now aware of the provisions of the SADC Gender Protocol, is working with the Ministry of Women Affairs, Gender and Community Development concern to mainstream gender.

The ministry prides itself on the fact that it is more gender sensitive than ever before, especially because it works among the people and its local authorities provide services, many of which women primarily use. It has achieved this greater level of gender awareness mainly through training, including:

- Training of ministry gender focal persons and provincial and district administrators;
- Supporting gender focal persons in local authorities;
- Building capacity in women councillors so they can perform in what is still a predominately male arena; and



Erica Jones, Ministry of Local Government, Public Works and National Housing gender focal person, with Faines Bwakayi, winner of the rural Centres of Excellence category at the 2013 regional SADC Gender Protocol summit in Zimbabwe in April 2013.

Photo: Priscilla Maposa

- Capacity building and encouraging women to take up management positions in the ministry and local authorities.

A major milestone for the ministry has been resuscitating the Women in Local Government Forum through progressive strategy formulation and unity. The ministry allocates 50% of all training funds to women members of staff, while women now comprise 50% of recruits in the technical hands section, which brings it gender parity. Technical hands obtain on-the-job training from the artisans they assist, who then facilitate them to go for trade testing in order to become artisans. The councillor induction handbook includes a chapter on gender, which facilitators used to train 1958 councillors in October 2013 from all 92 authorities in Zimbabwe.

The ministry has allocated \$50 000 for gender specific activities and works through partnerships to implement some of these activities. The ministry still has challenges, including that it continues to be male-dominated and has limited funding for gender mainstreaming, but it continues to work toward full implementation of the SADC Gender Protocol through circulars and capacity building.

In order to be more accountable, gender mainstreaming is part of the key result areas for the permanent secretary and all local authority chief executives, the ministry and local authorities. Indeed, the ministry has adopted a policy of zero tolerance to gender-based violence.

Source: Excerpt from the SADC Protocol@work case study by the Zimbabwe Ministry of Local Government, Public Works and National Housing, May 2014

**Table 2.8 Women's representation in local government positions**

Post	Total number	Women %	Men %
Councillors	1962	16	84
Mayors and chairpersons of councils	92	9	91
Chief executives of local authorities	92	8	92
Senior management in local authorities	552	7	93
District administrators	54 (73)	33	67
Provincial administrators	10	30	70
Senior management in ministry head office	16	25	75
Middle management in ministry head office	34	9	91
Provincial public works directors	10	0	100
Provincial planning officers	7 (10)	43	57
Membership of the Local Government Board	6	50	50

Source: First Report of the Portfolio Committee on Women Affairs, Gender and Community Development on Ministry of Women Affairs, Gender and Community Development's Programmes, Activities, Challenges and Gender Mainstreaming in Government Line Ministries, Presented to Parliament in September 2014, Parliament of Zimbabwe.

Table 2.8 illustrates that men still hold the majority of all local government positions, including all director positions for provincial public works. Women have reached parity in just one area: as members of Local Government Boards.

### Women in cabinet

Only 24 ministers sit in cabinet and women make up just three of these posts: the Minister of Higher Education, Science and Technology; the Minister of Small and Medium Enterprises; and the Minister of

Public Service, Labour and Social Services. Zimbabwe continues to rank among the bottom four countries in SADC in terms of women's representation in cabinet. The last four positions comprise Botswana (14%),

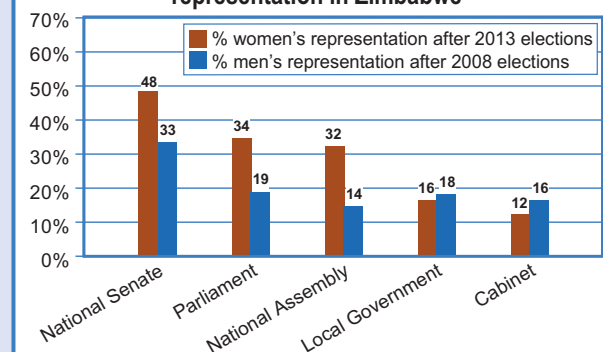
Zimbabwe (12%), Zambia (11%) and Mauritius (8%). In 2014, only two SADC countries - South Africa (41%) and Mozambique (32%) - reached 30% or more women in cabinet.

Article 124 of the new Zimbabwe Constitution provides that for the life of the first two parliaments following its ratification, citizens shall elect, using a proportional representation (PR) system, an additional 60 women - six from each of the ten provinces of Zimbabwe - to the 270 existing National Assembly seats open to both women and men. This guarantees women 22% of the seats in parliament through the PR provision. This provision does not apply to local government, but Article 17 (b) (i) states "both genders are equally represented in all institutions and agencies of government at every level," giving scope for the legislature to take this up in the future.

Figure 2.1 reflects the outcome of the July 2013 elections. Because of the quota in parliament, women's representation in the national assembly increased from 14% to 32% and in the national senate from 33% to 48%. Women's representation in parliament overall (both houses) increased from 19% to 34%. Women's

representation in cabinet increased from 12% to 16%. However, women's representation in local government dropped from 18% to 16% due to a lack of a quota at that level of government.

**Figure 2.1: Women's political representation in Zimbabwe**



**Figure 2.2: Women and men councillors by province**

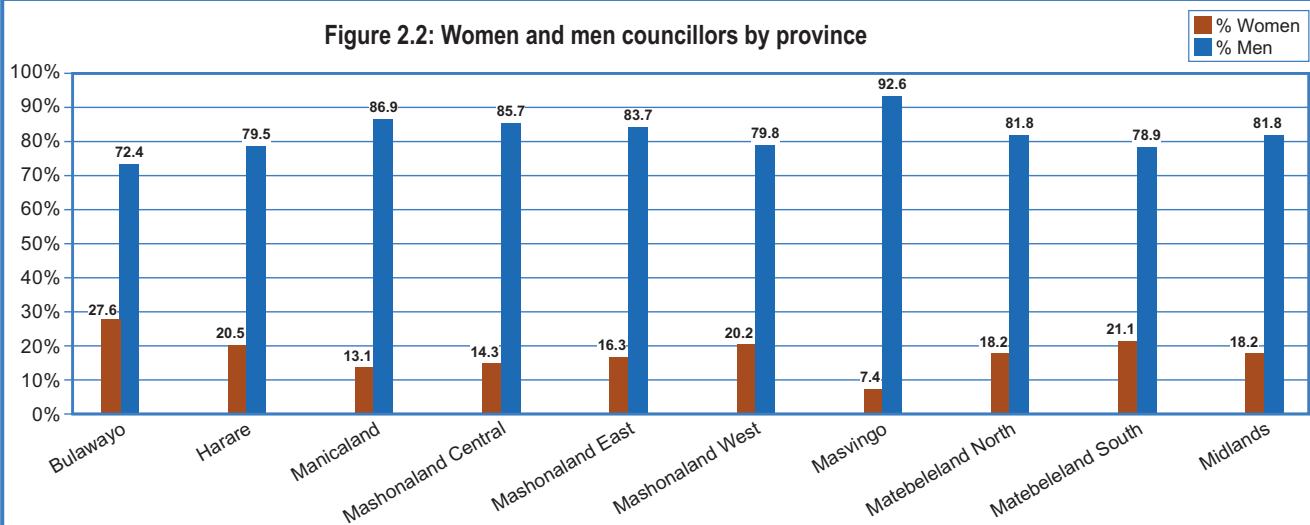


Figure 2.2 provides sex disaggregated data on the local elections by province. It shows that Bulawayo (27.6%) now has the highest percentage of women in local government, followed by Matebeleland South (21.1) and Harare (20.5).



**Figure 2.3: Comparison of women's representation in councils participating in the Centres of Excellence in gender**

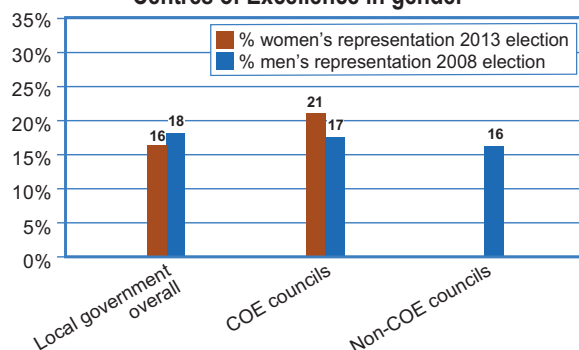


Figure 2.3 shows that the proportion of women in the 11 original Centres of Excellence for Gender in Local Government in Zimbabwe stands at 21%, up from 17% and three percentage points higher than the national average. This suggests that campaigns to promote gender responsive governance yield results. However, stakeholders need to accompany these campaigns with legislated quotas to speed up the process. The focus in Zimbabwe post 2015, in the run up to the 2018 elections, needs to be parity quotas at both national and local level.

## The public service

Zimbabwe's Civil Service Commission is the main actor in promoting gender balance and gender equality within the ministries and structures of the public service. In its report to the Parliamentary Portfolio Committee for Women Affairs, Gender and Community Development in September 2014, the commission reported that women occupy 31% of the posts at management level in all line ministries. Women also fill 31% of the

commission's internal posts at management level. Even the Ministry of Women Affairs, Gender and Community Development has not reached gender parity at management level. Of the 24 management posts in the ministry, women occupy just seven.<sup>8</sup>

Gender focal persons exist at director level in all of the ministries and they have a mandate to ensure mainstreaming of gender in ministry programmes and activities.

**Table 2.9: Women and men in the public service\***

Ministry	Permanent secretary		Principle director		Director		Deputy director		Chief level	
	F	M	F	M	F	M	F	M	F	M
Media, Information and Publicity		1		1	0	3	1	2	0	6
Office of the President and Cabinet	1	6	2	9	14	18	8	12		
Primary and Secondary Education	1		1	2	6	7	5	29		
Tourism and Hospitality	1				1	3	1	3		
Public Service, Labour and Social Services		1			3	3	7	15	3	4
Lands and Rural Resettlement	1				1	4	1	4	0	7
Environment, Water and Climate		1			0	4	0	4	0	4
Women Affairs, Gender, Community Development	1				2	2	4	15		
Justice, Legal and Parliamentary Affairs	1				3	9	2	12	0	1
Foreign Affairs		1			12	38	7	28		
Agriculture, Mechanisation and Irrigation		1			0	10	4	45	1	7
Transport and Infrastructure Development		1		2	2	5	3	8		
Local Government, Public Works and National Housing				1	8	23	5	48	8	5
Home Affairs		1		2	1	8	9	12	1	2
Defence		1				1		5		2
Industry and Commerce	1				4	5	4	7	3	2
Finance		1		2	4	8	4	12	1	5
Sports, Art, Culture	1			1	1	2	1	5		
Youth Development, Indigenisation		1				5	4	12		6
Energy and Power		1		1	2	4	2	3		2
<b>Total number</b>	<b>8</b>	<b>17</b>	<b>3</b>	<b>21</b>	<b>64</b>	<b>162</b>	<b>72</b>	<b>281</b>	<b>53</b>	<b>72</b>

Source: First Report of the Portfolio Committee on Women Affairs, Gender and Community Development on Ministry of Women Affairs, Gender and Community Development's Programmes, Activities and Challenges and Gender Mainstreaming in Government Line Ministries, Parliament of Zimbabwe, September 2014\*  
Table does not include data from Ministry of Health and Child Care.

<sup>8</sup> First Report of the Portfolio Committee on Women Affairs, Gender and Community Development on Ministry of Women Affairs, Gender and Community Development's Programmes, Activities and Challenges and Gender Mainstreaming in Government Line Ministries, Parliament of Zimbabwe, September 2014.

Table 2.9 illustrates that men continue to hold a majority of positions in all the ministries. Women hold just 64 of 226 director positions and just 72 of 353 deputy director positions.

## Participation



*The Protocol provides that state parties shall ensure the equal participation of women and men in decision-making by putting in place policies, strategies and programmes covering the various aspects in table 2.10:*

While the state has the policies and legal framework to advance women's participation in decision-making in the public sphere, few, if any, programmes and structures exist that provide the backbone to the legal and policy framework. No special leadership or special mentoring programmes exist for women in decision-making, and legislators have left gender mainstreaming structures and/or programmes to the under-resourced national machinery.

The Zimbabwe 2012 MDG Progress Report recommended, among other measures, the strengthening of the national machinery to coordinate gender equality and women's empowerment measures across sectors. It also recommended finalisation of the National Gender Policy and the development of a results-based, adequately resourced implementing strategy, and strengthening of the Women's Parliamentary Caucus and the Women in Local Government Forum as ways to enhance women's equal participation in decision-making.



Chegutu Municipality employees participate in a gender evaluation meeting at the council in 2013.

*Photo: Muchemeyi Kenneth*



## The post 2015 agenda and governance in Zimbabwe



Women's leadership and representation in key positions of power and influence in the public and private sectors remains a challenge. Legislators have yet to reflect political accountability to gender-responsive governance in national and local government laws and policies.

Meanwhile, political parties, which remain the key actors in advancing women's leadership and representation, persist in entrenching patriarchal norms and values within their leadership structures.

The National Alliance's suggestions in this area for the post-2015 matrix are as follows:

**Table 2.10 Governance targets and indicators for post-2015**

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
<b>Representation</b>			
Endeavour to ensure that 50% of decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures	5. Attain gender equality, empower women and girls everywhere	1. By 2030 ensure that 50% of decision-making positions in all public sectors are held by women including through the use of affirmative action measures (private sector is covered under the economic chapter)	1. Number of countries that review electoral systems to enhance women's representation 2. Number of countries that adopt 50% legislated quotas for advancing women's representation 3. Number of political parties that adopt voluntary 50% quotas for advancing women's representation 4. Percentage women in parliament (upper and lower houses) <sup>9</sup> 5. Percentage women in local government <sup>10</sup> 6. Percentage of women in cabinet <sup>11</sup> 7. Percentage women in the judiciary 8. Percentage women in management in the public service
State parties to adopt specific legislative measures and other strategies to enable women to have equal opportunities with men to participate in electoral processes, including the administration of elections and voting	5.8 Ensure full, equal and effective participation and leadership of women at all levels of decision-making in the public and private spheres	2. State parties shall adopt specific legislative measures and other strategies to enable women to have equal opportunities with men to participate in electoral processes including the administration of elections and voting	9. Percentage women in electoral commissions, including at decision-making level
<b>Public perceptions</b>			
States parties shall ensure all legislative and other measures are accompanied by public awareness campaigns	10.1 by 2030 eliminate discriminatory laws, policies and practices	3. States parties shall ensure all legislative and other measures are accompanied by public awareness campaigns	10. Changes in attitude towards women in decision-making, as measured through specific questions in the Gender Progress Score (GPS)

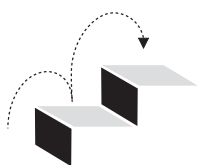
<sup>9</sup> IPU, UN Women.

<sup>10</sup> Council records.

<sup>11</sup> Country cabinet lists, IPU, World development indicators.

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
which demonstrate the vital link between the equal representation and participation of women and men in decision-making positions, democracy, good governance and citizen participation		4. Demonstrate the vital link between the equal representation and participation of women and men in decision-making positions, democracy, good governance and citizen participation	
Participation			
State parties shall ensure the equal participation of women and men in decision-making by putting in place policies, strategies and programmes for: (a) Building the capacity of women to participate effectively though leadership and gender sensitivity training and mentoring (b) Providing support structures for women in decision-making positions	5.1 End all forms of discrimination against women and girls	5. State parties must ensure the equal participation of women and men in decision-making by putting in place policies, strategies and programmes for building the capacity of women to participate effectively though leadership and gender sensitivity training and mentoring	11. Percentage women MPs that undergo gender training; changes in attitude as measured by the GPS
			12. Percentage women councillors that have undergone gender training; changes in attitude and quality of debates as measured by the GPS
			13. Percentage of councils with gender-responsive budgets and with gender policies
	16.4 By 2030 increase inclusive, participatory and representative decision-making at all levels, taking into consideration the interests of present and future generations	6. Providing support structures for women in decision-making positions	14. Type and quality of support structures for women in decision-making, such as child care facilities
		7. Monitoring the extent of women's participation in decision-making structures	15. Percent women who speak during parliamentary debates
			16. Percent of men who support women in their parliamentary debates and interventions that speak to gender equality and women's
State parties shall ensure the inclusion of men in all gender-related activities, including gender training and community mobilisation.  (d) Changing discriminatory attitudes and norms in decision-making structures and procedures		8. State parties must ensure the inclusion of men in all gender-related activities, including gender training and community mobilisation	18. Percentage male MPs who receive gender training; changes in attitude as measured by the GPS
		9. Changing discriminatory attitudes and norms in decision-making structures and procedures	19. Percentage male councillors who receive gender training; changes in attitude as measured by the GPS
			20. Change in workplace gender score in the Gender Score Card (GSC) for different decision-making structures
		10. Women and men leaders demonstrate a high level of gender awareness	21. Score achieved by women and men in the Gender Aware Leadership Score (GALS)
Effectiveness			
(c) The establishment and strengthening of structures to enhance gender mainstreaming		11. The establishment and strengthening of structures to enhance gender mainstreaming	Gender score for parliament, national ministries, judiciary, government parastatals and local government as measured by the GSC





## Next steps

- Worldwide, constitutional or electoral law quotas remain the strongest means of increasing women's engagement in political competition regardless of the political system and 46 countries use them. Zimbabwe needs to increase the use of these measures at the local government level and for advancing women's leadership within the private sector.
- Quotas alone will not be enough to increase women's representation. The government and political parties must embrace the measures outlined in Zimbabwe's 2010 MDG Progress Report to address several of the barriers to women's standing for elective offices: confidence, culture, childcare and cash known as the "four Cs."<sup>12</sup> These include, among others:<sup>13</sup>
- Scale up initiatives to strengthen the knowledge, information and gender analysis capacities of women MPs and councillors in order to give these women the confidence to retain their seats and inspire other women to participate in elections.
- Conduct more research on women's experience and participation in governance and political processes as well as detailed analyses of the amount of funding that government, civil society and donors have dedicated to programmes to increase women's participation, and for civic education.
- The government and political parties must take bold action to correct years of discrimination and the visible manifestation of gender inequality by women's low numbers in the public sphere.
- Gender equality activists need to engage political parties to strengthen and sustain any transformation towards gender-responsive democracy and governance.

<sup>12</sup> UN Women's Progress of the World's Women 2008/2009, Who Answers to Women? Gender and Accountability Report states that according to the UK-based Fawcett Society, political parties often fail to adequately respond to significant barriers encountered by women standing for parliament, which they have summed up as the "four Cs" of confidence, culture, childcare and cash.

<sup>13</sup> 2010 Millennium Development Goals Status Report Zimbabwe.



"Sarah"

Anushka Virahsawmy





## CHAPTER 3

# Education and training

## Article 14



Mrs Sigudu, a teacher at Runyararo Primary School. Gender parity for teaching professionals is critical to ensuring girls stay in school.

Photo: Gwatidzo Evans

### KEY POINTS

- The 2014 SGDI score for Zimbabwe is 95% in this sector, while the CSC is 70%.
- Literacy rates are high among women (97%) and men (98%) in Zimbabwe.
- Data as of 2009 shows a net enrolment ratio (NER) of 97.9% females and 97.5% males in primary school level and 45.9% females and 43.1% males for secondary school level.
- Meanwhile, 2010 first term statistics from the Ministry of Education, Sports, Arts and Culture for both primary and secondary school levels show that schools enrol more males than females.
- Legislators have used affirmative action measures to increase the numbers of females in tertiary and vocational training institutions. Women comprise 40.7% of students enrolled in technical colleges in 2010, and 42.1% of students enrolled in tertiary institutions.
- There has been declining investment in education and a gender-budget analysis of the education budget shows scant investment in increasing girls' access to education.
- Sexual violence against girls in schools remains an area of concern.
- Early pregnancies and marriages among girls continue to be factors that contribute to girls leaving school. More young women (24.5%) age 15-19 years compared to 1.7% of young men in the same age group are currently married or in a union. In addition, 22.4% of young women ages 20-24 years have had at least one child before age 18.

**Table 3.1: SGDI and CSC scores for education**

	SGDI	CSC
<b>Scores</b>	95%	70%
<b>Ranks</b>	9	3

Zimbabwe is among the nine SADC countries that have attained a score of 95% and above on the SGDI in 2014. Zimbabwe ranked 93% on the SGDI in 2013. The country is on course to achieve gender parity for enrolment in primary and secondary education, but poverty and early marriages continue to affect the retention of girls and boys in schools. Citizens continue to score the country at 70% (2014) and higher (73% in 2013), which is perhaps in recognition of the country being one of Africa's leading nations in terms of literacy.

## Background

Education is one sector where Zimbabwe has made considerable achievements. Zimbabwe is signatory to international agreements on the right to education and it has endorsed UNESCO's Education for All goals and signed the declaration committing it to achieving them in 2000. Zimbabwean lawmakers also launched the National Action Plan of Zimbabwe in 2006, Education for All Towards 2015, and a 2004 review of the country's legislation concluded that the provisions of the Education Act are in accordance with the basic requirements of Article 28 of the Convention on the Rights of the Child (CRC).<sup>1</sup>



Peterhouse school students take part in a science experiment in a Harare classroom. Many view Zimbabwe's schools as some of the best in Africa.  
Photo courtesy of Peterhouse website

Section 75 of the new Constitution provides for the Right to Education and Section 27 (2) in National Objectives states "The State must take measures to ensure that girls are afforded the same opportunities as boys to obtain education at all levels."

Section four of the Education Act states that "every child in Zimbabwe shall have the right to school education" and the 2004 amendment included gender as a basis for non-exclusion.<sup>2</sup>

The education sector falls within two government ministries: The Ministry of Primary and Secondary Education, and the Ministry of Higher and Tertiary Education, Science and Technology.

Zimbabweans value education and only 11.4% of the population age five years and older is without primary education. Women comprise 6.6% of those without primary education, while males are 4.8% of those without primary education. More men (4.1%) than women (2.9%) have completed tertiary education.<sup>3</sup>

School enrolment from primary level up to Form 3 at secondary school level shows close to gender parity, but enrolment is still in favour of males from Form 4 to tertiary level. The percentage of women enrolled in technical colleges reached a high of 65% in 2009 and decreased to 40.7% in 2010, close to the 2008 women enrolment of 39.1%. At universities, women's enrolment is on the increase. Women comprised 39.2% of students enrolled in universities in 2009 and this increased to 42.1% in 2010.<sup>4</sup>

## Investment in education

Like most countries in Southern Africa, legislators invest a large proportion of government education expenditure in primary education (51.6%). The total percentage of government spending on education is 8.3%, and the percentage of GDP to education is low at 2.5%.

The Basic Education Assistance Module (BEAM) is a social safety net for assisting vulnerable children's access to education. BEAM's guiding principle is that 50% of assisted students should be girls, and in 2013, BEAM assisted 456 003 children. The programme requires \$176 million each year, yet in the 2013 national budget, for example, legislators allocated BEAM only \$15 million.<sup>5</sup>

<sup>1</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

<sup>2</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

<sup>3</sup> Women and Men in Zimbabwe 2012 Report, Zimbabwe National Statistics Agency (ZimStat), April 2013.

<sup>4</sup> Women and Men in Zimbabwe 2012 Report, Zimbabwe National Statistics Agency (ZimStat), April 2013.

<sup>5</sup> All Children in School by 2015 Global Initiative on out of school children; First Report of the Portfolio Committee on Women Affairs, Gender and Community Development, Parliament of Zimbabwe, September 2014.



## Enrolment and retention



*The Protocol provides that state parties shall enact laws that promote equal access to and retention in primary, secondary, tertiary, vocational and non-formal education.*

The SADC Gender Protocol highlights factors that promote enrolment and retention of girls and boys in school. It also recognises that formal education is not the only type of training that can benefit girls and women; vocational and non-formal approaches have their place in preparing women and girls for economic opportunities.

Findings in the 2011 Labour Force Survey (LFS) show that 5% of the population aged five years and older has never been to school and women comprise the majority of these, 66.3%. Meanwhile, 26% of those who had never attended school fall into the 5-9 years age group and the proportion of those who had never been to school is higher among those older than 40 years of age.<sup>6</sup>

Factors related to school presence can be categorised into internal and external influences. The internal factors include cost of school requirements and the quality of teaching and learning environment - i.e. overcrowded classes, gender-insensitive schools and curriculum, insecurity at and out of school, insensitivity to children with special needs, harassment/corporal punishment, and lack of appropriate sanitation facilities.

The external factors include early marriages and pregnancy, initiation rites requiring girls to be out of school for extended periods, child labour, security concerns, stigma (special needs and ultra-poor children), cultural practices and beliefs that attach low value to education, and poverty. At different levels of schooling, and in various countries, all of these factors affect enrolment and retention in different ways.

**Table 3.2: Access and enrolment in education sector**

Type of data	% women/girls	% men/boys
Literacy <sup>7</sup>	97	98
<b>Enrolment</b>		
<i>Net enrolment ratios as of 2009</i>		
Primary school (2009) <sup>8</sup>	97.9	97.5
Secondary school (2009) <sup>9</sup>	45.9	43.1
Enrolment in primary <sup>10</sup> education (2010) first term statistics	49.8	50.2
Enrolment in secondary education (2010) first term statistics <sup>11</sup>	49.5	50.5
Tertiary level in 2009 <sup>12</sup>	39.2	60.8
Tertiary level in 2010 <sup>13</sup>	42.1	57.9
Technical colleges in 2010 <sup>14</sup>	40.7	59.3

Table 3.2 provides a summary of education statistics for Zimbabwe, disaggregated by sex. The glaring drop between primary and secondary school enrolment for

boys and girls is noteworthy, as is the fact that major differences between the sexes do not appear until tertiary level.

<sup>6</sup> 2011 Labour Force Survey, Zimbabwe National Statistics Agency (ZimStat), May 2012.

<sup>7</sup> 2011 Labour Force Survey, Zimbabwe National Statistics Agency (ZimStat), May 2012.

<sup>8</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.

<sup>9</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.

<sup>10</sup> Women and Men in Zimbabwe 2012 Report, Zimbabwe National Statistics Agency (ZimStat), April 2013.

<sup>11</sup> Women and Men in Zimbabwe 2012 Report, Zimbabwe National Statistics Agency (ZimStat), April 2013.

<sup>12</sup> Women and Men in Zimbabwe 2012 Report, Zimbabwe National Statistics Agency (ZimStat), April 2013.

<sup>13</sup> Women and Men in Zimbabwe 2012 Report, Zimbabwe National Statistics Agency (ZimStat), April 2013.

<sup>14</sup> Women and Men in Zimbabwe 2012 Report, Zimbabwe National Statistics Agency (ZimStat), April 2013.

**Figure 3.1: Relationship between education and other SADC Gender Protocol provisions**

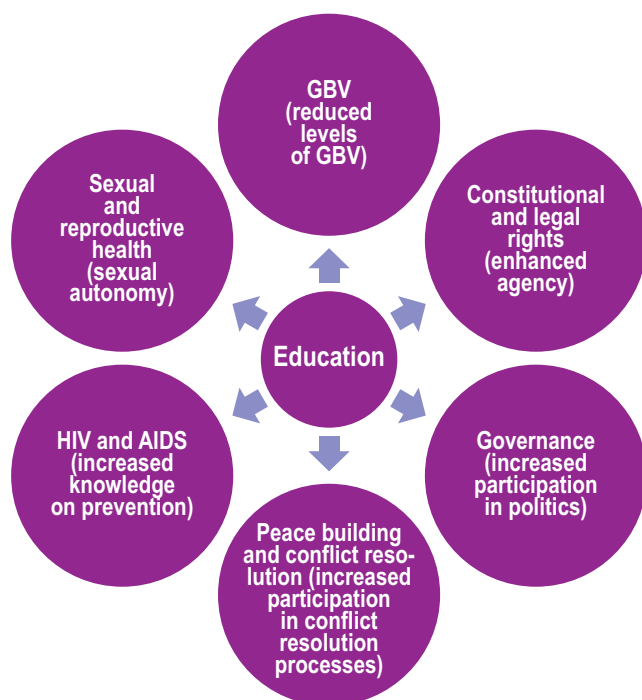


Figure 3.1 illustrates education's enormous role in women's rights and gender equality beyond the education sector. Appropriate and quality education can influence the path to women's rights in terms of provisions linked to gender-based violence, constitutional and legal rights, governance, peace building and conflict resolution, HIV and AIDS, sexual and reproductive health.

Although relatively brief, Article 14 of the SADC Gender Protocol, on gender equality in education, is a cornerstone provision that covers equal access to all levels of education, challenging gender stereotypes in education and ensuring that institutions of learning remain free from gender violence.

Like most articles in the SADC Gender Protocol, education and training provisions closely interlink with other goals and targets, as illustrated in Figure 3.1. Assessing the region's progress towards commitments to enhance access to quality education for males and females, and removing gender stereotyping in curriculum, career choices, professions and budgetary allocations, is a telling indicator of the likelihood of other 2015 targets.

Education links closely to other provisions, such as gender parity in decision-making, and sexual and reproductive health. When education empowers women and girls, societies benefit at all levels. The benefits extend beyond improvements in economic development to areas such as public health. Multiple studies have shown a strong correlation between educating women and girls and higher maternal and child life expectancy, as well as improvements in child and family health and nutrition. Educating a girl greatly reduces the chance that her children will die before the age of five. In many countries, having a mother with secondary or higher education more than halves the risk of child mortality compared to having a mother with no education. Girls and women who have been educated remain far more likely to immunise their children, and their children are less likely to be malnourished.<sup>15</sup>

## Literacy

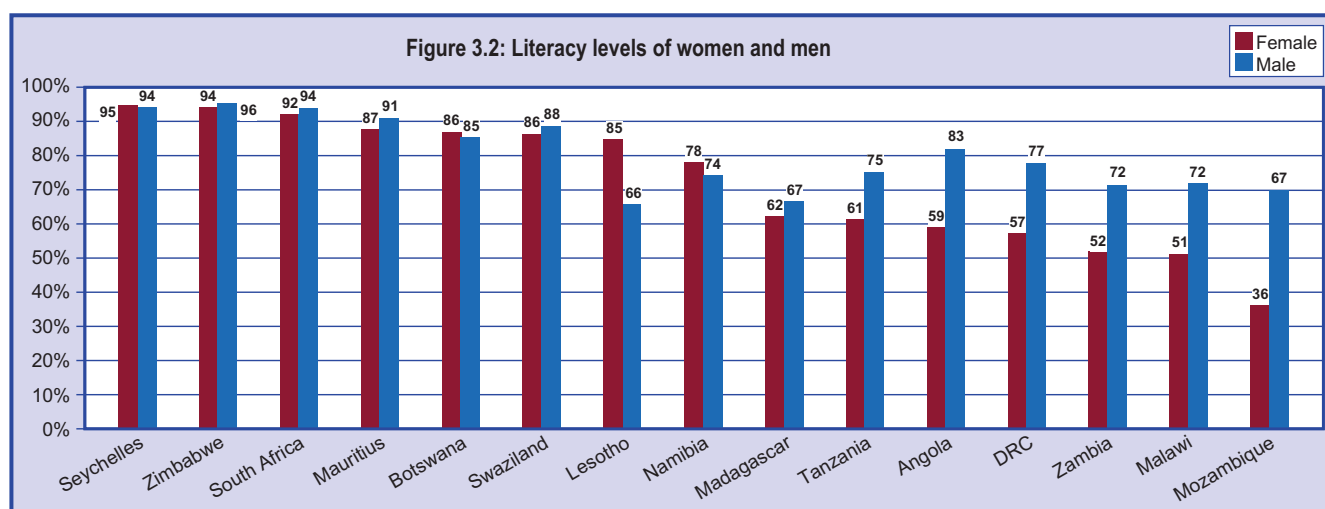
Zimbabwe continues to be one of the leading countries in Africa in terms of literacy. While the 2010-2011 Zimbabwe Demographic and Health Survey found literacy levels of women and men at 94% and 96% respectively, the Zimbabwe 2011 Labour Force Survey (LFS) shows that the country's literacy level is now 97% overall. The literacy rate is 97% for women and 98% for men. The 2014 Multiple Indicator Cluster Survey (MICS) reported a literacy rate for young women age 15-24 at 92% and 86.1% for young men.<sup>16</sup> Zimbabwe considers a person literate if he or she is aged 15 years and older and has completed at least Grade 3 of primary education.<sup>17</sup>



<sup>15</sup> UNESCO.2012.From Access to equality: Empowering Girls and Women through Literacy and Secondary Education.

<sup>16</sup> Zimbabwe Multiple Indicator Cluster Survey 2014; literacy is described in MICS as the percentage of young people age 15-24 years who are able to read a short simple statement about everyday life or who attended secondary or higher education.

<sup>17</sup> Women and Men in Zimbabwe 2012 Report, Zimbabwe National Statistics Agency (ZimStat), April 2013.



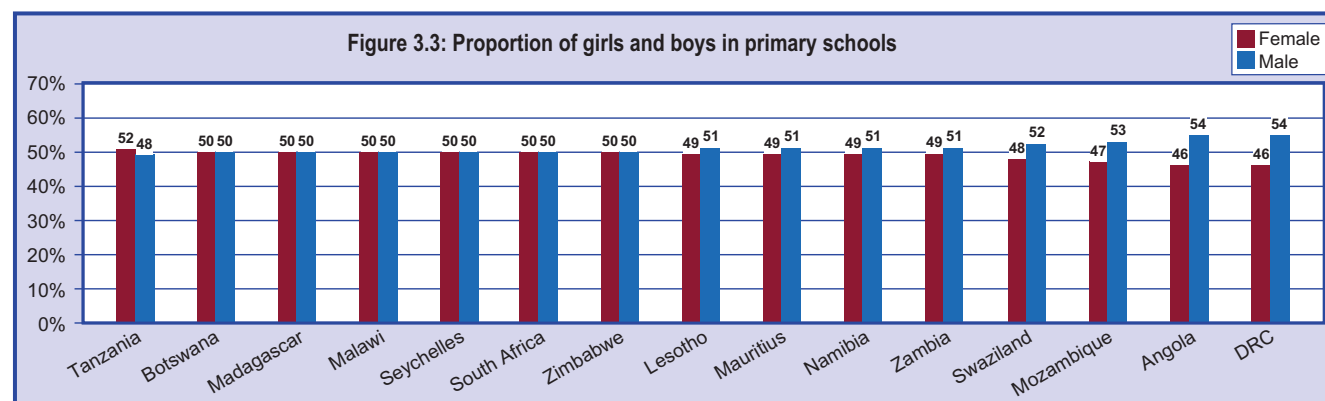
Source: GL and ZDHS 2010-2011.

**SADC countries have made progress in closing the gap between literacy levels for men and women.**

Figure 3.2 shows that Botswana, Lesotho, Namibia and Seychelles have higher literacy levels among women compared to men. Five countries (Madagascar, Mauritius,

South Africa, Swaziland and Zimbabwe) have a percentage point difference of five or less between the literacy levels of women and men. Seychelles, Zimbabwe and South Africa have the highest literacy levels overall.

**Primary school**



Source: Gender Links; Zimbabwe 2012 MDG Progress Report.

**Gender parity has been achieved in primary schools in most, but not all, SADC countries:**

With the 2015 SADC Gender Protocol and MDGs deadline looming, primary education enrolment will be the region's (and Africa's) greatest success story. Tanzania is the only country in the region that has more girls than boys enrolled in primary education. However, most SADC countries now have roughly equal numbers of boys and girls at primary schools. Botswana, Malawi, Seychelles, South Africa and Zimbabwe have all reached parity and will meet MDG-2 and achieve universal primary education by 2015. Angola, DRC and Mozambique still register the widest gaps, with girls still comprising less than 50% of primary school-goers in classrooms. In all

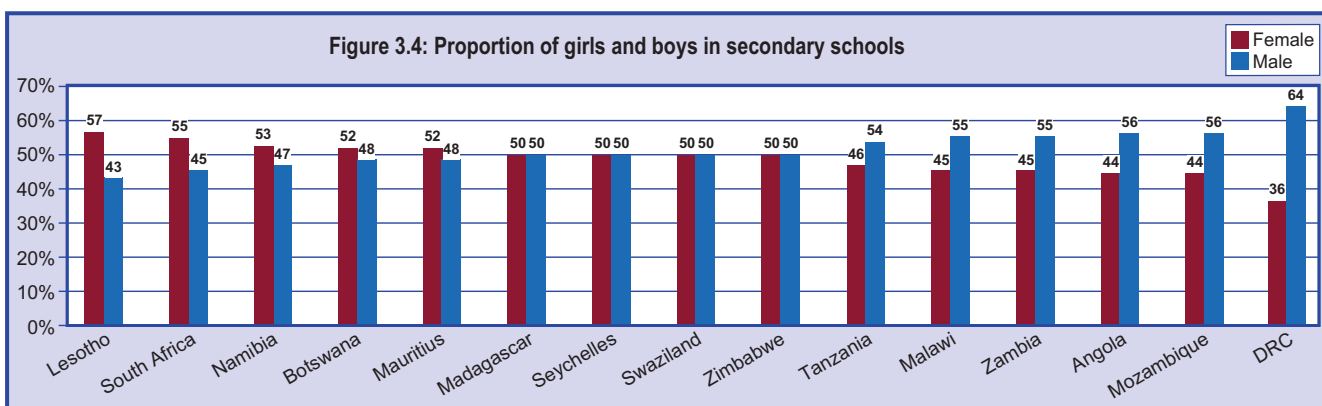
three countries, there is a close correlation between these gaps and post-conflict conditions. In the DRC, sexual violence is a weapon-of-war that is contributing to school dropouts, especially for girls. Many of them suffer from fistula, end up pregnant or contract HIV.

**Secondary school**

As of 2009 data, the national enrolment rate at secondary school level in Zimbabwe showed that schools enrolled 45.9% females and 43.1% males. However, the available data indicates that as the level of education increases, especially from Form IV upwards, schools enrol more males than females.<sup>18</sup>

<sup>18</sup> Women and Men in Zimbabwe 2012 Report, Zimbabwe National Statistics Agency (ZimStat), April 2013.

Figure 3.4: Proportion of girls and boys in secondary schools



Source: Gender Links; Women and Men 2012, ZimStat.

### The gender gap at secondary level is narrowing:

Figure 3.4 illustrates that SADC countries differ from their counterparts in the rest of Africa in that the gender gap at secondary school level is rapidly narrowing. Indeed, Lesotho has a considerably higher proportion of girls in secondary school (57% girls) because many boys stay out of school to herd cattle in Lesotho. In

Zimbabwe, girls and boys have reached parity in enrolment at this level. Botswana, Mauritius, Namibia and South Africa have slightly more girls than boys, which is consistent with demographics. Seychelles and Swaziland also have an equal number of girls and boys in secondary school.

### Secure and safe boarding for schoolchildren



Idah Kamushinda, the Zvimba councillor for ward 15.

Photo: Gender Links website

The local authority, community members and the mining company Zimasco have joined hands in the Mutorashanga community in Zimbabwe's Zvimba District to provide safe and supervised boarding to secondary school pupils.

The mining company donated 16 houses, council provided the land, and members of the community donated food, beds and money for the upkeep of the boarding houses. According to Idah Kamushinda, the Zvimba councillor for ward 15, the initiative contributes towards higher school retention rates among girls and

boys and keeps them from falling prey to illicit activities in the mining town. The schoolchildren, who travelled 15 kilometres to school, rented houses from the mining company, Kamushinda said. "I appealed to Zimasco to donate the houses to help the children and I decided to accommodate these children under one roof."

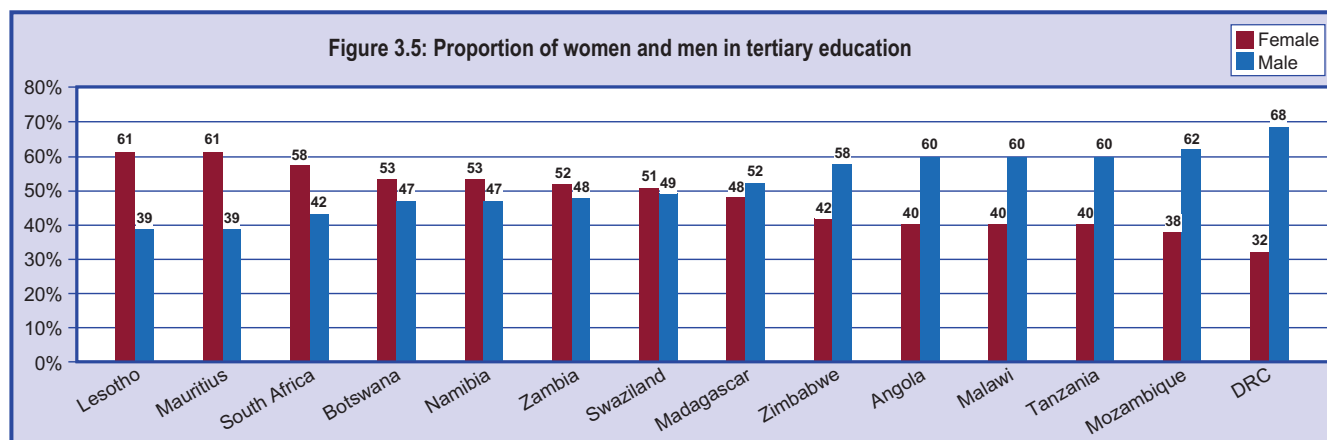
Sixty-two students from Mutorashanga high school now have boarding facilities and the project has created employment for one man and four women from the community. The community provided US\$5000 (R 53 715) and has donated various food items. A mango project at Landfall farm helped to augment finances for the boarding facilities and a local female farmer provided maize and vegetables from her garden.

"Thirty-three percent of the beneficiaries of this project are girls and the housing keeps them in school. Many, without supervised boarding facilities, leave school due to low pass rates, some begin to abuse drugs and the girls become involved in sex work in the mining town," said Kamushinda. "I supervise the boarding staff and conduct counselling services for the students."

The farmers and the people of the community assist in the upkeep of these boarding houses. The area has two secondary schools, which cater for the Mutorashanga community, Urungwe farm, Landfall farm, Jester farm and Three Sisters farm in the nearby areas. Since the council's resolution to provide land for the building of boarding facilities, the other secondary school is also arranging for student lodging.



## Tertiary level



Source: Gender Links 2013; Women and Men in Zimbabwe Report 2012 (tertiary education statistics as of 2010).

**Seven countries have a higher proportion of women enrolled in tertiary education:** Figure 3.5 illustrates that tertiary institutions in Botswana, Lesotho, Mauritius, Namibia, South Africa, Swaziland and Zambia have more women enrolled than men. However, this is not the case in Zimbabwe, where men comprise 58% of those in tertiary education. With 61% women at the tertiary level, Mauritius and Lesotho have the highest proportion of women at tertiary level.

**However, there remain large gender gaps in other countries when it comes to women's enrolment in tertiary education:** Substantial gender gaps exist in DRC - where women constitute 36% of the total - and in Mozambique (38%). This is a serious concern considering university education is the likely path to leadership positions, whether in business, governance, media or any other sector. In Zimbabwe, the country's performance regarding enrolment at tertiary level has improved with an increase to 42% of women enrolled at university in 2010 from 39% in 2009. This could be a result of various affirmative action initiatives. Meanwhile, women's enrolment at technical colleges almost doubled from 39.1% in 2008 to 65.2% in 2009, but dropped to 40.7% in 2010.<sup>19</sup> The government's target for women in tertiary education is 50% by 2015.

## Performance

The quality of the education system reflects in the pass rates among students taking the Ordinary Level

examination and performance on exams at Grade 7. While the pass rates for both exams since 2007 have been well below 50%, more students sit the exams and there is a slight movement upwards in pass rates.

For example, in 2009, 27 239 students wrote Grade 7 exams for a pass rate of 20.11%. More students wrote Grade 7 exams in 2012 and the pass rate increased to 31.5%. For O levels, in 2008, 207 212 students sat for the exams with a pass rate of 14.44%. Meanwhile, in 2012, 268 854 students wrote O levels for a pass rate of 18.4%. Pass rates at A-level, however, continue to increase, from a 67.21% pass rate in 2008 to 82.09% in 2012.<sup>20</sup>



The Kadoma Salvation Army band plays a tune at the Kadoma 16 Days commemorations in 2014. It is important to increase efforts to include girls in extracurricular activities such as music classes.

Photo: Tapiwa Zvaraya

<sup>19</sup> Statistics Unit, Ministry of Higher and Tertiary Education in Women and Men in Zimbabwe Report 2012, Zimbabwe National Statistics Agency, April 2013.

<sup>20</sup> Interview with the then Minister of Education, David Coltart, [Nehandaradio.com/2013/02/06/Coltart-responds-to-81-percent-O-level-failure-rate/](http://Nehandaradio.com/2013/02/06/Coltart-responds-to-81-percent-O-level-failure-rate/)

<sup>21</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF

<sup>22</sup> Interview with the then Minister of Education, David Coltart, [Nehandaradio.com/2013/02/06/Coltart-responds-to-81-percent-O-level-failure-rate](http://Nehandaradio.com/2013/02/06/Coltart-responds-to-81-percent-O-level-failure-rate/)

These falling rates can be attributed to a series of factors, including poor infrastructure in schools; the loss of qualified teachers, with estimates of 20 000 teachers leaving the system in 2007-2008; the textbook to student ratio; and the content of the existing curriculum and its structure. The 2010-2015 Strategic Plan of the Ministry of Education, Sports, Arts and Culture identifies the need for curriculum reform. A massive distribution of

textbooks and learning materials in minority languages and Braille, through the Education Transition Fund (ETF),<sup>21</sup> started in 2011. The distribution of textbooks started with the primary schools, and distribution to secondary schools only began at the end of 2011. This meant that many of the children who wrote O level exams in 2011, at best only had textbooks in Form 4, the year of the exams.<sup>22</sup>

## Challenging gender stereotypes

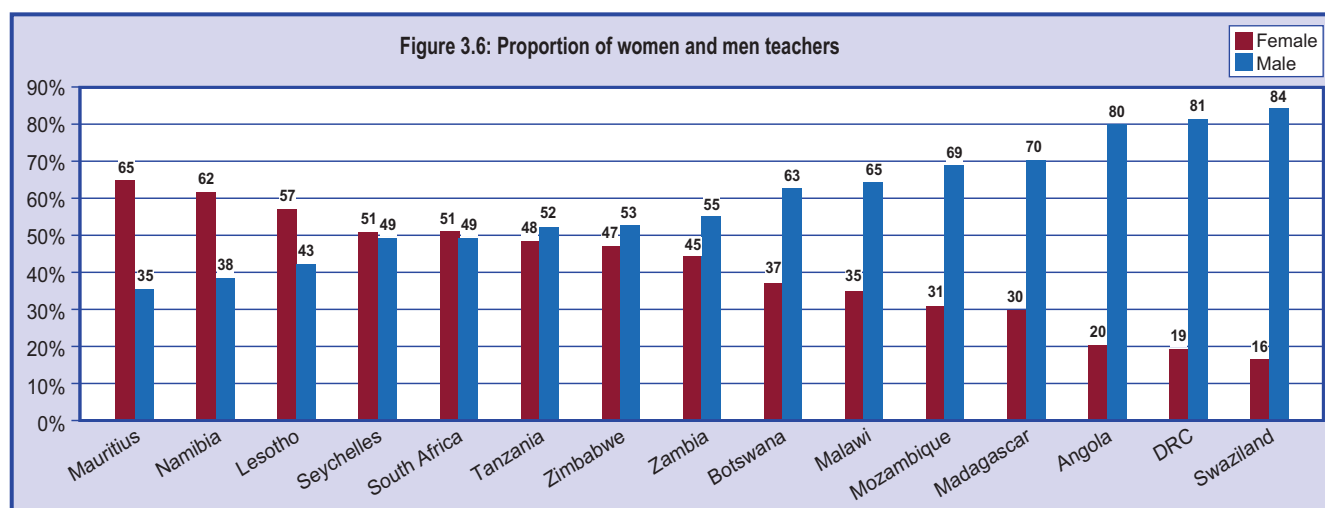


*The Protocol requires that by 2015 state parties adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender-based violence.*

According to the government's CEDAW Combined Report, the primary education curricula has been reviewed to ensure that it is gender sensitive and projects a favourable outlook for girls; and, the government will ensure the production of textbooks that project gender equality.<sup>23</sup>

Other initiatives cited by government to challenge gender stereotypes in the sector include<sup>24</sup>:

- Gender awareness programmes for teachers during and after their training at teachers education colleges;
- Introduction of a course on human rights, population and civic education in colleges;
- Career guidance and counselling in schools provided by the ministries of labour and education with a focus on breaking gender stereotypes in terms of career choices and choices of professions; and
- Schools will provide boys at secondary school level with domestic science and household management education.



Source: 2013 SADC Gender Protocol Barometer.

<sup>21</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

<sup>22</sup> Interview with the then Minister of Education, David Coltart, [Nehandaradio.com/2013/02/06/Coltart-responds-to-81-percent-O-level-failure-rate](http://Nehandaradio.com/2013/02/06/Coltart-responds-to-81-percent-O-level-failure-rate).

<sup>23</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

<sup>24</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

**The proportion of women teachers is 47% compared to men at 53% in Zimbabwe.** Figure 3.6 shows huge variations in the proportion of women and men teachers in the various countries. Zimbabwe ranks seventh in SADC in terms of female teachers.

### Gender biases in subjects at tertiary level

#### **Women feature strongest in the arts, humanities and health sciences, where nursing is incorporated:**

Conversely, fewer women study disciplines linked to science or law. As children, boys and girls learn that certain subjects are off limits to them. Consequently,

as they grow up and pursue higher education and careers, these stereotypes continue. This also influences teachers and the subjects they feel they may have the authority to teach. The cycle continues when teachers, as role models, pass on the very same stereotypes to their students.

In countries for which researchers can obtain data, women predominate in the arts, humanities and social sciences in many countries, but this is not universally the case. However men form a majority in these faculties in Angola, Madagascar, Mozambique, Tanzania, Zambia and Zimbabwe.

### Bridging the gender digital divide in Zimbabwe<sup>25</sup>



Female students demonstrate a mobile app at a brown bag seminar on bridging the gender digital divide facilitated by the UNDP in August 2014. Photo: UNDP website

Studying chemistry at the University of Zimbabwe, third-year student Sandile Mtetwa is confronted by the challenge of accessing campus notifications from the administration, lecturers and colleagues.

“Students require a notification service that is convenient, effective and green,” says the founder of NotifyU, a prototype mobile application that seeks to provide an instant link between the student community and the university administration.

“The platform has many benefits. It will combat pollution caused by paper notices and flyers, as well as limit the need to cut trees for paper production,” explains the potential investor in ICT.

Mtetwa was among a dozen of female students who participated in a “Policy & Practice” seminar titled *Bridging the Gender Digital Divide: Exploring Efforts to Scale Women Uptake of ICTs for Development*. The event took place on 15 August 2014 at the UN premises in the Arundel Business Park. UNDP’s Innovation Facility in collaboration with the Ministry of Information Communication Technology, Courier and Postal Services supported it.

Students were drawn from Chirodzo Primary School; Haig Park Primary School; St Peters Secondary Schools; Louis Mt Batten School; Harare High School; Girls High School - Harare; Chisipite Senior School; and the University of Zimbabwe.

“There is need to promote the best projects from women entrepreneurs to become business ventures,” relates Gilford Hapanyengwi, a University of Zimbabwe professor who doubles as the president of the Computer Society of Zimbabwe. “We should enable the ICT girl child to preach and teach ICTs.”

Other experts echo this sentiment. “In a country where there is a large and growing skills in the ICT sector, we need to get more girls involved in science, technology, engineering and maths - the STEM subjects - and we need to get more girls taking an interest in ICT careers,” says Mukova, the Acting Principal Director of Education in the Ministry of Primary and Secondary Education, Harare Province.

Describing as unique the needs of women and factors affecting their ICT uptake, B. Chinjonzo who is director of ICT in the Ministry of ICT and Courier Services calls

<sup>25</sup> <http://www.zw.undp.org/content/zimbabwe/en/home/presscenter/articles/2014/08/21/bridging-the-gender-digital-divide-in-zimbabwe/>

for an in-depth research and analysis of this issue. This will serve as a basis for inputs into the national ICT policy. "Issues such as content development, e-governance, e-health and other related services are key for the uptake by women as women identify with issues that can solve their current challenges."

According to Techwomen, a local NGO, the limited presence of women in positions of leadership and power across all sectors and industries is also reflected in the male-dominated ICT sector, with women occupying blue-collar positions mainly. "This has a consequence on girls' uptake of STEMs as a study subject and of ICTs as a career path. Research indicated, for instance, that positive role models can have an impact on traditional mind-sets and behaviours related to women's engagement in ICTs and science," wrote Aretha Mare and Rumbidzayi Miambo, the co-founder of the NGO, in a recent paper.

But in a world dominated by modern ICT systems, bridging the gender digital divide in Zimbabwe will require much more than merely improving access to ICT, says the UN Women Deputy Country Director in Zimbabwe, Revai Makanje Aalbaek.

"As we work on improving women's access and use of ICTs let us also at the same time develop systems, policies and practices that protect women and girls from the harm and abuse that is perpetrated on them through some of the modern forms of communication."

Launched in June 2014, with generous support from the government of Denmark, the UNDP Innovation Facility is in line with UNDP's Strategic Plan 2014-2017 that stresses the need to identify, explore and scale up innovative approaches across priority subject areas in programming through established and new knowledge and collaboration partnerships.

*Source: UNDP Zimbabwe, articles, accessed 14/12/2014*

## Gender violence in schools

The perpetration of violence against girls in schools is a reflection of the larger structural inequalities and unequal power relations in society that increase women and girls' vulnerability to GBV and HIV infection.

The findings of the 2011 National Baseline Survey on Life Experiences of Adolescents reveal that 32.5% of females between the ages of 18-24, compared to 8.9% males, experienced sexual violence prior to the age of 18.<sup>25</sup>

For school-age girls, their first experience of physical or sexual violence is often sadly at school. In the Zimbabwe 2010-2011 Demographic and Health Survey, 16% of never-married women who have experienced physical violence since age 15 reported the perpetrator as a teacher, while 1.5% of those who experienced sexual violence below the age of 15 said a teacher perpetrated it.

In a 2011 report, Plan International and Child Helpline International, document the types and incidences of violence and abuse children face in schools in four countries, Egypt, Paraguay, Sweden and Zimbabwe,

through reports made by children to child helplines. Childline Zimbabwe, which started operations in the country some 25 years ago, reaches 75% of the country. In the study, Zimbabwe recorded the oldest average age for victims of abuse and violence in schools (just more than 14 years of age on average) and females comprised the majority of these.<sup>27</sup>

A circular that states that victims should immediately report all matters of sexual abuse to the police and the school District Social Welfare Office guides all schools.<sup>28</sup> In addition, Section 8 of the Labour Act [Chapter 28:01] and the First Schedule of the Public Service Regulations, Statutory Instruments No. 1 of 2000 protects all girl children from sexual harassment in schools.<sup>29</sup>

While the responsible ministries and government have implemented mechanisms to deal with violence against girls in schools, stakeholders must also situation the issue within the larger context of the safety and security of women and girls in Zimbabwe in public and private spheres. It is the state's obligation to guarantee and enforce laws for the protection of the rights of women and girls. It is also the state's obligation to strengthen mechanisms to ensure that women and girls have access to justice when someone violates their rights.

<sup>25</sup> <http://www.zw.undp.org/content/zimbabwe/en/home/presscenter/articles/2014/08/21/bridging-the-gender-digital-divide-in-zimbabwe/>

<sup>26</sup> National Baseline Survey on Life Experiences of Adolescents, Preliminary Report 2011, ZIMSTAT.

<sup>27</sup> Using child helplines to protect children from school violence, Plan International and Child Helpline International, March 2011.

<sup>28</sup> Secretary's Circular No 5, 2000. Prevention and Management of Cases of Child Physical, Emotional and Sexual Abuse: Procedural Guidelines for Schools cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

<sup>29</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.



## Giving girls a better chance

In October 2014, the Zimbabwean government launched *The Girl's and Young Women's Empowerment Framework*, a national commitment to giving girls and young women a better future. It recognises that empowering girls and young women contributes to their development, and to the economic future and development of the nation.

Lawmakers grounded the framework in regional and international human rights instruments. These include the Convention on the Rights of the Child, the Convention on the Elimination of all form of Discrimination against Women, the Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa, and the Southern Africa Development Community Protocol on Gender and Development. The Constitution of Zimbabwe further provides a strong legal framework for advancing gender equality and the rights of girls and young women. Section 81 on the rights of children guarantees and protects the rights of every girl and boy under the age of 18.

### What the framework seeks to do

The voices and perspectives of girls and young women, as well as other stakeholders, have shaped the framework, which seeks to:

- Eliminate all forms of discrimination against the girl child and young women;
- Eliminate negative cultural attitudes and practices against girls and young women;
- Eliminate discrimination against girls and young women in education, skills development and training;

- Promote and protect the rights of girls and young women and increase awareness of their needs and potential;
- Eradicate violence against the girl-child and young women;
- Promote girls' and young women's awareness of, and participation in, social, economic and political life; and
- Strengthen the role of the family in improving the status of girls and young women.

### Five building blocks for a better future

The empowerment framework centres on five strategic areas of intervention:

**Education:** To increase young women's access to education, skills development and training in order to achieve parity at all levels by 2020.

**Economic empowerment:** To increase girls and young women's knowledge of economic issues to ensure their participation in the economy of Zimbabwe.

**Safety and protection:** To ensure that girls and young women grow up in environments that are safe, secure and free of all forms of violence. The goal is to increase the rate of reporting from 3% of girls who experience violence to 50% by 2020.

**Reproductive health:** To increase the percentage of girls and young women who know where to access sexual and reproductive health services by 2020.

**Decision-making and leadership:** To increase the confidence of girls and young women for their effective participation in decision-making and leadership at community and national levels.

## SGP Post 2015



## The post-2015 agenda on education and training in Zimbabwe



Education remains the fundamental basis for the empowerment of women and girls. Zimbabwe should be proud of many achievements in the education sector. Literacy rates remain high among women and men, and the country has achieved parity in terms of primary school enrolment. However, gender disparities exist in

secondary and tertiary education and a high percentage of girls continue to leave school due to early marriages and teen pregnancies. There is work remaining in this sector.

The National Alliance's suggestions in this area for the Post-2015 matrix are as follows:

**Table 3.3: Education and training targets and indicators post-2015**

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
Enact laws that promote equal access to enrolment, retention, completion in early child development, primary, secondary, tertiary, vocational and non-formal education in accordance with the Protocol on Education and Training and the Millennium Development Goals	4.2 By 2030, ensure all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes	1. By 2030, ensure gender parity in adult literacy	1. Percentage of women and men who can read and write
		2. By 2030, ensure all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes in accordance with the Sustainable Development Goals (draft SDG 4.2)	2. Percentage girls and boys enrolling, retaining and completing primary school (including early child development) <sup>30</sup>
			3. Percentage girls completing secondary school <sup>31</sup>
			4. Pass rate for boys and girls
			5. Percentage schools with sanitation and menstrual hygiene facilities <sup>32</sup>
			6. Percentage young women learners who drop out due to pregnancy who are able to complete their education
Enact monitoring tools for implemented laws		3. By 2030, ensure that all boys and girls with disabilities are enrolled, retained and complete primary, secondary and tertiary education	
		4. By 2030, ensure equal access for all to affordable quality tertiary education, in accordance with the SDGs (draft 4.3)	7. Percentage of young women in tertiary school <sup>33</sup>
			8. Percentage boys and girls with disabilities enrolled, retained and completing ECD, primary, secondary and tertiary education
Adopt and implement gender-sensitive educational policies and programmes addressing gender stereotypes in education, gender-based violence, stigmatisation/marginalisation of children living with disabilities and children living with HIV and AIDS	4.6 By 2030, integrate into education programmes knowledge and skills necessary for sustainable development, human rights, gender equality, promoting a culture of peace and non-violence	5. Address gender stereotypes in education and gender-based violence, (draft SGD 4.6) <sup>34</sup>	9. Number of policies monitored
			10. Ratio of girls graduating in Science, Technology, Engineering and Mathematics (STEM) subjects <sup>35</sup>
			11. Percentage of women engineers and scientists <sup>36</sup>
			12. Percentage schools with GBV policies
			13. Percentage schools monitoring the implementation of GBV policies

<sup>30</sup> UNESCO, Demographic surveys, World bank statistics.

<sup>31</sup> UNESCO, Demographic surveys, World bank statistics.

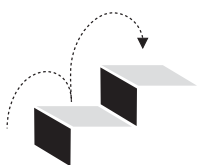
<sup>32</sup> UNESCO.

<sup>33</sup> UNESCO, Demographic surveys, World bank statistics.

<sup>34</sup> This states: By 2030 integrate into education programmes knowledge and skills necessary for sustainable development, human rights, gender equality, promoting a culture of peace and non-violence in accordance with the SDGs.

<sup>35</sup> UNESCO.

<sup>36</sup> World bank Gender statistics Database, Women's economic Opportunity, SIGI.



## Next steps

- Stakeholders need to review the implementation of policies on school fees, levies and other costs to families that may prohibit girls from attending school.
- Governments need to invest more in capital costs to improve the quality of primary and secondary education.
- Stakeholders must create special funds, safety nets and scholarships for girls at secondary level to increase enrolment and enable girls to stay in school.
- Legislators must apply affirmative action measures at tertiary institutions more systematically to narrow

the gender gap at this level and to reach the government-set target of 50% females in tertiary education by 2015.

- Parents, traditional and religious leaders must play a meaningful role and consistent role in ensuring girls obtain the full benefits of education.
- Stakeholders must source finances for policy initiatives, such as *The Girls and Young Women's Empowerment Framework*, and social safety nets such as BEAM, to sustain and facilitate girls' enrolment, retention and access to education at all levels.





"Ntkozo"

Anushka Virahsawmy





## CHAPTER 4

# Productive resources and employment, economic empowerment

## Articles 15-19



Economic empowerment increases women's agency and self-confidence. A female tailor at work in Chegutu in 2013.  
Photo: Kenneth Muchemeyi

### KEY POINTS

- The SGDI for the economic sector is 74%, compared to a citizen score (CSC) of 56%. This SGDI does not take into consideration qualitative issues such as women's access to land finance and other productive resources that may influence citizen's perceptions.
- Women's participation in the formal economy remains low. Only 14% of women work in paid employment compared to 31% men, and women make up less than 1% of employed managers.
- Women comprise 54% of unskilled workers in the economy, while men make up 59% of professionals.
- Administrative practices that reinforce gender inequalities and disparities continue to affect women's, especially young women's, uptake of funds for women and youth economic empowerment.
- Gender-responsive budgeting (GRB) is not an essential feature of the national budget despite more than six years of training and the Ministry of Finance issuing GRB circulars to line ministries.
- Women's access to, and ownership of, property and other productive resources remains very low. More than six out of 10 women do not own a house (63%) or land (64%).
- Accelerated implementation of economic frameworks, policies and programmes to empower women economically remains imperative in order for women to participate in, and benefit from, the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset).

Table 4.1: SGDI and CSC scores for productive resources and employment, economic empowerment		
	SGDI	CSC
Scores	74%	56%
Ranks	9	5

The gap between the SGDI and the CSC has widened since 2013, when the gap was only two percentage points (71% and 69%). The decrease in the citizen's score is a reflection of women's perceptions on their access to land, finance and productive resources. Zimbabwe continues to marginalise women and keep them as second-class citizens in terms of access to economic opportunities.

## Women and men in economic decision-making



*The Protocol provides that state parties shall, by 2015, adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors; review national trade and entrepreneurship policies, to make them gender responsive; and introduce affirmative action measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.*

Women's economic empowerment is one of the main drivers of the gender equality and women's rights agenda in the country since 2008. The country's revised National Gender Policy (2013-2017) notes that women's economic empowerment is key to the country's economic growth, and many of the gender disparities persist in the economic sector.

The 2013 and 2014 budget statements also focus on women's economic empowerment. These statements are one means of following and documenting government's written commitment to advancing women's economic empowerment and stakeholders can use these as accountability trackers of how well government delivers on its stated commitments.

The 2013 budget statement said government would give priority to policies and programmes in the 2013 budget that advance women in development, as well as gender balance in economic activities considering the existing gender gaps and the role of women in economic development.<sup>1</sup> The 2014 budget statement said: "Government remains committed to empowering women and enhancing their involvement and participation in all aspects of economic development. This is more so as women provide formal labour across all productive sectors of the economy, particularly in

agriculture. The 2014 National Budget will, therefore, prioritise and support various programmes and policies aimed at advancing and empowering women through an allocation of US\$2.5 million."<sup>2</sup>

The 2012 World Development Report, *Gender Equality and Development*, points to many areas of significant progress in terms of closing the gender gaps and advancing gender equality, but also highlights areas where gender disparities persist, one of which is women's economic empowerment. Women continue to have unequal access to economic opportunities, and gender gaps in productivity and earnings remain pervasive.<sup>3</sup>

Women's unequal access to economic opportunities is due to a combination of factors. These include strong negative cultural and religious beliefs that perpetuate inequalities in terms of access, control and ownership of resources in all sectors, as well as rights to inheritance. Women make up 60% of the farmers in the smallholder sector but remain disadvantaged with respect to access to, and control of, resources. In addition, disparities in land allocation, inadequate entrepreneurial and business skills among women and girls, and limited resources allocated to women's empowerment projects, also contribute to perpetuating disparity between women and men in this sector.<sup>4</sup>

<sup>1</sup> 2013 National Budget Gender Analysis, ZWRN.

<sup>2</sup> The 2014 National Budget Statement, "Towards an Empowered Society and a Growing Economy," Government of Zimbabwe.

<sup>3</sup> Gender Equality and Development, World Development Report 2012, World Bank, 2012.

<sup>4</sup> Zimbabwe Medium Term Plan 2011-2015.

The country's recent push towards black majority control and ownership of the economy has given women a platform from which to raise concerns that there is no level playing field. Women have been disadvantaged by years of discrimination and gender inequalities. While women's share in the labour force continues to increase, the gap between the percentage of women in paid employment and that of men is wide. In 2011, 31% of economically active men were in paid employment, compared to only 14% of women. Further, of the 83% of the unskilled employed population, women made up 54%.<sup>5</sup>

The Broad Based Women's Economic Empowerment Framework, launched in 2012, calls for the mainstreaming of women's economic empowerment and participation in the key economic sectors of mining, agriculture, manufacturing, tourism and other economic sectors through enhancing women's entrepreneurship and business ownership, as well as their representation in key economic decision-making positions.

Using the framework as one of its strategic policy documents, the Ministry of Women Affairs, Gender and Community Development (MWAGCD) seeks to ensure at least 25% involvement and participation of women in agriculture, manufacturing, mining, trade and tourism by December 2015.<sup>6</sup> All of these sectors have developed policies that address the inclusion and participation of women and, in 2014, the MWAGCD commissioned reviews of the laws in these sectors to ensure that they align to the gender equality and women's rights provisions in the Constitution.

Much of Zimbabwe's legal and policy framework also includes the objective to increase women's participation in the economy. For example, Zimbabwe's Indigenisation and Economic Empowerment Act (2008) provides for indigenous Zimbabweans to own 51% of the shares in every public company and any other business. Section 3(3) of the act states that the government can take measures on behalf of any disadvantaged indigenous group, including women, to ensure the 51% share of ownership.<sup>7</sup>

Additionally, the National Indigenisation and Economic Empowerment Charter, which sets out the principles and framework for achieving indigenisation and economic empowerment, includes provisions for "equal opportunity for all, including gender sensitive ownership and participation in the economy by indigenous Zimbabweans."<sup>8</sup>

The country's tourism policy promotes women's participation in the sector by reserving a 30% quota for women. The Ministry of Mines also has a 30% quota for women in mining mechanisation.<sup>9</sup> However, there remain very few women in these sectors to take advantage of the special measures provided.

Zimbabwe's government has adopted the Gender and Economic Policy Management Initiative (GEMPI)-Africa to mainstream gender into macro-economic and finance policy development and implementation, economic planning, and economic policy analysis so that policies deliver equally to low-income women and men. This global initiative currently exists in Africa, Asia and the Pacific regions. GEMPI's launch in Zimbabwe concurred with the launch and implementation of the Medium-Term Plan (MTP).

GEMPI is a collaborative initiative between the United Nations Development Programme (UNDP) and the African Institute for Economic Development and Planning in Dakar, Senegal. It targets government officials, development practitioners, civil society organisations and research institutes to help countries promote gender-responsive policies in the specific areas of health, education and labour. The government cites GEMPI and Gender Responsive Budgeting (GRB) as the two strategies used to carry out gender mainstreaming in government.<sup>10</sup>

Table 4.2 demonstrates the disparities in economic growth in Southern African countries. It ranges from 2.4% in Swaziland to 8.5% in DRC. Although the SADC region averaged 5.5% growth in Gross Domestic Product (GDP) over the past year, women still live in extreme poverty. The outlook for 2015 looks much the same, with several countries growing less than in 2014.

<sup>5</sup> Women and Men in Zimbabwe Report 2012, Zimbabwe National Statistics Agency, April 2013.

<sup>6</sup> Ministry of Women Affairs, Gender and Community Development Client Charter; Client charters and service delivery targets have been institutionalised in all government ministries as part of the Public Service Reform which began in 2005 to introduce a performance management system to improve service delivery.

<sup>7</sup> Zimbabwe's Indigenisation and Economic Empowerment Programme: Extent of Opportunities for women in the Tourism Sector?, Rangu Nyamurundira, Zimbabwe Women Lawyers Association, 2012.

<sup>8</sup> Zimbabwe's Indigenisation and Economic Empowerment Programme: Extent of Opportunities for women in the Tourism Sector?, Rangu Nyamurundira, Zimbabwe Women Lawyers Association, 2012.

<sup>9</sup> Concluding Observations of the Committee on the Elimination of Discrimination against Women, Zimbabwe, March 23, 2012.

<sup>10</sup> The 2014 National Budget Statement, "Towards an Empowered Society and a Growing Economy", Government of Zimbabwe.

**Table 4.2: Economic growth and gender indicators**

Country	GDP 2013	GDP per capita	2014 GDP growth	Estimated GDP growth 2015	Female population	Women in economic decision-making	Female labour force participation	Female unemployment
Angola	\$124 billion	\$6 300	7.9%	8.8%	50.45%	29%	64%	n/a
Botswana	\$15.53 billion	\$16 400	5.1%	5.0%	49.46%	29%	75%	20%
DRC	\$18.56 billion	\$400	8.5%	8.6%	50.26%	21%	70%	36%
Lesotho	\$2.457 billion	\$2 200	4.5%	4.3%	50.66%	21%	60%	28%
Madagascar	\$10.53 billion	\$1 000	3.7%	5.4%	50.14%	17%	62%	4%
Malawi	\$3.683 billion	\$900	6.1%	6.2%	49.91%	27%	85%	10%
Mauritius	\$11.9 billion	\$16 100	3.5%	4.1%	50.65%	33%	48%	12%
Mozambique	\$14.67 billion	\$1200	8.5%	8.2%	51.23%	25%	87%	1%
Namibia	\$12.3 billion	\$8 200	4.3%	4.4%	50.27%	25%	61%	43%
Seychelles	\$1.271 billion	\$25 900	3.6%	4.3%	48.88%	33%	68%	5%
South Africa	\$353.9 billion	\$11 500	2.7%	3.0%	50.42%	23%	47%	28%
Swaziland	\$3.807 billion	\$5 700	2.4%	2.5%	50.74%	30%	55%	36%
Tanzania	\$31.94 billion	\$1 700	7.2%	7.0%	50.02%	28%	90%	6%
Zambia	\$22.24 billion	\$1 800	7.1%	7.4%	49.86%	23%	74%	11%
Zimbabwe	\$10.48 billion	\$600	4.0%	3.7%	50.61%	23%	85%	15%

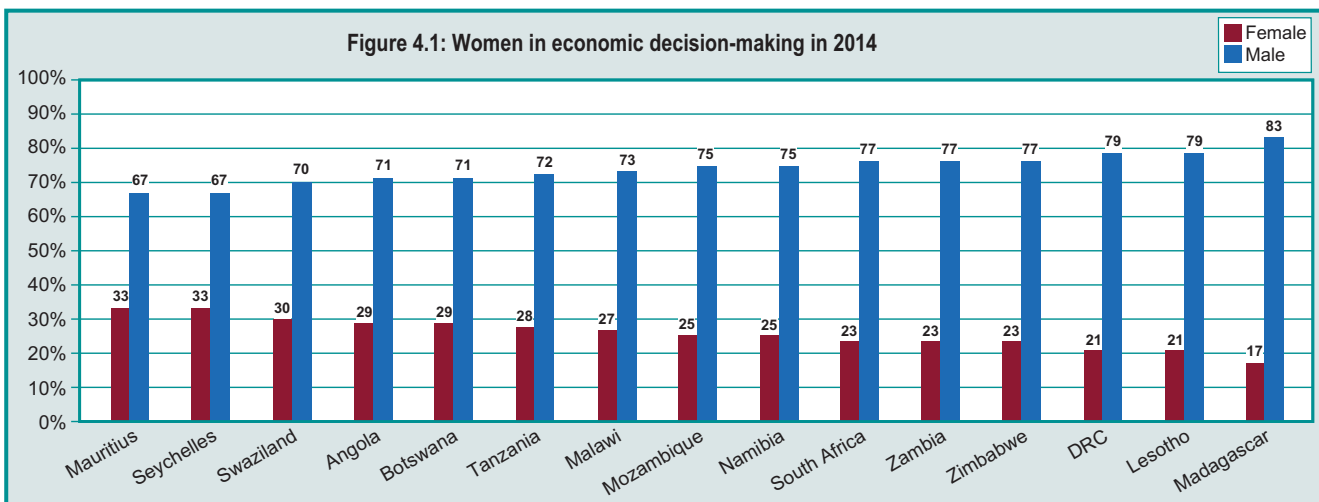
Source: African Development Bank (AfDB) available at <http://www.afdb.org/en/countries/southern-africa>; Gender Links (2014).

## Women and men in economic decision-making



*The Protocol provides that state parties shall, by 2015, ensure equal participation by women and men in policy formulation and implementation of economic policies.*

**Figure 4.1: Women in economic decision-making in 2014**



Source: Gender Links, 2014; Zimbabwe ministerial appointments 2013, Herald, September 2013.

**At 33%, Mauritius and Seychelles have the highest proportion of women in decision-making (still a far from the Protocol target of 50%).** Figure 4.1

also illustrates that Madagascar has the lowest proportion of women in economic decision making at 17%. Zimbabwe registers at the low end, with 23%



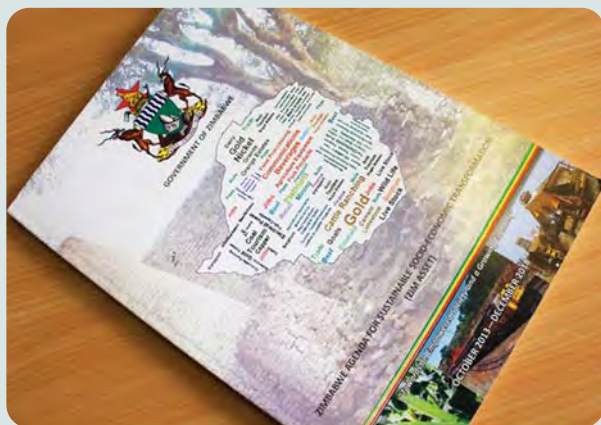
women in decision-making positions. No country has met or come close to the 50% target for women in economic decision-making.

**Only three countries have 30% or more women in decision-making.** These are Mauritius, Seychelles and Swaziland. Meanwhile, 12 countries have fewer than 30% of women in decision-making positions. Botswana fell from its top position of 30% to 29%. The region's fastest growing economies - Mozambique, Angola and Tanzania - need to sustain the growth by

increasing the number of women in economic decision-making positions.

In Zimbabwe, while researchers can compile data on women's representation in economic decision-making positions in the public sector, there is still no comparable data on women in senior and executive management positions in the private sector. Overall findings from the 2011 Labour Force Survey (LFS), show that of those employed in the occupational category of managers, women comprise 0.4% compared to men's 1.7%.

### Zim Asset seeks inclusive social empowerment for economic growth



Zim Asset, Zimbabwe's economic blueprint document, urges inclusivity.  
Photo: Google Images

Lawmakers created the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset) to achieve sustainable development and social equity anchored on indigenisation, empowerment and employment creation, which will they hope to largely propel by the judicious exploitation of the country's abundant human and natural resources. The Zim Asset consists of four clusters:

- Food security and nutrition;
- Social services and poverty eradication;

- Infrastructure and utilities; and
- Value addition and beneficiation.

The economic blueprint focuses on a people-centred government that prides itself on promoting equitable development and prosperity for all Zimbabweans. The plan targets the agriculture, mining and tourism sectors as well as improving the country's health, education, infrastructure and sanitation systems. It lists gender mainstreaming as a key programme in the social services and poverty eradication cluster. The Ministry of Women Affairs, Gender and Community Development will oversee all activities for gender mainstreaming. The expected economy related outputs for gender mainstreaming are:

- Women's groups funded under the Women Development Fund;
- Women groups linked to markets through exhibitions, fairs and expos;
- 50% of decision-making positions held by women;
- Women accessing micro credit;
- Women participating in all levels of decision making; and
- Women participating in key social, economic and political sectors.

*Excerpt from the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset) plan, 2013*

## Gender-responsive budgeting



*The Protocol provides that State Parties shall ensure gender responsive budgeting at the micro and macro levels including tracking; monitoring and evaluation.*

Gender activists see gender-responsive budgets (GRB) as a key mechanism for tracking whether governments allocate national resources in line with the normative

framework for gender equality, women's rights and women's empowerment. Since 2007 when the Zimbabwean government introduced GRB, the Treasury

Call Circulars of 2008 to 2012 have instructed ministries and government departments to engender their budgets. These Circulars provide evidence of the government's commitment to institutionalise GRB, which it views as a tool to mainstream gender and equity concerns into public finance.

Promoting gender-responsive policies and budgeting in all sectors of the economy, including specific measures on alternative financing for women's economic empowerment, sit among the measures recommended in the country's MDG 2012 Progress Report to accelerate the achievement of MDG-3 by 2015.<sup>11</sup>

However, despite the paper commitments to gender-responsive budgeting and the importance of GRB in advancing gender equality, Zimbabwe's national budgets still reflect little commitment to gender equality and the empowerment of women. In the 2014 National Budget, only four ministries had a gender-mainstreaming budget, and all came in at \$50 000 or less. The ministries included Agriculture, Mechanisation and Irrigation Development (\$20 000), Ministry of Local Government,

Public Works and National Housing (\$50 000), Ministry of Higher and Tertiary Education (\$10 000) and the Ministry of Women Affairs, Gender and Community Development (\$50 000).



Economic empowerment at the local level is critical. In Zimbabwe, some women take part in urban farming, including Esnath Nyoni (above), chairperson of the Siyaphambili Glenkara Homes Garden in Bulawayo.  
Photo: Clever Zulu

**Table 4.3: Top Ten Government Priorities over the years (2010-2013)**

Vote	2010		2011		2012		2013	
	% Share Allocation	Rank	% Share Allocation	Rank	% Share Allocation	Rank	% Share Allocation	Rank
Education, Sport...	12.98	1	17.09	1	19.67	1	19.56	1
Finance	9.21	2	6.10	5	7.62	5	5.65	6
Health & Child Welfare	6.98	3	9.33	2	8.28	3	9.87	2
Home Affairs	5.73	4	7.28	3	8.17	4	7.98	4
Agriculture	5.20	5	4.52	7	5.08	7	3.83	8
Higher & Tertiary Edu...	5.16	6	5.78	6	7.45	6	7.43	5
Defence	4.83	7	7.23	4	8.64	2	9.24	3
Office of the President & ...	3.01	8	4.42	8	4.01	8	4.17	7
Public Service	2.47	9	-	-	3.54	9	3.64	9
Justice & Legal Affairs	2.36	10	-	-	2.44	10	2.49	10

Source: Zimbabwe Women's Resource Centre and Network.

The ministry that serves as the country's national machinery for advancing gender equality and women's rights remains one of the most under resourced ministries. As Table 4.3 shows, the ministry has never featured among the top 10 priority ministries in terms of the national budget allocations.

More detailed research and analysis will be necessary to understand how the sector ministries come up with

the amounts allocated, and to determine whether a difference exists between the amounts proposed for gender mainstreaming and the final amount that ends up in the national budget. It also is not clear why certain ministries consistently include an allocation for gender mainstreaming in their budgets and other ministries do not. ZWRN advocates for all ministries to allocate 5% of their budgets to gender mainstreaming.

<sup>11</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.

## Government guidelines on GRB

Since stakeholders introduced GRB in 2007, the Zimbabwean government, through the Ministry of Finance, has provided guidance to ministries and departments each year on how to engender their sector budgets so that the national budget is gender-responsive.

The government in its circulars defines GRB as follows: Gender budgeting is an approach that seeks to disaggregate the government mainstream budget according to its impact on women and men, girls and boys and different socio-economic groups of people and regions. It takes into account the differences in needs and interests of women and men, girls and boys, rural and urban, rich and poor, young and old, those with and without disabilities.

Gender Budgeting is not about separate budgets for women and men. It is about integration of gender issues into national policies, plans, specific projects and programmes rather than regarding women as a “special interest group.”

The Core Circulars provide extensive guidelines to ministries on how to gender their budgets, starting with a gender analysis of their sector's policies and objectives. If there are gaps, ministries are encouraged to close the policy gap by putting in place gender-sensitive policies.

The circular also guides ministries and departments to reflect in their budgets (a) gender-specific expenditures; (b) equal opportunity expenditures; and (c) to analyse mainstream expenditures (often 99% of the National Budget) for their gender impact. The example often given is the expansion of water and sanitation coverage.

The guidelines for preparing gender-responsive budgets for the 2013 National Budget also called for ministries to submit a Gender Awareness Budget Statement along with their expenditure proposals. This should include an overview of the respective ministry's gender vision, policies, strategies and commitments; a gender situational analysis relevant to the ministry/department by economic classification; and a set of proposed interventions to address gender issues within the sector.

The guidelines also remind ministries that: “engendering a budget is not a one-time activity, but a process that involves identifying gender issues/problems... and proposing intervention measures to address them.”

The extent to which ministries implement the guidance provided in the circulars is an area for further research and analysis to determine where the bottlenecks lie, and for a deeper understanding of the accountability mechanisms in the chain of the budget process that ensures the national budget is indeed gender-responsive.

## Time use



*The Protocol provides that by 2025, state parties shall conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.*

Zimbabwe has not conducted any time-use studies. This could help establish the invisible work of women not recorded in national accounts.

## Property and resources and access to credit



*The SADC Protocol provides that by 2015 state parties shall review all policies and laws that determine access to, control of, and benefit from, productive resources by women.*



Women take part in a protest march in Zimbabwe. Photo: Google Images

Women's access to productive resources and their ownership of property remain among the key barriers to their economic empowerment in Zimbabwe.

The 2010-2011 Zimbabwe Demographic and Health Survey shows that women's ownership of assets, often required for collateral, is still very low. More than six out of ten women do not own a house (63%) or land (64%). According to the ZDHS, only 9% of women own a house alone and 9% own land alone.

Ownership of land is a key indicator of women's empowerment in Zimbabwe, where agriculture continues to be one of the mainstays of the country's economy. Moreover, while the 2000 Land Reform programme sought to redress racial inequalities in terms of land ownership, gender inequalities in terms of women's ownership of land persists.

### Agricultural sector develops gender strategy

The Ministry of Agriculture, Mechanisation and Irrigation Development developed in 2014 its first Agriculture Sector Gender Strategy to mainstream gender into all of the ministry's policies, programmes and services. The strategy has a stated mission "to enhance equality and participation of all gender groups in agriculture and to facilitate delivery of high quality services responding to the practical and strategic needs of both men and women farmers."

More than 70% of the population derive their livelihood from agricultural and related activities and women contribute about 70% of agricultural labour, with the majority in subsistence farming. The sector is one of the key drivers of the economy, contributing 20.4% of GDP and more than 40% of national export earnings.

A gender assessment of the sector, which helped to inform the gender strategy, found that women face gender inequalities across the agricultural value chain, both in the traditional and modern chains. Thus, stakeholders base the Agriculture Sector Gender Strategy

Stakeholders divide Zimbabwe's agricultural sector into communal and commercial farming areas. The Land Reform programme created A1 and A2 farms from former large commercial farms.

**Table 4.4: Land ownership by sex and farming sector**

Farming sector	% Male owners of land	% Female owners of land
Communal	54.8	45.2
A1 Farms	69.3	30.7
A2 Farms	84.2	15.8
Small-scale commercial farms	63.4	36.6
Large-scale commercial farms	80.5	19.4

Source: 2010 Agriculture and Livestock Survey cited in Women and Men in Zimbabwe 2012 Report, ZimStat, April 2013.

As illustrated in Table 4.4, both in the communal and commercial farming sectors, the ownership of land remains largely in the hands of men. In addition to not owning land, women also do not own agricultural assets. The 2010 Agriculture and Livestock Survey (ALS) shows that only 7% of the female household heads own self-propelled combined harvesters and 5.6% of female household heads own tractor-drawn combine harvesters.

on the recognition that the full integration of women into agricultural productivity is essential for the sector's growth. The strategy has five priority areas that its authors agreed on during broad consultations with stakeholder institutions.

These include knowledge management and capacity building - comprehensive gender analysis, sex disaggregated data and gender mainstreaming tools; human resource management and development; gender-responsive policies, programming, monitoring and evaluation; and women's empowerment (access to, use of and control over productive resources).

The strategy also calls for the creation of a Gender Coordinating Unit, which will report directly to the Permanent Secretary. In addition, the strategy is focused on the internal transformation of the ministry to make it a more supportive and gender-responsive institution. This includes the level of service delivery to influence the skills, attitudes and behaviour of the service providers.

Source: Agriculture Sector Gender Strategy, Ministry of Agriculture, Mechanisation and Irrigation Development, November 2014



## Access to credit and loans

The ownership of land and agricultural assets increases women's access to credit, because women can use both as collateral for loans. The majority of women landowners, however, work in the communal sector where land cannot be used as security for credit because the owners do not have access to the land in their own right.<sup>12</sup> Women in the communal areas have secondary land use rights through their husbands and in the small-scale commercial areas, sons take over farms when the male head of household dies.<sup>13</sup>

Even when collateral is not required, as is the case with short term loans, women recipients still form the minority. Data from 2010 shows that women comprised only 8% of those who received short-term loans in the communal sector; 15.3% and 26% of those on A1 and A2 farms respectively who received short-term loans; 9.5% of the recipients of short-term loans in the small-scale commercial farming sector; and 13.4% of the large-scale commercial farmers who received loans. Women in all farming sectors, except A2, remain below 20% of the recipients of short-term loans.<sup>14</sup>

Stakeholders and government have established several loan schemes to facilitate women's economic empowerment and entrepreneurship in small and medium businesses. The Small Enterprises Development Corporation (SEDCO) has specific financial loans and

management training for women. The parastatal has a target to provide at least 30% of its products and services to women entrepreneurs, and has funded women's projects since 1984.

In 2006, the Reserve Bank of Zimbabwe (RBZ) introduced a lending scheme to boost production in the SME sector. By 2007, women accessed 44% of the total amount allocated to the RBZ facility.<sup>15</sup>



Zimbabwean women working in the construction sector.

*Photo: Practical Action*

## Women's Development Fund

The Ministry of Women Affairs, Gender and Community Development created a Women's Development Fund (WDF) to finance income-generating projects for women. The national machinery's 2013 budget voted to allocate the fund US\$2.5 million compared, to US\$3 million in the 2012 budget and US\$2 million in the 2011 budget vote.<sup>16</sup> Legislators allocated some US\$8.5 million to the Fund between 2010-2013 by the National Treasury, but only US\$2 697 370 or 30% of the allocated amount, has

been released to operate the fund in the 10 provinces. The fund received no funds from Treasury in 2012 and 2013. The parliamentary Portfolio Committee on Women Affairs, Gender and Community Development called for an increase in the 2015 national budget to the Women's Development Fund and further called on Treasury to expedite the actual releases of funds allocated to the fund beginning in January 2015.

*Source: First Report of the Portfolio Committee on Women Affairs, Gender and Community Development, Parliament of Zimbabwe, September 2014*

Financial institutions have also introduced several funds for women and youth. The Central Africa Building Society (CABS) has a \$US10 million fund for youth known as *Kurera* or *Ukondla*. The fund's head says there has been a low uptake of the funds because many who apply do not meet the criteria, while others try to access

the funds for capacity building, instead of for starting businesses. Old Mutual Zimbabwe established the Youth Empowerment Fund as part of its contribution to the country's indigenisation and empowerment programme. Young women applied for 33% of applications, while 66% came from young men.

<sup>12</sup> Women and Men in Zimbabwe Report 2012, Zimbabwe National Statistics Agency, April 2013.

<sup>13</sup> Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009

<sup>14</sup> Women and Men in Zimbabwe Report 2012, Zimbabwe National Statistics Agency, April 2013

<sup>15</sup> Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

<sup>16</sup> Zimbabwe 2013 National Budget Estimates; Zimbabwe 2012 National Budget Document.

The Commercial Bank of Zimbabwe (CBZ) is the fund manager for the Zimbabwe Women Investment Fund (ZWIF), a private equity fund that aims to mobilise resources for women's participation in the mainstream economy; identify projects that empower women; and to promote a savings culture among women. The ZWIF started with an initial capital of US\$1 million through the issuance of 100 000 shares at US\$10 each. Stakeholders expect the capital to grow to US\$25 million within the next three years. CBZ branches sell shares nationwide.

Legally, women of any marital status can procure loans from financial institutions for investment purposes as well as to purchase immovable or other forms of property.<sup>17</sup> The Immovable Property Prevention and Discrimination Act [Chapter 10.12] prohibits financial institutions from perpetuating discrimination on the grounds of sex, among other grounds, by refusing to grant loans or other financial assistance for the acquisition, hiring, construction, maintenance or repair of any immovable property, to people of a particular sex.<sup>18</sup>



Selling arts and crafts is a source of income for many women in Zimbabwe.  
Photo: UNDP Zimbabwe

Nevertheless, women still cite gender discrimination by financial institutions as a barrier to their accessing money. In the 2012 Women Alliance of Business Associations in Zimbabwe (WABAZ)/Zimbabwe National Chamber of Commerce (ZNCC) study, 65.7% of women surveyed indicated that they "felt discriminated against by bank officials," and three out of ten of the women who felt discriminated against cited a lack of collateral as the main reason they could not obtain funds.<sup>19</sup>

**Table 4.5: Barriers to access to finance for women**

Barrier	Effects
Legal constraints	The traditional norms and values prevent women from leaving formal financial options acting as legal persons and from accumulating assets such as property. Such constraints affect women's ability to offer assets as collateral, which is often beyond the scope of a woman's available or limited assets. Women continue to be treated as legal minors in some communities, constraining their ability to make independent decisions or contractual arrangements, e.g. for funding.
Employment and income limitations faced by women	Women remain most likely to have employment at the lower levels, least skilled, least influential and lowest paid jobs in the economy. This has a negative impact negatively on their ability to accumulate assets and equity.
Exclusion from policy making, decisions and influence in financial and economic decision making	Society has largely excluded women from decision-making in both the economic and financial spheres of influence. Since women largely do not exist in positions of power in these sectors, this has the effect of not fostering a culture that recognises the gender constraints and respects the needs of women. Women are likely to need start-up capital and commercial institutions see women as high risk. Gender-neutral institutions do not support women and remain insensitive to the gender constraints faced by women. There is also very little attempt made to explore alternative risk management strategies better suited to the asset limitations of women.
Attitudes towards women	Male decision-makers often consider the realities of women's lives as adverse and use the multiple roles women play as a justification for declining business credit. In a situation of scarce resources, investors will often go with what they know, i.e. men.
Lack of information and exposure to business and finance environments	Women are often not aware of the financial or non-financial support available to them to enhance their business aspirations.
Business maturity	Whilst men and women face difficulties when setting up businesses, women face additional difficulties such as access to finance. The playing field tends to level out when women's businesses reach maturity and can provide sufficient evidence to reduce the perception of risk associated with gender.
Finance institutions policies	A lack of collateral means that the primary source of funding for resource poor women is high interest bearing and low value micro finance. Banks remain mostly unaware that women face gender specific constraints when seeking finance and may adopt a gender-neutral position, assuming that this puts women on an equal footing. Women often want to borrow smaller amounts and this may be outside of the minimum loan policies of a bank.

Source: Gender Links, 2014.

<sup>17</sup> Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

<sup>18</sup> Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

<sup>19</sup> Women Entrepreneurs in Zimbabwe, An analysis of the Enabling Environment and Potential for Women's Empowerment, by Dr Charity Manyeruke, Women Alliance of Business Associations in Zimbabwe and Zimbabwe National Chamber of Commerce, 2011.

## Employment



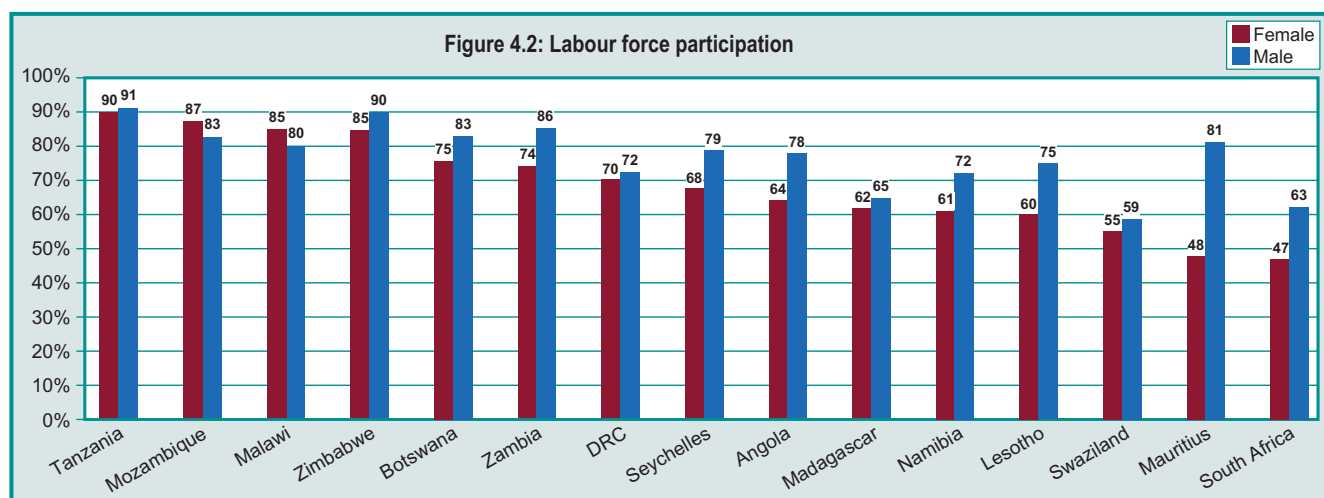
*The Protocol provides that by 2015, state parties shall review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy. It also provides for equal pay for equal work, eradication of occupational segregation and maternity and paternity benefits.*

Zimbabwe's Labour Act [Chapter 28:01] and the Public Service Regulation prohibit discrimination on the basis of gender at all stages of employment - recruitment, selection, working conditions, training and promotion.<sup>20</sup>

The 2011 Labour Force Survey (LFS) shows that 87% of the population aged 15 and above is active in the labour force, and that the labour force participation rate is higher among males than females for all age groups.

However, the survey does show an increase in women's participation in the labour force across all age groups since the 2004 LFS.<sup>21</sup>

The gap, however, remains wide between women (14%) in paid employment in 2011 compared to men (31%), and 59% of women in the labour force work in communal farming. Meanwhile, 84% of the 5.4 million people employed work in the informal sector and women make up 53% of this number.



Source: Gender Links 2014; Zimbabwe 2011 Labour Force Survey.

In Southern Africa, labour-force participation for women continues to lag behind that of men. Figure 4.2 reflects the level of women's participation in the labour force. Tanzania recorded the highest proportion of women's participation at 90% while South Africa recorded the lowest at 47%, despite that country being the region's economic powerhouse. Zimbabwe falls in the middle, with 85% of Zimbabwean women represented in the labour force. Female labour participation is above 50%

in 13 of the 15 SADC countries. The research records the widest gaps in Mauritius and South Africa.

**Table 4.6: Women and men in employment**

	% women	% men
Paid Employment (2011)	14	31
Unemployed (broad definition <sup>22</sup> ) (2011)	14.5	6.6

Source: Zimbabwe 2011 Labour Force Survey, ZimStat.

<sup>20</sup> Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

<sup>21</sup> Women and Men in Zimbabwe Report 2012, Zim Stat, April 2013.

<sup>22</sup> The broad definition of unemployed refers to those who are without work and are available for work.

Table 4.6 shows that more women than men live without jobs in Zimbabwe. Education continues to be one of the major impediments to women's paid employment. Men make up the majority of those employed with higher levels of education completed - secondary and tertiary - while more women have jobs within the education levels of no primary education, some primary education and primary education completed.<sup>23</sup> Less than 1% of employed women work as managers. Without education, women end up in lower-paid and unskilled jobs, which limits their economic opportunities. The majority of women work in communal, resettlement and peri-urban farming or in family worker categories that provide no social protection and the pay is too low for women to create savings. Further, women comprise 54% of the unskilled employees in the country, while men comprise 59% of the professionals.<sup>24</sup>



Women pump water in Makoni District in 2013. Research shows a majority of Zimbabwe's women work in the country's informal sector.

Photo: International Committee of the Red Cross

A large percentage of women can be found in the economically inactive population, which includes those 15 years and older who researchers viewed as neither employed nor unemployed in the seven days preceding

the 2011 survey. This group includes students, homemakers, retired persons with a pension, retirees without pensions, and the sick/ill/too old and "other." Women comprised 63% of the economically inactive group compared to 37% men, and women form the majority of homemakers (30%) compared to 6% men. Students make up the largest group in the economically inactive population (44%). However, of these, men comprised 58% compared to 36% female, further evidence of the large number of girls who are not in school, especially at the secondary and tertiary school levels.<sup>25</sup>

**Table 4.7: Employment levels of women and men across key occupations**

Sector	% women	% men
Managers	0.4	1.7
Professionals	4.1	3.8
Technical and associate professionals	1	2.2
Clerical support workers	0.9	1.6
Service and sale workers	11.2	9.9
Skilled agricultural, forestry and fishery workers	68.8	54.6
Craft and related trade workers	2.3	9
Plant and machine operators, and assemblers	0.4	5.6
Elementary occupations	10.9	11.4
Armed forces occupations	0	0.3

Source: 2011 Zimbabwe Labour Force Survey.

According to Table 4.7, only 34% of women work in paid employment in the non-agricultural sectors of education, manufacturing and wholesale and retail trade, repair of motor vehicles and motor cycles in 2011, and of the three sectors, women (55%) dominated in education.<sup>26</sup>

**Table 4.8: Conditions of employment**

Provision	Yes/No	Provisions
Maternity leave	Yes	Labour Relations Act [Chapter 28:01] - 98 days
Paternity leave	No	In its recommendations in 2014 to the Ministry of Public Service, Labour and Social Welfare, the Parliamentary Portfolio Committee on Women Affairs, Gender and Community Development called on the ministry to develop legislation on paternity leave, to be in place by the second quarter of 2015, so that employers do not discriminate against women when they seek employment
Sexual harassment	Yes	Section 8, Labour Relations Act and First Schedule of the Public Service Regulations of 2000
Night work	-	-
Same retirement age and benefits for women and men	Yes	

Source: Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women, 2009; First Report of the Portfolio Committee on Women Affairs, Gender and Community Development, 2014.

<sup>23, 24, 25</sup> Zimbabwe 2011 Labour Force Survey, ZimStat, 2012.

<sup>26</sup> Women and Men in Zimbabwe 2012, ZimStat, April 2013.



An amendment of the Labour Relations Act has increased maternity leave from 90 to 98 days and legislators have emended the act in line with the International Labour Organisation (ILO) Convention No. 183 on maternity protection.<sup>27</sup>

The government plans to introduce a Maternity Benefit Scheme to remove the payment of salaries while a woman is on maternity leave from the employer. This action is one way to address the legal challenge that a woman cannot go on paid maternity leave twice within a period of two years, and a woman can only go on maternity leave three times on full benefits with the same employer.<sup>28</sup>

### The Zimbabwe National Chamber of Commerce mentorship programme



The Zimbabwe National Chamber of Commerce (ZNCC), in collaboration with the Women Alliance of Business Associations in Zimbabwe (WABAZ), has launched a one-year mentorship programme targeted at growing the numbers of women in entrepreneurship.

According to the WABAZ secretariat, the project will build female business brands for entrepreneurs, executives and investors. "The goal is to advise, inspire and connect a global and local community of ambitious entrepreneurial women with those who have made it into the industry," secretariat representative Sithabile

Mangwengwende said. The groups created this project as part of the build-up to the Women in Enterprise Conference and Awards (WECA) in September 2014.

According to WABAZ, hundreds of women from all over the country participated in the Mentorship Clinic but only those with an exceptional standing and a keen eye for business engaged in the yearlong mentorship programme. Stakeholders formed WABAZ under the auspices of the Zimbabwe National Chamber of Commerce for connecting female entrepreneurs with the resources necessary to integrate them into the mainstream economy.

The project emerged out of a study by University of Zimbabwe lecturer Charity Manyeruke that advocated for an enabling environment for women's empowerment. WABAZ aims to be a vibrant body for women business associations to participate in the policy formulation and to cater for women's needs in business.

*Adapted from an article by Rumbidzayi Mashayahanya, The Zimbabwe Mail, 6 June 2014*

## SGP Post 2015



### The post-2015 agenda for economic justice, productive resources and employment, economic empowerment in Zimbabwe



Gender inequalities between women and men in Zimbabwe remain the most pronounced in formal sector employment, incomes, and access to, ownership of, and control over, the means of production in the key economic sectors of agriculture, mining, tourism and trade. Policies and programmes for women's economic

empowerment, however, remain small-scale. Even though Zimbabwe has incorporated some progressive legislation in many areas of this sector, the country will not achieve the target of 50% women in economic decision-making by 2015. There is a great need to increase women's access to sustainable and meaningful employment, as well as education that paves the way for such employment.

<sup>27</sup> Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

<sup>28</sup> Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

The Alliance proposed the following targets and indicators for post-2015.

**Table 4.9: Proposed targets and indicators for economic justice**

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
Equal participation by women and men in policy formulation, implementation and monitoring of economic policies	5.8 Ensure full, equal and effective participation and leadership of women at all levels of decision-making in the public and private spheres	1. By 2030, ensure equal participation by women and men in policy formulation, implementation and monitoring of economic policies in both the public and private sectors	1. Percentage of women CEOs and on boards of directors in parastatals, state enterprises and private sector 2. Percentage of women in leadership positions in economic decision-making (ministers and deputy ministers of finance; economic planning; central banks) 3. Percentage of monitoring tools developed 4. Percentage of laws monitored
Effective gender-responsive budgeting at the micro and macro levels including tracking, monitoring and evaluation	5.10 Promote the availability of gender disaggregated data to improve gender equality policies, including gender responsive budgeting	2. Ensure effective gender-responsive budgeting at the micro and macro levels including through the availability of sex disaggregated data, tracking, monitoring and evaluation	5. Percentage of gender priorities are reflected in national budgets 6. Percentage of allocated funds in the national budget for gender priorities that are received by ministries
With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes		3. 50% of tenders awarded to women	7. Number of women who apply for tenders 8. Number of women awarded tenders at local, regional and national levels
Adopt policies, enact, and monitor laws, which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors	8.12 improve regional and trans-border infrastructure to promote effective regional economic integration and facilitate trade	4. Policies and laws enacted, implemented and monitored	9. Proportion of women-owned enterprises in the small, medium and large scale business sectors 10. Measures taken to facilitate cross border trade 11. Number of reviewed policies
Review all policies and laws that determine access to, control of, and benefit from, productive resources by women	1.4 By 2030 secure equal access for all men and women, particularly those most in need, to basic services, the right to own land, mines and property, productive resources and financial services, including microfinance	5. Ensure that by 2030 women and men can equally access basic services, own immovable property, access appropriate financial services and entrepreneurship training programmes to promote the growth of women owned businesses in the region	12. Percentage of women who hold a bank account with a financial institution <sup>29</sup> 13. Proportion of population with access to institutional credit, by sex <sup>30</sup> 14. Percentage of equal ownership of property by men and women and data disaggregated by sex <sup>31</sup>

<sup>29</sup> Women's economic Opportunity ,SIGI.

<sup>30</sup> World bank Gender statistics Database, Women's economic Opportunity ,SIGI.

<sup>31</sup> World development indicators, Women's economic Opportunity ,SIGI.

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
	5.7 Ensure women's equal access to, control and ownership of assets and natural and other productive resources, as well as non-discriminatory access to essential services and infrastructure, including financial services and ICT	6. Ensure women's equal access to, control and ownership of assets and natural and other productive resources (Draft SDG 5.7)	15. Proportion of resources allocated to agriculture going to small scale farmers disaggregated by sex <sup>32</sup>
			16. Percentage of widows owning land
			17. Equal percentage of men and women accessing and owning land <sup>33</sup>
		7. Ensure the equal access of men and women to enterprise funding opportunities at all levels of business activity by 2030	18. Percentage of women graduating in the Accounting, Economics and Commerce fields
			19. Percentage of women owned businesses by sector and size
		8. Ensure that by 2030, women, including those from indigenous groups benefit equally from extractive resources	20. Percentage of women who own mines
			21. Percentage of women working in mines
			22. Percentage of women in mining leadership
Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy		9. By 2030, review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy	23. Existence and enforcement of equal employment opportunity law <sup>34</sup>
			24. Institutionalisation of paternity leave
			25. Maternity leave benefits (% of wages paid)
			20. Female share of non-agricultural paid labour <sup>35</sup>
			26. Percentage of women who say they can decide how to spend their income <sup>36</sup>
			27. Level of gender pay gap <sup>37</sup>
			28. Percentage of women graduates absorbed into the labour market
			29. Enforcement of the "Decent work" agenda
	5.5 Ensure women's equal access to full and productive employment and decent work, and equal pay for work of equal value	10. ensure women's equal access to full and productive employment and decent work, and equal pay for work of equal value	30. Proportion of the population in vulnerable employment, by sex <sup>38</sup>
			31. Average weekly number of hours spent on unpaid care work, by sex <sup>39</sup>
Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women	5.6 Reduce and redistribute unpaid care and domestic work through shared responsibility	11. Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women including care work and child rearing responsibilities by 2030.	
Ensure equal access to ownership of housing and land including protecting all women, including	11.1 Ensure universal access to adequate and affordable housing and basic services for all,	12. Review/enact policies and laws that enable women to access mortgage loans	32. Percentage of women accessing mortgages
			33. Percentage of women (and widows) owning their own houses

<sup>32</sup> World development indicators, Women's economic Opportunity ,SIGI.

<sup>33</sup> World development indicators, Women's economic Opportunity ,SIGI.

<sup>34</sup> World bank Gender statistics Database, Women's economic Opportunity ,SIGI.

<sup>35</sup> ILO, ILO, World development indicators.

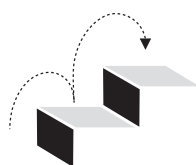
<sup>36</sup> Women's economic Opportunity ,SIGI.

<sup>37</sup> World bank Gender statistics Database, Women's economic Opportunity ,SIGI.

<sup>38</sup> ILO, ILO, World development indicators.

<sup>39</sup> ILO, ILO, World development indicators.

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
widows from discriminatory immovable property practices by 2030 (Draft SDG 11.1 and 5a)	eliminate slums and upgrade informal settlements		34. Number of women owning and controlling assets and productive resources
	5.a ensure women's equal right to own and control assets and productive resources		
Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in the ICT sectors of the economy by 2030 and ensure that women have equal access to internet and ICT infrastructure	5.b by 2030 achieve universal access to ICT for women and men to promote women's empowerment	13. Enact and monitor ICT employment policies in rural and urban areas	35. Percentage people with access to technology by sex <sup>40</sup> 36. Percentage of employment in ICT by sex 37. Percentage of people with access to affordable mobile technology and internet access by sex <sup>41</sup>



## Next steps

- Conduct more research and data on women's presence and participation in both the formal and informal sectors of the economy and women's representation in economic decision-making within the private sector.
- Researchers should conduct an extensive gender diagnosis of the new economic blueprint, Zim Asset, to inform the gender-mainstreaming programme in all aspects of socio-economic development plan.
- The alignment of laws to the new Constitution should include an extensive review of Zimbabwe's economic and finance laws and policy framework to identify the areas for legislative review and reform to ensure women's economic empowerment and access to economic opportunities in the country's key productive sectors.
- The ongoing gender-responsive budget initiative needs strengthening at the national and local levels

to ensure better costing, budgeting and resource allocation systems for gender equality and women's rights; GRB must be integrated in the implementation and assessment of Zim Asset.

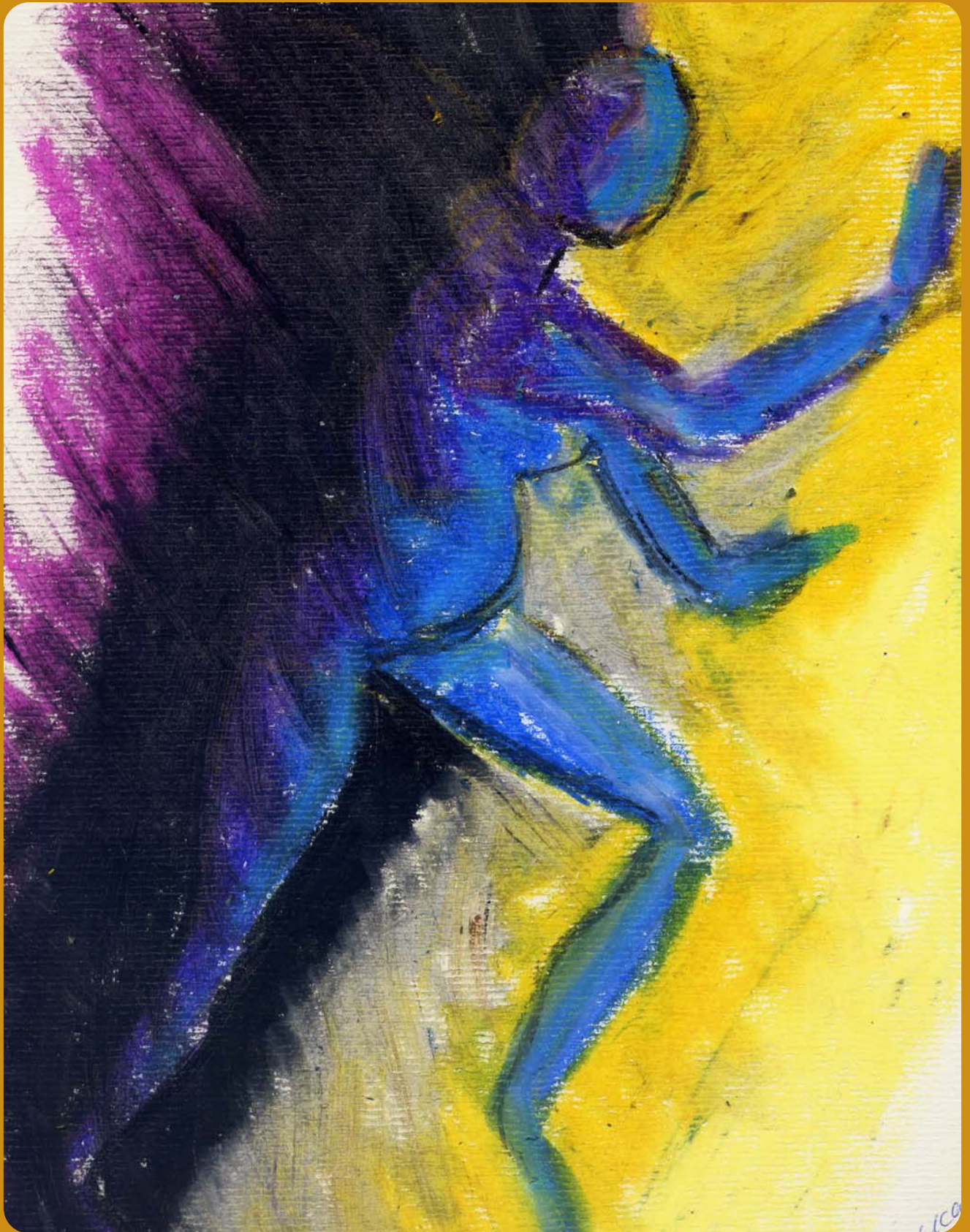
- Technical expertise in the use of gender mainstreaming in central development sectors and macro-economic policies and frameworks is a priority area for capacity building in government, academia and civil society.
- Legislators should implement special measures and targets to increase women's access to credit and loans and widely publicise them. Further, stakeholders should develop strategies to remove the barriers to women's participation in business.
- The ongoing push towards indigenisation of the economy should incorporate policies and strategies to increase women's access to, and control of, land and other productive resources.

<sup>40</sup> World development indicators.

<sup>41</sup> World development indicators, Demographic survey.







"Zarina"

Anushka Virahsawmy





## CHAPTER 5

# Gender Based Violence

### Articles 20-25



Members of the Chegutu Municipality say "no to gender violence" as they commemorate the 16 Days of Activism in November 2014.  
Photo: Tapiwa Zvaraya

#### KEY POINTS

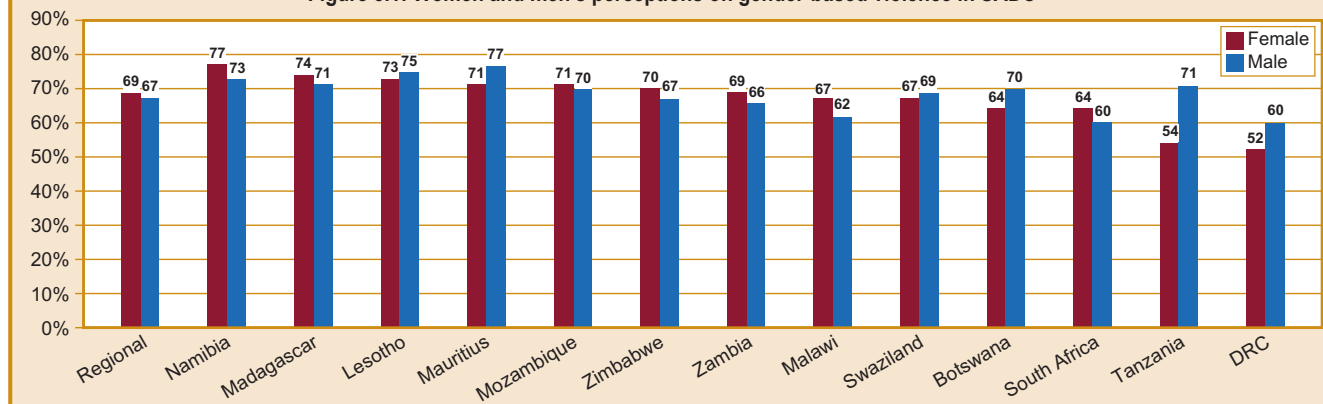
- Women (70%) in Zimbabwe scored the government slightly higher than men did (67%) in the citizen's ranking on gender-based violence (GBV).
- Women and girls continue to experience high levels of physical and sexual violence. Violence remains one of the most pervasive women's rights violations and perpetrators use it to keep women in subordinate roles. All forms of GBV negatively affect the political, economic and social empowerment of women and girls.
- Government continues to strengthen the legal and policy framework to prevent and respond to all forms of GBV. In June 2014, the Ministry of Women Affairs, Gender and Community Development launched the National Action Plan against Rape and Sexual Violence.
- However, the law has anomalies, such as a provision in the Criminal Code that puts the age for consent to sex from 16 years and less. This specific provision has skewed justice unfairly in favour of the perpetrators of sexual violence against girls and lawmakers must amend it during the constitutional alignment process.
- Stakeholders have reached more than 13 districts with awareness-raising interventions on GBV prevention, child protection and HIV and AIDS, but ingrained beliefs and attitudes that sustain violence against women remain.
- Gender activists and local government have been strengthening GBV structures at district level through the development of monitoring and evaluation frameworks and action plans to address the CEDAW Committee's Concluding Observations to Zimbabwe on GBV.

**Table 5.1: SGDI and CSC scores for GBV**

	SGDI	CSC	
		Women	Men
<b>Scores</b>	N/A	70%	67%
<b>Ranks</b>	N/A	6	

There is no SADC Gender and Development Index SGDI score for GBV. The tool used in this sector is citizen perceptions, as measured through the Citizen Score Card (CSC).

**Figure 5.1: Women and men's perceptions on gender-based violence in SADC**



Source: Gender Links 2014.

Figure 5.1 illustrates that on average women and men give their governments a score of 68%. Women ranked their governments at 69% and men at 67%. This overall score is the same that researchers obtained in 2013, implying that citizens in the sample seem to feel their governments have not improved in their response to GBV. In most countries, women and men scored their country's performance lower than in 2013. Botswana, Lesotho, Madagascar, South Africa, Tanzania, Zambia and Zimbabwe scored lower than last year. On the other hand, citizens in Malawi, Mauritius, Mozambique, Namibia and Swaziland think their governments have improved in their performance. Men in the Democratic Republic of the Congo (DRC) scored their government's performance higher than in 2013, from 45% to 60% while the women from the same country scored lower, dropping from 60% to 52%.

Zimbabwe ranks sixth in the region in regards to women and men's perceptions on government's response to GBV and in meeting the 2015 SADC Gender Protocol targets for this sector. The country has a relatively strong GBV legal framework. There is increasing focus on the forms and levels of violence against women and children by government, civil society, the media and citizens.

## Background

The GBV indicators project aims to establish comprehensive indicators on the extent, response, support and prevention initiatives. The SADC Protocol on Gender and Development inspired the project. The Protocol calls for governments to halve current levels of GBV by

2015. Gender Links (GL) in partnership with government and civil society partners, conducted this research in Botswana, Lesotho, Mauritius, Zimbabwe, the South African provinces of Gauteng, Western Cape, KwaZulu-Natal and Limpopo, as well as the Zambian districts of Kasama, Kitwe, Mansa and Mazabuka. The research has provided evidence for the strengthening of National Action Plans to End Gender Violence (NAP) in the six countries. As GL cascades the indicators to other countries, the plan is to gather enough information at provincial level to strengthen local action plans for ending gender violence through Centre's of Excellence (COEs) for Gender in Local Government.



Men participate in the Ministry of Women's 4Ps (Prevention, Protection, Participation, Programmes) campaign in Chimanimani in 2012. Men's role in reducing GBV is essential.

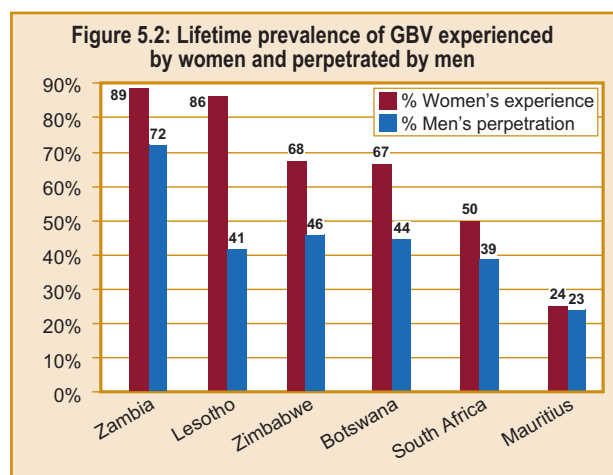
Photo: Courtesy of Ministry of Women Affairs Gender & Community Development



The research employs a prevalence and attitudes household survey; analysis of administrative data gathered from the criminal justice system (police, courts), health services, and shelters; qualitative research of first-hand accounts of women's and men's experiences of intimate partner violence, or "I" Stories; media monitoring, and political content analysis. The flagship tool is the household prevalence and attitude survey, justified on the basis that statistics obtained from administrative data fall short, as survivors do not report most incidents to police or service providers. Statistics from service providers also often cover physical and sexual assault but do not disaggregate GBV into other forms such as femicide, marital rape, emotional and economic violence. The "I" Stories give a human face to all aspects of the research. Overall, 21 225 participants have been interviewed in the six countries: 1229 in Botswana; 3367 in Lesotho, 1357 in Mauritius; 1297 in Zambia; 5621 in South Africa and 6600 in Zimbabwe.



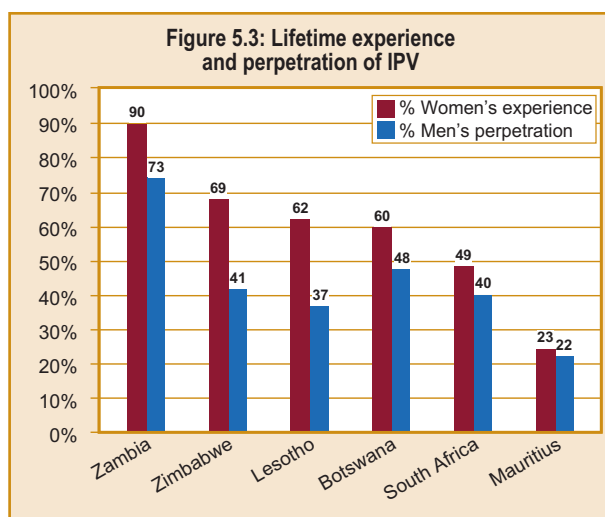
Police officers take part in a GBV campaign in Chimanmani in 2012. Education of the police is critical in GBV prevention.  
Photo: Courtesy of Ministry of Women Affairs Gender & Community Development



Source: Gender Links, 2013.

## Key findings from the GBV Indicators Research province in six SADC countries

The studies found high levels of GBV in all six countries as illustrated in Figure 5.2. From a high of 89% of women in Zambia's four districts of Kitwe, Mansa, Kasama and Mazabuka, to 86% of women in Lesotho, 68% of women in Zimbabwe, 67% of women in Botswana; 50% of women in South Africa's Gauteng, Western Cape; KwaZulu-Natal and Limpopo provinces and 24% of women in Mauritius. A higher proportion of women reported experience of GBV compared to men reporting perpetrating violence in all six countries.



Source: Violence Against Women baseline research, 2013.

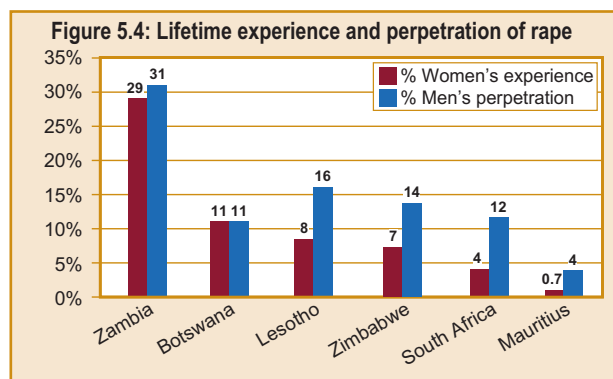
## The most predominant form of GBV experienced by women and perpetrated by men in the six countries occurs within intimate partnerships.

Figure 5.3 illustrated that this ranges from 90% in the Zambian districts surveyed to 23% in Mauritius. In all six countries, the most common form of IPV is emotional violence - a form usually not addressed in police statistics.

**If not curbed IPV can result in femicide.** Overall, when it comes to intimate partner violence, whether physical or sexual, many of the cases go unreported, as women cannot afford to put their husbands, usually the primary breadwinners, in jail. There is also a lot of cultural pressure to resolve these so-called "domestic matters" in the family through mediation and thus blocking the course of justice in most of the cases. In some cases, the violence perpetuates and culminates into femicide. This underscores the need to empower women economically. GL recently embarked on a project that seeks to economically empower survivors of violence by creating an enabling environment through the Local Economic Development programme being spearheaded by the local government across the SADC region. This chapter provides further details under the prevention section.

## Violence within the public domain

Violence does not occur within domestic spheres only, research and media coverage throughout the region reveal that women are not safe in public spaces as well.



Source: Gender Links, 2013.

Figure 5.4 presents rape prevalence rates experienced by women and perpetrated by men in six countries in the SADC region. Twenty nine percent of women in Zambia's four districts, 11% of women in Botswana, 8% of women in Lesotho, 7% of women in Zimbabwe, 4% of women in South Africa's four provinces and 0.7% of women in Mauritius reported experiencing non-partner rape in their lifetime.

The proportion of men reporting rape perpetration in the six countries is significantly higher than the proportion of women reporting experience. This is an issue worth exploring further to understand why more men affirm they have raped compared to the proportions of women who report they have been a victim of rape. Could the stigma that society attaches to rape mean women do not want to speak out? Or do society's warped views of masculinity mean that men see no wrong in raping?<sup>1</sup> There is a need for more nuanced research to reach the crux of these questions. It is evident from the figures above that GBV has become an epidemic in both the public and private domains.

Patriarchal societal norms and unequal power relations drive GBV: Patriarchal norms of wife ownership, sexual entitlement following marriage, and the legitimacy of violence as a means of controlling wives drive GBV in sub-Saharan Africa. In all six countries where researchers conducted studies, both men and women expressed a high level of general support for "equal treatment." However, these attitudes did not extend to the domestic domain. Activists also argue that a lack of institutional programmes targeting behaviour change and patriarchal mindsets contribute to high incidences of GBV cases. In a speech at the 2013 Commission on the Status of

Women (CSW) meeting, Deputy Minister Malebitso Ralebitso from Lesotho emphasised how interventions should target changing antiquated views: "It is however a sad reality that despite the efforts made to implement the Beijing Platform for Action, violence against women and girls remain one of the most pervasive human rights violations. The stronghold on gender-stereotypical attitudes, norms and values stall progress towards implementation of our noble policies and programmes. It is time to confront these challenges and break the chains of fear."

In order to address GBV, there is a need to engage all relevant stakeholders, from community to national government level. There is a recent recognition of involving traditional and religious leaders in the efforts to combat GBV, as these society views these people as the custodians of culture and religion. For many women around the world, community-based, customary justice mechanisms remain the only available method of redress. While people often use traditional practices to justify violence, culture is dynamic and can change through training, public education, and access to new information.<sup>2</sup>

The SADC Gender Protocol requires that, by 2015, member states:

- Enact and enforce legislation prohibiting all forms of gender-based violence;
- Ensure that laws on gender-based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault;
- Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender-based violence;
- Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims with the aim of reintegrating them into society;
- Enact legislative provisions and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres; and
- Provide deterrent sanctions for perpetrators of sexual harassment.



A poster for Zimbabwe's 4Ps campaign.

Photo: Gender Links

<sup>1</sup> Rape, culture and masculinity [http://meloukhia.net/2014/02/rape\\_culture\\_and\\_masculinity](http://meloukhia.net/2014/02/rape_culture_and_masculinity)

<sup>2</sup> Role of traditional leaders and customary justice: <http://www.endvawnow.org/en/articles/1684-role-of-traditional-leaders-and-customary-justice-mechanisms.html>

## Extent of gender-based violence



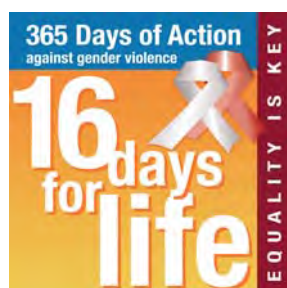
*The Protocol urges Member States to reduce current levels of gender based violence by half by 2015.*

Violence against women and girls is a global pandemic that is both a manifestation of gender inequality and discrimination, and a tool used to maintain women's subordinate status.<sup>3</sup> Through acts of violence, perpetrators violate women's rights to bodily integrity, security of person, right to life, among other human rights. Stakeholders consider the creation of a world where women and girls can live a life free from violence, one of the priority areas for focus for the post-2015 development agenda.

Zimbabwe's legal framework to prevent all forms of GBV in the public and private spheres is relatively strong. There is legislation to address domestic violence in the private sphere. The courts recognise marital rape as a criminal offence (see section on prevention later in this chapter). However, implementation remains weak, because there has not been a holistic approach, or a commitment by government to dedicate financial and human resources to drive effective implementation.

The country has conducted several extensive studies to acquire comprehensive knowledge on the extent and prevalence of GBV in the country. These include the 2010-2011 Zimbabwe Demographic and Health Survey, the National Baseline Survey on Life Experiences of Adolescents (2011) and the largest baseline study on VAW to date, the Violence against Women (VAW) Baseline Study conducted in 2012. The Victim Friendly Units of the Police also provide monthly statistics based on reported cases, but there is still widespread under-reporting.

The 2013 Constitution contains the right to be free from all forms of public and private violence in Section 52, Right to Personal Security. Section 53 includes a right to be free from torture or degrading treatment, which, depending on future interpretations may apply to



gender-based violence. Section 25, on the Protection of the Family, commits the government to adopt measures to prevent domestic violence.

These provisions combined comply with international obligations. CEDAW commits state parties to prevent and protect women against gender-based violence, including domestic violence.<sup>4</sup> Article 20 of the SADC Protocol on Gender and Development commits state parties to combating and addressing gender-based violence through

legislation and government programs. The new Constitution contains the provisions to meet these obligations as long as political leaders provide sufficient resources for these measures and supported support them.<sup>5</sup>

Zimbabwe also has strong laws and policies in place to prevent and eradicate violence against women and GBV. These include the Domestic Violence Act 2006 [Chapter 5:16]<sup>6</sup>; Criminal Codification and Reform Act [Chapter 9:23]<sup>7</sup>; the National Gender Based Violence Strategy 2010-2015; Zimbabwe National HIV and AIDS Strategic Plan II (2011-2015; and the Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and HIV. The VAW Baseline Survey found a high awareness level among women and men in the country of the Domestic Violence Act.

### The costs of GBV

Ensuring policymakers allocate adequate resources from the national budget to address gender violence is essential to a change. While the country invests in studies to gain knowledge on prevalence, it also is critical for the Zimbabwe legislators to get a handle on the cost of GBV to the country. A study commissioned by SIDA in 2009 estimated the cost of GBV services - medical transport, legal, lost wages and other costs to

<sup>3</sup> Progress of the World's Women 2011-2012, In Pursuit of Justice, UN Women New York, 2011.

<sup>4</sup> Politics of Engagement: Women's Participation and Influences in Zimbabwe's Constitution-making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women, CEDAW Committee General Recommendation No. 19 (11th session, 1992) explaining that Article 1 commits state parties to prevent and address gender based violence because it constitutes discrimination against women.

<sup>5</sup> Politics of Engagement: Women's Participation and Influences in Zimbabwe's Constitution-making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women.

<sup>6</sup> The definition of domestic violence under the Act includes abuse derived from any cultural or customary rites or practices that discriminate or degrade women.

<sup>7</sup> The Act also criminalizes harmful cultural practices(Part V); Sexual violence against women and girls falls within the Criminal Codification and Reform Act, including marital rape.



survivors; cost to service providers; cost in terms of loss productivity due to disability caused by GBV; unit loss in productivity due to death caused by GBV - at US\$2 billion. There is a need to update this study.

In Africa, according to a 2011 study by the UN Economic Commission for Africa (UNECA), the incidence of violence against women in some African countries may be up to five times that of some developed countries. Experts estimate that the reported acts of violence cost between 1% and 12% of GDP; and, the monthly cost of violence against women is 20 times that of the average medical expenditure for a household.<sup>8</sup>

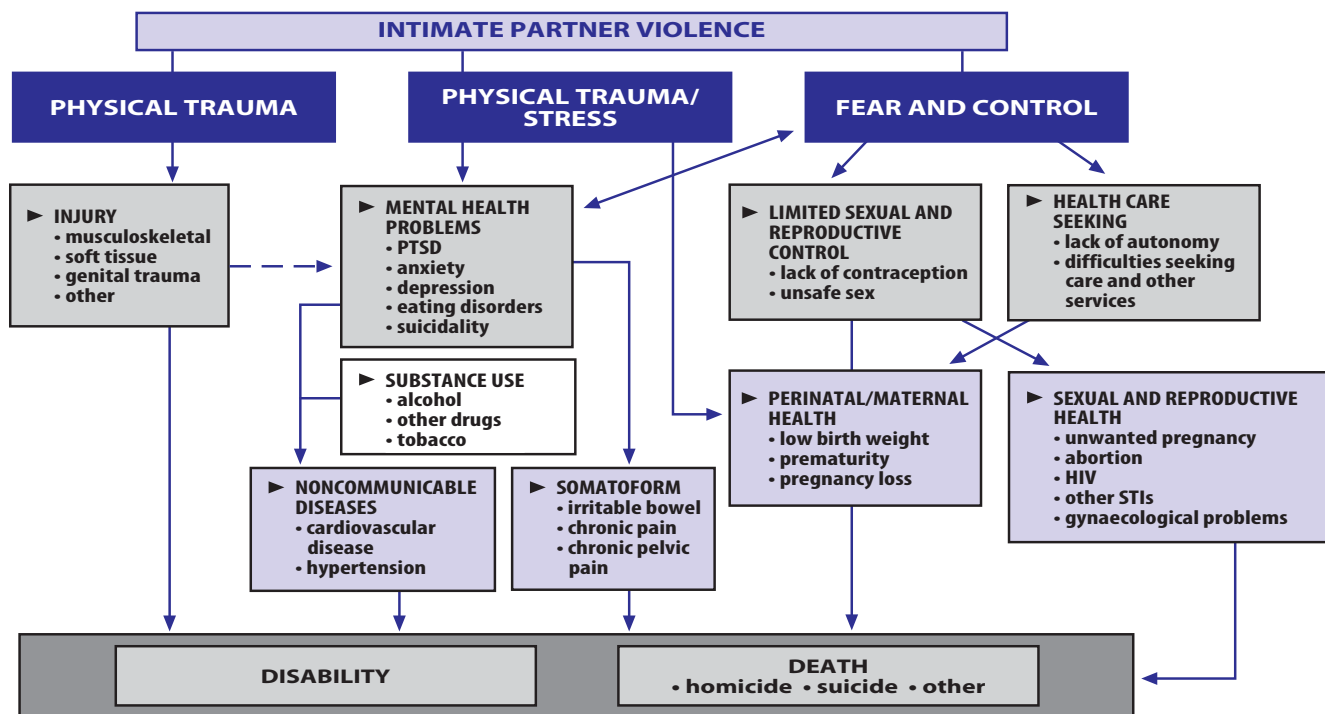
**GBV increases women's risk of adverse health effects.** Globally the range and magnitude of VAW has tremendous negative impact for both individuals and society as a whole. Research has documented the consequences of VAW within various settings; these include increased rates of injuries, morbidity, mortality, sexually transmitted diseases including HIV, as well as health risks associated with unwanted pregnancies (Krug et al 2002, Terry and Hoare, 2007). Exposure to VAW significantly increases other health risk factors for survivors, including increased likelihood of early sexual debut, forced sex, transactional sex and unprotected sex (Population Council, 2008). If left unchecked, VAW

tends to have intergenerational consequences (Lesotho VAW Baseline, 2014).



A Manyane Rural District Council member holds up a poster for the 16 Days of Activism campaign in 2013.  
Photo: Tapiwa Zvaraya

Figure 5.5: Pathways and health effects on IPV

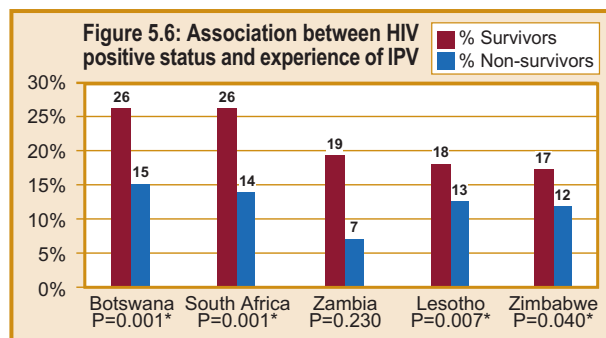


Source: WHO (2013) Global and regional estimates of violence against women: prevalence and health effects of intimate partner violence and non-partner sexual violence.

<sup>8</sup> Opening Remarks, Dr Carlos Lopes, UN Under-Secretary-General and Executive Secretary of ECA, Regional Conference of the Beijing+20 Review, Ministerial Meeting, November 19, 2014.

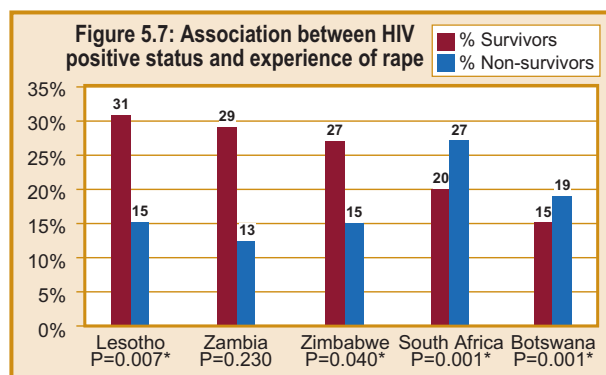


Figure 5.5 outlines the pathways that show how IPV can influence negative health outcomes and consequently lead to death or disability. The different pathways illustrate how IPV can operate through intermediary factors resulting in the two outcome factors, death or disability. The death can be homicide or suicide. According to the framework, research links IPV directly to physical trauma, psychological trauma, fear, and control.



Source: Gender Links 2013.

Figure 5.6 shows that, overall, significantly higher proportions of IPV survivors reported an HIV-positive status compared to non-survivors, as evidenced in Botswana, Lesotho, South Africa, Zambia, and Zimbabwe. In Zimbabwe, 17% of IPV survivors told researchers they have HIV compared to 12% for those who have not experienced IPV.



Source: Gender Links 2013.

Figure 5.7 shows that significantly higher proportions of survivors of non-partner rape told researchers they have HIV compared to non-survivors. This is the case in

all the countries except for South Africa. Various studies worldwide have shown a significant association between rape and HIV infection (Meel, 2005). The risk of getting HIV increases during rape due to physical trauma and non-use of condoms, which protect from HIV infection. It is evident from the findings that VAW interlinks with HIV and thus stakeholders should take concerted efforts to detect VAW early and try to prevent its perpetuation and progression into HIV infection.<sup>9</sup>

### Mental health and GBV

Mental health is an important foundation for the attainment of emotional, intellectual, economic, social and educational well-being. Accordingly, mental disorders are an important contributor to the worldwide burden of disease (WHO, 2001). The VAW Baseline Studies established that experience of GBV is significantly associated with mental health problems such as depression and suicidal tendencies.

Source: Violence against Women Baseline Research, MWAGCD and Gender Links, 2013

### Experience of physical violence by age, marital status, education and employment

The Zimbabwe 2010-2011 Demographic and Health Survey highlighted the intersections between age, education and employment and women's experience of physical violence in Zimbabwe.

Marriage is not a safe place in terms of security of person for women. The 2010-2011 findings of the ZDHS show that women who have never married and women with no children are less likely than women who have married and who have children to experience physical violence.<sup>10</sup>

Employed women, particularly if they do not earn cash for their work experience, experience more physical violence (36-41%) than unemployed women (25%). In addition, women's experience of violence declines sharply with education, from 38% among women with no education to 15% among women with more than secondary education.<sup>11</sup>

The variations in women's experience of sexual violence is similar in terms of background characteristics to physical violence except the percentage of women who have experienced sexual violence varies little by education or even wealth.<sup>12</sup>

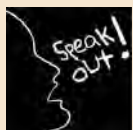
<sup>9</sup> VAW Baseline Studies.

<sup>10</sup> 2010-2011 Zimbabwe Demographic and Health Survey.

<sup>11</sup> 2010-2011 Zimbabwe Demographic and Health Survey.

<sup>12</sup> 2010-2011 Zimbabwe Demographic and Health Survey.

## "I" Story: I toiled for my family



Charles\* and I got married in 2005 and had a baby daughter in 2006. My husband refused to get a birth certificate for the child as he claimed the baby was not his.

We were living with Charles' older brother, who was married. My husband did not see it fit to hand any money to me for housekeeping, for he claimed that I was stealing it from him! He would instead give all his earnings to his brother's wife who would distribute it as she saw fit. I usually did not have enough for food or clothes. My sister-in-law dictated all the household matters and I had to dance to her tune.

Later my husband decided to go find a job in Botswana and, as usual, he left me behind without any money to take care of our daughter. He was away for three months then returned laden with groceries for his mother and a new set of clothes for himself. Life was becoming more difficult because his brother's wife was the one to control everything at home. At times, I would spend an entire day without food, and even go to bed in that same state and no one would pay attention to my plight.

I started a small business where I would sell tomatoes so I could provide for my daughter and myself. As I had people to help me and the business was succeeding, my husband decided to join in. However, he then ordered me to go to his rural home with the excuse that his mother had to help me to wean the baby. I realised that he was just trying to push me out of my successful business. I was away for two weeks, and on my return, my husband said I must stop going to the market and that he would now take care of everything. Thereafter whenever I asked for money, he would tell me that money does not grow on trees. I was back to my miserable situation again. When I appealed to his relatives to reason with him, they would simply say he was too young to have a family and that I just had to let him mature.

I later discovered my husband had been having an extra-marital affair after his mistress got upset with him and came to confess everything to me. I confronted my husband about it that night and we had a serious fight, but it did not change anything. His mistress began to hound me and threaten to beat me and even to kill me. As I had started up my tomato business again with the help of friends, I decided to give my husband money to go back to Botswana so I could avoid problems. My husband agreed and left in March 2008. The stress of my situation was not without implications though because that month I had a severe menstrual period and I bled continuously every day for a very long time. I asked for help and counsel from relatives, I went to the clinic, but nothing helped.

From the time he left, Charles did not communicate with me whatsoever, not even to tell me he had arrived safely. I remained behind and continued living with Charles'

brother and his wife. Life was somewhat better as I had business, however sometimes my in-laws would just claim the money I earned for themselves. In December 2008, I decided to follow my husband to Botswana as I could stay with my sister-in-law who lived there. When my husband heard I was in the country, he came to meet me. He apologised and we reconciled and we started living together in his sister's home. I managed to get a job, but in a different city, so I moved there whilst he stayed on at his sister's place.

Charles himself did not get a job as he claimed he could not find any. When I got paid, Charles' sister would claim money for rental. I had left my daughter with my mother-in-law, so she too needed money for my child's upkeep. Charles would also take the money that I worked hard to get and spend it whilst I was at work. I was the breadwinner for Charles, his sister and his mother once again. As if that was not enough, Charles had begun yet another affair and I confronted him about it. This time, he called the mistress to come for an introduction. Charles and I had a serious fight when the girl came.

For three months, I had been saving money to undertake a nursing course in Zimbabwe. I had raised 30 000 pula when in the final month, Charles took all the money and said he had spent it on food. We had another dreadful fight and he battered me very badly and injured my ear. My ear bled profusely and I was deaf for three months due to these injuries. We remained in Botswana, but life was difficult. I started buying big assets for I feared that if I kept cash, Charles would simply misuse it again. I fell pregnant with a second child and after I gave birth, my husband insisted I had to take the child back to Zimbabwe to show the baby to his parents. Thus, I returned to Zimbabwe when the baby was a month old. Charles would call and promise to send provisions for our children and myself. He followed this up by sending clothes for the children and 100 rand. I attempted to retrieve my daughter from her grandmother, but she only released her to me after a bitter quarrel.

In February 2012, Charles sent me 600 Pula and that was it for the year. Throughout the year, he never called, nor did he pick up any of my phone calls. The only communication concerning him came from the owner of the house we had moved to, in Botswana. The owner informed me that Charles just abandoned the house and left with a girl he had been staying with for some time. He had neglected paying the rent for ten months and as such, she had seized all of the property Charles had left behind. The owner was demanding 4 000 Pula before she could release my property.

As if this was not enough, my mother-in-law currently has custody of my first child and will not release her back to my care. She has had my daughter since I took her there for the Christmas holidays.

*"I" Story by Thabita\**

## Response and support



*The SADC Protocol provides that by 2015 state parties shall: Enact and enforce legislation prohibiting all forms of gender-based violence; Ensure that laws on gender based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault; Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence; Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society; Enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment.*

The availability of quality multi-sectoral services for women and girls who experience physical and sexual violence in Zimbabwe remains a challenge. This is one area requiring more investment from government to

ensure that shelters, health and reproductive and sexual health care services and access to police and justice systems can be found across the country, and especially closer to those living in rural communities.

**Table 5.2: GBV response and support**

Provisions	What is in place?	What needs to be put in place?
<b>Laws/policies</b>		
Legislation/policies prohibiting all forms of GBV.	Domestic Violence Act 2006[ Chapter 5:16] <sup>13</sup> Criminal Codification and Reform Act[Chapter 9:23] <sup>14</sup> National Gender Based Violence Strategy 2010-2015.	Strengthen in terms of financial, capital and human resources of the Anti-Domestic Violence Council; Increased financial investment by government in prevention measures and strategies; More detailed research on women's access to justice in the formal and traditional courts system; and on sentencing patterns.
Ensuring that all perpetrators of GBV are brought to book.	Criminal Codification and Reform Act.	More effective mechanisms to ensure women's access to justice; consistent training of judicial and legal officials.
Comprehensive testing, treatment and care of survivors of sexual offences - emergency contraception.	Zimbabwe National HIV and AIDS Strategic Plan II (2011-2015); Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and HIV.	GBV strategy costed and implemented to provide comprehensive services for sexual violence survivors across the country; One-stop GBV centres and Multi-sectoral approaches to GBV costed and funded by government at national and local levels, as oppose to UN agencies, international and national NGOs solely providing services that may not be sustainable.
Access to Post-Exposure Prophylaxis for survivors of GBV.	Zimbabwe National HIV and AIDS Strategic Plan II (2011-2015); Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and HIV.	Expansion of health, and clinic facilities across the country to provide PEP services; IEC campaigns for wider general knowledge, especially among the poor and most vulnerable.
Social and psychological rehabilitation of perpetrators of gender based violence.	Limited provision of services and support within Victim Friendly system, mainly focused on children.	
Review of criminal laws and procedures on sexual offences and GBV to eliminate gender bias and ensure that justice and fairness are accorded to the survivor.	Standard Operating Procedures (SOPs) for legal aid provision.	

<sup>13</sup> The definition of domestic violence under the Act includes abuse derived from any cultural or customary rites or practices that discriminate or degrade women.

<sup>14</sup> The Act also criminalises harmful cultural practices(Part V); Sexual violence against women and girls falls within the Criminal Codification and Reform Act, including marital rape.

Provisions	What is in place?	What needs to be put in place?
<b>Human trafficking</b>		
Specific legislation to prevent human trafficking.	Trafficking	
Mechanisms to eradicate national, regional and international networks.	Inter-Ministerial Committee on Human Trafficking, coordinated by Ministry of Foreign Affairs.	A study to determine the extent of the problem and the gender dimensions of trafficking as a baseline for more mechanism and effective policies and actions to be put in place.
Capacity building, awareness raising and sensitization campaigns on trafficking.	Trafficking in Persons Bill enacted in 2014.	Currently there is no visible nationwide campaign, using the mass media and social media platforms to raise awareness on trafficking and the situation in Zimbabwe.
<b>Sexual harassment</b>		
Adopt laws, policies, programmes that define and prohibit sexual harassment.	First Schedule of the Public Service Regulations (2000) prohibit sexual harassment. Amendments to the Labour Act (Act 7 in 2002 and Act 17 in 2005) prohibit the demand of sexual favours in return for recruitment for employment, promotion or any other related activities.	
Gender balance in bodies adjudicating sexual harassment cases.		
<b>Support services</b>		
Cases on GBV to be heard in a gender sensitive environment.	Victim Friendly System includes police units, courts, counselling and health clinic services.	Most of the VFU facilities and services are stronger in terms of support services for children than for women and additional financial and human resources required to strengthen and expand existing VFU system.
Special counselling services.	Victim Friendly System includes police units, courts, counselling and health clinic services.	Same as above.
Dedicated and sensitive services provided by police units; health; social welfare.	Victim Friendly System includes police units, courts, counselling and health clinic services.	Same as above.
Accessible, affordable and specialized legal services including legal aid to survivors of gender based violence.	Legal Aid Directorate - limited in scope of services, geographical location; legal aid services provided by gender equality women's organisations through mobile legal clinics and "help desks" in courts.	Expansion of legal aid and specialized legal services to reach women in the rural areas and in the remote areas of the country.
Specialised facilities, including support mechanisms, for survivors of GBV.	Adult Rape Clinic, Parirenyatwa Hospital, Harare; One-stop Centres in Makoni, Mudzi, Marondera and Mberengwa districts; Medicins sans Frontiers clinics for survivors of sexual violence in low-income communities.	Expansion of specialised facilities and one-stop centres to other towns and districts in the country.
<b>Training of service providers</b>		
Gender sensitisation training for all service providers engaged in the administration of justice, such as judicial officers, prosecutors, police, prison, welfare and health officials.	Some training has taken place through cooperation between the national machinery, civil society groups and UN agencies.	A comprehensive programme around access to justice which incorporates strong capacity building initiatives and monitoring and tracking on these programmes in terms of service providers delivery.
Formal training programmes for service providers.	-	

Source: Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.





Chegutu Municipality commemorates 16 Days of Activism in 2014.  
Photo: Tapiwa Zvaraya

Zimbabwe only has two shelters where women and girls who experience physical and sexual abuse can seek protection. One is located in Harare and Musasa Project, a non-governmental organisation, runs it. The Ministry of Women Affairs, Gender and Community Development operates the other shelter, located in Gweru. The government supports the shelter through the national machinery; however, it is small, can only accommodate up to six people, and is not exclusively for women survivors of violence.<sup>15</sup>

In January 2012, the Ministry of Local Government issued a circular to the urban and rural councils that mapped out steps the councils should incorporate into their work and policies to prevent and address GBV. It encouraged councils to provide survivors of GBV with a safe haven until experts can refer them to other services. In addition, the traditional chiefs and leaders have provided shelter to women in need of safety.

## Prevention



*The Protocol provides for measures, including legislation, to discourage traditional and cultural practices that exacerbate GBV, and to mount public campaigns against these.*

Prevention measures must incorporate a strong focus on the promotion of gender equality, women's empowerment and the enjoyment of their human rights. Building a strong consciousness and understanding of these issues among women and men at all levels is essential for preventing violence against women and girls, because families and in-laws are often the first

The country also has Standard Operating Procedures to provide standards for safe houses and for the provision of legal aid. Stakeholders have also implemented guidelines on administering Post Exposure Prophylaxis (PEP) to rape survivors. All Anti-Retroviral Therapy (ART) sites in Zimbabwe have been equipped to provide PEP services and the Ministry of Health plans to capacitate other service providers, such as the police, to offer PEP to rape survivors.

Women's and girls' access to justice is limited by the dearth of legal aid services closer to the communities. While civil society organisations seek to fill this gap with mobile clinics and outreach programmes, the responsibility for these services lies with the state. In its Concluding Observations, the CEDAW Committee urged the Zimbabwe government in 2012 to take the following measures to strengthen the response and support for GBV<sup>16</sup>:

- Provide adequate assistance and protection to women victims of violence, by strengthening the capacity of existing shelters and establishing more shelters, especially in rural and remote areas, and enhancing cooperation with NGOs providing shelter and rehabilitation to victims;
- Encourage women to report incidents of domestic and sexual violence, by de-stigmatising victims and raising awareness about the criminal nature of such acts; and
- Provide mandatory training for judges and prosecutors on the strict application of legal provisions dealing with violence against women and train police officers on procedures to deal with women victims of violence.

support system women turn to when they have been abused. The 2010-2011 ZDHS' findings show that survivors of gender violence look for support and help first from their own family (56.9%) and in-laws (36.6%). Only 15% go to the police and 2.2% report seeking help from a social service organisation.<sup>17</sup>

<sup>15</sup> Peace begins@home, Violence against Women (VAW) Baseline Study, Zimbabwe, Gender Links and the Ministry of Women Affairs, Gender and Community Development, 2013; Concluding Observations of the Committee on the Elimination of Discrimination against Women, Zimbabwe, March 23, 2012.

<sup>16</sup> Concluding Observations of the Committee on the Elimination of Discrimination against Women, Zimbabwe, March 23, 2012.

<sup>17</sup> 2010-2011 Zimbabwe Demographic and Health Survey.



Artists dramatise the effects of GBV as part of a Radio Dialogue roadshow in Bulawayo in 2012. *Photo: Courtesy of Radio Dialogue*

An effective prevention strategy also must focus on making the home and public spaces safer for women and girls, ensuring women's economic autonomy and security, and increasing women's participation and decision-making powers - in the home and relationships, as well as in public life and politics. Awareness raising and community mobilisation, including through media and social media, is another important component of an effective prevention strategy.

Zimbabwe's legal framework provides for protection against GBV and the law includes traditional and cultural practices in the expanded definition of domestic violence (Domestic Violence Act 2006).

The country has also adopted the 365-Days of Action campaign initiative to keep GBV in the public discourse throughout the year. It includes traditional, religious and community leaders as major actors in addressing GBV at the local and community levels. The Ministry of Women Affairs, Gender and Community Development's programmes and campaigns to empower women economically closely links to enabling women to reduce their vulnerability to GBV.

Zimbabwe's national gender machinery also leads the 4Ps (Prevention, Protection, Participation, Programmes) Campaign to GBV which is informed by the Africa UNite to End Violence against Women Campaign, which is the regional component of the UN Secretary General's global UNite campaign.

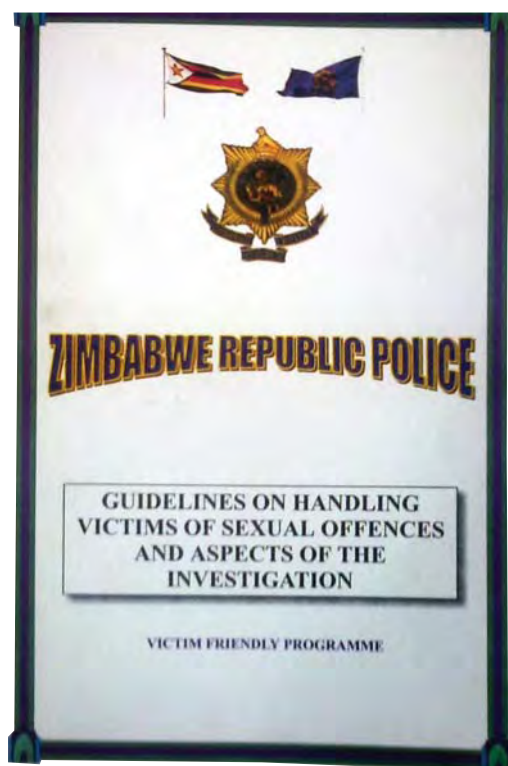
Community leaders have also been mounting their own initiatives to raise awareness within communities on how violence against women and girls affects everyone. Stakeholders have established several GBV forums at community level, including organisations such as Kunzwana Women's Association, which is working in Matebeleland North, Mashonaland East and West and

Midlands Provinces, and the ZUBO/Basilizwi Trust, which works on women's economic empowerment in Binga.

### GBV on the media's news agenda

The Zimbabwean media, especially the print media, gives some visibility to violence against women and girls. Stories include the extreme cases of violence and sexual abuse often reported from courts, crime and police reporters. The media has also carried in-depth reports on the rising incidences of physical and sexual violence against women and girls. One example of this is a feature article that appeared in the state-owned Sunday Mail newspaper in June 2013 under the headline: "Households turn into war zones." The article explored the drivers of GBV, the rising cases despite the strong legal framework and provided an analysis that equated violence in the homes to "militarisation" of the private space.

New research is necessary to understand the shifts and changes in the Zimbabwean media's coverage of GBV since the findings in the Gender and Media Progress Study (GMPS) 2010 Zimbabwe country report. It showed that gender violence comprised only 3% of the print and broadcast media's coverage; and, the majority of these stories often emanate from the courts or police as crime stories.<sup>18</sup>



The Zimbabwe Republic Police have established guidelines for handling sexual offences. *Photo: Tapiwa Zvaraya*

<sup>18</sup> 2010 Gender and Media Progress Study Zimbabwe Country Report, Gender Links, South Africa, 2010; The media monitored for the GMPS included The Chronicle, The Herald, Sunday Mail, Sunday News, SPOT FM, Radio Zimbabwe, ZTV, Financial Gazette, The Standard, The Zimbabwean.

## Integrated approaches



*The SADC Protocol on Gender and Development calls on states to adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by 2015.*



Ministry of Women officials facilitate a workshop on domestic violence in 2011.  
Photo: Gender Links

Zimbabwe has a National Gender-Based Violence Strategy 2010-2015 which maps out how to operationalise the 4Ps campaign. The goal of the national strategy is "To reduce all forms of gender based violence in Zimbabwe by 20% by 2015."

The strategy has four key results areas: prevention, service provision, research, documentation, monitoring and evaluation, and coordination. Under coordination, the stated outcome is "to develop integrated systems and institutional frameworks to address GBV at all levels." According to the strategy:

"Current GBV interventions are fragmented, while data collection is uncoordinated. This results in duplication of efforts, lack of synergies, and lack of access to services by survivors. Implementing the National GBV strategic framework will require the development of multi-sectoral policies, systems, and services, as well as community support mechanisms to prevent and respond to GBV in a coordinated and comprehensive manner."

Zimbabwe's National GBV Strategy also puts emphasis on evidence-based programming and advocacy and sets a target of 80% stakeholders utilising GBV data at the district, provincial and national levels by 2015.

The effectiveness of the strategy, however, largely depends on the development of a financially resourced implementation plan.

## SGP Post 2015



### The post 2015 agenda and Gender Based Violence in Zimbabwe



The high prevalence of intimate partner violence against women and girls in Zimbabwe remains one of the most fundamental human rights violations in the country. Government has introduced laws, policies and action plans to reduce the levels of violence and to ensure the security and safety of women and girls in the public

and private spaces. Violence against women and girls requires the same dedicated, multi-sectoral and nationwide response used by the government to reduce the prevalence of HIV.

The National Alliance's suggestions in this area for the Post-2015 matrix are as follows:

**Table 5.3 Proposed targets and indicators for gender-based violence**

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
Extent			
	10.1 By 2030 eliminate discriminatory laws, policies and practices	1. End all forms of GBV by 2030, including sexual harassment, FGM and discrimination against persons of diverse gender identities in accordance with draft SDG 10.1 (eliminate discriminatory laws, policies and practices) and draft SDG 5.3 (eliminate all harmful practices, such as child, early and forced marriage and female genital mutilations)	1. Percentages of women experiencing and men perpetrating emotional IPV in lifetime/past 12 months
	5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilations (FGM)		2. Percentages of women experiencing and men perpetrating physical IPV in lifetime/past 12 months
			3. Percentages of women experiencing and men perpetrating sexual IPV in lifetime/past 12 months
			4. Percentages of women experiencing and men perpetrating economical IPV in lifetime/past 12 months
			5. Percentages of women experiencing and men perpetrating all forms of IPV in lifetime/past 12 months
			6. Percentages of women experiencing and men perpetrating non-partner rape in life time/past 12 months
			7. Percentages of women experiencing and men perpetrating attempted rape in lifetime/past 12 months
			8. Percentages of women experiencing and men perpetrating gang rape
			9. Percentages of women experiencing and men perpetrating rape under the influence of drugs or alcohol
			10. Percentage of women experiencing and men perpetrating abuse in pregnancy
			11. Number of females and males murdered by intimate partners reported to police services per annum
			12. Percentage of women experiencing sexual harassment at work, school, public transport, traditional healer
			13. Percentage of men who say that if a woman is wearing a short skirt she is asking to be raped
			14. Percentage of women wearing miniskirts harassed by men in public spaces
			15. Percentage of women and men witnessing IPV in childhood
			16. Percentage of women and men experiencing any form of abuse emotional, physical, sexual abuse



Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
			17. Percentage of men experiencing any form of abuse and perpetrating IPV 18. Percentage of men experiencing any form of abuse and perpetrating non-partner rape 19. Percentage of men experiencing sexual abuse and perpetrating non-partner rape 20. Percentage of men who frequently consumed alcohol in the past 12 months and perpetrated IPV 21. Percentage of men who frequently consumed alcohol in the past 12 months and perpetrated rape
<b>Effects</b>		2. End all the painful effects of GBV through ending GBV by 2030	22. Percentage of physically abused women who sustained injuries 23. Percentage of physically injured women who spend days in bed because of injuries 24. Percentage of women who sustained disability through physical abuse 25. Percentage of physically injured women who missed work as a result of injuries 26. Percentage of women who were sexually abused by intimate partners and diagnosed with STI 27. Percentage of women who were physically abused by intimate partners and diagnosed with STI 28. Percentage of women who were raped by non-partners and diagnosed with an STI 29. Percentage of women who were sexually abused by intimate partners and tested HIV positive 30. Percentage of women who were physically abused by intimate partners and tested HIV positive 31. Percentage of women who were raped by non-partners and tested HIV positive 32. Percentage of women having miscarriage/premature labour due to abuse 33. Percentage of women who were abused by intimate partners and attempted suicide 34. Percentage of women who were raped by non-partners and attempted suicide 35. Amount of money paid for transport to the health service or police 36. Percentage of women paying for counselling services

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
			37. Amount of money paid for counselling after rape
			38. Percentage of women spending money on medication after rape
<b>Response</b>			
By 2030, enact and enforce legislation prohibiting all forms of gender-based violence	5.2 Eliminate all forms of violence against all women and girls in public and private spaces and end their trafficking and sexual exploitation	3. By 2020 enact and enforce legislation prohibiting all forms of gender-based violence	39. Existence of legislation on violence against women and its enforcement <sup>20</sup>
			40. Number of sexual offenders on the sexual offenders register
			41. Number of prosecutions and convictions of sexual offenders
Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society	11.5 By 2030, ensure universal access to safe, inclusive and accessible public spaces, particularly for women and children and people with disabilities	4. Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society	42. Number of countries with laws on trafficking and extent to which these are enforced
Review and reform criminal laws and procedures applicable to cases of sexual offences and gender based violence	16.12 By 2030, provide equal access for all to independent, effective, and responsive justice systems that respect due-process rights, and equal access to legal aid	5. By 2030, provide equal access for all to independent, effective, and responsive justice systems that respect due-process rights, and equal access to legal aid (SDG: 16.12)	43. Percentage of women who reported rape to the police
Enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment			44. Percentage of women who reported any abuse to the police
			45. Timeliness of the response from the police rather
			46. Reason for not reporting to the police
			47. Percentage of women reporting that the perpetrator was arrested
			48. Percentage of women reporting that the perpetrator was convicted
			49. Percentages of women and men aware of the Domestic Violence Act
			50. Percentages of women and men aware of protection orders
			51. Percentages of women and men aware of GBV legislation
			52. Percentages of women and men who know about the GBV Toll free lines
			53. Percentage of women who sought and received legal aid
			54. Percentage of women who sought medical attention after sustaining injuries
<b>Support</b>			
Ensure that laws on gender-based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault	5.9 Ensure universal access to sexual and reproductive health and reproductive rights in accordance with the Programme of Action of the ICPD	6. Guarantee access to comprehensive testing, treatment and care of survivors of sexual assault by 2030	55. Availability of continuum of care services <sup>21</sup>
			56. Percentage of women who disclosed the cause of their injuries to the medical practitioner
			57. Percentage of women receiving counselling after rape

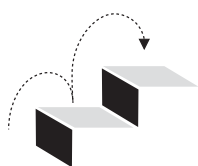
<sup>20</sup> 1325 Indicators, WHO ,UNHR World Bank Gender Statistics Database.

<sup>21</sup> 1325 Indicators, WHO ,UNHR World Bank Gender Statistics Database.



Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
			76. Percentage women who say that a woman must obey her husband
			77. Percentage of men who say that a woman must obey her husband
			78. Percentage of women who say that if a man pays lobola for his wife he may have sex with her at any time
		9. By 2030, ensure that all public officials addressing GBV have received gender training	79. Percentage of police and health workers who have received gender training
		10. By 2030, combat new forms of violence taking place due to technological advances such as internet and mobile phone technology	80. Percentage women reporting experiencing violence relating to new media devices
Integrated approaches			
	Provide dedicated resources to integrated approaches including research, justice, health, education, housing and community development	11. Review and re-launch the 365 National Action to end Gender Based Violence using the findings of the VAW Baseline studies to set targets, indicators and benchmarks for achieving gender justice in accordance with the Sustainable Development Goals (Draft SGP 5.9: Provide dedicated resources to integrated approaches including research, justice, health, education, housing and community development	81. Existence of multi-sector action plans to end GBV
			82. Existence of a dedicated, effective, multi-sector structure or mechanism to address GBV
			83. Proportion on budget specifically earmarked for ending GBV and its adequacy relative to the need
			84. Proportion of women and men aware of multi-sector costed coordinating bodies to ensure cross sectors are in operation
			85. Proportion of women and men who believe the National Action Plan is effective
	11.5 Ensure that by 2030, universal access to safe, inclusive and public spaces, particularly for women and children and people with disabilities	12. Cascade 365 Day National Action Plans to local level, in accordance with the Sustainable Development Goals (Draft SDG 11.5 ensure that by 2030, ensure universal access to safe, inclusive and accessible public spaces, particularly for women and children and people with disabilities)	86. Proportion of councils in each country that develop local action plans to end GBV
			Suggested indicators should be developed for GBV action plans in national governance structures
			87. Number of councils that earmark specific resources for ending gender violence in localities
			88. Percentage women who believe local efforts to end GBV are effective
			89. Percentage men who believe that local efforts to end GBV are effective



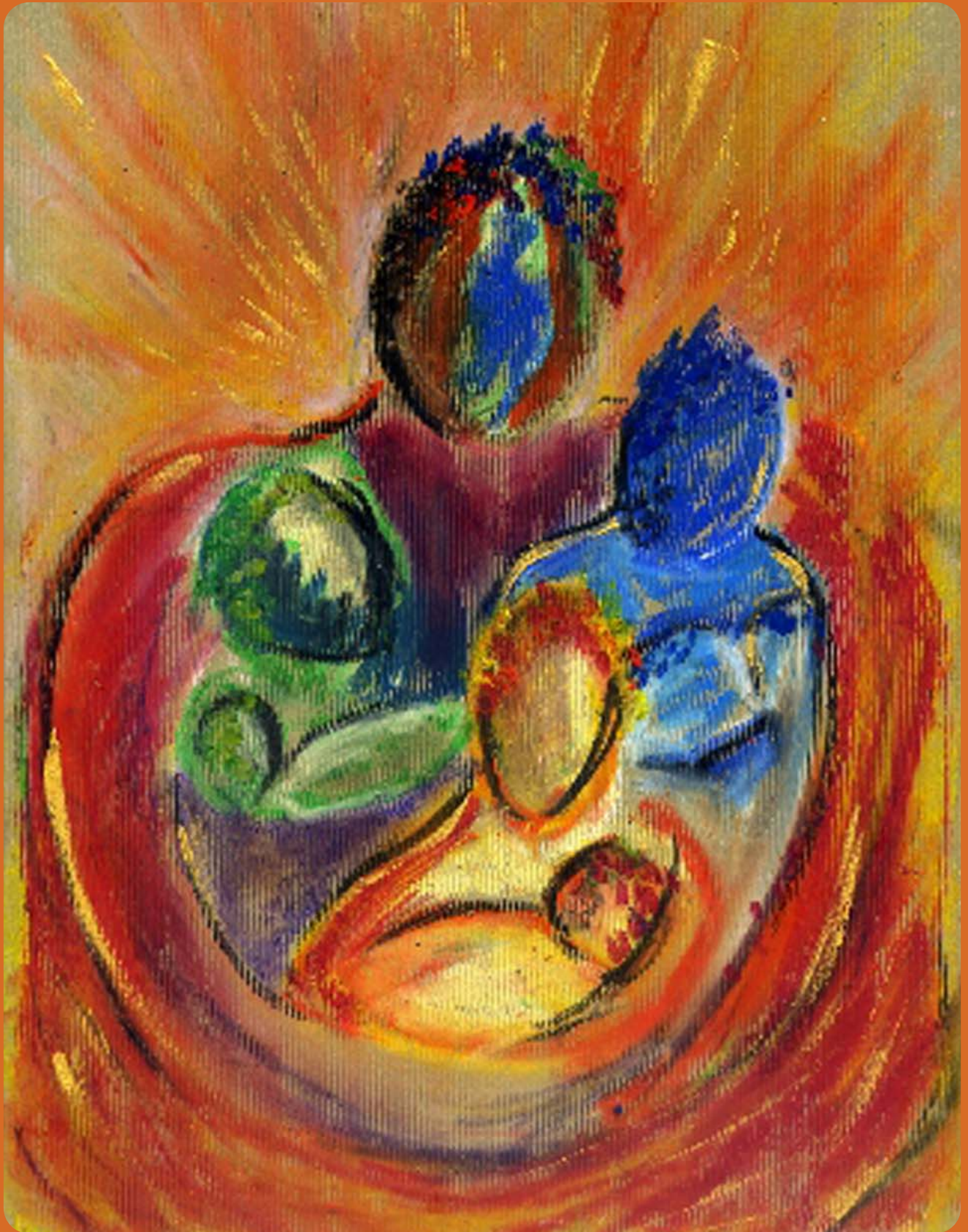


## Next steps

- A relative strong normative framework is in place, but the effective implementation of the law requires expanding the rule of law to the private sphere and the creation of institutions, systems and mechanisms that ensure access to justice for GBV survivors. Dedicated financial and human resources are required for the Anti-Domestic Violence Council to play its role as implementer of the Domestic Violence Act.
- A review of the Victim Friendly Institutions - police units, courts and clinics - is necessary to identify the strengths, gaps and areas for expansion to create a comprehensive set of services nationwide. Public financing for these institutions are currently inadequate, resulting in insufficient human resources and services.
- Stakeholders must ground public education campaigns in participatory and communications for social change techniques and methods that help communities to share the vision of a violence-free society and take collective action to eradicate all forms of GBV. The involvement of traditional and religious leaders in GBV prevention and response initiatives builds these leaders' capacity to take on the cultural practices, norms and beliefs that violate the rights of women and girls and increases their vulnerability to violence.
- There is a need for research that is more comprehensive about the trafficking of women and girls.
- Stakeholders should use both the quantitative and qualitative data and information on GBV in the 2010-2011 ZDHS and the 2013 Violence against Women Baseline Study to develop evidence-based programmes, strategies and policies for the implementation of the national GBV action plan and other programmes. This data also should be unpacked and used in the development of information, education and communications campaigns.
- The low percentage of women and men with knowledge of the 16 Days of Activism campaign calls for a re-think among government, NGOs, development partners and private sector actors on how to use the media, social media platforms and community spaces more effectively to increase knowledge and awareness.
- It is necessary to build capacity at, and strengthen, women's NGOs working on GBV so they can conduct systematic monitoring of the media's (both mainstream and social) coverage of GBV to inform and build strong gender and media advocacy campaigns and media engagement strategies.



Raising awareness about human rights is a critical way of preventing GBV.  
Photo: Tapiwa Zvaraya



A different kind of family

Anushka Virahsawmy





## CHAPTER 6

# Health

## Article 26



The senior nurse and the nurse in charge of the drug store check medicine stocks in the dispensary at the Mbare Polyclinic in Harare in 2013.  
Photo: International Committee of the Red Cross

### KEY POINTS

- Zimbabwe's SGDI score for health is 59%, while the CSC is 65%.
- The Maternal Mortality Rate (MMR) is beginning to decrease, but is still high. MMR now stands at 614 deaths per 100 000 live births for the seven years preceding the 2014 Multiple Indicators Cluster Survey (MICS) and 581 deaths per 100 000 live births for the five years preceding the MICS. The government, in collaboration with development partners, has focused on reducing the factors - user fees, the lack of accessible health services and the low numbers of trained mid-wives and birth attendant, among others - that lead to maternal deaths.
- Zimbabwe is one of the six countries in the region with contraceptive coverage of more than 50%.
- There is a wide gap between households using improved sources of drinking water (67%) and those with access to improved sanitation facilities (37%).

**Table 6.1: SGDI and CSC scores for health**

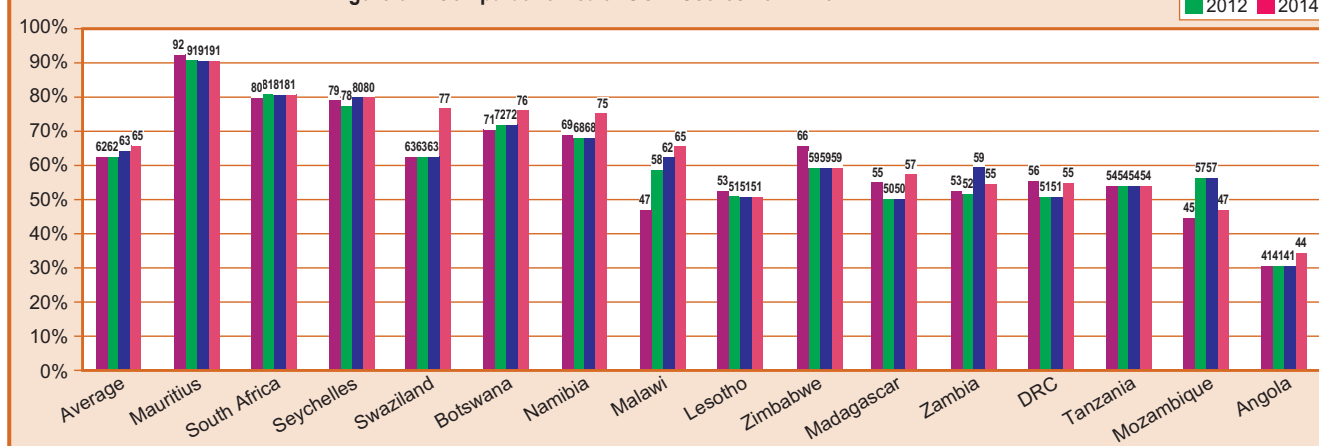
	SGDI	CSC
<b>Scores</b>	59%	65%
<b>Ranks</b>	9	8

Zimbabwe's score on the SGDI, at 59%, has remained the same since 2012. The country ranks nine among the 15 SADC countries. Researchers base the SGDI on the following indicators: women between the ages of 15-

49 years reporting use of at least one or more of modern contraceptive methods, births attended by skilled personnel, and the maternal mortality rate.

On the other hand, the CSC has fluctuated. In 2012, citizens scored Zimbabwe at 61% in this category. That number moved to 70% in 2013 and it is now 65%. Issues such as inadequate infrastructure, long distances to travel to hospitals and clinics and other qualitative issues that affect the health of women, especially during pregnancy, may influence the score.

**Figure 6.1: Comparative Health SGDI Scores 2011 - 2014**

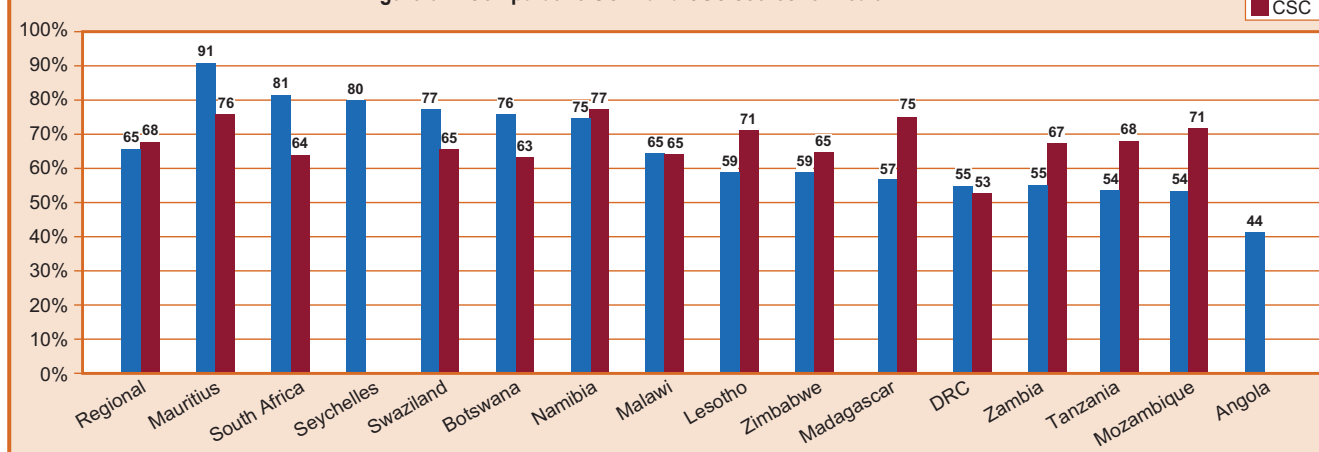


Source: Gender Links 2014.

As shown in Figure 6.1 wide variations exist in the SGDI for health. Mauritius, at one end of the scale, has had an almost constant SGDI score of 91%, while Angola, at the other end, is beginning to show improvement, moving from 41% to 44%. A number of countries have also improved, most notably Malawi, which has recorded steady improvement from 47% to 65%, and Swaziland, which has shown a marked improvement in the last year and now has an SGDI score of 77%.

South Africa and Seychelles fall between 80% and 89%; Swaziland, Botswana and Namibia register between 70% and 79%; Malawi is at 65%; and Lesotho, Zimbabwe, Madagascar, Zambia, DRC and Tanzania all come in between 50% and 59%. Mozambique and Angola scored less than 50%. While there has been some progress, there remains a great need to scale up efforts and investment to improve the health of women in SADC.

**Figure 6.2: Comparative SGDI and CSC scores for health**



Source: Gender Links 2014.



Figure 6.2 compares the SGDI and the Citizen Score Card (CSC), which measures women's and men's perception of their governments' performance. These perceptions capture the availability and quality of the services offered. Over the last six years, the CSC score has increased by ten percentage points from 58% to 68%. The most marked increase took place during 2012-13, but the regional average remained static at 68%. The average figure masks the score increases in seven

of the 13 countries for which researchers got CSC scores this year, and declining scores in five countries. The improved CSC scores bring DRC (55% SGDI, 53% CSC), Malawi (65% SGDI, 65% CSC) and Namibia (75% SGDI, 77% CSC) CSC scores to a very similar level as their SGDI scores. The citizens of Mauritius and Swaziland, which have relatively high SGDI scores (91% and 77% respectively), have previously rated their governments quite critically.



*The Protocol provides for state parties to, by 2015, adopt and implement legislative frameworks, policies, programmes and services to enhance gender-sensitive, appropriate and affordable quality health care; reduce the maternal mortality ratio by 75% and ensure the provision of hygiene and sanitary facilities.*

## Background

Section 76 of the country's new Constitution provides for the right to health care and reproductive health care. In addition, several laws and policies exist that seek to promote maternal health and the delivery of equitable health services. These include the National Health Strategy for Zimbabwe (2009-2013), the Maternity Act, the Maternal and Neonatal Health Road Map (2007-2015), the Zimbabwe National HIV and AIDS Strategic Plan II (2011-2015) and the National Gender Policy.<sup>1</sup>

However, many of the economic and social inequalities faced by women, as well as their lack of access to quality

and affordable health care, continue to impinge negatively on women's reproductive and sexual health.

Findings of the 2010-2011 Zimbabwe Demographic and Health Survey show that there is a correlation between women's empowerment and reproductive health care. Women who participate in major household decisions with their husbands or partners are more likely to receive antenatal care (91%), delivery care (68%) or a postnatal check-up within the first two days after birth (30%) than women who participate in fewer or no household decisions.<sup>2</sup>



A nurse at Chivi District Hospital attends to a pregnant woman.

*Photo: Courtesy of UNICEF website*

Poor rural women with no education are least likely to be empowered within their households, and often unable to access reproductive health as well as other forms of health care. No money to pay for treatment and the distance to a health facility account for the two main reasons (59% and 49% respectively) cited by women, especially those living in the rural areas, for not accessing health care for themselves.<sup>3</sup>

One of the key indicators of women's empowerment, maternal mortality, is improving. According to the 2014 Multiple Indicators Cluster Survey, maternal mortality stood at 614 deaths per 100 000 live births in the seven years preceding the survey, and 581 deaths per 100 000 live births in the five years preceding the survey. The 2010-2011 Zimbabwe Demographic and Health Survey put the maternal mortality rate at ten maternal deaths for every 1000 births.

<sup>1</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe 2005-2010.

<sup>2</sup> Zimbabwe Demographic and Health Survey 2010-2011.

<sup>3</sup> Zimbabwe Demographic and Health Survey 2010-2011.

## Kadoma WASH facilities get a gender makeover



Kadoma City Council invests in ensuring a clean and gender-sensitive environment.

Photo: Tapiwa Zvaraya

Kadoma policymakers have carried out a gender analysis of sanitation facilities in two areas of Kadoma. They completed this work as part of the development of a strategic Water, Sanitation and Hygiene (WASH) plan for Kadoma City council covering the next five years. Since women comprise the major consumers of WASH services, and as a Centre of Gender Excellence, the council wanted to meet the needs of local women.

The activities carried out are in line with the SADC Gender Protocol. Stakeholders saw a gender analysis of sanitary facilities in Ngezi and Chemukute as the broad objective of the initiative. The specific objectives included:

- To raise community awareness on gender and sanitation;
- To capture gender dimensions in the Kadoma City strategic WASH plan;
- To identify immediate issues that impart on gender that needed attention;
- To improve accessibility of public water points and sanitary facilities by women and children; and
- To change the attitude of the community towards women and children.

Sanitary facilities are overloaded and old in many areas of the town. This is particularly so in Chemukute and Ngezi. Town developers originally built these settlements as barracks for Polish soldiers during World War Two. Council, therefore, is in the process of upgrading these

facilities so that people live a life there with dignity.

It is against this background that stakeholders completed a gender analysis and needs assessment to consider concerns of women and other marginalised groups. The survey involved focus group, administering an interview and questionnaires and key informant interviews.

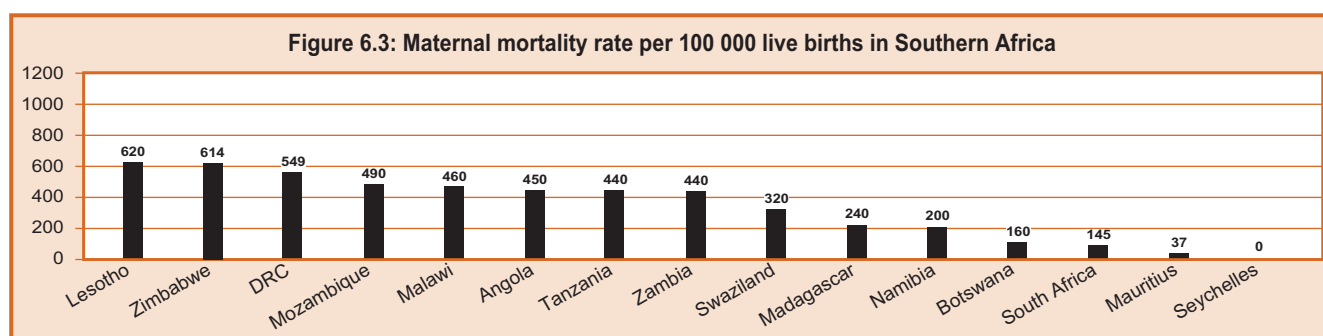
Researchers placed particular attention on women and other marginalised groups as the major consumers of WASH services. Any disruption of these services adversely affects woman and children more than men. Thus, the council sees it as fair to ensure that women have the same opportunities as men in giving their voice and ideas in the planning and the implementation of WASH projects. The partners in the project are Kadoma City, Kadoma Residents Associations, GAA and the Ministry of Education.

Results indicated that there is a need to consult women in planning and managing WASH activities. Issues identified as needing immediate attention include motorising boreholes so that the disabled and young children can easily get water, building accessed pumps at water points and frequently unblocking sewage lines. Women also mentioned the need to install lights at the public toilets and include pad disposal systems.

The council also found that institutions like clinic and schools do not comply in terms of access. Following this survey, council promptly rehabilitated 21 water closets, provided 21 disposable bins for pads in toilets, and constructed seven water points. These changes have helped reduce the time women spend fetching water, so they can spend more time doing household chores and other projects. This has greatly improved household hygiene and sanitation.

The council also has a community water and sanitation committee that looks after the maintenance of the water and sanitation facilities provided. Women comprise 75% of committee members. Women also take part in participatory health and hygiene education and health clubs.

*Excerpt from Kadoma Municipality WASH SADC Protocol case study, 2014*



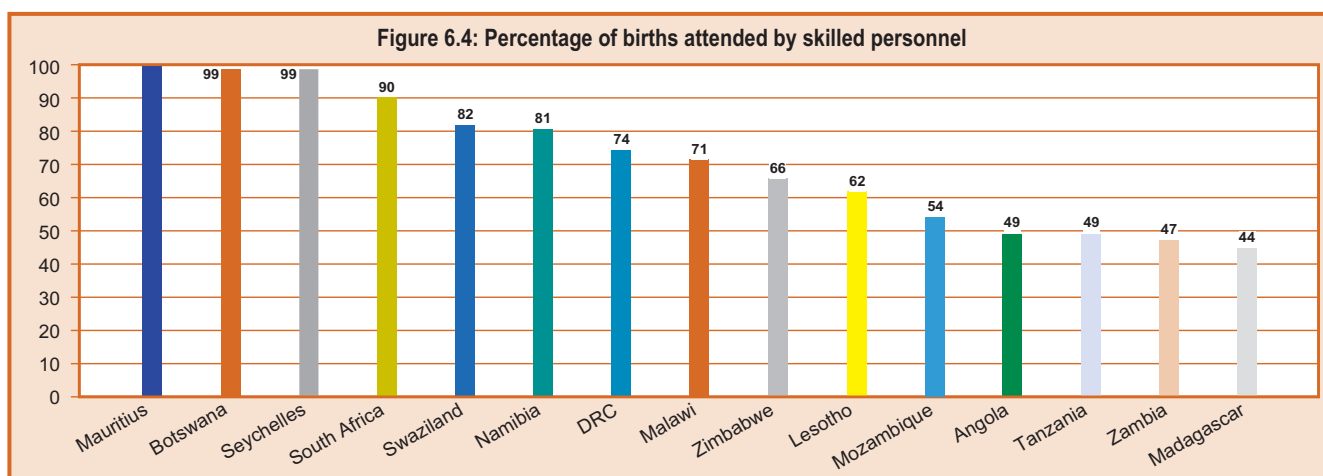
Source: Gender Links 2014; 2014 Multiple Indicators Cluster Survey, Unicef and ZimStat.

Figure 6.3. illustrates the maternal mortality ratio across SADC. Zimbabwe's maternal mortality ratio is the second highest in the region at 614 per 100 000 births. All the countries in the region fall between 620 and 440.

About 24% of the women who die are between the ages of 15-19 and 38% of these in 2011 belonged to an apostolic group that encourages early marriages, as well as polygamous marriages. The majority of women who die in childbirth - 83% in 2011 - work in domestic service, and have little or no education and tend not to give birth in formal health facilities.<sup>4</sup>

Concerted efforts to increase women's access to antenatal care and health services have contributed to the decline in maternal mortality. The percentage of births attended by skilled personnel has increased from 66% in 2010-2011 to 80% in 2014, and 79.6% women delivered in a health facility.<sup>5</sup>

Pregnant women receiving antenatal care, which reached a peak of 94% in 2005, and then dropped to 90% during the ZDHS 2010-2011 survey, is now at 93.7%. In addition, seven in ten women had the World Health Organisation (WHO) recommended four antenatal visits.<sup>6</sup>



Source: Gender Links 2013; 2010-2011 ZDHS.

Figure 6.4 shows that Zimbabwe still needs to improve in terms of skilled personnel attending births. Currently skilled personnel attend 66% of births. Other SADC countries have done much better on this indicator, including Mauritius (100%), Botswana (99%) and Seychelles (99%).

The 2005-2010 Situation Analysis on the Status of Women's and Children's Rights in Zimbabwe identified

"three delays" which contribute to a large proportion of maternal deaths. These include the delay in recognising a problem and deciding to seek care, the delay in reaching a facility after the decision to seek care, and the delay in getting effective treatment at the facility. These three delays contribute to 72.8% of maternal deaths.<sup>7</sup> Of the maternal deaths notified in 2010 and 2011, medical staff deemed 70% as avoidable.<sup>8</sup>

<sup>4</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.

<sup>5</sup> Zimbabwe Demographic and Health Survey 2010-2011; 2014 Multiple Indicators Cluster Survey.

<sup>6</sup> Women and Men in Zimbabwe Report 2012, ZimStat, April 2013.

<sup>7</sup> A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe 2005-2010.

<sup>8</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.

Researchers have identified the leading causes of maternal deaths in the country as AIDS-defining illnesses, post-partum haemorrhaging, hypertension/eclampsia, infections, complications from abortion and malaria.<sup>9</sup> Although gender violence does not feature as a cause of maternal mortality, it is important to note that 5% of women who have been pregnant reported that they experienced violence during one or more of their pregnancies.<sup>10</sup> Any form of violence to women during pregnancy puts their health and that of their unborn child at risk.

A large proportion of maternal deaths occur during the first 48 hours after delivery, emphasising the importance of postnatal care. Zimbabwe's postnatal coverage in the recommended period of within the first two days after delivery has increased from 27%<sup>11</sup> to 77.3% for

women who deliver in a facility or at home.<sup>12</sup>

The country's 2012 MDG Status Report recommends the following measures to reverse the increasing maternal mortality:

- Resolving the barrier of user fees;
- Minimising the "three delays";
- Addressing cultural and religious objectors;
- Developing and disseminating targeted information, education and communication materials to address misinformation and misunderstanding on health issues;
- Developing innovative strategies to engage adolescents on sexual and reproductive health issues in order to reduce teenage pregnancies;
- Ensuring adequate supplies of critical maternal and newborn health and medical equipment and commodities such as blood products; and
- Extending health education on maternal and newborn issues to all women, particularly those in the domestic services sector, and those with little or no education.<sup>13</sup>

## Sexual and reproductive health



*By 2015, countries should develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men.*

Zimbabwe's Constitution provides for reproductive rights, but limits these rights to the extent they infringe on the constitutional right to life of the unborn child. Section 52(b) on the Right to Personal Security, states that there is a constitutional right to bodily and psychological integrity, "subject to any other provision of this Constitution, to make decisions concerning reproduction."<sup>14</sup> Section 52 also requires informed consent before anyone may be subject to extraction or use of bodily tissue.<sup>15</sup>

Section 48, the Right to Life, requires parliament to pass legislation to "protect the lives of unborn children, and that Act must provide that pregnancy may be terminated only in accordance with that law."<sup>16</sup> Lawmakers will have to interpret the provisions of the 2013 Constitution on reproductive rights alongside those ensuring women's equality and non-discrimination in order to provide reproductive rights for women that are consistent with the equality guarantees under the Constitution, as well as comply with international and regional commitments.<sup>17</sup>

<sup>9</sup> 2010 Millennium Development Goals Status Report Zimbabwe.

<sup>10</sup> Zimbabwe Demographic and Health Survey 2010-2011.

<sup>11</sup> Zimbabwe Demographic and Health Survey 2010-2011.

<sup>12</sup> 2014 Multiple Indicator Cluster Survey.

<sup>13</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.

<sup>14</sup> Zimbabwe 2013 COPAC Constitution, 48(3); The Politics of Engagement: Women's Influence and Participation in Zimbabwe's Constitution-Making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women.

<sup>15</sup> Zimbabwe 2013 COPAC, 52(c); The Politics of Engagement: Women's Influence and Participation in Zimbabwe's Constitution-Making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women.

<sup>16</sup> Zimbabwe 2013 COPAC, 52(b); The Politics of Engagement: Women's Influence and Participation in Zimbabwe's Constitution-Making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women.

<sup>17</sup> Zimbabwe 2013 COPAC, 52(b); The Politics of Engagement: Women's Influence and Participation in Zimbabwe's Constitution-Making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women.



## Defining reproductive health

"Reproductive health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity, in all matters relating to the reproductive system and to its function and processes. Reproductive health therefore implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, when and how often to do so. Implicit in this last condition are the rights of men and women to be informed and to have access to safe, effective, affordable and acceptable methods of family planning of their choice, as well as other methods for regulation of fertility which are not against the law, and the right to access appropriate health care services that will enable

women to go safely through pregnancy and childbirth and provide couples with the best chance of having a healthy infant.

In line with the above definition, reproductive healthcare is defined as the constellation of methods, techniques and services that contribute to reproductive health and well-being by preventing and solving reproductive health problems. It also includes sexual health, the purpose of which is the enhancement of life and personal relations, and not merely counselling and care related to reproductive and sexually transmitted disease."

Source: *International Conference Population and Development report, para 7.2*

**The adoption of these definitions marked the beginning of a new era:** In 1995, at the Fourth World Conference on Women (FWCW) in Beijing, the international community agreed that human rights include the right of women to have control over their sexuality. Stakeholders have increasingly used the terms sexual and reproductive rights in policies and programmes throughout the world.

According to the International Conference Population and Development (ICPD), the reproductive health

approach recognises women as subjects rather than objects; upholds their dignity; respects their free and informed choices; and responds in a comprehensive manner to the totality of their health needs. It also aims to promote men's understanding of their roles and responsibilities regarding reproductive health and aims to address the reproductive health issues of adolescents, which traditional family planning policies largely neglected. Furthermore, it addresses the issues of HIV and AIDS and sexually transmitted infections as part of its discourse.<sup>18</sup>

**Table 6.2: Key sexual, reproductive and health indicators**

Indicator	Country statistic/policy	Comment
Current maternal mortality rate (Lifetime Chance of Death from Maternal Causes (one in how many)	614/100,000 <sup>19</sup>	Maternal mortality is beginning to decline from a high of 960/100 000 reported in the 2010-2011 ZDHS
% Births attended by skilled personnel	80	2014 Multiple Indicator Cluster Survey
% Contraceptive use among sexually active women 20-24	45	
% Contraceptive use among married women	67	
Number of deaths annually as a result of illegal abortions		
Country policy on abortion	Abortion is not legal, except in rape cases (Criminal Law Act)	Stakeholders debated abortion within the constitution commissions and raised the issue in public consultations during both of Zimbabwe's constitution-making processes
Total coverage of sanitation facilities (%)	63	
Urban coverage (%)	92	
Rural coverage (%)	34	
% Households with access to safe drinking water	78	

Source: Zimbabwe 2010-2011 Demographic and Health Survey; 2011 Zimbabwe Labour Force Survey; 2014 Multiple Indicator Cluster Survey.

<sup>18</sup> ICPD 1999.

<sup>19</sup> Multiple Indicator Cluster Survey 2014, ZimStat.

## Family Planning/Contraceptive Usage

The 2010-2011 Zimbabwe Demographic Health Survey report shows that 59% of married women use a contraceptive method, and the prevalence rate for modern contraceptive methods among married women is 57%. The 2014 Multiple Indicators Cluster Survey shows that contraceptive prevalence has increased to 67% for women age 15-49 years currently married or in a union.

Only 45% of sexually active women between ages 20-24 use contraceptives according to the same study. The use of modern family planning methods for sexually active unmarried women is 62%.<sup>20</sup> Zimbabwe has achieved nearly universal knowledge of contraception with 98% of women and 99% of men having knowledge of a contraceptive method.

There is higher contraceptive use among women with more than secondary education (67%) and women in rural areas are less likely to use contraceptive methods

than women in urban areas (57% compared with 62%).<sup>21</sup> Oral contraceptive ("the pill") is the most widely used form of modern contraception. According to the 2010-2011 Demographic and Health Survey, the use of the pill has increased from 23% in 1984 to 41% in 2010-11.

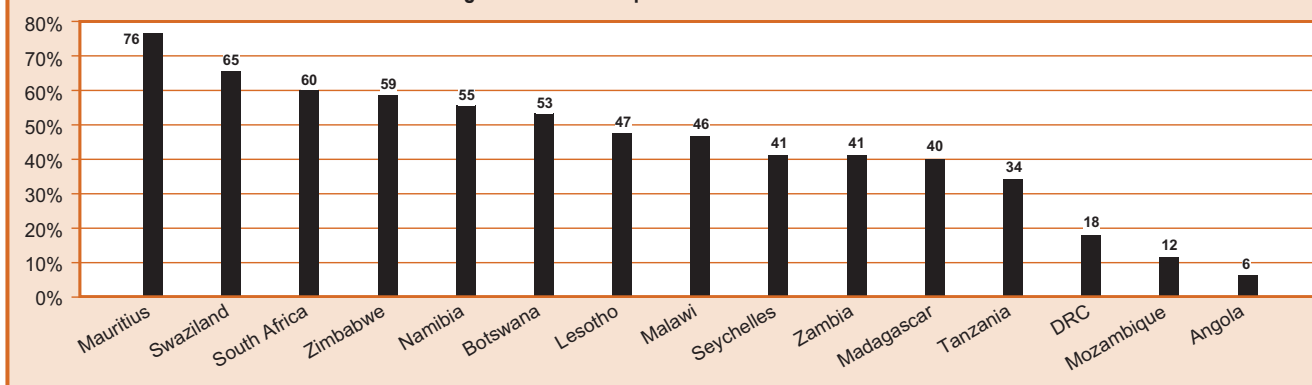
Public sector family planning services is the major source of contraceptives for women (73%). Women who received contraceptives from the public sector or a mission facility say they could to make an "informed choice," because these services inform women of side effects, what to do if they experience side effects, and other methods that they can use.<sup>22</sup>



A condom dress exhibit displayed at the 2013 Zimbabwe gender summit.

Photo: Nhamoyebonde Loverage

Figure 6.5: Contraceptive use in Southern Africa



Source: Gender Links 2014.

### Contraception use is still low but it is improving:

Figure 6.5 illustrates that the number of countries with contraceptive usage of more than 50% has increased from five to six. Wide variations still exist when it comes to coverage across the region. At 76% coverage, Mauritius has one of the highest rates of contraceptive use in the world, while Angola has very poor coverage (6%). A number of countries, such as Botswana,

Madagascar, Malawi, Namibia and Swaziland have improved coverage of family planning in the last year. As the United Nations Population Fund (UNFPA) has estimated, society could prevent one third of maternal deaths if countries made contraceptives available to all women. This is clearly an area where stakeholders must invest greater effort.

<sup>20</sup> Zimbabwe Demographic and Health Survey, 2010-2011.

<sup>21</sup> Zimbabwe Demographic and Health Survey, 2010-2011.

<sup>22</sup> Zimbabwe Demographic and Health Survey, 2010-2011.

## Government pilots cervical cancer vaccine

The Ministry of Health launched in 2014 a pilot project in two areas of the country to vaccinate teenage girls against the Human Papilloma Virus (HPV), which has links to cervical cancer. The pilot National Demonstration Project for the HPV vaccine is underway in Beitbridge and Marondera and targets 10-years-old girls who will receive three doses of the vaccine to complete the course.

The project is a joint initiative between the Ministry of Health and Child Care and The Ministry of Primary and Secondary Education with the support of Global Alliance for Vaccine and Immunisation (GAVI Alliance) and local partners. It will run in the two sites until 2016 and legislators will then extend it to other districts in the country. The vaccine is one of two anti-cancer vaccines available in the world and is effective in preventing HPV.

No one has studied HPV infection in girls or boys before the onset of sexual activities in Zimbabwe and there is a need for epidemiological studies to determine the HPV prevalence by age and sex. In addition, no services exist for HPV testing in the public or private health care sectors.

The pilot vaccine trials will help the government to develop a public-funded initiative to reach more women and girls with the vaccine nationwide, because the majority cannot afford the cost of the vaccine, which runs between US\$180-US\$300 in the private healthcare sector. Cervical cancer is one of the leading causes of death among women in the country and the Ministry of Health allocated US\$500 000 for cancer advocacy in the 2014 national budget.

The 2010-2011 Demographic and Health Survey findings, however, compare to previous surveys and show little improvement in the contraception method mix. Public health facilities continue to be the dominant source of contraceptives, making them less available to women where public facilities do not exist.

Strengthening the contraception method mix and the availability of information, services and contraceptives at community level can increase access to women in the rural areas and overall improve the contraceptive prevalence rate.<sup>23</sup> The unmet need for family planning has remained unchanged since 2005-06 at 13% among married women. If the country meets this need, the prevalence rate for married women would increase from 59% to 74%.<sup>24</sup> However, Zimbabwe still does not provide family planning services to girls under the age of 16 who marry under customary law, which does not set a minimum age of marriage.

Less than one percent of women use the female condom as a form of contraception,<sup>25</sup> even though there has been a visible campaign in the country to promote it. The 2010-2011 Demographic and Health Survey shows an increase in the use of male condoms as a contraceptive method from 1% in 2005-06 to 3% in the 2010-11 survey.



Women demand access to condoms at the 15th International AIDS Conference in Bangkok in 2004.  
Photo: Colleen Lowe Morna

<sup>23</sup> 2010 Millennium Development Goals Status Report Zimbabwe.

<sup>24</sup> Zimbabwe Demographic and Health Survey, 2010-2011.

<sup>25</sup> Zimbabwe Demographic and Health Survey, 2010-2011.

## Gender and health take centre stage in Kadoma

Councillor Langton Mabhanga's drive to involve communities in their own development has paid off. Some 1500 women, men and children in the city of Kadoma have been taking charge of their health through community-based support groups and outreach programmes.

A community-based support group comprised of three qualified nurses, three youth and three persons living with HIV make an average of ten home visits each month, while every week the group provides blood pressure and blood sugar screenings to about 120 women.

The council, through a partnership with Population Services International (PSI), also provides sexual and reproductive health services, which include HIV testing, and counselling, sex education and free condoms. Women make up 83% of the beneficiaries of the community health services, which also specifically targets elderly women.

Mabhanga has engaged doctors, physiotherapists, nutritionists and counsellors who volunteer during the outreach programmes as well as the council's bi-annual health expo, which provides information on HIV and AIDS and other diseases that affect women and youth.

Kadoma's health awareness programme has become a lifeline to women like Fadzai Rombe, who learned that her husband is HIV-positive after he spent time in prison

and needed his medication from home. "I started the painful and severe mental process of dealing with my husband's status. He hadn't told me about his test and medication," explains Rombe.

Upon his release from jail, Rombe's husband deserted her and their three children. "I endured for three months until I visited the Health Awareness Clinic... I now know I can still live, move on and I will make it."

The council also distributes blankets, utensils and clothes to the pupils of Jairos Jiri School for the Visually Impaired, 65% of whom are girls.

The health programmes have enhanced the spirit of volunteerism in the community and people are keen to help each other. Mabhanga says the high level of community participation is one way to sustain the health initiatives.

Mabhanga believes that local authorities must ensure accountability to women and girls in their delivery of services. "Through poor service delivery, local authorities perpetuate and amplify the community voices of tradition that lead to gender stigmatisation."

Mabhanga has plans to expand the idea of the Health Fair to create a Gender Caravan and establish a "50/50 village."

*Source: Derived from Councillor Mabhanga's presentation to the SADC Gender Protocol @ Work Summit, May 2014.*

## The right to choose

Abortion is legal only in limited circumstances. Government subsidises the cost of contraceptives. No legal restrictions exist on the provision of family planning services to minors; adolescents from the age of 16 years can access contraceptives without parental consent. However, the adolescent birth rates indicate that they

still have unmet contraceptive needs and engage in relationships in which negotiating the use of contraceptives to prevent early pregnancies is often not possible. The adolescent birth rate increased from 96 per 1000 girls in 2009, to 114.6 per 1000 in 2010-2011. The rate is higher in rural areas (120 per 1000 girls) compared to the urban areas (70 per 1000).<sup>26</sup>

## Sanitation



*The SADC Gender Protocol requires that by 2015 member states ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.*

<sup>26</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.



The provision of sanitation and hygiene facilities is integral to improving women's health throughout the region. Poor sanitation results in increased spread of communicable diseases such as TB and malaria, and women are more vulnerable to both. Furthermore, menstruation, pregnancy, and postnatal care become increasingly difficult for women without proper hygiene and sanitary facilities, as does caring for family and community members living with HIV and AIDS. According to the World Health Organisation, we could avoid almost one tenth of all global deaths by providing clean drinking water, better sanitation and improving water resources management to reduce incidence of water-borne diseases and cases of accidental drowning.

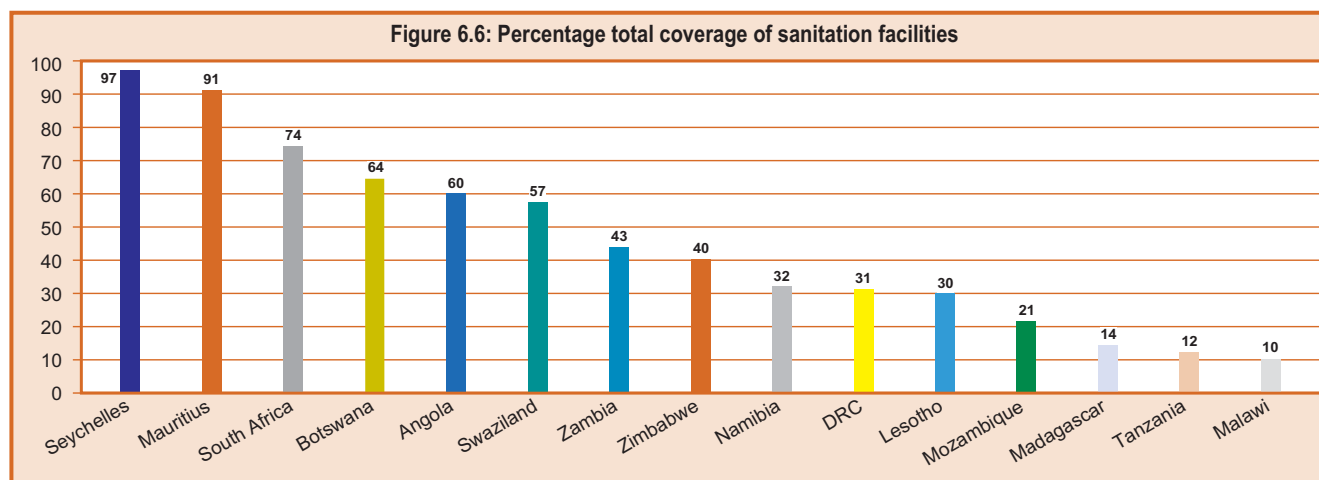
Household sanitation is everyone's responsibility, but the reality is that women, especially those in rural areas, bear a disproportionate burden of household responsibilities. Information collected during the 2009 Multiple Indicator Monitoring Survey shows that in the majority of households (81%), it is the responsibility of adult women to collect water. Females less than 15 years fetched water in 5% of the households and adult men collected water in 13% of the households.<sup>27</sup> It is easier to complete tasks such as cooking, cleaning, care giving and caring for children where there is running water. Inadequate sanitation also affects women and girls' personal safety.



Gweru residents inspect a local service. Gweru City Council has improved availability of both water and sanitation. Photo: Tarisayi Nyamweda

There is a reduction in women's risk of experiencing rape and sexual assault when toilets and water supplies are located close to home, and where women do not have to leave their homes at night to access these services. Women thus have a stake in ensuring that their countries develop good sanitation practices, and lawmakers should harness their energies to implement national and community projects to improve sanitation. Although the SADC Protocol has provisions for providing hygiene and sanitation facilities, the developments in this sector have been slow.<sup>28</sup>

## Coverage of sanitation facilities



Source: Unicef progress on Drinking water and sanitation 2014 update.

Figure 6.6 highlights the coverage of sanitation facilities in SADC countries. Zimbabwe's coverage is at 40%, underscoring the great need to accelerate efforts in

sanitation. Zimbabwe fares worse than many of its neighbours in this area, including Zambia (43%), Botswana (64%) and South Africa (74%).

<sup>27</sup> Women and Men in Zimbabwe Report 2012, Zimbabwe National Statistics Agency, April 2013.

<sup>28</sup> ZWRN 2013 National Budget Gender Analysis.



## The post 2015 agenda and health and sexual and reproductive health in Zimbabwe



Legislators have made commendable strides to reduce maternal mortality and to ensure that all women have accessible and affordable antenatal care. Women's and girls' access to sexual and reproductive health education, information

and services, however, must be expanded and strengthened to enable women and girls to have quality health care throughout their life cycle.

The National Alliance's suggestions in this area for the post-2015 matrix are as follows:

**Table 6.3: Proposed targets and indicators for the health sector**

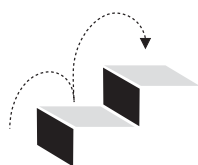
Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
<b>Maternal mortality</b>			
Reduce the maternal mortality ratio by 75%	3.1 By 2030, reduce the global maternal mortality ratio to less than 70 per 100 000 live births	1. Reduce the maternal mortality ratio to less than 70 maternal deaths per 100 000 live births	1. Maternal mortality ratio <sup>29</sup> (out of 100 000) 2. Percentage of births attended by skilled personnel <sup>30</sup> 3. Contraceptive prevalence rate <sup>31</sup>
<b>Sexual and reproductive health and rights</b>			
Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care	5.6 Ensure universal access to sexual and reproductive health and reproductive rights in accordance with the Programme of Action of the ICPD and the Beijing Platform for Action	2. Ensure universal access to quality healthcare for all people, allowing them choice and control over their bodies and sexual and reproductive health rights and needs 3. Adopt and implement laws ensuring women's sovereignty and choice over their bodies and reproductive health choice right to life 4. Ensure that no person's human and health rights are violated for any reason under any circumstances	4. Percentage of contraceptive use among sexually active men and women 5. Percentage of adolescent pregnancies 6. Policy that is progressive on termination of pregnancy 7. Country policy on rights based termination of pregnancy 8. Country policy and law on marriage age 9. Country policy on legal age to access contraceptives 10. Percentage of women, men and girls accessing mental, sexual and reproductive health services/facilities 11. Number of facilities providing healthcare services 12. Number of mobile health facilities and frequency of visits 13. Ratio of midwives to patients 14. Ante-natal care coverage Percentage 15. Percentage of pregnant women living with HIV accessing PMTCT 16. Number of health campaigns and outreach programmes by local councils

<sup>29</sup> WHO, Health Demographic surveys.

<sup>30</sup> WHO, Health Demographic surveys.

<sup>31</sup> WHO Development Indicators.

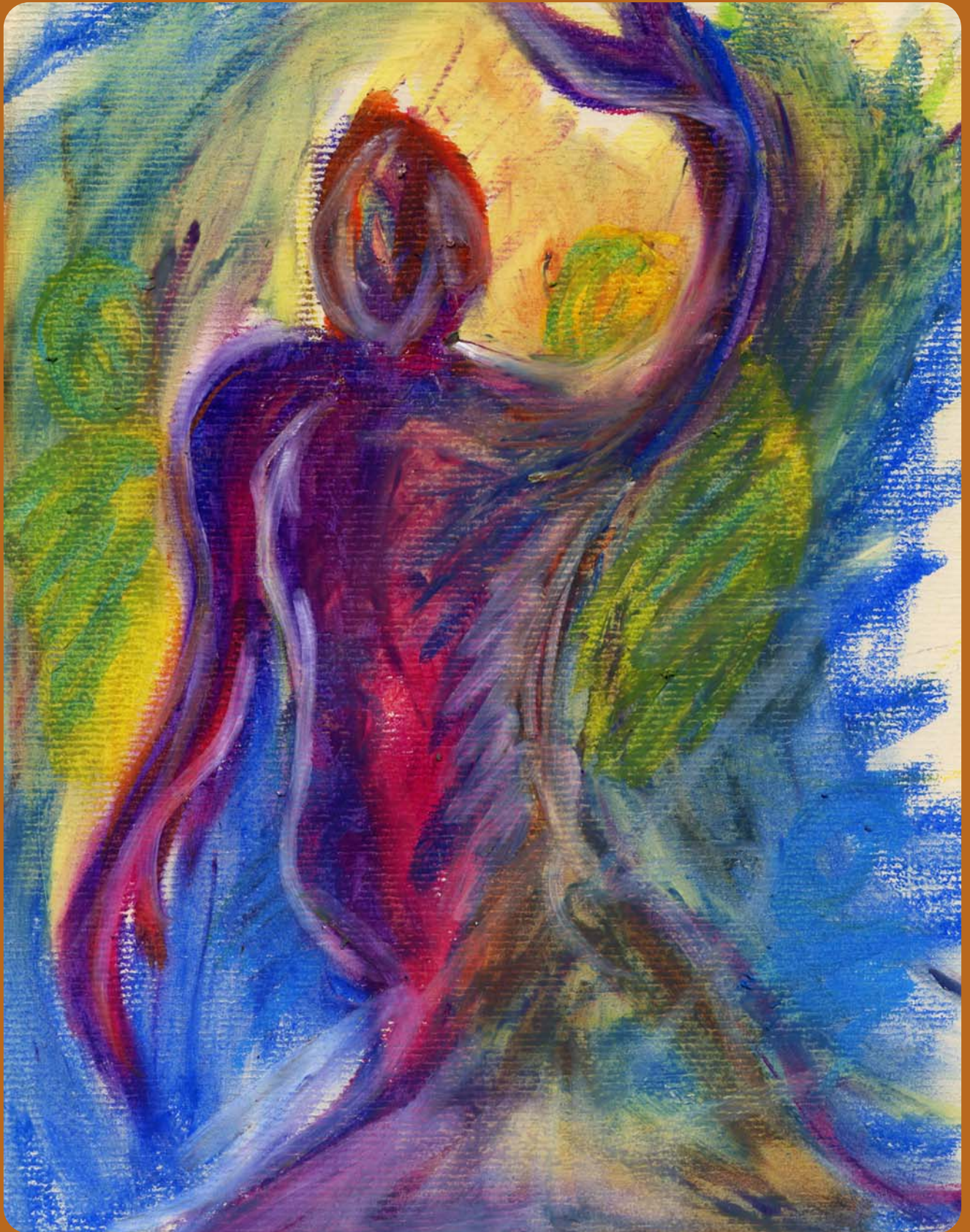
Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
Provision of basic rights			
Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison	6.1 By 2030, achieve universal access to safe and affordable drinking water for all	5. Develop and implement inclusive and holistic policies, programmes, campaigns and information that addresses the specific sexual and reproductive health needs of <i>all</i> people	17. Number of local councils that provide diverse and inclusive information on health and sexual reproductive health
Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men	6.2 By 2030, achieve adequate sanitation and hygiene for all, paying special attention to the needs of women and girls	6. Improved nutrition and reduce malnutrition by 50%	18. Percentage total coverage (urban and rural) of sanitation facilities
		7. Ensure the provision of safe water and improved sanitation for all people in both rural and urban areas	19. Percentage of access to safe drinking water (rural, urban, prisons, refugee camps)
		8. Ensure people, especially adolescents, are educated about their sexual and reproductive health and rights	20. Percentage of women attending educational programmes on sexual and reproductive health rights
			21. Percentage of child mortality (urban/rural)
Non-communicable disease			
		9. Ensure all citizens have access to information and facilities for testing for and treating cancers and other diseases, also early detection	22. Prevalence of cancers among men and women (disaggregate forms of cancer e.g. cervical cancer, breast cancer)
		10. Embark on campaigns to ensure education on cancer and other non-communicable disease, also mainstreaming gender in care work	23. Number of local councils that provide information or organise events to promote awareness of cancers and other health conditions
			24. Number of cancer screening and testing centres
			25. Adoption of low cost screening management
Healthy lifestyles			
		11. Promote healthier lifestyles, focusing on prevention to reduce ill health such as hypertension and diabetes	26. Prevalence of raised fasting blood glucose among adults aged ≥ 25 years (percentage) by age and sex
			27. Prevalence of raised blood pressure among adults aged ≥ 25 years by age and sex (percentage)



## Next steps

- Promotion of sexual and reproductive rights: Stakeholders should integrate sexual and reproductive rights into school curricula from primary school level, and promote sexual and reproductive rights relating to both men and women.
- There is a need to scale up research at the national level: More and better research is necessary at the national level to inform the development and revision of policies and programmes that address the sexual and reproductive health needs of women and girls, especially those in vulnerable situations. This includes prisons, internal displacement camps, refugee camps, as well as sex workers, elderly women and women with disabilities.
- The decline in maternal mortality is encouraging. Consistent efforts should continue through actions such as IEC campaigns; the development and expansion of comprehensive health services that have antenatal facilities, and services that exist closer to the communities; and the investment of more resources in the national budget towards initiatives to reduce maternal mortality.
- Health care policies and strategies should begin to focus on women's increasing risks of breast and cervical cancers, diabetes and heart disease. There is a need for national campaigns on women's health, as well as financial investments in women's health centres and in treatment, drugs and equipment for early detection, as well as to increase women's survival rates from breast and cervical cancers.





"Anita"

Anushka Virahsawmy





# CHAPTER 7

## HIV and AIDS

### Article 27



Zimbabwe has experienced a decline in HIV infections and related deaths over the past few years partly due to an increase in awareness and prevention. However, behavioural change remains critical to avoiding new infections. *Photo: Google Images*

#### KEY POINTS

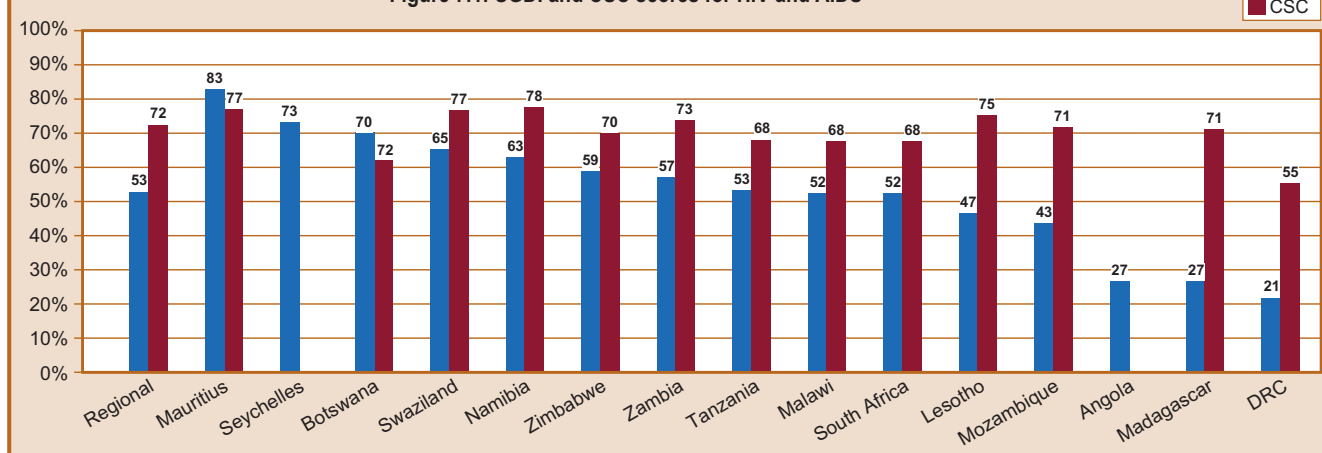
- The SGDI for the HIV and AIDS sector is 59% compared to the citizen score of 70%. Visible efforts by government and other stakeholders on prevention programmes and improving access to treatment could be the reason for the higher score from citizens.
- The country has made commendable strides in reducing the overall HIV prevalence rate, which researchers now estimate at 15%, and is working towards reducing the prevalence rate to a single digit.
- In 2011, Zimbabwe reached 79.5% Anti-Retroviral Therapy (ART) coverage; 80% for adults and 46% for children with advanced HIV infection.
- However, the gender inequalities that fuel the pandemic remain evident in that women have a higher prevalence (18%) than men (12%) do.
- Zimbabwe has a strong policy and strategic framework to address HIV and AIDS. The Zimbabwe Accelerated Country Action for Women, Girls, Gender Equality and HIV (2011-2015) seeks to specifically address the gender dimensions of the pandemic.

**Table 7.1: SGDI and CSC scores for HIV and AIDS**

	SGDI	CSC
<b>Scores</b>	59%	70%
<b>Ranks</b>	6	10

The SGDI score is 59% in 2014, an increase from 47% in 2013. The CSC score decreased from 75% to 70%. The SGDI measures comprehensive knowledge on HIV and AIDS, the proportion of women living with HIV as a proportion of the total, and HIV-positive women receiving Prevention of Mother to Child Transmission (PMTCT). Zimbabwe ranks number six in the region in this category.

**Figure 7.1: SGDI and CSC scores for HIV and AIDS**



Source: Gender Links 2014.

Figure 7.1 presents a comparison between the SGDI and the CSC scores in this sector. This indicates that, in general, citizens have a level of satisfaction with the efforts of their governments than the indicators suggest that they should not. This trend persists from previous

years. The average CSC score has increased slightly between 2013 and 2014, from 71 % to 70%. This represents a levelling of this score. CSC scores look quite similar across the region (with the highest score of 78% in Namibia and the lowest at 55% in the DRC).

### Rimuka gets an HIV and TB clinic

There is a high burden of HIV and TB among women in Rimuka. Meanwhile, until recently, the town had just one public diagnosing centre for HIV and TB, at Kadoma District hospital, about 10 kilometres away. Because of the distance and cost of travel, fewer women accessed HIV/TB diagnosis and treatment services. Delayed diagnosis and treatment thus led to low quality of life, premature deaths and it affected family lives. The diseases also spread faster in the community. Kadoma city thus established an integrated HIV/TB centre as a one-stop shop where health officials can diagnose HIV and TB and treat patients with either disease. Eligible clients can also access Anti-Retroviral Therapy (ART).

This is a good practice in that diagnosis, care and support now exist at local level. This creates time for clients to do other duties. Those who had trouble affording the transit cost from Kadoma also save on bus fare. Furthermore, this is in line with Article 27 of



The Rimuka clinic is as a one-stop shop where health officials can diagnose HIV and TB and treat patients with either disease. Photo: Zim Health

the SADC Gender Protocol, which urges institutions to develop gender sensitive strategies to prevent HIV infection and to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls. The specific objectives of the program include:

- To renovate the structures at Rimuka Health centre to make them gender sensitive;
- To initiate ART on 1200 clients from January to December 2014;
- To screen for TB to all HIV infected clients and vice versa;
- To improve the quality of life among those affected and infected by HIV/AIDS; and
- To reduce travelling expenses since the clinic is in Rimuka.

The City Health Department noted certain barriers to seeking care, particularly among women due to gender disparities. Distance, time and financial barriers are common, which means stakeholders need to reduce these through offering an integrated service, at minimum cost and at a site within the community. It is also necessary to integrate HIV and TB diagnosis and treatment under the same roof as these two diseases now co-infect most clients. The steps in the programme include:

- Stakeholders carried out a baseline study on factors associated to delayed ART initiation;
- Created an enabling environment, including building, staff and equipment;
- Mentoring staff on integrated HIV/TB treatment;

- Offering provider initiating testing and counselling to all clients seeking health services at Rimuka clinic;
- Screening for TB to all clients, including those living with HIV and AIDS;
- Performing CD4 cell count test on those found to be HIV-positive;
- Initiating ART on all eligible clients;
- Linking all clients living with HIV and AIDS to support groups and other linkages; and
- Continuous monitoring and evaluation of the program.

The following partnerships exist in the implementation of the project:

- Kadoma City Council (Health Department)
- ZNPLH+ (Kadoma Branch) - letter of support local
- Ministry of Health and Child Care
- District Aids Coordinating Committee
- TB Union (global NGO)
- TB Care - national NGO
- ZIM Health - letter from Switzerland (global)
- Soap Box Collaborative

The project has funds to use in a gender responsive manner to the value of \$83 620 but still faces some challenges, as indicated below:

Challenge	How did project overcome it?
Staff shortages	Employ relief nurses as needed
Stationery	Assisted by partners
Shortage of CD4 point of care machine	Procured two additional machines
Furniture for staff and clients	Engaged partners to purchase additional furniture
Stigma	Raise awareness on HIV acceptance
Changing information on HIV and AIDS	Continuous staff development
Attitudes of some professional staff	Training of staff

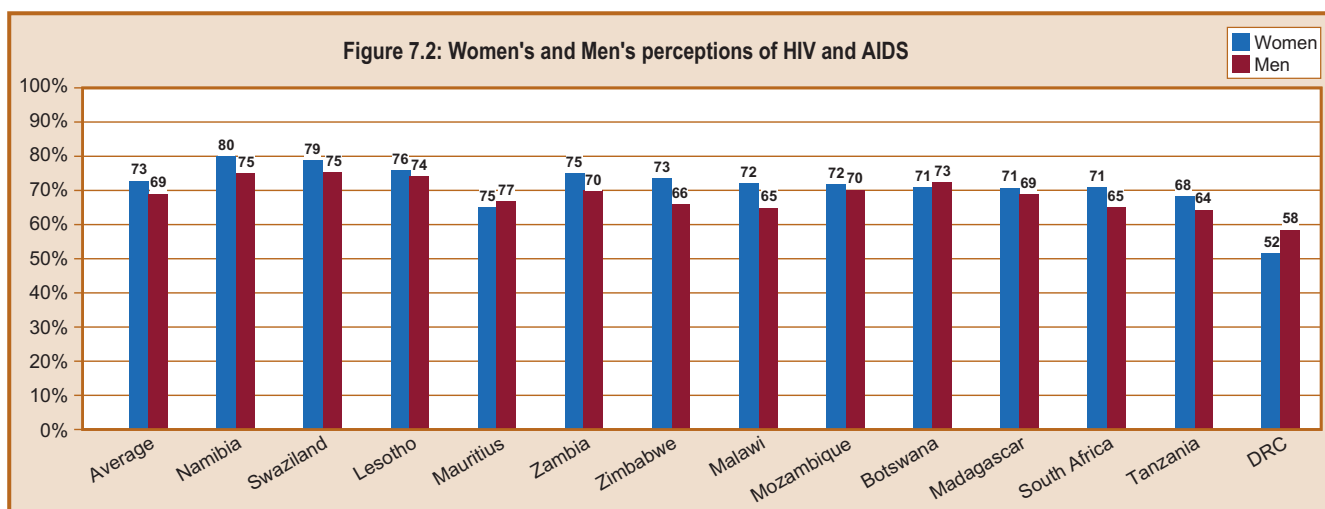
Council's acknowledgment of the need to bring treatment closer to the people has contributed to the promotion of universal access to HIV and AIDS treatment in the town. At individual level, clients can join psychosocial support groups and reduce stigma. The quality of life has improved due to treatment.

Women have free access to diagnostic and treatment services. Consultation, medicines, CD4 count are all free, the minimal cost is the opportunity cost of seeking treatment. Experts provide treatment in a friendly, specialised environment without competing for services with other diseases and conditions. Women can discuss

their choices for treatment options with specialised health workers.

Linking the clients to support groups and project group has empowered the women to be in control of their condition and assist others. Improved quality of life ensures that women can contribute to the wellbeing of their families as mother and wife. Group and individual counselling, as well as activities at the support groups, empowers women to negotiate for safe sex to prevent reinfection and STIs. This has also had an impact on unintended pregnancies.

*Excerpt from SADC Protocol@work case study submitted by Kadoma City Council, 2014*



Source: Gender Links 2014.



Sister Mutswiri explains how to use the CD4 count machine during the Kadoma COE verification in 2013. Awareness and education is critical to reduce new infections of HIV.  
Photo: Tapiwa Zvaraya

Figure 7.2 shows that men and women have quite similar perceptions of their governments regarding the provision of HIV and AIDS services. The regional average is 73% for women and 69% for men. The overall average is 72%, which is close to the average of 71% in 2013. Zimbabwe falls in the middle, with women ranking it 73% and men 66%. Ten countries show higher scores for women than men, while three have higher scores for men than women. The difference between the highest CSC score in Namibia (average 78%) and the lowest in DRC (average 55%) is much less than the

difference between the highest and lowest SGDI scores. This is probably an indication of citizen's satisfaction and relief with treatment availability after so many years of extreme morbidity and mortality.

### Background

The human face of HIV and AIDS in Zimbabwe disproportionately continues to be that of women and young women. Gender inequalities, patriarchal and cultural norms and attitudes, and gender-based violence increase women's vulnerability to HIV infection. Inter-generational relationships, sexual violence and early marriages within some religious sects increases the HIV risk of adolescent girls and young women. An estimated 1 168 263 people were living with HIV at the end of 2010, with women comprising 52% of this number.<sup>1</sup> The peak age group affected is women ages 30-39 years (29%) and in men 45-49 years (30%).<sup>2</sup>

In addition, women remain unable to negotiate safer sex, even within marriage. The National AIDS Council reports that married women in Zimbabwe increasingly have become more vulnerable to HIV infections. Moreover, women continue to carry the burden of providing care to their husbands, children, relatives, community members and orphans. Women constitute more than 95% of the care givers involved in home-based care in Zimbabwe.<sup>3</sup>

<sup>1</sup> Zimbabwe 2012 Millennium Development Goal Progress Report.

<sup>2</sup> Zimbabwe Demographic and Health Survey, 2010/2011.

<sup>3</sup> Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) 2009.



## Policies



*State parties shall take every step to adopt and implement gender-sensitive policies and programmes, and enact legislation that will address prevention, treatment, care and support in accordance, but not limited to, the Maseru Declaration on HIV and AIDS.*

The Criminal Law (Codification and Reform Act) protects women from sexual abuse and criminalises marital rape and the wilful transmission of HIV and AIDS. The country also has implemented the Zimbabwe Operational Framework on Women, Girls, Gender Equality and HIV (2011-2015) to complement the Zimbabwe National AIDS Strategic Plan II (2011-2015) and to provide direction in making HIV programming more responsive to the needs of women and girls. This is especially important for marginalised women - sex workers, migrant and internally displaced women, women living in informal settlements, cross border traders, women and girls with disability and adolescent girls.

This framework, known as the Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and AIDS (ZAACA), has five outcomes:<sup>4</sup>

- Access to comprehensive HIV prevention, treatment, care and support services for women and girls;
- HIV integrated into sexual and reproductive health and other health and social services;
- Women and girls empowered to drive the transformation of social norms and power dynamics with the engagement of men and boys working for gender equality in the context of HIV;
- Developing a research agenda to gather evidence for better planning, programming and implementation of programmes;
- Resource mobilisation for the implementation of ZAACA; and

The Ministry of Health is also spearheading the development of a comprehensive Sexual and Reproductive Health and HIV and AIDS policy.

## Prevention



*The Protocol requires that by 2015, State Parties shall develop gender-sensitive strategies to prevent new infections, taking account of the unequal status of women, and in particular the vulnerability of the girl child as well as harmful practices and biological factors that result in women constituting the majority of those infected and affected by HIV and AIDS.*

HIV and AIDS prevalence in Zimbabwe has been on a downward trend from 27% in 1997 to 15% of adults in the 15-49 age group in 2010. This is a result of collective efforts by government and civil society to

combat new infections through awareness campaigns. However, Zimbabwe remains the fifth most HIV-burdened country in region, after Botswana, Lesotho, South Africa and Swaziland.<sup>5</sup>

**Table 7.2: Key Gender, HIV and AIDS indicators**

	% women	% men
Extent of comprehensive knowledge on HIV and AIDS	52	47-49.5
HIV infection	53.9	46.1
% of women and men ever tested <sup>6</sup> (age 15-49 who have been tested in the last 12 months)	50.6	40.3
On ARV treatment - 79.5% ART coverage in 2011	63.6	36.3
Pregnant women counselled and tested for HIV during antenatal care	59.1	-
HIV positive pregnant women receiving treatment to mitigate against PMTCT	82	-

Source: Zimbabwe Demographic and Health Survey 2010-2011; Zimbabwe 2012 Millennium Development Goals Progress Report; 2013 National Estimates, AIDS and TB Unit, Ministry of Health and Child Care. The change in PMTCT guidelines and indicator definition may explain the decline in 2012 and 2013 estimates.

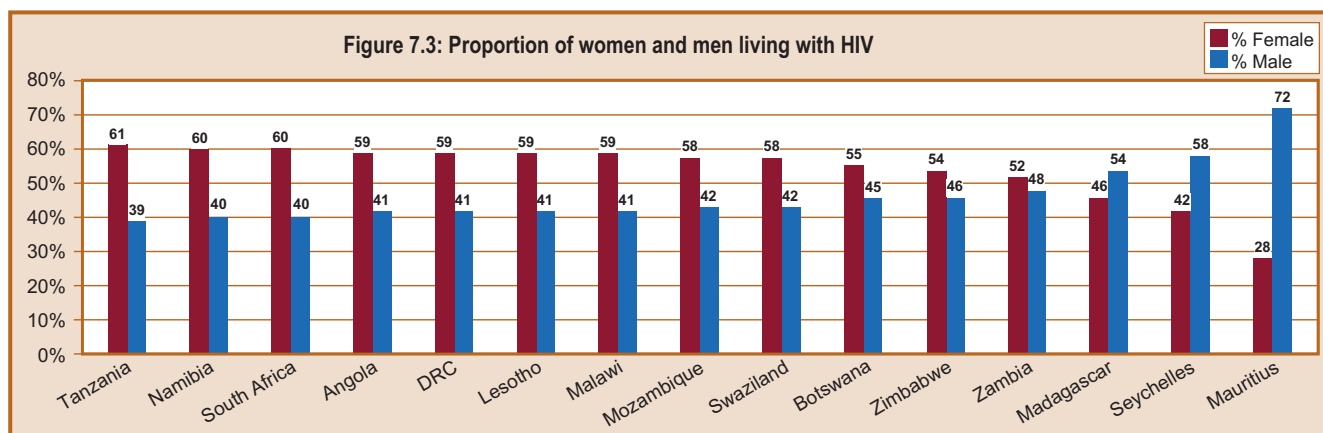
<sup>4</sup> Zimbabwe Accelerated Country Action for Women, Girls, Gender Equality and HIV, A call for action, 2011-2015.

<sup>5</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.

<sup>6</sup> Data from the 2014 Multiple Indicator Cluster Survey.

Comprehensive, accurate knowledge of HIV and AIDS is fundamental to ensuring citizens use HIV services and engage in behavioural change. In Zimbabwe, comprehensive knowledge is higher among women (52%) than men (47%-49.5%). An average of 50% of

young people have a comprehensive knowledge of HIV and preventive methods, and almost 80% of young women and men know that the use of condoms reduces the risk of HIV infection.<sup>7</sup>

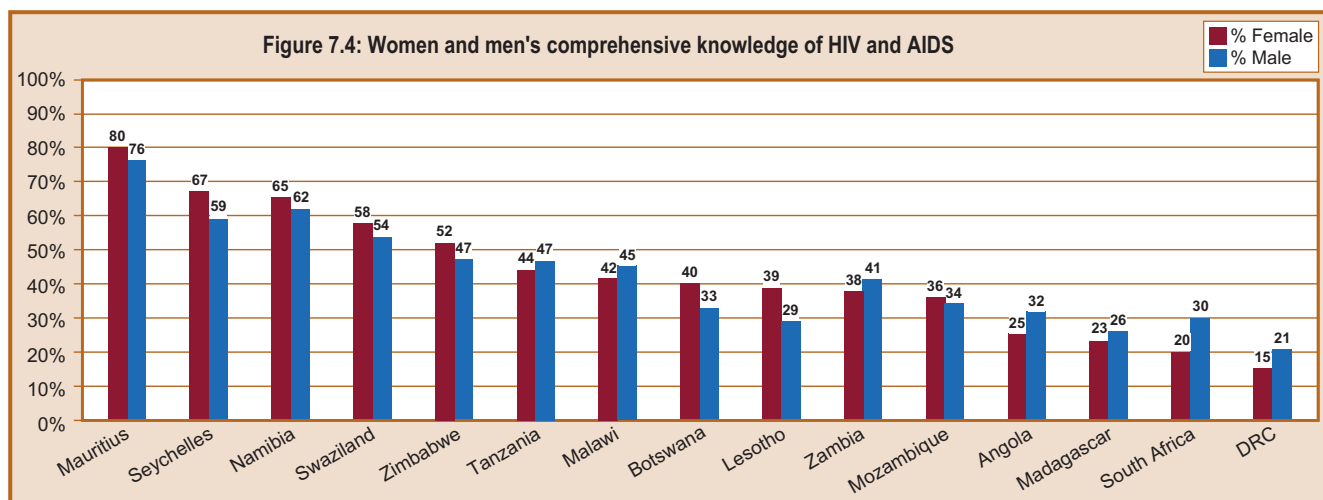


Source: <http://kff.org/global-indicator/women-living-with-hiv/aids/> accessed 18 June 2014.

Figure 7.3 shows that women remain more affected by HIV than men do. In 12 of the 15 countries in SADC, there is a higher proportion of women living with HIV. Madagascar, Seychelles and Mauritius have a higher proportion of men living with HIV than women, with the highest disparity in Mauritius, where men comprise 72% of those living with HIV. These three countries have concentrated HIV epidemics in key populations such as injecting drug users and men who have sex with men. In Zimbabwe, women comprise 54% of those living with HIV and AIDS. In all countries, as epidemics mature, the gap is narrowing between the percentage of men and women living with HIV.

According to UNAIDS, women constitute approximately 58% of the estimated 35.5 million people living with HIV globally. It is further estimated that 37 000 women die every year from HIV and pregnancy complications in low and medium income countries, compared to almost none in high-income countries.<sup>8</sup>

Comprehensive, accurate knowledge of HIV and AIDS is fundamental to ensuring citizens use HIV services and engage in safe sexual behaviours. Yet, knowledge remains low among young women and men (aged 15-24) in SADC, with significant gaps in even basic knowledge about HIV and its transmission. Thus, stakeholders at all levels must mainstream age-appropriate sexuality education.



Source: <http://unstats.un.org/unsd/mdg/SeriesDetail.aspx?srid=742> <http://mdgs.un.org/unsd/mdg/data.aspx> - accessed 18 June 2014.

<sup>7</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.  
<sup>8</sup> UNAIDS 2014.

### Great variations in knowledge of HIV and AIDS exist between countries:

Figure 7.4 illustrates that the most comprehensive knowledge on HIV and AIDS is in Mauritius - 80% for women and 76% for men. Only four countries - Mauritius, Namibia, Seychelles and Swaziland (all with relatively small populations) - have comprehensive HIV and AIDS knowledge that is more than 50%. Eight countries do not even reach 40% knowledge coverage for both men and women (Angola, Botswana, DRC, Lesotho, Madagascar, Mozambique, South Africa and Zambia). Anecdotal evidence suggests that this depressing picture is further exacerbated by wide disparities in knowledge between rural and urban young people, between higher and lower socio-economic groups, and between those with more and less education. This is especially worrying in a region

with the highest prevalence of HIV. Compared to the effort that has been invested in education and information campaigns over many years, this is an extremely poor result and calls for serious reassessment of strategies.

### The knowledge gap between women and men is relatively small:

Women and men's comprehensive knowledge of HIV remains similar through all the countries. The highest disparity is in South Africa, where women sit ten percentage points behind men, and in Lesotho, where men sit ten percentage points behind women. Women score higher in Botswana, Lesotho, Mauritius, Namibia, Seychelles, Swaziland and Zimbabwe, with the rest of the countries showing lower percentages for women than men.

## Treatment

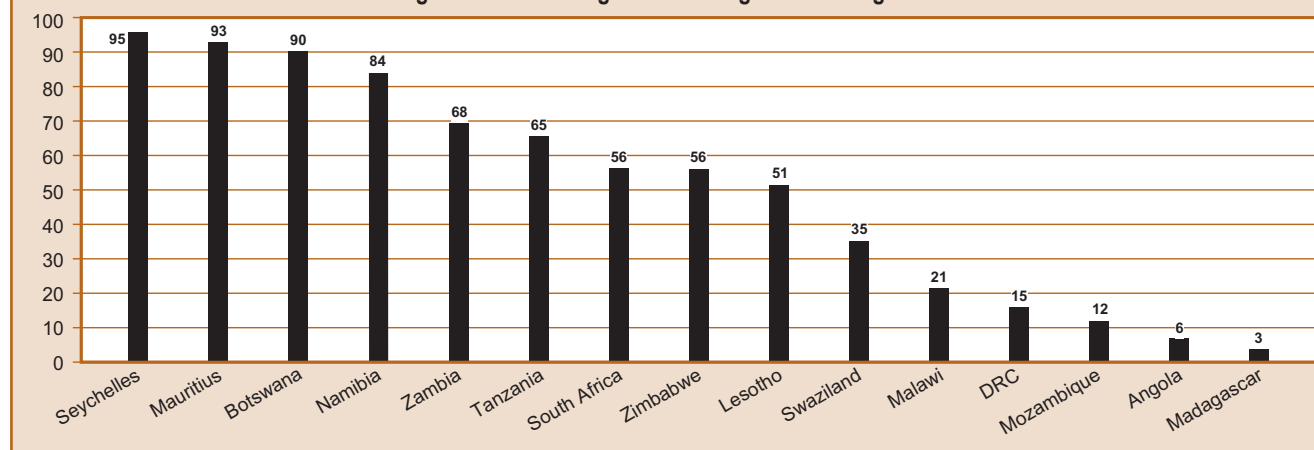


*The Protocol requires State Parties to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.*

Zimbabwe has increased its ART coverage from 53% in 2009 to 80% in 2011. More than 80% of the adult population with advanced HIV infection has access to treatment, while 46% of children with advanced HIV infection have access to treatment. The majority of those on treatment are aged 15 years and older. In

2011, of those with advanced HIV infection, more women (63.6%) than men (36.3%) received ART. The country is among the five countries in the SADC region - with Botswana, Mauritius, Namibia and Seychelles - that has achieved 80% or higher ARV coverage for people with advanced HIV infection.

Figure 7.5: Percentage of those eligible receiving ARVs



Source: UNAIDS 2012.

Figure 7.5 shows the percentage of people receiving ARVs in SADC. Zimbabwe, at 56%, falls in the middle.

## PMTCT



Staff and clients at the one-stop centre in Makoni, which caters for HIV testing and referrals.  
Photo: Anna Murigwa

The PMTCT coverage also continues to expand in the country. As of 2010, 86% of pregnant women received treatment to prevent HIV infection in their unborn child, and by the end of December 2012, this had increased to 92% using the single dose therapy known as Option A. In 2014, as the country moved to Option B, 82% of pregnant women received treatment to prevent HIV infection in their unborn child.

Option B+ is an approach to integrate PMTCT and ART at the primary care level. Under this option, medical staff offer all pregnant women living with HIV life-long ART, regardless of their CD4 count. Stakeholders in Malawi first conceived and implemented this approach, and in April 2012, the World Health Organisation (WHO) released a programmatic update explaining the advantages of this option for treating pregnant women and preventing HIV infection in infants. The update also explains how Option B+ goes beyond PMTCT by providing better protection for maternal health and greater reduction in the sexual transmission of HIV.

The PMTCT uptake in the SADC region remains uneven, and only Botswana, Mauritius, Namibia, Seychelles, South Africa, Swaziland, Zambia and Zimbabwe and have reached the WHO target of 80% coverage.

### Challenges to expanding treatment:

Overstretched and understaffed health systems in the region face many challenges as they struggle to expand treatment programmes. Some of these include:

- Retaining patients in treatment;
- HIV stigma and discrimination still prevent those that need care and treatment from accessing it and adhering to it. This is particularly true for marginalised groups subject to other forms of stigma such as people

with disabilities, sex workers, LGBTI citizens, prisoners and refugees;

- Poor data availability and management, both crucial to keep growing numbers of patients in the system;
- Reliance on external funding for treatment programmes. Very few countries in the region can fund their own programmes. However, there is growing commitment to mobilise domestic funds and much greater emphasis on prudent management of available funds;
- The continuum of care has many gaps between prevention, testing, treatment and ongoing adherence;
- The cost of ARVs, especially second and third line regimens, which patients need as treatment programmes mature;
- Reaching more men earlier and keeping them in care and treatment; and
- Improving treatment for children. Botswana and Namibia have met their goal of 80% of eligible children on treatment and South Africa and Swaziland have been able to get more than 50% of eligible children on treatment. However, few countries provide treatment to more than three out of 10 children who need it.

A number of policy documents allude to the importance of PEP when citizens find themselves at risk of HIV exposure and infection. This includes *Guidelines for Antiretroviral Therapy in Zimbabwe (2005)*, *Zimbabwe National Guidelines on Testing and Counselling*, *National Behaviour Change Strategy for Prevention of Sexual Transmission of HIV (2006-2010)* and the *National Plan of Action for Women, Girls and HIV and AIDS*. The *Guidelines for Antiretroviral Therapy* clearly outlines the procedure for PEP administration. However, policy guidelines remain silent on PEP for non-occupational exposure (rape and sexual abuse), as PEP drugs and services remain mostly available for health personnel.<sup>9</sup>

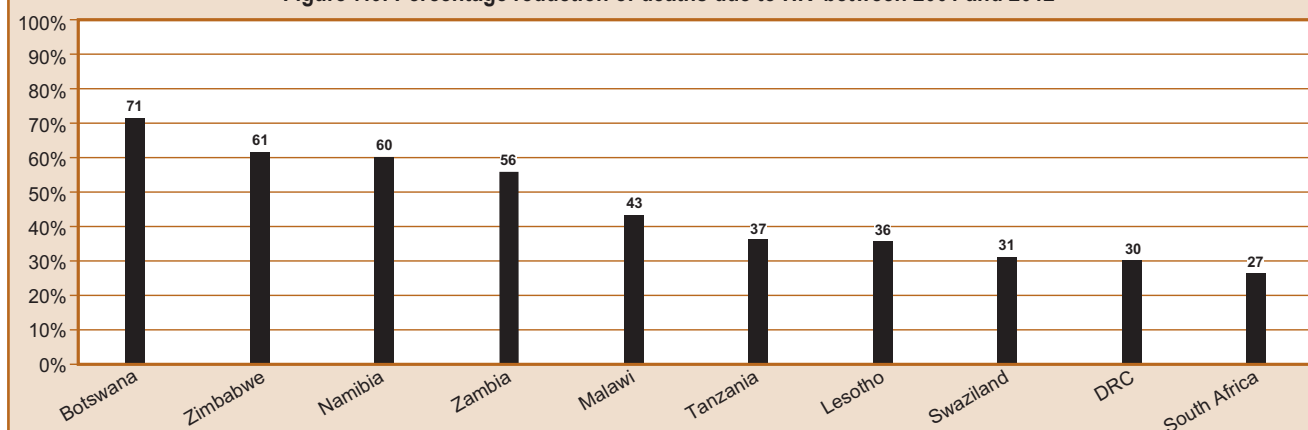
A 2007 Zimbabwe Women's Resource Centre and Network study showed that health workers comprise 95% of respondents who received PEP, while sexually abused girls made up the other 5%.<sup>10</sup> Generally, there is lack of knowledge about the benefits and availability of PEP by women and girls in the country. Various barriers also exist to women effectively receiving PEP. Although there is no recognised time guideline, it is generally encouraged that PEP should be administered 24-36 hours after possible exposure to HIV through rape or unprotected sex. In rural areas, this is not always possible due to travel distances and lack of transport infrastructure. Furthermore, women may lack financial means and information about how and where to obtain PEP. They may also fear reporting the assault or seeing health-care professionals because of the risk of stigmatisation faced by rape victims.

<sup>9</sup> ZWRN, 2009.

<sup>10</sup> Ibid.



Figure 7.6: Percentage reduction of deaths due to HIV between 2001 and 2012



Graph compiled from UNAIDS 2013 World Aids Day Result Report.

### **The region has seen a reduction in deaths from HIV and AIDS:**

The rapid expansion of treatment has resulted in a marked decrease in the number of deaths in the region. The UNAIDS 2013 results report notes that sub-Saharan Africa cut the number of deaths from AIDS-related causes by 32% between 2005 and 2011, with the largest drop in AIDS-related deaths recorded in some of those countries where HIV has the strongest grip. For example, Figure 7.6 illustrates that South Africa reduced the number of deaths in this period by 27%, which is approximately 100 000 deaths averted.<sup>11</sup>

Botswana, meanwhile, saw the largest per capita reduction at 71%, followed by Zimbabwe, at 61%.

### **Even with the impressive reduction in deaths, six countries in SADC still accounted for a combined 32% of the deaths due to HIV and AIDS globally in 2013:**

This total comprises 13% in South Africa; 5% in Mozambique; 5% in Tanzania; 4% in Zimbabwe; 3% in Malawi and 2% in the DRC.<sup>12</sup> According to a study conducted by the Institute for Health Metrics and Evaluation (IHME), South Africa has the highest number of AIDS-related deaths in the world.<sup>13</sup>

## Care work



*The Protocol requires member states to develop and implement policies and programmes to ensure the appropriate recognition of the work carried out by care givers; the majority of whom are women, to allocate resources and psychological support for care givers as well as promote the involvement of men in the care and support of people living with AIDS.*



Zimbabwe's health care infrastructure, like that in most of the SADC countries, cannot provide palliative care, shifting this to the elderly and children, the majority of whom are women and girls. Caring for an AIDS patient can increase the workload of a family caretaker by one third, an onerous burden for the poor. A rural woman interviewed in Southern Africa estimated that it took 24 buckets of water a day, fetched by hand, to care for a family member ill with AIDS - water to wash clothes, the sheets and the patient after regular bouts of diarrhoea.<sup>14</sup>

Community and home-based care programmes remain popular in Southern Africa and continue to provide a relatively cost-effective, sustainable and comprehensive continuum of care that complements institutional care. Still driven by volunteers, community and home-based care enhances the capacity of families and communities to offer affordable quality care for the sick.<sup>15</sup>

In 2010, inspired by Article 27(c) of the SADC Protocol on Gender and Development, Gender and Media Southern Africa (GEMSA) and VSO-RAISA developed

<sup>11</sup> UNAIDS 2012 World AIDS Day Report: Results.

<sup>12</sup> [http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS\\_Gap\\_report\\_en.pdf](http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf) accessed 18 July, 2014.

<sup>13</sup> <http://mg.co.za/article/2014-07-21-hiv-infections-in-children-under-five-down-by-over-three-quarters>

<sup>14</sup> SADC Regional Gender Protocol Barometer 2013, Gender Links.

<sup>15</sup> SADC Regional Gender Protocol 2013 Barometer, Gender Links.

the *Making Care Work Count Policy Handbook*. The objectives of the handbook include to influence the development, adoption, implementation and enforcement of policy frameworks that promote the recognition and support of care providers in the context of HIV and AIDS, and to promote public engagement on care work related issues.

The handbook proposes six principles that need to inform care work policies:

- **Remuneration:** People doing the work of government have a right to financial reward.
- **Logistic and material support:** It is imperative that care providers get care kits as well as other support, such as uniforms for identification, bicycles, food packs, monthly monetary allowances, soap, free medical treatment, financial support for income

generating projects, raincoats, umbrellas, agricultural inputs, stationery and transport allowances, among others, to provide quality care.

- **Training and professional recognition:** Stakeholders should develop protocols of training and accreditation through a governing body within the country to regulate and standardise the training.
- **Psychosocial support:** Legislators should prioritise care for care providers with psychosocial support programmes developed and provided to care providers.
- **Gender equality:** The gender dimensions of HIV should be recognised and catered for.
- **Public private partnerships:** There is a need to advocate for stronger public private partnerships in the delivery of primary health care services through care and home-based care programmes.

**Table 7.3: Review of care work policies in Zimbabwe**

Remuneration	Logistics and material support	Training/professional recognition	Psychosocial support	Gender equality
Stakeholders have adopted a standalone policy. Government recommends communities mobilise funds for caregiver costs. Consideration is being given to the extent to which the National AIDS Levy can be used to fund remuneration of caregivers.	Despite an advanced policy outlining provision of sufficient materials and equipment, access to these is limited. Fundraising is underway stakeholders have identified an entity to purchase home-based care kits.	A training package exists that covers training of trainers, nutrition and other areas. National package includes treatment support for clients and handbooks for participants in two of the major national languages. Progress hampered by shortage of funds.	The new community and home-based care guidelines recognise that caregivers need appropriate psychosocial support to prevent stress and burn out. Care workers are benefitting from this where available; there is no guarantee of access for all caregivers.	No policy. However, in 2010, men's involvement in care work stood at 19%. In addition, children received training - with the assistance of international organisations - in order to ensure the safety of those forced to care for sick adults.

### Funding for the national AIDS response

Zimbabwe's National AIDS Trust Fund (NATF), via the AIDS levy, has provided the bulk of the national investment for the response to HIV and AIDS. The AIDS levy is a 3% tax on individual and institutional income in the formal sector. Since dollarisation of the economy, experts expected NATF's collections to top US\$30 million by the end of 2012, a massive increase from US\$7 million

in 2009. Other funding sources include a pooled funding mechanism, the Expanded Support Programme, which includes The Global Fund, the United States government, DFID, CIDA, Irish Aid, Norway and SIDA.<sup>16</sup> In the 2014 national budget, government allocated US\$300 000 for HIV and AIDS awareness (as well as STI/TB awareness), one million for anti-retroviral drugs and US\$500 000 for TB drugs.

## SGP Post 2015



### The post 2015 agenda and HIV and AIDS in Zimbabwe



The country continues to work towards reducing the prevalence of HIV to a single digit. However, while there is extensive knowledge among women

and men about HIV and how to prevent it, women and girls remain vulnerable to HIV infection due to gender inequalities and the high prevalence of sexual violence.

<sup>16</sup> Zimbabwe 2012 Millennium Development Goals Progress Report.

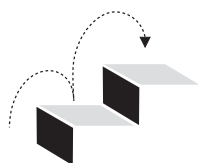
The National Alliance's suggestions in this area for the post-2015 matrix are as follows:

**Table 7.4: Proposed targets and indicators for HIV and AIDS**

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
HIV and AIDS			
<b>Policies:</b> State parties shall take every step to adopt and implement gender-sensitive policies and programmes, and enact legislation that will address prevention, treatment, care and support in accordance, but not limited to, the Maseru Declaration on HIV and AIDS		1. State parties shall take every step to adopt and implement gender-sensitive policies and programmes, and enact legislation that will address prevention, treatment, care and support in accordance, but not limited to, the Maseru Declaration on HIV and AIDS	1. National policies which address gender and HIV and AIDS issues
			2. National policies that are implemented
			3. Availability of national action plans and budgets
Prevention			
By 2015, state parties shall develop gender-sensitive strategies to prevent new infections, taking account of the unequal status of women, and in particular the vulnerability of the girl child as well as harmful practices and biological factors that result in women constituting the majority of those infected and affected by HIV and AIDS		2. Promote behavioural change through faith-based organisations and NGOs	4. HIV prevalence disaggregated by sex, %
		3. Ensure HIV and AIDS as part of the school curricula	5. Comprehensive knowledge on HIV and AIDS <sup>17</sup> % disaggregated by sex
		4. Provide health gardens for survivors through local government	6. Number of countries where HIV awareness is integrated in the school curriculum
		5. Focus more attention on adolescents (15-24): reduce adolescent HIV prevalence by 20% by 2020	HIV prevalence among young people
		6. Invest in integrated programmes which include social benefits or cash transfers	7. Awareness of HIV and AIDS issues among youth, especially upper secondary
			8. Lower secondary school gross enrolment ratio
			9. Comprehensive knowledge of HIV among adolescents (%)
			10. Percentage of adolescents in need of social protection that receive regular cash transfer and support
		7. Increase testing to at least 90% of population by 2020	11. Percent of population which has been tested, disaggregated by sex
		8. 100% of pregnant mothers tested for HIV; 90% of those that test positive initiated on treatment	12. Percentage of pregnant mothers tested for HIV
			13. Percentage of pregnant mothers living with HIV initiated on treatment
		9. Tackle stigma associated with key populations such as sex workers, men who sleep with men and women who sleep with women, people who inject drugs, prisoners, migrants and ensure that they all access comprehensive HIV care,	14. HIV prevalence in sex workers, men who have sex with men, women who have sex with women, people who inject drugs, prisoners, migrants (%)

<sup>17</sup> WHO, Health Demographic surveys, UNAIDS.

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
		support and treatment services to reduce the prevalence of HIV	
Treatment			
Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls		10. Ensure universal access to HIV and AIDS treatment for infected women, men, girls and boys by 2020	15. Percentage of those living with HIV who access to ARV treatment, disaggregated by gender
		11. 50% people 50 or older have access to integrated health, HIV and social services	16. Percentage of people over 50 who have access to integrated health, HIV and social services
		12. At least 30% of those that are eligible for social protection are receiving support	17. Percentage of people over 50 who are eligible for social protection that receive it
Care work			
Develop and implement policies and programmes to ensure the appropriate recognition, of the work carried out by caregivers, the majority of whom are women; the allocation of resources and psychological support for care-givers as well as promote the involvement of men in the care and support of People Living with AIDS	5.4 Recognise and redistribute unpaid care and domestic work through shared responsibility within the family and the provision of appropriate public services	13. Have and enforce policies and programmes for the recognition, of the work carried out by caregivers, the majority of whom are women by 2020	18. Number of recognised and accredited caregivers
			19. Number of policies on caregiving, safety, legal protection
			20. Number of countries with final policies on care work
			21. Number of countries which are implementing policies on care work
			22. Proportion of recognized care workers that are men



## Next steps

- The government must continue to invest resources in prevention and treatment to meet the MDG and SADC Gender Protocol targets of universal access.
- Commission research to assess the impact of the Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and AIDS (ZAACA) and other policies on addressing the gender dimensions of the pandemic.
- Develop and/or intensify advocacy and information and education campaigns to address the factors that continue to fuel HIV infection in young women.
- Zimbabwe's 2012 MDG Progress Report calls for the strengthening and scaling-up of private-public partnerships to address HIV and AIDS, as well as strengthening the involvement of communities in HIV programming.
- Increase the engagement of care providers in the national processes to review and strengthen community and home-based care policies.
- Promote community and local government involvement in care work to reduce the burden on women and girls.







"Nicole"

Anushka Virahsawmy





## CHAPTER 8

# Peace building and conflict resolution

## Article 28



Zimbabwe women peacekeepers. From left to right: Superintendent Sithulisiwe Mthimkhulu, Superintendent Rosina Mamutse, Assistant Commissioner Charity Charamba, Superintendent Jessie Banda, Superintendent Kani Moyo, and Assistant Inspector Muchaneta Isabell Ngwenya.

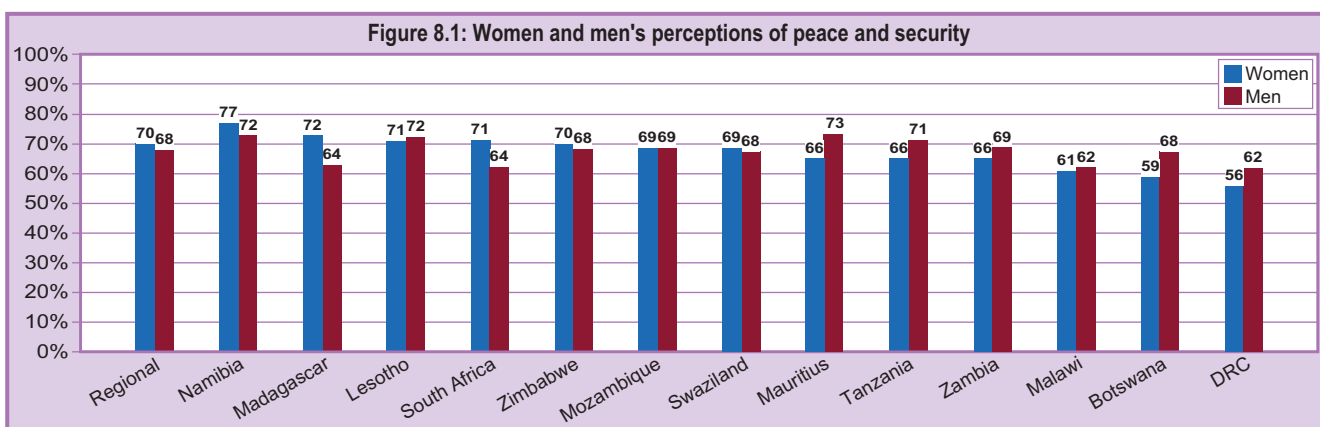
*Photo: UN Women website by Sirak Gebrehiwot*

### KEY POINTS

- Women scored the government 70% and men 68% on the CSC, reflecting citizens' perceptions that the country has become more peaceful and secure. Zimbabwe has moved from a ranking of number nine in 2012 to number five among the SADC countries in 2014.
- Zimbabwe's security service legislation contains no special provisions for gender equality or the use of affirmative action for the recruitment of women, and women's representation in the security sector remains at less than 30%.
- Zimbabwe contributed the highest number of women (35%) sent on UN peacekeeping mission of all SADC countries.
- Women comprise 20% of the Zimbabwe Defence Forces and 25% of those in police services.
- Women activists have begun to engage in the gender and security sector reform discourse and frameworks.
- Women at the community level have long been involved in peace building initiatives, but their experiences do not find expression in national forums on peacebuilding and conflict resolution.

Table 8.1: SGDI and CSC scores for peace and security			
	SGDI	CSC	
		Women	Men
Scores	N/A	70%	68%
Ranks	N/A	5	

There is no SGDI for this sector as information is currently limited. Women and men scored the government 70% and 68% respectively. Zimbabwe moved from a ranking of nine in 2012 to five in 2013 and 2014.



Source: Gender Links.

Figure 8.1 shows women and men's perceptions on peace building and conflict resolution. Zimbabwean women score the country higher at 70% while men scored the country lower at 68%. Both numbers align with the regional average.

## Background



President Robert Mugabe presents a trophy to female cadet Angeline Boshia, who graduated at Thornhill Airforce Base in Gweru in December 2013. Photo: Chronicle news

Zimbabwe's new Constitution calls for gender equality and gender balance in all public sector institutions. However, the country's security legislation does not use

gender specific language, nor do the Acts include special measures to advance gender parity.

As a member of the African Union and the SADC grouping, civil society organisations working in the area of peace building use frameworks adopted by member states to inform their work and to engage with relevant stakeholders in government and in the security sector. The AU Security Sector Reform Policy Framework provides the platform for SADC member states to implement gender into security sector reform (SSR) initiatives by stating that the SSR will adhere to the principles of gender equality and women's empowerment as enshrined in the various protocols and frameworks. "The entire SSR process will therefore include women-specific activities, gender awareness and responsive programming, and aim to bring about transformative possibilities for gender equity within the security sector," it states.<sup>1</sup>

Civil society organisations in Zimbabwe, especially women's organisations, have engaged in peace building initiatives over the last decade, and have started to engage on the issue of gender and security sector transformation through a series of workshops.<sup>2</sup>

<sup>1</sup> AU Policy Framework on Security Sector Reform(2011) cited in SADC Gender Protocol 2014 Barometer.

<sup>2</sup> SADC Gender Protocol Regional 2013 Barometer, Gender Links.



## Peace, justice and reconciliation

A National Peace and Reconciliation Commission is among the independent commissions supporting democracy established in the new Constitution. The Commission will be in place for a period of ten years after the effective date and will be comprised of nine-members, including the chair.

Members of the commission, according to the Constitution, should be chosen for their “integrity and their knowledge and understanding of, and experience in, mediation, conciliation, conflict prevention and management, post-conflict reconciliation or peace building.”

The functions of the Commission (which legislators had not named by the time of publication) include:

- To ensure post-conflict justice, healing and reconciliation;
- To develop and implement programmes to promote national healing, unity and cohesion in Zimbabwe and the peaceful resolution of disputes;

- To bring about national reconciliation by encouraging people to tell the truth about the past and facilitating the making of amends and the provision of justice;
- To develop procedures and institutions at a national level to facilitate dialogue among political parties, communities, organisations and other groups, in order to prevent conflicts, and disputes arising in the future;
- To develop programmes to ensure that persons subjected to persecution, torture and other forms of abuse receive rehabilitative treatment and support;
- To receive and consider complaints from the public and to take such action in regard to the complaints as it considers appropriate;
- To develop mechanisms for early detection of areas of potential conflicts and disputes, and to take appropriate preventive measures;
- To do anything incidental to the prevention of conflict and the promotion of peace;
- To conciliate and mediate disputes among communities, organisations, groups and individuals; and
- To recommend legislation to ensure that the state renders assistance, including documentation, to persons affected by conflicts, pandemics or other circumstances.

**Table 8.2: Analysis of gender provisions in relevant security services legislation**

Constitution reflects gender equality	Defence Force Acts/ White papers	Police Force Acts/ White papers	Correctional Services/ Prisons Act	Signed Protocol to prevent, suppress and punish trafficking in persons, especially women and children
Yes	Zimbabwe Defence Act 1972- Gender not mainstreamed. Zimbabwe National Defence Policy 1997 (not accessed)	Police Act of 1995: Gender not mainstreamed	Zimbabwe Prisons Act 4 of 1993. Gender not mainstreamed	No

Source: SADC Gender Protocol 2014 Barometer, Gender Links.

## Women's representation and participation

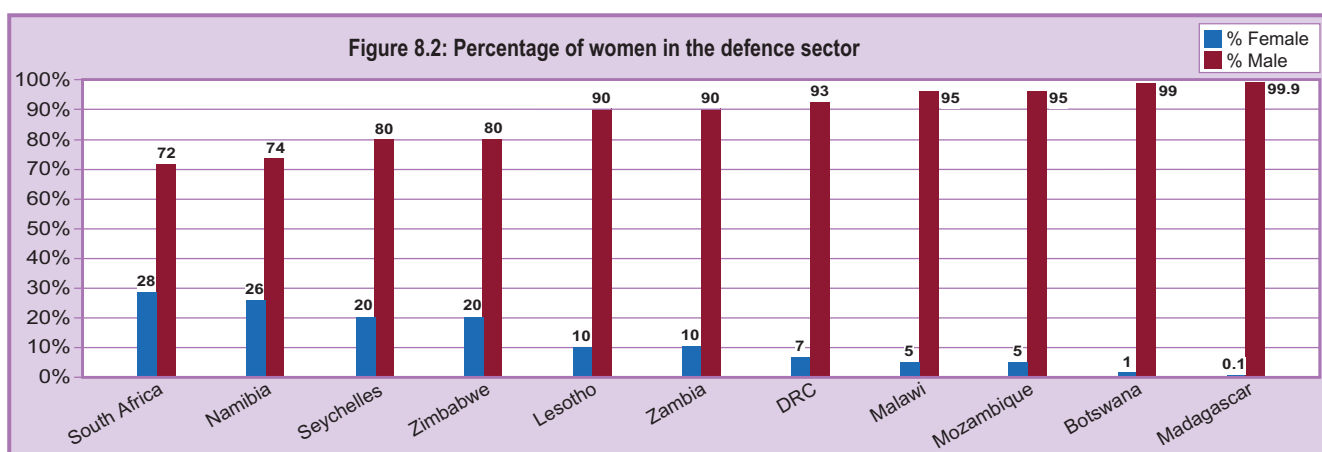


*The Protocol calls on state parties to ensure that by 2015, women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes in accordance with United Nations Security Council Resolution. 1325 on Women, Peace and Security.*

Zimbabwe is not a signatory to the United Nations Security Council Resolution 1325 on Women, Peace and Security. Men comprise the majority of the members within Zimbabwe's security sector, as well as the top decision-makers. Women comprise 20% of those in the defence sector and 25% of the members of the police services.<sup>3</sup>

Zimbabwe promoted the first woman to the position of Brigadier General in the Zimbabwe Army in 2013. Women's representation, however, in senior positions within the National Army, Air Force, police and prison services remains far less than 30% due to the absence of special measures and specific policies to increase the recruitment and promotion of women to top positions within the sector. Zimbabwe has only reached gender parity at the level of assistant commissioner, the second highest level after commissioner, within the Zimbabwe Prison Services.

<sup>3</sup> SADC Gender Protocol Regional 2013 Barometer, Gender Links.



Source: Hendricks C, collation of data and country reports, 2014.

Zimbabwe is among the only four countries in the SADC region that have achieved a representation of women of 20% or higher in the security sector. The others are South Africa (27%), Seychelles (20%) and Namibia (26%), with South Africa having the highest proportion of women in the defence force.<sup>4</sup>

In addition, Zimbabwe is among the five countries in the SADC region - along with South Africa (32.5%), Seychelles (38%), Namibia (31%), and Malawi (21%) - that have 20% or more representation of women in their police services. Three countries from which researchers could obtain data - DRC (6%), Mauritius (6%) and Mozambique (7%) - have fewer than 10% women in their police forces.<sup>5</sup>

**Table 8.3: Representation of women in the Zimbabwe National Army**

Rank	% women
Lieutenant General	0
Major General	0
Brigadier General	1
Colonel	6.6
Lieutenant Colonel	5.9
Major	3.8
Captain	2.7
Lieutenant	17.0

Source: Ministry of Defence (2008) cited in Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009; First woman Brigadier General promoted in September 2013.

Table 8.3 illustrates that Zimbabwe still has a long way to go before reaching parity when it comes to women in the National Army. No women hold Lieutenant General or Major General positions, while the most women serve as lieutenants.

**Table 8.4: Representation of women in the Air Force of Zimbabwe**

Rank	% women
Air Marshal	0
Air Vice Marshal	0
Air Commodore	0
Group Captain	4.76
Wing Commander	12.5
Squadron Leader	8.57
Flight Lieutenant	16.03

Source: Ministry of Defence (2008) cited in Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

Table 8.4 shows that Zimbabwe is not doing much better when it comes to women's representation in the Air Force. No women serve as air marshals or air commodores. Women also comprise just 8.5% of squadron leaders.

<sup>4</sup> SADC Gender Protocol 2013 Regional Barometer, Gender Links.

<sup>5</sup> SADC Gender Protocol 2013 Regional Barometer, Gender Links.

## Zimbabwean women police officers make inroads as members of the 'blue berets'

For Assistant Police Commissioner Charity Charamba, who served as a peacekeeper for three years in Liberia, being the third-highest ranking official in the mission had its gender challenges.

"I had to assert myself, because at first the male colleagues, both at the senior and lower ranks, treated me as if I did not know my duties and at times, did not acknowledge my presence, she remembers.

Zimbabwe is one of the few countries in the world where the number of female peacekeepers from the police force nearly meets the United Nations Department of Peacekeeping Operations recommendation of at least 20% female representation.

Of the 1063 officers of Zimbabwe's police who have taken part in eight peacekeeping missions worldwide, 189 of them (18%) have been women. The first woman served in East Timor in 2000, seven years after the police began participating in peacekeeping missions.

From providing security to women and girls as they go searching for wood for cooking, to providing support during elections, to ensuring food supplies can reach refugee camps safely, the work of peacekeepers starts at dawn and ends after most other people have gone to sleep. Far away from their own friends and families, UN peacekeepers serve a critical role in maintaining peace in post-conflict countries.

Assuming senior-level positions while on mission comes naturally to Zimbabwean policewomen who already hold senior posts at home, explains Assistant Commissioner Charamba.

"We are provided with equal opportunities within the police and given the chance to rise and to participate at all levels. Women are heads of several of the country's provinces and the head of the training depot is female, she says, adding that Zimbabwe's Police Commissioner General promotes women's advancement within the force.

She says working internationally gives women blue berets the chance to see different types of police practice and to share experiences.

"I have been on the Zimbabwean Police Force for 31 years and I work in the Victim Friendly Unit as a gender

trainer. I've always wanted to be one of the blue berets and my dream came true," says Superintendent Kani Moyo, who served for 15 months as a Gender Police Advisor and Officer in Charge of Training in Nyala with the African Union/United Nations Hybrid peacekeeping operation known as UNAMID, in Darfur, Sudan.

Superintendent Sithulisiwe Mthimkhulu, who has been on peacekeeping missions in Sudan and Liberia, recalls facing barriers because of her gender, but also because of cultural differences.

"In Darfur, Sudan, before independence, the local people looked at you as if you were different, because you are a woman in uniform. Also, being a Muslim country, the local male police officers did not take it lightly receiving orders from a woman, she recalls. During her missions, Mthimkhulu has worked to motivate women through sports, literacy classes and other activities to become interested in all aspects of police work and she assisted them in establishing a policewomen's network.

Studies show that in many countries, women peacekeepers often become role models for the local women and girls, as the custodians of peace and security and the authority they can turn to.

"I learned a lot from the police officers I worked with on missions and there has been a lot of cross-cultural learning about policies and other issues," says Superintendent Jessie Banda, who served as a Communications Officer for a year in Kosovo, and as a Community Policing Officer for 15 months in Darfur. "I look at the United Nations as an organisation that unites people, she says.

The four women peacekeepers interviewed by UN Women Zimbabwe say that their pre-deployment training prepared them well for their missions as it included training and mentoring of local police officers, community and gender policy, as well as how to investigate and provide counselling to rape survivors. However, they say learning more about the laws, especially gender-based violence laws, and about cultures of the countries where they are deployed would enhance their preparedness in the field.

Source: UN Women website  
<http://comms-authoring.unwomen.org/en/news/stories/2012/10/zimbabwean-women-police-officers-make-inroads-as-members-of-the-blue-berets>

**Table 8.5: Women in the police**

Rank	% women	% men
Deputy Commissioner	25	75
Senior Assistant Commissioner	18	82
Assistant Commissioner	18	82
Chief Superintendent	17	83
Superintendent	15	85
Chief Inspector	10	90
Inspector	9	91
Total in Senior Positions	11	89

Source: Zimbabwe Republic Police (2007) cited in Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

Table 8.5 and 8.6 provide breakdowns of the percentage of women holding senior positions within Zimbabwe's police and prison services. Table 8.5 shows that women comprise one quarter of deputy commissioners in the

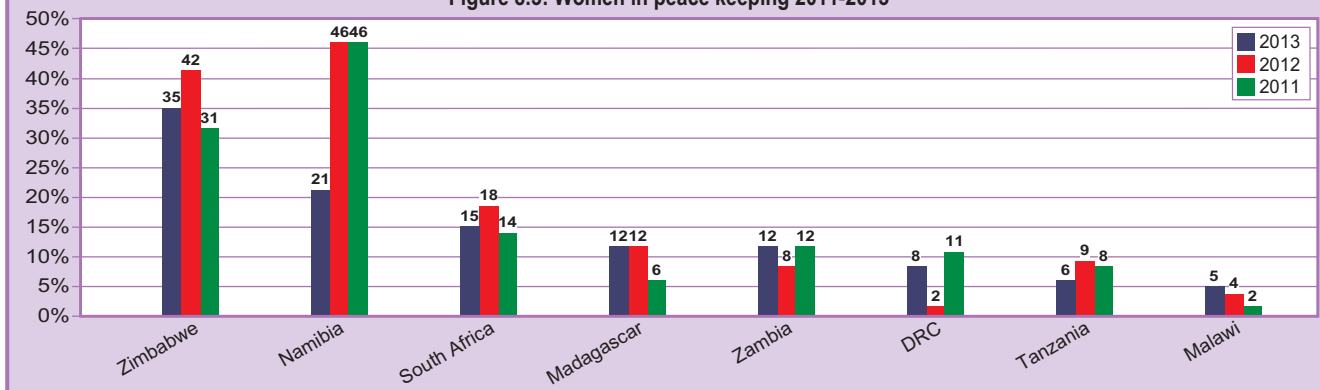
**Table 8.6: Women in the Prison Services**

Rank	% women	% men
Assistant Commissioner	50	50
Chief Superintendent	6	94
Superintendent	19	81
Chief Prison Officer	14	86
Principal Prison Officer	17	83
Total in Senior Positions	17	83

Source: Zimbabwe Prison Service, 2007 cited in Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

police force. Meanwhile, Table 8.6 illustrates that women make up half of those in assistant commissioner positions in the prison services. However, men outnumber women to a significant degree in every other category.

## Peacekeeping

**Figure 8.3: Women in peace keeping 2011-2013**

Source: Calculated from 2011, 2012 and 2013 UNDPKO Monthly Statistics for Peace missions.

The UN's targets for the deployment of women in peacekeeping by 2014 is 20% women police peacekeepers and 10% for troops. Figure 8.3 shows that countries like Namibia, Zimbabwe and, to a lesser extent, South Africa, have been making concerted efforts towards reaching these targets, and they perform above the global average.<sup>6</sup>

The Zimbabwe Republic Police (ZRP) has made notable strides to include female police officers in its contingents participating in United Nations Peacekeeping operations. When the first ZRP peacekeepers participated in the mission to Angola in 1993, women were not among the 25 police officers sent. However, by 2012, some 189



Police spokesperson and Senior Assistant Commissioner Charity Charamba.  
Photo: Google Images

<sup>6</sup> SADC Gender Protocol 2013 Regional Barometer, Gender Links.



female police officers out of 1063 officers from the ZRP have participated in peacekeeping missions.<sup>7</sup>

The first female police officer deployed on a peacekeeping mission went to East Timor in 2000. Women police officers have since participated in missions in East Timor, Sierra Leone, Kosovo, Sudan, South Sudan, Liberia and Darfur. As of 2012 data, Liberia has had the highest number of ZRP female peacekeepers (70), followed by Kosovo (31), East Timor (28), Sudan (25) and South Sudan (21).<sup>8</sup>

Zimbabwe's peacekeeper duties have included training and advisory services to local police officers in the various

mission areas; community and gender policy creation; criminal investigations advisers, including the investigations of rape and providing counselling to rape survivors; and middle and top management positions. Of the policewomen who have been deployed on peacekeeping missions, only seven, all in Sudan, have received extensive gender training as related to community policing issues. The seven served as community policing and gender officers during their missions.

Many of these duties emphasise the role women play in achieving the multi-dimensional mandates of peacekeeping operations, particularly their work with female survivors of all forms of gender-based violence.

### Women take the lead to write stories on peace and security issues



Some of the women involved in the peace stories project.  
Photo: We Connect

A small and quiet revolution is taking place in Zimbabwe as a group of 20 women armed only with enthusiasm and a chance to make a difference, collect, write and disseminate stories on women's human rights and on the peace, safety and security concerns of women in communities.

When 27-year-old Virginia Fukai learnt that she could write for a new women-to-women communications network, known as *We Connect*, her joy was palpable. "Wow! I have found something to do," she exclaimed. "I now have the opportunity to do something with my degree."

Fukai could not find a job after she graduated with a degree in Media Studies in 2012. She is one of the few women in the network with a college education. The majority of the women, whose ages range from 18 to 55, only have a secondary-level education.

*We Connect* published its first newsletter in November 2013 and it published two more issues and disseminated them to women in the ten provinces in 2014. The

network is a project within the Women's Coalition of Zimbabwe (WCoZ), the umbrella organisation for civil society groups on gender equality, women's rights and women's empowerment issues.

"The value of this network is that it is not original for women to say what they think and feel. There is always someone speaking to you, about you. Now, women can speak," says Fukai, who writes from Charumbira Village in the rural area of Zimbabwe's Masvingo Province.

WCoZ set up the communications network to provide a space for women to tell their own stories and to produce their own newsletter. UN Women through its Gender, Peace and Security Programme funded by the Royal Embassy of Norway supports it.

"We promote gender-sensitive information through the communications network, unlike the mainstream media, which portrays women negatively and which does not access women as sources of information," says Ashley Chisamba, the project coordinator. "WCoZ sent out a call through its networks country-wide and selected two women from each of the country's ten provinces. The women received a crash-course on media and information gathering in September 2013. They received their own special notebooks, and WCoZ provides them with a small stipend to communicate with the network's all women editorial team.

"I am looking forward to working with ordinary women and getting their stories from where they live," said 38-year-old Kay Ncube from Chinhoyi in the country's Mashonaland West province. Personally, I am passionate about women's issues and I felt underutilised and did not know how to use my passion for change. I now have an opportunity to write about women and to get more insight into women's everyday lives."

<sup>7</sup> Zimbabwe Republic Police: Women Police Officers Contribution to the United Nations Peacekeeping Operations, PGHQ Training, July 2012.

<sup>8</sup> Zimbabwe Republic Police: Women Police Officers Contribution to the United Nations Peacekeeping Operations, PGHQ Training, July 2012.

We Connect publishes its newsletter in Zimbabwe's three main languages, English, Shona and Ndebele. With further funding and a growing audience, We Connect will be published in several of the country's other languages. The print-run is small, 3000, but the audience reach increases through community dialogues convened by the women information gatherers. Citizens collectively read and discuss the stories.

Dialogues occur at the national and community levels to discuss with national and community leaders the issues covered in the newsletter. WCoZ envisions that the dialogues will help build community understanding

of women's rights and empowerment issues; create other story ideas; and initiate community-based solutions to women's safety, security and human rights concerns. In some communities, in order to develop locally based approaches to conflict-resolution and mediation, women have also created peace committees.

"In the documentary on Liberia, *Praying the Devil Back to Hell*, the women didn't necessarily have degrees, but they came together and made a change. We can do the same," said 29-year-old Sharlene Nyamutswa, who writes for the network from the eastern part of Zimbabwe.

Source: Women's Coalition of Zimbabwe

## SGP Post 2015



### Constitutional and legal rights post 2015



Few women have broken through the glass ceiling in Zimbabwe's security sector. Yet the country is one of the largest contributors to UN Peace-keeping missions due to the contribution of women as peacekeepers by the Zimbabwe Republic Police. This underscores the immense contribution women can make in this sector if they can claim a space. Women's contribution to peace and conflict resolution in the

country remains an area for more research and documentation and it is important, going forward, for women to be represented in the country's National Peace and Reconciliation Commission, one of the independent commissions established by the new Constitution.

The National Alliance's suggestions in this area for the Post-2015 matrix are as follows:



Female police officers march at a parade in 2014.

Photo: Newsday

**Table 8.7 Proposed targets and indicators for peace building and conflict resolution**

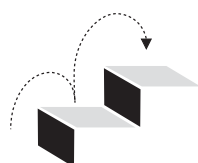
Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
Implementation, monitoring and evaluation			
Put in place measures to ensure that women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes, in accordance with UN Council Resolution 1325 on Women, Peace and Security	17.42 All countries should continue to act within the provisions of existing relevant international agreements	1. Assess annual progress at national levels in implementing resolution 1325 (2000) <sup>9</sup> , 2106 (2013) and 2122 (2013) by 2030	1. Number of countries that have ratified UNSC resolution 1325 (2000), 2106 (2013) and 2122 (2013)
	17.43 Undertake regular monitoring and reporting of progress on SDGs within a shared accountability framework, including means of implementation, the global partnership among member states and multi-stakeholder initiatives and partnerships	2. Annual reports to the executive secretary on the implementation of women and peace and security resolutions by 2030	2. Number of action plans developed by countries to implement the resolutions
		3. Share best practices from women leaders in peace processes by 2030	3. Existence of peacekeeping exchange visits/peer learning programmes per country
			4. Existence of conflict management and peace building training/education curricula integrating gender equality and women's rights issues
Representation and decision-making			
	16.4 By 2030, increase inclusive, participatory and representative decision-making at all levels, taking into consideration the interests of present and future generations	4. Ensure equal representation and participation of women in key decision-making positions in conflict prevention, resolution and peace building processes by 2030	5. Percentage of women/men in the defence forces
			6. Percentage women/men in the police
			7. Percentage women/men in correctional services
			8. Percentage of women involved in peace negotiations
			9. Percentage of women involved in conflict management processes
			10. Percentage of women in decision making in the peace and security sector <sup>10</sup>
Sexual violence during conflict			
	16.1 By 2030, reduce levels of violence and related death rate by x%	5. Prevent sexual violence in armed conflict and post-conflict situations including noting that sexual violence can constitute a crime against humanity or constitutive act with respect to genocide <sup>11</sup> by 2030	11. Recognition of violence against women during conflict in their penal legislation
		6. Include the full range of crimes of Violence Against Women (VAW) and sexual violence in national penal legislation to enable prosecutions for such acts perpetrated during conflict by 2030	12. Existence and enforcement of policies and laws to ensure elimination of sexual violence during conflict
		7. Effective investigation and documentation of sexual violence in armed conflict is instrumental in both bringing perpetrators to justice and ensuring access to justice for survivors by 2030	

<sup>9</sup> UN Security Council Resolution 1325(2000).

<sup>10</sup> Includes Ministers of Defence, Ministers of Police, Permanent Secretaries, Police Commissioners.

<sup>11</sup> UN Security Council Resolution 2106 (2013).

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
		8. Enhance national ownership and responsibility in addressing the root causes of sexual violence in armed conflict to deterrence and prevention <sup>12</sup> by 2030	
Forced migration and displacement			
	16.9 Reduce the number of internally displaced persons and refugees	9. Enhance compliance with international humanitarian, human rights and refugee law, including addressing sexual violence in armed conflict and post-conflict situations by 2030	13. Percentage female/male refugees per country 14. Existence and enforcement of laws per country protecting refugees and especially women refugees
		10. Deployment of Women Protection Advisors (WPA) in accordance with resolution 1888 to facilitate the implementation of Security Council resolutions on women and peace and security by 2030	15. Proportion of Women Protection Advisors per country
		11. Deploy Gender Advisors to the relevant SADC peacekeeping and political missions as well as humanitarian operations and to ensure comprehensive gender training of all relevant peacekeeping and civilian personnel by 2030	16. Proportion of gender advisors deployed in peacekeeping missions.
		Post conflict processes	
State parties shall, during times of armed and other conflict, take steps as are necessary to prevent and eliminate incidences of human rights abuses especially of women and children and ensure that the perpetrators are brought to justice before a court of competent jurisdiction	16.8 Strengthen mechanisms for formal and non-formal dispute resolution at all levels	12. Ensure that, by 2030, policies are in place for reintegration processes, including establishing protection mechanisms for women and formerly associated with armed groups, as well as ex-combatants	17. Percentage budgets allocated to reintegration processes after conflicts
	16.7 By 2030, provide information and education on a culture of non-violence	13. Provide non-discriminatory and comprehensive health services, including sexual and reproductive health, psychosocial, legal, and livelihood support and other multi-sectoral services for survivors of sexual violence in conflict, taking into account the specific needs of persons with disabilities by 2030	18. Percentage budget allocations for peace keeping/post conflict support



## Next steps

- At least one-third of the commissioners appointed to the new National Peace and Reconciliation Commission should be women, and the Commission should have the capacity to use gender mainstreaming in approaching its functions.
- Gender, peace and security is still a developing issue in Zimbabwe that requires more research to under-

stand the various actors in both the security sector and within non-governmental organisations.

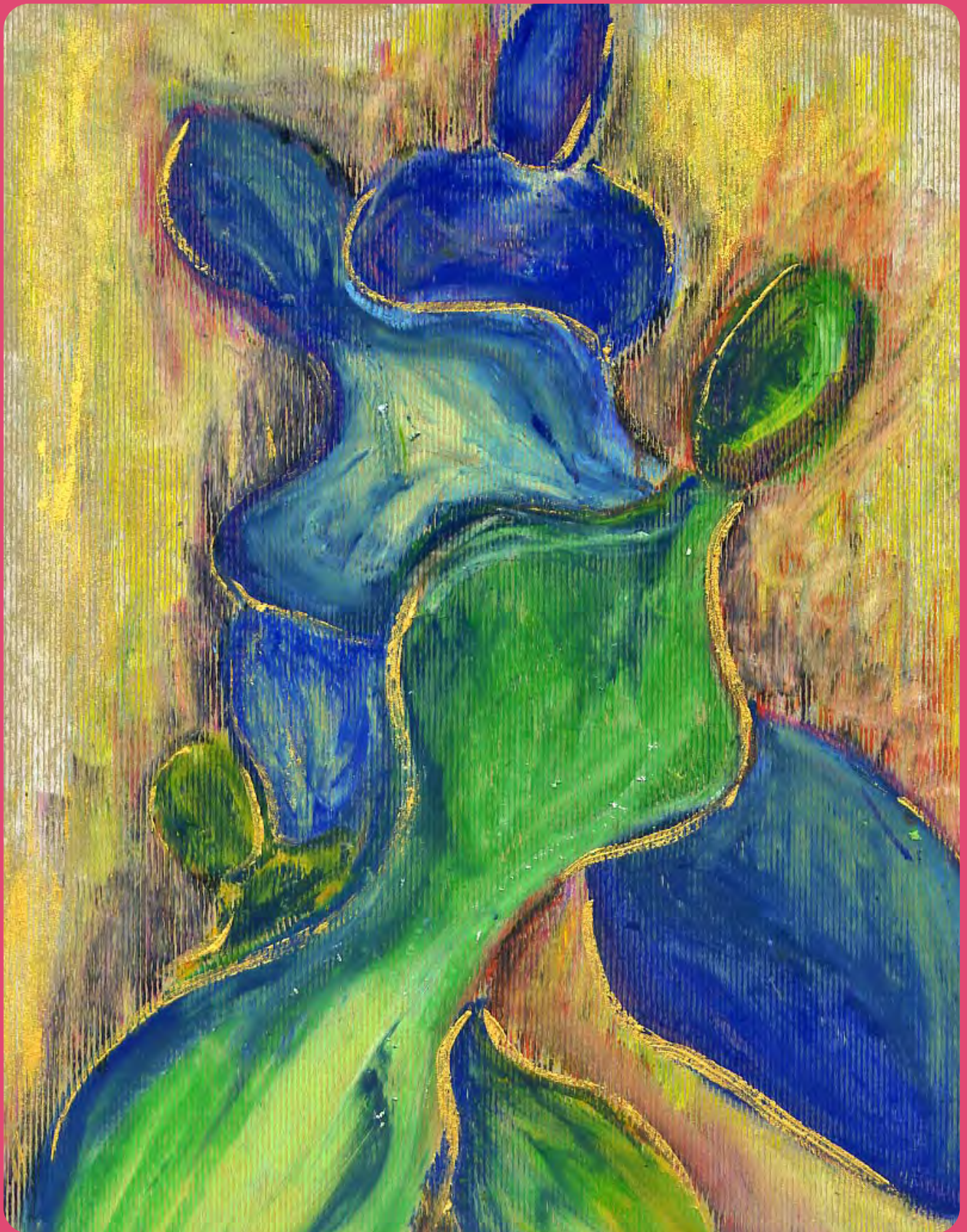
- Zimbabwe should continue to increase women's roles in peacekeeping at all levels.
- Gender training should be compulsory for all personnel, including senior management, in the security sector.

<sup>12</sup> UN Security Council Resolution 2106 (2013).



- Stakeholders should conduct a gender audit and analysis on security sector legislation and policies to ensure that it is gender sensitive and does not discriminate against women.
- The laws should include and be accompanied by special measures and incentives to attract women to join the security services sector.
- Record keeping in the security sector should be sex-disaggregated.

- Young women have developed peace networks, broadening the frame of GBV to include violence against women and girls during national governance processes, such as elections. Stakeholders need to explore and document the sustainability and scope of these initiatives.
- Stakeholders should link local-level peace building initiatives and make them visible to increase the potential for the development of a peace movement in the country.



"Growing up"

Anushka Virahsawmy





## CHAPTER 9

# Media, information and communication

## Articles 29-31



Journalists interview residents of the Ngozi Mine squatter camp on the outskirts of Bulawayo during a 16 Days of Activism field trip in 2013. *Photo: Thabani Mpofu*

### KEY POINTS

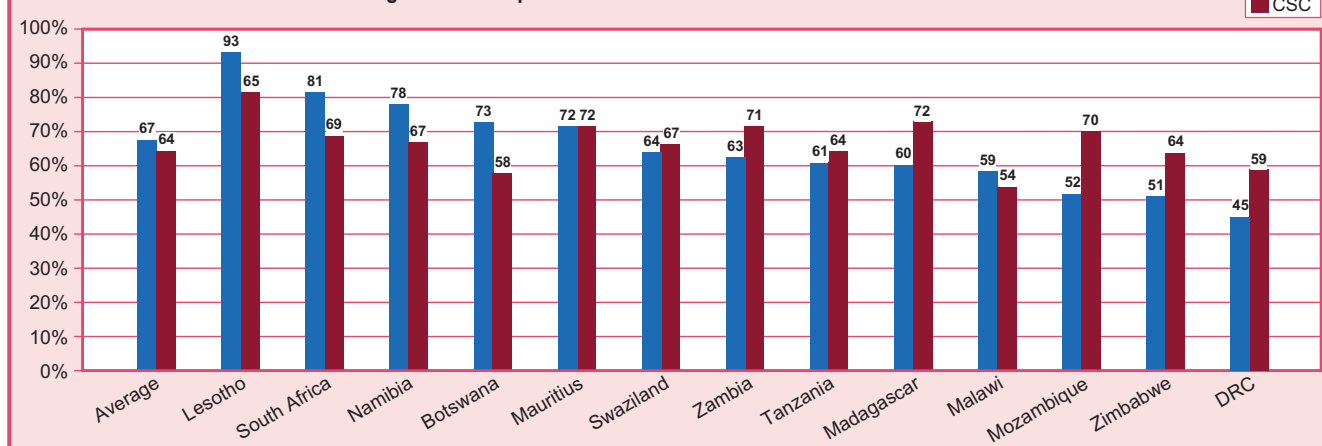
- Zimbabwean citizens (68%) have a more positive perception of the media compared to the country's SGDI score of 51%.
- Zimbabwe ranks 12th on the SGDI, illustrating slow progress towards gender equality in and through the media.
- Media exposure remains low in Zimbabwe with only 8% of the female respondents and 17% of the male respondents in the 2010-2011 Zimbabwe Demographic and Health Survey stating they have exposure to newspapers, television and radio at least once a week.
- The 2014 Multiple Indicator Cluster Survey also confirms that media exposure in the country is low. Only 8% of the women and 15% of men respondents age 15-49 said they read newspaper and magazines, listen to the radio, or watch television at least once a week.
- Issues of gender equality and women's empowerment have slowly showed up on the media's news agenda, and there is a slight increase in women's access to freedom of expression in and through the media. In 2010, the *Gender and Media Progress Study* showed that women comprise only 17% of the sources speaking in the Zimbabwean media, while spot monitoring exercises in 2013 and 2014 showed women as sources at 22%.
- The adoption of gender-responsive editorial and employment policies is an important step towards changing the gender biases, gender stereotypes and sexism that permeates media content and newsrooms.
- Media associations such as the Federation of African Media Women Zimbabwe and the Zimbabwe Union of Journalists continue to strengthen their programmes on gender and the media. However, Zimbabwe needs a stronger gender and media lobby to serve as an external monitoring mechanism focused on the development of a media that is accountable to the public's interests in all of its diversity.

**Table 9.1: SGDI and CSC scores for media, information and communication**

	SGDI	CSC
<b>Scores</b>	51%	68%
<b>Ranks</b>	12	9

Zimbabwe's score of 51% for the SGDI remains the same as 2012 and 2013, and the country ranks 12th place in the region in this sector. However, citizens have been more generous, giving Zimbabwe a higher score of 68%. The SGDI score incorporates the proportion of women within the media as employees, on boards of directors, and in management. It also includes the proportion of women lecturers and students in media training institutions and the proportion of women news sources in media content.

**Figure 9.1: Comparative SGDI and CSC score for media**



Source: Gender Links 2014.

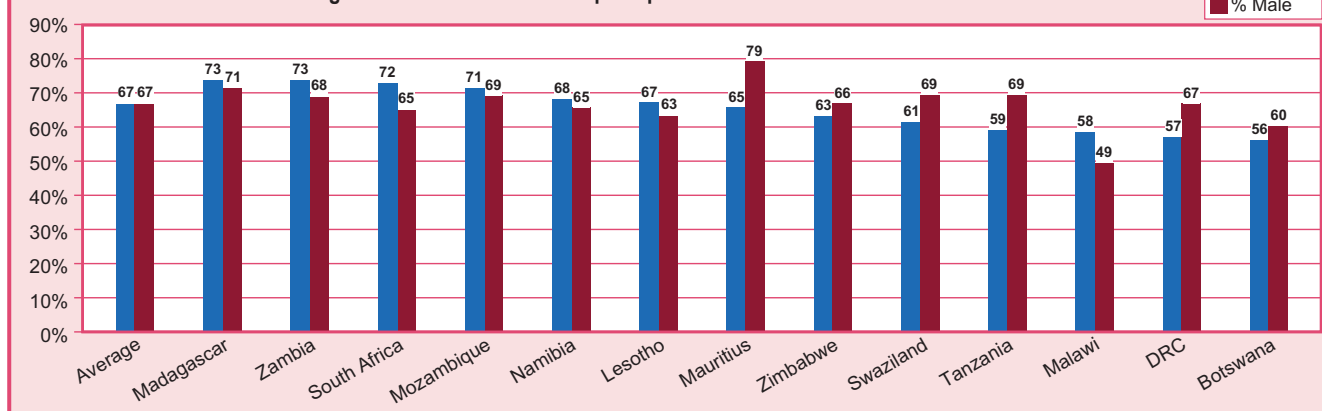
Four countries - DRC, Malawi, Mozambique and Zimbabwe - scored less than 60%. GL could not ascertain the SGDI for Angola because the organisation has not conducted any media research there since the 2003 GMBS. Likewise, Seychelles is not included in this analysis.

For women sources in the media, the SGDI made use of data from a 2014 spot-monitoring exercise. For media house composition and media training, the SGDI made use of the 2009 *Glass Ceilings in Southern African newsrooms* study and the 2010 *Gender in Media Education* (GIME) audit. It will be important to undertake

further studies in 2015 to assess the true extent of progress.

The limitation of the SGDI score is that it does not go beyond numbers. The basket of scores for this indicator also tends to dilute the most important indicator, women sources: a key measure of "voice." The Citizen Score Card (CSC) captures qualitative nuances - such as gender stereotypes in the media. Citizen perceptions also include other forms of media, including advertising, tabloids and Information Communication Technologies (ICTs), which researchers do not capture in the SGDI.

**Figure 9.2: Women and men's perception of the media in SADC**



Source: Gender Links 2014.



Figure 9.2 compares the perceptions of women and men on media across the SADC region based on the CSC in 2014. Interestingly, both women and men scored the media at 67%. Country variations exist, however, with women in Lesotho, Mozambique, Namibia, South Africa and Zambia ranking their media more positively. In the rest of the countries, men scored the media higher than women did. Men in Mauritius score their media higher (79%) than any other score in the rest of the countries. Meanwhile, men in Malawi (49%) think media in that country deserves a failing grade.

## Background

Citizens' access to accurate information on a diversity of political, economic and social issues is essential for the development of an informed population within a democracy. The mainstream media with its wide reach is a major resource in societies for the dissemination of information, knowledge, ideas and messages, as well as a space for the public to engage in discourse on current affairs.

The media is one of the most powerful tools for shaping attitudes and perceptions, and through it, journalists reflect gender relations in society. The media can either be a catalyst for change or the medium through which journalists reinforce gender stereotypes, inequalities, sexism and discrimination. While there has been a spattering of gender and media activism in Zimbabwe over the years, this activism is now almost silent, especially since media and communications issues have not been part of the Zimbabwean women's agenda. During women's advocacy and lobbying for strong gender equality and women's rights issues during the 2009-2013 constitution-making process, gender equality in media and communications did not form part of women's demands or discussions.

While there has been considerable focus on the development of a free and independent media in Zimbabwe, the findings of the 2010-2011 Zimbabwe Demographic and Health Survey reveal that a large percentage of the country's rural population still do not have exposure to any form of mass media. An incredible 67% of the rural women surveyed and 45% of male rural respondents reported having no exposure to any form of mass media at least once a week, compared with 21% of urban women and 13% of urban men.<sup>1</sup> In addition, people living in the two main cities, Harare and Bulawayo, remain more likely to be exposed to all three of newspaper, television and radio than those living in other provinces.

The 2014 Multiple Indicator Cluster Survey further confirms that the media, in the form of newspapers,



Journalists Stanford Chiwanga and Thandeka Moyo scooped awards for gender sensitive reporting at the Zimbabwe gender summit in 2014.  
Photo: Lverage Nhamoyebonde

magazines, radio and television, is not a major source of information for citizens. Only 8% of women and 15% of men age 15-49 years reported that they read a newspaper or magazine, listen to the radio and watch television at least once a week.

**Table 9.2: Summary of GL's media COEs**

Media	% women	% men
Read a newspaper at least once a week	16	31
Watch television at least once a week	36	42
Listen to radio at least once a week	33	49
Exposed to all three media at least once a week	8	17

The Multiple Indicator Cluster Survey also looked at the use of computers and use of internet among young women and men age 15-24 years in the 12 months prior to the research. More young men (24%) than young women (18%) reported that they had used a computer and 31% of the young men and 22% of the young women said they had accessed the internet.

Although the population's media exposure is relatively low, the media remains one of the most important public spaces for shaping the nation's views and perspectives on a wide variety of issues. Yet while there has been growth in the print media sector in the past three years, a larger number of print media has not translated into a greater diversity of voices, views and perspectives on national issues. Moreover, the broadcast media remains dominated by the national broadcaster.

<sup>1</sup> Zimbabwe Demographic and Health Survey, 2010-2011.

Without specific policies and guidelines to guide the newsgathering process, and the staffing and leadership composition of media houses, gender biases and prejudices inherent in society also manifest in the media.

The SADC Gender Protocol is one of the few gender equality and women's rights instruments that contains specific, but non-prescriptive provisions on the media. The articles cover gender in media content and in the institutional make-up of the media; policy and training;



Reporters Simiso Mlevu (B-Metro) and Thandeka Moyo (Chronicle) interview the Mayor of Bulawayo Councillor Martin Moyo in 2011.  
Photo: Thabani Mpofu

women's access to freedom of expression in and through the media; and the perpetuation of sexism, discrimination and gender stereotypes in the way the media report on women and issues of gender equality and women's empowerment.

Gender and media research has been extensive in Zimbabwe, providing a wealth of quantitative and qualitative evidence on gender inequalities and the sexism that exists in and through both the public and private-owned media. Research gaps remain evident in the areas of social media, citizen journalism, gender audience preferences, among other areas.

The research required in the run-up to the 20th anniversary and global review in 2015 of countries' progress in implementing the 1995 Beijing Platform for Action (BPFA) is an extensive audit and analysis of the Zimbabwean media's performance in terms of Section J in the BPFA. Women and Media, Section J of the BPFA, has two strategic objectives:

- Strategic objective J.1. Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication.
- Strategic objective J.2. Promote a balanced and non-stereotyped portrayal of women in the media.

### Beijing+20: Zimbabwe's response to Section J

In June 2014, the Zimbabwean government launched the Beijing+20 review. The year 2015 marks the 20th anniversary since the inception and adoption of the Beijing Platform for Action, which includes 12 Critical Areas of Concern, one of which is the media.

As a first step in rolling out a comprehensive national review to assess the progress made and the challenges encountered in the implementation of the Beijing Platform, the government has drafted a progress report that contains the following on the media:

**Table 9.3: Zimbabwe progress report for the Beijing Platform**

Strategic objective	Actions taken since 2009	Implementation
J.1. Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication	National Gender Policy seeks to address this through has provisions for engender the media	There has been slow implementation of increasing women leadership in the media
J.2. Promote a balanced and non-stereotyped portrayal of women in the media	National Gender Policy has provisions for engender the media	The government, in partnership with civil society organisations, continues to encourage non-stereotypical portrayal of women in the media, through training for journalists and engagement with the editors

The media remains male dominated in terms of leadership and ownership, as the government notes in Table 9.3. Women own none of the major newspapers and most of the media do not seem to have gender policies that govern the way they operate, or their staff. Another challenge is that the media, especially the print media, remains inaccessible to the greater part of the

population because of cost, and in some instances the failure by service providers to reach certain parts of the country. A disturbing trend has been the use of ICTs to perpetuate discrimination against women, particularly among young people, who use ICTs to portray women as sex objects.

*Source: Zimbabwe Government Beijing+20 Review report*

## Mainstreaming gender in policies, laws and training



*The Protocol calls on Member States to ensure that gender is mainstreamed in all information, communication and media policies, programmes, laws and training in accordance with the Protocol on Culture, Information and Sport.*

Zimbabwe's Constitution guarantees freedom of expression and free speech to all citizens. The country's media law and policy framework, which is gender-blind, defines the space for communication and determines who will have access to, and control of, the mediums for communications.

Gender, Media and ICTs is one of the eight priority areas in the country's revised National Gender Policy (2013-2017). The policy objective for this priority area is to promote equal access to, control and ownership of, media and ICTs by men and women to enhance development across all sectors.<sup>2</sup> The following include some of the policy strategies outlined in the National Gender Policy for achieving this objective:

- Promote equal representation and participation in decision-making structures of media houses;
- Integrate gender perspectives into the implementation of ICT policies, legal provisions and programmes;
- Develop programmes aimed at education and training on a variety of ICTs with special emphasis on enhancing

access to, and effective application of, ICTs by women entrepreneurs in marginalised areas; and

- Strengthen the role of media in responsible reporting that is consistent with protecting human dignity of women and girls, promoting balanced portrayals of women and men in media, upholding gender equity principles and protecting the right to information.

Currently, the country has focused on creating gender policies within media houses through the Gender Links Centre of Excellence (COEs) for Gender Mainstreaming in media houses. The ten-stage process involves working directly with media houses to devise gender policies and action plans, and then to monitor their implementation using a self-monitoring tool. Some 108 public, private and community media houses across Southern Africa have been engaged in the COEs process. By August 2013, 47 media houses, representing 90 newsrooms, had developed and adopted gender policies.<sup>3</sup>

### Media COES in Zimbabwe

GL is working with two Zimbabwean media houses to mainstream gender in media content and institutional practice. The COE process, which started in 2011, has seen the main public print group, Zimbabwe Newspapers (Zimpapers), draft a gender policy to guide its operations. Zimpapers has 11 titles, including the Namibia-based Southern Sun. Since the project started, the group has worked to ensure that gender is a key consideration in its operations. For example, The Herald now has a dedicated gender focal person whose primary responsibility is to ensure that staff align with the draft gender policy. At the time of going to print, management expected the board to adopt the gender policy, which would make it operational.

The Bulawayo-based Chronicle newspaper is also in the process of setting up a gender desk that will see reporters

compiling gender specific stories in a more structured way. These two examples from The Herald and Chronicle show that although there remains much work to do, this media group is making efforts to make gender a priority in its operations.

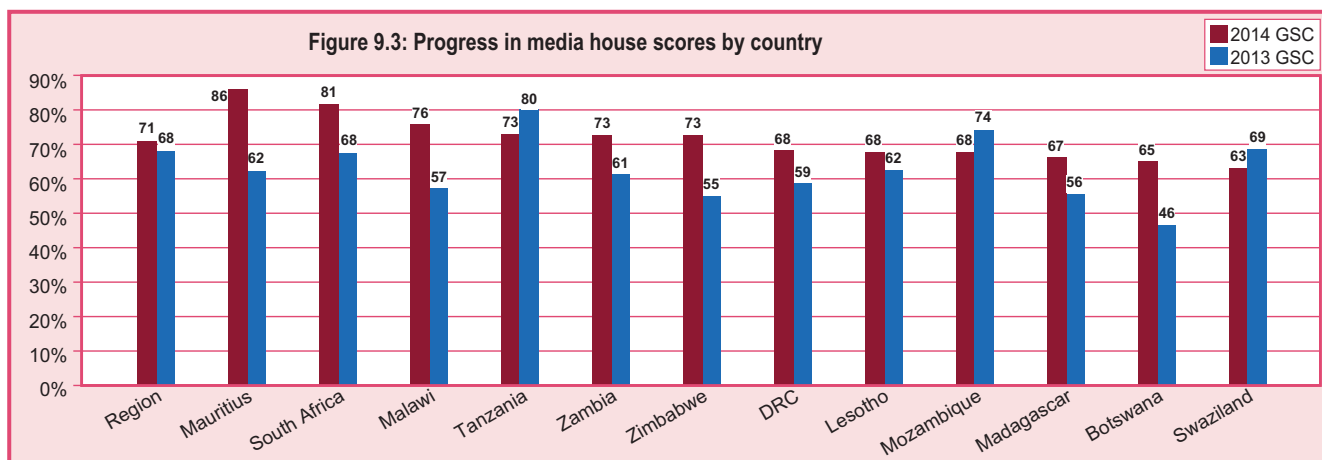
Meanwhile, the community radio station Radio Dialogue is the only media entity in Zimbabwe that has adopted and is implementing a gender policy. Although this community radio station only broadcasts on short wave due to challenges in obtaining a license, Radio Dialogue has created a platform for members of the community to come together, discuss and deliberate on issues faced by ordinary people. The station has also introduced gender-specific programmes such as Ezobulili, which is Ndebele for gender issues.

<sup>2</sup> Zimbabwe National Gender Policy (2013-2017), Ministry of Women Affairs, Gender and Community Development.

<sup>3</sup> SADC Gender Protocol 2013 Regional Barometer, Gender Links.

In 2012, GL administered a Gender Score Card (GSC) in 54 of the 108 media houses it works with in Zimbabwe. It compiled institutional as well as individual stories on impact. The GSC measures gender mainstreaming in

the media houses and focuses on institutional and content indicators. The broad areas covered included policy framework, workplace, editorial practice, marketing, advertising, monitoring and evaluation.



Source: Gender Links 2014.

Figure 9.3 shows that there has been an increase in the GSC in nine of the 12 countries in the SADC region. Mauritius and Zimbabwe recorded the highest increases in the last year, moving from 62% to 86% and 55% to 73% respectively. Only Mozambique, Swaziland and Tanzania recorded declines. In Mozambique and Swaziland, progress links to what stakeholders cover under the ten-stage media COE process.

A further analysis of individual institutional scores shows varying levels of progress across the countries. In the DRC, Antenne A TV moved from a score of 40% in 2013 to 72%. The media house, which has worked with GL since 2011, has shown that sustained interventions lead to progress. The media COE verification process revealed several examples of how gender policies have transformed gender relations within the media.

The Malawi Institute for Journalism radio station (MIJ FM), winner of the 2014 Malawi summit COE award, has made significant progress, from a score of 71% to 82%. This is largely because of the workplace environment that has allowed women to rise to decision-making positions as well as the gender aware programmes at the station.

### Gender in media education and training

Three Zimbabwean institutions of higher learning with media studies departments participated in the audit of Gender in Media Education (GIME) and journalism training in 25 tertiary institutions in Southern Africa, conducted by GL in collaboration with the Gender and Media Diversity Centre (GMDC). These included Midlands State University, the National University of Science and Technology (NUST) and the Harare Polytechnic.

The GIME found that women comprise 36% of the academic staff in those SADC departments of media education and journalism training audited. Zimbabwe (25%) and the DRC (18%) have the lowest proportion of female academic staff. Both countries also had the lowest proportion of women in media houses surveyed in earlier Glass Ceilings research: Zimbabwe (13%) and DRC (22%).

While educators consider gender in the curriculum review process at NUST, none of the media studies departments at the three institutions systematically incorporates gender into course content, teaching and learning. None of the institutions has gender policies, and only Midlands State has a sexual harassment policy.

The high percentage of female students in the media studies departments, however, does not translate into more women moving into the newsrooms and media houses. Women opt for careers in public relations, advertising and other areas that have better pay and remain environments that are more conducive for women who often must juggle multiple responsibilities.



Veteran women's activist and journalist Virginia Muwanigwa speaks at the graduation ceremony of the first year of the Women Journalist Mentoring programme in September 2012.

Photo: USC Centre on Public Diplomacy



**Table 9.4: Summary of key gender indicators for institutions of higher learning in the GIME research**

Institution	Staff		Students		Policies		Curriculum	
	% Female	% Male	% Female	% Male	Gender	Sexual harassment	Gender considered in curriculum review	Committee/ individual responsible for gender mainstreaming
<b>Region</b>	<b>36</b>	<b>64</b>	<b>61</b>	<b>39</b>	<b>28%</b>	<b>44%</b>	<b>46%</b>	<b>13%</b>
<b>Botswana</b>								
University of Botswana	37	67	54	46	Yes	Yes	Yes	Yes
<b>DRC</b>								
Institut Facultaire des Sciences de L'information et de la Communication	18	82	77	23	No	No	No	No
<b>Lesotho</b>								
National University of Lesotho	67	33	73	27	No	No	Yes	No
<b>Madagascar</b>								
Antananarivo University	44	56	71	29	No	No	No	No
<b>Malawi</b>								
Malawi Institute of Journalism	29	71	50	50	No	No	No	No
<b>Mauritius</b>								
University of Mauritius	79	21	82	18	No	No	No	No
<b>Mozambique</b>								
Eduardo Mondlane	20	80	26	74	No	No	No	No
Higher School of Journalism	21	79	19	81	No	No	No	No
School of Journalism	38	62	28	72	No	No	No	No
<b>Namibia</b>								
Polytechnic of Namibia	50	50	58	42	No	No	No	No
University of Namibia	43	57	62	39	No	No	No	No
<b>South Africa</b>								
University of Fort Hare	43	57	57	43	Yes	Yes	No	No
University of Johannesburg	89	11	78	22	Yes	Yes	No	No
University of Limpopo	33	67	51	49	Yes	Yes	No	No
Stellenbosch University	33	67	62	38	No	Yes	Yes	No
University of Venda	60	40	47	53	No	Yes	No	No
University of Witwatersrand	75	25	69	31	Yes	Yes	Yes	No
<b>Swaziland</b>								
University of Swaziland	33	67	37	63	No	Yes	No	No
<b>Tanzania</b>								
SJMC	30	70	60	40	Yes	Yes	Yes	Yes
<b>Zambia</b>								
Evelyn Hone	36	64	65	35	No	No	No	No
University of Zambia	31	69	56	44	Yes	Yes	No	No
Zambia Institute of Mass Communication Education Trust	25	75	67	33	No	No	Yes	Yes
<b>Zimbabwe</b>								
Midlands State University	36	64	64	36	No	Yes	No	No
National University of Science and Technology	25	75	49	51	No	No	Yes	No
Harare Polytechnic	27	73	49	51	No	No	No	No

## Equal representation of women and men in the Zimbabwean media



*The Protocol urges member states to take measures to promote the equal representation of women in the ownership of, and decision-making structures of the media in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015.*

The 2010 *Glass Ceilings* survey of media houses in Zimbabwe found six times as many men as women in the institutions. The study, which focused primarily on the country's print media,<sup>4</sup> also found that while women comprise more than a third of the representatives on boards of directors for media institutions, at the time of the study, women comprised only 13% of the media's top management and 10% of senior management.

Women also remain confined to mainly support roles in administrative positions in the advertising and marketing (40%) and human resources (58%) departments. In the newsrooms, male reporters work as the political, economic and sports reporters, while women report on the issues of gender equality, and gender violence (when media reports on this issue outside of the crime and court beats).

Gender-responsive editorial and employment policies do not exist in the Zimbabwean media. All media surveyed reported that they had no gender policy, no targets to achieve gender parity and no clear strategies for the recruitment of, or advancement of, women within the media houses. Without policies, special measures and a concerted effort to target women for management and decision-making positions, Zimbabwe will not achieve the SADC Gender Protocol target of equal representation of women by 2015.



Robert Tapfumanezi interviews Virginia Phiri at the Alliance National Women's Conference in 2013.  
Photo: Tapiwa Zvaraya

The Zimbabwean findings of the *Glass Ceilings* and *Gender and Media Progress Study* (GMPS) have informed the Centres of Excellence for Gender in the Media conducted by GL in media houses throughout Southern Africa, including Zimbabwe. As noted earlier, one success of this is that Zimpapers, one of the major print media houses in the country, has announced the development of a gender policy for its newsrooms through the COEs process. Moreover, other media houses have been working through the various stages of policy development.

### Journalist Stanford Chiwanga talks about his reporting on gender-based violence

"I submitted three features on gender violence. One looks at marital rape, the other zeroes in on violence against pregnant women and the last one is on domestic violence against men. The article on marital rape is a good example of gender in media content because marital rape is a fiercely debated subject. There are still men who believe the law on marital rape is senseless.

I submitted the feature on gender violence against men because stories of men being abused by women are few even though abuse against men is rampant. It's

meant to make men come out and admit that they are victims so that the problem of violence against men can be dealt with.

The Zimbabwe Demographic Health Survey revealed that their partners abuse 5% of pregnant women. The feature is a good example of gender content in media because it is a follow up of the survey finding.

The first feature was meant to discard the notion that there is nothing called marital rape, that married women

<sup>4</sup> The country's national broadcaster did not participate in the survey. 2010 *Glass Ceilings: Gender in Southern African Media Houses-Zimbabwe country report*, Gender Links.

cannot be raped. The article was meant to educate men about marital rape to make them realise that sex has to be consensual even if they married their women. The feature on pregnant women was to highlight the consequences of the abuse of pregnant women. It demonstrates the risk faced by pregnant women when they are abused by their partners. The third feature is meant to dispel the long held belief that only women suffer from gender violence.

The first feature was meant to discard the notion that there is nothing called marital rape that married women cannot be raped. The article was meant to educate men about marital rape to make them realise that sex has to be consensual even if they married their women. The feature on pregnant women was to highlight the consequences of the abuse of pregnant women. It demonstrates the risk faced by pregnant women when they are abused by their partners. The third feature is meant to dispel the long held belief that only women suffer from gender violence.

The feature on marital rape was inspired by an Indian Judge, Justice Kailash Gambhir who said rape laws are abused by married women. The data was gathered from the constitution, archived stories and from women and men interviewed in the street. Some of the data was extracted from the UN High Commissioner for Human Rights. I consulted two men and two women. Of my

four sources, two were lawyers, a woman and a man. I chose them because they know the law. Their voices were important because they came from an informed position.

Information on the feature on gender violence against men was gathered from the Zimbabwe Demographic Health Survey, newspapers, gender activists, Musasa, lawyers and ordinary citizens. I consulted two females and two males. One of the women I consulted was Netty Musanhu, the director of Musasa, a local organisation that shelters women who are victims of abuse. Her voice was important because she is an expert on gender violence against women and she offered advice to abused women. The other source was a lawyer, Mr Thomas Sibanda who offered legal expertise.

For the article on men who are victims of gender violence I gathered the data from newspapers, gender activists, a men's organisation and the police. I consulted six sources, three were men and three were women. Among the women I consulted was Delta Ndou, a gender activist and columnist and national chief police spokesperson Charity Charamba. I consulted Delta because her opinion is respected by many a women who read the Sunday News. I deliberately sought out Charamba because she would advise men who are victims to report cases of the abuse they go through."

*Excerpt of Stanford Chiwanga's SADC Gender Protocol summit presentation, 2014*



Stanford Chiwanga hands over some of the goods donated by Zimpapers to victims of floods in Tsholotsho in 2014.

*Photo: The Herald Newspaper*

**Table 9.5: Women and men in Zimbabwean media houses**

CATEGORY	% ZIMBABWE		% REGION	
	Female	Male	Female	Male
Percentage of employees by sex	13	87	41	59
<b>OCCUPATIONAL LEVELS</b>				
Non-permanent	7	93	36	64
Semi-skilled	45	55	55	45
Unskilled	16	84	29	71
Skilled technical	18	82	45	55
Professionally qualified	30	70	31	69
Senior management	10	90	28	72
Top management	13	88	23	77
Board of directors	38	63	28	72
<b>CONDITIONS OF EMPLOYMENT</b>				
Freelance	22	78	43	57
Part time	5	95	23	77
Full-time, fixed-term contract	50	50	37	63
Full-time, open-ended contract	18	82	42	58
<b>DEPARTMENTS</b>				
<i>Percentage of women and men in:</i>				
Finance and administration	25	75	54	46
Editorial	17	83	42	58
Advertising/Marketing	40	60	57	43
Human resources	58	42	44	56
Production	33	67	30	70
Technical/IT	0	100	16	84
Design	50	50	31	69
Printing and distribution	0	100	24	76
<b>BEATS</b>				
<i>Top three beats covered by women</i>				
Gender equality	100	0	71	29
Gender violence	100	0	71	29
Religion	100	0	52	48
<i>Top three beats covered by men</i>				
Human rights	0	100	42	58
Sustainable development & environment	0	100	33	67
Sports	8	92	24	76
<b>POLICIES</b>				
		<b>ZIMBABWE</b>	<b>REGION</b>	
Existence of a gender policy	0		16	
Existence of a sexual-harassment policy	25		28	
Need a gender policy or to improve one	75		68	

Source: *Glass Ceilings: Gender in Southern African Media Houses, 2010.*

Table 9.5 illustrates that registers worse scores than the regional average in almost every category. In terms of beat reporting, women cover all beats linked to gender and men cover all beats linked to human rights and sustainable development. In addition, no women work in the technical/IT and printing and distribution departments. Only a small number of women (8% of the department) work on the sports team.

Researchers did not survey the country's national broadcaster, Zimbabwe Broadcasting Holdings, in the *Glass Ceilings* study, but data provided shows that as of 31 December 2011, it has a similar pattern of men

dominating in key management and editorial positions. The group's Chief Executive Officer is a man; none of the three general managers is a woman; of the 10 Heads of Department, women comprise just three; and women make up only three of the 22 managers. Meanwhile, the two assignment editors are men; and there are only two women among the eight bureau chiefs. Women do, however, comprise the majority of the 82 producers/presenters - 49 women and 33 men. The chief picture editor, chief producer and chief video editors are all men, and only one woman is an editor among five editors.<sup>5</sup>

<sup>5</sup> Women and Men in Zimbabwe Report 2012, ZimStat, April 2013.



## Gender in media content



*The Protocol encourages the media to give equal voice to women and men in all areas of coverage, including increasing the number of programmes for, by and about women on gender-specific topics that challenge gender stereotypes.*

### Women's freedom of expression in the Zimbabwean media

Zimbabwean women comprise more than 52% of the nation's population. Yet, almost every major research on gender and the media in Zimbabwe shows that women have little access to expression in and through the country's print and broadcast media.

In the first baseline study on gender and the media in 2003, women comprised only 15% of the sources who

reporters accessed for their views and perspectives on issues. Seven years later, the 2010 *Gender and Media Progress Study* found little change with an increase in women as sources to just 17%.<sup>6</sup> Journalists tell the news in Zimbabwe largely through the voices and perspectives of men, and often mostly men in positions of power and formal authority.

**Table 9.6: Who speaks in the Zimbabwean media?**

GENDER AND THE MEDIA	GMBS Zimbabwe	GMPS Zimbabwe
<b>Who speaks?</b>	<b>% women</b>	<b>% women</b>
Overall	15	17
Private media	N/A	14
Public media	N/A	16
Community	N/A	0
<b>Who speaks on what topic?</b>	<b>% women</b>	<b>% women</b>
Economics	10	10
Education	N/A	13
Gender equality	46	66
Gender violence	39	50
Political stories	9	10
Sports	8	10
<b>Sex of sources by medium</b>	<b>% women</b>	<b>% women</b>
Print	N/A	15
Radio	N/A	17
Television	N/A	21

Source: *Gender and Media Progress Study 2010-Zimbabwe Country Report*, GL, GMDC, and MISA.

Table 9.6 illustrates that Zimbabwe saw negligible progress in increasing women's voices in media between the baseline study in 2003 and the follow up GMPS in 2010. Women's voices increased by any significant degree only in categories linked to gender, while in other categories, such as sports and politics, they moved just a percentage point or two.

Local monitoring of media content for gender shows a similar pattern in the low representation of women's voices. The Media Monitoring Project Zimbabwe (MMPZ), released in February 2012, looked at gender in the media's coverage of the constitution-making process. It monitored the print and broadcast media over a three-month period from November 2011-January 2012.

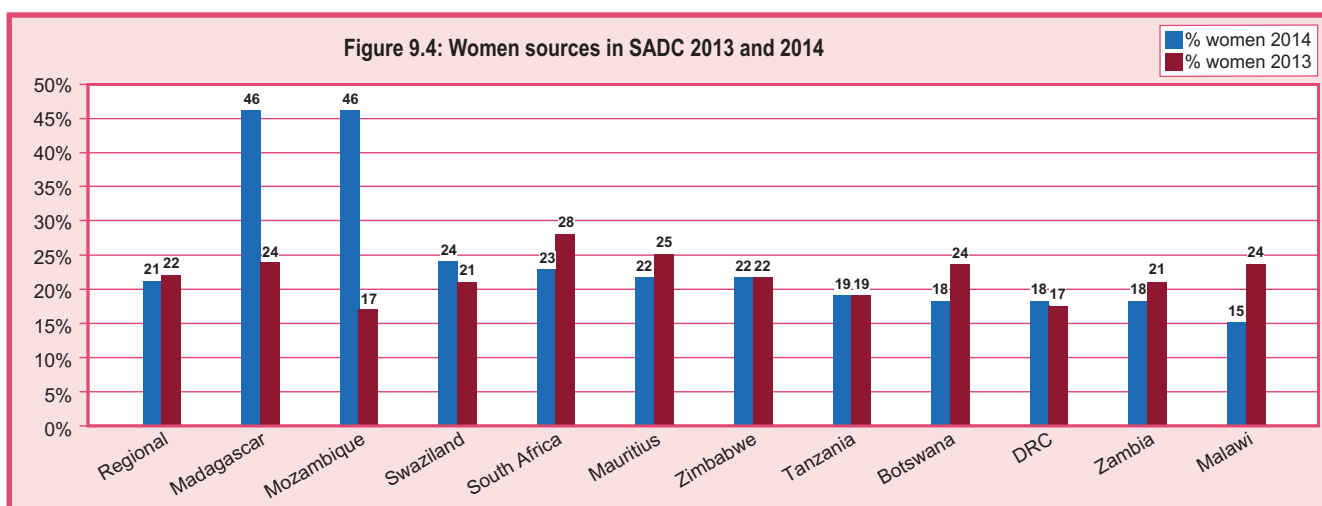
<sup>6</sup> Gender and Media Progress Study (GMPS), Zimbabwe country report, 2010, Gender Links, GEMSA, MISA.



Student journalist Portia Mudavanhu takes footage at the Zimbabwe gender summit in 2013.  
Photo: Lovereage Nhamoyebonde

The study, entitled *Media Coverage of Gender in the Constitution-Making Process: gender an inconvenient sideshow*, found that out of the 119 stories during the period on the constitution-making process, journalists wrote gender-specific stories in just three cases.

Men comprised 87% of the sources expressing their views and perspectives on the process, while women made up only 13% of the sources, the majority of whom comprised activists, politicians and government officials.<sup>7</sup> The MMPZ study also notes that, even though a woman, Jessie Majome was one of the key spokespersons for the COPAC-driven process, the media relied heavily on the voices of her male colleagues. In addition, the media interviewed almost no female “experts” or “analysts.”



Source: Gender Links 2014.

Figure 9.4 shows the results of GL spot monitoring of 93 media houses in its COE stable in 2013 and 2014, covering more than 4000 news items. Based on this monitoring exercise, the overall proportion of women sources decreased from 22% in 2013 to 21% in 2014. Eleven countries participated in the 2014 monitoring exercise. Of those countries, eight came out on or above the regional women sources figure. Overall, the results suggest women's voices remain under-represented in the media. Zimbabwe remained the same at 22% women's voices in both 2013 and 2014. Meanwhile, Malawi (15%) and Zambia, DRC, Botswana, all at 18%, registered the lowest percentage of women sources.

However, individual country variations exist, with Mozambique and Madagascar recording massive increases. Mozambique, for example, moved from 17% to 46%, whilst Madagascar moved from 24% to 46%. Stakeholders believe these increases are largely due to

massive in-house workshops that specifically target journalists. Although only one media house has adopted a gender policy in Mozambique, journalists have been applying the knowledge and skills gained from these training workshops.

Swaziland also moved from 21% to 24%. Overtime Swaziland is experiencing a steady increase and improvement in the number of women sources accessed by its journalists. In the 2010 GMP5 study, Swaziland recorded 19% women sources, while in the 2013 self-monitoring it moved to 21% and now stands at a 24% country average. This increase is also due to the progress made in the development and implementation of gender policies there.

Malawi has recorded a decline largely because the monitoring happened in the run-up to the country's 2014 national elections. Previous studies such as the

<sup>7</sup> Media Coverage of Gender in the Constitution-Making Process, *Gender an inconvenient sideshow*, MMPZ, February, 2012.

GMPS have shown that men form the majority of sources in election stories with women speaking only marginally. Most of these men comprise party spokespeople or senior people in political parties. Although in Malawi a woman, Joyce Banda, ran as the main candidate, the

media still accessed more male voices in the period of study. Qualitative overall research shows considerable progress in Malawi. Radio Dzimwe, a community radio station, is an innovative example of a media house that is giving rural women a platform to speak for themselves.

## SGP Post 2015



### The post 2015 agenda and media, information and communication in Zimbabwe



Media has a critical role to play in the advancement of gender equality and women's rights. The media can break down gender stereotypes and roles through a portrayal of women in all of their diverse roles; create a discourse through editorial content on political accountability to gender equality and women's rights; and put in place codes and policy frameworks to advance

gender equality in and through the media. The new ICTs offer an opportunity for women to express their voice and agency in safe spaces, but also, if not carefully monitored and regulated, can become a new site for the perpetuation of violence against women and girls.

The National Alliance's suggestions in this area for the post-2015 matrix are as follows:

**Table 9.7: Proposed targets and indicators for media, information and communications**

Thematic area/target	Proposed post-2015 targets	Proposed post-2015 indicators
Gender in media education	1. Promote the equal representation of women as teaching staff and students in institutions of media learning	1. Female percentage of staff in institutions of media learning <sup>8</sup>
	2. Ensure that media institutions of learning adopt gender policies and mainstream gender in their teaching curriculum by 2030	2. Percentage of female students in institutions of media learning <sup>9</sup>
Take measures to promote the equal representation of women in ownership of, and decision-making structures of the media, in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015	3. Take measures to promote the equal representation of women in ownership of, and decision-making structures of the media by 2030	3. Number of courses and modules that mainstream gender
	4. Ensure equal opportunities for both female and male editors	4. Gender in Media Education score
	5. Media Commission to enforce gender sensitive reporting	5. Women employees as percentage of total <sup>10</sup>
	6. Ensure that media houses adopt gender policies or mainstream gender in their codes of conduct	6. Women as percentage of board of directors <sup>11</sup>
		7. Women as percentage of management <sup>12</sup>
		8. Women as percentage of owners of media houses
Encourage the media to give equal voice to women and men in all areas of coverage	7. Encourage the media to give equal voice to women and men in all areas of coverage by 2030	9. Women as editors in media institutions
		10. Percentage of stories with more than three sources
	8. Ensure that media mainstream gender in editorial content and programming	11. Percentage of women news sources
		12. Percentage of women news sources in economics, sports and politics
		13. Percentage of women who participate in radio talk and televised broadcast shows

<sup>8</sup> Glass ceiling, Global Report on the status of women in the news and media.

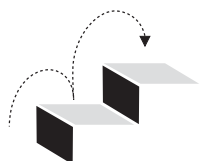
<sup>9</sup> Gender in Media Education.

<sup>10</sup> Glass ceiling, Global Report on the status of women in the news and media.

<sup>11</sup> Glass ceiling, Global Report on the status of women in the news and media.

<sup>12</sup> Glass ceiling, Global Report on the status of women in the news and media.

Thematic area/target	Proposed post-2015 targets	Proposed post-2015 indicators
	9. Ensure that media regulatory bodies enforce gender sensitive reporting standards	14. Percentage of gender aware stories
	10. Take measures to discourage the media from: <ul style="list-style-type: none"> <li>• Promoting pornography and violence against all persons, especially women and children;</li> <li>• Depicting women as helpless victims of violence and abuse;</li> </ul>	15. Percentage of gender aware GBV stories and other positive women stories.
	11. Degrading or exploiting women, especially in the area of entertainment and advertising, and undermining their role and position in society; and	16. Percentage of publicised women success stories
	12. Reinforcing gender oppression and stereotypes	
Gender in advertising	13. Encourage advertising regulatory authorities to adopt gender aware codes of conduct and ethical principles to reduce stereotypical representation of women in advertising by 2030	17. Percentage of women in adverts
		18. Percentage gender aware adverts
		19. Percentage men and women who say it is not fine for advertisers to use derogatory images of women to market their products.
		20. Percentage reduction in adverts that objectify women
Access to information and ICT policy	14. Ensure that half the women (including those in rural areas) have access to public information by 2030	21. Percentage of women with access to public information <sup>13</sup>
	15. Ensure that citizens, especially women, have access to all or at least one medium, including new media platforms by 2030	22. Gender score for media and ICT policies
	16. Ensure that all citizens have the freedom to express their opinions in all public and private forums	23. Percentage of women with access to ICTs



## Next steps

- Zimbabwe's national broadcaster and the private print media should participate in the COEs in gender mainstreaming process to illustrate their commitment to media accountability.



Journalists interview a woman squatter at the Ngozi Mine near Buluwayo in 2013.  
Photo: Gender Links

- The development of gender-responsive editorial and employment policies and guidelines is an important first step towards directing and managing change in media houses to address many of the gaps and inequalities identified in gender and media studies. Those media houses participating in the COE process can serve as best practices and provide examples of how gender mainstreaming in the media improves accountability to the public; strengthens media practice and enhances the elements of good journalism; and makes good business sense as media owners tap new audiences.
- Zimbabwe needs strategies and resources to develop a strong gender and media advocacy and lobbying movement that links to media, communications and ICT law and policy reform.

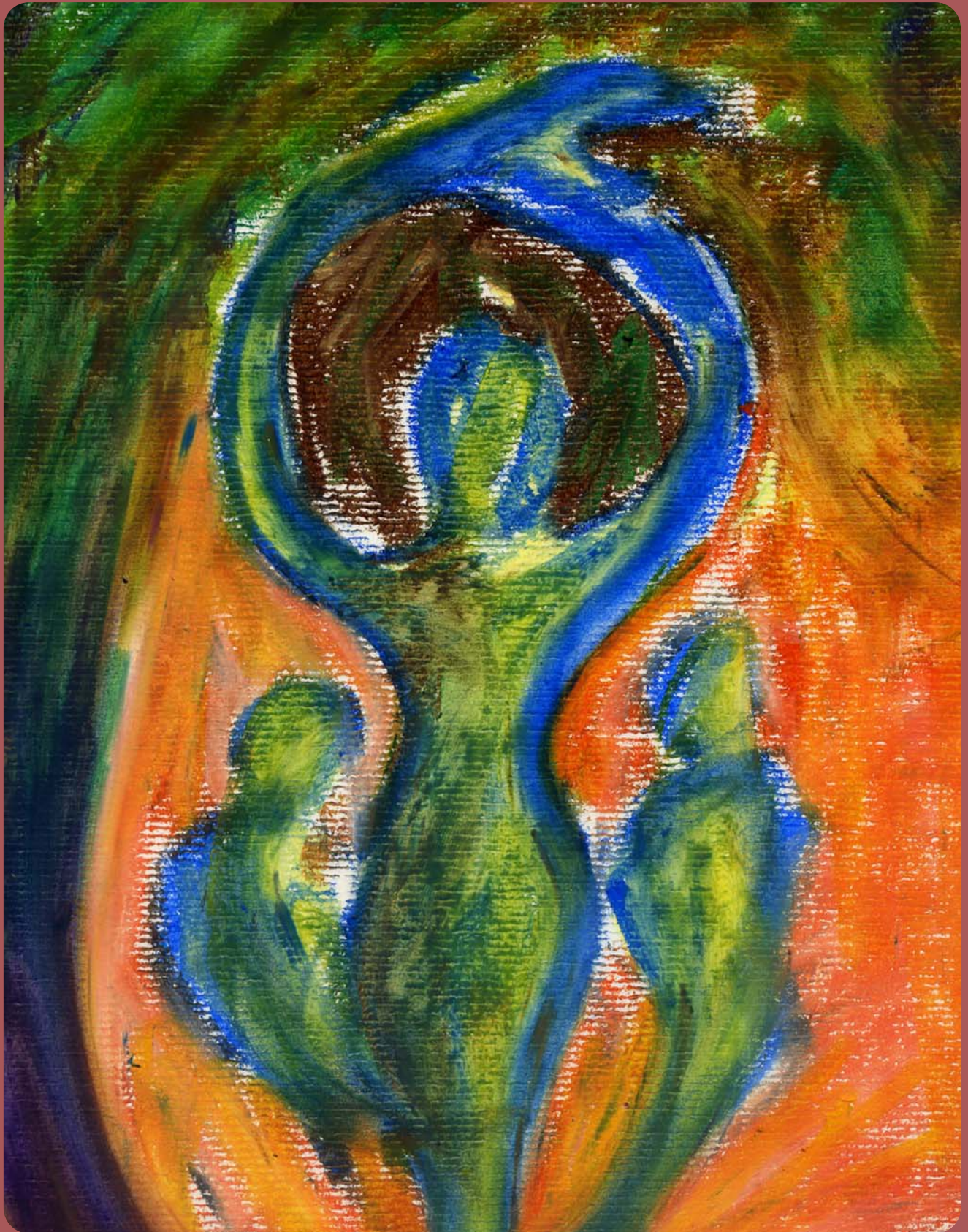
<sup>13</sup> Global impact study, Demographic survey.



- Ongoing activism within the gender equality and women's empowerment sector must broaden its focus to include media and communications as a women's rights issue.
- Gender and media literacy for the wider population remains uncharted terrain in Zimbabwe. This sphere of work is critical for building a broad base of informed citizens who can engage with the media and use their voices to demand accountability, media professionalism and high ethical standards.
- Media institutions that participated in the audit of gender in media education form part of a wider network of tertiary institutions in Southern Africa collaborating through the GMDC to incorporate gender into media education teaching, learning and

research. Incorporating gender in media education and journalism training is essential for sustainable change in newsrooms. Media education and journalism training higher learning institutions must be the targets of capacity strengthening to speed up their incorporation of gender into their media education and training programmes.

- Stakeholders need to implement special programmes and measures to encourage more women to become academics in media education and journalism training departments at tertiary institutions.
- Experts at academic institutions must encourage research on gender, media and communications issues as well as create dialogues and programmes to make research more accessible to the public.



"Isabella"

Anushka Virahsawmy





## CHAPTER 10

# Implementation

## Articles 32-36



The Zimbabwe delegation at the 2014 SADC Gender Protocol summit in Johannesburg.

Photo: Tapiwa Zvaraya

### KEY POINTS

- Financing gender equality and women's empowerment continues to be the major challenge to the implementation of laws, policies and programmes for achieving the targets within the SADC Gender Protocol
- Zimbabwe will establish a Gender Commission to monitor the implementation of the gender equality and women's rights provisions in the new Constitution, many of which align to CEDAW and the SADC Gender Protocol. However, legislators have dedicated only US\$120 000 in the 2015 national budget to salaries and furniture to operationalise the commission.
- The Ministry of Local Government and the Centres of Excellence for Gender Mainstreaming in more than 20 urban and rural local authorities continue to be examples of how stakeholders can use gender mainstreaming at the national and local levels to strengthen accountability to gender equality and women's rights.
- The National Focal Point for the Southern Africa Gender Protocol Alliance - Women's Coalition of Zimbabwe - continues to work with women NGOs to create awareness of the SADC Gender Protocol at community level.
- The Centres of Excellence councils in Zimbabwe serve a population of 6 230 157. They engage 396 councillors, of whom 83 (21%) are women.

## Implementation mechanisms and processes



*Article 35: Implementation, Monitoring and Evaluation - state parties shall ensure the implementation of this Protocol at the national level. State parties shall ensure that national action plans with measurable time frames are put in place, and that national and regional monitoring and evaluation mechanisms are developed and implemented. State parties shall collect and analyse baseline data against which progress in achieving targets will be monitored.*



Priscilla Maposa, Gender Links country manager, facilitates a local government workshop on action planning. *Photo: Tapiwa Zvaraya*

As the country moves towards the end of 2015, stakeholders need to put a greater focus on financing for gender equality and women's empowerment. Another key area is strengthening the gender management systems and other accountability mechanisms that can monitor and evaluate the implementation of all gender equality and women's empowerment laws, policies, programmes and action plans.

Financing for gender equality and women's empowerment remains one of the country's Achilles heels. The gulf between policies, words and money to drive actions is wide. Two examples of this, in terms of institutional mechanisms, include the funding provided to the Ministry of Women Affairs, Gender and Community Development, and the allocation in the national budget for the proposed Gender Commission.

One of the key new mechanisms to play this role is the country's first Gender Commission [Section 254 of the Constitution], which is one of the independent

commissions supporting democracy. The eight-member commission, which should have equal representation of women and men, will monitor gender equality issues to ensure compliance with the provisions in the Constitution. It has the mandate to investigate rights violations; conduct research to gather evidence for influencing changes in laws and practices; recommend affirmative action programmes to achieve gender equality; and recommend prosecution for criminal violation of rights relating to gender, among other functions.

Legislators gazetted the draft bill to establish the Commission and it went through the first reading in parliament in July 2014. Legislators will likely establish the commission in 2015 after moving through the various parliamentary stages, but if government does not signal a strong commitment to the significance of the commission, then the entity may be far from what the Constitution envisions.

The first signals of government's commitment, however, are weak. The 2015 national budget only allocates US\$120 000 to operationalise the Gender Commission. The allocation also is within the budget vote of the Ministry of Women Affairs, Gender and Community Development. Gender equality advocates have been actively engaged in lobbying for the draft bill to state the independence of the commission as articulated in the Constitution, so it should not be an extension of the ministry.

The country's national machinery, the Ministry of Women Affairs, Gender and Community Development (MWAGCD), which identifies its key results areas as women's empowerment, gender equality and equity and community development, remains one of the most under-resourced ministries. Of the 2175 posts available in the ministry, officials have filled only 1066, while 1109 sit vacant.<sup>1</sup> In 2014, the ministry's budget allocation

<sup>1</sup> Zimbabwe Budget Estimates for the Year Ending 2015, Women Affairs, Gender and Community Development, Ministry Profile and Outputs.



amounted to US\$10 804 000 and the appropriation for 2015 is US\$13 352 000 out of a total 2015 budget of US\$4.5 billion.

One of the ministry's key roles is to coordinate the mainstreaming of gender into all of the sector ministries, yet only US\$50 000 is allocated to the gender mainstreaming programme within the national machinery's budget for 2015.

The country also continues into 2015 with a revised National Gender Policy that stakeholders have not translated into a costed action plan.

Through the equality and non-discrimination provisions in the Constitution, Zimbabwe made a commitment to ensuring that gender equality is a generic principle that cuts across all policy areas. Meanwhile, Zim Asset

highlights gender mainstreaming as one of the key approaches for developing and implementing the country's economic and development agenda.

The country's gender management system provides the framework for gender mainstreaming at the national level. This system is comprised of the MWAGCD, gender focal persons in line ministries, the Parliamentary Portfolio Committee on Gender, the Parliamentary Women's Caucus, and the women's movement. This system plays an important oversight and monitoring role for achieving accountability to gender equality and women's rights in government ministries and public sector institutions. A network of gender structures and district and community levels can also serve as catalysts for gender mainstreaming in service delivery and for the effective dissemination of knowledge and information to women and girls.

Key actions for effective strengthening the gender management system include better coordination among the institutions that comprise the system; the development of gender mainstreaming guideline and the strengthening of gender analysis skills among gender focal persons, ministerial management, policy and planning staff. In addition, capacity strengthening of gender structures at district and community levels is necessary, as well as the development of a national system for monitoring and evaluation by the gender machinery.



Oppah Muchinguri, former minister of women affairs, gender and community development, speaks to media at a press conference at the Ministry of Women Affairs, Gender and Community Development in Harare in 2014.

Photo: Tapiwa Zvaraya

**Table 10.1 Country mapping of national gender policies, processes and alignment to the SADC Protocol**

Country	Gender Ministry	Gender integrated in national development plans?	Gender policy (date)	Gender action plan (date)	Aligned to Protocol? If not, how feasible?	In-country Gender Responsive Budgeting (GRB) Process	Upcoming process/entry points
<b>Angola</b>	Ministry for Family and the Promotion of Women.	Yes, The PRRP/ECP have defined objectives targeting women and gender equality. (Post-conflict rehabilitation and National Reconstruction Programme/ Estratégias de Combate à Pobreza).	National Strategy to Promote Gender Equality up to year 2005.	Yes, 2005.	No, not specifically but addresses sectors similarly.	Yes, gender budgeting initiative introduced in 2000. A UNIFEM programme in support of the Ministry of Finance in mainstreaming gender in budgeting processes.	Advocacy on development of aligned policy and implementation plan.
<b>Botswana</b>	No. Women's Affairs Department under the Ministry of Labour and Home Affairs.	Yes	Yes, draft form 2011.	Yes, based on WID Policy, 1997.	No, but strongly aligned to the SADC Gender Declaration.	UNECA assisting Botswana with gender budgeting process BOCONGO leading civil society effort to address GRB.	Advocacy on signing the protocol, Preparations for upcoming elections scheduled for October 2014.
<b>DRC</b>	Minister of Gender, Women and Children.	Yes	Yes, adopted 2011.	Yes, adopted 2011.	Yes, costed implementation plan done in March 2014.	Implementation of costed plan.	Ongoing backstopping and support from GL and alliance network.
<b>Lesotho</b>	Ministry of Gender, Youth, Sports and Recreation.	Yes	Yes, 2003 - requires review.	Yes, need to review action plan.	In the pipeline, led by Alliance focal network, Protocol ratified.	Buy-in of GRB.	Scheduling of GRB workshop.
<b>Madagascar</b>	No. Changes parent ministry depending on government in place. Currently Gender under the Ministry of Population.						Advocacy on ratification.
<b>Malawi</b>	Yes. Ministry of Gender, Child Welfare and Community Services.	Yes, 1996-1999.	Gender Policy 2005 reviewed in 2013 incorporating comments from the Office of President and Cabinet.	Yes, 2005 -2008.	Yes, Gender Equality Act aligned to the SADC Gender Protocol.	Yes, government-driven initiatives with support of SADC GU.	Costing of implementation plan in September 2014.
<b>Mauritius</b>	Yes. Ministry of Gender Equality, Child Development and Family Welfare.	Yes	Yes, 8 March 2008.	No, but proposals to formulate may be brought to the Gender Ministry for consideration.	To some extent.	In the process of establishing civil society initiatives around gender budgeting.	Advocacy around signing the SADC Gender Protocol and pushing for a national gender quota.
<b>Mozambique</b>	Ministry of Women and Social Action.	Yes	Yes, March 2006. Requires review.	Yes, addressing gender-based violence.	Alignment scheduled for July 2014.	Yes, a joint civil society and government initiative.	Strengthening of civil society at country level and preparation for alignment workshop.

Country	Gender Ministry	Gender integrated in national development plans?	Gender policy (date)	Gender action plan (date)	Aligned to Protocol? If not, how feasible?	In-country Gender Responsive Budgeting (GRB) Process	Upcoming process/entry points
<b>Namibia</b>	Yes, Ministry of Gender Equality and child welfare.	Yes	Yes, revised 2010 - 2020 National Gender Policy.	Yes, costed gender action plan developed in 2011.	Yes, thematically incorporates the 28 targets.	Yes, costing of the national gender action plan completed.	Mainstreaming through thematic clusters across government ministries.
<b>Seychelles</b>	Gender Secretariat since 2012 moved to Ministry of Social Affairs, Community Development and Sports.	Yes, but often gender neutral.	Yes, 2012 Draft National Gender Policy.	Yes, still in draft form.	Yes, integrates all 28 targets in the National Gender Policy and costed gender action plan.	Initiatives supported by UNFPA; gender mainstreaming processes supported by the SADC Gender Unit. Follow up workshop scheduled for September 2014.	Workshop on implanting the costed implementation plan.
<b>South Africa</b>	Yes, Ministry of Women, Youth and People with Disabilities.	Yes, not to a large extent.	Yes, adopted 2000.	Yes, plans addressing gender-based violence.	Feasible through advocacy with Alliance focal network.	Yes, gender budgeting initiatives supported by UN Women.	Advocacy and lobbying with Ministry of Women post elections.
<b>Swaziland</b>	No. There is a Gender and Family Unit that has been elevated to the Deputy Prime Minister's office from the Ministry of Home Affairs.	Through the Deputy Prime Minister's office.	Yes. National Gender Policy 2010 to be reviewed and aligned to SADC Gender Protocol.	Yes, plan was developed in 2011 and revised in 2012 to align to SGP.	Yes	Has developed gender action Plan aligned to the SGP. Yes gender budgeting initiative supported by UNFPA.	Has developed costed Gender Action Plan Aligned to the SGP.
<b>Tanzania</b>	Yes. Ministry of Community Development, Gender and Children.	Yes, MKUKUTA II and I.	Yes Gender Policy 2001 which requires review started a review of the policy in 2011.	Yes	Alignment in tandem with constitution review process; Buy in of costed implementation plan.	Yes, a strong civil society led process.	Constitutional Review Revision of national gender policy.
<b>Zambia</b>	Yes.	Yes, to some extent.	Yes, adopted in 2000.	National Action Plan on Gender-Based Violence (2008-2013).	Has developed costed gender action plan aligned to SGP.	Yes, as of the beginning of 2011, the national GRB launched in conjunction with UNIFEM (UN Women).	Constitution review process.
<b>Zimbabwe</b>	Yes. Ministry of Women Affairs gender and Community Development.	Yes	Draft Gender Policy reviewed 2013 and is before cabinet.	Yes, currently developing one parallel to the national policy review process.	Yes, aligning to Gender Protocol in the revised policy.	Policy reviews, Capacity building initiatives, Budget Analysis processes and feedback. Sectoral budgeting process.	Gender Policy adoption by cabinet. Alignment of laws to new Constitution.

Table 10.1 illustrates that:

- Fourteen SADC countries have integrated gender in national development plans, with the exception of Madagascar, which is a fragile post-conflict state;
- Fourteen SADC countries have some sort of gender policy, again with the exception of Madagascar. At least six countries are completing or undertaking reviews after concerns about dated policies;
- Six countries, DRC, Lesotho, Namibia, Seychelles, Swaziland and Zambia, have developed costed gender action plan aligned to the SADC Gender Protocol;
- Malawi and Mozambique are in the process of updating their gender policies twinned with costing the action plans, whilst Zimbabwe has bought into the process;
- Gender action plans aligned to the SADC Gender Protocol address the broad sectors, including governance, constitutional and legal rights, economic justice, education, health, HIV and AIDS in a gender responsive manner; and
- Seychelles has developed an exemplary national gender policy held up as a best practice because it explicitly integrates all 28 targets of the SADC Gender Protocol into the National Gender Policy.

### **Implementation of the SADC Protocol at local government level**

Zimbabwe continues to exemplify innovation and consistency in gender mainstreaming and implementation of the SADC Gender Protocol at the local government level. The 2014 SADC Gender Protocol@Work Summit held in the capital city of Harare highlighted the work of the country's local government urban and rural councils that often is under the radar of the media, public and development partners.

Many of the women and men participants in the March 2014 summit came from the 21 councils in Zimbabwe that participate in GL's Centres of Excellence (COEs) for Gender in Local Government. The work presented ranged from programmes at the local level to eradicate GBV to programmes to mainstream gender in community development. Others displayed work to provide access to micro financing; to increase women's leadership in the councils; initiatives to promote eco-friendly, sustainable development for communities, among others. This work also reveals leadership commitment to advancing gender equality and women's rights among several male managers and councillors who have become "gender champions."

### **Zvimba council shines at gender mainstreaming**

The Zvimba Rural District Council (RDC) became a centre of excellence in 2011 fully aware of the gender imbalances that existed at the council. Stakeholders found one major challenge: no gender specific budget to carry out gender activities. The council also did not have a gender policy or work plan. Finding gender-disaggregated data became the order of the day.

Today, council is a revolutionary force in gender emancipation. It has an operational gender work plan, gender specific budget, and a gender policy adopted by council in December 2012.

Zvimba RDC's other major success is its policy on governance. Before becoming a COE, men dominated the council in the councillor platform as well as in key management positions. Men sat as both the chairperson and vice chairperson of council as well as in all senior management positions. Two years down the line, council has a policy that if the chairperson of council or committee is male then the vice chair should be female and vice versa. In this new council, the chairperson of council is male and the vice chair is female.

Zvimba now has four female chairpersons and three female vice chairpersons: something unheard of prior to council becoming a COE. Council now also has one female head of department and another female head of department is waiting for ministerial approval. In addition, Zvimba now has one female section head and



Faines Bwakayi, Zvimba RDC gender focal person, with GL Zimbabwe director Priscilla Maposa and GL CEO Colleen Lowe Morna during COE verification in 2013.  
Photo: Tapiwa Zvaraya

stand allocations that consider the sex of applicant. There has also been a marked increase in borehole drilling and clinic construction, which is now easing the burden of female residents of Zvimba who used to walk long distances in search of water. Workers drilled five boreholes in Banket, two in Murombedzi, two in Raffingora and two in Nyabira. This augmented the water provided by Zimbabwe Water Authority. Council also introduced refuse collection for Murombedzi and Nyabira. Zvimba increased its rural health centres from 18 to 21 and added two more, currently under construction. Stakeholders have also added four additional primary schools.

*Excerpt from Zvimba RDC Institutional Profile*



The local authorities' COEs process in Zimbabwe is one of the best examples of implementation of the SADC Gender Protocol. Two of the objectives of the Zimbabwe COEs programme directly relate to the SADC Gender Protocol:<sup>2</sup>

- Raise support for the roll out of the COEs to at least half of Zimbabwe's 91 councils by 2015, the deadline for the achievement of the 28 targets of the SADC Protocol on Gender and Development. This rollout started with 10 councils in 2012;
- Popularise and enhance application of the SADC Gender Protocol through the village workshops that accompany the COEs and incorporating its targets in the local action plans in order to increase community outreach and impact of the Protocol@work.

The COEs also will use the evidence from the VAW Baseline Study to inform their programmes and initiatives at the local level, contributing to the country's efforts to achieve the SADC Gender Protocol target of halving GBV by 2015.

Regionally, 974 councils in ten SADC countries have become COEs for Gender in Local Government. The COEs cover a population of 132 574 693 people, or approximately 21% of the population in the SADC region.<sup>3</sup> In Zimbabwe, 23 councils have joined the COE process and the Alliance has targeted an additional ten for 2014. The COE councils in Zimbabwe serve a population of 6 230 157. They engage 396 councillors, of whom 83 (21%) are women. The COE process has so far included 18 SADC Protocol village workshops giving the community a chance to understand the SADC Protocol.

**Table 10.2: Centre of Excellence councils in Zimbabwe**

Pre-2012 target councils	2013-14 target councils
1. Beitbridge Town Council	14. Chimanimani Rural District Council
2. Bulawayo City Council	15. Goromonzi Rural District Council
3. Chegutu Municipality	16. Hurungwe Rural District Council
4. Chiredzi Town Council	17. Karoi Town Council
5. Chitungwiza Municipality	18. Kwekwe City Council
6. Gweru City Council	19. Kadoma City Council
7. Harare City Council	20. Shurugwi Town Council
8. Kariba Municipality	21. Tongogara Rural District Council
9. Makoni Rural District Council	22. Manyame Rural District Council
10. Masvingo City Council	23. Bindura Town Council
11. Ruwa Town Council	24. Bindura Rural Council
12. Victoria Falls Municipality	25. Umguza Rural District Council
13. Zvimba Rural District Council	26. Beitbridge Rural District Council
	27. Chiredzi Rural District Council
	28. Murehwa Rural District Council
	29. Mutare City Council
	30. Marondera Municipality
	31. Gokwe Town Council
	32. Rushinga Rural District Council
	33. Rusape Town Council

Source: *Learning by Listening: Gender in Local Government COE Verification and Summit Findings, April 2014, Gender Links.*

Table 10.2 show the 33 councils that form part of the Centres of Excellence in Zimbabwe.

<sup>2</sup> Learning by Listening: Gender in Local Government COE Verification and Summit Findings, April 2013, Gender Links.

<sup>3</sup> SADC Gender Protocol Regional 2013 Barometer, Gender Links.

## Gender mainstreaming in Harare City Council

As a COE, the City of Harare also takes part in popularising the SADC Gender Protocol and its work on gender equality. One good example of this is the swearing in of women councillors in Harare, where women hold seven councillor positions out of 47. This number increased following the election of Maureen Nyemba as councillor for Ward 12 in Mbare.

The Harare News has also agreed to give female councillors priority in its coverage of issues in their wards. In March 2013, the edition of the Harare news featured Councillor Charity Bango and issues related to developments in her Ward 41. The Protocol provides for the empowerment of women through the media and women in Harare City Council have been benefiting from this.

The COE work has assisted in building women's skills through various training programmes and refresher courses hosted by City of Harare and others outside the organisation. These include training workshops on results-based management that helped build the capacity of council functionaries on how to manage resources sustainably for improved service delivery. The COE work has also helped in building skills through exchange visits, whereby council officials and councillors visit other councils in Zimbabwe or outside the country to learn about best practises and how they can enhance service delivery.

The ten-stage COEs process brings together research, policy, action plans, on the job support and capacity building in a unique model that gives local expression to the 28 targets of the SADC Protocol on Gender and Development - the sub regional roadmap for MDG 3 (gender equality). As in the case of the MDGs, stakeholders need to achieve these targets by 2015.

GL Zimbabwe works with the Zimbabwe Local Government Association (ZILGA) as the umbrella body of the Urban Councils Association (UCAZ) and the Association of Rural District Councils of Zimbabwe (ARDCZ). And the COEs initiative is strongly supported by the Ministry of Local Government, which has given its support for the roll-out of the COEs process to all 92 councils - 32 urban and 60 rural - in the country. SIDA supports the COEs initiative in Zimbabwe.

The Gender Focal Persons and Gender Champions in the councils remain central to the sustainability of gender in the local authorities' work. Almost all councils in Zimbabwe have Gender Champions, who experts train in the COE process. These people manage and



Joyce Francisca Mangwiro, Harare City Council Gender Focal Person.

Photo: City of Harare

Meanwhile, operators at the water treatment plants now boast that they know more than their supervisors do because they now know why they perform certain functions. They have an understanding of why they have to do certain things in order for them to contribute to the value chain in water production, treatment and waste. This is a result of training of operators at the water treatment plants and wastewater plant. Facilitators trained senior middle managers on result-based training in partnership with the President's Office. The council has also provided various other capacity-building workshops for customer care, health promoters and anti-litter monitors.

*Excerpt from Harare City Council institutional profile.*

facilitate the SADC Gender Protocol village workshops and community mobilisation linked to this.<sup>4</sup>

## The Southern African Gender Protocol Alliance in Zimbabwe

The now eight-year-old Alliance networks include gender equality groups, women's rights groups, men's groups, faith-based organisations, among others, from across the region. These groups comprise the "eyes and the ears" at the national level, watching their governments' implementation of the SADC Gender Protocol at all levels.

The Alliance's network includes focal networks within countries, and nine theme clusters led by organisations with a comparative advantage in the cluster area they lead. The cluster leaders constitute the steering committee, and, in August 2011, the Alliance elected a sub-committee called the "think tank," comprising five senior members who oversee the day-to-day work of the secretariat, which is located in Gender Links.

<sup>4</sup> Learning by Listening: Gender in Local Government COE Verification and Summit Findings, April 2013, Gender Links.

While the Alliance coalesces around the SADC Gender Protocol and the achievement of its 28 targets, it has become the basis for a movement of gender equality and women's rights activists across the region who use the Protocol to mobilise a unified "voice" for political accountability to advancing gender equality and women's rights in the region. It has documented part of its story in Roadmap to Equality, yet still sees the adoption of the Protocol as the start of the story for making the document change the lived realities of women across the region.

In Zimbabwe, the Women's Coalition of Zimbabwe (WCoZ) is the national focal network for the Alliance, and Zimbabwe is home to the leaders of two cluster

groups - ZWRN for economic justice and the Women in Politics Support Unit (WIPSU) for governance. These organisations continue to spearhead at the national level many of the campaigns and initiatives that drive the implementation of the Protocol's articles and provisions. In addition, where gaps exist, they bring together organisations with the women's movement to launch advocacy and lobbying campaigns for change.

The national structures of the Alliance will provide the country's new Gender Commission with a strong civil society constituency with the knowledge on how to keep track of the government's progress at national and local levels.



### WCOZ leads the way in strengthening the Zimbabwe Alliance

On 28 October 2014, the Zimbabwe Alliance network held a workshop to strengthen the country level work based on the SADC Gender Protocol. The objectives of the workshop included:

- Verify the draft 2014 barometer;
- Take stock of progress in mapping country networks; cluster these according to post 2015 priorities;
- Engage ministries on the proposed post-2015 SADC Gender Protocol; and
- Map a way forward on national action plans and costing linked to the post-2015 framework.

The outcomes of the meeting:

- Strengthened country focal network with a post 2015 roadmap;
- Strengthened relations between the country network and gender machineries;
- Aligned activities and baseline to the post-2015 targets and indicators; and
- Reflection of the country's gender equality achievements to date and proposed forward processes post 2015.

## SGP Post 2015

### Constitutional and legal rights post 2015



Actions do not match Zimbabwe's normative framework on gender equality and women's empowerment. This is due to minimal financing allocated by government to advance gender equality and women's empowerment; weak monitoring and accountability mechanisms; and a gender management system that has not received capacity strengthening or resources to effectively play its role. The Constitution has created a

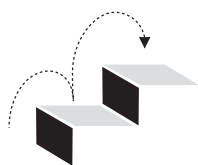
Gender Commission that will have an independent oversight role in monitoring and documenting women's human rights violations, and in ensuring that the gender equality and women's rights provisions in the Constitution comply with all institutions in the public and private sectors.

The National Alliance's suggestions in this area for the Post-2015 matrix are as follows:

**Table 10.3: Proposed targets and indicators for implementation**

Thematic area/target	SDG	Proposed post-2015 targets	Proposed post-2015 indicators
State parties shall ensure implementation of this Protocol at the national level and report on progress each year up to 2030	10.3 By 2030, reduce inequalities of opportunity and outcome among social groups, including political, economic, social, and environmental inequalities  5.1 End all forms of discrimination against women and girls	1. State parties shall ensure implementation of this Protocol at the national level and report on progress each year up to 2030	1. Existence of gender machineries in government with a mandate to implement the Protocol. 2. Non-state actors participation in the monitoring and implementation of the Protocol 3. Proportion of gender focal persons who are at the right level across all government ministries to spearhead and influence the Protocol implementation 4. Routine collection of gender and sex disaggregated data
State parties shall ensure that national action plans, by 2030, are put in place, and that national and regional monitoring and evaluation mechanisms are developed and implemented	17.17 Increase financial resources and services across all sectors to achieve gender equality, empowerment of women, and the realisation and enjoyment of women's and girls' human rights	2. State parties shall ensure that, by 2030, national action plans are put in place, and that national and regional monitoring and evaluation mechanisms are developed and implemented	5. Percentage budget allocated to action plans (development and implementation) 6. Developed action plans in place and being implemented aligned to the SGP
State parties shall ensure development of National Gender Policies and review of existing policies in line with the SGP by 2030	10.8 Establish measures at global level to reduce inequality among countries	3. State parties shall ensure development of National Gender Policies and review of existing policies in line with the SGP by 2030	7. Existence of gender policies aligned to the SGP
State parties shall ensure gender mainstreaming across all line ministries by 2030	5.10 Promote the availability of gender disaggregated data to improve gender equality policies, including gender responsive budgeting	4. State parties shall ensure gender mainstreaming across all line ministries by 2030	8. Percentage progress (SGDI) per country in achieving the targets. 9. Progress in conducting baseline surveys/research by sector
State parties shall collect and analyse baseline data against which progress in achieving targets will be monitored by 2030		5. State parties shall collect and analyse baseline data against which progress in achieving targets will be monitored by 2030	
State parties shall submit reports to the Executive Secretary of SADC once every two years indicating the progress achieved in the implementation of measures agreed to in this Protocol		6. State parties shall submit reports to the executive secretary of SADC once every two years indicating the progress achieved in the implementation of measures agreed to in this Protocol	
The executive secretary of SADC shall submit the progress reports to council and summit for consideration		7. The executive secretary of SADC shall submit the progress reports to council and summit for consideration	
The executive secretary shall facilitate learning and sharing on implementation of the SGP amongst state parties each year and a final review in 2030		8. The executive secretary shall facilitate learning and sharing on implementation of the SGP amongst state parties each year and a final review in 2030	10. Analysis of feedback from state leaders and ministers on progress made on gender by sector, country and the region 11. Programmes in place for exchange visits, meetings or learning programmes on implementation of the SGP





## Next steps

- As Zimbabwe develops a revised National Gender Policy, action plan and implementation plans to address the recommendations of CEDAW and the UPR, stakeholders should align the strategies and programmes developed to the articles and provisions of the SADC Gender Protocol. This alignment can yield a multi-sectoral and comprehensive gender equality and women's empowerment framework that addresses the intersectionality of factors that perpetuate gender inequalities and the violation of women's rights in Zimbabwe.
- As the brief analysis of the national budget shows, it is also important for the government to increase the allocation of financial resources to move laws and policies from paper into sustainable programmes, and strengthened institutions and systems for the delivery of affordable and accessible quality services and for ensuring women's access to justice.
- In addition, there is need for stronger links between the research and available data on a variety of gender equality, women's rights and women's empowerment

issues and policy development and programming in the public sector. Evidenced-based policy development and programming is essential for putting in place strategic measures to meet the targets of the MDGs and of the SADC Gender Protocol.

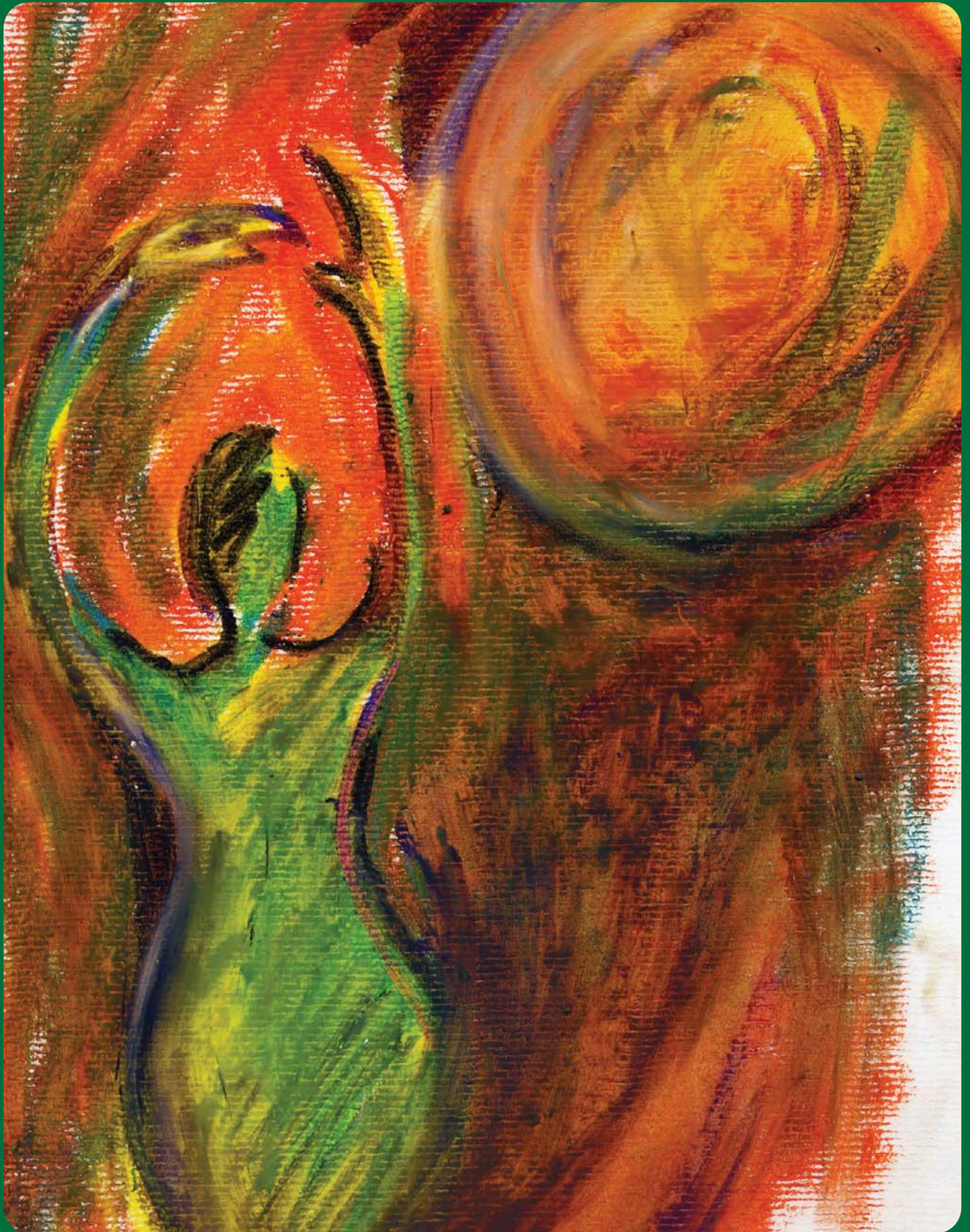
- Zimbabwe is home to the heads of two clusters - Governance (Women in Politics Support Unit) and Economic Justice (Zimbabwe Resource Centre and Network) - in the SADC Protocol Alliance. This is in addition to the country's focal point, the Women's Coalition of Zimbabwe. These organisations should continue to provide a strong base for monitoring the implementation of the SADC Gender Protocol and the post-2015 development agenda for the region.
- Popular education and awareness raising programmes on the articles, provisions and targets of the SADC Gender Protocol do not exist. The adoption of a revised National Gender Policy aligned to the articles and provisions of the SADC Gender Protocol can re-invigorate activism on the regional instrument.



Melania Mandeya Gender Focal Person of Chegutu Municipality facilitates a session during the 16 days of activism.

Photo: Tapiwa Zvaraya





Anushka Virahsawmy





# Gender and climate change



Women, who form a majority of those working in communal farming, endure the worst effects of climate change.

*Photo: Sunday News*

### KEY POINTS

- Zimbabwe has adopted a National Climate Change Response Strategy (NCCRS) and legislators have been developing a National Climate Policy.
- Zimbabwe has seen a decline in the quantity and quality of its natural resources due to uncontrolled deforestation, siltation and pollution.
- Increasing periods of droughts and poor rains affect greatly on the country's rain-fed agricultural sector. Women form a majority of communal farmers and female-headed households remain more prone to food insecurities due to dry spells.
- The country has done well in phasing out ozone-depleting substances; it phased out chlorofluorocarbons (CFCs) in 2010 in line with the Montreal Protocol schedule and the country has set targets to phase out hydrochlorofluorocarbons (HCFCs) by 2030.
- Gender, environment and climate change is one of the eight priority areas in Zimbabwe's National Gender Policy (2013-2017).

## Background



Schools play a leading role in re-forestation by incorporating planting of trees into school programmes.  
*Photo: Musavengana Hove blogspot*

Several of Zimbabwe's new policy documents and economic frameworks recognise the effects of climate change and environmental degradation. Zim Asset highlights the impact of periods of long droughts and flooding on the country's agricultural sector and the revised National Gender Policy includes gender, environment and climate change among its eight priority areas.

Zimbabwe does not have a policy on climate change, but the country has developed and adopted a National Climate Change Response Strategy (NCCRS). The NCCRS provides the framework for the country's approaches to addressing climate change and for public education and awareness.

The government, however, recognising the impact of climate change on the majority of the population who reside in the rural areas and rely on rain-fed agriculture for livelihoods, began in 2014 the process for developing a National Climate Policy. This consultative process will include stakeholder meetings at national, provincial and district levels.

The Policy will guide the mainstreaming of climate change into sectoral policies and development plans.

It will guide the country in the implementation of a more strategic, coordinated and unified response to the impact of climate change, maximise on any potential benefits of a changing climate and position the country to benefit from existing and future assistance under the United Nations Framework Convention on Climate Change (UNFCCC) and other financial windows.

The majority of Zimbabwean women live in the rural areas, and are most likely to feel the effects of climate change since they rely heavily on natural and rain-fed resources for their livelihoods and for taking care of their households. Some 59% of women engage in communal farming. The Ministry of Environment, Water and Climate includes the promotion of green technologies, climate change adaptation and mitigation action, and improved dissemination of information on climate change environment, water and meteorology among its policy priorities for 2015-2017.

The National Gender Policy calls for increased gender responsiveness regarding the environment and natural resources management strategies as well as in climate change adaptation and mitigation initiatives. The policy outlines several strategies to achieve this, including:<sup>1</sup>

- Conduct a review of current environment and natural resources management policies and strategies and audit for gender considerations, identify gaps, recommend advocates for the incorporation of gender perspectives;
- Support initiatives that aim to actualise the constitutional environmental rights;
- Conduct research to collect gender-disaggregated data that highlights environment challenges and climate change induced inequalities among women and men, and recommend gender responsive strategies;
- Build the capacity of state and non-state development agencies in gender mainstreaming in environment and climate change policies, programmes and national environmental action plans;
- Contribute to the development and regular reviews of the National Climate Change Policy and Response Strategy, the National Biodiversity Strategy and other related national strategies ensuring they adequately incorporate gender considerations;
- Support interventions aimed at increased participation of both females and males in the sustainable utilisation of natural resources for economic benefits including opportunities for carbon trading; and
- Ensure gender responsive national level strategies for climate induced disaster management and risk reduction and coping mechanisms.

<sup>1</sup> National Gender Policy (2013-2017), Ministry of Women Affairs, Gender and Community Development.



For climate change solutions to be gender-responsive, women must be engaged in all stages of policy and strategy development. Additionally, strategies for renewable energy must take into consideration how women access and use fuel and electricity. Vulnerability assessments and emergency response plans must also take into account women's lives and capabilities; and women must be included at decision-making tables when stakeholders develop strategies and action plans.<sup>2</sup>

The Zimbabwe 2012 MDG Progress Report states that low levels of environmental awareness remains one of the main challenges to ensuring environmental sustainability, and recommends public awareness campaigns on environmental issues. The report also recommends that experts inform key government institutions on various climate change and environmental issues.<sup>3</sup>



Women in Zimbabwe usually have to balance multiple roles, manage the effects of climate change and meet the daily needs of their families. Photo: IPS

While there is no strong environmental justice movement within the women's movement in Zimbabwe, some groups working on women's economic empowerment have started to integrate the issues of micro-finance, environmental sustainability and women's economic empowerment. Organisations working with women's groups at community levels convened a dialogue and exhibition to explore the development of eco-friendly microenterprises, and to find ways to support women's use of renewable energy, in 2013.

Several local authorities have embraced the issues of climate change and environmental sustainability in their service delivery programmes. Tree planting as part of greening the councils and reducing global warming is now a planned event in most councils. This couples with cleaning up the localities as part of environment management practices. The city of Harare, for example, has taken a step further by training female refuse truck drivers to be part of the waste management systems. This non-traditional role of women has boosted the city's gender mainstreaming approaches whilst clearly benefiting the community by providing these services. In addition, the Town Council in Beitbridge has embarked on a greening campaign under the name "Go Green, Go Clean," by planting trees in the whole border town. Gweru City Council has followed suit by planting 5000 trees in the town as part of a 2013 tree planting campaign initiative.<sup>4</sup>

### Climate change and the SADC Gender Protocol

The Southern African Gender Protocol Alliance gave technical inputs at the gender and women's affairs ministers' and senior officials' meetings on the SADC Regional Strategy for the 17th Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC, COP17).

**Table 11.1: Changes in climate patterns in Southern Africa**

Country	Climate and environmental change
Botswana	Severe and prolonged drought
DRC	Deforestation and environmental degradation
Lesotho	Torrential rains
Madagascar	Cyclones and longer dry spells
Malawi	Prolonged drought and floods
Mauritius	Deforestation, drought, rising sea levels and coastal erosion
Mozambique	Cyclones, prolonged drought and flooding
Namibia	Flooding and rising sea levels
Seychelles	Coastal erosion and extreme sea surface temperatures
South Africa	Urban flooding, extreme cold and hot temperatures, loss of national habitat
Zambia	Flooding and prolonged drought
Zimbabwe	Prolonged drought and extended dry seasons, extreme heat and cold

Source: SADC Gender Protocol 2013 Regional Barometer, Gender Links.

<sup>2</sup> Women must be partners and drivers of climate change decision-making, Phumzile Mlambo-Ngcuka, UN Women Executive Director, December 2014, [www.unwomen.org/en/news/stories/2014/12/ed-climate-change](http://www.unwomen.org/en/news/stories/2014/12/ed-climate-change).

<sup>3</sup> Zimbabwe 2012 Millennium Development Goal Progress Report.

<sup>4</sup> Learning by Listening: Gender in Local Government COE Verification and Summit Findings, April 2013, Gender Links.

### A tree for each live birth

Climate change is a topical issue, and so is maternal health! However, can stakeholders combine these so that we mitigate climate change, at the same time encourage better maternal outcomes, and change health-seeking behaviour? Kadoma City is trying. Citizens there have been piloting a combined climate change and maternal programme. The project involves the planting of an indigenous tree for every live birth at Rimuka Maternity Home as a climate change mitigation measure. On the day of tree planting (seven-day postnatal visit) the father or a relative accompany the mother for the tree planting.

The annual expected number of deliveries at Rimuka Maternity Home is 1200. This project has a potential of educating many more than 1200 citizens on climate change, also reaching women or men who accompany the pregnant woman. If eligible, the health centre will provide the accompanying partners with information on climate change and other services offered at the health centre. These include family planning and voluntary counselling and testing. Stakeholders see the broad objective as promoting awareness on climate

change, health and maternal health at the same time. The specific objectives include:

- To plant a tree for each live birth at Rimuka Maternity as a climate change mitigation measure;
- To increase the number of deliveries conducted at the health centre by a professional midwife;
- To promote male involvement in antenatal care and climate change; and
- To offer improved maternal services at Rimuka Maternity so as to impact on Maternal Mortality ratio.

The initiative come about because of the need to raise awareness of climate change issues and act on them at local level. Stakeholders also realised the low numbers of family involvement (particularly men) in health services. To kill two birds with one stone they therefore designed a climate change project linked to maternal outcome (live birth). They hope this leads to increased utilisation of services and more deliveries by professional midwives. Environment Africa, Environmental Management Agency, Kadoma City Health and Clients of Rimuka Maternity Home support the project.

### Resource allocations

Area	Amount (US\$)
Gender specific allocation	
Gender in mainstream projects (please specify)	Maternity Hospital- \$400
	Water per Annum- \$120
	Labour - \$600
Amount contributed in cash or in kind by partner organisations (please specify)	E- Africa- US\$3600
	EMA-
<b>Total</b>	<b>\$4320</b>

### Challenges

The challenges have been as follows:

Challenge	Solution
1. Source of tree seedlings	Involvement of Environmental Africa, Environmental Management Agency and Forestry Commission In the long run we would establish community seedlings ventures
2. Poor male involvement	SMS is sent inviting the men for tree planting A note is given to the mother inviting the spouse to tree planting
3. Land to plant the trees	Working with town planning section and Housing and Community Services Department to identify suitable land Looking at feasibility of planting a fruit tree
4. Top level and political involvement	Mayor and town clerks and their spouses plant trees to symbolically mark the birth of a new way of providing service delivery in the town

The women feel that they contribute in a unique way to mitigating climate change. Once the project commences issuing fruit trees it will also increase the

availability of fruits, leading to improved health. Women now bring their husbands to the health centre to plant a tree and this may provide a platform to offer

VCT, family planning and discussion of any other health issues.

All of these initiatives empower women in reproductive health, and influence the health seeking behaviours of men. Besides accompanying their spouses and children, some men have been involved in gathering of humus, digging of holes, planting trees and watering trees.

As of now, the only members of the public involved comprise mostly those families of women who give birth at Rimuka Maternity. The impact has been that, whilst the family celebrates the birth of a child, the centre also introduces them to climate change and encourages them to do something about it. Staff at the centre hope they will not forget such a milestone and this will reinforce the tree planting habit. The community will also participate in the long run by providing seedlings and nurturing the trees. They have also helped in identifying trees suitable for the area in the context of the local culture.



Source: Excerpt from SADC Protocol@work case study submitted by Kadoma City Council, 2014

Enesia and George Chatikoba, members of Murambatsvina waste management, a community-based organisation in Kadoma.  
Photo: Tapiwa Zvaraya

**Table 11.2: Gender dimensions of climate change**

Area of concern	Gender implications
<b>Food security</b>	Experts expect productivity in Southern Africa to drop by 20-50%, potentially affecting up to 90% of the rural poor's intake.
<b>Water</b>	Climate change is likely to exacerbate water shortages. Women remain largely responsible for water management in communities and in the home. Shortages will result in greater time spent fetching water, exacerbate disease, and divert women from other economic pursuits.
<b>Division of labour</b>	Crop and livestock production changes could affect the gendered division of labour and have negative effects on incomes of women and men.
<b>School drop out</b>	Increased household chores may lead to larger numbers of girls dropping out of school.
<b>Land</b>	Women's already tenuous rights to land could further erode.
<b>Transport</b>	Men generally have a much higher carbon footprint than women, as women use more public transport and walk more.
<b>Health</b>	Women remain most affected by ill health in communities, as they endure the worst of caring for the sick. Climate variability can fuel nutrition-related diseases and epidemics like malaria, increase the spread of vector and water-borne diseases, and reduce drinking water availability, exacerbating heat stress and respiratory illness.
<b>Stress</b>	Stress levels and related diseases may increase for both women and men. Because society expects them to provide for the family, men experience and express stress in different, often more devastating ways than women.
<b>Migration</b>	Resource shortages may increase male migration and increase the burden of work and family care on women.
<b>Gender violence</b>	Adolescent girls report high levels of sexual harassment and abuse in the aftermath of disasters, because of families living together in open spaces, lack of privacy for dressing and bathing, etc. Scarce resources worsen conflict, and there is often a gender dimension to this.
<b>Mortality</b>	A study of disasters in 141 countries has shown that women and children are 14 times more likely to die than men.
<b>Decision-making</b>	Most key decision-making institutions relating to climate change have a male-dominated hierarchy.

Source: SADC Gender Protocol 2013 Regional Barometer, Gender Links.

Table 11.2 illustrates the compendium of climate change effects and their linkage to women and gender issues.



## The post-2015 agenda and climate change in Zimbabwe



Zimbabwe has started a consultative process to develop a National Climate Strategy. Women must participate in the development of climate change policies and strategies, because experts view them as the most affected by

adverse weather conditions and the prolonged droughts that impact negatively on their livelihoods in the agriculture sector.

The National Alliance's suggestions in this area for the post-2015 matrix are as follows:

**Table 11.3: Proposed targets and indicators for the climate sector**

Thematic area/target in Alliance draft Addendum	Proposed post-2015 targets	Proposed post-2015 indicators
Equal access to, control and ownership of assets and natural and other productive resources by women (Draft SDG 5.7)	1. 50% women accessing assets and natural and other productive resources	1. Percentage land owned by women
Representation of women in decision making by 2030 in environment, climate change, agriculture and tourism sectors	2. 50% representation of women in decision-making by 2030 in environment, climate change, and agriculture and tourism sectors	2. Number of women in decision making by 2030 in environment, climate change, agriculture and tourism sectors
Representation and participation of indigenous women and men in decision-making processes relating to environment, climate change, agriculture and tourism sectors at local and national levels (recognising their unique needs)	3. Ensure representation and participation of indigenous women and men in decision making processes relating to environment, climate change, agriculture and tourism sectors at local and national levels (recognising their unique needs)	3. Number of indigenous women and men in decision making processes relating to environment, climate change, agriculture and tourism sectors at local and national level (recognising their unique needs)
Member states shall endeavour to document indigenous knowledge systems on adaptation, mitigation and disaster risk reduction management (recognising that women's leadership in the indigenous people's communities, is based on their traditional responsibility for conservation and maintenance of natural resources and for preserving, developing and transmitting indigenous knowledge and culture including sharing custodianship of biodiversity <sup>5</sup> ) by 2030	4. State parties shall, by 2030, utilise women's skills, knowledge and capacities in mitigation and adaptation strategies, given that women are predominantly custodians and caretakers of the environment and national resources (draft protocol on environmental management for sustainable development; draft SDG 2.9)	4. Existence of a database of documented indigenous knowledge systems on adaptation, mitigation, disaster risk reduction management and early warning
	5. State parties shall conduct research which exists on gender and environmental management, risk assessment and management and emergency management and response for sustainable	5. Number of countries that have conducted research on gender and environmental management, risk assessment and management

<sup>5</sup> Gender and Indigenous Peoples' Human Rights, United Nations Office of the Special Adviser on Gender Issues and Advancement of Women and the Secretariat of the United Nations Permanent Forum on Indigenous Issues.



Thematic area/target in Alliance draft Addendum	Proposed post-2015 targets	Proposed post-2015 indicators
	development to be compiled in more systematic manner for policy makers and program implementers (draft protocol on environmental management for sustainable development)	
	6. State parties shall undertake gender analysis and gender mainstreaming of all environmental management, climate change and sustainable development policies, programmes, projects and budgets-from research programs to mitigation measures and adaptation plans.( Draft protocol on environmental management for sustainable development)	6. Number of countries with costed gender action plans on environmental management, climate change and sustainable development
Put in place gender responsive legislation and policies on climate change and disaster management by 2030	7. Put in place gender responsive legislation and policies on climate change and disaster management by 2030	7. Existence of a standalone national gender, climate change and sustainable development policy OR gender substantively mainstreamed in climate change and sustainable development policy
Establish coherence among the sub-regional; national and local institutions responsible for climate change, gender, human rights and health policy	8. Establish a multi sector coordinated forum among the sub-regional; national and local institutions responsible for climate change, gender, human rights and health policy	8. Number of countries with harmonised sub-regional; national and local institutions responsible for climate change, gender, human rights and health policy
Ensure that women have access to education, awareness raising and human and institutional capacity on early warning systems and disaster risk reduction management by 2030	9. State parties shall develop and implement gender responsive policies, strategies, projects and programmes for environmental management, disaster reduction especially on climate change for sustainable development. (draft protocol on environmental management for sustainable development)	9. Number of women with access to early warning systems, insurance and social protection <sup>6</sup>
		10. Number of women who suffer from the impact of natural disasters <sup>7</sup>
		11. Number of women with access to basic services in high risk areas <sup>8</sup>
		12. Percentage of mitigating climate finance directly benefiting women <sup>9</sup>
Set up disaster management committees that include women at local and national levels by 2030	10. Set up disaster management committees that include women at local and national levels by 2030	13. Number of women in local and national level disaster management committees
By 2030, states shall develop, deploy and disseminate sustainable technology that is responsive to women and men in local (poor) communities and promote cleaner burning fuel for household use that will reduce air pollution and cut annual cooking costs	11. By 2030, states shall develop, deploy and disseminate sustainable technology that is responsive to women and men in local (poor) communities and promote cleaner burning fuel for household use that will reduce air pollution and cut annual cooking costs	14. Percentage households with access to electricity
		15. Percentage households with access to solar energy
	12. By 2030 retrofit x% of existing industries with clean technologies and environmentally sound industrial processes to achieve y% energy and z% resource-efficiency improvement, with all countries taking action, developed countries taking the lead and developing countries following a similar pattern taking into account their development needs and capabilities. (Draft SDG 9.11)	16. Percentage households that have access to sustainable biomass and advanced cook stoves
Ensure that the Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanism takes into consideration the different roles	13. Ensure that the Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanism takes into consideration the different roles of and impacts on women and men when integrating the concerns and priorities of local communities and forest dependent	17. Proportion of women that receive a share of the benefits through the REDD+ mechanism

<sup>6</sup> World development indicators.

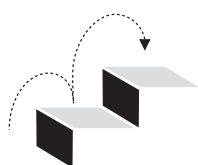
<sup>7</sup> World development indicators.

<sup>8</sup> WHO Progress in Sanitation and drinking water.

<sup>9</sup> World development indicators.

Thematic area/target in Alliance draft Addendum	Proposed post-2015 targets	Proposed post-2015 indicators
of and impacts on women and men when integrating the concerns and priorities of local communities and forest dependent communities; and sharing of benefits, land and forest rights by 2030	communities; and sharing of benefits, land and forest rights by 2030	
	14. By 2030 integrate biodiversity conservation measures into national and local development strategies, planning processes and poverty reduction strategies (Draft SDG 1.8)	18. Number of countries that have integrated biodiversity conservation measures into national and local development strategies, planning processes and poverty reduction strategies
	15. By 2030, substantially increase small-scale food producers' incomes and productivity, including small family farmers, pastoralists and fishers, with a particular focus on women	19. Increase in productivity and income of women small-scale farmers 20. Existence of food systems that are more productive, sustainable, resilient and efficient
	16. By 2030, fully implement agricultural practices that strengthen resilience and adaptation to extreme weather, drought, climate change and natural disasters, in particular for small-scale farmers (draft SDG 2.8)	21. Number of countries that have fully implemented agricultural practices that strengthen resilience and adaptation to extreme weather, drought, climate change and natural disasters
	17. State parties shall employ people-centred, equitable, inclusive and participatory consultations of all stakeholders including women and men in all environmental management, and climate change for sustainable development programmes and initiatives. (draft protocol on environmental management for sustainable development)	22. Percentage of women and men who participate in consultations of all stakeholders including women and men in all environmental management, and climate change for sustainable development
Raise awareness and knowledge on climate change and gender through capacity building by 2030	18. State parties shall, by 2030, design gender responsive capacity building, education, and training on environmental management, and climate change for sustainable development initiative. (draft protocol on environmental management for sustainable development)	23. Percentage of women with knowledge on environmental management, and climate change for sustainable development
Conduct gender sensitive education, training and public awareness campaigns on climate change and sustainable development	19. Conduct gender sensitive education, training and public awareness campaigns on climate change and sustainable development	24. Number of countries that have conducted training and public awareness campaigns
Ensure that public media plays a significant role in sharing information on gender dimensions of climate change and sustainable development	20. Ensure that public media plays a significant role in sharing information on gender dimensions of climate change and sustainable development	25. Number of public broadcasters that have gender sensitive coverage on environmental management and climate change
Develop climate change mitigation and adaptation programmes that use gender analysis to improve the welfare of women and girls - for example., access to credit, capacity building and extension services, information dissemination, improved access to land and natural resources, sustainable energy and technology and access to reproductive health information and services	21. Develop climate change mitigation and adaptation programmes that use gender analysis to improve the welfare of women and girls - for example., access to credit, capacity building and extension services, information dissemination, improved access to land and natural resources, sustainable energy and technology and access to reproductive health information and services	26. Number of countries with policies on climate change mitigation and adaptation and access to productive resources
Ensure that adaptation and mitigation strategies support basic human security and the right to sustainable development	22. Ensure that adaptation and mitigation strategies support basic human security and the right to sustainable development	27. Existence of adaptation and mitigation strategies supporting basic human security and the right to sustainable development

Thematic area/target in Alliance draft Addendum	Proposed post-2015 targets	Proposed post-2015 indicators
Ensure that women and men can equally access climate change financing vehicles available to SADC	23. Ensure that women and men can equally access climate change financing vehicles available to SADC	28. Number of women accessing climate change financing vehicles
	24. State parties shall develop gender sensitive indicators for environmental management for sustainable development for use in national governments; local and international communications (Draft protocol on environmental management for sustainable development)	29. Number of countries that have developed gender sensitive indicators for environmental management and sustainable development for use in national governments; local and international communications
Develop a system to collect gender disaggregated data and develop qualitative and quantitative indicators on climate change, by 2030	25. State Parties shall collect and publish gender-disaggregated data on environmental management, Climate Change and Sustainable development, impacts, mitigation and adaptation at every level to guide appropriate planning and programming. (Draft protocol on environmental management for sustainable development)	30. Data collection tool for systematic recording of gender disaggregated data on women and men who suffer from natural disasters to inform gender responsive services in high risk areas



## Next steps

- Increase public awareness on gender, environment and climate change issues in Zimbabwe.
- Increase women's knowledge on gender, environment and climate change issues at all levels, and particularly among women within the gender equality and women's empowerment sector so that they can participate meaningfully in the development of the country's National Climate Policy.
- Build the capacity of women's NGOs working with rural women to integrate climate change and sustainable development into their programmes.
- Build the capacity of government institutions on gender and climate change issues.
- Develop gender-sensitive climate change and sustainable development frameworks.
- Conduct research studies to map the effects of climate change on women and their livelihoods in Zimbabwe.
- Monitor the government's achievement of set targets to phase out Hydro chlorofluorocarbons (HCFCs). Legislators had planned to reduce HCFCs by 15% in 2012, 35% in 2020, and 67.5% in 2025, and have them completely phased out by 2030.<sup>10</sup>



Researchers and farmers evaluate agricultural technologies at a learning centre in Zimbabwe

Photo: Accessed from IDRC website, courtesy of P. Mapfumo, University of Zimbabwe

<sup>10</sup> Zimbabwe 2012 MDG Progress Report.

# Annex A

## BACKGROUND NOTE ON GENDER AND RELATED INDICATORS

This background note provides information on the various existing indicators considered in developing the **SADC Gender and Development Index (SGDI)** that is introduced for the first time in this Barometer.

The **Human Development Index (HDI)** - which is **not** a gender indicator - has four components which are meant to reflect Amartya Sen's "capability" approach to poverty rather than a simple income/expenditure monetary measure of poverty. The HDI components are (a) life expectancy at birth for health, (b) adult (15+ years) literacy rate and (c) combined gross enrolment rate for primary, secondary and tertiary education for education, and (d) gross domestic product (GDP) per capita for income. The four component scores are averaged to get the HDI number. The HDI thus gives a single simple (some would say simplistic) measure of the average achievement of the country in terms of human development. A league table was published in the annual Human Development Reports of the UNDP until 2009, and is widely quoted.

The HDI - like all measures - can be criticised on many grounds. Some of the criticisms are relevant from a gender perspective.

Firstly, composite indices are appealing because there is only one number. But having a single number is not useful for policy-making purposes unless one knows WHY the single number is lower than one wants it to be. For example, South Africa's HDI has fallen in recent years. The main reason for this is a significant drop in life expectancy, which is one of the four components. The HDI indicator cannot tell you this. It is only by looking into the components that you can see it.

Secondly, there are data problems. UNDP uses international data-sets in the interests of having a uniform approach. This is probably the only feasible approach for an index covering so many countries and compiled from a single office. However it results in the use of data that are relatively old, and thus indicators that are out-of-date. It also results in individual countries contesting the indicators. The need to have indicators for as many countries as possible can also lead to the use of lowest-common-denominator variables, rather than the variables that would best reflect what the indices aim to measure. Where data are not available, sometimes heroic assumptions have to be made. In the case of the **Gender-related Development Index (GDI)** (see below), this is especially the case in relation to sex-disaggregation of GDP.

Thirdly, the indicators are all based on averages, and thus do not capture inequalities within a single indicator.

In 1995, at the time of the Beijing Conference, UNDP developed two gender-related indices - the Gender-related Development Index and the **Gender Empowerment Measure (GEM)** - to complement the HDI.

The GDI uses the same variables as the HDI, but each of the components is adjusted for unequal achievement between women and men. The GDI thus shares all the problems that the HDI has, but also has some further problems.

One problem with the GDI is that it assumes that equality on longevity would mean equal life expectancies for men and women. However, biologically women can expect to live longer than men. So when life expectancies are equal this suggests that women are disadvantaged in some way. This is not reflected in the GDI.

A confusing feature of the GDI is that the method uses only the male-female gap, without considering whether it is males or females who are "doing better". So a country where women outperform men in education will have the same penalty as a country where men outperform women by the same amount. We might think this is not a problem (in that men and boys should not be disadvantaged), but it does complicate how we interpret the GDI if the index combines some components where males are advantaged and others where females are advantaged.

Probably the biggest problem with the GDI is that it is heavily influenced by the income variable, so that wealthier countries will - all other things being equal - be reflected as having less inequality than poorer countries. Analysis has shown that for most countries the earned-income gap is responsible for more than 90% of the gender penalty. Exacerbating this problem is the fact that the income estimates are based on "imputed" rather than real data. Thus for many developing countries the earned income gap is assumed to be 75% because reliable data are not available. The 75% was chosen on the basis of 55 countries (including both developed and developing) for which data are available. Yet another exacerbating feature is that the data for the 55 countries relate only to formal non-agricultural wages. Yet in many African countries only a small proportion of the workforce - and an even smaller proportion of employed women - is employed in the formal non-agricultural sector.



The final problem to be raised here is lack of sex-disaggregated data in some cases. As a result, each year there are fewer countries that have GDI scores than have HDI scores. This means that a higher place in the inter-country ranking for the GDI than the HDI does not necessarily mean that the country is doing relatively well on gender.

The GEM focuses on political, economic and social participation rather than Sen's capabilities. The components are women's representation in parliament, women's share of positions classified as managerial and professional, women's participation in the labour force and their share of national income. Fewer countries have data on all of these elements than on the GDI elements and each year there are therefore fewer countries in the GEM index than in the GDI index.

The GEM measures income in more or less the same way as the GDI, so this component has the problems described above. The influence of the absolute level of income - and thus the bias favouring wealthier countries - is, in fact, stronger for the GEM than the GDI. The political component is problematic in that a parliamentary quota for women will automatically increase the GEM score, but will not necessarily mean that women exercise greater political power in the country.

The **Millennium Development Goals (MDGs)** are eight goals that 192 United Nations member states and at least 23 international organisations committed themselves to achieving by 2015. One or more targets have been agreed in respect of each goal, with one or more indicators for each of the targets.

Goal 3 is to promote gender equality and empower women. Target 4 is assigned as the measure of achievement in respect of Goal 3. Target 4 is expressed as eliminating gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015. There are four indicators, the first of which has three elements.

The third and fourth indicators relate to employment and decision-making respectively. These additional indicators were included by the team which proposed the standard indicators to emphasise that education is not only an end in itself, but also a means to other ends. The third and fourth targets thus reflect back on the goal, which is about "empowerment" as well as equality. The targets attempt to measure the economic and political aspects of empowerment. The four indicators are: (a) ratio of girls to boys in primary, secondary and tertiary education; (b) ratio of literate females to males of 15-24 year olds; (c) share of women in wage employment in the non-agricultural sector;

and (d) proportion of seats held by women in national parliament.

These indicators are very similar to those used in the other well-known international indices. The second education indicator differs from most other indices by focusing on 15-24 year olds. This focus captures changes in education levels better than a measure that covers all adults, as the all-adult measure will be biased downwards by past discrimination against women rather than reflecting what is happening now within education.

The MDG Gender Task Force proposed that further indicators be added to the standard set to measure (a) gender gaps in earnings in wage and self-employment; (b) the hours per day or year that women and men spend fetching water and collecting fuel; (c) the percentage of seats held by women in local government bodies; and (d) the prevalence of domestic violence. These additional indicators were not added to the standard set.

Development of the **Gender Equality Index (GEI)** was motivated, at least in part, by the standard measures' lack of attention to issues related to the body and sexuality, religious, cultural and legal issues, ethics, women's rights and care.

The index was called the GEI, rather than the **Gender Inequality Index (GII)**, so as not to focus only on gender imbalances. Instead, the index would measure the extent to which gender equality was achieved in any country.

It was recognised that as a global, comparative measure, the GEI would lose cultural and national specificity and would not capture gender equality in all its dimensions. It was thus proposed that each country also describe the historical and cultural context, and develop country-specific "satellite" indicators to complement the GEI.

The GEI covers eight dimensions, each of which has a number of indicators. The dimensions are:

- Gender identity;
- Autonomy of the body;
- Autonomy within the household;
- Political power;
- Social resources;
- Material resources;
- Employment and income;
- Time use.

The availability and adequacy of the GEI indicators have been tested only in Japan and Indonesia. These tests revealed the especial difficulty of measuring the first two dimensions quantitatively.

In the early 2000s, the United Nations Economic Commission for Africa (UNECA) developed the African **Gender Status Index (GSI)** and the **African Women's Progress Scoreboard (AWPS)**. The AWPS is based on more qualitative judgments, although these are given numeric scores. The existence of the AWPS alongside the GSI is noteworthy, as it highlights the realisation that some aspects of gender equality cannot be adequately captured by quantitative indicators. The GSI is similar to the GDI and GEM in being computed from quantitative data. A major difference is that there are far more indicators - 43 in all!

The use of 43 indicators has two major drawbacks. Firstly, it means that most countries are likely to lack data on at least one indicator, or be forced to use unreliable data from small samples. Secondly, it means that the meaning of the index - and its direct usefulness for policy-making purposes - is even more obscure than for the HDI, GDI or GEM as one has to examine all the elements in detail to work out why a country is scoring higher or lower. The developers of the GSI acknowledge that there may be too many indicators.

UNECA tested the index in twelve countries (Benin, Burkina Faso, Cameroon, Egypt, Ethiopia, Ghana, Madagascar, Mozambique, South Africa, Tanzania, Tunisia, Uganda). The process took substantially longer than predicted. The delays in part reflected the challenges involved in collecting and checking so many indicators. Even with these delays and despite specifying five-year periods for each indicator, it was not possible to find all the indicators for each country.

The indicators are divided into three blocks, namely social power, economic power, and political power. The indicators all deal with gender issues, understood as the relations between women and men, and thus as needing to compare indicators for men and women. This means that maternal mortality and violence against women are not covered because they only concern women.

Each indicator represents a simple arithmetic comparison of the number of women to the number of men, thus reflecting the gender "gap". (A few of the indicators need a bit of manipulation to be able to get a gap.) Unlike the HDI and GDI, the GSI does not take the overall level of achievement into account. As a result, a good score on the GSI could reflect a high level of equality, but at a level of achievement that is poor for both women and men (girls and boys).

For weighting purposes, each of the three blocks - social, political and economic - has equal weight. Further, within each component of each block, each of the indicators has equal weight. In effect, this means that indicators that are in a component with relatively

few indicators "count" more than those in a component with a greater number of indicators. The developers of the GSI suggest that other weighting approaches could be considered, such as:

- Weighting more heavily the components or blocks where there are the biggest gaps.
- Weighting more heavily those that can be changed more easily in the short term so that one can more easily "see" the impact of advocacy and policy changes.
- Giving less weight to the "political power" block because it deals with a small population than the other two blocks.

The table shows all the GSI indicators, and the component and sub-component into which they fit.

In the 2010 Human Development Report the GII replaced the GDI. This measure, unlike the GDI, is not influenced by the absolute level of achievement or development. Instead, like the GSI, several of the components focus on the degree of inequality in achievement between males and females on different measures while others focus on levels of women's achievement. The consequence is that a country can score well on this measure even if absolute levels of achievement are low as long as the measures for females and males are equally low.

The three equally weighted dimensions covered by the GII are reproductive health (maternal mortality ratio, adolescent fertility rate), empowerment (share of parliamentary seats held by women and men, attainment at secondary and higher education levels) and labour market participation (labour market participation rate). The rating works in the opposite direction to that of the GDI i.e. a level of 0 indicates no inequality while 1 indicates extreme inequality.

The SGDI on the status of women in SADC countries is based on 23 indicators. The indicators are grouped under six categories, namely Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). There are, unfortunately, no indicators for the Protocol articles on Constitutional and legal rights, gender-based violence and peace building and conflict resolution. The fact that there are no indicators for some topics reflects the difficulty in finding appropriate indicators with reliable data for these. These are areas that the Southern African Gender Protocol Alliance hopes to address these gaps in future years.

Within some of the categories there are disappointing gaps. Ideally, the SGDI would have included an indicator measuring the disparity in pay between women and men doing paid work. Unfortunately, as discussed in the section on other indicator measures such as the GDI, the available datasets of disaggregated earned income are

heavily based on assumptions rather than on empirical data. In respect of the maternity leave indicator, the time given to a woman worker does not necessarily mean that she will receive pay while on leave. In some cases, no pay is guaranteed, in other cases only a proportion of the pay is guaranteed, and in some cases paid leave is only available to certain categories of employees, such as those employed by government. For next year's index, more detailed information on maternity leave as well as paternity leave will be included.

To create the composite index, two challenges needed to be addressed. The first was the differing number of indicators in the various categories and how this should be dealt with in weighting. This was necessary so that, for example, media was not given twice the importance ("weight") of governance or education because it had six indicators while governance and education each had three indicators. The second challenge was the difference in the range of "raw scores" that were possible for each indicator and how these could be standardised so that averages were not comparing apples and giraffes. If this standardisation were not done, an indicator for which the score could range from 0 to 50 would have only half the weight of another indicator for which the score could range from 0 to 100.

#### *Weighting*

Each category was given equal weight by calculating the average score across the indicators in that category. So, for example, for categories with three indicators, the score for that category was the average across the three. This approach also solved the problem of how to deal with countries for which some indicators were missing, as the average was calculated on the available indicators for each country. Nevertheless, while this generated a score for all categories across all countries except for media in Angola, the averages for countries with missing indicators should be treated with caution as they are not exactly comparable with those of countries for which all indicators were available. The number of missing indicators ranged from zero for Madagascar, Mauritius, Namibia, South Africa, Tanzania and Zambia, to nine for Angola.

#### *Standardisation*

Standardisation aimed to convert all "raw scores" into values that range from 0 (for the worst possible performance) to 100 (for the best possible performance). The indicators consist of several types in terms of what they are measuring:

- Many of the indicators measure the female percentage of people with given characteristics. All the gover-

nance, education and media indicators have this form. For these indicators, the raw score could range from 0 to 100. However, if our aim is to ensure that women do not face discrimination, then a raw score of 50 is the target. In standardisation, all scores of more than 50 - of which several were found, for example, for tertiary education - were therefore changed to 50.

- Several of the indicators measure the percentage of women and girls with a given characteristic. Two examples of such indicators are the percentage of women using contraception and the percentage of women aged 15-24 with comprehensive knowledge on HIV and AIDS. For these indicators, the raw score could range from 0 to 100 and the score therefore did not need further standardisation.
- Several of the indicators measure the female rate for a given characteristic as a percentage of the male rate. Examples here are female labour force participation as a percentage of male labour force participation, and the female unemployment rate as a percentage of the male unemployment rate. In these cases possible scores could range from 0 to more than 100 where the female rate is more than the male rate. In the one case where the score was more than 100 (unemployment rate in Zambia), the score was changed to 100.
- Finally, two of the indicators that relate specifically to gender or women's issues have scores that fall outside the above categories. The first is the number of weeks of maternity leave to which employees are entitled. The second is the maternal mortality rate, which is expressed as the number of deaths for every 100,000 live births. For the first of these indicators, we assumed that the possible range was from 0 to 16 weeks, and calculated the actual number of weeks as a percentage of 16. For the second of these indicators, we set the possible range between 0 and 2000 out of 100,000 (see [http://en.wikipedia.org/wiki/Maternal\\_death](http://en.wikipedia.org/wiki/Maternal_death)), and calculate a score out of 100 by dividing the raw score by 20.

A further challenge in the standardisation process was that while the majority of indicators measure a desirable characteristic, for which a high score indicates good performance, there are a few indicators that measure undesirable characteristic for which higher scores reflected poorer performance. The negative indicators are the ones relating to unemployment rate, female share of people living with HIV, and maternal mortality rate. For these indicators the rate was inverted by subtracting the standardised rate from 100.

## Components of the Gender Status Index

Block	Component	Sub-component	Indicator
Social power 'Capabilities'	Education	Enrolment	Primary enrolment rate
			Secondary enrolment rate
			Tertiary enrolment rate
		Dropout	Primary dropout ratio
			Secondary dropout ratio
		Literacy	Ability to read and write
			Primary school completed
	Health	Child health	Stunting under 3
			Underweight under 3
			Mortality under 5
		Life expectancy at birth	
		New HIV infection	
		Time spent out of work	
Economic power 'Opportunities'	Income	Wages	Wages in agriculture
			Wages in civil service
			Wages in formal sector (public and/or private)
			Wages in informal sector
		Income	Income from informal enterprise
			Income from small agricultural household enterprise
			Income from remittances and inter-household transfers
	Time-use or employment	Time-use	Time spent in market economic activities (as paid employee, own-account or employer)
			Time spent in non-market economic activities or as unpaid family worker in market economic activities
			Time spent in domestic, care and volunteer non economic activities
		Employment	Or: Share of paid employment, own-account and employer in total employment
	Access to resources	Means of production	Ownership of urban plots/houses or land
			Access to family labour
			Access to credit
			Freedom to dispose of own income
		Management	Employers
			High civil servants (class A)
			Members of professional syndicates
			Administrative, scientific and technical
Political power 'Agency'	Public sector		Members of parliament
			Cabinet ministers
			Higher courts judges
			Members of local councils
	Civil society		



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# The SADC Protocol on Gender and Development



## Encompasses

commitments made in all regional, global and continental instruments for achieving gender equality.

## Enhances

these instruments by addressing gaps and setting specific, measurable targets where these do not exist.

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gender equality by ensuring accountability by all SADC Member States, as well as providing a form for the sharing of best practices, peer support and review.



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In August 2008, Heads of State of the Southern African Development Community adopted the ground-breaking SADC Protocol on Gender and Development. This followed a concerted campaign by NGOs under the umbrella of the Southern Africa Gender Protocol Alliance.

By the 2013 Heads of State summit, 13 countries had signed and 12 countries had ratified the SADC Gender Protocol. The Protocol is now in force and governments need to have achieved 28 targets for the attainment of gender equality.

In keeping with the Alliance slogan: *Yes we must!* this 2014 Barometer provides a wealth of updated data against which progress will be measured by all those who cherish democracy in the region. The world, and SADC, is also looking to the future with the post 2015 agenda. Now is the time to strengthen resolve, reconsider, reposition, and re-strategise for 2030.

