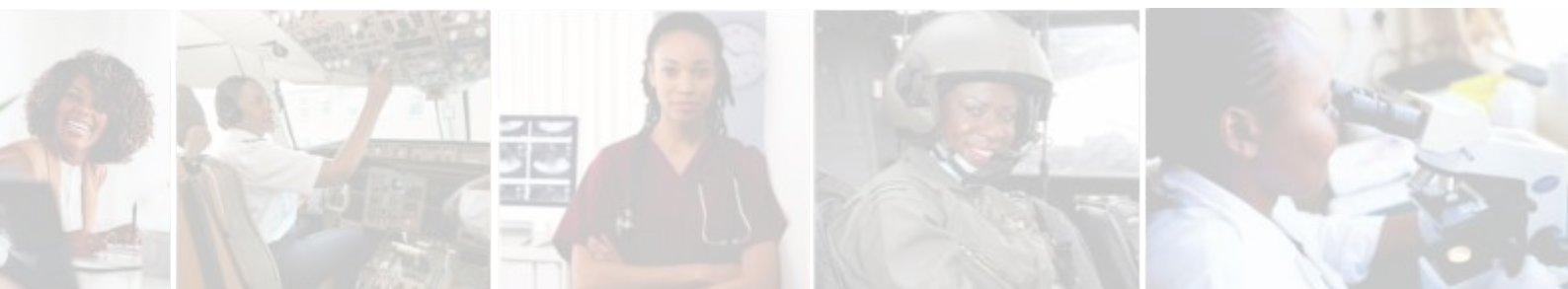


# GENDER PROFILE ZIMBABWE



**“#LEAVING NO ONE BEHIND”**





## FOREWORD

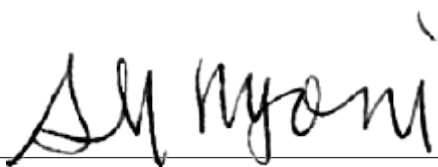
Gender equality and women's empowerment (GEWE) has been recognized as a pre-requisite for socioeconomic development in the gender normative frameworks such as the Convention on the Elimination of All Forms of Discrimination against Women and the Beijing Platform for Action. GEWE is a central feature of the 2030 development agenda as evidenced by SDG 5 on gender equality and assertions that gender is key to achieving all the other SDGs. Gender Equality and women empowerment is also a long-term commitment of the Government of Zimbabwe. This ideal is enshrined in the Constitution of Zimbabwe. The Constitution contains an expansive bill of rights and underlines the principles of equality of all persons and prohibits discrimination based on sex and gender. Section 17 provides for equality and equal rights in all spheres of state and public life and section 52(2) postulates that women and men have the right to equal treatment and equal opportunities in political, economic, cultural and social spheres. The country's ratification of major international and regional protocols related to GEWE further demonstrates the country's commitment to respect gender equality and upholding democratic rights. The implementation of these normative frameworks and policy documents is however insufficient without attention to substantive equality for women and girls.

In February 2020, Zimbabwe underwent review before the CEDAW Committee. Out of the process the CEDAW committee highlighted GEWE gaps and came up with concluding observations and recommendations to accelerate the achievement of GEWE in Zimbabwe. CEDAW concluding observations on Zimbabwe call on the State to ensure effective implementation of its laws on gender equality and the elimination of all forms of discrimination and to take measures to enhance the implementation of gender equality laws and policies through effective enforcement mechanisms.

The Government also acknowledges that several challenges have impeded the achievement of GEWE, yet the Country lacks a comprehensive framework from which these situations and processes can be adequately appreciated, including a comprehensive baseline on gender equality. Many women and girls remain comparatively more disadvantaged than their male counterparts, evident in several areas including inequalities in access to resources, opportunities and decision-making positions. Inadequate reproductive health services, gender-based violence and harmful traditional practices remain serious constraints to women's advancement. There is also insufficient national and sub-national baseline data for the SDGs indicators and targets to facilitate effective monitoring, reporting and evaluation of the country's performance in achieving the SDG targets.

The primary purpose of the Zimbabwe Country Gender Profile is therefore to reduce this data gap. The Gender Profile establishes a baseline or status report on which the achievements and challenges regarding GEWE can be presented and assessed in a holistic manner. It also represents an important guide for the Government of Zimbabwe, the African Development Bank (The Bank), UN Women, UNCT, the private sector, academia, churches as well as civil society and other development partners to assess the existing situation regarding women's empowerment and gender equality in their respective areas of interest. More concretely, the profile will support the Ministry of Women Affairs in its mandate to spearhead and coordinate gender mainstreaming in development policies, programmes and implementation strategies and plans.

It is our hope that the comprehensiveness of information in this Gender Profile will provide the foundation for a national level data base and stimulate the needed impetus for more directed GEWE strategies informed by detailed sector-based gender equality assessments and direct the country towards achieving the ideals set out in the Country's Vision 2030 and SDGs.



***Hon. Dr. Sithembiso G. G Nyoni (MP)***

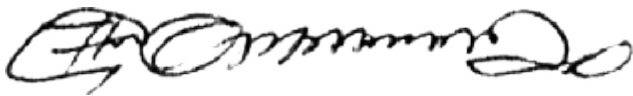
**Minister of Women Affairs, Community, Small and Medium Enterprises Development**

### ACKNOWLEDGEMENTS

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The process was managed and supervised by MUKUDI Anne Uside (Principal, Gender Officer, Co Task Manager from The Bank), ODERO Walter (Principal Country Economist, Co Task Manager from the Bank), MHLANGA Pamela (Deputy Country Representative, Task Manager from UN Women), and MASHANGWA Vaidah (Director, Task Manager from MoWCSMED).

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***Engineer F. Gondo***

**Acting Secretary for Women Affairs, Community, Small and Medium Enterprises Development**

### ACRONYMS

The Bank:	African Development Bank
CDC:	Centre for Disease Control
CEDAW:	Convention on the Elimination of All Forms of Discrimination against Women
CSOs:	Civil Society Organisations
ECD:	Early Childhood Development
EMIS:	Education Management System
GBV:	Gender Based Violence
GDP:	Gross Domestic Product
ICAZ:	Infection Control Association of Zimbabwe
ICDS:	Intercensal Demographic Survey
INGOs	International Non-Governmental Organisations
LFCLS:	Labour Force Child Labour Survey
MDGs:	Millennium Development Goals
MICS:	Multiple Indicator Cluster Survey
MMR:	Maternal Mortality Ratio
MoHCC:	Ministry of Health and Child Care
MoWCSMED:	Women Affairs, Community and Small and Medium Development
MDC:	Movement for Democratic Change
MDC-T:	Movement for Democratic Change
MDC:	Alliance Movement for Democratic Change Alliance
NANGO:	National Association of Non-Governmental Organisations
NGP:	National Gender Policy,
NGP-ISP:	National Gender Policy Implementation Strategy and Action Plan.
PPE:	Personal Protective Equipment
SDG:	Sustainable Development Goals
SGBV:	Sexual and Gender Based Violence
SRHR:	Sexual and Reproductive Health Rights
SYS:	Shamwari Yemwanasikana
SADC:	Southern African Development Community
SEPs:	State Enterprises and Parastatals in Zimbabwe
The Bank:	African Development Bank Group
TVET:	Technical and Vocational Education and Training
UNESCO:	United Nations Educational, Scientific and Cultural Organization
UNGEI:	United Nations Global Education Initiative
WiLGF:	Women in Local Government Forum
WiPSU:	Women in Politics Support Unit
WCoZ:	Women's Coalition of Zimbabwe
UNWOMEN:	United Nations Entity for Gender and the Empowerment of Women
YMCA:	Young Men's Christian Association
ZANU-PF:	Zimbabwe African National Union – Patriotic Front
ZDHS:	Zimbabwe Demographic Health Survey
ZIMDEF:	Zimbabwe Manpower Development Fund
ZWPC:	Zimbabwe Women's Parliamentary Caucus
ZCTU:	Zimbabwe Congress of Trade Unions ZCTU,
ZESN:	Zimbabwe Elections Support Network
ZGC:	Zimbabwe Gender Commission

# Gender Profile - Zimbabwe



# Gender Profile - Zimbabwe

## ZIMBABWE: KEY SOCIO-ECONOMIC AND GENDER STATISTICS

INDICATORS	2016		2017		2018		2019	
<b>Socio-economic indicators</b>								
Population (Habitants)	14030331		14236595		14438802		14645468	
GNI per capita (US\$)	890		...		...		...	
GDP growth rate	0.7		4.7		3.4		-12.8	
Population living below USD 1.9/day at PPP	...		...		...		...	
Poverty rate	...		...		...		...	
Africa Gender Index (%)	...		...		68		...	
	Female	Male	Female	Male	Female	Male	Female	Male
<b>Women's economic empowerment</b>								
Labour Force participation rate 15+, female and male	78.3	89.0	78.4	89.0	78.6	89.0	78.7	89.0
Employees, agriculture (% of female and male employment)	71.6	63.1	71.4	63.0	71.5	63.2	71.6	63.3
Employees, industry (% of female and male employment)	2.2	12.1	2.2	12.2	2.2	12.1	2.1	12.0
Employees in services (% of female and male employment)	26.4	24.9	26.5	25.0	26.4	24.9	26.3	24.7
Self-employed (% of females and male employed)	75.8	57.0	75.9	56.9	75.9	56.9	74.8	55.2
Employers (% of female and male employment)	0.4	0.7	0.4	0.7	0.4	0.7	0.30	0.64
Access to credit (%)	...	...	3.1	5.0	...	...	...	...
Landowners (% of adult population)	...	...	29.9	70.2	...	...	...	...
Employment rate in the informal economy	...	...	...	...	...	...	...	...
Vulnerable employment	75.5	56.4	75.6	56.2	75.6	56.2	74.6	54.6
Youth unemployment (2016)	9.7	7.7	9.2	7.4	9.1	7.4	...	...
Wage and salaried workers (% of female and % of male employment)	24.3	43.1	24.2	43.2	24.2	43.2	25.1	44.7
Firms participation in ownership (% of firms)	42.5	57.5	...	...	...	...	...	...
<b>Human development</b>								
Mortality rate, under-5 (per 1,000 live births)	...	...	45.4	55.0	...	...	...	...
Maternal mortality ratio (per 100,000 live births)	...	NA	443	NA	...	NA	...	NA
Prevalence of HIV among females and male 15-24,	6.5	3.4	6.1	3.3	...	...	...	...
Female and male children aged <5 years stunted (%)	...	...	24.1	31.1	...	...	...	...
Female and male Life expectancy at birth,	...	...	63.8	60.0	...	...	...	...
Births attended by skilled health professional	...	NA	...	NA	...	NA	...	NA
Child marriage (% of women 20–24 years old who were first married or in union before age 15)	...	NA	4.0	NA	...	NA	...	NA
Unmet need for family planning (% females aged 15-24 who are currently married)	...	NA	...	NA	...	NA	...	NA
Violence against women by intimate partner in the last 12 months (females aged 15-34 years)	...	NA	...	NA	...	NA	...	NA
Literacy rate, adult female and male (% of females and male ages 15 and above)	...	...	...	...	...	...	...	...
Literacy rate, youth female and male (% of females and male ages 15-24)	...	...	...	...	...	...	...	...
Primary completion rate, female and male (% of relevant age group)	...	...	...	...	...	...	...	...
Lower Secondary. completion rate	...	...	73.0	72.2	...	...	...	...
Upper secondary completion rate	...	...	12.6	14.6	...	...	...	...
Tert graduation	...	...	41.6	58.5	...	...	...	...
School enrolment, primary, female and male (% net)	...	...	...	...	...	...	...	...
School enrolment, secondary, female and male (% net)	...	...	...	...	...	...	...	...
<b>Participation in public life and decision-making</b>								
Female headed households (% of households with a female head)	...	...	...	...	...	...	...	...
Professional and technical workers (% of total)	...	...	...	...	...	...	...	...
Proportion of seats held in national parliaments (%)	31.5	68.5	32.6	67.4	31.5	68.5	31.5	68.5
Proportion of female and male in ministerial level positions (%)	...	...	30.0	70.0	27.3	72.7	...	...
Proportion of firms with female or male top manager	...	...	27.2	72.8	...	...	...	...
Managers, professional and Technicians	...	...	42.9	57.1	...	...	...	...
MPs (for countries with bicameral parliaments estimates are for both houses)	...	...	34.2	65.7	...	...	...	...

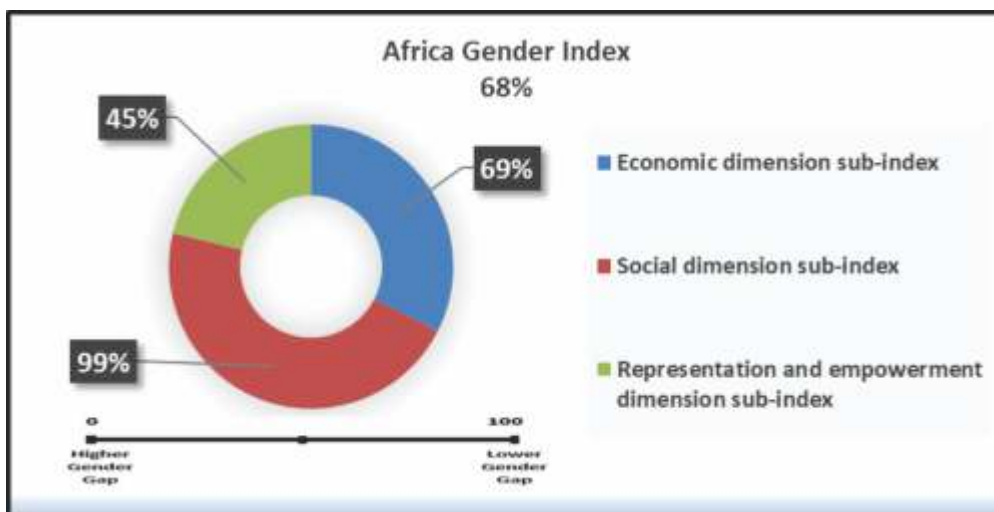
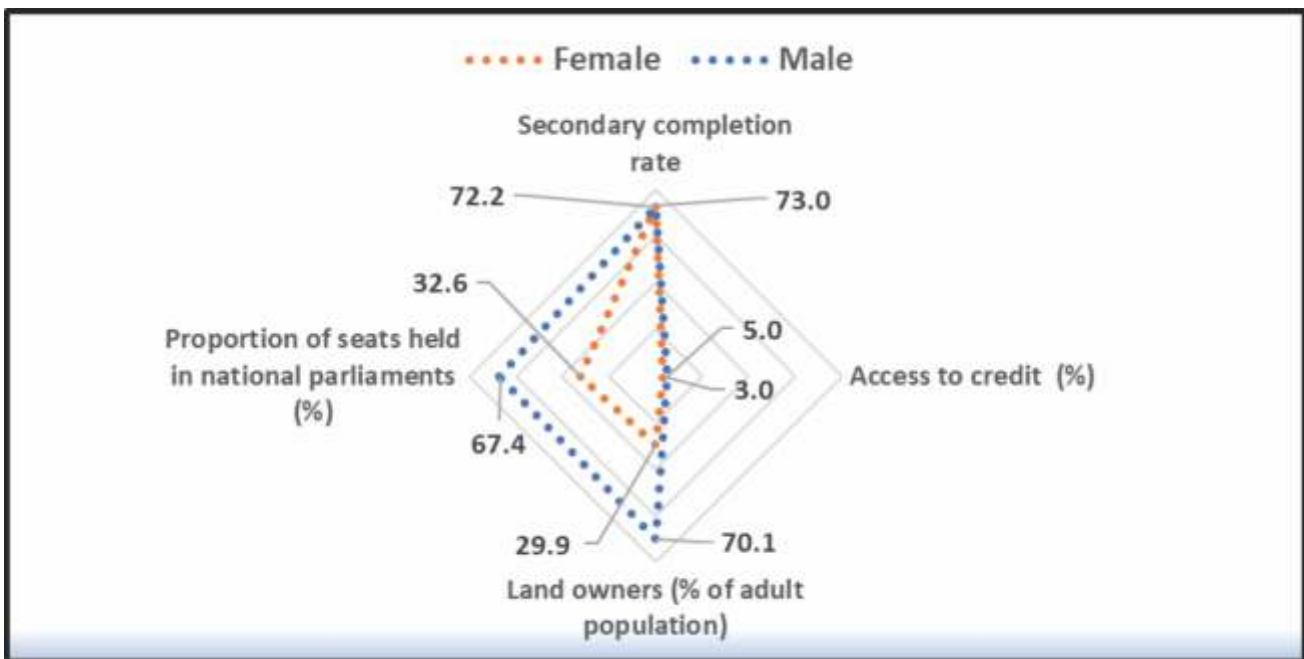
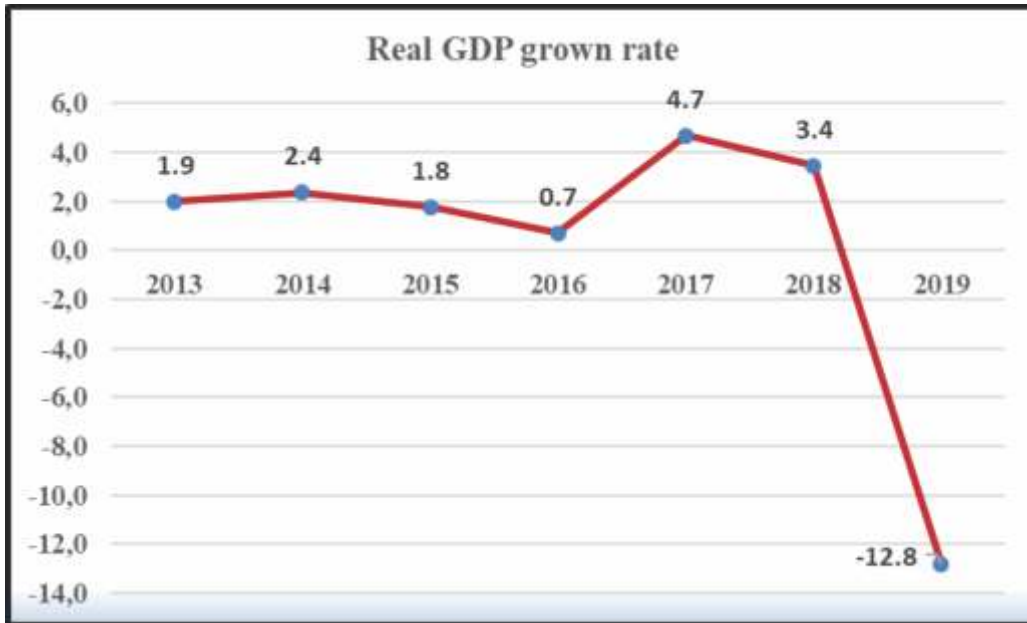
Sources: National Bureau of Statistics Notes: ...: Data Not Available

The Bank's Gender Women and Civil Society Department, and Statistics Department NA: Data Not Applicable

# Gender Profile - Zimbabwe

## ZIMBABWE: KEY SOCIO-ECONOMIC AND GENDER STATISTICS CONTINUED

Sources: National Bureau of Statistics  
The African Development Bank's Gender Women and Civil Society Department, and Statistics Department





## EXECUTIVE SUMMARY

### Objectives and methodology of the assessment

The objective of this gender profile is to undertake a gender assessment of Zimbabwe in order to identify key gender inequalities that constrain inclusive growth by assessing the existing policy and legal frameworks, the institutional and human resources capacity for advancing gender equality and empowerment of women from a gender perspective, the socio-economic impacts of the COVID 19 on women and men, and recommend key areas for strategic actions to address existing gender gaps and inequalities identified. The profile also provides concrete recommendations and strategies in accelerating the advancement of gender equality and the social and economic empowerment of women. Also, it provides recommendations and guidance to promote gender sensitivity of future programming and projects.

Key strategic and operational frameworks such as the National Gender Policy and its Implementation Strategy and Action Plan (2019) were used to anchor this gender profile and analysis. The Profile was also premised on the relevant SDGs (3, 4 and 5) and their supporting indicators for performance monitoring and accountability. A mixed method approach using grounded theory and a purposive sample was employed. An extensive desk review, focus group discussions, questionnaires and in-depth key informant interviews were used to collect and analyse data. National gender disaggregated statistics also supported the findings of the assessment. Relevant research conducted in situ helped to generate quantitative and qualitative data that statistically supported the evidence.

### Policy context

#### Country's development planning framework

Zimbabwe's development trajectory has been guided by the Transitional Stabilization Programme (TSP) 2018 – 2020 and Vision 2030 that seeks to “transform Zimbabwe into an Upper Middle-Income Economy by 2030 with a per capita gross income of between US\$3 500 and US\$5 000”. The TSP proffers five strategic clusters to achieve this vision namely: Governance, Macroeconomic Stability and Re-Engagement, Inclusive Growth, Infrastructure and Utilities and Social Development Economic policy measures introduced in the context of fiscal, monetary, and trade policies, and were designed to impact on the productive sectors of the economy to include mining, manufacturing, agriculture and tourism. Despite all these plans, Zimbabwe continues to battle with inflation, with fiscal deficit expected to remain at 5%, corruption as a major leakage of public revenue, humanitarian crises that includes the adverse impacts of climate change and COVID-19.

#### Legal, Policy and Institutional Framework

As part of the global community Zimbabwe has signed and ratified several international treaties, conventions and protocols linked to gender equality and women's empowerment such as the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW). Zimbabwe has also committed to the Sustainable Development Goals (SDGs) with SDG 5 on gender equality being one of the priority goals for the country. CEDAW remains one of the critical instruments on women's rights at international level. Zimbabwe submitted its 6<sup>th</sup> periodic report and underwent review in February 2020. Recommendations to Zimbabwe from the CEDAW committee include a) Strengthening and adequately resourcing the Gender Machinery; (b) Conducting an impact assessment of the national Gender Policy; (c) Making quotas on political party lists mandatory; (d) Reviewing the Trafficking in Persons legislation and finalising the process of the Marriages Bill; (e) Increasing the number of shelters for gender-based violence survivors and, (f) Ensuring participation of women in peace processes. Therefore, the country needs to develop a national action plan and implement CEDAW recommendations.

At a national level, Zimbabwe's Constitution (2013), through an expanded Bill of Rights, providing Constitutional guarantees for gender equality and affirmative action. Zimbabwe has a Revised National Gender Policy of July 2017 which provides a broad guiding framework for mainstreaming gender across all sectors. The Policy is aligned to the targets set in the Sustainable Development Goals Agenda, the SADC Protocol on Gender and Development and other normative frameworks on gender. The National Gender Policy Implementation Strategy and Action Plan (2019) provides specific actions for mainstreaming gender in all sectors. Although the Constitution contains the core components of a gender-responsive framework, it only provides a platform upon which equality rights can be claimed. Challenges exist in the implementation of the law as well laws not aligned to the Constitution that need review/reform. Key recommendations include a gender audit of laws in order to identify existing gaps in aligning them

## Gender Profile - Zimbabwe

to the constitution; mass media awareness campaigns on the Constitution, family laws; as well as gender mainstreaming and development of a Gender Equality Law and the Sexual Harassment Law.

The Ministry of Women Affairs, Community, Small and Medium Enterprise Development is responsible for coordinating gender mainstreaming initiatives across all government ministries as well as other stakeholders outside of the state. Institutions in the implementation of gender equality and women empowerment programmes, frameworks and action plans according to the Revised National Gender Policy. Gender Focal Persons established across all Government Ministries and Agencies are central to the National Institutional Mechanism for Gender Equality and Women Empowerment. Under the MoWCSMED is the Anti-domestic Council whose mandate is to oversee the operationalisation of the Domestic Violence Act. Parliament in its oversight role through the Women's Parliamentary Caucus, the Committee on Gender and Development and the Portfolio Committee on Women Affairs and Gender and Parliamentary Legal Committee. In the quest to strengthen institutional mechanisms on Gender in Zimbabwe, the Zimbabwe Gender Commission (ZGC), the Zimbabwe Human Rights Commission (ZHRC), and the National Peace and Reconciliation Commission (NPRC) have been established as provided for in the Constitution. Civil society institutions through the Women's Coalition are also a critical part of the gender machinery including the Gender Results Group coordinated by the UN. However, there is need to strengthen the coordination mechanism of the gender machinery through capacity building at all levels and adequate resourcing of the MoWCSMED and the ZGC.

### Gendered Sectoral Analyses

Sectors which are not mutually exclusive were analysed: Economic Empowerment; Governance, Politics and Decision Making; Education and Training; Gender Based Violence and Cultural Norms; Health, HIV and AIDS and COVID-19; Environment and Climate Change; Media, Information and Communication and Human Rights, Peace building and Security aligned to the National Gender Policy.

#### 1. Economic Empowerment

Whilst the role of gender and economic agents are acknowledged in various government policies, the policies generally lack clear and measurable targets and indicators that monitor progress towards gender equality including in the COVID-19 economic stimulus packages. Most poverty-related indicators by gender indicates that most of the indicators were lower for females compared to men, clearly indicating that women are generally poorer than men. Furthermore, several challenges still underpin progress towards women economic empowerment namely; dominance of the informal economy and its associated decent work deficits that include lack of social security, limited formalisation from informal to formal economy and the associated, overrepresentation in vulnerable employment and the existing gender-pay gaps, limited financial inclusion, increasing UCDW, limited ICTs usage, dominance in subsistence agriculture with limited support mechanisms, limited access to and ownership of critical economic resources especially in agriculture, limited participation in technological innovations, structural and material inequalities, among others. Infrastructure challenges in energy, water and sanitation, roads and transportation and information, communication and technology (ICT) continue to undermine efforts towards women's economic empowerment and gender equality since they are critical in reducing the burden of unpaid care work and unlocking women's opportunities to participate in income generating activities. It is therefore recommended that there be strengthened gender-inclusive institutional capacities and gender-disaggregated (e.g. an up-to-date survey on contribution of the informal economy and MSMEs to the national economy by gender, by sector, by province, by commodity or services, by employment in order to adequately inform policy interventions); government continues with the gender and socially inclusive, broad based macroeconomic policies and COVID-19 economic stimulus packages and the operationalisation of the ILO Recommendation 204 Transition from the Informal to the Formal Economy.

#### 2. Governance and decision making

Whilst the legal and policy frameworks in support of gender equality are in place, structural barriers to gender equality and gender-based discrimination persist in the country. Equal participation and representation of women remains central to more inclusive and democratic governance in compliance with the national, regional and international gender equality protocols, laws and policies. A statistical assessment of the men and women in politics and decision making confirmed that a large majority of the country's women are invisibly excluded from participation in governance and national development processes due to gender biases, gender inequalities, cultural norms, GBV and their low economic status. The women left behind are further excluded by the intersectionality of youth,

## Gender Profile - Zimbabwe

disability, marital status and ethnicity. It is therefore recommended that there electoral, political and security processes be reformed to ensure that the environment is conducive for women to participate equitably in public and political processes and Identification of women and men champions who can advocate for gender equality in decision making positions and at various levels.

### 3. Education and Training

Whilst there is parity in school attendance and completion at primary school level up to lower secondary school (Forms 1-4), the situation changes in upper secondary school level (Forms 5-6) and tertiary level where the gap widens in favour of boys. Child marriage, poverty, socialisation, GBV and early pregnancies influence this trend. Females dominate as primary school teachers and are slightly less than males at secondary school level. However, leadership in schools is dominated by males who can live away from their families as they take up leadership positions in remote areas, unlike their female counterparts who are constrained by gender roles. Children with disabilities continue to remain behind as schools do not have facilities that cater for their special needs and teachers are not well equip to assist them to learn either. It is therefore recommended that there be harmonisation of laws on children's rights, curriculum reform that encourage girls to take up STEM and promotion of comprehensive sexuality education in order to expand education opportunities for girls and boys (including those with disabilities) whilst mitigating school dropout.

### 4. Gender Based Violence and Cultural Norms

Zimbabwe has a progressive legal and policy framework and comprehensive institutional machinery to tackle GBV. However, the economic and social costs of GBV, duplication and overlaps in GBV response, inconsistencies in GBV laws and policies, challenges faced by institutions addressing GBV, the normalisation and trivialisation of GBV in society, barriers to reporting or seeking care from formal services have all hindered an effective and efficient national response to GBV. It is recommended that: a robust GBV information management system be developed; domestic funding for the national GBV response be increased; coordination mechanism for GBV be strengthened; as well as strengthening of the justice delivery system.

### 5. Health, HIV and AIDS and COVID-19

The status of Zimbabwe's health care service; highlights on women's health care and status; key health issues (linked to disability) such as maternal mortality, HIV and AIDS and other diseases that include TB, malaria, cancer, diabetes, drug addiction, STI incidence were analysed. COVID-19 Situation in the country was also assessed. The assessment underlines the urgent need for precise action on the National Gender Policy Implementation Strategy, building on the basic principles of SDG3 on health and SDG5 on promotion of gender equality. Both men and women living with disability are the furthest left behind in the quest for sustainable health outcomes and, together with other marginalised groups (adolescents, girls, youths, men and women with mental health issues), due attention and care is needed to close this gap for sustainable health outcomes. It is therefore recommended that there be targeted messaging and responses for women and other high-risk groups (e.g., sex workers, People Living with HIV, People Living with Disability and the Elderly); address gender inequalities in all messaging and responsive action; prioritise strategic health services that require ongoing input such as SHRR, ART, PMTCT, Childhood vaccinations; improve access to health care services for women, girls, adolescents, youths and persons with disabilities; design and create programs that will promote and facilitate links between health care, income generation and other schooling and educational activities; promote resilience of women by encouraging networks for engagement, representation of their needs and entrepreneurship (for livelihoods) and develop robust M&E systems for each target area of intervention.

### 6. Environment and Climate Change

As Zimbabwe is faced with climatic and economic shocks, those hardest hit are women who have the gendered responsibility to provide water, energy and food to the family. Both men and women are forced to resort to negative coping mechanisms through unsustainable exploitation of natural resources, especially in the extractive sector. It is recommended that, diversification of the national energy mix be accelerated and renewable energy be integrated into the national energy mix to address the energy-poverty situation especially among women in line with SDG 7; Implement proposed strategies and actions in the National Gender Policy Implementation Strategy and Action Plan in line with the revised NDC sectors of Energy, Industrial processing and Product Use, Agriculture, Forest and other Land Use and Waste; Enhance gender mainstreaming of institutions and respective sectoral policies in the environment sector.

## Gender Profile - Zimbabwe

### **7. Media, Information and Communication**

Issues of how women interact with the media in terms of consumption and generators of news revealed their peripheral position. Women are also peripheral in the media institutions as sources of news. Men have more access to media than women. Access to, and use of information, communication technology, cyber bullying and social attitudes remain central to some of the reasons why women do not participate at the same level as their male counterparts. Gender training and awareness raising in media institutions needs urgent attention; sexual harassment perpetrated by men and women be outlawed; mobilise and engage citizens on Cyber Crime, Cyber Security and Data Protection Bill and empower women in media access and management.

### **8. Human Rights, Peace Building and Security**

Whilst the constitution for Zimbabwe has in many ways accommodated the provisions of resolution 1325, Zimbabwe still needs to ratify this agreement. Drivers of conflict, the role of women in the peace processes, the effectiveness of the justice system in upholding the rights of women and men and the coordination mechanism of the peace machinery is assessed. Recommendations include: the development of a National Action Plan to guide implementation and monitoring of NPRC Resolution 1325; mainstreaming gender in the security services sector; facilitation of partnerships and collaboration of actors in the security and peace building sector; and mapping conflict in the country to inform priorities for mitigation.

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## INTRODUCTION

The Government of Zimbabwe, the African Development Bank (The Bank), and the United Nations Entity for Gender Equality and Women's Empowerment (UN Women) acknowledge the centrality of gender equality and the empowerment of women to national development. This is reflected in national and international commitments to achieve gender equality goals, as outlined in national socio-economic policies including the National Gender Policy, Transitional Stabilisation Programme (TSP) (2017), Sustainable Development Goals (SDGs), CEDAW (1979) and Beijing Platform for Action (BPFA) (1995). The country is at an important moment in time when preparations for the National Development Strategy (2021 - 2025) are underway, assessment of progress towards achieving the SDGs is ongoing, and concrete steps are being taken towards strengthening its socio-economic response to advance national development priorities. In this regard the government, with the support of The Bank and UN Women, produced the Country Gender Equality Profile (the Profile). The Profile is an opportunity to increase national knowledge on progress and gaps in achieving gender equality, strengthening monitoring systems, and providing evidence to inform strategic policy priorities and upscale gender equitable programming and advance the development agenda going forward.

This gender profile provides a detailed gendered analysis of the situation of women and men in the selected sectors. Specifically, it analyses their socio-economic position, needs, participation rates, access to resources, control of assets, decision making, individual freedoms and human rights conditions to guide the development of strategies, policy and interventions. Government shall use the profile to inform ongoing law and policy engagements, supporting decisions and priorities to respond to the current socio-economic context, monitoring achievements and national development planning, upscaling and expanding existing programmes and development of new initiatives. The profile shall also serve as a reference point and guidance to development partners, civil society and the private sector. Overall, the profile will serve as a reference for setting a forward-looking gender equality agenda in line with national, regional and international norms and standards.

## OBJECTIVES OF THE ASSESSMENT

The **overall objective of the study** was to undertake a gender assessment of Zimbabwe, culminating in the development of a Country Gender Profile. Specifically, the key objectives were:

- ❖ To undertake a review of existing gender analyses through an Issues Paper.
- ❖ To identify key gender inequalities that constrain inclusive growth, assess the existing policy and legal frameworks from a gender perspective, and recommend key areas for strategic actions.
- ❖ To examine the socio-economic impacts of the COVID 19 on women and men.
- ❖ To examine the institutional and human resources capacity for advancing gender equality and empowerment of women.
- ❖ To provide concrete recommendations and strategies to address existing gender gaps and inequalities identified in the profile and for accelerating the advancement of gender equality and the social and economic empowerment of women and their equal participation in decision-making.
- ❖ To identify key sector priorities for Zimbabwe's national development plan including but not limited to for example, infrastructure development (with focus on energy, transport, and water and sanitation), agribusiness, employment, human capital development and community development; as key drivers of economic development; and,
- ❖ To align development initiatives with the Sustainable Development Goal (SDG 5), the Beijing Platform for Action, Agenda 2063 and SADC Vision 2030

## METHODOLOGY

Key strategic and operational frameworks such as the National Gender Policy and its Implementation Strategy and Action Plan were used to anchor this gender profile and analysis. This facilitated ownership, relevance and ultimate application of proposed recommendations. This way, government as the ultimate owner of the gender profile will be able to set the pace and tone of national initiatives for gender equality as dictated by the requirements of relevant SDGs (3, 4 and 5) and their supporting indicators for performance monitoring and accountability.

Thus, a **mixed methods approach** using **grounded theory<sup>1</sup> of research** was employed for the national gender profile. This entailed generating theory to explain/justify relevant gender equality issues to be investigated that was 'grounded' in the data that was systematically collected and analysed to determine connections between behaviours and social relationships of groups. This allowed iteration and flexibility as the manifestation of gender equality in

## Gender Profile - Zimbabwe

different sectors and sub-contexts was explored, refined and advanced through conclusions and recommendations that are **evidence based**.

From the **desk study** and initial consultations/engagements with UN Women, The Bank, Government and other key stakeholders, a **purposive sample** of participants and/or data sources was developed to guide and direct collection and generation of relevant data at national, provincial, district and local levels in response to the research questions. This included selected organisations, coalitions, networks, associations, institutional bodies e.g., of policy makers, private sector business, academia, multi-lateral and bilateral development partners, traditional systems of local governance (e.g., Chiefs Council), churches, civil society and beneficiaries such as women, girls, youths, the elderly, other marginalised groups (such as key populations) and people living with disabilities, ensuring all 10 provinces of the country were covered.

**Data collection** and **data analysis** was therefore done concurrently resulting in an iterative process whereby as more data was collected and analysed, new and/or additional participants and/or data sources were identified and investigated to fill gaps, clarifying uncertainty and confirming interpretation as the research progressed. This in turn facilitated robust analysis of the data which subsequently informed categories (or chapters and themes) that were analysed from which conclusions and recommendations were made, at all the multiple levels of the investigation. Gender analytic tools such as the Moser Conceptual Framework; Harvard Analytic Framework; Gender Analysis Matrix (GAM) and the government's Gender Equality and Women's Empowerment (GEWE) framework were used. The impact of development interventions and crises such as Covid-19 pandemic were unpacked and gender analysis with participants i.e., using a bottom-up approach was done. Women's Equality and Empowerment Frameworks and, Capacities and Vulnerabilities Frameworks etc. were customised and used to engage participants from target sectors that were investigated, ensuring rigour in the design of the process and application of respective tools. These frameworks were also instructive of the type of questions used for investigation in order to collect relevant information. A data collection framework was also elaborated and supported by the tools that were used for this purpose.

Data was collected guided by the data collection framework/matrix through **document review, focus group discussions<sup>2</sup>, questionnaires** (e.g., administered through a survey and other relevant social media), to allow inputs including from those who could not be reached directly or face-to-face, especially in the context of Covid-19. **In-depth key informant interviews** using structured open-ended questions complemented data collection.

Data sources included published and grey literature, reports, transcripts, memos, minutes etc. and other sources as directed by responses to research questions. Participants were also allowed to co-create categories and interpretations of data collected thus reducing and/or managing contestation about challenges, gaps, conclusions and recommendations. **Mission reports** (that are akin to informal analytic notes/memos using grounded theory approach) were used to document outputs from the engagements/consultations with participants/data sources; help categorise the data with some explanation/justification on the decision thereof and captured other thoughts and feelings emerging from the process. Memos/mission reports were also critical for summarising findings, comparative data analyses between different data sources, conclusions and recommendations.

**Validation and triangulation** of data was enhanced through employing diverse data sources so that participants owned both the process and final research product. Initial validation meetings using the first draft report of the gender profile were done with the **Internal Technical Team of experts** made up of representatives from Government, UN Women and The Bank before it was shared with the bigger **Advisory Group** (drawn additionally, from representatives of private sector, CSOs, churches and government) for review. After this, a **national stakeholders' validation workshop** was convened to review and validate the revised first draft. Comments from this workshop were integrated in the final gender profile report for Zimbabwe.

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<sup>1</sup>Grounded Theory was originally developed by Glaser and Strauss (California, USA) during their study 'Awareness of Dying' (April 2016); The grounded theory method merges the processes of data collection and analysis and can be applied to both qualitative and quantitative data; <http://ebn.bmj.com/>

<sup>2</sup>Given the current lockdown situation with Covid-19, some of the focus group discussions and key informant interviews were conducted virtually e.g. using zoom, Skype and the phone

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**Quality** and robustness of both the **process** and **data** generated and used in the final gender profile was assured through aligning the research questions with the requirements of the methodology and making the necessary adjustments *in situ* and before it was too late in the process. The Technical Team of experts were also strategic to facilitating data quality and management as well as robustness of the process and outputs through their feedback.

### Study limitations

*The methodology was greatly affected by the COVID- 19 Pandemic and the lockdown restrictions to prevent further spread of the virus. Therefore, the study used various forms of online communication such as emails, Skype, Zoom, WhatsApp calls, messaging and voice calls. Face to face discussions were limited as in order to comply with COVID-19 guidelines developed by the Government of Zimbabwe (hand washing, social distancing, use of sanitizers and masks).*

## STRUCTURE OF THE GENDER PROFILE

The report is structured as follows: **Section 1** provides the country context and **Section 2** summarizes relevant policy, institutional and legal frameworks. **Section 3** is the heart of the report and reviews the status of gender equality in Zimbabwe by key sectors and the four economic development areas most critical to the Government's growth intentions: mining, manufacturing, agriculture and tourism. **Section 4** discusses the current work in Zimbabwe of The Bank and UN Women as well as other key development partners; and **Section 5 and 6** present recommendations and conclusions, respectively.



### SECTION I: COUNTRY CONTEXT

The 2017 Intercensal Demographic Survey (ICDS) estimated that the population of Zimbabwe is 13 572 560, comprising of 6 514 829 males and 7 057 731 females. The proportion of male to female population was 48% and 52%, respectively. From the 2012 Population Census, the population of the country was estimated at 13 061 239, with females constituting 6 780 700 (52%). It is projected that between 2012 and 2030, the country's population will increase to 18 656 151 with women constituting 52%. This corresponds to an average annual growth rate of 2.0%.

Zimbabwe has a young population with 60.2% of the population under 25 years<sup>3</sup>. In 2017, 32% of the population lived in urban areas and out of this, women constituted 52%. Zimbabwe has a total of ten provinces, with Harare and Bulawayo being predominantly urban. The remaining provinces are predominantly rural settlements. Population densities across provinces confirm that the country's population is mostly concentrated in Harare and Bulawayo Metropolitan provinces. The province with the highest proportion of the country's population is Harare Metropolitan with 14.5% followed by Manicaland with 13.7%. The province with the least population is Bulawayo, 5.4% followed by Matabeleland North with 5.5%. The sex distribution of the population in the provinces is illustrated in the table below.

**Table 1.1: Total Population by Province and Sex, Zimbabwe 2017 ICDS**

Province	Male	Female	Total	Percent
Manicaland	46.1	53.9	1 861 755	13.7
Mashonaland Central	48	52	1 441 944	10.6
Mashonaland East	48.5	51.5	1 366 522	10.1
Mashonaland West	50	50	1 567 449	11.5
Matabeleland North	48.4	51.6	744 841	5.5
Matabeleland South	50.9	49.1	810 074	6
Midlands	46.6	53.4	1 514 325	11.2
Masvingo	47.2	52.8	1 553 145	11.4
Harare	48.2	51.8	1 973 906	14.5
Bulawayo	45.7	54.8	738 600	5.4
<b>Total</b>	<b>47.9</b>	<b>52.1</b>	<b>13 572 561</b>	<b>100</b>

A New Political Administration was ushered through harmonised elections in 2018, following victory of the ruling Zimbabwe African National Union Patriotic Front (ZANU-PF), in both the legislative and presidential harmonised elections.

The New Administration introduced several macro and micro economic reforms to address multi-layered structural imbalances that have constrained the economy and sustained growth over the years. Government's Vision 2030 seeks to **“transform Zimbabwe into an Upper Middle-Income Economy by 2030 with a per capita gross income of between US\$3 500 and US\$5 000”**. A transitional Stabilization Programme (TSP) 2018 – 2020 was mooted, which proffers five strategic clusters to achieve this vision namely: Governance, Macroeconomic Stability and Re-Engagement, Inclusive Growth, Infrastructure and Utilities and Social Development. Economic policy measures were introduced in the context of fiscal, monetary, and trade policies, and were designed to impact on the productive sectors of the economy (mining, manufacturing, agriculture and tourism). The measure 'Austerity for Prosperity' was implemented towards realising vision 2030. However, the austerity measures have not yet achieved the desired results on the lives of the poor in both rural and urban communities.

<sup>3</sup>Zimbabwe ICDS (2017)

In 2020, the economic thrust shifted to “gearing for higher productivity, growth and job creation”. This is however strongly dependent on other macro and micro economic factors. Real GDP growth was expected to reach 4.6% in 2020 and 5.6% in 2021 if corrective measures were taken to stabilize foreign exchange supply and avoid excessive money creation. Recovery was expected in agriculture and mining, backed by increased and well targeted investment. However, due to the COVID-19 pandemic and lockdown, the economy is projected in 2020 to contract by between 7.5% if the pandemic subsides by July (baseline) and 8.5% if it continues through December (worst case), with modest recoveries in 2021<sup>4</sup>. Production is now expected to fall in both sectors, largely due to the outbreak of the pandemic and associated shocks and policy actions to limit the infections. Reductions in tourism earnings will exacerbate foreign exchange shortages, which will continue to undermine macroeconomic stability.

Similarly, the Zimbabwe National Chamber of Commerce (ZNCC) projected that economic growth could contract by 9% in 2020 as businesses across all sectors battle low production and revenue losses due to Covid-19-induced lockdowns<sup>5</sup>. Despite such vigorous efforts, the current economic challenges facing the country are high and have negative socio-economic consequences for ordinary citizens.

Inflation continues to erode purchasing power and affordability of food and other essential goods and services. The delivery of health care, clean water and sanitation, and education has been constrained and the generality of the populace are facing challenges in accessing vital quality services. There are shortages of fuel, cash in the banks, high unemployment rate, food and nutrition insecurity, debt distress, a highly informal economy which has a negative impact on state revenue and accelerates generalised poverty with female and child-headed households experiencing higher poverty levels.

The fiscal deficit is expected to remain above 5% due to the negative effects of the tax relief measures and weak business activity. The Zimbabwe Revenue Authority has reported that the COVID-19 pandemic has greatly affected revenue collection with targeted revenues likely to be missed. In April 2020 (the first month of the lockdown), its revenues were about 6.9% below their target for the period, a trend that is expected to continue.

Though the Reserve Bank of Zimbabwe adopted accommodative monetary policy to ease market liquidity constraints, the effect is likely to be offset by carryover structural weaknesses, including shortage of foreign exchange and lack of confidence in the Zimbabwe dollar. Inflation is therefore projected to average 217% in 2020 (worst-case scenario), amplified by the COVID-19 induced shocks (ibid). Since the unpegging of the exchange rate from the US dollar in February 2019, the exchange rate depreciated from Z\$2.5 to Z\$25 (over \$70 in parallel market) per US dollar in May 2020. The deterioration of the trade balance and secondary income account will push the current account to a deficit territory of 2.0% of GDP in 2020 (baseline) which could widen further to 2.7% (worst case), wiping out a surplus of 1.1% posted in 2019<sup>6</sup>.

	2018	2019 (e)	Without COVID-19		With COVID-19 (baseline)		With COVID-19 (worst-case)	
			2020 (p)	2021 (p)	2020 (p)	2021 (p)	2020 (p)	2021 (p)
Real GDP growth (percent)	3.5	-8.4	4.6	5.6	-7.5	2.7	-8.5	3.5
Inflation (percent)	10.6	224.7	76.7	9.4	206.1	3.9	217.4	4.5
Budget balance (percent GDP +/-)	-5.6	-4.9	-5.6	-6.9	-5.3	-4.3	-5.6	-4.1
Current account balance (percent GDP +/-)	-6.0	1.1	-1.4	-4.1	-2.0	-1.7	-2.7	-2.4

Note: The baseline scenario assumes that the pandemic subsides in July, and the worst-case scenario, that it continues through December.  
Source: African Development Bank statistics.

<sup>4</sup>African Economic Outlook 2020, Supplement, Amid COVID-19, African Development Bank

<sup>5</sup><https://allafrica.com/stories/202004210564.html>

<sup>6</sup>African Economic Outlook 2020, Supplement, Amid COVID-19, African Development Bank

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The debt remains at an unsustainable level due to the accumulation of external arrears and the expansion of domestic debt representing more than 70% of GDP.

Corruption in public institutions is a major source of leakage of public revenues and pushes up the cost of production. It is alleged to be one of the biggest threats to the New Administration's economic reform efforts. Transparency International places Zimbabwe high at 158th out of 180 in its 2019 Corruption Perception Index and estimates the country's losses inflicted by corruption at US\$1 billion annually. This makes corruption one of the most important threats to its economic development. The 2019 Auditor General's report acknowledges that Government is losing resources through corrupt practices, risking the withdrawal of some development partners from funding critical programmes and/or projects.

Corruption has a gender dimension as it diverts resources that could otherwise have been meaningfully invested in socio-economic transformation, particularly investment in social services which are largely consumed by women. Fighting corruption has been high on the agenda of the New Administration as witnessed by the prosecution of corrupt high-level Government officials and pronouncements that indicates a tougher stance on corruption. However, illicit financial flows continue to pose challenges, whilst the capacity of the Zimbabwe Anti-Corruption Commission needs strengthening, as transparency of the public tender system needs to improve.

Humanitarian crises that include adverse impacts of drought, cyclones and climate change continue to compound the economic challenges. According to The Bank, the agricultural sector contracted by 15.8% especially in the production of maize, the main staple food which was less than half of its 2018 production level. This was a result of Cyclone Idai and the cumulative effect of the 2019 drought that was linked to the El Niño climatic phenomenon. The production of the main minerals such as gold, diamonds and coal fell by more than 27% in 2018. Growth was estimated at 3.5% GDP in 2018 but instead contracted by -8.3% in 2019.

The outbreak of the COVID-19 pandemic has exacerbated the economic crisis, with resources for other essential services being diverted to curb and manage the pandemic. Women are hardest hit by the pandemic as they are at the frontline of the response as health care givers, disproportionately work in the insecure labour and informal economy. They are most likely to suffer if service delivery is disrupted. Inflation is expected to remain high in 2020 (319%) and might decline to 3.7% in 2021. The current account deficit, estimated at -5.9% of GDP in 2018, reached 1.1% of GDP in 2019 (-2.2% of GDP) according to the Bank and should decrease to -1.9% of GDP in 2020 and 2021. The budget deficit fell from -5.6% GDP in 2018 to -6% GDP in 2019. The World Bank has estimated it at -4.9% GDP for 2019, and plans are under way to decrease it to -4.5% and -4.4% of GDP respectively in 2020 and 2021. The debt remains at an unsustainable level due to the accumulation of external arrears and the expansion of domestic debt representing more than 70% of GDP. IMF forecasts suggest that from 14th April 2020 GDP growth is expected to remain negative in 2020, at -7.4% and pick up to 2.5% in 2021, subject to the post pandemic global economic recovery of COVID-19 and supported by the recovery of the agricultural sector.

Zimbabweans are generally disadvantaged but the most vulnerable and poor (mostly women, child headed households, and youths) are worse off due to their socio-cultural position. The elderly and people living with disabilities are also hardest hit. Rural and urban poverty is now more evident due to the economic disparities. Lack of disposable income has resulted in reduced access to decent shelter, water and sanitation, education and decent health facilities, among others. Zimbabwe confirmed its first COVID-19 case on 20 March 2020, and positive cases have since been rising, standing at 279 by the first week of June<sup>8</sup>.

### Health sector preparedness

The outbreak of the pandemic found the country largely unprepared as most health facilities were in dire straits, and the supply of frontline personnel was inadequate, as shown by the low ratio of 1.3 per 1,000 people against 2.3 recommended by the World Health Organization. Despite the challenges, isolation centers were designated in major cities, testing has been carried out, and frontline medical staff provided with personal protective equipment.

### Policy responses

The overall goal of Zimbabwe's national preparedness and response plan is to minimize morbidity and mortality from

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<sup>7</sup>April 2020 World Economic Outlook IMF)

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the pandemic and associated adverse socioeconomic impact. A \$212 million COVID–19 response was included in the April 2020 United Nations Humanitarian Appeal. The response plan includes national coordination and surveillance, support to rapid response teams and case management, risk communication and community engagement, enhancing laboratory testing capacity, and support to points of entry into the country. The implementation of the priority activities in the plan are expected to strengthen the overall health system. Subject to availability of health facilities and personnel, the government's target was to handle up to 1,000 COVID–19 positive cases by the end of April and 10,000 by the end of May. However, fewer than 100 positive cases had been confirmed by end-May. The government's intention is to manage most cases at the community level and at more than 100 intensive care beds distributed across various hospitals.

Zimbabwe can emerge from the current health and economic crisis strongly. The country's vast natural resources, public infrastructure still in relatively good condition, and a skilled labour force give the country an opportunity to join supply chains in Africa and increase trade within the context of the African Continental Free Trade Area. Coupled with policy responses to restore stability in the foreign exchange market and control inflation, the economy could modestly recover in 2021.

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<sup>8</sup> *African Economic Outlook 2020, Supplement, Amid COVID-19, African Development Bank*

## SECTION II: LEGAL, POLICY AND INSTITUTIONAL FRAMEWORK

### INTRODUCTION

The Zimbabwean Government has, through its policy, institutional and legal frameworks significantly advanced women's rights and opportunities as equal citizens and is committed to further progress. The sub-sections below discuss: (a) the Legal Framework for women's rights: provisions of the Constitution, relevant legislation, and provisions for implementation and enforcement; (b) the Policy Framework for achieving gender equality, (c) the Institutional Framework for Gender Equality: the government's gender machinery, the CSOs particularly the Women's Coalition and Women Business Associations

### A. LEGAL FRAMEWORK

International and regional instruments continue to shape the gender landscape in Zimbabwe. As part of the global community Zimbabwe has signed and ratified several international treaties, conventions and protocols linked to gender equality and women's empowerment that include the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), Beijing Declaration and Platform for Action, Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa and the SADC Protocol on Gender and Development. Zimbabwe has also committed to the Sustainable Development Goals (SDGs) with SDG 5 on gender equality being one of the priority goals for the country. These legal frameworks at regional and international level play a critical role in setting benchmarks for the protection of women's rights besides highlighting the level of commitment of the Zimbabwean Government to achieving gender equality.

CEDAW remains one of the critical instruments on women's rights at international level. This instrument outlines the measures that each state party must pursue to enable the realization and protection of women's rights. The underlying spirit of the Convention is that discrimination against women violates principles of equality and respect for human dignity and presents obstacles to the advancement of women in the political, social, economic, and cultural spheres. Every four years Zimbabwe is obliged to report to the CEDAW Committee. These periodic reports demonstrate the measures that are being taken by a state party in terms of fulfilling the rights in the Convention. Zimbabwe submitted its 6<sup>th</sup> periodic report and underwent review in February 2020. Out of this process the CEDAW committee came up with concluding observations to guide the implementation of CEDAW until 2024. Some of the recommendations are: (a) Strengthening and adequately resourcing the Gender Machinery; (b) Conducting an impact assessment of the national Gender Policy; (c) Making quotas on political party lists mandatory; (d) Reviewing the Trafficking in Persons legislation and finalising the process of the Marriages Bill; (e) Increasing the number of shelters for gender-based violence survivors and, (f) Ensuring participation of women in peace processes. These recommendations present a baseline with set targets, timeline and the critical areas requiring reform by 2024 to ensure progress is made towards addressing the existing barriers to gender equality. The women's rights organisations can use these recommendations as an advocacy tool whilst the government uses them as a yardstick to measure progress in implementation.

#### Gender provisions in the 2013 Constitution

The Zimbabwe Constitution (2013) has been a welcome development in terms of providing rights for women through an expanded Bill of Rights, providing Constitutional guarantees for gender equality and affirmative action. It is the supreme law of the land and a yardstick with which to measure all other laws, initiatives and actions taken towards achieving gender equality. It provides for and recognizes the equality of men and women as a founding value and principle and recognises the equality of the sexes, hence gender balance is a specific objective.

The Constitution gives guidance to the government and all its institutions and agencies in formulating laws and policy decisions that lead to the promotion of a just, free and democratic society in which all people enjoy prosperous and fulfilling lives. Whilst the law has changed, the challenge remains in limited application of the Constitution by both private and public institutions. This challenge is compounded by limited knowledge and understanding of these gender provisions in the law. **Therefore, there is need for a conscientisation program to all institutions and agencies of government to ensure their actions are guided accordingly.**

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<sup>9</sup>Section 8(1)

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The Constitution acknowledges the historical marginalisation of women and seeks to address this in the quest for gender equality through affirmative action. It guarantees the full participation of women in all spheres of society based on equality with men; taking measures including legislative ones to ensure that both genders are equally represented in all institutions and agencies of government and at every level. The State must take positive measures to rectify gender discrimination and imbalances resulting from past practices and policies. The challenge has remained in the actual implementation of the gender balance provisions, where most appointments to executive posts and boards have been skewed. Gender stereotyping, negative social-cultural norms continue to cause the relegation of women from top posts and the lack of supportive law that penalises non-adherence to the Constitution. **The government has identified the enactment of a gender equality law as critical for the delivery of equality provisions in the Constitution<sup>10</sup>. This Gender Equality Law must include sanctions for non-compliance.**

The Constitution addresses the intersectionality of discrimination through provisions for elderly persons, prohibiting discrimination on basis of class, age, disability, colour and many other grounds. Persons with disabilities face challenges with disabled men and women facing additional challenges due to stigma, gender stereotyping and gender discrimination. Whilst these provisions have been guaranteed in the Constitution there is inadequate substantive legislation to give full effect to these rights. Government has embarked on a law reform agenda seeking to align existing laws to the Constitution. Laws relating to disadvantaged members of society have not been addressed thus far. **There is need to align the Persons with Disabilities Act to the Constitution and ensure the rights of the elderly are also protected in substantive legislation.**

Regarding social life and family relations, the Constitution has given women and men equal rights to custody and guardianship of children. The challenge relates to the Guardianship of Minors Act<sup>11</sup> which is misaligned to the Constitution as it gives guardianship rights to the father. **There is need for law reform to afford both parents equal rights over their children.** On marriage rights the Constitution guarantees that every marriage is entered into with free and full consent; that there is equality of rights and obligations of spouses during marriage and at its dissolution and the age of marriage is 18years<sup>12</sup>. Significant progress has been made to address existing gaps through the Marriage Bill which seeks to harmonise all marriage laws, set the minimum age of marriage to 18 for both sexes, penalise child marriages and ensure registration of all marriages. This bill is currently up for debate in Parliament pending finalisation of the process. **If it passes into law, the Bill will offer protection to both men and women in marriage and other relationships.**

Land ownerships rights are provided equally though the reality is that most immovable property is registered in the name of men even though a wife may have contributed to its acquisition<sup>13</sup>. Women are being prejudiced through unilateral decisions in the sale of property and a disproportionate number own land or have lease agreements in their names. **The law must provide adequate protection of the matrimonial property whilst equality provisions in the allocation, ownership and control of land must be enforced.** Regarding ownership of agricultural land women still lack equal ownership or title to the land. **The finalisation of the land audit presents an opportunity for the redistribution of resettlement land guided by equality provisions and facilitates supportive legislation or policy whilst law reform is required to protect matrimonial property.**

### B. POLICY ENVIRONMENT

The Transitional Stabilisation Programme (2018 to 2020) which contains and expresses the aspirations of the people of Zimbabwe establishes gender and social development as a cross cutting theme across all its strategic areas of focus. It has a chapter on gender and women empowerment. Zimbabwe has a Revised National Gender Policy of July 2017 which provides a broad guiding framework for mainstreaming gender across all sectors. The Policy is aligned to the targets set in the Sustainable Development Goals Agenda, the SADC Protocol on Gender and Development and other normative frameworks on gender. The National Gender Policy Implementation Strategy and Action Plan (2019) provides specific actions for mainstreaming gender in all sectors. Measures to increase the implementation of gender equality in other sectors have also been instituted through mainstreaming gender in sector policies and strategies e.g.

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<sup>10</sup>National Gender Policy Implementation strategy and Action Plan (2019)

<sup>11</sup>Chapter 5:08

<sup>12</sup>Section 26(c) and (d)

<sup>13</sup>In *Madzara vs Stanbic and others* HH-546-15, the property was registered in the name of the husband who proceeded to take a loan for his business and pledged the house as security. He failed to service the loan and the house was attached. His wife, the applicant went to the High Court seeking to set aside the attachment but she failed.

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The National Climate Policy (2017) and the Energy Policy (2012), The National Renewable Energy Policy (2019) and the Gender Equality Strategy for the Agriculture Sector.

Gender-Responsive Budgeting (GRB) and Programme Based Budgeting have been used by Government to promote change in budget policies, allocation and outcomes to ensure that resources are provided for the implementation of commitments on gender equality. However, limited capacity in appreciating gender issues has reversed the potential gains of GRB. This is a result of varied interest in gender mainstreaming, institutional capacities to achieve planned intentions, individual skill levels of the respective gender focal point persons, gender committees in the ministries and the overall national gender machinery.

Government has established a National Monitoring and Evaluation Department under the auspices of the Office of the President and Cabinet (OPC). OPC has adopted a National Monitoring and Evaluation Policy to track and assess progress in the implementation of programmes where gender equality is one of its guiding principles. In 2017, Government developed a Monitoring and Evaluation Framework that deals specifically with Gender Equality and Women Empowerment to enable the national gender machinery to monitor, assess and report implementation of national, regional and international commitments on Gender Equality and Women Empowerment.

There is significant momentum to improve collation of gender statistics in Zimbabwe. ZIMSTATS acknowledges the need to strengthen the Gender Statistics Committee that promotes the production and use of gender statistics nationally. The committee chaired by the Ministry of Women Affairs, Community and SME Development, has recently been revived to ensure that it functions at optimal level. The Committee's TORs have been reformulated and realigned to the gender data requirements of the National Statistical System.

Lack of sectoral administrative gender disaggregated data is limiting the national machinery to track progress made in implementing gender equality across sectors. The financial and human resource capacity of the Ministry of Women Affairs needs to be strengthened to enable it to provide relevant technical support and adequate guidance for gender mainstreaming in ministries and agencies. This will include technical support to upscale gender budgeting and innovative gender responsive financing mechanisms, conducting gender audits in key sectors and strengthening skills and appreciation of gender issues across all government Ministries and parastatals. An opportunity to engrain gender equality in government is presented by the ongoing process of developing the National Development Strategy to which the Ministry of Women Affairs and stakeholders in the gender sector should ensure that gender issues are effectively integrated in the process.

### C. INSTITUTIONAL FRAMEWORK

The Ministry of Women Affairs, Community, Small and Medium Enterprise Development is decentralized to ward level and plays a critical role in directing all efforts towards the attainment of gender equality while driving key policies such as the Revised National Gender Policy. The Ministry is responsible for coordinating gender mainstreaming across all government ministries as well as other stakeholders outside of state institutions in the implementation of gender equality and women empowerment programmes, frameworks and action plans according to the Revised National Gender Policy.

Gender Focal Persons are part of the National Institutional Mechanism for Gender Equality and Women Empowerment and these have been established across all Government Ministries and Agencies. They are expected to ensure that gender is mainstreamed in their respective Ministry, sector plans, policies, programs and budgets; collecting and analysing relevant gender disaggregated data pertaining to their Ministries and sectors; as well as produce and implement action plans to guide mainstreaming of gender whilst satisfying provisions in various gender equality frameworks, programmes and policies.

The Anti-Domestic Violence Council (ADVC)<sup>14</sup> is an institution whose mandate is to oversee the operationalisation of the DVA. Members of the council are drawn from government ministries which are the line Ministries of Justice, Women Affairs, Police, Social Welfare, Health and Education as well as traditional chiefs and women's rights organisations. The effectiveness of the ADVC is currently hampered by limited resources.

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<sup>14</sup> set up in terms of the Domestic Violence Act (DVA) of 2007

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Parliament in its oversight role, calls for government accountability for gender equality issues through the Zimbabwe Women's Parliamentary Caucus, Committee on Gender and Development and the Portfolio Committee on Women Affairs and Gender. The Zimbabwe Women Parliamentary Caucus (ZWPC) remains a strategic advocacy group that cuts across the political divide uniting female parliamentarians for a common goal of pushing for equality. In the past, the ZWPC successfully lobbied for the inclusion of women's rights in the Constitution. Capacity challenges still exist to enable the ZWPC to scrutinise all bills using a gender lens. Gender Legislative analysis is a technical area that requires partnering with women's rights organisations for technical and skills strengthening. The existence of the Parliamentary Legal Committee (PLC) is also crucial as its mandate includes scrutinizing all bills except a constitutional bill and every statutory instrument published to ensure Constitutional compliance. The PLC should therefore ensure that every bill stands the test of gender equality. Support is needed for the PLC to be able to use gender analysis tools as bills pass through this committee.

The establishment of key institutional mechanisms, such as the Zimbabwe Gender Commission (ZGC), the Zimbabwe Human Rights Commission (ZHRC), the National Peace and Reconciliation Commission (NPRC) is another remarkable development in strengthening institutional mechanisms on Gender in Zimbabwe. The ZGC's mandate among others, is to monitor issues concerning gender equality, to assure gender equality as provided for in the Constitution, to recommend affirmative action programmes to achieve gender equality, to conduct research relating to gender and social justice, and recommend changes to laws and practices that lead to discrimination based on gender, among others. The ZHRC, The ZGC and The NPRC recently signed a memorandum of understanding, to synchronise their work, holistically address issues related to constitutional provisions within their mandates as provided for in the Acts that established them. It is imperative that these institutions are adequately resourced to fulfil their mandates diligently.

The Gender Results Group (GRG) is another mechanism that brings together the UN and multilateral organisations in the gender equality discourse. This is complemented by the National Gender Forum, a multi stakeholder group of civil society organisations.

The Land Commission is another important institution as land is a critical issue in the achievement of gender equality and development. The Land Commission must not only reflect the diversity of Zimbabwe's population but most importantly make recommendations to government regarding equitable access to, control over and ownership of agricultural land in particular the elimination of gender discrimination<sup>15</sup>. The government has prioritised institutional strengthening of key institutions to promote harmonised implementation of gender equality guided by the National Gender Policy Implementation Strategy and Action Plan.

Challenges remain inclusive of insufficient financial resources and limited human resources and skills. The MoWCSMED received 0.4% of the total national budget allocation in 2019 and a slight increase to 0.8% in 2020 which is equivalent to 42.8% of what it bid for. The Gender Commission was allocated only 0.035 in 2019 and 0.04% in 2020 national budget, equivalent to 64.7% of its bid. Both institutions are on the lower end in the allocation of national resources. The impact of under resourced empowerment programs means there is no meaningful impact on SDG targets and poverty eradication as intended.

The Judiciary is another key institution that interprets and implements laws that protect the people's rights. The Judicial Services Commission is responsible for the administration of justice through the courts. The Judiciary consists of Judges of the Constitutional Court, Supreme Court, High Court, Labour and Administrative courts. Magistrates presiding over Magistrates Courts, Customary Law Courts and other courts established through an Act of Parliament<sup>16</sup>. The Judiciary requires adequate support in the form of training and resources to facilitate full implementation of the law as gender studies remain elective courses at many law schools in the country. This means that it is optional to those who want to take it up hence not all lawyers have the relevant gender training at this high level. On-the-job training and continuous legal education are also viable options.

The continued implementation of a dualist legal system in Zimbabwe implies that both general law and customary law are applied concurrently. To this end traditional leaders who have power to implement customary law in their traditional courts are part of the judicial system. These courts tend to be more accessible to communities as they are

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<sup>15</sup>Section 297 (c) (ii) (A)

<sup>16</sup>Section 179(1)



## Gender Profile - Zimbabwe

widespread across the country. The right to culture which enhances the dignity, well-being and identity is protected by the law and when there is conflict between what is practised customarily and what the law provides the Constitution supersedes all laws and culture. This helps to eliminate harmful and discriminatory cultural and religious practises. Engagement with traditional leaders represented through their apex body the Zimbabwe Council of Chiefs (ZCC) therefore needs to be strengthened.

Further to the Government's institutional structure, Civil Society in Zimbabwe (as individual organisations and through the Women's Coalition of Zimbabwe) have played a major role in advancing the gender equality and women's empowerment agenda. Collective actions and advocacy work have led to notable legal reforms in the enactment of the Domestic Violence Act (2007) which address violence within the home, Deceased Estate Succession Act (1997) which protects the rights of a woman to inherit and the gender-responsive Constitution (2013) for example. Women's rights organisations have also shouldered the burden of service provision, filling gaps where there are inadequacies. These services have over the years included legal aid services, provision of safe shelter to survivors of violence, food aid, psychosocial support services, medical services, education and literacy campaigns, livelihood trainings and start-ups to mention but a few. Challenges have been experienced in regard to financing which has reduced the reach and capacity of some of the organisations. Gaps include limited institutional or core support, limited long term financial support for projects thus jeopardising their sustainability, their subsequent impact and limiting access to technical support.

### CONCLUSION

Although the Constitution contains the core components of a gender-responsive framework, it only provides a platform upon which equality rights can be claimed. Challenges exist in the implementation of the law as well laws not in line with the Constitution hence needing review/reform. The following 5 priorities have been identified:

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### RECOMMENDATIONS/ AREAS OF POTENTIAL INTERVENTION

RECOMMENDATIONS	RESPONSIBILITY	TIMEFRAME
1. Develop a national action plan and implement CEDAW recommendations (this complements the National Gender Policy Implementation Strategy and Action Plan) <ul style="list-style-type: none"> <li>- Prioritise what needs to be implemented immediately, in the short-medium and long-term</li> </ul>	<b>MoWCSMED</b> ZGC WCoZ	by 2021 and ongoing
2. Conduct a gender audit of laws in order to identify existing gaps in aligning these to the constitution. <ul style="list-style-type: none"> <li>- Develop a list of priority laws and initiate the law reform process to include: Sexual Harassment Law and Gender Equality Law</li> </ul>	<b>MoWCSMED</b> ZGC WCoZ Parliament of Zimbabwe ZGC ZHRC	By 2021
3. Strengthen the coordination mechanism of the gender machinery. <ul style="list-style-type: none"> <li>- Create a system of accountability to Gender Equality in Government Policies and the Private Sector</li> <li>- Decentralise the ZGC to enhance access at the lowest governance levels.</li> <li>- Institutional strengthening of government including capacity building of the Gender Focal Persons and provide guidance to their functioning.</li> <li>- Strengthen the capacity of MoWCSMEDW ard Coordinators and other government</li> </ul>	<b>MoWCSMED</b> ZGC WCoZ CSOs Parliament of Zimbabwe Relevant line ministries e.g. Ministry of Justice, Ministry of Health ZGC ZHRC	
machinery e.g., community health workers etc. on gender equality to increase local reach. <ul style="list-style-type: none"> <li>- Strengthen capacity of chiefs/ village leaders (cultural justice) in gender equality and justice</li> </ul>		
4. Conduct mass literacy campaigns on the Constitution, family laws and gender mainstreaming of the same	MoWCSMED ZGC WCoZ CSOs ZGC ZHRC	Ongoing
5. Adequately resource the Gender Machinery (the ZGC and MoWCSMED) <ul style="list-style-type: none"> <li>- Through PBB and GRB, government ministries commit a percentage of their budget to gender mainstreaming (need to ring-fence resources for gender mainstreaming in all sectors)</li> </ul>	MoWCSMED MoFED Parliament of Zimbabwe ZGC	Ongoing

## SECTION III: THE STATE OF GENDER EQUALITY IN ZIMBABWE - SECTORAL ANALYSIS

### INTRODUCTION

The sub-sections below, provide an overview of progress and gaps from the perspective of systemic gender issues in prioritised sectors guided by the country's Gender Policy, the key sectors identified in the country's Vision 2030 and key programming priorities supported by several development partners.

### A. ECONOMIC EMPOWERMENT

#### INTRODUCTION

Economic empowerment for women and men occurs when they enjoy their rights to control and benefit from resources, assets, income and their own time, and when they are able to manage risk whilst improving their economic status and wellbeing. Women and men's economic, social, personal and political empowerment is interconnected and positive change in one dimension of their lives is unsustainable without progress in the others. In this section, economic empowerment will focus on economic indicators that can help to understand the access women and men have to financial tools and productive resources; their access to, control over and benefit from these productive resources; as well as access to decent work.

The Africa Gender Index for Zimbabwe of 0.675 was slightly higher than the regional average of 0.484 (The Bank and UNECA, 2020). The same index for economic indicators rated 0.694 for Zimbabwe compared to a regional average of 0.608 (*ibid*). The Gender Inequality Index was 0.525 ranking the country 129 out of 189<sup>17</sup>. The Global Gender Gap (GGG) Index<sup>18</sup> and rank for Zimbabwe has been improving slightly over time, from 56 out of 144 in 2016 to 47 out of 153 countries in 2020.

#### GENDER, POVERTY AND HUMAN DEVELOPMENT

**Gender and Poverty:** Among the economic challenges facing the country, poverty remains a major obstacle to the achievement of gender equality. 71% of the population was living below the poverty datum line in 2017. 86% of the rural population (of which 52% are women) live below the poverty line compared to 37% in urban areas. World Bank notes that extreme poverty increased from 29% in 2018 to 34% in 2019. Extreme poverty levels among the rural population rose from 30.4 to 40.9% between 2011/12 and 2017<sup>19</sup> while extreme poverty rates among the urban population dropped from 5.6% to 4.4%. Selected poverty-related indicators by gender indicate that most of the indicators were lower for females compared to men. For instance, according to UNDP (2017), the Human Development Index (HDI)<sup>20</sup> for females was lower at 0.496 compared to 0.535 for males; the mean years of schooling was higher for males 8.2 years compared to females 7.3 years; and the estimated gross national income per capita (2011 PPP \$) was also higher for males at US\$1,822 compared to females at US\$1,360. This means women's standard of life is generally lower than men in Zimbabwe. Poverty among women is also driven by their over-representation in vulnerable employment<sup>21</sup> compared to men, 82.7% for females and 66.1% for men (ZIMSTAT, 2019). Additionally, high poverty among women is due to more unpaid time use at 70% for females compared to 30% for men (*ibid*). This is essentially because women are predominately in unremunerated reproductive work, while men dominate paid productive work. Women also have greater income vulnerability from informal, low paid and insecure work.

Out of the 3.5 million households in Zimbabwe, about 39% are headed by females<sup>22</sup>. 62% of male headed households were poor compared to 59% of the female headed households. Women headed households<sup>23</sup> are disproportionately affected by poverty more than men. Women heads that were divorced, widowed and never married were more likely to be in poverty than their male counterparts who had the same marital status.

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<sup>17</sup><http://hdr.undp.org/en/composite/GII>

<sup>18</sup>The GGG Index is designed to measure gender-based gaps in access to resources and opportunities in countries

<sup>19</sup>Poverty, Income, Consumption and Expenditure Survey (PICES 2017)

<sup>20</sup>HDI is a summary measure of average achievement in key dimensions of human development such as a long and healthy life, being knowledgeable and having a decent standard of living.

<sup>21</sup>Vulnerable employment is often characterized by inadequate earnings, low productivity and difficult conditions of work that undermine workers' fundamental rights (ILO)

<sup>22</sup>LFCLS (2019)

<sup>23</sup>PICES (2017)

## Gender Profile - Zimbabwe

**Employment:** Although female's share in the labour force has increased over the years, gender disparities exist in sectoral employment levels and occupations. Formal employment was higher for males than females (56.6% and 43.4% respectively)<sup>24</sup>. Females are over-represented in sectors and occupations which reflect the gendered social norms such as retail / wholesale trade (63.1%); accommodation and food service activities (61.5%); education (60.9%); health and social work activities (62.2%); and domestic work (71.9%) (*ibid*). Contrary, men are overrepresented in sectors which include agriculture, mining and quarrying, manufacturing, electricity and gas, construction, transport, information and communication, financial, insurance and real estate, arts and entertainment and, administrative and support service activities which have a higher financial gain. Worryingly, sectors where women are dominated are characterized by vulnerable employment (casual, part-time, fixed term) which is associated with poor wages and serious decent work deficits which continue to increase poverty among women than men. Unemployment rate was higher for females at 17.2% than males at 15.7%. The unemployment rate among youth aged 15-24 years was about 27% (30.3% female: 24.6% male). Unemployment rate among the youth aged 15-35 was 22.3% female compared to 19.7% male<sup>25</sup>. Over time Zimbabwe, has undergone structural regression with rapidly rising informal employment characterized by acute decent work deficits, which accounts for 75.6% of total employment (*ibid*).

**Informal employment:** Informal employment<sup>26</sup> rates are higher for males at 58.3% compared to 41.7% females (*ibid*). Informal employment for females dominates in sectors that traditionally represent their gender as noted above. In terms of the gender pay gap, the Interim Poverty Reduction Strategy Paper (I-PRSP) (2016-18) underscored that women in Zimbabwe generally earn on average about two thirds of men's income largely because women dominate low remunerating sectors and occupations with high level of precarious work in both the formal and informal economy<sup>27</sup>. The gender pay gap was informed by gender differences in education, experience and the number of hours worked either in the formal or informal economy. This therefore means that, going forward, decent work should be prioritised in sectors where women are predominantly found in both the formal and the informal economies in order to reduce the gender pay gap and precarious working conditions which breed poverty. The Sustainable Development Goal (SDG) 8 on economic Growth and Decent Work provides a key measure that ensures that decent work and economic growth are key to poverty reduction. It is now widely acknowledged that the nexus between economic growth and poverty reduction is decent work.

**MSMEs/SMEs, Informal Economy and Gender:** Zimbabwe is highly informal with MSME/MSEs sector contributing more than 50% of the country's GDP and 76% of the population informally employed. MSMEs Sector<sup>28</sup> comprised 2.8 million businesses and 2.9 million workers in 2012. Of the 2 million individual entrepreneurs, 53% were female and of the 800,000 business owners with employees, 54% were female. This confirms that women were dominant in the informal economy. 56.7% men were in the informal sector compared to 43.3% females by 2019, thus changing the character of the sector as evidence of the economic meltdown and de-industrialisation<sup>29</sup>. Most women are still found in the lower echelons of the employment hierarchy in both the formal and the informal economies and engage in "female traditional areas" that are not only survivalist with low incomes and decent work deficits but also stereotypical and dictated by socio-cultural norms (reproductive gender roles). Furthermore, being outside the formal regulatory framework implies that the majority of the women in the informal economy remain less productive, less developed, and with lower and irregular incomes which are not supported by any form of social protection as they are locked out of markets for finance, technology, and other resources that would enable them to grow their businesses<sup>30</sup>. Thus, progressive formalisation of the informal economy, targeting women-specific entities, coupled with women-friendly business registration processes provides opportunities to reduce the gender disparities found in the informal economy.

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<sup>24</sup>LFCLS (2019).

<sup>25</sup>LFCLS (2019)

<sup>26</sup>It is determined by the characteristics of the job a person does and includes the following jobs; own account workers and employers employed in their own informal sector enterprises; unpaid contributing family workers \*\*\*irrespective of whether they work in formal or informal sector enterprises; members of informal producers' cooperative, and paid employees not entitled to any of the following: contribution to pension fund by employer; paid annual leave, paid sick leave and written contract with employer (LFCLS,2019).

<sup>27</sup>IPRSP, 2015

<sup>28</sup>FinScope Survey (2012)

<sup>29</sup>LFCLS (2019)

<sup>30</sup>WILSA (2019)

## Gender Profile - Zimbabwe

When more women than men are financially excluded in formal systems, this means that less women entrepreneurs than men have access to resources and capital to boost their informal businesses so as to increase productivity and incomes, thus entrenching the gender gaps in financial inclusion. As such most women remain trapped in low productive economic activities where incomes are low and irregular thus exposing them to poverty risks as compared to men.

**Informal economy and COVID-19:** Women in the informal sector have low and irregular income activities which do not provide any social safety nets compared to men, hence their capacity to absorb economic shocks is less than that of men. Informal traders, street vendors, vegetable market stalls and cross border traders (mainly women) are the hardest hit by the lockdown measures because the sale of wares, vegetables and fruits is generally their only viable source of income. The COVID-19 pandemic, lock down and travel restrictions (nationally and beyond borders) has therefore had a significant negative impact on their ability to continue to earn the minimum income needed for survival. Small-holder farmers (predominantly women) have also been facing challenges in accessing markets due to travel restrictions. Other livelihood opportunities that women rely on are also at risk due to movement restrictions and include daily wage earners, small business owners, those working in cleaning, hair and beauty salons, caring, cashiering, catering sectors and domestic work resulting in increased poverty, and likely to exacerbate food and nutrition insecurity of many households. The ZGC and UN Women survey (2020) revealed that 83% of the respondents noted that women in the informal sector were severely affected by COVID-19, 11% somewhat and 6% said never. The situation is dire

**When more women than men are financially excluded in formal systems, this means that less women entrepreneurs than men have access to resources and capital to boost their informal businesses so as to increase productivity and incomes, thus entrenching the gender gaps in financial inclusion. As such most women remain trapped in low productive economic activities where incomes are low and irregular thus exposing them to poverty risks as compared to men.**

such that many women will not be able to easily come back and for some the chances of reengaging in the economic activities that they were involved in before the COVID-19 pandemic are close to zero. Thus, the economic stimulus packages should have a clear focus targeting women enterprises (affirmative financing) through engaging their representative in informal economy and business associations. This way organic strategies that lead to transformation of women's businesses and their livelihoods including restructuring of their business models to be more crisis resilient including removing administrative barriers to investment and to the legalization of their enterprises can be achieved.

**Gender and Financial Inclusion:** In 2012, more female entrepreneurs (44%) than males (35%) sourced funding from informal arrangements (family and friends, and or other savings)<sup>31</sup>. Few women (3%) and men (4%) were served by other formal financial institutions such as insurance companies. More male entrepreneurs were banked (17%) than female entrepreneurs (11%). The proportion of banked men was 33% compared to 27% women, and the proportion of banked urban population was 46% compared to 23% rural. In addressing this, Reserve Bank of Zimbabwe (RBZ) put in place three major interventions to increase financial inclusion of women among other disadvantaged groups such as youth, MSMEs, and rural and other small-scale agricultural communities: (i) adoption of the National Financial Inclusion Strategy (NFIS) (2016-2020); (ii) establishment of a collateral registry and expansion of credit registry system to include a range of movable properties and assets eligible for use as collateral in accessing bank credit; and, (iii) establishment of a US\$15 million for the revolving Women's Empowerment Fund in 2017. With the implementation of these interventions, together with the establishment of Women's Bank and the Empower Bank, a general increase in the level of access and usage to financial products and services by women has been noted with the number of women with bank accounts rising from 769 883 in 2016 to 1 736 285 in 2018 (126% increase) by September 2019. From the 210 registered Micro-Finance Institutions, and for the period March 2018 to March 2019, a total of 160 074 borrowers were women translating to 39.79% of the total borrowers. The value of the loans disbursed to women for the same period was US\$111.54 million translating to 25.2% of the total value of loans disbursed. The value of loans to women also rose by 56% from US\$277.30 million to US\$432.36 million in the same period<sup>32</sup>. Direct loans from the banking sector to women have been increasing in value, growing from US\$310.78 million in December 2017 to US\$432.36 million in December 2018, respectively, an increase of 39.1%. In addition, loans to MSMEs owned by women

<sup>31</sup>*Finscope (2012)*

<sup>32</sup>*RBZ National Financial Inclusion Strategy 2016-2020: Implementation Progress Update (2018)*

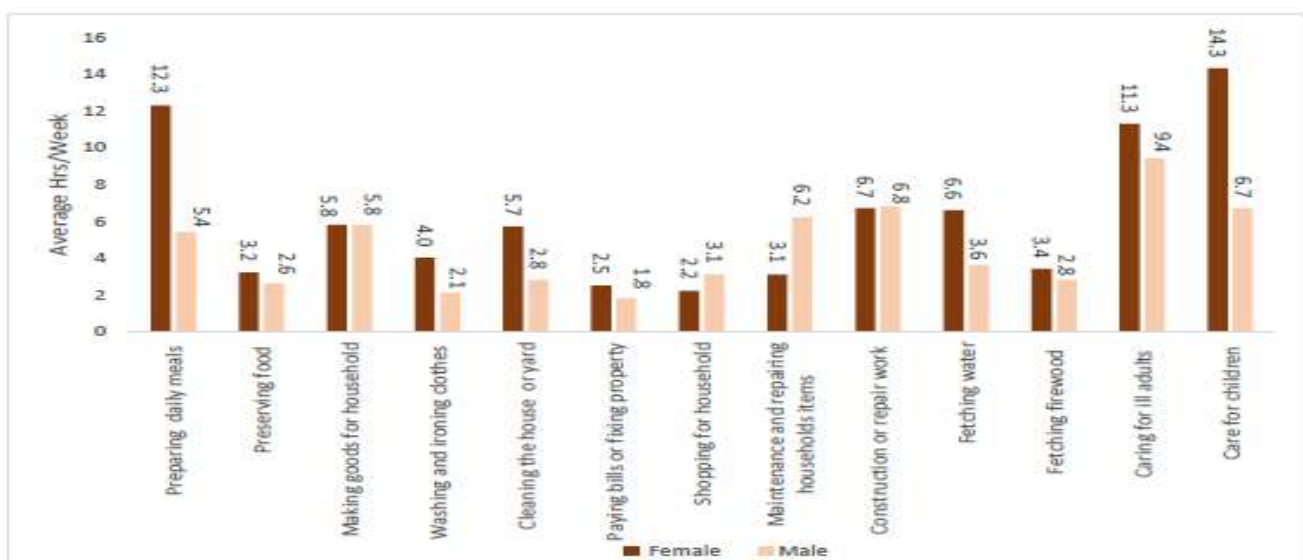
## Gender Profile - Zimbabwe

amounted to US\$26.77 million by end of December 2017. Nevertheless, less women entrepreneurs than men have access to financial resources and capital to boost their businesses thus threatening productivity and incomes.

Notwithstanding the strides made in the pursuit of an inclusive financial sector, gaps still exist in the level of access to, usage and quality of financial products and services, as well as the impact on the lives of those consuming the products and services especially for MSMEs of women, youth, rural population and the small-scale agricultural sector. Women therefore continue to be financially excluded as a result. Constraints for women's financial inclusion include limited access to advanced ICT services and gadgets to run their businesses; low usage of internet among women; limited financial literacy and skills; and policy inconsistency and contradiction (such as the introduction of the 2% intermediate mobile money transfer tax (IMMT) and immediate closure of the mobile money agents) which affected the usage of plastic money. Some of the women's financial initiatives that were disrupted include women's Informal Savings and (Credit) Lending Schemes (ISALS), locally referred to as “*mukando*” (“*mikando*”-plural) schemes and the Savings and Credit Cooperatives (SACCOs) which provided the only form of social protection for most women and their families. Thus, potential areas of intervention include monetary and fiscal policies that enable convenient use of mobile transactions (plastic money), financial literacy in order to take advantage of opportunities created by online business platforms, operationalisation of the RBZ's expanded collateral registry system by financial institutions, support to SACCOS and ISALS so that they can be formally integrated into the national social security schemes in order to boost social protection for women.

**Unpaid Care and Domestic Work:** COVID-19 pandemic exacerbated the burden of unpaid care and domestic work for women and girls due to the gendered social norms where women bear a disproportionate share of the responsibility for looking after the household, caring for the elderly, children and dependents<sup>33</sup>, and oversee subsistence production, such as food production. About 86% of women are engaged in food preservation, 77.8% in care of children, 75.3% in cleaning the house, 74.3% in food production, 71% in care of ill adults (LFCLS, 2019). Similar trends are exhibited in fetching water and firewood, shopping and making goods. Tellingly, these responsibilities are in addition to any income-generating employment that women might engage in. Women also spend a substantial amount of time undertaking Unpaid Care and domestic Work (UCDW) robbing them of time that could otherwise be used engaging in economic activities<sup>34</sup> (See Figure 1 below). The current food insecurities (7.7 million Zimbabweans - almost half of the population in need of food assistance as at December 31, 2019)<sup>35</sup>; the increasing cost of living (Food Poverty Line stood at ZWL\$6,643 in July 2020 compared to the Government's gazetted minimum wage of ZWL\$2,500); challenges in the health sector (strikes by public health sector workers, lack of basic medication in public health institutions, rise in medical costs); the water and sanitation challenges; the electricity outages; and the COVID-19 disruptions to jobs and incomes has further worsened UCDW for women and girls.

**Figure1: Average Time Spend in Unpaid Activities (in hours per week) in Own Household by Gender**



Source: ZIMSTAT, 2019

<sup>33</sup>Including those living with disability

<sup>34</sup>Therefore, addressing their strategic gender needs that have the potential to transform their social status

<sup>35</sup>WFP (2020)

## Gender Profile - Zimbabwe

Cut in government expenditures has also resulted in families' increased reliance on informal social protection systems which unfortunately are dependent on women's unpaid labour. Thus, recognition of UCDW in macroeconomic policies and higher budgetary expenditures on social services and progressive taxation reduces the burden of unpaid care work for women and enables them to participate in economically productive activities. Furthermore, the innovation hubs established at most universities including the Scientific and Industrial Research and Development Centre (**SIRDC**) need to be adequately supported by the national budgets as they are critical in providing women-friendly technologies suitable for household level that can reduce the time spent in unpaid care work, especially in rural and peri-urban areas. However, this needs to be complemented by transforming social norms related to paid and unpaid care for women so as to redistribute the amount of work which still disproportionately falls on women in most cases.

**ICT:** Whilst financial innovation seeks to improve access to financial services by leveraging advancements in information technology and developing suitable financial products for varied financial customers, gaps for women include deficiency in financial literacy and knowledge, skills, attitude and behaviour towards these financial opportunities to inform choices and take effective action to improve their welfare. While women have limited access to advanced ICT services and gadgets to run their businesses, the following usage pattern of ICTS<sup>36</sup> has been noted: mobile phone usage was very high for both women (90%) and men (89%) and more men (36%) used the internet compared to women (27%). Women also had challenges in using mobile banking compared to men. Gender gap in usage of ICT needs to be reduced through ensuring a gender balance in science, technology, engineering and mathematics (STEM) subjects at all educational levels. Females are currently underrepresented in STEM subjects at tertiary graduation with only 28.8% females compared to 71.2% males. Gender gaps also exist in the use of computers and internet where more men (37.1%) have ever used a computer compared to females (28.6%) and more men have ever used internet than females, 45.9% and 33.7, respectively (MICS, 2019). The low usage of ICTs by women also means they have less access to early warning systems, services and tools required for them to make informed climate-friendly agricultural decisions on crops since they constitute the majority actors in agriculture especially at subsistence level. Several institutions that include the Zimbabwe Women's Resource Centre and Network and the Women's University in Africa and sectoral women-based business associations across the country may develop or enhance initiatives that assist women familiarize with ICTs (computers, electronic gadgets and online platforms) to enhance their businesses. The demand for these courses was high from women of all age groups, demonstrating the need and importance of it. The private sector such as mobile money companies should invest in education and training of women-based enterprises on leveraging ICTs and emerging financial and insurance products and services. Thus, the future of work for women needs to embrace ICTs so that women are not left behind.

### MAJOR ECONOMIC SECTORS

**GENDER AND AGRICULTURE:** Traditionally, women in Zimbabwe play a pivotal role in agriculture. Approximately 80% of women in rural areas live in the communal areas and provide 70% of the labour in agriculture and 60% of the women directly produce agricultural commodities. Furthermore, the 2019 LFCLS revealed an agricultural population<sup>37</sup> comprising 57% females and 43% males (ZIMSTAT, 2019). Thus, women are largely responsible for ensuring food security for the household. They make up the majority of those engaged in subsistence agriculture at 60.3% versus 39.7% for men. Women also constituted about 81% of contributing family workers in agriculture industry (ZIMSTAT, 2019). Unfortunately, this work is excluded under agriculture employment statistics<sup>38</sup>, meaning most of these women remain outside the framework of formal assistance (finance, markets, agricultural equipment, among others) and continue to use primitive agricultural practices which reinforce unpaid care work and poverty among women than men. It therefore critical to mainstream this category of women subsistence farmers into the mainstream agricultural support systems and frameworks so that they can tap into agricultural resources given that they are the primary producers of agricultural output and guardians of household food security (LEDRIZ, 2011).

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<sup>36</sup> MICS Survey (2019)

<sup>37</sup> The population whose livelihood is linked to agricultural land.

<sup>38</sup> Statistically, persons in employment according to the LFCLS are defined as those of working age (15 years and above) who are engaged in any economic activity to produce goods and services for pay or profit only. Using this definition, the 2019 LFCLS statistics thus understates the overall role of women in the agriculture sector as they are recorded under "other" work category.

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**Access to and ownership of agricultural land** for women remains a challenge as it is skewed in favour of males despite the Constitutional provisions of gender equality 50/50 and the lobbying efforts of the Women Land and Lobby Group that lobbied for 30% of the land to be (re-)distributed to women and be registered in their names (LEDRIZ, 2011). By 2017, women owned 42.2% land in communal areas compared to 54% males categorised as: A1 Farms 30.7% women owned compared to 69.3% men; A2 farms 15.8% women owned compared to 84.2% men; small scale commercial farms 36.6% women owned compared to 63.4% males; and large-scale commercial farms, 19.4% women owned compared to 80.5% males. These gender disparities confirm that women continue to lag in land ownership for all land holding types, contrary to the National Gender Policy and Constitutional provisions for gender parity in all spheres.

**Access to agricultural implements:** Assets such as tractors, planters and harvesters drastically reduce the labour burden faced by women. By 2017 only 12% women owned tractors compared to men 88% (ZIMSTAT, 2019). This means that more women are engaged in primitive (manual) and tenuous modes of agricultural production which does not only further strain their time-poverty crisis but also reinforces low agriculture productivity and perpetuate poverty among women compared to men. Since tractors are now regarded as a form of collateral, this further means most women cannot access collateral. It is therefore critical that any fiscal and monetary agriculture support framework focusing on agricultural implements (government, private sector and development partners) is assertive and stresses clear and measurable targets and indicators on women beneficiaries informed by these realities.

**Access to Agricultural Loans/Credit:** the proportion of access to agricultural loans / credit to farmers by gender remains skewed in favour of men. Whilst up to date statistics could not be obtained, less than 1% of women in large scale land accessed a loan compared to 9% among male farmers (ZIMSTAT, 2019). Overall, the long-standing inequalities in the gender distribution of economic and financial resources in the agriculture sector has continued to place women at a disadvantage relative to men in their capacity to fully participate in and contribute to the sector. Hence, any fiscal or monetary interventions by the government and the private sector that excludes women will only but perpetuate the historic gender inequalities in access to, control of and benefit from economic resources. Furthermore, agriculture loan/ credit schemes (by government, private sector and development partners) need to integrate crop / livestock insurance schemes which are gender friendly as a must especially in the context of building climate resilience and furthering women economic empowerment agenda.

### **GENDER AND MINING SECTOR:**

Mining is the largest foreign currency earner in Zimbabwe (60% of total foreign currency) and contributes about 8% of total GDP. Men constitute 85.5% of those currently employed in the formal mining sector and 82% in the informal (artisanal) mining activities (LFCLS, 2019). Although there has been a rise of voices of women in the mining sector, the Ministry of Mines indicated that for the first half of 2017 between 9.4% - 15% mining titles were issued to women. Thus, women are underrepresented in the mining sector including mining value chains (both in the formal and informal economies). Challenges for women's effective participation in mining sector include lack of access to credit and capital (technology); high prevalence of violence and harassment in the sector (the case of "*mashurugwi*"); and exposure to dangerous substances such as mercury that have serious health implications.

**GENDER AND TOURISM SECTOR:** Women are overrepresented in this sector than men with 61.5% females compared to 38.5% of males employed formally in the accommodation and food services industry (LFCLS, 2019). Similarly, women dominate the informal accommodation and food services activities with 76% women compared 24% males. Given that tourism sector had been the fast-growing sector globally pre-covid-19, it is critical that post COVID-19 recovery prioritises this important sector which has huge potential for women economic empowerment, not only as workers, but also as employers in their own right. Any post COVID-19 response targeting this sector must contain clear cut measures of how women players in these sectors will also benefit.

**INFRASTRUCTURE:** Poor infrastructure particularly energy, water, transport and information, communication and technology (ICT) has disproportionate effects on women and men, with women bearing the most brunt. For instance, most of the households use wood as the main source of fuel for cooking (68%) while 24% use electricity (ICDS 2017). Only 17% of all households had piped water inside their dwelling units whilst in rural areas, 41% of households fetch water from 500 metres to more than a kilometre (ibid). In urban areas, this has been worsened by the erratic electricity and water supply and due to gendered roles, women and girls spend long hours than men and boys collecting firewood and fetching water, thus increasing the unpaid care work burden for women. Whilst Zimbabwe



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has leveraged on information technology and develop innovative products such as mobile banking and other financial services and farming extension to reach out to the rural consumers, inadequate and inappropriate infrastructure, such as roads and mode of transport has hindered the provision of financial services and products to the remote rural households and MSMEs and increased the cost of doing business (due to increased transport cost) which has a negative bearing on majority of women who reside in rural areas and are engaged in mainly farming.

**INDUSTRIALISATION:** Government launched the Zimbabwe National Industrial Policy (ZNIDP) in 2019 which is expected to help transform the economy through value addition (structural transformation), increasing employment levels and promoting a culture of savings. However, several challenges that inhibit progress towards industrialisation such as supply side constraints (electricity deficits, fuel shortages and water cuts), high costs of doing business, foreign currency shortages, uncompetitive pricing, policy inconsistencies, among others are still prevalent. Capacity utilisation fell from 48% in 2018 to 36.4 in 2019 (Confederation of Zimbabwe Industries (CZI), 2020). Despite these challenges, the ZNIDP commits to (i) integrate youth and gender issues into all industrial development initiatives at all levels and within all sectors, (ii) increase involvement and participation of women and youths in business and facilitate ownership of the means of production; (iii) prioritize and facilitate the growth of women and youth owned enterprises as well as facilitate exchange and mentorship programmes with large companies; and (iv) reserve a quota of funding for the empowerment of youth and women in industry. However, women's contribution to industrialisation is largely invisible. The share of women in the manufacturing sector remains significantly low with 29.5% women compared to 70.5% men (2019 LFCLS). The gender equality-industrialisation nexus (inclusive industrialisation) is therefore key in fulfilling both SDG 5 on gender equality, SDG 7 on sustainable energy for all and SDG 9 on industry, innovation and infrastructure in the implementing of the ZNIDP. Furthermore, as the country develops and implements the strategy for formalisation of the informal economy, there is need to strengthen women's entrepreneurial and technical skills, their access to technologies, business support services that enhance a gendered approach to value chain development as drivers of an inclusive formalisation strategy<sup>39</sup>.

### INSTITUTIONAL AND POLICY ANALYSIS

The national Constitution clearly stipulates gender equality in all spheres (politically, economically and socially). However, over the years, female representation in decision making positions was rather minimal. Overall, the continuing dominance of men in decision-making positions limits women's voice in and ability to influence policy design, implementation, monitoring and evaluation at all levels in a manner that enhances women (economic) empowerment. At policy level, fiscal, monetary and sectoral policies acknowledge the important role that women play in the economy. This has also been supported by the gender-budgeting initiatives by ZWRCN and the MoWCSMED over the past years. However, lessons from the recent past can be drawn on how economic austerity; and the lack of coherence between the monetary and the fiscal policies perpetuated gender inequalities in the country and weakened women economic empowerment initiatives and further exposed the country to the vagaries of COVID-19 pandemic. Post COVID-19, it is therefore critical to ensure that these policies complement each other to ensure that any women economic empowerment initiative bring forth the intended outcomes. Budgetary support towards social expenditures has remained below the stipulated African Declarations further exacerbating UCDW for women and girls and therefore undermining gender equality. The Declarations include the Abuja Declaration that states that at least 15% of national budget must be allocated towards health; Maputo Declaration that states that at least 10% of national budgets must be allocated towards agriculture; and Dakar Declaration that states that 20% of national budgets be allocated towards education. The government should be applauded for surpassing the Maputo Declaration in 2020. However, it is not only important to just meet the set targets, but also to ensure that, at the national level, the allocation of funds to sectors is done in a manner that ensures that funds are used to level the playing field for those most marginalized to boost the sector's overall economic performance. This momentum needs to be sustained and expanded to include other social sectors. The macroeconomic framework should therefore ensure that it is geared towards enhancing their redistributive role to reduce human deprivation and gender inequality, through strong social policies that prioritise health care, education, water and sanitation, energy, housing, social safety nets in national, monetary and sectoral policies. Sector policies such as the National Employment Policy Framework, the Industrial and Trade Policy, Renewable Energy Policies require adequate budgetary funding to enable them to achieve their intended goals including the gender equality goal.

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<sup>39</sup>As prescribed by the ILO Recommendation 205 of 2015 on Transition from the Informal to the Formal Economy.

## Gender Profile - Zimbabwe

### CONCLUSION

Developmental theory emphasises that it is not the quantity of growth that matters but the quality or typology of growth i.e., whether it reduces or worsens gender and social inequalities and how it ensures that imperatives of women economic empowerment are met and sustained. Whilst the role of women as economic agents is acknowledged in various government policies, these policies have generally lacked clear and measurable targets and indicators that monitor progress towards gender equality including in the COVID-19 economic stimulus packages. Most poverty-related indicators by gender indicates that most of the indicators were lower for females compared to men, clearly indicating that women are generally poorer than men. Furthermore, several challenges still underpin progress towards women economic empowerment namely; dominance in the informal economy and its associated decent work deficits including lack of social security, limited formalisation from informal to formal economy and the associated, overrepresentation in vulnerable employment and the existing gender-pay gaps, limited financial inclusion, increasing UCDW, limited ICTs usage, dominance in subsistence agriculture with limited support mechanisms, limited access to and ownership of critical economic resources especially in agriculture sector, limited participation in technological innovations, structural and material inequalities, among others. Infrastructure challenges in energy, water and sanitation, roads and transportation and information, communication and technology (ICT) continue to undermine efforts towards women's economic empowerment and gender equality since they are critical in reducing the burdens of unpaid care and domestic work and unlocking women's opportunities to participate in income generating activities. Whilst commendable efforts have been made in gender-budgeting initiatives and gender disaggregated data through ZIMSTAT, more of such arrangements need to be promoted up to local authority levels especially in the context of devolution. All stakeholder government, private sector, development partners, civil society organisations including labour have a part to play in achieving gender parity, gender equality and women economic empowerment.

### RECOMMENDATIONS/AREAS OF POTENTIAL INTERVENTION- Women Economic Empowerment

RECOMMENDATION	RESPONSIBILITY	TIME FRAME
<p><b>1. Strengthen gender-inclusive institutional capacities and gender-disaggregated data.</b></p> <ul style="list-style-type: none"> <li>- Train the gender machinery (ministries and commissions) to develop and integrate gender specific and measurable targets, indicators and benchmarks across a range of macro-economic policies (fiscal, monetary and sectoral).</li> <li>- Decentralise gender-budgeting and budget monitoring down to district levels.</li> <li>- Strengthen capacity to evaluate various women economic empowerment initiatives under MoWCSMED</li> <li>- Integrate measurable gender-sensitive indicators in budgetary processes and allocation; monitoring and evaluation of policies, plans and programmes at national, sectoral, provincial and community levels.</li> <li>- Undertake up to-date survey on contribution of the informal economy and MSMEs to the national economy by gender, by sector, by province, by commodity or services, by employment in order to adequately inform policy interventions.</li> </ul>	<p>All Ministries Development Partners Parliamentary Portfolio committees Gender Commission ZIMSTAT</p>	<p>2021 onwards</p>
<p><b>2. Gender and socially inclusive, broad based macroeconomic policies and COVID-19 economic stimulus packages:</b></p> <ul style="list-style-type: none"> <li>- Integrate clear and measurable gender targets and indicators in all macroeconomic (e.g., NDS), sectoral policies and COVID-19 recovery measures.</li> <li>- Enhance policy coordination &amp; consistency (fiscal and monetary policies)</li> </ul>	<p>All Ministries MoFED &amp; RBZ Development Partners</p>	<p>2021 (ongoing but requires strengthening &amp; further support)</p>

## Gender Profile - Zimbabwe

<ul style="list-style-type: none"> <li>- Consolidate the fiscal space (budgets) and strengthen public finance management towards prioritisation of social expenditure.</li> <li>- Facilitate broad based participation and ownership of policy processes and outcomes especially by women and other marginalised groups</li> </ul>		
<p><b>3. Increase women employment creation opportunities through operationalisation of the ILO Recommendation 204 Transition from the Informal to the Formal Economy</b></p> <ul style="list-style-type: none"> <li>- Strengthen the COVID-19 Informal Sector Relief Fund (adequacy and coverage)</li> <li>- Conduct a gender audit/mapping of the SMEs and MSMES</li> <li>- Full implementation of the RBZ’s gender- sensitive financial inclusion strategy and the expanded collateral registry system by financial institutions.</li> <li>- Establish remodelled women businessincubators (crisis resilient business models; e-financing &amp; e-marketing; access to and control of land and ICTs).</li> <li>- Remove administrative barriers to the legalization (including registration) of women-based enterprises.</li> <li>- Support women-based SACCOS and ISALS (recognition &amp; integration into the national social security schemes).</li> </ul>	<p>MoWCSMED MPSL&amp;SW MoFED Ministry of Industry and Commerce Local Authorities Development Partners</p>	<p>2021 onwards</p>
<p><b>4. Access to &amp; control of economic resources by women for agriculture sector transformation</b></p> <ul style="list-style-type: none"> <li>- Integrate gender-specific responsibilities, resources and constraints (land, farm implements, education, skills and training, finance, inputs, etc.) in the agriculture sector transformation process.</li> <li>- Facilitate women’s access to climate-proofed agricultural and rural development projects e.g., weather related ICTs &amp; crop &amp; livestock insurance.</li> </ul>	<p>Ministry of Lands, Agriculture, Water and Rural Resettlement (MoLAWRR) MoFED RBZ Development Partners Private Sector</p>	<p>2021 (ongoing but requires strengthening, support &amp; removal of gender bias)</p>
<p><b>5. Decent work for workers in essential service &amp; informal economy</b></p> <ul style="list-style-type: none"> <li>- Timeous and adequate provision of COVID-19 related PPE</li> <li>- Payment of a living wage/salary and decent working environment in line with WHO and ILO Guidelines</li> <li>- Reduce the gender pay gap and precarity of work.</li> <li>- Strengthen social dialogue mechanisms in public sector and informal economy.</li> </ul>	<p>MoFED MoHCC Development partners MoPSLSW</p>	<p>2021 onwards</p>
<p><b>6. Infrastructure i.e., ICTs and Science and Technology</b></p> <ul style="list-style-type: none"> <li>- Renewable/clean energy technologies for value-chains and value addition initiatives (e.g., women in mining, agriculture, manufacturing, tourism).</li> <li>- Road construction and water and sanitation</li> <li>- ICT- related financial infrastructure</li> <li>- Financial support for girls in STEM subjects and programmes</li> <li>- Support to University- based technology and innovation hubs</li> </ul>	<ul style="list-style-type: none"> <li>- MoFED</li> <li>- Ministry of Primary and Secondary Education</li> <li>- Ministry of Higher and Tertiary Education, Science and Technology Development</li> <li>- Development Partners</li> <li>- Private sector</li> </ul>	<p>2021 (and on-going)</p>

## B. GOVERNANCE, POLITICS AND DECISION MAKING

### INTRODUCTION

The framework of the Zimbabwean governance architecture pivots on the values and principles of democracy intrinsically linking them to principles and values of equality and non-discrimination which are strongly intertwined in legal, institutional and administrative arrangements in the 2013 Constitution. However, the variance between law, policy and practice, lay bare the weaknesses to Zimbabwe meeting equality targets in the governance, politics and decision-making arena. Despite the participation of women in economic, political, social and cultural life, the common challenge is their persistently low representation in critical governance structures and processes which systemically hinder the attainment of gender equality, equity and the empowerment of women.<sup>40</sup>

### Governance

The concept of gender and governance relates to the formal and informal participation and representation of citizens, especially women in key decision-making structures and processes in Zimbabwe. It includes the exercise of political, economic and administrative authority in managing a country's affairs by men and women. Therefore, mechanisms, processes and institutions through which citizens and groups articulate their interests; exercise their legal rights; meet their obligations and mediate their differences<sup>41</sup> facilitate a power-based analysis of formal and informal representation and participation led by the state and non-state actors. Women and men should therefore be able to participate on equal terms in formal and informal decision-making structures and processes to deepen democracy<sup>42</sup> thus making gender and governance a topical issue for this gender profile.

### Representation and Participation of Women in Governance

The key governance structures derive their authority from the Constitution. These are the Judiciary, the Legislature (the Parliament of Zimbabwe) and the Executive (the Presidium, Cabinet, Deputy Ministers and Ministers of State).

### The Judiciary

The composition of the judiciary must reflect the diversity of society if the judiciary is to be perceived as legitimate and capable of delivering equitable justice and upholding equality before the law.<sup>43</sup> The judiciary consists of the court system and the judicial officers. The main courts consist of the Constitutional Court, the Supreme Court and the High Court. There are several specialised courts, with the status of High Courts such as the Administrative Court, which deals with applications and appeals under various Acts of Parliament, and the Labour Court which deals with labour matters. These courts are presided over by judges. Magistrates' courts (as the lower courts) are the first point of interface with the formal judicial system for the majority of citizens. Magistrate's courts are presided over by magistrates of which 53.15% (118 out of 222) are women. Local courts also administer customary law such as Community Courts presided over by Chiefs and are commonly referred to as the Chiefs Courts.<sup>44</sup>

The appointment of women to the Judiciary has been on steady and progressive increase. However, significant parity gaps remain between men and women in regard to magistrates<sup>45</sup> and prosecutors. The Chief Justice and Deputy Chief Justice have always been male since independence. The appointment of the Deputy Chief Justice Elizabeth Gwaunza in 2018 was a powerful signifier for the expansion of women opportunities in the Judiciary.<sup>46</sup>

Performing well are the Constitutional Court and Supreme Court where 45.45% judges are women (5 out of 11). At the High Court, the Judge President is male while 40% (14 out of 35 judges) are female. This is a significant point of transformation for women as the High Court has jurisdiction on matters of status and other key socio-economic laws.

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<sup>40</sup>National Gender Policy 2017, Government of Zimbabwe

<sup>41</sup>Definition of basic concepts and terminologies in governance and public administration, by the UN. Committee of Experts on Public Administration Fifth session New York, 27-31 March 2006 Economic and Social Council, Compendium of basic terminology in governance and public administration, E/C.16/2006/4

<sup>42</sup>For example, the proportion of seats held by women in national parliament was chosen as one of three indicators to measure progress on MDG3 on gender equality and women's empowerment

<sup>43</sup>Women and the Judiciary, Geneva Forum Series 1, International Commission of Jurists, 2014

<sup>44</sup>Village Headmen preside over dispute and courts in rural communities these courts differ from Community Courts as presided over by Chiefs

<sup>45</sup>Increased numbers of women magistrates have been recorded in the intakes in 2018 and 2019.

<sup>46</sup>Judicial Service Commission 2018.

## Gender Profile - Zimbabwe

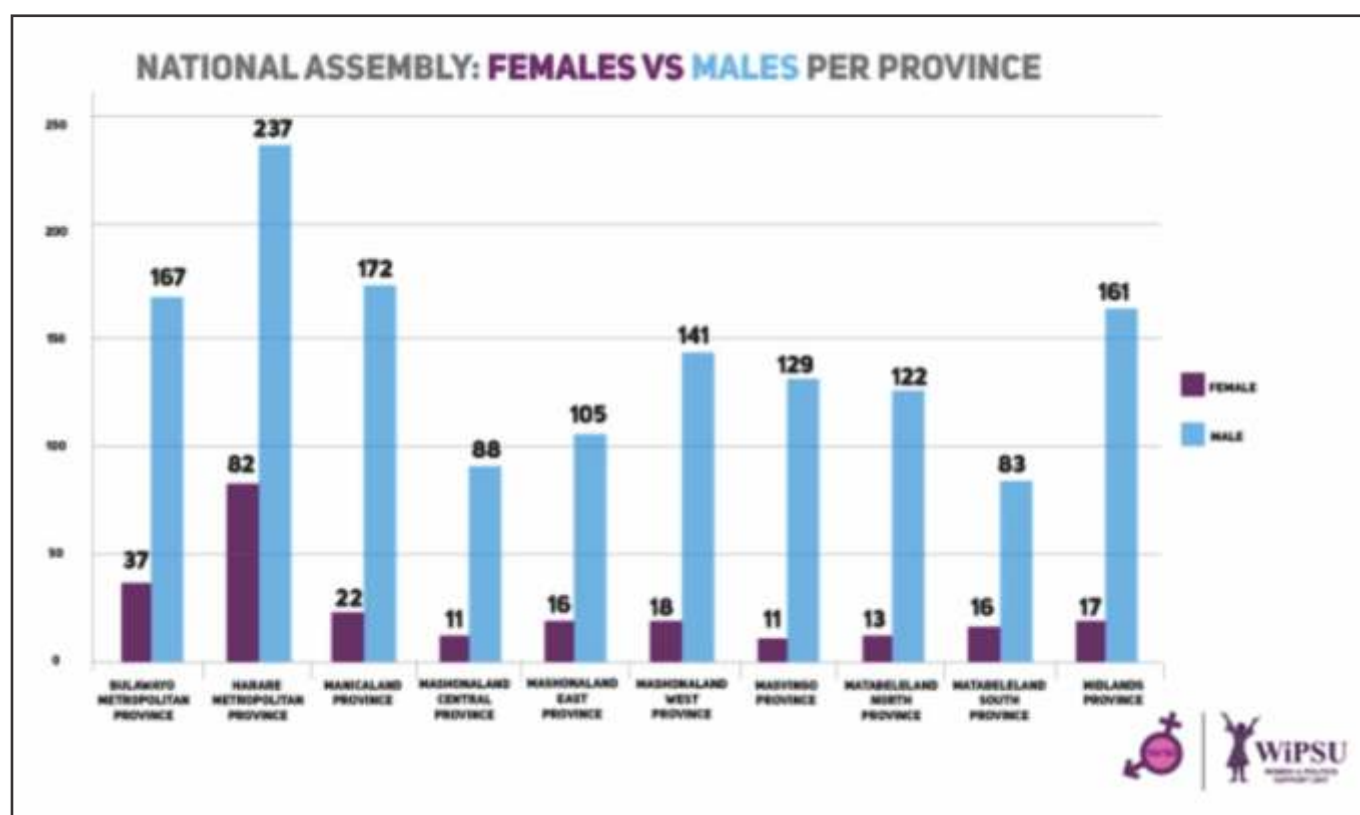
The Labour Court has the highest gender parity in representation where the Senior Judge is a woman who is supported by 69.23% (9 out of 13) women labour court judges. The percentage of women who are judicial officers is currently at the peak within the judiciary since independence. However, it is important to ensure that women are not only appointed in the judiciary but are also retained.

### The Legislature

The Constitution provides for a reserved quota for women in the National Assembly and proportional representation in the Senate.<sup>47</sup> The ongoing constitutional amendment process which aims to extend the women's quota has been met with mixed reactions from women across the political divide and ages. The Bi-cameral Parliament of Zimbabwe consists of the 80-member Senate and the National Assembly (or Parliament) with 270 members.<sup>48</sup> The introduction of special measure in Parliament for 60 seats for women only elected through a system of proportional representation of 10 women per province using party lists<sup>49</sup>, directly supported the increased number of women in Parliament going past the 30% mark for the first time in 2013.

In 2018, the number of women in Parliament was 34% indicating the clear impact of the quota system. The 60 seats are separate and distinct from the 210 direct election seats in the National Assembly elected through the First-Past-The-Post system. As a result, the National Assembly had a representation of 86 women out of 270 total seats. Attention to the representation of women in direct election seats is evident of the persisting inequalities of women contesting for public office. The number of women elected in the direct elections seats was only 12.4% which in real terms was a loss of 4 seats from the 2013 election<sup>50</sup>. The trend of women contesting and winning direct election seats, under a First-Past-the-Post System clearly demonstrates the areas of deep-seated inequalities that do not equitably ensure equal electoral opportunities for men and women.<sup>51</sup> These are the areas that are key for the electoral reform agenda in securing parity in elections. Figure 2 below indicates the male and female candidates who contested for the National Assembly in the harmonised elections of 2018 per province.

**Figure 2: Gender disaggregation of the National Assembly**



<sup>47</sup>For example, the proportion of seats held by women in national parliament was chosen as one of three indicators to measure progress on MDG3 on gender equality and women's empowerment

<sup>48</sup>Parliament of Zimbabwe

<sup>49</sup>Constitution of Zimbabwe

<sup>50</sup>2018 Gender Audit, Women in Politics Support Unit, 2018

<sup>51</sup>Ibid

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In the Senate, parity in representation is driven by the electoral system adopted which delivered 43.8% female representation using a 'zebra list'.<sup>52</sup> The result is a senate that almost has numerical parity in representation. The senate also includes two (2) seats for Persons with Disabilities which are shared between 1 male and 1 female representative. These are inadequate considering the need for equitable representation of persons with disabilities and must be addressed in the electoral reform agenda.

The seats for the National Council of Chiefs are currently male dominated which reflects the current reality of Chieftainships and are facing increased calls to include women in their ranks. This is another critical area for advocacy as traditional and cultural institutions are not free from constitutional obligations to meet gender equality targets.<sup>53</sup>

The overall picture of the Zimbabwean 350-member Parliament (of which 117 are women) confirms continued male dominance thus negating gender parity provisions for representation and participation. Whilst this signifies progress made over the years it still shows gaps yet to be addressed at the highest national level. Accordingly, advocacy for electoral reform processes to address these persisting inequalities for women vying and contesting for elected public office is urgent.

The leadership of women in Parliament is another critical area to track progress of gender equality. The Speaker of the National Assembly, popularly referred to as the Speaker of Parliament, elected by an electoral college of Members of Parliament, had never been female until 2013 when the Honourable Mabel Chinomona was elected to the post of Deputy Speaker, a notable feat for the country. In 2018, the male Speaker of the National Assembly was retained from the 2013 elections and Honourable Tsitsi Gezi (female), was elected Deputy Speaker.<sup>54</sup>

In the Senate or Upper House, a female (Honourable Mable Chinomona) was elevated President. This marks a first for the Senate as it has never had a woman hold this seat before. Her deputy is male (Honourable Michael Reuben Nyambuya). Parliament therefore continues to determine standards in the sector to influence public perception about representation.

Parliament also facilitated representation of women in the internal committee system of parliament through a quota guided by the percentage of women elected to Parliament overall.<sup>55</sup> As a result, one-third of the committee chairpersons are occupied by women. This expands the influence of the women in Parliament and provides women with increased opportunities to lead and participate in parliamentary processes, thereby strengthening their influence in the legislative agenda of Parliament. The role of a committee chairperson is significant and trend analysis demonstrates the increased potential of former Chairpersons being considered for election to the Executive.<sup>56</sup>

The Zimbabwe Women's Parliamentary Caucus (comprising ALL female representatives in parliament across the political divide) is another key advocacy body which serves as a driver to influence the gender equality agenda in parliament besides being a critical element of the national Gender Machinery.

### The Executive

The Executive consists of the Presidium, the Cabinet, Ministers of State and Deputy Ministers. The 40-year history of Zimbabwe has been characterised by male dominance in the Executive (evidence of patriarchy). The Presidium elected in 2018 resulted in a male President and two (2) male Vice Presidents<sup>57</sup> which is a regression from the 2008 position where for the first time since independence, a woman occupied one of the Vice Presidency (Joyce Mujuru from 2009–2013). This position is clearly in direct contrast to constitutional provisions on equality.

Women rights organisations are leading calls for internal political party regulatory and constitutive documents and processes to meet national constitutional standards and direct actions to address these constitutional deficiencies.

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<sup>52</sup>This is a system where a political party lists its candidates in alternating (zebra) gender format with the name of women candidates appearing first on the list

<sup>53</sup>2018 Gender Audit, Women in Politics Support Unit

<sup>54</sup>The Deputy Speaker additionally serves as the Chairperson of Committees

<sup>55</sup>Standing Rules and Orders, Parliament of Zimbabwe

<sup>56</sup>The Participation Report (2013-2018), WiPSU 2018

<sup>57</sup>Chapter 5, Constitution of Zimbabwe, 2013

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The appointment of members of Cabinet in 2018 was progressive for gender parity and equality in the overtly male dominated Executive. 30% of the 2018 Cabinet members were women, a first for Zimbabwe in reaching the 30% mark for the appointments of Ministers to Cabinet.<sup>58</sup> Women in Cabinet had never been appointed to the portfolios of Defence and War Veterans ministries<sup>59</sup> as well as, Information and Publicity and Broadcasting Services<sup>60</sup>, Youth, Sports Art and Recreation<sup>61</sup>, which marked a first for women as well.

Growing calls for women to be appointed as Ministers of Agriculture, Finance and Economic Planning, Health, Foreign Affairs and International Trade, Energy<sup>62</sup>, Industry and Commerce<sup>63</sup>, Transport and Infrastructure Development, confirm women's publicly announced aspirations to lead at the highest national level<sup>64</sup> to balance historical patterns and deliver equal opportunity to appointed leadership positions.

Deputy Minister appointments by the President, are critical entry points into the Executive despite not being members of the Cabinet per se. In 2018, only 4 women out of 14 (28%) Deputy Ministers were women. Considering historical patterns of appointment wherein Deputy Ministers are subsequently appointed to a Cabinet position, women's access to such opportunities is very important.

Ministers of State are Ministers appointed as the political head of a province. In 2018, 50/50 gender parity in representation was achieved, with 5 women out of 10 (50%) Ministers of State appointed.

### Independent Commissions

Chapter 12 of the Constitution establishes five (5) independent commissions to support democracy and entrench human rights. These are the Zimbabwe Electoral Commission (5 females, 4 males), Zimbabwe Gender Commission (5 females, 4 males), Zimbabwe Human Rights Commission (3 females, 4 males), National Peace and Reconciliation Commission (3 females, 5 males) and the Zimbabwe Media Commission (4 females, 5 males).<sup>65</sup> Whilst the appointment of the Commissioners has been made to enhance equitable representation of men and women, it is notable that only 2 of these commissions are led (Chaired) by women (the Zimbabwe Electoral Commission and Gender Commission). Other commissions espoused in the Constitution also portray a similar trend of male dominance such as the Judicial Service Commission and the Civil Service Commission, but the Anti-Corruption Commission is led by a woman. The security services sector<sup>66</sup> is also male dominated including its leadership.

### Local Government

Zimbabwe's sub-national governance architecture is set amongst 94 Local Authorities represented by 1958 elected councillors in direct election seats. The over representation of men in elected office in Local Authorities negatively affects the representation of women in local authorities. In 2008 women held 18% of the seats in local government which dropped to 16% in 2013 and 13% in 2018 respectively. Only 261 women were therefore elected to local authorities out of 1958 available seats.<sup>67</sup> The existing Constitutional and Legislative special measures cater exclusively and directly for seats in the Parliament of Zimbabwe, leaving the local level seats unprotected. Such persistent drop in representation of women in elected office in local authorities is directly correlated to the lack of legal measures in this regard, to which the current electoral reform agenda must address to secure gender balance.

The knock-on effect of the de facto "acceptable" low representation of women in electoral processes creates and sustains a narrative that justifies low representation of women in decision making platforms and processes. This is one of the agenda items for advocacy by the Women in Local Government Forum (WiLGF), an advocacy body representing elected women in local authorities seeking to attain gender equality in representation and in substance.

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<sup>58</sup>*Glass Ceiling Cracked but not Shattered, 2018, WIPSU*

<sup>59</sup>*Honourable Minister Oppah Muchinguri-Kashiri*

<sup>60</sup>*Honourable Minister Monica Mutsvangwa*

<sup>61</sup>*Honourable Minister Kirsty Coventry*

<sup>62</sup>*The first woman deputy minister for this portfolio appointed in 2018.*

<sup>63</sup>*This Ministry in 2013, had the first woman appointed as Deputy Minister and in 2019, the first female Minister was appointed to this post.*

<sup>64</sup>*Women's Commission Resolutions of the 1<sup>st</sup> National Citizens Convention, 2017*

<sup>65</sup>*Constitution of Zimbabwe, Chapter 12*

<sup>66</sup>*i.e. the Defence Force Service Commission, Police Service Commission, Prisons and Correctional Service Commission as well as the National Intelligence Service*

<sup>67</sup>*Election Statistics Report 2018, WiPSU*

# Gender Profile - Zimbabwe

## The Public Sector

The public sector is led and coordinated by the Civil Service Commission which is established by the Constitution in Section 199. It is responsible for the administration of Zimbabwe.<sup>68</sup> In 2013, men constituted 67% of the public service employment with women at 33%.<sup>69</sup> The low numbers of women in the public service reveal very problematic gender imbalance in the recruitment, retention and promotion trends in the sector. In 2019: women Permanent Secretaries were only 8 out of 22, (24.56%)<sup>70</sup>; Chief Directors 14 out of 57 (9.59%); Directors 79 out of 267 (28.86%); and only 174 out of 603 Deputy Directors were women.<sup>71</sup> This entails that overall, 33.7% women hold middle and senior management positions compared to 66.3% of their male counterparts. The overall picture is indicative of a slow transforming public sector which has taken over 30 years to reach critical mass as stated in the Beijing Platform for Action. A high attrition rate of women in senior positions in the public service is of notable concern.

However, there is notable diversity in women leadership in the public service across the country's 10 provinces. For instance, Mutare has the highest number of women in middle and senior management positions (69.8%), followed by Midlands (58.4%) and Mashonaland East (57.2%). Matabeleland South does not have a single woman in middle and senior management positions. This is followed by Masvingo Province with another low percentage of only 12%. These variances indicate provinces that lag unacceptably behind national trends and must be made accountable for lack of progress.

Increased leadership of women in the public service is critical as it sets a standard for the general public and the private sector in adhering to the constitutional principles and rights set by government for gender balance and gender equality. The National Gender Policy Strategy and Implementation Plan also notes that “the absence of policy clarity for the public sector and regulatory framework for the private sector continue to hamper the attainment of gender parity in these sectors”.

## State Enterprises and Parastatals in Zimbabwe

State Enterprises and Parastatals (SEPs)<sup>72</sup> play a major role in the socio-economic fabric of Zimbabwe. SEPs are under the direct control of the Executive through the appropriate ministries. They lead in the provision of infrastructure and services such as water, electricity, telecommunications, transportation, health, education, etc. SEPs also advance state policy.<sup>73</sup> State Enterprises and Parastatals therefore provide opportunities for participation and representation of women in leadership positions as they are assets owned by the state on behalf of its citizens.<sup>74</sup> In 2019, out of the 103 CEOs of state-owned parastatals there were only 15 female CEOs (14.6%).<sup>75</sup>

Weak adherence to parity in participation and representation in state entities creates a downstream effect. This is evidenced by, for example, private sector entities listed on the stock exchange who perpetuate low representation and participation of women on their Boards of Directors. The weaknesses in state mechanisms, law, and policy thus confirm the means through which patriarchal norms are ring fenced and protected through discriminatory tendencies and practices.

## The Private Sector

The representation and participation of men in the private sector has been based on persisting inequalities that escort women as they seek to participate in public affairs beyond the household. Women in the private sector are subject to similar glass ceilings as women in the public sector. Major gender disparities in employment in the private sector persist. The African Development Bank (AfDB) in its report (2015)<sup>76</sup> confirmed that of the 307 top African companies

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<sup>68</sup>Section 199(1) Constitution of Zimbabwe, 2013. Such administration includes the organisation, structure, management, regulation, discipline and conditions of service of members of the Civil Service.

<sup>69</sup>[http://www.zimstat.co.zw/sites/default/files/img/Women\\_and\\_Men\\_Report\\_2016.pdf](http://www.zimstat.co.zw/sites/default/files/img/Women_and_Men_Report_2016.pdf)

<sup>70</sup>Country Gender Profile: Zimbabwe - Issue Paper, African Development Bank and UN Women Zimbabwe, 2020

<sup>71</sup>Ministry of Women Affairs, 2019 Report.

<sup>72</sup>These are entities under the direct supervision of respect line ministries and are wholly or partially owned by Government.

<sup>73</sup>Performance Guideline for State Enterprises and Parastatals, State Enterprises Restructuring Agency (SERA) Office of the President, Government of Zimbabwe 2017

<sup>74</sup>-ibid-

<sup>75</sup>Women on Boards: A Review of Zimbabwe Listed Companies, 2019, Bernard Chidziva, ISOR-Journal of Business and Management, Volume 21, Issue 12. Ser. III (December 2019), PP 62-65 (all-60 listed boards)

<sup>76</sup>Entitled Where Are the Women? Inclusive Boardrooms in Africa's Top-Listed Companies



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surveyed, women accounted for only 14% of total board membership. In real terms, it means only (1) one out of every (7) seven board members was a woman. A further one-third of the boards did not have women at all on their boards.<sup>77</sup>

In 2013, it was noted that Companies with three or more women in top management functions delivered 10% better return on equity,<sup>78</sup> while companies with more women in top positions achieved 16% higher return on sales and 26% higher return on invested capital.<sup>79</sup> Having only one woman on a board reduces risk of bankruptcy by 20%, and more women on boards surpass all male boards in audit and risk control.<sup>80</sup>

In 2019, Zimbabwe's Stock Exchange listed companies<sup>81</sup> confirmed that 20 boards were made up of men only<sup>82</sup> In addition, sixteen (16) boards had only one (1) woman, six (6) boards had two (2), while eleven (11) had three (3) women. Only five (5) listed boards are chaired by women out of the sixty (60) listed companies.<sup>83</sup>

Out 64 Chief Executive Officers (CEOs) of companies listed on the stock exchange, 61 were men and only three CEOs were female (4.68 %). Of the 42 companies on the Stock Exchange, only one company surpassed gender parity in its board composition (Nicoz Diamond 56%) while 26% (11 out of 42) did not even have a female on their board – they are gender insensitive.<sup>84</sup>

Women participate in both the formal and informal economy yet despite their education remain relegated to the lower levels of employment. They tend to be underemployed and consequently undervalued, but they form the base of institutions that make them function. The 2019 LFCLS indicates underrepresentation of women in private enterprises (financial and non-financial). Only 29.6% of women compared to 70.4% men were employed in private enterprises in the financial sector. Only 45% of women were employed in the non-financial private enterprises compared to 55% men.

### Political Parties

The pipeline to political participation in Zimbabwe is through political parties that dominate the nomination of candidates to electoral office at presidential, parliamentary and local government levels. In the 2018, Presidential election and for the first time in Zimbabwe's 40-year history, women presidential candidates were on the ballot paper (4 out of 23 Presidential candidates)<sup>85</sup> This also entailed that 4 political parties were led by women.

Political party presidiums include political party presidents, vice president and national chairpersons (or similar powers with variance of titles). All the political parties that contested 2018 general and local government elections did not have 50/50 gender parity for representation at this highest level. Similarly, no woman holds the position of Secretary-General (or equivalent), in all the political parties<sup>86</sup> and the same suffices for the office of Treasurer –General and Party Spokesperson. Only one party (the MDC-Alliance) appointed its first woman as the Party Spokesperson in 2020.<sup>87</sup> In 2018, women continued to hold less than 13% of the management positions despite having the necessary qualifications and management experience. Male dominance reflects the structural barriers to women's access to key decision-making positions despite being the majority of citizens who vote during elections.

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<sup>77</sup> Countries with the highest percentage of women board members were Kenya (19.8%), Ghana (17.7%), South Africa (17.4%), Botswana (16.9%) and Zambia (16.9%) while the country with the lowest percentage of women on boards was Côte d'Ivoire (5.1%)

<sup>78</sup> McKinsey Study (2007)

<sup>79</sup> Grant Thornton Study (2013)

<sup>80</sup> Wilson (2009)

<sup>81</sup> *Women on Boards: A Review of Zimbabwe Listed Companies, 2019, Bernard Chidziva, ISOR-Journal of Business and Management, Volume 21, Issue 12. Ser. III (December. 2019), PP 62-65 (all-60 listed boards)*

<sup>82</sup> -ibid-

<sup>83</sup> Ibid

<sup>84</sup> *Background Paper on "Women in the Private Sector in Decision Making", Gender Commission 2018 Annual Forum*

<sup>85</sup> *Thokozani Khupe, Melbah Dzapsi, Violet Mariyacha, Joyce Mujuru*

<sup>86</sup> *In the period of the 8<sup>th</sup> Parliament, MDC-M had an elected woman serving as Deputy Secretary General and subsequently elected Secretary General of the party, Honourable Priscilla Misihairabwi-Mushonga*

<sup>87</sup> *Advocate Fadzayi Mahere*

## Gender Profile - Zimbabwe

Party regulations and measures including in the management of electoral processes make it almost impossible for women to access these positions on a 'clean slate'.<sup>88</sup> In the 2018 elections out of 53 political parties, 20 political parties did not even field female candidates at all. Presidential results indicate that less than 1% of the Zimbabwe populace voted for female presidential candidates<sup>89</sup> showing the overall lack of support for female presidential candidates.

### Civil Society

CSOs are Non-State, not-for-profit, voluntary entities formed by people in social sphere that are separate from the State and the market.<sup>90</sup> Gender imbalances in regard to representation in this sector mirror the imbalances and inequalities in the public sphere. A 2019 report confirmed women occupy less than 50% of the leadership positions in civil society organisations and NGO networks or coalitions.<sup>91</sup> The leadership positions include the Director, Deputy Director and Board Chairperson although this sector has the highest participation of women due to the nature of work compared to the public service (the biggest employer). In terms of board composition, the baseline report confirmed that in 2018, Crisis in Zimbabwe Coalition had only 2 females out of 10 board members, ZESN 2 out of 9, NANGO 4 out of 11, ZNCWC 5 out of 12 and NASCOH 3 out of 6. Civil society organisations and NGOs have better opportunities for women to lead compared to the public sector essentially because of their inherent human rights value base.

**In conclusion**, a large majority of the country's women are invisibly excluded from participation in governance and national development processes due to gender biases, gender inequalities, cultural norms, GBV and their low economic status. In order to make visible the invisible inequalities, the analysis of protection and promotion of women as a marginalised class are central to unveiling the direct or indirect discrimination. This exclusion and marginalisation by low numerical representation is in direct contrast to sections 17, 56, 67 and 80 of the national constitution.

Whilst legal and policy frameworks in support of gender equality are in place, structural barriers to gender equality and gender-based discrimination persist in the country. Equal participation and representation of women remains central to more inclusive and democratic governance in compliance with the national, regional and international gender equality protocols, laws and policies.

### Best practices in the gender and governance sector

- Interventions or programs coordinated and driven by local women rights organisations. These practices ensure coordinated and sustainable multi-layered approaches to securing change and transformation for women.
- Interventions that support movement building within the non-state actor spaces to ensure sustainable monitoring and implementation of state commitments e.g., Maternal mortality, age of consent to SRHR, Marriage Bill and Constitutional Amendment Bill No2.
- Support for grassroots-based mobilization such as those undertaken during constitutional literacy interventions, typhoid and cholera disaster response systems and COVID 19 interventions that ensured direct support of grassroots-based interventions led by women and directed at communities with national and international connectivity.

### Who is being left behind?

- I. Women (young, married, single), youths and persons with disability seeking to contest in internal political party leadership processes.
- II. Women (young, married, single), and persons with disability seeking to contest in internal political party leadership contests in Direct Election Seats in Parliament and Local Government.
- III. Women (young, married, single), and persons with disability seeking to contest for traditional leadership.

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<sup>88</sup>Some women who aspired for leadership positions during 2018 elections confirmed during focus group discussions that the processes to make it from primary election through to the actual ballot paper were often locked in a vicious cycle of abuse (verbal, emotional, physical, sexual) at times by their intimate partners too

<sup>89</sup>NGO Shadow Report - Maputo Protocol

<sup>90</sup>UN Guiding Principles Reporting Framework

<sup>91</sup>A Situational Analysis: Civil Society Organisations Mechanisms for Women's Participation in Leadership, 2018, Women's Coalition Of Zimbabwe (WCoZ)

The reality that gender equality is not being respected in principle and as a right and/or by prescription for political parties and traditional institutions fuels practices that lower constitutional standards on gender equality and non-discrimination which increases vulnerabilities and fragilities in a participatory democracy. Securing legal, mandatory, participatory, and representation standards in political parties and general elections ensure that gender equality is not only a process but a tangible electoral and governance outcome. The women left behind are further excluded by the inter-sectionality of youth, disability, marital status and ethnicity.

**RECOMMENDATIONS/ AREAS OF POTENTIAL INTERVENTIONS**

Recommendation	Responsibility	Timeline
<p>1. Reform electoral, political and security processes to ensure that the environment is conducive for women to participate equitably in public and political processes.</p> <ul style="list-style-type: none"> <li>- Electoral Law reform</li> <li>- Political party finance law</li> <li>- Government must establish quotas for women’s representation on SEP’s and listed boards with sanctions for non-compliance.</li> <li>- Provide clear rules, incentives and sanctions for the nomination of electoral candidates by political parties in order to address this area of persisting inequality.</li> </ul>	<p>ZEC Ministry of Defence, Ministry of Home Affairs Political Parties MoWCSMED</p>	<p>By 2021 and on-going</p>
<p>2. Identify women and men champions who hold decision making positions in the private sector who can assist in mobilisation and advocacy for gender-balanced private sector leadership through mentoring and coaching programmes; sponsorship programmes; transformational peer networking and power networking; as well as executive training programmes.<sup>92</sup></p>	<p>MoWCSMED, Chambers of Commerce and Industry, Employers’ Associations, ZCTU, FTU with support from UN Women</p>	<p>By 2021</p>

## C. EDUCATION AND TRAINING

### INTRODUCTION

Education is a basic right as espoused in Section 75, sub-section (1) of the Constitution of Zimbabwe Amendment (No.20) Act 2013. The Education Act of 2006 (Chapter 25.04) also emphasizes the children's fundamental right to education in Zimbabwe and clearly states that no child shall be refused admission to any school or be discriminated against by the imposition of onerous terms and conditions in regard to their admission to any school on the grounds of race, tribe, place of origin, national or ethnic origin, political opinions, colour, creed or gender.<sup>93</sup> As a measure to ensure that every child is kept in school, the Education Amendment Act, 2020 stipulates that any parent who deprives their child the right to basic state funded education shall be guilty of an offence.<sup>94</sup> The country's literacy rate of 90.43%<sup>95</sup> has therefore had an indelible mark on the importance of education and training in the nation, region and internationally.

Primary level education in Zimbabwe consists of a 9-year journey according to the new competency-based curriculum comprising the first 4 years of Infant Education (2 years for Early Childhood Development (ECD) followed by another 2 years of formal primary education Grades 1 and 2). This is then followed by 5 years of Junior Education after which all students sit for the national Grade 7 examinations. These years go beyond academic development to include nurturing and enhancement of other skills.<sup>96</sup> It is also encouraging to note that the attendance ratios are still significantly high – 89.6% for boys and 91.5% for girls at primary school level.<sup>97</sup> At secondary school level the attendance ratio for girls stands at 65% and 55% for boys.<sup>98</sup> There is gender parity with regards to completion rate in lower secondary school (Forms 1 to 4) with girls at 73% and boys 72%.<sup>99</sup> This trend is lost at higher levels of education due to varied factors such as child marriages or lack of school fees as parent/guardians in impoverished communities prefer educating boys over girls especially in times of family distress. The completion rate at upper secondary level (forms 5 and 6) is subsequently slightly higher for males (15%) compared to females (13%) as a result. Favourable programs such as STEM have also improved enrolment of females in Form 5 and 6 who constituted at least 48.35% of the total enrolment.<sup>100</sup> Zimbabwe has therefore achieved gender parity in terms of enrolment and completion rates for primary and secondary education. This situation is equally evident of the high literacy rates overall, of 94% of women and 96 % of men, with the 15-24 years' age group recording the highest literacy of 99.6%.<sup>101</sup>

At tertiary level, the rate at which females complete their studies is 41% compared to their male counterparts (58%)<sup>102</sup> which subsequently affects participation of women and girls at higher decision-making levels in other sectors such as the economy, politics or socially. This reality in turn deeply entrenches the age-old inequalities caused by patriarchy as well as socialization.<sup>103</sup> Thus, it is apparent that comprehensive interventions are necessary in order to reduce gender disparities in completion rates at higher levels of education.

There are 85 560 learners with impairments<sup>104</sup> at primary and secondary school level. 8.64% (7 395) are enrolled in ECD A and B; 73.23% (62 659) are at primary school level; and 18.12% (15506) are at secondary school level. The statistical report for primary and secondary school (May 2020) also notes that percentage of children with impairments enrolled in ECD A and ECD B of 1.13% was way below the 2019 target of 30% for 2015-2020 ESSP. At primary level, the percentage is 2.25 and 1.38 for secondary school, respectively. The 2016-2020 ESSP 2019 target of children with disabilities enrolled in Primary and Secondary education (excluding special schools) is a total of 50 000 learners (26 500 males: 23 500 females). In 2019 these targets were very much surpassed with a total number of learners with 107 impairments in primary and secondary education being as mentioned earlier 85 560 (47 826 males: females 37 734).

<sup>92</sup> *ibid*

<sup>93</sup> *The Education Act, 2006. (Chapter 25.04), Section 4, subsections 1 and 2*

<sup>94</sup> *The Education Amendment Act, 2020. (Chapter 25.04), Section 5, subsection 2*

<sup>95</sup> *UNESCO, 2019*

<sup>96</sup> *Curriculum Framework for Primary and Secondary Education (2015-2022)*

<sup>97</sup> *Multiple Indicator Cluster Survey (MICS), 2019, Zimbabwe*

<sup>98</sup> *MICS 2019*

<sup>99</sup> *AfDB 2019*

<sup>100</sup> *MICS 2019*

<sup>101</sup> *National Gender Policy (revised 2017)*

<sup>102</sup> *Ibid*

<sup>103</sup> *Munroe, M. (2001). Understanding the Purpose and Power of Women.*

<sup>104</sup> *2019 Primary and Secondary Education Report, Government of Zimbabwe (May 2020)*

## Gender Profile - Zimbabwe

### Impairments by Education Level, Sex and Province, Number, Zimbabwe, 2019<sup>105</sup>

Province	Education Level									Grand Total			% Grand Total
	ECD A & B			Primary			Secondary			M	F	Total	
	M	F	Total	M	F	Total	M	F	Total				
<b>Bulawayo</b>			273	1611	1144	2755	443	393	836	2224	1640	3864	4.52
<b>Harare</b>	156	105	261	1829	1356	3185	862	696	1558	2847	2157	5004	5.85
<b>Manicaland</b>	380	335	715	3687	2962	6649	1288	1165	2453	5355	4462	9817	11.47
<b>Mashonaland Central</b>	280	258	538	2574	2063	4637	413	371	784	3267	2693	5959	6.96
<b>Mashonaland East</b>	378	269	647	3685	2881	6566	810	641	1451	4873	3791	8664	10.13
<b>Mashonaland West</b>	1500	347	1847	5062	3982	9044	1316	1078	2394	7878	5407	13285	15.53
<b>Masvingo</b>	534	410	944	4336	3449	7785	600	554	1154	5470	4413	9883	11.55
<b>Matabeleland North</b>	308	276	584	3219	2455	5674	588	538	1126	4115	3269	7384	8.63
<b>Matabeleland South</b>	218	168	386	2528	1861	4389	763	772	1535	3509	2801	6310	7.37
<b>Midlands</b>	662	538	1200	6604	5371	11975	1022	1193	2215	8288	7102	15390	17.99
<b>Total</b>	4586	2809	7395	38135	27524	62659	8105	7401	15506	47826	37734	85560	100.00

From the table above, the number of learners with impairments at ECD level range from 261 in Harare province to 1 847 in Mashonaland West province. At primary school level, the number of learners with impairments range from 2 755 in Bulawayo province to 11 975 in Midlands province. At secondary school level, Manicaland province has the highest number of learners with impairments (2 453) and Mashonaland Central province has the least (784). In absolute terms therefore, overall, Midlands province has the highest number of learners with impairments constituting 17.99% of the total (15 390) and Bulawayo province has the least of 4.53% (3 864).

### Impairments by Education Level, Sex and Province, Number in Zimbabwe<sup>106</sup>

Province	ECD A & B			Primary			Secondary		
	M	F	Total	M	F	Total	M	F	Total
<b>Bulawayo</b>	1.30	0.78	1.04	2.86	2.00	2.42	1.57	1.25	1.40
<b>Harare</b>	0.74	0.51	0.63	1.24	0.91	1.07	1.30	1.01	1.15
<b>Manicaland</b>	0.67	0.59	0.63	1.67	1.36	1.52	1.41	1.34	1.38
<b>Mashonaland Central</b>	0.86	0.81	0.83	1.99	1.61	1.80	0.93	0.88	0.91
<b>Mashonaland East</b>	0.99	0.72	0.86	2.44	1.94	2.19	1.20	0.99	1.10
<b>Mashonaland West</b>	4.22	0.98	2.60	3.09	2.45	2.77	2.08	1.83	1.96
<b>Masvingo</b>	1.13	0.89	1.01	2.32	1.86	2.09	0.78	0.74	0.76
<b>Matabeleland North</b>	1.43	1.29	1.36	3.78	2.87	3.33	2.20	1.68	1.92
<b>Matabeleland South</b>	1.04	0.82	0.93	3.32	2.46	2.89	2.89	2.51	2.69
<b>Midlands</b>	1.60	1.32	1.46	3.63	2.97	3.30	1.46	1.62	1.54
<b>Total</b>	1.40	0.87	1.13	2.51	1.98	2.25	1.45	1.31	1.38

From the table above, the percentage of learners with impairments at primary school level, range from 1.07% in Harare province to 3.33% in Matabeleland North province. At secondary school level, has the highest percentage (2.69 percent) of impaired learners is from Matabeleland South province and Masvingo province the lowest of 0.76%. At all levels of education, and for all provinces the percentages of males with impairments are higher than those of females.

<sup>105</sup> -ibid-

<sup>106</sup> Zimbabwe Primary and Secondary Education Statistics Report 2019, published May 2020

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### Orphaned and Vulnerable Children (OVC)<sup>107</sup> by Sex and Level of Education and Change, Number and Percentage, Zimbabwe, 2015-2019<sup>108</sup>

Year	OVC #			%OVC			Change					
	M	F	Total	M	F	Total	%			#		
							M	F	Total	M	F	Total
<b>ECD</b>												
<b>2015</b>	47 166	46 306	93 472	18.19	17.90	18.05	1.53	0.40	0.96	709	184	893
<b>2016</b>	56 520	55 427	111 947	19.45	19.13	19.29	19.83	19.70	19.77	9 354	9 121	18 475
<b>2017</b>	53 726	52 328	106 054	17.15	16.84	17.00	-4.94	-5.59	-5.26	-2 794	-3 099	-5 893
<b>2018</b>	54 432	52 702	107 134	17.21	16.86	17.04	1.31	0.71	1.02	706	374	1 080
<b>2019</b>	52 451	50 645	103 096	15.98	15.63	15.81	-3.64	-3.90	-3.77	-1 981	-2 057	-4 038
<b>Primary School (Grades 1-7)</b>												
<b>2015</b>	331 431	327 139	658 570	24.65	24.90	24.77	-4.60	-4.98	-4.79	-15 972	-17 150	-33 122
<b>2016</b>	330 374	323 005	653 379	24.57	24.52	24.54	-0.32	-1.26	-0.79	-1 057	-4 134	-5 191
<b>2017</b>	310 686	301 601	612 287	23.07	22.68	22.88	-5.96	-6.63	-6.29	-19 688	-21 404	-41 092
<b>2018</b>	294 072	290 042	584 114	21.48	21.38	21.43	-5.35	-3.83	-4.60	-16 614	-11 559	-28 173
<b>2019</b>	275 847	275 391	551 238	19.71	19.81	19.76	-6.20	-5.05	-5.63	-18 225	-14 651	-32 876
<b>Secondary School (Forms 1-6)</b>												
<b>2015</b>	159 014	166 044	325 058	30.61	32.72	31.65	3.20	3.71	3.46	4 924	5 945	10 869
<b>2016</b>	165 213	170 650	335 863	30.61	32.50	31.54	3.90	2.77	3.32	6 199	4 606	10 805
<b>2017</b>	156 323	164 815	321 138	28.85	30.89	29.86	-5.38	-3.42	-4.38	-8 890	-5 835	-14 725
<b>2018</b>	155 296	163 399	318 695	28.44	30.27	29.35	-0.66	-0.86	-0.76	-1 027	-1 416	-2 443
<b>2019</b>	148 110	160 571	308 681	26.41	28.46	27.44	-4.63	-1.73	-3.14	-7 186	-2 828	-10 014

In 2019, there were 103 096 (15.81%) OVC at ECD level, 551 238 (19.76%) at primary school level and 308 681 (27.44%) at secondary school level. The percentages of learners who are OVCs increases with the level of education in general. Vulnerability has been generally decreasing at all levels since 2015, although for ECD level, vulnerability increased in 2015, 2016 and 2018. In 2016, ECD OVC increased by 19.77% (18 475 learners). In 2019, ECD OVC decreased by 3.77 percent (4 038 learners). Primary school OVCs have decreased since 2015. In 2019, primary school OVC decreased by 5.63% (32 876 learners). Secondary school OVC increased in 2015 and 2016 and have fallen since then by 3.14% in 2019 (10 014 learners).

In absolute terms, there have been more male OVC than female at ECD and primary school levels, with the opposite being true at secondary school level. However, there is gender parity in the percentages of OVC at ECD and primary school levels. At secondary school level, females generally have higher percentages of OVCs than males.

#### Key gender inequalities that constrain inclusive growth in the education and training sector

There are gendered bottlenecks that are reflected through unequal participation in education for both sexes. At upper secondary level (Forms 5 and 6), parity is in favour of males including high proportions of over-aged males at the various levels of education due to delayed entry into the school system especially in rural areas. Statistics confirm that over-aged males exist at various levels of education who often manipulate females sexually.<sup>109</sup> There is still a general assumption that the low levels of school completion for both sexes at upper secondary school level are augmented by

<sup>107</sup> An orphan is a child (aged under 18 years) whose mother, or father or both biological parents are dead. The Zimbabwe National Orphan Care Policy (Ministry of Public Service, Labour and Social Welfare, 1999), defines vulnerable children in the following categories: children with one parent deceased (in particular the mother); children with disabilities; children affected and/or infected by HIV and AIDS; abused children (sexually, physically and emotionally); working children; destitute children; abandoned children; children living on the streets; married children; neglected children; children in remote areas; children with chronically ill parent(s); child parents; and children in conflict with the law. With regards to the education sector parents/guardians of vulnerable children cannot afford to support the child and therefore they face the risk of not attending school or dropping out of school.

<sup>108</sup> Zimbabwe Primary and Secondary Education Statistics Report 2019, published May 2020

<sup>109</sup> *ibid*

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some “O” level graduates joining training institutions such as polytechnics, technical colleges, teacher's colleges, agricultural colleges, among others as others enter the labour market. The new Education Act of 2020 allows pregnant girls to continue and complete school. In absolute terms, there are more females than males who dropped out of school because of marriage (95.52% primary school level; 92.80% secondary level), pregnancy (93.75 % primary school level; 97.65% secondary level), expulsion (55 % primary school level; 41.80% secondary level) and illness (53.37 % primary school level; 56.56% secondary level).<sup>110</sup> The reasons that affect more males than females in dropping out of school at both primary and secondary school levels include absconding, death, finances, special needs and child labour. Whereas boys also drop out of school e.g. in favour of income earning opportunities such as artisanal mining, the rate compared to girls seemingly remains low from available data.

Key factors that perpetuate gender inequality include teacher proportion across the gender divide. The proportion of female teachers decreases with level of education that needs instruction. There are 97.06% males and 97.38% females at primary school level of which 65.74% substantive teachers are females out of a total of 75 183 primary school teachers. Despite this, the proportion of females is much lower for positions of Head (32.09%) and Deputy Head (37.88%). 64.30% of primary school senior teachers are female out of the highest proportion of 68.68%. This is consistent with the nurturing reproductive role of women. Compared to their secondary school level counterparts, almost half (48.59% percent) substantive teachers are females. However, the percentage of females is much lower for the most senior positions of Head and Deputy Head, at 16.27% and 27.77%, respectively. Female teachers therefore find solace in being Senior Teachers which explains their highest proportion of 75.93% of the secondary school teachers.<sup>111</sup> Just like other countries, Zimbabwe struggles to deploy female teachers where they are needed most e.g., areas affected by natural disasters. Female teachers that are eligible for such deployment including on promotion at times must forgo the needs of their career paths and personal development opportunities in favour of family consideration. They refuse to be deployed away from their families. At other times, their male spouses/partners deny them such opportunities for fear of straining the relationship and/or suspicion of 'misbehaviour' yet men find it easier to make such decisions often without consulting their spouses/partners. Patriarchal structure of Zimbabwe's society therefore evidently favours men who dominate leadership positions such as deputy heads and heads at both primary and secondary school levels.

The disadvantage of this reality is that adolescent and girls' sexual and reproductive rights are compromised, such as access to sanitary wear and disposal facilities in schools that cannot be advanced with the same gusto by a male compared to a female or gender balanced administration. These structural imbalances need to be critically considered through interventions that empower female teachers so that gender equality is also achieved in these leadership positions. Teaching is frequently a female profession with men in charge.<sup>112</sup>

There is also little training in gender-sensitive, gender responsive and gender transformative teaching, a situation that further reinforces gender stereotypes in the classroom.<sup>113</sup> Fortunately, gender responsive pedagogy in teacher education colleges has been introduced in a deliberate attempt to transform existing paradigms that favour men over females in the education and training sector thus challenging gender stereotypes.<sup>114</sup>

TVET programmes have also remained male bastion, while the opposite is true for tertiary education.<sup>115</sup> This is reinforced by subject choice which remains gender segregated. Just over a quarter of those enrolled in engineering, manufacturing, construction and information and communications technology programmes are women. Gender stereotypes and propagation of harmful social norms have continued to create barriers for any meaningful change in education (and employment) as women are generally better accepted by society if they assume reproductive roles as wives, teachers and caregivers for example. Similarly, over a quarter of people worldwide think that 'a university education is more important for a boy child than a girl child'.<sup>116</sup> Also, tertiary institutions have been infamous for sexual harassment such as the famous '*a thigh for a mark*' among female students by lecturers.

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<sup>109</sup> *ibid*

<sup>110</sup> ZIMSTATS

<sup>111</sup> *Ibid*

<sup>112</sup> UNGEI's Global Education Monitoring Report 2019

<sup>113</sup> *ibid*

<sup>114</sup> Mawere, D., 2013. *An evaluation of the implementation of the national gender policy in teacher education in Zimbabwe*

<sup>115</sup> UNGEI's Global Education Monitoring Report 2019

<sup>116</sup> *Ibid*

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With regards to manpower planning and development in Zimbabwe, the Education Act<sup>117</sup> is the main legal document guiding primary and secondary education in Zimbabwe. This legislation sets out the fundamental principles of human resource planning in education with much emphasis on abolition of racial discrimination, decentralized management and expansion of teacher education. This is further augmented by the Manpower Planning and Development Act: 28:02<sup>118</sup> of 1984 (amended in 1996) that regulates the management, operation and maintenance of TVET institutions, universities, teachers' colleges and vocational training schemes. This is the Act that promotes human resource development, including apprenticeships and certification for skilled workers, establishes a training levy and outlines the functions of the National Manpower Advisory Board. However, gender disparities and inequalities pertain to teaching staff and leadership disaggregation favours more men than women. Institutional policies on women's access to benefits, allowances and other entitlements need to be streamlined, regularized and wholly implemented to enhance gender equity and equality whilst the language in all forms of communication needs to be gender sensitive.<sup>119</sup>

Overall, the key gender inequalities that constrain inclusive growth in the education and training sector manifest through enrolment patterns, school performance/attainment, economic capacity, girls' labour contribution, attitudes within the family and community, social status, institutional barriers i.e. in school/college/university as well as policy and legal frameworks that govern the sector. Attention to these factors is therefore critical to improve gender equality.

### **Macro and sectoral policies and legal frameworks that impact on gender equality and women empowerment in education and training.**

Several macro and sectoral policies as well as legal frameworks are in place to regulate and address gender equality and women's empowerment in education and training:

- a. Since 1999, the Government of Zimbabwe adopted a policy which allowed for the continuation of school attendance by female learners who would have fallen pregnant and taken a break to deliver their babies.<sup>120</sup> The policy is still applied despite attitudinal barriers and stigma against affected adolescents and girls.
- b. The Zimbabwe School Health Policy of 2018 was jointly launched by the Ministries of Primary and Secondary Education and, Health and Child Care. It provides the framework for the provision of a Comprehensive School Health Package consisting of 8 components, namely- skills-based health education, psychosocial support services, safe and sanitary school learning environment, disaster management and risk assessment, school-based health and nutrition services, family and community health services, children with special needs and health promotion for school staff. The policy includes issues of guidance and counselling, orientation to life skills and exposure as well as individualised mentorship and counselling services as part of the comprehensive package to promote well rounded learners who also understand SDGs particularly SDG 4 and 5. The policy emphasises age appropriate sexual and reproductive health (SRH) and life skills education including Comprehensive Sexuality Education. Information on available sexual and reproductive health services, in line with the government approved Curriculum Framework for Primary and Secondary Education is also provided.
- c. The Affirmative Action Policy allows girls to register in institutions of higher learning with lesser points than their male counterparts. The crux of this initiative is to increase the number of women who participate in education at the highest tertiary levels. The country has also put in place measures to increase girls' access to, retention in and completion of education including in technical and vocational education and training (TVET) and skills development. This is achieved through implementation of affirmative action or positive discrimination on enrolment in all Higher and Tertiary Education Institutions to increase girls' access. Some of the key milestones are that in Teacher Training Colleges, the enrolment of female students stands at 69% compared to 31% male. When compared with Polytechnics, female students' enrolment is 35% whilst that of males is 65%. Female enrolment in these institutions therefore needs to increase. For example, at Belvedere Technical Teachers College, the Gender Responsive Pedagogy (gender sensitive teaching and learning) is being implemented with funding from Forum for African Women Educationalists Zimbabwe (FAWEZI). Such initiatives must be scaled up to cover ALL education institutions.

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<sup>117</sup> *Ibid*

<sup>118</sup> *The Manpower Planning and Development Act: 28:02 of 1984 (amended in 1996)*

<sup>119</sup> *Tanyanyiwa, Vincent. (2015). Gender Mainstreaming at the Zimbabwe Open University, Opportunities and Challenges. 10*

<sup>120</sup> *Statutory Instrument 362 of 1998*



## Gender Profile - Zimbabwe

- d. The Science, Technology, Engineering and Mathematics (STEM) 263 Initiative was launched in 2016 as a result of a critical shortage globally of female professionals in these fields. One of the initial drivers of this policy was to demystify age-old stereotypes that stood against the girl child in STEM fields. The other intention was to avail equal enrolment opportunities for females and males. STEM therefore provided free education to all female and male learners who enrolled for these subjects at Advanced ('A') Level across Zimbabwe. As at March 2016, the STEM Initiative had benefitted 3,404 students across Zimbabwe's 10 provinces. Then focus shifted from funding individual beneficiaries to train teachers in primary and secondary school.
- e. The 2013 Constitution of Zimbabwe Amendment (No.20)<sup>121</sup>: Sections 27 and 75, sub-section (1) of the Constitution of Zimbabwe provides for education as a basic right that should be accessed by all without any form of discrimination. An additional legal document, the Education Act of 2006 (Chapter 25.04) also emphasizes children's fundamental right to education and clearly states that no child in Zimbabwe shall be refused admission to any school or be discriminated against by the imposition of onerous terms and conditions on grounds of race, tribe, place of origin, national or ethnic origin, political opinions, colour, creed or gender.
- f. Zimbabwe Gender Commission<sup>122</sup>: The Constitution of Zimbabwe also provides for the establishment of the Zimbabwe Gender Commission (ZGC) which is mandated to monitor gender equality issues; carry out investigations to possible violations of rights related to gender discrimination; advising public and private institutions on steps to ensure gender equality; securing appropriate redress where rights relating to gender have been violated; and to do everything necessary to promote gender equality. ZGC commenced its operations in 2015 led by a female chairperson, while other members are selected for their integrity, knowledge and understanding of gender issues in social, cultural, economic and political spheres. Its composition reflects equal gender representation. As the ZGC was established by an Act of Parliament, all ministries, government departments and agents are mandated to submit to its authority including in matters related to gross gender disparities in education and training at all levels.
- g. National Gender Policy<sup>123</sup>: The revised National Gender Policy of 2017 has an unparalleled call for gender justice, equality, amalgamation, inclusivity and collective responsibility for sustainable development in Zimbabwe. Its objective with regards education and training is premised on the need to ensure equal access to education for boys and girls and their retention at all levels, and to ensure access to training opportunities for men and women to make possible their equal participation in the workplace, market and in governance structures. The National Gender Policy thus makes it mandatory to mainstream gender in all education and training institutions hence a first step by many institutions of higher learning has been the creation, adoption and implementation of institutional gender policies.

### **Socio-economic impacts of the COVID-19 preventative measures on girls and boys, women and men in the context of education and training**

The closure of Zimbabwe's 9,625 primary, secondary schools and in Higher and tertiary institutions in March 2020 meant to contain the spread of COVID-19 negatively impacted the well-being of Zimbabweans especially more than 4.6 million young people, their teachers and school communities. The indefinite loss of education time increased anxiety as well as despair amongst this populace. E-learning has not been a viable option for the majority learners and households due to the high cost of data and/or internet compliant gadgets. If the schools remain closed indefinitely, the most vulnerable children will also lose out on school feeding, thus potentially compromising their nutrition status. These young people are being deprived of both their right to education and social engagement with their peers and educators. Women who make up most of the informal economy, are accordingly prone to the long-term impacts of the pandemic on the economy in Zimbabwe thus destroying their economic livelihoods including capacity to pay fees for their continued access to education through established virtual platforms. Zimbabwe's volatile socio-economic environment has therefore been worsened by COVID-19 and its impacts. The education opportunities of learners have been severely compromised hence affected learners are likely to face: high unemployment, limited space for effective participation in economic and political spaces, drug abuse, forced migration due to limited economic opportunities especially in rural areas, child marriage and sexual abuse of young women.<sup>124</sup>

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<sup>121</sup>*Ibid*

<sup>122</sup>*Zimbabwe Gender Commission Act, 2015*

<sup>123</sup>*Revised National Gender Policy, 2017*

<sup>124</sup>*Wenham, Smith and Morgan, 2020 – available at <https://www.cgdev.org/blog/how-will-covid-19-affect-women-and-girls-low-and-middle-income-countries>.*

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Anecdotal evidence from Zimbabwe suggests that women are likely to suffer disproportionate effects of such pandemics as women mostly bear the burden of both paid and unpaid care work. Female teachers/students as caregivers or nurses at homes are often at the frontline of response interventions against pandemics such as COVID-19 provided that schools and other educational institutions are closed and, even if sufficient PPE was available, are more likely to be exposed than men.<sup>125</sup> As schools and institutions of learning remain shut, it is also most likely that women and girls are also susceptible to sexual and gender-based violence during such crises as the COVID-19 pandemic, as this is worsened by prolonged periods of lockdown and restricted movement. Moreover, women's and adolescent girls' unmet reproductive health rights as stated by the National School Health Policy remain or become neglected due to government's re-prioritisation plans and expenditures, neglecting other health and education expenditure.

Lastly, there have been reports that the closure of schools due to COVID-19 has culminated in more cases of GBV, child marriages and transactional sex usually with old 'male clients' as a coping strategy to meet financial needs and curb food insecurity.<sup>126</sup> Young women, girls and adolescents have increasingly become vulnerable due to lost time that was previously occupied by school, college or university study. Child led households have been hardest hit by these effects especially where teenage boys and girls are living together and engaging in sexual activity to fill the educational void created by the lockdown regulations. Anecdotal evidence suggests that this has accounted for the spike in teenage pregnancies as well increased STI incidence<sup>127</sup> especially among youths and young women.

### COVID-19 Specific Recommendations

There should be adequate support to teachers, learners and school communities to prevent possible transmission and spread of COVID-19 by enforcing government and WHO regulations of social distancing, hand washing, sanitising and wearing of masks. Due to the indefinite lockdown period, measures to enhance access to teaching and learning materials should be in place whilst supplementary learning materials and textbooks, together with ECD level story books for home learning must be distributed as a matter of urgency. Education for learners with disabilities at all levels to equally benefit. Another alternative is that of following WHO guidelines and having inclusive community-based reading circles to support learning in communities with venues that are sanitised and disinfected and support both girls and boys to participate. Modalities for the provision of alternative and responsive school feeding are also urgently needed especially for ECD, infant and primary school levels. Supplementary feeding materials and supplies need to be prioritised including additional plates, utensils and consumables to ensure that preparation and provision of food is done in sanitary and safe conditions, complemented by effective training and coaching to enhance the capacities of those preparing and distributing the food in respective schools.

### CONCLUSION

It is apparent that there should be a level playing field in the education and training sector in Zimbabwe. Low education attainment for girls has negative consequences not only for them, but also for their children and household, as well as for their community and society. The results are also sobering as the potential economic and social costs of not educating girls and boys are large.

In the light of the COVID-19 pandemic that has hit the global levels severely so far, learning should not be put on hold. It takes a whole village to educate a child – the adage goes and as such it should take all stakeholders both private and public to make sure that education and training opportunities are equal as well as equitable for all. Frameworks and policies should be transformative masterpieces that will pave the way in the attainment of the Agenda 2030 targets among other Global Developmental Goals. Finally, when girls and women are better educated, sustainable development, food and nutrition security is assured.

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<sup>125</sup> *ibid*

<sup>126</sup> *ZRP Statistics 2<sup>nd</sup> Quarter 2020*

<sup>127</sup> *Evaluation report of the SRHR Regional Programme implemented through 6 partners by the Netherlands Embassy in Maputo (Feb. 2020)*

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### RECOMMENDATIONS/ AREAS OF POTENTIAL INTERVENTION

RECOMMENDATION	RESPONSIBILITY	TIMELINE
<p>1. Punitive laws should be in place to ban child marriage and enable pregnant students to go to school.</p> <ul style="list-style-type: none"> <li>- Harmonise laws on children’s rights</li> </ul>	Ministry of Justice in collaboration with MoWCSMED, civil society and stakeholders	By 2022
<p>2. Promote Comprehensive Sexuality Education in order to expand education opportunities for girls and boys whilst mitigating school drop out</p>	Ministry of Education in collaboration with MoWCSMED, academia and civil society	By 2022 (and on-going)
<p>3. Promote and implement fully, existing policies and frameworks such as the Schools Health Policy that cement interventions in schools e.g., guidance and counselling and empower young people with vital information about their health, life skills, sexuality and HIV and AIDS education</p> <ul style="list-style-type: none"> <li>- Reviewed and amend/update the policies and frameworks in response to emerging needs especially for adolescent SRHR</li> </ul>	Ministry of Education in collaboration with MoWCSMED, academia, civil society and education stakeholders	By 2022 (and on-going)
<p>4. Establish conducive systems that encourage girls’ retention in school.</p> <ul style="list-style-type: none"> <li>- Promote gender-neutral models, age-appropriate language and pictures/images in textbooks.</li> <li>- Establish/promote/ gender focal persons and/or desks at education/academic institutions to enhance gender parity and equality including in leadership structures.</li> <li>- Eradicate GBV, bullying and/or initiation across all education levels and institute relevant punitive measures as necessary</li> </ul>	Ministry of Education in collaboration with MoWCSMED, academia, civil society and education stakeholders	By 2022 (and on-going)
<p>5. Implement a phased approach in curriculum and textbook reform to promote girls’ participation in STEM courses and enhance parity in enrolment in TVET institutions.</p>	Ministry of Education in collaboration with MoWCSMED, academia, civil society and education stakeholders	By 2022 (and on-going)

### D. GENDER BASED VIOLENCE AND CULTURAL NORMS

#### Introduction

Gender based violence (GBV) is the violence directed against a person based on gender. Both women and men experience GBV in Zimbabwe, but women and girls are disproportionately affected. The Government acknowledges that Gender based violence remains a major barrier to the achievement of gender equality and women's empowerment and the 2030 Agenda for Sustainable Development targets. GBV has significant social and economic repercussions for the survivor, for communities and the country at large. It has the potential to undermine economic outcomes and human development. From the human rights perspective GBV deprives victims of their universal rights to enjoy their freedom of association and movement, access to education especially for the girl child, security, decision-making with dignity and choice and right to equal opportunities and personal development. From the economic perspective GBV excludes the victim from means of production whilst the fiscus suffers in terms of prevention, response and opportunity costs. Direct and/or indirect costs of GBV are borne by survivors, households, communities, the government, civil society organizations and businesses and include health, justice, lost earnings, and second-generation costs, evidenced by the cost of children witnessing and living with violence. Importantly, these costs are not just immediate, but have multiplier effects for society and the economy, as well as second generational dimensions.

#### GBV Trends, Prevalence and Perceptions:

The current statistics on GBV prevalence in Zimbabwe make a compelling case for concerted and urgent action by the Zimbabwean Government and key stakeholders. GBV has been on the rise in 2020. Preliminary data suggests a sharp rise in violence against women and girls emanating from the COVID-19 pandemic which is synonymous with the global trend. COVID-19 has exacerbated age, gender, and disability inequalities and placed women, girls, and other vulnerable groups at increased risk of GBV, SGBV and intimate partner violence (IPV). IPV In the context of COVID-19 movement restrictions and isolation measures put in place to curb the spread of the pandemic increased instances of domestic and intimate partner violence to unprecedented levels particularly during the initial lockdown period that started in March 2020. Since the start of the lockdown, national GBV hotlines have recorded a call increase of over 90%.<sup>128</sup> The helpline received an increase of 43% of the daily calls. The National GBV Hotline (Musasa) recorded a total of 4615 calls from the beginning of the lockdown on 30 March until 15 July with an overall average increase of over 60% compared to the pre-lockdown trends. 94 % of the calls were from women.

**Sexual Violence and Physical Violence:** Nationally, 39% adolescent girls and women aged 15-49 experienced some form of physical violence since they were 15 years old. Of these, 5.5% suffered some form of violence in the last 12 months preceding the 2019 MICS. 36% and 41.6% were from urban and rural areas respectively, suggesting rural women are more vulnerable to physical abuse than their urban counterparts. 39.6% of married women between the ages of 15 and 49 across Zimbabwe have experienced physical or sexual violence from their current or most recent husband/partner and 43.9% of these have experienced physical injury as a result.<sup>129</sup>

Mashonaland Central Province has the highest incidence of physical abuse of women 45.5% followed by Manicaland (43.1%). Mashonaland East Province tops sexual violence cases (14.5%) followed by Harare (12.6%). Matabeleland North has the least incidence of physical violence (30.5%) as well as sexual violence (5.2%). The percentage of girls and young women suffering both physical and sexual violence is highest among women in the 20-24-year age group (9%). Women in the 15-19-year age group were least likely to experience both physical and sexual violence (6.4%). This reality confirms increased inability to negotiate safe sex for example i.e., 50.9% of women who are divorced, separated or widowed reported physical abuse; and 17.7% from the same category reported sexual violence while 33.9% and 8.2% who were either married or living together with a spouse/partner reported physical violence and sexual violence, respectively. Physical and sexual violence is therefore worse for those in a marital union and/or is the cause of divorce/separation and perhaps death of a spouse.

Socio-cultural practice of bride price (*lobola*) has often been cited as a reason for the violation of the rights of women and girls as it heightens a sense of entitlement by men whilst diminishing personal confidence and value in the respective woman. Women who had never been in a union were less likely to have experienced sexual violence

<sup>128</sup> OCHA Humanitarian Reports, April and September 2020

<sup>129</sup> MICS, 2019

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compared to those who were married or divorced/separated/widowed. This is indicative of the notion that current husbands/partners are the ones committing sexual violence against their spouses/partners. For example, marital rape is not viewed as a valid concept as most people at community level believe that a woman belongs to her husband after he has paid the bride price or is even in a partnership not sanctioned through lobola, therefore he can do whatever he wants with her anytime. Other occasions of sexual and physical violence beyond the family setting include, for example: systematic rape during conflict; abuse of children; forced marriage, including child marriage; denial of the right to use contraception or to adopt other measures to protect against sexually transmitted illnesses; forced abortion; and, violent acts against the sexual integrity of women.

**Intimate Partner Violence:** According to MICS 2019, women who have ever been married have experienced emotional (22.2%), physical (16.6%) or sexual violence (6.1%) from their husband/partner in the past 12 months. According to ZDHS 2015, more than one in three (35%) ever-married women age 15-49 have experienced spousal violence (physical or sexual violence committed by their husband/partner). 20% of ever-married women have experienced physical or sexual violence by their partner in the year before the survey. Spousal violence is relatively common throughout Zimbabwe, ranging from 20% in Matabeleland North to 45% in Mashonaland West. Tolerant attitudes contribute to the incidence of IPV as many Zimbabweans still consider IPV to be a private matter hence the community should not interfere. Statistics on adolescent girls and women age, 15-49 who have experienced sexual violence, depicts the sad reality that current husband/partner (55.1%); former intimate partner/ boyfriend (7.4%); stranger (5.8%) and other relative (4.7%) are most perpetrators of violence on women and girls. This reality is evident of the fact that GBV is largely rooted in individual attitudes that condone violence within the family and community. Consequently, most incidences of gender-based violence manifesting in the form of rape, marital rape, sexual abuse, emotional abuse, psychological abuse, and forced prostitution occur in the private sphere. Some men say that wife beating, and marital rape is justified if the wife refuses sex, does not dress modestly, or is disrespectful to her husband. Many women support the idea that abuse is sometimes justifiable because they share the basic belief that men are superior to women. As a result of these negative social norms and cultural practices women are reluctant to report gender-based violence hence help-seeking behaviour of survivors remains low at 35.6% to 49.9% across all the 10 provinces.<sup>130</sup> Half of the women therefore believe that such abuse is acceptable.

**Child Abuse and Violence Against children (VAC):** Child Abuse is rife across the country and comes in many forms, the highest being child marriage and sexual abuse, followed by other forms such as physical abuse, emotional abuse, neglect and child prostitution. Statistics on child abuse cases reported during the period 2016 to 2018 through ChildLine Zimbabwe are evident that child abuse is too high to be ignored. Reported cases on **child sexual abuse** were 3353 in 2016, 3902 in 2017 and 4476 in 2018; reported cases of **physical abuse** were 1780 in 2016, 2209 in 2017 and 2558 in 2018. From this data, females are disproportionately affected by violence compared to their male counterparts. In 2018, 4 240 counts of sexual abuse on females were reported against 236 counts reported for males. The trend is the same for all the other forms of abuse in the three years (2016, 2017 and 2018). Children with disabilities are even worse off in all such instances.

**Child Marriage:** Despite constitutional prohibitions, particularly section 80 (3) that outlaws all laws, customs, traditions and cultural practices that infringe the rights of women and prohibits forced and child marriages, the trend of child marriage is increasing. In 2011, about 31% of the women aged 20-24 were married or in union before age 18<sup>131</sup> and in 2019 about 33.7 % reported having been married before age 18. According to MICS 2019 data, on average, a third of Zimbabwean women reported having been married before the age of 18. While child marriage is common in Zimbabwe, its dynamics are not homogeneous throughout the country. Prevalence of child marriage is highest in Mashonaland Central

52.1%, Mashonaland East 45.1% and Masvingo 43.4% especially among the poor rural populations who continue to force girls to marry, while some poor families 'sell' their daughters as brides in exchange for food. Young girls have at times married their deceased older sister's husband as a "replacement" bride. Girls from the poorest 20% of the

**The Chiefdoms of Bushu and Nyamaropa with support from Rosaria Memorial Trust and stakeholders, drafted by-laws on ending child marriages and upholding children's rights. The by-laws act as guide to all residents of the chiefdoms and a guide to the chiefs who presides over customary courts.**

**Ref: Ministry of Local Government and Public Works/MoWCsMED**

<sup>130</sup>ZDHS 2015.

<sup>131</sup>Multiple Indicator Cluster Survey (MICS)(2019).

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households were more than 4 times likely to be married or in a union before age 18 than girls from the richest 20% of the households. The less education a girl has, the more she is likely to marry during her childhood.<sup>132</sup>

**Sexual Harassment:** Zimbabwe has recorded many forms of violence in the workplace<sup>133</sup>, the highest of which is sexual harassment. The depressed economy and related company closures and lay-offs, create fertile ground for sexual harassment and other forms of GBV at the workplace. Differences between women and men's exposure to the risk of specific forms of workplace violence are then reinforced by sex-segregated workplaces and differential access to economic means, rooted in, among other things, gender roles and cultural factors. Gender-related expectations about 'female' and 'male' behaviour also influence levels of exposure to risk when men and women have the same job tasks in similar conditions. There is a data gap on sexual harassment in the workplace as there has not been a specific study to determine its status and trends. Despite this fact, the country has witnessed a number of Sexual Harassment cases being brought before the Zimbabwe Gender Commission for investigation as well as other cases that have been brought before the courts.

**Human Trafficking:** Trafficking in persons is illegal in Zimbabwe, but the prolonged economic challenges are increasingly exposing the country as a source, transit, and destination for women subjected to trafficking for sex and forced labour. Although there are data gaps in official statistics on Human Trafficking, there are reports of women who were exploited in domestic servitude, forced labour, and sex trafficking in Kuwait, Saudi Arabia, China and the Middle East. Men are also vulnerable to trafficking for cheap labour especially in South Africa.

**GBV and women facing multiple forms of vulnerability:** The intersection of vulnerability increases the risk of violence for women, girls, men and boys with disabilities, women and girls in most impoverished communities, women living with HIV, sex workers, LGBT, and adolescent girls. The UNPRPD2019 study report indicates that women and girls with intellectual/mental and visual disabilities are among the most vulnerable population groups susceptible to GBV in communities. Female children with disability are twice more likely to experience sexual abuse relative to their male counterparts and are twice more likely to face sexual violence than females without disability.<sup>134</sup> Disabled males are more likely to face physical abuse, whereas females are more exposed to sexual abuse. Discrimination against and exclusion of children [and women] with disabilities renders them disproportionately vulnerable to violence, neglect and abuse.<sup>135</sup> Thus, although there are no concrete studies on violence against GWWD in Zimbabwe, inference from anecdotal reports suggest that gender-based violence against this group of women is rife. Evidence from LCDZT's pilot Child Protection and Access to Justice for Children with Disabilities project also suggest that more girls and women with disabilities are silently violated as their impairment and unfriendly reporting mechanisms limits them from making such reports. The absence or limited availability of disability-segregated data on GBV meted on women and girls with disabilities in the sample districts is a clear indication of the need for more disability-inclusive interventions that address GBV.

Sexual orientation and gender identity coupled with criminalization of same sex sexual practices, contribute to barriers to access and uptake of GBV prevention and treatment services among sex workers and other key populations. Key populations are at higher risk of physical, psychological or sexual violence, stigma and discrimination including extortion and humiliation, refusal of care services, harassment, verbal abuse and violence in health-care settings as well as rape based on sexual orientation and nature of work (sex work). Transgender people are often subjected to worse physical, emotional and psychological violence and arbitrary arrest and detention. Although there is no strategic information about GBV dynamics in some of these key population groups, it is highly recommended that the Country take steps to address this data gap and lack of a system or mechanism to monitor, report and investigate such incidents and for holding perpetrators accountable.

**Men and GBV:** According to ZDHS 2015, 4% of ever-married women report that they have ever committed physical violence against their husband/partner when he was not already beating her or physically hurting her. These statistics indicate that in some instances men also experience GBV, however, generally men do not report GBV whilst in most cases they are the perpetrators of GBV. The lack of reporting is due to the social cultural norms that perpetuate the culture of silence among men even when experiencing GBV. The UN He-For-She Campaign has been instrumental in

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<sup>132</sup> UNICEF Report 2019

<sup>133</sup> ILO Rapid Situational Analysis on Violence and Harassment in the Workplace in Zimbabwe (2017)

<sup>134</sup> Estimates of children with disability among persons with disability survey (which year and by who??)

<sup>135</sup> UNICEF, World's Children Report (2013)

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encouraging men to report and speak out against GBV. This has seen several programmes involving men, boys and community leaders.

### GBV Response

Several policies, laws, statutes, strategies and programmes aimed at preventing and addressing GBV have been put in place and are being implemented by Government, Civil Society Organizations and Development partners. Programmes such as one stop centers have been effective in providing integrated support services to GBV survivors. The Spotlight Initiative acknowledged that One Stop Centre Model for the provision of holistic SGBV services (health, security, legal and psychosocial support) to women and girls has positively contributed to higher rates of SGBV reporting, and it has reduced the time and costs incurred by women and girls in accessing the required services. Currently, there are four One Stop Centres, with plans for more to be established in different geographical locations in the country. The model should be replicated at district level, closer to women and girls, and outreach Programmes in the current One-Stop Centres needs strengthening.

Funding through Joint programme on Gender Equality, SAFE, TRACE, PfP, DREAMS and Child Protection Fund II among others are supported by SIDA, DFID, USAID, Ireland, GIZ, EU and UN and have made significant impact in the fight against gender-based violence. Notwithstanding this, the Gender Based Violence have been largely supported by and heavily depended on Donor support.

#### Another best practice

Comprehensive Sexuality Education has been integrated in the guidance and counselling syllabus in schools in order to educate adolescent boys and girls about SRHR and SGBV and complemented by child protection committees.

The Spotlight Initiative (launched June 2019) is a global UN joint programme supported by the European Union to tackle gender-based violence. It is being implemented by six United Nations agencies (ILO, UNDP, UNESCO, UNFPA, UNICEF, and UNWOMEN). The programme seeks to end GBV by effectively transforming the situations and vulnerabilities of women and girls in Zimbabwe. The programme works through six inter-connected and mutually reinforcing pillars to address violence against women and girls holistically through laws and policies; institutions strengthening; prevention and social norms; services; data; and women's rights movement.

While donor funding is critical, the reliance on donor funding is for GBV national response is not sustainable in the long term and the funding has not been adequate to offer a comprehensive response in the context of growing evidence of the increasing costs related to GBV.

Moreover, there has also been a decline in the global donor support to developing Countries. Notwithstanding this, there is inadequate budgetary support from the treasury and the economic and human resources challenge that Zimbabwe is facing has left financing and budgetary gaps in tackling gender-based violence. The Gender Budgeting programme has also not had a significant impact in responding to GBV programmes considering the weak institutionalization of GRB. According to the Protocol on the multi-sectoral management of GBV (2019) (Costing for response and not prevention) USD 78 million required annually by the national GBV response mechanism and currently Government fund around 10% of the GBV budget requirements. To address these challenges, there is need to increase domestic funding for national GBV response even in a constrained micro-fiscal environment in order to close the funding gap.

### The key limitations and challenges have been:

- i) Delays in alignment of laws to the 2013 Constitution, incoherence and conflict between traditional laws, practices and civil law and the dominance of customary law over the Bill of Rights.
- ii) Data availability, collection and management gaps
- iii) Limited access to justice due to factors such as prohibitive costs and an adversarial justice delivery system
- iv) Lack of reporting and poor utilization of the available formal services due to low knowledge levels and limited access to information.
- v) Negative cultural, religious and social norms that perpetuate a culture of silence and gender stereotyping.
- vi) Weak institutions and compromised services due to resource challenges including the lack of formal safe shelters and one stop centres which severely limit the range of services that can be provided at provincial and district level.
- vii) Poor coordination particularly between the higher level national, provincial, district and community structures and within the women's rights movement

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## Conclusion

Zimbabwe has a progressive legal and policy framework and comprehensive institutional machinery on GBV; however, implementation of those legal and policy frameworks remains a challenge. The economic and social costs of GBV, duplication overlaps in GBV response, the inconsistencies in GBV laws and policies, challenges faced by institutions addressing GBV, the normalisation and trivialisation of GBV in Society, barriers to reporting or seeking care from formal services have all hindered an effective and efficient national response to GBV. All this presents an urgent context for action to address the challenges. With the evidence of increased cases of GBV in 2020 collective action is needed more than ever. While all stakeholders need to be fully engaged in GBV in prevention and response, more effort and leadership by Government is needed to accelerate measures that strengthen: GBV coordination, information management, awareness raising, GBV financing, legislative review and access to justice. The recommendations identified as part of this paper thereto proffers strategic actions and entry points to accelerate action on GBV prevention and response.

**SAFE is a four-year programme jointly funded by the UK and Swedish governments to reduce gender-based violence in Zimbabwe and protect the safety, rights and choices of women/girls and men/boys. The programme will deliver this by using an adaptive approach that will include research and evidence, capacity building, GBV prevention and social norms programming.**

## RECOMMENDATIONS/AREAS OF POTENTIAL INTERVENTION

Recommendation	Responsibility	Time Frame
<p><b>1. Develop a robust GBV Information management system.</b></p> <ul style="list-style-type: none"> <li>- To include the following subsets of GBV data currently not being captured by official statistics:</li> <li>- Quantitative and qualitative on the prevalence and magnitude of SGBV and HPs among women and girls with disabilities, and their SRHR needs and concerns, the levels of stigma, discrimination and cultural practices that place women and girls with disabilities at higher risks of SGBV,</li> <li>- GBV data amongst girls under 15 years and women older than 49 years.</li> <li>- The extent of SGBV against women and girls in schools and young women in tertiary institutions.</li> <li>- The scope and extent of online SGBV,</li> <li>- The extent of workplace sexual harassment.</li> <li>- Baseline data for the SDGs indicators and targets to effective monitoring, reporting and evaluation of the country's performance in achieving the SDGs.</li> <li>- Establish a database on GBV in the country easy to identify GBV hot-spots.</li> <li>- Establish a standardised GBV reporting system</li> </ul>	<p><b>MoWCSMED</b>  <b>ZIMSTAT- Gender Statics Committee</b>            UNFPA            UN Women            Research Institutions            Academia</p>	<p><b>By 2021</b></p>
<p><b>2. Increase domestic funding for the national GBV response.</b></p> <ul style="list-style-type: none"> <li>- Establish a business case for increased GBV funding from national budget- carry out a study on the cost of GBV (to GDP, to individuals and to family etc)</li> <li>- Implement the statutory requirement for GRB e.g., that, for every budget supporting development programmes a certain % of between 1-5% is set aside for gender mainstreaming, including GBV.</li> <li>- Leverage on government's migration to <b>Programme Based Budgeting</b> and integrate GRB.</li> <li>- Engage the private sector e.g., present a business case</li> </ul>	<p><b>Ministry of Finance, MoWCSMED, Society, FBOs, Private Sector Development Partners.</b>            Civil</p>	<p><b>2021 and ongoing</b></p>



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<p>and incentives for supporting national GBV initiatives.</p> <ul style="list-style-type: none"> <li>- Channel more resources towards prevention by supporting CBOs and FBOs.</li> </ul>		
<p><b>3. Scale up programmes and conduct mass media campaigns to raise awareness in order to influence change of social norms, religious and cultural beliefs and attitudes that legitimise the tolerate GBV.</b></p> <ul style="list-style-type: none"> <li>- Capacity building of all various community workers for wider reach with information on GBV</li> <li>- Increase workplace programming on GBV in urban areas (advocate for GBV safety officers at workplaces)</li> <li>- Raise awareness on local trafficking of both girls and boys and cyber information and trustworthiness</li> </ul>	<p><b>MoWCSMED</b> CSOs Traditional leaders Church leaders Businesses Extension workers</p>	<p><b>2021 and ongoing</b></p>
<p><b>4. Strengthen the Justice delivery system to address the bottlenecks in service delivery for GBV survivors.</b></p> <ul style="list-style-type: none"> <li>- Implement training programmes that sensitize criminal justice officers and law enforcement officers and improve competence to deal with GBV cases.</li> <li>- Increase the number of police officers trained to deal with GBV.</li> <li>- Establish GBV fast track courts i.e., courts committed to GBV and not mixed with other criminal cases</li> </ul>	<p><b>MoJLPA</b> Judicial Services Commission Ministry of Home Affairs</p>	<p><b>2021 and ongoing</b></p>
<p><b>5. Strengthen coordination mechanisms for GBV response-support multi-stakeholder protocol on GBV.</b></p> <ul style="list-style-type: none"> <li>- Reach underserved communities with services e.g., Safe shelters and One Stop Centres</li> <li>- Replicate the Zambian Model- establish one stop centres/shelters at the chief's residence. (Protection order remedy; establish social structures that help those who do not want to take legal action)</li> <li>- Establish and train village-based paralegals on law and neighbourhood watch to deal with security related issues. Train community health workers as first care system and councillors to GBV survivors</li> <li>- Finance mechanisms to include livelihood and economic opportunities</li> </ul>	<p><b>MoFED</b> <b>UNICEF Development Partners.</b> CSO MoWCSMED</p>	<p><b>2021 and ongoing</b></p>

## E. HEALTH, HIV AND AIDS AND COVID-19

### INTRODUCTION

Zimbabwe's National Gender Policy (NGP) enunciates a vision in which men and women, boys and girls equally enjoy their rights, contribute and benefit as equal partners in the country's development. It is a vision that is situated within Constitutional guarantees of everyone's human rights, with a bill of rights that among other things highlights the right to health care, and the elimination of harmful cultural and discriminatory practices that particularly affect the health and wellbeing of women and girls. The NGP also underscores the general recognition of poor accessibility to health care being a phenomenon that disproportionately affects women and girls. Despite efforts and interventions through a variety of multi-sector channels and a strong legal and policy framework, Zimbabwean women continue to face tremendous struggle in efforts to advance their cause, enjoy their rights and build a legacy for future generations.

### Status of Zimbabwe's Health Care Service

Among the disastrous impacts of Zimbabwe's severe social and economic decline of the last decade, has been an unprecedented deterioration of the public health infrastructure, loss of experienced health sector personnel, inadequate financial, technological and human resources, resulting in a drastic diminishment in the quality of health services available to the general population. High drop-out rates in public sector health care posts have resulted in vacancy rates of over 50% for doctors, nurses, midwives, laboratory, and environmental health staff, a situation worsened by unfavourable working conditions. Political instability and economic decline have led to reduction of health care budgets – with an estimated 40% drop in health coverage country-wide.<sup>136</sup> The poor state of public health care has also been demonstrated by an increased number of people who have opted for home treatment – with a percentage rise from 28.4% in 2011/12 to 33.3% in 2017.<sup>137</sup>

The Government budget allocation<sup>138</sup> to the health sector is below regional and continental recommended levels. In the 2020 national budget the MoHCC was allocated ZWL\$6.459 billion, representing 10.2% of total expenditure which is almost double the 5.5% allocated in 2019. The allocation for the health sector also translates to 1.9% of GDP in 2020, up from 0.97% in 2019. However, the share of the health budget remains below the Southern African Development Community (SADC) average of 11.3% and 15% threshold stipulated under the Abuja Declaration. Inequalities and inability to access quality health services directly increases the burden for women's unpaid care work due to gender norms<sup>139</sup>, as many sick people have no choice but to receive treatment at home. This reality has a direct negative correlation to access to public health services especially by women, girls and children that are critical for the achievement of any nation's health outcomes.

### Highlights of Women's Health

Women and girls are disproportionately challenged by health issues due to their health seeking behaviour, role and status in society. These include, HIV and AIDS, maternal mortality, Sexually Transmitted Infections (STIs), Cancers (primarily breast and cervical), teenage pregnancies, unsafe abortions and the inability to access sexual and reproductive health information and quality services which is foundational to these challenges. Incidence of TB, Malaria, COVID-19, injuries, drug addiction, mental health etc. experienced by the general population does not spare women and girls. Many social and cultural factors intersect to cause or exacerbate health challenges among marginalised groups especially women and girls, and persons with disabilities. Poverty and the lack of economic opportunities for survival, deduce a consequential inability of these marginalised groups to effectively address their health issues once they occur. The systemic inequalities they contend with perpetuate cycles of poverty that lead many to engage in risky lifestyles and/or find themselves in abusive situations which further compromise their health status.

### Women's most critical health issues

#### Maternal Mortality

Although 2019 Multiple Indicator Cluster Survey (MICS)<sup>140</sup> data shows a slight decline from a ratio Maternal Mortality Ratio (MMR) of 651 in 2015 to 462 in 2019, it remains a significantly high ratio for women's health status, particularly

<sup>136</sup> *Zim Health/Reliefweb 2016*

<sup>137</sup> *ZIMSTAT 2019*

<sup>138</sup> *Ibid*

<sup>139</sup> *Ibid*

<sup>140</sup> *2019 Zimbabwe Multiple Indicator Cluster Survey (MICS)*

## Gender Profile - Zimbabwe

in light of Sustainable Development Goal (SDG3, Target 3.1) whose aim is to achieve less than 70 maternal deaths per 100,000 live births by 2030. Zimbabwe's own Reproductive Health Policy target is to reach a ratio of 300 by 2020. However, increasing poverty levels, absence of reproductive health information, inadequate family planning and escalating costs of sexual and reproductive health products and services are likely to compromise further, achievement of these targets and MMR specifically. Unwanted pregnancies are increasing the rate of unsafe abortions at times escalating maternal deaths. Attendance by skilled medical workers is equally significant for positive health outcomes, a necessity which many rural populations have disadvantage in comparison to their urban counterparts. As the MICS 2019 data demonstrates, pregnant women living in rural areas are less likely to be delivered by skilled health personnel compared to women residing in urban areas. In urban areas, skilled person delivery is 94.3 compared to 82.2 for rural areas. Deteriorating health service delivery mechanisms in both settings, including due to COVID-19 measures has increased the number of women delivering at home and/or outside certified health facilities<sup>141</sup>. From one Harare tertiary hospital, a snapshot of a maternity register received online on 28 July 2020 confirmed stillbirths of 7 out of 8 deliveries – a horrendous reality of the deterioration of the health delivery system and women's inability to access quality and timely maternal health care.

### HIV and AIDS

According to UNAIDS 2018 data<sup>143</sup>, HIV prevalence in Zimbabwe is about 24.6% in the 15-49 age group, of which a disproportionate percentage represents women. Of the 1.2 million adults living with HIV, 60.83% were women. New HIV infections among young women aged 15–24 years were more than double those among young men with 9,000 new infections among young women, compared to 4,200 among young men. In 2018<sup>144</sup> an estimated 19,000 women (many of them in stable unions) contracted HIV, compared to 14,000 men. The disparity clearly signals prevalence of gender inequalities within relationships and marriages, where for example, 31% of men believe a wife cannot refuse her husband sexual intercourse even if she knows he has sex with other women and 23% of females believe women do not have the right to ask their partner to use a condom even when he has a sexually transmitted infection (STI). The inability to negotiate safe sex, and the power dynamics in their relationships has been the most common HIV risk for women. HIV prevalence among adults who had intercourse before the age of 15 years was nearly three times as high for women (25%) than for men (9%)<sup>145</sup>. This confirms increased vulnerability of girls and young women to HIV as a result of early sexual debut and because of lack of capacity and skills to negotiate for safe sex. Among people reporting two or more sexual partners in the 12 months before the survey, prevalence was more than twice as high among women (31%) as among men (12%)<sup>146</sup>. The HIV infection rate is notably higher also among groups such as sex workers (who are mostly women) and men who have sex with men. The Centre for Sexual Health and HIV/AIDS Research in Zimbabwe (CeSHHAR Zimbabwe) estimates 58% HIV prevalence among sex workers, with an annual incidence of 10%. *Healthtimes* January 2018 data shows a 32.8 % HIV prevalence among women who have sex with other women and 28% among men who have sex with men.

**The Zvandiri program, run by Africaid, began in Zimbabwe in 2004 as a support group for adolescents living with HIV. This program provides differentiated care for children, adolescents and young people living with HIV (aged 6–24 years). Community Adolescent Treatment Supporters (CATS), HIV- positive people aged 18-24 years, work between health facilities and the homes of youth living with HIV (YLHIV) to increase uptake of testing, linkage, adherence, retention in care, and services related to sexual, reproductive, and mental health. CATS work with health facilities supervised by the Ministry of Health (MOH), and work closely with social workers, community health workers and clinic health workers.**

In addressing HIV and AIDS prevention, care and treatment, USAID's President's Emergency Plan for AIDS Relief (PEPFAR) can be singled out as a good practice intervention in achieving great successes over its period of operation in Zimbabwe. AIDS related deaths reportedly fell from 121, 000 in 2005 to 24,000 in 2017. In 2019 PEPFAR's 160 million funding has resulted in over 960,000 Zimbabweans being put on anti-retroviral therapy (ART). In the same period, Mother-to-Child-transmission (MTCT) services were introduced in 90 percent of antenatal care sites around the country<sup>147</sup>.

<sup>141</sup> 2019 MICS

<sup>142</sup> Dr Norman Marara on Twitter

<sup>143</sup> <https://www.unaids.org/en/regionscountries/countries/zimbabwe>

<sup>144</sup> Avert/ Global Information and Education on HIV/AIDS, April 2020

<sup>145</sup> 2015/16 Population-Based HIV Impact Survey

<sup>146</sup> *ibid*

<sup>147</sup> USAID Global Health, November 2020

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## General disease profile

Tuberculosis (TB), Malaria, Injuries, drug addiction, diabetes, cancers etc. contribute significantly to Zimbabwe's morbidity and mortality figures. TB statistics are often linked to HIV infections, therefore indicating high prevalence among women as HIV and AIDS data demonstrates.<sup>148</sup> Malaria, whose illness and mortality burden is rated among the top three, also poses higher risks for pregnant women and children under five.<sup>149</sup> A YMCA report indicates highly risky sexual behaviours and drug use as neglected yet pandemic health-related issues among youth. "Drug addiction was the most frequently mentioned neglected health issue with two-thirds (66%) of respondents citing it, while Sexually Transmitted Infections (STI's) came very close behind on 64%. Abortion which is illegal in Zimbabwe came next with 50% followed by effects of sexual abuse at 40%"<sup>150</sup>. The incidence of various cancers in both men and women has also significantly increased Zimbabwe's health and mortality burden. Among women, HIV remains a significant risk-factor for cervical cancer, which together with breast cancer, is the more common type affecting women. In 2015, the total number of new recorded cancer cases was 7 165 comprising 3 041 (42.4%) males and 4 124 (57.6%) females. The most frequently occurring cancers among Zimbabweans of all races in 2015 were cervix uteri (19%), prostate (9%), breast (7%), Kaposi sarcoma (KS) (7%), non-melanoma skin cancer (NMSC) (6%), non-Hodgkin lymphoma (NHL) (6%), oesophagus (5%), colo-rectal (4%) and stomach (3%). The other cancers accounted for 34% of the registered cancers<sup>151</sup>. Prostate cancer has become the most common cancer in men, since 2004 ahead of oesophagus<sup>152</sup>. Research suggests that increased incidence of the most common cancers is associated with westernized life styles (colon, breast and prostate), whilst those associated with poverty and infection showed little decline (liver, cervix, esophagus)<sup>153</sup>. Overall, women presented higher incidence of cancers compared to their male counterparts which can be directly correlated to their gender reproductive roles that often limit their time investment in personal care and rest.

Different disease conditions also disproportionately affect people living with disability due to various barriers they principally experience vis-à-vis the type of disability. Overall, their main challenge is access to general health care as many face mobility constraints as most of the existing policies and frameworks are gender blind to their specific health needs. Failure to access treatment increases their vulnerability while worsening the disease condition they face, leading to a higher tally of their numbers in relation to disease burden. They are also disproportionately affected by poverty making them the most left behind among the marginalised groups.

## COVID-19 Situation Overview

The appearance of the novel COVID-19 on the world stage has given rise to seismic pressures and shifts on virtually every aspect of life. Upon its rapid spread out of China, and due to its aggressive progression and high levels of transmission, the World Health Organisation (WHO) immediately pronounced it a global public health emergency and soon after (on 21 March 2020), declared it a pandemic that demanded urgent action by all governments across the world.

It was in the same period that the COVID-19 reportedly reached Zimbabwe and was immediately declared a national disaster. A 21-day lockdown and travel ban were imposed on 30<sup>th</sup> March 2020, after which periodic reviews were announced as case incidence was being closely monitored. As of 26<sup>th</sup> September, MoHCC had recorded 7,803 confirmed COVID-19 cases, 6,067 recoveries and 227 deaths<sup>154</sup>. About a fifth of this figure represents Zimbabwean returnees mainly from South Africa, with a few others from other regional and international destinations. A sex and age breakdown of MoHCC's 26<sup>th</sup> September Situation Report shows more males (55.94%) succumbing to COVID-19 than females; older females (aged 50-90) were most infected; majority cases recorded among 20-40-year age groups; more deaths recorded between 40-80-year age group, with most occurring among males in 60-80 age group. These statistics suggest the need for further analysis in the quest to appreciate the COVID-19 impact on gender and the various demographics.

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<sup>148</sup> <https://www.unaids.org/en/regionscountries/countries/zimbabwe>

<sup>149</sup> USAID Global Health, November 2020

<sup>150</sup> YMCA, CARE International 'Neglected Health Issues Facing Young People in Zimbabwe'; 2012

<sup>151</sup> Zimbabwe National Cancer Registry (2015); <http://www.zimcancerregistry.co.zw/cancer-profile-in-zimbabwe.html>

<sup>152</sup> Chokunonga E, Borok M.Z., Chirenje Z.M., Nyakabau A.N., Parkin D.M.; Trends in the incidence of cancer in the black population of Harare, Zimbabwe 1991-2010

<sup>153</sup> Chokunonga E, Borok M.Z., Chirenje Z.M., Nyakabau A.N., Parkin D.M.; Trends in the incidence of cancer in the black population of Harare, Zimbabwe 1991-2010

<sup>154</sup> Ministry of Health and Child Care COVID-19 updates, 26 September, 2020

# Gender Profile - Zimbabwe

## Health Status and COVID-19

Considering the complex health challenges Zimbabwe is faced with, COVID-19 has already profoundly derailed the country's policy and strategic agendas for transformation of the health sector. As numerous multi-sector efforts focus on curbing the spread of COVID-19, other essential health services such as access to sexual and reproductive health (SHHR) services have been disrupted. The number of live births in health facilities fell by 21% while new clients on combined birth control dropped by 90%<sup>155</sup>. Women reported being turned away from health institutions due to increasing incapacitation and obstruction in operations<sup>156</sup>. In a recent statement, the WHO warned that '...if efforts are not made to mitigate and overcome interruptions in health services and supplies, during the COVID-19 pandemic, a six-month disruption of antiretroviral therapy could lead to more than 500,000 extra deaths from AIDS-related illnesses, including from TB in sub-Saharan Africa in 2020-2021'<sup>157</sup>. The statement estimates an excess of 40% deaths over the next half decade as effects continue to be felt. A recent UNICEF statement also warned of a decline in vaccinations of children against common childhood illnesses during the COVID-19 pandemic and noted the long term impact this would incur on children's health and welfare<sup>158</sup>. These observations underscore the imperative to position women and children at the centre of responses and ensure that their vulnerabilities receive special attention. In addition to these groups, the pandemic has exacerbated barriers faced by persons living with disability through the multifaceted impacts that have surfaced<sup>159</sup>. There is urgency in crafting an inclusive national response for addressing immediate and future needs of these high-risk groups.

## HIV and AIDS and COVID-19

While Zimbabwe's National HIV and AIDS Strategic Plan (ZNASP) has provided a strong framework for addressing the HIV and AIDS pandemic, COVID-19 has complicated and exerted pressure on health service delivery for People Living with HIV, particularly women, who carry a disproportionate HIV and AIDS burden. The scenario of COVID-19 restrictions and the reduced ability to earn incomes has posed insurmountable livelihood burdens for both women and men who are breadwinners for their families. Furthermore, for some patients (both men and women) on ART, COVID-19 restrictions on movement have exacerbated HIV complications, due to failure to access their regular ART prescriptions<sup>160</sup>, thus increasing the threat of multiple drug resistance.

## Socio-Economic Impact of COVID-19

The COVID-19 pandemic hit Zimbabwe during systemic macroeconomic challenges characterised by declining productive capacity, extreme poverty, high unemployment, hyper-inflation, with cash, fuel and food shortages etc - which the Government was attempting to address through a Transitional Stabilization Programme (TSP)<sup>161</sup> and other austerity measures introduced in late 2018. In the face of such macroeconomic volatility, COVID-19 has only exacerbated the adversities ordinary citizens must contend with. Lockdown measures directly impacted the informal sector – Zimbabwe's most thriving sector for low-income families, particularly women.<sup>162</sup>

With food systems disrupted, child and maternal mortality become a critical concern. Many children face the threat of malnutrition as they must go without adequate, let alone nutritious food. In January 2020, prior to the advent of COVID-19, UNICEF had reported increased cases of malnutrition across Zimbabwe due to drought and economic deterioration. An estimated 100, 000 children were reported to be malnourished with over a million more at risk due to failure to thrive.<sup>163</sup> In this already extreme food and nutrition insecure situation, and critical health implications, the havoc of COVID-19 and ensuing restrictions is unimaginable.

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<sup>155</sup> <https://www.zimbabwesituation.com/news/impact-of-covid-19-on-african-women/>

<sup>156</sup> *Global Press Journal* March 2020

<sup>157</sup> WHO, *Accountability International COVID-19 Scorecard for Africa*

<sup>158</sup> UNICEF *Zimbabwe COVID-19 updates*, July 2020

<sup>159</sup> UNESCO Newsletter '*Assessing the Impact of COVID-19 on Persons with disabilities in Zimbabwe*' November 2020

<sup>160</sup> <https://www.zimbabwesituation.com/news/impact-of-covid-19-on-african-women>

<sup>161</sup> *A short-term economic policy reform map for rebuilding the economy, promoting growth through local production and exports, and transforming the economy into upper middle income status by 2030.*

<sup>162</sup> UN *Zimbabwe COVID-19 Report*, May 2020

<sup>163</sup> UNICEF *Zimbabwe updates*, January 2020

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## Gender and COVID-19

The gender and COVID-19 convergence further highlight the following:

1. Being the majority group in the health labour force, women find themselves on the frontlines of care and treatment of COVID-19 cases and consequently most susceptible to the risk of infection and possible death. Men frontline workers in the police force, army, social workers and transporters have also been at risk of contracting the virus.
2. Restrictions on movement, particularly the limitations on modes of public transport have increased risk of infection faced by men and women, many of whom must report for essential duty at various locations, including in health care facilities. Many workers find themselves compelled to crowd into whatever available form of transportation without certainty of necessary precaution by operators or fellow passengers. '... public transportation ticks all the boxes as a prime virus spreader: it is a closed environment where people might be contained for a prolonged period'<sup>164</sup>.
3. In the face of any disease outbreak, provision of safe water, sanitation and hygiene is a critical component in the preservation of health. However numerous Zimbabwean families both rural and urban have poor access to safe and running water in their homes and are therefore unable to adequately ensure compliance with the WHO recommended standards to mitigate the spread of COVID-19 especially hand washing under running water.

## Conclusion

There are still immense resources, human and natural, internal and external that can be harnessed for sustaining the country through the COVID-19 pandemic, support transformation of the current scenarios, and restore hope and health to the populace. The foregoing assessment underlines the urgent need for precise action on the National Gender Policy Implementation Strategy and building on the basic principles of SDG3 on health and SDG5 on promotion of gender equality. Undergirding these is the imperative to ensure that women being the group most affected by poverty and ill health are economically and socially empowered in the key dimensions of access and control over the necessary resources; have agency to take decisions on their welfare; and enhancement, protection and promotion of their health and human rights. Foundations for a different future for Zimbabwean women and men, one that supports human rights and inclusive development, is already enshrined in the 2013 Constitution, and citizens in their diverse engagements have considerable capacity to pursue it and find long term solutions to the current and complex challenges. People living with disability are the farthest left behind in the quest for sustainable health outcomes and, together with other marginalised groups (adolescents, girls, youths, men and women with mental health issues), due attention and care are needed to close this gap for sustainable health outcomes.

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<sup>164</sup> COVID-19 and Public Transportation: Current Assessment, prospects and Research Needs, A Tirachini and O Cats.



## F. ENVIRONMENT AND CLIMATE CHANGE

### INTRODUCTION

Women in rural Zimbabwe are the majority of smallholder producers of food - and are therefore on the frontline of climate change impacts, trying to feed their families, their communities. They are also the poorest and vulnerable to climate change impacts because they are solely dependent on climate-sensitive resources for their livelihoods, and because they have little to fall back on in harsh times or to help them escape a downward spiral in productivity. Government is stepping up to the challenge, but with limited resources and multiple development priorities; putting adaptation first, women first, and local actions first; is a challenge.

**Climate change:** Most of the population (comprising mostly women) resides in rural areas and is dependent on climate-sensitive livelihoods such as rain-fed arable farming and livestock rearing<sup>165</sup>. Zimbabwe endured a devastating drought in 2018/2019<sup>166</sup>, which caused massive crop failure. Then, in March 2019, the east of the country was struck by Cyclone Idai, some 51,000 people were displaced by flooding<sup>167</sup> and washing away their homes, crops and livelihoods. Overall, 270,000<sup>168</sup> people in Zimbabwe were affected by the cyclone, including 129,600 children. Of those affected, 140,400 were women and girls, 67% of them aged 15–49<sup>169</sup>. Women and girls faced challenges of unsafe shelter, exposure to gender-based violence (GBV) and negative coping mechanisms, including transactional sex. Their burdens of unpaid care work intensified<sup>170</sup>. The poor performance of the economy and devastating effects of Cyclone Idai negatively affected the livelihoods of both rural and urban households<sup>171</sup>, especially women.

**Access to water:** Zimbabwe's water sector faces mixed challenges such as satisfying increasing competing and conflicting uses owing to climate change effects and increased water demand by other sectors. Lack of access to clean drinking water compounded by poor sanitation<sup>172</sup> has an impact on the burden of disease and increases the workload for women than men. The 2019 MICS shows that slightly more than a third of households in Zimbabwe had sources of water on their premises, with 40% of the households requiring about 30 minutes per round trip to fetch water. About 20% of the households required more than 30 minutes per round trip to fetch water for the household. More women (65%) than men (35 %) are involved in fetching water. Women spend almost twice the time that men use fetching water. The government with support of development partners has progressively invested in improve urban and rural water facilities. Beginning in 2016, Government of Zimbabwe started implementing the Climate Resilient National Water Resources and Irrigation Master Plan, supported with US\$98Million by Brazil. The objective is to integrate climate change modelling with development and management of water resources and irrigation infrastructure.

**Women's access to land and productive resources:** In Zimbabwe, 70% of agricultural labour is provided by women, women make up 70% of the rural population, and 86% of those in farming activities are women (MWAGCD Gender Policy) working 16-18 hours a day as unpaid family worker. Only 18% of beneficiaries of A1 land reform and 12% under A2 are women (MWAGCD Gender Policy). Women's land ownership is concentrated in the lower value land holdings. This is where land is governed by patriarchal systems reinforced through the *Communal Lands Act and Traditional leaders Act*. As a result, men are the primary landholders, and women negotiate access to land through their male relations - relying on fathers, brothers, husbands, uncles or male-dominated traditional authorities for land. However Agricultural Land (A1 and A2) is governed by Statutory Instrument 53 of 2014 Agricultural Settlement (Permit, terms and conditions) provides for the rights of wives and daughters to inherit land from their deceased husbands and fathers. In addition, the law provides for the acquisition of property by women in the same circumstances as those afforded to their male counter parts. In fact, research has revealed that, if women, in general, had the same access to

<sup>165</sup> <http://www.zrbf.co.zw/data/media/00001236/GENDER-CLIMATE-CHANGE-AND-RESILIENCE-An-overview-of-the-linkages-in-Zimbabwe-2.pdf>

<sup>166</sup> According to the Humanitarian Response Plan (HRP) 2020

<sup>167</sup> <https://oxfamlibrary.openrepository.com/bitstream/handle/10546/620892/bp-impact-response-cyclone-idai-zimbabwe-071119-en.pdf>

<sup>168</sup> UNICEF (2019) Zimbabwe Humanitarian Situation Report No. 7, 31 May.

<sup>169</sup> UNICEF (2019) Zimbabwe Humanitarian Situation Report No. 6, 17 May; Report 29, 8–14 May 2019

<sup>170</sup> <https://oxfamlibrary.openrepository.com/bitstream/handle/10546/620892/bp-impact-response-cyclone-idai-zimbabwe-071119-en.pdf>

<sup>171</sup> UNICEF (2019) Zimbabwe Humanitarian Situation Report No. 7,

<sup>172</sup> This was evident in Zimbabwe in 2008, when the country experienced three cholera outbreaks as a result of poor sanitation, limited access to health facilities and insufficient healthcare.



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and control over productive resources as men, they could increase yield on their farms by 20 to 30 percent, thereby eradicating poverty and enhancing food security.<sup>173</sup>

**Zimbabwe's Intended Nationally Determined Contributions:** Zimbabwe has committed to overall reduction in cumulative emissions from four main emitting sectors namely Energy, AFOLU, IPPU and Waste. Nationally Determined Contributions (NDCs) represent each country's public commitments under the PA to reduce greenhouse gases (GHGs), post-2020. The Majority of the population, (67%) lives in rural areas and of that approximately 75% are women. The impact of access or lack of access to energy both in terms of quality and adequacy has differential implications to different family/ household members with the gender responsibility for ensuring adequate and quality energy for the household lies with women and to some extent girls. Manufacturing is a male-dominated industry; 85% of the workforce is men and 15% are women. Zimbabwe is highly informal with MSME/MSEs sector contributing more than 50% of the country's GDP and 76% of the population informally employed. The sector is driven by the Zimbabwe National Industrial Development Policy (ZNIDP) which clearly commits to the inclusion of women and youth in the process of industrialisation.

**Biodiversity and Land Use:** Zimbabwe developed a National Biodiversity Strategy of 2014 recognizing that the country's rich biodiversity and the related impacts of climate change.<sup>174</sup> About 60% of the population depends on biodiversity for food and employment, especially through agriculture.<sup>175</sup> The role of women is highly recognized as far as their involvement in the maintenance of the associated biodiversity.<sup>176</sup> The main land use categories in Zimbabwe include agricultural land, rangelands, protected areas (mainly national parks, safari areas, sanctuaries and reserved forests), conservancies and settlements (including, rural, urban and mining areas. Zimbabwe's Land Degradation Neutrality report of 2017 reports a series of drastic changes in land use, technology, demographic, farming capabilities, economic demands on the resource base and allocation of land in Zimbabwe. Women's livelihoods are largely connected to the land and the environment therefore drastic changes to the land invariably have a negative impact on women's livelihoods and sustenance.

**Forestry:** In Zimbabwe, women need forest produce like fruits, roots, leaves and insects for food and medicine, firewood for heating and lighting, grass for thatching their huts for the sustenance of their families.<sup>177</sup> Deforestation is one of the most severe environmental problems in Zimbabwe (GoZ, 2017). Women have consistently and gradually cleared forest for energy purposes at a household level. Deforestation affects women's access to resources they normally use to supplement household dietary needs and production of traditional medicines. Involvement of women in decision making of afforestation and reforestation programmes is also necessary as non-involvement may conceal women's knowledge and practises relating to environmental resources.

**Community Based Tourism:** Tourism in Zimbabwe is Government led, private sector driven and community welfare oriented. Government developed a CBT Master plan in 2017 which is gender blind. The plan relegates the role of women to craftwork with the Ministry of Women Affairs playing a critical role in training and supporting women to market their products. This model has not really taken women out of their poverty but has maintained them at the periphery of the economy.

**Extractives Industries:** The extractives industry sector has underpinned Zimbabwe's economic rebound and has always been a key economic sector (WLSA, ZGC 2018). At least 800 companies operate in the sector (Chamber of Mines 2013) alongside an estimated over 500 000 artisanal and small-scale miners (Kahwai 2013, Chigumira et al 2016). Mining operations are in three categories of large-scale, small-scale and artisanal. WLSA (2019)<sup>178</sup> observed challenges in terms of accessing mining data and on women's participation in core chains. In its study in 2018 WLSA noted that that there still fewer women taking up mining. Further, the survey results showed that those women who take up mining do it on an occasional basis more than full-time compared to men. However, there are growing cases of women's success in mining as miners who own claims, tributes and participate in local economic activities serving

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<sup>173</sup>FAO, 2017 *National Gender Profile of Agriculture and Rural Livelihoods. Country Gender Assessment Series*

<sup>174</sup><https://www.cbd.int/doc/world/zw/zw-nbsap-v2-en.pdf>

<sup>175</sup><http://www.fao.org/3/CA3459EN/ca3459en.pdf>

<sup>176</sup><http://www.fao.org/3/CA3459EN/ca3459en.pdf>

<sup>177</sup> *Issues Paper on Forest by ZELA 2019*

<sup>178</sup> WLSA (2019) *Putting Women at the Centre of Extractives; A Compendium on Gender and Extractives*

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those involved in mining<sup>179</sup>. The successes are against a number of odds such as ; access to and protection of mining claims; limited in mining knowledge and skills; access to mining finance and other resources, and negative myths .The sum total of these is an inadequate institutional framework to support women's participation in mining sector governance and economic participation. In Zimbabwe, ActionAid (2015), Oxfam (2016), ZELA (2018) reported the impacts of mining on women including environmental, social impacts, displacement and relocation; prostitution and violence against women; abuse of young women and abortion; water pollution; mining accidents leaving women as widows; and disturbance to the social fabric amongst others. The poor performance of the sector has also been attributed to the archaic Mines and Minerals Act of 1961 which has failed to address transparency and accountability issues, revenue management, environmental and community engagement issues.

**Energy:** Zimbabwe's primary energy sources include fuel wood, coal, electricity and petroleum products. Access to electricity for most rural areas and some urban areas is very poor<sup>180</sup>. About 63.5% of households in Zimbabwe depend on fuel wood for their cooking requirements.<sup>181</sup> For those in the rural areas the predominant source of energy is fuel wood. Electricity access is at 13.0% in rural areas while in urban areas it is at 83%.<sup>182</sup> About 65% of the rural households depend on firewood.<sup>183</sup> Less than a quarter of the rural population has access to electricity compared to 80% of urban households. A rapid Assessment on the Status of Gender and Energy in Zimbabwe revealed that about 90% of rural households were energy poor.<sup>184</sup> However, access to energy in urban areas is faced with connectivity challenges, load shedding and the high cost per unit as the country battles with limited capacity to meet demand for electricity.

However, the country has substantial renewable energy resources in the form of hydro, geo-thermal and solar. Wind is also a potential energy source though more studies still need to be done to prove its potential. There is a growing use of solar PVs with an estimated 18% households owning a solar panel of one size or the other. More and more households have now resorted to using imported liquefied petroleum gas (LPG) for cooking and lighting.<sup>185</sup> The impact of access or lack of access to energy both in terms of quality and adequacy has differential implications to different family/ household members. This is directly linked to the gender roles that each family member performs. Poor quality implies that “the end user has high health risks, such as eye and respiratory infections”.<sup>186</sup> Poor adequacy implies that some members of the family must spend long hours during collection and are denied opportunities to develop themselves. Women spend more time fetching firewood (61.6%) than men (38.4%). Furthermore, women spend more time per week fetching firewood (3.4 hours), compared to their male counterparts (2.8 hours).<sup>187</sup> The gender responsibility for ensuring adequate and quality energy for the household lies with women and to some extent girls. Shifting the energy sector mix and involvement of both men and women in the energy value chain, can lead to new economic opportunities and strengthened livelihoods for women and men, as well as improved health, safety, quality of life and contribute to the global imperative of reducing greenhouse gas emissions.

**Green Jobs:** Given the country's vast resources in renewable energy (solar, biofuels, mini-hydro), there exists opportunities to create green jobs.<sup>188</sup> Creation of green industries and enterprises and green jobs unlocks employment opportunities, provide affordable energy and alternative energy sources that reduces care burden for women and enables them to engage in economically productive activities. Sectors with potential for greening include energy, agriculture, waste management and recycling, manufacturing, tourism, mining, among others. However, for the green jobs initiative to thrive more educational institutions (universities, polytechnic colleges and VCTs) have to incorporate green skills education and training programmes, ensuring that both females and males have opportunities at all educational institutions. This is in line with fulfilling SDG 7: Ensure access to affordable, reliable, sustainable and modern energy for all.

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<sup>179</sup>These projects are supported by various actors namely Ministry of Women Affairs and SMEs, UNDP, ZELA , PACT

<sup>180</sup>Ministry of Energy and Power Development, 2019. National Renewable Energy Policy. Harare, Zimbabwe.

<sup>181</sup>ZIMSTATS(2013).

<sup>182</sup>National Energy Policy, 2012

<sup>183</sup>ZIMSTATS (2014).

<sup>184</sup>ZWRCN policy brief(2018)

<sup>185</sup>Ministry of Women Affairs, Community Development and SMEs, Feasibility study on women and youths in green energy, 2019.

<sup>186</sup>ZWRCN(2017)

<sup>187</sup>LFCLS(2019).

<sup>188</sup>According to the ILO, green jobs are jobs that improve energy and raw materials efficiency, limit carbon emissions, minimise waste and pollution, protect and restore ecosystems and support adaptation to the effects of climate change.

## Gender Profile - Zimbabwe

Zimbabwe has adopted renewable energy (RE) as one of the pillars of its development strategies. The country's Vision 2030, the TSP recognises renewable energy development and increased use of renewable energy (bio digesters, mini-hydro, solar energy, solar water heaters, bioethanol and biodiesel) as an essential development strategy for the country. The Vision of the Ministry of Energy and Power Development (MEPD), espoused in the National Energy Policy (NEP) (2012) is to achieve universal access to sustainable energy in Zimbabwe by 2030. The Rural Electrification Program (REP) not only addresses access to electricity but also empowers the rural communities especially women, socio-economically by promoting productive use of electricity such as irrigation and cottage industries.<sup>189</sup>

### Conclusion

As Zimbabwe entered 2020, climatic and economic shocks are driving rising humanitarian needs which demand an urgent response with many people failing to put food on the table. Those hardest hit have been forced to resort to negative coping mechanisms, with particularly dangerous consequences for women and girls who are simply striving to survive. The economy (including the anchor sector of Agriculture) depends on the environment. There is therefore urgent need to combat climate change and its negative impact on the environment in Zimbabwe because women's livelihoods are closely connected to natural resources and the environment.

### RECOMMENDATIONS/AREAS OF POTENTIAL INTERVENTION

RECOMMENDATIONS	RESPONSIBILITY	TIMELINE
<p>1. Progressively accelerate diversification of the national energy mix and integrate renewable energy into the national energy mix to address the energy-poverty situation especially among women in line with SDG 7, Zimbabwe Nationally Determined Contribution (NDC)</p> <ul style="list-style-type: none"> <li>- Involvement of both men and women in the renewable energy value chain can lead to new economic opportunities and strengthened livelihoods for women and men, as well as improved health, safety, quality of life and contribute to the global imperative of reducing greenhouse gas emissions.</li> </ul>	<ul style="list-style-type: none"> <li>- MoWCSMED</li> <li>- Ministry of Energy and Power Development</li> <li>- Ministry of Environment, Climate, Tourism and Hospitality Industry</li> <li>- CSO</li> <li>- Development Partners</li> </ul>	Immediate & progressively
<p>2. Implement proposed strategies and actions in the National Gender Policy Implementation Strategy and Action Plan in line with the revised NDC sectors of:</p> <ul style="list-style-type: none"> <li>- Energy</li> <li>- Industrial processing and Product Use</li> <li>- Agriculture, Forest and other Land Use Waste</li> </ul>	<ul style="list-style-type: none"> <li>- MoWCSMED</li> <li>- Ministry of Environment, Climate, Tourism and Hospitality Industry</li> <li>- NDC sectors of Energy, Waste, Industrial processes and product use and Agriculture, forestry and land use</li> <li>- CSO</li> <li>- Development Partners</li> </ul>	From 2021
<p>3. Enhance gender mainstreaming of institutions and respective sectoral policies in the environment sector</p>	<p>Prioritise the following institutions:</p> <ul style="list-style-type: none"> <li>- Civil Protection Unit</li> <li>- Weather Information</li> <li>- Environmental Management Agency</li> </ul>	2021 and on-going

<sup>189</sup> Support to SE4ALL Country Actions Processes in Zimbabwe Draft Investment Prospectus, 2016. The REP also promotes use of renewable energy such as minihydro and solar energy. A Rural Energy Master Plan has been developed.

**G. MEDIA, INFORMATION AND COMMUNICATION**

**Introduction**

The role of the media has over the years grown beyond informing, entertaining and educating, to recognizing the different levels of political and social developments in different parts of the world. Embracing the effects of the new media and other new information technologies<sup>190</sup> has enhanced the need for media to hold everyone accountable for the implementation of the National Constitution's clauses on gender equality and non-discrimination in Zimbabwe.

Addressing gender issues in the media includes examining media institutions and their approaches to addressing the gender discourse with news sources, stakeholders and various partners and the way they are portrayed by that same media. Such analysis recognises the importance of introspecting on male-female relationships among staff in the media institutions as these have a direct bearing on the way certain subjects are treated by media in those spaces. Media often reflect lived realities of the communities in which they generate their content and the power dynamics in that society socially, economically and politically. While objectivity is a mantra in media spaces, gender neutrality and consciousness often struggle for representation in the voices and values in news and programmatic content.

Despite the 58:42 population ratio of women to men, the capacity in which the women are portrayed, that is, images of powerful role models vis-à-vis helpless victims, or mere cheerleaders of a system that deliberately excludes them are key concerns. Women representation (as practitioners and subjects) is proportional to women's media consumption and the promotion of gender equality.

**Gender and the Media**

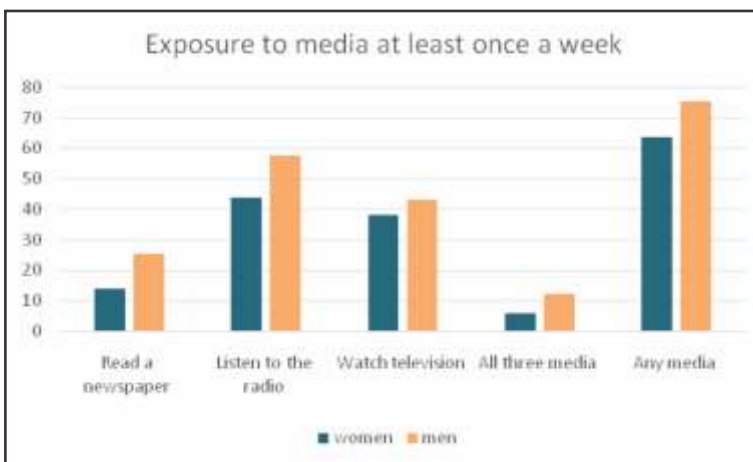
**Media Consumption**

Media engagement influences the way certain images and perceptions are either reinforced or challenged. Audiences have the power to endorse gender-blind or gender conscious language and attitudes. According to the 2019 MICS report, exposure of men to media across radio, television and newspapers is much more than that of women. The most popular form of media among men is radio, which is a secondary activity. While 57 % of men listen to radio, only 44% of the female population do the same. For men, access to any form of media is non-negotiable, hence their ability to tune into any of the three forms double the number of times women would likely do the same.

Such discrepancies in media consumption can be attributed to socially ascribed roles between men and women in terms of time poverty for women compared to men in whatever capacity. Often, women struggle with juggling between their social roles and responsibilities much more than men, leaving them limited time to interact with the media. While listening to radio is a more favourable secondary activity that enables women to continue with their other work and responsibilities, access to the gadgets is a barrier that affects women's listening habits.

Power dynamics in most households determine the nature of media to be consumed in a household, i.e. choice between radio or television. The situation cascades socio-economic dynamics as reflected in the MICS statistics

comparing media consumption among the rich and poor for both men and women. Despite gaps resulting from the varied social strata, male access to media vis-à-vis female access remains much higher as depicted in figure 3.



**Figure 3: Average communities' exposure to media weekly (MICS 2019)**

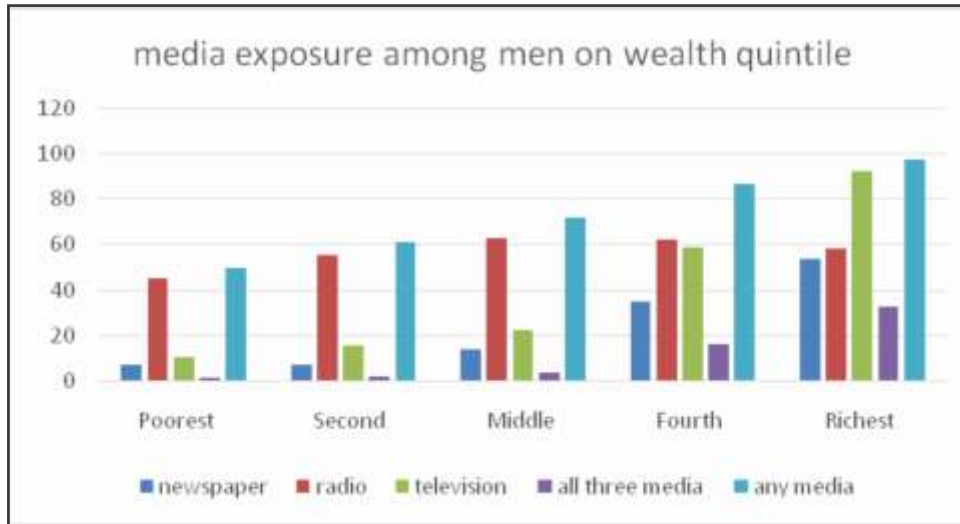
Media producers are cognisant of these dynamics. The scheduling in broadcast programming is such that content targeting women is scheduled for off-peak hours (usually mid-mornings and off-peak daytime), while serious issues requiring effective engagement such as economic and political programming jostle for prime-time scheduling.

<sup>190</sup> Ocitti J, (1999). *Media and Democracy in Africa, Mutual Political Bedfellows or Implacable Archfoes*. Harvard University. Cambridge MA 02138

## Gender Profile - Zimbabwe

This lends credence to the assertion that media use is famed for its habitual qualities, which are often timed to patterns of work, leisure, and commuting<sup>191</sup> and those structural features of social life impact on how people organize their use of media into various schedules.

Women's media consumption patterns therefore have a direct relationship to their active engagement with broad issues covered by the media, and subsequently, have an impact on the manner and extent to which the discourse of gender equality is pursued at all levels. Scheduling women-specific programming and having 'soft issues' tucked inside the pages of newspapers articulates a subtle and subconscious message to female audiences: that gender equality and equity are peripheral and belong anywhere else other than prime time viewing and front pages of newspapers.



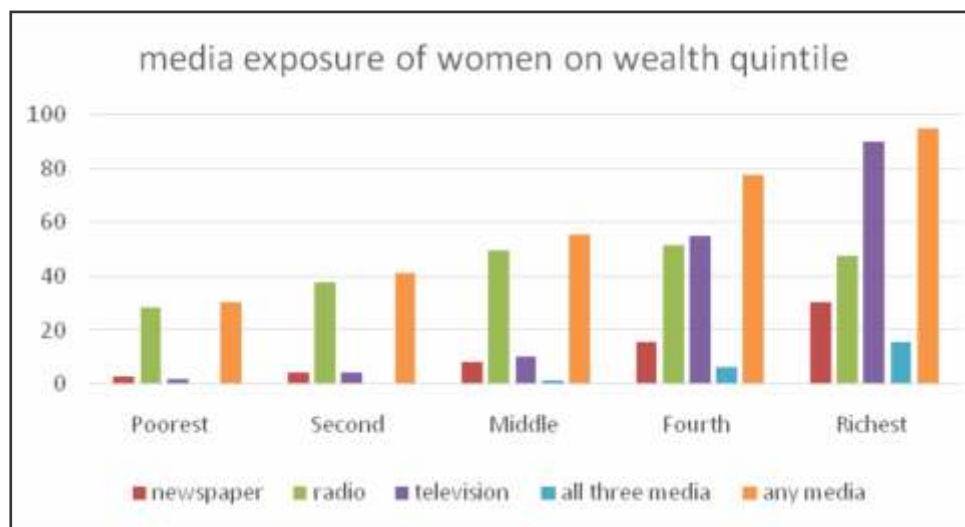
National level reports acknowledge that the economic challenges facing the nation have a higher impact on female-headed households who experience higher poverty levels, yet their voices are hardly heard in policy making processes but accentuate their helpless status. This reality seems to perpetuate the survival of women at the mercy of benevolent patriarchs.

**Figure 4: Media exposure among women based on wealth index (MIC2019)**

Media consumption habits tend to be skewed in favour of men as they readily engage in

discussions and debates about current affairs. Men are usually abreast with key socio-economic and political discourses and readily engage accordingly. Women on the other hand, tend to require a moment to catch up before they can lend their opinion, by which time opportunity for engagement may have already been missed. Advocacy for increased women's participation in public spheres therefore needs to take cognisance of these factors, to ensure a deliberate process of inclusion even in the cultivation of media consumption and participation habits.

Limited access to media consumption means that women are not able to engage and make informed decisions about issues that affect their lives. It means they have less access to information on existing socio-economic opportunities that they can tap into to improve their livelihoods, further widening gender disparities in accessing socio-economic opportunities.



**Figure 4: Media access by wealth index (MICS 2019)**

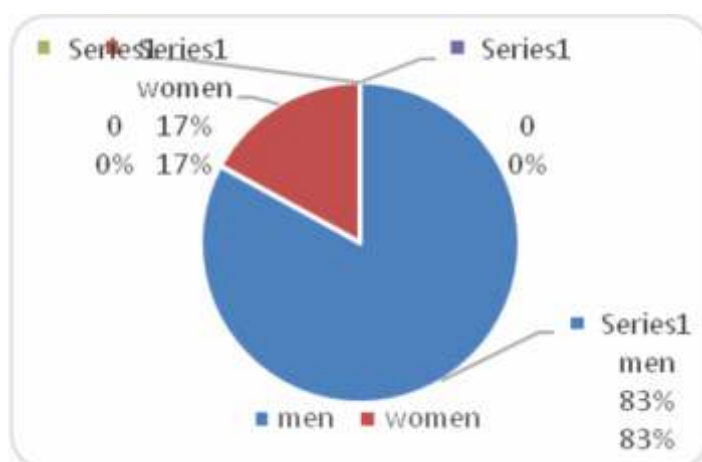
<sup>191</sup> LaRose (2010); Rosenstein and Grant (1997); Webster and Phalen (1997)

# Gender Profile - Zimbabwe

## Gender in Media Institutions

Media play a key role in creating a conducive environment for the attainment of gender equality and women's rights. The Zimbabwe Media Commission, tasked with the registration and accreditation of media practitioners has always reflected a higher number of males to female journalists and practitioners in its composition. It is believed that there are about 2482 male and 537 (17%) female registered journalists. Representation of women in the media can only improve with more women in the newsrooms, contributing to the agency of women's voices. According to Zimbabwe Newspapers, in 2019 women were underrepresented at all levels of decision making, with only 5 women against 46 men in senior management. Women are less represented than men in the various positions at the Zimbabwe Broadcasting Holding (ZBH), with 66 women and 113 men in senior management positions<sup>192</sup> as at 31 December 2018. According to Section J of the Beijing Platform for Action (BPFA) media are critical in the promotion of a balanced and non-stereotypical portrayal of women as well as in increasing the participation and access of women to expression and participation in effective decision making.

The SADC Protocol on Gender and Development (2008) calls on the media to mainstream gender in all laws, policies and training, ensuring men and women are given equal coverage. However, this can only be possible if the media themselves are balanced in their own spaces, in terms of the ratio of male to female media practitioners. It is the mixed views and perceptions emanating from these spaces that gender awareness increases among peers, and that world views are transformed to a state of gender-consciousness.



Kahn (1994) asserts that representations of women in the media are usually focused on gender-based evaluations of dress and demeanour than on the substance of their decisions and actions. Such attitudes are also a reflection of how the media institutions themselves perceive the women they employ, and resultantly, attitudes towards them. Almost always, photographers value women's appearance, wardrobe, mannerisms, and ridiculous or compromising pictures as the basis of a story, rather than their contributions and actions.

According to the Media Impact Project<sup>193</sup> bringing more women into the newsroom has an impact on what is written, in what way, and by whom.<sup>194</sup> For

example, the policy announcement allowing pregnant girls in school would not receive as much ridicule from a woman-led media institution than it did through a cartoon in the local H-Metro.<sup>195</sup> It is therefore imperative that the structural barriers and gender gaps rooted in historically unequal power relations between women and men be addressed by engendering the media with effective male involvement.

## Women and Men as Media Sources

Women are 33% of sources in stories by online news female reporters, compared to 23% in stories by men.<sup>196</sup> The articles by women are more likely to be about women (14% of articles by women were about women, compared to 9% of articles about women by men). Representation of such nature in the newsrooms helps to provide a space for the articulation of issues affecting women, celebrating and recognising women as equal in any society. It is on this basis that the media landscape can grow its news and media content sources. However, such inclusion remains elusive in a landscape where the limitations are not just in the newsrooms, but also among the sources.

While there has been extensive advocacy on women representation in the media, women at times are reluctant to be quoted, while in other instances it is argued that competent women are either few or unavailable to discuss or comment on a subject matter. Gender and Media Connect (GMC) compiled a 'women only' directory of news sources for use by journalists,<sup>197</sup> though some media institutions continue to resort to their regular male sources.

<sup>192</sup> ZBH(2018).

<sup>193</sup> Zeisler (2017)

<sup>194</sup> <https://www.mediaimpactproject.org/uploads/5/1/2/7/5127770/womennewsroom.pdf>

<sup>195</sup> H-Metro cartoon, August 25 2020

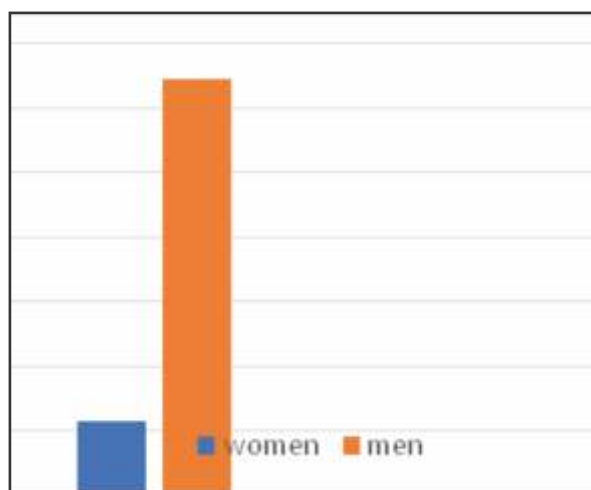
<sup>196</sup> The Global Media Monitoring Project (GMMP), an ongoing longitudinal study on gender in the world's media

<sup>197</sup> <http://gmc.org.zw/wp-content/uploads/2019/12/According-to-her-large.jpg>

## Gender Profile - Zimbabwe

Statistics confirm that 76% of the news sources are male, compared to a mere 24% female. This is despite the fact that the country has a 52:48 ratio of women to men, in an economy that is largely anchored on the informal sector, most of whom are women.<sup>198</sup> Male dominated sources of news therefore, influence key policy direction and inform strategic decisions that contribute to governance, including appointment of the Presidential Advisory Council which has on its list 5 women out of 26 members.<sup>199</sup> The media in Zimbabwe therefore continues to perpetuate a 'crisis of voices'<sup>200</sup> by denying women visibility through the various forms of public media, thus enhancing the 'crisis of representation'<sup>201</sup> by ensuring agency by those who assume to have an appreciation of women's perspectives and experiences. Gender consciousness in the media involves sharing critical spaces in the headlines, in strategic programming, and deliberate inclusion outside of special days such as celebrations of 16 Days of Activism against Violence Against Women, International Women's Day and Mothers' Day specials. This remains a fact that media institutions struggle to embrace.

Out of a total of 762 voices the public media recorded in the coverage of political developments in the country over a two-month period, women constituted 15% (117 voices) compared to males, who were quoted 645 times (85%).<sup>202</sup> Similarly, there were 108 female sources (13%) used in political stories carried by the private media against 712 male sources. In public media, females were least represented in stories relating to politically motivated violence and conflict while in the private media, coverage of Parliament issues made sweeping reference to women.



**Figure 6: Average communities' exposure to media weekly (MICS 2019)**

Such attitude by both the public and private media reflects the limited value media institutions place on issues affecting women as well as acknowledging women as worthwhile news sources, capable of contributing to the national agenda. Other than mere reference to women as Members of Parliament or in relation to the positions of authority they occupy, there seems to be limited effort in seeking or framing substantial issues that the women can be quoted as news sources.

### COVID19 Impact on Gender and the media

The outbreak of the COVID-19 pandemic has exacerbated the economic crisis, with resources for other essential services being diverted to curb the pandemic. A shift by the media in focus has left women experiencing the blow harder as they disproportionately work in insecure spaces and are heavily reliant on service delivery. Women in media are no exception.

Though the COVID-19 pandemic had already begun making headlines the world over towards the end of 2019, its onset in Zimbabwe was in March 2020, taking down a youthful 30-year-old journalist, thus hitting the sector hard with its first strike. The first COVID-19 death brought a reality check on the media (and the country in general), who began a deliberate focus on the coverage of the pandemic, thus prompting Government to take the matter seriously through constant reports on the subject matter. Even as the country went into lockdown on the 31<sup>st</sup> of March 2020, media being essential services continued working, generating media content to the nation, albeit putting journalists at risk. The report by the public broadcaster of 30 broadcasters having tested positive was yet another reality check for the sector. Yet in all this, the gender dimension was not spared as all focus was now on the 'more urgent and important' issue of COVID 19. Suffice to say, the Zimbabwe Gender Commission reported a significant increase in cases of GBV, which required media to be even more alert. Consolidated efforts of Non-Governmental organisations such as Musasa and the Women's Coalition of Zimbabwe ensured increased visibility of GBV intervention and messages. Interviews with female journalists indicated the inherent conflict emerging from having to continually serve through media content generation, while exposing their families. An analysis by the International Federation of Journalists (IFJ) on the status of the journalism environment during the COVID-19 outbreak showed similar results across the globe, Zimbabwe included. Key issues were loss of revenue and work opportunities for freelance journalists,

<sup>198</sup> <http://gmc.org.zw/wp-content/uploads/2019/12/According-to-her-large.jpg>

<sup>199</sup> <http://www.theopc.gov.zw/index.php/362-president-sets-up-advisory-council>

<sup>200</sup> Couldry (2010) articulates that failure to speak is perceived as crisis of not having a voice

<sup>201</sup> Alcoff (1991) examines the challenges of having representation with limited understanding/appreciation of issues at hand

<sup>202</sup> From an analysis of women in politics by the Media Monitoring Project of Zimbabwe (2018)

## Gender Profile - Zimbabwe

increased stress levels among media practitioners, lack of personal protective clothing, arbitrary arrests, lawsuits and assaults.

The IFJ survey also showed that more than a third of journalists had shifted their focus to cover COVID-19 related stories. The concerns of the Zimbabwean media therefore included the industry's sustainability, the future of jobs as companies had begun to feel the pressure to review their operations in an economy hit hard by the health crisis. An environmental scan reflected simulcasting among radio stations from different media stables, while newspaper printing had been temporarily shelved or drastically reduced due to a lockdown ordered by the government in a bid to contain the spread of the disease. Many newspaper publishers have shifted focus or migrated to digital platforms.

### Information Communication Technology

Newsrooms and media institutions have harnessed information technology for advancement and keeping abreast with global trends. However, existing gaps for women include limited knowledge in computer technology and adaptability to ICT skills. This is a deterrent to effective engagement in promoting gender equality through generation of media content that enhances the uptake of opportunities by female audiences.

The high usage of mobile phone technology among both women and men is not reflective of their ability to navigate the internet in an empowering manner. The higher male ratio in ICTs<sup>203</sup> usage therefore begs even more innovative ways of promoting such literacy among women to promote gender equality. The National Gender Policy Implementation Strategy asserts ICT is catalytic to the achievement of sustainable development. The recognition that almost a quarter of Zimbabwe's female population (23.3%) has never used the internet while younger women (15.8%) access internet weekly is one of the major motivations for implementing the Gender Policy.

Governance structures in media institutions are yet another opportunity for the gender equality in media. An audit of gender representation in the boards of media houses and making recommendations on achievement of the objectives will enable a facelift of the sector. Lobbying for gender equity in appointment to the various boards of media houses and regulatory bodies and going beyond to ensure the mainstreaming of gender perspectives in the implementation of ICT policies, legal provisions and programmes will also contribute to meeting gender parity levels.

### Challenges in Media Institutions

The biggest challenge in the limited numbers of women in media institutions lies in the recruitment process, which is proportionally related to output by media training institutions. According to GMC, reports reflect that unless you are known by someone in the newsroom, or linked to the media institution, it has not been easy for young women to find their way through the open door and those that do often find themselves compromised due to multiplicity of favours that include sexual harassment.

Research by the Voluntary Media Council of Zimbabwe (VMCZ)<sup>204</sup> shows that very few women are in decision-making positions in newsrooms, and allegations of sexual harassment abound in some newsrooms, deterring young women from pursuing a future in the profession.<sup>205</sup> While findings of the *Power, Patriarchy and Gender Discrimination in Zimbabwean Newsrooms* (2012) instigated efforts to redress a number of the gender-related issues documented therein, a number of issues such as the need for psychosocial support and other practical interventions continue presenting as challenges among the media practitioners. Gender discrimination, in particular sexual harassment, is institutionalised within Zimbabwe's media organisations<sup>206</sup> and remains under-reported. Most victims either choose silence or they just leave their jobs when the situation becomes intolerable. Non-reporting of such sexual harassment has resulted in allegations; (although they are refuted) thus creating a general impression that workplace sexual harassment is neither common nor serious. To date, this is a significant problem that remains largely invisible, shrouded in secrecy, stigma, shame and fear of retaliation, hence requiring redress. While mainstream media institutions have now put in place gender policies and sexual harassment policies, the challenge remains that of the general attitudes among media practitioners. The gender equality discourse is further hampered by the older female practitioners who sexually harass junior male colleagues in return for newsroom favours.<sup>207</sup> As such, mechanisms for

<sup>203</sup> MICS Survey (2019)

<sup>204</sup> Media diversity campaign, VMCZ

<sup>205</sup> <https://www.voazimbabwe.com/a/zimbabwe-media-research-women-annihilation-of-women-by-media/1808920.html>

<sup>206</sup> *Power, Patriarchy and Gender Discrimination in Zimbabwean newsrooms 2012*

<sup>207</sup> *Interviews with media practitioners*



## Gender Profile - Zimbabwe

dealing with gender discrimination in media institutions are regarded by media workers as ineffective and inappropriately targeted. This requires comprehensive strategies that go beyond single-focus solutions to long-term shifts in institutional culture. It also requires mechanisms that are not only seen to address gender discrimination but also address this debilitating problem. Though the gender policies outrightly state non-discrimination, somehow the tendency to assign women to 'soft' beats like entertainment and lifestyle and 'hard news and analyses' beats such as politics, economics, and sports to male journalists has carried the day. Women have to deliberately jostle for these 'unsafe' beats despite the existence of policy.

Promotion remains hampered by women's reproductive roles of pregnancy and motherhood, which though now outlawed in speech, are nuanced through action. Issues of working late at night or travel portfolios are often decided based on a women's social roles (motherhood topping the list), which are not brought up in relation to men's roles and responsibilities. Motherhood and marriage are perceived as potential threats to women's long-term commitment to their jobs and compromise career development in the sector. Attitudes remain a hindrance in facilitating well-deserved upward advancement of women in media institutions despite clear appraisal processes. Remuneration discrepancies, which dogged the sector for decades, have been redressed in line with institutional and sectoral policies which include performance appraisal in some instances.

### Cyber bullying

Social networks such as Facebook, Twitter and WhatsApp are very popular with teenagers as they are widely used daily as a means of communication and source of entertainment. In this Covid era, they have been widely used for education as well. Cyber-bullying is when one uses the internet and social media networks to harass or degrade someone, spread sensitive information, rumours and falsehoods via emails, texts, Facebook, Instagram and Twitter posts. Cyber bullies may target vulnerable people by hacking into their personal accounts or spreading vicious rumours via a webpage in order to publicly humiliate them.

95% of teens who use social media have witnessed cruel behaviour on social networking sites say they have seen others ignoring the mean behaviour and 55% witness this frequently; 84% have seen the people defend the person being harassed and 27% report seeing this frequently; 84% have seen the people tell cyber-bullies to stop bullying and 20% report seeing this frequently; 66% of teens who have witnessed online cruelty have also witnessed others joining and 21% say they have also joined in the harassment; 90% of social media-using teens who have witnessed online cruelty say they have ignored mean behaviour on social media and 35% have done this frequently; 80% say they have defended the victim and 25% have done so frequently.<sup>208</sup>

Zimbabwe's high-profile individuals, executives and business owners have equally fallen victim to cyberbullying, cyber harassment and revenge porn. Cyberbullying can cause depression (and even suicide among adolescents and youths), stress and inability to concentrate (for teens/young adults - in school and on other important issues in life), reduced self-confidence, self-doubt, poor self-image and can make one paranoid and unwilling to hang out with friends since they might feel that people are out to get them.<sup>209</sup>

In Zimbabwe, Cyberbullying and Cyber Harassment can be addressed under civil law or criminal law, based on the situation. The Cabinet has considered and approved the Cyber Crime, Cyber Security and Data Protection Bill as an effort to "protect the country's cyber space" and aims to bring sanity in Zimbabweans' use of social media platforms including WhatsApp, Twitter and Face Book and penalize those who are disseminating "offensive" material. The Minister of Information also noted that the bill seeks to combat cybercrime and increase cyber security in order to build confidence and trust in the secure use of information communication technologies. The bill covers data protection with due regard for constitutional rights and public interest; establishment of a Data Security Centre and a Data Protection Authority under POTRAZ; and investigation and collection of evidence relating to Cyber Crime and unauthorised Data Collection. However, there is contestation about the bill from detractors who are convinced that the Bill is politically motivated and an attempt to censor what kind of information leaves the country.

Gender equality and equity also relies on effective media platforms hence cyber bullying is a real threat to whole population, whose effect depends on the specific circumstances and must be equally addressed.

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<sup>208</sup> PEW Internet Research Center, *FOSI, Cable in the Classroom* (2011); <http://seventeen.com/internetsafety101.org>

<sup>209</sup> *ibid*

## **Conclusion**

Women's interaction with the media, albeit in multi-layered capacities and at various levels continues to be hampered by patriarchal norms which constrict their participation. Celebrating milestones such as the development of gender policies in most newsrooms needs to be coupled with implementation, despite the socio-cultural attitudes by gatekeepers, who struggle with acknowledging women as equal citizens in the workplace. The appointment of a woman as Minister for the sector, coupled with her commitment to gender parity in the appointment of Boards of media institutions is a milestone towards gender equality. The context of COVID-19 as the new normal demands that the sector naturalises the gender discourse as part of political will to promoting Gender Equality.

## **RECOMMENDATIONS/POTENTIAL AREAS OF INTERVENTION**

## H. HUMAN RIGHTS, PEACE BUILDING AND SECURITY

### INTRODUCTION

Zimbabwe has a robust institutional and policy framework on human rights, peace and security.<sup>210</sup> The country has also ratified regional and international instruments with provisions which advance gender equality while promoting human rights, peace and security.<sup>211</sup> Despite the existence of these policies, frameworks and instruments women continue to experience human rights violations and insecurity in public and private spaces. There is need to fully implement and operationalize the provisions in the policies, laws and international instruments to protect women from human rights violations as well as ensuring that they participate in peace and security processes.

### Current Situation

Zimbabwe is a relatively peaceful country that is not characterised by armed conflicts per se. However, other structural drivers of conflict, such as unemployment, poverty, urbanisation (without adequate services), climate change and access to natural resources and services have led to conflicts at different levels. Zimbabwe has in the past experienced pre- and post-election violence that affected men and women differently with women bearing the brunt of such conflict.<sup>212</sup> Rural women are likely to suffer from such violence more than their urban counterparts because of their increased vulnerability, as the rural areas are also sites of bitter contestation in elections.<sup>213</sup> Conflicts have also emerged as a result of principles of biodiversity conservation with Human/Wild life conflicts in communities that live next to national parks and animal corridors. In Matabeleland conflicts with regards to land use between farmers and miners have become common, characterised by physical violence.

Women, youths and vulnerable groups are largely excluded in the peace building process.<sup>214</sup> The gender profile of the National Peace and Reconciliation Commission, confirmed that females are underrepresented in most of the Commission's posts. For instance, in 2019, out of the 6 Directors only 2 were female. Out of the 5 Deputy Directors, only 1 was female. However, with recruitment still in progress, deliberate effort to balance the commission staff is possible to ensure concerted efforts in gender responsive peace building processes.

There is no data to demonstrate the role that women have played in conflict mediation in Zimbabwe. There is still a dearth of women's representation and participation in peace and security issues due to cultural and institutional barriers. It is evident that women have generally been excluded from peace negotiations and processes at high levels, yet culturally, they are known to play a strategic role as peace makers e.g., as 'vana tete'. This situation dates to the Lancaster House negotiations where there was only 1 woman at the negotiating table.<sup>215</sup> Women were not represented during the Unity Accord processes of 1985-87 between ZANU PF and ZAPU, neither were they a significant player in the Global Political Agreement of 2009 which birthed the first ever Government of National Unity (GNU).<sup>216</sup> In 2019 the government set up a Commission of Inquiry to investigate the shooting of civilians following civil protests demanding the release of election results of 2018 harmonised elections. The commission was made up of 5 males and 2 females which is contrary to Section 17 of the Constitution which provides that the state must promote full gender balance. However, work by the NPRC demonstrated the participation on women at lower levels, at community level, in churches, and in the traditional system (as advisors to the chiefs. The critical mass of women is

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<sup>210</sup> Chapter 4 of the Constitution has a very expansive bill of rights which also provides for the right to personal security and freedom from all forms of violence from public and private sources. The country has independent commissions such as the Gender Commission, Human Rights Commission and National Peace and Reconciliation Commission which are working on addressing gender equality, human rights, peace, security and reconciliation.

<sup>211</sup> Maputo Protocol article 4 addresses the right to life, integrity and security of the person, article 10 addresses the right to peace and article 11 addresses the protection of women in armed conflict. Article 28 of the SADC Protocol on gender and Development called 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

<sup>212</sup> RAU (2010), "When the going gets tough the man gets going!" Zimbabwean Women's views on Politics, Governance, Political Violence, and Transitional Justice. Report produced by the Research and Advocacy Unit [RAU], Idasa [Institute for Democracy in Africa], and the International Center for Transitional Justice [ICTJ]. November 2010. Harare: Research & Advocacy Unit.

<sup>213</sup> Political Violence against Women: A Summary of Previous Research: Report produced by Research and Advocacy Unit (RAU) July 2020

<sup>214</sup> National Budget Estimate Bluebook (2019)

<sup>215</sup> Joyce Mujuru, who later also became the first and only female Vice President Zimbabwe has ever had

<sup>216</sup> [http://www.nprc.org.zw/wp-content/uploads/2019/10/NPRC-2018-2022-Strategic-Plan\\_0.pdf](http://www.nprc.org.zw/wp-content/uploads/2019/10/NPRC-2018-2022-Strategic-Plan_0.pdf)

## Gender Profile - Zimbabwe

fully harnessed in peace building as youths remain excluded in the processes and programmes. Young people suffer stereotype against their age and their gender, with female youths discriminated more than the male youth. This portrays them as passive victims and it takes away their agency, yet they play a critical role as both victims and perpetrators of violence.

An average 45% of the population use the informal justice system to resolve disputes and conflicts that arise within their communities.<sup>217</sup> However there is inadequate female representation in the customary law institutions (Primary and Community Courts) that are mandated to resolve disputes using customary law. The institution is predominantly male with 286 male chiefs and 4 female chiefs as well as 488 headmen (482 males and 6 females). Lack of female representation in this institution invariably affects the outcomes of the resolution of disputes as male traditional leaders may not appreciate the impact of conflicts and abuses on women. In most cases women seek protection and recourse from an institution that is presided by men who uphold norms and values that discriminate against women. There is no data on the number and type of cases disaggregated by gender that traditional leaders handle in their jurisdictions.

There are various interventions that are being implemented by stakeholders to address the issues outlined above. The Human Rights Commission and the National Peace and Reconciliation Commission (NPRC) are mandated to address human rights, peace and security concerns. One of the initiatives which the NPRC initiated with success is the Safe Space Programme which was conducted in fulfilment of Section 9(1) of the NPRC Act Chapter 10:32.<sup>218</sup> The programme gave women the platform to engage the commission on its transitional justice initiatives. It was premised on the notion that in times of conflict women and girls experience unique violations and are sensitive victims that require safer spaces to tell their stories.<sup>219</sup> This initiative is in sync with similar initiatives being carried out by CSOs such as Heal Zimbabwe.<sup>220</sup> The initiative was successful in creating safety in terms of confidentiality of the women's narrations, enhancing freedom of speech, improving confidence and knowledge, as well as promoting positive attitudes and behaviours towards emotional healing.<sup>221</sup> Women safe spaces largely fulfil the broader United Nations Security Council Resolution 1325 (SCR1325) which recognizes the under-valued and under-utilized contributions women make to conflict prevention, peacekeeping, conflict resolution, and peace building. The collaboration by NPRC with like-minded organizations in the implementation of this initiative brought to the fore the power of collaboration and this approach should be used in peace building and security programmes.

The Gender, Peace and Security Programme implemented by UN Women between 2012 and 2019 is an example of a successful programme which addressed gender, peace and security issues.<sup>222</sup> There were 3 phases of the program spanning between 2012 and 2019. Its key objective was to support key government institutions to respond to GPS

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<sup>217</sup> *National Survey on Citizen's Perception on Access to Justice carried out by Centre for Applied Legal Research*

<sup>218</sup> *The programme was rolled out in Mashonaland East (Mutoko), Midlands (Zhombe), Bulawayo (Entumbane), Matebeleland North (Tsholotsho and Matebeleland South (Maphisa)*

<sup>219</sup> <http://kubatana.net/wp-content/uploads/2019/10/NPRC-and-Women-Safe-Spaces.pdf> - Focus on Community Peace Building Practices Issue 3/2019 a publication by Heal Zimbabwe

<sup>220</sup> *The women safe spaces are groups of not more than 20 women representing 20 households that are already existent within the communities. The spaces comprise of women from diverse socio-economic and political backgrounds, denominations and ages who meet on their own to build peaceful relations. The groups meet every fortnight to discuss peace building issues as well as other issues hindering social unity in their communities and they agree on various activities to address the identified issues. These women will engage with various community stakeholders such as churches, traditional leadership, local government authorities and business people, among others, on issues of peace building issues that are important to their community. These women with the assistance of HZT are expected to facilitate reconciliation and peace dialogues within their localities.*

<sup>221</sup> <http://kubatana.net/wp-content/uploads/2019/10/NPRC-and-Women-Safe-Spaces.pdf>

<sup>222</sup> *Final Evaluation of the Gender, Peace and Security Programme in Zimbabwe report prepared by Dr. Godwin Hlatshwayo and Sithembile Mpofu*

<sup>223</sup> *These include government ministries and departments (MWAGCD, Ministry of Defence, Ministry of Home Affairs, Ministry of Foreign Affairs and International Trade [MoFA] and ONHRI), Chapter 12 Commissions (ZGC, ZEC, NPRC and ZHRC), academic institutions (Institute of Peace Leadership and Governance of Africa University, ICS, NDC, ZSC, Solusi University, BUSE, NUST, the Africa Gender Institute of the University of Cape Town) and Civil Society Partners (Africa Community Publishing Trust, Musasa Project, Zimbabwe Young Women's Network for Peacebuilding (ZYWNP), PACDEF, Better Life Foundation, Zimbabwe Women Lawyers Association (ZWLA), Women's Coalition of Zimbabwe (WCoZ), Zimbabwe Peace and Security Programme, Female Prisoners Support Trust (FEMPRIST), Southern African Development Community Regional Peacekeeping Training Centre (SADC RPTC), the African Centre for Transformation and Inclusive Development (ACTIL, Kenyatta University), Zimbabwe Women's Parliamentary Caucus (ZWPC).*

## Gender Profile - Zimbabwe

concerns in Zimbabwe. It also focused on women's participation in peace initiatives and supported initiatives that contributed to the promotion of peaceful harmonised elections.<sup>223</sup>

The use of Women Peace Committees (WPCs) by organisations such as Peacebuilding and Capacity Development Foundation (PACDEF) demonstrated that such a strategy has potential for enhancing peace and security through the participation of women.<sup>224</sup> The Ward Peace Committees (WPCs) contributed to conflict resolution, peace building as well as promoted entrepreneurship.<sup>225</sup> The programme also enhanced the quality of courses offered by academic institutions by mainstreaming gender.

Some women who received training during this programme were appointed to strategic positions. For example, Oppah Muchinguri was appointed Minister of Defence; Monica Mutsvangwa was appointed Minister of Information and Publicity and Ellen Chiweshe was appointed to the position of Commodore<sup>226</sup> thus becoming the first female Commodore. Women also received training on leadership, conflict resolution and mediation to promote peace and security played a key oversight in parliament on debates relating to women's rights. The Zimbabwe Women Parliamentary Caucus advocated for the amendment of the Electoral Bill of 2018 calling for political parties to desist from violating the rights of female MPs and community members. They also undertook the Me-too Campaign denouncing verbal, sexual and emotional abuse of women in politics.

Another successful strategy employed under this programme was capacity strengthening of the security services (Defence Forces, Police Services, Prisons and Correctional Services) to respond to gender insecurities. An approach that stood out was building the capacity of curricula advisory tutors and lecturers from security sector institutions such as Zimbabwe Staff College, Institute of Correctional Services and National Defence College. In addition, another successful intervention was setting up of the GEMASSET (Gender mainstreaming in the security sector) which brought together ZRP, women's organisations and CSOs together for dialogue and peaceful exchange on strengthening the security sector in Zimbabwe. It allowed these institutions to work together in developing strategies to enhance peace in communities. The challenge was that the dialogues were once off hence their impact was minimal.

### Challenges and Gaps

There is limited use and knowledge of the UNSCR 1325 by the government, though it is applicable to Zimbabwe. This may arise from the existence of negative perceptions of the resolutions and the implications that could follow if effectively engaged at the international level as well as the perception of the role of the Security Council in national security issues.<sup>227</sup> There is therefore no political will to operationalize the provisions of this key resolution. Resultantly Zimbabwe has not developed a National Action Plan which is key in ensuring that provisions of UNSCR 1325 are implemented fully.

Though there are several stakeholders working on peace and security data gaps on the gendered nature of conflicts exist. There is limited coordination amongst the different organizations and institutions that are working on peace and security and there is no gender sensitive registry that profiles the types and levels of conflicts in Zimbabwe. There are also no social cohesion indicators which are key in tracking whether there is progress in the country. The NPRC is in the process of rolling out a baseline survey on the gendered nature of conflict. This data will be useful in informing interventions to address conflict and security challenges in communities.

Furthermore, the country does not have a mechanism for prevention and non-recurrence of conflict. The country thus falls short of UNSCR 1325 which calls for the need for prevention mechanisms, hence the potential of recurrence of violence against women might recur. It is however pleasing to note that the NPRC is now in the process of designing a Conflict Early Warning and Early Response Mechanism (CEWER).

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<sup>224</sup> 447 women contributed to the resolution of conflict and development challenges in their communities.

<sup>225</sup> UN Women Final Evaluation of the Gender, Peace and Security Programme in Zimbabwe, Dr Godwin Hlatshwayo and Mrs Sithembile Mpofo

<sup>226</sup> Final Evaluation of the Gender, Peace and Security Programme in Zimbabwe (UN Women) report prepared by Dr. Godwin Hlatshwayo and Sithembile Mpofo

<sup>227</sup> Final Evaluation of the Gender, Peace and Security Programme in Zimbabwe report (UN Women) prepared by Dr. Godwin Hlatshwayo and Sithembile Mpofo

## Gender Profile - Zimbabwe

The NPRC in its engagements with women noted that members of the security service were identified among the list of perpetrators of violence. Though section 210 of the Constitution provides that there should be an Act of Parliament providing an effective independent mechanism to receive and deal with complaints against security services by the public, such an act is yet to be established.<sup>228</sup> The independent mechanism is key in ending impunity and preventing further occurrences by bringing perpetrators to account.

The discourse on gender, peace and security is dominated by women and very few men at the lower levels. Empowerment models that exclude other sectors of the population are bound to be unsustainable. The limited involvement of men in discourses about women's rights and security is therefore a cause of concern.<sup>229</sup> The absence of men in critical conversations on equality and equity, and on the intersections between women, peace and security, has led to one-sided debates and exclusivist policy suggestions.

Women's access to justice is often hindered by structures in the justice system. Factors such as prohibitive costs, an adversarial system, as well as the cumbersome procedures that require repetitive appearance before the courts, which are based in cities exclude women in rural areas who have no resources. Lack of resources and access to free legal aid, as well as the fact that courts are far spaced makes it worse for women seeking to get justice for whatever wrong they have suffered. Whether as victims or as witnesses, women's attempts to access justice has shown how discriminatory the formal system is and the need for it to be reformed as women are frustrated by financial, geographical, cultural and social factors in using the higher echelons of the courts. The experience of women's access to customary justice delivery system in conflict resolution is also challenged by patriarchal attitudes.

### Conclusion

UNSCR Resolution 1325 has not yet been ratified. However, its provisions have been accommodated in the 2013 Constitution. This sets a good foundation for full implementation of all its provisions. The 2013 Constitution makes provision for the setting up of the NPRC, which is mandated to secure peace, reconciliation and nation building as it addresses some of the country's political injustices with a gender lense. A gender mainstreaming mechanism spearheaded by the MoWCSMED through its decentralised structures to local level and supported by relevant Chapter 12 Commissions (especially the Gender Commission, Human Rights Commission and National Peace and Reconciliation Commission) as well as church and civil society organisations have potential to push for the achievement of gender equality targets in the human rights and peace building sector. However, platforms for intergenerational dialogues that create alternative peace in a holistic and inclusive manner should be created at levels of society.

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<sup>228</sup> *This has been outstanding since the promulgation of the Constitution in 2013.*

<sup>229</sup> [https://media.africaportal.org/documents/1325\\_in\\_2020.pdf](https://media.africaportal.org/documents/1325_in_2020.pdf)

## Gender Profile - Zimbabwe

### RECOMMENDATIONS/AREAS OF POTENTIAL INTERVENTION

RECOMMENDATION ACTIONS	RESPONSIBILITY	TIMELINE
1. Develop a National Action Plan to guide implementation and monitoring of NPRC resolution 1325	Government NPRC ZGC Academic Institutions Security Services Institutions Civil Society Organisations	Immediate
2. Implement other Gender, Peace and Security programmes based on the format used in the UN Women, Gender, Peace and Security Programme which could be used as best practice.	MoWCSMED Development Partners CSOs NPRC ZGC ZHRC	by 2021 (and ongoing)
3. Mainstream gender in the security services sector <ul style="list-style-type: none"> <li>- Develop a clear tracker to track implementation of gender mainstreaming in security institutions.</li> <li>- Advocate for gender parity in representation in the security sector and review the recruitment processes.</li> </ul>	Security Services Ministry of Justice Ministry of Defence Ministry of Home Affairs MoWCSMED ZGC NPRC ZHRC CSOs Donors	Immediate (and ongoing)
4. Review and revise laws and policies and enhance harmonization with the Constitution. <ul style="list-style-type: none"> <li>- Develop a Gender Equality Law to support enforcement of gender equality policies and frameworks</li> </ul>	Ministry of Justice Ministry of Defence Ministry of Home Affairs MoWCSMED CSOs	by 2021 (and ongoing)
5. Apply the principles of GRB in the Peace and Security sector	<ul style="list-style-type: none"> <li>- Ministry of Defence</li> <li>- Ministry of Home Affairs</li> <li>- Ministry of Justice</li> <li>- MoFED</li> </ul>	by 2021
6. Documentation <ul style="list-style-type: none"> <li>- Create a critical mass of women (intergenerational) through capturing the voices of young men and women as they tell their stories on peace</li> </ul>	<ul style="list-style-type: none"> <li>- MoWCSMED</li> <li>- Development Partners</li> <li>- Government</li> <li>- CSOs</li> <li>- NPRC</li> <li>- ZGC</li> <li>- ZHRC</li> </ul>	By 2022 (and ongoing)
7. Facilitate partnerships and collaboration of actors in the peace building sector. <ul style="list-style-type: none"> <li>- Promote collaborative partnerships that leverage the comparative advantage of each partner in order to influence gender equality through peace and security initiatives</li> </ul>	<ul style="list-style-type: none"> <li>- MoWCSMED</li> <li>- Development Partners</li> <li>- Government</li> <li>- CSOs</li> <li>- NPRC</li> <li>- ZGC</li> <li>- ZHRC</li> </ul>	Immediate

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### ANNEX 1: COVID-19 AND OTHER HEALTH RELATED RESPONSE RECOMMENDATIONS

31 Harvey Brown, Milton Park, HARARE TEL: 263 701995-6 email: [coalition@zol.co.zw](mailto:coalition@zol.co.zw)

6 August 2020

**The Permanent Secretary of the Ministry of Health and Child Welfare**

Dr Jasper Chimedza (Air Commodore)

Ministry of Health and Child Care

4<sup>th</sup> Floor, Kaguvi Building

Central Avenue

HARARE



Dear Dr Chimedza

#### **RE: COVID-19 and other Health Related Response Recommendations to the Minister of Health and Child Care**

The Women's Coalition of Zimbabwe (WCOZ), representing non-partisan women's rights organizations and activists in all the 10 provinces of Zimbabwe welcomes the appointment of the Minister and Permanent Secretary in the Ministry of Health and Child Care, which has been our growing concern since these are strategic positions for the COVID19 response and the current health crisis in the country.

As Zimbabwean women and young women, our organisations and networks are at the front line of the COVID19 response in communities encompassing of the rural, urban, farming and mining communities providing a diverse range of services for prevention, care and support in health sector. From our experiences during this COVID19 period, we note that there are a number of health issues related to women and girls that have been compromised. Because of this,

*We urge and recommend the Honourable Minister of Health and Child Care to prioritise the following as a matter of urgency:*

- 1. Right to Health and Life**, is sacrosanct and constitutionally guaranteed in sections 48 and 76 of our Constitution. Ministry of Health must therefore prioritise provision of ALL health care services including maternal health, family planning, sexual and reproductive health care information and service, HIV intervention, mental health and other services. Currently most public health care institutions, hospitals and clinics have reduced or are not providing other services due to COVID19 and this has resulted in the avoidable loss of life.
- 2. Health Workforce**. Prioritise negotiating and bringing to amicable closure to the on-going industrial action thus ensuring we have health care workers, capacitated and equipped with necessary adequate and quality personal protective equipment.
- 3. Health care centres across** the 10 provinces have the capacity to take in patients. They should have well equipped isolation centres, with ventilators, medicines in stock for various conditions and other equipment including for emergency response like ambulances in rural facilities. It is critical to have these in place so as to ensure that we have a functioning healthcare system equipped to save lives in both Covid19 and non-COVID19 related emergencies.
- 4. Enforce and monitor compliance with Cabinet directive** that hospitals must resume their mandate of treating patients regardless of their condition. With the COVID19 pandemic at the moment, patients are failing to access healthcare services across the broad due to failure in producing COVID19 test results. To that end, hospitals must establish 'patients under investigation zones' to ensure that no patients turned away.
- 5. Review the policy and approach for self-isolation at home**. The government must prioritise resources for equipping its health systems and therefore not transfer the case management for COVID19 to families through the "self-isolate" at home policy as this increases risks for local transmission considering that many families do not have the proper housing facilities, PPE or trained care workers. Self-isolation at home is essentially home, woman and community-based care.
- 6. Request for greater recognition of Sexual and Gender Based Violence as a health issues**, especially issues related to teenage pregnancy and child marriage.
- 7. Request for recognition that communities** are key in taking responsibility for their health. Intensification on health literacy and community health education for prevention, care and support of the infected and affected by the disease is critical. It is also critical to ensure preparedness for the worst-case scenarios with COVID19.
- 8. Recognise national women led civil society and community-based organisations** as a strategic partner for sustainability of health delivery services for the country for both the humanitarian and the development phase, and therefore request inclusion of these in the MOHCC structures at all levels.
- 9. Funding and Accountability**. Government must continue to integrate clear targeted outcomes for women and girls; and we urge zero tolerance to corruption and any misappropriation of resources meant for health delivery.

We remain organized, mobilized and committed to work to progressively compliment and to fight the COVID-19 pandemic with the Government of Zimbabwe at all levels.

Yours faithfully,

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**Women's Coalition of Zimbabwe**

Cc: Minister of Health and Child Welfare

## ANNEX 2: ZIMBABWE CORE DATA PROFILE

A data profile for Zimbabwe is prepared as part of the Country Gender Profile, including, but not limited to, the data suggested in the table below. It should be noted that the labels and designations in these tables will be determined as a function of data availability and the priority accorded to the issue or sector in question.

### CORE DATA PROFILE

<sup>230</sup>*Data is available only at national level, and not at rural/urban level*

<sup>231</sup> *Huge Differences in figures between 2014 and 2019 are due to the adoption of the new international guidelines (ILO) on the measurement of work. 19<sup>th</sup> ICLS*

<sup>232</sup> *Includes Hunting and Fishing*

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Indicator	<i>Data (early period)</i>				<i>Data (most recent period)</i>				Source
	Female	year	Male	year	Female	year	Male	year	
Representation in Lower House %	31.9	2015			31.5	2019			PoZ
Representation in Cabinet (%)	15.4	2015			30	2019			PoZ
Representation State Ministers %	40	2015			50	2019			PoZ
Status of CEDAW in Zimbabwe									
Country Policy on Gender Equality									
Household Headship (%)	35.5	2014	64.5	2014	38.8	2019	61.2	2019	LFCLS
Household Headship, Rural (%)									
Household Headship, Urban (%)									

Sources: ZIMSTAT

**RED: Information is not available**

## ANNEX 3: DEFINITION OF CONCEPTS USED<sup>233</sup>

Term	Meaning
<b>Gender</b>	Is a <u>socially constructed</u> definition of women and men. It is not the same as sex (biological characteristics of women and men) and it is not the same as women. Gender is determined by the <u>conception</u> of tasks, functions and roles attributed to women and men in society and in public and private life. It is therefore concerned with the roles, behaviours, activities, attributes and opportunities that any society considers appropriate for girls and boys, and women and men
<b>Gender Roles</b>	<p>Gender roles are learned behaviours in a given society/community, or other special group, that condition which activities, tasks and responsibilities are perceived as male and female. Gender roles are affected by age, class, race, ethnicity, religion and by the geographical, economic and political environment. Changes in gender roles often occur in response to changing economic, natural or political circumstances, including development efforts. Both men and women play multiple roles in society. The gender roles of women can be identified as reproductive, productive and community managing roles, while men are categorized as either productive or community politics. Men are able to focus on a particular productive role and play their multiple roles sequentially. Women, in contrast to men, must play their roles simultaneously, and balance competing claims on time for each of them.</p> <ol style="list-style-type: none"> <li><b>a. Reproductive roles:</b> These are activities needed to ensure the reproduction of society's labour force. This includes childbearing, rearing, and care for family members such as children, elderly and workers. These tasks are done mostly by women.</li> <li><b>b. Productive Roles:</b> Refer to the activities carried out by men and women in order to produce goods and services either for sale, exchange, or to meet the subsistence needs of the family. For example, in agriculture, productive activities include plating, animal husbandry and gardening that refers to farmers themselves, or for other people at employees.</li> <li><b>c. Community Managing Role:</b> Activities undertaken primarily by women at the community level, as an extension of their reproductive role, to ensure the provision and maintenance of scarce resources of collective consumption such as water, health care and education. This is voluntary unpaid work undertaken in 'free' time.</li> <li><b>d. Community Politics Role:</b> Activities undertaken primarily by men at the community level, organizing at the formal political level, often within the framework of national politics. This work is usually undertaken by men and may be paid directly or result in increased power and status.</li> <li><b>e. Triple Role/Multiple Burden:</b> These terms refer to the fact that women tend to work longer and more fragmented days than men as they are usually involved in three different gender roles — reproductive, productive and community work.</li> </ol>
<b>Gender Equality</b>	Refers to both the <u>recognition</u> that women and men have different needs and priorities, and the <u>fact</u> that women and men should 'experience equal conditions for realising their full human rights, and have the opportunity to contribute to and benefit from national, political, economic, social and cultural development' At the same time we acknowledge that in the work place, gender equality does not mean sameness. Women and men have different physical needs, which should be considered to ensure equality in the workplace. Gender equality therefore implies the absence of discrimination in opportunities, the allocation of resources and benefits, or access to services, because of a person's sex
<b>Gender Equity</b>	This relates to fairness in treatment of girls and boys and women and men, according to their respective needs. The concept recognizes that women and men have different needs and social power and that these differences should be identified and addressed in a manner that rectifies the imbalance between the sexes. This may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities. In the development context, a gender equity goal often

<sup>233</sup>The main data source for these definitions is the United National International Research and Training Institute for the Advancement of Women (UN-INSTRAW) Glossary of Gender-related terms and Concepts the ACIDI and UN Women Lexicon of Key Terms Related to Gender Equality and Women's Economic Empowerment (last updated 2012)

<sup>234</sup>Gender in practice-Swiss Agency for Development and Cooperation

<sup>235</sup>UNDP- United Nations Development Programme <http://www.undp.org>

<sup>236</sup>CIDA(1999)

<sup>237</sup>Health Canada, 2003 and ILO 2000 and Gender and Biodiversity Research Guidelines. Ottawa: International Development Research Centre, 1998.

[http://www.idrc.ca/uploads/user-S/10267409810gender\\_biodiversity.pdf](http://www.idrc.ca/uploads/user-S/10267409810gender_biodiversity.pdf)

### ANNEX 3: DEFINITION OF CONCEPTS USED

Term	Meaning
<b>Gender Analysis</b>	requires built-in measures to compensate for the historical and social disadvantages of women so that inequality is no perpetuated. Is a systematic way of looking at the different impacts of development, policies, programs and legislation on women and men that entails, first and foremost, collecting sex-disaggregated data and gender-sensitive information about the population concerned. Gender analysis can also include the examination of the multiple ways in which women and men, as social actors, engage in strategies to transform existing roles, relationships, and processes in their own interest and in the interest of others.
<b>Gender Mainstreaming</b>	It is the process of <u>assessing the implications</u> for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women as well as men's concerns and experiences an <u>integral dimension</u> in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The goal is to achieve gender equality. The primary objective behind gender mainstreaming is to design and implement development projects, programs and policies that are Gender Neutral, Gender Sensitive, Gender Positive/Transformative
<b>Gender Neutral</b>	Gender is not considered relevant to the development outcome. Gender norms, roles and relations are not affected i.e., either worsened or improved
<b>Gender Sensitive</b>	Gender is considered a means to reach set development goals. It is therefore an attempt to address gender norms, roles and access to resources in so far as needed to reach project goals
<b>Gender Positive</b>	Gender is central to achieving positive development outcomes. Changing gender norms, roles and access to resources is considered a key component of project outcomes
<b>Gender Transformative</b>	Gender is central to promoting gender equality and achieving positive development outcomes. Transforming unequal gender relations to promote shared power, control of resources, decision making and support for women's empowerment is central to such transformation
<b>Gender Blind</b>	Is the failure to recognise that gender is an essential determinant of social outcomes impacting on projects and policies. A gender-blind approach assumes gender is not an influencing factor in projects, programs or policy
<b>Gender Pay Gap</b>	The percentage difference between the median hourly earnings of men and women, excluding overtime payments. The causes of the gender pay gap are complex - key factors include human capital differences: i.e., differences in educational levels and work experience; part-time working; travel patterns and occupational segregation. Other factors include, job grading practices, appraisal systems, and pay discrimination
<b>Gender Planning</b>	Refers to the process of planning developmental programmes and projects that are gender sensitive and which consider the impact of differing gender roles and gender needs of women and men in the target community or sector. It involves the selection of appropriate approaches to address not only women and men's practical needs, but which also identifies entry points for challenging unequal relations (i.e., strategic needs) and to enhance the gender-responsiveness of policy dialogue
<b>Sex Sexuality</b>	Is the biological characteristics which define humans as female or male Sexuality is a central aspect of being human throughout life and encompasses sex, gender identities and roles, sexual orientation, eroticism, pleasure, intimacy and reproduction. Sexuality is experienced and expressed in thoughts, fantasies, desires, beliefs, attitudes, values, behaviours, practices, roles and relationships. While sexuality can include all of these dimensions, not all of them are always experienced or expressed. Sexuality is influenced by the interaction of biological, psychological, social, economic, political, cultural, ethical, legal, historical, religious and spiritual factors

<sup>238</sup> UN Economic and Social Council (1997)

<sup>239</sup> Source: UNDP - United Nations Development Programme <http://www.undp.org>

<sup>240</sup> UK Government Equalities Office, <http://www.equalities.gov.uk/>

<sup>241</sup> UNDP- United Nations Development Programme <http://www.undp.orgf>

<sup>242</sup> *Navigating Gender: A Framework and a Tool for Participatory Development*, Vainio-Mattila, A., 1999, [http://www.siyanda.org/static/undp\\_genderanalysis.htm](http://www.siyanda.org/static/undp_genderanalysis.htm))

## ANNEX 4: DEFINITION OF CONCEPTS USED

Term	Meaning
<b>Sex disaggregated data</b>	This is quantitative statistical information on differences and inequalities between women and men. Such data might reveal e.g., differences between women and men in morbidity and mortality; differences between girls and boys in school attendance, retention and achievement; differences between men and women in access to and repayment of credit; or differences between men and women in voter registration, participation in elections and election to office
<b>Gender Policies</b>	<p>Are divided into three categories depending on the extent to which they recognize and address gender issues:</p> <ol style="list-style-type: none"> <li>a. <b>Gender-aware policies:</b> Gender-aware-policies recognise that women as well as men are actors in development and that they are often constrained in a different way to men. Their needs, interests and priorities may differ and at times conflict. Gender aware policies can be sub-divided into two policy types:               <ol style="list-style-type: none"> <li>o <b>Gender-neutral policies</b> approaches use the knowledge of gender differences in a given context to target and meet the practical needs of both women and men. Gender-neutral policies do not disturb existing gender relations.</li> <li>o <b>Gender-specific policies</b> use the knowledge of gender differences in a given situation to respond to the practical gender needs of either women or men. These policies do not address the existing division of resources and responsibilities.</li> </ol> </li> <li>b. <b>Gender-blind policies:</b> Policies that are gender-blind fail to distinguish between the different needs of women and men in their formulation and implementation. Thus, such policies are biased in favour of existing gender relations and therefore are likely to exclude women or exacerbate existing inequalities between women and men.</li> <li>c. <b>Gender-redistributive policies</b> aim to transform the existing distribution of resources and responsibilities in order to create a more equal relationship between women and men. Women and men may be targeted, or one group alone may be targeted by the intervention. Gender-redistributive policies focus mainly on strategic gender interests but can plan to meet practical gender needs in a way which have potential to transform (provide a supportive environment for women's self-empowerment).</li> </ol>
<b>Gender Integration</b>	Strategies applied in program planning, assessment, design, implementation and M&E to consider gender norms and to compensate for gender-based inequalities. <i>For example, when a project conducts a gender analysis and incorporates the results into its objectives, work plan and M&amp;E plan, it is undertaking a gender integration process</i>
<b>Capacity Gender Equality Capacity Assessment</b>	The ability of people, organizations and society to manage their affairs successfully  A process of generating baseline information on the capacity that an organization and/or its staff has to include gender equality in its programmes and operations. It helps to identify the strengths, weaknesses and needs in order to improve capacity to advance gender equality and the empowerment of women. It informs planning and development of a capacity development strategy that includes training in gender equality

<sup>243</sup>Caro D. 2009.; *Global Fund to Fight AIDS, Tuberculosis and Malaria. Global Fund gender equality strategy.* Washington, DC: Global Fund; Available from: [www.theglobalfund.org/documents/core/strategies/Core\\_GenderEquality\\_Strategy\\_en/](http://www.theglobalfund.org/documents/core/strategies/Core_GenderEquality_Strategy_en/)

<sup>244</sup>Adapted from UN Women Capacity Assessment Tool, (May 2014)





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*To eliminate violence  
against women and girls*

