



MINISTRY OF WOMEN AFFAIRS, COMMUNITY, SMALL AND MEDIUM ENTERPRISE DEVELOPMENT

Twenty-Fifth Anniversary of the World Conference on Women and Adoption of the Beijing Declaration and Platform for Action (1995)



Zimbabwe National Review Report

2014-2019

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Abbreviations

CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CSOs	Civil Society Organisations
GBV	Gender Based Violence
GRB	Gender Responsive Budgeting
HSCT	Harmonized Social Cash Transfer
HTEI	Higher and Tertiary Education Institution
MDG	Millennium Development Goal
MISC	Multiple Indicator Cluster Survey
MSMEs	Micro, Small and Medium Enterprises
MWH	Maternity Waiting Home
NANGO	National Association of Non-Governmental Organizations
NPRC	National Peace and Reconciliation Commission
NSDS	National Strategy for the Development of Statistics
NSO	National Statistics Office
NSS	National Statistical System
OSC	One Stop Centre
PMTCT	Prevention of Mother to Child Transmission
RBZ	Reserve Bank of Zimbabwe
RNGP	Revised National Gender Policy
SDG	Sustainable Development Goal
SRH	Sexual and Reproductive Health
TSP	Transitional Stabilization Programme
TVET	Technical and Vocational Education and Training
UN	United Nations
UVP	Urban Voucher Programme
ZDHS	Zimbabwe Demographic Health Survey
ZGC	Zimbabwe Gender Commission
ZHRC	Zimbabwe Human Rights Commission
ZIMASSET	Zimbabwe Agenda for Sustainable Socio-Economic Transformation
ZIMSTAT	Zimbabwe National Statistics Agency

Section I: Priorities, achievements, challenges and setbacks

Zimbabwe has indeed come a long way in the advancement of gender equality and women's empowerment and this report will focus particularly on the progress made in the last five years covering 2014-2019. As the Beijing Platform for Action approaches its silver anniversary, it is a critical time to reflect on the progress that Zimbabwe has made, particularly focussing on the past five years (2014-2019). The country remains committed to the advancement of gender equality and women's empowerment guided by the various international and regional instruments to which it is party. Central to this is the Convention on the Elimination of All Forms of Discrimination (CEDAW), the Beijing Declaration and Platform for Action, the SADC Protocol on Gender and Development and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, better known as the Maputo Protocol.

The promulgation of the New Constitution, 2013 which is the Supreme Law of the Land has been one of the major achievements. However, it is not the coming into force of the Constitution alone but the way this has impacted and informed the review of laws that have for a long time been a set back to the advancement of gender equality and women's empowerment. It is these changes that have been most notable in the last five years. The Constitution introduced provisions of gender equality and women's rights particularly. The Constitution espouses the values and principles of gender equality.

The Sections in the Constitution include:

Section 17 of the Constitution – which clearly sets out gender balance as one of the national objectives which must guide the State and institutions and agencies of government at every level in formulating and implementing laws and policy decisions. It is worded as follows in Section 1:

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

The value of gender equality

The founding values and principles of the Constitution¹ set out gender equality as one of the values upon which Zimbabwe is founded; placed at par with values such as the rule of law, good governance and supremacy of the Constitution, showing that it occupies a significant place in Zimbabwe.

Section 80 in the Constitution, outlines the rights of women, that women have full and equality dignity of the person with men, including equal opportunities in political, economic and social activities.

The 2013 Constitution has been the anchor of many of the gains that have been realized within the last five years and it has led to, among many other achievements, the establishment of key institutional mechanisms for the advancement of gender equality such as the Zimbabwe Gender Commission (ZGC), the Zimbabwe Human Rights Commission (ZHRC) and the National Peace and Reconciliation Commission (NPRC) which are all now fully operational.

Over the past 25 years Zimbabwe has also recorded critical changes in its legislation and has enacted laws such as the Domestic Violence Act² which is one of the most comprehensive laws addressing all forms of gender-based violence and harmful practices. Major changes have been made to the law such as the drafting of the Harmonized Marriages Bill, which has as one of its key features, the abolition of child marriages which will be discussed at length below.

It is within these past five years that the country has experienced shifts on the political arena which have changed the landscape of the country and the implications for the advancement of gender equality have begun to be manifested. The harmonized elections in July 2018, which were marked by peace and the country for the first time ever had four female presidential candidates. Though they did not succeed, it was a historic moment which was testament to how far the country has come in creating spaces for women to take up positions of power and decision making.

In the year 2000, Zimbabwe set its priorities for the implementation of the Beijing Declaration and Platform for Action and the 2030 Agenda has come to buttress these. One of the key commitments of the 2030 Agenda is the no-one should be left behind and Zimbabwe is making all efforts to ensure that this becomes a reality across all the 12 critical areas.

The Land Commission Bill has also come with great potential to change the lives of women and girls in its thrust that leases and permits should recognize both spouses as land holders. Women benefitted from the land reform programme with 15-20% of A1 farms being registered to women as opposed to the average 5% of communal land. However, their names were not reflected as permit holders. Progressively this is beginning to change with local authorities amending documentation accordingly. The mobile registration exercise driven by the government towards the 2018 Harmonized elections enabled women and young people to get identity documents and register to vote in a drive that would not only be beneficial for purposes of voting but for all spheres of life.

¹ Chapter 1, Section 3(1)(g) of the Constitution of Zimbabwe

² Domestic Violence Act Chapter 5:16

Challenges

The policy and legislative milestones have not always translated into a change of women’s position and condition due to still prevailing negative norms and values that continue to treat women as second-class citizens and continued male preference, patriarchy. There is also inadequate financial resource allocated to gender equality advancement due to sanctions placed on Zimbabwe and prevailing economic challenges the country faces. These sanctions have affected the most vulnerable and the poor, of which women are the majority. The health sector particularly has felt the strain with inadequate medication and other resources being available in public hospitals and clinics. Women living with disability have also not experienced as much attention and progress because of economic constraints Zimbabwe finds itself still addressing the more basic issues such as infrastructure and communication (Braille and ramps) as opposed to more strategic issues. There are high levels of sexual abuse and harassment militating against human rights of women and their repositioning in society

Future Plans

Agenda 2063’s Aspiration 6 particularly focuses on “strengthening the role of Africa’s women through ensuring gender equality and parity in all spheres of life (political, economic, and social); eliminating all forms of discrimination and violence against women and girls”³. In the coming five years, Zimbabwe will through the Government and other development partners place a focus on changing negative social norms and gender stereotypes. Patriarchal societal norms, negative gender attitudes and unequal power relations between women and men are the main drivers of violence against women and girls and harmful traditional practices, low levels of political participation and poverty for women. It will be critical to place a more concerted effort on working with communities to address negative social norms that perpetuate women’s continued subordinated position. Critical to this will be the reinforcing of positive social norms that replace the negative in order to achieve gender equality and women’s empowerment.

Zimbabwe’s quota which is encapsulated in the Constitution in Section 124 (1)(b) is set to expire in 2023 and it is a critical time for Zimbabwe to reflect on the realization of 50/50 representation and set a clear agenda to ensure it is a reality as envisaged by section 17 of the Constitution. Greater participation of women in politics and decision-making leads to more effective democratic governance, resulting in more relevant and informed decisions that consider a broad range of experiences and needs⁴.

Reflecting on the 2018 Harmonized Elections, there is evidence that there is a lot of work to be done in building solidarity among women, over and above having more women fielded as candidates particularly in elections. A recent study⁵ showed that although 54% of registered voters were women, very few people voted for female candidates. The table below shows the gender voting patterns in 2018 elections.

	Number of Votes	Percentage
Total votes for male candidates	4,215,127	89%

³ The AU Commission, “Agenda 2063: Framework Document, The Africa We Want”, 2015, p. vi

⁴ Human Rights Watch, “Why women in politics matter”, 2011

⁵ A Gender Audit of the 2018 Elections, Report produced by the Research and Advocacy Unit for the Institute for Young Women’s Development & Hivos, September 2018.

Total votes for female candidates	513,099	11%
TOTAL Votes	4,728,226	

Reducing women’s vulnerability to and prevention of violence against women and girls, can enhance women’s leadership capabilities and well-being of society. Therefore, a gender transformative approach to addressing violence against women and girls, will improve the health and wellbeing of individuals, families, and communities and create a more enabling environment for more women to lead. Zimbabwe will thus also place continued emphasis on the elimination of violence against women and girls. It will be critical to strengthen key institutions such as the gender machinery as well as the Anti-Domestic Violence Council in this regard to ensure that they are financially and otherwise resourced to carry out their mandates. Prevention work in the area of violence against women will also be strengthened through engaging communities on the key drivers of violence against women. In the area of response, Zimbabwe will also increase efforts in ensuring that high quality and integrated nature of services available for survivors of violence. Zimbabwe will further intensify working with men as a critical stakeholder in ending violence against women and in particular working with perpetrators who themselves need interventions to rehabilitate them.

At the heart of all its efforts, the Government will continue to ensure that the process of aligning laws and policies to the Constitution continues and is concluded in the shortest time possible to ensure the advancement of gender equality and women’s empowerment. Linked to this too will be the need for Zimbabwe to heavily invest in legal education so that the legal and policy gains made in advancing gender equality are known and taken full advantage of by both women and men, girls and boys. Zimbabwe has made immense progress in the enactment of laws and putting together policies and programmes that advance gender equality and women’s empowerment but these are not always known to the fullest extent although Government does make inroads in disseminating information widely. Some past policies and practices and policies have also resulted in major imbalances and gender discrimination and that is what section 17 (2) of the Constitution seeks to address and the government is committed to ensuring this becomes a reality.

Ending poverty and wealth creation for women and girls will also be a priority for the country in the next five years.

Section II: Progress across the 12 critical areas of concern

Inclusive Development, shared prosperity and decent work

Critical areas of concern:

- A. Women and poverty
- F. Women and the economy
- I. Human rights of women
- L. The girl child

The Government of Zimbabwe continues to implement comprehensive and far reaching macroeconomic and micro economic reforms to address multilayered structural and macroeconomic imbalances that have constrained economic recovery and sustained growth over the years. In this regard, the Government has come up with Vision 2030 which 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”. According to the Reserve Bank of Zimbabwe (RBZ) the Zimbabwean economy is estimated to have grown by 6.2% in 2018, anchored by strong performance in mining and agriculture. The Government of Zimbabwe has also come up with a Transitional Stabilization Programme (TSP), 2018 – 2020, which envisages inclusive growth underpinned by digital-related financial products and services. According to the Transitional Stabilization Programme, aspirations of Vision 2030 will be realized through five strategic clusters namely: Governance, Macroeconomic Stability and Re-Engagement, Inclusive Growth, Infrastructure and Utilities and Social Development. The TSP speaks to mainstreaming gender in all sectors of the economy to eliminate all negative economic, social and cultural practices that impede the equality of women with men. It further speaks to the financial inclusion of women and youth in order to reduce poverty, consistent with Agenda 2030. Gender equality is fundamental to the achievement of equitable, sustainable and inclusive socio-economic development.

Financial Inclusion⁶

The National Financial Inclusion Strategy, 2016-2020 developed by the Reserve Bank of Zimbabwe, seeks to drive financial inclusivity to support broad-based economic growth, thus contributing to the achievement of Vision 2030 and the SDGs, with the agenda of financial inclusion being to ultimately harness micro savings. The National Financial Inclusion Strategy is anchored on 4 Pillars namely: innovation, financial literacy, financial consumer protection and micro-finance. An emerging 5th Pillar which is critical is Entrepreneurship and the priority groups for support are youth, women, small holder farmers, rural communities, micro, small and medium enterprises (MSMEs) and people living with disabilities (PWDs).

In order to reach these priority groups, the RBZ working with banking facilities extended financial inclusion production and empowerment facilities among these was a \$15million allocation for

⁶For this information see the full text of Reserve Bank of Zimbabwe, Remarks by Dr. J T Chipika, Deputy Governor, on the occasion The 25th of the Africa World Savings Bank Institute (WSBI) Regional Group Meeting, Victoria Falls, Zimbabwe. 27 March 2019.

women, \$5million specifically for people living with disability and a \$10million facility extended to the youth. The full spectrum of facilities, with a total value of RTGS\$ 501 million include

- a. Women Empowerment Fund
- b. Business Linkage Facility
- c. Microfinance Revolving Facility
- d. Soya Bean Facility
- e. Tobacco Facility
- f. Gold Support Facility
- g. Persons with Disabilities Facility
- h. Youth Empowerment Fund
- i. Construction Fund
- j. Horticulture Facility
- k. Export Finance Facility
- l. University Education Support Facility
- m. Tourism Support Facility

According to the Reserve Bank of Zimbabwe, as at 31 December 2018, a total of \$233.12 million had been disbursed under the empowerment facilities representing 55% of the total available funds.

Some of the notable successes emerging from this initiative are:

1. The value of loans to Women increased by 56% from 277.30 million in 2016 to 432.36 million in 2018.
2. The value of loans to Youth increased by 79% from 58.41 million in 2016 to 104.43 million in 2018.
3. The number of women with bank accounts increased by 126% from 769 883 in 2016 to 1 736 285 in 2018.

As part of this broad-based financial inclusion strategy, Zimbabwe also launched the Zimbabwe Women's Microfinance Bank⁷ in 2018. The idea of having a women's bank was conceived out of the concern that women's banking needs were not being adequately met and therefore helps to serve those members in the community, who have been un-reached by conventional commercial banks, particularly rural women. The bank has structured funding for:

1. Business i.e. women in farming, agriculture, micro enterprising and those in other key economic sectors
2. Personal i.e. Salaried women
3. Associations i.e. groups/clubs and societies and savings and credit cooperative societies (SACCOs)

⁷For further information visit www.womensbank.co.zw

The table below shows the reach of the Zimbabwe Women’s Microfinance Bank as at 31 December 2018 across the ten provinces in the country.

Province	Deposit Accounts	Number of Loans	Value of Loans
Bulawayo	4,802	33	\$ 42,700
Harare	6,261	214	\$ 579,205
Manicaland	5,045	532	\$ 147,295
Mashonaland Central	4,978	266	\$ 250,921
Mashonaland East	4,270	96	\$ 412,229
Mashonaland West	3,895	168	\$ 160,821
Masvingo	5,870	78	\$ 65,700
Matabeleland North	2,777	3	\$ 14,500
Matabeleland South	3,339	2	\$ 5,000
Midlands	3,429	5,681	\$ 1,352,033
Total	44,666	7,073	\$3,030,404

These initiatives clearly align themselves to the Revised National Gender Policy (2017) under the thematic area on Gender and Economic Empowerment and provides for strategies to strengthen women’s access to economic opportunities and to the benefits derived from the economic development of the country.

It is important to note that SACCOs are a growing avenue that allows otherwise marginalised groups from formal banking systems such as women and young people to be able to access financing. SACCOs are created in such a way that individuals with common interests can come together and save collectively then loan out money to group members.

Maternity Leave

In this five-year period, Zimbabwe has also begun to experience the positive outcomes of having a progressive and model Constitution. Zimbabwe has begun the process of aligning its laws and policies, particularly those that prohibit discrimination of women in the workplace as related to maternity leave. Section 65 (7) of the Constitution states that women employees have a right to fully paid maternity leave for a period of at least three months. This however was not reflected

in the Labour Act⁸ which states in section 18 (1) of the Labour Act that unless more favourable conditions have otherwise been provided for in any employment contract or in any enactment, maternity leave shall be granted in terms of this section for a period of 98 days on full pay to a female employee who has served for at least one year.

These reforms to the law will see the removal of the existing one year qualifying period for female employees to be eligible for maternity leave.

Austerity Measures

The Zimbabwe 2019 National Budget⁹ titled 'Austerity for Prosperity' constituted the first macro-fiscal financial framework for implementing the TSP, which was an initial stepping stone towards realising Vision 2030. It contained various austerity measures including the cutting of wages for senior government officials by 5%, laying off of about 3,000 workers as well as the awarding of a 13th cheque based on basic salary to the exclusion of other allowances such as transport and housing among others. The impact of these measures on women and men is yet to be assessed.

Poverty eradication, social protection and social services

Critical areas of concern:

- A. Women and poverty
- B. Education and training of women
- C. Women and health
- I. Human rights of women
- L. The girl child

Improved access to social protection

In December 2016 Government launched the National Social Protection Policy Framework (NSPPF) which seeks to strengthen mechanisms for reducing poverty and vulnerability by improving the coverage and effectiveness of the various social protection programmes in place.

Government in partnership with development partners launched the third phase of the National Action Plan for Orphans and Vulnerable Children (NAP3) in December 2016. At the heart of the NAP3 is the Harmonised Social Cash Transfer (HSCT) which is aimed at reducing extreme poverty in the most vulnerable households, thereby reducing poverty related abuse, neglect and violence against children. To address household poverty as a key driver of child vulnerability in Zimbabwe, NAP3's predecessor, the revised National Action Plan for Orphans and Vulnerable Children (NAP II) 2011-2015 and its accompanying funding mechanism (the Child Protection Fund) included social cash transfers as a major programme component, accompanying other key interventions in child protection and access to social services.¹⁰ The Fund was a multi-donor funding mechanism managed by UNICEF in partnership with Ministry of Labour and Social Services which sought to address

⁸Labour Act [Chapter 28:01]

⁹See http://www.veritaszim.net/sites/veritas_d/files/Zimbabwe%202019%20National%20Budget%20Statement%2022%20Nov%202019.pdf

¹⁰Zimbabwe's Harmonised Social Cash Transfer Programme, Endline Impact Evaluation Report, April 2018, University of North Carolina of Chapel Hill. Accessed at https://www.unicef.org/evaldatabase/files/HSCT_Endline_Report_Final_Zimbabwe_2018-001.pdf

inequities through a comprehensive child protection and social protection approach to vulnerable children and their families.

NAP II included four primary components: 1) a social cash transfer program; 2) enhanced access to child protection services; 3) improved access to basic education for OVCs; and 4) improved program management and implementation of services. The cash transfer component (the HSCT) began operating in 2011. The main objective of the programme was to reduce poverty and empower vulnerable households by increasing consumption and promoting access to education, opportunities, and basic services among the extremely poor. The programme aimed to achieve this through a series of specific objectives, namely: (1) improving basic household consumption and nutrition among vulnerable groups such as children, the elderly and the disabled; (2) increasing access to health care services; (3) increasing basic school enrolment, attendance and retention of beneficiary children between five and 15 years of age; and (4) facilitating access to complementary services (such as welfare, livelihoods and improvement of productive capacity) among beneficiary households. The value of the transfer per household ranged between \$10 and \$25 depending on the size of the household.

It was recommended after an intense endline evaluation that the HSCT programme represents a positive model for scale up to achieve poverty mitigation. In particular, it was recommended that child protection services should be expanded to cover areas such as menstrual hygiene which continues to be a barrier for young women and girls to fulfil their development potential.

Improved health outcomes

Zimbabwe has seen a decrease in the maternal mortality ratio from 960 deaths per 100,000 live births in 2010 to 443 deaths per 100,000 live births in 2015.¹¹ One of the initiatives that contributed to this positive outcome particularly in urban areas such as Harare and Bulawayo is the Urban Voucher Programme (UVP). The UVP was launched in 2014 targeting expectant mothers in the bottom 20% of households with free maternal health services including pre-natal, delivery and post-natal services, thereby ensuring increased access to health services and assisted births. The package also ensures that expectant women testing HIV positive were enrolled onto the prevention of mother to child transmission (PMTCT) programme. The Rural Based Treasury Initiative in rural areas subsidized health care services to provide a package of free health care for pregnant women and children under 5. As such by 2015, 78% of expectant mothers had births attended by skilled health personnel in Zimbabwe.¹²

Government has also begun work on the construction of new and refurbishment of existing Maternity Waiting Homes (MWH), for close observation of pregnant women with complications and for those residing far from the health centre. The major objective of MWH is to increase institutional delivery as well as increase skilled attendance at birth, thereby reducing maternal morbidity and mortality.

The Zimbabwe National HIV and AIDS Strategic Plan for 2015-2020 (ZNASP III) has been expanded to ensure that every person in need, particularly women and children and young people benefit from appropriate HIV interventions and services. The National Gender and HIV Implementation Plan (2017-2020) operationalizes the ZNASP III principle on Gender Sensitivity and Responsiveness and seeks to buttress the effectiveness of the national and multi-sectoral response to HIV and AIDS. The

¹¹State of World Population 2019, *Unfinished Business, the pursuit of rights and choices for all*. United Nations Population Fund.

¹²Ibid.

key challenges being addressed in this implementation plan include: violence against women, failure of women to negotiate safe sex, failure to disclose HIV status, limited access to HIV services for adolescent and young people especially young girls, early marriages, male domination in sexual relationships, transactional sex and inconsistent and incorrect use of condoms.

The implementation plan is aimed at engaging existing and identifying additional key stakeholders and partners involved in programming on gender and HIV as well as identify and explore key issues affecting women and girls in the context of HIV, SRHR including violence against women, barriers to services and related policy gaps and priorities.

Zimbabwe also has a National Adolescent and Youth Sexual and Reproductive Health Strategy II (2016-2020) in order to address sexual and reproductive health (SRH) challenges among adolescents and young between ages of 10-24 years in Zimbabwe. The strategy incorporates lessons learned in implementing the first generation ASRH Strategy for Zimbabwe (2010-2015) and changes in the national and global context with regard to ASRH.

Zimbabwe launched the Start Free, Stay Free, and Aids Free Framework in November 2016 which is a super fast-track program designed to end new HIV transmissions and infections among children, adolescents and young women by 2020. The provisions of the framework centre on the following:

- START FREE- Every pregnant woman who is HIV positive should have access to drugs that will ensure that her child is born free and will remain free of HIV and AIDS;
- STAY FREE-Every adolescent and young woman should be able to protect themselves from HIV infection and live without fear of sexual violence, abuse or exploitation;
- AIDS FREE-Every child and adolescent living with HIV should have access to quality treatment, care and support and realize their full potential without stigma and discrimination.

Zimbabwe is also working towards the 95-95-95 goals set by UNAIDS.

Improved education outcomes

Zimbabwe's 2013 Constitution carries important provisions on education which has led to the drafting of an Education Amendment Bill meant to make the Education Act¹³ more compliant with the Constitution. Critically, the Bill provides additional grounds for non-discrimination for admission to schools. Among these additional grounds is pregnancy which previously disallowed female pupils from continuing with their schooling. Section 27 of the Constitution makes particular mention of the fact that the State must ensure that girls are afforded the same educational opportunities as boys.

Government launched the Science, Technology, Engineering and Mathematics (STEM) 263 Initiative in 2016 fuelled by the major shortage not only locally but also globally of professionals in those fields. It was firstly a drive that was meant to demystify stereotypes against the girl child in STEM fields and secondly a drive to provide for equal enrolment opportunities. Through this initiative, the government offered free education to those students enrolling in STEM subjects at Advanced Level in Secondary Schools across the country. This drive also included a STEM camp during the April and August school holidays where girls were mentored by female instructors in the STEM field. The government has pledged to pay, through its Zimbabwe Development Fund (ZIMDEF), tuition, levies and boarding fees for all Zimbabwean fifth form students enrolling for a subject combination of Mathematics, Physics, Chemistry or Biology which is targeting the vulnerable groups. According to figures released by the Ministry of Higher and Tertiary Education, Science and Technology

¹³Education Act [Chapter 25:04]

Development, as at 11 March 2016 the STEM initiative had so far benefitted 3,404 students across the country's 10 provinces.

Zimbabwe is committed to ensuring gender equality in schools and has taken measures to ensure that negative cultural attitudes about girls attending school are eliminated. Statutory Instrument 362 of 1998 provides for girls who fall pregnant to return to school. Awareness raising campaigns are conducted in schools to emphasise the importance of education to both girl and boy learners.

Zimbabwe has taken measures to increase girls' access to, retention in and completion of education, technical and vocational education and training (TVET) and skills development by ensuring the implementation of affirmative action or positive discrimination on enrolments in all Higher and Tertiary Education Institutions thereby increasing girls' access to education and training. In Teachers' Colleges, enrolment of female students is at 69% compared to 31% of male students whilst in Polytechnics female students' enrolment is 35% compared to 65% of male students. Government has adopted Gender Responsive Pedagogy (gender sensitive teaching and learning) being implemented at Belvedere Technical Teachers' College in Harare as a project funded by the Forum for African Women Educationalists (FAWE) Regional Office. The other measures that are being employed include accommodation preference for girls taking up engineering courses in Higher and Tertiary Education Institutions.

Education curricula have also been strengthened to increase gender responsiveness and eliminate bias by employing competency-based education and training as per the dictates of emerging technologies in industry.

The Ministry of Higher and Tertiary Education is implementing the following programmes for pre-service teachers in addition to their teacher education curriculum:

- Comprehensive Sexuality Education
- HIV, Sexual and Reproductive Health Rights
- Health and Life skills
- Gender and Human Rights

Zimbabwe has also developed an Inclusive Education Policy to cater for the specific needs of women and girls, men and boys and working with development partners and CSOs to create safe spaces for women and girls in higher and tertiary education institutions (HTEIs). A local CSO, the Female Student Network is implementing a leadership training and mentorship programme for female students in HTEIs.

Government through the Ministry of Higher and Tertiary Education is developing advocacy initiatives towards the criminalization of sexual harassment in HTEI's. Government is also working on harmonization of laws on sexual harassment as well capacity building of key personnel in HTEI's to effectively deal with sexual harassment concerns which have been rampant. Government is also implementing an ICT Pedagogy project which is supported by UNESCO in line with new and emerging areas.

Zimbabwe has introduced the Access to Education, Science, Technology, Engineering and Mathematics programme in HTEIs whose main objective is to increase the number of youths who will graduate as artisans, technicians, teachers and other professionals with technical, vocational and entrepreneurial skills.

All HTEI's have borehole water and/or local authority water supplies and incinerators for disposal of sanitary wear.

The Non-Formal Education Policy launched in 2014 provides an avenue where learners who drop out of school can benefit from education through attending lessons in the afternoon or evening at any school of their choice. In 2017, a total of 137 784 learners, (58 388 males and 79 396 females), were enrolled in Non- Formal Education

Zimbabwe is currently implementing a new curriculum with 5 pillars. The second and third pillars, Teacher Capacity Development and Teacher Professional Standards are primarily anchored on the need to equip teachers with 21th Century proficiency skills which will lead to quality education. The teacher is at the centre of quality education. Development of Teacher Professional Standards is a key driver to the new curriculum as the indication is to have skilled, proficient and qualified cadres who have to deliver twenty first century skills to learners. The teaching professional standards have to lead to a Teaching Professions Council. A professionalized teaching force will mean teachers who are able to respond to, articulate and understand gender dispositions, as partners in the workplace and as role models and mentors to the learners. A dedicated and professional teaching force will need to have a commensurate working conditions and at the centre of that is the need to have teachers who are adequately and comfortably housed so that they can professionally discharge their mandate.

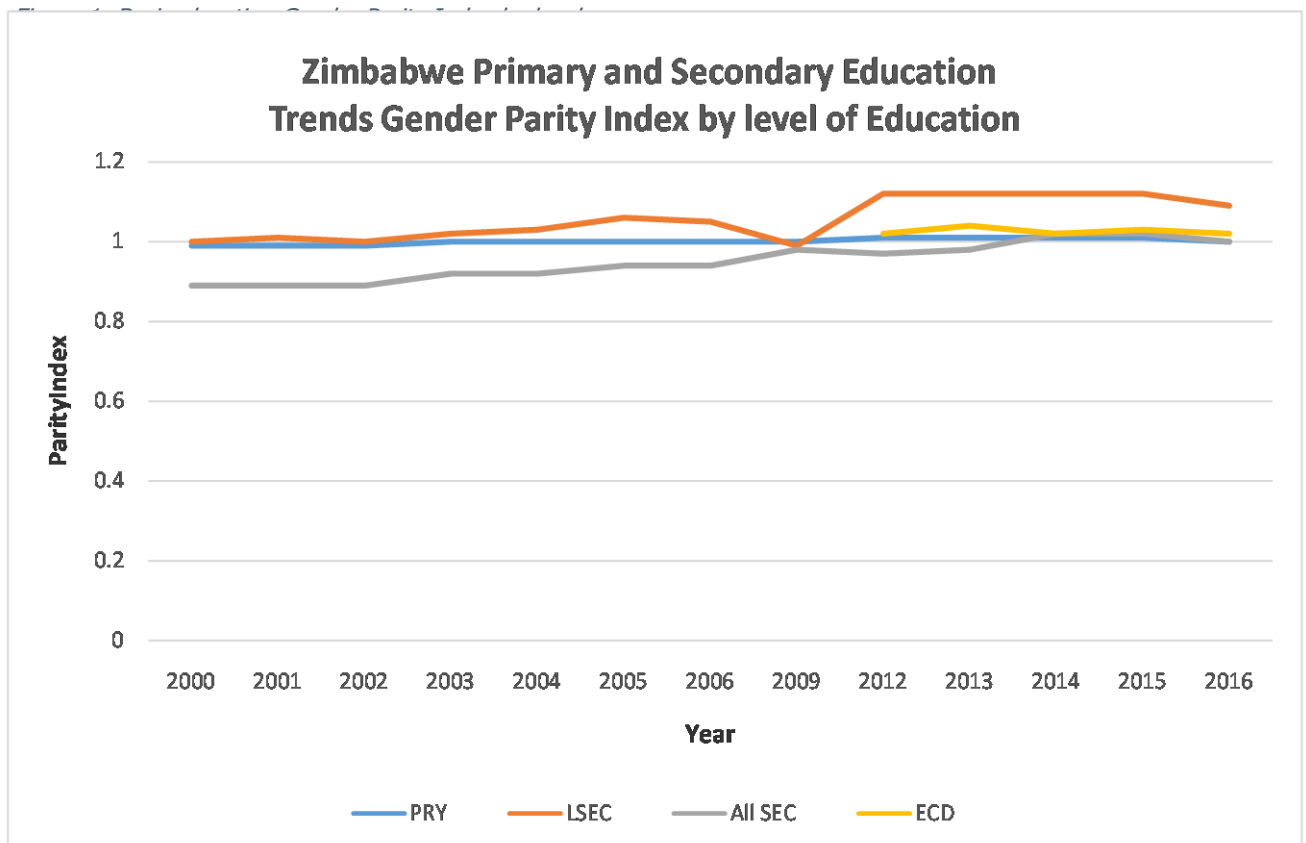


Figure 1 above, shows the Zimbabwe Gender Parity Index (GPI) of almost 1 at all levels of basic education. Strategies that have employed by Government to address equity in basic education have yielded positive results

Specific Strategies to Promote Education for Girls and Young Women

1. In 1999, the Government of Zimbabwe adopted a policy whereby pregnant girls could be readmitted in formal schools after delivery and this policy continues to be implemented. Early, unplanned pregnancy leads to girls prematurely dropping out of school. According to DHS report7, 24% of girls/ young women began child bearing in their teens (15-19 years). The Government is establishing low cost boarding schools so as to improve access of education to girls from disadvantaged communities. Long distances and inadequate learning materials and facilities for secondary education, particularly in rural locations, constitute a major barrier to further education beyond primary level.
2. In 2018 the two Ministries of Primary and Secondary Education and that of Health and Child Care came up with Zimbabwe School Health Policy. There are three strategies to implement the School Health Policy:
 - i. Mainstreaming of health topics into the curriculum for all schools
 - ii. Provision of comprehensive school health package
 - iii. Strengthening of inter-ministerial linkages and coordination of all stakeholder support for Enhanced System Management, Coordination, Monitoring and Evaluation, encouraging Public-Private Partnerships.

Each of these strategies has sub-strategic activities that are critical for the successful implementation of the Zimbabwe School Health Policy. The mainstreaming of health topics into the curriculum for all schools is critical for ensuring competency-based health education. Therefore, existing and emerging health issues are addressed in skills-based health education activities including but not limited to the following:

- i. All learners shall acquire theoretical and practical health education through the school curriculum.
 - ii. Children shall be given an opportunity to take part in physical education including those with disabilities in order to promote wellness.
 - iii. Inclusion of the tenets of education for sustainable development and environmental awareness in the curriculum.
 - iv. Institutionalised school nutrition programme at every primary and secondary school.
 - v. Guidance and counselling, life skills orientation exposure as well as individualised mentorship and counselling services.
 - vi. Age appropriate sexual and reproductive health (SRH) and life skills education including Comprehensive Sexuality Education and information on available sexual and reproductive health services, in line with the government approved Curriculum Framework for Primary and Secondary Education.
3. Affirmative action (girls register in college with less points) – the initiative increased women participation at tertiary levels.

Challenges

While acknowledging significant advances in continuous education for girls through the re-entry policy for pregnant students, there are reported challenges that the school and community environment is not fully supportive of the young mothers. For example, there are no child care facilities and limited funding for education. There are still elements in communities and in the school environment which stigmatise and isolate the returning girls. There is still inadequate protection of the girl child from sexual abuse and sexual exploitation.

Responding to these challenges, ideas have been put forward that Zimbabwe explore distance education and ICT use as well as allocating funds for implementing the re-entry policy. There are also recommendations that Zimbabwe further strengthen its Life Skills education in all schools.

Zimbabwe is also exploring use of traditional and religious leaders in addressing negative cultural and religious practises that keep girls with children out of school.

Other recommendations are enhancing parent to child communication and strengthening linkages between schools and communities.

The other challenge is of the women with disability with the education infrastructure. However, the government is addressing the issue through the establishment of disability resource centres in tertiary institutions.

Improved women and poverty outcomes

Under the thematic area on Gender and Economic Empowerment in the current gender policy which will be discussed below, are strategies to strengthen women's access to economic opportunities and to the benefits derived from the economic development of the country. The policy targets key economic sectors and potential sources of economic growth particularly in mining, agriculture, tourism and trade.

The Government established a pilot Women in Mining Service Centre in one of the major mining provinces in the country. This gold processing plant was established with the aim of assisting women miners to realise more outcomes from their gold mining activities. In the agricultural sector, the Government is implementing the Command Agriculture programme, contract farming, promoting value addition and cultivation of small grains to ensure food security during drought times by women farmers.

The Government has also piloted horticultural projects to ensure household and community food security and to enhance women’s entrepreneurial skills as women are also trained in agro-processing and marketing. The projects have helped to build positive relationships between men and women as they were trained on issues relating to gender and women’s rights during the periodic meetings.

In order to strengthen value addition by women, Government established fruit and vegetable processing and canning factories for women in 4 districts, among other initiatives in the areas of Mopani worm processing and bee keeping.

In 2016, the Government reconstituted the Federation of National Associations of Women in Business in Eastern and Southern Africa (FEMCOM). Zimbabwe FEMCOM Chapter is responsible for promoting programmes that integrate women into trade and development activities in Eastern and Southern Africa. FEMCOM now consists of a membership of 2 million women who are in the sectors of; Agriculture, Fisheries, Industry, Energy, Tourism, and Mining, Natural Resources and Transport and Communication. Trainings in value addition and Inter Regional trade business acumen are periodically held for all the Zimbabwe FEMCOM members.

Government through the Ministry of Tourism and Hospitality worked in collaboration with United Nations World Tourism Organisation (UNWTO) and the UNWTO Themis Foundation in implementing a project on “**Enhancing Participation of Youth and Women in the Tourism Sector**”. The aim of the project was to build the capacities of women and youths (between 16 up to 35 years old) to make a career in the tourism industry and also to strengthen the capacity of Small to Medium Enterprises (SMES).

In order to achieve this, free training courses were offered to low-grade employees who were already working in the hotel industry and had the potential to grow into better positions after gaining new skills. The program also targeted unemployed women and youths, who after training would be able to get jobs in the tourism sector.

The Bulawayo School of Hospitality and Tourism (SCHOTO) and University of Zimbabwe (UZ) were engaged and provided the training in identified gaps to the selected youths and women.

SUMMARY OF TRAINED YOUTHS

Number of trained youths and their courses by gender

COURSE	TRAINING INSTITUTION	FEMALE	MALE	TOTAL NUMBER
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Tour guiding	UZ	13	16	29
Housekeeping	SCHOTO	23	3	26
Food services (Food and Beverages)	SCHOTO	28	8	36
Food preparation (cooking)	SCHOTO	9	6	15
SMEs training in Business Administration, Finance, registering of SMEs, Customer Care	National University of Science and Technology	7	2	9
Women in Arts and Cooperatives training Business Administration, Finance, registration of SMEs, Customer Care	National University of Science and Technology	300	0	300

The Ministry of Tourism and Hospitality further developed a Community Based Tourism Strategy. The strategy addresses some of the key issues affecting Community-based Tourism Enterprises such as lack of capital formation, administration and management skills, marketing and promotion sustainable environmental conservation and capacity building. The main objectives of this Strategy are to increase community ownership and participation in tourism activities, poverty reduction within communities, employment creation and sustainable conservation of the environment they live in. The Ministry held three consultative workshops and one of them was to make the strategy gender sensitive.

Sector specific banks such as the Empowerment Bank for youth and the Women's Bank have been set up to enable the youth to access loans giving girls opportunity to venture into business. The Government and various organisations periodically run skills training programmes for women and there is increased collaboration and networking among women's organisations that has facilitated access to information and resources for women's benefit. Women also have made considerable strides setting up savings clubs(*mikando*) enabling them to jointly and individually finance income generating projects

With economic challenges that have faced the country, Zimbabwe notes that poverty is a key factor in ALL 12 critical areas of concern therefore needs utmost attention. Zimbabwe sees the need for more work in looking at levels of poverty relating to rural women and this calls for a different measurement of poverty that would allow better appreciation of the experiences of women in

difficult circumstances and heading households. This particular attention to measurement of poverty is considered important to current economic empowerment strategies in order to ensure that they do not empower those who are not poor while excluding the real poor. So, from now into the future, Zimbabwe is placing more emphasis on increasing livelihood security and nutritional levels in households while ensuring that poverty alleviation and wealth creation strategies impact women in their diversity.

Freedom from violence, stigma and stereotypes

Critical areas of concern:

- D. Violence against women
- I. Human rights of women
- J. Women and the media
- L. The girl child

Child Marriage

Zimbabwe has made commendable progress in the area of the elimination of violence against women, in particular through the enactment of the Domestic Violence Act which is now in its second decade of existence. However, in the last five years, a lot of focus in Zimbabwe has been placed on the eradication of child marriage¹⁴. Zimbabwe has committed to eliminate child, early and forced marriage by 2030 in line with target 5.3 of the Sustainable Development Goals. During its Voluntary National Review of the SDGs at the 2017 High Level Political Forum, the government reaffirmed commitment to this target. Zimbabwe also co-sponsored the 2017 Human Rights Council resolution recognising the need to address child, early and forced marriage in humanitarian contexts.

In 2014 Zimbabwe signed a joint statement at the Human Rights Council calling for a resolution on child marriage. In 2015 Zimbabwe launched the African Union Campaign to End Child Marriage in Africa and developed a National Action Plan and Communication Strategy which was launched in 2018. This strategy seeks to accelerate efforts towards ending child marriage and will see to the formation of structures that can effectively coordinate and monitor all the different initiatives being carried out on ending child marriage. There is also provision in the strategy for the strengthening of community-based protection mechanisms through strong partnerships between government, community-based organisations, religious groups as well as traditional leaders. Importantly also, the national action plan speaks to the second chance education for girls willing to go back to school.

Zimbabwe is one of 20 countries which has committed to ending child marriage by the end of 2020 under the Ministerial Commitment on comprehensive sexuality education and sexual and reproductive health services for adolescents and young people in Eastern and Southern Africa. During its 2016 Universal Periodic Review, Zimbabwe also supported recommendations to address the exclusion of women in the economic, social and political sphere, with specific attention to child marriage.

After the 2013 Constitution outlawing child marriage in section 78(1) which states that 'Every person who has attained the age of eighteen years has the right to found a family', came the landmark

¹⁴For more detailed information on commitments made by Zimbabwe, see <https://www.girlsnotbrides.org/child-marriage/zimbabwe/>

Constitutional Case¹⁵ that reinforced this position. However thereafter there remained a gap in the law as the Customary Marriages Act¹⁶ and the Marriage Act¹⁷ were yet to be aligned to the constitutional position. In 2017 the Harmonized Marriages Bill was drafted in a bid to align marriage laws to this constitutional position and the Bill is still with drafters.

Trafficking in Persons

Sections 51 to 55 of the Constitution provide for the right to human dignity, personal security, freedom from torture or cruel, inhuman or degrading treatment or punishment, freedom from slavery or servitude and freedom from forced or compulsory labour. Government enacted the Trafficking in Persons Act¹⁸ in 2014. The Act provides for the prohibition, prevention and prosecution for the crime for trafficking in person as well as protection of victims of trafficking in persons. In addition, Section 83 of the Criminal Law (Codification and Reform) Act¹⁹ also prohibits trafficking in persons.

In 2016 the Government successfully assisted women who had been trafficked to Kuwait (a country with which Zimbabwe did not have a bilateral agreement for labour) on the pretext that they would be going to work as housemaids and to work in hotels. Upon arriving there, the women were treated like slaves, physically and sexually violated and poorly remunerated. They managed to escape to the Zimbabwean Consulate and were assisted to return home. In 2018, the leader of the syndicate who was Zimbabwe based was convicted on five counts of contravening the Trafficking in Persons Act and was sentenced to a 20 year jail term.

In July 2016, Government launched the National Plan of Action against Trafficking in Persons anchored on four pillars of Prevention, Protection, Prosecution and Partnerships. An anti-trafficking inter-ministerial committee whose secretariat sits under the Ministry of Home Affairs and Cultural Heritage was also set up. This plan of action is designed to coordinate Government efforts towards the fight against trafficking in persons. The Protection pillar provides Standard Operating Procedures (SOPs) for the provision of assistance to survivors of trafficking in persons. In line with the SOPs, Government provides a starter pack for the survivors to enable them to integrate into their communities. Household and risk assessments are also conducted to determine the individual needs of the survivors. Government collaborates with development partners in the provision of reintegration support through various sector programmes.

Rape and Sexual Violence

Zimbabwe in efforts to strengthen laws and policies to address violence against women, has made progress in its efforts towards finalizing the Mandatory Sentencing for Rape and Sexual Offences Bill. The Bill which was placed on the legislative agenda by the Head of State is expected to be tabled before Parliament in the near future. This Bill proposes a 60-year jail term for the rape of minors and a minimum mandatory sentence of 25 years for raping persons living with disability. As such it will amend sections of the Criminal Law Codification and Reform Act.

Zimbabwe in 2014 established the Cabinet Inter-Ministerial Committee on rape and sexual abuse against women and girls. The Inter-Ministerial Committee then developed and rolled out the National Action Plan on ending rape and sexual abuse of women and girls which is underpinned by

¹⁵Mudzuru and Another v Minister of Justice, Legal and Parliamentary Affairs and 2 Others CC279/14

¹⁶Customary Marriages Act [Chapter 5:07]

¹⁷Marriage Act [Chapter 5:11]

¹⁸Trafficking in Persons Act [Chapter 9:25]

¹⁹Criminal Law (Codification and Reform) Act [Chapter 9:23]

four priority pillars, namely Prevention, Service Provision, Research, Documentation, Monitoring and Evaluation and Coordination.

Under prevention, one of the key strategies is to address the negative cultural and religious practices that fuel rape and sexual violence. There is also need to raise awareness on rights and gender responsive laws. Critically, research, documentation, monitoring and evaluation includes carrying out research on the causes of rape and sexual abuse as well as conducting research on other priority research areas among other issues. The National Action Plan targets schools, churches, tertiary institutions, work places and specific interventions for each target group have been identified. In tertiary institutions issues to be addressed include sexual harassment and its consequences.

Zimbabwe is implementing the National Programme on GBV Prevention and Response 2016-2020 aimed at providing policy guidance on addressing GBV in Zimbabwe and complementing provisions of the National Anti-GBV Strategy. Campaigns, media programme and community awareness are critical strategies that the government as well as development partners continue to employ to ensure that there is more focus on norms transformation and real social behaviour change when it comes to GBV. Zimbabwe recognises the need to address the key drivers of the different forms of GBV if gender equality is to be realized and one of the strategies is engagement with men and boys.

Government in collaboration with development partners and CSOs has established three one stop centres (OSCs) for survivors of GBV. The OSCs provide all key services required by a GBV survivor under one roof. Zimbabwe currently has eleven temporary shelters for survivors of GBV spread across both urban and rural areas, with the majority being in rural areas. Before these facilities are commissioned, they are inspected by the Anti-Domestic Violence Council which was reconstituted in 2017 to oversee the situation of domestic violence in the country.

Women in Media

Government revised the National Gender Policy to provide for media strategies to mainstream gender and eliminate negative portrayal of women. Women have also taken up positions of leadership in media houses. 2015 data from Zimbabwe Newspapers Limited (Zimpapers)²⁰, one of the major media houses in Zimbabwe reflected the following:

Position within Zimpapers	Male	Female
Editor	10	1
Assistant Editor	3	1
News Editor	9	1
Deputy News Editor	1	1
Entertainment Editor	2	2
Business Editor	3	1

Editorial Management at Zimpapers	51	7
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²⁰ Zimbabwe SADC Gender Protocol Barometer 2017

The Zimbabwe Broadcasting Holdings editorial management staff reflected 154 males and 63 females showing that through a lot of work has been done there is still some way to go.

The RNGP also encourages women to own media houses and to take up of leadership positions in the media sector. In partnership with CSOs, Government continues to encourage non-stereotypical portrayal of women in the media through training of journalists and editors. There is an increase in women's access to the media, including in rural areas. There is also an increase in contribution by women in media spaces such as articles in newspapers and women's achievements are being highlighted more in the media. Women excelling in the key sectors of the economy such as mining and agriculture are profiled, challenging gender stereotypes and creating positive attitudes around gender equality. Recently the country established the Zimbabwe Women Filmmakers Association which provides for income generating career opportunities for women in film and related creative enterprise including training women in film related skills to increase their professional participation in the sector.

The Cybercrime and Cyber Security Bill which has yet to be finalized potentially criminalizes the transmission of intimate messages without consent. Zimbabwe has over recent years experienced an increase in revenge pornography cases where women have nude photos or videos posted online, especially on social media platforms and this Bill seeks to address this challenge through that provision.

Participation, accountability and gender responsive institutions

Critical areas of concern:

- G. Women in power and decision-making
- H. Institutional mechanisms for the advancement of women
- I. Human rights of women
- J. Women and the media
- L. The girl child

Women in decision making

Zimbabwe is currently implementing temporary special measures with regard to increasing representation of women in both houses of Parliament (Sections 120 (2) and 124 (1) (b) of the Constitution in line with the SADC aspirations to reach 50/50 representation of men and women in decision making positions. The current parliament is composed of 32% women MPs, 30% of cabinet ministries are women, 50% of Ministers of State are women. There have been appointments of women to key positions such as Commissioners, Permanent Secretaries, Directors. Women are encouraged to apply for senior positions

For the first time in history in the 2018 harmonized elections, four female candidates were in the running for the Presidency and through the #She Vote Campaign there were young women demanding 25% of the reserved seats to be reserved for young women.

The Ministry of Women Affairs, Small and Medium Enterprise Development developed a Memorandum of Principles on 50/50 representation in all elective and non-elective boards and all Government institutions to be part of the General Laws (Statutory Boards) Amendment Bill. The principles set out the manner of appointment of members of boards with specific inclusion of

section 17 of the Constitution which promotes gender balance and amending such language barriers that give reference to one gender occupying a certain position, for example the use of the words “chairman; deputy chairman”. The amendment of provisions on the establishment of boards will ensure that women have equal access to participation, representation and resources in all spheres of Zimbabwean Society. With the same aim, government also developed the Women in Politics and Decision Making Strategy which is an affirmative action framework designed to achieve gender balance in politics and decision making positions.

On an ongoing basis, Zimbabwe runs capacity building programmes for sitting and aspiring women leaders. These programmes are aimed at enhancing assertiveness and leadership confidence in women to ensure equal participation in all spheres of society.

The tables below show women in positions of leadership in the political arena, the public sector, the judiciary, in business, parastatals and in universities in Zimbabwe:

a) Participation in key political decision making positions

	Women	Men	Percentage of Women
Cabinet Ministers	6	14	30%
Ministers of State	5	5	50%
Parliament	Lower House	185	31%
	Upper House	45	43.7%
Local Government Councillors	190	1169	13.3%

b) Participation in decision making in the public sector

	Women	Men	Percentage of Women
<i>Permanent Secretaries</i>	6	14	30%
<i>Commissioners in the Public Service</i>	4	3	57%
<i>Senior Principal Directors</i>	1	4	20%
<i>Principal Directors</i>	13	39	25%
<i>Directors</i>	79	188	29.5%
<i>Deputy Directors</i>	174	429	28.8%
<i>Ambassadors</i>	10	29	25.6%
<i>Vice Chancellors – State Universities</i>	0	11	0%
<i>Principals of State owned Teachers Colleges</i>	8	6	57%
<i>Principals of State Owned Agricultural colleges</i>	2	6	25%
<i>Principals of State Owned Poly-Technical colleges</i>	2	6	25%
<i>Heads of Government Primary Schools</i>	776	2168	26%
<i>Heads of Government Secondary Schools</i>	416	1940	17.6%

Source: Women and Men Report 2016(ZIMSTATS)

c) Participation in decision making in the judiciary

	Women	Men	Percentage
Supreme Court Judges	7	7	50%
High Court Judges	11	19	36%
Registrars	5	8	38%
Magistrates	94	156	37.6%

Source: Women and Men Report 2016(ZIMSTATS)

d) Economic decision making

	Women	Men	Percentage
CEOs of Parastatals/State Enterprises	23	77	23%
Chairpersons of Boards of Parastatals/State Enterprises	29	71	29%
Ownership of Private Limited Companies	729	4040	15%

e) Composition of Board Members for Parastatals in Zimbabwe

Name of Parastatal	Women	Men	Percentage
Grain Marketing Board	2	6	25%
National Railways of Zimbabwe	3	4	42.8%
Minerals Marketing Cooperation of Zimbabwe	2	5	28%
Zimbabwe Tourism Authority	3	4	42.8%
ZESA Holdings	3	5	37%
ZINWA	5	5	50%
ZERA	4	2	66%
ZBC	5	6	45%
NSSA	4	5	44%
Zimbabwe Parks and Wildlife	2	5	28%
Environment Management Agency	3	7	30%
TELONE	4	10	28.5%
ZUPCO	2	5	28%
NSSA Bank	4	5	44%
ZIMRA	4	5	44%
ZINARA	5	7	41.6%
POSB	5	4	55%
CAAZ	2	3	40%
ZIMSEC	3	7	30%
SEDCO	4	6	40%
ZIA	5	4	55%
Research Council of Zimbabwe	5	7	41.6%
Air Zimbabwe	5	5	50%
ZPC	2	4	33%
ZETDC	3	4	42.8%
PowerTel	2	4	33%
NOIC	2	4	33%
REA	3	6	33%
Telecel	2	4	33%
Women Micro-Finance Bank	6	4	60%

f) Statistics for women in decision making from 4 Universities

Position	Number Of Women
Dean	5
Deputy Dean	1
Directors	13
Faculty/Department Chairpersons	22
Registrar	1
Assistant Registrars	5
Senior Lecturers	47
Lectures	37
Managers	3

Gender Responsive Budgeting (GRB)

Government of Zimbabwe officially adopted Gender Responsive Budgeting (GRB) as one of its key gender mainstreaming strategies. This resulted in the engendering their budget call in recognition that gender mainstreaming is a key consideration in the production of sector budgets. Despite political commitment to GRB by the Government of Zimbabwe, the implementation has remained weak as it has established appropriate mechanisms for GRB at the national and sectoral level. Even where such mechanisms exist, there are issues with respect to their functioning. Further leadership and capacity issues on GRB remain a challenge as the insufficient capacities of officials have also limited the application of GRB. The most progressive tools that have been adopted include engendered budget call circulars and gender budget statements. However, there is little evidence that these tools have produced gender responsive changes in the budget making process. One of the main reasons is the way in which these tools have been applied without much 'purposeful gender planning, systematic monitoring and evaluation of GRB. Government continues to redirect focus to issues of gender equality in the formulation of budgets through Program Based Budgeting.

Revised National Gender Policy

Zimbabwe has a Revised National Gender Policy from 2017 which was launched in July as a broad framework to guide and coordinate efforts for addressing gender inequality and discrimination and to create synergy between national, regional and international efforts. It was realized that while the 2004 National Gender Policy had delivered results, there were various changes globally and nationally that needed to be factored in. At the national level there was a focus on economic recovery, land reform, indigenisation, economic empowerment, climate change and peace and there was need for this to be factored into the revised National Gender Policy. It was also important for the Gender Policy to be aligned to the targets set in the Sustainable Development Goals Agenda. At the heart of this are those targets set on SDG 5 which give room for a more comprehensive approach to the advancement of gender equality and women's empowerment. In addition, there was also a recognition of the social, political and economic changes such as the emerging priorities from the Land Reform Programme and other national policies and frameworks. The Policy sets out ten priority policy interventions around which objectives, strategies, implementation are formulated namely:

- I. Gender, Constitutional and Legal Rights

- II. Gender and Economic Empowerment
- III. Gender, Politics and Decision Making
- IV. Gender and Health
- V. Gender, Education and Training
- VI. Gender Based Violence
- VII. Gender, Environment and Climate Change
- VIII. Gender, Media and ICTs
- IX. Gender and Disability
- X. Gender, Culture and Religion

In 2017, Government developed a Monitoring and Evaluation Framework dealing specifically with Gender Equality and Women Empowerment to enable the national gender machinery to monitor and assess implementation of national, regional and international commitments on Gender Equality and Women Empowerment. The Gender Policy also provides strategies to implement monitor and evaluate effectiveness of the various actors and policies in addressing gender inequality. This Policy further provides for an institutional framework to monitor and evaluate gender equality and women empowerment issues across all sectors.

Zimbabwe established the Zimbabwe Gender Commission (ZGC) with its mandate being to monitor issues concerning gender equality, to ensure gender equality as provided in the constitution, to recommend affirmative action programmes to achieve gender equality and to conduct research into issues relating to gender and social justice, and to recommend changes to laws and practises which lead to discrimination based on gender, among others.

The specific mandate of the Commission is derived from Section 246 of the Constitution whose provisions are listed as follows:

- to monitor issues concerning gender equality and to ensure gender equality as provided for in the Constitution;
- to investigate possible violations of rights relating to gender equality;
- to receive and consider complaints from the public and to take such action in regard to the complaints as it considers appropriate;
- to conduct research into issues relating to gender and social justice and to recommend changes to laws and practices which lead to discrimination based on gender;
- to advise public and private institutions on steps to be taken to ensure gender equality;
- to recommend affirmative action programmes to achieve gender equality;
- to recommend prosecution for criminal violations of rights relating to gender;
- to secure appropriate redress where rights relating to gender have been violated; and
- to do everything necessary to promote gender equality.

One of the other independent commissions set up is the Zimbabwe Human Rights Commission. The Commission is mandated to, among other things;

- Promote awareness of and respect for all human rights and freedoms;
- Promote the protection, development and realization of all human rights and freedoms;
- Monitor and assess observance of human rights and freedoms in Zimbabwe.
- Conduct research on issues relating to human rights, freedoms and social justice.
- Receive complaints from people on human rights abuses and to take appropriate action;
- Protect people against abuse of power and maladministration by the State and public institutions and by officials of those institutions.

- Make recommendations to Parliament on best ways of promoting, protecting and observance of human rights and freedoms;
- Investigate the conduct of any authority or person, suspected of violating any of the human rights provided in the Constitution's Declaration of Rights.
- Take necessary action to assist victims of human rights violations to receive justice;
- Visit and inspect prisons, detention places, refugee camps and similar facilities where mentally disordered or intellectually handicapped persons are detained and make necessary recommendations about their conditions to the responsible Minister.
- Prepare and submit a human rights annual report to Parliament

One of the technical working groups of the ZHRC is the Gender Equality and Women's Rights Working Group.

Challenges

In addition to the equality clause in the Zimbabwe Constitution, the same constitution provides for a quota system which has seen a lot of progress being realized for women's representation in parliament. The quota system ends in 2023 as such, it is important to ensure that the gains that have been made so far will not be lost. Even with this system in place, women have been losing in elections at primary election level in political parties because the quota system is not enforced there. Post 2023, Zimbabwe is going for the 50/50 representation clause in the national constitution. Implementing this constitutional provision will halt a further discrimination and marginalisation of women in politics and decision making.

There is also need to deal with internalised discrimination that denies women other women's votes with the realization that patriarchy is a dominant force that disadvantages women.

Peaceful and inclusive societies

Critical areas of concern:

- E. Women and armed conflict
- I. Human rights of women
- L. The girl child

Zimbabwe is a sovereign Republic which enjoys peace and stability. As a nation, Zimbabwe has not been engaged in any regional or civil armed conflict in the last five years. Zimbabwe is committed to ensuring that women participate in conflict resolution and decision making at the highest level. Currently the Minister of Defence is Hon. Oppah Muchinguri-Kashiri, who is the first woman to hold this critical position. Zimbabwean Police and Defence forces continue to participate and support peace keeping efforts with high representation of women throughout the African continent where needed.

Following the harmonised elections of July 2018, The President has since called on his opponents to engage in dialogue. A national dialogue was launched where all the candidates contribute meaningfully towards promoting social cohesion and peace building. He has, in the spirit of promoting social cohesion, unity and inclusion called for dialogue with the expectation that dialogue will unite the nation and everyone can feel they are involved in rebuilding the nation. The President has opened the avenue for dialogue with other political parties as well, to ensure they all have input in the country's governance discourse. Since the coming of the Second Republic in 2017, the message has been centred on national unity and peace.

National Peace and Reconciliation Commission

Chapter 12 of the Constitution establishes the National Peace and Reconciliation Commission (NPRC) with the following core function: post conflict justice, healing, reconciliation, truth telling, rehabilitation, conflict prevention, dialogue facilitation, and social cohesion. The NPRC was operationalized through the NPRC Act Chapter 10:32 which was enacted in January 2018. One of the core values and principles of the NPRC is the protection of women, girls, persons with disability, youth and all generations.

The NPRC developed its five-year national strategic plan guided by the input from Zimbabweans during the provincial consultations held in February – March 2018 in all the provinces. Following the launch of the five- year strategic plan in October 2018, the NPRC has been working to set up and operationalise internal mechanisms in order to launch a nationwide healing and reconciliation programme. The Commission at the time of writing this report is rolling an outreach programme in order to share with and raise the awareness of Zimbabweans on mechanisms and approaches that will be utilized in handling issues of national healing and reconciliation. The NPRC will prioritize public hearings for healing and reconciliation, mechanisms for early detection of conflicts, national dialogue facilitation, setting up of peace committees, evidence based legislative and policy recommendations.

Girl Child Inclusion

As far as the inclusion of the girl child, the Government developed the Girls and Young Women's Empowerment Framework with the aim of guiding all interventions aimed at empowering girls and young women. It seeks to ultimately

- Eliminate all forms of discrimination against the girl-child.
- Eliminate negative cultural attitudes and practices against girls and young women.
- Promote and protect the rights of the girls and increase awareness of her needs and potential.
- Eliminate discrimination against girls in education, skills development and training.
- Eradicate violence against the girl-child and young women.
- Promote the girl-child and young women's effective participation in decision making and leadership at household, community and societal levels.
- Strengthen the role of the family in improving the status of the girl-child and young women.

The Framework articulates a national commitment to protecting and empowering girls and young women in Zimbabwe. It recognises that empowering girls and young women contributes to the transformation of the country's economic future as well as the development of its peoples. The framework is anchored on the realisation that the most straight forward intervention for the empowerment of girls and young women is ensuring that they realise their rights as provided for by several international and regional human rights instruments.

Environmental conservation, protection and rehabilitation

Critical areas of concern:

- I. Human rights of women
- K. Women and the environment
- L. The girl child

Zimbabwe acknowledges climate change as one of the biggest threats to the country and its people as it can potentially through droughts and flooding, undermine the gains that have been made in development. Climate change has massive impact on the agro-based economy and livelihoods and women and children bear the brunt of these effects. The recent Cyclone Idai which hit Zimbabwe, Mozambique and parts of Malawi is evidence to the increase in the impacts of climate change that will continue to be felt globally and on the continent.

Cyclone Idai triggered floods in Zimbabwe, which swept away hundreds of homes in the eastern and south-eastern parts of the country. The Government declared a state of disaster in affected areas and allocated \$RTGS 50 million for emergency response and infrastructure rehabilitation.

Chimanimani, Chipinge and Mutare districts (Manicaland Province) were the most affected. In Chimanimani, eight bridges were destroyed. In Buhera, the Marowanyati Dam overflowed and over 5,000 people were displaced. 95% of the road networks in the affected areas having been damaged, access to most communities remains difficult with damaged infrastructure making some places completely unreachable. It has been estimated that up to 16,000 households (HH) could be displaced (8,000 HH in Chimanimani, 3,000 HH in Chipinge, 1,000 in Buhera and 4,000 HH in Mutare), however, data on this also varies. Data from the NS indicates that 4,313 people are completely displaced.²¹

Zimbabwe developed a Climate Policy (2016) and one of the principles undergirding it is that it be a policy wholly owned by all Zimbabweans and particularly that it be gender sensitive.

The policy is particularly expressive of the fact that climate and climate change affects women and men differently hence it is important that processes and systems that guide the formulation of plans, strategies and budgeting are gender sensitive and gender responsive to address the climate change related gender inequalities. Thus through the policy, the Government is committed to promoting gender responsive climate programming and implementation of climate change policies, strategies and actions; recognise the gender disaggregated impacts of climate change; promote gender responsive mechanisms that continually enhance climate change mitigation and adaptation measures at community level through research, multi-stakeholder participation, political commitment and accessible information; provide new and innovative energy financing mechanisms that are user friendly, accessible and affordable to women, especially rural women and vulnerable or disadvantaged groups; promote research, documentation and dissemination of the emerging gender dimensions due to climate change and finally mainstream gender segregated approaches in adaptation and mitigation climate change interventions.

Zimbabwe in a collaboration between government and development partners is running a programme on disaster risk reduction. It entails training all the teachers on first aid and disaster risk management so that they impart the knowledge to students. It highlights specific strategies like where to build houses and what to do before and during disasters like self-evacuation.

The Zimbabwe Drought Risk Management Strategy and Action Plan (2017–2025) is designed to provide a framework and guidance to support the implementation of suitable drought mitigation practices and interventions. In order to be able to provide an appropriate framework for mitigating

²¹ Zimbabwe: Cyclone Idai Information Bulletin No, 1 *International Federation of Red Cross and Red Crescent Societies* accessed at <https://reliefweb.int/report/zimbabwe/zimbabwe-cyclone-idai-information-bulletin-n-1>

the effects of drought, this strategy is based on a number of principles derived from the national policy on drought management and related national documents.

Zimbabwe is a country with huge renewable energy resource potential but due to economic challenges, the exploitation has been negligible. There has however been an increase in access to solar energy as well as the use of gas at individual household level. Government is committed to access to renewable energy shown by the Sustainable Energy for All (SE4ALL) Action Agenda which sets long term objectives on energy access, energy efficacy and renewable energy. This Action Agenda also constitutes the national implementation framework for SDG7.

The President of Zimbabwe has also initiated national clean up campaigns which are now integrated into government and private sector activities to ensure that the environment is clean and safe for all citizens.

Section III: National institutions and processes

Following the change of government in 2018, what was the Ministry of Women Affairs, Gender and Community Development became the Ministry of Women Affairs, Community, Small and Medium Enterprise. Like the other ministries its headed by a minister, permanent secretary and other key staff who are dedicated to the advancement of women and gender equality. The gender machinery is one of the most decentralized in the country as it has staff across all the provinces, wards and villages in the country. It plays a critical role in directing all efforts towards the attainment of gender equality and drives key policies such as the Revised National Gender Policy.



Zimbabwe has shown full commitment to the 2030 Agenda and seeks to implement all sustainable development goals (SDGs) with a particular focus on SDGs 2,3,4,5,6,7,8,9,13 and 17.²² The prioritization was guided by ‘the country’s vision, the need to focus on enabling goals, resource availability and unfinished business in the millennium development goals.’²³ Zimbabwe’s government put in place an institutional framework to guide the implementation of the SDGs as follows:

A **Steering Committee**, chaired by the Chief Secretary to the President and Cabinet and represented by all line ministry Permanent Secretaries and the heads of the UN agencies, to provide overall guidance and strategic leadership to the process.

A **Technical Committee**, chaired by the Permanent Secretary in the Ministry of Macroeconomic Planning and Investment Promotion (which ministry was later combined to become the Ministry of Finance and Economic Development), and represented by SDG focal persons from line ministries and representatives from UN agencies, development partners, the private sector, civil society and the Office of the President and Cabinet, to spearhead the coordination, technical processes as well as providing technical back-stopping.

Thematic clusters for mainstreaming and localising the SDGs.

A monitoring and evaluation policy including prioritised SDGs targets and indicators.

Coordination mechanism led by the Ministry of Finance and Economic Development under the guidance and supervision of OPC, for SDG implementation.

Parliamentary Thematic Committee on SDGs represented by all Chairs of portfolio committees. Such processes will enable actions towards enabling legislation, appropriation, oversight and monitoring of the SDGs.

Following the Global Launch of the Agenda 2030 in 2015, the then Ministry of Macro-Economic Planning and Investment Promotion undertook and coordinated the consultative processes that culminated in the development of the Zimbabwe SDG Position Paper. In coming up with the position paper, Government undertook a wide consultation process which entailed multi-stakeholder workshops and several follow up meetings. The stakeholders included government departments, private sector, civil society, academia, people with disabilities, UN Agencies and other development partners. The first consultative multi-stakeholder national dialogue was held in May 2015. The objective was to engage in a comprehensive and inclusive national dialogue in order to build national consensus on the Post 2015 Sustainable Development Goals and chart a way forward. More

²²See Zimbabwe Voluntary National Review (VNR) of SDGs for the High Level National Forum, July 2017.

²³Ibid.

specifically, the dialogue sought to; appraise national stakeholders on international and regional processes on Post 2015 Development Agenda, bring to the public domain and raise awareness on the proposed global 17 SDGs and finally to begin the process of prioritising and domesticating the SDGs in relation to Zimbabwe's development vision espoused in the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET).

As part of the consultation, the ZIMASSET Clusters and enabling clusters were tasked with drawing the parallels between the SDGs and their respective areas of work to ensure that the SDGs are mainstreamed into the implementation of the national development plan. A follow-up multi-stakeholder national dialogue was held in August 2015 to review the draft Zimbabwe National Position Paper on Sustainable Development Goals. The Zimbabwe SDG Position Paper seeks to:

- ❖ Raise public awareness on the Agenda 2030.
- ❖ Align policies and priorities to the SDGs framework.
- ❖ Prioritise the SDGs targets and indicators in terms of implementation.
- ❖ Lay a solid foundation for the implementation of SDGs

Zimbabwe also undertook a comprehensive campaign to raise awareness on SDGs and advocacy and capacity building. Key among them are:

- An advocacy campaign involving parliamentarians to ensure an effective rollout of SDGs and successful mobilisation of constituencies. In this regard, a multi-stakeholder dialogue was held which involved 195 Members of Parliament, the Office of the President and Cabinet, the United Nations and Development Partners sought to enable legislators as representatives of the people to mobilize their constituencies around SDGs implementation. This led to the establishment of a Parliamentary Thematic Committee on SDGs with representation from all Chairs of portfolio committees.
- A capacity building workshop on the institutionalization of SDGs with a focus on the role of Parliament through the oversight, legislative and representative functions in the implementation of SDGs was held for the Parliamentary Thematic Committee on SDGs.
- Public awareness campaign on SDGs through mass media including live radio and TV programmes, engagement with youth, journalists, private sector, young entrepreneurs, university students and civil society.

Zimbabwean civil society have been deliberate in terms of their engagement on the Agenda 2030. Interventions by civil society include:

- ❖ The National Association of Non-Governmental Organisations (NANGO) is a member of the SDGs Steering Committee. NANGO has come up with 10 thematic sectors covering all the SDGs. These NANGO thematic sectors are part of the SDGs thematic clusters. In October 2016, a national dialogue on SDGs was organised by the NANGO to sensitise civil society organisations in Zimbabwe on the SDGs process. Among these were organisations of women and girls living with disability
- ❖ Formation of a civil society organisations reference group on SDGs to coordinate the involvement of civil society on SDGs and to monitor the implementation of SDGs in Zimbabwe.
- ❖ The establishment of a national youth taskforce on SDGs titled 'Youth4SDGs' bringing together 100 youth organizations working in 10 provinces of Zimbabwe in 2016. The overall objective of the 'Youth4SDGs' is to provide strategic direction for youth inclusion and participation in the implementation and monitoring of the SDGs in Zimbabwe. The

Youth4SDGS also seeks to educate youth in rural, peri-urban, mining areas, farms and urban areas on the SDGs, their importance and link to policies and national development in Zimbabwe.

- ❖ **SDGs Lecture Series in Universities:** To ensure the effective participation of tertiary students in SDGs the UN in Zimbabwe in collaboration with the Zimbabwe United Nations Association (ZUNA) launched the SDGs Lecture Series in Universities. The purpose of the series is to raise awareness and to encourage active engagement by providing the opportunity for students and the local academic community to engage with the UN or experts on SDGs of particular relevance to their respective universities and to Zimbabwe at large. The UN in Zimbabwe also supported a training of trainers on SDGs for 120 young people to empower them to mobilise themselves and take up proactive initiatives towards achieving SDGs.

[The Beijing Declaration and Platform for national review process](#)

The consultations for the preparation of this Zimbabwe National Review Report were wide, covering four provinces across the country. The process began with consultations between the Ministry of Women Affairs, Community, Small and Medium Enterprise and all Government Ministries and Departments. This culminated in the National Machinery for Women's Advancement administering a comprehensive questionnaire sent to all of Government and parastatals including ZIMSTAT. Written submissions were received from line government ministries and other key institutions who are working towards the achievement of gender equality and women's empowerment in line with the Beijing Platform for Action and Agenda 2030.

The provincial level consultation workshops were conducted in Mashonaland Central, Bulawayo, Harare and Mashonaland West. Participants were drawn from government line ministries and departments, traditional leaders, chief executive officers of local councils, representatives from civil society organizations, community based organisations, representatives of people living with disabilities, parastatals, youth group representatives, tertiary institutions, pastors' groups and church representatives, bankers, business women and men. Efforts were made to ensure that participants were grouped in Focus Group Discussions related to their areas of interest and more importantly expertise across the 12 critical areas. The Government also convened a validation and consultative meeting with relevant Portfolio Committees of the Parliament of Zimbabwe and the Parliamentary Women's Caucus.

In addition to the primary data received from the above-mentioned processes, the Government of Zimbabwe also derived data from its rich reports and other publications on the nation's progress in advancing gender equality and women's empowerment in the 12 critical areas of concern.

Section IV: Data and statistics

Challenges related to the collection of data and statistics specific to gender equality and women's empowerment have been persistent in Zimbabwe, however some progress has been realized particularly from the National Statistics Office (NSO). Currently, the NSO is including a module to collect data on asset ownership from a gender perspective in the coming Labour Force and Child Labour Survey. The aim is collect baseline data for SDG 5 indicators 5.a.1²⁴ and 1.4.2²⁵. The latter indicator is particularly important for women as there are constant feelings of insecurity over land tenure despite what the law provides, due to the patriarchal attitudes pertaining to women's ownership of land which are always perceived as a threat. Zimbabwe has also experienced improved administrative-based and alternative data sources to address gender data gaps as the NSO has continued to increase the coverage of gender statistics by including new sources of administrative data for the Gender Statistics. Data on gender-based violence has also included input from other players such as non-governmental organisations who play a critical role in supporting the government in the provision of services to end gender-based violence (GBV). In the Zimbabwe Demographic Health Survey (ZDHS), the Zimbabwe Multiple Indicator Cluster Survey (MICS), Crime Statistics Reports ZIMSTAT endeavours to collect many of the gender statistics specially to report on the indicators that can track progress against SDG 5. The GBV data, early marriages, women's empowerment, among other gender stats, are all in the upcoming ZDHS and MICs, which will be out by September 2019. For the first time, data collection included the GBV module from the ZDHS which will give us updated statistics on GBV before the next ZDHS

In 2016 the Zimbabwe National Statistics Agency (ZIMSTAT) produced the *“Women and Men Profile Summary Report”* as one of several census thematic reports prepared based on the final results of the 2012 Zimbabwe Population Census. The summary report was produced with the realization that gender statistics and analysis ‘help promote change, demolish stereotypes and promote a solid understanding of the actual situation of women and men in society.’²⁶ The NSO has continued to produce Gender Statistics Reports after every three years. The reports are a synthesis of various sources including data collected by the Agency and administrative data from other institutions.

There is a recognition within the NSO of the need to strengthen the Gender Sector Statistics Committee that promotes the production and use of gender statistics. The committee which is co-chaired by ZIMSTAT and the Ministry of Women Affairs needs to be reformulated and realign its functions to meet the needs of the National Statistical System as well as aligning itself with the 2030 Agenda.

As Zimbabwe adopted the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET) 2013-2018, the National Strategy for the Development of Statistics (NSDS) 2016-2020 came in in order to strengthen the integration of statistics with ZIMASSET processes to support effective planning and policy making and positioning a strengthened and coordinated National Statistical System (NSS) which is ready to respond to the statistical requirements of the SDGs. Key activities in the work plan of the implementation of the NSDS include the compilation of gender

²⁴(a)Percentage of people with ownership or secure rights over agricultural land (out of total agricultural population), by sex; and (b)share of women among owners or rights-bearers of agricultural land, by type of tenure.

²⁵Proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure.

²⁶*Women and Men Profile Summary Report: Zimbabwe 2012 Population Census.*

statistics reports, production of gender fact sheets and time use surveys. The NSO recognises the need to urgently conduct these surveys including GBV surveys. However budgetary constraints have remained the biggest challenge.

As far as a defined set of indicators for monitoring progress on the SDGS is concerned, there are 189 indicators that have been developed. Related to the collection and compilation of data on SDG 5 indicators, so far work has begun on indicators 5.a.1 and 1.4.2 (asset ownership from a gender perspective). These are new indicators and have been taken on board using the EDGE guidelines for collecting data from a gender perspective. It is important to point out that the two indicators referred to above are Tier III indicators (which globally are not being collected by many countries because the methodologies to do so are being piloted and developed so that they become standard. However, ZIMSTAT does, as indicated earlier, collect the majority, if not all the Tier I indicators related to SDG 5 targets, and some of the Tier II.

In Zimbabwe the disaggregations routinely provided by major surveys in the country are geographic location, age, marital status, education, income and sex.

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