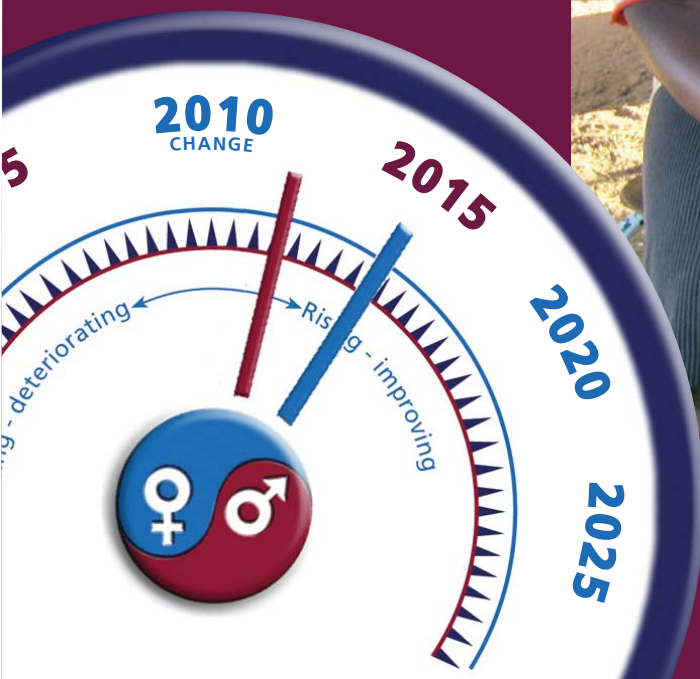


ZIMBABWE



Compiled and written by Pat Made
Edited by Loveness Jambaya Nyakujarah



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Coordinator

Gender Links

Constitutional and legal

Women in Law Southern Africa (WLSA)

Governance

Women in Politics Support Unit (WiPSU)

Health, HIV and AIDS

Southern Africa HIV and AIDS Information Dissemination Service (SAfAIDS)

Care work

Voluntary Services Overseas-Regional Aids Initiative South Africa

Economic justice

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Zambia

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Zimbabwe

Women's Coalition

Faith Based Organisations

Fellowship of Christian Councils in Southern Africa (FOCCISA)

Men's groups

Sonke Gender Justice

The Southern African Gender Protocol Alliance vision is of a region in which women and men are equal in all spheres. The Alliance promotes and facilitates the creation of gender equity and equality through lobbying and advocacy towards the achievement of the 28 targets of the SADC Protocol on Gender and Development by 2015. Gender Links coordinates the work of the Alliance.

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UN Women is the United Nations organisation dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their rights worldwide.

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

The views expressed in this publication are those of the authors and do not necessarily represent the views of UN Women, the United Nations or any of its affiliated organisations. The boundaries and names shown and the designations used on the maps in this report do not imply official endorsement or acceptance by the United Nations.

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Acronyms

ADVC	Anti-Domestic Violence Council
ART	Anti-Retroviral Therapy
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CDU	Curriculum Development Unit
DFID	Department for International Development
DVA	Domestic Violence Act
FAMWZ	Federation of Media Women - Zimbabwe
FAWE	Federation of African Women Educationists
GBV	Gender-based Violence
GEPMI	Gender-Responsive Economic Planning and Management Initiative
GL	Gender Links
GRB	Gender-Responsive Budget
MISA	Media Institute of Southern Africa
MOESC	Ministry of Education, Sports, Art and Culture
MOWAGCD	Ministry of Women Affairs, Gender and Community Development
MTP	Medium-Term Plan
MMPZ	Media Monitoring Project Zimbabwe
NAC	National Aids Council
NGO's	Non-Governmental Organizations
OVC	Orphans and Vulnerable Children
PMTCT	Prevention of Mother to Child Transmission
SADC	Southern African Development Community
SEDCO	Small Enterprises Development Cooperation
SME	Small to Medium Enterprises
UCAZ	Urban Councils Zimbabwe
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Educational Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UPR	Universal Periodic Review
WCoZ	Women's Coalition of Zimbabwe
WILSA	Women in Law Southern Africa
WIPSU	Women in Politics Support Unit
ZDHS	Zimbabwe Demographic and Health Survey
ZWLA	Zimbabwe Women Lawyers Association
ZWRCN	Zimbabwe Women's Resource Centre and Network

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The Southern Africa Gender Protocol Alliance Manager Loveness Jambaya Nyakujarah edited the final report. Programme Officer Lucia Makamure inserted the regional comparative data for this report. Gender Links (GL) CEO Colleen Lowe Morna, provided oversight. GL coordinates the work of the Southern African Gender Protocol Alliance and the Women's Coalition of Zimbabwe is the Alliance focal network for Zimbabwe. The Women's Coalition of Zimbabwe convened a reference group meeting to validate the data in August 2012.

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UN Women Zimbabwe, with the generous support of the EU, DFID and DANIDA, supported the printing of this publication in Zimbabwe. UN Women Zimbabwe also provided the technical support of Patricia Made to write and compile the country barometer.



From Left: Pat Made, who compiled and wrote the Zimbabwe Barometer; Loveness Jambaya Nyakujarah Southern Africa Gender Protocol Alliance Manager at Gender Links who edited the report, and Fanny Chirisa Executive Director at WiPSU who leads the Alliance regional governance cluster.

Photo: Trevor Davies

Executive summary



Joyce Mujuru, Vice President of Zimbabwe.

Photo: Africansuccess.com



Thokozani Khupe, Deputy Prime Minister of Zimbabwe.

Photo: Trevor Davies

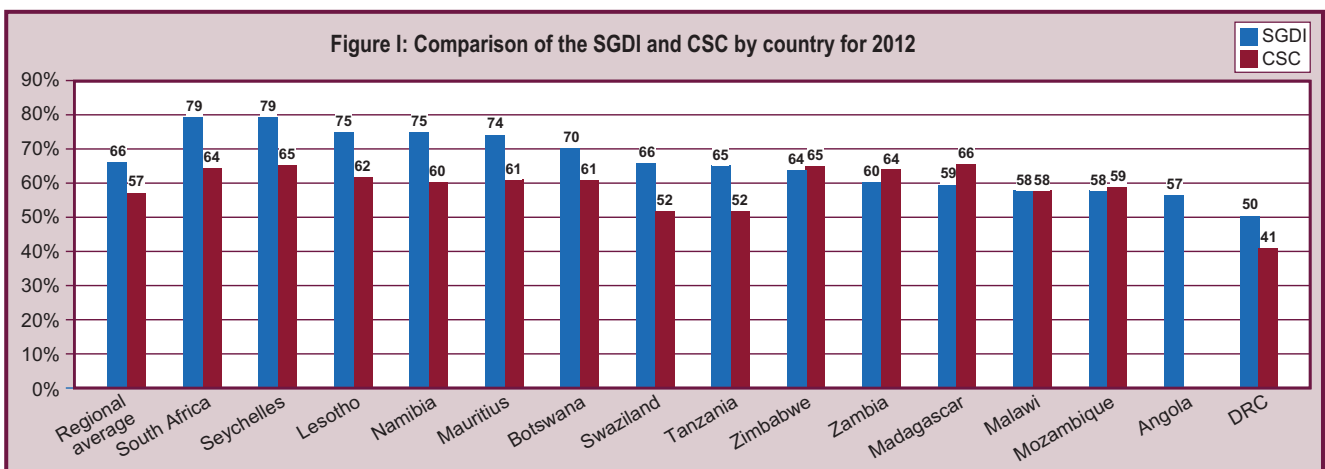
Zimbabwe's 2012 Constitution-making process has provided an avenue for women to ensure that women's rights and gender equality become substantive issues in the country's Supreme Law.

Zimbabwe signed the SADC Protocol on Gender and Development and was among the first countries to ratify the instrument in 2009. The 2012 Zimbabwe

country report reflects on progress towards the achievement of the 28 targets and the provisions of the Southern African Gender and Development Protocol. It marks many of the country's achievements, but also highlights gaps and areas where there has been a pushback in the socio-economic rights of women and girls due to increasing poverty and dwindling resources.

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

The SGDI is an empirical measure based on 23 indicators for the six sectors that have accurate data in the 15 countries (see Annex C for details on the SGDI gender and related indicators). These are: Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). To create the composite index, each category was given equal weight by calculating the average score across the indicators in that category. Table I at the end of the chapter provides a summary of key indicators for women in SADC. Annex A at the end of the report explains how the SGDI works in detail as well as compares this with other gender related indicators.



Source: 2012 Regional SADC Gender Protocol Barometer based on information from country reports.

Figure I shows that overall Zimbabwe achieved a score of 64% (three percentage points up from last year) towards meeting the 28 targets of the SADC Gender Protocol according to the overall SGDI. Citizens rated the country an overall score of 65% up from 47% in 2011. This year's SGDI and CSC scores are close.

By contrast, the CSC gauges the perceptions of citizens who have been part of reference group meetings, village workshops and other protocol-related activities as well as random interviews of ordinary women and men, who rate the achievements of the country across all the sectors.

At 71%, male citizens rated the country higher than female citizens, 60% in terms of where the country is in terms of meeting the 28 targets of the Protocol. This could be because discrimination against women and girls, has been deeply entrenched through patriarchal norms and values that have been reinforced through conservative interpretations and application of religion and culture; and patriarchy is a system that underpins the institutional culture and practices in the public sector and private spheres.

Zimbabwe's performance against the SGDI compared to other SADC countries is in the middle ground for most indicators but citizens tended to rate themselves much higher than the empirical score. Perhaps the citizen score has been influenced by the fact that this is a country undergoing political transition where the socio-economic status has improved more visibly compared to the last two years.

The issues highlighted in this report point to the need for a concerted, multi-sectorial approach based on the fundamental principle that political accountability to gender equality and women's human rights is central to democratic governance. Women's participation in national processes at all levels is critical to their freedom of expression and access to information as citizens. This ensures a broader understanding of the intersection of factors that should inform not only the development of laws and policies, but also most importantly the implementation plans that move laws and policies from paper into action, and the allocation of national resources.

A summary of the key findings of the 2012 Zimbabwe SADC Gender Protocol Barometer are:

Key findings

Political accountability to gender equality and women's human rights

- Zimbabwe will not achieve MDG3 and many of the SADC Protocol targets by 2015. The country has a relatively strong normative framework for gender equality and women's rights and the government has signed and ratified the international and sub-regional instruments on gender equality and women's rights.
- These instruments have not been domesticated, and implementation of many of the country's laws and policies is slow due to the lack of up-to-date sex disaggregated data and information to inform programmes and inadequate financial and human resources.
- Less than 1% of the allocations in the 2012 National Budget are for advancing gender equality and women's rights. Women continue to face discrimination in the administration of laws and policies.

- Gender balance has increasingly become a fundamental issue in governance. The July 2012 Draft of the new Constitution includes Gender Balance (2.9) among the national objectives and calls on the State to promote the full participation of women in all spheres and to take necessary measures, including legislative measures, to ensure gender balance in all government institutions and agencies at every level.
- Women's participation in politics and decision-making in the public sphere is still far below the 30% required in the 1995 Beijing Platform for Action. A special measure has been introduced in the July 2012 proposed Draft Constitution to address this issue, but any measures adopted need to be accompanied by actions to remove the further political, cultural and financial barriers to women's representation in politics and decision-making in governance structures.

Education and training

- Gender disparities are still evident at the levels of secondary and tertiary education. Affirmative action, combined with scholarships, funding and programmes to increase enrolment and retention of girls at these levels are just a few of the actions needed.
- There has been declining investment in education and a gender-budget analysis of the education budget shows little investment in increasing girls' access to education

Health and HIV and AIDS

- Women's health status is of critical concern with rising maternal mortality rates recorded. Maternal mortality now stands at 960 deaths per 100,000 live births. User fees, accessible health services and the low numbers of trained mid-wives and birth attendants are among some of the factors that contribute to the increase.



GL Consultant, Shaudzirayi Mudekunye interviewing Melania Mandeya, Director of Housing and Community Services Chegutu Municipality as part of measuring progress towards achieving gender equality - Kadoma, March 2012.
Photo: Loveridge Nhamoyebonde

- The gender dimensions of HIV are still evident with women comprising more than 50% of those living with HIV and young women are three times more likely to be infected with HIV than young men. Women continue to shoulder the burden of care.

Economic empowerment and access to productive resources

- The Government of Zimbabwe's Medium Term Plan (2011-2015) sets a target of 50% participation of women in the key economic sectors (agriculture, mining, manufacturing and tourism) by 2015. The majority of the women are still concentrated in the agricultural sector often in subsistence agriculture, or employed in the sector as seasonal workers receiving low pay.
- Women's access to and control of productive resources is a major thrust of a new policy framework launched in 2012 by the national machinery for women's economic empowerment.
- However, the economic empowerment of women and girls is still closely linked to education and skills levels, geographic location (urban, rural), access to information, credit and financing, and their ability to make decisions about the use of resources and decisions about their lives.

Gender based violence

- Women and girls continue to experience high levels of physical and sexual violence. Thirty percent of women between the ages of 15-49 have experienced some form of physical violence since age 15, and 43% of women have experienced physical violence, sexual violence or both.

- The institutional systems to prevent, respond to and provide support services to GBV survivors are weak and are geared more towards children than women.

Peace building and conflict resolution

- Zimbabwe's security service legislation contains no special provisions for gender equality or the use of affirmative action for the recruitment of women, and women's representation in the security sector remains below 30%.
- The Zimbabwean police continue to exceed the United Nations Department of Peacekeeping Operations recommendation of at least 10% female representation; 18% of the peacekeepers from the police have been women.

Media, Information and Communication

- Media exposure remains low in Zimbabwe with only 8 percent of the female respondents and 17 percent of the male respondents in the 2010-2011 Zimbabwe Demographic and Health Survey having exposure to newspapers, television and radio at least once a week.
- Issues of gender equality and women's empowerment are slowly getting on the media's news agenda, but women's access to freedom of expression in and through the media remains low. Only 16% of the sources speaking in the Zimbabwean media are women.
- The adoption of gender-responsive editorial and employment policies is an important step towards changing the gender biases, gender stereotypes and sexism that permeates media content and newsrooms. A stronger gender and media lobby is needed to serve as an external monitoring mechanism focused on the development of a media in Zimbabwe that is accountable to the public's interests in all of its diversity.

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

% WOMEN	ANGOLA	BOTSWANA	DRC	LESOTHO	MADAGASCAR	MALAWI	MAURITIUS	MOZAMBIQUE	NAMIBIA	SEYCHELLES	SOUTH AFRICA	SWAZILAND	TANZANIA	ZAMBIA	ZIMBABWE
GOVERNANCE															
Parliament	39	8	10	26	14	22	19	39	25	45	43	22	31	12	16 ¹
Local government	na	19	2	49	6	na	12	36	42	na	38	18	34	6	19
Cabinet	26	21	17	22	27	23	12	32	20	17	42	25	20	14	20 ²
EDUCATION															
Primary School	46	50	46	51	49	50	49	47	49	50	49	48	50	49	51
Secondary School	44	52	36	56	49	45	52	44	53	49	55	50	44	45	35
Tertiary level	40	53	na	na	49	39	61	38	59	na	53	51	32	52	37
ECONOMY															
Economic decision making	29	38	30	33	10	27	33	18	21	33	22	30	25	9	26
Labour force participation - Women	na	72	70	59	84	na	41	na	50	na	49	53	na	60	83 ³
Labour force participation - Men	77	82	72	73	89	81	76	83	62	na	60	71	90	86	90 ⁴
Unemployment - Women	na	20	36	23	5	10	13	na	58	5	28	na	6	11	57
Unemployment - Men	na	15	na	23	2	5	5	na	44	na	22	na	4	14	30.7
Women in non-agricultural paid labour (% of labour force)	24	43	26	63	38	11	37	11	41	49	45	32	31	22	22
Length of maternity leave (weeks)	12	12	12	12	14	8	12	8.5	12	14	16	12	12	12	14
Maternity leave benefits (% of wages paid)	100	25	na	0	100	100	100	100	100	na	60	0	100	100	100
SEXUAL AND REPRODUCTIVE HEALTH															
Maternal mortality rate (out of 100,000)	593	na	549	970	498	675	28	550	449	132	176	736	449	630	960
Using contraception	6	44	5	56	32	36	76	44	46	41	60	51	34	41	59
Births attended by skilled personnel	47	99	74	62	44	71	100	53.3	81	99	91	74	51	47	66
HIV and AIDS															
Comprehensive knowledge on HIV and AIDS women	21	na	54	85	67	41	80	25	83	67	27	89	68	71	72 ⁵
Living with HIV as proportion of total	61	57	58	58	61	52	19	63	59	42.3	59	57	55	57	54
HIV positive pregnant women receiving PMTCT	14	95	4	72	3	14	68	28	90	100	83	69	68	61	86 ⁶
MEDIA															
Overall	na	46	22	73	33	23	33	27	40	na	50	40	36	33	13
Board of directors	na	24	18	47	10	27	36	25	39	na	38	33	22	27	38
Management	na	37	10	52	19	24	23	32	37	na	34	29	27	28	11
Female staff in institutions of higher learning	na	37	18	67	44	29	79	28	47	na	50	33	28	29	25
Proportion of students in institutions of higher learning	na	54	77	73	71	50	82	26	60	na	64	37	60	61	57
News sources	na	20	19	32	23	20	19	14	20	31	20	19	21	14	16

Source: SADC Gender Protocol Barometer 2012

na = not available

Comprehensive knowledge is from the MDG 2012 report and Zimbabwe is cited as one of the places where significant progress has been made.

¹ This figure is based on the 2010-2011 estimates of a full Parliament. There are variances due to vacant seats in Parliament. As of June 2012, the figure stood at 16.9% female representation in a Parliament of 284 (14.6% female representation in Upper House and 22% in the Senate).

² There are variances with the 2012 SADC Regional Gender Barometer due to changes not captured.

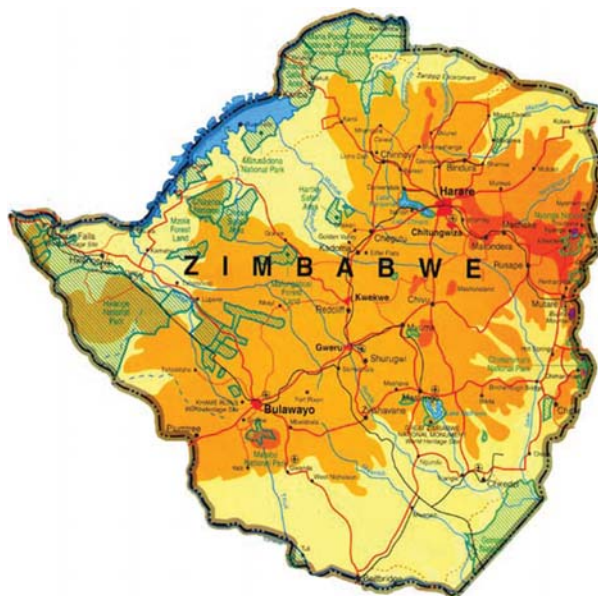
³ World Bank Statistics 2010. [Definition: Labour force participation rate is the proportion of the population ages 15 and older that is economically active: all people who supply labour for the production of goods and services during a specified period].

⁴ World Bank Statistics 2010. [Definition: Labour force participation rate is the proportion of the population ages 15 and older that is economically active: all people who supply labour for the production of goods and services during a specified period].

⁵ UN MDG 2012 report. This figure is different from the 2010-2011 Zimbabwe Demographic and Health Survey which puts the proportion of women with comprehensive knowledge on HIV and AIDS at 56%.

⁶ UNAIDS. This figure is different from the 98% provided in early 2012 by the National AIDS Council and used in the Regional 2012 SADC Gender Barometer. The 85.7% data is of at the end of 2011.

Country context



Zimbabwe enters a new period in its history as the country moves in 2012-2013 towards a new Constitution and general elections. These processes emerge out of the Global Political Agreement (GPA), which led to the formation of the Government of National Unity (GNU) in 2009.

The period of 2009 to date, has been characterised by a relatively stable political and socio-economic environment in the country. Government has focused on creating a peaceful and secure enabling environment for economic development and to move the country beyond the humanitarian crisis period of 1997-2008.

Stabilising the economic situation of the country has yielded results in terms of reducing inflation and putting in place a policy framework to encourage economic growth. The launch of the Short-Term Emergency Recovery Programme (STERP) in 2009 contributed to the stabilisation of the political and economic situation.⁷

The Medium-Term Plan (MTP) (2010-2015), based on the mandate provided in Article III of the GPA, establishes a platform for steering the economy towards a sustainable growth path that ensures multi-sectoral growth, rebuilds the country's human capital base,

revives employment and reverses the decline in social indicators.⁸

Social and human development indicators began to decline during the period 1990-2008. The introduction of the national Economic Structural Adjustment Programme (ESAP) in the 1990s which ushered in cost-recovery measures such as user fees for health services, for example; de-industrialisation with the closure of industries, especially those within the textile and food processing sectors where women were employed; droughts; and the impact of the HIV and AIDS pandemic, among other factors, led to unemployment, a decline in economic growth, little room for job creation in the formal sector thereby sending more people, especially women, into the informal sector, and an increase in the country's poverty levels. The introduction into this declining economic scenario of the Land Reform process in 2000 and the international response further exacerbated the political and economic situation of the country.⁹

The declining socio-economic status of a large majority of the population, mainly women, has been a major factor contributing to the government's slow pace in advancing gender equality and women's human rights in accordance with many of the provisions and articles of the international and gender equality instruments signed and ratified. Women's inability to exercise their socio-economic rights will impact negatively on the country's achievement of the Millennium Development Goals (MDGs).

Three of the four targets added to the MDGs targets in 2007 sharpen the focus on gender equality. These are:¹⁰

- Achieve full and productive employment and decent work for all including women and young people.
- Achieve by 2015, universal access to reproductive health.
- Achieve by 2010, universal access to treatment for HIV/AIDS for all those who need it.

Of the eight MDGs, the Zimbabwean government prioritized three: Goal 1, Eradicate Extreme Poverty and Hunger, Goal 3, Promote Gender Equality and Empower Women, and Goal 6, Combat HIV and AIDS, Malaria and Other Diseases.

⁷ 2010 Millennium Development Goals Status Report Zimbabwe.

⁸ 2010 Millennium Development Goals Status Report Zimbabwe.

⁹ DFID Zimbabwe Gender and Social Exclusion Analysis (GSEA), June 2011, Great Minds Consultancy.

¹⁰ Progress of the World's Women 2008/2009, Who Answers to Women? Gender and Accountability, UNIFEM/UN Women, New York, 2008.

Zimbabwe's ability to achieve MDG3 therefore requires the attainment of gender parity in all education levels, women's employment outside the agricultural sector and women's representation in national parliaments.

The necessity of understanding the intersection of factors that fuel gender inequalities - such as age, class, marital status, disability, among other factors - and the development of policy frameworks and programmes and the allocation of resources based on this knowledge, is critical to Zimbabwe's achieving the three national MDGs and to securing women's rights and entitlements as citizens in accordance with the provisions in the international and sub-regional gender equality and women's rights instruments the country has signed and ratified.

The SADC Gender Protocol, for example, which provides the legal framework for measuring Zimbabwe's progress in this report, also has targets to be reached by 2015.

The political and economic situation in the country during 1990-2008 greatly affected women's socio-economic rights. According to the 2003 Poverty Assessment Study Survey (PASS II), 68% of all female-headed households lived below the Total Consumption Poverty Line (TCPL) in 2003. Structural unemployment in 2003 also was higher amongst females (70%) than males (56%) and rural areas had a higher structural unemployment rate (62%) than urban areas (35%).¹¹

Indicators for women's health also are in sharp decline. Factors contributing to the decline in the maternal, neonatal and child health indicators include diminishing budgets for health care which affected the delivery of services, the shortage of skilled professionals, lack of essential drugs and commodities and a wearing away of the country's infrastructure.¹²

Maternal mortality, a key indicator of gender equality, equity and women's rights, has moved from 790 deaths



Making IT work for gender justice. Priscilla Maposa GL Zimbabwe country manager with women from Chimanimani – January 2011.
Photo: Colleen Lowe Morna

per 100,000 live births (2008)¹³ to 960 deaths per 100,000 live births (2010-2011 Zimbabwe Demographic Health Survey). The MDG target for the maternal mortality rate in Zimbabwe is 174 per 100,000.¹⁴

Women's political and civil rights also were undermined by the political and economic situation that emerged during the past 20 years. And with better reporting and recording, the nation has gained a better understanding of the levels and types of gender-based violence taking place that greatly impinge on the rights of women and their participation in all spheres of national development.

A 2009 study on the Costs of Gender Based Violence in Zimbabwe, commissioned by the Swedish International Development Authority (SIDA), estimated the annual cost of GBV to the country at about 2 billion USD.¹⁵ According to the 2010-2011 Zimbabwe Demographic Health Survey (ZDHS), 30% of women between the age of 15-49 have experienced some form of physical violence since age 15, and 43% of women have experienced physical violence, sexual violence or both.

¹¹ 2010 Millennium Development Goals Status Report Zimbabwe.

¹² A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010, A Call for Reducing Disparities and Improving Equity, UNICEF, Government of Zimbabwe and Centre for Applied Social Sciences.

¹³ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010, A Call for Reducing Disparities and Improving Equity, UNICEF, Government of Zimbabwe and Centre for Applied Social Sciences

¹⁴ 2010 Millennium Development Goals Status Report Zimbabwe

¹⁵ Costs of Gender Based Violence in Zimbabwe, A study commissioned by SIDA Zimbabwe and conducted by Triconsult Pvt Limited, Dr Neddy Matshalaga, moderator, November/December 2009

All of these factors affect women's ability to participate as citizens in order to add their voices, perspectives and views to determining the country's political, economic and social direction. The DIFD Zimbabwe: Gender and Social Exclusion Analysis of 2011 states:¹⁶

Women are still largely excluded and under-represented in the social, economic, political and governance spheres and processes of Zimbabwe. Key dimensions are economic participation between women and men, roles in agriculture, benefits from industry and private sector,

participation in governance, judiciary and decision making generally, constitutional and legal issues, realization of human rights, prevalence of GBV, reproductive and sexual rights and the effects of HIV and AIDS.

This 2012 SADC Gender Protocol Barometer country report for Zimbabwe goes into greater depth around these and other areas of gender equality and women's human rights as provided for in the SADC Gender Protocol.

Zimbabwean women's control over decisions

Women's control and participation in decision-making that affect the circumstances of their own lives is an indicator of their status in society and within the household.

To assess women's decision-making autonomy, the 2010-2011 Zimbabwe Demographic and Health Survey looked at three types of household decisions among married couples: the respondents own health care; making major household purchases; and visits to family or relatives. Women and men are considered to participate in decision making if they make decisions alone or jointly with their spouse.

The findings show:

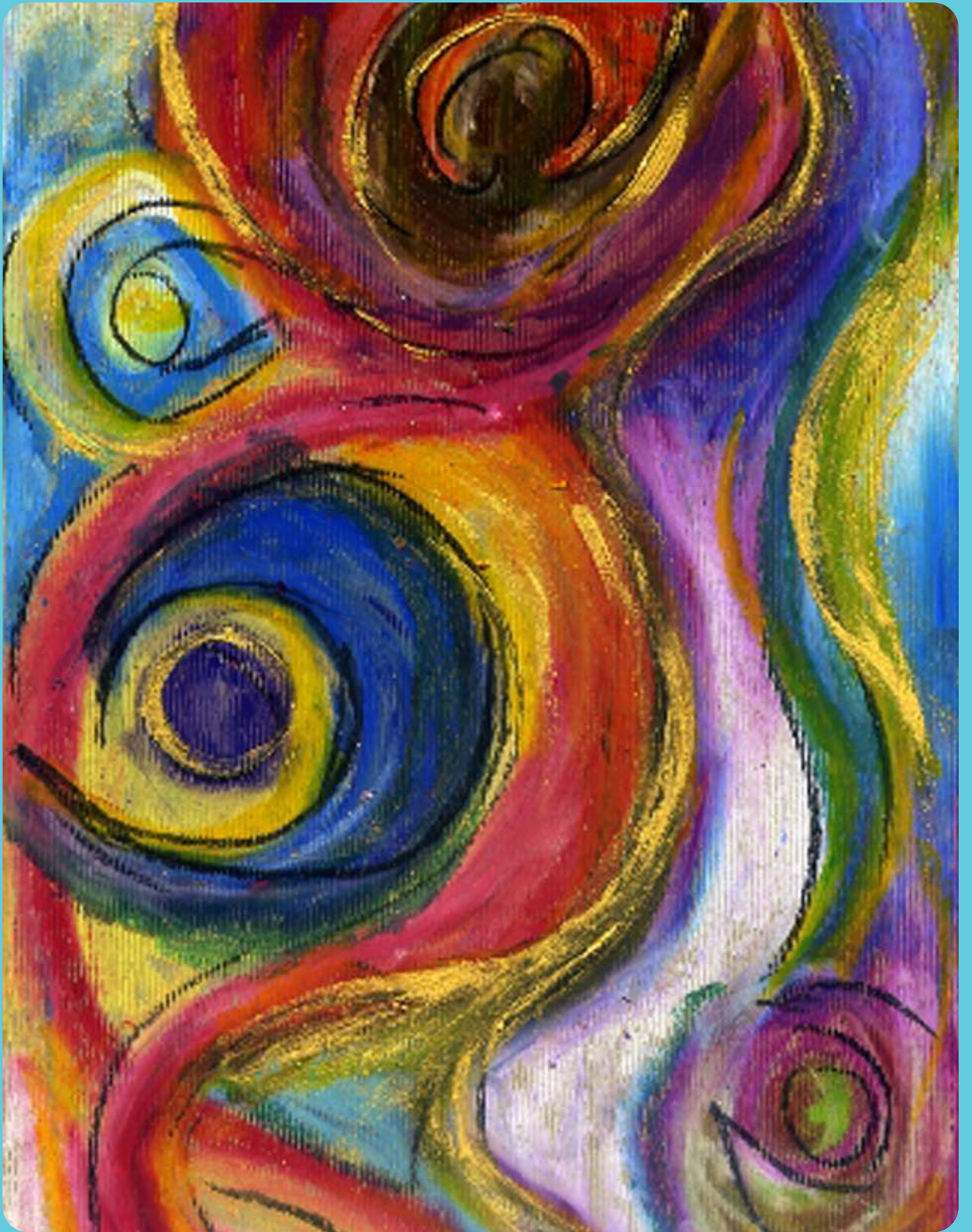
- The strength of the role of women in decision making varies with the type of decision.

- The majority of married women (60-69%) jointly make the three household decisions with their husbands.
- Twenty-four percent of married women alone make decisions about their own health.
- Nineteen percent mainly make decisions about major household purchases.
- Twenty percent mainly decide on visiting families and relatives.
- More than three quarters of men report that they jointly make decisions with their wives regarding their own health care and on major household purchases.

Overall, it is important to note that it is older women, women employed for cash, women with five or more children, women with more than secondary education and women in the highest wealth quintile who are more likely than other women to have participated in all three decisions.

Source: Zimbabwe Demographic and Health Survey, 2010-2011

¹⁶ DFID Zimbabwe Gender and Social Exclusion Analysis (GSEA), June 2011, Great Minds Consultancy, pg. 8.



A question of culture

Anushka Virahsawmy



CHAPTER 1

Constitutional and legal rights

Articles 4-11



KEY POINTS

Priscilla Maphosa, Gender Links Country Manager - Zimbabwe, empowering women and men to claim their rights using the SADC Gender Protocol- Chitungwiza, November 2009.
Photo: Colleen Lowe Morna

- Citizens scored the government 64% of where they need to be by 2015 in terms of achieving the SADC Gender Protocol targets relating to Constitutional and legal rights.
- Zimbabwe's constitutional review process provides a window of opportunity for the country to strengthen and enshrine the general principles of gender equality and women's human rights.
- The country has signed and ratified the key international and regional conventions and instruments on gender equality and women's rights, yet none of these frameworks have been domesticated. Zimbabwe presented its combined report in terms of the Convention on the Elimination of all Forms of Discrimination against women to the CEDAW Committee in Geneva in February 2012.
- Contradictions between customary law and statutory law exist in Zimbabwe's current Constitution. This dual legal system subjugates women's rights and gender equality to traditional, cultural and religious norms and values that encroach on the fundamental rights and entitlements of women and girls as citizens.
- Women actively lobbied for a gender-responsive and expanded rights-based Constitution during the on-going Constitution-making process through the Women's Coalition of Zimbabwe, the Group of 20 lobby group, and as special interest groups, for example, women living with disabilities.

Table 1.1: CSC scores for constitutional and legal rights

	SGDI	CSC
Scores	N/A	64%
Ranks	N/A	4

As this area is difficult to measure empirically, there is no SADC Gender and Development Index score for constitutional and legal rights. Instead, the assessment of performance in this chapter relies on perceptions as measured through the Citizens Score Card, disaggregated by sex to determine if there are differences between the way that women and men view performance. Overall Zimbabweans scored their government 64 %. Interestingly women gave a score of 59% compared to a generous 69% by men.

Constitutional and affirmative action provisions



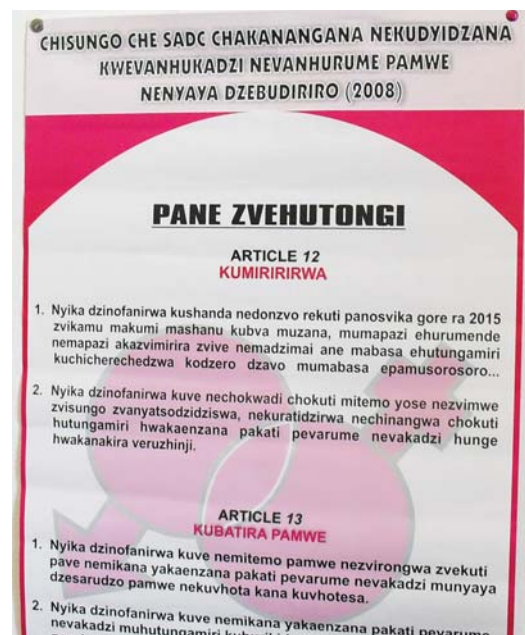
The Protocol provides that by 2015, all countries shall endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices. State parties are to implement legislative and other measures that eliminate all practices which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

In many ways, the Zimbabwean government has made considerable strides in developing a normative framework to advance women's status and rights as citizens. Since independence in 1980, a significant number of laws have been enacted to give women majority status and to bridge the inequalities between the sexes.

Zimbabwe is party to three agreements on the rights of women at the international, regional and sub-regional levels. These include the United Nations Convention of the Elimination of all Forms of Discrimination against Women (CEDAW), the Protocol to the African Union Charter on Human and People's Rights in Africa on the Rights of Women in Africa (Maputo Protocol) and the Southern African Development Community Protocol on Gender and Development (SADC Protocol on Gender).

Article 2(a) of CEDAW, Article 2(1)(a) of the Maputo Protocol and Article 4 of the SADC Gender Protocol as indicated above, enjoin member states to have Constitutions which adequately address the rights and needs of women.

The current Constitution includes sex, marital status and physical disability in the Declaration of Rights as prohibited grounds for discrimination. Affirmative action in Section 23(3)(g) seeks to advance the rights of women and any class of persons who have been previously disadvantaged by unfair discrimination.¹



Poster on the SADC Gender Protocol at Harare municipality.
Photo: Priscilla Maposa

A number of amendments to existing legislation and the introduction of new laws recognise discrimination against women in both the public and private spheres. Harmful cultural practices, for example, that violate the rights of women and girls are addressed in the Criminal Law (Codification and Reform) Act [Chapter 9:23] and the Domestic Violence Act of 2006 [Chapter 5:16].²

¹ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

² Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

The country's gender policy framework includes the National Gender Policy (2004), currently under review, and the National Gender and Women's Economic Empowerment Strategy and Action Plan (NGWESAP) 2008-2011.³

However, discrimination against women and the violation of their rights continues as illustrated by Zimbabwe's weak performance in reaching the targets of the Millennium Development Goals (MDGs), as well

as the targets of the SADC Gender Protocol. Cultural norms, customary practices, and the unequal control, ownership of and access to resources by women and men remain sites of discrimination against women.⁴

In February 2012, the Zimbabwean government reported to the CEDAW Committee in Geneva. On the "legal status of the Convention" and the "Constitutional Framework", the CEDAW Committee recommended the following:

Legal status of the Convention: The State party (Zimbabwe) to take high priority on the process of full incorporation of the Convention into its domestic legal system in order to give central importance to the Convention as the basis for the elimination of all forms of discrimination against women.

State Party to Ratify the Optional Protocol to the Convention

Constitutional Framework: Speed up the Constitutional review and urgently repeal Section 23.3 (claw back clause) of the Constitution

Include in the Constitution and other appropriate legislation a bill of rights that guarantees women's human rights.

Women up the pressure in Constitutional Review

Pressure is mounting for the incorporation of substantive clauses on gender equality in the constitutional review process underway in Zimbabwe.

The Constitution Select Committee of Parliament (COPAC) leads the country's current constitution-making process, as set out in the 2008 Global Political Agreement (GPA). The process started with Outreach meetings in 2009/2010 to gather the views and expressions of women and men across the country on what they wanted included in the country's supreme law.

The Women's Coalition of Zimbabwe (WCOZ), an umbrella membership organisation of women's groups across the country and the "Group of 20" lobbying group have actively engaged in the current constitution-making process to push for general principles on substantive gender equality. Special interest groups, such as People Living with Disabilities also have



Emilia Muchawa of Zimbabwe Women Lawyers Association.

Photo: Colleen Lowe Morna

³ The six thematic areas of the strategy and action plan are women and economic empowerment; women and migration, forced displacement, trafficking and slavery; women and education; women in decision-making; and women and health. It also identified legal reform, gender budgeting, disability, gender and labour, institutional capacity strengthening and strategic partnerships. DFID Zimbabwe: Gender and Social Exclusion Analysis (GSEA), June 2011, Great Minds Consultancy Group.

⁴ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

participated in the COPAC process to broaden the rights of disabled women and men.

The Group of 20

The Group of 20 (G-20) is a strategic coalition of women lobbying to ensure that Zimbabwe's new Constitution delivers on gender equality and empowerment for women citizens.

Launched in April 2012 at an event attended by more than 200 women from across the country, the G-20 comprises members of the Zimbabwe women's parliamentary caucus, academics, gender equality and women's rights activists, representatives from the national machinery, the Ministry of Women Affairs, Gender and Community Development and from the COPAC Select Committee.

Chair of the G-20 and Member of Parliament Biata Nyamupinga said the role of the G20 is to "monitor the current constitution-making process in Zimbabwe on behalf of the nation's women."

"Women are 52% of the population in Zimbabwe, and since all women cannot be involved in the constitutional-making process, the G-20 was started to ensure that women's issues are enshrined in the new Constitution," added Nyamupinga who also is the chair of the Zimbabwe Women's Parliamentary Caucus. "The G-20 monitors the constitutional-making process 24/7 so that the train does not leave women behind."

Providing a link and feedback mechanism between women constituencies and the constitutional drafters has been a major focus of the G-20's lobbying strategy. It also has formulated the expressions of women and men across the country during the COPAC Outreach meetings in 2009/2010 into a set of gender equality and women's rights principles and demands to be included in the draft Constitution.

Context

Like most other African countries, Zimbabwe has a dual legal system with customary law operating alongside general law. Zimbabwe's current Constitution dates back to the peace settlement to mark the end of British colonial rule in 1979. Since then there have been several amendments, but only two referred to gender equality. The 14th amendment introduced gender as grounds for non-discrimination to Section 23 of the Constitution, which is the non-discriminatory clause. Later in 2005, Constitutional Amend-

ment 17 added further grounds for non-discrimination to include sex, pregnancy and disability.

However, the greatest pitfall in the Zimbabwean Constitution is the claw back clauses found in the non-discriminatory clause, which still allows for discrimination under customary law. Zimbabwe's Constitution is currently being reviewed with a view to elections being held in 2013. As Zimbabwe has both signed and ratified the SADC Gender Protocol, this opens the possibility for Zimbabwe to incorporate its provisions.

The inter-active dialogue at the Human Rights Council Working Group on the Universal Periodic Review (UPR) in Geneva (October 2011) put forward several recommendations. These called for the government to take measures to align customary laws with international human rights instruments that it is party to, to ensure harmonisation with the protections guaranteed in the Constitution. The recommendations also called on Zimbabwe to elaborate and implement where gaps exist, legislative and administrative measures to outlaw discrimination against women; and to enforce relevant national policies and legislation to prevent the marginalisation and exclusion of women from the political, social and economic spheres.⁵

The Zimbabwe Women Lawyers Association (ZWLA), a member of WCOZ and the Group of 20, highlights "Ten reasons why Zimbabwean women need a New Constitution" closely aligned to key provisions of the SADC Gender Protocol.⁶



A woman's work is never done: Women in Chiredzi, Zimbabwe, assisted by GL staff member, Nomthi Mankazana, score progress against the provisions of the SADC Gender Protocol as dusk sets in.

Photo: Colleen Lowe Morna

⁵ Draft report of the Working Group on the Universal Periodic Review, Zimbabwe, Human Rights Council, Working Group on the Universal Periodic Review, Twelfth session, Geneva, October 21, 2011, A/HRC/WG.6/12/L.12.

⁶ 10 reasons why Zimbabwean women need a New Constitution, Zimbabwe Women Lawyers Association (ZWLA) information leaflet.

Table 1.2: How Group of 20 demands align to the SADC Gender Protocol

Key demands	Relevant provisions of the SADC Gender Protocol
Elimination of all forms of discrimination	Article 6 on domestic legislation: review, amend or repeal laws that discriminate based on sex or gender.
The elimination of cultural norms, practices and aspects of customary laws which do not conform to the Bill of Rights	Article 6 (c) States shall... enact and enforce legislative and other measures to eliminate practices that are detrimental to the achievement of the rights of women by prohibiting such practices and attaching deterrent sanctions and; Article 21 on Social, Economic, Cultural and Political practices urging States to discourage traditional norms that legitimise and exacerbate GBV.
Protection of Socio-Economic Rights	Part Five which covers economic policies, recognition of multiple roles of women, economic empowerment, access to property and resources and equal access to employment and benefits.
Recognition of Children's Rights	Article 11 on the rights to ensure development and protection of the girl and boy child.
A legislated quota of 50/50 representation of women in all decision-making bodies	Article 5 on affirmative action.
An electoral system that facilitates women's equal participation in politics and governance	Article 5 on affirmative action and Article 12 calling on States to endeavour that by 2015, 50% of decision making positions in the public and private sector are held by women.
Women's right to security of the person and protection from gender-based violence	Part Six with extensive provisions for the protection of women in particular from Gender Based Violence.
The creation of a Gender Commission to promote gender equality	Articles 32-36 of the Protocol concern institutional arrangements for the implementation of the Protocol at country and regional level.
Recognition of women as full citizens of Zimbabwe	Article 4 - All States shall implement legislative and other measures to eliminate all practices which negatively affect the fundamental rights of women, men, girls and boys such as their right to life, health, dignity, education and physical integrity.
Domestication of international instruments such as the 2008 Southern Africa Development Community (SADC) Protocol on Gender and Development; the Optional Protocol on the Rights of Women in Africa to the African Charter on Human and Peoples Rights and the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)	Article 35 - (1) State Parties shall ensure the implementation of this Protocol at national level.
Access to resources through gender budgeting and gender-sensitive public financing	Article 15 on Economic policies and decision making that calls on States to ensure gender sensitive and responsive budgeting at the micro and macro levels, including tracking, monitoring and evaluation and Article 33 on Financial provisions for the empowerment of women.
Recognition of women's role in Zimbabwe and in the liberation struggle and fight for democracy in the Preamble to the Constitution	Article 28 - Peace building and conflict resolution - for equal participation and representation of women in key decision making positions in conflict resolution and peace building processes by 2015.
Strengthening of the section on Affirmative Action	Article 5 on affirmative action with particular reference to women in order to eliminate all barriers which prevent them from participating meaningfully in all spheres of life and create a conducive environment for such participation.
Promotion of democracy and good governance	Part Three on Governance.

Source: 2012 Zimbabwe SADC Gender Protocol Barometer - analysis done by Gender Links.

Following the release of the Draft Constitution, ZWALA and the G-20 conducted a detailed gender audit of the draft to identify areas for further lobbying before the stakeholders meeting and referendum in 2012. The plan

is to develop an information, education and communications campaign to dialogue and build broader support with women nationwide.

Gender equality and women's rights in the Draft Constitution

The Constitutional Draft released in July 2012 includes many of the women's lobbying groups' positions. Some of the strengths of the Draft Constitution include:

- It provides for affirmative action measures to promote equality and remedy past discrimination.
- Customary laws and practices that infringe on women's rights are invalidated.
- Government has an obligation to take steps to prevent domestic violence and it provides individual right to freedom from private violence.
- It provides for equal pay/equal work, equality in promotion, paid maternity leave and measures including family care to facilitate women's work.

- There is equality in marriage and guardianship of children.
- There are basic social and economic rights - shelter, food, water, education and health care.
- It establishes a Constitutional Court and Gender Commission.
- It provides for the domestication of international conventions on gender.
- It includes provisions for gender balance in distribution of agricultural land, gender balance on a Land Commission, and for the adoption of affirmative action measures to be adopted to ensure women have equal opportunities in development.

Zimbabwe Women Lawyers Association, 2012

Table 1.3: Analysis of gender equality clauses in Constitutions

Provides for non-discrimination generally	Provides for non-discrimination based on sex specifically	Provides for non-discrimination on the basis of sex and others e.g. marital status, pregnancy	Provides for the promotion of gender equality	Has other provisions that relate to gender	Has claw back clause	Addresses contradictions between the Constitution, law and practices	Provides for affirmative action
YES	YES	YES	NO	NO	YES	NO	YES
Section 23(2), Declaration of Rights	Section 23(2), Declaration of Rights, Constitution Amendment 17 of 2005 brought about the prohibition of discrimination on the grounds of sex ⁷	Section 23(2), Declaration of Rights			Section 23 (3)(b), protects the application of customary law and provides for discrimination in matters of personal matters and customary law		Section 23 (3) (g)

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

Discriminatory legislation



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

⁷ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

Table 1.4: Remaining discriminatory legislation⁸

Discriminatory legislation/weak areas of current Constitution	Action being taken	Comments
Declaration of Rights is not exhaustive on the grounds upon which discrimination is prohibited and notably excludes culture, among other areas.	The G-20 (women's advocacy group) lobbied for the expansion of the grounds for prohibiting discrimination in the new Constitution.	Proposed draft Constitution expands the grounds and includes class, custom, culture, ethnicity, among other areas not in the current Constitution.
Section 23(3) which permits discrimination in areas of personal law and protects culture as a permissible basis for discrimination.	The removal of this section has been a central tenet of women's lobbying during the constitution-making process.	Proposed draft constitution invalidates customary law and practices that infringe on women's rights.
Workplace issues not addressed in the Labour Act [Chapter 28:01] and not in the Constitution.	An issue highlighted in the lobbying and advocacy of women during the constitution-making process.	Proposed draft constitution specifically provides for women's right to equal remuneration for equal work and for their right to fully paid maternity leave for at least three months.
Socio-economic rights and a specific section on the rights of women not stated in the current Constitution.	An issue highlighted in the lobbying and advocacy of women during the constitution-making process.	Proposed draft constitution includes a specific application on the rights of women providing for full and equality dignity of the person including equal opportunities in political, economic and social activities; the right of equality of guardianship of children; and socio-economic and environmental rights provided for in draft Constitution.
Guardianship of Minors Act, Clause 3 ⁹		Gives legal right of guardianship for the children to the married father, whereas the mother only has a right to be consulted.
Deeds Registries Act ¹⁰		Requires married women to be assisted by their husbands when registering land title.



Drumming up change in Zimbabwe.

Photo: Trevor Davies

Discriminatory practices

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

Research is needed to determine the impact of these phenomena on the mind-sets and attitudes of women and men across different ages, educational levels, class, religion, ethnicity, etc., as well as to document more

⁸ ZWALA Gender Audit of Draft Constitution.

⁹ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

¹⁰ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

in-depth the practices within religious sects that are harmful to women and girls.

Many organisations in the gender equality and women's empowerment sector however, have started to engage traditional, cultural and religious leaders. For example, organisations such as the Women's Action Group (WAG), Musasa which works on issues of gender-based violence, Zimbabwe Women Lawyers Association, Padare/Enkundleni Men's Forum, among others, are working in communities to shift, from the ground upwards, a change in cultural practices and mind-sets that fuel discrimination against women.

Discriminatory practices also emerge in Zimbabwe in the course of the implementation of the law. At a meeting with the visiting UN Human Rights Commissioner, Navi Pillay, during her mission to Zimbabwe in May 2012, women rights activists cited the wide gap between the normative framework and implementation as a major barrier to women's full enjoyment of their rights and entitlement as citizens,

and gave examples of how "administrative decisions" taken at public institutions violate women's rights.

Another recent example of the gap between the law and implementation in the public space by public servants is the recent police blitz resulting in the arrests of women in bars and night spots (see Box 1). The implementation of an operation by the State through the police to rid the city of "touts, street kids and prostitutes"¹¹ manifested into discrimination against unaccompanied women and a violations of women's right to freedom of movement and association. The law used is Section 81 of the Criminal Law (Codification and Reform Act)[Chapter 9:23] Act 23/2004.

Section 81 refers to Soliciting in Part III of the Act, Sexual Crimes and Crimes against Morality. Women activists say this Section is being used to discriminate against all women who do not fit the gender stereotypes of the way women should dress and behave in the public space, as well as to determine which public spaces women should not enter at night.

Women organise to "Take Back the Night"

In the month of May 2012, Zimbabwean police started an operation that has become reminiscent of a similar "Clean Up" initiative in the 1980s that led to women across the country being arrested for either "loitering" or "prostitution" primarily because they were out at night without a male companion.

This action, which once again is netting women who go out together for a meal, drink or just to fellowship, is a violation of women's right to freedom of movement, freedom of association, and has become a form of backlash to "police women's bodies".

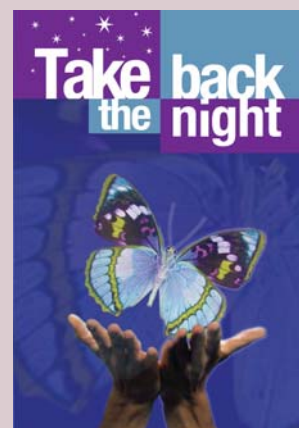
While the police denied in media reports the targeting of innocent women in bars and night spots and indicated that surveillance is done by plain clothes police before those in uniforms make arrests, women caught up in the swoop shared stories that illustrate a cultural mindset that perpetuates discrimination against unaccompanied women in public spaces, even when there are laws in place to guarantee their rights as citizens to free movement.

"I came out of a bar and got into the car; just as I was settling in the two police officers came to the window and told me I was under arrest for loitering. They proceeded to tell me that all good women were at home with their husbands and that I was looking for men and that is why I was out at night. My being out

therefore constituted a crime known as loitering for the purposes of prostitution," said one young woman arrested in the swoop in June.

The sharing of stories such as this one among women sparked a call for action. Strategies being pursued include a "Take Back the Night" civil disobedience campaign whereby women occupy public spaces at night to bring more public attention to the issue of how the rights of freedom of movement and freedom of association are applied differently to women and men; the use of new media and other spaces to expose the discrimination against women in public spaces; and the possibility of mounting a class action suit and/or a test case against the police action for false arrests.

According to media reports, the Zimbabwe Lawyers for Human Rights (ZLHR) also represented in May, 17 women who were randomly arrested as part of the operation on the grounds that they were sex workers.



¹¹ Harare police spokesperson Inspector James Sabau explaining the operation in an article, Police blitz on women slammed, The Standard newspaper, May 27, 2012.

Affirmative action

The use of special measures to break through the inequalities that hinder the advancement of women is recognised in the current Zimbabwean Constitution in Section 23 (3) (g). The public service and tertiary education institutions are two areas where affirmative action measures are used to increase women's access.

The 1992 Affirmative Action Policy in the Public Service, for example, set a target of at least 33% female representation in all senior posts by the year 2000. The Public Service fell short of meeting this target however, for a variety of reasons, such as:¹²

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

The government also notes that the affirmative action measures taken have tended to be selective and have had varied impact. For example, some of the policy measures only benefited a small proportion of urban-based educated, professional females in paid employment.¹³

To address some of these challenges, the Public Service Commission developed a sectoral gender policy in line with the National Gender Policy, which calls for the recruitment of women on a 50/50 basis with males to create a critical mass of women who can be promoted to senior management positions within the Public Service.¹⁴

Tertiary education is another sector where government has applied affirmative action to increase the enrolment levels of female students. And, special measures are used for entrance to teacher training and technical colleges to achieve 50% and 35% enrolment respectively at these institutions of higher learning.

The enrolment of females at universities is estimated at 37% (2007). In its CEDAW report, the government cites resistance to affirmative action and the declining economic situation that prevailed in the country as factors that have impacted negatively on the effectiveness of affirmative action.¹⁵ Government has set a target of 50% women in tertiary education by 2015.¹⁶ Affirmative action measures have been more successful in increasing female enrolments in Teachers' colleges, now estimated at 55%.¹⁷

Zimbabwe: High-level political champions for legislated quotas emerging



Deputy Prime Minister, Thokozane Khupe a champion for women's rights and economic empowerment during the launch of the 5050 campaign by Alliance governance cluster led by Women in Politics Support Unit (WiPSU) in Zimbabwe, August 2011.
Photo: Trevor Davies

High-level political champions for legislated quotas are emerging in Zimbabwe. The Deputy Prime Minister Thokozane Khupe, who hails from the opposition Movement for Democratic Change (MDC) urged women to march for the 50/50 during the regional re-launch of the campaign, convened by the Women in Politics Support Unit (WiPSU), the lead organisation for the regional governance cluster of the SADC Gender Protocol Alliance on 5 August 2011.

Khupe, along with the Women's Parliamentary Caucus, vowed to vigorously campaign for gender parity to be enshrined in the new constitution of Zimbabwe.

The Women's Parliamentary Caucus said they no longer favoured the "First-past-the-post electoral" system currently used in Zimbabwe because they had

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

¹³ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

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

¹⁵ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

¹⁶ DFID Zimbabwe Gender and Social Exclusion Analysis (GSEA), June 2011, Great Minds Consultancy Group.

¹⁷ DFID Zimbabwe Gender and Social Exclusion Analysis (GSEA), June 2011, Great Minds Consultancy Group; Situation Analysis on the Status of Women and Children in Zimbabwe: Government of Zimbabwe and UNICEF: 2005-2010.

realised it made it difficult for women to garner Parliamentary seats. They said the hybrid electoral system was the best as it allowed many voices in Parliament, but could not be applied to both Houses.

President Robert Mugabe has echoed her push for a legislated quota. Attending a Global Power Women Network meeting on 24 May 2012, he suggested that women be allocated parliamentary seats on a proportional representation basis, as they faced obstacles in winning constituencies due to patriarchal attitudes.¹⁸

Access to justice



The Protocol provides for equality in accessing justice.

The 2011-2012 Progress of the World's Women report, In Pursuit of Justice, provides 10 recommendations to make justice systems work for women:¹⁹

- Support women's legal organisations.
- Support one-stop shops and specialised services to reduce attrition in the justice chain.
- Implement gender-sensitive law reform.
- Use quotas to boost the number of women legislators.
- Put women on the front-line of law enforcement.
- Train judges and monitor decisions

- Increase women's access to courts and truth commissions during and after conflict.
- Implement gender-responsive reparations programmes.
- Invest in women's access to justice.
- Put gender equality at the heart of the MDGs.

The global report also makes a significant link between countries meeting the MDGs and making justice systems work for women. Achieving these goals, the report says, is an essential precondition for women to access justice.



Women and children in marginalised communities face barriers in accessing justice such as lack of legal aid.

Photo: Trevor Davies

¹⁸ Source: The Standard Newspaper online - www.thestandard.co.zw, 27 May 2012. Last accessed 12 July 2012.

¹⁹ 2011-2012 Progress of the World's Women, In Pursuit of Justice, UN Women New York, 2011.

Without education, awareness of rights and decision-making power, women are often unable to claim their rights, obtain legal aid, or go to court.²⁰

Zimbabwean women's access to justice remains compromised by several factors. There is still a wide gap between the legislative framework and implementation of the law in the formal justice system.

Baseline research and data on women's awareness of their rights is required to assess if this is one of the first barriers to women using the law to claim their rights as citizens. Women's rights and women's legal organisations in Zimbabwe have dedicated areas of their programmatic work to educating women for example on the Domestic Violence Act, and laws on inheritance and property rights, among others.

However, women's knowledge of all their rights and entitlements as guaranteed by the Constitution and the international and regional gender equality and women's rights instruments signed by the government is also a responsibility of the State.

The procedures and organisational cultures of the police, the courts and other service providers in the justice chain also presents barriers to women's access to justice. As noted earlier under Discriminatory Practices, gender biases, stereotypes and discrimination against women often emerge in the implementation of the law by police, court officials and other service providers. The CEDAW Committee in its 2012 recommendations calls on the government to take the necessary steps to create awareness of women's human rights and to establish in the country a legal culture supportive of women's equality and non-discrimination. This includes ensuring that all government ministries, parliamentarians, judiciary, law enforcement and religious and community leaders know of CEDAW, the

Optional Protocol and the Committee's General Recommendation; and to take all appropriate measures to enhance women's awareness nationwide of their rights and the means to enforce them.

Another barrier to women's access to justice is there is no government dedicated free legal aid to help women, who cannot afford legal services to access the formal justice system, and where legal services are in place for poor women and men, these structures are not decentralised.

Civil society organisations provide free legal services to women in areas of need, but are unable to meet the demands and needs of women across the country. The government's Legal Aid Directorate, established in 1996 by the Legal Aid Act, is in place to provide legal services in civil and criminal matters to those who cannot afford legal services, but its offices are in the capital city, Harare.²¹

Under the current Constitution where customary law is recognised, the traditional courts and systems closer to the communities are often arenas where they consider women's rights as subservient to cultural norms and values. A large majority of the organisations in the gender equality and women's rights and empowerment sector in Zimbabwe have integrated work with traditional, religious, cultural and local leaders to increase women's access to justice in these systems.

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

Victim Friendly Police Units are located in 10 provincial headquarters, 43 districts offices and 267 police stations at sub-district level. Victim Friendly Courts are in 17 regional courts. Data shows however, that the system, especially the courts, have benefitted children more than women.²² In the first quarter of 2010, for example, 1,107 girls, 337 boys and 756 women received support through the courts.²³

The Victim Friendly System has set targets to increase by 50% its reach to children in order to provide specialised support, care and protection to 10,000 children a year. This is to be done by enhancing an existing database and increasing the number of victim friendly courts to 30 (three per province).²⁴ It would be important to establish whether there are similar considerations to make the system work for women and research on how to expand this system to provide women's access to justice for a wider range of rights violation needs to be considered.

²⁰ 2011-2012 Progress of the World's Women, In Pursuit of Justice, UN Women New York, 2011.

²¹ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

²² In Zimbabwe's 2012 National Budget, the allocation for Victim Friendly Institutions sits in the Ministry of Education, Sports, Arts and Culture, a reflection of the system's stronger focus on children.

²³ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

²⁴ The Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

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



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

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

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

Widow and widower rights



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

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

Table 1.5: Marriage and family laws; the boy and girl child

Provision	Yes/No	Explanation
Marriage		
No person under the age of 18 shall marry.	No	Currently Section 21 of the Marriage Act[Chapter 5:11) sets the minimum age of marriage at 16 years for girls and 18 years for boys. For girls, this is not in line with the Legal Age of Majority which is 18. There is a proposed amendment to the Act to make the age of marriage the same for males and females. ³⁰
Every marriage takes place with the full consent of both parties.	Yes	Section 94 of the Criminal Codification and Reform Act [Chapter 9:23] prohibits the intimidation or compulsion of female persons to enter into marriages against their will; Section 14 of the Marriage Act requires all persons wishing to marry to apply for notice of intention to marry stating their full names and ages. ³¹
Every marriage including civil, religious, traditional or customary is registered.	No	There are still two types of customary marriages recognised in Zimbabwe, registered and unregistered. The proposed amendment to the Act will introduce certified customary marriages whereby all spouses in unregistered marriages will be required to certify their marriages; such registration can be made at the request of the woman should the man resist registration. ³²
Parties have reciprocal rights and duties towards their children including when spouses separate, divorce or have marriages annulled.	No	There are three different types of marriages recognised in Zimbabwe - civil marriage, registered customary marriage and unregistered customary marriage. A civil marriage accords more rights to women, but it still does not regard them as guardians of their minor children. Women are accorded different rights and entitlements when a spouse dies, or at the dissolution of the marriage, depending on the type of marriage they entered into. Different rights also are conferred to children born within the three recognised marriage unions. The Guardianship of Minors Act gives the legal right of guardianship for the children to the father, while the mother only has a right to be consulted. ³³
Maintenance orders are enforced.	No	No effective mechanisms to enforce maintenance orders in place.
Married women and men have the right to decide whether to retain their nationality or acquire spouses' nationality.	Yes	However as noted earlier under women's demands in the new Constitution, dual citizenship is not allowed. A Zimbabwean woman forfeits her citizenship if she chooses to acquire the nationality of her foreign husband. In terms of acquiring residence or citizenship, it is much easier for female foreign spouses to acquire residence or citizenship than their male counterparts. ³⁴
Widows and widowers		
Widows are not subjected to inhuman, humiliating or degrading treatment.	No	The intersection of cultural norms, gender inequalities, class, education, age and prevailing gender stereotypes continue to lead to discrimination against widows.
A widow automatically becomes guardian or custodian of her children, unless otherwise determined by a court of law.	Yes	

Provision	Yes/No	Explanation
A widow shall have the right to live in the matrimonial house after her husband's death.	Yes/No	While the Administration of Estates Act [Chapter 6:01] provided that the matrimonial home whatever the system of tenure under which it was held and wherever it may be situated remains with the surviving spouse (including household goods and effects), the case of <i>Magaya vs Magaya</i> SC210/98 maintained the minority status of women in inheritance matters opening the door to discrimination against women. Women in polygamous marriages also are not secure because the lack of a legal definition for matrimonial home and the emphasis on the house in which the surviving spouses live may prejudice the surviving spouse(s) living in the rural areas. ³⁵
A widow shall have access to employment and other opportunities.	Yes	The Declaration of Rights, Section 23 (2) in the current Constitution prohibits discrimination because of one's marital status.
Widows shall have the right to an equitable share in the inheritance of her husband's property.	Yes	Administration of Estates Act, Amendment Act No 6 of 1997 provides for the surviving spouse(s) and the children of a deceased person as major beneficiaries; The Pension and Provident Fund (Amendment) Regulations 2002 (No.8) enables the widow and dependent children to access state pensions upon the death of a spouse; Government instituted a policy to enable widows of unregistered customary marriage to access pensions upon death of a spouse. ³⁶
Widows shall have the right to remarry any person of their choice.	Yes	
Widows shall be protected from all forms of violence and discrimination.	Yes	The Declaration of Rights, Section 23 (2) in the current Constitution prohibits discrimination because of one's marital status.
Girl and boy child		
Eliminating all forms of discrimination against the girl child.	Yes/No	Zimbabwe is signatory to the African Charter on the Rights and Welfare of the Child, the Convention on the Rights of the Child (CRC) and has ratified both. The government has not ratified the two optional protocols to the CRC on Children and Armed Conflict and Child Trafficking. ³⁷
Girls have the same rights as boys and are protected from harmful cultural attitudes.	Yes/No	The CRC and the ACRWC signed and ratified by the government provide for the same rights for girls and boys. As noted earlier, however, the age of marriage for girls is lower than that of boys (16 and 18 respectively). There is no legal age for marriage within the Customary Marriages Act and early marriage before the age of consent is practiced in some communities. ³⁸ Some groups of the Apostolic Sects, Christian-based religious groups that comprise a third of Zimbabwe's population, do not send girls to school and marry girls off before they reach the age of 13. ³⁹

Provision	Yes/No	Explanation
Girls are protected from all forms of economic exploitation, trafficking, violence and sexual abuse.	Yes/No	Legally, trafficking is prohibited under Section 83 of the Criminal Codification and Reform Law; Parliament also has ratified the Protocol against Trafficking of Human Beings (mainly women and children), among other protocols that cover the illegal transportation of humans for organised crime. ⁴⁰ Chapter 9:23 of the Criminal Law (Codification and Reform) Act also recognises both girls and boys as potential victims of sexual abuse, ⁴¹ and the Child Act protects children from violence and abuse. However, a 2011 baseline study on life experiences of adolescents shows that 32.5% of females compared to 8.9% males experienced sexual violence before 18 yrs. ⁴²
Girl children have access to information, education, services and facilities on sexual and reproductive health and rights.	No	This is still very limited due to religious and cultural beliefs widespread in the country, as well as the fact that poor children struggle to access basic services and to meet their basic needs. Stigma surrounds child sexual abuse which prohibits open discussion and children's access is often determined by parental permission.

³⁰ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

³¹ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

³² Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

³³ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

³⁴ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

³⁵ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

³⁶ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

³⁷ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

³⁸ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

³⁹ DIFD Zimbabwe: Gender and Social Exclusion Analysis (GSEA), June 2011, Great Minds Consultancy Group.

⁴⁰ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

⁴¹ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

⁴² National Baseline Survey on Life Experiences of Adolescents Preliminary Report 2011, Zimbabwe Government, Collaborating Centre for Operational Research and Evaluation, UNICEF, ZIMSTATS.

Zimbabwe: WLSA champions women's rights to property

Women in Law Southern Africa - Zimbabwe and the Property and Inheritance Rights Network of Zimbabwe have prepared a position paper for submission to the Law Development Commission to address women's rights to property. Women whose names do not appear on title deeds face hardships in Zimbabwe.

The property law violates key provisions of the SADC Protocol on Gender and Development, which call on States to ensure access to productive resources including property and land for women and men in an equitable manner and harmonisation of related laws.

The current legal situation is such that husbands whose names do not appear on the title deeds can sell the immovable property to the detriment of the wife. Justice Rita Makarau stated in the case of *Muswere vs. Makanza and others HC-16-2005* that the law in place "is unsatisfactory and palpably unjust. ...The individualistic approach and clear cut principles of property law are not realistic in a marriage which is the union of two people and in most cases, the merging of their wealth generation capacities for mutual benefit."

Makarau lamented in 2005 the disjuncture between family law and law of inheritance as practiced in this jurisdiction. The family law "recognises to a large extent the existence of a joint matrimonial estate, brought into being by the fact of marriage and whose distribution depends on the parties contributions both direct and indirect, the law of property does not."

Source: Adapted from WLSA Zimbabwe Newsletter, October 2011



Women's right to property and land are being addressed.

Photo: Trevor Davies

Costing and gender budgeting

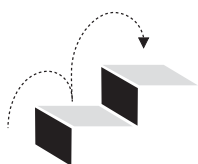
Funding for access to justice is an area where dedicated research is required. In the 2012 Zimbabwe National Budget, the Legal Aid Directorate received \$US 79,000 (less than one percent) of the Ministry of Justice and Legal Affairs total budget allocation of \$US 111,168,000. This directorate aims to meet the needs of poor women and men who require free legal services. It may not, in its current configuration, provide access to justice for a large majority of the women who require free legal services.

The Victim Friendly System in the 2012 National budget is allocated US\$70,000 within the Ministry of Education, Sports, Arts and Culture and US\$160,000 for Victim Friendly Courts in the Judicial Services Commission.⁴³

Within the current Zimbabwe United Nations Development Assistance Framework (ZUNDAF) agreed by the government of Zimbabwe and the United Nations, there is a four-year flagship programme (2012-2015) on *Equal Access to Justice for All*. This programme is in line with MDGs 1, 3 and 8 and includes several aspects that advance gender equality and increase women's access to justice. These include an assessment of policies and laws governing access to justice for women, among other groups; gender analysis of the justice sector institutions; a harmonised training programme on access to justice in line with gender equality, and other, principles for ministries, police, prison services and other service providers; legal aid, among other initiatives. Sources of funding for the \$13,850,000 million U.S.

⁴³ Zimbabwe 2012 National Budget Document [Blue Book].

Dollar programme will include government, UN organisations, donors and NGOs.



Next steps

- The current Constitution-making process provides a platform for enshrining the principles of substantive gender equality and for aligning a new Constitution to the articles and provisions of the international and regional gender equality and women's human rights instrument signed and ratified by the government.
- Once a more-gender-responsive Constitution has been adopted, gender equality and women's rights advocates should continue to lobby for a comprehensive law review and amendments to ensure that existing laws do not continue discrimination against women.
- Harmonisation of the country's marriage laws has started with a study done by ZWALA to guide the process. It is important that the study's findings lead to legislative reform, processes and actions that will remove the inequalities between women and men within the different types of marriages.
- Gender discrepancies, such as the difference in the age of consent for marriage for males and females, should be removed.
- An expansive definition of access to justice should be embraced by all actors in the judiciary and justice system and practical initiatives to ensure women's access to justice should be strengthened and financed.
- The work of lobbying groups, such as ZWALA, WCOz and the G-20, must continue beyond the adoption of a gender-responsive Constitution. Mechanisms and strategies to monitor implementation are essential for ensuring that the Constitution brings about a social transformation in the lived realities of women and girls.



Measuring access to justice. Administering a questionnaire during the Zimbabwe Relationship Study Survey – Harare, November 2012.

Photo: Cuthbert Maposa



Forgotten by families

Anushka Virahsawmy



CHAPTER 2

Governance

Articles 12-13

KEY POINTS

- At 34% the SGDI score for governance is much lower than the citizen's score (CSC), at 61%. The SGDI is based on women's representation in cabinet, parliament and local government whereas the CSC relies on citizen's perceptions of progress in the sector.
- Women were more critical and rated the country 51% compared to men (68%).
- Women's representation in parliament is 16% and cabinet 20% while local government stands at 19%.
- The low participation of women in public office and governance structures is one of the major stumbling blocks to the advancement of gender equality, equity and the empowerment of women in Zimbabwe.
- Zimbabwe has only one election before 2015 to meet the Beijing Platform for Action target of at least 30% women in decision-making and the SADC and African Union (AU) targets of 50% women in decision-making positions in the public and private spheres.
- The proposed draft Constitution introduces a provision, for the first time, to increase women's representation in Parliament.
- A large majority of the country's women are excluded from participation in governance and national development processes due to gender biases, gender inequalities, cultural norms, GBV and their low economic status.
- The Women in Politics Support Unit (WIPSU) re-launched in 2011 the 50-50 campaign, and along with other civil society groups, is strengthening the engagement with political parties to engender their intra-party processes and policies.



Councillor Bernadette Chipember award winner at the regional Gender Justice and Local Government Summit championing 50/50 campaign and women's rights at the local level – Chiredzi, February 2012.

Photo: Tapiwa Zvaraya

Table 2.1: SGDI and CSC score for governance sector

	SGDI	CSC
Score	32%	52%
Rank	11	6

Governance is the only area where Zimbabwe got a score below 50% on the SGDI according to empirical data on representation in cabinet, parliament and local government. With a score of 34% the country ranks, number 10 out of the 15 SADC countries. Zimbabwe has a

women representation in parliament at 16.9% (as of June 2012) and 20% in cabinet. At local government level, the figure is 19%.

However, citizens gave a more generous score of 61 % placing the country 7th out of the 14 countries where citizen scorecards were administered (excluding Angola). Women gave a score of 51 % while men gave a score of 68 %. These low score by women could have been influenced by the fact that they are more critical because of the current campaign by gender and women rights activists for the adoption of gender sensitive Constitution.

Background



Gender equality in SADC - Yes we can! Women's chairpersons at local government empowerment workshop - Kadoma, January 2010. Photo: Colleen Lowe Morna

Zimbabwe's achievements in creating a relative strong normative framework that speaks to gender equality, women's rights and empowerment has not been matched by the creation of political accountability systems that work for women.

The legal and policy framework also while addressing the importance of women's inclusion and oversight in

politics, decision-making and policy formulation, has not put in place the measures that would increase women's numbers in key decision-making positions in the public sphere, and wider participation in governance and other public processes.

Accountability, good governance, and rule of law are central tenets of the push for democracy in Zimbabwe during the last 12 years, yet much of the discourse on these issues in the public space is gender-blind. The discourse on good governance has remained gender-neutral by not addressing two essential elements of governance accountability systems that work for women: (i) women's inclusion in oversight processes and (ii) advancing women's human rights as a key standard against which performance of officials is assessed.¹

And, given the high levels of violence against women, the discourse on the rule of law in Zimbabwe, must expand the definition to include measures to extend the reach of law to cover issues of concern to women in both the public and the private.²

Women's political effectiveness within a gender-responsive governance framework is understood as the ability to use 'voice' to politicise issues of concern to women, to use electoral leverage to press demands on decision makers, to trigger better responsiveness from the public sector to their needs, and better enforcement of constitutional commitments to women's equal rights.³

Within the framework of gender and governance, women, especially the most marginalized, are central as drivers of democratic accountability and the accountability process itself aims to achieve greater gender equality.⁴

Far more research is needed to ascertain whether Zimbabwe's relatively strong gender equality and women's rights framework is a result of women's political effectiveness or other factors such as, for example, States' conformity to notions of modernity within the international and regional communities.



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

¹ Progress of the World's Women 2008/2009 Report, Who Answers to Women? Gender & Accountability, UNIFEM/UN Women, New York.

² 2011-2012 Progress of the World's Women, In Pursuit of Justice, UN Women, New York, 2011.

³ Anne Marie Goetz and Shireen Hassim, No Shortcuts to Power, African Women in Politics and Policy Making, ZED Books, London 2003.

⁴ Progress of the World's Women 2008/2009 Report, Who Answers to Women? Gender & Accountability, UNIFEM/UN Women, New York.

One area that serves as an indicator and reflection of women's equality and gender-responsive accountability is women's representation in politics and governance in the public. Under the General Law Amendment Act [Section 12, chapter 8:07] women in Zimbabwe are

legally entitled to take up political and public offices. However, women still have not achieved self-representation nationally or within local government at a level that ensures their concerns are heard and acted upon.

Representation



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

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

During the constitution-making process women identified and mobilised around the issue of increasing women's representation and participation in the public sphere. To achieve this, they called for a change in the country's electoral system from *First-Past-the Post* to *Proportional Representation* and a legislated quota to achieve gender parity.

Zimbabwe's 2010 MDG Status Report also notes that the country will not meet the MDG 3 target on the participation of women in decision-making positions "unless radical constitutional and policy reforms are developed and implemented."⁵



Councillor Pat Ndlovu leading a group of participants making a group presentation during a local government workshop - Beitbridge, May 2011.
Photo: Priscilla Maposa

It is important to highlight that even within the COPAC-led process for a new constitution that could bring about gender parity in decision-making positions in public office women's representation is low. All of the co-chairs representing the three political parties were males; only 17% women in management committee; 25% in outreach teams; and an average of 10% - 20% for thematic committees. One of the three principal drafters is a woman and women make up one third of the technical advisors.

⁵ 2010 Millennium Development Goals Status Report Zimbabwe.

All of the gender equality and women's rights instruments signed and ratified by Zimbabwe call for the elimination of discrimination against women in political and public life - CEDAW (Article 7), the African Union Constitutive Act (Articles 3(i) and 4(i)), the Protocol to the African Charter on Human and People's Rights on the Rights of Women (Article 9) and the SADC Gender Protocol (Articles 12 and 13). Many of these instruments urge Member States to use affirmative action to ensure that women participate and are represented equally at all levels with men in decision-making, as well as electoral processes and in elections.

The July 2012 Draft Constitution introduces two provisions to increase women's representation in the legislature. The Senate, comprise of 88 members, including six elected from each of the country's 10 provinces. In Chapter 6, Part 3 of the Draft Constitution on the Senate, the six senators elected from each of the provinces into which Zimbabwe is divided are to be elected under a party-list system of proportional representation in which male and female candidates are listed alternately, every list being headed by a female candidate.⁶

A separate measure is provided for in the Draft Constitution to increase women's representation in the 210-member National Assembly. The measure adds an additional 60 seats increasing the National Assembly to 270 members. It states that:⁷

"For the life of the first two Parliaments after the effective date, an additional sixty women members, six from each of the provinces into which Zimbabwe is divided, elected through a system of proportional representation based on the votes cast for candidates representing political parties in a general election for constituency members in the provinces."

As they currently read, both of these measures are unlikely to bring about 50/50 representation for women in Parliament, and in the National Assembly, the measure is only in place for a period of 10 years. If the Draft Constitution receives a "yes" vote in the referendum, other special measures need to be put in place within the political parties to push women's representation in the next general elections, the last before 2015, closer to equal representation.

Re-launch of the 50/50 campaign

More than 300 women and men from across Zimbabwe and the wider region attended a re-launch of the 50/50 campaign in Zimbabwe in August 2011.

The event was hosted by the governance cluster leader, Women in Politics Support Unit (WiPSU), with support from Gender Links in its capacity as coordinator of the Alliance.



Zimbabwe Deputy Prime Minister Thokozani Khupe calls for gender equality during the regional re-launch of the 50/50 campaign in Harare. Photo: Trevor Davies

Delegates were treated to a rousing keynote speech from Thokozani Khupe, Zimbabwe's deputy prime minister. Co-Minister of Home Affairs Theresa Makoni was also in attendance, along with members of parliament, councillors, members of local government associations, and senior party officials from both main parties - Zimbabwe African National Union Patriotic Front (ZANU-PF) and Movement for Democratic Change - Tsvangirai (MDC-T).

The event also brought together development partners, regional Southern Africa Gender Protocol governance cluster members and Zimbabwean civil society organisations.

Khupe emphasised that the 50/50 campaign should apply to both the public and private sectors. "If there is no 50/50 representation in the new constitution, then we will gun for a 'no' vote in the referendum and since we are more than men, then we can make it," she said. Khupe is also pushing for an amendment to the Zimbabwe Electoral Act (ZEC) that will disqualify political parties that do not comply with the 50/50 target.

She said there is intense lobbying for 50/50 representation behind closed doors at the political level. Further, Khupe said women have been marginalised for too long and it is time they have equal opportunities

⁶ Constitution of Zimbabwe (Draft 17 July 2012).

⁷ Constitution of Zimbabwe (Draft July 2012).

in the governance sector. "We want representation in parliament, cabinet, councils and business. In the next elections, let us nominate women candidates and vote for them instead of choosing men. Women make up 52% of the population and we can surely make a change," Khupe said.

Why re-launch the 5050 campaign?

The campaign aims to bring attention (to both the public and political parties) of the need to increase women in public office. It advocates for the use of legal quotas to legislate at least 50% participation of women in decision-making structures and other strategies to achieve this. SADC Member States have been inconsistent on this front. For each step forward towards the 50/50

target, SADC countries have often taken two steps backwards.

Call for electoral reforms is catching on

- Lesotho has borrowed the Tanzanian model and adopted a quota system for women in local government;
- In 2011 Mauritius adopted a gender neutral quota at the local level;
- In Zambia, there is a call for special measures to get more women into political office;
- Namibian and South African activists have called for legislated quotas and 50/50 bills have been drafted by activists in both countries.

Gender and political parties

Political parties are the "gatekeepers" to women's political participation in the public sphere as elected officials. Research by the Women in Politics Support Unit (WIPSU) highlights the lack of political will within political parties, intra party dynamics between women and men which leads to male resistance, male-dominated structures within the political parties and the lack of gender-responsive party policies as some of the challenges to women breaking through party barriers.⁸

The three main political parties - ZANU-PF, MDC-T and MDC - have made commitments to gender parity. In its 2008 Manifesto, MDC commits to "achieving a minimum 50% of all public sector positions being occupied by women in line with AU protocols in both political and social spheres; MDC-T in its 2011 Resolutions commits to working towards gender equality and uplifting

women within and outside the party to attain 50% representation of women in elected positions; and ZANU-PF in its 2011 Resolutions also "urges the party to ensure that the role of women is enhanced and expanded in the quest to achieve a 50/50 representation in all decision-making institutions in the country."⁹

All of the three main political parties have women's wings, which comprise a large constituency within the parties' memberships, yet none of the parties have achieved gender parity in the top party structure. In ZANU-PF's Politburo, there are seven women out of 33 comprising 21% of the executive body's members. Women occupy two (2) out of the 11 positions (18%) in the Executive of MDC-T and only MDC has reached slightly more than 30% representation in the party's top structure with three women (33%) and six men in the nine-member Top Management Committee.¹⁰

Nine-point strategy for enhancing women's participation in politics

At a one-day seminar in August 2011 on Gender and Elections, more than 130 women developed a nine-point strategy for increasing their participation in politics and elections. Co-hosted by the Zimbabwe Electoral Support Network (ZESN) and the Women's Coalition of Zimbabwe (WCoZ) and funded by UN Women Zimbabwe, women from the various political parties gathered to talk about the challenges women face in increasing their representation in political spaces.



Oppah Muchinguri, ZANU (PF) Politburo member has succeeded in national politics - attending an Alliance governance regional cluster meeting in Harare, August 2011.

Photo: Trevor Davies

⁸ The Zimbabwe drive towards equality in decision-making positions, Women in Politics Support Unit (WIPSU), 2011-2012.

⁹ The Zimbabwe drive towards equality in decision making positions, Women in Politics Support Unit, 2011-2012.

¹⁰ The Zimbabwe drive towards equality in decision making positions, Women in Politics Support Unit, 2011-2012.

The following Nine-Point Strategy emerged from the one-day workshop:

- Women' Leadership Grooming
- Make the media work for women by popularizing the 50/50 campaign and promoting women in leadership
- Engendering intra-party democracy
- Engendering the Constitution-Making Process
- Resource mobilization for aspiring female political candidates

- Engendering legal reforms
- Promotion of women's participation in local government structures
- Promotion of an environment conducive for women to participate in a peaceful, free and fair election process
- Engendering the monitoring of the implementation of the GPA(Global Political Agreement)

Table 2.2: Gender in political party manifestos for 2009 Elections

Party	Quota	Women specific projects	Gender mainstreamed in manifestos
MDC	50%	None	Yes
MDC - T	Committed to 50% women in decision-making.	<ul style="list-style-type: none"> • Creation of a just society where women's rights are at the core of a healthy and productive society. • Support the role of women in agriculture. • Enhance gender equality in education. • Ensure gender equality in urban title holding. • Establish a gender commission. • Ratify all international instruments that advance the cause of women. 	In addition to the indicated projects, the manifesto has a section on Gender and Women. Empowerment which focuses on mainstreaming gender so that women and men enjoy equal rights and opportunities in a just society.
ZANU-PF	Committed to 50% women in decision-making.	<ul style="list-style-type: none"> • Programmes for general education of women. • Promoting and sustaining the role of the women's league. • Fostering the unity and harmony of all women's associates and organisations in Zimbabwe. 	Gender balance and equity incorporated in all economic and social spheres of the party and society.

Source: *The Zimbabwe drive towards equality in decision-making positions, Women in Politics Support Unit, 2011-2012.*

Gender in electoral processes

Table 2.3: Candidates fielded at national level - 2008 elections

Total number of parties participating in elections	19
Total number of parties fielding women candidates	7
Total number of candidates	4,804
Total number of women candidates	844
Proportion of women candidates	18%

Source: WIPSU, 2008.

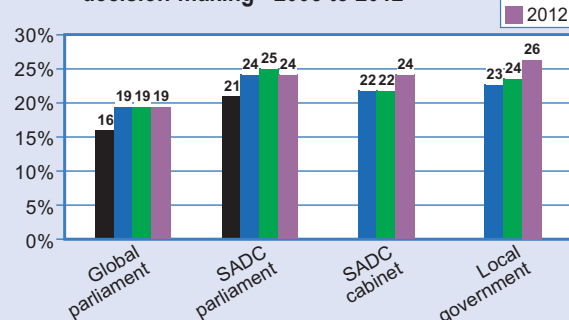
Table 2.4: Candidates fielded at local level - 2008 elections

Total number of candidates	3831
Total number of women candidates	661
% of women candidates	17%
Total number of unopposed women candidates	105
Total number of women contesting opposed	556

Source: WIPSU, 2008.

Women's representation in decision-making positions

Figure 2.1: Women in political decision-making - 2005 to 2012



Source: SADC Gender Protocol Barometer 2012.

Except for cabinet, representation in all three areas of political decision-making decreased in the last year. Women representation in SADC parliaments has decreased a percentage point from 25 % in 2011 to 24 % in 2012. Similarly, local government statistics show a decrease from 24 % to 23 %.

Zimbabwe has a female Vice-President and a female Deputy Prime Minister. The President of the Senate also is female. But overall, women's representation in governance structures such as Parliament, Cabinet, Local government councillors, remains well below even 30%.

As noted in the section of this report on Affirmative Action, special measures, among other initiatives, have been used to increase the numbers of women in key positions in some sectors (e.g. Public Service), even though special measures face resistance in the political sphere.

Women representation in parliament, cabinet and local government

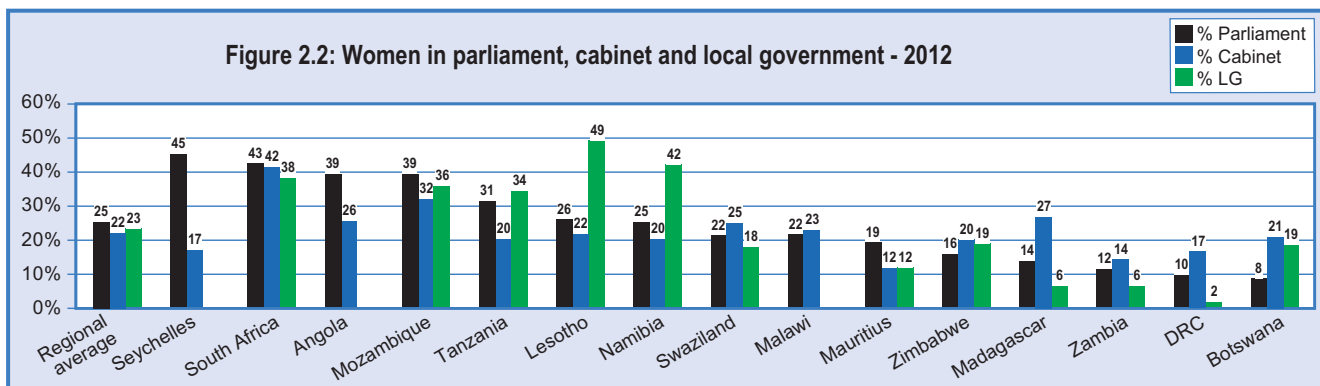
Table 2.5: Breakdown of women and men in the parliament

	No of women	No of men	Total	% women	% men
House of Assembly	29	170	199 ¹¹	14.6%	85.4%
Senate	19	66	85 ¹²	22%	78%

Source: Members of the House of Assembly and Members of the Senate in the Seventh Parliament 2008, Parliament of Zimbabwe as of June 2012.

Regional comparison

Figure 2.2: Women in parliament, cabinet and local government - 2012



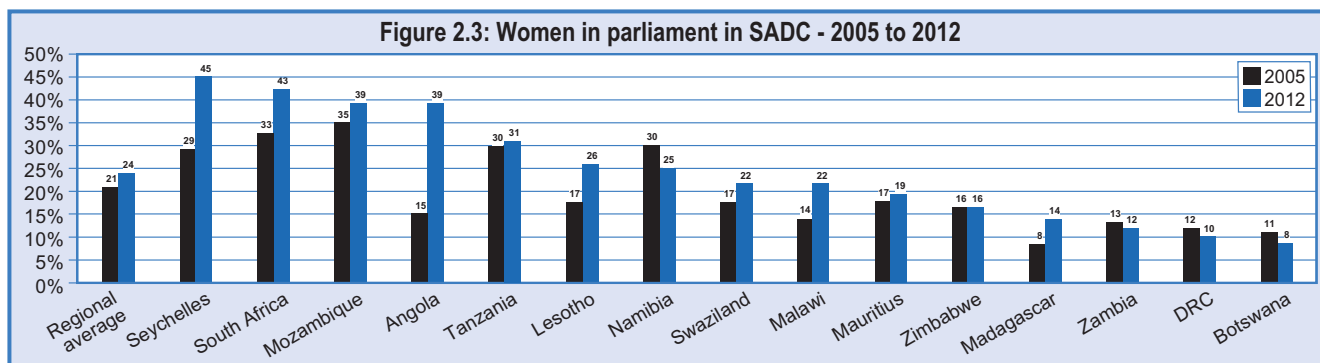
Source: 2012 SADC Gender Protocol Barometer, Gender Links.

In Zimbabwe performance on women representation is mixed across parliament, cabinet and local government: Figure 2.2 shows that Zimbabwe continues to perform poorly in political decision-making ranking number 11 out of the 15 SADC countries in terms of women in parliament at 16%. However, at local government level with the representation of women goes up by three percentage

points to 19%. This is far from the 50% target in the SADC Gender Protocol

In comparison, Botswana, Mauritius, Zambia, Madagascar and DRC also rank lowly. South Africa, Mozambique, Angola and Tanzania are performing well across all three areas. Namibia and Lesotho perform well in local government but not so well in the other areas.

Figure 2.3: Women in parliament in SADC - 2005 to 2012



Source: SADC Gender Protocol Barometer 2012.

¹¹ Current total members of the House of Assembly is 199 because of vacant seats due to expulsion, death and the elevation of the Speaker of the House of Assembly leaving a vacant seat.

¹² Current total members of the Senate is 85 due to death and elevation of the President of the Senate leaving a vacant seat.

Zimbabwe has not shown any progress since 2005 and more could be done: Women representation in Zimbabwe has not moved in the last 6 years at 16%. By comparison although at least ten countries in the SADC region are yet to reach a 30 % representation the figure shows that there has been a steady overall increase in

women's representation in parliament from 21% to 25% in 2012. Four countries South Africa, Angola, Mozambique and Tanzania, have witnessed substantial increases in women's representation in parliament from 2005 to 2011. But Namibia, DRC and Botswana have moved backwards

Global and regional comparison for lower or single house only

Table 2.6: Global and regional ranking of women parliamentarians

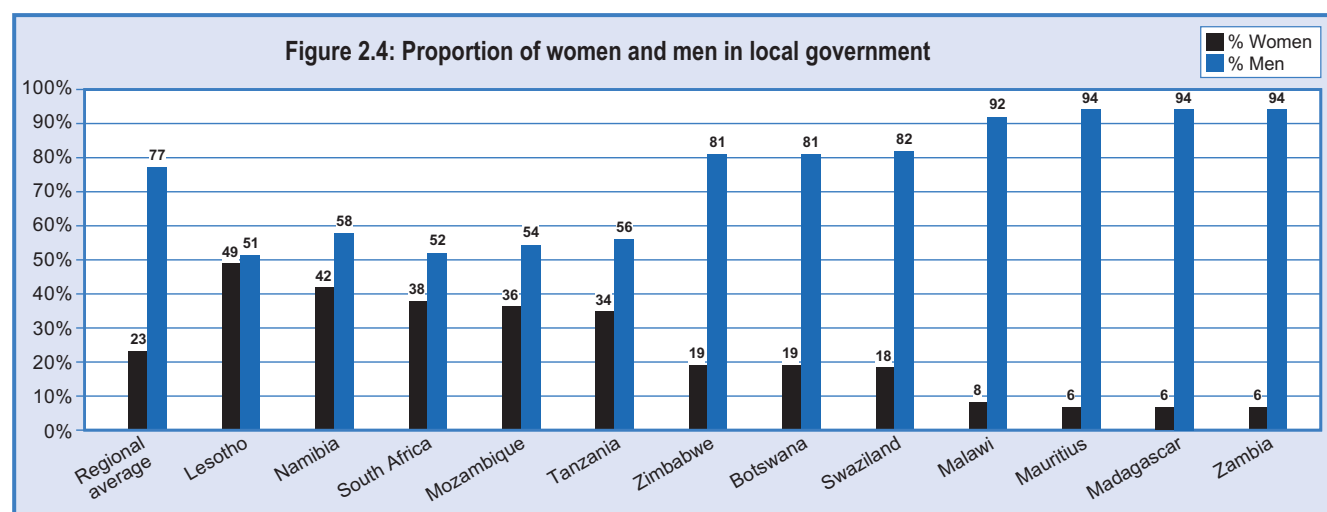
Country	Women in lower or single houses (%)				Global rank				SADC rank			
	2009	2010	2011	2012	2009	2010	2011	2012	2009	2010	2011	2012
Seychelles	23.5	23.5	24	45	41	43	42	5	7	7	7	1
South Africa	44.5	44.5	43	42	3	3	4	7	1	1	1	2
Mozambique	34.8	39.2	39.2	39	15	9	10	12	3	2	2	3
Angola	37.3	38.6	38.6	38.6	9	10	11	15	2	3	3	4
Tanzania	30.4	30.7	35	36	23	23	15	18	4	4	4	5
Lesotho	25	24.2	24.2	26	28	40	40	42	6	6	6	6
Namibia	26.9	26.9	25	25	21	32	39	45	5	5	5	7
Malawi	20.5	21.2	21.2	22	52	54	52	56	8	8	8	8
Mauritius	17.1	18.8	18.8	19	66	72	60	72	9	9	9	9
Madagascar			12.5	18			90	75			13	10
Zimbabwe	15.2	15.0	15	15	78	80	75	88	11	11	10	11
Swaziland	13.8	13.6	13.6	14	83	87	84	92	12	12	12	12
Zambia	16	15.2	15.2	12	77	79	81	103	10	10	11	13
DRC	8.4	7.7	8.4	8.9	108	110		114	14	14	15	14
Botswana	11.1	7.9	7.9	7.9	95	114	114	122	13	13	14	15

Source: www.ipu.org, accessed 30 June 2012.

Table 2.6 shows that, At 45% Seychelles ranks highest in the region and fourth in the world with regard to women's representation in parliament. South Africa is the only other SADC country in the top ten performing

countries in the world in this sphere of governance. At 15% in the lower house Zimbabwe ranks number 88 in the world.

Proportion of women in local government

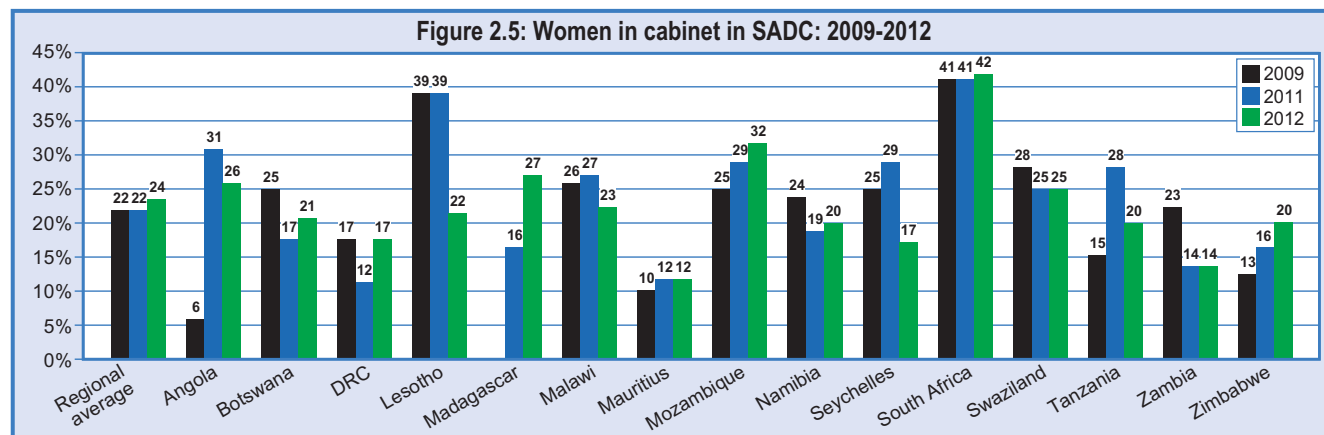


Source: SADC Gender Protocol Barometer 2012.

Women representation in local government in Zimbabwe is low at 19%. It is one of seven countries including Botswana, Swaziland, Malawi, Zambia and Madagascar that are below 30%. In fact there is a huge range in women's representation at the local level between countries from Lesotho, at 49 % to Mauritius, Madagascar and Zambia at 6%. Five countries (Lesotho,

Namibia, South Africa, Mozambique and Tanzania) have achieved 30% or higher with regard to women in local government. Even more worrying, South Africa has decreased from over 40% to 38%. Lesotho while the result is close to parity has since moved backwards to 49% from 58%.

Women in cabinet in SADC 2009 to 2012

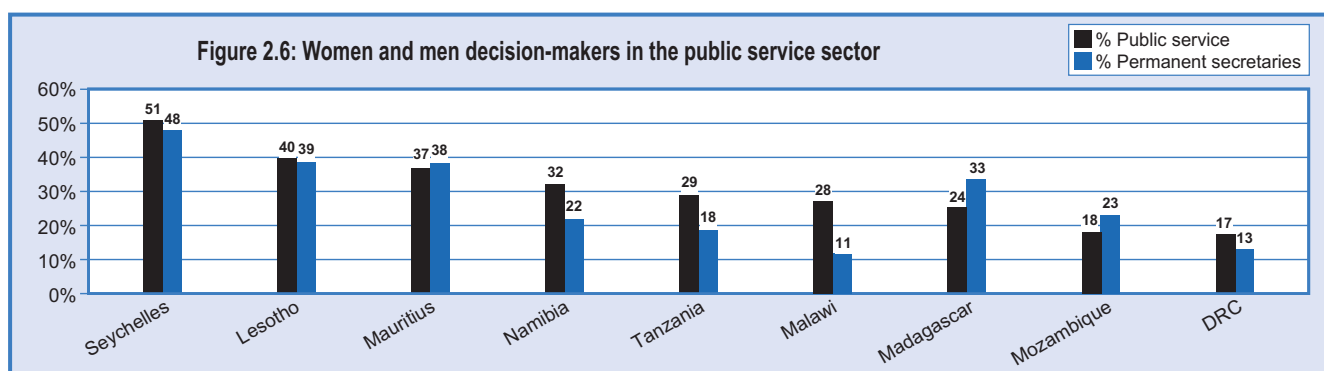


Source: SADC Gender Protocol Barometer 2012.

Although slightly better than parliament and local government, Zimbabwe's performance is still far from the 50% target: Figure 2.5 shows that at 20% Zimbabwe is number 8 out of the 15 SADC countries in terms of the proportion of women in cabinet. Cabinet is one sphere of decision-making in which it is

theoretically relatively easy to "ring up the changes" since leaders have the leeway to appoint their inner team. The country needs to step up in this regard. Sadly, the regional average representation of women in cabinet has only jumped two percentage points from 22 % in 2009 to 24% in 2012.

The public service



Source: SADC Gender Protocol Barometer 2012.

Scant data and wide variations continue: As reflected in Figure 2.6, there is scant data and there are wide variations in the region with regard to women's representation in the public service.

Table 2.7: Women and men in the public service

Country	% Women	% Men
Permanent secretaries	26	74
Commissioners	67	33
Principal Directors	26	74
Directors	33	67
Deputy Directors	28	72

Source: Ministry of Women Affairs, Gender and Community Development, 2010 cited in DFID Zimbabwe: Gender and Social Exclusion Analysis (GSEA), June 2011.

Table 2.8: Women and men in the judiciary

Court	% Women	% Men
High and Supreme Court	29	71
Labour Court	50	50
Administrative Court	42	58
Magistrates	41	59

Source: Ministry of Women Affairs, Gender and Community Development, 2010 cited in DFID Zimbabwe: Gender and Social Exclusion Analysis (GSEA), June 2011.

Participation



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

Women politicians sign Peace Pledge

Three senior women representatives of the country's main political parties have committed themselves personally and the women in their political parties to ensuring peace and security in the run-up to and during the country's next general elections.

The pledge was signed by Minister Theresa Makone, chairperson of the Women's Assembly for MDC-T, Eunice Sandie Moyo, vice-chairperson of the ZANU-PF Women's League and a member of the Politburo and MP Thandiswa Mulilo, chairperson of the Women's Assembly for MDC-M.

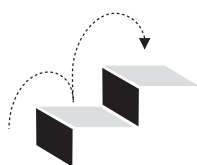
The Peace Pledge was signed in August 2011 at the re-launch of the 50/50 campaign by the Women in Politics Support Unit (WiPSU). WiPSU and the regional gender equality organisation Gender Links based in South Africa, also celebrated 10 years of activism as organisations for gender equality and women's rights.

One of the barriers to women's participation in politics and entry into decision-making positions in the public sphere is the threat of violence and the violation of women's right to bodily integrity and security.

WiPSU intends to use the signed peace pledge as a contract entered into by the women to deter violence in the pre, during and post election phases, and to ensure that these women cascade this pledge to their constituencies and political parties in order for there to be peaceful elections.

The Peace Pledge reads as follows:

"I, personally and on behalf of the women in my political party pledge to lead by example, and to make sure Zimbabwe is a safe place for women to participate in politics and elections without fear of violence by ensuring that we run peaceful campaigns, elections and engage in all political processes in peace and harmony. We will not encourage the use of violence in any form or tolerate or support those who choose to do so. We believe that people in our communities deserve to live with honour, respect, and peace of mind and participate freely in all political and development processes. I will demand justice from the system and from those around me to make that possible. Everyone has a role to play in bringing peace to our country and we pledge as women politicians to play our part and do the same."



Next steps

- Worldwide, constitutional or electoral law quotas are the strongest means of increasing women's engagement in political competition regardless of the political system and are used in 46 countries. Other types of temporary measures - such as political party voluntary quotas - raise the number of countries to 95.¹³
- Zimbabwe will not reach the MDG 3 target, SADC Protocol and AU targets of gender parity in governance and decision-making by 2015 without special measures of some type and these measures must be in place for some time to ensure a sustained presence of a critical mass of women.
- Eighty percent of the respondents in the WIPSU study believe that 50% female representation will not be achieved in Zimbabwe by 2015 due to lack of political will, lack of campaign resources for women, violence and intimidation, lack of party support, vote buying, among other factors.



Local government councillors attending strategic communications training in Chegutu, October 2012.
Photo: Tapiwa Zvaraya

- While a change in the electoral system and a bold affirmative action measure are both key components of changing the current status of women's representation in governance structures and participation in politics, the country's MDG Status Report also recommends measures to address several of the barriers to women's standing for elective offices - confidence, culture, childcare and cash known as the "four Cs"¹⁴. These measures include, among others:¹⁵
- Finding innovative ways to increase resources for women to campaign in elections.¹⁶
- Scaling up initiatives on confidence - and capacity-building of women members of Parliament and councillors to retain their seats and inspire other women to participate in elections.
- Supporting initiatives under government's national healing and reconciliation programme to build social cohesion to reduce polarisation and thereby create an enabling environment for women to freely participate in politics.
- Research on women's experience and participation in governance and political processes is required as well as a detailed analysis of the amount of funding that has been dedicated by government, civil society and donors to programmes to increase women's participation, and for civic education. The upcoming elections provide an opportune time for tracking and gathering this financial data.
- Taking bold action to correct years of discrimination and the visible manifestation of gender inequality by women's low numbers in the public sphere is an important first step towards achieving meaningful political accountability to gender equality and women's rights. While research worldwide has shown that increasing women's numbers alone is not enough to make accountability systems work for women, a critical mass of women forms the base of building inclusive governance and can open the door for wider participation of women as citizens in governance and political processes.

¹³ The Progress of the World's Women 2008/2009, Who Answers to Women? Gender and Accountability Report, UN Women, New York.

¹⁴ UN Women's Progress of the World's Women 2008/2009, Who Answers to Women? Gender and Accountability Report states that according to the UK-based Fawcett Society, political parties often fail to adequately respond to significant barriers encountered by women standing for parliament, which they have summed up as the "four Cs" of confidence, culture, childcare and cash.

¹⁵ 2010 Millennium Development Goals Status Report Zimbabwe.

¹⁶ In Zimbabwe's 2012 National Budget, there is an allocation of US\$ 7,000,000 for political parties in the budget of the Ministry of Justice and Legal Affairs. These funds are provided to the three main political parties and may form part of the monies used for campaigning in the upcoming elections. How these funds are allocated or used within the political parties to provide financing to women candidates is an area for more research.



"Sarah"

Anushka Virahsawmy



CHAPTER 3

Education and training

Article 14



Looking to the future. Young girls from Chimanimani, January 2010. Photo: Colleen Lowe Morna

KEY POINTS

- The SGDI for education is high (97%) compared to other sectors. The citizen's score is much lower at 75% because it captures other qualitative nuances such as violence in schools not necessarily captured by the SGDI.
- Literacy rates are high among women (94%) and men (96%) in Zimbabwe.
- There are nearly equal numbers of girls and boys at primary school, but gender disparities between girls and boys emerge at secondary school levels and beyond. The proportion of girls out of pupils enrolled at primary school drops from 51% at primary school to 35% at secondary level and picks up a little to 37% at tertiary level.
- Affirmative action measures are used to increase the numbers of females in tertiary and vocational training institutions.
- There has been declining investment in education and a gender-budget analysis of the education budget shows little investment in increasing girls' access to education.
- Sexual violence against girls in schools is an area of concern.

Table 3.1: SGDI and CSC scores for education

	SGDI	CSC
Scores	97%	75%
Ranks	9	1

The SGDI score for education is 97 % compared to the regional citizen score at 75%. The SGDI measures enrolment at primary, secondary and tertiary education levels. However, the citizens score could have been influenced by qualitative nuances that are not captured by the SGDI such as quality of education and stereotypes that characterise the sector. It does not cover aspects such as gender biases in curriculum, the gendered dimension of subject and career choices, school drop outs as well as gender based violence in schools.

Education is one sector where Zimbabwe has made considerable achievements. The country has managed to sustain relatively high levels of education and literacy inspite of socio-economic challenges in the last decade.

Background

Zimbabwe is signatory to international agreements on the Right to Education; it endorsed the Education for All goals and signed the Declaration in 2000; launched a National Action Plan of Zimbabwe in 2006, 'Education for All Towards 2015'; and a 2004 review of the country's legislation concluded that the provisions of the Education Act are in accordance with the basic requirements of Article 28 of the Convention on the Rights of the Child (CRC).¹

The current Constitution does not recognise the right to education, and this has been one of the demands of

women lobbying for the new Constitution to include socio-economic and access rights. However Section 4 of the Education Act states that "every child in Zimbabwe shall have the right to school education" and gender was included as a basis for non-exclusion in the 2004 amendment.²



University of Zimbabwe students share notes.

Photo: Trevor Davies

The education sector falls within two government ministries: The Ministry of Education, Sports, Arts and Culture (primary and secondary education fall here) and the Ministry of Higher and Tertiary Education.

The country's economic decline and the economic crisis of 2008 have impacted on the quality of education, and poorer families are unable to keep children in school. Gender disparities in education begin to emerge at the level of secondary education and beyond.

Enrolment and retention



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

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

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

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

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

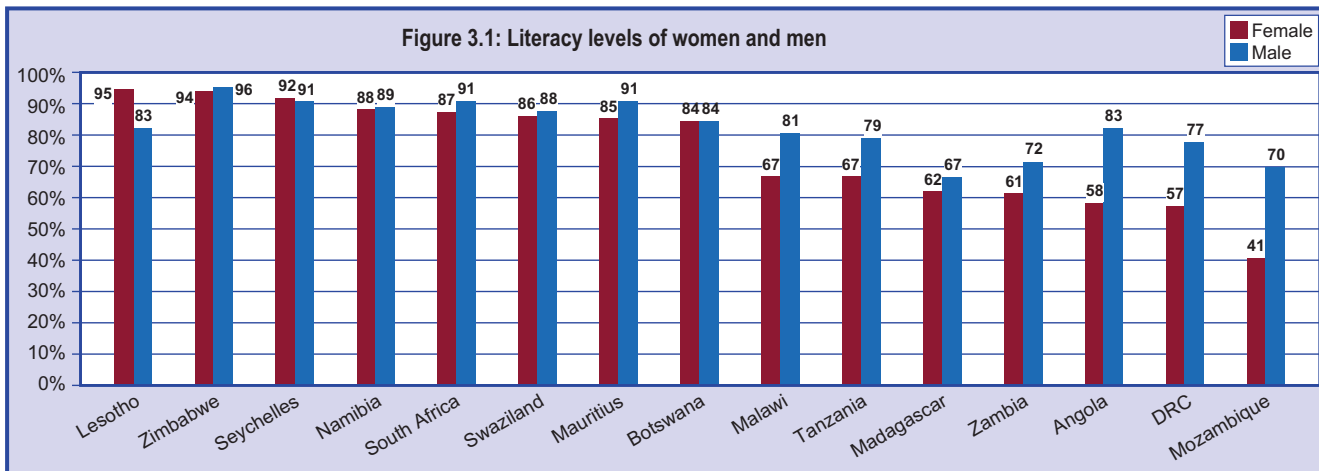
The external factors include early marriages and pregnancy, initiation rites requiring girls to be out of school for extended periods, child labour, security concerns, stigma (special needs and ultra-poor children), cultural practices and beliefs that attach low value to education, and poverty. At different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

Literacy

Table 3.2: Access and enrolment in education sector

	% women/girls	% men/boys
Literacy³ (2010-2011)	94%	96%
Enrolment		
Gross School enrolment ratios in 2006 ⁴	51%	49%
Primary School (2009) ⁵	50.5%	49.5%
Secondary School ⁶	35%	65%
Tertiary level in 2006 ⁷	23%	77%
Tertiary level in 2007 ⁸	37%	63%
Vocational	35%	65%

Figure 3.1: Literacy levels of women and men



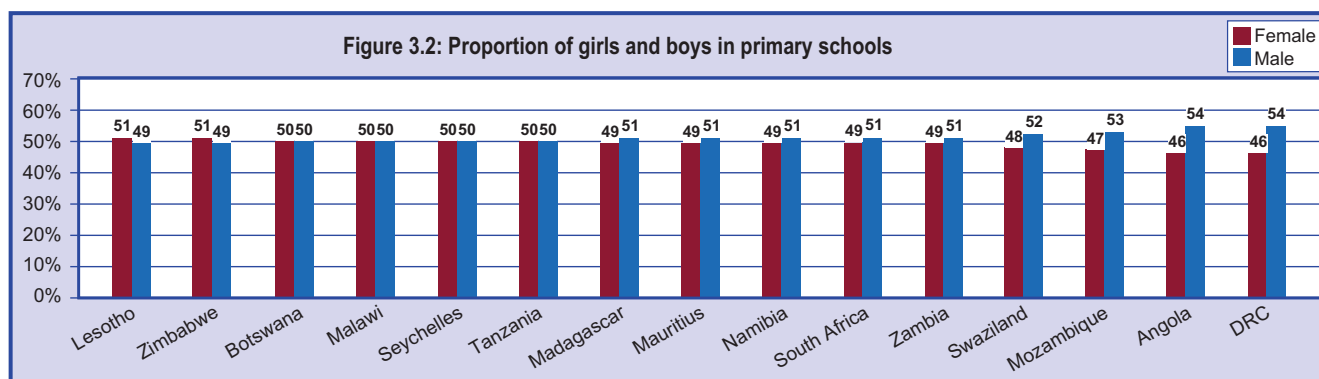
Source: Gender Links Regional Barometer Report, 2012.

Zimbabwe, like all SADC countries except Seychelles and Lesotho has lower literacy levels for women: Figure 3.1 shows that with the exception of Seychelles and Lesotho, women in Southern Africa have lower literacy levels than men. There is only a two-percentage point difference between women (94%) and men (96%) in Zimbabwe.

In some cases, the gap is very worrying, for example in Mozambique, only 41% of women are literate compared to 70% of men. DRC, Angola, Zambia, Tanzania, Malawi, and Madagascar all have significant gender literacy gaps.

Primary school

Figure 3.2: Proportion of girls and boys in primary schools



Source: SADC Gender Protocol Barometer 2012. Zimbabwe data - "Situational Analysis on the Status of Women and Children in Zimbabwe: Government of Zimbabwe and UNICEF: 2005-2010".

³ 2010-2011 Zimbabwe Demographic Health Survey; the literacy rate is lower among women age 45-49 (79%) than among women in the younger age cohorts (90%).

⁴ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

⁵ Multiple Indicator Monitoring Survey (MIMS), 2009 cited in 2010 Millennium Development Goals Status Report Zimbabwe.

⁶ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF. The percentage of girls as upper secondary pupils nationally.

⁷ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

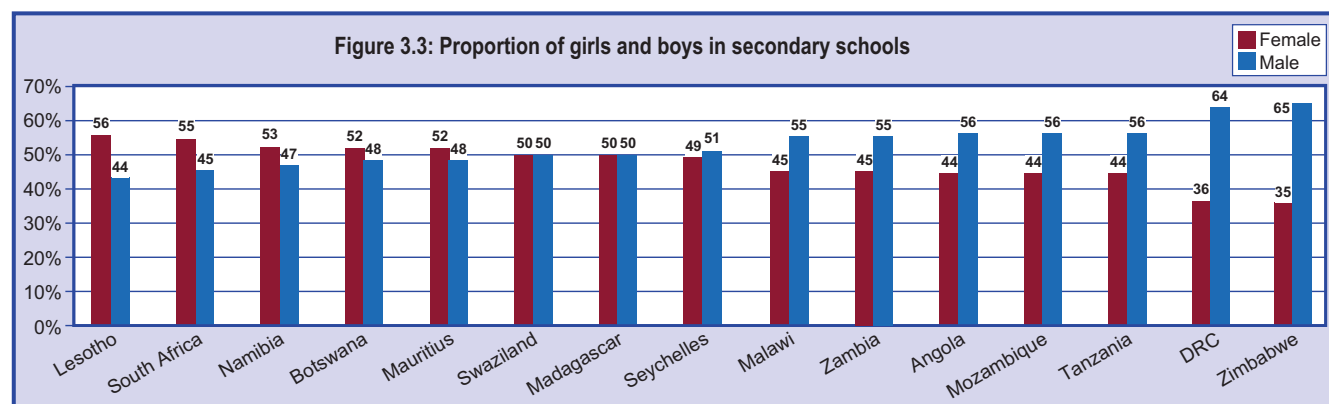
⁸ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

At 51%⁹, Zimbabwe has surpassed the parity target at primary school enrolment and together with Lesotho are the two best performing countries.

The figure in the 2012 SADC Gender Protocol Barometer is slightly lower and puts enrolment of girls at primary school at 49% using data from the Education Management Information System (EMIS) Report Year 2006 and OSSREA (2000).¹⁰

However, there is a growing number of girls and boys in Zimbabwe who do not receive any form of education. Estimates indicate that between 10-15 percent of children have never attended primary school and currently, only 47% of children who complete primary schooling enrol in secondary schools.¹¹

Secondary school



Source: SADC Gender Protocol Barometer. Zimbabwe data - (2007 figure) "Situational Analysis on the Status of Women and Children in Zimbabwe: Government of Zimbabwe and UNICEF: 2005-2010".

Zimbabwe has fallen to number 15 out of the 15 SADC countries: At 35%, Zimbabwe has dropped to rank the worst performing country out of all the 15 SADC countries. This could be a result of the socio-economic challenges experienced in the country over the last decade or so.

The 2012 SADC Gender Protocol Barometer however has a higher figure of almost parity based on information sourced from the the Education Management Information System (EMIS) Report Year 2006 and OSSREA

(2000). The data showed that enrolment during that period stood at 48% girls at secondary school.

This shows that in Zimbabwe unlike most SADC countries the gender gap at secondary school level is rapidly growing. In contrast, Lesotho has a considerably higher proportion of girls than boys in secondary school (56% girls) as a result of boys herding cattle. Botswana, South Africa and Namibia have slightly more girls than boys which is consistent with demographics.

Zimbabwe: Families finding it hard to keep children, especially girls in school

Zimbabwe's 2008 economic crisis has exacted a heavy toll on the quality of education in this nation renowned for the educational achievements of its citizens. Poorer families are unable to keep children in school. Gender disparities in education begin to emerge at the level of secondary education and beyond.

There are growing number of girls and boys in Zimbabwe who do not receive any form of education. Estimates indicate that between 10% and 15% of children have

never attended primary school. Currently, only 47% of children who complete primary schooling enrol in secondary schools.¹²

The economic decline and the fall in educational standards have adversely affected student dropout rates and learning achievements: 30% of children do not complete primary education and only half of those eligible go on to secondary education. More than 190,000 secondary age children are out of school each

⁹ Situational Analysis on the Status of Women and Children in Zimbabwe: Government of Zimbabwe and UNICEF: 2005-2010.

¹⁰ OSSREA(2000): http://www.ossrea.net/index.php?option=com_content&view=article&id=350.

¹¹ Ministry of Education, Sports, Arts and Culture 2010 Draft Strategic Plan cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

¹² Ministry of Education, Sports, Arts and Culture 2010 Draft Strategic Plan cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF



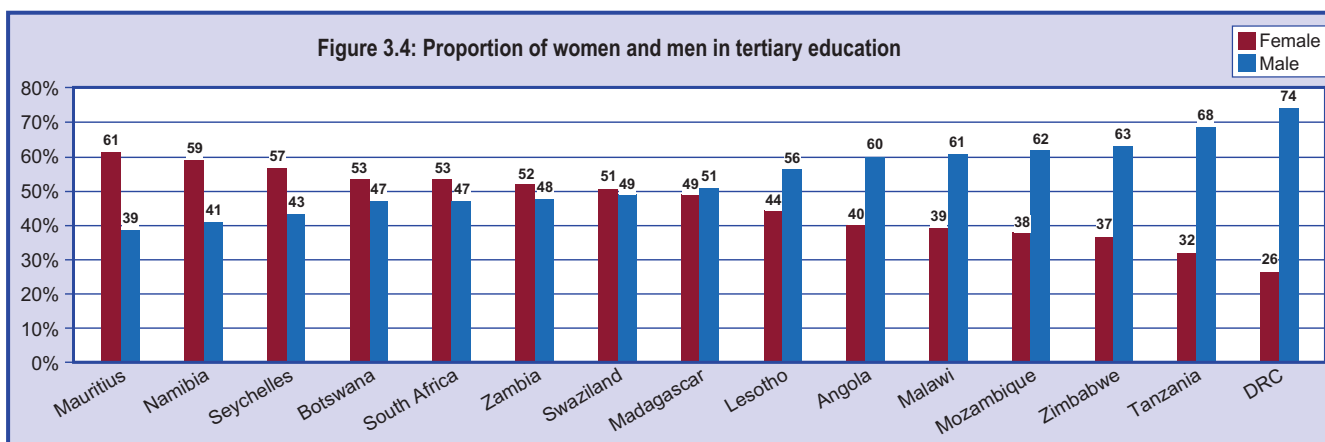
Girls doing household chores and care work reduces their time at school. Girls fetching firewood - Matebeleland South province, August 2008. Photo: Trevor Davies

year. This raises concerns regarding longer-term social instability due to unemployment and disenfranchised youth.¹³

Females and pupils in the rural areas are more likely to drop out of school due to poverty and lack of finance, poor or limited nutrition, the need to keep children at home to do household chores and informal employment and distances between school and home. Many children are orphans.¹⁴ Girls within this secondary age group who do not complete their education are vulnerable to early marriages, sexual exploitation, and violence through trafficking and sex slavery. Without skills, they are unable to escape poverty. All of these factors also increase their vulnerability to HIV infection.

Once children drop out of school, there is little room within the system for them to re-engage or continue their education through some form of "second chance" education. The education system in 2010 excluded an estimated one million secondary school age youth.¹⁵ Cost-recovery measures in the sector, as well as religious and cultural practices that favour boys rather than girls continuing their education contribute to girls falling behind male pupils in acquiring the educational levels needed to access leadership positions in society and higher levels of employment.

Tertiary level



Source: Gender Links Regional Barometer Report, 2012.

Performance of the country regards enrolment at tertiary level is slightly better than secondary school at 37%. This could be a result of the various affirmative action initiatives that have seen an increase in women's

enrolment especially at teachers' training colleges and vocational institutions.

Zimbabwe now ranks 14 compared to the rest of the 15 SADC countries. Mauritius ranks highest with higher proportions of women at tertiary education in seven SADC countries. In almost half of all SADC countries, tertiary institutions have equal numbers or more women, than men. Seven SADC countries (as compared to five last year) that now have higher proportions of women than men at tertiary level are Botswana, Seychelles, Namibia, Mauritius, South Africa and Botswana joined by Zambia and Swaziland.

¹³ Ministry of Education, Sports, Arts and Culture, Education at a Glance: 2009 cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

¹⁴ BEAM Rapid Assessment 2010 cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

¹⁵ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

Zimbabwe: Affirmative action to increase female enrolment at tertiary level

Zimbabwe employs special measures to increase female enrolment in tertiary institutions, teacher-training colleges, polytechnics and vocational colleges. The government's target for women in tertiary education is 50% by 2015. Female enrolment at Teacher Training Colleges has reached 50%. However, it is still at a little over 30% in technical and vocational institutions of higher learning.¹⁶

Performance

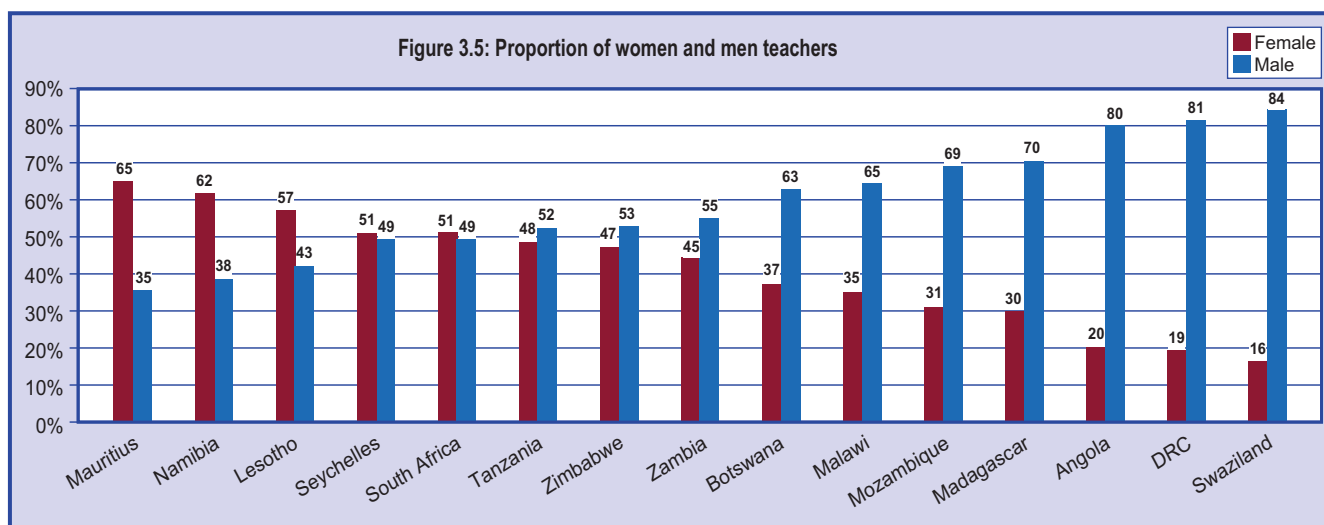
The overall decline in the quality of the education system is reflected in the falling pass rates among students taking the Ordinary Level Examination and performance on exams at Grade 7. The pass rate for students at Grade 7 level dropped from over 70% in 2007 to less than 40% in 2009.¹⁷ Less than one in five children pass their O level examinations similar to the levels in 2005.¹⁸

These falling rates are due to poor infrastructure in schools, the textbook to student ratio which is estimated at 1:10 and the content of the existing curriculum and its structure. Reform of the curriculum is identified in the 2010-2015 Strategic Plan of the Ministry of Education, Sports, Arts and Culture. A massive distribution of textbooks and learning materials in minority languages and Braille is planned through the Education Transition Fund (ETF).¹⁹

Challenging gender stereotypes



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



Source: Gender Links Regional Barometer Report, 2012.

Figure 3.5 shows that Zimbabwe has more men (53%) than women (47%) in the teaching service.

¹⁶ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

¹⁷ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

¹⁸ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

¹⁹ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

In Mauritius, women make up 65 % of the workforce with men taking up only 35 %. But there are huge variations in the proportion of women and men teachers across various countries. In Seychelles, South Africa, Tanzania and Zambia the proportion of women and men is close to parity. There are substantially more men than women in the teaching services of Botswana, Malawi, Madagascar, Angola and the DRC (19% women compared to 81% men).

Curriculum

According to the government's CEDAW Combined Report, the primary education curricula has been reviewed to ensure that it is gender sensitive and projects a favourable outlook for girls, and the government will ensure the production of textbooks that project gender equality.²⁰

Other initiatives cited by government to challenge gender stereotypes in the sector include:²¹

- Gender awareness programmes for teachers during and after their training at Teachers Education Colleges.
- Introduction of a course on Human Rights, Population and Civic Education in colleges.
- Career guidance and counselling in schools provided by the ministries of labour and education with a focus on breaking gender stereotypes in terms of career choices and choices of professions.
- Boys at secondary school level are provided with domestic science and household management education.

Gender violence in schools

Violence against girls in schools has become a growing area of concern in Zimbabwe. In a 2004 briefing paper following research on the issue in several countries, including Zimbabwe, ActionAid noted that violence or the fear of violence is an important reason for girls not to attend school thereby infringing on their rights as girls and denying them their right to education.²² The international organisation also noted that violence against girls is a serious obstacle to the attainment of agreed education goals, including the MDGs.²³

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

The findings of the 2011 National Baseline Survey on Life Experiences of Adolescents reveal that 32.5%



Home work? A young girl assisting with harvesting of maize - Zimbabwe.
Photo: Trevor Davies

females between the ages of 18-24, compared to 8.9% males, experienced sexual violence prior to the age of 18.²⁴

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

In a 2011 report, Plan International and Child Helpline International, document the types and incidences of violence and abuse children face in schools in four countries - Egypt, Paraguay, Sweden and Zimbabwe-through the reports made by children themselves to child helplines.

²⁰ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

²¹ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 2009.

²² Stop Violence against Girls in School, ActionAid International, 2004.

²³ Stop Violence against Girls in School, ActionAid International, 2004.

²⁴ National Baseline Survey on Life Experiences of Adolescents, Preliminary Report 2011, ZIMSTAT.

Childline Zimbabwe, which started operations in the country some 25 years ago, reaches 75% of the country. In the study, Zimbabwe recorded the oldest average age for victims of abuse and violence in schools (just over 14 years of age on average) and the majority of those were female.²⁵

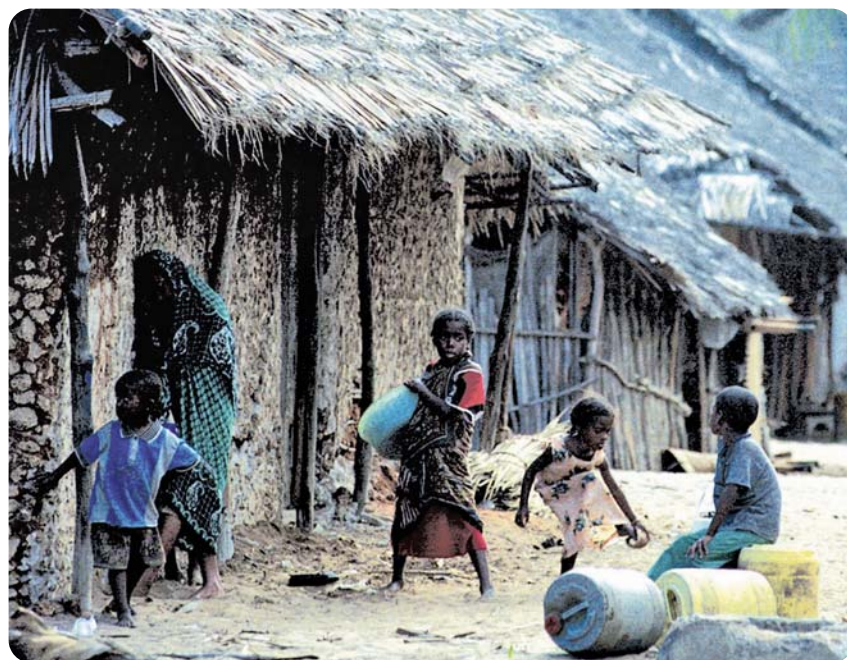
Schools are guided by a circular which states that all matters of sexual abuse should be immediately reported to the police and the District Social Welfare Office.²⁶ Also, girl children are protected from sexual harassment in schools by Section 8 of the Labour Act [Chapter 28:01] and the First Schedule of the Public Service Regulations, Statutory Instruments No. 1 of 2000.²⁷

While the responsible ministries and government have put in place mechanisms to deal with violence against girls in schools, the issue must also be situated within the large context of the safety and security of women and girls in Zimbabwe in the public and private spheres; the obligations of the State to guarantee and enforce the law for the protection of the rights of women and girls; and the State's obligation to strengthen the mechanisms to ensure that women and girls have access to justice when their rights are violated.

Costing

The country's Medium-Term Plan (MTP) 2010-2015 calls for gender mainstreaming in all sectors of the economy and its specific objectives for the education sector include achieving gender parity at secondary and tertiary levels by 2015; and, the introduction of free and compulsory primary education for children, especially the girl-child up to secondary level.²⁸

Budget allocations to the education sector began to decline after 2005, but this is now on an upward trend. In the 2012 national budget of US\$ 4 billion, \$US 707,325,000 or 17% went to the Ministry of Education, Sports, Arts and Culture (responsible for primary and secondary education). The Ministry of Higher and Tertiary Education²⁹ received \$US 296,171,000 (7.4%). Together the two education ministries account for 25%



Girls spend most of their time doing household chores.

Photo: Trevor Davies

of the total national budget. However, a large chunk of the budget allocation over the years has gone to paying teacher salaries, leaving little funds for investment in capital costs such as physical facilities, textbooks, learning materials, furniture and equipment.

The analysis of Zimbabwe's 2012 national budget by Zimbabwe Women's Resource Centre and Network (ZWRCN) indicates that the Ministry of Higher and Tertiary Education allocated US\$70,000 for gender mainstreaming. The Ministry of Education, Sports, Arts and Culture allocated \$US70,000 to Victim Friendly Institutions in the 2012 budget to work with the Victim Friendly Courts to re-integrate sexually abused children back into society. Although these amounts represent a small proportion of the respective budgets they are significant in that they are among the few gender specific references in any of the budgets reviewed for this study.

The Basic Education Assistance Module (BEAM), which aims to prevent poor households from withdrawing children from school, provides a basic education package that includes levies, school and examinations fees. The social safety net covers all primary and secondary schools and special schools for children with special needs.³⁰

²⁵ Using child helplines to protect children from school violence, Plan International and Child Helpline International, March 2011.

²⁶ Secretary's Circular No 5, 2000. Prevention and Management of Cases of Child Physical, Emotional and Sexual Abuse: Procedural Guidelines for Schools cited in A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

²⁷ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, Government of Zimbabwe and UNICEF.

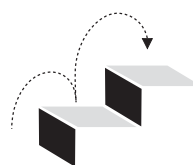
²⁸ ZWRCN Gender Analysis of the 2012 National Budget.

²⁹ Zimbabwe 2012 National Budget document.

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

BEAM's allocation in the Ministry of Education, Sports, Arts and Culture vote in the 2012 national budget is \$US 16 million.³¹ Although the safety net does benefit girl children who fall within the category of vulnerable children with access to free education, the scheme is limited in reducing gender imbalances since it does not have specific targets for reaching girls.³²

Other than BEAM, which is for primary and secondary levels, there are not enough social safety nets and limited scholarships for girls', which affects their equal participation in education, leading to gender imbalances, especially at university level.³³



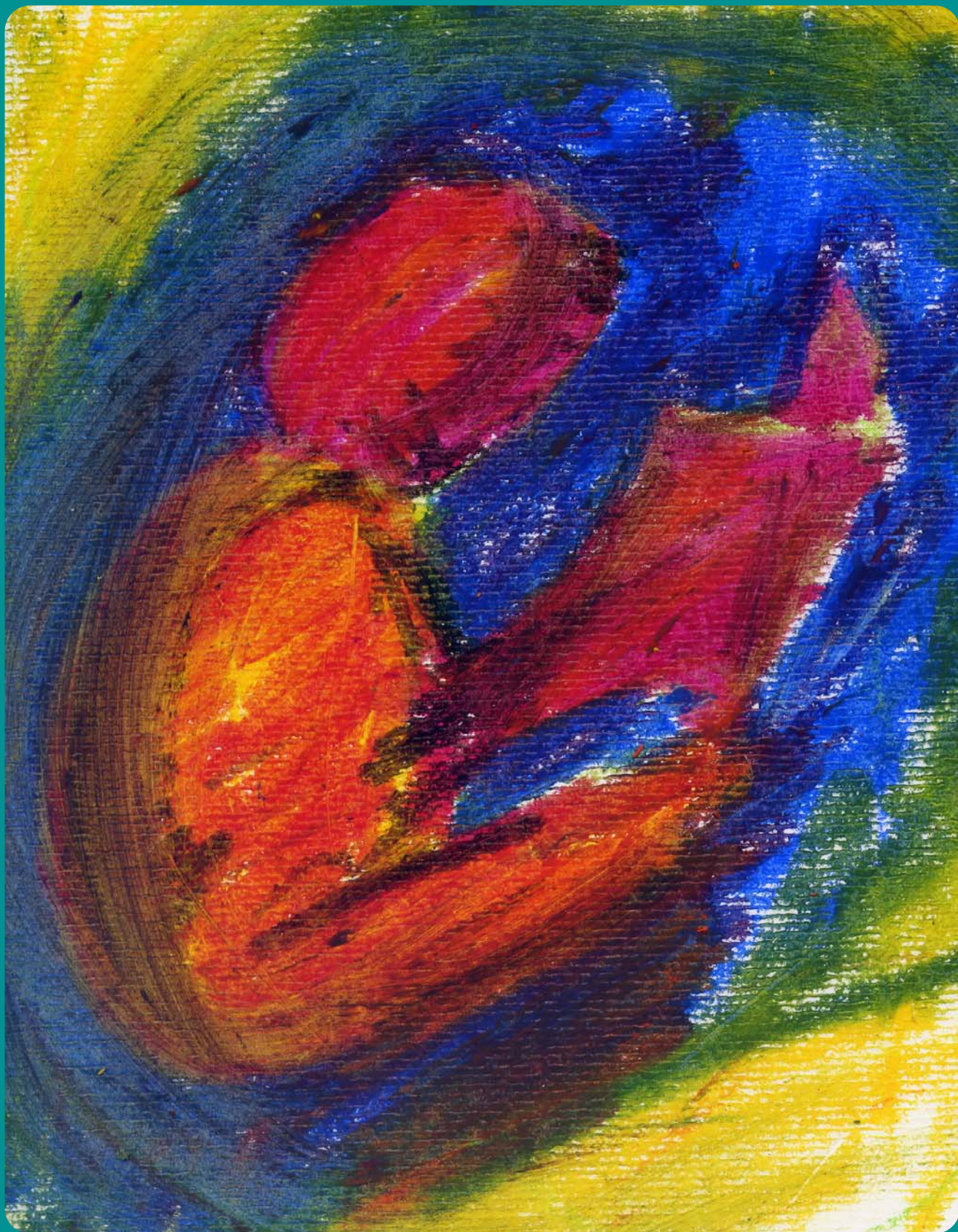
Next steps

- A review of the implementation of policies on school fees, levies and other costs to families that may prohibit girls from attending school is needed.
- More financial investment is needed in capital costs to improve the quality of primary and secondary education.
- Special funds, safety nets and scholarships for girls at secondary level are needed to increase enrolment and enable girls to stay in school.
- Affirmative action measures at tertiary institutions must be applied more systematically to narrow the gender gap at this level and to reach the government-set target of 50% females in tertiary education by 2015.
- Parents, traditional and religious leaders must be engaged consistently on the benefits of educating girls.

³¹ The Labour and Social Services Ministry administers BEAM as one of the safety nets provided for vulnerable populations and the funds are used by the Ministry of Education, Sports, Arts and Culture.

³² ZWRCN Gender Analysis of the 2012 National Budget.

³³ 20 Millennium Development Goals Status Report, Zimbabwe.



"Ntkozo"

Anushka Virahsawmy



CHAPTER 4

Productive resources and employment, economic empowerment

Articles 15-19

KEY POINTS

- The SGDI for economic sector is 73% compared to the citizen (CSC) score of 62%. This SGDI does not take into consideration qualitative issues such as women's access to land finance and other productive resources that may influence citizen's perceptions.
- The country's normative economic and finance legal and policy framework is relatively gender-blind and has not created an enabling environment for women's access to and control of productive resources.
- In areas where the law does provide for gender parity in access to resources, such as land, measures to ensure implementation of the law are not in place.
- Women's economic empowerment is a major thrust of the national gender machinery's plans and programmes to advance gender equality and secure women's socio-economic rights.
- Zimbabwe has two initiatives to increase government's capacity to deliver on (a) gender-responsive economic and financial policy formulation and (b) to deliver better on the allocation of resources to improve the lived realities of women and girls - Gender-Responsive Budgeting (GRB) and the Gender and Economic Policy Management Initiative (GEPMI).
- Women's representation in economic decision-making positions in the public sphere remains low and there is little research on women in the private sector.
- Women are largely concentrated in subsistence economic activities and within the informal sector.



Challenging gender stereotypes - taking the SADC Gender Protocol to the market place. Traders at Masvingo market - January 2010.

Photo: Susan Tolmay

Table 4.1: SGDI and CSC scores for productive resources and employment, economic empowerment

	SGDI	CSC
Scores	73%	62%
Ranks	7	4

The gap between the SGDI (73%) and the CSC (62%) of 11 percentage points is quite high. This reflects the deficiencies in the SGDI score that covers female share of economic decision-making, female to male labour force participation, female to male unemployment rate, female share of non-agricultural paid labour and length of maternity leave. The SGDI does not measure women's access to land, to finance and to productive resources—all critical to this sector and these are issues that influence citizen's perceptions on government's progress on delivery.

Background

Zimbabwean women have made more inroads into key decision-making positions in the public sphere of politics and governance—although still well below 30%—than in the economic arena where more research is required. Very little data exists on women in the private sector in the country, but their numbers in top jobs is considered to be low.

Women have been on the margins of policy formulation and the implementation of economic policies in the country as evidenced by the continued feminisation of poverty; the low percentage of women in formal sector employment; and women's limited access to and control of the country's productive resources. Because of their low representation in decision-making positions, women often are not at the tables where economic policies and decisions are made.



Breaking gender stereotypes. Woman carpenters and builders in Chimanimani.

Photo: Colleen Lowe Morna

The country's push recently towards black majority control and ownership of the economy has given women a platform from which to raise concerns that there is no level playing field. Women have been disadvantaged by years of discrimination and gender inequalities.

Zimbabwe's Indigenisation and Economic Empowerment Act [2008] provides for 51% of the shares in every public company and any other business to be owned by indigenous Zimbabweans and Section 3(3) of the Act states that the government can take measures on behalf of any disadvantaged indigenous group, including women, to ensure the 51% shares ownership.¹

And, the National Indigenisation and Economic Empowerment Charter, which sets out the principles and framework for achieving indigenisation and economic empowerment, includes provisions for “equal opportunity for all, including gender sensitive ownership and participation in the economy by indigenous Zimbabweans.”²

However, to take up emerging opportunities in commerce and industries provided within legislation like, for example, the Indigenisation and Economic Empowerment Act, gender-responsive measures and mechanisms must be created for women to quickly turn indigenisation or 'black economic empowerment' policies into wins for women.

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

GEPMI is a collaborative initiative between the United Nations Development Programme (UNDP) and the African Institute for Economic Development and Planning in Dakar, Senegal. It targets government officials, development practitioners, civil society organisations and research institutes to help countries promote gender-responsive policies in the specific areas of health, education and labour.

Capacity building is a central component of GEPMI. The first Master of Arts in Gender-Aware Economics is offered at Makerere University in Uganda, and the GEPMI training component also includes a 12-module certificate course run by the African Institute for Economic Development. Some 45 Zimbabwean government technocrats have completed the 12-module course.

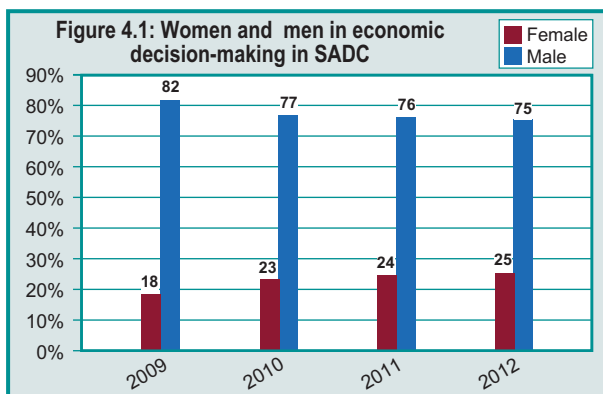
¹ Zimbabwe's Indigenisation and Economic Empowerment Programme: Extent of Opportunities for women in the Tourism Sector?, Rangu Nyamurundira, Zimbabwe Women Lawyers Association, 2012.

² Zimbabwe's Indigenisation and Economic Empowerment Programme: Extent of Opportunities for women in the Tourism Sector?, Rangu Nyamurundira, Zimbabwe Women Lawyers Association, 2012.

Women and men in economic decision-making



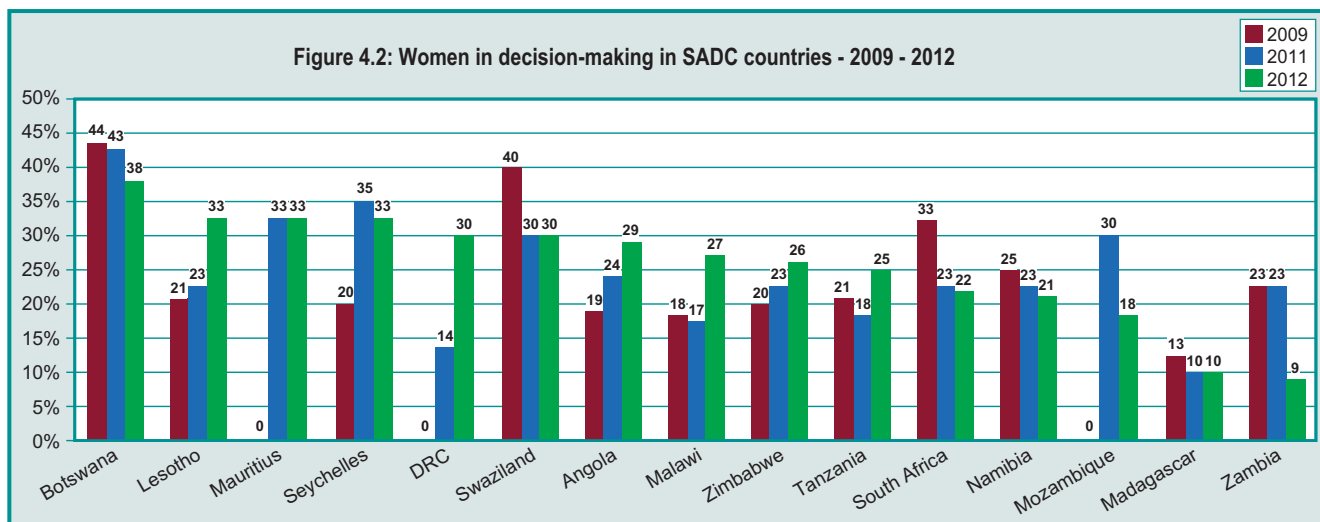
The Protocol provides that state parties shall, by 2015, ensure equal participation by women and men in policy formulation and implementation of economic policies.



Source: 2012 SADC Gender Protocol Barometer.

Steady but slow increase in overall women's participation in economic decision making³: Figure 4.1 shows that since the Barometer began tracking this indicator in 2009 the proportion of women's representation has gone up by 7% (from 18% to 25%). This measures women's participation in economic decision-making (minister and deputy minister, permanent secretaries in finance, economic planning, trade and governors of the reserve bank).

However progress towards achieving 50% of women's representation is painfully slow. More efforts must be rapidly made in order to reach parity by 2015. Recognising women's current and prospective role in economic decision-making, or lack thereof, is the first step in creating real and sustainable change.



Source: 2012 SADC Gender Protocol Barometer.

Zimbabwe is not doing well at number nine with only 26% women representation: Figure 4.2 shows that in comparison Botswana scores well topping the list with the highest proportion of women in economic decision making positions in the public sector are Swaziland (40%) and Botswana (37%), South Africa (33%) and

Namibia (25%). They are faring better than most, but still fall far short of gender parity. The rest of the region has a gross under representation of women in economic decision-making. For example, Mauritius has no women at all in these positions.

³ Economic decision makers are defined as: minister and deputy minister of finance; permanent secretary/DG; minister and deputy minister of economic planning; permanent secretary/ DG; Minister and deputy minister of Trade and Industry; Permanent Secretary/DG; Governor and deputy governor of the reserve bank and other key persons.

Breakdown of economic decision making positions in Zimbabwe

Table 4.2: Women and men in economic decision-making in Zimbabwe

	Male	Female
Minister of Finance	✓	
Deputy Minister of Finance		
Permanent secretary/DG	✓	
Minister of Economic Planning	✓	
Deputy Minister of Economic Planning	✓	
Permanent secretary/DG	✓	
Minister of Industry and Commerce	✓	
Deputy minister of trade and industry	✓	
Permanent secretary/DG		✓
Governor of the central or reserve bank	✓	
Deputy governor of the reserve bank	✓	
	✓	
		✓
Small to Medium Enterprises		✓
Minister Regional Integration and International Co-operation		✓
Permanent Secretary Ministry of SME's		✓
Permanent Secretary Regional Integration	✓	
Labour and Social Welfare		✓
Permanent Secretary Labour and Social Welfare	✓	
Minister of Mines	✓	
Deputy Minister Mines	✓	
Ministry of Tourism	✓	
Permanent Secretary Tourism	✓	
Permanent Secretary Mines	✓	
TOTAL	17	6
PERCENTAGE	74%	26%

Data on women's participation at the level of decision-making in the private sector is still an area for more dedicated research; and, there needs to be a stronger push for sex-disaggregated data and evidence from all

sectors of the economy to inform government's policies and programmes. Without this information, economic policy making and the implementation of macro and micro economic policies remains largely gender-blind.

Gender budgeting



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

Gender-responsive budgets (GRB) are a key mechanism for tracking whether governments allocate national resources in line with the normative framework for gender equality, women's rights and women's empowerment.

A government core circular directs government ministries to use gender-responsive budgeting to develop their sector budgets each year in preparation for the country's national budget but it is still unclear from the national budget how gender-responsive budgeting is interpreted

by the ministries. However, it is important to note that of the 38 vote appropriations in the 2012 National Budget - inclusive of votes for the president, the cabinet, the prime minister, the parliament and the Judicial Services Commission - six ministries include a line item under programmes for gender mainstreaming. It is not clear how these funds are used. Except for the national machinery, the amount allocated for gender main-

streaming is less than 1% of the respective ministries' 2012 budgets.

Tracking allocations that directly will improve the lived realities of women, and advance gender equality in line with the Constitution and national legislation, is still a detailed exercise to be conducted to gain substantive insights on the impact of GRB thus far.

Table 4.3: Ministries with allocations for gender mainstreaming in the 2012 National Budget

Ministry	2012 total budget for ministry	2012 allocation for gender mainstreaming	Gender mainstreaming as % of ministry's total 2012 budget	2011 allocation for gender mainstreaming
Agriculture, Mechanisation and Irrigation Development	US\$226,791,000	US\$20,000	0.009%	US\$15,000
Higher and Tertiary Education	US\$296,171,000	US\$30,000	0.01%	-
Women Affairs, Gender and Community Development	US\$10,063,000	US\$100,000	1%	US\$50,000
Constitutional and Parliamentary Affairs	US\$10,040,000	US\$10,000	0.01%	US\$4,000
Public Works	US\$51,266,000	US\$50,000	0.1%	US\$28,000
Regional Integration and International Cooperation	US\$2,378,000	US\$2,000	0.084%	-

Source: Zimbabwe 2012 National Budget Document [Blue Book].

Zimbabwe Gender Responsive Budgeting targets local government



Naome Chimbetete, Executive Director Zimbabwe Women's Resource Centre and Network (ZWRCN), which leads the regional Alliance Economic Justice cluster.
Photo: Trevor Davies

Zimbabwe's Gender Budgeting and Women's Economic Empowerment programme began in 1999 and has been spearheaded by the ZWRCN.

This initiative began at the national level, leading to a core circular in 2007 calling on ministries to prepare gender-responsive budgets for their sector, and was expanded in 2008 to develop gender-responsive budgets at the level of local government. In 2011, Local Government Circular No 3 of 2011 also guided town

clerks/secretaries and chief executive officers to prepare the councils' annual budgets in line with "gender budgeting and the Millennium Development Goals".⁴

ZWRCN's strategies for the sustainability of gender-responsive budgeting include:

- Capacity-building on gender-responsive budgets for men and women decision-makers at the level of directors and higher within ministries;
- Advocacy and lobbying training for women at the national and local levels to increase their participation in national economic and finance forums which lead to policy formulation;
- Providing technical expertise and capacity building for the Ministry of Women Affairs, Gender and Community Development to play its gender mainstreaming, tracking and monitoring role within government;
- Production of gender-responsive budgeting tools;
- Engagement with Parliament and the relevant parliamentary portfolio committees; ZWRCN signed a memorandum of understanding with Parliament in 2011;
- Strategic partnerships with national, local and community-based organisations to strengthen the advocacy for government's accountability to gender-responsive budgets.

⁴ ZWRCN: Local Government Gender Budgeting Experience, unpublished document, ZWRCN, 2012.

Gender-responsive budgeting at local government level is applied at six pilot districts: Bulawayo, Gweru, Kadoma, Kwekwe, Masvingo and Mutoko. Since June 2012, 316 officials in local government - Ministry of Local Government senior management staff; local authority town clerks, heads of departments, middle managers, gender focal persons and finance staff - have been trained in gender-responsive budgeting at least three times since 2009.⁵

At the national level, the ZWRCN's gender-responsive budgeting programme provides a gender analysis of each national budget and there is a stronger shift in strategy towards policy analysis in two areas:⁶

- *Women's unpaid care work:* To provide an analysis of policies in the sectors of water, energy, health and education; and to increase the recognition of women's unpaid care work to reduce the time used by women on unpaid care work.
- *Women's economic empowerment:* To review policies that can positively affect women's economic empowerment by opening the doors for women to economic opportunities in tourism, mining, small to medium enterprises and youth and indigenisation policies.

Budget tracking and monitoring are areas that still need to be integrated into Zimbabwe's gender-responsive budgeting programme.

Time use



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

No time-use studies have been conducted in Zimbabwe. This could help establish the invisible work of women not recorded in national accounts.



Women spend a great deal of time fetching water in rural Zimbabwe.
Photo: Trevor Davies

Economic empowerment



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

Women's economic empowerment depends on, among other factors, education and skills, access to finance and credit, a favourable policy framework that seeks to break through gender disparities to provide economic

opportunities, training, funds and programmes specifically for women in both urban and rural areas and a harmonised regulatory framework that women can easily navigate.

⁵ ZWRCN: Local Government Gender Budgeting Experience, unpublished document, ZWRCN, 2012.

⁶ Information provided by the Gender, Economic and Public Finance Programme, ZWRCN, 2012.

A comprehensive understanding of where women are currently located as entrepreneurs in the economy is needed to inform the policy framework and some of the existing programmes targeted specifically at women.

Zimbabwe's Ministry of Small and Medium Enterprises (SMEs) and Cooperative Development, headed by a female Minister, is tasked with policy formulation and development of the SMEs sector. Some \$US 40,000 is provided for in the ministry's 2012 budget for a study on SMEs. A gender-analysis of the sector should inform this study's methodology to help the Small Enterprises Development Corporation (SEDCO) strengthen its assistance to women and marginalised communities.

A 2011 study designed by the Women Alliance of Business Associations in Zimbabwe (WABAZ) supported by the Zimbabwe National Chamber of Commerce (ZNCC) provides one of the most recent small assessments of where women are and their needs and challenges.

Formed in July 2011 WABAZ seeks to connect women entrepreneurs with resources to integrate them into the mainstream economy.⁷

Based on data and information obtained from 137 women entrepreneurs in 10 districts of the country, Table 4.3 shows the types of businesses owned and operated by women who participated in the survey.

Table 4.4: Women Entrepreneurs in Zimbabwe - ZNCC 2011 Survey-Types of Businesses ⁸	
Type of business	% women
Trading	26.3
Retail	19.7
Manufacturing	11.7
Other (beauty, driving, catering)	9.6
Farming	6.6
Information, communications and technology	5.1
Textiles	5.1
Education	3.6
Services (insurance, banking, travel, beauty salon)	3.6
Tourism	2.9
Handicrafts	1.5
Training	1.5
Construction	0.7
Consultancy	0.7
Microfinance	0.7
Mining	0.7

Key findings of the WABAZ/ZNCC survey are:⁹

- There is little research and data on women in business in Zimbabwe.
- The majority of women entrepreneurs are located in urban areas.
- Women entrepreneurs operate mainly in the informal sector.
- The number of employees in women-owned businesses ranges from 1-4.
- Women enter into business for "survival" or as a means to supplement income.
- Women enter businesses that require little capitalisation.
- Cultural, financial and legal barriers, and gender discrimination by banks and other lending institutions, continue to hinder women's participation in the formal sector.

Women's access to finance through financial institutions/funding schemes

There are several public financing and funding schemes targeted at women in small and medium businesses.

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



Women are the majority of those involved in informal trade.

Photo: Colleen Lowe Morna

⁷ WABAZ Information Brochure.

⁸ Of the 137 women who responded, the table indicates the business sectors where they were located. Cited in Women Entrepreneurs in Zimbabwe, An analysis of the Enabling Environment and Potential for Women's Empowerment, by Dr Charity Manyeruke, Women Alliance of Business Associations in Zimbabwe and Zimbabwe National Chamber of Commerce, 2011.

⁹ Women Entrepreneurs in Zimbabwe, An analysis of the Enabling Environment and Potential for Women's Empowerment, by Dr Charity Manyeruke, Women Alliance of Business Associations in Zimbabwe and Zimbabwe National Chamber of Commerce, 2011.

An analysis of the SEDCO's total number of projects funded between 1984 and 2006 shows that women received less than one-third of all SEDCO lending, although women comprise the majority of those in the informal and micro-enterprise sectors.¹⁰

Women in the informal sector and informal trade is another area where far more research is needed to provide gender disaggregated data, as well as trends and shifts in the sector since the economic crisis in 2008 and in light of the more stable economic and political environment in the country. According to a 2004 Labour Force Survey, women were the majority in the country's informal sector at 53%, and over 70% of the people in the lower paying side of the informal sectors are women.¹¹

In 2006, the Reserve Bank of Zimbabwe (RBZ) introduced a lending scheme to boost production in the SMEs sector. By 2007, 44% of the total amount allocated to the RBZ facility was accessed by women.¹²

The Ministry of Women Affairs, Gender and Community Development also created a Women's Fund to finance income-generating projects for women. The allocation for this fund in the national machinery's 2012 budget vote is US\$3 million up from US\$ 2 million in the 2011 budget vote.¹³ However, this Fund has yet to become fully operational due to the non-disbursement of money (even the 2011 amount) for this fund from the finance ministry.¹⁴

Property and resources and access to credit



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

Legally, women of any marital status can procure loans from financial institutions for investment purposes and to purchase immovable property or other forms of property.¹⁵ The Immoveable Property Prevention and Discrimination Act [Chapter 10:12] prohibits financial institutions from perpetuating discrimination on the grounds of sex, among other grounds, by refusing to grant loans or other financial assistance for the acquisition, hire, construction, maintenance or repair of any immovable property, to people of a particular sex.¹⁶

But women still cite gender discrimination by financial institutions as a barrier to their accessing money. In the 2012 WABAZ/ZNCC study, 65.7% of the women surveyed indicated that they “felt discriminated against by bank officials”, and three out of 10 of the women who felt discriminated against cited the lack of collateral as the main reason they could not obtain funds.¹⁷

The 2010-2011 Zimbabwe Demographic and Health Survey shows that women's ownership of assets that often are required for collateral is still very low. More than six out of 10 women do not own a house (63%) or land (64%). According to the ZDHS, only nine percent of women own a house alone and nine percent own land alone. And two percent of women own a house both alone and jointly, while two percent also own land both alone and jointly.¹⁸

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

¹⁰ Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

¹¹ DFID Zimbabwe: Gender and Social Exclusion Analysis (GSEA), June 2011, Great Minds Consultancy Group.

¹² Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

¹³ Zimbabwe 2012 National Budget Document.

¹⁴ ZWRCN Gender Analysis of the 2012 National Budget, December 2011.

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

¹⁶ Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

¹⁷ Women Entrepreneurs in Zimbabwe, An analysis of the Enabling Environment and Potential for Women's Empowerment, by Dr Charity Manyeruke, Women Alliance of Business Associations in Zimbabwe and Zimbabwe National Chamber of Commerce, 2011.

¹⁸ Zimbabwe Demographic and Health Survey 2010-2011.

Gender and land ownership

As stated earlier, the 2010-2011 ZDHS shows that 64% of women do not own land. This disparity exists despite measures such as a 20% quota for women under the Fast Track Land Reform Programme and Section 23(3) (a) of the current Constitution which provides for the equal treatment of women and men in the allocation or distribution of land, as well as other rights and interests under any land reform programme.¹⁹

During the Land Reform programme, according to government, women comprised of 17% of those allocated land in the A1 model (less than 10 hectares) and only 12% of those allocated land in the larger A2 model.²⁰



Women harvesting grain.

Photo: Trevor Davies

Cultural norms and customary practices continue to take precedence over the Constitutional equality provision on land. Women in the communal areas have secondary land use rights through their husbands and in the small-scale commercial areas farms are taken over by sons when the male head of household dies.²¹

Employment



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

Table 4.5: Women and men in employment

	% women	% men
Employed	37.2	61.7
Unemployed	56.8	30.7
Unemployed but were employed in 12 months prior to ZDHS	6%	8%
Self-employed	57.4	*22

Source: Zimbabwe Demographic and Health Survey 2010-2011.

Zimbabwe's Labour Act [Chapter 28:01] and the Public Service Regulation prohibit discrimination on the basis of gender at all stages of employment - recruitment, selection, working conditions, training and promotion.²³

Table 4.5 shows the findings of the Zimbabwe 2010-2011 Demographic and Health Survey. In the 12 months prior to the survey, 37% of women respondents were employed, 57% were unemployed and 6% were not employed but had worked in the 12 months prior to the ZDHS.²⁴ Seven out of 10 men were employed or had worked in the year prior to the ZDHS.²⁵

There also is a correlation between women's education levels, location - urban or rural residence - and their employment status. A higher percentage of urban women (44%) than rural women (33%) were employed; and, women with more than a secondary education were twice as likely as those with less education to be employed.²⁶

¹⁹ Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

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

²¹ Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

²² The 2010-2011 Zimbabwe Demographic and Health Survey provides data on type of earnings, type of employer and continuity of employment for women only.

²³ Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

²⁴ Zimbabwe Demographic and Health Survey 2010-2011.

²⁵ In the age group 15-49, more men (61%) or 15-54 (61.7%) were employed or had worked the year prior to the survey (8%). Zimbabwe Demographic and Health Survey 2010-2011.

²⁶ Zimbabwe Demographic and Health Survey 2010-2011.

Table 4.6: Employment levels of women and men across key occupations

Sector	% women	% men
Professional/technical/managerial	8.5	8.3
Clerical	3.3	3.5
Sales and Services	35.9	10.7
Skilled manual	1.5	19.6
Unskilled manual	17.8	22.2
Domestic Service	9.3	3.5
Agriculture	20.7	28.8
Other	1.8	2.3
Don't know/missing	1.2	1.2

Source: Zimbabwe Demographic and Health Survey 2010-2011.

61% of women and 55% of men with more than a secondary education are employed in the professional, technical and managerial sector. Women and men with no education or only primary education work in the agricultural sector, and employed men (52%) and women (42%) in the lowest wealth class also are concentrated in agricultural occupations.²⁷

A large majority of the country's female population resides in the rural areas and is employed in the agricultural sector. Sixty percent of the women employed in this sector are seasonal workers; 74% of the women in the sector are self-employed; and 13% of the women



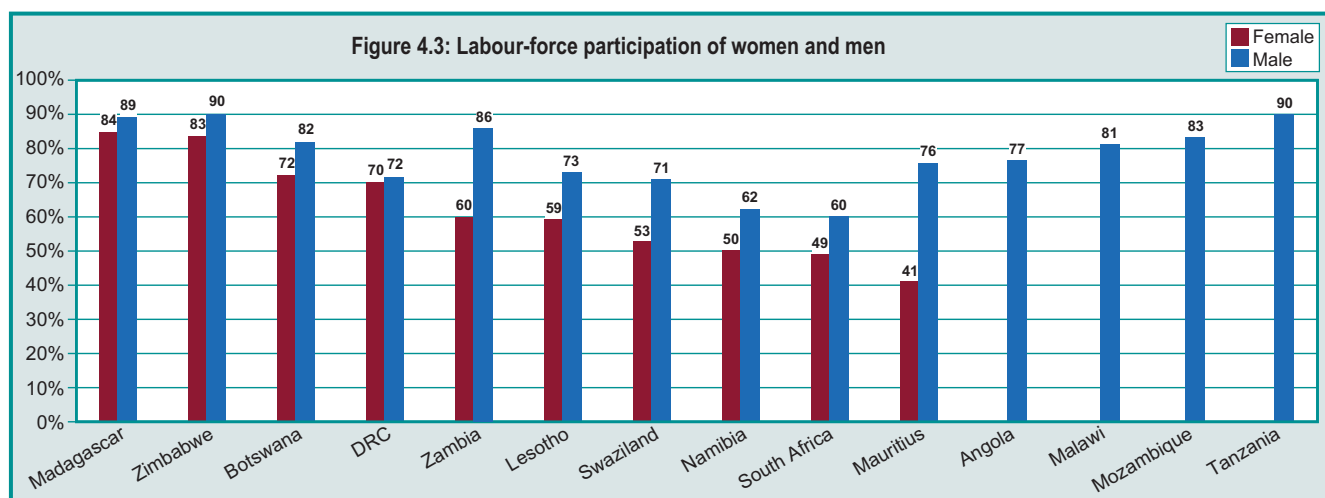
Challenging gender stereotypes. More women taking up jobs previously dominated by men. Women petrol attendant in Chimanimani.

Photo: Colleen Lowe Morna

working in agriculture, compared to 3 % of women in non-agricultural occupations, receive no pay for their work.²⁸

However based on the broad definition of labour force participation rate as provided for by the World Bank, 83% Zimbabwean women and 90% men provide some form of labour. Labour force participation rate in this instance is defined as the the proportion of the population ages 15 and older that is economically active: all people who supply labor for the production of goods and services during a specified period. This definition includes those in the informal sector.

Regional comparison of labour participation rate



Source: Gender Links (2012).

Zimbabwe follows only Madagascar in terms of female labour force participation rate. Figure 4.3 shows that Zimbabwe's labour force participation for females is 83% which is not far from that of males - 90% according to the World Bank 2010 statistics.²⁹ This

could be because Zimbabwe has a huge informal sector that has emerged following socio-economic challenges experienced in the last decade or so. Madagascar contributes labour in the export processing zones that are labour intensive and is also a country in transition with a ballooning informal trade sector. The biggest gap is recorded in Mauritius where women's labour force participation is 41% compared to 76 % for men.

²⁷ Zimbabwe Demographic and Health Survey 2010-2011.

²⁸ Zimbabwe Demographic and Health Survey, 2010-2011.

²⁹ <http://data.worldbank.org/indicator/SL.TLF.CACT.FE.ZS>.

Table 4.7: Conditions of employment

Provision	Yes/No	Provisions
Maternity leave	Yes	Labour Relations Act[Chapter 28:01] - 98 days
Paternity leave	No	-
Sexual harassment	Yes	Section 8, Labour Relations Act and First Schedule of the Public Service Regulations of 2000
Night work	-	-
Same retirement age and benefits for women and men	Yes	-

Source: Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women, 2009.

An amendment of the Labour Relations Act has increased maternity leave from 90 to 98 days and the Act has been amended in line with the International Labour Organisation (ILO) Convention No. 183 on Maternity Protection.³⁰

The government plans to introduce a Maternity Benefit Scheme to remove the payment of salaries while a woman is on maternity leave from the employer. This action is one way to address the legal challenge that a woman cannot go on paid maternity leave twice within a period of two years, and a woman can only go on maternity leave three times on full benefits with the same employer.³¹

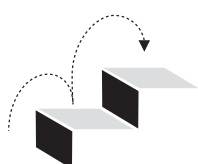
A framework for empowering women and communities

In July 2012, the Ministry of Women Affairs, Gender and Community Developed unveiled the Broad Based Women's Economic Empowerment Framework which becomes a guiding strategy with action-focused strategies to enhance women's ownership of businesses; facilitate their participation in key economic decision-making positions; ensure employment equity; and to assist women to participate and benefit from formal and informal livelihood activities.

Informed by a series of studies conducted by the World Bank and the national machinery, the framework has a five-year time frame and its actions will be aligned to short-term empowerment programmes in other sectors and provides a guide to government ministries and private sector actors with medium and long-term key responsibilities for women's economic empowerment.

Some of the actions to achieve short-term and sustainable results called for in the framework include, among others, developing a gender audit framework for private sector (industry and banking) and public institutions; administrative reforms and the use of quotas in key economic sectors to improve women's access to strategic resources; expansion of financial services to women beyond credit to include insurance, savings investment and asset management, among other services; more targeted training and legal literacy programmes for women on economic laws and policies.

The new framework also addresses the issue of procurement and calls for mechanisms to ensure that at least 50% of the goods procured by all private and public businesses should be procured from local women owned enterprises.



Next steps

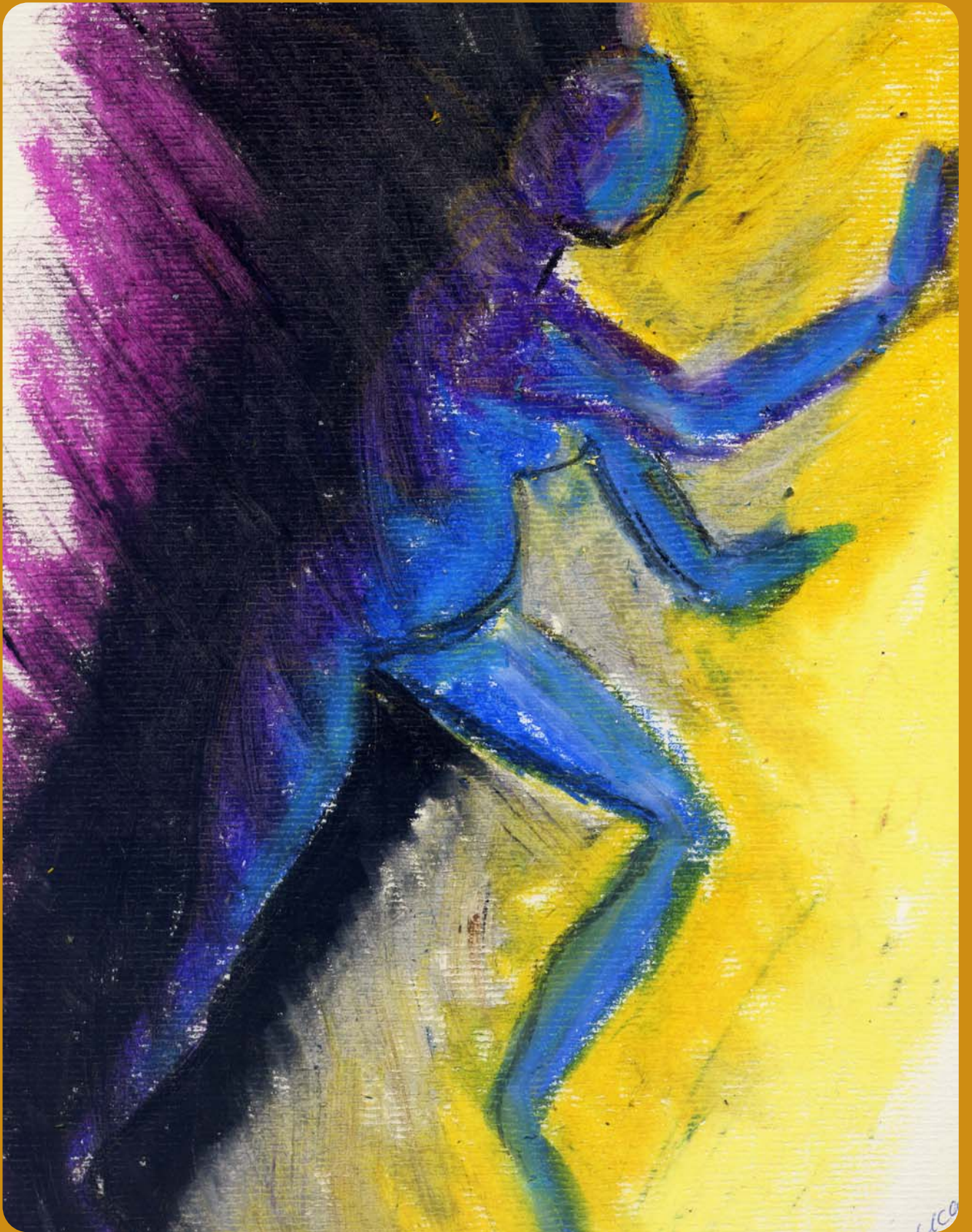
- Conduct more research and data on women's presence and participation in both the formal and informal sectors of the economy and women's representation in economic decision-making within the private sector.
- An extensive review of Zimbabwe's economic and finance laws and policy framework is required to identify the areas for legislative review and reform to ensure women's economic empowerment.
- The ongoing gender-responsive budget initiative needs to be strengthened at the national and local

levels to ensure better costing, budgeting and resource allocation systems for gender equality and women's rights.

- Special measures and targets to increase women's access to credit and loans should be put in place and widely publicised; and, strategies to remove the barriers to their participation in business should be developed.
- The ongoing push towards indigenisation of the economy should incorporate policies and strategies to increase women's access to and control of land and other productive resources.
- Laws and policies are still needed to guarantee women's right to work and to create gender-responsive conditions in the workplace.

³⁰ Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

³¹ Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.



"Zarina"

Anushka Virahsawmy



CHAPTER 5

Gender Based Violence

Articles 20-25



KEY POINTS

Priscilla Maposa (left) with participants during cyber dialogues as part of the 16 Days against gender violence campaign, November 2011.

Photo: Tapiwa Zvaraya

- Citizens scored the government 67% of where they need to be by 2015 in terms of meeting the targets related to gender violence.
- Women were more critical as they gave the country lower scores 63% compared to men who gave a rating of 71%.
- The prevalence of all forms of violence against women, especially physical and sexual violence, continues to be high despite the country's relatively strong GBV legal framework.
- Government's financial resource allocation to GBV prevention, response and services is low which affects negatively on the implementation of the law.
- Sexual violence against women and girls remains one of the major causes of HIV infection.
- Greater investments are made in making mechanisms, such as the Victim Friendly Institutions, effectively respond and provide services for children survivors of GBV rather than for women.
- In Zimbabwe, physical violence against women seems to be still tolerated and accepted among women and men.
- The Ministry of Women Affairs, Gender and Community Development is working with Gender Links to conduct a comprehensive baseline study on gender based violence across the 10 provinces of the country.

Table 5.1: CSC scores on gender based violence

	SGDI	CSC
Scores	N/A	67%
Ranks	N/A	1

There is no SADC Gender and Development Index SGDI score for GBV. The tool used in this sector is citizen perceptions, as measured through the Citizen Score Card (CSC). At 67% Zimbabwe ranks number 1 in the region. Women scored the country 63 % compared to 71% by men. The high scores could have been influenced by the high level of visibility of government and civil society led campaigns on anti-domestic violence in Zimbabwe.

Extent of gender-based violence



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

Violence against women and girls is a global pandemic which is both a manifestation of gender inequality and discrimination, and a tool used to maintain women's subordinate status.¹ Through acts of violence, women's and girls' rights to bodily integrity, security of person, right to life, among other human rights, are violated.

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

To take strong steps to reduce the current levels of GBV, the country first has to obtain comprehensive knowledge on the prevalence and forms of GBV; an understanding of the intersectionality of factors that put women and girls at risk of violence in the private and public spaces; and more knowledge and data that illustrates the impact of GBV on Zimbabwe's national development. This data and information will assist to map out and cost a comprehensive and multi-sectoral approach, similar to the way the country successfully tackled the HIV and AIDS pandemic.

Two important surveys conducted between 2010 and 2011 provide some of the most comprehensive data to date on the extent of GBV in Zimbabwe - the 2010-2011 Zimbabwe Demographic and Health Survey and the National Baseline Survey on Life Experiences of Adolescents Preliminary Report 2011.

Collecting up-to-date statistics on a regular basis however still remains a challenge as the Victim Friendly Institutions and the Anti-Domestic Violence Council require resources, equipment and capacity building on GBV data collection methods and standardisation of information.

The Ministry of Women Affairs, Gender and Community Development (MWAGCD) is working with Gender Links on a Gender Based Violence Indicators Project to conduct a baseline survey.

The methodology involves the following tools: a prevalence and attitudes household survey; analysis of administrative data gathered from the criminal justice system (police, courts); health services, and government-run shelters; qualitative research of men's experiences, or *"I" Stories*; media monitoring and political content analysis.

The rationale for the survey is that statistics from service providers often cover physical and sexual assault but do not disaggregate GBV into other forms such as femicide, emotional and economic violence among others.

Ensuring adequate resources are allocated from the national budget to address gender violence is key. A 2009 study on the Costs of Gender Base Violence in Zimbabwe, estimated that the annual cost of GBV in Zimbabwe is US\$2 billion. The costs calculated in this amount included the medical, transport, legal, lost wages and other costs to the survivors; cost to service providers; cost in terms of loss of productivity due to disability caused by GBV; and the cost to victims - unit loss in productivity due to death caused by GBV.²

¹ Progress of the World's Women 2011-2012, In Pursuit of Justice, UN Women New York, 2011.

² Costs of Gender Based Violence in Zimbabwe, study commissioned by SIDA Zimbabwe, moderated by Dr Neddy Matshalaga, November/December 2009.

Extent of gender violence

Table 5.2: Gender violence statistics

Type of violence	% women
Physical violence	30%
Sexual violence	27%
Experienced physical or sexual violence or both	43%
First experience of sexual intercourse forced	22%
Violence during pregnancy ³	5%

Source: 2010-2011 Zimbabwe Demographic and Health Survey

The current data indicates high levels of physical and sexual violence against women and girls. The 2010-2011 Zimbabwe Demographic and Health Survey shows that women from all socio-economic and cultural backgrounds in Zimbabwe are subject to violence, with 30% of women between the ages 15-49 reporting an experience of physical violence since age 15 and 27% of women in the same age group have experienced sexual violence.⁴

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

It is important to highlight the intersections between age, education and employment and women's experience of physical violence in Zimbabwe.

Marriage is not a safe place in terms of security of person for women as the 2010-2011 findings of the ZDHS show that women who have never married and women with no children are less likely than women who have married and who have children to experience physical violence.⁵ A woman's current husband or partner (57%), or former

husband or partner (20%), are the main perpetrators of physical violence. Women (92%) also reported that sexual violence was committed by their current or former husband/partner or boyfriend.⁶

Employed women, particularly if they do not earn cash for their work experience more physical violence (36-41%) than unemployed women (25%). And, women's experience of violence declines sharply with education, from 38% among women with no education to 15% among women with more than secondary education.⁷

The variations in women's experience of sexual violence is similar in terms of background characteristics to physical violence except the percentage of women who have experienced sexual violence varies little by education or even wealth.⁸

Young women's experience of sexual violence in Zimbabwe starts prior to the age of 18 with a third of the female respondents (32.5%) aged 18-24 reporting that they experienced sexual violence before age 18, while only one out of 10 (9%) males in the same age group reporting sexual violence before age 18.⁹



Tapiwa Zvaraya, GL programme officer, addressing participants during a violence, culture and tradition cyber dialogue.

Photo: Priscilla Maposa

³ Percentage of women who reported experiencing violence during one or more of their pregnancies; 2010-2011 Zimbabwe Demographic and Health Survey.

⁴ 2010-2011 Zimbabwe Demographic and Health Survey

⁵ 2010-2011 Zimbabwe Demographic and Health Survey

⁶ 2010-2011 Zimbabwe Demographic and Health Survey

⁷ 2010-2011 Zimbabwe Demographic and Health Survey

⁸ 2010-2011 Zimbabwe Demographic and Health Survey

⁹ National Baseline Survey on Life Experiences of Adolescents Preliminary Report 2011; Sexual violence in the survey was defined as: unwanted sexual touching, kissing or grabbing or fondling; attempted sex without consent; physically forced sex; and pressured sex which includes threats, harassment, luring or tricking.

Response and support



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

Table 5.3: GBV response and support

Provisions	What is in place?	What needs to be put in place?
Laws/ policies		
Legislation/policies prohibiting all forms of GBV.	Domestic Violence Act 2006[Chapter 5:16] ¹⁰ Criminal Codification and Reform Act[Chapter 9:23] ¹¹ National Gender Based Violence Strategy 2010-2015.	Domestication of CEDAW, SADC Gender Protocol and Optional Protocol on the Rights of Women to the African Charter on Human and Peoples Rights; Develop and implement a plan to reach full compliance with the provisions of the instruments Strengthen in terms of financial, capital and human resources of the Anti-Domestic Violence Council.
Ensuring that all perpetrators of GBV are brought to book.	Criminal Codification and Reform Act.	More effective mechanisms to ensure women's access to justice; consistent training of judicial and legal officials.
Comprehensive testing, treatment and care of survivors of sexual offences - emergency contraception.	Zimbabwe National HIV and AIDS Strategic Plan II (2011-2015); Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and HIV.	GBV strategy costed and implemented to provide comprehensive services for sexual violence survivors across the country; One-stop GBV centres and Multi-sectoral approaches to GBV costed and funded by government at national and local levels, as oppose to UN agencies, international and national NGOs solely providing services that may not be sustainable.
Access to Post-Exposure Prophylaxis for survivors of GBV.	Zimbabwe National HIV and AIDS Strategic Plan II (2011-2015); Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and HIV.	Expansion of health, and clinic facilities across the country to provide PEP services; IEC campaigns for wider general knowledge, especially among the poor and most vulnerable.
Social and psychological rehabilitation of perpetrators of gender based violence	Limited provision of services and support within Victim Friendly system, mainly focused on children.	Comprehensive provision of services and support within the Victim Friendly System that provides services for women, as well as children.
Human trafficking		
Specific legislation to prevent human trafficking.	Criminal Codification and Reform Act, Section 83; the country has ratified the Convention on Transnational Organized Crime and is in the process of ratifying the Protocol against Trafficking of Human Beings (mainly women and	Section on trafficking in the Act needs to be expanded to protect persons trafficked for purposes other than just prostitution, such as employment. ¹²

¹⁰ The definition of domestic violence under the Act includes abuse derived from any cultural or customary rites or practices that discriminate or degrade women

¹¹ The Act also criminalizes harmful cultural practices(Part V); Sexual violence against women and girls falls within the Criminal Codification and Reform Act, including marital rape.

¹² Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

Provisions	What is in place?	What needs to be put in place?
	children) and the Protocol Prohibiting the illegal Transportation of Immigrants by Land, Air or Sea.	
Mechanisms to eradicate national, regional and international human trafficking networks.	Inter-Ministerial Committee on Human Trafficking, coordinated by Ministry of Foreign Affairs.	A study to determine the extent of the problem and the gender dimensions of trafficking as a baseline for more mechanism and effective policies and actions to be put in place.
Sexual harassment		
Adopt laws, policies, programmes that define and prohibit sexual harassment.	Amendment to Labour Relations Act, Unfair Labour Practice.	-
Support services		
Cases on GBV to be heard in a gender sensitive environment.	Victim Friendly System includes police units, courts, counselling and health clinic services.	Most of the VFU facilities and services are stronger in terms of support services for children than for women and additional financial and human resources required to strengthen and expand existing VFU system.
Special counselling services.	Victim Friendly System includes police units, courts, counselling and health clinic services.	Same as above.
Dedicated and sensitive services provided by police units; health; social welfare.	Victim Friendly System includes police units, courts, counselling and health clinic services.	Same as above.
Accessible information on services available to survivors of gender based violence.	Some information through NGOs.	Information needs to be more widespread.
Accessible, affordable and specialised legal services including legal aid to survivors of gender based violence.	Legal Aid Directorate - limited in scope of services, geographical location.	Accessible and affordable legal aid services for women nationwide. The need to be more widespread especially in rural areas.
Specialised facilities, including support mechanisms, for survivors of GBV.	VFU clinics' Court Counselling, one-stop centre for GBV.	-
Training of service providers		
Gender sensitisation training for all service providers engaged in the administration of justice, such as judicial officers, prosecutors, police, prison, welfare and health officials?	Some training has taken place through cooperation between the national machinery, civil society groups and UN agencies.	A comprehensive programme around access to justice which incorporates strong capacity building initiatives and monitoring and tracking on these programmes in terms of service providers delivery.
Community sensitisation programmes for survivors of GBV.	Ongoing programmes by governments and several NGOs.	An analysis of impact of these programmes.

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

The availability of specialist and comprehensive services and support for survivors of gender violence in Zimbabwe is largely provided by national and international non-governmental organisations. The Musasa Project has shelters and provides counselling and other support services for survivors of domestic violence. Medecins Sans Frontiers, for example, has established clinics for survivors of sexual violence within local income communities.

The Adult Rape Clinic, located at Ambuya Nehanda Maternity Hospital at Parirenyatwa Group of Hospitals

in Harare is provided with clinic space, furniture, drugs including Post Exposure Prophylaxis (PEP) and material support from the hospital and the Ministry of Health and funds from donors.

As the findings from the 2010-2011 ZDHS show, the limited availability of information, as well as cultural and other factors such as geographical location of the services to those who need them, leads survivors of gender violence to first look for support and help first from their own family (56.9%) and in-laws (36.6%). Only 15% go to the police and 2.2% report seeking help from a social service organisation.¹³

¹³ 2010-2011 Zimbabwe Demographic and Health Survey.

Prevention



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

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

But eradication of violence against women and girls in the country requires far-reaching campaigns and initiatives by government, civil society, community and other actors and stakeholders to change what appears to be a tolerance and acceptance of violence.

Data from Zimbabwe's most recent Demographic and Health Survey illustrates the complex interplay of patriarchal values, poverty and tradition and culture that fuel GBV. At least 40% of women, compared to 34% men, believe that a husband is justified in beating his wife for at least one of the following five reasons - burns the food (8%); argues with him (16%); goes out without telling him (22%); neglects the children (21%); refuses to have sexual intercourse with him (17%).¹⁴

Younger women, women employed but not for cash, married women, women with no education and the poorest women comprised those who believe a husband is justified in beating his wife, and the background characteristics of the men who agree with at least one of the five reasons is similar.¹⁵

The Zimbabwe government and civil society organisations have placed all forms of GBV high on the agenda of national priorities. Sexual violence against adolescents has featured in front-page and national news as the Victim Friendly Police Units release data. And, in his official speech to launch the Global Power Women's Network Africa¹⁶ on May 24, 2012, the Zimbabwean President, His Excellency President Robert Mugabe, deplored the high levels of sexual violence against children and adolescent girls.

The country also has adopted the 365-Days of Action campaign initiative to keep GBV in the public discourse

throughout the year. Traditional, religious and community leaders are included as major actors

in addressing GBV at the local and community levels; and the Ministry of Women Affairs, Gender and Community Development's programmes and campaigns to empower women economically are closely linked to enabling women to reduce their vulnerability to GBV.

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

While information campaigns to provide greater knowledge and legal literacy to women on the Domestic Violence Act and other laws and policies that protect them from GBV are important, Zimbabwe is still weak on mechanisms for the implementation of the legal framework, limiting greatly women's access to justice. And when mechanisms are in place, such as the Anti-Domestic Violence Council provided for under the Domestic Violence Act, their effectiveness is hampered by the lack of financial and human resources. For example, no budget allocation could be found in any of the 38 Votes in the 2012 National Budget for the 12-member council tasked with facilitating the implementation of the Domestic Violence Act.

GBV on the media's news agenda

Gender violence is still a minute portion of the Zimbabwean mainstream media's news agenda, even though recent data shows high prevalence levels of domestic and sexual violence against women and girls in the country.



Cultural performance by Zimbabwe delegates at the Local Government and Gender Justice Summit - Johannesburg, March 2011.

Photo: Trevor Davies

¹⁴ 2010-2011 Zimbabwe Demographic and Health Survey.

¹⁵ 2010-2011 Zimbabwe Demographic and Health Survey.

¹⁶ The Global Power Women's Network is an advocacy network of women in positions of power and leadership in Africa who will use their positions to advance political accountability to gender equality and women's human rights. Zimbabwe's Deputy Prime Minister, Thokozani Khupe is the first president of the Network.

While it is not uncommon for sensational gender violence stories to make headline news, stories that cover gender violence as an issue of national concern, and as violations of the law and women's human rights, for example, are few.

Findings in the Gender and Media Progress Study (GMPS) 2010 Zimbabwe country report show that overall gender violence comprised only 3% of the print and broadcast media's coverage; and, the majority of these stories often emanate from the courts or police as crime stories.¹⁷

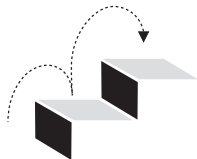
And, a recent study by the gender violence civil society organisation Musasa Project revealed that even when there is a timely global, regional and national event such as the 16 Days of Activism, the quantity of the media's reporting on gender violence does not change significantly. Prior to and during the 2011 16 Days of Activism, coverage on gender violence in two major daily newspapers comprised only 1% of the total news agenda.¹⁸

Integrated approaches



The SADC Protocol on Gender and Development calls on states to adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender-based violence by 2015.

Zimbabwe has a draft National Gender-Based Violence Strategy 2010-2015, which still needs to be adopted and developed into a financially-resourced implementation plan.



Next steps

- The adoption of the National Gender-Based Violence Strategy is a crucial first step to strengthen the prevention, response and support services to eradicate GBV in Zimbabwe.
- A relative strong normative framework is in place, but the effective implementation of the law requires expanding the rule of law to the private sphere and the creation of institutions, systems and mechanisms that ensure access to justice for GBV survivors. Dedicated financial and human resources are required for the Anti-Domestic Violence Council to effectively play its role as implementer of the Domestic Violence Act.



Poster for prevention of GBV.

Photo: Trevor Davies

Other key findings include:

- Gender violence stories are told through the voices and perspectives of men (72%) and not women (28%).
- Issues such as rape, sexual violence against children and domestic violence are sensationalised when they are covered by the media, or, reported only as news based on police and court reports.
- Women are often portrayed as victims rather than survivors.
- The media provides little legal context or information on services available in stories on gender violence.¹⁹

- A review of the Victim Friendly Institutions - police units, courts and clinics - is needed to identify the strengths, gaps and areas for expansion to create a comprehensive set of services nationwide. Public financing for these institutions are currently inadequate, resulting in insufficient human resources and services.
- Public education campaigns must be grounded in participatory and communications for social change techniques and methods that help communities to share the vision of a violence-free society and take collective action to eradicate all forms of GBV. The involvement of traditional and religious leaders in GBV prevention and response initiatives builds these leaders capacity to take on the cultural practices, norms and beliefs that violate the rights of women and girls and increase their vulnerability to violence.
- More comprehensive research is needed on the trafficking of women and girls; data on GBV in the 2010-2011 ZDHS provides evidence for the strategies that will inform the national GBV action plan and other programmes.

¹⁷ 2010 Gender and Media Progress Study Zimbabwe Country Report, Gender Links, South Africa, 2010; The media monitored for the GMPS included The Chronicle, The Herald, Sunday Mail, Sunday News, SPOT FM, Radio Zimbabwe, ZTV, Financial Gazette, The Standard, The Zimbabwean.

¹⁸ Musasa Project, 2012; the organization monitored The Herald and the Daily News.

¹⁹ 2010 Gender and Media Progress Study Zimbabwe Country Report, Gender Links, South Africa, 2010.



A different kind of family

Anushka Virahsawmy



CHAPTER 6

Health

Article 26



Breastfeeding at a local clinic in Mbare, Harare.

Photo: Trevor Davies

KEY POINTS

- The SGDI score at 59%, based on empirical data is two percentage points lower than the citizen score of 61% which relies on perceptions.
- Women gave a lower score 55 % compared to 68 % given by men. This could have been influenced by qualitative issues that are not taken into consideration by the SGDI such as the lack of adequate infrastructure, long distances to travel to hospitals, physical violence including rape which all particularly affect the health of women as they carry pregnancies.
- Maternal mortality, one of the MDG targets and an indicator of women's access to basic services and rights, is considerably high in Zimbabwe at 960/100,000.
- 5% of women who have been pregnant reported that they experienced violence during one or more of their pregnancies.
- Current contraception use for married women is estimated at 62% for women in urban areas and 57% for women in the rural areas.
- A multi-donor Health Transition Fund (2011-2015), managed by UNICEF, is in place to provide more resources towards the reduction of maternal mortality.

Table 6.1 SGDI and CSC scores for sexual and reproductive health

	SGDI	CSC
Scores	59%	61%
Ranks	7	7

The SGDI score at 59 % is two percentage points lower than the CSC score at 61 %. The SGDI is based on the following indicators; women between the ages of 15-49 years reporting use of at least one form of modern contraceptive method, births attended by skilled personnel, and the maternal mortality rate(out of 100 000).

In Zimbabwe, citizens perceptions are influenced by the recent developments in the health sector after the signing of the Global Political Agreement which has resulted in an improvement of donor aid in the sector. However the low score of 55 % given by women compared to 68 % by men could have been influenced by the lack of adequate infrastructure, long distances to travel to hospitals, physical violence including rape which all particularly affect the health of women as they carry pregnancies.

Background



Involving men in sexual reproductive health care is essential in improving quality of life for both women and men. *Photo: Colleen Lowe Morna*

Although Zimbabwe's current Constitution does not provide for access rights, such as the right to health, there are several laws and policies in place which seek to promote maternal health and the delivery of equitable health services. These include: the National Health Strategy for Zimbabwe (2009-2013), the Maternity Act, the Maternal and Neonatal Health Road Map (2007-2015), the Zimbabwe National HIV and AIDS Strategic Plan II (2011-2015) and the National Gender Policy.¹

But many of the economic and social inequalities faced by women, and their lack of access to quality and affordable health care, continue to impinge negatively on women's reproductive and sexual health.

Findings of the 2010-2011 Zimbabwe Demographic and Health Survey show that there is a correlation between women's empowerment and reproductive health care. Women who participate in major household decisions with their husbands or partners are more likely to receive antenatal care (91%), delivery care (68%) or a postnatal check-up within the first two days after birth(30%) than women who participate in fewer or no household decisions.²

Rural women who are poor and with no education are least likely to be empowered within their households, and are often unable to access reproductive health as well as other forms of health care. No money to pay for treatment and the distance to a health facility are the two main reasons (59% and 49% respectively) cited by women, especially those living in the rural areas, for not accessing health care for themselves.³

One of the key indicators of women's empowerment, maternal mortality, continues to worsen. According to the 2010-2011 Zimbabwe Demographic and Health Survey, there are now about 10 maternal deaths for every 1,000 births in Zimbabwe. Maternal deaths represented 12% of all deaths among women age 15-49 during the seven-year period preceding the 2010-2011 survey, whereas maternal deaths were only 7% of all deaths among women in the 2005-06 survey.⁴

The continuing decline in the percentage of births attended by skilled personnel is one of the factors that contribute to the risk of maternal deaths. This has declined from 73% in 1999 to 66% in 2010-2011.⁵ A small percentage of births are attended by a doctor (8%), with the majority attended by nurses (31%) and nurse-midwives (27%).⁶ The country is far below a minimum set standard of at least one midwife for every 5,000 women which would require 2,000 to 2,500 midwives in all health facilities. There are now 500 midwife nurses practicing in the country.⁷

The 2005-2010 Situation Analysis on the Status of Women's and Children's Rights in Zimbabwe identified 'three delays' which contribute to a large proportion of maternal deaths. These are the delay in recognising a problem and deciding to seek care; the delay in reaching a facility after the decision to seek care and; the delay in getting effective treatment at the facility.

¹ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe 2005-2010.

² Zimbabwe Demographic and Health Survey 2010-2011.

³ Zimbabwe Demographic and Health Survey 2010-2011.

⁴ Zimbabwe Demographic and Health Survey 2010-2011.

⁵ Zimbabwe Demographic and Health Survey 2010-2011.

⁶ Zimbabwe Demographic and Health Survey 2010-2011.

⁷ Health Transition Fund, A Multi-donor Pooled Fund for Health in Zimbabwe, Ministry of Health and Child Welfare, October 2011.

These 'three delays' contribute to 72.8% of maternal deaths.⁸

The leading causes of maternal deaths in the country have been identified as AIDS-defining illnesses, postpartum haemorrhaging, hypertension/eclampsia, infections, complications from abortion and malaria.⁹ Although gender violence does not feature as a cause of maternal mortality, it is important to note that five percent of women who have been pregnant reported that they experienced violence during one or more of their pregnancies.¹⁰ Any form of violence to women during pregnancy puts their health and that of their unborn child at risk.

A large proportion of maternal deaths occur during the first 48 hours after delivery, demonstrating the importance of postnatal care. Zimbabwe's post-natal coverage in the recommended period of within the first two days after delivery is only 27% and 57% of mothers have no postnatal check-up.¹¹

The country's 2010 MDG Status Report recommends the following measures to reverse the increasing maternal mortality: more investment to strengthen the health-care system and to scale-up coverage of maternity waiting homes, pro-poor health-financing policies and mechanisms, revamping the village health worker programme and finding ways to address the religious and cultural practices that limit institutional deliveries.

Zimbabwe Women Resource Centre Network decries increase in maternal mortality rate



Delay in reaching a health facility increases the chance of a maternal death. Annette Breda, matron of Mucheke Clinic and GFP for Masvingo council. Photo: Priscilla Maposa

Speaking at a launch of a campaign on accelerating maternal health services provision for women at the weekend, ZWRN executive director Naome Chimbetete said the World Health Organisation (WHO) guidelines are set at 70 deaths per 100 000 and Zimbabwe's maternal mortality rate is more than 10 times higher than that at 960 deaths per 100 000.

"It is important that we as the community and coalition partners work together to reduce the maternity mortality rate by half. The maternal mortality rate in the country has been identified as a primary concern and WHO proposes a solution that addresses the maternal health delivery system at district hospital level and rural clinic level, calling for comprehensive services and basic services at these levels respectively," said Chimbetete.

Chimbetete said improvement of access to basic and comprehensive maternal health services is critical and urgent in Zimbabwe.

"Our advocacy goals and objectives are aimed at improved access to basic maternal health services at rural clinics level and district hospitals by 2014 through adequate, targeted and timely allocation of resources directed at maternal health," she said.

She said women's organisations and the ZWRN strongly believed that through adequate financing and mobilisation of support, the situation can be reversed.

Campaigners say between 1 300 and 2 800 women and girls die each year due to pregnancy-related complications, and most of these deaths are avoidable. Additionally, another 26 000 to 84 000 women and girls suffer from disabilities caused by complications during pregnancy and childbirth each year.

Minister of Health and Child Welfare Henry Madzorera said discussions are underway for all government hospitals to remove user fees so that pregnant women receive treatment for free. In Harare, maternity fees are pegged at US\$25 at council clinics.

The charges contributed to an increase of women delivering in homes as they failed to raise the fees. High user fees have been blamed for maternal deaths and complications. Apart from user fees, there are three delays identified to be contributing to pregnancy complications.

These include the delay in deciding to visit a health facility, delay in getting transport to the institution and the delay in getting assistance while at the institution. Failure to deliver under the supervision of skilled personnel is also among the reasons why Zimbabwe has recorded a high number of pregnancy-related deaths.

Source: Daily News, 23 April 2012

⁸ A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe 2005-2010.

⁹ 2010 Millennium Development Goals Status Report Zimbabwe.

¹⁰ Zimbabwe Demographic and Health Survey 2010-2011.

¹¹ Zimbabwe Demographic and Health Survey 2010-2011.



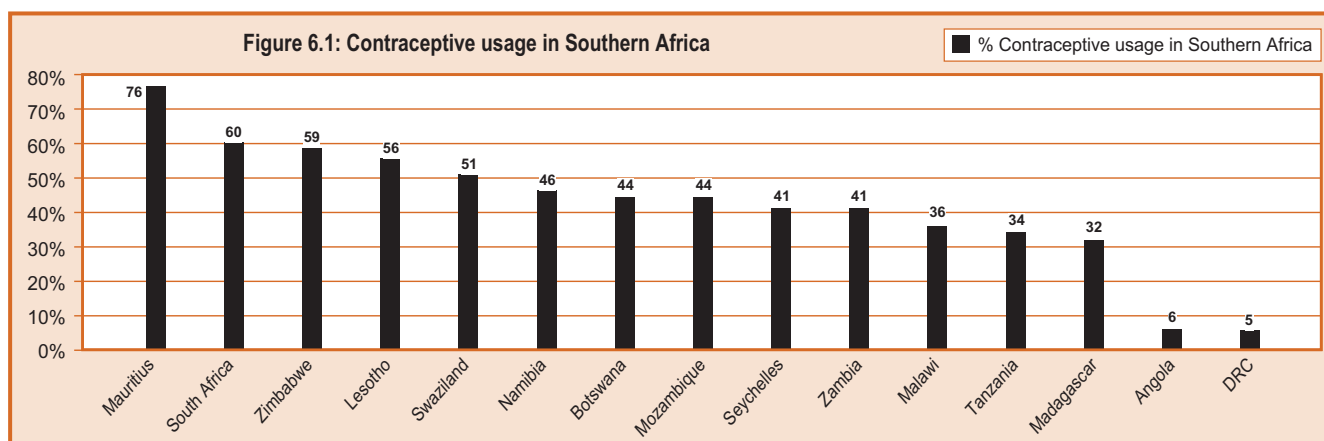
The Protocol provides for state parties to by 2015, adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care; reduce the maternal mortality ratio by 75% and ensure the provision of hygiene and sanitary facilities.

Table 6.2: Key sexual, reproductive and health indicators

Indicators	Country statistic/policy	Comment
Current maternal mortality rate (Lifetime Chance of Death from Maternal Causes (1 in how many)	960/100,000	This is an increase since two years ago when the maternal mortality was at 790/100,000.
% Births attended by Skilled Personnel	66%	The Zimbabwe 2010-2011 notes a decline from the 2005-06 ZDHS(69%) and the 1999 ZDHS (73%).
% Contraceptive use among sexually active women 20-24	45%	-
% Contraceptive use among married women	59%- any contraceptive method 57%- modern contraceptive methods	-
No of deaths annually as a result of illegal abortions	-	-
Country policy on abortion	Abortion is not legal, except in rape cases (Criminal Law Act)	Sanitation coverage trends 1990-2010 show a stagnation in improved facilities with little change in the 20-year period.
Total coverage of sanitation facilities	40% (WHO 2012)	-
Urban coverage	52% (2010)	53% in 1990.
Rural coverage	32% (2010)	35% in 1990.

Source: Zimbabwe 2010-2011 Demographic and Health Survey; A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe 2005-2010: A Call for Reducing Disparities and Improving Equity; Progress on Drinking Water and Sanitation 2012 (WHO and UNICEF).

Family Planning/Contraceptive Usage



Source: SADC Gender Protocol Barometer, 2012.

Contraception use is still low but it is improving:

Figure 6.1 shows Zimbabwe (59%)¹² is one of five SADC countries (including Mauritius, Namibia, South Africa and Swaziland) that now have contraceptive use rates of more than 50%.

Zimbabwe 2010- 2011 Demographic Health Survey report gives a similar figure of 59% of married women who use a contraceptive method, and the prevalence rate for modern contraceptive methods among married women is 57%. Only 45% of sexual active women between ages 20 - 24 use contraceptives according to the same study. The use of modern family planning methods for sexually active unmarried women is 62%.¹³ Zimbabwe has achieved nearly universal knowledge of contraception with 98% of women and 99% of men having knowledge of a contraceptive method.

There is higher contraceptive use among women with more than secondary education (67%) and women in rural areas are less likely to use contraceptive methods than women in urban areas (57% compared with 62%).¹⁴ Oral contraceptive (the Pill) is the most widely used form of modern contraception. According to the 2010-2011 Demographic and Health Survey, the use of the pill has increased from 23% in 1984 to 41% in 2010-11.

Family planning services through the public sector is the major source of contraceptives for women (73%) and women who received contraceptives from the public sector or a mission facility were able to make an *informed choice*, because they were more likely to be informed of side effects, what to do if they experienced side effects, and other methods that they could use.¹⁵

The 2010-2011 Demographic and Health Survey findings however, are similar to previous surveys showing that there has been little improvement in the contraception method mix, and public health facilities continue to be the dominant source of contraceptives, making them less available to women where public facilities do not exist.

Linking SRH and AIDS policies

Zimbabwe is in the process of drafting an integrated Sexual Reproductive Health (SRH) and HIV and AIDS policy to drive the programme delivery and funding support led by the Ministry of Health. This is in response to the need to improve the use of limited resources.

Linking sexual health, reproductive and HIV and AIDS issues would see the improvement of the uptake of services, as it reduces the frequency and costs of health related appointments while also reducing duplication of programmes and competition of scarce resources,



Awareness of contraceptive usage improves the quality of life for both women and men.
Photo: Gender Links

Strengthening the contraception method mix and the availability of information, services and contraceptives at community level can increase access to women in the rural areas and overall improve the contraceptive prevalence rate. The unmet need for family planning has remained unchanged since 2005-06 at 13% among married women. If this need is met the prevalence rate for married women would increase from 59% to 74%. However, family planning services still are not provided to girls under the age of 16 who are married under customary law which does not set a minimum age of marriage.

Less than one percent of women use the female condom as a form of contraception,¹⁶ even though there has been a visible campaign in the country to promote the female condom, Care.

The 2010-2011 Demographic and Health Survey shows an increase in the use of male condoms as a contraceptive method from one percent in 2005-06 to three percent in the 2010-11 survey.

according to the UNFPA programme analyst on HIV Prevention Services Daisy Nyamukapa.

Zimbabwe is one of the 52 African countries that signed the Maputo Action Plan in 2006 and committed itself to the goal of universal access to sexual and reproductive health and rights.

This should enhance sexual and reproductive health, contribute to reversal of the AIDS epidemic, and help to realise the Millennium Development Goals.

Adapted from The Herald, 11 July 2012

¹² Zimbabwe Demographic and Healthy Survey, 2010-2011.

¹³ Zimbabwe Demographic and Health Survey, 2010-2011.

¹⁴ 2010 Millennium Development Goals Status Report Zimbabwe.

¹⁵ Zimbabwe Demographic and Health Survey, 2010-2011.

¹⁶ Zimbabwe Demographic and Health Survey, 2010-2011.

The right to choose

Abortion is legal only in limited circumstances, and government subsidises the cost of contraceptives.

Sanitation



The SADC Gender Protocol requires that by 2015 member states ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.

The provision of sanitation and hygiene facilities is integral to improving women's health throughout the region. Poor sanitation results in increased spread of communicable diseases such as TB and malaria which women are particularly vulnerable to. Furthermore, menstruation, pregnancy, and post-natal care become increasingly difficult for women without proper hygiene and sanitary facilities, as does caring for family and community members living with HIV. According to the World Health Organization, almost one tenth of all global deaths can be avoided by providing clean drinking water, better sanitation and improving water resources management to provide reduce incidence of water-borne diseases and cases of accidental drowning.

Household sanitation is everyone's responsibility, but the reality is that women, especially those in rural areas, bear a disproportionate burden of household responsibilities. Tasks such as cooking, cleaning, care giving and caring for children are easier where there is running water. Inadequate sanitation also impacts on women and girls' personal safety. Women's risk of experiencing rape and sexual assault are reduced when toilets and water supplies are located close to home, and where they do not have to leave their homes at night to access these. Women thus have a vested interest in ensuring that there are developments in sanitation in the countries, and their energies should be harnessed to implement national and community projects to improve sanitation. Although providing hygiene and sanitation facilities are provisions of the protocol, the developments have been slow.

3D Campaign on Sanitary Wear - Deliver. Delayed. Dignity

The 3D (Deliver.Delayed.Dignity) campaign on sanitary wear is an example of implementation of Article 26 of the SADC Gender Protocol which calls on member states to ensure "the provision of hygiene and sanitary facilities and nutritional needs of women including women in prison".

For young girls the provision of sanitary wear is a basic hygiene requirement. But not all families can afford this. This is particularly so in a country like Zimbabwe which has witnessed its worst economic situation in recent years. A group of 500 young women engaged the deputy Prime Minister of Zimbabwe, Thokozani Khupe, members of parliament and stakeholders in a policy dialogue and an advocacy march held in Bulawayo on the 18th of May 2012 as part of the 3D campaign on sanitary wear which is running under the regional Young Women First initiative.

Key Challenges highlighted

- Students in tertiary institutions are resorting to using birth control pills continually, in order to avoid having their period during the semester as they cannot afford sanitary wear.
- Over 80% of the schools do not have the necessary medication to assist students suffering from dysmenorrhea (heavy bleeding).
- The high cost of sanitary wear makes it unaffordable for many women, especially young women.
- Young women and girls are missing school when they are menstruating.

A call was made for

- Budgetary allocations at family, college/school and national level.
- Free distribution of sanitary wear in schools and rural areas.

- The removal of the 15% VAT so as to reduce the market price of sanitary wear to ensure its availability and accessibility.
- Availability of youth friendly services and commodities that are able to address pre- and post-menstrual tension and discomforts.
- Government supervision on the quality control on sanitary wear.
- Medical aid schemes to provide sanitary wear as part of health commodities for students in colleges.

The deputy Prime Minister committed to:

- Presenting the sanitary wear challenges faced by women to the Council of Ministers and the Cabinet.
- Advocating for the removal of tax charged on all sanitary wear.

School heads committed to:

- Budget for sanitary wear for students.
- Ensuring effective education on safe sanitary wear and management of dysmenorrhea.

Adapted from: <http://www.safaid.net>

Coverage of sanitation facilities

Table 6.2 shows an urban coverage of sanitation facilities at 52% while in rural areas it is 32% according to the report Progress on drinking water and sanitation by WHO and UNICEF released in 2012.

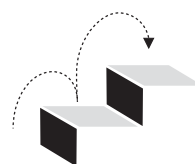
This is a backward movement compared to 1993 figures of 53% and 35% respectively.

This could be a result of infrastructure that has dilapidated over time but not replaced or rehabilitated because of the lack of resources. Zimbabwe has gone through a period of immense socio-economic challenges in the last decade which has seen social services deteriorate. However there is an upward trend as the government is working to improve social services.

Costing and gender budgeting

In the 2012 National Budget, US\$10 million has been allocated for maternal and child health care in the Ministry of Health and Child Welfare's budget. A multi-donor pooled fund, Health Transition Fund (2011-2015) has also been established. One of the aims of the fund (US\$435,336,586 total for the five-year period) is to reduce maternal and child mortality through abolishing user fees (ranging from US\$3 to US\$50) and supporting high impact interventions and strengthening the health system.¹⁷

To achieve the MDGs, it is estimated that Zimbabwe should be spending at least \$US34 per capital per annum on health, the minimum amount required to provide an essential package of health services. In 2009, the revised budget allocation, including donor contributions, was about US\$7 per capital per annum on health.¹⁸

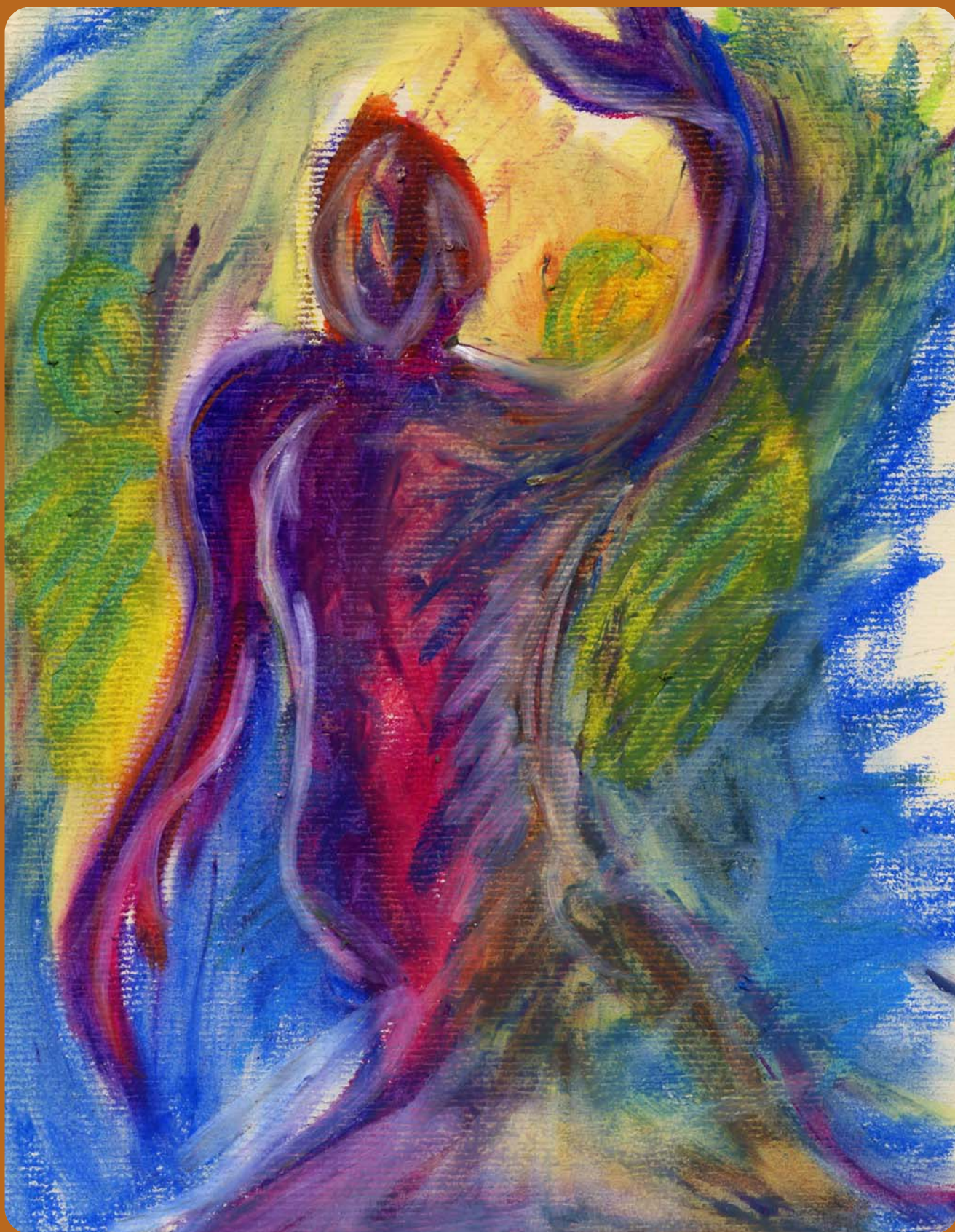


Next steps

- Promotion of sexual and reproductive rights: Sexual and reproductive rights should be integrated into school curricula.
- There is a need to scale up research at the national level: More and better research is needed at the national level to inform the development and revision of policies and programmes that address the sexual and reproductive health needs of women in vulnerable situations. This includes prisons, internal displacement camps, refugee camps, as well as sex workers, elderly women and women with disabilities.
- Involve women in sanitation programmes: There should be greater involvement of women in sanitation programmes. Because women benefit the most from improved sanitation, their involvement is important for programme success and sustainability.
- Rehabilitation of sanitation facilities in both urban and rural areas should be a national priority.
- Affordable and accessible quality health care should be a primary goal of the country in the face of rising maternal mortality. The abolishment of user fees; investment in enlarging the pool of trained midwives; and extensive multi-media public education campaigns to address the delays and factors that keep women from obtaining antenatal care are just a few of the strategies needed in the coming two years to reduce the numbers of women dying.
- The country also needs to expand the family planning coverage and to promote a more diverse contraception method mix that is available at a wider range of health facilities and clinics across the country.
- Investment in basic infrastructure to improve water and sanitation facilities in urban and rural areas is critical to ease the domestic burden on women and to improve the quality of life of women and their families.

¹⁷ Health Transition Fund, A Multi-donor Pooled Fund for Health in Zimbabwe, Ministry of Health and Child Welfare, October 2011.

¹⁸ Health Transition Fund, A Multi-donor Pooled Fund for Health in Zimbabwe, Ministry of Health and Child Welfare, October 2011.



"Anita"

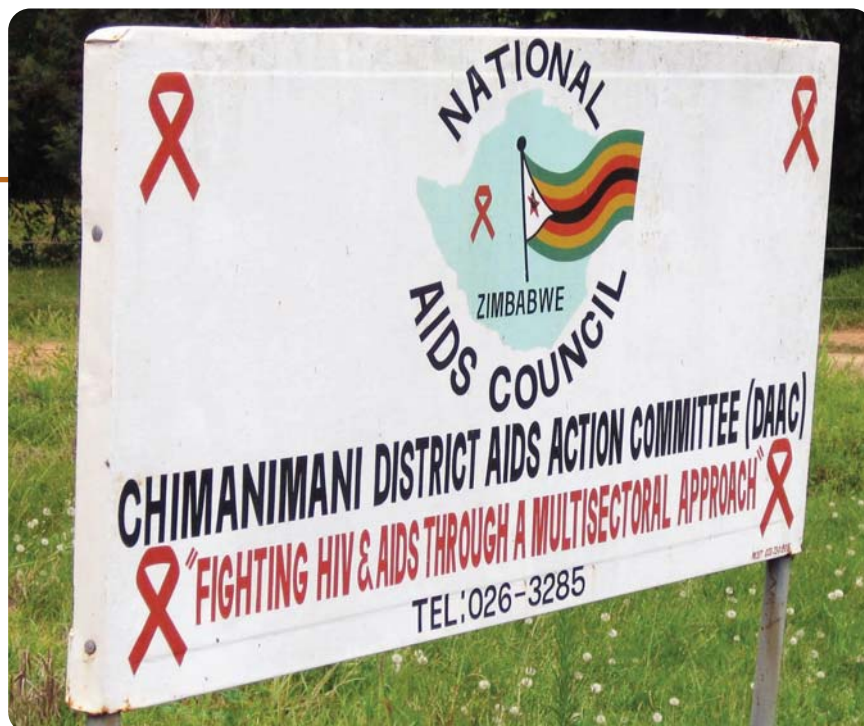
Anushka Virahsawmy



CHAPTER 7

HIV and AIDS

Article 27



Promoting a multi-sector approach to addressing HIV and AIDS in Chimanimani District.

Photo: Susan Tolmay

KEY POINTS

- The SGDI for the HIV and AIDS sector is 72% compared to the citizen score of 75%. The higher scored by citizens could be attributed to visible efforts by government and other stakeholders on prevention programmes and improving access to treatment.
- Females however rated government performance lower at 71%, compared to males' score of 79%. This could be because women are disproportionately affected by HIV and AIDS and have a higher prevalence rate compared to men.
- The country has made commendable strides in reducing the overall HIV prevalence now estimated at 17.7%
- But, the gender inequalities that fuel the pandemic are still evident in that 54% of those living with HIV are women. The Zimbabwe Accelerated Country Action for Women, Girls, Gender Equality and HIV(2011-2015) seeks to address the gender dimensions of the pandemic.

Table 7.1 SGDI and CSC scores for HIV and AIDS

	SGDI	CSC
Scores	72%	75%
Ranks	3	1

The SGDI score is 72 % compared the CSC score at 75 % .The SGDI measures comprehensive knowledge on HIV and AIDS, the proportion of women living with HIV as a proportion of the total and HIV positive women receiving Prevention of Mother to Child Transmission PMTCT. Zimbabwe is ranked number one in the region based on CSC score - perhaps for its efforts to curb new HIV infections.

Females however rated government performance lower at 71%, compared to males' score of 79%. This could be because women are disproportionately affected by HIV and AIDS and have a higher prevalence rate compared to men.

The SGDI, based on empirical data, ranks Zimbabwe number three in the SADC region. The SGDI however does not look at some qualitative issues featuring in the SADC Gender Protocol such as the recognition and the physical and psychological welfare of care givers, of whom most are women.

Background

The human face of HIV and AIDS in Zimbabwe disproportionately continues to be that of women and young women. Gender inequalities, patriarchal and cultural norms and attitudes and gender-based violence increase women's vulnerability to HIV infection. Inter-generational relationships, sexual violence and early marriages within some religious sects increase the HIV risk of adolescent girls and young women (15-24).

Also, women still are unable to negotiate safer sex, even within marriage. The National AIDS Council reports that married women in Zimbabwe increasingly have become more vulnerable to HIV infections. And, women continue to carry the burden of providing care to their husbands, children, relatives, community members and orphans. Women constitute more than 95% of the care givers involved in home-based care in Zimbabwe.¹ The Criminal Law (Codification and Reform Act) protects women from sexual abuse and criminalizes marital rape and the wilful transmission of HIV and AIDS. The country

also has put in place the Zimbabwe Operational Framework on Women, Girls, Gender Equality and HIV (2011-2015) to complement the Zimbabwe National AIDS Strategic Plan II (2011-2015) and to provide direction in making HIV programming more responsive to the needs of women and girls, especially marginalised women - sex workers, migrant and internally displaced women, women living in informal settlements, cross border traders, women and girls with disability and adolescent girls.

This framework, known as the Zimbabwe Agenda for Accelerated Country Action for Women, Girls, Gender Equality and AIDS (ZAACA), has five outcomes:²

- Access to comprehensive HIV prevention, treatment, care and support services for women and girls.
- HIV integrated into sexual and reproductive health and other health and social services.
- Women and girls empowered to drive the transformation of social norms and power dynamics with the engagement of men and boys working for gender equality in the context of HIV.
- Developing a research agenda to gather evidence for better planning, programming and implementation of programmes.
- Resource mobilisation for the implementation of ZAACA.

The Ministry of Health also is spearheading the development of a comprehensive Sexual and Reproductive Health and HIV and AIDS policy.



Women continue to be disproportionately continue to be affected by HIV and AIDS. Female nurse attending to a woman at a local clinic in Zimbabwe. Photo: Gender Links

¹ Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) 2009.

² Zimbabwe Accelerated Country Action for Women, Girls, Gender Equality and HIV, A call for action, 2011-2015.



The Protocol requires that by 2015 state parties shall develop gender sensitive strategies to prevent new infections, taking account of the unequal status of women, and in particular the vulnerability of the girl child as well as harmful practices and biological factors that result in women constituting the majority of those infected and affected by HIV and AIDS.

Table 7.2: Key Gender, HIV and AIDS Indicators

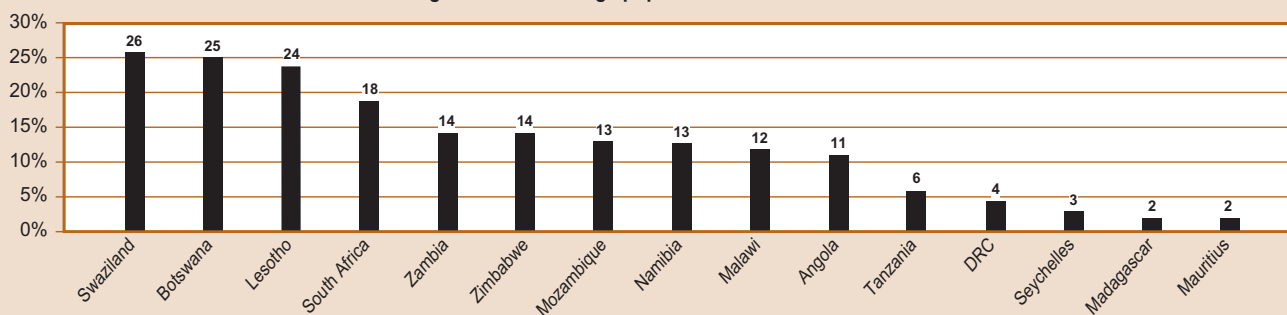
	% women	% men
Extent of comprehensive knowledge on HIV and AIDS	*55.9%	52.8%
HIV infection	53.9%	46.1%
% of women and men ever tested	59.7%	38.6%
On ARV treatment	-	-
Pregnant women counselled and tested for HIV during antenatal care	59.1%	-
HIV positive pregnant women receiving treatment to mitigate against PMTCT	**85.7%	

Zimbabwe Demographic and Health Survey 2010-2011; PMTCT data provided by National AIDS Council of Zimbabwe.

* This figure is different from the 2012 SADC Gender Protocol barometer which used the MDG 2012 report which puts proportion of women with comprehensive knowledge of HIV and AIDS at 72%.

** The percentage provided on PMTCT is revised from the 98.1% provided by the National AIDS Council for the SADC Gender Protocol Barometer. The estimates provided for PMTCT are based on single-dose therapy.

Figure 7.1: Percentage population infected with HIV



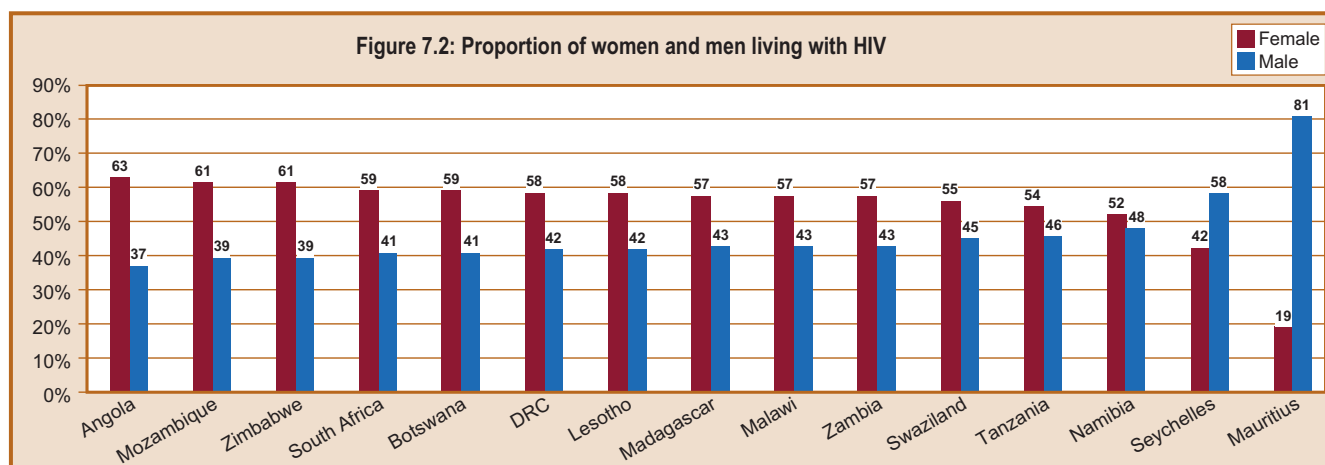
Source: 2012 SADC Gender Protocol Barometer.

HIV and AIDS prevalence in Zimbabwe has been on a downward trend from 27 % in 1997 to just more than 14 % in 2010. This has been a result of collective efforts by government and civil society to combat new infections through awareness campaigns. However the Zimbabwe Demographic Health Survey for 2010-2011 has a slightly higher prevalence registered at 17% slightly more than the figure given by UNAIDS 2010 report.

Mauritius has the lowest rate of infection compared to the rest of the SADC countries. The country, together with Seychelles and Madagascar, all have prevalence rates of 3% or less. Unlike the other SADC countries, the Indian Ocean islands have epidemics classified as concentrated. This means they are largely concentrated among groups such as injecting drug users, sex workers, prisoners and sexual minorities, as well as seafarers.³ Four of the 15 countries have an HIV prevalence rate of more than 15%, while four countries have a prevalence rate of 4% or less.

³ UNAIDS 2010 Progress Report.

Proportion of women living with HIV and AIDS



Source: 2012 SADC Gender Protocol Barometer.

Figure 7.2 shows that women comprise a share of 54% of those living with HIV and AIDS in Zimbabwe.

UNAIDS commends Zimbabwe's progress in responding to AIDS

UNAIDS Executive Director Michel Sidibé met President Robert Mugabe and Prime Minister Morgan Tsvangirai on the sidelines of the inaugural meeting of the GlobalPOWER Women Network Africa held in May 2012 to discuss the country's progress with its AIDS response. In separate meetings, they reviewed Zimbabwe's success in mitigating the impact of HIV and opportunities to further the country's response.

Sidibé commended the collective efforts made by the Zimbabwean government for having maintained community engagement and service provision to expand access to HIV prevention and treatment services during a difficult period. "The government of Zimbabwe's support for the national AIDS response bridges parties and portfolios," said Mr Sidibé. "This has resulted in a significant reduction of adult HIV prevalence and a steady decline in the number of new HIV infections."

Zimbabwe has achieved one of the sharpest declines in HIV prevalence in southern Africa, from 27% in 1997 to just more than 14% in 2010. With 10 times fewer resources for AIDS per capita than other countries in sub-Saharan Africa, Zimbabwe has expanded coverage of antiretroviral treatment among adults from 15% in 2007 to 80% in 2010. At the end of 2011, nearly half a million people in the country were receiving lifesaving HIV treatment and care.



From left: Thokozani Khupe Zimbabwe Deputy Prime Minister sitting next to Michel Sidibé, UN AIDS Executive Director, during the Global Power Women Network meeting, May 2012.
Photo: iZivisoMag.com

President Mugabe and Mr Sidibé discussed country ownership and shared responsibility, highlighting the importance of African countries to contribute greater domestic resources to complement the investments from international partners. President Mugabe agreed to support the agenda for country ownership and shared responsibility with other African heads of state at the Africa Union Summit in Lilongwe, Malawi.

Boosting domestic AIDS investments

In a separate meeting with Prime Minister Morgan Tsvangirai, Sidibé lauded the success of Zimbabwe's AIDS levy, a tax on income to increase domestic resources for the national HIV programme. This innovative approach has enabled Zimbabwe to diversify its domestic funding for its AIDS response, raising an estimated \$26-million in 2011. This year the levy is expected to raise \$30-million.

Zimbabwe's AIDS levy is an excellent example that demonstrates how to generate domestic resources to maintain and own their national AIDS responses "The Zimbabwe AIDS Levy is an excellent example that demonstrates to other African countries how to generate domestic resources to maintain and own their national AIDS responses," Sidibé said. "I encourage the Government of Zimbabwe to explore how this initiative could be expanded to tap into the informal sector to boost the resources of the trust fund."

An important focus of the national AIDS response in Zimbabwe is the elimination of new HIV infections among children and keeping their mothers alive. The number of sites providing services to prevent mother-to-child transmission of HIV has nearly doubled in recent years from 920 in 2008 to 1,560 in 2010. According to the 2011 Global HIV/AIDS response progress report, an estimated 86% of HIV-positive pregnant Zimbabwean women received antiretroviral prophylaxis in 2010, compared with only 17% in 2008.

Commenting on Zimbabwe's progress in this key area, Tsvangirai said more work remained ahead in the national AIDS response. "There is improvement in Zimbabwe when it comes to AIDS, but we still have many challenges and need to closely collaborate with the international community," he said. "Zimbabwe needs to recognise and build on the encouraging progress we made so far."

While applauding the government's commitment to eliminate new HIV infections among children and

keeping their mothers alive by 2015, Sidibé encouraged the Prime Minister to take additional measures to protect the health and rights of women and girls.

"Zimbabwe's constitution-making process presents unprecedented opportunities to revisit laws to better protect women and girls," said Sidibe. "The government should consider amending the legal age of marriage for girls from 16 to 18, which is the age of majority in Zimbabwe."

Sidibe further emphasised the importance of an inclusive AIDS response that ensures the provision of life-saving services to all people, including sex workers, people who use drugs, mobile populations and men who have sex with men.

Sidibe visited Epworth Polyclinic, which is one of the 1,560 facilities in the country that provide integrated maternal and child health services, including antenatal care, HIV counselling and testing, PMTCT interventions, early infant diagnosis, immunisation, reproductive-health counselling and nutritional support. The clinic also promotes male involvement through its partnership with Padare, a social practice that brings together traditional and local leaders, grandfathers, fathers, uncles and brothers to discuss issues related to gender equality and HIV prevention, including among children.

During the visit to the Epworth Polyclinic, Sidibé said it was evident that Zimbabwe was facing major challenges. "But what I am seeing today is a bold example of how you have united to establish community-centred services that integrate health, nutrition and social aspects. This kind of partnership which is not limited only to the international community at the top, but also with communities at the household level can bring about radical change."

Source: <http://www.unaids.org/en/resources/presscentre/featurestories/2012/may/20120528fszimbabwe>

Treatment



The Protocol requires State Parties to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.

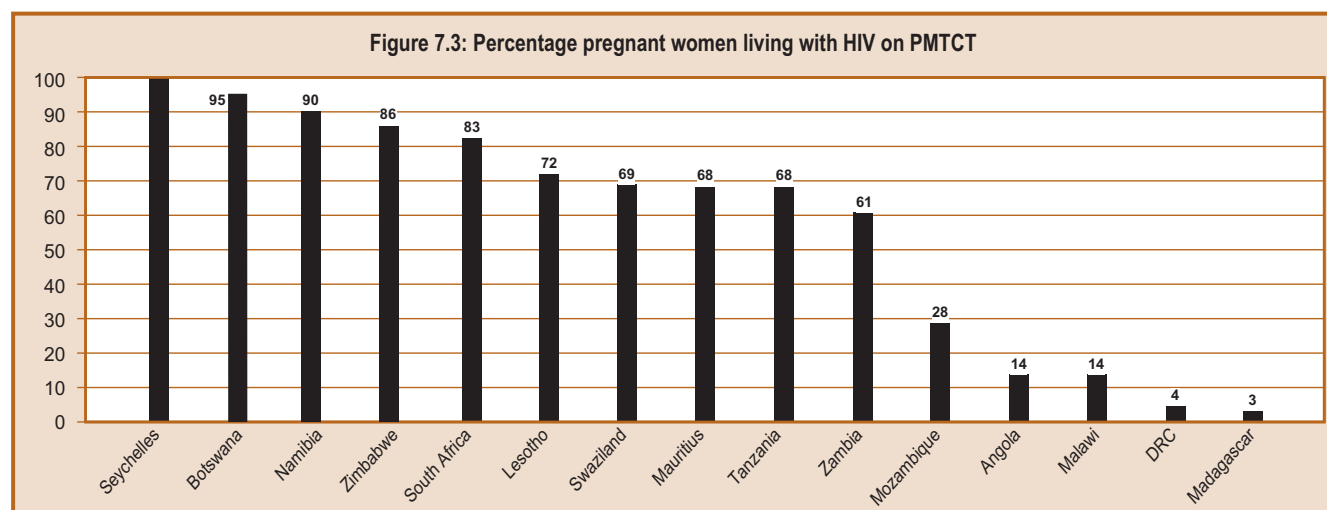
Zimbabwe comes fourth in providing access to PMTCT at 85.7%: Across the SADC region coverage ranges from 3% to around 100%, with the lowest percentages in DRC and Madagascar. The highest

percentages are found in Seychelles, Botswana and Namibia where 100%, 95% and 90% respectively, of HIV positive pregnant women receive treatment to mitigate against PMTCT.

In the regional 2012 SADC Gender Barometer, data provided by the National AIDS Council earlier in 2012 estimated 98.1% HIV positive pregnant women receiving PMTCT, which ranked the country at number 2 for this

indicator. At the end of 2011, however, according to data provided by UNAIDS, the percentage of HIV positive pregnant women receiving treatment to mitigate against PMTCT using single-dosage therapy stood at 85.7%.

PMTCT



Source: 2012 SADC Gender Protocol Barometer.

While Zimbabwe has not reached the goal of universal access to HIV and AIDS treatment, the Zimbabwe MDG 2010 Status Report indicates that the country has increased the coverage of HIV counselling and testing services, and has improved the quality of PMTCT services and mobilised communities to support and use these services. Figure 7.3 shows that the percentage of women living with HIV on PMTCT is 98%. PMTCT services in the country have expanded from a three-site pilot in 1999 to over 1,560 health facilities, the majority (940) of which are comprehensive sites.⁴

Some 59% of pregnant women are counselled and tested for HIV during antenatal care.⁵ The country also has strengthened local production of HIV and AIDS-related medication.⁶

In 2007 the Government of Zimbabwe attempted to increase treatment provision through public-health sector facilities with the aim of reaching at least 140 000 people by the end of the year. However, it was not until 2008 that this target was reached. According to estimates, only about 55% of the almost 600 000 people in urgent need of life-prolonging antiretroviral treatment were receiving it in 2010.⁷ According to the latest WHO guidelines (2010) only one third of HIV positive patients in need of treatment are receiving it.

A number of policy documents, including *Guidelines for Antiretroviral Therapy in Zimbabwe (2005)*, *Zimbabwe National Guidelines on Testing and Counselling*, *National Behaviour Change Strategy for Prevention of Sexual Transmission of HIV (2006-2010)* and the National Plan of Action for Women, Girls and HIV and AIDS, all allude to the importance of PEP when citizens find themselves at risk of HIV exposure and infection. The *Guidelines for Antiretroviral Therapy* clearly outlines the procedure for PEP administration. However, policy guidelines are silent on PEP for non-occupational exposure (rape and sexual abuse), as PEP drugs and services remain mostly available for health personnel.⁸

Generally, there is lack of knowledge about the benefits and availability of PEP by women and girls in the country. There are also various barriers to women effectively receiving PEP. Although there is no recognised time guideline, it is generally encouraged that PEP should be administered 24-36 hours after possible exposure to HIV through rape or unprotected sex. In rural areas, this is not always possible due to travel distances and lack of transport infrastructure. Furthermore, women may lack financial means and information about how and where to obtain PEP. They may also fear reporting the assault or seeing health-care professionals because of the risk of stigmatisation faced by rape victims.

⁴ Comprehensive sites offer both HIV testing and antiretrovirals. A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe, 2005-2010: A Call for Reducing Disparities and Improving Equity, UNICEF, Government of Zimbabwe.

⁵ Zimbabwe Demographic and Health Survey, 2010-2011.

⁶ 2010 Millennium Development Goals Status Report, Zimbabwe.

⁷ Medecines Sans Frontieres, 2010.

⁸ ZWRN, 2009.



The Protocol requires Member States to develop and implement policies and programmes to ensure the appropriate recognition of the work carried out by care givers, the majority of whom are women, to allocate resources and psychological support for care givers as well as promote the involvement of men in the care and support of people living with AIDS.

In 2010, inspired by Article 27(c) of the SADC Protocol on Gender and Development, Gender and Media Southern Africa (GEMSA) and VSO-RAISA developed the *Making Care Work Count Policy Handbook*. The objectives of the handbook include to influence the development, adoption, implementation and enforcement of policy frameworks that promote the recognition and support of care providers in the context of HIV and AIDS, and to promote public engagement on care work related issues.

The handbook proposes six principles that need to inform care work policies:

- **Remuneration:** People doing the work of government have a right to be financially rewarded.
- **Logistic and material Support:** It is imperative that care providers are provided with care kits as well as other support, such as uniforms for identification, bicycles, food packs, monthly monetary allowances, soap, free medical treatment, financial support for income generating projects, raincoats, umbrellas, agri-

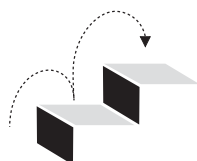
cultural inputs, stationery and transport allowances, among others, to provide quality care.

- **Training and professional recognition:** Protocols on training and accreditation should be developed through a governing body within the country to regulate and standardise the training.
- **Psychosocial support:** Care for care providers should be prioritised with psychosocial support programmes developed and provided to care providers.
- **Gender equality:** The gender dimensions of HIV should be recognised and catered for.
- **Public private partnerships:** There is a need to advocate for stronger public private partnerships in the delivery of Primary Health Care (PHC) services through Community and Home Based Care (C&HBC) programmes.

Table 7.3 outlines progress on policy and legislative initiatives to regulate care work in Zimbabwe based on information available to researchers at the time of writing.

Table 7.3 Progress in addressing care work in Zimbabwe

ISSUE	PROGRESS
Remuneration	A draft stand alone policy is now in place. Government recommends communities mobilise funds for care giver costs. Consideration is being given around the extent to which the National AIDS Levy can be used to fund remuneration of care givers.
Logistical and material support	Despite an advanced policy outlining provision of sufficient materials and equipment, access to these is limited. Fundraising is underway and an entity has been identified to purchase home-based care kits.
Training and professional recognition	A training package exists that covers: training of trainers, nutrition and other areas. National package includes treatment support for clients and handbooks for participants in two of the major national languages. Progress hampered by funding shortages.
Psychological support	The new CHBC guidelines recognise that care givers need appropriate psychosocial support to prevent stress and burn out. Care workers are benefitting from this where available; access is not guaranteed for all care givers.
Gender equality	No policy. However, in 2010 men's involvement in care work stood at 19%. In addition, there was training of children - with the assistance of international organisations - in order to ensure the safety of children forced to care for sick adults.



Next steps

- Mobilising funds for the implementation of the strategies within ZAACA and the Health Transition Funds will help the country to address the gender dimensions of the HIV and AIDS pandemic and the high rate of maternal mortality.
- There is an urgent need to quantify the contribution of care work
- A stand alone care work policy should be put in place accompanied by tangible actions to reduce the burden of care – this should include community mobilisation, private sector engagement and male involvement.
- Encourage traditional leaders to help promote change.



"Nicole"

Anushka Virahsawmy



CHAPTER 8

Peace building and conflict resolution

Article 28



Theresa Makoni, Minister of Home Affairs for Zimbabwe signing peace pledge during the 50/50 launch hosted by Women in Politics Support Unit (WIPSU) in Harare, August 2011.
Photo: Trevor Davies

KEY POINTS

- Citizens scored their country's performance in the peace building and conflict resolution area at 53%, which places the country at number 9 out of the 15 SADC countries. Male citizens were more generous as they gave a score of 62% compared to 45% by women. The political and socio-economic instabilities experienced in the last decade could have influenced the score as these compromised women's security.
- Zimbabwe's security service legislation contains no special provisions for gender equality or the use of affirmative action for the recruitment of women.
- The country is not a signatory to UN Resolution 1325.
- Women's representation in top decision-making positions in the security sector remains below 30%; gender parity has only been reached at the level of Assistant Commissioner within the Zimbabwe Prisons Services, and one of the Co-Ministers of Home Affairs is female.
- The Zimbabwean police force continues to exceed the United Nations Department of Peace-keeping Operations recommendation of at least 10% female representation; 18% of the peacekeepers from the police have been women.
- Several civil society groups are working on peace and reconciliation initiatives at the community level.

Table 8.1 SGDI and CSC scores for peace and security

	SGDI	CSC
Score	N/A	53%
Rank	N/A	9

There is no SGDI score for this sector as information is currently limited. Zimbabwe got a citizens score of 53 % which places the country at number 9 out of the 15 countries in the region. Male citizens scored their government 62% compared to a low 45%

rating by women. Scoring on this sector could have been influenced by various factors including representation of women in the peace and security forces.

Background

Zimbabwe's security legislation does not use gender specific language, nor do the Acts include special measures to advance gender parity. The country's proposed draft Constitution also does not make any provisions for gender balance in the security sector.

The majority of the top decision-makers in the Security Sector in Zimbabwe are males. Only one woman is at

ministerial level as one of the Co-Ministers of the Ministry of Home Affairs. And a female is the Minister of State in the Prime Minister's Office for the Organ on National Healing. This Organ is responsible for the issues of peace and reconciliation in the country.

Women's representation in senior positions within the National Army, Air Force, Police and Prison Services is still far below 30% due to the absence of special measures and specific policies to increase the recruitment and promotion of women to top positions within the sector. Gender parity has only been reached at the level of Assistant Commissioner, the second highest level after Commissioner, within the Zimbabwe Prison Services.



The Protocol calls on State Parties to ensure that, by 2015, women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes by 2015 in accordance with United Nations Security Council Resolution 1325 on Women, Peace and Security.

Women representation in the security sector

Tables 8.2; Table 8.3; Table 8.4 and table 8.5 give an overview of women's representation in the security sector.

Table 8.2: Representation of women in the Zimbabwe National Army

Rank	% women
Lieutenant General	0
Major General	0
Brigadier General	0
Colonel	6.6
Lieutenant Colonel	5.9
Major	3.8
Captain	2.7
Lieutenant	17.0

Source: Ministry of Defence (2008) cited in Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

Table 8.3: Representation of women in the Air Force of Zimbabwe

Rank	% women
Air Marshal	0
Air Vice Marshal	0
Air Commodore	0
Group Captain	4.76
Wing Commander	12.5
Squadron Leader	8.57
Flight Lieutenant	16.03

Source: Ministry of Defence (2008) cited in Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

Table 8.4: Women in the police

Rank	% women	% men
Deputy Commissioner	25	75
Senior Assistant Commissioner	18	82
Assistant Commissioner	18	82
Chief Superintendent	17	83
Superintendent	15	85
Chief Inspector	10	90
Inspector	9	91
Total in Senior Positions	11	89

Source: Zimbabwe Republic Police (2007) cited in Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

Table 8.5: Women in the Prison Services

Rank	% women	% men
Assistant Commissioner	50	50
Chief Superintendent	6	94
Superintendent	19	81
Chief Prison Officer	14	86
Principal Prison Officer	17	83
Total in Senior Positions	17	83

Source: Zimbabwe Prison Service, 2007 cited in Combined Report of the Republic of Zimbabwe in Terms of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.

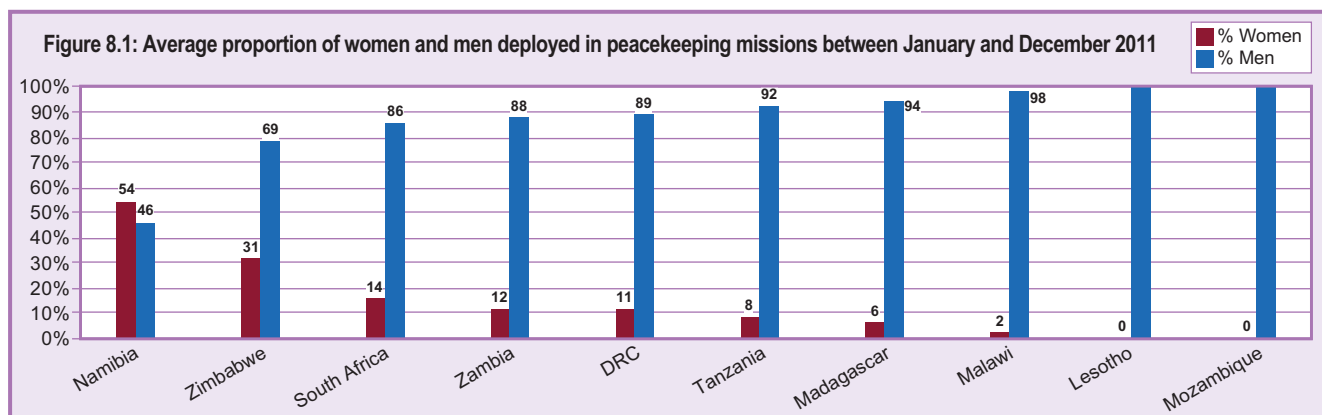
The Zimbabwe Republic Police (ZRP) has notably made strides to include female police officers in its contingents participating in United Nations Peacekeeping operations. When the first ZRP peacekeepers participated in the mission to Angola in 1993, there were no females among the 25 police officers sent. However, by 2012, some 189

female police officers out of 1063 officers from the ZRP have participated in peacekeeping missions.¹

The first female police officer deployed on a peacekeeping mission was in 2000 to East Timor. Women

police officers have since participated in missions in East Timor, Sierra Leone, Kosovo, Sudan, South Sudan, Liberia and Darfur. Liberia has had the highest number of ZRP female peacekeepers (70), followed by Kosovo (31), East Timor (28), Sudan (25) and South Sudan (21).²

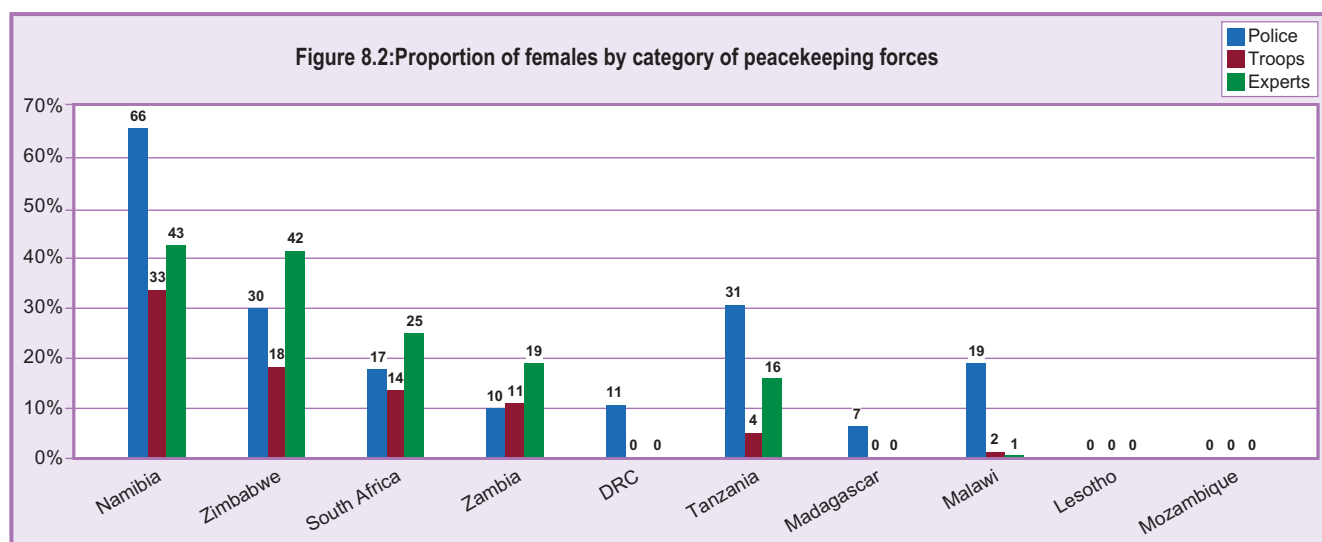
Peacekeeping



Source: Calculated from UNDPKO 2011 monthly statistics.

Figure 8.1 shows that women in the Zimbabwean security forces participate or are sent on peacekeeping missions in conflict countries in SADC or anywhere in the world. The country ranks second in the region with a proportion of 31%. Of the eight countries where data could be obtained, Namibia, Zimbabwe and South Africa deploy the greatest proportion of women on peace-

keeping missions. Six countries (Zambia, DRC Malawi, Namibia, South Africa and Zimbabwe) attained or exceeded the UNDPKO recommendation of at least 10% female representation when deploying peacekeepers. This still falls short of the SADC Gender Protocol target of at least 50% target of women in the peacekeeping forces.



Source: Calculated from UNDPKO Monthly Statistics for Peace missions 2011.

Figure 8.2 shows that overall most women who are sent on peace keeping missions are from the police force or are experts in their areas. Only a few are engaged in

combat. In Zimbabwe in 2011, 42% of women peacekeepers were experts, 30% were from the police while a mere 18% were in the troops.³

¹ Zimbabwe Republic Police: Women Police Officers Contribution to the United Nations Peacekeeping Operations, PGHQ Training, July 2012.

² Zimbabwe Republic Police: Women Police Officers Contribution to the United Nations Peacekeeping Operations, PGHQ Training, July 2012.

³ UNDPKO- January - December 2011.

Zimbabwe's female police peacekeepers duties while on peacekeeping missions have included training and advisory services to local police officers in the various mission areas; community and gender policy; criminal investigations advisers, including the investigations of rape and providing counselling to rape survivors; and, they have held middle and top management positions. Of the police women who have been deployed on peacekeeping missions, only seven, all of whom were

in Sudan, have received extensive gender training as related to community policing issues. The seven served as Community Policing and Gender Officers during their missions.

Many of these duties emphasize the role women play in achieving the multi-dimensional mandates of peacekeeping operations, particularly their work with female survivors of all forms of gender-based violence.

Zimbabwe: Peace and security working group takes off

Following a gender sensitisation workshop the Women's Coalition of Zimbabwe (WCoZ) formed a Peace and Security Sector under the auspices of the SADC Gender Protocol Alliance Gender, Peace and Security cluster, led by the Institute of Security.

Since then the organisation has monitored the implementation of the Global Political Agreement (GPA) by engaging with key ministries which spearhead these reforms, as well as through monitoring the media on how reforms are being addressed. One of the key reforms has been focusing on mainstreaming gender within the police sector and other security sectors in a bid to promote peace and dialogue towards protecting women's rights in a politically tense situation.

WCoZ uses the SADC Gender Protocol, with particular reference to Article 28 on peace building and conflict

resolution, to monitor progress in the sector in general as well as the GPA. This includes achievements such as ensuring gender equality in peacekeeping missions to countries in conflict on the continent and beyond. A lot of work still needs to be done to ensure that women are also promoted to high ranks in the security sector.

Since the February 2011 workshop featured in last year's Barometer, WCoZ has engaged key female officers from the security sectors including senior policymakers in the Ministries of Defence, Home Affairs, Women Affairs, and Gender and Community Development, in a bid to have a deeper understanding of the gender inequalities in the security sector, and to be able to develop common positions on protecting women in times of conflict.

There are challenges because Zimbabwe is a country in political transition and civil society organisations such as WCoZ are not always trusted by those in the security sector. In addition, patriarchal attitudes towards advancing women's rights are always a hindrance.

These challenges are mitigated through the establishment of strategic partnerships with think tanks involved in security sector transformation, including the Centre for Defence Studies at the University of Zimbabwe.

Outputs are documented in workshop reports, a communiqué on addressing the security sector's commitment to gender equality and newspaper cuttings about the security sector and gender equality.

It is hoped that the initiative, which is still in its infancy, will



Sifiso Dube (left), GL Local Government and Gender Justice Manager and Tafadzwa Muropa, WCoZ lead programme officer for Peace and Security, working on a strategy document in August 2011 in Zimbabwe. Photo: Trevor Davies

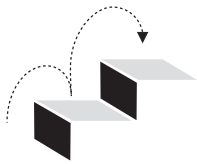
lead to a strong and strategic partnership between WCoZ and senior policymakers in the security sector and other ministries.

The next steps required include:

- Ongoing engagement between WCoZ and senior policy makers in the security sector and the Centre for Defence Studies on a quarterly basis;
- Ongoing media monitoring;
- Research work on the status of women in the security sector in Zimbabwe;

- Developing policy briefs;
- Information sharing with women in the SADC region under the SADC Gender Protocol Alliance;
- Regional policy engagement with the SADC Organ on Politics, Defence and Security and SADC Gender Unit, facilitated by Gender Links on a bi-annual/quarterly basis if funds permit.

It is possible to replicate this initiative in other SADC countries. Similar working groups have already been established in DRC, Madagascar and Malawi.

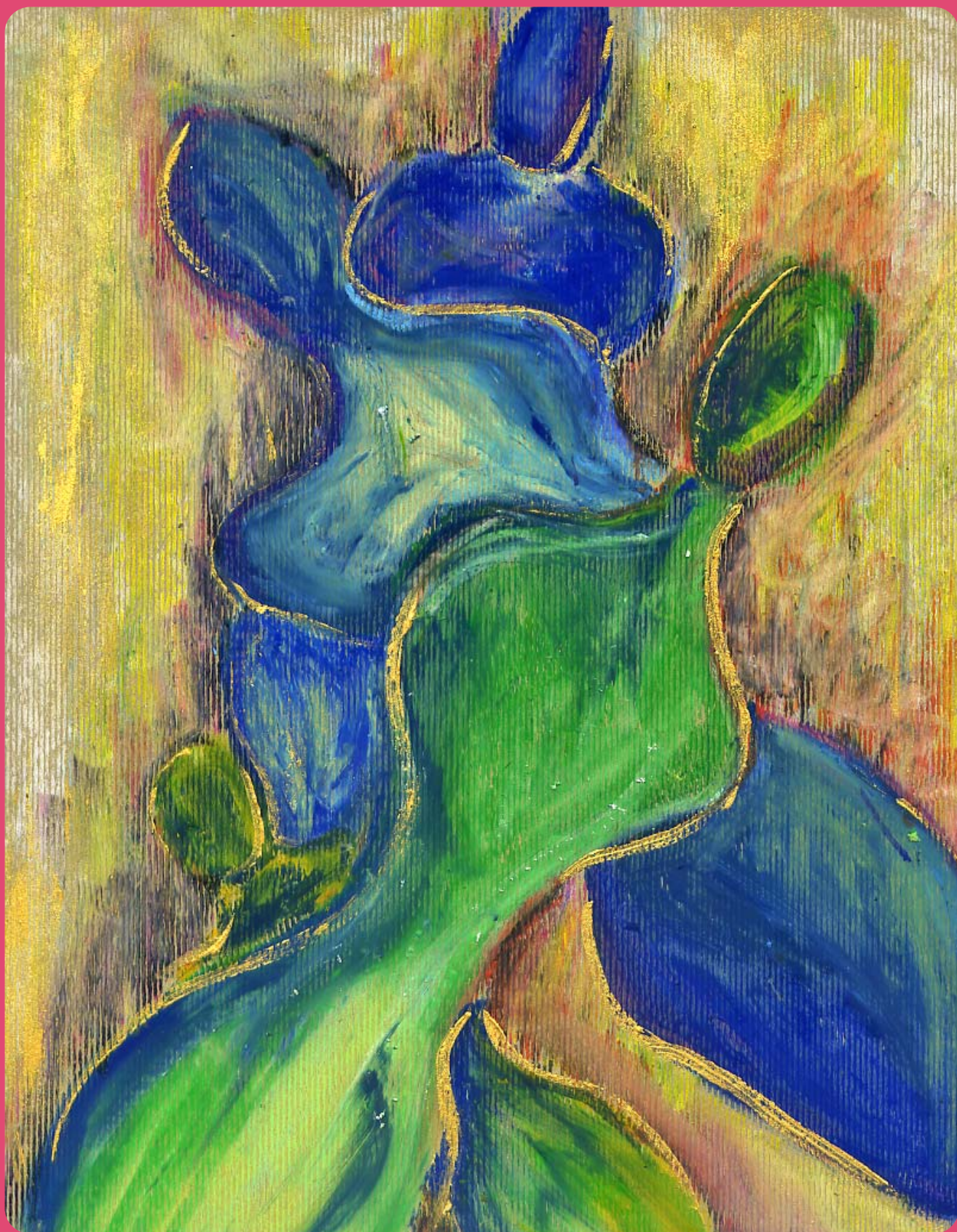


Next steps

- Gender, peace and security is still a developing issue in Zimbabwe which requires more research to under-

stand the various actors in both the security sector and within non-governmental organisations.

- Young women have developed peace networks, broadening the frame of GBV to include violence against women and girls during national governance processes, such as elections.
- The sustainability and scope of these initiatives needs to be explored and documented.



"Growing up"

Anushka Virahsawmy



CHAPTER 9

Media, information and communication

Articles 29-31



Making every voice count. Themba Dube, journalist with Radio Dialogue, interviews women at the Gender Justice and Local Government Summit. Photo: Tapiwa Zvaraya

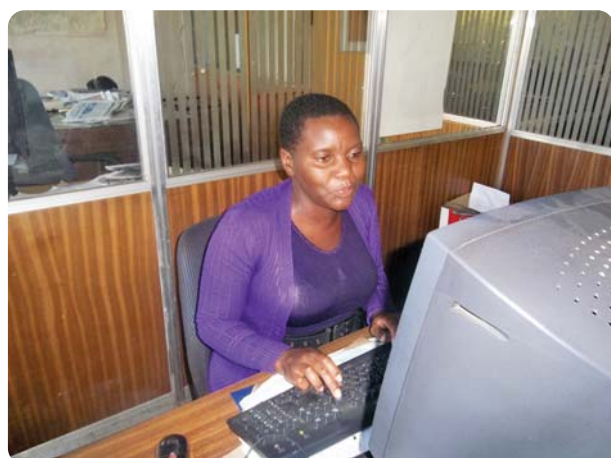
KEY POINTS

- Media exposure remains low in Zimbabwe with only 8 percent of the female respondents and 17 percent of the male respondents in the 2010-2011 Zimbabwe Demographic and Health Survey having exposure to newspapers, television and radio at least once a week.
- Issues of gender equality and women's empowerment are slowly becoming issues on the media's news agenda.
- The adoption of gender-responsive editorial policies in media houses participating in the Gender Links' Centres of Excellence for Gender Mainstreaming in the Media is an important step towards improving the quality of coverage of issues on gender equality and women's empowerment.
- Zimbabwe's constitution-making process has dominated the media's news agenda and the majority of those speaking on the process are men.
- Women form only 16% of news sources in Zimbabwe according to the Gender and Media Progress Study (2010), 1% up from the Gender and Media Baseline Study (2003) where women were 15% of news sources.

Table 9.1: SGDI and CSC scores for media, information and communication

	SGDI	CSC
Scores	51%	58%
Ranks	13	7

Zimbabwe with 51% SGDI score is number 13 in the region on the media sector. However citizens were more generous and gave a high score of 58% placing the country at number 7. The SGDI score incorporates the proportion of women within the media as employees, on boards of directors and in management. It also includes the proportion of women lecturers and students in media training institutions and the proportion of women news sources in media content.



Ruth Butaumocho. The Herald Entertainment Editor at work in the Herald newsroom.
Photo: Gender Links

However the CSC captures other qualitative nuances such as the sensationalism of news and gender stereotypes perpetuated in various media. Citizens' perceptions also include other forms of media, including advertising, tabloids and Information Communication and Technologies (ICTs), which are not necessarily captured in the SGDI.

Background

Citizens' access to accurate information on a diversity of political, economic and social issues is essential for the development of an informed population within a democracy. The mainstream media with their wide reach are a major resource in societies for the dissemination of information, knowledge and ideas and messages, as well as spaces for the public to engage in discourses on current affairs.

The findings of the 2010-2011 Zimbabwe Demographic and Health Survey reveal that a large percentage of the country's rural population still do not have exposure to any form of the mass media. Sixty-seven percent of the rural women and 45 percent of the male rural respondents reported having no exposure to any form of mass media at least once a week, compared with 21% of urban women and 13% of urban men.¹ And, people living in the two main cities, Harare and Bulawayo are more likely to be exposed to all three media - newspaper, television and radio - than those living in other provinces.

Table 9.2: Media exposure by sex (at least once a week)

Media	% women	% men
Read a newspaper at least once a week	16	31
Watch television at least once a week	36	42
Listen to radio at least once a week	33	49
Exposed to all three media at least once a week	8	17

Source: Zimbabwe Demographic and Health Survey, 2010-2011.

Although the population's media exposure is relatively low, the media remain one of the most public spaces for shaping the nation's views and perspectives on a wide variety of issues. There has been a growth in the print media in the past three years, but a larger number of print media has not translated into a diversity of voices, views and perspectives on national issues. The broadcast media remains dominated by the national broadcaster.

Without specific policies and guidelines to guide the newsgathering process, and the staffing and leadership composition of media houses, gender biases and prejudices inherent in society also manifest in the media.

The SADC Gender Protocol is one of the few gender equality and women's rights instruments that contains specific, but non-prescriptive provisions on the media. The articles cover gender in media content and in the institutional make-up of the media; policy and training; women's access to freedom of expression in and through the media; and the perpetuation of sexism, discrimination and gender stereotypes in the way the media report on women and issues of gender equality and women's empowerment.

Gender and media research has been extensive in Zimbabwe, providing a wealth of quantitative and quality evidence on gender inequalities and the sexism that exists in and through both the public and private-owned media.

¹ Zimbabwe Demographic and Health Survey, 2010-2011.

Table 9.3: Summary of Gender and Media research conducted in Zimbabwe

RESEARCH	YEAR	FOCUS OF THE RESEARCH	WHO (COORDINATORS AND PUBLISHERS OF THE RESEARCH)
Gender in media education			
Gender in media education - Southern Africa	2010	Audit of gender in media training at several of Zimbabwe's tertiary institutions	Gender and Media Diversity Centre (GMDC), Gender Links(GL)
Gender within the media			
Glass Ceilings: Gender in Southern African media houses	2009	Representation and participation of women and men within Zimbabwean media houses, their hierarchy, different beats(areas of coverage) and occupational areas	GL
Gender in media content			
Gender and Media Baseline Study (2003)	2003	Gender disaggregated monitoring of over 3,000 news items in the print and broadcast media in Zimbabwe over one month to determine who speaks on what as well as how women and men are portrayed in the media	GL, MISA, Media Monitoring Project (MMP)
HIV and AIDS, Gender and the Media	2006	Baseline of gender disaggregated data on coverage of HIV and AIDS in the Zimbabwean print and broadcast media	GL, Southern African Editors Forum(SAEF) and MMP
Mirror on the media - Gender and advertising	2007	Gender disaggregated monitoring of who is heard and depicted in advertising in Zimbabwe (and three other Southern African countries), and how women are portrayed	GL, Gender and Media Southern Africa(GEMSA) country chapters
Gender and Media Progress Study	2010	Gender disaggregated monitoring of some 3000 news items over one month to measure progress since the GMBS, covering general practice; gender; HIV and AIDS and gender violence	GL, MISA, GEMSA ²
Media coverage of gender and the constitution-making process	2012	Gender disaggregated monitoring of the Zimbabwean media's coverage of the constitution-making process over a three-month period (Nov 2011-January 2012); covers who speaks, gender in the content	MMP Zimbabwe
Gender and audiences			
My view on the News	2005	How women and men in Zimbabwe(and other Southern African countries) engage with and respond to the news	GL, MISA, GEMSA, MMP

Mainstreaming gender in policies, laws and training



The Protocol calls on Member States to ensure that gender is mainstreamed in all information, communication and media policies, programmes, laws and training in accordance with the Protocol on Culture, Information and Sport.

Zimbabwe's Constitution guarantees freedom of expression and free speech to all citizens. The country's media law and policy framework, which is gender-blind, defines the space for communication and determines who will have access to and control of the mediums for communications.

These laws, which include for example, the Broadcasting Services Act (2001), the Access to Information and Protection of Privacy Act (AIPPA 2002) and the Public Order and Security Act (POSA) 2002 have come to the public's attention through human rights and media activism which highlights the restrictions these laws place on the media and their restrictions on freedom of expression, movement and assembly.

Women's engagement with the country's media and communications policy framework is almost non-existent. The country's media women's organisation has faced dwindling resources and membership and needs to be

revitalised; and, there is no longer a Zimbabwe country chapter of GEMSA.

The broader advocacy and lobbying of the women's movement for political, economic and social rights rarely includes the issues of media, women's freedom of expression and their right to information. Women's participation and representation on media commissions, authorities and boards also is missing in the push for gender parity in these entities in other sectors.

Media civil society groups such as MISA-Zimbabwe and MMPZ engage directly with media houses on media professionalism, journalistic ethics and practices, while MISA and the Voluntary Media Council of Zimbabwe are the key advocates for a less restrictive media legal and policy framework. All three of these media NGOs have some form of gender ethical guidelines and policies, and have incorporated gender into their activism for a free and independent media and an improvement in professionalism within the media.

Overall, however, the wealth of evidence on gender in the Zimbabwean media has found limited outlets in the country's media activism, and in the activism for gender equality and women's rights and empowerment. There has been no country-wide campaign to make the mainstream media more accountable to women audiences.

Gender in media education and training



Journalism students from Harare Polytechnic.

Photo: Loverage Nhamoyebonde

While Zimbabwe has a high percentage of female students (57%) in tertiary institutions' departments of media studies and journalism, the country is one of the

country's in Southern Africa with the lowest proportion of female staff (25%) in media studies departments.²

Three Zimbabwean institutions of higher learning with media studies departments participated in the audit of Gender in Media Education (GIME) and journalism training in 25 tertiary institutions in Southern Africa, conducted by GL in collaboration with the Gender and Media Diversity Centre (GMDC). These included: Midlands State University, the National University of Science and Technology (NUST) and the Harare Polytechnic.

While gender is considered in the curriculum review process at NUST, none of the media studies departments at the three institutions systematically incorporate gender into course content, teaching and learning. None of the institutions have gender policies, and only Midlands State has a sexual harassment policy.

The high percentage of female students in the media studies departments however does not translate into more women moving into the newsrooms and media houses. Women opt for careers in Public Relations, Advertising and other areas that have better pay and more conducive working environments for women who often must juggle multiple responsibilities.

Equal representation of women and men in the Zimbabwean media



The Protocol urges Member States to take measures to promote the equal representation of women in the ownership of, and decision-making structures of the media in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015.

The 2010 *Glass Ceilings* survey of media houses in Zimbabwe found that there are six times as many men as women in the institutions. The study, which focused primarily on the country's print media³, also found that while women are more than a third of the representatives on media institutions' Board of Directors, at the time of the study, women were only 13% of the media's top management and 10% of senior management.

Women are confined to mainly support roles in administrative positions in the advertising and marketing (40%) and human resources (58%) departments and in the newsrooms, male reporters are the political, economic and sports reporters while women report on the issues of gender equality, and gender violence (when this issue is reported on outside of the crime and court beats).

Gender-responsive editorial and employment policies are absent in the Zimbabwean media, with all of the media surveyed reporting that they had no gender policy, no targets to achieve gender parity and no clear strategies for the recruitment of, or advancement of women within the media houses. Without policies, special measures and a concerted effort to target women for management and decision-making positions, Zimbabwe will not achieve the SADC Gender Protocol target of equal representation of women by 2015.

The Zimbabwean findings of the Glass Ceiling and Gender and Media Progress Study (GMPS) have informed the Centres of Excellence for Gender in the Media conducted by GL in media houses throughout Southern Africa, including Zimbabwe. The 10-stage process brings together research, policy and on-the-job support in a

² Audit of Gender in Media Education- Zimbabwe Country Report, 2010, Gender Links and the Gender and Media Diversity Centre.

³ The country's national broadcaster did not participate in the survey. 2010 Glass Ceilings: Gender in Southern African Media Houses-Zimbabwe country report, Gender Links.

bid to close the gender gap in the media through the development and implementation of gender-responsive editorial and employment policies. Zimpapers, one of the major print media houses, has announced the development of a gender policy for its newsrooms through the COEs process. And, other media houses are at various stages of policy development.



Journalists at The Herald newsroom in Harare.
Photo: Thabani Mpofu

Table 9.4: Women and men in Zimbabwean media houses

CATEGORY	% ZIMBABWE		% REGION	
	Female	Male	Female	Male
Percentage of employees by sex	13	87	41	59
OCCUPATIONAL LEVELS				
Non-permanent	7	93	36	64
Semi-skilled	45	55	55	45
Unskilled	16	84	29	71
Skilled technical	18	82	45	55
Professionally qualified	30	70	31	69
Senior management	10	90	28	72
Top management	13	88	23	77
Board of directors	38	63	28	72
CONDITIONS OF EMPLOYMENT				
Freelance	22	78	43	57
Part time	5	95	23	77
Full-time, fixed-term contract	50	50	37	63
Full-time, open-ended contract	18	82	42	58
DEPARTMENTS				
<i>Percentage of women and men in:</i>				
Finance & administration	25	75	54	46
Editorial	17	83	42	58
Advertising/Marketing	40	60	57	43
Human resources	58	42	44	56
Production	33	67	30	70
Technical/IT	0	100	16	84
Design	50	50	31	69
Printing & distribution	0	100	24	76
BEATS				
<i>Top three beats covered by women</i>				
Gender equality	100	0	71	29
Gender violence	100	0	71	29
Religion	100	0	52	48
<i>Top three beats covered by men</i>				
Human rights	0	100	42	58
Sustainable development & environment	0	100	33	67
Sports	8	92	24	76
POLICIES				
	ZIMBABWE		REGION	
Existence of a gender policy	0		16	
Existence of a sexual-harassment policy	25		28	
Need a gender policy or to improve one	75		68	

Gender in media content



The Protocol calls on Member States to encourage the media to give equal voice to women and men in all areas of coverage, including increasing the number of programmes for, by and about women on gender specific topics and that challenge gender stereotypes.

Women's freedom of expression in the Zimbabwean media

Zimbabwean women comprise more than 50% of the nation's population. Yet, almost every major research on gender and the media in Zimbabwe shows that women have little access to expression in and through the country's print and broadcast media.

In the first baseline study, the Gender and Media Baseline Study (GMBS), conducted by GL and MISA, with technical

support from the Media Monitoring Project (MMP) of South Africa on gender and media in 2003, women comprised only 15% of the sources who were accessed for their views and perspectives on issues. Figure 9.5 shows that seven years later, the 2010 Gender and Media Progress Study (GMPS) found little change with a 1% increase in women as sources (16%).⁴ The news in Zimbabwe is told largely through the voices and perspectives of men, and often these are men in positions of power and formal authority.

Table 9.5: Who speaks in the Zimbabwean media

GENDER AND THE MEDIA	GMBS ZIMBABWE	GMPS ZIMBABWE
Who speaks?	% women	% women
Overall	15	16
Private media	N/A	14
Public media	N/A	16
Community	N/A	0
Who speaks on what topic?	% women	% women
Economics	10	10
Education	N/A	13
Gender Equality	46	66
Gender Violence	39	50
Political stories	9	10
Sports	8	10
Sex of sources by medium	% women	% women
Print	N/A	15
Radio	N/A	17
Television	N/A	21

Source: Gender and Media Progress Study 2010-Zimbabwe Country Report, GL, GMDC, MISA

Figure 9.5 illustrates the key findings on Zimbabwe from the GMPS and GMBS. Women's sources are below 50% across all media monitored during that period – community, public and private media. Women speak less on hard news such as politics (10%) and sports (10%) according to the GMPS (2010) a trend observed in the earlier study, the GMBS (2003). However more women than men speak on issues of gender equality (66%) and there is parity in terms of accessing voice on issues of gender violence with 50% women sources

Local monitoring of media content for gender shows a similar pattern in the low representation of women's voices. The Media Monitoring Project Zimbabwe (MMPZ) released in February 2012 its findings of gender in the media's coverage of the constitution-making process. The print and broadcast media were monitored over a three month period from November 2011-January 2012.

The study, entitled *Media Coverage of Gender in the Constitution-Making Process, Gender an inconvenient sideshow*, found that out of the 119 stories during the period on the constitution-making process, only three stories were gender-specific.

Eighty-seven percent of the sources expressing their views and perspectives on the process were men and only nine percent of the sources were women, the majority of whom were activists, politicians and government officials.⁵ The MMPZ study also notes that even though a woman is one of the key spokespersons for the COPAC-driven process, the media relied heavily on the voices of her male colleagues. And, female "experts" or "analysts" were virtually invisible.

A country's supreme law provides the normative framework for advancing gender equality, women's rights and women's empowerment. Yet, the majority of women citizens' views and perspectives on this historic constitution-making process are absent in the print and broadcast media. As the media's coverage of the constitution-making process continues, the MMPZ study called on the print and broadcast media:

- To access more female voices as these were largely silenced in the media debate on Constitution making and to broaden their sourcing patterns outside of the male-dominated COPAC structures to include more women's voices;

⁴ Gender and Media Progress Study (GMPS), Zimbabwe country report, 2010, Gender Links, GEMSA, MISA.

⁵ Media Coverage of Gender in the Constitution-Making Process, Gender an inconvenient sideshow, MMPZ, February, 2012.

- To reflect women in the diversity of their roles as stakeholders, politicians, experts, professionals, ordinary people, activists, among other roles, as women have, so far when they have been heard at all, appeared in narrow and restrictive roles;
- To broaden the discourse and analysis to include women's aspirations in the rewriting exercise to expose

discrimination that may still exist in the constitutional draft; and

- To implement recommendations by previous and current research on gender-sensitive reporting, in line with regionally and internationally recognized gender instruments, such as the SADC Protocol on Gender and CEDAW.

Zimbabwe: *Manica Post* launches gender page as part of gender policy



Photo: Trevor Davies

Hatred Zenenga, editor of Zimbabwe's *Manica Post*, at a Zimpapers COE inception and policy drafting workshop.

GL met with the *Manica Post* after it first approached the Zimbabwe Newspapers (Zimpapers) media group in an effort to increase buy-in for the media Centres of Excellence (COE) project. The *Manica Post* is one of the titles under the Zimpapers group. GL signed a memorandum of understanding with Zimpapers in

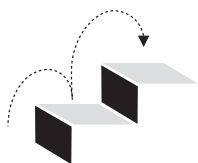
February 2012, signalling the start of a three-year relationship that will run up to 2014. This has already resulted in the creation of a gender page in the Zimbabwe newspaper.

The COE project, led by Gender Links a regional non-governmental organisation which aims to promote gender equality in and through media among its objectives, aims to support media houses to address gender imbalances in and through the media and improve news content. This project also realises that Zimpapers is the largest print media entity in Zimbabwe reaching millions of people across the country.

Manica Post, published in Mutare, is Zimbabwe's largest provincial newspaper. According to the Zimbabwe All Media Survey, while *Manica Post* is a weekly provincial paper, its readership has grown to around 440 000. According to this survey, *Manica Post* is number two to its national sister newspaper, *The Sunday Mail*, whose readership stands at 1.2 million. However, *Manica Post* takes a developmental communication approach in its reportage, a feature that provides opportunities for gender mainstreaming.

This partnership will see all stages of the media COE process implemented at the *Manica Post* newsroom. So far, Gender Links has worked with the Zimpapers group up to Stage 4, which is the policy drafting workshop that selected a task team to coordinate and oversee the COE process.

Hatred Zenenga, editor of the *Manica Post*, has set aside a page for gender coverage as well as created space for greater news focus on gender issues after taking part in the stage four gender policy workshop. Inspired by the workshop, staff members decided to be proactive and created the "Gender Issues" page.

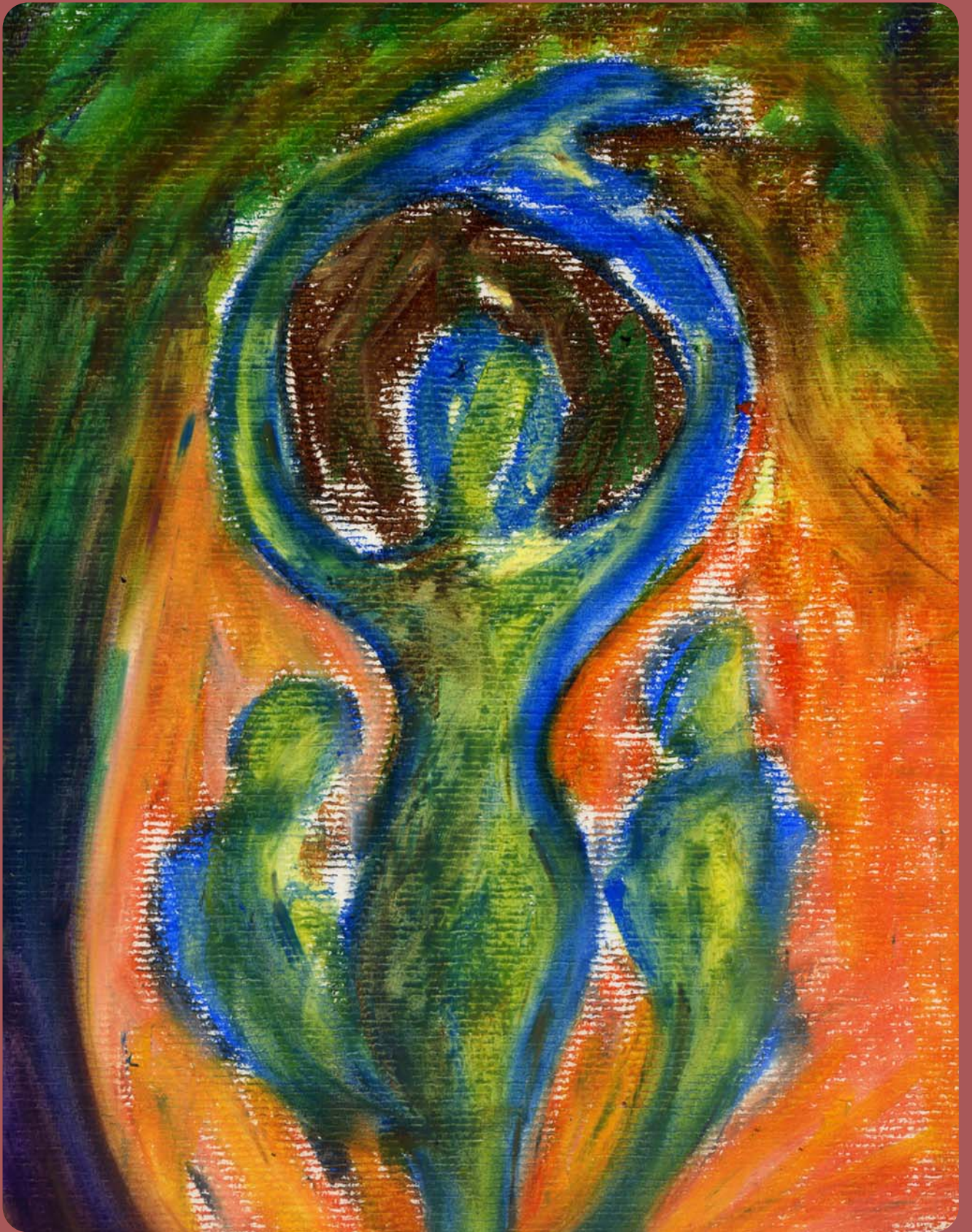


Next steps

- The development of gender-responsive editorial and employment policies and guidelines is an important first step towards directing and managing change in media houses to address many of the gaps and inequalities identified in gender and media studies. Those media houses participating in the COE's process can serve as best practices and provide examples of how gender mainstreaming in the media improves accountability to the public; strengthens media practice and enhances the elements of good journalism; and makes good business sense as new audiences are tapped.
- Zimbabwe also needs strategies and resources to develop a strong gender and media advocacy and lobbying movement that is linked to media, communications and Information and Communications Techno-

logies (ICT) law and policy reform. Ongoing activism within the gender equality and women's empowerment sector must broaden its focus to include the media as one of the institutions for changing mindsets and attitudes.

- Gender and media literacy for the wider population remains uncharted terrain in Zimbabwe. This sphere of work is critical for building a broad base of informed citizens who can engage with the media and use their voices to demand accountability, media professionalism and high ethical standards.
- Media institutions that participated in the audit of gender in media education are part of a wider network of tertiary institutions in Southern Africa collaborating through the GMDC to incorporate gender into media education teaching, learning and research. Incorporating gender in media education and journalism training is essential for sustainable change in newsrooms.



"Isabella"

Anushka Virahsawmy



CHAPTER 10

Implementation

Articles 32-36



Erica Jones, Deputy Permanent Secretary in the Zimbabwe Ministry of Local Government, in front of a display showing the Ministry's progress against the 28 targets of the SADC Protocol.

Photo: Colleen Lowe Morna

KEY POINTS

- Zimbabwe has signed and ratified the SADC Gender Protocol. But the country has not domesticated the instrument.
- The gender equality and women's empowerment sector has actively pushed for the domestication of all gender equality and women's rights instruments signed by Zimbabwe, and lobbied for constitutional measures to ensure domestication in the proposed new Constitution.
- The government developed in 2012 implementation plans to address the concluding remarks and recommendations of the UPR and CEDAW Committee.
- Financial resources for capacity strengthening, the development of mechanisms and systems for effective implementation and infrastructural development are required to enhance the provision and delivery of services to advance gender equality and women's empowerment.
- Financing for gender and gender mainstreaming is less than 1% of the allocations in the country's 2012 National Budget.

Implementation mechanisms and processes



State Parties shall ensure the implementation of this Protocol at the national level: State Parties shall ensure that national action plans with measurable time frames are put in place, and that national and regional monitoring and evaluation mechanisms are developed and implemented. State Parties shall collect and analyse baseline data against which progress in achieving targets will be monitored.



Colleen Lowe Morna, CEO of Gender Links, and Dr. Olivia Muchena, Minister of Women Affairs, Gender and Community Development at Regional Governance Cluster Meeting in Zimbabwe. *Photo: Trevor Davies*

The country's national machinery, the Ministry of Women Affairs, Gender and Community Development is spearheading several initiatives to ensure implementation of the SADC Gender Protocol and other international and regional instruments (such as CEDAW and the Optional Protocol to the African Charter).

A Zero Draft of the National Gender Policy is under review, but the process for final development is on hold pending the finalisation of the constitutional-making process and national elections. The national machinery

in collaboration with other government ministries also developed in 2012 implementation plans to address the concluding remarks and recommendations of the CEDAW Committee and the recommendations of the UPR.

The Zimbabwe Women Lawyers Association (ZWALA) has formed a CEDAW Watch Group in preparation for the country's 2013 CEDAW review and submission of its next report in 2016 as an independent monitoring mechanism of the government's compliance with CEDAW.

Zimbabwe's national machinery also in collaboration with UN Women Zimbabwe has commissioned a Gender Situational Analysis on the Status of Women in Zimbabwe to gather the most up-to-date data and information

on women in all sectors. And, the Ministry also has plans to undertake research on gender violence to fill in missing information and gaps.

These studies are seen as important steps to gather baseline data and information for the development of policies and programmes that are evidence-based and which address the lived realities of women in all sectors across the country. As noted in various sections throughout this report, sex-disaggregated data and information is still missing in some sectors.

Table 10.1: National gender structures and processes

Component	Yes/No	Comments
National Gender Policy	Yes	A new policy is currently in the drafting stage
National Gender Policy aligned to the SADC Protocol	-	As stated, this is under review and a zero draft produced. The national machinery seeks to align the policy to the SADC Gender Protocol as well as other instruments such as CEDAW
Gender Machinery open to reviewing National Gender Policy and aligning to SADC Protocol	Yes	
Gender ministry	Yes	Ministry of Women Affairs, Gender and Community Development
Gender focal points in all line departments	Yes	
Gender structure in parliament	Yes	Zimbabwe Women's Parliamentary Caucus; Portfolio Committee on Gender
Active collaboration with civil society	Yes	
Plan for domestication/ popularisation of the Protocol?	No	There has been very little popularisation of the SADC Gender Protocol, or of any of the international and gender equality instruments signed by the government
National action plans with measurable time frames	The current National Gender Policy was developed into a national action plan; this will be done for the policy currently being developed; Implementation plans for CEDAW and the UPR developed in 2012	
Analysis of baseline data against which a report will be submitted to the SADC Secretariat	Zimbabwe did not submit a report on the SADC Gender Protocol in 2010; the Ministry of Women Affairs, Gender and Community Development in cooperation with UN Women Zimbabwe has commissioned a Situation Analysis of Gender Equality and Women's Rights in Zimbabwe to develop more baseline data to inform policies and programmes	


Article 33: Financial Provisions

State Parties shall ensure gender sensitive budgets and planning, including designating the necessary resources towards initiatives aimed at empowering women and girls. State Parties shall mobilise and allocate the necessary human, technical and financial resources for the successful implementation of this Protocol.

The following table provides an overview of all the identifiable resources provided in the 2012 budget for gender and gender mainstreaming.

Table 10.2:¹ 2012 National Budget Allocations

Ministry/Institution	Line Item	Amount
Ministry of Agriculture, Mechanisation and Irrigation Development	Gender mainstreaming	US\$20,000
Ministry of Health and Child Welfare	Maternal and child health care	US\$10,000,000 ²
Ministry of Higher and Tertiary Education	Gender mainstreaming	US\$30,000
Ministry of Women Affairs, Gender and Community Development	Gender mainstreaming	US\$50,000
Constitutional and Parliamentary Affairs	Gender mainstreaming	US\$ 10,000
Ministry of Public Works	Gender mainstreaming	US\$50,000
Ministry of Regional Integration and International Cooperation	Gender mainstreaming	US\$2,000
Ministry of Education, Sports, Arts and Culture	Victim Friendly	US\$70,000
Judicial Services Commission	Victim Friendly Courts	US\$160,000
Parliament of Zimbabwe	Women's Parliamentary Caucus	US\$ 100,000
Total 2012 National budget³	Total amount gender/gender mainstreaming	% of total budget for gender/gender mainstreaming
US\$4,000,000,000	US\$10,492,000	0.3%

Table 10.2 provides a reflection of gender in Zimbabwe's 2012 National Budget as per items clearly stated either for gender or for institutions or areas that will improve the situation of women. However, there are potential other resources which can be used in ways to advance gender equality and women's rights in accordance with the provisions of the SADC Protocol. For example, in the 2012 Vote for the Ministry of Labour and Social Services, there is an allocation of US\$130,000 for MDGs and one million allocated for the Poverty Assessment Study Survey (PASS) III.

The PASS II provided a wealth of sex disaggregated data on poverty nationwide and the update of this information can assist the national machinery and other government ministries to develop programmes and allocate resources to address the gender dimensions of poverty in the country. Up-to-date data and resources used in this way can assist the country in pushing further towards MDGs 1 and 3, as well as relevant provisions of the SADC Gender Protocol. The limitations of the allocations for BEAM (US\$16,000,000) in the Ministry of Education, Sports, Arts and Culture and the US\$79,000 for the Legal Aid Directorate (Ministry of Justice and Legal Affairs) being used to advance the education of vulnerable girls and women's access to justice have been discussed earlier in the relevant sections of this report.

It is clear from the amounts provided that Zimbabwe's GRB lobbying and gender-responsive economic and



Dr. Sylvia Utete-Masango, Permanent Secretary in the Ministry of Women Affairs, Gender and Community Development.

Photo: Cuthbert Mapuranga

financial policy initiatives need to provide guidance and targets to increase the financial allocations to gender equality and women's empowerment, building upon the allocations currently in place. Gender budget tracking and monitoring systems are essential tools needed to gain a more detailed and systematic understanding of the financial and human resources allocations for advancing gender equality and women's rights in Zimbabwe.

¹ Zimbabwe 2012 National Budget Document[Blue Book].

² This line item did not appear in the 2011 National Budget. As noted under the section of this report on Health and HIV and AIDS, this amount can be seen as a response to the country's rising maternal mortality.

³ In July 2012, the National Budget was revised downward to US\$3,4 billion in light of the low performance of some key sectors of the economy.

The clock is ticking at the Ministry of Local Government

Zimbabwe's Ministry of Local Government, Urban and Rural Development has committed to implementing the SADC Protocol targets. Because the ministry is responsible for the coordination of all government programmes at sub-national level, it is in a very good position to influence gender mainstreaming at the local level. Minister of Local Government, Urban and Rural Development Ignatius Chombo affirmed his commitment to achieving gender equality using the SADC Protocol as a tool during the Zimbabwe Local Government and Gender Justice Summit.

In his keynote address at the April 2012 event, he said: "Promoting gender equality and improving the status of women remains a top priority on Zimbabwe's development agenda... It is in this spirit that Zimbabwe took the opportunity to ratify the SADC Protocol on Gender and Development in 2009. Let me assure you that the government of Zimbabwe is committed to achieving the 28 targets set for 2015."

Chombo's Ministry has led by example. A pictorial display board of the SADC Gender Protocol's articles relating to the ministry sits in its reception area. The ministry measures its progress on this display where photographic evidence accompanies data.

For example, the display board records the proportion of women's representation in local government structures and rates movement toward gender parity. In order to relate to citizens, the photos on the board portray real examples and they accompany the statistical evidence. The display changes regularly and boasts photos of female chiefs, engineers or town clerks.

Erica Jones, Deputy Permanent Secretary, says: "The Ministry is not going to hide that we are still lagging in some articles of the SADC Gender Protocol. Anyone who comes in the reception area can read the board. We do not provide magazines - read our boards."

Jones says the need to mainstream gender issues in everyday matters inspired the ministry to take up the initiative. In addition, she says local authorities will not champion the 28 Articles of the Protocol if the ministry does not do the same. "By having the display board we are always reminded of gender issues," said Jones.

The project targets:

- Ministry staff
- Local authority councillors and staff
- Traditional leaders
- Ordinary women and men from communities

The project is just one of the ministry's gender mainstreaming initiatives. Jones says it has produced results and helps educate citizens about gender issues.

By advertising progress, the ministry motivates those who have made the effort. "We are constantly reminded of the areas still needing our attention," says Jones. "Some people who did not know about the SADC Gender Protocol are now aware and some are even asking about progress."

However, there are several challenges to the ministry's gender mainstreaming initiatives. Some frontline staff members, including district administrators, are not gender sensitive. For this reason the ministry has included gender mainstreaming as part of its training and it works closely with the Zimbabwe Women's Resource Centre and Network on this.

In addition, most human resource officers at the sub-national level are men; just one is a woman. The ministry has planned gender training to ensure staff members can handle gender-specific complaints.

Chombo says he wants to be certain that the ministry maintains its commitment to gender equality. He has noted the importance of a multi-sector approach to achieving gender equality that includes local government. "Chiefs and headmen have received gender training and have been made aware of the contents of the SADC Gender Protocol as an endorsed policy," he said, noting that he thinks the proportion of women in local government will be much higher than men in ten years time. He says women are suited to the job and have shown they can be empathetic about the challenges faced by local communities.



Loveness Jambaya, GL Alliance and Partnerships Manager, interviews Zimbabwe Minister of Local Government Ignatius Chombo at the annual Local Government and Gender Justice Summit in April 2012.
Photo: Colleen Lowe Morna

National level efforts to implement the SADC Protocol are thus clearly trickling down to the local level. Some of the achievements highlighted by the minister include:

- 18% of urban councillors and 19% of rural district councillors are women. Chombo hopes this proportion will increase in the final election before 2015;

- The vice chairperson of the Local Government Board is a woman, as are three of its six members;
- Bindura Rural District Council in central Zimbabwe appointed a woman as Chief Executive Officer while the mining town of Redcliff has the country's first ever woman town clerk;
- The ministry is an equal opportunities employer and ensures gender equality in training allocations. Already women comprise 44% of directors in the ministry's head office, 31% of district administrators and 33% of provincial administrators;
- All state land leases are written in the names of both spouses and all manuals on the administration of land, both urban and communal, contain sections to ensure gender sensitivity;
- The council's induction training manual, produced by the ministry, includes a section on the definition and importance of gender mainstreaming into all council activities;
- The ministry participates in and supports the local government gender forum;
- Chiefs and headmen have received gender training and have been made aware of the contents of the SADC Protocol as a government-endorsed policy;
- The ministry promotes gender mainstreaming as part of good governance;
- The ministry practises gender budgeting and has participated in, and supported the production of, a handbook for gender-based budgeting in local authorities;
- The ministry has a policy that stipulates that at least 70% of revenue collected by local authorities goes to service delivery. It is cognisant of the fact that women form the majority of primary users of services offered by councils; and
- In a bid to ensure equal employment opportunities in local authorities, all submissions from rural district councils are analysed carefully to avoid gender bias.

One example of action on the ground is a group of 46 women gathered under a tree for a monthly 50/50 campaign meeting in Chiredzi, southeast Zimbabwe.

Several interest groups mobilised by Councillor Benadett Chipembere explain enthusiastically how they have been applying the sub-regional instrument in their daily



Chiredzi councillor Bernadette Chipembere at work in the *majarada* neighbourhood.
Photo: Colleen Lowe Morna

lives. They include aspiring councillors (Zimbabwe is due to hold elections in 2013); widows; caregivers; informal traders; unemployed women; survivors of gender violence; those fighting trafficking to neighbouring South Africa and sex workers. The hot button issue is a petition led by Chipembere for the release of dozens of women rounded up by police during a crackdown on sex workers. The women argue that police should also target the male clients of sex workers.

One of the winners in the 2010 Gender Justice Local Government Summit, councillor Chipembere⁴ has made sure her council develops a gender action plan; monitors local police action on gender violence, helps widows fight legal battles, and promotes women's economic empowerment.

Inspired by the national launch of the 50/50 campaign as part of the Southern African Gender Protocol Alliance governance cluster, Chipembere vowed to take the campaign door to door in her community, targeting the poorest neighbourhood (known as *majarada*) where families share rooms and toilet facilities.

"As a councillor I cannot just sit there and say 'I do policy' when things are not right on the ground," says Chipembere. "If you do not get on the ground, you cannot be effective."

Civil society – The Southern Africa Gender Protocol Alliance

The Women's Coalition of Zimbabwe is the focal network of the Southern Africa Gender Protocol Alliance in Zimbabwe. The Alliance is a "network of networks" started as a coalition in 2005 when the campaign for adoption of the SADC Gender Protocol began. As the campaign shifted from signing to ratification to lobbying

for implementation the network reorganised in order to be effective in monitoring implementation.

The role of country networks is to:

- Organise and mobilise around monitoring implementation of the SADC Gender Protocol using various tools such as the annual SADC Gender Protocol Barometer.

⁴ See profile: <http://www.genderlinks.org.za/article/bernadette-chipembere-2012-05-28>

- Develop gender champions at national level for advocacy work on key provisions of the SADC Gender Protocol.
- Organise thematically as a strategy to link to regional level and global level campaigns.
- Advocacy campaigns of hot button issues such as 5050 campaign for increasing women's representation; GBV campaigns; gender and climate change.
- Gather and document good practices that demonstrate the SADC Gender Protocol @ Work.

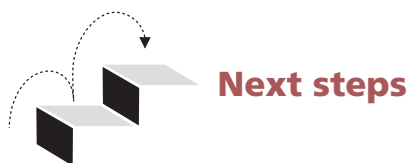
Zimbabwe is home to three organisations that have been mandated to play the role of heading three theme clusters at regional level in the Southern Africa Gender Protocol Alliance. These include: Governance (Women in Politics Support Unit); Economic Justice (Zimbabwe

Women Resource Centre and Network) and; HIV and AIDS and Sexual and Reproductive Health (SAFAIDS). These organisations provide a strong base for monitoring the implementation of the SADC Gender Protocol.

Civil society

Women's Coalition leads the Alliance in Zimbabwe.

Zimbabwe is home to the heads of two clusters - Governance (Women in Politics Support Unit) and Economic Justice (Zimbabwe Resource Centre and Network) - in the SADC Protocol Alliance in addition to the country's focal point, the Women's Coalition of Zimbabwe. These organizations provide a strong base for monitoring the implementation of the SADC Gender Protocol.



- As Zimbabwe develops a revised National Gender Policy and action plan, and implementation plans to address the recommendations of CEDAW and the UPR, the strategies and programmes developed should also be aligned to the articles and provisions of the SADC Gender Protocol. This alignment can yield a multi-sectoral and comprehensive gender equality and women's empowerment framework that addresses the intersectionality of factors that perpetuate gender inequalities and the violation of women's rights in Zimbabwe.
- As the brief analysis of the 2012 National Budget shows, it is also important for the government to increase the allocation of financial resources to move laws and policies from paper into sustainable programmes, and strengthened institutions and systems for the delivery of affordable and accessible quality services and for ensuring women's access to justice.
- There is need for a stronger link between the research and available data on a variety of gender equality, women's rights and women's empowerment issues and policy development and programming in the public sector. Evidenced-based policy development and programming is essential for putting in place strategic measures to meet the targets of the MDGs and of the SADC Gender Protocol.
- CEDAW has been the focus of the gender equality and women's rights sector, especially during the last three years as the government prepared to submit its combined report in 2009 and make its oral presen-



Alliance think tank members attending Mozambique Alliance Network meeting. Fanny Chirisa (left), Governance theme cluster leader, and Director of Women in Politics Support Unit (WiPSU). Netsai Mushonga (right) National Coordinator, Women's Coalition of Zimbabwe (WCoZ) which is the national focal network of Zimbabwe.

Photo: Loveness Jambaya Nyakujarah

tation in February 2012. The recently developed CEDAW implementation plan and the country's review in 2013 keep CEDAW more than the SADC Gender Protocol on the national agenda.

- Popular education and awareness raising programmes on the articles, provisions and targets of the SADC Gender Protocol are non-existent. The adoption of a revised National Gender Policy aligned to the articles and provisions of the SADC Gender Protocol can re-invigorate activism on the regional instrument.

Annex A

COMPARATIVE ANALYSIS OF THE CSC AGAINST THE SGDI

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	SGDI SCORE	WHAT THE SGDI MEASURES
ARTICLES 4 - 11: CONSTITUTIONAL AND LEGAL RIGHTS			
✓ Endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices.	6		
✓ Review, amend and or repeal all discriminatory laws.	6		
✓ Abolish the minority status of women.	7		
Average	64%	n/a	
ARTICLES 12-13 : GOVERNANCE (REPRESENTATION AND PARTICIPATION)			
✓ Endeavour to ensure that 50% of decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures.	6		<p><i>What this score consists of:</i></p> <ul style="list-style-type: none"> • Parliament: The percentage of parliamentarians who are women. The measure includes both upper and lower houses of parliament for countries that have more than one house. • Local government: The percentage of local government councillors/representatives who are women. • Cabinet: The percentage of members of the Cabinet who are women. The measure includes deputy ministers and ministers of state where they are members of the Cabinet. Similarly, it includes the President if s/he is a member of Cabinet.
Average	61%	34%	
ARTICLES 14: EDUCATION AND TRAINING			
✓ Enact laws that promote equal access to and retention in primary, secondary, tertiary, vocational and non-formal education in accordance with the Protocol on Education and Training and the Millennium Development Goals.	8		<ul style="list-style-type: none"> • Primary school: The number of girls enrolled in primary school expressed as a percentage of total primary school enrolment. • Secondary school: The number of girls/women enrolled in primary school expressed as a percentage of total secondary school enrolment. • Tertiary education: The number of women enrolled in tertiary education institutions expressed as a percentage of total tertiary enrolment.
✓ Adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender based violence, amongst others.	7		
Average	75%	97%	
ARTICLES 15-19: PRODUCTIVE RESOURCES AND EMPLOYMENT, ECONOMIC EMPOWERMENT			
✓ Ensure equal participation by women and men in policy formulation and implementation of economic policies.	6		<ul style="list-style-type: none"> • Female share of economic decision making: The number of women occupying high-level economic decision-making positions expressed as a percentage of all such positions in the country. The positions included in the measure are Minister and Deputy Minister of Finance, Minister and Deputy Minister of Trade and

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	SGDI SCORE	WHAT THE SGDI MEASURES
			Industry/Commerce, Minister and Deputy Minister of Planning Commission, Central Bank, or their equivalents, permanent secretaries.
✓ Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.	5		
✓ Adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors.	6		
✓ Review national trade and entrepreneurship policies, to make them gender responsive.	6		
✓ With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including through public procurement process.	6		
✓ Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.	6		
✓ Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.	8		<ul style="list-style-type: none"> • Female LFP/ Male LFP. The Labour Force Participation rate of women expressed as a percentage of the labour force participation of men. The labour force participation rate is calculated as the (number of women/men of working age (usually 15+ or 15-64) who are either employed or looking for work) divided by the total number of women/men of working age. • Female/male unemployment rate. The unemployment rate of women expressed as a percentage of the unemployment rate of men. The unemployment rate is calculated as the (number of women/men who are looking for work) divided by the (number of women/men who are either employed or looking for work). • Female share of non-agricultural paid labour. The number of women employed in paid work outside of agriculture expressed as a percentage of all people employed in paid work outside of agriculture. • Length of maternity leave: The number of weeks leave to which a woman is entitled in respect of pregnancy and childbirth.
Average	62%	73%	
ARTICLES 20-25: GENDER BASED VIOLENCE			
✓ Enact and enforce legislation prohibiting all forms of gender-based violence.	8		
✓ Ensure that laws on gender based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault.	7		
✓ Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence.	6		
✓ Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society.	5		
✓ Enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment.	7		

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	SGDI SCORE	WHAT THE SGDI MEASURES
✓ Adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by half by 2015.	7		
Average	67%	n/a	
ARTICLES 26: HEALTH			
✓ Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care.	6		• Women using contraception: The percentage of women aged 15 to 49 years reporting that they use a modern form of contraception.
✓ Reduce the maternal mortality ratio by 75%.	6		• Maternal mortality ratio: The number of women who die while pregnant or within 42 days of termination of pregnancy for every 100,000 live births of babies.
✓ Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men.	6		• Births attended by skilled personnel. The percentage of births in a given year in which the women is assisted by trained staff such as midwives or nurses.
✓ Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.	6		
Average	61%	59%	
ARTICLES 27: HIV AND AIDS			
✓ Develop gender sensitive strategies to prevent new infections.	8		<i>What this score consists of:</i> • Comprehensive knowledge on HIV and AIDS: The percentage of women aged 15-who can correctly answer specified questions about HIV and AIDS. • Living with HIV as proportion of total: The number of women who are HIV-positive expressed as a percentage of all people who are HIV-positive. • HIV-positive pregnant women receiving PMTCT: The number of HIV-positive pregnant women receiving prevention of mother-to-child transmission treatment expressed as a percentage of all HIV-positive pregnant women.
✓ Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.	8		
✓ Develop and implement policies and programmes to ensure the appropriate recognition, of the work carried out by care-givers, the majority of whom are women; the allocation of resources and psychological support for care-givers as well as promote the involvement of men in the care and support of People Living with HIV/AIDS.	6		
Average	75%	72%	
ARTICLE 28: PEACE BUILDING AND CONFLICT RESOLUTION			
✓ Put in place measures to ensure that women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes, in accordance with UN Council Resolution 1325 on Women, Peace and Security.	5		
Average	53%	n/a	
ARTICLES 29 - 31: MEDIA, INFORMATION AND COMMUNICATION			
✓ Take measures to promote the equal representation of women in ownership of, and decision-making structures of the media, in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015.	6	60	• Women employees as % of total: The number of women employees working in media institutions expressed as a percentage of all employees in media institutions. • Women as % of board of directors:

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	SGDI SCORE	WHAT THE SGDI MEASURES
			<p>The number of women directors of media institutions expressed as a percentage of all directors of media institutions.</p> <ul style="list-style-type: none"> • Women as % of management: The number of women managers in media institutions expressed as a percentage of all managers in media institutions. • Female % of staff in institutions of media learning: The number of female staff in institutions of media learning expressed as a percentage of all staff in institutions of media learning. • Female % of students in institutions of media learning: The number of female students in institutions of media learning expressed as a percentage of all students in institutions of media learning. • Percent women news sources: The number of women referenced as sources in the media expressed as a percentage of all people referenced as sources.
Average	58%	51%	

2012 Total = 256 / 280x100=65%

Annex B

BACKGROUND NOTE ON GENDER AND RELATED INDICATORS

This background note provides information on the various existing indicators considered in developing the **SADC Gender and Development Index (SGDI)** that is introduced for the first time in this Barometer.

The **Human Development Index (HDI)** - which is **not** a gender indicator - has four components which are meant to reflect Amartya Sen's "capability" approach to poverty rather than a simple income/expenditure monetary measure of poverty. The HDI components are (a) life expectancy at birth for health, (b) adult (15+ years) literacy rate and (c) combined gross enrolment rate for primary, secondary and tertiary education for education, and (d) gross domestic product (GDP) per capita for income. The four component scores are averaged to get the HDI number. The HDI thus gives a single simple (some would say simplistic) measure of the average achievement of the country in terms of human development. A league table was published in the annual Human Development Reports of the UNDP until 2009, and is widely quoted.

The HDI - like all measures - can be criticised on many grounds. Some of the criticisms are relevant from a gender perspective.

Firstly, composite indices are appealing because there is only one number. But having a single number is not useful for policy-making purposes unless one knows WHY the single number is lower than one wants it to be. For example, South Africa's HDI has fallen in recent years. The main reason for this is a significant drop in life expectancy, which is one of the four components. The HDI indicator cannot tell you this. It is only by looking into the components that you can see it.

Secondly, there are data problems. UNDP uses international data-sets in the interests of having a uniform approach. This is probably the only feasible approach for an index covering so many countries and compiled from a single office. However it results in the use of data that are relatively old, and thus indicators that are out-of-date. It also results in individual countries contesting the indicators. The need to have indicators for as many countries as possible can also lead to the use of lowest-common-denominator variables, rather than the variables that would best reflect what the indices aim to measure. Where data are not available, sometimes heroic assumptions have to be made. In the case of the **Gender-related Development Index (GDI)** (see below), this is especially the case in relation to sex-disaggregation of GDP.

Thirdly, the indicators are all based on averages, and thus do not capture inequalities within a single indicator.

In 1995, at the time of the Beijing Conference, UNDP developed two gender-related indices - the Gender-related Development Index and the **Gender Empowerment Measure (GEM)** - to complement the HDI.

The GDI uses the same variables as the HDI, but each of the components is adjusted for unequal achievement between women and men. The GDI thus shares all the problems that the HDI has, but also has some further problems.

One problem with the GDI is that it assumes that equality on longevity would mean equal life expectancies for men and women. However, biologically women can expect to live longer than men. So when life expectancies are equal this suggests that women are disadvantaged in some way. This is not reflected in the GDI.

A confusing feature of the GDI is that the method uses only the male-female gap, without considering whether it is males or females who are "doing better". So a country where women outperform men in education will have the same penalty as a country where men outperform women by the same amount. We might think this is not a problem (in that men and boys should not be disadvantaged), but it does complicate how we interpret the GDI if the index combines some components where males are advantaged and others where females are advantaged.

Probably the biggest problem with the GDI is that it is heavily influenced by the income variable, so that wealthier countries will - all other things being equal - be reflected as having less inequality than poorer countries. Analysis has shown that for most countries the earned-income gap is responsible for more than 90% of the gender penalty. Exacerbating this problem is the fact that the income estimates are based on "imputed" rather than real data. Thus for many developing countries the earned income gap is assumed to be 75% because reliable data are not available. The 75% was chosen on the basis of 55 countries (including both developed and developing) for which data are available. Yet another exacerbating feature is that the data for the 55 countries relate only to formal non-agricultural wages. Yet in many African countries only a small proportion of the workforce - and an even smaller proportion of employed women - is employed in the formal non-agricultural sector.

The final problem to be raised here is lack of sex-disaggregated data in some cases. As a result, each year there are fewer countries that have GDI scores than have HDI scores. This means that a higher place in the inter-country ranking for the GDI than the HDI does not necessarily mean that the country is doing relatively well on gender.

The GEM focuses on political, economic and social participation rather than Sen's capabilities. The components are women's representation in parliament, women's share of positions classified as managerial and professional, women's participation in the labour force and their share of national income. Fewer countries have data on all of these elements than on the GDI elements and each year there are therefore fewer countries in the GEM index than in the GDI index.

The GEM measures income in more or less the same way as the GDI, so this component has the problems described above. The influence of the absolute level of income - and thus the bias favouring wealthier countries - is, in fact, stronger for the GEM than the GDI. The political component is problematic in that a parliamentary quota for women will automatically increase the GEM score, but will not necessarily mean that women exercise greater political power in the country.

The **Millennium Development Goals (MDGs)** are eight goals that 192 United Nations member states and at least 23 international organisations committed themselves to achieving by 2015. One or more targets have been agreed in respect of each goal, with one or more indicators for each of the targets.

Goal 3 is to promote gender equality and empower women. Target 4 is assigned as the measure of achievement in respect of Goal 3. Target 4 is expressed as eliminating gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015. There are four indicators, the first of which has three elements.

The third and fourth indicators relate to employment and decision-making respectively. These additional indicators were included by the team which proposed the standard indicators to emphasise that education is not only an end in itself, but also a means to other ends. The third and fourth targets thus reflect back on the goal, which is about "empowerment" as well as equality. The targets attempt to measure the economic and political aspects of empowerment. The four indicators are: (a) ratio of girls to boys in primary, secondary and tertiary education; (b) ratio of literate females to males of 15-24 year olds; (c) share of women in wage employment in the non-agricultural sector;

and (d) proportion of seats held by women in national parliament.

These indicators are very similar to those used in the other well-known international indices. The second education indicator differs from most other indices by focusing on 15-24 year olds. This focus captures changes in education levels better than a measure that covers all adults, as the all-adult measure will be biased downwards by past discrimination against women rather than reflecting what is happening now within education.

The MDG Gender Task Force proposed that further indicators be added to the standard set to measure (a) gender gaps in earnings in wage and self-employment; (b) the hours per day or year that women and men spend fetching water and collecting fuel; (c) the percentage of seats held by women in local government bodies; and (d) the prevalence of domestic violence. These additional indicators were not added to the standard set.

Development of the **Gender Equality Index (GEI)** was motivated, at least in part, by the standard measures' lack of attention to issues related to the body and sexuality, religious, cultural and legal issues, ethics, women's rights and care.

The index was called the GEI, rather than the **Gender Inequality Index (GII)**, so as not to focus only on gender imbalances. Instead, the index would measure the extent to which gender equality was achieved in any country.

It was recognised that as a global, comparative measure, the GEI would lose cultural and national specificity and would not capture gender equality in all its dimensions. It was thus proposed that each country also describe the historical and cultural context, and develop country-specific "satellite" indicators to complement the GEI.

The GEI covers eight dimensions, each of which has a number of indicators. The dimensions are:

- Gender identity;
- Autonomy of the body;
- Autonomy within the household;
- Political power;
- Social resources;
- Material resources;
- Employment and income;
- Time use.

The availability and adequacy of the GEI indicators have been tested only in Japan and Indonesia. These tests revealed the especial difficulty of measuring the first two dimensions quantitatively.

In the early 2000s, the United Nations Economic Commission for Africa (UNECA) developed the African **Gender Status Index (GSI)** and the **African Women's Progress Scoreboard (AWPS)**. The AWPS is based on more qualitative judgments, although these are given numeric scores. The existence of the AWPS alongside the GSI is noteworthy, as it highlights the realisation that some aspects of gender equality cannot be adequately captured by quantitative indicators. The GSI is similar to the GDI and GEM in being computed from quantitative data. A major difference is that there are far more indicators - 43 in all!

The use of 43 indicators has two major drawbacks. Firstly, it means that most countries are likely to lack data on at least one indicator, or be forced to use unreliable data from small samples. Secondly, it means that the meaning of the index - and its direct usefulness for policy-making purposes - is even more obscure than for the HDI, GDI or GEM as one has to examine all the elements in detail to work out why a country is scoring higher or lower. The developers of the GSI acknowledge that there may be too many indicators.

UNECA tested the index in twelve countries (Benin, Burkina Faso, Cameroon, Egypt, Ethiopia, Ghana, Madagascar, Mozambique, South Africa, Tanzania, Tunisia, Uganda). The process took substantially longer than predicted. The delays in part reflected the challenges involved in collecting and checking so many indicators. Even with these delays and despite specifying five-year periods for each indicator, it was not possible to find all the indicators for each country.

The indicators are divided into three blocks, namely social power, economic power, and political power. The indicators all deal with gender issues, understood as the relations between women and men, and thus as needing to compare indicators for men and women. This means that maternal mortality and violence against women are not covered because they only concern women.

Each indicator represents a simple arithmetic comparison of the number of women to the number of men, thus reflecting the gender "gap". (A few of the indicators need a bit of manipulation to be able to get a gap.) Unlike the HDI and GDI, the GSI does not take the overall level of achievement into account. As a result, a good score on the GSI could reflect a high level of equality, but at a level of achievement that is poor for both women and men (girls and boys).

For weighting purposes, each of the three blocks - social, political and economic - has equal weight. Further, within each component of each block, each of the indicators has equal weight. In effect, this means that indicators that are in a component with relatively

few indicators "count" more than those in a component with a greater number of indicators. The developers of the GSI suggest that other weighting approaches could be considered, such as:

- Weighting more heavily the components or blocks where there are the biggest gaps.
- Weighting more heavily those that can be changed more easily in the short term so that one can more easily "see" the impact of advocacy and policy changes.
- Giving less weight to the "political power" block because it deals with a small population than the other two blocks.

The table shows all the GSI indicators, and the component and sub-component into which they fit.

In the 2010 Human Development Report the GII replaced the GDI. This measure, unlike the GDI, is not influenced by the absolute level of achievement or development. Instead, like the GSI, several of the components focus on the degree of inequality in achievement between males and females on different measures while others focus on levels of women's achievement. The consequence is that a country can score well on this measure even if absolute levels of achievement are low as long as the measures for females and males are equally low.

The three equally weighted dimensions covered by the GII are reproductive health (maternal mortality ratio, adolescent fertility rate), empowerment (share of parliamentary seats held by women and men, attainment at secondary and higher education levels) and labour market participation (labour market participation rate). The rating works in the opposite direction to that of the GDI i.e. a level of 0 indicates no inequality while 1 indicates extreme inequality.

The SGDI on the status of women in SADC countries is based on 23 indicators. The indicators are grouped under six categories, namely Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). There are, unfortunately, no indicators for the Protocol articles on Constitutional and legal rights, gender-based violence and peace building and conflict resolution. The fact that there are no indicators for some topics reflects the difficulty in finding appropriate indicators with reliable data for these. These are areas that the Southern African Gender Protocol Alliance hopes to address these gaps in future years.

Within some of the categories there are disappointing gaps. Ideally, the SGDI would have included an indicator measuring the disparity in pay between women and men doing paid work. Unfortunately, as discussed in the section on other indicator measures such as the GDI, the

available datasets of disaggregated earned income are heavily based on assumptions rather than on empirical data. In respect of the maternity leave indicator, the time given to a woman worker does not necessarily mean that she will receive pay while on leave. In some cases, no pay is guaranteed, in other cases only a proportion of the pay is guaranteed, and in some cases paid leave is only available to certain categories of employees, such as those employed by government. For next year's index, more detailed information on maternity leave as well as paternity leave will be included.

To create the composite index, two challenges needed to be addressed. The first was the differing number of indicators in the various categories and how this should be dealt with in weighting. This was necessary so that, for example, media was not given twice the importance ("weight") of governance or education because it had six indicators while governance and education each had three indicators. The second challenge was the difference in the range of "raw scores" that were possible for each indicator and how these could be standardised so that averages were not comparing apples and giraffes. If this standardisation were not done, an indicator for which the score could range from 0 to 50 would have only half the weight of another indicator for which the score could range from 0 to 100.

Weighting

Each category was given equal weight by calculating the average score across the indicators in that category. So, for example, for categories with three indicators, the score for that category was the average across the three. This approach also solved the problem of how to deal with countries for which some indicators were missing, as the average was calculated on the available indicators for each country. Nevertheless, while this generated a score for all categories across all countries except for media in Angola, the averages for countries with missing indicators should be treated with caution as they are not exactly comparable with those of countries for which all indicators were available. The number of missing indicators ranged from zero for Madagascar, Mauritius, Namibia, South Africa, Tanzania and Zambia, to nine for Angola.

Standardisation

Standardisation aimed to convert all "raw scores" into values that range from 0 (for the worst possible performance) to 100 (for the best possible performance). The indicators consist of several types in terms of what they are measuring:

- Many of the indicators measure the female percentage of people with given characteristics. All the

governance, education and media indicators have this form. For these indicators, the raw score could range from 0 to 100. However, if our aim is to ensure that women do not face discrimination, then a raw score of 50 is the target. In standardisation, all scores of more than 50 - of which several were found, for example, for tertiary education - were therefore changed to 50.

- Several of the indicators measure the percentage of women and girls with a given characteristic. Two examples of such indicators are the percentage of women using contraception and the percentage of women aged 15-24 with comprehensive knowledge on HIV and AIDS. For these indicators, the raw score could range from 0 to 100 and the score therefore did not need further standardisation.
- Several of the indicators measure the female rate for a given characteristic as a percentage of the male rate. Examples here are female labour force participation as a percentage of male labour force participation, and the female unemployment rate as a percentage of the male unemployment rate. In these cases possible scores could range from 0 to more than 100 where the female rate is more than the male rate. In the one case where the score was more than 100 (unemployment rate in Zambia), the score was changed to 100.
- Finally, two of the indicators that relate specifically to gender or women's issues have scores that fall outside the above categories. The first is the number of weeks of maternity leave to which employees are entitled. The second is the maternal mortality rate, which is expressed as the number of deaths for every 100,000 live births. For the first of these indicators, we assumed that the possible range was from 0 to 16 weeks, and calculated the actual number of weeks as a percentage of 16. For the second of these indicators, we set the possible range between 0 and 2000 out of 100,000 (see http://en.wikipedia.org/wiki/Maternal_death), and calculate a score out of 100 by dividing the raw score by 20.

A further challenge in the standardisation process was that while the majority of indicators measure a desirable characteristic, for which a high score indicates good performance, there are a few indicators that measure undesirable characteristic for which higher scores reflected poorer performance. The negative indicators are the ones relating to unemployment rate, female share of people living with HIV, and maternal mortality rate. For these indicators the rate was inverted by subtracting the standardised rate from 100.

Components of the Gender Status Index

Block	Component	Sub-component	Indicator
Social power 'Capabilities'	Education	Enrolment	Primary enrolment rate
			Secondary enrolment rate
			Tertiary enrolment rate
		Dropout	Primary dropout ratio
			Secondary dropout ratio
		Literacy	Ability to read and write
			Primary school completed
	Health	Child health	Stunting under 3
			Underweight under 3
			Mortality under 5
		Life expectancy at birth	
		New HIV infection	
		Time spent out of work	
Economic power 'Opportunities'	Income	Wages	Wages in agriculture
			Wages in civil service
			Wages in formal sector (public and/or private)
			Wages in informal sector
		Income	Income from informal enterprise
			Income from small agricultural household enterprise
			Income from remittances and inter-household transfers
	Time-use or employment	Time-use	Time spent in market economic activities (as paid employee, own-account or employer)
			Time spent in non-market economic activities or as unpaid family worker in market economic activities
			Time spent in domestic, care and volunteer non economic activities
		Employment	Or: Share of paid employment, own-account and employer in total employment
	Access to resources	Means of production	Ownership of urban plots/houses or land
			Access to family labour
			Access to credit
			Freedom to dispose of own income
		Management	Employers
			High civil servants (class A)
			Members of professional syndicates
			Administrative, scientific and technical
Political power 'Agency'	Public sector		Members of parliament
			Cabinet ministers
			Higher courts judges
			Members of local councils
	Civil society		

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The SADC Protocol on Gender and Development



Encompasses

commitments made in all regional, global and continental instruments for achieving gender equality.

Enhances

these instruments by addressing gaps and setting specific, measurable targets where these do not exist.

Advances

gender equality by ensuring accountability by all SADC Member States, as well as providing a form for the sharing of best practices, peer support and review.



In August 2008, Heads of State of the Southern African Development Community adopted the ground-breaking SADC Protocol on Gender and Development. This followed a concerted campaign by NGOs under the umbrella of the Southern Africa Gender Protocol Alliance.

By the 2012 Heads of State summit, 13 countries had signed and nine countries had ratified the SADC Gender Protocol: two-thirds of the signatories. South Africa and the DRC, two of the countries that have ratified the Protocol, still need to deposit their instruments of ratification with the SADC Secretariat. Barring these technicalities, the Protocol is to all intents and purposes in force. The clock is ticking to 2015, when governments need to have achieved 28 targets for the attainment of gender equality. In keeping with the Alliance slogan: "Yes we must," this 2012 Barometer provides a wealth of updated data against which progress will be measured by all those who cherish democracy in the region. The SADC Gender and Development Index (SGDI) introduced in 2011 complements the Citizen Score Card (CSC) that has been running for four years to benchmark progress. While there are several challenges, the successes to date strengthen our view that change is possible.

"2015, yes we must!"

