

Gender Scoping Study Final Report

Prepared for the Donors' Steering Committee

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Development)

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We hope we have adequately reflected the information collected in the field and that the study findings and recommendations contained in this report will contribute, in the shorter term, to a clear road map for Stakeholders supporting and implementing gender programmes – in the shorter term - in developing strategies and interventions, in the longer-term, to an improved and coordinated, better funded and vibrant gender sector with clear monitoring and evaluation systems to track the gender issues in Zimbabwe.

New Dimensions Consultancy (Victoria James and Amos Milanzi) and George Zimbizi 19th April 2007

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Executive Summary

Results from the study conclusively show there is 'no gender sector in Zimbabwe', but there is a 'Women's Movement' borne out of gender inequalities. This has led to limited coordination at all levels; poor funding of the sector and non-existent monitoring and evaluation systems to track progress within the sector and make corrective measures. The study reveals gender is synonymous to women with little involvement of men in the majority of gender programmes. Policies to reduce gender inequality have been enacted but commitments are not always implemented because of limited capacity (financial and human) and poor coordination. The current socio-economic malaise has also taken its toll on the gender sector, with some of the initial gains in the fight for rights being eroded and in some cases being reversed. **Key findings** of the study revealed that:

- **Gender inequality:** Is embedded in the patriarchal, social, religious and cultural sphere of Zimbabwean life. Women are expected to be subordinate to men, when they marry they lose their identity and assume that of their husbands and are culturally constrained to take leadership positions in politics, in the community or in churches. (currently only 16% women are in the lower House of Assembly while 36% are in Senate. There has been an improvement of only 2% over 15 years as in the 1990 parliament women constituted 14%). Culturally when a father dies, his property is bequeathed to the eldest son and not to his daughters or wife;
- **Human rights and gender based violence:** This has been one of the critical gaps towards the achievement of women's rights and gender equality. Recent studies have revealed that one in three women are in some form of an abusive but intimate relationship and one in four women have suffered some form of domestic violence. The Zimbabwe Young Adults Survey of 2002 revealed that one in five women between the ages of 15 and 19 in rural and urban settings reported ever having been forced to have sexual intercourse by a man. Another 2003 study on Gender Based Violence showed that domestic violence accounts for over 60% of murder cases at the Harare magistrate's courts;
- **Economic:** Zimbabwe has experienced a rapid socio-economic decline owing to international isolation, government policies and frequent droughts. The impact of the economic decline has disproportionately affected women than men. Women have become increasingly marginalized from mainstream economic activities despite the fact that they are 52% of the population. The 2005 government initiated Operation Restore Order curtailed informal sector activities where women are over represented, radically cutting off their main source of livelihoods;
- **Constitutional and Legal Issues:** While laws are a necessary vehicle through which women's rights can be achieved, they are not necessarily an end in themselves. Implementation of gender equality laws and policies has been hampered by inadequate funding and half-hearted commitment by policy implementing patriarchs. Technical gaps in the law content such as the Bill of Rights' silence on gender discrimination in private sector, inconsistency in the legal age of majority between males and females and the dichotomy between statutory family and inheritance laws on one hand and customary laws on the other, pose a threat to women's rights and empowerment;
- **Reproductive health and sexual rights and HIV/AIDS:** Women in Zimbabwe have had limited control over their sexual and reproductive rights owing to cultural, religious, economic and patriarchal constraints. Resultantly, women are more exposed to HIV infection than men. A 2004 survey on young adults revealed that women

between the ages of 14 to 24 are three to six times more likely to be infected with HIV than their male counterparts indicating the vulnerability of women;

- **Education, Culture, Religion and Socialization:** The patriarchal system is firmly entrenched within culture, religion and the socialisation process reinforced by the biased education system. Both religion and culture emphasise the dominance of men over women and socialise women into their subordinate roles. 51% of female respondents in the 1999 Zimbabwe Demographic and Health Survey felt that it was acceptable for a husband to beat up his wife if she burns food, argues with her husband, goes out without telling him, neglects children or refuses her husband sexual relations;
- **Disability:** Disabled women are disproportionately discriminated against. Disabled women are subjected to sexual, physical and verbal abuse and because of their disability the majority suffer in silence, because they are unable to report abuse cases. A recent study by the Association of People with Disability has shown that there are more disabled men who are employed than disabled women despite that there number of the later is more;
- **Coordination:** At all levels is limited, weak and ad-hoc due to lack of a common agenda among the key stakeholder;
- **Funding to the Gender Sector:** The sector has experienced a steady decline even from traditional bilateral gender donors affecting the quality and scale out of gender programmes. Donor funding flows from international donors to local civic organisations has gradually declined from around US\$ 2,6 million to just over US\$1miion over the past three years;
- **Support of National Gender Policy by Civic Organisations:** most of the gender based activities by civic organisations are being implemented in the context of the National Gender policy. To a very significant extent, these activities have gone a long way in promoting the goals of the policy which are i) to eliminate all negative practices that impede equality and equity of sexes ii) to mainstream gender in all aspects of development and to ii) ensure empowerment of women and men in Zimbabwe. Successful lobbying for the National Gender Policy, DVA and other legislation by civic groups are examples of such progress. There are however some aspects of the National Gender Policy where more work needs to be done by civic organisations. These include (I) strengthening the national machinery to enable it to implement the National Gender Policy, monitor and review its progress (ii) carrying out gender impact analysis/assessment of policies, programmes, projects and strategies (iii) engender budgets at all levels and all sectors (iv) creation of awareness and carry out educational campaigns on gender issues at all levels and in all sectors and, (v) developing, maintaining, updating and providing gender disaggregated data at all levels; and
- **Monitoring and Evaluation:** Systems largely non existent at all levels making it difficult to quantify achievements, document lessons learned and make corrective measures within the sector. Over 70% of civic organisations interviewed did not have well-structured and concise M&E frameworks.

Several **recommendations** are outlined in the report. The key foundations for gender stakeholders' responses to bridging the identified gaps of gender inequality programming in Zimbabwe relate to:

- **National Gender Policy** as a guiding framework: although Zimbabwe has signed regional and international conventions of gender, the National Gender Policy remains

the main relevant and logical guiding framework through which stakeholders in the gender sector should work. The National Gender Policy seeks to strengthen the institutional and legal capacity to deal with gender violence, inheritance and property rights. Its stated vision is to have a society where there is economic, political, religious and social equality and equality among women and men in all spheres of life and at all levels. This is anchored on the protection and respect of the rights of the individual. Although most of the civic organisations activities are being conducted within the framework of the National Gender Policy and have significantly contributed to the goals of this policy, there is need for more work in terms of (i) strengthening the national machinery to enable it to implement the National Gender Policy, monitor and review its progress (ii) carrying out gender impact analysis/assessment of policies, programmes, projects and strategies (iii) engender budgets at all levels and all sectors (iv) creation of awareness and carry out educational campaigns on gender issues at all levels and in all sectors and, (v) developing, maintaining, updating and providing gender disaggregated data at all levels.

- **Capacity building:** the capacities of civic organisations, UNIFEM and relevant government ministries such as the Ministry of Gender, Women's Affairs and Community Development (MGWACD) need to be strengthened both in terms of financial and human resources. Specific areas for strengthening include, gender analysis, Monitoring and Evaluation, strategic planning, governance and leadership, financial and human resources management, advocacy and lobbying and resource mobilisation. This would improve coordination effectiveness and programming quality. There is also need to improve the capacities of civic organisations in terms of developing a gender conceptual framework so that there is an emergence of a proper gender sector in the country. There is a further need to strengthen their Monitoring and Evaluation Systems as over 70% of the civic organisations do not have these systems in place. Capacity building activities should be preceded by a capacity needs assessment of UNIFEM and the Women's coalition so that the process is responsive to their needs.
- **Coordination:** an improvement at coordination at all levels is strategically required. The Joint Donor Steering Committee, ZUNDAF, the Women's Coalition and MGWACD need to transform themselves into more robust vehicles of coordination.
- **Programming entry points and areas of focus:** there is need to explore non-traditional entry points for gender programming. Suggested entry points include men and men's organisations, youths (both males and females), religious institutions, schools, the family unit, disabled people's associations and music, theatre and art which can be broadcast nationally via both the electronic and print media. More focus should also be on displaced populations, human trafficking, making available Post Exposure Prophylaxis to rape victims.
- **Women economic empowerment:** more focus should be put on empowering women economically by stimulating broad-based income generating activities less vulnerable to inflationary pressures.
- **Methodology and Approach:** while mainstreaming gender into other development project is very important, there is need to consider coming up with gender standalone projects so that women and gender issues are not lost in the bigger picture. Clear indicators and expected outputs have to be developed to demonstrate impact of gender programmes.
- **Funding:** there is need to increase funding levels to ensure survival of the gender sector, quality programming and retention of qualified and experienced staff to minimise institutional memory loses. The current average funding per organisation of

US\$11,000 per year is too small. There is further need to increase project lifecycles to more than a year for increased impact. Funding should be coordinated to reduce possibilities of double dipping. And the application process simplified as much as possible for ease access by CBOs. The extent of donor funding overlap could not be precisely determined but it appears that there is more funding towards advocacy issues compared to other gender concerns. Overlap in funding is likely to result in unstrategic use and spread of resources and less attention being given to other equally important sectors. It also increases the burden of report writing, as civic organisations have to meet the different reporting demands of the different donors. Another complexity caused by an overlap in funding is that it can cause labour relations problems as salary levels might be different for different donors resulting in staff working on the same project getting uneven salaries depending on which donor is supporting their salaries. Possible funding mechanisms under different scenarios are given in the recommendation section of the main report.

- **Database:** there is need to create a database of all the players in the gender sector and this database should be updated on a regular basis. A starting point would be the database generated by this report. The database could be kept and maintained by either UNIFEM or civic organisations with technical capacity such as ZWR CN.

Taken together these approaches will assist Key Gender Stakeholders implementing gender programming to contribute to changing the gender based norms and inequalities that affect women and men in Zimbabwe.

List of Acronyms

AIDS	Acquired Immuno-Deficiency Syndrome
CBOs	Community Based Organization
CSO	Central Statistical Office
CSO	Civil Society Organization
CIDA	Canadian International Development Agency
DFID	Department for International Development
DVA	Domestic Violence Bill
EC	European Commission
FAO	Food and Agriculture Organization
FACs	Foreign Currency Accounts
GDP	Gross Domestic Product
GoZ	Government of Zimbabwe
GSS	Gender Scoping Study
HIV	Human Immunodeficiency Virus
ILO	International Labour Organization
IOM	International Organization for Migration
JICA	Japanese International Cooperation Agency
MGWACD	Ministry of Gender, Women's Affairs and Community Development
M&E	Monitoring and Evaluation
NASCOH	National Association of Societies Caring for the Handicapped
NGOs	Non Governmental Organizations
SIDA	Swedish International development Agency
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund Women
UNGTG	United Nations Gender Theme Group
USAID	United States Aid Agency
WILSA	Women and Land in Southern Africa

I. Introduction

Since 2001, Zimbabwe has been experiencing a prolonged humanitarian crisis characterized by economic decline, food insecurity, increased chronic poverty and displacements. The estimated proportion of people living below the poverty datum line has almost doubled since 1995. Zimbabwe compares favourably with many countries in Africa on some indicators of gender. Zimbabwe has fairly progressive legislation on gender and a National Gender Policy and Implementation plan is in place. However, promoting gender empowerment in the present Zimbabwe context is challenging as women still face discrimination in many areas such as domestic violence and health, access to land, access to inputs and credit. On the other hand, the HIV and AIDS pandemic has hit women hardest owing to both susceptibility to infection and increased burden on women as carers.

Major donors in gender issues have realized that the gender sector in Zimbabwe is fragmented and not well coordinated thereby making it difficult for one to have a clear overview picture of what institutions/organisations are doing, where and with whose/ what support. This lack of clarity makes it difficult for bilateral donors to identify gaps which might be existing and needing support (technical as well as financial resources) and hence the need to carryout a gender scoping study as part of a process to construct a clearer picture of the dynamics in the gender sector to improve and enhance support to the gender sector as well as the UN Agencies and donor harmonization coordination and support to civil society organizations in the gender sector.

Given this background, Joint Donor Committee comprising of DFID, Sida, CIDA, The EC and USAID commissioned the study with aim to:

- i. Providing a general overview of key gender issues and dimensions of gender inequality in Zimbabwe;
- ii. Identifying and mapping key stakeholders and agencies working to promote gender equality in Zimbabwe, challenges and constraints these institutions are facing in meeting their objectives as well as successes scored in promoting gender equality;
- iii. Determine the extent to which there is harmony between activities of these stakeholders and the National Gender Policies;
- iv. Identifying donor support (type, size and duration) to gender issues in Zimbabwe;
- v. Identifying new and non-traditional entry points for support to gender programming;
- vi. Identifying key gaps in gender programming and, based on the identified gaps, make recommendations on types of support that can be provided by the donors as well as mechanisms to provide this support in a harmonised way;
- vii. Identify and suggest possible umbrella focal points for support;

- viii. Identify key mechanisms of coordinating the gender sector, including the Ministry of Women Affairs, Gender and Community Development, UNIFEM Women's Coalitions and others in coordinating gender activities; capacity in and determine to what extent these roles need to be strengthened; and
- ix. Comparing different gender programming approaches at donor level to determine which approaches have more value for money. Approaches with more strengths will be recommended for replication.

2. Research Findings

The findings are condensed to include main issues contained in gender and women's rights literature on Zimbabwe as well as the subjective views of stakeholders interviewed who included Bilateral-Donors, International and local NGOs, UN agencies and relevant key Government sector ministries. The different stakeholders gave weighted priorities to different gender issues mainly on the basis of their mandates and focus areas. The sequencing of issues for discussion is therefore not based on the order of importance or priority. Where discussion follows priority order the report will clarify that fact.

2.1 Key Dimensions of gender inequality in Zimbabwe

That there remain substantial gaps in terms of gender inequality in the majority of African societies and worldwide inequality between men and women remains a topical discussion. What differs from society to society or culture is the degree of that inequality and the macro-level commitment of policy makers and other stakeholders to close that gap. In Africa, there have been both international and national efforts to address gender inequality issues after the realization that there could be no meaningful development without gender equality. Similarly in Zimbabwe over the years Government, civil society, bilateral-donors and United Nations (UN) Agencies have built a momentum towards gender equality through various macro and micro level activities.

To show its commitment towards the achievement of gender equality, The Government of Zimbabwe (GoZ) has ratified a number of regional and international conventions whose objectives are to promote and realize the rights of women and to achieve gender equality. Conventions ratified include:

- Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)
- Convention on Civil and Political Rights (CCPR)
- Equal Remuneration Convention (ERC)
- Dakar Platform for Action
- Beijing Declaration of 1995
- SADC declaration on Gender and Development with its addendum on Prevention and Eradication of Violence against Women and Children
- The Millennium Declaration of 2000.

The GoZ has followed this up by drafting and launching the National Gender Policy in 2004 and enacting progressive legislative laws such as the Domestic Violence Act and making amendments to family and inheritance laws. Labour laws have also been amended to reflect gender equality priorities.

Despite the above positive developments, Zimbabwe is still a long way from achieving a balanced gender equality status and is ranked 145 in the 2005 Global Gender Related Development Index. Gender inequality still exists in various forms and the advancement towards a state of gender equality has been hampered by challenges, some of which have eroded the minimal gains of the past years. Some of the main challenges encountered include; a deeply entrenched patriarchal social system, which is slow in transforming itself and an unprecedented decline in the socio-economic and political system of the country. The fast shrinking economy has impacted negatively on the national prioritisation of gender issues, women economic empowerment and freedom of choice and implementation of national gender strategies. The economic decline and politically unstable environment has not only reversed some of the gains of women empowerment and gender equality but has created new dimensions and challenges of gender inequality in the country. Local and international Women’s Non Governmental Organizations (NGOs) interviewed sited the following as Key Dimensions of gender inequality in Zimbabwe.



Figure I: Key dimensions of gender inequality in Zimbabwe

The majority of the respondents (95%) thought that gender inequality was mainly embedded in the patriarchal social and cultural system that obtains in the country.

The following sections discuss some of the Key Dimensions of gender inequality in the country as viewed by the various stakeholders.

Human rights and Gender Based Violence

Gender-based violence in Zimbabwe has been one of the main impediments towards the achievement of women's rights and gender equality. Zimbabwe has been experiencing an alarming increase in the abuse of women and the girl child in the form of murders (crimes of passion), beatings, rapes, emotional terrorism and disinheritance. The UN Joint Workplan For Gender (2007) noted an estimated one in three (1:3) Zimbabwean women is living in an abusive intimate relationship while one in four (1:4) have experienced some form of domestic violence. Whilst gender-rights violations are entrenched within the patriarchal system which emphasizes masculinity and the dominance of men over women, the socio-economic situation has witnessed an increase in women and girl child abuse cases. The economic hardships have added emotional stress on many families and many men vent off their frustrations of failing to play their "masculine" role through physical abuse and women are the easy target. A majority of women endure the hardships because of economic dependency. Some men who mistakenly believe they can be cured of AIDS if they have sex with a virgin have added to the vulnerability of the girl child. The aftermath of Operation Restore Order has exposed women and girls to abuse as people now share cramped conditions with strangers and at times share the same space. A significant number of women have become willing victims of abuse as they exchange sex for favours such as financial rewards, food, shelter, employment and promotion. In addition women have been made sex slaves after being lured and trafficked to foreign countries on promises of non-existent jobs. According to a 2001 Central Statistics Office (CSO) Quarterly Digest of Statistics rape cases have increased from 3,615 in 1997 to 4,612 in 2000.

The upsurge increase in violence against women and girls led to the birth of The Domestic Violence Act, which attempts to redefine domestic violence and impose deterrent punishments. There have also been calls to have heavier sentences imposed on convicted rapists and women abusers. A number of local NGOs and Community Based Organizations (CBOs) have mushroomed in response to the increase in violence and abuse against women and girl children. Organizations have increased the menu of services being offered to include counselling, shelter, food and rehabilitation to abused women.

Economic Issues

During the past seven years, Zimbabwe has experienced a rapid socio-economic decline owing to international isolation, government policies and frequent droughts. According to the World Bank April 2006 World Development Indicator Data Bank, while sub-Saharan Africa average Gross Domestic Product (GDP) has been a positive 5.3%, Zimbabwe has experienced a negative GDP growth of 7% sufficing to be named a Low Income Country Under Stress. Structural unemployment (counting those in the informal sector as unemployed) has risen to more than 80% while the rate of inflation is the highest in the world at 2200% as at Central Statistics Office

(CSO) April 2007. Because of the structural and social inequalities experienced by women, the impact of the economic meltdown has disproportionately affected women than men. The economy has taken a heavy toll on women's aspirations.

Women have largely and are still largely marginalized from mainstream economic activities. This is partly a result of the patriarchal system which confined women to the home environment and partly because of their generally lower level of education relative to men. It has been noted that women perform 53% of all economic activity but their work is rendered invisible because it is not measured and is lowly paid. A UNICEF (1994) report noted that 90% of women in Zimbabwe are farmers, informal sector workers and community organisers. Women are thus over represented in the informal sector. Of those women working in government in 1999, only 20.6% occupied management positions.

Operation Restore Order instituted by GoZ in 2005 had a huge negative impact on the livelihoods of women. Women are the key actors in the informal sector and the destruction of market stalls and the strict enforcement of vending regulations meant their main means of livelihoods had been strangled. Entry into the informal sector was made much more difficult by provisions of Operation Restore Order (ORO) which required informal sector utilizers to apply and pay for licences and to operate only from designated areas. These requirements no longer defined the informal sector as an "easy-entry sector" and many women who were vegetable vendors and flea market operators could not meet the requirements and found themselves excluded from informal sector activities. The erosion of the women's economic capital meant that they also lost a crucial leverage upon which they could articulate and advocate women's rights and gender empowerment issues.

The Zimbabwe Congress of Trade Unions (ZCTU) noted that when companies face economic difficulties, women are more often targeted for retrenchment than men because they are perceived to be less militant than men. This trend has weakened the women's voice within the formal labour movement resulting in women support structures, such as Gender Perspective Teams within the labour movement formed in the 1990s, becoming defunct owing to poor participation by women. Having realised the majority of women are now in the informal sector, the ZCTU has sought to formalise the sector by establishing links with the Zimbabwe Chamber of Informal Sector Economy Association (ZCIEA) by signing an MOU. It is hoped through this route ZCIEA can participate formally at foras such as the Tri-Partite Forum and through this way women's voices can be heard.

The land reform programme models (A1 and A2) have heavily been skewed in favour of men despite the fact that women have the highest number of participants in this sector. At the conclusion of the Land Reform Programme only 18% of beneficiaries under the A1 model (peasant farmers) were female-headed households while under the A2 model (commercial farmers) they constituted only 12%. Those who applied for land together with their husbands often had the land registered in the husband's name. This has created a potential inheritance problem in the event that the husband dies first. There remain high dangers of the wife being disinherited by the husband's family remain real.

Women constitute 52% of Zimbabwe's total population. The Gender Policy recognises that 86% of women live in rural areas and that women constitute 70% of all agricultural labour in the country. A total of 86% of Zimbabwe's adult population

is literate and of the 14% illiterate adults, 60% are women. A 2003 Poverty Assessment Study showed that of the 80% (5million people) living below the Poverty Datum Line (PDL), 70% were women. Seventy-four percent (74%) of female-headed households fell into the “poor” and “very poor” categories. This figure is most likely to have increased owing to the continued rapid economic decline.

Constitutional and Legal Issues

Significant efforts have been made by GoZ to enshrine women’s rights in the legal statutes of the country including the supreme law, The Constitution of Zimbabwe. A host of marriage and property inheritance laws such as The marriage Act, Matrimonial Causes Act, Maintenance Act, Administration of Estates Act and the Legal Age of Majority Act and others, have been amended to reflect the need for gender equality. The Bill of Rights in the constitution forbids discrimination on the basis of sex. This provision has however been criticised by women for only mentioning discrimination in public places thereby falling short of protecting women from sex-based discrimination in private enterprises and by private individuals. There have been concerns about the inconsistencies in the age of legal majority. The minimum age at which a boy can marry is 18 while that for a girl is 16. The insinuation is that the girl child matures faster than the boy and this assumption can lead to the abuse of girls when they get married off or engage in sexual activity before they are capable of making independent and mature decisions.

A dichotomy has been noted between inheritance and marriage laws on the one hand and customary laws on the other which tend to erode the gains made by the former. A widow in a customary union, for example, has to be acknowledged by the deceased’s relatives before she can inherit the husband’s property. This prejudices the widow as the husband’s relatives may be want the same property and hence they become interested parties. The widow might experience a difficult time to convince the courts she is indeed the legitimate inheritor of the property. Customary laws are thus entrenched into traditionally practiced customs, which are prejudicial against women.

Although a number of progressive laws have been passed, most recently the Domestic Violence Act, the enjoyment of rights enshrined in these laws by women is curtailed by poverty and ignorance. A 2006 report by FAO on *Land and Property Rights of Women and Orphans in the Context of HIV/AIDS in Zimbabwe* noted widows were being dispossessed of their property despite the legal provisions in the 1997 Administration of Estates Amendment Act which guarantees their rights. This was noted mainly to be a result of:

- A lack of public knowledge about legal rights;
- Inaccessible judiciary especially in rural areas;
- Dichotomy between statutory and customary laws;
- Deteriorating health of widows which renders them physically weak to defend their property;
- Traditional practices and norms, which result in widows being accused of causing the deaths of their husbands; and
- Fear of causing family tensions.

While laws are a necessary vehicle through which women's rights can be achieved, they are not necessarily an end in themselves. Implementation of gender equality laws and policies has been hampered by inadequate funding which paralyse government operating arms and half-hearted commitment by policy implementing patriarchs. These policy implementers speak politically correct language, which is not matched with practical policy commitments resulting in "policy evaporation". This realisation has prompted some members of the Women's Coalition to note that, *"Our struggle is not with the Law, the struggle is with patriarchy"*.

In the recent budget, the Ministry of Women's Affairs, Gender and Community Development was allocated Z\$84 billion or 0.1% of the total budget. This budget appears to be inadequate especially in light of the fact that the Gender Policy still needs to be implemented and the Domestic Violence Act requires operationalization as well as close monitoring at least in the first two years. The situation is exacerbated by the fact that most international bilateral donors are not supporting government directly and have actually been scaling down funding to civic organisations focusing on gender during the last five years.

Reproductive health and sexual rights and HIV/AIDS

Women in Zimbabwe have had limited control over their sexual and reproductive rights owing to cultural, religious and patriarchal constraints as well as their economically disadvantaged position. Culture overplays the subordinate role of women and as such men have had control of women's sexuality. This position has disadvantaged women especially in the context of HIV and AIDS where, due to male dominance, women end up consenting to unwanted and unprotected sex either because of cultural pressures or in search of financial or other favours from man in advantaged positions. Cross generational sex is attributable to HIV infection rates being highest amongst girls aged between 15 and 24 years. A Zimbabwe Young Adult Survey (2001-2002) revealed that women between these ages are three to six times more likely to be infected than young men of the same age. The Zimbabwe Demographic Health Survey (2005-2006) concluded HIV adult prevalence rate is 18% with 21% of women being positive while 15% are men.

Without economic empowerment and lack of awareness of sexual rights and reproductive health issues, the enjoyment of these rights by women will be limited. This situation is made worse by the prevailing socio-economic situation, which has hit women the hardest.

Education, Culture, Religion and Socialization

The patriarchal system in Zimbabwe is firmly entrenched within culture, religion and the socialisation process reinforced by the biased education system. Both religion and culture emphasise the dominance of men over women and that women should be subordinate to men. Issues of masculinity emphasise that a man should be in control of his household and should be strong enough to look after his family and his "vulnerable" and "weak" wife. The wife should be submissive, care and provide for the family and do household chores such as cooking, dressing up children and looking after sick family members. She is mostly confined to the private space of the

home. Men who listen and are controlled by their wives are regarded as cowards who have been “be-witched” by their wives.

The socialisation process also stresses that boys are more important than girls as they carry on the legacy of the family name. Wives who continuously give birth to girls can be divorced or face a second wife forced upon them by the husband as he seeks boy children. Girls are not regarded as part of the family. Traditionally they will marry and go and live with the husband’s family. There is less emphasis on sending the girl child to school because she will eventually get married as one participant noted ***‘its like watering a flower that will bloom next door, so why do it’***. In times of household financial constraints/hardships the girl child is pulled out of school in preference for the boy child. Religious sects such as the Apostolic Faith strongly resist sending the girl child to school because she could be “contaminated” and fail to respect her husband. Some of the young girls are married off to old men of over 60 years against their will. In mainstream Christianity, the bible is constantly referred to, to keep women subservient to men. Thus religion, culture and the socialisation processes are some of the major factors perpetuating gender inequality.

Women in decision making

In the arena of political decision making, particularly in Parliament, women are still under represented. In the first two parliaments after independence women constituted fewer than 10% of members of parliament. In the third parliament (1990-1995), there was an improvement in female representation to 14%, but this declined to 12% in 2000. Currently 16% and 36% of women are in the lower house of assembly and senate respectively. This implies that over the past 15 years there has been an improvement of only 2%. It also appears that women are participating less and less in politics because of fear of politically motivated violence. The 2000 election was one of the most violent in the country and witnessed a drop in the number of women elected into parliament.

Disability

Compared to disabled men, disabled women are disproportionately discriminated against. Firstly, disabled women get discriminated on the basis of sex and secondly on the basis of disability. Disabled women are subjected to sexual, physical and verbal abuse and because of their disability some of them suffer in silence, as they are unable to report these abuse cases to the police. Research undertaken on *“Employment of people with disabilities in Zimbabwe”* by NASCOH revealed that more males with disability were employed than women with disabilities and yet there were more females with disabilities than men. Women with disability are also disregarded by mainstream women’s movement.

2.2 Coordination of the Gender Sector

Whether or not there is a gender sector in Zimbabwe is highly debatable. The various stakeholders who participated during workshops did not agree on whether there is a gender sector in Zimbabwe. What was agreed upon was that there is a women’s movement in the country, which seeks to promote women’s rights and

ensure their equal participation in national issues. For the purposes of discussion in this section, gender movement will be treated synonymously with women's movement. This is because we are assuming that the women's movement's overall objective is to promote women's rights and equality between sexes and hence their expected outputs tie in very well with objectives of gender equality. Women's rights are used as an entry point to achieve gender equality.

Donor Level

It was generally observed by all stakeholders that the gender sector in Zimbabwe is disjointed and not well coordinated at all the different levels owing to a number of reasons. At donor level, there has been limited formal contact amongst donors where gender issues are discussed and strategic plans adopted. Contact has been informal resulting in most of the donors being unaware of what other donors are funding, in which sectors and with which partners. The lack of a formal gender fora for donors also gives rise to the possibility of duplication of funding and activities. Dwindling resources are possibly not being strategically used by the donors. This Gender Scoping Study has provided a platform for initial contact and coordination amongst the donors.

Civic society level

At civic society level, coordination amongst the various women's organisations and individual activists has mainly been ad hoc without any formalised structure. Attempts at initiating formal coordination amongst women's and gender groups started in June 1999 when the groups mobilised themselves to enable women's voices to be heard during the National Constitution review. After realising that women's issues were likely to be marginalized if women themselves were not organised, the Women's Coalition was formed to galvanise support for women's concerns to be included in the proposed constitution. The coalition consisted of over 40 civic organisations and individual activists.

Cracks began to emerge in the Women's Coalition as the different groups in the coalition began to be used as pawns in the partisan politics that followed before a constitutional referendum was done in 2000. Although the coalition later resolved to vote against the constitution, there were divisive political leanings by individual groups and individual activists that divided the coalition and led to its weakening in the post referendum era.

Coordination amongst the civic groups was weakened further due to competition for dwindling donor funding. As donors focused more and more on core human rights issues, children and HIV and AIDS, less and less money was committed to outright gender and women's issues. Lack of adequate funding also meant that there was limited capacity building of the coalition secretariat and hence the secretariat became practically ineffective. Personality clashes within the coalition based on political patronage also resulted in some original members of the coalition pulling out.

A significant proportion of women, especially in rural areas, identified less with the coalition because they did not identify strongly with some of the core issues being

advocated by the coalition. For such women, bread and butter issues matter much more than some seemingly abstract issues such as human and reproductive rights. The “professionalisation” of the women’s movement led to the movement being dominated by educated middle class women whose aspirations were different from the less educated and poor rural women. The loss of appeal to some classes of women limited the effectiveness of the coalition.

The coalition however managed to spring to life and coalesced itself around the recently enacted Domestic Violence Bill. Coordination seems to improve around topical issues, which women can easily mobilise around. Following their unity around the bill, the coalition has managed to put together a proposal for funding that they have since submitted to the EC. The proposal outlines key priority areas;

- Constitutional and Legal Issues;
- Empowerment and Behaviour Change;
- Reproductive Health, Sexual Rights and HIV and AIDS; and
- Economic Issues and strengthening the coordination capacity and coalition building.

These areas were stated as critical by stakeholders if gender inequality was to be meaningfully addressed in Zimbabwe. However, it remains to be seen whether the coalition will remain coordinated post European Commission funding, especially if the trend for less funding towards the gender sector continues.

Coordination at national level: UN bodies, donors, civil society and government

Although there were various gender related activities jointly done by different stakeholders at national level, there was no clearly defined, coordinated and sustainable framework of cooperation. Coordination was rather done on *as needed* basis to tackle specific thematic issues. Coordination between government and bilateral donors is still limited owing to relations between the two. Bilateral donors are reluctant to fund government directly and hence in terms of programming coordination, there is still a huge gap.

UN bodies interviewed acknowledged there was limited inter-agency gender coordination prior to the constitution of the United Nations Gender Theme Group (UNGTG) in 2005. The UNGTG is operating within the framework of the Zimbabwe United Nations Development Assistance Framework (ZUNDAF) whose Outcome 4 aims at *reducing negative, social, economic, political, cultural and religious practices that sustain gender disparity*. The ZUNDAF framework is a partnership framework between United Nations Country Team and government. ZUNDAF seeks, in line with the UN restructuring drive, to enhance coordination between UN Agencies themselves and between UN, government and the civic society. UN agencies co-chair thematic groups with heads of relevant ministries. This improves integrated planning and coordination between the UN and government.

Prior to United Nations Development Assistance Framework, there was limited coordination of gender issues within the UN system. Different agencies were implementing different programmes with gender components with limited linkages with what other agencies were doing. There was thus the possibility of duplication of

activities and limited strategic use of resources. It was also not clear which agency or which gender focal point persons should take the lead on gender issues resulting in competition for space and influence. However ZUNDAF seems set to resolve some of these coordination issues.

Current Initiatives

This reports notes that, although the overall level of coordination within the gender or women's rights sector is low, there are current initiatives to improve coordination at various levels. At national level, the ZUNDAF framework is putting in place mechanisms and Terms of Reference (ToRs) for coordination between government, UN agencies, bilateral donors and civic society. At donor level, this Gender Scoping Study is an initiative by the bilateral donors and UN agencies after the realisation that there is need to improve coordination at various levels. It is hoped, the recommendations from this study will spur stakeholders at various levels to coordinate in a more effective way that encourages complimentary and will ultimately lead to less competition within civic society. At civic organisation level, the Women's Coalition buoyed by its successful lobbying of the Domestic Violence Act, has started soliciting for cluster funding from donors, notably the EC. This momentum is likely to promote better coordination at that level.

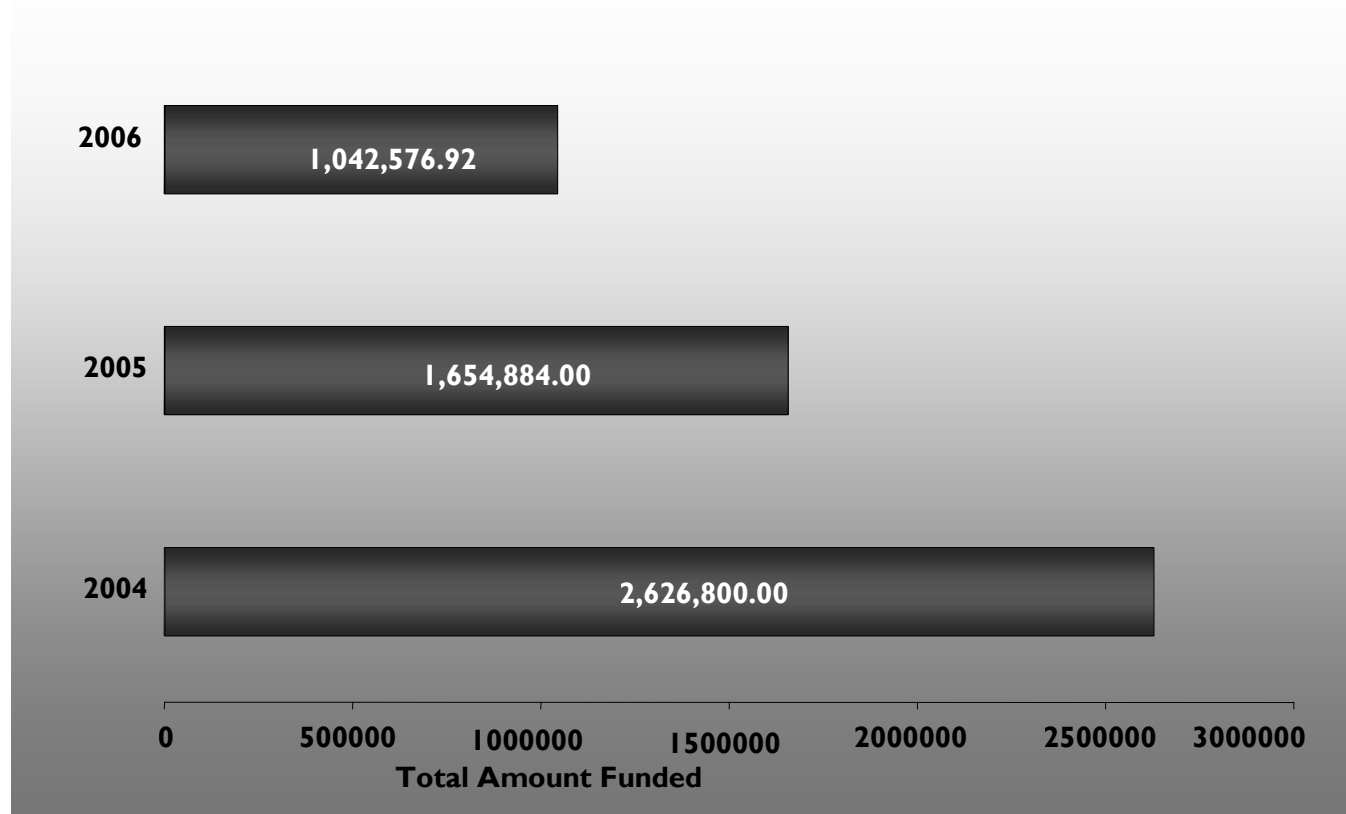
2.3 Funding of the Gender Sector in Zimbabwe

Women's rights organisations in Zimbabwe, and world-wide, have observed general trends in the scarcity of funds earmarked for the gender and women's rights sectors. The sentiments are that there are too few donors who are offering too little money. A study of 406 women's organisations across the world by the *Donor Network on Women* in February 2006 concluded that more than half of the interviewed organisations are receiving less funding than they did five years before.

Similarly in Zimbabwe, 100% of the civic organisations interviewed mentioned declining funding as one of their biggest obstacles in meeting their objectives.

The following figure shows funding trends of interviewed civic organisations over the past three years:

Figure 2: Three year Funding Trend in Gender Programmes



The table shows a steady decline in the levels of funding in the past three years from US\$2.6million to almost US\$1million in 2006. From the bilateral donors' perspectives it was difficult to determine how much they gave to women and gender movements' initiatives. This is mainly due to almost all the bilateral donors interviewed did not fund gender specific activities. Gender rights activities were presumably funded through broad human rights and democracy funds which most of the donors had in place. It became difficult for them to say specifically the exact amounts of money that went towards promoting gender equality.

The following table shows minimum, average and the highest amounts received by civic organisations.

Table 1: Amount Funded (US\$) in the past 3 years

Minimum	Average	Maximum
600	11,522	335,000

The minimum amount given to a civic organisation was US\$600 and the maximum was US\$335,000. On average however, women's organisations were given US\$11,522 over a period of a year. The funding was rather ad hoc and renewable on a yearly basis in some cases. In other cases funding was once off. The majority of the bilateral donors however admitted they have over the years been reducing their funding levels as well as funded partners.

The decline in funding has been attributed to waning interest in women's rights issues across the globe as donors focus more on core human rights, children, HIV and AIDS and humanitarian crises. In addition poor monitoring and evaluation systems of the gender sector have made it difficult to show evidence of the need for continued funding. The emphasis and adoption of a gender mainstreaming approach has also resulted in gender and women's rights being lost in the bigger picture. Bilateral donors have been reluctant to fund specific gender and women's rights programmes because they assumed that "funding will get to women anyway" through mainstreaming. Other women's groups have observed that poor performance in the sector and the lack of demonstrable impact of gender specific programmes has frustrated donors into gender mainstreaming.

The main source of funding for the women and gender sectors has been international donors and international NGOs. Although the GoZ has occasionally funded civic organisations, the funding has been negligible. For example, of the Z\$84 billion allocated to the Ministry of Women's Affairs, Gender and Community Development in the current fiscal year only Z\$1,4 billion will be transferred to the women's organisations. It is not clear how the disbursement will be done, but given the current rate of inflation, the funds remain negligible in relation to the current needs of the women's organisations. The main source has thus been international donors and the decline in donor activity in the country has affected funding levels for civic organisations in the country.

Different bilateral donors employed different funding mechanisms. Some donors opted for direct funding, some cluster funding while others opted to fund through UN agencies. Some donors opted for a combination of different funding mechanisms. Few of the donors funded government sector ministries directly and none of the donors were doing basket funding.

Direct funding entails earmarking funding directly to the recipient civic organisation. All the eight donors interviewed at some point had directly funded their partners. The funding was done in response to project proposals submitted to the donors. Some of the donors built the capacity of potential partners by offering training before they could apply for funding. Monitoring, evaluation and technical backstopping of the funded partners was either done directly by the donor or outsourced to consultancy organisations.

Cluster funding was done by three (3) of the donors interviewed. This entailed funding a group or cluster of civic organisations from a particular fund. The civic organisations would organise themselves into clusters around a particular theme and apply for funding usually through their secretariats. The donors would then fund these individual civic organisations through that secretariat which will have the role to disburse the funds and monitor and evaluate the activities of its recipient members. In one or two cases the funds were channelled through UN agencies who acted as the fund manager on behalf of the donor.

No cases of basket funding were noted by the research. Basket funding occurs when donors come and pool their funds together into a basket and decide on who can fund particular aspects of a programme. The rationale for this type of approach is that it is not always possible for one donor to fund all aspects of a programme and it lessens the administrative reporting burden of the partner as all aspects of the particular fund are harmonized. In some cases NGOs would apply to different donors to fund one programme. If it happened that more than one donor responded positively, the NGOs would then distribute the funding to various components of the programme. Rarely was it the case that the donors would sit down together and distribute responsibilities.

Basket funding is difficult given the fact that the level of coordination among donors in Zimbabwe is very low. Very few donors bothered to find out what other donors were funding and through which partners. Another challenge is that different donors have different requirements making it difficult to synergise their activities. Sharing of responsibilities in a co-funded project is therefore not easy given individual donor constraints. Joint evaluations are also difficult owing to different areas of focus.

A number of challenges have been faced by both bilateral donors and funded partners due to the current socio-economic environment. The high rate of inflation, currently around 2000%, has eroded the real value of funds allocated to implementing partners thereby affecting the impact of individual projects. The challenge has been compounded by the controlled exchange rate, which is currently pegged at Z\$250 to US\$1 while the parallel market rate is above Z\$15,000 to US\$1. This has meant that small civic organisations without FCAs have had to receive their funds in Zimbabwe currency at the official exchange rate. Consequently, a number of the civic organisations have failed to implement planned and budgeted activities because the funds had become inadequate. A majority of the donors interviewed stated they do not have provisions for supplementary budgets to assisted partners leading to significant activities being completely abandoned. Some NGOs with FCAs have however managed to negotiate better rates with their banks, which has increased the value of their funding.

2.4 Gaps and Opportunities in Gender Programming in Zimbabwe

A number of gaps in gender programming were identified by the different stakeholders during the course of the study. Opportunities to narrow those gaps were also discussed. It was noted by the majority of key stakeholders that the biggest challenge is the prevailing socio-economic environment which has seen the erosion and reversal of previous gains on gender equality and women's rights issues. Some of the gender programming gaps that were beginning to narrow are now widening.

For purposes of clarity, this section discusses gender-programming gaps at national, donor/UN and civic organisational levels. Opportunities for improving gender programming at each of those levels are also discussed.

2.4.1 National Level

A number of gaps exist at national level which limits the full realisation of gender equality and women's rights. Key gaps identified include the following:

The legal framework

Although a number of progressive and gender equality supportive laws have been passed by government there still remain critical gaps within the legal framework. Technical deficiencies in the Constitution with regard to the Bill of Rights are still cause for concern to women rights activists. For example, while the Bill prohibits discrimination on the basis of sex in public places, it is silent on discrimination in private institutions or places. In the case of *Mandizvidza vs Morgenster Teachers College* in which the college was seeking to expel the female student who had fallen pregnant, the student argued that the expulsion was discriminatory and contravened the Constitution. The lawyer representing the college responded that the constitution only states discrimination in public institutions and not private institutions.

There is a dichotomy between statutory family and inheritance laws and customary laws with the gains provided to women by the former being neutralised by the latter. This disadvantages women in customary unions who, for example, upon the death of their husbands have to have the acknowledgement of the deceased's relatives that they were indeed married to their late husbands before they can inherit any property. Provisions of the Legal Age of Majority Act are also discordant as they give the age of majority of boys as 18 years while that of girls is pegged at 16 years. This disadvantages the girl child who is assumed to be mature enough at this age to make non self-prejudicial decisions.

Statutory provisions for protection of disabled persons against discrimination were viewed by associations for the disabled as inadequate. The Bill of Rights does not specifically prohibit discrimination on the basis of disability. Adjustment orders issued by disability board to change physical structures to suit needs of the disabled excludes institutions like hospitals, nursing homes and clinics unless The Minister consents to such an order. This will affect disabled women with gynaecological problems who would want to visit hospitals as such institutions might not have amenities or facilities for disabled women.

Another concern noted by a majority of participants in the study with regard to the legal framework is although the GoZ has ratified a number of regional and international conventions promoting gender and women's rights, these conventions are not automatically domesticated into law. They only become part of the domestic law regime after being passed by parliament into law. Most of the ratified conventions are yet to be passed into law. This reduces the practical effectiveness of these conventions.

Capacity

A lot of initiatives at national level have failed to solidify into concrete benefits owing to capacity constraints on the part of government. The GoZ currently has frosty relations with the international bilateral donor community and is grappling with an

unprecedented socio-economic malaise. The rate of inflation is the highest in the world and the shortage of foreign currency, due to limited exports and lack of international balance of payments support, has crippled operations of most arms of government. The economic decline has eroded, and in some cases reversed, gains that had been made in the gender sector during the last twenty years.

The Ministry of Gender, Women's Affairs and Community Development, which is supposed to spearhead the implementation of the Gender Policy, is constrained both in terms of financial and human resources. The Ministry was allocated Z\$85 billion in the current fiscal year or 0.1% of the national budget. This amount is too little in relation to the activities to be carried out under the Gender Implementation Plan. The Ministry has a skeletal staff, with limited understanding of gender issues and may not be capable of overseeing implementation in all the country's provinces. The brain drain and staff attrition affecting the country has severely affected government departments.

The capacity of the gender ministry to coordinate gender activities has also been constrained by financial limitations. The collection of gender disaggregated data, M&E and training of government officials across ministries on gender analysis and mainstreaming have been severely constrained by lack of resources.

Lack of awareness

Awareness programmes, which are supposed to make women aware of provisions of the gender policy as well as their legal rights have not reached all corners of the country due to capacity limitations. A 2006 report by Food and Agricultural Organization (FAO) on women and children's property rights in the context of HIV and AIDS noted that some women were being disinherited by their deceased husbands' relatives because they were ignorant of their property rights as enshrined in the law. With limited awareness programmes, the effectiveness of the gender policy and women's rights laws such as the Domestic Violence Act is likely to be limited especially in rural areas where there is limited access to the media.

Limited Private Sector Involvement

The study noted that there is limited involvement of the private sector in the national gender programme. This is probably because the private sector does not view gender issues as important dimension of profit making. There are however a number of private sector organisations who have been doing gender mainstreaming but they are very few. The ZCTU noted that gender discrimination in the workplace is quite common and in instances where companies need to downsize, women are targeted first for retrenchment. Female employees are also subjected to sexual abuse in exchange for promotion favours or being spared retrenchment.

Support for the National Gender Policy by Civic Organisations

Most of the gender based activities by civic organisations are being implemented in the context of the National Gender policy. To a very significant extent, these activities have gone a long way in promoting the goals of the policy which are i) to eliminate all negative practices that impede equality and equity of sexes ii) to

mainstream gender in all aspects of development and to ii) ensure empowerment of women and men in Zimbabwe. Successful lobbying for the National Gender Policy, DVA and other legislation by civic groups are examples of such progress. There are however some aspects of the National Gender Policy where more work needs to be done by civic organisations. These include (i) strengthening the national machinery to enable it to implement the National Gender Policy, monitor and review its progress (ii) carrying out gender impact analysis/assessment of policies, programmes, projects and strategies (iii) engender budgets at all levels and all sectors (iv) creation of awareness and carry out educational campaigns on gender issues at all levels and in all sectors and, (v) developing, maintaining, updating and providing gender disaggregated data at all levels.

Opportunities

There are however opportunities available to minimise the gender programming gaps at national level.

National Gender Policy: A number of current initiatives to promote gender equality need to be noted. The recent adoption of the National Gender Policy as well as the National Implementation Plan by government provides a framework through which stakeholders within the gender sector can implement their programmes. The National Gender Policy seeks to strengthen the institutional and legal capacity to deal with gender violence, inheritance and property rights. Its stated vision is to have a society where there is economic, political, religious and social equality and equality among women and men in all spheres of life and at all levels. This is anchored on the protection and respect of the rights of the individual.

ZUNDAF (2007-2011) framework also provides a window of opportunity to improve coordination at national level and capacity building of the Ministry of Gender. The United Nations Joint Workplan for Gender 2007 was conceived within the framework of ZUNDAF, which is a collaborative development framework between GoZ and UN agencies working in the country. The ZUNDAF document is a strategic planning instrument which identifies national priorities for government which will benefit in terms of financial and technical assistance from the UN and other cooperating partners. The workplan reflects the National Gender Policy Implementation Strategy and Workplan. ZUNDAF outcome for is stated as:

Reduced negative social, economic, political, cultural and religious practises that sustain gender disparity.

The workplan consolidates UN agencies interventions on gender thereby avoiding duplication of activities and promoting joint programming. The UN gender theme group under the leadership of the MWGCD will be the main coordinating mechanisms for the implementation, monitoring and evaluation of ZUNDAF outcome 4. ZUNDAF has mobilised a total of US\$ 1,9million out of its target of US\$2,5million.

Despite being a very important initiative ZUNDAF is unlikely to receive the support of international donors owing to poor relations between the government and these donors. .

2.4.2 Donor/UN Level

Gender programming gaps were also noted at donor and UN level. The main ones are discussed below.

Coordination

Coordination amongst donors has been noted to be ad hoc and weak. The majority of donors did not know what gender programmes the other donors were funding and through which partners. This increased the possibilities of duplication of activities and double funding of civic organisations. Given the scarcity of funding there could be more optimum utilisation of resources if bilateral donors held joint funding meetings with partners and collaborate on targeting and making work plans. The lack of coordination has created unnecessary and unproductive competition for resources by civic organisation, which has compounded their lack of coordination.

Funding mechanisms

The majority of the donors have been funding gender mainstreaming activities rather than gender stand-alone programmes. This has tended to limit flow of funds to women's organisations. Most of the funding has been short term (one year) and the average amount per civic organisation per year around US\$11,000. This has resulted in some of the planned activities being left "hanging" in cases where funding was not renewed for the second year. In other instances the high rate of inflation eroded the real value of budgeted funds. There were cases where important aspects of women's empowerment such as economic support were dropped by some donors and civic organisations because of limitations in budgetary allocations.

Donor funding requirements were viewed as too complicated by a significant number of small local civic organisations. Some donors required civic organisations to bid through a competitive process using complicated application formats. The donors reporting requirements were deemed too demanding and complicated as such organizations tended to view data collection, monitoring and evaluation procedures not for organizational decision making but to satisfy the donor. Resultantly, small and rural based civic organisations were often left out because they did not have the capacity to meet donor requirements. The geographical distribution of civic organisations is thus tilted in favour of well-established urban organisations. Such urban-based organisations might not be meeting the needs and aspirations of the rural women.

There are concerns by a majority of civic organisations that some of the programmes being funded by donors are "parachuted" onto implementing partners rather than being responsive to the needs of the civic organisations. At times civic organisations have had to change their mandates to meet funding requirements of donors.

Capacity building

Although donors acknowledge the need for capacity building, limited funds have been committed in this direction. The capacities of government, women's coalition and

UNIFEM to coordinate have been severely hampered by lack of resources. It is however encouraging to note that UN Joint Workplan for Gender (2007) has set aside US\$465,750 for capacity strengthening at different levels. Capacities of Community Based Organizations where programmes are implemented need to be developed.

Monitoring and Evaluation

Monitoring and Evaluation is critical to show achievements made, lessons learnt and to making corrective measures to programmes. There has been weak monitoring by the donors of impact of their funded gender programmes. Gender organizations are not able to show evidence of their programmes quantitatively and qualitatively. In some cases indicators and outputs are not clear whilst in others M&E frameworks are non-existent or if there are not being utilised effectively to show evidence based programming. This has made it difficult to determine results, claim achievements or show the extent to which gender mainstreaming has been effective. Ninety-one percent (91%) of the women's organisations interviewed admitted that they did not have a clear and systematic M&E framework.

Opportunities

The Gender Scoping Study has presented an opportunity for bilateral donors and gender key stakeholders to reflect on areas they need to improve on. If the Joint Donor Steering Committee can keep the momentum and start coordinating their funding there is room for improvement in terms of gender programming in Zimbabwe. The ZUNDAF framework also provides another opportunity for donors to coordinate at national level. The Ministry of Gender and Women's affairs structures need both technical and financial strengthening to enable them to play their coordination role effectively and civic organizations require sufficient funds to implement effective and appropriate activities on the ground.

2.4.3 Civic Organisation Level

Gender programming gaps were also noted at civic organisation level. Most of the gaps were identified at workshops held during the course of the study. The following key gaps were identified:

Conceptualisation of Gender and Mainstreaming

There is an apparent lack of understanding of gender, mainstreaming and other gender related concepts by a significant number of civic organisations. This is ironical considering that these organisations claim they are working in the gender sector. At the three workshops held during the study, civic organisations could not agree on what gender means and on whether or not there is a gender sector in Zimbabwe. What was apparent was recognition that there is only a women's movement. There were also disagreements on whether men should be defined as part of the gender sector as some women's groups assumed that gender equates to women.

This misconceptualisation of gender issues has filtered down to methodological aspects and approaches in gender programming. Coordination amongst women's and gender groups has also been negatively affected because of lack of common purpose and agenda.

Coordination

Coordination amongst civic organisation has been described by a majority of the participants as limited and very poor. The Women's Coalition has endeavoured to coalesce women's rights groups together, first during the Constitutional Commission and secondly in support of the Domestic Violence Bill. Coordination has been difficult because of competition for scarce resources from fewer donors, different agendas and objectives and lastly what is viewed as the deliberate exclusion of gender and disability. The secretariat of the Women's coalition needs to be strengthened for it to be able to serve effectively the various constituents in need of its services. The lack of an all-encompassing gender coalition (which includes men's organisations) has also weakened the gender sector. Participants were cognizant of the need to target young men in their programmes, yet currently a small fraction of organizations are focusing on this age group.

Methodology and approach

Men have almost been excluded from the women's organisations which as it stands now represent the gender sector. This has tended to polarise men against women as the former do not seem to understand and appreciate the concept of gender equality. In some cases, members of women's organisations or feminists are derisively labelled "prostitutes" by ill informed and suspicious men. Where men's groups, for example Padare, have carried out gender programmes, there has been reported increased appreciation of the importance of gender equality and the shedding of patriarchal and masculinity attitudes. Men are part of the society in which women grow and get socialised and hence as change agents they help in the shaping of attitudes towards women. Excluding men from gender rights activities therefore constitutes a critical gap in gender programming. The following graph show targeted beneficiaries by sex.

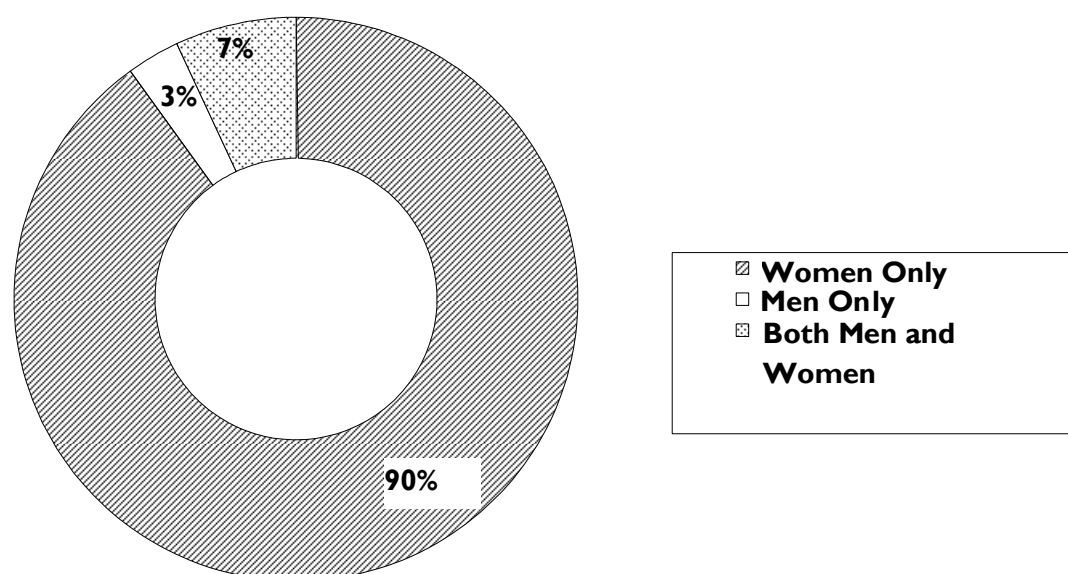


Figure 3: Gender programming beneficiaries

A total of 90% of the civic organisations are supporting women only, 3% men only while 7% are supporting both men and women.

The women’s movement is viewed as being dominated by urban, well-educated and middle class women to the exclusion of rural and less educated women. Most of the organisations are head quartered in urban areas although some have programmes running in rural areas. This has tended to exclude rural women from the mainstream movement. It is also not clear whether the aspirations of rural and urban women in terms of their rights will be the same. There is therefore need to support more and more of the community-based women’s organisations.

Areas of focus

Most women’s organisations are focusing on domestic violence, legal rights, advocacy and other related issues. Limited attention has been given to youths (both males and females), human trafficking, Orphans and Vulnerable Children (OVC) and Post Exposure Prophylaxis. Vocational training and life skills training for youths and OVCs has been notably absent amongst most of the programmes that are being implemented. Although some focus has been on female youths, male youths have largely been excluded. It seems that there is less appreciation that the boy child is also prone to abuse. Male youths out of employment are often abused by politicians and have a tendency to resort to violence and drugs to escape reality. In the process they abuse themselves as well as those surrounding them, with women being the soft target. There have been reports of boys being sodomised or being sexually abused

and yet these have been dismissed as isolated incidences as opposed to being viewed as part of gender inequality.

The table below shows areas of focus by the different civic organisations in the gender sector.

Table 2: Areas of Intervention in the Gender Sector

Area of Intervention	% of Gender Sector Organizations
Policy	10
Advocacy	27.5
Gender Based Violence	2.5
Gender Coordination	7.5
Reproductive Health	7.5
Gender and HIV/AIDS	12.5
Gays and Lesbians	2.5
Disabled Women	7.5
Rape Victims Support	2.5
Gender Mainstreaming	7.5
Women's Empowerment	2.5
Men's Empowerment ¹	2.5
Economic Empowerment	5
Networking and movement building among women	2.5

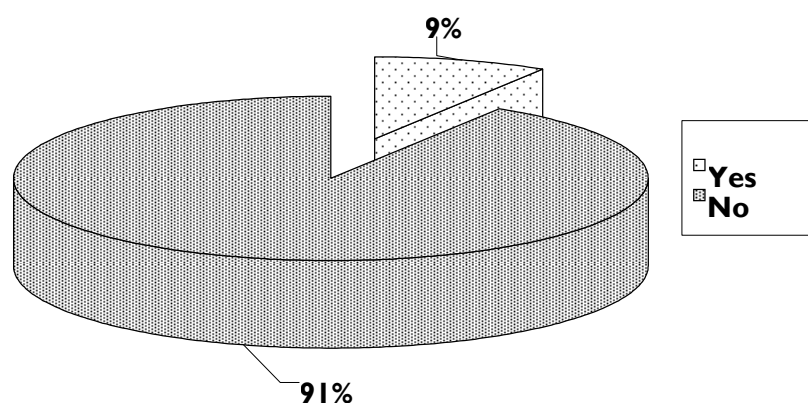
There is minimal attention being given to gender and disability by most mainstream civic organisations. Only 7.5% of the organisations are focusing on disabled women. Five percent (2.5%) of the organisations are focusing on women empowerment. Given reality women are unlikely to enjoy equality with men without being adequately economically empowered, it is rather surprising that little attention is given to this aspect of gender programming. Legislation alone without corresponding economic empowerment is unlikely to change much the position of women as they will continue to be subordinated to economically dominant men.

¹ Men 's empowerment programmes are being implemented by Padare, a men's forum group. It empowers men to think outside the patriarchal and masculinity "box" and make them realise the value and importance of gender equality. Padare also seeks to empower the disadvantaged and abused boy child.

Monitoring and Evaluation

M&E amongst civil organisations interviewed is almost non-existent. The following table shows the number of organisations without M&E systems and those with at least some system in place.

Figure 4: Existence of Clear and Results Oriented Monitoring, Reporting and Evaluation



A total of 91% of the civic organisations interviewed did not have a clear and results oriented M&E system in place. Only 9% had an M&E framework. This makes it difficult to determine and demonstrate impact of the gender related programmes as there are no clear outputs against which impact can be measured. Indicators and outputs are not well defined thereby complicating the whole process of trying to measure impact.

The women's groups have also since stopped producing CEDAW shadow reports which were meant to measure progress made by the country towards achieving goals of the convention.

Capacity

There are a number of capacity gaps amongst the civic organisations interviewed. The major capacity constraint is the lack of adequate financial resources, which has resulted in failure to implement some of the planned activities. The hostile socio-economic conditions have also resulted in skills attrition as key experienced personnel have left to neighbouring countries and beyond with the overall impact diminishing institutional memory. Other experienced employees have been "poached" by better paying international NGOs. Some of the organisations have resorted to the use of volunteers to implement their programmes on the ground but these volunteers often get employment elsewhere once they gain enough experience. Some of the organisations are being led by inexperienced newly graduated directors. Lack of experience and limited mentorship of young, but

energetic directors impacts negatively on organisational effectiveness and performance.

Lack of adequate financial resources has led to weak documentation of activities and success stories. Information sharing and cross learning among organisations has become limited. Only 33% of the civic organisations have resource centres whilst the rest do not.

There is general lack of action-oriented research by most of the civic organisations due to capacity constraints, thus programming is not evidence based.

Opportunities

Despite a number of challenges and gaps within the local women's movement and gender sector, there are a number of opportunities that the sector needs to exploit. The National Gender Policy and Implementation Plan in addition to initiatives by the Women's Coalition, the ZUNDAF Framework as well as this current study gives windows of opportunity for the sector. There is however need for the sector to be well coordinated, better funded and with robust M&E systems if it is to exploit these opportunities fully.

3. A SWOT Analysis of Key Stakeholders

In this section, a SWOT analysis of key stakeholders in the gender sector is outlined. The section intends to bring out the strengths, weaknesses, opportunities and threats that each stakeholder faces within the prevailing socio-economic environment.

SWOT Analysis of Government	
Strengths	Weaknesses
<ul style="list-style-type: none"> • National Gender Policy in place • Presence of a ministry dealing specifically with gender • Progressive laws such as Domestic Violence Act • Structures in all districts 	<ul style="list-style-type: none"> • Lack of international donor support • Lack of capacity-both financial and human to coordinate, implement and carryout awareness campaigns • Slowness in amending gender discriminatory provisions in the statutes • Slow to incorporate ratified conventions into domestic laws • Small budget for the Ministry of Gender
<ul style="list-style-type: none"> • ZUNDAF can build the financial, training, awareness campaigns and coordination capacity of government ministries • Partnership with local civic organizations in carrying out awareness campaigns 	<ul style="list-style-type: none"> • Lack of international support to implement National Gender Implementation Plan • Lack of domestic financial and human resources to implement planned activities • Politicization of the implementation of the National Gender plan • Continued economic decline leading to less and less resources and priorities being shifted from gender issues • Deterioration and corruption in service provision by arms of government such as the judiciary and police
Opportunities	Threats

SWOT Analysis of UN Agencies	
Strengths	Weaknesses
<ul style="list-style-type: none"> • International experience on gender programming • Can draw from expertise in different agencies to come up with comprehensive programmes • ZUNDAF to improve coordination with government • Better access to government than international donors 	<ul style="list-style-type: none"> • Weak coordination within UN bodies • Limited human and financial capacity especially for UNIFEM which is supposed to play a coordinating role
<ul style="list-style-type: none"> • ZUNDAF likely to improve coordination between UN Agencies themselves and with government and donors • UNIFEM's role as fund manager for the Women's Coalition EC funded programme likely to spur women's groups to be better coordinated 	<ul style="list-style-type: none"> • Current economic decline likely to negatively affect ZUNDAF
Opportunities	Threats

SWOT Analysis of Donors	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Can draw from international experience in funding gender activities • Most have financial and human resources 	<ul style="list-style-type: none"> • Lack of coordination resulting in duplication of activities • Double funding as donors compete to fund good programmes • Limited cooperation and funding of government due to lukewarm relationship reduces impact of programmes • Funding requirements at times too bureaucratic and can exclude small organizations with limited capacity • Complicated reporting procedures and lack of flexibility in budget reviews • Funding cycles are short (usually one year) and the average amount of funding (US\$11,000) per organization is too small to have any impact • More emphasis on mainstreaming in leading to women rights issues being lost in the bigger picture • Mandates prescribed in the home countries might not necessarily coincide with local gender organizations
<ul style="list-style-type: none"> • GSS to give a holistic picture of the gender sector and recommendations on the part that donors can play to make improvements • ZUNDAF can enable donors to indirectly coordinate with government 	<ul style="list-style-type: none"> • The declining economy likely to reduce the real value of budgeted funds thereby reducing effectiveness on the ground • Frosty relations with government might see some bilateral donors being kicked out of the country before completing their programmes. This is likely to be the case in view of the forthcoming 2008 general elections
Opportunities	Threats

SWOT Analysis of Local and International NGOs	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Some international NGOs have resources and can draw from international experiences • Local NGOs have a strong advocacy and lobbying base having successfully lobbied for a National Gender Policy and the DVA. 	<ul style="list-style-type: none"> • Lack of a common understanding of key gender concept such as mainstreaming and definition of gender • Some international NGOs have an identity crisis, as they are both donors and implementers. They at times compete with local NGOs for funding. • Lack of coordination has resulted in competition for resources and lack of common purpose and agenda. • Lack of financial and human resources capacity. Most of the local gender NGOs have lost key staff as they go abroad in search of greener pastures owing to the harsh economic environment. Some of the staff has been “poached” by international NGOs. Some of the NGOs being led by fresh college graduates with very limited experience. • Focus is mainly on urban areas at the expense of rural areas. Some of the women’s NGOs now being viewed as elitist. • Exclusion of men within the gender/women’s movement has overlooked the role of men as agents of change. • Lack of M&E frameworks to monitor and evaluate impact. Over 65% of interviewed NGOs did not have an M&E system. • Limited focus on key gender aspects of women and disability,
<ul style="list-style-type: none"> • The GSS, ZUNDAF and the Women’s Coalition initiative provides an opportunity for the local NGOs to be better coordinated. 	<ul style="list-style-type: none"> • Decrease in funding from the donors is more likely to be the case if current funding trends continue. • Current harsh economic environment a threat to the operations of NGOs. The high rate of inflation (at over 200%) reduces real value of funds resulting in reduced impact. • Loss of institutional memory as more and more local NGO staff leave to go abroad or to join international NGOs which are better paying. This is likely to be the fact in the wake of decreased funding. • The Women’s Coalition likely to collapse or weaken if members are politically patronised especially in view of national elections to be held next year in 2008. • Some of the NGOs deemed to be anti-government might find themselves de-registered resulting in them failing to complete their projects.
Opportunities	Threats

4. Key Findings and Recommendations

4.1 Summary of Key Findings

Key Dimensions of Gender Inequality in Zimbabwe

- **Culture, religion and socialisation-** women in Zimbabwe are still subjected to patriarchal attitudes which emphasise the masculinity and dominance of men over women. This attitude is being reinforced by religion and the socialisation process which reasserts entrenched patriarchal values of men's superiority.
- **Statutory and customary law** - there remain critical gaps in the constitution where discrimination on the basis of sex is only prohibited in the public but not private sector. In addition, the dichotomy between statutory and customary laws is tantamount to the erosion of women's rights benefits accorded by the former.
- **Women's rights and gender-based violence** - lack of economic empowerment, ignorance of statutory provisions, gender insensitivity by some arms of government and fear of souring relations has led to women not fully utilizing their rights. A UN joint working plan for Gender (2007), estimates one in three Zimbabwean women living in an abusive intimate relationship with over one in four having experienced some form of domestic violence.
- **Lack of economic empowerment** – women are grossly under-represented in the formal sector and over-represented within the informal sector. The unprecedented economic decline and the high rate of inflation currently at over 2,200% has disproportionately affected women who are key participants in the informal sector. Women have been marginalized in the Land Reform Programme
- **Education** - although tremendous strides have been made in education, there has been a gradual reversal of gains made due to the deteriorating socio-economic environment.
- **Health and reproductive/sexual rights** - the health sector has deteriorated rapidly concurrently with the economic decline. Decline in health service delivery owing to massive brain drain and collapse of infrastructure has worsened the burden on women who are primary care givers especially in the advent of HIV and AIDS.
- **Policy and advocacy** - capacity to implement, operationalize and awareness levels are still very low. The majority of women live in rural areas and yet a 1999 CSO demographic survey 66% of rural women had no access to any form of media making them likely unaware of their rights and recent developments in the gender sector.
- **Women and disability** - women with disability suffer double discrimination, firstly as women and secondly as disabled persons. There has been reported increase in physical and sexual abuse of disabled women

- **Women in decision making** – Women Members of Parliament constitute 16% (2005), an increase from the 10% in 2000. In The senate the representation is 36% women. Although some progress has been made, this is still short of the 52% target representation of women in public offices.

Key stakeholders and agencies working to promote gender equality in Zimbabwe

- **Government** - government through the Ministry of Gender, Women's Affairs and Community Development and another supporting Ministry such as the Ministry of Justice and Legal Affairs has initiated the formulation of the National Gender Policy and enacted the DVB among other laws meant to advance gender equality issues.
- **International Donors** - bi-lateral agencies such as DFID, USAID, SIDA, CIDA, JICA, and multi-lateral agencies such as the EC are supporting gender equality programmes through mainly mainstreaming although there are recent moves to support gender specific programmes.
- **UN Agencies** - UNIFEM, UNFPA, FAO, ILO, UNICEF, UNAIDS and a host of other agencies have developed a United Nations Joint Work plan For Gender to be implemented within the ZUNDAF Framework.
- **International and local NGOs** – IOM, Care International, Oxfam, Save the Children, World Vision, Musasa Project, WILSA, and Women's Trust, Padare Men's Forum, the Women's Coalition and others have rally together for the enactment of the DVA.
- **ZCTU** - has formed Women's Advisory Councils to oversee gender issues within the labour movement.
- **Private sector** - a few private organisations such as Tel One, National Railways of Zimbabwe, Barclays Bank, Tobacco Processors Zimbabwe, Dairibord and Nestle Zimbabwe had gender mainstreaming training at the workplace.
- **Individual gender activists** - academics, researchers and media parishioners contribute in lobbying, research and advocacy.

Key gender programming gaps

- **Conceptualisation of gender** - There is a lack of common understanding of what gender is and what mainstreaming is. This has led to an absence of a common agenda and limited coordination within the sector.
- **Legal and Policy issues** - The constitution's Bill of Rights does not adequately offer protection against discrimination in private institutions. Awareness and exercising of women's rights remains minimal due to lack of adequate policy publicity and lack of resources for effective implementation.
- **Coordination** - coordination at all levels is weak. The women's movement is weakly coordinated and its members are at times in competition with each other for scarce donor resources. Bilateral donors are not well coordinated

and are not privy to what each donor is funding and through which partners giving rise to possibilities of duplication of activities or double funding of partners. The ZUNDAF framework aims at improving coordination within the UN system and between the UN, government, donors and civil society. Prior to this coordination had been lacking due to limited financial and human resources capacity.

- **Funding** - inadequate funding has weakened the women's movement and gender sector. Over the past three years donor flows to civic organisations have declined from around US\$2,6million to just over US\$1million. The funding has been short-term (one year) with the civic organisations receiving an average of US\$11,000 per year each. Bureaucratic requirements for accessing funding have been noted as too complicated for small CBOs. This has resulted in their failure to access funding.
- **Capacity** - the prevailing socio-economic environment has eroded the capacities of government, UN agencies and civic organisations to effectively implement their programmes. All these levels lack adequate financial and human resources as the rate of inflation erodes the real value of budgeted funds. Human resources attrition has resulted in the loss of institutional memory and experienced key personnel.
- **M&E** - weak and sometimes non-existent M&E systems to monitor and evaluate impact of activities. Over 70% of civic organisations who participated in the study did not have comprehensive M&E systems.
- **Areas of focus** - key gender programming areas that have not been given adequate attention include women and disability, youths and vocational/life skills raining, post exposure prophylaxis for rape victims, gender programming for men, human trafficking and women economic empowerment.
- **Gaps in Support for the National Gender Policy by Civic Organisations** - There are a number of aspects of the National Gender Policy where not enough work has been done by civic organisations. These include (i) strengthening the national machinery to enable it to implement the National Gender Policy, monitor and review its progress (ii) carrying out gender impact analysis/assessment of policies, programmes, projects and strategies (iii) engender budgets at all levels and all sectors (iv) creation of awareness and carry out educational campaigns on gender issues at all levels and in all sectors and, (v) developing, maintaining, updating and providing gender disaggregated data at all levels.

4.2 Key Conclusions and Implications of Findings for Future Gender Programming

The findings of the study are crucial for the future of gender programming in Zimbabwe. Put simply, if the current trends of decline in donor funding, the gender sector is going to be critically disabled and a number of civic organisations will cease to exist. This will reverse the momentum and gains of several years of activism and programming.

Civic organisations on the other hand should realise that the more they remain uncoordinated and without a common agenda, the more they are likely to engage in unproductive competition with each other and the less they are likely to attract donor funding. Civic organisations have to develop robust M&E frameworks that demonstrate evidence and impact of their programmes to keep donor interest alive and support from their various constituents. If they fail to demonstrate impact, donors will move to new areas of focus and they will lose credibility with the constituent communities.

Government has ratified regional and international conventions on gender. The major thrusts of these conventions have been incorporated into the National Gender Policy. The National Gender Policy is therefore, the key vehicle through which all players within the gender sector should mould and implement their activities. The National Gender Policy provides guidelines and institutional framework to engender all sectoral policies, programmes, projects and activities at all levels of the society and economy.

4.3 Key Recommendations of the Research

- **Capacity building** - although there has been a realisation that there is lack of capacity at various levels of the gender programming process, not much has been committed in improving that capacity.
 - *Conceptual capacity* - there is need to train civic organisations on gender concepts such as the definition of gender, gender mainstreaming, gender analysis and other gender related concepts. Lack of conceptual clarity on the part of civic organisations leads to lack of focus, lack of coordination and lack of common purpose and goals. It leads to the lack of development of a “real gender sector”
 - *Coordination capacity* - UNIFEM as the secretariat of ZUNDAF and the Women’s Coalition secretariat as well as the Ministry of Gender need to have their capacities strengthened through training, financial and human resources to increase their effectiveness in their coordinating roles. This however has to be preceded by a capacity needs assessment which will inform the strengthening process.
 - *Financial and Human Resources* - many of the gender implementing stakeholders lack human and financial resources to effectively carry out their activities. Adequate funding will enable them to retain qualified and experienced staff thereby minimising institutional memory loss.
 - *Strategic Planning, Leadership and governance* - some of the CBOs lack strategic planning, leadership and governance skills resulting in lack of meaningful impact of their activities
 - *M&E technical capacity* – There is need for technical capacity of civic organisations to develop M&E Frameworks. More than 70% of civic organisations interviewed had nor comprehensive M & E Frameworks.

- **Coordination**

Coordination of various stakeholders in the gender sector needs to be strengthened by the injection of both financial and human resources. At national level there is need for international donors to give maximum support to ZUNDAF² Joint Working Plan for Gender. For ZUNDAF to be more effective UNIFEM's coordination capacity needs to be supported financially and in terms of human resources. The donors themselves need to keep the Joint Donor Initiative afloat and use it as a forum for sharing information and joint planning. Strengthening of the Women's Coalition secretariat is also a priority.

- **Methods and Approach to Strengthen Gender Programming**

- There is need to include men in gender equality and use them as agents of positive change;
- While gender mainstreaming is a key component of gender programming, there is need for donors to fund gender standalone projects. Mainstreaming gender into other developmental programmes is resulting in women are being lost in the bigger picture; and
- Civic organisations should develop robust M&E systems for them to be able to demonstrate impact of programmes. The CEDAW shadow reports should be compiled on an annual basis to measure national progress towards set gender goals.

- **Possible Programming Entry Points and focus areas**

There is a need to explore non-traditional entry points into gender programming. The entry points should target main institutions of socialisation as the socialisation process is critical in shaping attitudes on gender. Suggested non-traditional entry-points include:

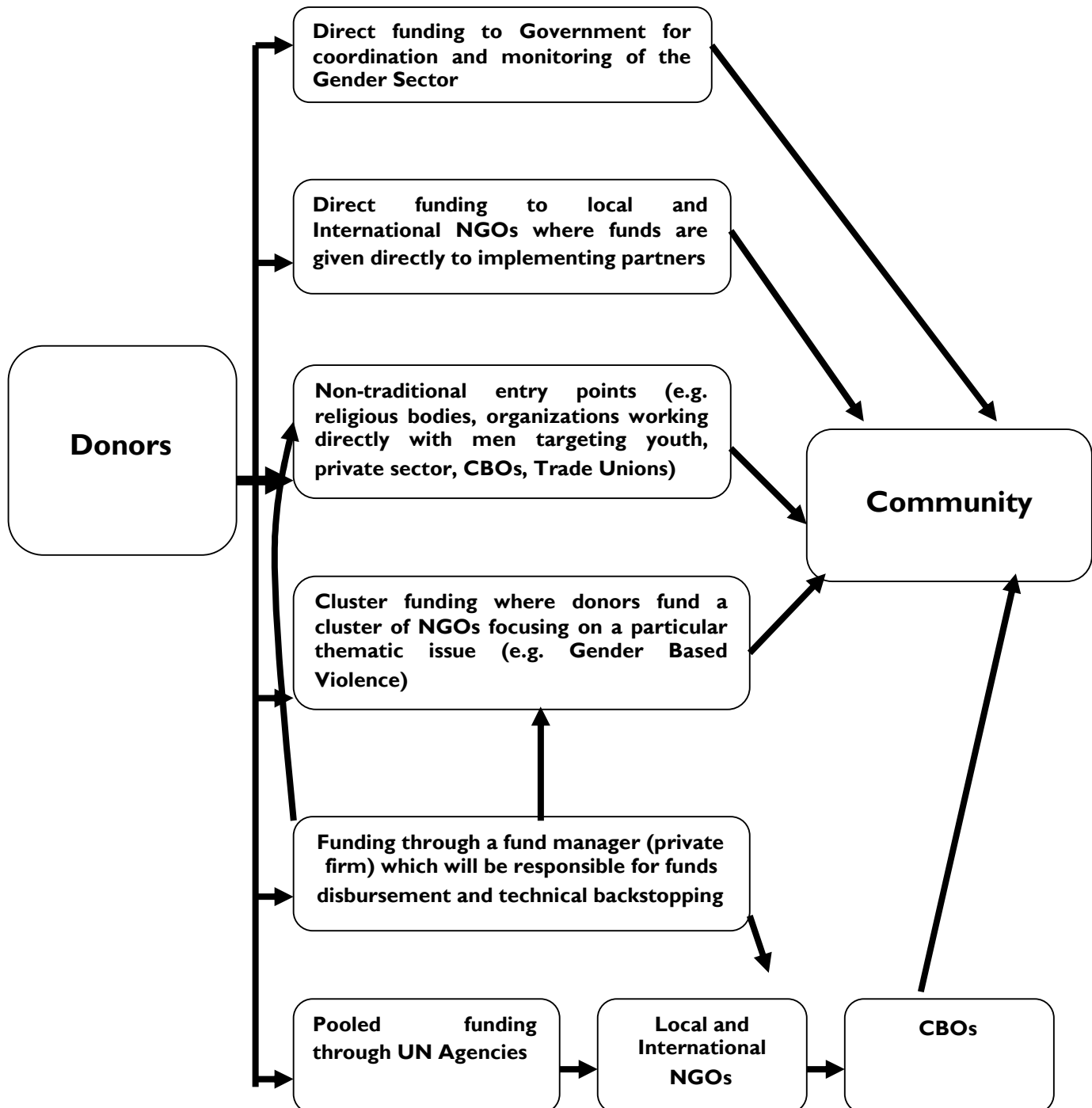
- Men and men's organisations
- Religious institutions
- Youths (boys and girls)
- Disabled peoples associations
- Private sector
- Trade Unions
- The family unit

² The Zimbabwe United Nations Development Assistance Framework (2007-2011) is a collaborative developmental framework between GoZ, the United Nations Country Team (including non-resident agencies), international development partners and civic society organisations. ZUNDAF has six outcomes and the 4th outcome specifically seeks to see a *Reduction in negative, social, political, cultural, religious and economic practises that sustain gender disparity*. Under this outcome the UNCT will assist government in the development of an institutional home for gender issues, including support in terms of financial and human resources and engendered budgets for gender programmes. Support to National Action Plan to guide implementation of GoZ policy is also envisaged. Implementation of ZUNDAF to follow the Thematic Group approach with joint GoZ/UNCT reviews and reports.

- ❑ Music, theatre and art which can be broadcast nationally via both print and electronic media.
 - ❑ Engendering the electoral process as women seem to participate less and less in politics because of fear of political violence.
 - ❑ Human trafficking
 - ❑ Internally displaced populations
- **Funding Levels and Mechanisms**
 - ❑ There is need to increase the levels of funding going to civic organisations implementing gender programmes. The general decline in donor funding is likely to see some civic organisations folding up and the gender sector momentum lost. On average civic organisations are receiving US\$11,000 and the current economic situation the funding is too little to reduce the various gaps identified;
 - ❑ Increase the lifespan of the funding cycle from short-term (1 year) to medium (2-3years) or long term (4-5years) to give enough time to interventions to have impact;
 - ❑ Bilateral donors need to consider funding men's civic organisations because they play a critical role in gender programming in terms of changing men's patriarchal and masculinity mindsets;
 - ❑ There is need to simplify application for funding requirements and less bureaucratic to enable funding to be accessible even to CBOs in rural areas. Alternatively capacitate potential partners by training them before asking them submit proposals. Establish follow up mechanisms to inform unsuccessful applicants why their proposals have been turned down;
 - ❑ Improve geographical coverage of funded partners to include those operating in rural and commercial farming areas. The more organizations are closer to their constituents, the less funding levels are in place to ensure maximization of resources
 - ❑ Disseminate information on calls for proposals to as many potential partners as possible. Some of the civic organisations have limited knowledge on how to access donors.

Options for Funding

In principle there are five (5) potential mechanisms for donors to finance Gender Intervention in Zimbabwe. It is essential that the Joint Donor Steering Committee is informed on all possible funding mechanisms.



The study also looked at various funding mechanisms, their strengths and weaknesses as well as the feasibility of using these funding mechanisms for future gender programmes. The following is a SWOT analysis of the five possible funding options.

SWOT Analysis Direct Funding <i>where funds are given directly to implementing partners</i>	
Strengths	Weaknesses
<ul style="list-style-type: none"> • More funds trickle down to beneficiaries because of few administrative levels. 	<ul style="list-style-type: none"> • Direct funding to CBOs without established reputation can result in mismanagement of resources • Direct funding without sound donor coordination can result in duplication of activities and double funding of partners
<ul style="list-style-type: none"> • Can be used to access CBOs who might feel disadvantaged to work in partnership with established NGOs 	<ul style="list-style-type: none"> • Direct funding to CBOs without established reputation can result in mismanagement of resources. • Possibilities of duplication of activities and double funding if there is poor donor coordination. • If the funds run out and the civic organisation has one donor without the flexibility of offering supplementary funding for that particular project, the project might be left hanging.
Opportunities	Threats

SWOT Analysis Basket Funding <i>where donors core-fund a particular programme</i>	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Strengthens donor coordination and are line with the Paris Declaration on Harmonization and enables avoidance of double dipping. • Enables optimum use of scarce resources. • Enhances information sharing 	<ul style="list-style-type: none"> • Different donor requirements can make core funding difficult. • Difficult to carryout joint evaluations due to different donor interests.
<ul style="list-style-type: none"> • The Joint Donor Steering Committee and ZUNDAF can be the platform to start considering basket funding 	<ul style="list-style-type: none"> • Donor competition for ownership of good projects can hinder coordination or cooperation. • Donor guidelines from mother countries that might lack flexibility necessary in basket funding.
Opportunities	Threats

SWOT Analysis Cluster Funding <i>where donor/s fund a cluster of NGOs focusing on a particular thematic issue</i>	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Enables civic organisations to get coordinated and draw on the experience and expertise of each other to strengthen their particular intervention. • Relatively easy to manage compared to direct funding as the secretariat of the cluster will be the fund manager 	<ul style="list-style-type: none"> • Difficult to coordinate in cases where mandates of individual cluster members are different as well as their approach. • Failure by one cluster member can affect the overall outcome of the project. • There could be inter-cluster competition of fight over space and influence that can jeopardise programme outcomes.
<ul style="list-style-type: none"> • Learn from experiences of the EC support to the Women's' coalition. • Formation of clusters within the Women's Coalition itself can provide an easier way of channelling funds 	<ul style="list-style-type: none"> • If coalition secretariat has limited capacity, coordinating cluster members can be difficult. • Possibilities of clashes of interest within the clusters can cause counter-productive conflict.
Opportunities	Threats

SWOT Analysis Funding through a Fund Manager <i>where the Fund Manager (private institution) will be responsible for funds disbursement, technical backstopping, monitoring, evaluation and reporting.</i>	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Lessens the burden on the donors in cases where many partners are being funded. Some of the donors said they have limited human resources capacity to effectively manage all their partners. • A fund manager will have the technical capacity and time to do Monitoring Evaluation and Reporting because the institution will be contracted on a full time basis. • Objectivity increases in Monitoring, Evaluation and Reporting when it is done by a fund manager's technical team which is neutral 	<ul style="list-style-type: none"> • Fund manager will provide an administrative level, which can be very expensive to fund thereby reducing the amount of resources trickling down to the targeted beneficiaries.
<ul style="list-style-type: none"> • Learn from the experiences of DFID's TLC and USAID who have outsourced technical units and fund managers respectively 	<ul style="list-style-type: none"> • Fund/technical managers can be very expensive • Donors can lose a feel of what's happening on the ground if they over rely on the fund/technical manager. Important feedback might fail to reach the donor if the manager filters some of the information
Opportunities	Threats

SWOT Analysis Funding through UN agencies.	
Strengths	Weaknesses
<ul style="list-style-type: none"> • UN agencies have a better relation with government than international donors, they can easily interact with government ministries. Currently doing that within the ZUNDAF framework. • UN can draw from their expertise from different agencies and their international experience in other countries 	<ul style="list-style-type: none"> • The capacity of UNIFEM which is supposed to be the coordinating Agency is limited both in terms of human resources and financial resources. • Funding through UN provides another layer where some of the funds will be captured in terms of administrative costs
<ul style="list-style-type: none"> • ZUNDAF provides a window of opportunity for exploring ways of partnering with UN. • Can learn from the experiences of EC in making UNIFEM fund managers for the Women's Coalition proposal. 	<ul style="list-style-type: none"> • Limited capacity on the part of UNIFEM. • Scepticism by the donors about UN capacity and relationship with government arms. Donors unwilling to fund government directly and ZUNDAF might be viewed by the donors as a way of indirectly funding the government.
Opportunities	Threats

4.4 Funding Options under Different Scenarios

In the section above, a SWOT analysis of different funding options was done. This section gives four possible funding options under different scenarios.

Scenario One: *Coordination amongst donors improves greatly; gender sector organisations form a strong and well-coordinated coalition with a sound secretariat; relations between government and the donor community remain as they are.*

In this scenario, likely to be the case if recommendations of this study are taken, donors could resort to basket funding of clusters within the gender coalition. Coalition members can cluster themselves around specific thematic areas and present proposals to the Joint Donor Steering Committee whose members will in turn sit down and decide which aspect each of them would prefer to fund. Resources are then put into one fund and the funds forwarded to the gender coalition secretariat.

There are two options of managing the funds. One option is to let the secretariat of the coalition manage the fund provided the secretariat's coalition would have been built to satisfactory levels. Another option is to outsource an expert fund manager to do the management of the fund. The fund manager could be a private consultancy firm or a UN agency such as UNIFEM. The fund manager could have both roles of managing the funds and providing technical backstopping such as M&E to coalition members. An alternative is to outsource technical expertise (along the lines of DFID's TLC) to provide the technical backstopping. Both the fund manager and/or the technical consultant will report to the Joint Donor Steering Committee.

Scenario Two: *Coordination amongst donors improves; gender sector coordination improves and there is a strong coalition; Donor relations with Government improve; ZUNDAF is well on course.*

Three funding options are feasible in this scenario. The first one is for donors to do basket funding of clusters within a coalition through the coalition secretariat along similar lines as in Scenario One. The second option is to support both the coalition secretariat and direct funding to the Gender Ministry to improve its capacity. A third option would be parallel funding to both the coalition and ZUNDAF. Different donors within the Donor Steering Committee would then decide which aspects of options they would like to fund.

Scenario Three: *Donor coordination improves, gender coalition remains weak.*

The option would be for the donors to do basket funding through a fund manager or through UNIFEM. The donors could also opt to fund individual civic organisations but having done joint funding discussions amongst themselves to avoid double funding and duplication of activities.

Scenario Four: *Situation remains as it is; weak donor coordination; weak gender coalition coordination; poor government-donor relations.*

The main option in this case would be to fund through UNIFEM who have had experience in dealing with the Women's Coalition and therefore know what most of the organisations are doing. UNIFEM's capacity would need to be strengthened though. UNIFEM would be responsible for disbursement of the funds to the coalition members and to give technical backstopping either directly or as clusters. Donors could also do direct funding to those organisations outside the coalition who make applications. The possibilities of double dipping however remain very high.

5. Appendices

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4. Research Design and Methodology

The study incorporated four main approaches to collect information: i) a desk review of gender related literature ii) a questionnaire administration to Civil Society Organizations involved in gender programming, iii) Key Informant Interviews and iv) Focus Group Discussions at workshop settings. A mixed methodology was employed for two major reasons: The varied questions set by the terms of reference demanded the use of a wide variety of approaches and methods. Secondly, the research team was mindful of the fact that no single method would provide all of the answers to the questions set in the TOR and thirdly the limited time made it necessary to employ mixed methodologies. The benefits and shortcomings of the various methodologies were considered and an integrated approach was used that combined elements of both qualitative and quantitative data enabling triangulation. The study benefited immensely from triangulation as opposed to the exclusive reliance on one research method.

4.1 Research Geographic Coverage and Target Population

The study was conducted in the three (3) major cities of Zimbabwe namely; Harare, Bulawayo and Mutare. These areas were selected as they present diverse cultures and beliefs of the country. The target population of the study comprised of key stakeholders in gender programming namely; Government (represented by the Ministry of Women Affairs, Gender and Community Development and Ministry of Justice and Legal Affairs), Bilateral donors funding gender programmes, UN Agencies, International Non Governmental Organizations funding and implementing gender programmes, Local Non Governmental and Community Based Organizations implementing gender programmes, Trade Unions and Employers' Organizations.

Gender focal persons in each of the above organizations constituted respondents of the study.

4.2 Literature Review

Prior to tools development, the review of related literature was a pre-requisite. The purpose of the literature review was to gain a detailed understanding of gender programmes and gender issues and to guide the tools development process. The Consultants reviewed relevant literature available, such as The Millennium Development Goals on Gender, National Gender Policy, National Gender Implementation Plan, Southern African Development Community Protocol on Gender, Donors International and Country Gender Policies and Previous studies on gender related issues (See Appendix I I on the list of documents reviewed).

4.3 Data Collection Tools

Four sets of tools were developed for this study; Government Tool (A, Donors Tool, Local and International NGOs Tool, UN Agencies Tool and the Key Informants Tool (Annexes, I, 2). The developed tools were shared with Joint Donor Steering Committee before pre-testing. Pre-testing of the tools was conducted in the field, to correct any anomalies in the questionnaires. All the 5 tools were pre-tested and anomalies in the tools revised.

4.3.1 Questionnaire

The questionnaire sought to collect information on the coordination of organizations programming in gender issues, challenges faced, gaps in gender programming, funding situation, areas of intervention, geographical dispersion, beneficiary information, information management and coordination of funding in gender programming. The questionnaires were administered through email, hand delivery at the 3 workshop set-up. The questionnaires were meant to be completed by gender focal persons and or the director in each organization. A total of 79 questionnaires were sent out and 44 questionnaires were successfully completed and returned giving a response rate of 55.7%.

4.3.2 Focus group discussions

Three (3) Focus Group Discussions of all key stakeholders in gender programming were conducted in a workshop set up in the three major cities of Zimbabwe (Harare, Bulawayo and Mutare). Participants were free to discuss gender issues in the language they were comfortable with. The following questions were asked in the discussions; what are the:

1. Key dimensions of gender inequity in Zimbabwe?
2. Gaps in Gender Programming?
3. Possible Strategies to fill the identified gaps?
4. How is the gender movement coordinated in Zimbabwe?
5. How best can the Gender Movement be coordinated; and
6. Proposed non traditional funding mechanisms for the gender sector?

A focus group discussion methodology was employed for a variety of reasons:

- Firstly, the research team wished to generate interactive and evidence based data. Focus groups involved group discussions where participants focus collectively on one of the topics above topics and later share their discussions with other groups for further refinement. As such, participants talked mostly to each other rather than the consultants and they talked in a way that was more like normal speech. Focus groups were an ideal way to access natural language on gender issues in Zimbabwe;
- Secondly, focus group discussions result in increased discussions and reflections. Focus group research has shown that people are more likely to reflect and share personal experiences in a group rather than one-to-one settings, particularly when in the presence of others whom they perceive to be like themselves, because they can feel relatively empowered and supported in a group situation, surrounded by their peers who are likely to understand and empathize on the challenges they face; and
- Thirdly, focus group discussions have been shown to be particularly useful for investigating issues that are perceived to be sensitive, such as those studied in this research.

The focus groups took place at quiet locations in a workshop set up in Hotels in the different cities. Each group had its own room to increase objectivity. Sessions lasted for about an hour and were closed when the conversations “dried up” naturally. The discussions were followed by presentations to other groups for further refinements. A total of Sixty-nine (69) organizations and One hundred and forty (140) participants were involved in the three focus group discussions.

4.3.3 Key informant interviews

The Consultant Team conducted key informant interviews with key gender staff from Donors, UN Agencies and 11 Local NGOs Government and Trade Union (see Appendix 10). The aim of the interviews was to get detailed information on key dimensions of gender inequity in Zimbabwe, key gaps in Gender Programming, possible strategies to fill the identified gaps, how the gender sector is coordinated in Zimbabwe, how best gender organizations can be coordinated; and proposed non traditional funding mechanisms for gender programmes.

4.4 Data Analysis

Quantitative data was entered and analyzed using Epi Info v3.3 as it reduces data entry errors. The database of gender organizations was developed using Epi Info, a visual Statistical database package. The qualitative data was compiled by grouping the data into categories on the basis of themes, concepts and similar features as identified in terms of reference (ToR). Qualitative results were used to support the quantitative results. The research findings are presented using descriptive statistics in tables, pie charts, maps and bar charts.

4.5 Highlights of the Methodology

- Civil Society Organizations (CSOs) appreciated the inclusive consultative process which included outside mainstream gender organizations;
- The participants appreciated the self reflection part of the process in terms of their own understanding of gender and gender gaps in their own programming;
- CSOs appreciated donors reaching out to ask them about the key gender issues;
- Participants cherished the opportunity to question each other on what exactly they are doing;
- Finally, participants appreciated the opportunity to dialogue in their own languages.

4.6 Study Limitations

The research encountered the following limitations:

- Time constraints for planning workshops and setting up key informant interviews;
- Limited geographical coverage (Harare, Bulawayo and Mutare);
- Non return of questionnaires even after several follow up attempts
- Participants felt the questionnaire was too long;
- Limited time for discussions during the actual workshops;
- Lack of grassroots women and men's concerns; and
- Lack of participation by International NGOs (only two out of thirteen responded).

**5. GENDER SCOPING STUDY QUESTIONNAIRE (GSS)
KEY GOVERNMENT DEPARTMENTS
INTRODUCTION**

Introduction:
This study was commissioned by the Joint Donor Steering Committee comprising DFID, USAID, CIDA, SIDA, EC and other international donors supporting gender programmes in Zimbabwe. The GSS was conceived out of a realisation by major donor stakeholders that the gender movement in Zimbabwe is fragmented and not well coordinated thereby making it difficult for one to have a clear overview picture of what institutions/organisations are doing, where and with whose/ what support. The study aims at providing a general overview of key gender issues and dimensions in Zimbabwe.

Form Completed By _____ **Date** ___ / ___ /2007

Position in Organisation _____

Organisational Information

Name of Organisation	
Postal Address	
Physical Address	
Telephone	
Cellphone	
Fax	
Email	
Website	
Total Staff Complement	

1. Type of Organisation (**Please TICK one applicable option**)

- a. Local NGO with a gender programme
- b. Private Sector
- c. International NGO
- d. CBO
- e. Academic Institution
- f. UN Agency
- g. Faith Based Organisation
- h. Government
- i. Local Authority
- j. Membership/Coalition
- k. Other, specify _____

2. Scope of Operation (**Please TICK one option**)

- a. National
- b. Provincial
- c. District
- d. Ward
- e. Community/Village

Gender Policy and Action Plan

Please can you give the background on how the gender policy was developed and formulated?
What issues is the gender policy meant to address?
Please can you give the background on how the gender policy implementation plan was developed?
What major challenges do you foresee in implementing the gender policy and implementation plan?
What is the government's capacity to meet the above challenges?
Is the implementation plan adequately budgeted for?

Operating Environment Knowledge

Questions	Comments
Is government well informed about its external context, including knowledge about important actors and issues — in both positive and negative senses — with regard to gender issues?	
Is government building and maintaining strategic alliances with key actors in the field of gender, such as women's organizations or other organizations with gender expertise?	

<p>Does government have defined specific gender objectives and targets in terms of the external environment (e.g. lobbying for legislative change, influencing macro-policies, influencing public opinion, promotion of networking and cooperation between different organizations), and is it able to deal with any potential conflicts and tensions that might emerge?</p>	
<p>How well does government work with Government?</p>	

Human Resources Capacity

Questions	Comments
Are there adequate numbers of staff to carry out the gender programmes planned?	
Do staff members have the right knowledge, skills and attitude to carry out their work with gender awareness?	
Is (the promotion of) gender expertise systematically budgeted for?	
Are there any mechanisms for technical assistance secondment to capacitate government and key partners?	

Planning, Monitoring & Evaluation

Questions	Comments
Do methodologies for planning, monitoring and evaluation accommodate the active participation of women beneficiaries and stakeholders?	
Is a gender analysis, allowing for the collection of gender-disaggregated data, central to the (strategic) planning, monitoring and evaluation of the gender policy?	
Do methodologies for monitoring and evaluation accommodate listening and learning from male and female beneficiaries and key stakeholders? And is this linked back into the	

planning process?	
Do the terms of references for assessment and evaluation include gender issues that address the impact on women and men, both at the level of beneficiaries and at the national level?	
Do planning, monitoring, evaluation, and advisory teams consist of members who are gender-sensitive and include at least one person with specific expertise and skills on gender issues?	

Communication

Questions	Comments
Does the ministry's administration include records of its work in the field of gender, and are these easily accessible?	
Does the ministry document its own learning in relation to gender practice, and does it make this information available to others?	
How is the external communication organized (e.g. with beneficiaries, with outside expertise)? Does this promote exchange, dialogue and interaction regarding gender issues?	

Areas of Intervention

3. What do you think are the major dimensions of gender inequality in Zimbabwe

Please rank five area(s) of your intervention in the order of comparative

advantage and time spent (where 1=Area where the organisation has the highest comparative advantage,...., 5=Area where the organisation has the least comparative advantage)

Area	Rank	Area	Rank
Policy		Disabled Women	
Advocacy		Women, land & Inheritance	
Gender Based Violence		Rape Victims Support	
Gender Coordination		Gender Mainstreaming	
Reproductive Health		Women's Empowerment	
Gender and HIV		Men's Empowerment	
Gays & Lesbians		Research	
Gender & Culture		Migration (Internal & External)	
Trafficking		Economic empowerment	
Networking		Technical Assistance	
Gender and Displaced/Mobile Populations		Other, specify:	
Gender Budgeting			

4. How do your area(s) of intervention fit into the national gender strategy?

5. Please List *specific* gender projects/activities government is implementing or coordinating?

Activity	Geographical location (province, district, ward, village)	Target group	Partner	Duration of activity

6. In what ways are your activities/programmes supporting gender equality and the empowerment of women?

7. How do you monitor your activities/projects?

8. Do you think government has the capacity to monitor/coordinate the gender sector/activities in Zimbabwe?

a. Yes

b. No

c. Please explain your answer to question 12 above

9. What major challenges do you face in implementing/ coordinating gender programs/projects and what respective strategies did you adopt?

Challenges	Coping Strategies

10. What are the expected outputs and outcomes of your Gender interventions?

(a) Outputs (i.e. immediate results)

(b) Outcomes (i.e. long term results)

11. Apart from Gender related work, what other activities are you engaged in?

Information

12. Does government have a resource centre or library?
a. Yes
b. No
13. Does government have the capacity to track the information it produces and being utilized by gender organizations and others?
a. Yes
b. No
14. What structures for tracking this information are in place?

15. How user friendly is the information being produced and disseminated?

Donor/ Funding Information

16. Can you give a summary of your organisation's gender related funding history in the past three three years?

Donor/Funding Partner & Location	Year	Gender Project/Activities Funded	Duration	Amount

17. Within government how are gender issues coordinated? (**Clarify roles within key government ministries**)

In order of priority, how are you willing to receive funds?	Rank (1=Most Preferred,..., 5=Least Preferred)	Give reasons
Basket Funding		
Direct Funding to Government		
Direct Funding to local NGOs		
Funding Through International NGOs		
Funding Through the UN System (government, UNDP, UNFPA)		
Through a local Network Organization		
Other, Specify		

18. Can you list gaps that exist in gender programmes/initiatives in Zimbabwe in order of priority?

Gap	Rank (1=Most Important,..., 5=Least Important)

19. What new entry points/ways (including non-traditional) can donors use in supporting gender programming in Zimbabwe?

20. Are there any other organisations that are working in gender initiatives that you think we should interview?

21. Any other comments regarding gender programming and funding in Zimbabwe?

End of Questionnaire

Thank you for your invaluable input

6. GENDER SCOPING STUDY QUESTIONNAIRE (GSS) FOR UNIFEM

INTRODUCTION

Introduction:

This study was commissioned by the Joint Donor Steering Committee comprising DFID, USAID, CIDA, SIDA, EC and other international donors supporting gender programmes in Zimbabwe. The GSS was conceived out of a realisation by major donor stakeholders that the gender movement in Zimbabwe is fragmented and not well coordinated thereby making it difficult for one to have a clear overview picture of what institutions/organisations are doing, where and with whose/ what support. The study aims at providing a general overview of key gender issues and dimensions in Zimbabwe.

Form Completed By _____ Date ____ / ____ /2007

Position in Organisation _____

Organisational Information

Name of Organisation	
Postal Address	
Physical Address	
Telephone	
Cellphone	
Fax	
Email	
Website	
Total Staff Complement	

1. Type of Organisation (*Please TICK one applicable option*)

- l. Local NGO with a gender programme
- m. Private Sector
- n. International NGO
- o. CBO
- p. Academic Institution
- q. UN Agency
- r. Faith Based Organisation
- s. Government
- t. Local Authority
- u. Membership/Coalition
- v. Other, specify _____

2. Scope of Operation (*Please TICK one option*)

- f. National
- g. Provincial
- h. District
- i. Ward
- j. Community/Village

Track Record in Gender Programming

Questions	Comments
What is the track record of UNIFEM internationally, nationally and within the region in the gender sector?	
What is UNIFEM's track record in working with donor agencies?	
What is UNIFEM's track record in managing basket funds of various donor agencies?	
What is UNIFEM's track record in grant making to local organizations?	
What is UNIFEM's capacity in offering technical capacity assistance to national governments and local NGOs in gender issues?	

Operating Environment Knowledge

Questions	Comments
Is UNIFEM well informed about its external context, including knowledge about important actors and issues — in both positive and negative senses — with regard to gender issues?	
Is UNIFEM building and maintaining strategic alliances with key actors in the field of gender, such as women's organizations or other organizations with gender expertise?	
Does UNIFEM have defined specific gender objectives and targets in terms of the external environment (e.g. lobbying for legislative change, influencing macro-policies, influencing public opinion, promotion of networking and cooperation between different organizations), and is it able to deal with any potential conflicts and tensions that might emerge?	
How well does UNIFEM work with Government?	

Human Resources Capacity

Questions	Comments
Are there adequate numbers of staff to carry out the gender programmes planned?	
Do staff members have the right knowledge, skills and attitude to carry out their work with gender awareness?	
Is (the promotion of) gender expertise systematically budgeted for?	
Are there any mechanisms for technical assistance secondment to capacitate government and key partners?	

Areas of Intervention

3. What do you think are the major dimensions of gender inequality in Zimbabwe

4. Please rank five area(s) of your intervention in the order of comparative advantage and time spent (where 1=Area where the organisation has the highest comparative advantage,....., 5=Area where the organisation has the least comparative advantage)

Area	Rank	Area	Rank
Policy		Disabled Women	
Advocacy		Women, land & Inheritance	
Gender Based Violence		Rape Victims Support	
Gender Coordination		Gender Mainstreaming	
Reproductive Health		Women's Empowerment	
Gender and HIV		Men's Empowerment	
Gays & Lesbians		Research	
Gender & Culture		Migration (Internal & External)	
Trafficking		Economic empowerment	
Networking		Technical Assistance	
Gender and Displaced/Mobile Populations		Other, specify:	
Gender Budgeting			

5. How do your area(s) of intervention fit into the national gender strategy?

6. Please List *specific* gender projects/activities UNIFEM is implementing or coordinating?

Activity	Geographical location (province, district, ward, village)	Target group	Partner	Duration of activity

7. In what ways are your activities/programmes supporting gender equality and the empowerment of women?

8. How do you monitor your activities/projects?

9. Do you have a mechanism for coordination with other UN agencies such as UNDP, UNFPA and UNICEF? If yes how do you coordinate?

10. If there is a mechanism for coordination, what is the role of each UN agency in your gender strategy for Zimbabwe?

UN Agency	Role
UNIFEM	
UNDP	
UNFPA	
UNICEF	
FAO	
IOM	
Others (specify)	

11. In terms of pursuing your gender strategies in Zimbabwe, what are the main strengths of the UN system that makes it possible for UNIFEM to meet its objectives?

12. What major constraints does UNIFEM face within the UN system which makes it difficult for you to achieve your gender strategy objectives

13. Do you think UNIFEM has the capacity to monitor/coordinate the gender sector/activities in Zimbabwe?

- a. Yes
- b. No

c. Please explain your answer to question 12 above

14. What major challenges do you face in implementing/ coordinating gender programs/projects and what respective strategies did you adopt?

Challenges	Coping Strategies

15. What are the expected outputs and outcomes of your Gender interventions?

(c) Outputs (i.e. immediate results)

(d) Outcomes (i.e. long term results)

16. Apart from Gender related work, what other activities are you engaged in?

Beneficiaries Information

17. Briefly describe your target audience?

18. What criteria or policy do you use in selecting your target audience?

Information

19. Does UNIFEM have a resource centre or library?

- a. Yes
- b. No

20. Does UNIFEM have the capacity to track the information it produces and being utilized by gender organizations and others?

- a. Yes
- b. No

21. What structures for tracking this information are in place?

22. How user friendly is the information being produced and disseminated?

Donor/ Funding Information

23. Can you give a summary of your organisation's gender related funding history in the past three three years?

Donor/Funding Partner & Location	Year	Gender Project/Activities Funded	Duration	Amount

24. Who do you think should coordinate the gender sector in Zimbabwe in order of priority?

Organisation?	Rank (1=Most Preferred, ..., 5=Least Preferred)	Give reasons
Ministry of gender & women's affairs		
UNIFEM		
Donors		
Through International NGO		
Through a local NGO		
Through a Network Organisation (The Women's Coalition)		
Other, Specify		

25. How do you think gender activities/programmes should be funded in Zimbabwe?

In order of priority, how are you willing to receive funds?	Rank (1=Most Preferred, ..., 5=Least Preferred)	Give reasons
Basket Funding		
Direct Funding to Government		
Direct Funding to local NGOs		
Funding Through International NGOs		
Funding Through the UN System (UNIFEM, UNDP, UNFPA)		
Through a local Network Organization		
Other, Specify		

26. Can you list gaps that exist in gender programmes/initiatives in Zimbabwe in order of priority?

Gap	Rank (1=Most Important, ..., 5=Least Important)

27. What new entry points/ways (including non-traditional) can donors use in supporting gender programming in Zimbabwe?

28. Are there any other organisations that are working in gender initiatives that you think we should interview?

29. Any other comments regarding gender programming and funding in Zimbabwe?

End of Questionnaire
Thank you for your invaluable input

7. GENDER SCOPING STUDY (GSS) Questionnaire for Donors Supporting Gender Programmes in Zimbabwe

INTRODUCTION

Introduction:

This study was commissioned by the Joint Donor Steering Committee comprising DFID, USAID, CIDA, SIDA, EC and other international donors supporting gender programmes in Zimbabwe. The GSS was conceived out of a realisation by major donor stakeholders that the gender movement in Zimbabwe is fragmented and not well coordinated thereby making it difficult for one to have a clear overview picture of what institutions/organisations are doing, where and with whose/ what support. The study aims at providing a general overview of key gender issues and dimensions in Zimbabwe.

General Information

- Name of Interviewer
- Name of Respondent
- Name of Donor
- Position in your organisation
- Telephone
- E – mail
- Physical Address
- Date of Interview

1. What is your organisation's Global Policy on Gender?

2. Globally, what gender focus areas are you funding?

Area	Tick	Area	Tick
Policy		Disabled Women	
Advocacy		Women, land & Inheritance	
Gender Based Violence		Rape Victims Support	
Gender Coordination		Gender Mainstreaming	
Reproductive Health and sexual Rights		Women's Empowerment and behaviour change	
Gender and HIV		Men's Empowerment and behaviour change	
Gays & Lesbians		Research	
Gender & Culture		Migration (Internal & External)	
Gender & displaced/mobile Populations		Economic empowerment	
Trafficking		Technical Assistance	
Gender and Livelihoods		Constitutional and legal issues	
Networking and coalition building		None	
Gender Budgeting		Other, specify	

Gender Programming in Zimbabwe

3. Does your organisation have a specific gender strategy for Zimbabwe?

4. Are you aware of the national gender policy and its provisions?

5. How do those provisions fit into your Zimbabwe specific gender strategy?

6. What gender focus areas have you been funding in the past 3-5 years in Zimbabwe?

Area	Tick	Area	Tick
Policy		Disabled Women	
Advocacy		Women, land & Inheritance	
Gender Based Violence		Rape Victims Support	
Gender Coordination		Gender Mainstreaming	
Reproductive Health and sexual Rights		Women's Empowerment and behaviour change	
Gender and HIV		Men's Empowerment and behaviour change	
Gays & Lesbians		Research	
Gender & Culture		Migration (Internal & External)	
Gender & displaced/mobile Populations		Economic empowerment	
Trafficking		Technical Assistance	
Gender and Livelihoods		Constitutional and legal issues	
Networking and coalition building		None	
Gender Budgeting		Other, specify	

7. What are your priority gender funding focus areas in the next 3-5 years in Zimbabwe?

Area	Tick	Area	Tick
Policy		Disabled Women	
Advocacy		Women, land & Inheritance	
Gender Based Violence		Rape Victims Support	
Gender Coordination		Gender Mainstreaming	
Reproductive Health and sexual Rights		Women's Empowerment and behaviour change	
Gender and HIV		Men's Empowerment and behaviour change	
Gays & Lesbians		Research	
Gender & Culture		Migration (Internal & External)	
Gender & displaced/mobile Populations		Economic empowerment	
Trafficking		Technical Assistance	
Gender and Livelihoods		Constitutional and legal issues	
Networking and coalition building		None	
Gender Budgeting		Other, specify	

8. If there is going to be a focus shift, what has necessitated that shift?

9. Which specific gender organisations are you or have you funded (Please provide a list of the partners you are funding or have funded)?

Organisation	Area of Focus	Activities	Duration of Funding & Budget	Major Achievements

10. What criteria did you use to select your partners?

11. What has been your total gender budget in the last three years?

12. What are your total gender funding commitments in the next three years?

13. How valuable is the donor gender networking group and does it add value to the Zimbabwean gender sector?

14. Is it bringing harmonisation in the way you support the gender sector?

15. Comment on your relationship with the Gender Donor Network and how well your needs were/are met as a Funding/Cooperating Partner.

16. What is your current geographical/sector focus of your support?

17. In the next three (3) years which geographical/sector areas would you want to focus?

Funding Mechanisms

18. Overall, which areas are you funding in Zimbabwe?
19. How important is the gender component in your support?
20. If the operating environment improves, would you still be interested in funding gender?
21. If the socio-economic environment improves, would you still be interested in funding gender?
22. Currently, how are you funding your strategy or partners?

Current funding Mechanism	Tick	In order of priority how are you willing to fund your strategy?	Rank (1=Most Preferred,..., 5 =Least Preferred)	Reasons for Your Preference
Basket funding		Basket funding		
Direct Funding to Government		Direct Funding to Government		
Direct Funding to Local NGOs		Direct Funding to Local NGOs		
Funding through International NGOs		Funding through International NGOs		
Funding through the UN System		Funding through the UN System		
Through a Network		Through a Network		
Other, Specify		Other, Specify		

Coordination

23. Who do you think should coordinate the gender sector in Zimbabwe in order of priority?

Organisation?	Rank (1=Most Preferred,..., 5=Least Preferred)	Give reasons for preference
Ministry of gender & women's affairs		
UNIFEM		
Donors		
Through International NGO		
Through a local NGO		
Through a Network Organisation (The Women's Coalition)		
Other, Specify		

24. Within the donor group, which donor is best positioned to coordinate the group?

Donor	Rank (1=Most Preferred,..., 5=Least Preferred)	Give reasons for preference
DFID		
SIDA		
EU		
CIDA		
USAID		
The Netherlands Embassy		
Other, Specify		

25. Who do you think should monitor the gender sector in Zimbabwe in order of priority?

Organisation?	Rank (1=Most Preferred,..., 5=Least Preferred)	Give reasons for preference
Ministry of gender & women's affairs		
UNIFEM		
Donors		
Through International NGO		
Through a local NGO		
Through a Network Organisation (The Women's Coalition)		
Other, Specify		

26. What do you think are the gender programming gaps in Zimbabwe in order of priority?

- I. _____
- II. _____
- III. _____
- IV. _____
- V. _____

27. What have been the major (5) challenges of the gender programming sector in Zimbabwe?

- I. _____
- II. _____
- III. _____
- IV. _____
- V. _____

28. What have been the main lessons learned through funding gender programmes in Zimbabwe?

What threats could inevitably affect gender programming in Zimbabwe?

- I. _____
- II. _____
- III. _____
- IV. _____
- V. _____

29. Which traditional and non traditional Donors are funding gender initiatives?

30. Which structures need capacity strengthening to implement the National Gender Policy and Action Plan?

From your knowledge, what effective strategies should the gender sector employ to achieve results and impact?

- I. _____
- II. _____
- III. _____
- IV. _____
- V. _____

**END OF QUESTIONNAIRE
THANK YOU FOR YOUR VALUABLE INPUT**

8. GENDER SCOPING STUDY QUESTIONNAIRE (GSS) LOCAL & INTERNATIONAL NGOs

INTRODUCTION

Introduction:

This study was commissioned by the Joint Donor Steering Committee comprising DFID, USAID, CIDA, SIDA, EC and other international donors supporting gender programmes in Zimbabwe. The GSS was conceived out of a realization by major donor stakeholders that the gender movement in Zimbabwe is fragmented and not well coordinated thereby making it difficult for one to have a clear overview picture of what institutions/organizations are doing, where and with whose/ what support. The study aims at providing a general overview of key gender issues and dimensions in Zimbabwe.

Form Completed By _____ Date ____ / ____ /2007

Position in Organisation _____

Organisational Information

Name of Organisation	
Postal Address	
Physical Address	
Telephone	
Cellphone	
Fax	
Email	
Website	
Total Staff Complement	

I. Type of Organisation (*Please TICK one applicable option*)

- a. Local NGO with a gender programme
- b. Private Sector
- c. International NGO funding
- d. International NGO directly
- e. implementing
- f. International NGO doing both Funding and Implementing
- g. CBO
- h. Academic Institution
- i. UN Agency
- j. Faith Based Organisation
- k. Government
- l. Local Authority
- m. Membership / Coalition
- n. Other, specify _____

2. Scope of Operation (**Please TICK one option**)

- a. National
- b. Provincial
- c. District
- d. Ward
- e. Community/Village

3. Province _____

4. District _____

5. Contact Person _____

6. Does your organization belong to a Network Organisation?

- a. Yes
- b. No

7. If "Yes", which one

Registration Information

8. Is your organisation legally registered?

- a. Yes
- b. No

9. If "Yes", when was it registered

10. _____
What is the registration number and type

11. If **not** registered, please explain the process so far?

Areas of Intervention

12. What do you think are the major dimensions of gender inequality in Zimbabwe

13. Please rank five area(s) of your intervention in the order of comparative advantage and time spent (where 1=Area where the organisation has the highest comparative advantage,...., 5=Area where the organisation has the least comparative advantage)

Area	Rank	Area	Rank
Policy		Disabled Women	
Advocacy		Women, land & Inheritance	
Gender Based Violence		Rape Victims Support	
Gender Coordination		Gender Mainstreaming	
Reproductive Health		Women's Empowerment	
Gender and HIV		Men's Empowerment	
Gays & Lesbians		Research	
Gender & Culture		Migration (Internal & External)	
Trafficking		Economic empowerment	
Networking		Technical Assistance	
Gender and Displaced/Mobile Populations		Other, specify:	
Gender Budgeting			

14. How do your area(s) of intervention fit into the national gender strategy?

15. Please List *specific* gender projects/activities that your organisation is implementing?

Activity	Geographical location (province, district, ward, village)	Target group	Partner	Duration of activity

16. In what ways are your activities/programmes supporting gender equality and the empowerment of women?

17. How do you monitor your activities/projects?

18. Who do you think should monitor/ coordinate the gender sector / activities in Zimbabwe in order of priority?

Organisation?	Rank (1=Most Preferred,..., 5=Least Preferred)	Give reasons for preference
Ministry of gender & women's affairs		
UNIFEM		
Donors		
Through International NGO		
Through a local NGO		
Through a Network Organisation (The Women's Coalition)		
Other, Specify		

19. If you are an implementing NGO, what major challenges do you face in implementing gender programs/projects and what respective strategies did you adopt?

Project/ Activity	Challenge	Coping Strategy

20. If you are a funding NGO, what major challenges do you face in funding gender programs/projects and what respective strategies did you adopt?

Project/ Activity	Challenge	Coping Strategies

21. What are the expected outputs and outcomes of your Gender interventions?

(a) Outputs (i.e. immediate results)

(b) Outcomes (i.e. long term results)

22. Apart from Gender related work, what other activities are you engaged in?

Beneficiaries Information

23. Briefly describe your target beneficiaries?

24. What criteria or policy do you use in selecting target beneficiaries?

25. What is the estimated number of potential beneficiaries who need assistance in your area of operation?

26. What is their gender distribution? Males _____ Females _____

27. What is their age group?

- a. 0-5 years
- b. 6-10 years
- c. 11-15 years
- d. 16-20 years
- e. 21-35 years
- f. 36-50 years
- g. Above 50 years
- h. Don't know

28. What is the estimated number of beneficiaries reached by your project?

29. What is the gender distribution? Males _____ Females _____

30. What is their age group?

- a. 0-5 years
- b. 6-10 years
- c. 11-15 years
- d. 16-20 years
- e. 21-35 years
- f. 36-50 years
- g. Above 50 years
- h. Don't know

Information

31. Does your organisation have a resource centre or library?

- a. Yes
- b. No

32. What plans does your organisation have to document/publish past experiences?

33. Does your organisation produce own IEC material?

- a. Yes
- b. No

Donor/ Funding Information

34. Can you give a summary of your organisation's gender related funding history in the past three three years?

Donor/Funding Partner & Location	Year	Gender Project/Activities Funded	Duration	Amount

35. Who do you think should coordinate the gender sector in Zimbabwe in order of priority?

Organisation?	Rank (1=Most Preferred,..., 5=Least Preferred)	Give reasons
Ministry of gender & women's affairs		
UNIFEM		
Donors		
Through International NGO		
Through a local NGO		
Through a Network Organisation (The Women's Coalition)		
Other, Specify		

36. How do you think gender activities/programmes should be funded in Zimbabwe?

In order of priority, how are you willing to receive funds?	Rank (1=Most Preferred,..., 5=Least Preferred)	Give reasons
Basket Funding		
Direct Funding to Government		
Direct Funding to local NGOs		
Funding Through International NGOs		
Funding Through the UN System (UNIFEM, UNDP, UNFPA)		
Through a local Network Organization		
Other, Specify		

37. Can you list gaps that exist in gender programmes/initiatives in Zimbabwe in order of priority?

Gap	Rank (1=Most Important,..., 5=Least Important)

38. What new entry points/ways (including non-traditional) can donors use in supporting gender programming in Zimbabwe?

39. Are there any other organisations that are working in gender initiatives that you think we should interview?

40. Any other comments regarding gender programming and funding in Zimbabwe?

End of Questionnaire

Thank you for your invaluable input

9. Workshop Participants Registers

GENDER SCOPING STUDY-HARARE WORKSHOP ATTENDANCE REGISTER-13 MARCH 2007					
No	NAME	ORGANISATION	DESIGNATION	TEL	EMAIL
1	TSITSI CHAKUPARA	Zimbabwe AIDS Network		775520/ 091 280 782	tchakupara@zan.co.zw
2	DONNA GALWAY	International Organization for Migration		091 2 399 623	dgalway@iom.int
3	TAFADZWA CHOTO	CARE INTERNATIONAL	INFORMATION OFFICER	708115	tafadzwach@carezimbabwe.org
4	MICHAEL KIWOMBOJJO	CONCERN WORLD WIDE	HIV PROGRAM MANAGER	091 2 413 637	Michael.Kiwombojjo@concern.co.zw
5	TALENT JUMO	COMMUNITY WORKING GROUP ON HEALTH	GENDER OFFICER	788100	talent@cwgh.co.zw
6	GLADYS CHAREWA	DISABLED WOMEN SUPPORT ORGANIZATION	DIRECTOR	492769 / 011 743 321	dwso.hre@healthnet.org.zw
7	ELLEN CHITIYO	THE WOMEN'S TRUST	DEPUTY DIRECTOR	708724/ 797978	echitiyo@yahoo.co.uk
8	WINNET SHAMUYARIRA	THE WOMEN'S TRUST	PROGRAMME COORDINATOR	708724/ 797978	wshamuyarira@yahoo.com
9	DOUGLAS GASVA	WOMEN'S UNIVERSITY IN AFRICA	LECTURER	333139	gasvad@yahoo.co.uk
10	MERCY NDORO	FACULTY OF SOCIAL SCIENCES GENDER DEVELOPMENT- WOMEN'S UNIVERSITY IN AFRICA	FACULTY COORDINATOR	333139 / 091 2919 895	ennielmndoro@yahoo.com

11	EDDINGTON MHONDA	PADARE / ENKUNDLENI/ MEN'S FORUM ON GENDER	PROGRAMME COORDINATOR	799047/ 091 2262 627	padare@mweb.co.zw
12	PETER MUKWISI	FARM ORPHAN SUPPORT TRUST	PROGRAMME MANAGER	309800/15 011 618 826	foststrive@cfu.co.zw or ptmurwisi@yahoo
13	DOROTHY ADEBANJO	ZIMBABWE WOMEN'S RESOURCE CENTRE	EXECUTIVE DIRECTOR	252389	dorothy@zwrcn.org.zw
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GENDER SCOPING STUDY-MUTARE WORKSHOP ATTENDANCE REGISTER-14 MARCH 2007					
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II.

References

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