



Zimbabwe
Gender
Commission

TABLE OF CONTENTS

List of Acronyms	3
Letter to Parliament	4
FOREWORD BY THE CHAIRPERSON	5
EXECUTIVE SUMMARY	6
CHAPTER 1: INTRODUCTION	7
1.1 The Commission's Mandate	7
1.3 The Commissioners	8
1.4 The Legal Framework that guides the Commission	10
CHAPTER 2: MAJOR ACHIEVEMENTS	11
2.1. INVESTIGATIONS OF POSSIBLE GENDER VIOLATIONS	11
2.1.2. Investigations	12
2.1.2.1 Department of Immigration Sexual Harassment Investigation	12
2.1.2.2 National AIDS Council ssexual harassment investigation	12
2.1.2.3 Bondolfi Teachers College Sexual Harassment Investigation	13
2.2 MONITORING COMPLIANCE WITH GENDER EQUALITY PROVISIONS	13
2.2.1. Lobbying and Advocacy meetings with Political Parties	14
2.2.2 Engendering ZEC Voter Education Material	14
2.2.3 Instituting a Gender Observatory	15
2.2.4 Gender Responsive Field Election Monitoring and Observation	15
2.2.5 Meetings with Election Observer Missions	18
2.2.6 Prisons Monitoring	18
2.2.7 Advisories on equality and non discrimination.	19
2.2.8 Letters of recognition of efforts on gender equality	20
2.2.9 Gender Budgeting Sensitization for Members of Parliament	21
2.3 RESEARCH AND KNOWLEDGE MANAGEMENT ON GENDER	21
2.3.1 The National Gender Forum: Laying the ground work for 2023	21
2.3.2 Documentary on women's experiences in the 2018 Elections	23
2.3.3 Database for women professionals.	24
2.4. PUBLIC EDUCATION AND AWARENESS	24
2.4.1. Participation at National Exhibitions	24
2.4.2. Public Awareness and Education: 16 Days of Activism against GBV	26

2.4.3. ZGC Visibility	30
2.4.3.10 Awareness raising on Early Child Marriages	32
CHAPTER 3. INSTITUTIONAL CAPACITY STRENGTHENING	33
3.1 Budget Performance	33
3.2 Expenditure based on budget line items	33
3.3 Employment Costs	34
3.4 Goods and Services	34
3.5 Acquisition of fixed capital assets	34
3.5.1 Furniture and equipment	34
3.5.2 Vehicles, plant and mobile equipment	34
3.5.3 Outstanding Arrears	34
3.5.4 Production of Periodic Financial Reports and Statutory Returns	34
3.5.5 Donations	35
3.5.6 Procurement	36
3.6 Disclosure of Assets	36
3.7 Recruitment (Filling of vacant posts)	36
3.8 Challenges	36
CHAPTER 4: AUDITED FINANCIAL STATEMENTS FOR 2018	37

List of Acronyms

ADVC	Anti-Domestic Violence Council
AG	Attorney General.
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEO	Chief Executive Officer
CRC	Convention on the Rights of the Child
CRF	Consolidated Revenue Fund
CSO	Civil Society Organisation
EOM	Election Observer Mission
GBV	Gender-Based Violence
HR	Human Resources
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICT	Information Communication Technology
IEC	Information, Education and Communication
ILO	International Labour Organisation
KRA	Key Result Area
MoFED	Ministry of Finance and Economic Development
MoHCC	Ministry of Health and Child Care
MoU	Memorandum of Understanding
MP	Member of Parliament
MWACSMED	Ministry of Women Affairs, Community Small and Medium Enterprise Development
NAC	National AIDS Council
SADC	Southern African Development Community
UDHR	Universal Declaration on Human Rights
VAW	Violence against Women
ZEC	Zimbabwe Electoral Commission
ZHRC	Zimbabwe Human Rights Commission
ZITF	Zimbabwe International Trade Fair
ZWLA	Zimbabwe Women Lawyers Association

Letter to Parliament

In terms of Section 323 of the Constitution of Zimbabwe Amendment (No. 20) Act of 2013, all State institutions supporting democracy are required to submit to Parliament, through the responsible Minister, an Annual Report on their activities.

Accordingly, the Commission would like to present its 2018 Annual Report to Parliament for your consideration. The Zimbabwe Gender Commission (ZGC) hopes that you will find this report informative in showing evidence of short term results towards transformative social justice and gender equality in Zimbabwe. More importantly, we believe the report will clarify the stepping stones taken by the ZGC, among other stakeholders, towards realisation of constitutional gender equality provisions.



M. Mukahanana-Sangarwe
Chairperson of the Zimbabwe Gender Commission

FOREWORD BY THE CHAIRPERSON



M.M. Mukahanana-Sangarwe

The year 2018 was a watershed one, in that it followed the transition which ushered in the Second Republic of Zimbabwe with marked euphoria at national level. The momentous transition and the opportunities presented for citizen participation enabled men and women across their diversity to dream big, having expressed their socio-economic and political aspirations. The hope for gender parity was also ignited.

Armed with a progressive constitution that proclaimed equal representation for men and women, including the youth, there was hope that the elections would bring this aspiration into reality. As Zimbabwe went to the elections in July, it was already clear that the harmonised elections would not deliver gender balance. This was due to the fact that the primary elections had already magnified the gaps in representation of women and men. While ZGC acknowledges the efforts to redress the anomaly through the appointment of women ministers, some to head formally male-dominated ministries, there is still a long way to go before parity is realised.

Gender based violence remains an issue of concern for the country and in 2018, this issue took centre stage as sexual harassment reports increased. Deep seated patriarchal attitudes, norms; standards continue to inform societal behaviour resulting in some toxic relations which manifest in sexual harassment in the world of work. The Commission has noted and regrets not only the inadequate capacity to deal with this scourge but the trivialisation which has seen experienced human resources being lost.

In 2018, the Commission conducted investigations including a hearing which proved that it is possible to call to account duty bearers within ministry departments and agencies on possible violations of gender provisions. The experience highlighted the need for increased women's representation in decision making as an effective strategy to deal with entrenched patriarchal tendencies. Unequal representation of men and women in public office and the private sector remains an indictment to the nation and legislative framework as certain groups continue to be marginalised.

In achieving its mandate, the Commission remains guided by its vision for a 'just society that enjoys gender equality and its mission, which is to promote, protect and advance gender equality.

A handwritten signature in blue ink, appearing to read 'M.M. Mukahanana-Sangarwe', is shown on a light blue background.

M.M. Mukahanana -Sangarwe

**Chairperson, Zimbabwe Gender Commission
(ZGC)**

EXECUTIVE SUMMARY

During the period under review, the Zimbabwe Gender Commission (ZGC) consolidated its work to ensure compliance with gender equality provisions in the Constitution. It also strengthened its structure, with most of the Secretariat staff coming on board by year end.

2018 was an electoral year hence the ZGC focused on monitoring trends and influencing gender perspectives in the electoral process. The Commission established the Gender Observatory, a framework in which it worked closely with relevant stakeholders namely: Zimbabwe Electoral Commission (ZEC), political parties, local and international Elections Observer Missions (EOM), women's rights and civil society organisations and the media. The aim was to advocate for a more representative democracy in which there was women's increased participation as voters, candidates, workers and gender sensitive media reporting.

Pre, during and post election assessments were done including direct observation of harmonised elections on 31 July. Post-election assessment was done through the annual National Gender Forum which did a gendered review of the 2018 elections and drew lessons learnt to inform 2023. The Forum produced three background papers and a documentary on women's experiences. Media monitoring around elections was commissioned which showed the need for gender sensitivity in reporting.

Monitoring was also done in eight (8) provinces across the country to assess systemic issues for which recommendations were made to relevant institutions. Advisories were sent to 37 institutions, most of them public. Recipients included the President and appointed Ministers who were reminded on the need to be guided by the constitution in appointments. ZGC, to this end, established a database of professional women and executives across various sectors, for consideration as relevant.

The year also saw increased investigations of possible violations of rights relating to gender with 25 cases on: sexual harassment; domestic violence; property disputes; and discrimination. The investigations were in line with Section 246 (b) and (c), (g), (h) and (i) which mandate the ZGC to receive complaints from the public, investigate possible violations of rights relating to gender, recommend prosecution for violation of rights relating to gender, secure appropriate redress where rights relating to gender have been violated and to do everything necessary to promote gender equality. Of note were investigations on sexual harassment in the Immigration Department and the National AIDS Council (NAC). Bondolfi Teachers College was one tertiary institution which was investigated, also on sexual harassment.

In the year under review, the Commission used various platforms to conduct public education. The Commission participated at national exhibitions where it shared its mandate in relation to gender equality in the Constitution; conducted sexual harassment awareness meetings at institutions, private, public and parastatals; commemorated the international days related to gender and issued an array of press statements speaking to different gender equality issues ranging from elections to gender based violence.

These included attendance at ZITF and Harare Agricultural Show, 16 Days of Activism which raised awareness around constitutional provisions on gender equality and thus improved ZGC visibility. The Commission collaborated with more than 18 partners in government, NGOs, faith-based and the private sector during the 16 Days campaign whose theme was around sexual harassment. ZGC issued press statements on politically motivated violence; participation of women in elections; cyber bullying and hate speech against women as election workers, candidates and voters; sexual harassment; and election observation. Coverage was also on electronic media, namely Good Morning Zimbabwe Face the Nation and Power FM.

One indicator of increased awareness is the sharp increase in the number of individuals, public and private institutions now seeking the services of the Zimbabwe Gender Commission. This is also done through the ZGC Facebook and Twitter pages.

CHAPTER 1: INTRODUCTION

The Zimbabwe Gender Commission (ZGC) is a Statutory body established in terms of Chapter 12, Section 246 of the Constitution and operationalized through the Zimbabwe Gender Commission Act (Chapter 10:31).

1.1 The Commission's Mandate

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

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

1.2 The Commission's Strategic Direction

Our Vision

A just society that enjoys gender equality 2035.

Our Mission

To promote, protect and advance gender equality.

The Strategic Goals are anchored on the Commission's constitutional mandate and obligation. These strategic goals are:

- 1) To enhance public awareness on gender issues in all provinces;
- 2) To investigate and provide redress to all reported cases of violations of rights related to gender;
- 3) To reduce systemic barriers to gender equality;
- 4) To create a functional knowledge hub and available knowledge products on gender equality;
- 5) To enhance compliance with all gender equality provisions in the Constitution, laws and policies; and
- 6) To create an effective, efficient, visible Gender Commission.




The Commission is guided by the following values:

- Accessibility;
- Transparency and Accountability;
- Fairness;
- Gender sensitivity; and
- Integrity.

1.3 The Commissioners

The Constitution and the ZGC Act provides for the appointment of nine Commissioners to carry out the constitutional mandate of the Commission. The Commission comprises four men and four women Commissioners and a Chairperson.

Table 1: Profiles of Commissioners

Name	Qualification and Experience
 <p>Mrs. Margaret Mukahanana-Sangarwe</p>	<p>Education: She is a holder of MBA (UZ), MSc in Natural Resources Management (Manitoba, Canada), Bachelor of Politics and Administration (UZ).</p> <p>Gender Equality Area of Interest/Expertise: Gender Equality in Leadership and Decision Making.</p> <p>Career summary: A Senior Career Civil Servant who worked for the Government of Zimbabwe for 33 years. The Chairperson served as Permanent Secretary in the Ministries of Environment and Tourism and Tourism and Hospitality Industry for over a decade. She is a former Chair of the Ad Hoc Working Group on Long-term Cooperative Action under the United Nations Framework Convention on Climate Change (Cancun, 2010). She is also a seasoned negotiator on international agreements and participated in the negotiations of the Rio Declaration and Agenda 21, the Climate Change Convention and its Kyoto Protocol, The Biodiversity and the Desertification Conventions. She has served on the Board of the Biotechnology Zimbabwe. She currently sits on the Boards for the Infrastructure Development Bank of Zimbabwe and Forestry Commission of Zimbabwe.</p>
 <p>Dr. Paul Kadzima</p>	<p>Education: He is a holder of PhD in Business Administration (St Linus University, West Indies), MSc in Strategic Management (St Linus University, West Indies) and several diplomas and certificates.</p> <p>Gender Equality Area of Interest/Expertise: Promotion of Gender equality and empowerment of women at Community and Grassroots Levels. He also has a passion for the advancement of the girl child.</p> <p>Career summary: The Vice Chairperson is a former Member of Parliament (MP) for Nyanga Constituency and Provincial Councillor for Nyanga-Mutasa Districts. He is a Bishop in the African Apostolic Church for Manicaland Province and is also a Doctoral Fellow Member of the Institute of Professional Financial Managers (UK).</p>
 <p>Mrs. Naome Chimbetete</p>	<p>Education: She is a holder of MA in Development Studies (WUA), MSc in Environmental Policy and Planning (UZ), Certificate in Environmental Impact Assessment and Management EIAM (Aberdeen, Scotland), Graduate Certificate in Education (UZ) and BA (Hons) in Geography (UZ).</p> <p>Gender Equality Area of Interest/Expertise: The Commissioner has a keen interest in and technical expertise around Gender Responsive Budgeting, Gender Equality and Women's Empowerment Programming, Gender Analysis, Training and Mainstreaming.</p> <p>Career summary: Commissioner Naome Chimbetete has worked in different positions in Government, Donor agencies, NGOs and academic institutions. She has a distinguished career in Development and Grant Fund Management.</p>

Zimbabwe Gender Commission Annual Report 2018

Name

Qualification and Experience



Mrs. Tsungirirai K. Hungwe-Chimbunde

Education: She is a holder of BSc Reproductive Health and Family Science (WUA), State Registered Nurse (SRN), State Certified Midwife (SCM), Diploma in Nursing Administration (Dip. in NA), Certificate in Occupational Health and Safety (OHS) and Family Planning Certificate.

Gender Equality Area of Interest/Expertise: Sexual and Reproductive Health, Political participation of Women and Education of the Girl Child.

Career summary: Commissioner T. K. Hungwe-Chimbunde is a former Deputy Minister in the Ministry of Political Affairs (Responsible for Women's Affairs), Deputy Minister of Health and Child Welfare and former Minister of State in the Vice President's Office. She is also a former Board member of the Zimbabwe Family Planning Council (ZNFPC).



Mr. Obert Matshalaga

Education: He is a holder of Masters' Degree in International and Public Affairs (University of Pittsburgh, USA), Diploma in Economics (University of Colorado-Economic Institute) and BA General (University of Rhodesia).

Gender Equality Area of Interest/Expertise: Engendering the Fiscal and Public Policy Process. Monitoring the gender gap with regards to political and economic participation of men, women, girls and boys and Governance issues. He wishes to see Zimbabwe conclusively address all issues of gender discrimination and attaining the 50/50 gender parity in the shortest possible time frame.

Career summary: Commissioner Obert Matshalaga has worked as a High School Teacher and spent two decades as a Senior Civil Servant in the Ministry of Finance. The Commissioner joined politics and became a Member of Parliament and Deputy Minister of Foreign Affairs. Thereafter, he was the Deputy Minister of Home Affairs.



Mrs. Sibongile Mauye

Education: She is a holder of MA in Gender and Development with distinction (UK), Dip in Managing Development (UK), Cert. Gender and Organizational Change (Netherlands) and BA Hons in Economic History (UZ).

Gender Equality Area of Interest/Expertise: Gender Based Violence; Constitutional and Legal Rights; Politics and Decision-making.

Career summary: Commissioner Sibongile Mauye's experience and exposure spans three economic regions of Latin America, West Africa, East and Central Africa in Water and Sanitation, Education, Gender Based Violence, HIV and AIDS. She worked with the Youth Commonwealth Centre on enterprise development and youth reproductive health. She was also Technical Advisor to the Citizens Economic Empowerment Commission of Zambia. She is a University Lecturer in Gender, Development Studies, Culture and Society.



Mr. Peter Mawonera (Chief Chikwizo)

Education: He is a holder of an Accounting Diploma and Certificate in Government Accounting.

Gender Equality Area of Interest/Expertise: Local governance, tradition and culture, Gender-Based Violence and Finance.

Career summary: Commissioner Chief Chikwizo is an Accounting Specialist with the Parirenyatwa Group of Hospitals' Finance Department for the past 28 years. As substantive Chief of the Chikwizo area in Mudzi since 2006, he has presided over the Chiefs' Court on cases that include gender-based violence and inheritance. As an Ex-Officio member of Mudzi Rural District Council, Chief Chikwizo has used that platform to highlight the plight of the local community on gender related issues.

Name

Qualification and Experience



Mr. Victor Nkiwane

Education: He is a holder of Bachelor of Law, Honours (LLB) degree (UZ), Master of Laws (Warwick) and Postgraduate Diploma in Women's Law (UZ).

Gender Equality Area of Interest/Expertise: Gender and Law with special focus on Masculinities.

Career summary: Commissioner Victor Nkiwane is the founding Dean of Herbert Chitepo School of Law at Great Zimbabwe University. Prior to that, he taught law at the Universities of Zimbabwe, Lesotho, South Africa and the United Kingdom. He has been a Visiting Lecturer at the Southern and East African Regional Centre for Women's Law, UZ since 2005 where he teaches Masculinities, Gender and Law in the LLM (Women's Law and Human Rights) programme. Commissioner Nkiwane was a member of the Women and Law in Southern Africa (WLSA) Board for 10 years. He has published articles and book chapters on Law and Development, Human Trafficking, Men, Gender and Law, Urban Squatting, Women and Children's Rights and Intellectual Property.



Dr. Nyepudzai Mercy Nyangulu

Education: She is a holder of a Doctorate (PhD) in Organisational Science and Management Learning (Lancaster University, UK), Masters in Business Administration (MBA), University of Zimbabwe, Masters in Manpower Studies (University of Westminster, UK), several Diplomas and Certificates in Project Management, General Management and Gender Studies. (Lancaster, UK).

Gender Equality Area of Interest/Expertise: Women's Economic Empowerment and Gender Equality in Decision-making.

Career summary: Commissioner Dr. Nyepudzai M. Nyangulu is immediate past Head of Business Development at TN Financial Holdings. She has an illustrious senior civil service career including serving as a Deputy Secretary in the Office of the President and Cabinet. She has been actively involved in women's empowerment programmes through supporting women's groups as well as pioneering the setting up of initiatives to support women in management and leadership in the private sector and the girl child.

1.4 The Legal Framework that guides the Commission

The Commission is guided by the following gender equality provisions in the Constitution:

Provision

Content of the Provision

Section 2(1)

It acknowledges the Constitution as the supreme law of Zimbabwe and any law, practice, custom or conduct inconsistent with it is invalid to the extent of the inconsistency.

Section 3

Gender equality is listed as one of the founding values and principles of the Constitution. It also recognises the equality of all human beings.

Section 17

It provides for the promotion of full gender balance in Zimbabwean society with the deliberate efforts to ensure the full participation of women in all spheres on the equal basis of equality with men.

Section 25

It provides for the protection of the family, and prevention of domestic violence.

Section 56

It provides for non-discrimination on the basis of culture, sex, gender, marital status, age, pregnancy, economic or social status among others. It also provides for right to equal opportunities including the right to equal opportunities in political, economic, cultural and social spheres.

Section 80

It provides that all laws, customs, traditions and cultural practices that infringe the rights of women conferred by the Constitution are void to the extent of the infringement.

Section 214 (1)(b)

It provides for 60 reserved seats for women in the National Assembly (for the life of the first two Parliaments), and proportional representation in Senate.

In addition, the Commission is guided by the ZGC Act (10:31), which empowers it to investigate any systemic barriers prejudicial to gender equality, gender equity or gender mainstreaming in a specific named sphere of activity or named sector of the society or economy.

Box 1: Systemic barriers prejudicial to gender equality and gender equity

Section 2 of the Act defines "systemic barrier prejudicial to gender equality, gender equity or gender mainstreaming" as any barrier, practice, custom, law or other impediment prejudicial to the achievement of gender equality, gender equity or gender mainstreaming, including equality of opportunities and outcomes in the following spheres of activity or sectors of the society or economy (whose itemisation here is not to be taken as exhaustive or as limiting the generality of the foregoing):

- (a) Accessing social services, including those relating to education, health and housing;
- (b) Accessing resources, including land, capital and finance;
- (c) Employment in and upward mobility within the public, private and parastatal sectors and CSOs, including the provision of conditions in the workplace conducive to the employment of both genders;
- (d) Engagement in and upward mobility of members within the professions and occupations, including the provision of conditions conducive to the engagement of individuals of both genders in the professions and occupations;
- (e) In the sphere of family law (including marriage, divorce and custody and guardianship of minors), children's rights, succession and inheritance; and
- (f) Any other sphere or activity specified by the Commission in pursuance of its constitutional mandate

The Commission is also guided by various international and regional human rights legal instruments that promote gender equality and women's rights, which Zimbabwe is party to. These include: Universal Declaration of Human Rights (UDHR) (1948); International Covenant on Civil and Political Rights (ICCPR) (1966); International Covenant on Economic, Social and Cultural Rights (ICESCR)(1976); Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)(1979); Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (1995); SADC Protocol on Gender and Development (2008); and Sustainable Development Goals particularly Goal No. 5 on Gender Equality.

Zimbabwe is party to the Paris Principles Relating to the Status of National Institutions for the Promotion and Protection of Human Rights. The Commission is one of the National Human Rights Institutions (NHRIs) established by the Constitution with six criteria that it is expected to meet. These include: to support and entrench human rights and democracy; to protect the sovereignty and interests of the people; to promote constitutionalism; to promote transparency and accountability in public institutions; to secure the observance of democratic values and principles by the State and all institutions and agencies of government, and government controlled entities; and to ensure that injustices are remedied.

The Commission has however observed that there are conflicts between certain provisions of the ZGC Act and the Constitution that have implications on the Commission's functions and independence. The Commission has engaged the Attorney General's office to address the issue.

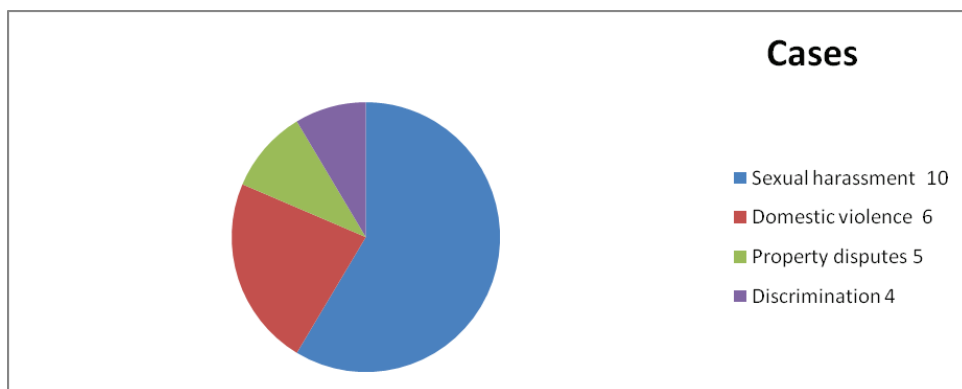
CHAPTER 2: MAJOR ACHIEVEMENTS

Achievements in the period under review are categorised under the four Key Result Areas namely: Investigations of Violations related to Gender; Research and Knowledge Management; Monitoring Compliance with gender equality provisions in the constitution and Public Education and Awareness.

2.1. INVESTIGATIONS OF POSSIBLE GENDER VIOLATIONS

In 2018, the Legal and Investigations Section carried out its activities in line with Section 246 (b) and (c), (g), (h) and (i) which mandate the ZGC to receive complaints from the public, investigate possible violations of rights relating to gender, recommend prosecution for violation of rights relating to gender, secure appropriate redress where rights relating to gender have been violated and to do everything necessary to promote gender equality.2.1.1. Cases received

1. Twenty five (25) cases were received in 2018. The nature of cases and statistics were as follows:



As reflected in the diagram, the majority of the cases were of sexual harassment at the workplace. Eight of the cases emanated from public institutions such as the Department of Immigration, NAC and Department of Deeds, Companies and Intellectual Property among others. The other two cases emanated from the private sector. A hearing was initiated into the Department of Immigration case, NAC case was finalised while investigations are still ongoing for the other cases.

In matters where the Commission lacks jurisdiction, complainants were assisted to access appropriate redress through legal advice and referral to relevant service providers. In the cases of domestic violence at individual level, complainants were referred to the police to institute criminal proceedings, some of which are still underway in line with provisions of the Domestic Violence Act [Chapter 5:16]. Complainants in property disputes were referred to the civil courts for adjudication of entitlement and the Commission followed up on the progress of the cases in the judicial system. In cases of alleged discrimination on the basis of gender, the Commission is still engaging with institutions concerned to ensure that there is recognition, accountability for and redressing of violations of rights relating to gender.

2.1.2. Investigations

2.1.2.1 Department of Immigration Sexual Harassment Investigation

The ZGC launched an investigation of alleged sexual harassment by senior management at the Department of Immigration in terms of Section 246 (1) (b) and (c) of the Constitution and Section 5 of the Zimbabwe Gender Commission Act [Chapter 10:31]. Six complaints were received. The Commission conducted the first session of hearings on the matter on 17 and 18 December

2018. The final session was held on 6 and 7 February 2019. The findings and recommendations will be published at the end of the first quarter in 2019. The report will be submitted to Parliament for deliberation of findings and for responses on the issues raised by the relevant State actors. ZGC also hopes that the parliamentary discussion may culminate in the deliberation of and enactment of a Sexual Harassment law, as the lack of one has been cited as a problem in dealing with the scourge.

2.1.2.2 National AIDS Councils sexual harassment investigation

ZGC conducted a field investigation into allegations of sexual abuse and harassment at NAC. The NAC Chief Executive Officer and members of senior management were accused of sexual harassment. The investigation revealed existence of a sexual harassment within the Council, where the CEO married two junior officers within the organisation. Other staff members were also implicated in sexual harassment. Recommendations by the Commission were that:

- a) The Ministry of Health and Child Care should exercise more stringent oversight on the National AIDS Council which has serious corporate governance challenges.
- b) The Ministry of Health and Child Care should capacitate the Board of Directors of the National AIDS Council in order to enhance its strategic focus since it delves into operational issues and is fuelling factional fights within the organisation by dividing senior management which is now aligned with either of the two existing factions among staff.
- c) The National AIDS Council should come up with a specific policy on sexual harassment which is widely publicised to its secretariat so that they are empowered with information of what constitutes sexual harassment, grievance procedure and available remedies.
- d) The National AIDS Council should increase awareness of employees on internal human resources policies, workplace governance and industrial relations.
- e) The National AIDS Council should promote workplace democracy by complying with gender parity provisions in Section 17 of the Constitution which requires gender balance in its structures since all workers' Committee representatives are male and five out of seven directors are male.
- f) The Board of Directors and secretariat of the National AIDS Council should embark on self introspection and internal capacitation in relation to gender mainstreaming, gender-based violence and HIV/AIDS prevention in order to change the prevailing organisational culture. There is need to for the organisation to walk the talk of prevention of HIV infection through behaviour change since indications of extensive intra-organisational sexual relations are contrary to their mandate. As a State institution, negativity in policy and operational issues has ripple effects on stakeholders who benefit from their services as well the perception of the international community of the country's management of HIV/AIDS service provision.

The Commission will make quarterly follow ups on implementation of the above recommendations.

2.1.2.3 Bondolfi Teachers College Sexual Harassment Investigation

The Zimbabwe Gender Commission conducted an inquiry into alleged sexual abuse of female students at Bondolfi Teachers College in Masvingo which had gone viral on social media. The Legal and Investigation Committee met the Principal of the College and interviewed some students who confirmed that there was widespread sexual harassment by male lectures at the institution. The Commission recommended the College to:

- urgently create and facilitate a reporting mechanism on sexual harassment
- take punitive measures against perpetrators
- put in place a comprehensive Sexual Harassment Policy

The Commission proposed to use orientation platforms for new students to educate and raise awareness on sexual harassment as well as training college staff. This is in addition to ongoing awareness raising through public lectures to students in tertiary institutions.

2.2 MONITORING COMPLIANCE WITH GENDER EQUALITY PROVISIONS

The Commission is mandated to demand accountability on gender equality from public and private institutions. This also includes giving advice on the integration of equality and non-discrimination in

national laws, policies and administrative measures in the public and private institutions

2018 was an electoral year hence the work of the ZGC under this key result area revolved around monitoring trends and influencing gender perspectives in the 2018 electoral processes. In order to effectively weave gender perspectives into electoral processes the ZGC worked closely with relevant stakeholders namely: ZEC, political parties, local and international Electoral Observer Mission, women's rights and civil society organisations and the media. The aim was to advocate for a more representative democracy depicted by increased women's participation as voters, candidates, election managers and gender sensitive media reporting.

ZGC also set up a mechanism called the Gender Observatory, ahead of the elections, with the sole purpose of monitoring the final leg of the electoral process from a gender perspective. This saw ZGC entering into a short term partnership with representatives of other Chapter 12 institutions, relevant government ministries and civil society organisations working on gender and women's rights and some on elections.

In the same spirit, the 2018 National Gender Forum was held under the theme 'Gendered Review of the 2018 Harmonised Elections, Lessons Learnt and Strategies for 2023'. This was to facilitate post-election assessment under ZGC's 2018 election monitoring work.

It is worth noting that the ZGC's 2018 electoral work was also a follow on to its past initiatives. The key building blocks then were:

- i) The gender analysis of the Electoral Amendment Bill which revealed constraints hindering the participation of women in electoral processes,
- ii) the Provincial Dialogues which culminated in the October 2017 Inaugural Gender Forum, where women highlighted that their participation in politics is hindered by poor support systems, gender blind political party constitutions and policies, fear and politically motivated violence.
- iii) The ZGC's observations from monitoring the July 2018 Chiwundura By-Election, to which the Commission received complaints from women who revealed that in previous elections particularly the 2008 Elections, women were intimidated with indulging incidences of sexual violence.

2.2.1. Lobbying and Advocacy meetings with Political Parties

Political parties play a catalytic role to the achievement of gender equality in politics and decision making as it is through their actions that the democracy, elections and governance framework is shaped. As such, the ZGC actively engaged with political parties as one of the key and critical steps to engender the 2018 political processes.

To this effect the Commission had meetings with leadership of MDC Alliance on 10 April, People's Rainbow Alliance on 11 April and ZANU PF on 17 April 2018.

Political Parties are the "gatekeepers" to women's increased representation and participation as they are primary vehicles through which women can access elected office and leadership. Equal representation outcomes can realistically only start from the constitutions, policies and practices, programs, structures, systems and processes of political parties. The participation of women in politics and decision-making is therefore influenced by the actions of political parties and the extent to which they are committed to the promotion of women's involvement.

The main objective was to interrogate the gender responsiveness of their party constitutions, policies, manifestos and structures and the initiatives that the parties were undertaking to increase women's participation in the 2018 harmonised elections. All parties acknowledged that while their constitutions, manifestos and policies were speaking to gender equality, the problem was lack of implementation. The greatest challenge in attaining the 50-50 mark, according to the leadership, was the reluctance by women as they were not willing to participate in the elections citing violence and lack of finance as major deterrents. It was also noted at the time the Commission met with political parties that very few women had submitted their CVs for the primary elections.

The Commission was challenged to push for electoral reforms to ensure that the Electoral Act is gender sensitive throughout the processes.

2.2.2 Engendering ZEC Voter Education Material

The ZGC worked with the Zimbabwe Electoral Commission to ensure that the 2018 voter education material development processes were gender responsive. ZGC thus influenced the following:

- Gender sensitive content of voter education materials;
- Gender sensitive voter education methods including convenient voter education schedules to increase outreach to women given their multiple roles; and
- Increased stakeholder involvement in voter education.

Through the ZGC's participatory elections monitoring exercise, further strategies for strengthening gender responsiveness of voter education in the next elections were explored. This was noted during the observation of elections in July where ZEC IEC materials in the provinces were decidedly gender inclusive.

2.2.3 Instituting a Gender Observatory

To further strengthen its role in engendering the election processes, the ZGC instituted the first ever Gender Observatory as an accountability mechanism to collect evidence, analyze emerging issues and trends and document women's experiences during the electoral cycle.

The Gender Observatory was comprised of representatives from start: the Zimbabwe Human Rights Commission; the Zimbabwe Electoral Commission; The National Peace and Reconciliation Commission; the Ministry of Women's Affairs, Gender and Community Development, the Zimbabwe Women's Caucus, the Zimbabwe Election Support Network; civil society organisations, the security sector, academia and women's peace committee

The GO's overall objective was to carry out a gender analysis of the electoral processes and the specific objectives were as follows:

- i. To collect evidence, analyse trends and emerging issues on women's participation within the electoral space;
- ii. Gather information from women-led grassroots, election observation missions, situation rooms and courts to support effective reporting of cases of election related gender issues prior to, during and after elections;
- iii. Act in response to identified elections related gender based violence; and
- iv. Produce and disseminate knowledge on women's experiences throughout the electoral cycle using various platforms such as social media, political parties and civil society.

2.2.4 Gender Responsive Field Election Monitoring and Observation

In pursuit of its research, monitoring and advisory mandate, the ZGC conducted 2018 Election monitoring and observation through the GO. The Elections monitoring and observation consisted of a pre-election assessment of the July 31 poll as well as the Election Day monitoring. The pre-elections assessment was done between the 2nd – 6th July 2018 in five provinces namely Bulawayo Metropolitan, Mashonaland Central, Mashonaland West, Midlands and Matabeleland North. This was followed by the monitoring of the election from 27 July to 2 August 2018 in selected districts across all 10 Provinces.

The pre-election assessment and the election monitoring gathered information from women-led community-based and civil society organisations to support effective reporting and influenced responses/action on identified gender and election related issues.

Most importantly, the interventions and recommendations gathered through election monitoring have been submitted to relevant stakeholders as part of the Commission's monitoring and advisory mandate. Implementation of the recommendations will galvanize improvement of women's participation in politics and electoral processes in the next electoral cycle. Recommendations to key stakeholders include the following:

ZEC

- Increase scope of voter education from concentration in residential areas to other public places such as market places to reach more women;
- To promote the secrecy of the ballot, ZEC should come up with tactile ballot paper with a provision for both the visually impaired and the sighted;
- Broaden the scope of eligibility for postal voting to include other groups of people who because of work commitments are unable to vote in the wards they would have registered in;
- Resources like motor vehicles should be adequately availed to voter educators, budget permitting, to increase their geographical coverage and to save them from walking long distances;
- Increase the inspection period for the voters' roll to cater for those living in remote area;
- Decentralisation of voter registration centres especially in rural areas to prevent registrants from walking long distances;
- Voter education material from ZEC should clearly spell out redress mechanisms for violation of electoral rights so that the electorate and candidates are aware of where to seek services;
- ZEC should improve on infrastructure set up and accommodation for polling personnel at polling stations taking into consideration gender differences and basic needs;
- ZEC should review its approach to recruitment of short term election staff through existing institutions and take measures to ensure gender balance across all levels.

Government

- Enact legislation to compel political parties to implement the equality principle for men and women in politics;

Political Parties

- Political parties should observe the gender parity principle as enshrined in the Constitution from the development of their party structures and in the conduct of primary elections so that the constitutional numeric targets for participation of women in politics are achieved;
- Political parties should be mainstreaming gender in their party constitutions, policies, structures and processes;
- Political parties to be compelled to support the enactment of legislation to ensure implementation of the parity principle in drawing up party list creates a gap for promotion of equal access to leadership and decision making by women;
- Mobilise resources for female candidates.

CSOs/ CBOs

- Capacity building for women leaders on leadership and confidence building so that they can effectively discharge their duties;
- Continue to advocate for 50-50 representation in all sectors;
- Facilitate the mentoring of women to stand as candidates not just participate as voters.

Ministry of Women Affairs, Community and Small to Medium Enterprise Development

- Facilitate women's holistic empowerment through civic education and full participation in mainstream economy to enable women to finance

- Party primary elections should be monitored and run by independent bodies;
- Capacity building in leadership and governance to winning candidates;
- Implementation of the provisions of the national gender policy by political parties;
- Mobile birth registration and processing of national identity documents by the Registrar General's Office should be continuous and not limited to election periods.

ZRP and the judiciary system

- The police should quickly respond to reports of electoral violence and take appropriate action;
- The police should be apolitical in the discharge of its duties.
- The courts should expedite trials of political violence cases so that the culprits are brought to book.

their political campaigns;

- Increase community awareness programmes on political and electoral rights.

ZHRC

- Provide literacy on civil and political rights to men and women at local level so that they understand their rights and the importance of the electoral process.

Media

- The media should treat men and women equally whether as voters, candidates and election officials in their reporting;
- There should be an effort to end gendered hate speech, inflammatory language and cyber bullying.

Further to recommendations submitted to different stakeholders, ZGC will also strengthen its work in the following areas:-

- Community awareness to emphasise the importance of gender equality, as most people appeared ignorant when asked about the role of women as leaders;
- Public education on gender and elections on an ongoing basis because the electoral cycle does not end with completion of a poll. If limited to the run up to the elections it will not be able to cover all areas because of limited financial resources and time constraints;
- Monitoring the implementation of the parity principle (50-50) in politics and decision making;
- Condemns political violence, especially against women as this becomes a deterrent to their participation

- Receiving and investigating complaints of men and women who have been unfairly treated in political processes.
- Lobbying for the application of a quota system in local Government, National Assembly and Senate.
- Supporting amendment of the Constitution to facilitate review and extension of the quota system beyond 2023.
- supporting efforts to engender the Electoral Act
- Work with political parties to ensure the mainstreaming of gender in political party constitutions, policies, structures and processes and also compel them to support the review of the electoral legislation

2.2.5 Meetings with Election Observer Missions

As the country was preparing for July 31 polls, the Commission had an opportunity to meet with the following Elections Observer Missions at different occasions-;

- SADC Electoral Advisory Council (SEAC),
- International Republican Institute (IRI),
- National Democratic Institute (NDI),
- European Union and Commonwealth.

The delegations were interested in the gender dynamics ahead of and expected beyond the elections. This focussed on the legislative framework and what it says on gender equality and women empowerment; key issues pertinent to the women as players in politics and also to political parties as the key actors determining internal and external processes; ZGC's role as an institution set up to ensure constitutionalism and gender equality and recommendations to them as observer missions. It was noted that all EOMs had a member responsible for gender although the majority of team members were men. The ZGC on the other hand, emphasised the need for critical observation of gender issues as the missions carry out their work as their reports, among those by other stakeholders, inform future election processes. The reports also share best practices among countries.

2.2.6 Prisons Monitoring

In line with its monitoring mandate, and in response to information by the Ministry of Justice, Legal and Parliamentary Affairs that of the women released through the Presidential Amnesty, 59 had promptly gone back to prison, and the ZGC visited female prisons in eight (8) provinces of the country. The Commission also monitored compliance with the United Nations Bangkok Rules for Treatment of Female Inmates. The scope of the monitoring process entailed:

- a general assessment of the challenges faced by female inmates;
- assessment of living conditions of female inmates and the status of the prison facilities;
- hear the general concerns raised by inmates and their proposals for solutions and recommendations; and
- verify how many women had been released, how many had gone back and why?

The prisons which were visited include

PROVINCE	NAME OF PRISON VISITED	DATE OF VISIT
Mashonaland East	St. Thomas	20 June 2018
Harare Metropolitan	Chikurubi	21 June 2018
Mashonaland Central	Bindura	15 August 2018
Mashonaland West	Karoi	16 August 2018
Manicaland	Mutare	3 September 2018
Masvingo	Mutimurefu	4 September 2018
Bulawayo Metropolitan	Mlondolozi	5 September 2018
Midlands	Shurugwi	6 September 2018

Recommendations submitted to the Ministry of Justice include:

- ▶ Request for assistance from organisations which can legally represent women in prison so that women are not given custodial sentences for offences which can have alternative sentencing.
- ▶ Abolition of corporal punishment and group punishment for innocent inmates for wrong doing by one inmate as well as avoidance of verbal insults which result in psychological trauma.
- ▶ Strict monitoring of donated goods to prevent pilfering by prison officers.
- ▶ Equal treatment of inmates without preferential treatment for those who perform tasks for the prison officers.
- ▶ Improvement of diet by availing donated food stuffs not continuous feeding on sadza, beans and vegetables.
- ▶ Adequate stocking of medication for chronic illnesses and medication for psychiatric patients.
- ▶ Humane treatment and improved duty of care by prison officers for sick inmates and mental patients.
- ▶ Training and establishment of projects so that women prisoners can acquire skills for raising income in preparation for life after prison.
- ▶ Need for academic classes by inmates serving long sentences so that they can continue with education so as to enhance their opportunities for self-sustenance since the public service system does not employ ex-convicts. This request is in line with Article 77 of the UN Standard Minimum Rules which states that inmates need to be offered an opportunity to further their education. Of importance to note is sub-article (2) of the same Article which provides that, "So far as practicable, the education of prisoners shall be integrated with the educational system of the country so that after their release they may continue their education without difficulty"
- ▶ Provision for seed money for projects upon release from prison to prevent re-offending.
- ▶ Prisons to recruit social workers who can assist with the rehabilitation of inmates back to their families upon release from prison.

The prisons monitoring visits report was submitted to the Ministry of Justice, Legal and Parliamentary Affairs as the implementing agency. The Commission is conducting quarterly follow ups of implementation of recommendations made to the Zimbabwe Prisons and Correctional Services.

2.2.7 Advisories on equality and non discrimination

Advisory notes reminding authorities regarding compliance with gender equality principles of the Constitution were written to the following institutions:

Recipient

Purpose

His Excellency, The President of the Republic of Zimbabwe, E.D Mnangagwa

Requesting for consideration of gender parity principles as enshrined in the Constitution in the appointment of new Cabinet and other senior appointments in Government.

All Ministers upon their appointment

Reminding them of the requirement for gender parity as provided by the Constitution and offering ZGC support

Minister of Finance and Economic Development Prof M. Ncube

Registering concern on gender imbalanced appointment of the ZIMRA Board and Forex Allocation Committee.

Minister of Environment, Tourism and Hospitality Industry Hon. Prisca Mupfumira

Registering concern on gender imbalanced appointment of the Environmental Management Agency, ZimParks and the Allied Timbers Boards.

Minister of Public Service, Labour and Social Services Hon. Sekai Nzenza

Registering concern on gender imbalanced appointment of the National Building Society Board

The President National Council of Chiefs F. Charumbira

Advising the Council to increase female representation in the National Council of Chiefs.

ZEC, Political Parties, ZRP, Media, C.S.O.s, ZHRC, Ministry of Justice and Ministry of Women Affairs,

Submission of interventions and recommendations gathered through election monitoring for improvement of women's participation in politics and electoral processes in the next electoral cycle of 2023

2018 ZANU PF National Conference
ZANU PF Secretary for Administration
O Mpofu

Advising the party on possible initiatives, to increase the number of women in politics in the next harmonised elections.

2.2.8 Letters of recognition of efforts on gender equality

To encourage those who have made efforts towards gender equality the Commission also wrote letters of recognition as detailed below:

Recipient

Promotion of gender equality and women empowerment

His Excellency The President of the Republic of Zimbabwe Cde E.D Mnangagwa

Gender sensitive appointment of Provincial Ministers.

Commitment to gender equality reflected through public pronouncements giving direction to government and state agencies on issues of gender equality and women empowerment, pledge to ensure that proportional representation will be extended beyond the 9th parliament.

Her Excellency, the First Lady Auxillia Mnangagwa

Exemplary gender and social development namely health and cancer awareness programmes, efforts in addressing child marriages, and programmes for orphans and vulnerable children through the Angel of Hope foundation.

Minister of Finance and Economic Development

Directing Ministries and institutions to mainstream gender in their budgeting processes as encapsulated by Treasury Budget Call Circular number 6 of 2018; and

ii) Integrating gender as a key variable in the Transitional Stabilization Programme Reform Agenda.

Commissioner General, Zimbabwe Republic Police, Commissioner Godwin Matanga

Promotion of female officers, and gender balanced deployment of officers at peace keeping operations and polling stations in the 2018 harmonised elections. The Commissioner's public pronouncements affirming aspirations to mainstream gender and achieve 50:50 representations in the Police Force.

2.2.9 Gender Budgeting Sensitization for Members of Parliament

The Commission conducted the following meetings with Members of Parliament: i) Gender budgeting sensitisation meeting for all Hon Members of Parliament. The sensitisation meeting was meant to build understanding and promote the use of gender budgeting in parliament processes; ii) Gender Budget analysis for the Parliamentary Portfolio Committee Chairpersons.

The meetings sensitised the Chairpersons on the use of gender budgeting as a tool for budget monitoring as they review and analyse their respective sector budgets. The sensitisation programme also provided Portfolio Committee Chairpersons with a synopsis of the extent to which the Ministerial budgets have the potential to promote gender equality.

There is need for continuous engagement and capacity building of parliamentarians to enable them to fully understand and apply the principle of gender budgeting in their parliament business. As government has adopted Gender Responsive Budgeting as a practice, this can only be monitored if parliamentarians are conversant with and can monitor if this is happening.

2.3 RESEARCH AND KNOWLEDGE MANAGEMENT ON GENDER

2.3.1 The National Gender Forum: Laying the ground work for 2023

ZGC convened the 2018 National Gender Forum from 17-18 October theme 'Gendered Review of the 2018 Harmonised Elections, Lessons Learnt and Strategies for 2023'.

The 2018 Forum sought to:

- Review from a gendered perspective the 2018 Harmonised Elections; share challenges experienced by women candidates and consolidate lessons learnt;
- Come up with concrete recommendations to increase women's representation in the 2023 Harmonised Elections;
- Interrogate the glaring absence of women in the boardrooms of private and public sector enterprises; and to
- Develop an action plan with key deliverables for the achievement of 50:50 representation in politics and decision making in line with the Constitution.

Participants of the 2018 National Gender Forum

More than 700 delegates participated, representing men and women from the host province of Bulawayo and representatives from the other nine provinces (10 from each provinces) representing Government Ministries, Independent Commissions, UN Agencies, Donor Agencies, Women's wings of political parties and political party leadership, Members of the Women's Parliamentary Caucus, Women's Coalition Members and Provincial Chapters, National Association of Non-Governmental Organizations and its Members, Non-Governmental and Community Based Organizations based in Bulawayo, Men's Organisations, Financial Institutions, including the Women's Bank, Women in Business Associations, Tertiary Institutions, Women's Clubs, Organizations representing people with Disabilities, Child Parliamentarians and Child Councillors Youth Council, National Association of Youth Organizations and its members, Community members from Bulawayo province, Faith Based Organisations, Traditional Leaders, Media Organisations, Private Sector Organisations.



The tone for the 2018 National Gender Forum was set by high level speakers namely: Vice President K. Mohadi, the Minister of Women Affairs, Community, Small and Medium Enterprise Development, Sithembiso Nyoni; The Minister of State for Bulawayo Metropolitan Province, Judith Ncube, the Chairperson of the ZGC and UN Women Deputy Country Director, Caroline Nyamayemombe.

The speakers lamented the regression in the representation of women in elected office across local authorities, National Assembly and Senate arising from the 2018 harmonised elections. They emphasised the need for an integrated, cross-sectoral and multi-scaled approach as well as enhanced cooperation, coordination, policy coherence for the achievement of gender parity in politics and decision making. Most importantly, they reiterated the role of political parties in ensuring gender equality in the sector.

The speakers applauded the ZGC for initiating dialogue and engagement to strategise for the increase in women's representation in the 2023 Elections. They noted that most such initiatives are started too late just before the next election.

Through panel discussions, round tables, background papers and plenary sessions, the Forum examined factors resulting in the reversal in the gains accrued around women's participation in politics and decision making in three focus areas namely: Women Political Participation; Women in Decision Making: Private Sector Participation; and Women in Decision Making: Public Sector Participation.

The Forum also came up with strategic interventions to increase women's participation in politics and decision making in the 2023 Elections and these were captured in the outcome document (Call to Action). The following recommendations were made:

In politics

- Amend Constitution and review the Electoral Act to ensure that Proportional Representation is beneficial to the Gender Equality Agenda.
- Finalise the (re)alignment of laws to the Constitution with gender equality implications
- Review the Political Party Financing Act to reward compliance and punish non-compliance. This includes enforcing political party subservience to the constitution.
- Establish a multi-sectoral framework for monitoring elections to ensure the engendering of elections and the crafting of concrete recommendations for gender equality
- Independent Commissions such as ZEC, ZMC, ZHRC, NPRC should practically address issues of election-motivated violence within and across political parties
- Encourage support structures within political institutions for all women vying for political office,
- Operationalise and enforce provisions of the National Gender Policy and other sector policies
- Facilitate engagements at family, community and national level to address socio-cultural practices that entrench gender inequalities
- Advocate for media law reforms (including social media) in relation to access, abuse, sensitivity towards women.
- Ensure a level playing field for women in politics, socially, economically and politically
- Enforce laws to stamp political motivated VAW in elections

In the Public Sector

- Review PSC recruitment and promotion procedures
- Review of the Public Service Gender Policy and align Public Service Act to the Constitution
- Generate and track evidence-based research for public review and scrutiny to ensure 50/50 gender parity
- Ensure that government complies with the 50/50 gender parity provisions
- Protect and strengthen provisions such as maternity leave.
- Avail a database of qualified women for use by government in appointing Boards
- Support and monitor gender-responsive budgeting.

In the Private Sector

- Establish practical instruments for advancement of women
- Align the Labour Act to the Constitution;
- Avail database of qualified; women for use by private sector players.

2.3.2 Documentary on women's experiences in the 2018 Elections

The documentary was one of several knowledge products whose aim is also to facilitate learning and mentoring of young and upcoming women politicians. Entitled, 'Women's experiences in the 2018 Elections' key issues highlighted in the documentary include:

- Challenges experienced by women contestants in 2018;
- Strategies for increasing women's representation;
- Individual stories captured from various women candidates and other actors; and
- Commitments at the level of the Presidium.

The Documentary reveals that women's participation in the 2018 elections was characterised by:

- Multiple forms of abuse and denigration including within own parties;
- High levels of backlash as female candidates fought for political visibility;
- Limited support from their political parties which was further compounded by patriarchal stereotyping and stigma (Patriarchy still relegates women to domestic and reproductive roles so women's participation in politics is not acceptable in most communities);
- Women also highlighted that being a politician was cumbersome and involved spending a lot of time away from home, which situation was not ideal for married women; and
- Perceived lack of support for women candidates including by fellow women. For some candidates however, women were their reliable support base.

2.3.3 Database for women professionals.

By December 2018, around 108 women had registered with the Commission's online database unveiled in October. Through this initiative, the Commission gathers data on professional Zimbabwean women, which data may be used to recommend these women for appointment to various positions of influence in the country. This initiative also seeks to demystify the myth that Zimbabwe has a limited base of professional women who can occupy offices of high authority.

The data base captures Zimbabwean women professionals and their skills diversity in different sectors and at different levels of leadership. The database was uploaded on the Commission's website.

There are areas where women's representation fails to even meet the initial target of 30%, long replaced by the constitutional parity principles of 50:50. These include: Permanent Secretaries (25%), Ambassadors (9% women) and Vice Chancellors of State Universities (0% women). Out of 20 permanent secretaries only six are women while, women constitute 28% only of Government senior managers. Women's representation in Parastatals and State Enterprises' boards is 34% and only 27% of Board Chairpersons are women. Out of 77 CEOs of Parastatals/State Enterprises, only 23 are women (30%) and out of 71 Chairpersons of Boards of Parastatals/State Enterprises only 29 are women (41%).

2.4. PUBLIC EDUCATION AND AWARENESS

During the period under review, the Commission used various media platforms to raise awareness around constitutional provisions on gender equality. The public education and awareness function has made the ZGC more accessible to people who otherwise would not have sought the services rendered by the Commission. One indicator of increased awareness is the sharp increase in the number of individuals, public and private institutions now seeking the services of the Zimbabwe Gender Commission. In increasing its outreach, the Commission participated at national exhibitions where it shared its mandate in relation to gender equality in the constitution; conducted sexual harassment awareness meetings at institutions, private, public and parastatals; commemorated the international days related to gender and issued an array of press statements speaking to different gender equality issues ranging from elections to gender based violence.

2.4.1. Participation at National Exhibitions

2.4.1.1 Zimbabwe International Trade Fair (ZITF)

The ZGC exhibited at the 2018 ZITF in Bulawayo which ran from 24 to 28 April 2018 under the theme "Sustainable Industrial Development: Inclusive, Competitive, and Collaborative"



Seated: ZGC Chairperson, Commissioner M. Mukahanana-Sangarwe (in floral dress) and Commissioner Dr. N.M. Nyangulu. Standing: ZGC Secretariat at 2018 ZITF



Miss A. Nkomo from ZWLA providing legal services at the ZGC ZITF Stand

2.4.1.2. 2018 Harare Agricultural Show

The Commission also exhibited at the Harare Agricultural Show from 27 August to 01 September 2018 which was held under the theme “From Field to Industry. Produce. Connect. Develop.” The ZGC’s theme was “Zimbabwe Gender Commission: Promoting Gender Equality in the Agricultural Value Chain.”

2.4.1.3. Analysis of the Commission's interaction with visitors during exhibitions

The following are some of the issues raised by visitors to the ZGC stand

Issues of concern	Comments
The Zimbabwe Gender Commission's mandate	A number of people wanted to know the mandate of the Commission.
Understanding of concepts around gender	Participants wanted clarity on whether endergis synonymous with women around gender
Equal representation, equal participation and the 50:50 provision in the Constitution	Mixed feelings were noted. Some visitors were in support of the 50:50 principle but wanted to know more. However negative perceptions and attitudes regarding the approach were also noted
Gender and the legal framework	A few people had some basic knowledge on gender equality provisions in the Constitution and sought deeper understanding of the issues.
Gender Based Violence	People were concerned that not enough is being done as gender based violence is still prevalent in communities. Some men and women came to the ZGC stands seeking and received counselling on family related and domestic violence cases. During ZITF, for example, the Commission partnered with ZWLA who offered free legal services to the public.
Women's participation in politics and decision making.	A number of aspiring female candidates passed by the Commission's ZITF stand and narrated their experiences in the political arena. Some highlighted that they are carrying out mentorship programs for young women to be active in politics and decision making in their communities.
Publications around Gender	Students who are studying at the Universities and some lecturers came to seek information and documents on gender and development in relation to their school work.
Decentralisation of ZGC	Some people were concerned that the Zimbabwe Gender Commission is not decentralised which is a limitation to its accessibility by the public

Recommended Actions

- ▶ Continue sensitizing the public on gender and the Constitution to make men and women aware of their rights.
- ▶ Translate ZGC pamphlets into vernacular to increase outreach and be more user-friendly.
- ▶ Develop a specific pamphlet on the gender parity principle.
- ▶ Increase visibility of the Commission.
- ▶ Decentralise ZGC to provinces and in the rural areas.
- ▶ Revisit Section 48 (2) (d) of the Constitution which limits those eligible for exemption from the penalty as this appears discriminatory to those affected.
- ▶ Increase engagement with the media.
- ▶ Use multiple forms of IEC materials to educate the public on gender issues.

2.4.2. Public Awareness and Education: 16 Days of Activism against GBV

Gender based violence (GBV) became a key area demanding intervention for the Commission in 2018. GBV remains one of the major barriers to gender equality in Zimbabwe. Violence against women and men, boys and girls leaves a devastating trail of trauma, injury and death, as well as lost opportunities. Although there are positive trends in the enactment of legislation, the Commission has identified that discriminatory beliefs, attitudes, norms and behaviours continue to foster

violence. During the last year's 16 Days Campaign, the Commission worked with more than 25 partners to conduct awareness campaigns, reflect on lessons learnt from past initiatives and consider new approaches towards policy and practice transformation by the Zimbabwean public, policymakers in social, economic and political sectors. Specifics groups' targetted included employers, the executive, law enforcement agents, journalists, touts, the judiciary, faith-based organizations, among many others.

2.4.2.1. Campaign against rape and sexual violence

ZGC partnered with Musasa project in a march where they were campaigning against rape and sexual violence under the #TouchNotMyBody. The campaign highlighted that GBV was characterised by impunity, silence and stigma escalating to unacceptable levels against women. It was also pointed out that in Zimbabwe as reported in the Zimbabwe Demographic Health Survey, 35% of married women aged 15 – 49 years experienced physical or sexual violence from intimate partners and that the figures do not seem to be going down.

The Commission encouraged more victims to report their cases as it had dealt with many others reported in line with its mandate. It committed to continue engaging Government and other stakeholders to strengthen the legal framework by providing for stiffer and more deterrent penalties which include mandatory sentencing for rape and related sexual offences. In view of the increased reports received by the Commission, the latter also called upon the Government to consider and speed up the process towards the enactment of a comprehensive legislative framework to deal with sexual harassment.



ZGC and Musasa lead march against rape and sexual violence: Harare, 5 December 2018

2.4.2.2. Sexual harassment in public spaces (Commuter Omnibus Ranks)

In partnership with Katswe Sistahood, ZGC marched in the streets of Harare under the campaign code named: #Reclaim Copa Cabana and 4th Street to raise awareness on sexual harassment by touts and commuter omnibus operators. Women demanded a just, free and democratic society as they shouted and sang "*Hatichada kushungurudzwa mumigwagwa*" (*we are tired of being abused in public*), castigating violence in the streets and bus termini. They called for police protection and for

the touts and commuter omnibus operators to respect them. The Zimbabwe Republic Police reprimanded touts and reiterated commitment to arrest perpetrators of GBV and other criminal acts at ranks.



ZGC and Katswe Sistahood lead march against sexual harassment in the streets of Harare: 10 December 2018

Following the GBV awareness programmes, the Commission wrote advisory notes to the Ministry of Transport and Infrastructural Development, Zimbabwe Republic Police and Harare City Council to work on the recommendations listed below:

Recommended Actions to curb sexual harassment in public spaces

- All taxis and commuter omnibuses should be registered and all drivers should have verifiable tax operator's number as the former are difficult to trace in cases of robbery and sexual abuse.
- Ensure restoration of order and normalcy in the public transport system through a functional taxi system. Most genuine tax operators have been driven out of the system by mushika-shika (pirate taxis).
- Improve street lighting in residential areas, along the roads and at bus termini and taxi ranks so that women and girls, among other groups, are safe from violence at night
- Establish functional, gender responsive police posts at all bus termini especially at hotspots such as Copacabana, Fourth Street, Market Square, Showground, Mbudzi and Karigamombe Centre, and replicating this in similar places in towns and cities across the country.
- Remove touts from all bus termini as touting is illegal. These touts are the ones who have mainly been abusing women and girls.
- City and town councils should regulate all bus termini and ensure that illegal ranks are disposed of urgently.
- If necessary, City of Harare, among others, to employ rank marshals who are accountable for monitoring and bringing order at all bus termini.

2.4.2.3. Sexual Harassment Workplace Awareness Programmes

In light of reports received and the international theme of the 2018 16 days of activism which was "Gender Based Violence in the World of Work", the commission focused on conducting workplace awareness programmes on sexual harassment. The Commission conducted awareness programmes at the following institutions:-

- Printflow (Pvt) Limited; NAC; and Dairibord Zimbabwe (Pvt) Ltd.

Employees and management participated during the awareness raising sessions. In relaying the functions of the ZGC, particular emphasis was made of its investigative role with regards to violations of rights related to gender including sexual harassment.



ZGC CEO Mrs V. Muwanigwa raising workplace sexual harassment awareness at Printlow (Pvt) Limited



ZGC CEO Mrs V. Muwanigwa raising workplace sexual harassment awareness at NAC

Recommended Actions to curb sexual harassment in the workplace

- Speed up the enactment of a comprehensive legislative framework to deal with GBV and sexual harassment in particular.
- Public and private institutions to put in place and/or maintain a comprehensive policy to deal with GBV.
- Companies should create and/or maintain an efficient system encompassing comprehensive policies to deal with gender based violence especially sexual harassment.
- Institutions to raise awareness on and encourage victims to report sexual harassment cases to respective company management or workers unions or to ZGC.

2.4.3. ZGC Visibility

2.4.3.1 Media monitoring

The Commission, through the UN Women, contracted Media Monitors to assess the Zimbabwean media's representation of men and women in politics during the 2018 harmonised election. The assessment considered Zimbabwe's mainstream media – the print media (public and private press) and the broadcast media (radio and television). The exercise, which started on the 31st of May and ended on the 5th of August 2018, culminated in a comprehensive report on the media coverage of the entire electoral process from a gender perspective.

Media Monitors used the following indicators in their assessment:

- Fairness and balance in the coverage of male and female political actors
- The media's duty to inform the electorate on electoral processes
- The professional conduct of the media in covering election related news

In their findings, the Media Monitors observed the following major points:

- The mainstream media grossly marginalised women in general and candidates for the council, parliamentary and presidential positions in particular. Female political leaders did not get equal media coverage to share their manifestos, opinions and perspectives with the electorate. Combined, the four presidential candidates accounted for 7% of the space and time allocated to presidential candidates. Overall, women politicians made up 9% of the political actors, featured in the monitored media while men accounted for 91%. Most of women's visibility was on national commercial radio stations, which featured women in 16% of their coverage.
- In broadcast media, women politicians were not prominently covered in prime time broadcast programmes such as news bulletins and current affairs. Overall the perspective of women politicians was heard in 14% of the coverage as opposed to men's 86%. A similar trend was observed in current affairs programmes in which women politicians were featured in 28% of the election programming. As a result of coverage skewed in favour of male political actors in the electronic media, women were denied the opportunity to let their perspectives be heard on the contextual issues that were raised by the media during the electoral period.
- The quality of reporting witnessed during the 2018 election however improved remarkably as compared to the tone of coverage for women political actors in past elections.

Despite the noted improvement, the Media Monitors identified some challenges in the media's conduct, which included:

- Imbalanced coverage – women presidential candidates combined for just 7% of the coverage of presidential candidates while none of them was able to pass the 4, 3% threshold for equitable media coverage.
- Gendered use of language – Coverage of women political actors in the media was gendered as women were unnecessarily linked to their husbands or had their marital statuses disclosed. These mentions however did not add to their portfolio as successful politicians.

- Blanket coverage of women – Women were often featured in election reports and programmes together with other women to discuss how they were faring during the elections as women politicians. The blanket coverage diminished their uniqueness as politicians as there was less focus on their individual campaign messages.

The Media Monitors concluded that while a positive shift towards a gender sensitive media coverage was noted, there is a lot that still needs to be done to achieve an acceptable standard of media representation of men and women in Zimbabwean politics.

2.4.3.2. Press Statement condemning all forms of politically motivated GBV

Towards the 2018 national elections, there were several media reports on gender related politically motivated violence in urban and rural areas at both intra and inter party level. To this effect, the Commission issued a press statement in the Herald of 15 March 2018 condemning all forms of politically motivated gender based violence. The Commission called upon political parties to end all forms of violence against women within and among political parties.

2.4.3.3. Press conference unpacking Gender Observatory

On 19 June 2018, The Commission held a press conference to launch the Gender Observatory aimed at providing a long term multi stakeholder mechanism to observe the elections and the extent to which processes before, during and after the direct elections promoted, supported and advanced women's rights.

2.4.3.4. Press statement on the low participation of women in 2018 elections.

In the run up to the national harmonized elections, women constituted 17% of council candidates, 15% of national assembly candidates and 17% of presidential candidates. In view of these statistics, the Commission issued a statement in the Herald of 20 July 2018 which raised alarm to the low participation of women in the election, which situation would inform the final tally. The statement also cited violence against women as a major contributory factor to these low statistics and for that reason, the Commission called upon all stakeholders to adopt measures to redress the anomaly and also end all forms of violence against women in the political sphere.

2.4.3.5 Press statement condemning media reports that stereotyped women in the electoral process and cyber bullying of female candidates

Having noted that women who participated not only as voters but also as candidates and/or election managers especially became targets of both physical and cyber bullying, the Commission issued a press statement on the 25th of July 2018 condemning all forms of violence against women participating in politics. In the process, the Commission called upon responsible authorities to take appropriate action against perpetrators of such acts of violence against women. The Commission also appealed to the media to avoid articles that perpetuated stereotypes against women.

2.4.3.6. Preliminary election monitoring report on the 2018 national elections.

After having monitored the 2018 harmonized elections, the Commission shared with the media its preliminary election monitoring report on the 11th of August 2018. It was a summary of the election monitoring report which briefed the media on the Commission's findings and recommendations.

2.4.3.7 Notice of investigation into the case of sexual harassment at the Department of Immigration

On 13 September 2018, the Commission issued a notice in the public media alerting the nation of its commencement of investigations into a case of sexual harassment at the Department of Immigration as per requirement in the ZGC Act.

2.4.3.8 Press conference on sexual harassment in the field of work.

On 26 November 2018 the Commission had a press conference to commemorate the beginning of 16 Days of Activism against Gender Based Violence. The statement highlighted the 2018 international theme; Ending Sexual Harassment in the World of Work. It also defined sexual harassment, forms and what institutions can do to reduce the scourge. The Commission highlighted the fact that it was investigating several cases of sexual harassment in the work place. The statement also called upon law-makers and other stakeholders to strengthen the legislative framework to deal with GBV including possible enactment of a sexual harassment law in particular.

2.4.3.9 Other media appearances

The Commission participated in a number of television and radio programmes in order to enhance its publicity. The Chairperson to the Commission appeared on Face the Nation, a ZBC programme designed to share topical information with the public. The discussion touched on a wide range of gender issues obtaining in Zimbabwe's socio-cultural, political and, economic spheres. Discussion revolved around national, regional and international instruments and protocols setting the best practice principle on gender.

On 14 December 2018, staff from the Commission participated during a Power FM radio discussion on sexual harassment which was organised by the Zimbabwe Council of Churches. The idea was to bring together youths and their representative organisations to a platform for them to engage each other in a robust discussion on gender issues obtaining within this demographic grouping.

The media also covered the Commission's 2018 National Gender Forum which was held in Bulawayo. The key issues discussed and outcomes were shared by The Chronicle and NewsDay.

2.4.3.10 Awareness raising on Early Child Marriages

The Commission conducted an awareness raising programme on child marriages in Mashonaland East, Mudzi District, from 05 November to 08 November 2018. The research and awareness programme, led by Commissioner Chief Peter Mawonera, on ending child marriages in Mudzi was part of implementation and dissemination of the research on the Role of the Zimbabwe Gender Commission in ending child marriages. This was part of the programme being implemented by the Raul Wallenberg Institute on human rights training to capacitate Commissioners in independent institutions.

Issues noted

- The lack of harmonization of marriage laws. The police highlighted that in terms of administering the law, they are guided by the Criminal Law Codification Act, which considers 16 years as the age of consent to sex but is silent on age of marriage.
- Community members acknowledged that child marriages are rampant in the area and girls are the most affected as they are married off to much older men.
- There is an upsurge of illegal gold panning in the district, increasing the vulnerability of girls to young and older men who have resources from this business.
- There is lack of family and community interest in pursuing the cases legally because of culture and tradition which results in the preference to solve issues at community level.
- The communities and service providers were concerned with the lack of harmonization of laws and that perpetrators do not receive deterrent sentences from the courts hence the perpetrators roam freely in the communities and continue to repeat the barbarous acts. This also discourages others to report.

Recommendations

Legal and policy interventions

- Bring to task the Ministry of Justice, Legal and Parliamentary Affairs to account for their delays in realigning the marriage laws;
- Monitor the second chance policy and programme in education;
- Monitor trends in sentencing of perpetrators of child marriages;
- Profile recommendations from the Commission's research on child marriages.

Interventions to transform social attitudes and practices

- Leverage on the influence of religious and traditional leaders in communities to facilitate a supportive social environment in which the attitudes and practices of community members (including boys and men) are transformed;
- Conduct vigorous awareness raising and media campaigns on ending child marriages to sensitise people on the negative effects of child marriages;
- Conduct awareness raising programmes in schools.



CHAPTER 3. INSTITUTIONAL CAPACITY STRENGTHENING

3.1 Budget Performance

The state of the budget for the Commission as at 31st December 2018 was as follows:

Initial Budget	US\$1,836,000
Revised Budget	US\$1,836,000
Cumulative Release	US\$ 1,288,613
Cumulative Expenditure	US\$ 1,279,517
Release Balance	US\$ 547,387
Expenditure (as a percentage of the Budget)	69.7%

The Commission's cumulative expenditure as at 31st December 2018 stood at US\$1,279,517 against a total budget allocation of US\$1,836,000. The expenditure as a percentage of total budget allocation translates to 69.7%. Treasury managed to release US\$ 1,288,613 by 31st December 2018

It is important to note that 40.8% of the total expenditure was on employment costs. With an almost full staff complement, ZGC reiterates the need for Treasury to ensure the release of all funds allocated as it has been observed that the Commission already gets a significantly low budget cap in comparison to other similar institutions. The lack of prioritising of ZGC funds release has resulted in the Commission failing to timeously carry out its programmes and also to purchase much needed vehicles, almost three years since establishment. This has seriously affected operations as the one vehicle donated by UNDP is inadequate to service a growing number of programmes. There is also need to avoid potentially legal issues arising from non delivery of statutory conditions of service to ZGC Commissioners and senior management. ZGC cannot be held liable when funds are not released to ensure its effective implementation of its annual planned work.

3.2 Expenditure based on budget line items

Expenditure according to budget line items as at 31st December 2018 is tabulated as follows:

Budget line Item	Appropriated Budget US\$	Expenditure US\$	Outturn
Employment costs	750,000		718,673
Goods and services	716,000		456,497
Maintenance	90,000		60,447
Acquisition of fixed capital assets	280,000		43,900
Total	1,836,000		1,279,517

3.3 Employment Costs

Employment costs constitute 40.8% of the total budget allocation. During the financial period ending 31st December 2018, cumulative expenditure outturn amounted to US\$718 673.

3.4 Goods and Services

Goods and services took up US\$456 497 (24.9%) was utilised against a budgetary allocation of US\$716 000. Notably, Treasury failed to adequately release funds on office accommodation, foreign travel allowances and vehicle hire & lease. It is not cost effective for ZGC to continue to hire vehicles from third parties instead of purchasing and maintaining its own fleet.

3.5 Acquisition of fixed capital assets

3.5.1 Furniture and equipment

For the year 2018, US\$115 000 was allocated to purchase furniture and equipment. An amount of US\$43 900 was utilised in procuring, desks, chairs, refrigerators, cabinets, office mirrors and telephone handsets.

3.5.2 Vehicles, plant and mobile equipment

For the year 2018, US\$165 000 was allocated for procurement of motor-vehicles. No funds were however released by Treasury towards procurement of vehicles, despite persistent follow ups. Lack of vehicles has adversely affected the Commission in meeting its set objectives. Some of the investigations require travel into the field and lack of vehicles may compromise the outcome. This became clearer during the NAC investigations. ZGC cannot thus be held liable for matters beyond its control.

3.5.3 Outstanding Arrears

As at 31st December 2018, ZGC owed service providers US\$42 222,88 broken down as follows:

Description	Outstanding Amount (US\$)
Office Accommodation	11 650,00
Vehicle hire (CMED P/L)	16 000,00
TelOne	4 572,88
NetOne	4 000,00
Printing services	6 000,00
TOTAL	42 222,88

3.5.4 Production of Periodic Financial Reports and Statutory Returns

The Commission managed to compile and submit periodic financial reports and Statutory returns to Treasury and the Auditor General's Office in terms of the Public Finance Management Act (Chapter 22:19) & Statutory Instrument No. 1 of 2000 as amended respectively.

3.5.5 Donations

The following schedule shows a list of donations to ZGC by the European Union during the financial year ending 31st December 2018:

Serial	Asset Description	Quantity
1	AM/FM Radio	1
2	USB Apacer 16Gb	9
3	Digital Camera CANON IXUS 185 + 64 GiG sd card	1
4	Portable Printer Canon PIXMA IP 110	1
5	Car Power Inverter 15W	5
6	Printer Canon PIXMA MG2545S	1
7	Decoder Receiver Dstv HD model 5U	1
8	Mobile Phone Galaxy J7 Prime	13
9	Printer HP Laserjet Pro M402dne	1
10	Mouse HP Invent	5
11	MiFi Personal Hotspot Huawei Mobile WiFi E5330	2
12	Mobile Phone Itel it2180 Dual Camera	1
13	Mobile Phone Itel it5600	1
14	USB Kingston 16Gb data traveler 100	5
15	Laptop Lenovo (8G RAM)	4
16	Professional Headset Logitech H390 USB	5
17	Wireless Mouse Logitech M170	4
18	Wireless Keyboard + Mouse Logitech MK270	1
19	Mobile Phone Nokia 216 Dual Sim	3
20	USB car charger Power Adapter C1000	10
21	UPS Prolink Line Interactive 1.2Kva	1
22	Tablet Samsung Galaxy Tab E (8GB)	3
23	TV Samsung HD 4 series	1
24	Switch Unifi 16 Port Switch	1
25	Access Point Unifi AP AC LITE	3
26	Power Bank ZAGG ignition 6	5
27	Standing Lamps	5
28	Metal Lockable Cabinets	2
29	Office Desk L-Shape	1
30	Three Drawers Cabinet	5
31	Everywhere chairs no arms	23
32	Round meeting Table	2
33	Tall Cabinets with no doors	1
34	Tall Cabinets with doors	2

With the growing staff complement, the donated goods were very handy in complementing the needs of the Commission.

3.5.6 Procurement

The Commission managed to procure desks, chairs, fridges, stationery, office provisions and vehicle maintenance.

3.6 Disclosure of Assets

As per Statutory requirements, all Commissioners disclosed their personal assets in 2018.

3.7 Recruitment (Filling of vacant posts)

Authorised Establishment	In post as at 31 st December 2018	Vacant posts
46	37	9

The ZGC has an authorised establishment of 46 posts including Commissioners. The number of Officers in post as at 31 December 2018 was 37, leaving 9 posts vacant. Of the nine vacant posts, Treasury availed funding for three posts which are Internal Auditor (1), Accounting Assistant (1), and Public Education and Information Manager (1). Treasury is yet to avail a budget for the outstanding six (6) posts namely Investigation Officer (3), Driver (1), Public Education Officer (1) and Programming Officer (1). ZGC has noted that the Legal and Investigations Department is the busiest so hopes that funds will be released expeditiously to ensure that work is not disrupted.

3.8 Challenges

- Shortage of motor vehicles affected the Commission's capacity to achieve its main objectives as enshrined in the Constitution. The Commission has two (2) pool vehicles only resulting in resorting to car hire which is very costly and counter productive and not value for money.
- Inadequate and delayed disbursement of appropriated financial resources.
- Late filling of Secretariat posts resulted in the Commission failing to execute its mandate effectively and efficiently. For the greater part of the year, half of the ZGC Secretariat posts were not filled.

All communication should be addressed to:
The Auditor-General
P. O. Box CY 143, Causeway, Harare
Telephone 263-04-793611/3/4, 762817/8/20-23
Telegrams: AUDITOR
Fax: 706070
E-mail: ocag@auditgen.gov.zw
Website: www.auditgen.gov.zw



OFFICE OF THE AUDITOR-GENERAL
5th Floor, Burroughs House,
48 George Silundika Avenue,
Harare

Ref: ZGC 2/25/2018

**REPORT OF THE AUDITOR-GENERAL
TO
THE CHAIRPERSON
VOTE 33. - ZIMBABWE GENDER COMMISSION
IN RESPECT OF THE APPROPRIATION ACCOUNT
FOR THE YEAR ENDED DECEMBER 31, 2018**

Report for the Appropriation Account

I have audited the Zimbabwe Gender Commission for the year ended December 31, 2018.

Management's Responsibility for the Financial Statements

The Accounting Officer of the Zimbabwe Gender Commission is responsible for the preparation and fair presentation of the Appropriation Account. This responsibility includes designing, implementing and maintaining internal controls relevant to the preparation and fair presentation of the Appropriation Account that is free from material misstatements, whether due to fraud or error, selecting and applying appropriate accounting policies and making accounting estimates that are reasonable in the circumstances.

Auditor's Responsibility

My responsibility is to express an opinion on the Zimbabwe Gender Commission Appropriation Account based on my audit. I conducted my audit in accordance with International Standards of Supreme Audit Institutions (ISSAIs). Those standards require that I comply with ethical requirements and plan and perform the audit to obtain reasonable assurance about whether the Appropriation Account is free from material misstatements.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the Appropriation Account. The procedures selected depend on the auditor's judgment including the assessment of the risks of material misstatements of the Appropriation Account, whether due to fraud or error. In making those risk assessments, the auditor considers internal controls relevant to the entity's preparation and fair presentation of the Appropriation

Account order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal controls. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of accounting estimates made by management as well as evaluating the overall presentation of the Appropriation Account.

I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my audit opinion.

Qualified Opinion

In my opinion, except for the possible effects of the matters described in the Basis for Qualified Opinion paragraph, the financial statements present fairly, in all material respects, the financial position and performance of the Zimbabwe Gender Commission as at December 31, 2018.

Basis for Qualified Opinion

1 GOVERNANCE ISSUE

Employment Costs

- 1.1 The submitted Appropriation Account had total Employment Costs amounting to \$718 673 whereas the Schedule of Employment Costs payments from the Salary Services Bureau showed total employment costs amounting to \$702 120 resulting in a variance of \$16 553. I therefore, could not rely on the figure disclosed in the Appropriation Account.

May 13, 2019.

M. Chiri
M. CHIRI,
Auditor-General.

FOR THE YEAR ENDED DECEMBER 31, 2018

Notes

1. *Explanations for the Main Variations between Expenditure and the Sums Appropriated:*

1. B, C & D. The savings were due to inadequate release of funds from Treasury.

05 03, 2019.
Month Day Year

M. MUKAHANANA-SANGARWE
Chairperson for the Zimbabwe Gender Commission.

VOTE 33. -ZIMBABWE GENDER COMMISSION

APPROPRIATION ACCOUNT 2018

I have audited the Appropriation Account and the supporting returns for Zimbabwe Gender Commission for the year ended December 31, 2018. Below is a summary of what was allocated and spent during the year:

Voted Funds	Unallocated Reserve/ Supplementary Budget	Total	Expenditure	Net Under/ (Over Spending)
\$1 836 000	—	\$1 836 000	\$1 279 517	\$556 483

Qualified Opinion

In my opinion, except for the possible effects of the matter described in the Basis for Qualified Opinion paragraph, the financial statements present fairly, in all material respects, the financial position and performance of the Zimbabwe Gender Commission as at December 31, 2018.

Basis for Qualified Opinion

1. GOVERNANCE ISSUE

1.1 Employment Costs

Finding

The submitted Appropriation Account had total Employment Costs amounting to \$718 673 whereas the Schedule of Employment Costs payments from the Salary Services Bureau showed total employment costs amounting to \$702 120 resulting in a variance of \$16 553. I therefore, could not rely on the figure disclosed in the Appropriation Account. Efforts to reconcile the figures with Salary Service Bureau had not yielded the intended results.

Risk/ Implication

The disclosed Employment Costs could have been misstated.

Recommendation

There is need to reconcile the three figures in order to establish the correct amount of Employment Costs.

Management Response

The Commission hereby advises that the total employment costs is \$718 673 for the year 2018 and the breakdown is as follows:

Item	\$
Wage Bills from Salary Services Bureau	616 822
September –December 2015 Salary Arrears for Commissioners paid in 2018	101 851
Total	\$718 673

The difference of \$16 553 emanated from Salary Service Bureau's system, is beyond our control as a Commission and Salary Service Bureau confirmed during our engagement.

HOWEVER, below is another material issue noted during the audit:

1. GOVERNANCE ISSUE

1.1 Results Based Management

Finding

Section 32(3) (a) of the Public Finance Management Act [*Chapter 22:19*] states that annual reports and audited financial statements shall contain a report on the activities, outputs and outcomes of the Ministry.

Contrary to the above, the Commission did not prepare its Integrated Performance Agreement, Departmental Integrated Performance Agreements, Work and Performance Monitoring Plan and Quarterly Performance Reports for the year ended December 31, 2018. Consequently, I could not verify the programmes, plans and achievements for the year under review. This was caused by oversight at the Commission.

Risk/Implication

The Commission may lose focus of its operations if Results Based Management documents are not prepared on a yearly basis and may end up not attaining its set objectives.

Recommendation

The Commission should prepare its Results Based Management documents in compliance with Section 32(3) (a) of the Public Finance Management Act [*Chapter 22:19*].

Management Response

The Commission recruited key staff members and a training workshop was conducted on Result Based Management and Strategic Planning. Currently, the Commission is in the process finalising its 2019 Result Based Management documents.



**Zimbabwe
Gender
Commission**

📍 89 Kwame Nkrumah Avenue
1st Floor Pax House, Harare
☎ +263 242 701 101 | +263 242 250 296
🌐 www.zgc.org.zw