

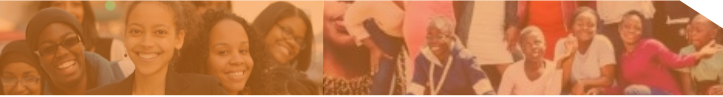


**Zimbabwe
Gender
Commission**

**Annual Report
2019**

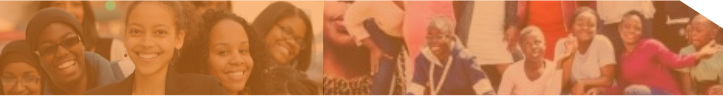
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LIST OF ACRONYMS

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEO	Chief Executive Officer
CSO	Civil Society Organisation
GBV	Gender-Based Violence
IWD	International Women's Day
MP	Member of Parliament
NGF	National Gender Forum
NUST	National University of Science and Technology
PR	Proportional Representation
SADC	Southern African Development Community
TWG	Thematic Working Group
ZEC	Zimbabwe Electoral Commission
ZGC	Zimbabwe Gender Commission
ZIMRA	Zimbabwe Revenue Authority
ZRP	Zimbabwe Republic Police



Letter to the Speaker of National Assembly

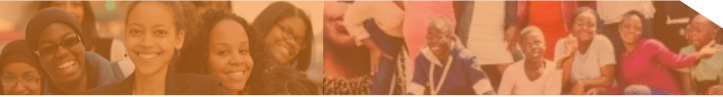
Section 323 of the Constitution of Zimbabwe Amendment (No 20) Act of 2013 requires every Commission to submit to Parliament, through the responsible Minister, an Annual Report describing fully its operations and activities.

The Zimbabwe Gender Commission accordingly submits its fourth Annual Report to the National Assembly for tabling in accordance with these legal requirements.

The Commission hopes the report will inform Parliament on topical gender issues and assist in mapping the way forward in advancing gender equality and equity in Zimbabwe.

Mrs. Margaret Mukahanana - Sangarwe

Chairperson: Zimbabwe Gender Commission



Chairperson M. Mukahanana-Sangware

Foreword by the Chairperson

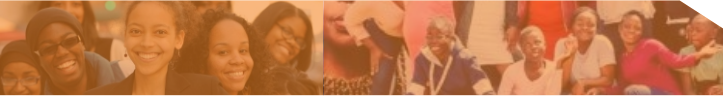
The Zimbabwe Gender Commission (ZGC) together with Government, civil society organisations (CSOs) and development partners have continued with the work of improving the country's gender narrative. And in the process, a number of milestones have been achieved. However, the obtaining situation in respect of gender equality in Zimbabwe still leaves a lot to be desired.

Gender insensitive socio-cultural, economic and political practices continue to thrive in the Zimbabwean society, which has remained predominantly patriarchal. Attitudes, norms, practices and expectations propagating violence and discrimination against women and girls prevail. Sexual harassment in the workplace, educational institutions, churches, homes and public spaces continues unabated.

Most communities are still trapped in primitive and often barbaric socio-cultural and religious practices such as forced marriage of which child marriages tops the list. Cyber bullying and stereotyping are too common. In most cases, the society turns a blind eye to women and girls suffering under gender oppression. Even though the challenges are many, real commitment to meaningful gender equality largely remains insufficient.

Gender imbalances in political participation and representation of women in leadership and decision making accounts in part to lack of transformation. The 2018 national election in fact, relegated women to the peripheries of national politics and decision making. The hope for remedy to the gender imbalance created by the 2018 election lay in subsequent political appointments which were expected to ensure balance. However, by the conclusion of 2019, very little had happened towards redressing gender imbalance in the political arena. If anything, regression has been noted.

The steadily deteriorating economy of the country laid bare the complex gender dimensions obtaining in a heavily compromised macro-economic environment. Sectors, particularly health, transport, food security and infrastructure, among others, have been declining. It is common because that in every situation of strife and/or conflict, the vulnerable groups of society will invariably bear the brunt. Indeed, in 2019, women, children, the elderly and persons living with disabilities have become more vulnerable and excluded due to the current economic challenges facing the country.



Despite having a constitution that guarantees gender equality and nondiscrimination in the bill of rights, the actual realisation of gender related rights remains elusive. The ongoing discussion suggesting an extension of the quota system sounds retrogressive when viewed against the aspirational section 17 of the Constitution which clearly provides for "full gender balance." This is further buttressed in Section 56 which reiterates gender equality and non-discrimination in socio-economic and political spheres. Section 80 on women's rights upholds collective rights.

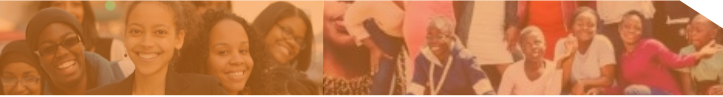
There is therefore need to give effect to the legislative framework by formulating legislation that unequivocally makes gender equality provisions of the Constitution justiciable. A Gender Equality Act, would for example:

- Ensure gender balance in politics and decision making at all levels especially in respect of local authorities, parliamentary and senatorial seats, the Executive and the Judiciary;
- Criminalises disregard of the constitutional provisions on gender equality, outlining the attendant penalties;
- Outlaws any violation of rights relating to gender equality on whatever basis in matters such as child abuse, sanitized as early and forced child marriages, sexual harassment in the world of work, among others.

Zimbabweans still hope and trust that the Second Republic exhibits the capacity, vision and the will-power to promote gender equality in all spheres. Stakeholders remain committed to work for a better Zimbabwe in respect of gender equality and equity.

Executive Summary

The report is structured into three (3) major sections namely, gender equality promotion, legal and investigations and governance and administration. The introductory part of the report captures basic information such as the establishment, mandate and/or functions, vision, mission, values and the strategic direction of the Commission.



GENDER EQUALITY PROMOTION

This section revolves around the monitoring function of the Commission in which specific activities to ensure compliance with gender equality provisions of the Constitution were undertaken.

These activities include, among others:

Monitoring the public and private institutions for compliance with local and international gender equality normative frameworks. Such activities led to the compilation of a parallel CEDAW report which was submitted to the respective Committee in Geneva, Switzerland.

The Great Debate – an activity in which the Commission brought together stakeholders to interrogate women's participation and representation in politics and decision making. The emphasis was on a critical examination of options available in respect the sun-set clause of the quota system.

The Rapid Gender Assessment on the National response system to Cyclone Idai – an activity in respect of the Commission's visit to Manicaland province to appreciate the national response mechanisms to Cyclone Idai from a gender perspective.

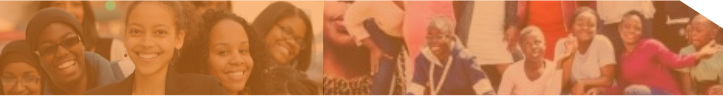
Collaborations with CSOs and development partners which gave birth to six (6) Thematic Working Groups (TWG) and a number of capacity building workshops. Research activities which led to the conclusion and production of various publications including:

- Women in Decision Making Positions in the Private Sector
- The Gender Observatory Election Report 2018
- Women In Politics and Decision Making in Zimbabwe
- An Enquiry into the Systemic Barriers to Women's Participation in Zimbabwe's Mining Sector.

Public Education – activities in which the Commission conducted various public awareness campaigns with a view to promote gender equality. The activities included, among others;

- Public lectures on sexual harassment at the work place and at tertiary institutions.
- Publicity campaigns in the form of media appearances on various platforms including on social media.
- Commemorative events including the International Women's Day and the 16-Days of Activism Against Gender Based Violence.
- Exhibitions such as the ZITF and the Harare Agricultural Show.

• Annual Gender Forum (AGF) – there were several local and regional consultations leading to the AGF which ran under the theme: “Consolidating the Strategies; Laying the Roadmap for Getting to 50:50.”



LEGAL AND INVESTIGATIONS

This part of the report deals with one of the major functions of the Commission which relates to investigations into possible violations of rights relating to gender. The activities are done by way of receiving and considering complaints from the public and taking appropriate action including recommending prosecution.

In the year under review, the Commission received 60 (sixty) cases with potential violation to rights relating to gender. And the nature of the cases varied from gender based discrimination and gender based violence including sexual harassment. Pursuant to its mandate – in view of these cases – the Commission conducted hearings for four (4) different cases. Several other ongoing cases are at different stages of respective investigations.

Other activities carried out under legal and investigations include, among others:

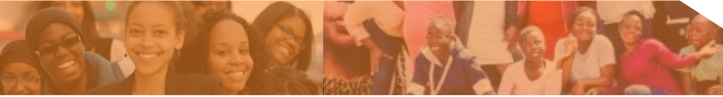
- Field investigations and community outreaches.
- Referrals to relevant authorities including the courts, CSOs and police.
- Law and policy reform.
- Legal services.

GOVERNANCE AND ADMINISTRATION

This section of the report deals with all budgetary matters relating to respective operations of the Commission. These include, among others:

- Employment costs
- Goods and services
- Acquisition of fixed assets
- Production of periodic financial reports and statutory returns
- Human resources

This part of the report also captures the challenges faced by the Commission which largely relates to human and financial resources.



The Zimbabwe Gender Commission was established in terms of Section 245 of the Constitution of Zimbabwe and operationalised through the Zimbabwe Gender Commission (ZGC) Act (Chapter 10:31).

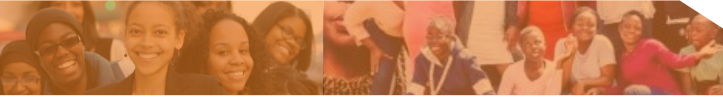
The Commission is one of the Chapter 12 Independent Commissions supporting democracy whose objectives are set out in Section 233 of the constitution as:

- 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'S MANDATE

The specific mandate of the Commission as derived from Section 246 of the Constitution 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.



THE COMMISSION'S STRATEGIC DIRECTION

VISION



A Society that enjoys gender equality

VALUES



Accessibility
Accountability & Transparency
Fairness
Gender Sensitivity
Integrity

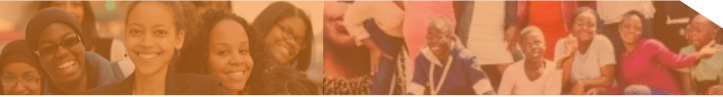
MISSION



To promote , Protect and advance gender equality.

ACHIEVEMENTS FOR THE YEAR 2019

The achievements are clustered under the Commission's three broad programmes namely: Gender Equality Promotion, Legal and Investigations and Governance and Administration



GENDER EQUALITY PROMOTION

One of the Commission's Key Result Area (KRA) is Gender Equality Promotion. Sub-programmes under this KRA are; Monitoring Gender Equality Compliance, Research and Public Education and Awareness.

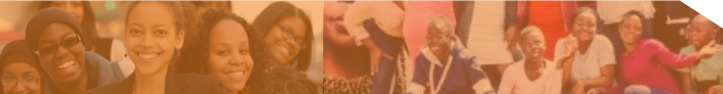
MONITORING GENDER EQUALITY COMPLIANCE

International and Regional Normative Frameworks on Gender as well as our national constitution provides benchmarks on which the Zimbabwe Gender Commission monitors gender equality compliance. In monitoring, the Commission aims to ensure that all state institutions and governance structures comply with and strictly adhere to the gender equality provisions in the Constitution and other legal instruments.

ENTRENCHING 50/50 IN POLITICS THROUGH ENGENDERING CONSTITUTIONAL AND ELECTORAL REFORMS.

Cognisant of the fact that the women's quota provided for in the Constitution and the Electoral Act is lapsing in 2023, the Zimbabwe Gender Commission intensified its lobbying and advocacy initiatives aimed at engendering the constitutional and legislative framework to guarantee equal representation of women in politics and decision making. The Commission undertook several, lobbying and advocacy initiatives in this regard. These included: the national consultative workshop on quotas or total equality; targeted consultations with political parties; relevant government ministries and civil society organizations; hosting of the SADC regional experts to learn best practices from the SADC region; and convening provincial dialogues to ensure that at sub national level women have the opportunity to share their opinions.





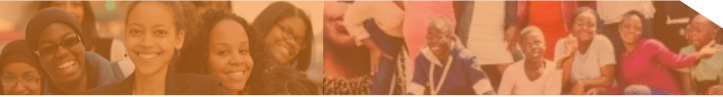
NATIONAL WORKSHOP: THE GREAT DEBATE - QUOTAS OR TOTAL EQUALITY

To kick start discussions and solicit views from multi-stakeholders to support a gender sensitive review of the Electoral Act to guarantee equal representation of women in politics, the Commission hosted a national consultative workshop on 9 May 2019 at Rainbow Towers. The workshop sought to:

- Generate debate on quotas or total equality in political representation
- Discuss and agree on amendments to the Electoral Act building on the gender Analysis of the Electoral Act done by the Commission in 2017.
- Come up with a consolidated outcome document with key proposed recommendations.

Various opinions and views were gathered during the process with the workshop recommending among other issues the establishment of a Taskforce to spearhead the engendering of the legislative review process. The Task force consolidated and synthesised the proposals the consultative workshop and came up with options and methodologies which include extending the quota (60 Proportional Representation Seats) and going 50:50 in all Direct Election Seats. The Taskforce, further recommended ZGC to engage in further targeted consultations on the issue.

The ensuing position from the wide consultations engaged was indicative of removal of quota system and adopting 50/50 principle for all direct election seats.



Delegates following proceedings during the provincial dialogue held at Hala Hotel, Bindura in Mash Central Province

SADC MISSION ENGAGEMENT

As part of the consultative process, the Commission sought to learn from best practices in the region on gender quotas and electoral systems. The Commission with support from UN Women, Gender Links and African Women's Development Fund hosted experts from the SADC region from 25 to 28 June 2019.

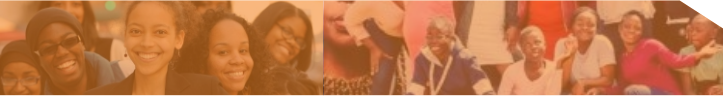
The experts were drawn from Mauritius, Namibia, Lesotho and South Africa. The mission visit comprised two days of bilateral meetings with relevant institutions and a half day stakeholder consultation with various stakeholders. In addition, the following organizations participated during the engagement process: Chapter 12 Institutions, HIVOS, UN Women, Development Partners, Donor Agencies, Civic Society and Women's Organizations, Government and Political Parties

From the mission experience, it was noted that each electoral system had its pros and cons, however it was critical to institute special measures to ensure and guarantee women's representation. It further recommended use of a mixed system with PR for women and avoiding seat reservation

Provincial Consultations / Dialogues on Getting to 50:50

The Commission conducted provincial dialogues on getting to 50:50 to provide women at grassroots level the opportunity to share their opinions. With the support of HIVOS, Women Empowered for Leadership (WE4L) programme, ZGC conducted provincial dialogues on 50/50 in three provinces namely:

- Midlands, 20 September 2019 at The Village, Gweru,
- Mashonaland West, 2 October 2019 at Orange Grove, Chinhoyi and
- Mashonaland Central, 4 October 2019 at Hala Hotel, Bindura.



Various stakeholders participated in the consultative dialogues with participants being predominantly women as a way to provide the much needed space for women to articulate their views. Over 1 000 participants participated in the three dialogues.

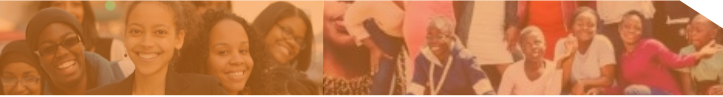
The provincial consultations recommended the following:

- Removal of the quota system as it was seen as tokenism which gave some women a head start over young women;
- Taking 50/50 campaigns to grassroots level i.e. family level and community level;
- Penalizing institutions and political parties on non-compliance to 50/50;
- Amending the electoral act to guarantee 50/50 representation at all levels;
- Availing resources in a fair and transparent manner to fund women campaign and regulation of political parties to have quotas for other special groups;
- Mentorship programme for aspiring women candidates.

LOBBYING AND ADVOCACY TOOLS ON ENGENDERING CONSTITUTIONAL AND ELECTORAL REFORMS

Advocacy work on 50:50 was supported by the production of Lobbying and Advocacy Tools which enhanced communication and reached out to relevant audiences and stakeholders. To that effect, a position paper on “Engendering Electoral and Constitutional Reforms – 'Getting to 50/50'” was developed and shared with key stakeholders.

The position paper was formulated from the findings of the intensive ZGC consultative, lobbying and advocacy processes with various stakeholders. The paper informed ZGC standpoint about guaranteeing equal representation of women in politics as guided by constitutional dictates, which calls for gender balance in all spheres in section 17. Among the critical issues raised, include legal, electoral, political, social, and economic issues, which hinders full participation of women in positions of leadership. It noted the skewed Electoral system which is gender insensitive and supports the dominance of men, continued existence of gaps between the Electoral act and the Constitution as well as absence of legal framework to guide modus operandi of political players to engender their processes. The position paper also proffered recommendations to address the issues raised on legal, electoral, political, social and economic hindrances to getting to 50:50. Some of the recommendations include: lobbying the Executive and Parliament to enact Gender Equality Act; aligning of the Electoral Act to gender equality provisions in the constitution; and amending the Political Finances Act to ensure gender balance is a requirement. The position paper was submitted to relevant stakeholders as an advocacy tool to lobby for gender sensitive reforms.



THE NATIONAL GENDER FORUM 2019

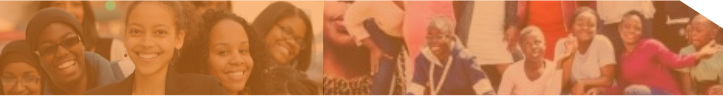
The ZGC convened the 2019 National Gender Forum (NGF), under the title *Consolidating the Strategies: Laying the Roadmap for Getting to 50:50*. The objectives of the NGF were to:

- Take stock of progress in the implementation of the 2018 gender forum call to action and recommendations;
- Solicit views and opinions that will guide the commission's work in entrenching 50/50; and
- Develop a roadmap to get to 50:50 for the 2023 elections and beyond.

More than 600 delegates attended the forum with participants drawn from government, civil society, political parties, women's organisations, traditional leaders, councillors, faith based institutions, developmental partners and intergovernmental organisations. Political parties represented were Zimbabwe African National Union Patriotic Front (ZANU PF), Movement for Democratic Change – Alliance, Movement for Democratic Change (MDCT) and LEAD

Discussions gravitated towards understanding the electoral field and outlining Zimbabwe's electoral system in a comparative way. It was noted that Zimbabwe uses a hybrid system of First Past the Post (FPTP), Single Member Majority (SMM) and Proportional Representation (PR). The PR system was seen by some as the best electoral system for promoting gender parity although generally, it was noted that the Zimbabwean electoral system lacked inclusiveness for women, people with disabilities the youth, and people with other vulnerabilities. Women were urged to advocate for an electoral system that favoured gender parity.

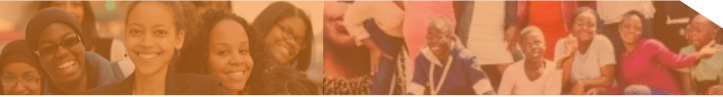
A key subtext to the discussion was the apparent lack of progress over the realisation of gender parity Zimbabwe as reflected by local government with women representation at (18%); parliament (Senate 43.7%, National Assembly 31%); cabinet ministers (22.7%); and the presidium (0%). This is despite the introduction of progressive laws and constitutional mandates like Sections (1) (b), 17, 56, 80 and 124 (b) of the Constitution of Zimbabwe.



Despite identified benefits of the quota system, participants at the forum problematized particular aspects of the quota that were leading to reversals of initial increases in female representation. Some of the problems include a stigmatisation and derision of MPs who are appointed as part of the Proportional Representation (PR). Major discussions over the implementation of the quota system bordered around strategies on what the quotas should preserve: the reservation of candidates or of seats. Reserving candidates means keeping certain candidatures for women to compete with men while reserving seats means guaranteeing that women will have a certain number of seats in parliament. The major political parties differed on this. Some observed the risk and practice of abuse that has seen more men getting a free pass into parliament as chiefs and the close relationship of the quota system to patronage systems. Others discounted the demerits as outweighed by benefits.

The forum noted that women's political participation was being hindered by structural and institutional barriers linked to society, politics, legal, procedural, economic, and technology. It was noted that there are three ways of increasing the number of women in politics, which are extending the Quota System; using the Quota plus Direct Election Seats; and the Direct Election Seats.

From the deliberations, it emerged that though political parties in principle, were in agreement with the 50:50 agenda, they themselves are preponderantly male driven, except for a few female led parties that have achieved gender parity within their structures. It was agreed that for parties to engender equal political participation of women in politics they should adopt compulsory quota systems. Suggested mechanisms to enforce compliance included the amendment of the Political Parties Finances [Chapter 2:11] and Electoral Acts [Chapter 2:13] and enacting the Gender Equality Act. In the same vein, other marginalised demographics like the disabled and the youth need to be included in the fight for non – discriminatory political processes. The general summation of the forum was that it is time to walk the talk. The discussion of amending the national constitution to extend or transform the quota system shows that it is not just mere technical changes in the law that will deliver gender parity. It is a complex process of negotiating, debating, convincing and demanding. It is from this dialogue that the strategies identified at the 2019 Gender Forum can continue to be illuminated and realised.



Opening of the 2019 National Gender Forum, from right, Deputy Speaker, Hon T. Gezi, Chairperson of the Zimbabwe Gender Commission Commissioner. M. Mukahanana -Sangarwe and Deputy Minister for Women Affairs, Jennifer Mhlanga

During the Gender Forum the Women's Coalition of Zimbabwe (WCOZ) delivered a petition to the Deputy Speaker of Parliament on the need for Parliament to ensure full implementation of the constitution and establishment of a legal framework that unequivocally promotes gender equality and gender parity as prescriptively provided by sections 17, 20, 56, 80 and 194 of the Constitution

Outcomes And Recommendations From the ZGC 50-50 Campaign At A Glance

The need to uphold the 50:50 Constitutional principles and to ensure that the electoral reform agenda delivers 50% of the direct election seats to women through amendment of the Electoral Act to embody a specific clause on gender equality in political representation

Amendment of section 124 of the Constitution and the Electoral Act to resort to the Zebra System for the House of Assembly, Local Government and for all institutions.

Political Parties to align their party constitutions to the Supreme Law of the Country.

ZEC should be empowered to reject party lists which are not in line with the Constitution.

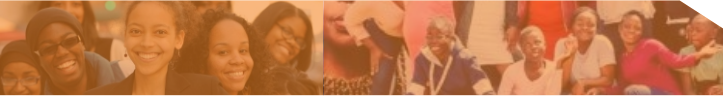
To enact a Gender Equality Act that specifically and administratively secures the mandatory constitutional gender parity and gender equality principles in all public, electoral and private appointments in line with the Constitution.

50% for women's representation to be shared equally between young women and older women i.e. 25% young women representation and the remaining 25% to the representation of older women.

Enactment of law that regulates the registration and operation of political parties. This law will present an opportunity to compel political parties to adhere with constitutional requirements on gender equality during their internal candidate selection processes.

Amendment of the Political Parties Finance Act such that it provides a framework that encourages participation of women and financially supports female candidates.

Adoption and strict adherence to specific gender policies in key governance institutions.



Entrenching the practice of provisions of such gender policies will result in change of behaviours and attitudes, which is a pre-requisite towards achievement of gender equality in all governance and leadership spheres.

Political parties to have quotas for other special groups within the two genders i.e. the youth, people living with disabilities and other special groups.

Transformation of attitudes and behaviors that fail to support women in leadership positions.

MONITORING ADHERENCE TO CONSTITUTIONAL 50/50 PRINCIPLES IN PUBLIC APPOINTMENTS

ISSUING OF ADVISORY NOTES

In line with its role on monitoring compliance to gender equality, the Commission issued advisory notes to all the Government Ministries regarding compliance with section 17 of the constitution that provides for gender balance in all spheres. The Commission further recommended that appointment of boards to be gender sensitive. The Commission also sent letters of commendation to Ministers who adhered to gender equality principles in the appointments of boards under their purview. Special mention goes to the Minister of Agriculture where almost all the boards under the Ministry are gender balanced.

PROFILING GAPS IN WOMEN REPRESENTATION IN DECISION MAKING IN THE PUBLIC SECTOR.

As part of its monitoring mandate, in 2019, the Commission carried out a baseline survey on the gender composition of staff in government institutions (ministries, departments and / or agencies). This was a second survey from the one carried out in 2017. The 2019 survey noted that men constituted 73% of senior management positions compared to 27% women. Men constituted 79% of CEOs in state enterprises compared to 21%. Only 31% of women chair boards of state enterprises compared to 69% men.

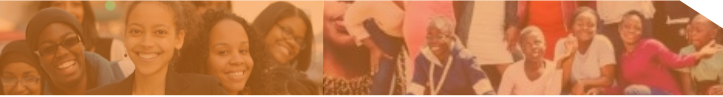
MONITORING GOVERNMENT'S COMPLIANCE WITH INTERNATIONAL GENDER EQUALITY NORMATIVE FRAMEWORKS

COMPILATION OF CEDAW PARALLEL REPORT AND SUBMISSION THE CEDAW COMMITTEE

Pursuant to its mandate of monitoring compliance with international and regional gender equality normative frameworks, the Zimbabwe Gender Commission compiled and submitted a CEDAW parallel report to the CEDAW Committee on 10 June 2019.

The CEDAW parallel report drew attention to high priority concerns and questions on steps that should be undertaken to ensure the achievement of gender equality in the Country. It also highlighted gaps and raised some of the grey areas that needed further attention to ensure the achievement of gender equality in the Country.

The report assisted the Pre-sessional working group of the 75th session of the CEDAW Committee in the formulation of a list of issues and questions for the review of the Government of Zimbabwe's sixth periodic report. Most of the issues raised in the report formed party of the list of issues directed to the Government.



STRENGTHENING COLLABORATION AND PARTNERSHIPS IN PUSHING THE GENDER EQUALITY AGENDA.

In order to extensively deal with the various aspects of rights related to gender, in the year under review the Commission operationalized its (6) Thematic working groups through conducting quarterly meetings.

The Thematic Working Groups are:

- Gender Constitutional and Legal Rights
- Gender and Health
- Gender and Economic Empowerment
- Gender, Social, Cultural and Religious Issues
- Gender, Politics and Decision Making
- Gender, Environment and Climate Change

Through implementing TWG recommendations, the Commission was able to respond to some of the fundamental gender equality issues across all sectors.

SUPPORT TO INSTITUTIONS ON GENDER MAINSTREAMING

In executing its constitutional mandate to advise public and private institutions on steps to be taken to ensure gender equality, the Commission monitors government ministries and relevant stakeholder to ensure that critical skills necessary for gender mainstreaming are developed. Further to monitoring and upon request, the Commission also conduct sensitization meetings on gender mainstreaming to institutions.

During the year under review, the Commission was requested by ZIPAM to deliver a session on gender mainstreaming during capacity building programmes of middle and senior managers in Government. A total of 250 Directors and Deputy Directors of Government (171 males and 79 females) were trained as follows:

Dates	Males	Females	Total
11 - 15 March 2019	32	4	36
18 - 22 March 2019	18	9	27
25 - 29 March 2019	20	12	32
8-12 April 2019	13	7	20
4-8 November 2019	23	10	33
11-15 November 2019	28	10	38
25-29 November 2019	23	6	29
18-22 November 2019	14	21	35
Total	171	79	250

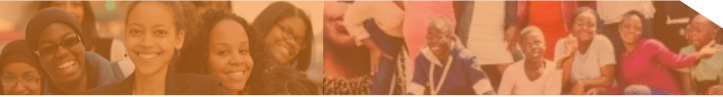
CAPACITY BUILDING TRAINING ON GENDER, PEACE AND SECURITY

ZGC with support from UNWOMEN, organized a capacity building training workshop of Commissioners and Secretariat on Gender, Peace and Security. The training workshop was held on 14 and 15 November 2019 at Montclair, Nyanga. The training increased understanding of peace and security issues and its relevance to the work of the Commission and the protection of women's rights.

The key issues that were covered during the two-day training included a conceptual analysis of global and regional frameworks, conflict analysis tools and identification or spotting of issues pertaining to peace, security and women rights in Zimbabwe. The workshop emphasised the need for understanding the key issues that affect women from a peace and security perspective. Violence, inequality and inequity, harmful cultural practices, poor service delivery, rising poverty, barriers to investigations of infringements of women rights, exclusion of women in peace building negotiating processes were identified as issues affecting women.



Participants to the Gender, Peace and Security training workshop



RESEARCH

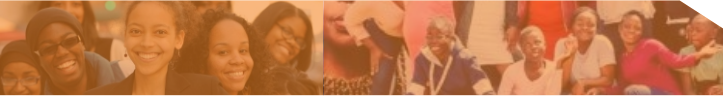
The research component is guided by the Commission's constitutional mandate to conduct research into issues relating to gender and social justice, and to recommend changes to laws and practices, which lead to discrimination based on gender. The Commission consolidates its researches into publications for effective dissemination and for use as reference material by those with interest on gender issues. During the year under review, five knowledge products were produced and published namely Zimbabwe Gender Commission Election Observation Report, Women's participation in Decision Making in the Private Sector, Women's Participation in Decision Making in the Public Sector, Women's Participation in Decision making in Politics and Research on an Enquiry into Systemic Barriers To Women's Participation in Zimbabwe's Mining Sector Value Chain"

Zimbabwe Gender Commission Election Observation Report

- The report presents a gender analysis and monitoring findings of the 2018 harmonized elections through the Gender Observatory.
- The Report gives insight into the emerging issues affecting women participation in electoral spaces.
- While findings of the report reveals improvement in engendering the election processes by ZEC, it raised a number of gender issues such as negative targeting of women candidates in mainstream social media through use of hate speech and cyber bullying among others.
- The report further provides recommendations for implementation in future elections by specific agencies namely ZGC ZEC, ZRP, Judiciary, Political Parties, Government Ministries, CSOs and the Media to ensure smooth election process.
- The monitoring findings will strengthen programming and engendering of the 2023 harmonised elections.

WOMEN'S PARTICIPATION IN DECISION MAKING IN THE PRIVATE SECTOR

- The report provides a gender analysis of women participation in decision making positions in the private sector and proposes strategies for implementation to increase the low levels of women in decision making positions.
- Statistics captured in the report notes that in the private sector 34.9% women are in decision-making positions compared to their male counterparts constituting 65.1%.
- Among the identified factors that lead to the low representation of women in decision making positions in the private sector include; patriarchal nature of the Zimbabwean society, status of employment of women in the labour market, level of education of women and skill levels.

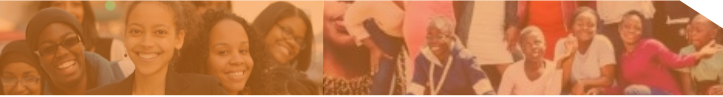


- The research proposes strategies to increase women in decision making through elimination of stereotypes based on patriarchy, culture, subordination of women and need for strong political will that is evident through practice.
- A gender sensitive review and enforcement of legislation (The Companies Act (24:03) was identified as critical in promoting gender balance and providing a conducive environment for the participation of women in the private sector.
- The need to promote women's education and skills development was emphasized.

WOMEN'S PARTICIPATION IN DECISION MAKING IN THE PUBLIC SECTOR

The report analysed the representation of women in the public sector in Zimbabwe and examines the reasons for the state of affairs. The public sector is the bedrock of decision-making and it plays a crucial role in determining the allocation and distribution of socio-economic services to the citizens. The paper revealed the following;

- There is gender parity in the independent Commissions with an average of 56% female representation, the Supreme Court 45%, Deputy Ministers 50 %, Provincial Affairs Ministers 50%,
- There are areas where women's representation fails even to meet 30 percent, and these are Ministers (28% women), Permanent Secretaries (25% women), Ambassadorial positions (9% women) and Vice Chancellors (0 percent women).
- The reasons for persistent under-representation of women in the public sector include structural, cultural and institutional barriers. Some of the structural factors accounting for the paucity of women in the public sector include unequal access to education, economic resources and social capital, coupled with the persistence of patriarchy and cultural norms which still view women as submissive and passive compared to their male counterparts.
- There is need for reorientation of the mind-set at the societal level as well as within institutions in order to realise that an inclusive public sector promotes sustainable development.
- Need for the ZGC to engage with public service labour market regulatory authorities such as the Public Service Commission, on the importance of an inclusive and diverse public service demography.
- Need to collect gender-disaggregated data in public institutions so that gender equality progress can be monitored. This requires support from line Ministries and Coordinating bodies, as well as from research and data collecting entities such as the Zimbabwe Statistical Agency (ZIMSTATS).
- Capacity building and support to women in the public sector so that they can qualify promotion to decision-making processes.

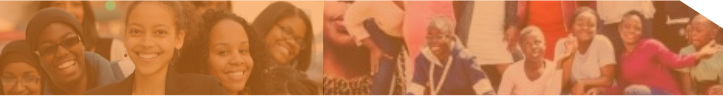


WOMEN'S PARTICIPATION IN DECISION MAKING IN POLITICS

- The report provides an analysis of issues that affect women participation in politics, which range from political, legislative, social and economic factors.
- It provides a trend analysis, which reveals low participation of women since 1980.
- Among the key identified challenges and barriers that hinders women in entering the political space includes unlevel playing field, religion, patriarchy, lack of confidence and inadequate political networks among others.
- In addition, limited opportunities and lack of education were also singled out as barriers to women's entrance into politics.
- Proposes interventions, which includes instituting policies aimed at promoting women's leadership, developing gender sensitive political party constitutions and policies as well as amendment of the Electoral Act among others.
- It further provides recommendations on how the challenges could be addressed through sector responsive interventions.
- It also calls for a multi-sectorial approach to strengthen the implementation of the relevant constitutional provisions, legal and policy framework on equal representation.

RESEARCH ON AN ENQUIRY INTO SYSTEMIC BARRIERS TO WOMEN'S PARTICIPATION IN ZIMBABWE'S MINING SECTOR VALUE CHAIN"

- The research, done in partnership with WLSA supported by OSISA, investigated systemic barriers to women's participation in mining sector value chains.
- The research was a culmination of an intensive research process conducted at various hot spot mining areas covering provinces namely Matabeleland South, Manicaland, Midlands and Mash Central.
- It revealed that lack of knowledge and skills extensively hindered women's full potential to participate as players in mining. Perpetuation of mining's negative masculinities that led to GBV in mining areas was a drawback to women's participation.
- The research noted that there is inequitable access to mining claims, steep capital requirements that also hinder women's participation.
- The study proposed interventions to policy makers and implementing agencies that focuses on Policies and law reforms for transformation of the mining sector, access to developmental finance and continuous capacity development of miners.
- The publication is expected to facilitate meaningful changes to laws and practices in the sector, which lead to discrimination against women.



GENDER COMMISSION RAPID GENDER ANALYSIS AND OBSERVANCE MISSION TO CYCLONE IDAI AFFECTED AREAS IN CHIMANIMANI: 20TH TO 24TH MAY 2019

The Commission in partnership with OXFAM Zimbabwe visited Manicaland province, Chimanimani from the 19th to 25th May 2019 and conducted a gender assessment of the national response to Cyclone Idai following floods that occurred in Mozambique, Malawi and Zimbabwe.. The aim was to analyse and identify key gender, protection and safeguarding gaps and produce recommendations that will increase the capacity of Government and humanitarian actors to adequately respond to gender inequalities and improve the effectiveness and efficiency of the response mechanisms to Cyclone Idai.

The assessment was carried out to inform learning from the experiences of community members, how they were affected by the cyclone and how they have fared in the aftermath. It was also the objective of the assessment to understand the role of Government departments taking part in the rescue and recovery efforts and the members of CSOs taking part in the relief effort in the affected area.

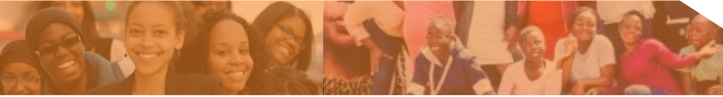
The rapid gender assessment provided information and recommendations about the different needs, capacities and coping strategies of women and men, boys and girls including people with disabilities. This is expected to strengthen future response mechanisms acknowledging that different genders experience events of this nature and magnitude differently. This should help to inform future responses in the wake of similar calamities. The Commission further donated kitchen utensils to cyclone victims

Key recommendations

1. **Collect and share gender, ethnicity and disability information:** All humanitarian partners should collect and share sex, age and disability disaggregated data.
2. **Actively reach out to women and persons with disability** and introduce a toll-free line to elicit confidential feedback from community members'.
3. **Women Friendly Spaces** should involve women volunteers.
4. **Include formal and informal support and response structures in GBV activities.**
5. **Mitigate against safeguarding risks** by regulating the flow of people in and out of the camp and informing women, men and adolescent girls and boys and children about the risks of sexual harassment and exploitation and violence.
6. **Provide targeted interventions to keep older girls in school.**
7. **Make accessibility improvements for people with disabilities.**
8. **Extend opportunities to both women and men.**
9. **Take a 'Building Back Better' approach that improves the lives of female -headed households and persons with disabilities.**
10. **Create opportunities for cultural preservation.**

Key Findings

- Women and girls are experiencing GBV, poor sexual, reproductive and maternal health, and exclusion from decision-making. They may also be facing school dropout and early marriages since most of the schools were destroyed.
- Women's unpaid, domestic and work may have increased due to difficulties of receiving and finding enough food and increased burden of caring for sick and injured family members.
- Men may be struggling with configuring new temporary gender roles brought about by the disruption to the day to day lives as the "breadwinner" now face the inability to provide for their families as household heads. Men feel emasculated by receiving donations as this may bring in feelings of uselessness.
- Persons with disability appear to be isolated and are likely excluded from decision-making and other activities.



PUBLIC EDUCATION AND AWARENESS

THE FOLLOWING ARE DELIVERABLES UNDER PUBLIC EDUCATION AND AWARENESS.

SEXUAL HARASSMENT PROGRAMME

As one of the Independent Commissions supporting democracy and ensuring that rights given under the Constitution are respected as provided in Section 233 of the Constitution of Zimbabwe, the Commission conducted workplace sexual harassment awareness programmes whose objectives were:

- To raise awareness on sexual harassment among employees and management.
- To lay out the investigative role of the Commission with regards to sexual harassment.

DEPARTMENT OF DEEDS, COMPANIES AND INTELLECTUAL PROPERTY

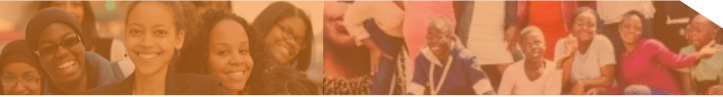
The Commission did a presentation on sexual harassment at the work place at Deeds Bulawayo offices from 3 to 4 July 2019 following a similar exercise with the same organization at their Harare offices in February 2019. The Deeds Bulawayo session had three groups (lower level officers; provincial heads and senior managers) which were sensitized in three separate meetings over two days. A total of 259 employees (109 male and 150) females were sensitized.

NATIONAL AIDS COUNCIL (NAC)

The Commission also gave a presentation on sexual harassment at the work place during a NAC organized workshop for organizations working around 'Gender, HIV and AIDS from 31 July to 1 August 2019 and also at NAC head office. A total of 315 employees (95 male and 220) females were sensitized.

Dairibord Zimbabwe Private Limited

The Commission also conducted 3 sessions on sexual harassment with shop-floor employees of Dairibord Zimbabwe at Zimbabwe Rekai Tangwena, Chitungwiza and Simon Mazorodze branches in the period October to December 2019. A total of 251 employees (210 male and 41) females were sensitized



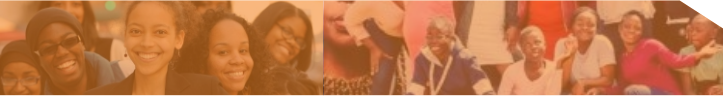
ZGC Public Relations Officer, Mr L. Shenjere delivering a sexual harassment lecture at Dairibord's Chitungwiza branch

PUBLIC LECTURES ON SEXUAL HARASSMENT AT TERTIARY INSTITUTIONS

The Commission also delivered sexual harassment lectures at various tertiary institutions. The Female Students Network (FSN) report to Parliament February 2017 indicates that 74 % of female students experience sexual harassment in universities in Zimbabwe. It is against this background that the Commission saw it fit to conduct public lectures on sexual harassment at tertiary institutions with the following objectives:

- To raise awareness on gender and sexual harassment among students and staff.
- To lay out the investigative role of the Commission with regards to sexual harassment.

Tertiary Institution	Public Lecture Date	Males	Females	Total
Chinhoyi University of Technology Mashonaland West Province	9 October 2019	101	188	289
Women's University in Africa Harare Metropolitan Province	10 October 2019	14	102	116
Harare Polytechnic College Harare Metropolitan Province	10 October 2019	78	109	187
Harare Institute of Technology Harare Metropolitan Province	11 October 2019	70	56	126
National University of Science and Technology Bulawayo Metropolitan Province	15 October 2019	64	84	148
Midlands State University Midlands Province	15 October 2019	234	325	559
Zimbabwe Open University Harare Metropolitan Province	17 October 2019	24	55	79
Africa University Manicaland Province	24 October 2019	71	90	161
TOTAL		656	1009	1665



RECOMMENDED ACTIONS TO CURB SEXUAL HARASSMENT

- Advocate for an overarching national policy on sexual harassment.
- Each organization (workplace and tertiary institution) should have a sexual harassment policy.
- Engage the Ministry of Primary and Secondary Education to cascade the lectures to the young ones (catch them young).
- Engage and educate community members about sexual harassment.
- The Commission should appoint focal persons/ student representatives at each tertiary institution who will continue to conduct public lectures on sexual harassment.

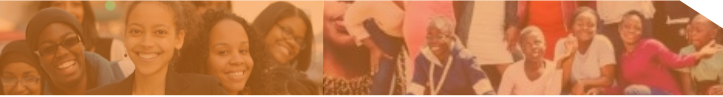
COMMEMORATIONS

INTERNATIONAL WOMEN'S DAY

The Commission commemorated the 2019 International Women's Day on 22 March 2019 at Holiday Inn Harare under the theme “**Think equal, build smart, innovate for change.**” The theme focused on innovative ways in which we can advance gender equality and the empowerment of women, particularly in the areas of social protection systems, access to public services and sustainable infrastructure. In line with the ZGC mandate of addressing systemic barriers to gender equality, the Commission held a policy dialogue with duty bearers and rights holders on the responsiveness of social safety nets for persons with disabilities, particularly women and girls. Seventy five participants were in attendance (56 females and 20 males).



ZGC policy dialogue with persons with disabilities: 2019 IWD Commemorations



RECOMMENDED ACTIONS

- Domestication of the UN Convention on the Rights of Persons with Disabilities and alignment of the Disability Act with the convention.
- Decentralisation of the Disability Board.
- Strengthened provision of formal education and entrepreneurial skills to persons with disabilities.
- Inclusion of women and girls with disabilities to fully participate in all sectors (economic, social, political).
- Train and equip teachers on how to deal with different disabilities.
- Improve on access to information e.g. sexual reproductive health
- Buildings should be easily accessible to persons with disabilities (e.g. ramps and elevators).

16 DAYS OF ACTIVISM AGAINST GENDER BASED VIOLENCE (GBV)

ZGC commemorated the 16 Days of Activism against GBV at Mafuke Community Hall in Gombakomba Ward 6, Zimunya in Manicaland Province on 20 November 2019 focusing on ending child marriages. 389 local people, 296 female and 93 male, attended the meeting. The Commission chose Manicaland Province for the following reasons:

- The prevalence rate of child marriages is high in the Province at 30%.
- High presence of the Johanne Marange and Johanne Masowe apostolic affiliates who are blamed or accused of contributing to child marriages due to religious beliefs. The Apostolic sect in Zimbabwe is one of the largest religious groups with an estimated 33.9% (ZimStats, 2011) of the total Zimbabwe population, therefore showing that it is a very influential group in society with more than a third of the country's population

THE OBJECTIVES OF THE COMMEMORATIONS WERE:

- To raise awareness on the extent of GBV and other harmful cultural practices such as child marriages.
- To explain legal and other consequences of GBV.
- To stand in solidarity with victims and survivors of gender based violence.



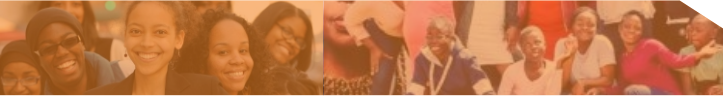
Community members who attended the 16 days commemorations

Headman Muradzikwa and Pastor Chimanga committed to fight gender-based violence in Zimunya. As traditional and religious leaders, they would continue to work with relevant stakeholders such as the Ministry of Public Service, Labour and Social Welfare and the Ministry of Women Affairs, Community, Small and Medium Enterprises Development, among other interested parties, to fight gender based violence in the province. They also encouraged community members to speak out and take action against gender-based violence. Headman Muradzikwa was identified as the Male Champion to end gender based violence. This means that his role will be to take leadership for the community-based follow up actions working with ZGC and any other partners to end GBV in all its forms.

EXHIBITIONS

The Commission participated at the 2019 Zimbabwe International Trade Fair (ZITF), the Zimbabwe Agricultural Show (ZAS) and Victoria Falls Agricultural Show. Participation at the events increased the viability of the Commission.

The Commission's presence at the exhibitions enhanced its visibility as well as increased understanding of its role and mandate by the public. The Commission's participation at these public forums also enhanced its engagement at different levels and contributed to the increase in the number of cases brought to the Commission. The major outcome of participating at these forums was an increased awareness of the role of the Commission to the public.



ZGC MEDIA APPEARANCES

The Commission issued a number of press statements, which included;

- Statement on gender imbalances in the appointment of Board Members into Governmental Bodies
 - Statement on gender implications of cyclone Idai
 - Call for upholding of women's rights to personal security
 - Press statement on allegations that Walter Magaya is paying the Commission to compromise investigations
 - Press statement on the allegations that the Commission called for a dress code policy at tertiary during the NUST public lecture
 - Press statement on 16 days of activism against gender based violence
- Appearances on various radio programmes

LEGAL AND INVESTIGATIONS

In line with section 246 (b) and (c) of the Constitution, the Legal and Investigations Section received complaints on violations of rights relating to gender from the public. Investigations were then conducted for those cases involving systemic barriers prejudicial to gender equality, equity and mainstreaming as provided for in section 2(3) of the Zimbabwe Gender Commission Act [Chapter 10:31]. Investigations were also conducted on matters of public interest through the Commission's own initiative.

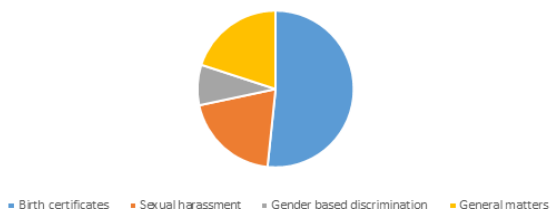
2.2.1 Cases received

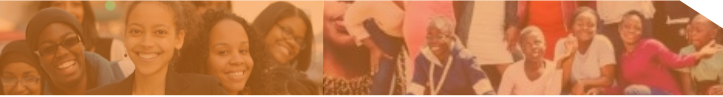
In 2019, sixty (60) cases were received. The nature of the cases was as follows:

- Twelve (12) cases of sexual harassment
- Five cases of gender based discrimination
- Thirty one (31) cases of access to birth registration
- Twelve (12) general matters involving property rights, maintenance, domestic violence, and criminal matters.

The above statistics is reflected in the diagram below which shows that the majority of the cases related to access to birth registration, followed by cases of sexual harassment at the workplace and at institutions of learning.

Cases received in 2019





HEARINGS CONDUCTED

Section 6 of the Zimbabwe Gender Commission Act [Chapter 10:31] provides that the Commission can conduct investigations through public or closed hearings. Six hearings of cases involving violation of rights relating to gender were conducted. The nature of the cases ranged from sexual harassment to discrimination based on gender. The respondents for cases of sexual harassment included:

- The Department of Immigration
- The National Railways of Zimbabwe
- Intertoll Zimbabwe (Pvt) Ltd
- Casadella Biscuits (Pvt) Ltd

Respondents for cases of gender-based discrimination included:

- Masvingo City Council
- Tobacco Industry and Marketing Board

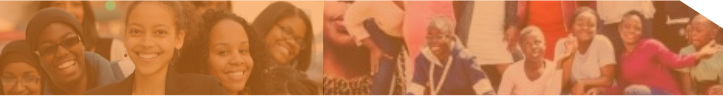
Four cases have been concluded and reports with appropriate recommendations have been produced and disseminated to relevant stakeholders such as the Ministry of Women Affairs, Community, Small and Medium Enterprise Development; the Ministry of Local Government and Public Works; The Parliament of Zimbabwe and the Public Service Commission, among others. Two cases are outstanding due to logistical challenges and resource constraints.

The Commission also dealt with a high profile case involving allegations of sexual harassment against Walter Magaya, the leader of the Prophetic Healing and Deliverance Ministries who was accused of sexual harassment by his congregants and other members of the public who approached him for spiritual deliverance. In August 2019, the Commission launched an investigation into the matter in terms of section 5 of the Zimbabwe Gender Commission Act [Chapter 10:31]. However, the respondent challenged the investigation at the High Court and the matter is still pending.

FIELD INVESTIGATIONS

Seven field investigations were conducted and five cases have been concluded. Two cases are outstanding due to lack of cooperation by the respondents. The cases were as follows:

- One case of sexual harassment/abuse
- Two cases of succession to chieftainship by women
- Three cases of discrimination on the basis of gender
- Gender and cultural rights



REFERRALS

In matters where the Commission lacks jurisdiction, complainants are assisted to access appropriate redress through legal advice and referral to relevant service providers. Twenty complainants were referred to the Civil Courts, Women and Law in Southern Africa (WLSA) and Zimbabwe Republic Police among others where they have received assistance. However, a number of complainants who have been referred to the Legal Aid Directorate and the Zimbabwe Women Lawyers Association have been turned away due to various reasons such as manpower shortages and lack of capacity to handle the matters. In cases of alleged discrimination based on gender, the Commission engaged with institutions concerned to ensure that violations of rights relating to gender are addressed.

COMMUNITY OUTREACHES AND LEGAL ASSISTANCE

Eleven (11) community legal outreaches were held in Chitungwiza, Harare, Bulawayo and Victoria Falls where four hundred and two people (402) were provided with legal assistance in matters relating to domestic violence, maintenance, inheritance, property rights, matrimonial disputes and divorce.

PARTICIPATION IN LAW AND POLICY REFORM

As part of its role of promoting gender equality and social justice as provided for in section 246 of the Constitution, the Commission submitted draft principles for the development of two laws; namely the Gender Equality Bill and the Anti-sexual harassment Bill to the relevant ministry for further management. The Commission also participated in consultations for amendment and review of various laws and policies such as the Disability Bill and Disability Policy, Marriage Bill and Child Justice Bill among others. Such participation enabled the Commission to assist the institutions in gender mainstreaming into legal frameworks.

CHALLENGES AND OPPORTUNITIES FOR REALIZATION OF GENDER EQUALITY

The major challenge experienced in handling complaints and carrying out investigations are resource constraints for conducting hearings and field investigations as well lack of cooperation by respondents who do not respond to allegations or fail to attend hearings. For purposes of bridging the financial gap, partnerships with civil society organizations have been entered into, especially in carrying out community legal outreaches. There is still need for more engagements with public and private institutions so that they gain increased appreciation of the mandate of the Commission, which will enhance their cooperation in investigations.

Governance and Administration

Budget Performance

The state of budget for the Commission as at 31 December 2019 is as follows;

Initial Budget	2,000,000.00
Revised Budget	4,033,000.00
Total	6,033,000.00
Expenditure and release from Treasury	5,954,650.00
Balance	78,350.00
Expenditure (as percentage to the budget)	98.7%

The Commission's expenditure as at 31 December 2019 stood at ZWL\$5,954,650.00 against a total budget of ZWL\$6,033,000.00. The expenditure as a percentage of the total budget allocation translate to 98.7%

Budget Line Item	Appropriated Budget	Expenditure
Employment Cost	971,000.00	1,262,899.00
Goods and Services	1,597,000.00	2,256,731.00
Maintenance	273,000.00	826,134.00
Acquisition of fixed capital assets	3,040,000.00	1,608,886.00
Total	6,033,000.00	5,954,650.00

Employment Costs

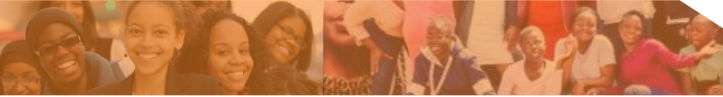
Employment cost expenditure of ZWL\$1,262,899.00 constitute 21% of the total budget allocation.

Goods and services

On goods and services ZWL\$2,256,731.00 was utilised against a budgetary allocation of ZWL\$1,597,000.00

Acquisition of fixed assets: vehicle, plant and mobile equipment

For the year 2019, ZWL\$3,040,000.00 was allocated. ZWL\$1,608,886.00 was spent towards the purchase of 1 single cab, 1 double cab. The Commission also managed to secure 3 SUV vehicles from ZIMRA through Ministry of Finance and Economic Development.



Furniture and office equipment

The Commission managed to procure 5 computer desktops, 2 laptops, 8 office desks, 28 chairs and 80 litre safe.

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.

Recruitment (Filling of vacant posts)

Authorised establishment	In post at at 31 December 2019	Vacant Post
46	36	10

Two Commission staff passed on from natural causes, Director Finance, Human Resources and Administration, Mr C. Mukwende and Internal Auditor Ms A. Mujuru.

Treasury availed budget for the recruitment of eight new staff members and were recruited during the year under review, which are: Procurement Officer, Procurement Assistant, Accounting Assistant, Research Officer, Public Education Officer, Investigation Officer, Administration Assistant and Driver.

CHALLENGES

Inadequate and delayed disbursement of appropriated financial resources.



**Zimbabwe
Gender
Commission**

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