

WOMEN'S

**PARTICIPATION AND DECISION
MAKING IN THE PUBLIC SECTOR**
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**Zimbabwe
Gender
Commission**

WOMEN'S PARTICIPATION AND DECISION MAKING IN THE PUBLIC SECTOR

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ACRONYMS

AGRIBANK	Agricultural Development Bank of Zimbabwe
AU	African Union
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CBOs	Community Based Organizations
CEO	Chief Executive Officer
CMED	Central Mechanical and Equipment Division
CSOs	Civil Society Organizations
FBOs	Faith Based Organizations
GDI	Gender Development Index
GEPA	Gender Equality in Public Administration
GPI	Gender Development Index
HDI	Human Development Index
HRBA	Human Rights Based Approach
IEC	Information, Education and Communication
MDGs	Millennium Development Goals
NAC	National AIDS Council
JSC	Judicial Services Commission
IDBZ	Infrastructural Development Bank
OECD	Organization for Economic Cooperation and Development
OPC	Office of President and Cabinet
MDC- T	Movement for Democratic Change- Tsvangirai
MDC A	Movement for Democratic Change- Alliance
MFA	Ministry of Foreign Affairs
NEPAD	New Partnership for Africa's Development
NPRC	National Peace and Reconciliation Commission
NRZ	National Railways of Zimbabwe
POSB	Post Office Service Bank
POTRAZ	Postal and Telecommunications Regulatory Authority of Zimbabwe
PSC	Public Services Commission
PCSC	Prisons and Correctional Services Commission
RBZ	Reserve Bank of Zimbabwe
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SDGEA	Solemn Declaration on Gender Equality in Africa
UNDP	United Nations Development Programme
UNSCR 1325	United Nations Security Council Resolution 1325

UN Women

WB

WDR

ZAAC

ZANU PF

ZGC

ZEC

ZESA

ZHRC

ZIMRA

ZINARA

ZIPAM

ZIMSTAT

ZNFPCC

ZTA

ZWFB

ZWLA

ZYC

United Nations Entity for Gender Equality and the Empowerment of Women

World Bank

World Development Report

Zimbabwe Anti-Corruption Commission

Zimbabwe National African Union-Patriotic Front

Zimbabwe Gender Commission

Zimbabwe Electoral Commission

Zimbabwe Electricity Supply Authority

Zimbabwe Human Rights Commission

Zimbabwe Revenue Authority

Zimbabwe National Roads Authority

Zimbabwe Institute for Public Administration

Zimbabwe National Statistics Agency (ZIMSTAT)

Zimbabwe National Family Planning Council

Zimbabwe Tourism Authority

Zimbabwe Women's Finance Bank

Zimbabwe Women Lawyers Association

Zimbabwe Youth Council

Executive Summary

This Background Paper analyses the representation of women in the public sector in Zimbabwe, and examines the reasons for the state of affairs. The paper was developed through a mixed method approach which included desk review as well as consultations during the National Gender Forum (17-18 October 2018). During the National Gender Forum, the author facilitated the Roundtable on Women's Participation and Decision Making in the Public Sector" and presented preliminary findings on this topic. The participatory Roundtable provided a wealth of information to embellish the paper. Critical insights were derived from participants during the Gender Forum, and this allowed for effective triangulation of data.

Recognizing that most public sector institutions do not put their information and records online, the Background Paper as a Draft relied on information that is available on line. The intention is for the Background Paper to be strengthened through data that will be solicited from institutions such as the Public Service Commission, the Judiciary Services Commission, the Ministry of Foreign Affairs and the Zimbabwe National Statistics Agency (ZIMSTAT), among others.

This Background Paper is premised on the reality that women's participation and decision-making in the public sector is critical for local, national, regional and global development. The public sector is the bedrock of decision-making and it plays a crucial role in determining the allocation and distribution of socio-economic goods to the citizens. Against this background, it is an important arena to examine, especially to outline the extent to which this sector is inclusive and diverse. Women's decision making in the public sector is crucial for the attainment of Sustainable Development Goals and the African Union Agenda 2063, among other global and international aspirations. Furthermore, the issue of gender equality and sustainable leadership in organizations cannot be divorced from the aspirations of the National Vision 2030 of Zimbabwe. However, the current composition of political decision makers in any region provides evidence that women still face numerous obstacles in articulating and shaping their own interests.

The paper concludes that women's representation in Zimbabwe's public sector, be it in the executive, judiciary and security sector institutions has not yet reached the optimal levels prescribed by the AU and SADC, i.e. 50-50 representation. While there is notable progress in women's representation in the Supreme Court (45 percent), Deputy Ministers (50 percent), Provincial Affairs Ministers (50%), Ministers of State in Vice President's Office (50%), much more needs to be done towards ensuring gender parity in sectors that are still below par.

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). Against this background, we stress that the quest for gender equality in Zimbabwe should now move from norm-setting to norm implementation. The reasons for persistent under-representation of women in the public sector are manifold, and they 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.

Given this reality, there is massive 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. Some of the recommendations that are called for include the need for the Zimbabwe Gender Commission (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. Furthermore, there is a huge 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 Statistics Agency (ZIMSTAT).

Furthermore, the pursuit of gender equality and the processes of attitudinal change are long term processes which require political and institutional commitment. As such, there is also need for capacity building and support to women in the public sector so that they can qualify for promotion to decision making processes. In addition, the collaboration of the ZGC with entities that focus on women's empowerment would be crucial towards sensitizing the Zimbabwean community about the political and economic benefits of a diverse public sector. Mainstreaming gender equality is a long term process which requires internalising a culture of inclusivity and diversity in institutions and in society.

1.0 Introduction and Background

1.1 Unpacking the Concept of the Public Sector

The public sector is defined as that sector which consists of core government and all publicly controlled or publicly funded agencies, enterprises, and other entities. The public sector is usually comprised of organizations that are owned and operated by the government and they exist to provide services for its citizens. In essence, the broad aim of the public sector is to deliver public programs, goods, or services. This definition conveys the idea that the public sector is ultimately controlled and overseen by the public.

Once the scope of the public sector is clearly defined, it is also important to classify public sector entities as either engaging in market or non-market production. There are public sector entities that simply provide public services outside of the market, whereas there other others that engage in market-related or economic activities, and these include corporations and enterprises, for example the Zimbabwe Electricity Supply Authority (ZESA).

Funding for public services are usually raised through a variety of methods, including internal revenue collection systems, direct taxes, indirect taxes, as well as through financial transfers from other levels of government, for example funding from national government to local government.

Like the voluntary sector, the public sector does not exist to make a profit, but to provide socio-economic goods to the citizens. However, even though it is not a profit making entity, the public sector still is required to engage in financial management and fiduciary responsibilities. The role of the public sector as a space for the promotion of public goods was clearly articulated by Wickham (2004) who notes that:

"...Interwoven with the acceptance of the State is the acceptance of a public sphere - of an area of society which belongs to all citizens as a right. Here in the public sphere things are done not for profit, but for the general good (Wickham, 2004:10).

For the purposes of this assignment, the public sector is defined as the broad umbrella of entities with core government at the center, followed by agencies and public enterprises, which deliver public goods and services, and which are established in terms of respective government policy or legal frameworks. The public sector, therefore, also broadly includes the judiciary, local government, parastatals and commissions, among others.

The composition of the public sector varies from country to country, but in general, the public sector includes those entities that provide critical and essential public goods and services, including healthcare, education, transport, infrastructure, energy, housing and security, among other things.

For avoidance of mushiness in the definition of the public sector, it is important not only to consider the function of this sector, but also to acknowledge the reporting relationship. In many instances, entities in the public sector report either directly to government, including a government department or agency, or a minister of government, or they report to the legislature of the general public. The public sector administration process is executed, supported and monitored through interactions of several arms of government, including the executive, legislature and the judiciary.

In addition to making laws, the legislature has a direct bearing on the public sector because this arm of government also provides the necessary approval and authorization before any government policy is implemented. Furthermore, the legislature has oversight responsibilities on many public sector entities, and ensures that the public sector operates within the limits set out by the law.

The executive institutional framework provides an enabling regulatory environment for the public sector to thrive. The executive can be considered the both policy making and policy implementing arm of the public sector. Within the executive, the cabinet is the apex executive decision making body of government, determining the broad policy agenda of government.

The judiciary is an important entity within the public sector, but it also interacts with public sector entities by reviewing decisions made by public sector actors, to ensure their legality. If the public sector, including government ministries, in the course of executing their mandates, do not follow procedures laid down in the Constitution and Acts of Parliament, the courts are empowered to pronounce such actions improper

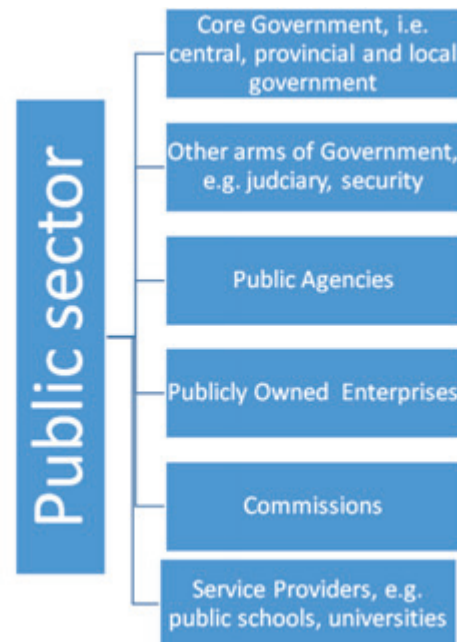
Thus, any meaningful attempt to define and delineate the public sector should make reference to the constitutional and legal provisions of the country. In Zimbabwe, the Public Services Act (2001) defines the breadth of public sector as the ministries, departments or other divisions of the government, or statutory bodies, or local authorities. From this, it becomes evident that there are several layers within the spectrum of the public sector, which include the core government, local government, public agencies, public enterprises, Commissions and publicly owned business entities.

Core government consists of all departments, ministries, or branches of the government that are integral parts of the structure, and are accountable to, and report directly to the central authority, cabinet and the legislature. Core government can be further categorised into central government, provincial government and local government.

Public agencies or corporations are also a key feature of the public sector, and they consist of public organizations that are clearly a part of the government and deliver public programs, goods, or services, but that exist as separate organizations in their own right, and operate with a partial degree of operational independence. They are often headed by a board of directors, statutory bodies, commissions, or other appointed body. The public sector also includes entities such as Independent Commissions, which are established by the Constitution

The following diagram provides a schematic representation of the public sector in general:

Figure 1



1.2 Rationale for Critiquing Women's Decision-Making in the Public Sector

The public sector is the bedrock of government and the central instrument through which national policies and programmes are implemented and executed. An accountable and inclusive public administration is at the core of sustainable development. The participation and leadership of women in the civil service is therefore important for ensuring truly inclusive development and democratic governance, as well as enhancing the sustainability and responsiveness of public policies implemented by governments that mirror the diversity of the population they serve.

Women's participation and decision-making in the public sector is crucial in any society. Studies have revealed that inclusive and sustainable development requires the full and active participation of women at all levels of governance, including in the public sector. The public sector is an important arena where development outcomes are shaped. Public sector institutions wield considerable authority as they undertake a range of important activities. These include taking care of the welfare citizens, collection of public revenue, provision of water, electricity, housing, transport, justice, education, land, health, ensuring the rule of law and providing, security. Since the public sector is the arena where decisions are made about the distribution of socio-economic goods and services, it therefore makes sense that women should be involved in the decision making process.

Furthermore, women's participation and decision-making in the public sector is also in line with the values of inclusion and diversity. There is consensus that the exclusion of women from decision-making bodies limits the possibilities for entrenching the principles of democracy in a society, hindering economic development and discouraging the attainment of gender equality.

Existing literature indicates that when gender equality is mainstreamed in laws, policies and programmes in the governance architecture, and where women are present in critical numbers in public sector leadership and decision making, they will be able to participate more effectively, and the result will be more socially

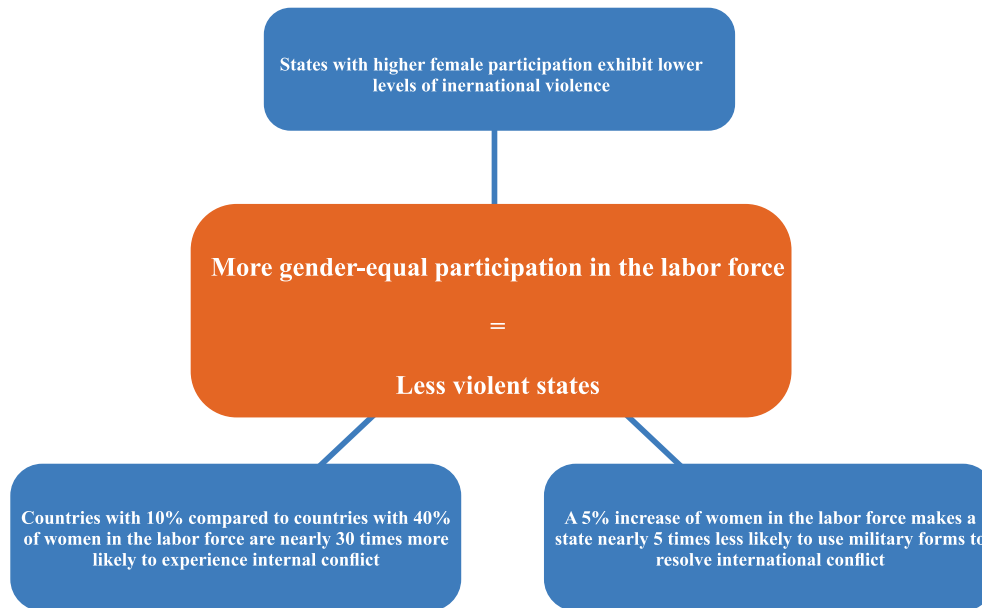
responsive governance outcomes. Furthermore, the World Bank (2011) acknowledges that gender equality in the public sector is “smart economics.” This is confirmed by the UNDP which also states that “good governance” and “gender equality” are both central to sustainable development.

Ultimately, achieving the goal of gender equality is therefore premised on the fundamental integration of women and gender issues within all structures, institutions, policies, procedures, practice, programmes and projects of the public sector.

Gender parity is also an important element of democracy, which ensures that political institutions will become fairer, more legitimate and democratic when they include women. Additionally, gender equality is also an important aspect of democracy, with some governments actually admitting that the general populace usually consider political institutions to be fair, legitimate and more democratic when they elect women. Furthermore, a more diverse public sector, which is characterized by joint decision-making and cooperation between men and women, will likely contribute to a more just, equitable, inclusive, prosperous, adaptable and thriving society that takes into account the well-being of all.

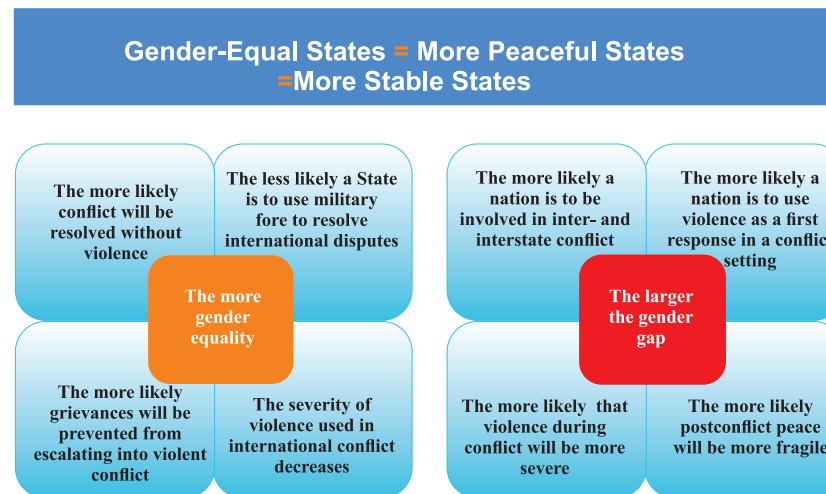
Gender equality is also crucial not only for economic development but also for the promotion of security. The following diagram shows the relationship between gender equality in the labour market and violence and conflict prevention:

Figure 2



Source: Caprioli, M. 2000. “Gendered Conflict.” *Journal of Peace Research* 37 (1): 51–68

Figure 3



Source: Crespo-Sancho, C. 2017. "The Role of Gender in the Prevention of Violent Conflict." Background paper for the United Nations-World Bank Flagship Study, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*. World Bank, Washington, DC.

While there are clear advantages of having women in public sector governance and decision-making positions, the current reality is that women remain marginalized, despite the existence of normative instruments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which came into full force in 1981. CEDAW calls for equality between women and men in all civil, political, economic, social and cultural rights and it emphasizes the importance of equal participation of women with men in public life. Similarly, the UN adopted the United Nations Security Resolution on women, peace and security (UNSCR 1325), which calls for member states, development organizations and civil society to engage in processes that support women's participation in governance and leadership positions at all levels.

Furthermore, the 2030 Agenda for Sustainable Development, notably captured in the global Sustainable Development Goals (SDGs), calls for more women in decision-making in the public domain, as a longer term strategy for promoting economic growth, human development and poverty reduction. Specifically, the SDG 16 (Peaceful and Inclusive Societies), Target 16.7 underscores the need for proportionate representation in public institutions and equal access to decision-making. Furthermore, SDG 5 calls for the achievement of gender equality through empowering women and girls, and underscores that the achievement of all the other SDGs are hinged upon a society, which is characterized by gender equality.

Against the background of these normative and legal policies, in 2014, the UNDP's Gender Equality in Public Administration (GEPA) initiative produced a Global Report, which documented that data on women's role in the public sector remains largely marginal. The GEPA Global Report highlights that women continue to be underrepresented in the public sector decision making, including in the executive branch of government. The UNDP GEPA Global Report notes that women hold less than 30% of decision-making positions in the public sector. The UNDP findings in 2014 corroborate the 1994 World Survey on the Role of Women in Development, which identified three key factors leading to women's poor representation at the decision-making level, i.e. a predominantly male culture in organisations, the continuing legacy of discrimination, as well as the lack of recognition of women's potential and actual contribution to governance.

1.3 The State of Art: Women's Representation and Decision Making in the Public Sector

Despite the normative consensus, women's representation in the public sector remains peripheral despite the acknowledgement that their equal access to and participation in decision-making is a pre-requisite to gender-responsive and inclusive governance. However, there is widespread agreement that equal access to power and decision-making for men and women is fundamental to representative and responsive governance. For example, when women are empowered, they are able to provide better lives for their children; they are able to contribute to the national economy; and, they are better able to work alongside their male counterparts to solve the long-standing problems.

A more recent study by UN Women (2017) notes that as of October 2017, only 11 women are Heads of State and 12 are Heads of Government (out of 192 UN member states).¹ The UN Women report indicates that as of January 2017, only 18.3 per cent of government ministers were women. The same report also does further analysis of the types of ministries that women are largely heading and the most commonly held portfolios by women ministers include the environment, natural resources, and energy, followed by social sectors, such as social affairs, education and the family.

At the continental level, the African Union's Solemn Declaration on Gender Equality in Africa (SDGEA) which was adopted initially in 1994, and then renewed in 2004, requires member states to report annually on their progress in gender mainstreaming. Furthermore, normative policies such as the African Charter on Human and People's Rights as well as the Protocol on Human and People's Rights call upon member states to develop programmes and policy initiatives that are designed at strengthening women's representation in governance and development processes. Furthermore, the African Union (AU) has been pushing strongly for gender parity on various issues, including public sector governance and participation in decision-making. The AU's efforts include adopting the legal, institutional and administrative policies that promote gender equality at the AU Commission and in Member States.

At the regional level, the Southern African Development Community (SADC) adopted the SADC Protocol on Gender and the Development, which enjoins Member states to ensure there is a 50-50 representation of women in governance positions.

1.4 Gender Mainstreaming Efforts in the Public Sector in Zimbabwe

The Government of Zimbabwe has been engaged in various efforts that seek to actualize gender mainstreaming, and one such initiative is gender budgeting. This refers to the process of mainstreaming gender into government macroeconomic frameworks, policies, programs, and budgets. Effective gender mainstreaming in the public sector requires the commitment that will include resources and budget for promoting gender equality. Officially, Zimbabwe adopted "gender budgeting" in 2007, and even went to the extent of training directors of finance, budget officers, and focal persons. (SADC, 2014). In 2008, the Budget Call Circular (BCC) expanded gender budgeting to the subnational level and in 2011, the ministries were also instructed to prepare their budgets in line with gender budgeting goals, and to take into consideration the UN's Millennium Development Goals (MDGs). However, while Zimbabwe technically includes gender equality promotion in its budgeting processes, in practice line ministries find it difficult to implement the proceeds from the gender budgets. In essence, gender budgeting is a challenge due to macro-economic disruptions and budget problems, which have been experienced in the past decade. Gender budgeting is currently not being prioritized.

¹ UN Women (2017), Facts and figures: Leadership and political participation, <http://www.unwomen.org/en/what-we-do/leadership-and-political-participation/facts-and-figures>

2.0 Scope, Objectives and Justification of the Background Paper

This Background Paper engages in an analysis of the current legal and policy framework in relation to women's participation and representation in the public sector. The paper also generates some lessons learned, in addition to identifying gaps and opportunities. It is important to take stock of women's representation and decision making for gender auditing purposes. This allows for identification of progress made, as well as outlining outstanding gaps and challenges. While the 2014 UNDP's GEPA Global Report provided a panoramic view of women's under-representation in the public sector, it only focused on 13 case studies, which did not include Zimbabwe. Thus, this Background Paper on Zimbabwe will provide a more context-specific and nuanced picture of women's representation in the public sector

The Background Paper provides a comprehensive and coherent picture of the level of exclusion of women from public sector decision-making and leadership roles in Zimbabwe. The Background Paper notes that while considerable progress has been made towards the rights of women and gender equality in the public sector, a lot still needs to be done. The Background Paper will also examine factors that contribute towards the “glass ceiling”² in the public sector.

ZGC is mandated by the Constitution (2013) to expedite the implementation of constitutional provisions related to women and gender equality. The commission is tasked with investigating violations of women's rights, recommending actions to address gender discrimination, conducting research, advising on gender equality, and recommending affirmative actions to promote gender equality.

Against this background, it is envisaged that the Background Paper on “Women's Participation and Decision Making in the Public Sector” will be used as a springboard for policy and programme influence for a more diverse and inclusive public sector. The Background Paper also proposes interventions that can be implemented to bring about equality between men and women in the public sector. Ultimately, the Background Paper proposes recommendations where government, constitutional commissions and civil society actors can work together to strengthen and spearhead the creation of an enabling framework for more effective representation of women in the public sector, including in decision making roles.

² First coined by The Wall Street Journal in 1986, the term describes the invisible barriers that stand between women and their rise to higher jobs, for example, employment rules, regulations and performance evaluation systems tend to be gender-biased and skewed towards

3.0 Gender Policies, Women's Representation in the Public Sector in Zimbabwe

Since the advent of independence in Zimbabwe in 1980, the country has made significant progress in uplifting the status of women. Zimbabwe is a signatory to various global, continental and regional normative instruments promoting gender equality at all levels of society. There has been considerable increase in the representation and participation of women in public life, particularly in the labour force, which has been guaranteed by a forward-looking legislative framework, including the Legal Age of Majority Act and the Public Service Act of 1994.

At the national level, there has been progress towards promoting gender equality in public sector governance and decision making processes. For example, Constitution of Zimbabwe is a progressive legal document when it comes to gender equality, relatively speaking. In general, the 2013 Constitution provides a strong legal framework for the promotion and attainment of gender equality and women's empowerment.

The Constitution promotes women's full participation in all aspects of society and abolishes all "laws, customs, traditions, and practices" that infringe upon women's rights and equality with men. Specifically, Section 56 (2) of the Constitution provides that: "Women and men have the right to equal treatment, including the right to equal opportunities in political, economic, cultural and social spheres."

In addition to calling for gender equality in political governance and decision making processes, Sections 3 (g), 17, 56 (2) and 80 (1) of the Zimbabwean Constitution stipulate that there should be gender equality in political, economic, cultural and social spheres. Specifically, Section 17 of the Zimbabwean Constitution stipulates that "both genders are equally represented in all institutions and agencies of government at every level".

Affirming the provisions of the Constitution, Zimbabwe's National Gender Policy calls for legal, institutional and programming initiatives to ensure that gender equality is a key feature of our society. The National Gender Policy unequivocally articulates that all governance institutions must be characterized by equality of the genders amongst those appointed or elected therein. Indeed, the commitment towards gender parity has been exhibited at the normative and policy level, and what remains to be seen is how these normative aspirations are turned into practical reality.

4.0 Gender Representation in the Public Sector in Zimbabwe: Situational Analysis

4.1 Women in the Executive:

4.1. 1 President and Vice Presidents (Presidium)

On 31 August 2018, President Emmerson Mnangagwa appointed and swore in Constantine Chiwenga and Kembo Mohadi as Vice Presidents. It is important to note that within the Presidium, there is no female representation. The following Table provides a representation of the presidium in Zimbabwe:

Table 1: Presidium by sex

	Name and Title	Gender
1	President Emmerson D. Mnangagwa	Male
2	Vice President Constantino G. Chiwenga	Male
3	Vice President Kembo D. Mohadi	Male
PERCENTAGE FEMALES IN PRESIDIUM (0 Out Of 3)0 percent		

The graph provides a visual outline of the representation of women in the 2018 Zimbabwean Presidium

The gendered representation of the current presidium, following the July 2018 elections (0 percent women), is a marked reversal from Zimbabwe's commitment to the AU's Solemn Declaration on Gender Equality in Africa and the SADC Gender and Development Protocol, which both call for 50-50 representation of women in all spheres of public life. The only time when Zimbabwe committed to having a woman as one of the Vice Presidents was during the period 2008-2013 when Joice Mujuru was one of the Vice Presidents. However, following 2014 and the internal factions in ZANU PF, the commitment to have a female Vice President seems to have fallen by the wayside.

4.1. 2 Ministers

Ministers in Zimbabwe are appointed by the President. However, Zimbabwe's Constitution provides that such appointments must be guided by considerations for regional balance and gender balance. Furthermore, Zimbabwe's Constitution encourages the State to have an even number of women and men in elective or appointed government bodies. The Constitution further enjoins the State to “take all measures, including legislative measures, needed to ensure that both genders are equally represented in all institutions and agencies of government at every level.” Given these explicit provisions of the Constitution, in President Mnangagwa's new cabinet, which was formulated following the July 2018 elections, six of the 20 Ministers are women (about 30 percent).

The current representation of women in Ministerial positions has witnessed a slight upward trajectory from four Ministers in the previous Cabinet but still, this falls short of the calls for 50-50 representation. This could be explained by the fact that the pool from which to select women Ministers was constitutionally limited given

that the President had to nominate technocrats, as well as ensure regional representation. Following the 2018 harmonized elections, the pool of women Members of Parliament (MPs) was large enough to choose Ministers, as there was a total of 117 female MPs.

Furthermore, the Constitution allows for the President to nominate five (5) non-Constituency Ministers, which witnessed him appointing Professor Mthuli Ncube and Hon Kirsty Coventry, to head the Ministry of Finance and Economic Development and the Ministry of Youth, Sports, Arts and Recreation, respectively.

Despite the lack of a 50-50 representation, civil society actors and observers noted the increase in women representation in the Cabinet, and said this showed that Zimbabwe was heading towards gender equality and equity in decision-making positions. The Table below shows the gendered representation of women in Ministerial positions, including an outline of the positions they were allocated.

Table 2: Government Ministers by Sex

	Ministry	Name	Gender
1	Ministry of Defence and War Veterans	Hon. Minister Oppah Muchinguri-Kashiri	Female
2	Ministry of Finance	Hon. Minister Prof Ntuli Ncube	Male
3	Ministry of Mines and Mining Development	Hon. Winston Chitando	Male
4	Ministry of Women Affairs, Community, Small and Medium Enterprises Development	Hon. Minister Sithembiso Nyoni	Female
5	Ministry Environment, Tourism and Hospitality Industry	Minister Priscah Mupfumira	Female
6	Information, Publicity and Broadcasting Services	Hon. Minister Monica Mutsvangwa	Female
7	Ministry of Public Service, Labour and Social Welfare	Hon. Minister Sekai Nzenza	Female
8	Ministry of Foreign Affairs and International Trade	Hon. Sibusiso Moyo	Male
9	Ministry of Local Government, Public Works and National Housing	Hon. July Moyo	Male
10	Ministry of Youth, Sport, Arts and Recreation	Hon. Minister Kirsty Coventry	Female
11	Ministry of Industry and Commerce	Hon. Mhangaliso Ndlovu	Male

12	Ministry of Home Affairs and Cultural Heritage	Hon. Cain Matema	Male
13	Ministry of Higher & Tertiary Education	Hon. Amon Murwira	Male
14	Ministry of Primary and Secondary Education	Hon. Paul Mavhima	Male
15	Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement	Hon. Perrence Shiri	Male
16	Ministry of Energy and Power Development	Hon. Joram Gumbo	Male
17	Ministry of Transport and Infrastructural Development	Hon. Joel Matiza	Male
18	Ministry of Information Communication Technology & Courier Services	Hon. Kazembe Kazembe	Male
19	Ministry of Health and Child Care	Hon. Obadiah Moyo	Male
20	Ministry of Justice, Legal and Parliamentary Affairs	Hon. Ziyambi Ziyambi	Male
PERCENTAGE FEMALE MINISTERS (6 OUT OF 20) 30 percent			

Beyond the numbers of women who are ministers, it is also important to reflect on the type of ministries that they were allocated. A key gender shift was noted when a key ministry such as the Ministry of Defence and War Veterans was allocated to a woman. Since Zimbabwe attained its independence in 1980, the Ministry of Defence has been headed by males. The Ministry of Defence is viewed as one of the most important ministries in government hence the appointment of a woman to head such an influential ministry sends a strong message that women can take up such positions in government. The appointment of a woman could also be indicative of the increasing confidence by the President in the ability of women to be in charge of such crucial ministries. Indeed, by having a female Minister of Defence, Zimbabwe has joined a few countries globally which have entrusted this portfolio to a women.

4.1.3 Deputy Ministers

The President appointed 12 Deputy Ministers following the 2018 harmonised elections, and of these, three were women, thereby constituting 25 percent of the Deputy Ministers. The table below highlights the gendered representation of Deputy Ministers and the portfolios they were assigned.

Table 3: Deputy Ministers by Sex

	Ministry	Name	Gender
1	Ministry of Defence & War Veterans	Hon. Victor Matemadanda	Male
2	Local Government, Public Works and National Housing	Hon. Jennifer Mhlanga	Female
3	Ministry of Public Service, Labour and Social Welfare	Hon. Lovemore Matuke	Male
4	Ministry of Industry and Commerce	Hon. Rajesh Kumar Modi	Male
5	Ministry of Home Affairs and Cultural Heritage	Hon. Michael Madiro	Male
6	Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement	Hon. Douglas Karoro	Male
7	Ministry of Mines and Mining Development	Hon. Polite Kambamura	Male
8	Ministry of Energy and Power Development	Hon. Magna Mudyiwa	Female
9	Ministry of Transport and Infrastructure Development	Hon. Fortune Chasi	Male
10	Ministry of Information, Publicity and Broadcasting Services	Hon. Energy Moody	Male
11	Ministry of Information and Communication Technology and Courier Services	Hon. Jenfan Muswere	Male
12	Ministry of Youths, Sports, Arts and Recreation	Hon. Yeukai Simbanegavi	Female
PERCENTAGE FEMALE DEPUTY MINISTERS (3 OUT OF 12) 25 percent			

During his inauguration speech on 26 August 2018, President Mnangagwa promised that his administration “will continue to prioritize the advancement of women, youth and people with disabilities in every sphere of our economy.”

Similarly, the prioritisation and promotion of the rights of women is also embedded in the President's 2030 Agenda, which seeks to ensure that Zimbabwe develops a governance system which is responsive to women's needs and the protection of their rights. Thus, the quest for equality and inclusiveness in the new administration could have been informed by the desire to ensure that the cabinet reflects these calls for diversity, inclusion and equality.

4.1.4 Ministers of State for the Provinces

Provincial Ministers are an integral arm of government and public sector governance. A review of the current

list of Provincial Ministers reflects that gender parity was adhered to in the appointments. Out of the 10 Ministers of State, five are women, effectively constituting 50 percent. The previous government had 4 female Provincial Ministers. The following Table provides an illustration of the gendered representation of Ministers of State for the Provinces:

Table 4: Provincial Ministers by Sex

	Ministry	Name	Gender
1	Minister of State for Harare Province	Sen. Oliver Chidawu	Male
2	Minister of State for Bulawayo Province	Hon. Judith Ncube	Female
3	Minister of State for Mashonaland West Province	Hon. Mary Mliswa	Female
4	Minister of State for Mashonaland East	Hon. Apollonia Munzverengi	Female
5	Minister of State for Mashonaland Central	Hon. Monica Mavhunga	Female
6	Minister of State for Manicaland	Hon Dr. Ellen Gwaradzimba	Female
7	Minister of State for Midlands	Hon. Larry Mavima	Male
8	Minister of State for Masvingo Province	Hon. Ezra Chadzamira	Male
9	Minister of State for Matebeleland South Province	Hon. Abedinico Ncube	Male
10	Minister of State for Matebeleland North Province	Hon. Richard Moyo	Male
PERCENTAGE FEMALE MINISTERS OF STATE (5 OUT OF 10) 50 percent			

4.1.5 Ministers of State in Vice Presidents' Offices

The new government has done significantly well in ensuring a 50-50 representation of women in the decision making spaces in the Vice Presidents' Offices. Of the two, one is a woman, which meets the AU and SADC thresholds of 50-50 gendered representation. The following table provides an illustration of this gendered representation in the Vice Presidents' Offices:

Table 5: Ministers of State in Vice Presidents' Offices by Sex

	Office	Name	Gender
1	Minister in Vice President General (Rtd) Constatino Chiwenga	Hon. Evelyn Ndhlovu	Female
2	Minister Vice President Kembo Mohadi's Office	Hon. Davis Marapira	Male
PERCENTAGE FEMALE MINISTERS IN VP'S OFFICE (1 OUT OF 2) 50 percent			

4.1.6 Overall Representation of Zimbabwe's Cabinet

The cabinet is the apex formal decision making organ of government and as such its decision outcomes have a direct bearing on policy and program implementation. When it comes to gender equality, the cabinet of Zimbabwe has mixed reviews. Overall, women are under-represented in the Presidium (0%); in the Ministerial positions (30%); and Deputy Ministerial positions, (26%). Gender parity has only been reached in the positions of Ministers of State in VPs' Offices as well as in Ministers of State for Provincial Affairs.

4.2 Women's Representation as Permanent Secretaries

The Office of the Permanent Secretary is the cornerstone in the public management systems of the country. Zimbabwe utilizes the Westminster model of government where the Permanent Secretary is the administrative head of a Ministry.³ Permanent Secretaries can be considered as the technocrats, administrative heads or Chief Executive Officers in Government Ministries, and their functions include policy execution. While Ministers are political heads of Ministries, Permanent Secretaries are the engine of the Ministry. Permanent Secretaries are tasked with ensuring the correct interpretation of government policy, seeking legal and technical advice for the ministry, coordinating various activities of their ministries, supervising the execution of functions and results. Permanent Secretaries also have the duty to monitor their budgets, in compliance with Ministry of Finance/Treasury requirements and policies, as well as to defend the expenditures of their ministries before the relevant institutions, such as the Public Accounts Committees in parliament. As administrative heads of ministries, Permanent Secretaries are responsible for the day to day administration and management within government ministries. They have direct responsibility over the allocation of expenditures to prioritized programs and projects within the ministry.

In addition, the roles of Permanent Secretaries include analysis, planning, monitoring, evaluation and communication of Ministry activities. In most cases, the Permanent Secretaries act as spokespersons of their Ministries. Permanent Secretaries also act as the Policy Advisors to the Minister, providing objective advice on issues, including options for consideration by government to deal with the emerging issues. Evidently, the role of the Permanent Secretary often requires a complete understanding of complex technical, legal and financial issues, coupled with the ability to navigate these issues seamlessly.

Currently, in Zimbabwe, the appointment of Permanent Secretaries is done by the President, in consultation with other professional bodies. The appointment of permanent secretaries is also made in terms of Section 205 (1) of the Constitution of Zimbabwe. A review of the profile of permanent secretaries in Zimbabwe since independence generally suggests that appointments have been visibly sensitive to professional background. For example, in appointing a Permanent Secretary for Higher Education, Science and Technology, the President usually takes care to make sure that the incumbent has an advanced degree in order to be able to represent that Ministry effectively. Similarly, in Zimbabwe, in general, the appointment of the Permanent Secretary in the Ministry of Health tends to gravitate towards qualified medical practitioners.

However, the profile of Permanent Secretaries in Zimbabwe, while meeting the desired professional standards, has not met the gender considerations. Currently, only seven (7) out of 19 Permanent Secretaries are female.

³Permanent Secretaries are considered "permanent" in the sense that they are normally career civil servants who have tenure beyond the life of any particular government. This system, in which the permanent public service extends to the topmost levels of public administration, is one of the defining characteristics of the Westminster model.

Table 6: Permanent Secretaries by Sex

	Ministry	Name	Gender
1	Ministry of Defence & War Veterans	Mr. Martin Rushwaya	Male
2	Ministry of Finance and Economic Development	Mr. George Tongesayi Guvamatanga	Male
3	Ministry of Local Government, Public Works and National Housing	Mr. George Magosvongwe	Male
4	Ministry of Foreign Affairs and International Trade	Ambassador James Manzou	Male
5	Ministry of Women's Affairs Community, Small and Medium Enterprise Development	Dr. Rudo Chitiga	Female
6	Ministry of Public Service, Labour and Social Welfare	Dr. Judith Kateera	Female
7	Ministry of Local Government. Public Works and National Housing	Mr. George Magosvongwe	Male
8	Ministry of Home Affairs and Cultural Heritage	Mr. Melusi Matshiya	Male
9	Ministry of Transport and Infrastructure Development	Engineer Amos Marawa	Male
10	Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement	Mr. Ringson Chitsiko	Male
11	Ministry of Mines and Mining Development	Mr. Onesimo M. Moyo.	Male
12	Ministry of Industry and Commerce	Dr. Mavis Sibanda.	Female
13	Ministry of Energy and Power Development	Dr. Gloria Magombo	Female
14	Ministry of Primary and Secondary Education	Ms. Tumisang Thabela	Female
15	Ministry of Information and Communication Technology and Courier Services	Engineer Samuel Kundishora	Male
16	Ministry of Information, Publicity and Broadcasting Services	Mr. Nick Mangwana	Male
17	Ministry of Youths, Sports, Arts and Recreation	Dr Thokozile Chitepo	Female
18	Ministry of Justice, Legal and Parliamentary Affairs	Mrs. Virginia Mabiza	Female
19	Ministry of Environment, Tourism and Hospitality Industry	Mr. Munesushe Munodawafa	Male
20	Ministry of Higher, Tertiary Education, Science and Technology	Prof. Fanuel Tagwira	Male
21	Ministry of Health and Child Care	Brigadier General Dr. Gerald Gwinji	Male
PERCENTAGE FEMALE PERMANENT SECRETARIES (7 OUT OF 21) 33.3 percent			

In addition to Permanent Secretaries, other senior civil servants include the Chief Secretary to the Office of the President and Cabinet which is currently occupied a man. There are three Deputy Chief Secretaries to the Office of the President and Cabinet and all the three posts are all occupied by men.

4.3 Women's Representation in the Judiciary

The judiciary is one of the three key arms of government (executive, legislature and judiciary). Women's representation and decision making in the judiciary in Zimbabwe tends to be relatively better than other sectors. Zimbabwe's Constitution encourages the State to achieve gender balance in elective or appointed government bodies, including the Judiciary. The Constitutional and the Supreme Court of Zimbabwe have endeavoured to follow the gender balance objectives in the Constitution. For example, on the Supreme Court of Zimbabwe, there are six female judges out of thirteen justices, which is 46 percent representation. The Supreme Court of Zimbabwe is the highest court of order and the final court of appeal. The judiciary is headed by the Chief Justice of the Supreme Court who, like the other justices, is appointed by the President on the advice of the Judicial Service Commission.⁴

Table 7: Supreme Court Justices by Sex

	Name	Gender
1	Chief Justice Luke Malaba	Male
2	Deputy Chief Justice Elizabeth Gwaunza	Female
3	Justice Rita Makarau	Female
4	Justice Paddington Garwe	Male
5	Justice Marie-Anne Gowora	Female
6	Justice Ben Hlwatshwayo	Male
7	Justice Bharat Patel	Male
8	Justice Antonia Guvava	Female
9	Justice Chinembiri Bhunu	Male
10	Justice Susan Mavangira	Female
11	Justice Tendai Uchena	Male
12	Justice Francis Bere	Male
13	Justice Lavender Makoni	Female
PERCENTAGE FEMALE JUDGES (6 OUT OF 13) 46.15%		

⁴ For the first seven years after publication of the Constitution, (from 2013 to May 2020), the Chief Justice, Deputy Chief Justice and seven other judges from the Supreme Court sit as the Constitutional Court.

Despite the paucity of women in other arenas of public sector decision-making, within the judiciary, things seem to be changing for the better. Previously, the appointment of judges was largely driven by the executive with limited input from the public and the JSC. However, with the adoption of the new Zimbabwean Constitution in 2013, whose section 180 stipulates that positions in the Supreme and Constitutional Court must be publicly advertised, the number of women on the bench is slowly increasing. The Constitutions also provides for the public to nominate candidates, and for the candidates to be publicly interviewed.⁵

Beyond the issue of quantitative representation, it is important to examine how gender issues are qualitatively represented in the highest court of Zimbabwe. The Constitutional and Supreme Courts of Zimbabwe include members of the bench who have a history of promoting gender equality in Zimbabwe such as Justice Elizabeth Gwaunza, Justice Vernanda Ziyambi and Justice Lavender Makoni.

Justice Gwaunza was admitted as a High Court judge in 1998. She was a legal practitioner of the High Court of Zimbabwe in 1987, and a co-founder, as well as the National Co-ordinator of the Women and Law in Southern Africa (WILSA) from 1989 to 1995. Furthermore, Justice Gwaunza was the founding member and past president of the Zimbabwe Association of Women Judges and member of the International Association of Women Judges. Justice Gwaunza also chaired the Wills and Inheritance Project, a collaborative project between the Ministry of Justice, Legal and Parliamentary Affairs and the British Government's Department for International Development (DFID). Justice Gwaunza had previously worked in the then Ministry of Community Development and Women's Affairs as assistant secretary (legal affairs) between 1981 and March 1984. This professional background demonstrates that she brings to the Supreme and Constitutional Courts a sound understanding of gender issues.

Justice Gwaunza was appointed to the Supreme Court in November 2002, becoming the second woman to sit on the Supreme Court bench. Justice Gwaunza is the first woman to hold the post of Deputy Chief Justice. During her appointment as Deputy Chief Justice in March 2018, Justice Gwaunza indicated that her vision was to carry forward an effective justice delivery system and to ensure that the judiciary plays a role in contributing to a just and inclusive society.

Similarly, Justice Lavender Makoni was appointed to the Supreme Court in May 2018, and during her swearing in ceremony, she highlighted why it is important for the judiciary to have women in decision making positions. Justice Makoni noted that women in the judiciary help to highlight the plight and needs of women and children. Their appointment to the bench is crucial for addressing past violations against vulnerable groups in society. Justice Makoni, was one of the eight judges (six men and two women) interviewed to fill the Supreme Court's vacant posts. Before her appointment as a Supreme Court Judge, Justice Makoni was a Judge in charge of the High Court's civil division. She has reviewed cases that confront women, including issues such as inheritance. Notably, Justice Makoni ruled in favour of Ms. Marian Mhloyi when her husband, former Minister Dr. Ignatius Chombo, pushed her out of Allan Grange Farm in Raffingora.

The appointment of women in higher levels of decision making is crucial for gender equality and justice. For example, Justice Hlekani Mwayera was appointed as senior judge at the newly launched Mutare High Court. An advocate of women's rights, Justice Mwayera made a landmark ruling on inheritance which allowed grandchildren to lawfully step into their parents' shoes to inherit from their grandparents in cases where the concerned parents are deceased. Justice Mwayera has also advocated for stiffer penalties for perpetrators of domestic violence.

⁵A Reflection on Zimbabwe's JSC interviews for Supreme Court Judges, Judges Matter, by Tabeth Masengu, researcher at the Democratic Governance and Rights Unit (DGRU) and PhD Research fellow at the UCT Department of Public Law and GHENT 14 November 2016, <http://www.judgesmatter.co.za/opinions/a-reflection-on-zimbabwes-jsc-interviews-for-the-supreme-court/>



Chief Justice Luke Malaba swears in new Supreme Court Judge, Justice Lavender Makoni in May 2018: Picture by Justice Mutenda

There is no doubt that gender equality and an effective judiciary are both essential to achieving economic development and building strong societies. This is why women's representation in the public sector arena of the judiciary is imperative. In line with this thinking, the World Bank organized a conference on Gender and the Judiciary in Africa from June 10-14, 2018. The conference was held in Arusha, Tanzania, and it brought together Chief Justices, Judges, Magistrates and other stakeholders to discuss ways in which the judiciary can guarantee the fundamental right of every woman to live free of discrimination and violence. The conference affirmed the role of women in social and economic development, and reviewed international good practices, as well as innovative approaches and gender-specific strategies, to advance judicial sector development.⁶

⁶The World Bank: Events: "Gender and the Judiciary in Africa," 10-14 June 2018, Arusha, Tanzania, <https://www.worldbank.org/en/events/2018/06/10/gender-and-the-judiciary-in-africa> (Date Accessed: 14 October 2018)

Table 8: High Court judges by sex

	Name	Gender
1.	Justice George Chiweshe	Male
2.	Justice Charles Hungwe	Male
3.	Justice Alphas Chitakunye	Male
4.	Justice Francis Bere	Male
5.	Justice Samuel Kudya	Male
6.	Justice November Mtshiya	Male
7.	Justice Nicholas Mathonsi	Male
8.	Justice Garainesu Mawadze	Male
9.	Justice Mary Zimbae Dube	Female
10.	Justice Happius Zhou	Male
11.	Justice David Mangota	Male
12.	Justice Maxwell Takuva	Male
13.	Justice Erica Ndewere	Female
14.	Justice Loice Matanda Moyo	Female
15.	Justice Nokhutula Moyo	Female
16.	Justice Owen Tagu	Male
17.	Justice Esther Muremba	Female
18.	Justice Davison Moses Foroma	Male
19.	Justice Jester Helena Charewa	Female
20.	Justice Tawanda Chtapi	Male
21.	Justice Edith Kuda Mushore	Female
22.	Justice Clement Phiri	Male
23.	Justice Nyaradzo Priscilla Munangati Manongwa	Female

24.	Justice Philda Muzofa	Female
25.	Justice Pisirayi Kwenda	Male
26.	Justice Isaac Muzenda	Male
27.	Justice Jacob Manzunzu	Male
28.	Justice Benjamin Chikowero	Male
29.	Justice Thompson Mabhikwa	Male
30.	Justice Neville Wamambo	Male
31.	Justice Sylvia Chirawu	Female
32.	Justice Joseph Musakwa	Male
33.	Justice Martin Makonese	Male
34.	Justice Hlekani Mwayera	Male
35.	Justice Joseph Mafusire	Male
36.	Justice Priscila Chigumba	Female
37.	Justice Amy Tsanga	Female
High Court Judges who are female		32.4 percent

4.4 Women's Representation in Chapter 12 and Chapter 13 Institutions

The Constitution of Zimbabwe contains a gender equity clause which states that “the State must take all measures, including legislative measures, needed to ensure that both genders are equally represented in all institutions and agencies of government at every level;” and that “women constitute at least half the membership of all Commissions and other elective and appointed governmental bodies established by or under this Constitution or any Act of Parliament....”

Chapter 12 Institutions are commissions established to entrench a culture of democracy, human rights, promoting citizen interests and strengthening a culture of transparency and accountability in Zimbabwe. These institutions include the Zimbabwe Human Rights Commission (ZHRC), the Zimbabwe Gender Commission (ZGC), the National Peace and Reconciliation Commission (NPRC), the Zimbabwe Electoral Commission (ZEC) and the Zimbabwe Media Commission (ZMC).

4.4.1 Zimbabwe Human Rights Commission

The Zimbabwe Human Rights Commission (ZHRC) is a national human rights institution which was established under section 242 of the Constitution of Zimbabwe. The coming into force of the ZHRC preceded the new Constitution of 2013, as the Commission was established after the signing of the Global Political Agreement between ZANU PF and the two MDC formations⁷. The ZHRC exists to promote awareness and respect for human rights and freedoms. It is an independent Commission whose main mandate is to protect, promote and enforce human rights. Key tasks undertaken by this body include monitoring and assessing observance of human rights and freedoms in Zimbabwe as well as conducting issues relating to human rights, freedoms and social justice. This Chapter 12 institution receives complaints on human rights abuses and takes appropriate measures including making recommendations to Parliament on how best to promote and protect human rights.

A gender audit of the ZHRC indicates that this is one of the commission that has fully respected the spirit and letter of the Constitution with regards to promoting gender equality. The ZHRC has 5 female Commissioners out of a total of 9 Commissioners, which means that women make up 56 percent of the Commission. In addition, the ZHRC complied with the Constitutional provision which stipulates that a chairperson and vice or deputy chair-person of a committee cannot be of the same gender⁸. The Table below shows the distribution of the Commissioners within the ZHRC by gender:

⁷The Zimbabwe Human Rights Commission (ZHRC) was created by the Global Political Agreement (GPA) which was signed by the three major political actors (ZANU PF and two MDC formations) in this country in 2008 and was given effect by Constitution Amendment 19 and specifically section 100R of the former Constitution. It is now established by the current Constitution of Zimbabwe Amendment (No.20) Act 2013, Chapter 12, commonly referred to as “Independent Commissions supporting democracy” and sections 242-244 of the same. It is operationalized by the Zimbabwe Human Rights Commission Act Chapter 10:30 which was promulgated on the 12th of October, 2012.

⁸Zimbabwe Constitution, Ch. 18, Subsection 320

Table9: ZHRC Commissioners by Sex

	Title and Name	Gender
1	Chairperson Elasto Mugwadi	Male
2	Deputy Chairperson Dr. Ellen Sithole	Female
3	Commissioner Japhet Ndabeni Ncube	Male
4	Commissioner Sheila Hilary Matindike	Female
5	Commissioner Petunia Chirisei	Female
6	Commissioner Prof Caroll T. Khombe	Male
7	Commissioner Kwanele Muriel Jirira	Female
8	Commissioner Sethulo Ncube	Female
9	Commissioner Dr Joseph Kurebwa	Male
PERCENTAGE FEMALE ZHRC COMMISSIONERS (5 OUT OF 9) 56 percent		

The Secretariat of the Zimbabwe Human Rights Commission is gender balanced, with the Chief Executive Secretary until 2018 being a woman with two male Deputy Executive Secretaries. Furthermore, the Secretariat has 50 percent of women in decision making positions (4 women out of 8 senior staff).

Table 10: ZHRC Management Positions by Sex

	Title and Name	Gender
1	Executive Secretary, Mrs Makanatsa Makonese	Female
2	Deputy Executive Secretary Programmes, Mr Eric Mukuturi	Male
3	Deputy Executive Secretary: Administration, Mr Hosiash Gadzai	Male
4	Chief Human Rights Officer; Complaints Handling and Investigations, Mrs Kurai Makumbe	Female
5	Chief Human Rights Officer: Education, Promotion and Research, Mrs Karukai Mutsauka	Female
6	Chief Human Rights Officer: Monitoring and Inspections, Mrs Priscilla Mbanga	Female
7	Acting Finance Director, Mr Chikowero Tanyanyiwa	Male
8	Human Resources Director, Mr Vincent Makoni	Male
PERCENTAGE FEMALE ZHRC SENIOR STAFF (4 OUT OF 8) 50 percent		

Apart from the quantitative representation of women in the ZHRC, there is evidence to support the fact that the Commission is deliberately maintaining a culture of gender equality. The ZHRC's Elections Observations Statement, following the 30 July 2018 harmonized elections, reflected that the organization regarded gender issues as integral in election processes. The report noted that, *"there was a visible absence of female candidates, in violation of the Constitutional provision on gender equality, as well as SADC Protocol on Gender providing for the 50-50 parity on parliamentary representation"*.⁹

4.4.2 The Zimbabwe Gender Commission

The Zimbabwe Gender Commission (ZGC) was established in terms of Section 245 of the Constitution and operationalized by the Zimbabwe Gender Commission Act. ZGC is mandated to do everything necessary to promote, protect and advance gender equality and equity. As such, some of the Commission's functions include; to monitor issues concerning gender equality with a view to ensure compliance with gender equality provisions of the Constitution; receive complaints on gender issues from the public; to investigate possible violations of rights relating to gender and to research into gender issues, among others.

Table 11: ZGC Commissioners by Sex

	Title and Name	Gender
1	Chairperson, Mrs. Margaret Sangarwe-Mukahanana	Female
2	Deputy Chairperson, Dr Paul Kadzima	Male
3	Commissioner Sibongile Chambakale Mauye	Female
4	Commissioner Tsungirirai Kundai Hungwe-Chimbunde	Female
5	Commissioner Naome Chimbetete	Female
6	Commissioner Obert Matshalaga	Male
7	Commissioner Dr. Nyepudzai Mercy Nyangulu	Female
8	Commissioner Peter Mawonera (Chief Chikwizo)	Male
9	Commissioner Obert Matshalaga	Male
PERCENTAGE FEMALE ZGC COMMISSIONERS (5 OUT OF 9) 56 percent		

4.4.3 The National Peace and Reconciliation Commission

The National Peace and Reconciliation Commission (NPRC) is established in terms of Section 251 of the Constitution. Its primary mandate is to promote peace, healing and reconciliation in Zimbabwe. It was preceded by the Organ for National Healing and Reconciliation and Integration (ONHRI), which came into effect in 2009. President Emmerson Mnangagwa signed the National Peace and Reconciliation Commission Bill (NPRC) into law on the 5th of January 2018, which Act then operationalised the Commission.

⁹Full Text: Zimbabwe Human Rights Commission (ZHRC) Preliminary Election Monitoring Report: 23 – 31 July 2018, <https://news.pindula.co.zw/2018/08/10/full-text-zimbabwe-human-rights-commission-zhrc-preliminary-election-monitoring-report-23-31-july-2018/> (Date Accessed 12 October 2018)

Table 12: NPRC Commissioners by sex

	Title and Name	Gender
1	Chairperson, Retired Justice Selo Masole Nare	Male
2	Deputy Chairperson, Lilian Chigwedere	Female
3	Commissioner Netty Musanhu	Female
4	Commissioner Godfrey Chada	Male
5	Commissioner Dr Golden Chekenyere	Male
6	Commissioner Patience Chiradza	Female
7	Commissioner Reverend Charles Masunungure	Male
8	Commissioner Leslie Ncube	Male
9	Commissioner Choice Ngoro	Female
PERCENTAGE FEMALE NPRC COMMISSIONERS (4 OUT OF 9) 44percent		

The table above shows that 4 out of 9 Commissioners are female, making 44%. Even though the percentage falls short of the Constitutional requirement, it is quite a commendable representation.

4.4.4 Zimbabwe Electoral Commission

The Zimbabwe Electoral Commission (ZEC) is an independent Commission established in terms of Section 238 of the Constitution. It is operationalised by the Zimbabwe Electoral Commission Act. The main functions of the Commission are to prepare, conduct and supervise elections for the office of the President, Parliament, Councillors, National Council of Chiefs among others. All this is done by way of registering voters, delimit constituencies among others with a view to ensure that those elections are efficient, free, fair and transparent.

Table 13: ZEC Commissioners by Sex

	Title and Name	Gender
1	Chairperson, Justice Priscilla Chigumba	Female
2	Deputy Chairperson, Mr. Emmanuel Magade	Male
3	Commissioner Daniel John Chigaru	Male
4	Commissioner Joyce Laetitia Kazembe	Female
5	Commissioner Sibongile Ndlovu	Female
6	Commissioner Dr. Ngoni Kundidzora	Male
7	Commissioner Dr. Qhunbani Moyo	Male
8	Commissioner Faith Sebata	Female
9	Commissioner Netsai Mushonga	Female
PERCENTAGE FEMALE ZEC COMMISSIONERS (5 OUT OF 9) 56 percent		

The Commission comprises 8 Commissioners, and a Chairperson. The Chairperson of ZEC is appointed by the President, after consultation with the judicial service commission, while the other 8 Commissioners are appointed from a list of nominees supplied by the Parliamentary Committee on Standing Rules and Orders. And 56 percent (5 out of 9) of ZEC Commissioners are women.

In addition to having more than 50 percent representation of women in ZEC, the Electoral Commission also endeavours to mainstream gender in its work. ZEC has collaborated with organisations such as the Electoral Institute for the Sustainability of Democracy in Africa (EISA) in ensuring that the Commission developed innovative voter education and outreach materials that were gender sensitive. During the preparations for the 2018 harmonised elections, ZEC used a lot of outreach and publicity materials that encouraged women to register as voters and as candidates in the elections. In addition, ZEC also has engaged in a series of training and capacity building for staff focusing on gender, with support from organisations such as the Zimbabwe Electoral Support Network (ZESN) and UN Women. Furthermore, ZEC also released gender-disaggregated data on voter registration and voting during the harmonised elections.

4.4.4 Zimbabwe Anti-Corruption Commission

The Zimbabwe Anti-Corruption Commission (ZACC) is a body that has the constitutional mandate to tackle corruption.

Table 14: ZACC Commissioners by Sex

	Title and Name	Gender
1	Chairperson, Mr Job Whabira	Male
2	Dr Nanette Silukhuni	Male
3	Commissioner Goodson Nguni	Male
4	Commissioner Christine Fundira	Female
5	Commissioner Denford Chirindo	Female
6	Commissioner Cathy Muchechetere	Male
7	Commissioner Farai Mashonganyika	Female
8	Commissioner Boyana Ndou	Female
9	Commissioner	Male
PERCENTAGE FEMALE ZACC COMMISSIONERS (4 OUT OF 9) 44.44 percent		

4.5 Women's Representation in State Enterprises and Parastatals

Zimbabwe has several state enterprises and parastatals. These include the Zimbabwe Electricity Supply Authority (ZESA), the Zimbabwe Revenue Authority (ZIMRA), the Zimbabwe National Roads Authority (ZINARA), NetOne, TelOne, the Post Office Service Bank (POSB), National Railways of Zimbabwe (NRZ), the IDBZ and Agribank, the Postal and Telecommunications Regulatory Authority of Zimbabwe (POTRAZ), Broadcasting Authority of Zimbabwe, among others.

There are very few women who are heads of parastatals or state enterprises. A study entitled "Measuring Differences on Board of Directors in Zimbabwe; 2015" highlighted that out of 88 chairpersons of parastatal boards, women chairpersons only constitute 27 percent. A baseline survey conducted by the Zimbabwe Gender Commission in March 2017 revealed that men comprise of 89 percent of Chief Executive Officers in parastatals and 72 percent of those in senior managerial positions. The same survey concluded that women comprise of 34 percent of those in the Boards of parastatals, and only 27 percent females are Board Chairs. The Table below is adapted from the Zimbabwe Gender Commission Baseline Survey conducted in February 2017, and it shows the gendered composition of board memberships in parastatals (as of February 2017):

4.5.1 Gender Composition of Board Membership in Parastatals

Women's representation in all Boards under the Ministries constituted 35% while men constituted 65%.

Table 15: Women's Representation in Boards under the Ministries (February 2017)

MINISTRY	No of Boards	Gender Composition of Board Membership	
		Female	Male
Ministry of Agriculture	9	23	55
Ministry of Industry and Commerce	10	29	52
Ministry of Local Government, Public Works and National Housing	1	2	4
Ministry of Lands and Rural Resettlement	1	4	7
Ministry of Macro-Economic Planning and Investment Promotion	2	6	14
Ministry of Mines and Mining Development	5	4	41
Ministry of Public Service, Labour and Social Welfare	2	9	7
Ministry of Transport and Infrastructural Development	5	14	26
Ministry of Environment, Water and Climate	4	16	19
Ministry of Finance and Economic Development	7	20	41
Ministry of Women Affairs, Gender and Community Development	1	4	3
Ministry of Defence	1	1	6
Ministry of Home Affairs	1	0	6
Ministry of Justice, Legal and Parliamentary Affairs	2	9	8
Ministry of Sport and Recreation	2	3	12
Ministry of Small and Medium Enterprise and Cooperative Development	4	11	24
Ministry of Energy and Power Development	6	16	30
Ministry of Media, Information and Broadcasting Services	1	4	5
Ministry of Health and Child Care	27	106	159
TOTAL	91	281 (35%)	519 (65%)

Source: Zimbabwe Gender Commission: Baseline Survey of Gender Composition of Boards of Parastatals (2017)

Table 16: Women's Representation as Chairs of Boards under the Ministries (February 2017)

MINISTRY	No of Boards	Gender Composition of Chairpersons	
		Female	Male
Ministry of agriculture	9	3	5
Ministry of Industry and Commerce	10	3	8
Ministry of Local Government, Public Works and National Housing	1	0	1
Ministry of Lands and Rural Resettlement	1	1	0
Ministry of Macro-Economic Planning and Investment Promotion	2	1	1
Ministry of Mines and Mining Development	5	0	5
Ministry of Public Service, Labour and Social Welfare	2	0	2
Ministry of Transport and Infrastructural Development	5	1	4
Ministry of Environment, Water and Climate	4	0	4
Ministry of Finance and Economic Development	7	3	3
Ministry of Women Affairs, Gender and Community Development	1	0	1
Ministry of Defence	1	0	1
Ministry of Home Affairs	1	0	1
Ministry of Justice, Legal and Parliamentary Affairs	2	1	1
Ministry of Sport and Recreation	2	0	2
Ministry of Small and Medium Enterprise and Cooperative Development	4	1	3
Ministry of Energy and Power Development	6	1	5
Ministry of Information, Media and Broadcasting Services	1	0	1
Ministry Health and Child Care	27	9	18
TOTAL	91	24 (27%)	66 (73%)

Source: Zimbabwe Gender Commission: Baseline Survey of Gender Composition of Boards of Parastatals (2017)

Table 17: Leadership in State Enterprises and Parastatals by Sex (July 2019)

	Institution	Name	Gender
1	Agriculture Marketing Authority	Mrs. Nancy Zitsanza	Female
2	Agricultural and Rural Development Authority	Mr. Willard Mbona	Male
3	Civil Aviation Authority of Zimbabwe	Mrs. Margaret Mantiziba (Acting)	Female
4	Zimbabwe Electricity Supply Authority	Engineer Patrick Chivaura	Male
5	Zimbabwe Electricity Distribution and Transmission Company	Mr. Ralph Katsande (Acting)	Male
6	Zimbabwe Investment Authority	Mr. Richard Mubaiwa	Male
7	Zimbabwe National Water Authority	Dr. JK Sakupwanya	Male
8	Zimbabwe National Roads Administration	Mrs Mathlene Mujokoro (Acting)	Female
9	Zimbabwe Revenue Authority	Ms. Faith Mazani	Female
10	Zimbabwe Broadcasting Corporation	Mr. Patrick Mavhura	Male
11	Zimbabwe National Statistical Agency (ZIMSTATS)	Mr. Dzinotizei Mutasa	Male
12	Zimbabwe Posts Limited (ZIMPOST)	Mr. Sifundo Chief Moyo Moyo (Acting)	Male
13	Zimbabwe Parks and Wildlife Authority	Mr. Fulton Upenyu Mangwanya	Male
14	Zimbabwe Youth Council	Mr. Cephaz Nyoni	Male
15	Zimbabwe Mining Development Corporation	Mr. Peter Chimboza	Male
16	Minerals Marketing Corporation of Zimbabwe	Mr. Tongai Matthew Muzenda	Male
17	National Museums and Monuments	Dr. Godfrey Mahachi	Male
18	National Railways of Zimbabwe	Mr. Lewis Mukwada	Male
19	National Social Security Authority	Mr. D. Makwara (Acting)	Male
20	National AIDS Council	Mr. Albert Manenji (Acting)	Male
21	National Oil Infrastructure Company of Zimbabwe	Mr. W. Matukeni	Male
22	National Oil Company of Zimbabwe- NOCZIM)	Mr. Zvinechimwe Ruinga Churu	Male
23	TelOne	Ms. Chipo Mtasa	Female
24	NetOne	Mr. Lazarus Muchenje	Male
25	PowerTel	Mr. Samuel Maminimini	Male

26	People's Own Savings Bank	Mr. Admore Kandlela	Male
27	Postal and Telecommunications Regulatory Authority of Zimbabwe (POTRAZ)	Mr. Kennedy Dewera (Acting)	Male
28	Infrastructure Development Bank of Zimbabwe	Mr. Thomas Zondo Sakala	Male
29	Agricultural Bank of Zimbabwe (AGRIBANK)	Mr. Somkhosi M. T. Malaba	Male
30	Empower Bank	Mr. Raymond Njanike	Male
31	Zimbabwe Women Microfinance Bank (Women's Bank)	Ms. Mandas Marikanda	Female
32	Small Enterprises Development Corporation	Mrs. Gladys Kanyongo	Female
33	Zimbabwe United Passenger Company	Mr. Zion Muwoni	Male
34	National Handling Services	Mr. Godknows Marawanyika	Male
35	Air Zimbabwe	Mr. Joseph Makonise (Acting)	Male
36	Research Council of Zimbabwe	Mrs. Susan Muzite	Female
37	Zimbabwe Manpower Development Fund (ZIMDEF)	Engineer S. Marume (Acting)	Male
38	Zimbabwe Council on Higher Education (ZIMCHE)	Prof. Peter Dzvimbo	Male
39	Zimbabwe School and Examination Council (ZIMSEC)	Prof. Edias Mwenje	Male
40	Scientific and Industrial Development Research Centre (SIRDC)	Prof. Robson Mafoti	Male
41	Zimbabwe National Trade Development (ZIIMTRADE)	Mr. Allan Majuru	Male
42	National Arts Council	Mr. Nicholas Moyo	Male
43	National Gallery of Zimbabwe	Mrs. Doreen Sibanda	Female
44	Zimbabwe National Family Planning Council	Dr. Munyaradzi Murwira	Male
45	Zimbabwe Tourism Authority	Mrs. Rita Likukuma (Acting)	Female
46	Medicines Control Authority of Zimbabwe	Ms. Gugu N. Mhlangu	Female
47	Central Mechanical and Equipment Department (CMED)	Mr. Davison Mhaka	Male
48	Traffic Safety Council of Zimbabwe	Mr. Obio M. Chinyere	Male
49	Forestry Commission	Mr. Abednigo Marufu	Male
PERCENTAGE FEMALE HEADS OF PARASTATALS/STATE ENTERPRISES (11 OUT OF 49) 22 percent			

4.6 Women's Representation in Local Government

This section focus on the representation of women in decision making in local government. Local government is the third tier of government, and it can arguably be considered as the level of government that has more proximity to the citizens. There is an intricate link between local government and central government. In fact, it has been argued that gender equality at local government level may be an important step in helping to attain gender balance at the national levels.

Furthermore, local government plays a key role in promoting socio-economic and political development of the country. The representation of women in local government is just as critical as in central government. In fact, any level of governance and decision-making that has an under-representation of women results in a democratic deficit (Kandawasvika-Nhundu, 2018). Increasingly, there is a recognition that women's representation, inclusion and diversity in decision making at all levels, results in the crafting and implementation of better decisions. This is particularly true when it comes tasks as complex representing the interests of citizens at the local level. Women's equal participation and representation in local decision-making processes is critical for prioritizing women's practical needs and issues in local governments' agendas. Furthermore, gender equality in local government will ensure that the services that are provided by local authorities and municipalities can make a significant and positive change not only to citizens at large, but also to the condition and position of women.

In Zimbabwe, the Constitution tacitly acknowledges the importance of equitable and gendered representation in local government. Section 265(1) (g) of the Zimbabwean Constitution provides that provincial and local councils are tasked with ensuring fair and equitable gender representation of people within their jurisdiction. Local governments are a critical pillar of the public sector.

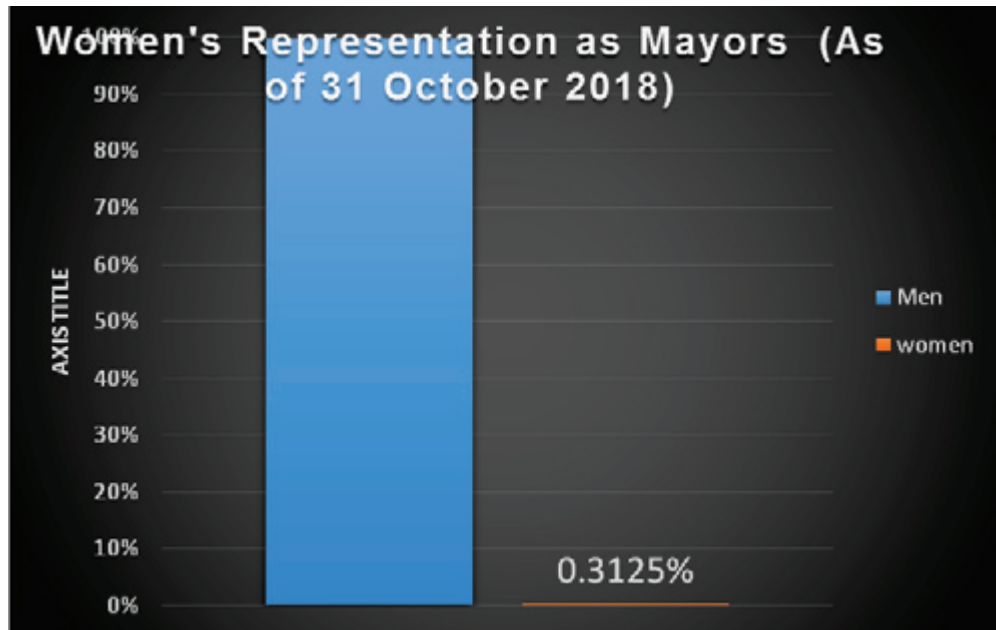
In this regard, prioritising local government elections becomes indispensable. Local governments are responsible for providing important socio-economic goods and services such as residential land, business land, water, sanitation, health, transport and education, among others. It is therefore important to examine the gendered representation of this sector so that we can deduce the extent to which local governance processes are inclusive. According to UN Habitat (2008), good local governance cannot exist without paying due attention to gender equality and women's empowerment.

According to a research undertaken by the Research and Advocacy Unit (2012), women constitute more than 65 % of the local government services users, and it therefore makes sense to ensure that they are involved in the decisions regarding distribution and prioritisation of these services. Furthermore, the influence of gender in strengthening and improving service delivery and transparent use of public resources has been highlighted in several reports and literature. Thus, it becomes of strategic importance to understand how cities and local authorities are managed from a gendered perspective.

Data on gendered representation of local governments has not been easy to come by. The reasons for this are manifold. First, the vast number of local governments and the diversity of their structures makes it difficult to collate the necessary data. However, from the data from the Urban Councils Associations (2018), out of the 32 local government authorities whose data was readily available, only one Mayor is a female. Councillor Angeline Kasipo of the City of Kwekwe, is currently the only female Mayor in Zimbabwe. During her swearing in ceremony, Councillor Kasipo said she would not force people off the streets before an alternative site is created for them¹⁰.

¹⁰ Kwekwe gets the first female Mayor, " The Chronicle, 6 November 2018, <https://www.chronicle.co.zw/kwekwe-gets-first-female-mayor/>

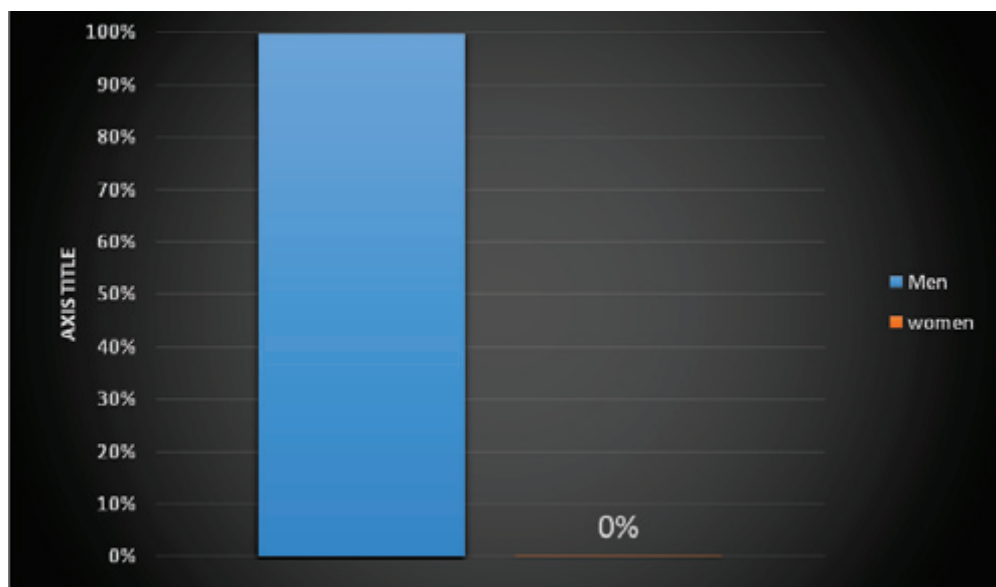
The graph below shows women's representation as Mayors (as of 31 October 2018):



It is evident that women remain particularly under-represented in local government decision making structures. While in Zimbabwe, women constitute 52% of the population, the numerical superiority of women has not translated into their meaningful representation in decision making positions at local government level (Councillors' Induction Handbook, 2013:53).

Out of the 32 local authorities that were analysed, there is also no female Town Clerk or Secretary. This means there is 0 percent representation of women in the highest administrative office of local government.

The graph below shows the representation of Town Clerks and Secretaries, from the 32 Local Authorities (as of 31 October 2018):

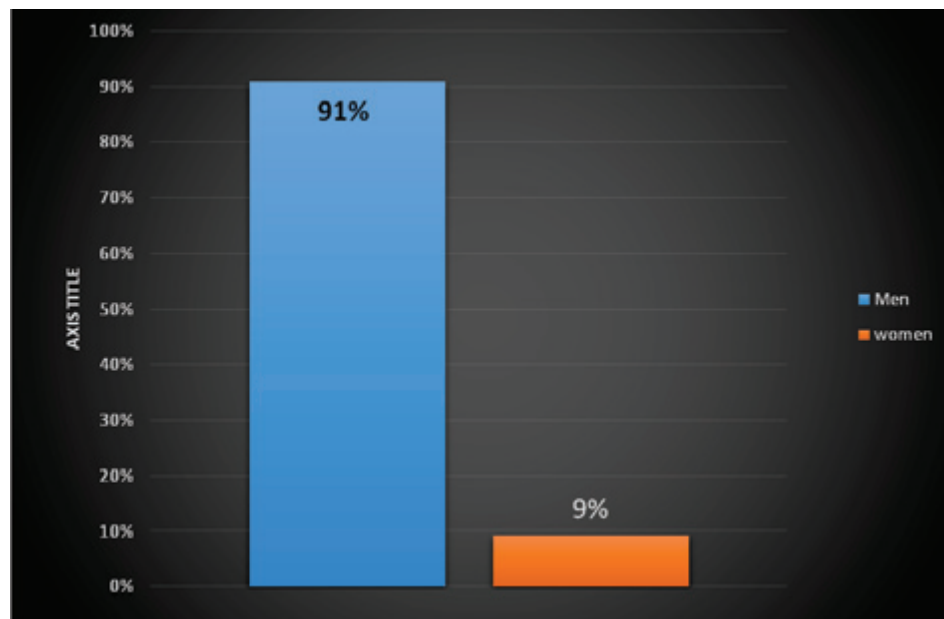


4.7 Women's Representation in Ambassadorial and Diplomatic Posts

According to Towns and Niklasson (2017), the field of diplomacy is where national institutions meet international politics. Zimbabwe's missions abroad fall under the Ministry of Foreign Affairs. Ambassadors are appointed by the President, and they serve as heads of diplomatic missions, and they represent state interests abroad. Against this background, the position of Ambassador is very important for the public sector for various reasons.

Out of 43 Missions of Zimbabwe, only 4 are headed by a women. This makes it 9% representation, while men are 91% of Ambassadorial positions or Heads of Missions (HoMs). This demonstrates that Foreign Service and diplomatic missions remain patriarchal strongholds in Zimbabwe. The under-representation of women in diplomatic missions of the Government of Zimbabwe confirms what Enloe (1990) wrote about diplomacy more than twenty years ago. According to Enloe (1990: 97-98), "diplomacy is a male-dominated arena, where "men are seen as having the skills and resources that the government needs if its international status is to be enhanced."

The graph below shows the representation of women as Ambassadors of Zimbabwe to other countries (as of October 2018)



4.8 Women's Representation in State Universities

State universities are publicly funded entities and they are supposed to be bastions of progress and diversity. Furthermore, universities in general, enroll more women than male. However, the paradox is that there is currently no female Vice Chancellor in Zimbabwe's public universities. This under-representation of women in academic institutions reveals that even in academia, the quest for gender equality remains a challenge. It is a sobering reality that in Zimbabwe's state universities, there is currently no female Vice Chancellor. The paucity of women in leadership positions at university level cannot be due to the fact that there are less women who are qualified. Burkinshaw and White (2017) argue that gendered power relations at universities, as well as within university regulatory authorities explain the entrenched gender inequality at universities. Nguyen (2013) argues that universities have a "highly masculine culture," which favours men at the expense

of women. Bulick and Frey (2017) argue that higher education institutions, especially universities have to decolonize themselves in order to embrace gender equality.

The table below highlights the gendered representation of Vice Chancellors in State Universities:

Table 18: Vice Chancellors in State Universities by Sex

	Name of University	Name of the Vice Chancellor	Gender
1	Bindura University of Science Education	Professor Eddie Mwenje	Male
2	Chinhoyi University of Science and Technology	Professor David Jambgwa Simbi	Male
3	Great Zimbabwe University	Professor Andrew Chindanya	Male
4	Lupane State University	Professor Pardon Kuipa	Male
5	Great Zimbabwe University	Professor Rungano. Jonasi Zvobgo	Male
6	Manicaland State University of Applied Sciences	Professor Rukudzo Murapa	Male
7	Midlands State University	Professor Victor Muzvidziwa	Male
8	National University of Science and Technology	Professor Mqhele Dhlodlo	Male
9	University of Zimbabwe	Professor Paul Mapfumo	Male
10	Zimbabwe Open University	Professor Alfred Champion Ncube (Acting)	Male
Percentage of female Vice Chancellors 0 percent			

5.0 Comparative Analysis

5.1 Zimbabwe, the Region, the Continent and the World

Generally, women's representation in various public sector entities in Zimbabwe is still beneath the 50-50 representation that is called for by SADC and the African Union. There is uneven representation and paucity of women in leadership and decision-making in the public sector. Zimbabwe is still ranking lowly in gender equality ranking. The 2017 UNDP Human Development Report revealed that the Gender Inequality Index (GII) is at 0.534 compared to an ideal of zero (ranking 128 out of 160 countries). Women's representation in various public sector entities in Zimbabwe is still beneath the 50-50 representation that is called for by SADC, the African Union and the UN's Planet 50-50 by 2030. It is important to see how Zimbabwe compares with other countries in the region and also continentally and globally.

In the Southern African region, South Africa seems to be doing better in terms of gendered representation of women in the public sector. Currently women ministers comprise 41.7% of the cabinet, representing the highest number of female ministers in Africa, while women deputy ministers make up 47% of the total number of deputy ministers. In addition, women make up 41% of members of the National Assembly (South Africa Government website: 2018).

Within the continent, Ethiopia is also improving in terms of gendered representation. A recently unveiled cabinet of Ethiopia (October 2018) by Prime Minister Abiy includes 50 percent of women, and people from minority groups with women being in charge of the Ministry of National Defence, the Ministry of Peace and the Ministry of Trade and Industry. Furthermore, Ethiopia also has a female President.

Rwanda also ranks highly in terms of women's representation in the public sector. According to the Rwanda Institute of Statistics, Rwanda has 64.3 percent women in Parliament. In addition, women make up 45.5 percent of those in decision making positions in the public sector. Since 1994, Rwanda has engaged in continuous public sector reform (PSR) to develop a capable and coordinated bureaucracy. Rwanda has a gender equality strategy and produces annual gender statistics covering every sector. This is coordinated by the National Institute for Statistics of Rwanda. Gender equality in Rwanda has resulted in benefits in other realms such as socio-economics.

5.2 Explaining Gender Inequalities in the Public Sector

The Box below presents an analysis of some of the factors that explain the persistent gender inequalities in the

- **Structural Barriers:** These include issues such as unequal access to education, economic resources and political networks. More often, appointment into decision making positions in the public service requires candidates not only to have some certain levels of education, but also to have political and social capital. As a result of the exclusion of women from political and economic processes, they are ultimately further excluded from occupying leadership positions in the public sector.
- **Cultural Barriers:** Although Section 80 of the Zimbabwean Constitution accords women the same rights and opportunities as men, and specifies that laws, customs, traditions, and cultural practices that infringe the rights of women are declared void and illegal, the reality is that Zimbabwean society is still influenced by persistent cultural norms that view women in lesser light compared to their male counterparts. Culturally, reproductive and domestic type of roles such as taking care of the family, are often relegated to women due to skewed patriarchal customary practices.

- **Perceptions:** Prevailing stereotypes about women's ability have tended to hinder their active participation in the public sector. In most cases, these perceptions are based on stereotypes about women's capacity and capability, including the belief that women might not be able to deliver as effectively as their male counterparts. Bismark et al. (2015) argue that there are internalized, perceptions of capability, capacity, and credibility which hinder women's representation in the public sector. Against this background of existing stereotypes about who can or cannot be a leader, women are less likely to be attributed with leadership qualities or potential as they are often viewed as not necessarily fitting the stereotypical image of a leader.
- **Socialization:** The socialisation process that instills and perpetuates gender inequality. In society, boys to believe that they are superior, decision-makers, heads of households, assertive and independent beings while girls are taught to believe that they are submissive, passive, dependent and obedient and submissive beings. This kind of thinking is reflected in social institutions such as the family, education, the media and religion, among others. As a result, women grow up thinking that they do not deserve to be in decision making position. Even when women do believe in their agency and capacity, the social systems surrounding them tend to discourage their progression or ascendancy into leadership position for fear of disputing social systems.
- **Limited numbers of mentors and role models:** Another reason for the under-representation of women in the public sector has to do with the lack of mentorship and coaching opportunities.
- **The “glass ceiling”:** The term glass ceiling refers to an unseen and unreachable barrier that prevents women from climbing the corporate ladder regardless of their qualifications or achievements (Hymowitz and Schellhardt, 1986).
- **Gendered corridors of power and networks:** There is abundant research evidence which demonstrates the existences of men's clubs or the existence of cliques that are dominated by men. Literature reveals that men tend to promote their fellow male counterparts and to network with each other. Compared to women, men seem to have better mastered the art of using informal and social spaces to discuss business ideas and proposals. It is within these networks such as clubs, sporting activities that men help each other, nurture each other's talent and bring their fellow men up.
- **Institutional barriers:** Institutional barriers that hinder gender parity and equality in the public sector are usually found within organisations. These barriers include unbalanced terms and conditions of employment, recruitment, retention, re-entry, promotion and progression to senior management positions. Furthermore, the lack of work-life balance systems in most organisations forces women to choose between their jobs and their families. As a society, the Zimbabwean public sector has not yet evolved to recognize the value of flexible work arrangements for women. The typical public sector still relies on a normal 8:30am- 5pm working routine, which has not yet factored in practices like tele-working or flexible work arrangements for nursing mothers. As a result of these institutional inhibitions, women find it harder to rise to positions of leadership, as they also have to attend to their family demands.
- **Work-life balance issues:** One of the reasons for the under-representation of women in decision making positions in the public sector is because of the inflexible conditions that still govern the public sector in Zimbabwe. As a result, some women may not be willing to take up leadership roles, if these are accompanied by challenges of balancing personal and professional commitments. Issues that women often consider before making a decision for upwards career trajectory include whether that will entail being separated from their families, whether they would have support for child care, and whether the working hours and travel schedule are flexible. Practical gender needs such as these ones play an influential role in the decision making process of pursuing career advancement. Studies on the relationship between parenthood and career growth have revealed that productivity and visibility declines more for women than for men after the birth of a child (Hunter and Leahey, 2010).

6.0 Policy Opportunities: Towards an Action Plan on Gender and Public Sector Governance and Decision Making

The barriers to women gaining greater representation in leadership roles in the public sector are not insurmountable, but may require targeted attention and effort from those in positions of power. The obstacles that women face in order to have more meaningful inclusion in the public sector must be addressed on multiple levels. Different stakeholders, including the executive, political leaders, Members of Parliament, civil society organisations, religious leaders, traditional leaders, the education system, labour market regulation institutions and the family can play a different role in addressing different challenges for women's participation.

- **Political Commitment to gender equality at the highest level:** In cases where women have flourished in the public sector, one of the reasons has been because of the political commitment at the highest political and strategic level. Gender champions in highest levels of government are crucial in galvanizing support towards the movement towards gender equality in the public sector. For example, when gender equality is fully supported by the President and it is embedded in the country's development vision, it becomes easier to demand institutions in the public sector to ensure that they implement the vision and the calls for gender equality. Building on the President's Vision 2030 which calls for inclusive development, it is important to indicate to public sector entities that Zimbabwe cannot achieve the vision of being a middle income country by 2020, if women are poorly represented in the public sector. This is because the public sector is the engine for development and economic growth and it can only effectively drive this growth when it is well-constituted.
- **Legal and Policy Reform for Gender Equality:** While Zimbabwe does have progressive laws promoting gender equality including the Constitution and the National Gender Policy, it is imperative to align some of the laws governing the public sector with the provisions of the Constitution. To this end, there is need for sustained advocacy for legal and policy reforms to ensure that the public sector is fully compliant with the objective of promoting gender equality.
- **Monitoring gender progress in public institutions:** Working closely with public institutions as well as data collection agencies and key coordinating entities such as the Public Service Commission, and Judicial Service Commission the Ministry of Women Affairs and the ZGC should systematically monitor progress towards gender balance and gender equality in decision making and leadership in public institutions through conducting regular data collection and gender auditing. The Public Services Commission is the hub of public sector administration, and it ensures that matters of appointment, promotion and discipline in the civil service are handled by strong, independent and impartial bodies. Ideally, the PSC should ensure that recruitment and promotion in the public service is fair, impartial and merit-driven, in addition to ensuring that the public service reflects the diversity of the country, including gender and other forms of inclusion. This, it becomes pertinent for the ZGC to involve these labour market regulation authorities such as the PSC and JSC in the conduct of periodic gender-disaggregated surveys. These surveys can be done annually or after each election cycle to review progress, as well as to identify challenges and solutions. Collection of sex desegregated data and research on the implementation of gender equality programmes should form part of organisational strategic plan and institutional practices in the public sector. The surveys will actually be supported through development of a Gender Statistics Analytical Tool or Mechanism for the public sector, which produce gender disaggregated data on the status of gender equality in public sector institutions. This will not only encourage policy debate around gender gaps but will also to capture good practices by providing evidence.

- **Social Dialogue with Public Service Labour Market Governance Institutions**, e.g. the Public Service Commission and the Judicial Service Commission, the Security Services Commission, and the Police Services Commission as well as the Prisons and Correctional Services Commission. These mechanisms need to be engaged so that they internalize gender equality and help to push for inclusion of women in decision making. The role of Parliament in pushing for law reform is critical.
- **Research and Documentation on Barriers to Women's Participation in the public Sector:** Although generally, there are proposed factors that account for women's under-representation in decision making roles in the public sector, e.g. cultural norms, stereotypes on women's leadership and limited awareness on the benefits on gender equality, much needs to be done in terms of understanding the factors that persistence of the inequalities between men and women.
- **Encouraging gender balanced representation in all levels of the public sector:** Going forward, it is important for the Zimbabwe Gender Commission, working alongside the Ministry of Women's Affairs and key stakeholders such as UN Women and the women's organisations to continue engaging with the Government, especially the President to ensure that government achieves gender balanced representation in decision making positions in public life by encouraging greater participation of women in government at all levels, as well as in parliaments, judiciaries and other public institutions.
- **Learning from Best practices:** One way of achieving gender equality in the public sector is through continuously sharing knowledge, lessons learned and good practices on gender equality and mainstreaming initiatives in public institutions. The Zimbabwe Gender Commission should take the lead in developing partnerships and international cooperation with countries, regional economic communities, continental bodies and multi-lateral institutions to embellish their knowledge on how others have managed to effectively mainstream gender equality in the public sector.
- **Working with Political Parties towards Gender Mainstreaming:** Most actors in the public sectors tend to have prior experience in politics. To this end, it is important for the Zimbabwe Gender Commission, working in collaboration with the Ministry of Women's Affairs, UN Women and other stakeholders such as the Women in Politics Support Unit (WIPSU), Women's Coalition of Zimbabwe (WCoZ), the Zimbabwe Women's Resources Centre and Network (ZWRCN) and the Zimbabwean Women's Lawyers Association (ZWLA) to continue to engage political parties in Zimbabwe so that they see value of having women in decision making positions.
- **Securing Women's Access to Parliament:** ZGC should continue to ensure that women have equal access to spaces of governance including parliament, by encouraging women candidates to run for election. When more women are in Parliament, they are likely to promote the crafting and implementation of gender equality legislation.
- **Introducing Voluntary or Peer Review Mechanism for public sector institutions:** An innovative way of encouraging women's representation in the public sector is to internalize a culture of gender stock taking and self-assessment within the public sector. Such gender auditing will incentivize public entities to strive for gender equality and will also be used as a monitoring tool to assess progress on gender equality.
- **Reviewing Internal Policies of Public Sector Entities for Gender Mainstreaming:** Many public sector

entities in Zimbabwe have not yet developed gender policies or gender equality strategies. One way of achieving a gender balanced public sector is to ensure that public sector entities that engage in internal reflection and strategic planning processes, where gender equality takes a centre stage. The policy review process could include ensuring that they have put in place policies such as anti-discrimination, anti-harassment as well as policies promoting a diverse and inclusive workforce.

- **Implementing contextualized quotas:** To address concerns regarding the perceptions of beneficiaries of affirmative action as not being deserving, perhaps what needs to be considered is not blanket affirmative action but affirmative action which takes into cognisance the different environmental factors.
- **Reviewing Human Resources Policies in the public sector:** This would include reviewing policies such as their strategic plans, human resources policies as well as public relations policies. For example, human resources policies might interrogate why men end up occupying positions of decision –making in the entities. A review of the recruitment policy, for example, will encourage the adoption of measures to encourage and support female applicants in the public sector. Measures such as Affirmative Action in the Public sector will not only encourage females who were traditionally excluded to be included, but will also address historical inequalities in the sector. Furthermore, reviewing HR policies will also strengthen transparency and meritocracy in recruitment processes which will ultimately support increases in the number of women in senior positions by enabling qualified candidates to apply and to be appointed.
- **Reviewing Appointment Strategies for leadership positions in public sector:** Taking a cue from how the Judiciary Services Commission and the various Chapter 12 Institutions conducted appointment processes of the judges and Commissioners, it might be worthy to consider for all the other public sector entities to move towards public processes of recruitment and selection. When recruitment of high level officials is subjected to public scrutiny, there is likely to be accountability and transparency, and it would also ensure that members of the public remind authorities to adhere to the Constitutional provision for gender equality in all spheres of life.
- **Leadership Development and Capacity Building of females in the public sector:** A key strategy that can be used towards enhancing and strengthening women's representation in the public sector is through facilitating capacity and leadership development opportunities, mentoring, networking and other training programmes for women who are already serving in public institutions. Measures such as effective staff development fellowships, short courses and confidence building retreats as well as encouraging networking can help to empower women who work in the public sector to be more skilled and confident to tackle the responsibilities that come with their jobs. This would ensure that once they are fully trained and equipped with critical life and social skills, and their experiences have been expanded, the women can be able to compete effectively with their male counterparts for promotions into decision-making roles. To this end, institutions such as the Zimbabwe Institute for Public Administration (ZIPAM) as well as other institutes of higher learning should collaborate with the ZGC and Government in designing bespoke and tailor made courses for women in the public sector.
- **Research on Women in the Public Sector:** There is need to undertake in-depth studies on women who are in the public sector, particularly those in leadership positions to understand further their experiences with the pathways to leadership. Such research will also shed light on how women overcame structural, institutional and social obstacles to become decision-makers in the public sector. The research will be useful from the perspective of facilitating the drawing of key lessons, as well as highlighting good

practices. In addition, such research should also be able to identify gaps and dilemmas, with a view to finding sustainable and effective solutions.

- **Supporting Women's Networks:** Given that the transition into leadership position is often a product of networking and sustained social and political capital, it is important for women to invest in networking among themselves and to also engaging in processes that support fellow women. Civil society and development partners, including the ZGC should also support these networks technically as well as well as programmatically.
- **Supporting education of young girls and young women:** One of the reasons that is often given for the paucity of women in the public sector is lack of qualified women. Despite contestation with some saying there are many qualified women, there is still a need to target young girls at an early stage so that they can be exposed to subjects that endear them to decision making.
- **Sensitizing Public Institutions on Gender Equality:** Achieving gender equality in the public sector would require deep cultural change and mind-set re-orientation at the societal level. To this end, a key strategy that needs to be employed is the continuous training, capacity building and sensitization of public sector leadership and staff on the importance of gender equality. Training courses as well as refresher courses for those in positions of leadership on gender equality and gender mainstreaming should become internalised and institutionalised in order for Zimbabwe to realize 50-50 representation of women in the public sector.
- **Publicity, Outreach and Awareness Campaigns:** Part of the reasons for the persistent inequality in the public sector has to do with continuance of inimical social and cultural norms on what men and women can do in society. To this end, the ZGC, working in close collaboration with key stakeholders such as the Ministry of Women's Affairs, civil society organisations and development organisations should embark on publicity, educational, outreach and awareness campaigns to address the root causes of women's under-representation in decision-making positions. These outreach campaigns will also enable the ZGC to challenge stereotypes and inimical cultural and social norms against gender equality. The outreach campaigns can use various multi-media tools including theatre, music, art, TV, radio and cellphone messages to improve women's image in society by developing information campaigns and awareness-raising programmes about gender stereotypes, conscious and unconscious biases. Outreach will also be critical in educating society about the political, social and economic benefits of gender equality.
- **Exposing Young girls to Female Role Models:** Women in leadership positions have a multiplying effect. Repeated exposure to female elected officials improves perceptions of female leaders and leads to future electoral gains for women. Female role models in leadership positions help adolescent girls to aspire to leadership.
- **Engaging Men to Promote gender equality:** A more diverse and inclusive public sector will not happen without the buy-in of men in society. Thus, one of the critical strategies is the engagement of men in order to promote positive masculinity. Men will play an important role in demystifying existing gender stereotypes. The ZGC, Ministry of Women Affairs and key stakeholders such as UN Women and civil society organisations should work closely with male champions of gender transformation. These men can serve as vehicles to reach out to their fellow male counterparts as well as to members of society about the values and benefits of having an inclusive governance, including increased representation of women in

the public sector.

- **Results Based Measurement for Gender Equality in the Public Sector:** Since the public sector has moved towards results based measurement of activities as well as performance appraisals, it might be imperative for Heads of Public Service Institutions, senior managers and heads of department to ensure that they consider gender equality when developing their annual or quarterly plans of action. This will ensure that among the objectives that they seek to achieve, the various heads of Public Sector institutions include the pursuit of gender equality within their organisations. For effective performance reporting, it would be useful to ensure that Heads of Departments and institutions present gender-disaggregated data to their principals to show how far they have gone in their efforts to promote gender equality internally. To this end, the development of a Gender Equality Monitoring Framework will be a crucial strategy towards achieving the objective of promoting gender equality in the public sector. The gender equality monitoring framework can be used by all institutions as a monitoring tool. Gender auditing will incentivize public entities to strive for gender equality and will also be used as a monitoring tool to assess progress on gender equality.

7.0 Conclusions and Reflections

This Background Paper has outlined and reaffirmed that women's decision making in the public sector is very much central to sustainable and inclusive empowerment. Those that are making decisions in the public sector are more likely to be controlling resources in their respective sectors than those that are not, hence it is imperative for women to be represented in those sectors where crucial decisions are made. The call for increased women's representation in the public sector is premised on the reasoning that women's ability to participate in and influence the decisions that affect their lives is both a basic human right and a prerequisite for responsive and equitable governance.

In Zimbabwe, women's representation in the public sector differs from sector to sector. In the current 2018 executive, there has been recorded improvement of the number of women who have been appointed as Ministers, Provincial Affairs, Ministers of State in Vice President's Office and Deputy Ministers. However, the overall numbers still fall short of the 50-50 representation which are called for by the AU and SADC and which Zimbabwe acceded to. Within the judiciary, in the High court, the percentage of female judges stands at 25 percent, while in the Supreme Court, the number is quite higher 46.15 percent. The current trend set by the President is expected to witness a continued upward increase in women's representation in decision making positions in the public sector.

Despite these positive developments, challenges to women's representation in the public sector still remain. Despite the existence of the official government policy, which is to achieve 50/50 gender representation in all government positions, this is far from being realized due to various reasons. Some of the challenges are structural, cultural, and institutional and some also have to do with the institutional practices that have tended to favour men over women.

Against this background, the redressing of gender inequities and inequalities within the public sector will require collaboration between the government and stakeholders such as the Zimbabwe Gender Commission, Ministry of Women's Affairs, UN Women and civil society organisations. Furthermore, the role of the supply side of women leaders also needs to be fully interrogated. This means that in its Plan of Action, the Zimbabwe Gender Commission would need to establish working relationships with other entities who have an impact on men's representation and leadership. This includes liaising with educational institutions, the security sector, political parties, other Chapter 12 Institutions as well as working closely with civil society in engaging in awareness raising, capacity building and advocacy.

Gender equality is an issue goes beyond the public sector. At the end of the day, accelerating gender equality is a core function of government, which needs to be characterised by multi-sectoral efforts that collaborate with national and local government entities, non-governmental actors, civil society organizations, men and women. The involvement of all sectors of society e.g. media, religious leaders, educational institutions, CSOs and political parties in outreach and awareness raising is crucial. Furthermore, line Ministries, various Government Departments and agencies, as well as organizations such as the Public Services Commission, the Judiciary Services Commission, the Police Services Commission, the Prisons and Correctional Services Commission and the Zimbabwe National Statistical Agency (ZIMSTATS), will play key roles in data collection, monitoring and reporting on gender equality efforts in the public sector.

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