

Assessment of TRACE's gender mainstreaming in programme, design, organisation and partner approaches.

Strengthening TRACE Zimbabwe to address gender inequality

DRAFT 1

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Acronyms

AusAID	Australian Agency for International Development
CARE	International NGO
DA	District Administrator
ERC	Election Resource Centre
GALZ	Gays and Lesbians of Zimbabwe
GBV	Gender based violence
INGO	International on-governmental organisation
LRF	Legal Resource Foundation
M&E	Monitoring and evaluation
MWGCD	Ministry of Women, Gender and Community Development, Zimbabwe
NGO	Non-governmental organisations
PA	Provincial Administrator
PEA	Political economy analysis
RAU	Research and Advocacy Unit (CSO)
SAIWO	Southern African Inmates Association
SAPST	Southern African Parliamentary Support Trust
ToC	Theory of Change
TRACE	Transparency, Responsiveness, Accountability, and Citizen Engagement
UN	United Nations
ZDDT	Zimbabwe Development Democracy Trust
ZDI	Zimbabwe Democracy Institute
ZELA	Zimbabwe Environmental Lawyers' Association
ZESN	Zimbabwe Electoral Support Network
ZHRF	Zimbabwe Human Rights NGO Forum
ZIMVAC	Zimbabwe Vulnerability Assessment
ZWLA	Zimbabwe Women Lawyers' Association
ZWRCN	Zimbabwe Women's Resource Centre and Network

PART ONE – CONTEXT

Terms of Reference for the Gender Assessment

Inputs

The consultant shall –

Work with the TRACE Secretariat team, donors and grantees on reviewing the programme approach (TRACE) and proposal strategy and approach (grantees) to ensure gender is embedded within the respective Theory of Change, log-frames, approaches, activities and M&E strategies in a way that is identifiable in the project outcomes and measurable in terms of impact.

Review the Programme's Theory of Change, Log-frame and M&E approach and make any recommendations that might improve or make these documents more responsive to the gender priority.

Consult with grantees or a representative number of grantees to determine the extent to which gender mainstreaming is understood and reflected in proposals and intended approach. From this assessment would emerge advice and recommendations as to how CSOs themselves might revise or amend their own approaches.

Liaise with donors to determine those gender-related policies that are required to be reflected somehow in TRACE work and provide advice and recommendations on same.

Outputs

A report to TRACE on the substance of the interviews and consultations conducted that focuses particularly on recommendations to be adopted by the programme in relation to core documentation and also in the approach to building gender responsiveness within the programme and at the level of grantees.

The Consultant will participate in the proposal writing workshop for Phase 2 grantees likely to be held in the latter half of November 2015 delivering a presentation on gender mainstreaming in programming which provides examples of effective strategies from other regions/programmes.

Time:

15 days in total from 15 November 2015

Activities undertaken by the Consultant

1. A rapid desk study, to provide context of recent academic papers and reports related to Zimbabwe governance, and gender issues – see Bibliography for details.
2. Orientation with the TRACE team for initial introductions, buy-in, expectations and overview.
3. Meetings and discussions throughout the time with TRACE senior team members to understand programming choices, get their inputs and ensure that the consultancy is being carried out according to their needs and perspectives. Sometimes this took the form of checking-in, other times of more substantive talks.
4. Briefing and debriefing with DFID (for the debriefing AusAid were also present) to harmonise expectations, provide background and, eventually, provide a view of emerging issues.
5. Participation in three days of workshop – to get more in-depth understanding of projects and approaches - with the grantees including inputs as part of the assessment, through:
 - A gender issues brainstorm
 - Sharing of international good practices and approaches in gender mainstreaming
 - Self-assessment gender baseline by participating grantees – filled in by 19 individuals.

The self-assessment gender baseline ('Tool 3') included 27 questions to assess the organisation, project approach, and ideas of how TRACE partners can work on gender – all of which were evaluated on slightly different levels (some were more quantitative, some more qualitative, some more about ideas and perspectives):

- 4 questions to assess gender equality perspectives in their organisation
 - 9 questions to ascertain where gender is included in their TRACE project design
 - 1 question to ascertain which topic areas/themes are covered in their TRACE project
 - 9 questions to assess how gender neutral to gender transformative their project approach is
 - 1 question to get their ideas on what they feel is crucial related to government accountability to the needs of women
 - 1 question to ascertain what their organisation can offer to other TRACE partners in regards to gender and women.
 - 1 question to ascertain how TRACE can support them in work on gender and women.
 - 1 question to elicit any more areas they suggest TRACE inputs regarding gender.
6. **A gender audit ('Tool 4') was undertaken with the TRACE team, which addressed gender in TRACE – through a 20 question survey covering political will, technical capacity, accountability, and organisational culture. Additional questions were asked to ascertain demographics and technical background of respondents.**

7. **A quick gender review of TRACE partner websites ('Tool 5') was undertaken.** The TRACE organisational audit was complemented by a quick gender review to see if the main partners in TRACE (DAI, JIMAT, CARE, Equal Access and Development Law Foundation) have gender policies, gender capacities, and gender equality and diversity goals. This helps provide the context in which each organisation hires, approaches its work, and puts value on results.
8. Consultation meetings were held with strategic informants with a focus on gender and governance programming (in total 25 persons from were consulted from 18 different groups – in meetings lasting more than 33 hours). The groups were chosen by sectors;
 - women's activists (with emphasis on those with funding, governance and accountability backgrounds);
 - donors;
 - UN agencies;
 - INGOs working on gender and governance, and extractives;
 - NGOs working on gender;
 - Umbrellas - namely for women, human rights advocates, LGBTI persons, and faith based organisations.

Due to availability it proved impossible to meet with representatives from UN Women, Ministries, and the Disabled Women's Forum. It is expected to engage with these organisations in the near future via Skype and/or email.

9. A dinner was held in which prominent Harare women were invited, in order to introduce them to TRACE Director, and to stimulate discussion around political and social context for support to civil society in a more relaxed setting. Five women – whom the consultant had met with previously, were able to attend.
10. **A proposal review ('Tool 1') was undertaken of the twelve grant proposals** successful in the 1st and 2nd round – with attention paid to gender in project design and in implementation including through gender analysis, and gender in log-frames, theories of change, and M&E generally.
11. **A rapid survey was conducted of all 235 grant applicants ('Tool 2')** to TRACE to date – to review the percentage of applicants from women's organisations, percentage of women's projects and percentage of women's organisations approved. This was done by reviewing the list of applicants, and cross-referencing with lists of members of the two most significant networks – the Women's Coalition of Zimbabwe, and the Human Rights NGO Forum
12. Additional guidance and insight was elicited from two independent Zimbabwe scholars and thinkers based at the University of Oxford, and in Harare.
13. A rapid two-pager was produced of first thoughts on engendering TRACE approaches and programming.
14. Initial ideas were formulated on how to engender the overall TRACE Theory of Change, Log-frame, Indicators, M&E processes. These were prepared before the final report was drafted, so they could be made available for ongoing discussions.

Opening notes

Appreciation

The consultant wishes to extend a great acknowledgement of thanks to all those she met with in order to inform her analysis. The TRACE team in Harare, and in particular Margie Cooke and Abel Chikomo, were extremely supportive and went out of their way to collaborate and exchange views in an open manner. They provided all information requested. The individual activists and thinkers she met with were an inspiration, as well as all being extremely generous with their time, analysis and inputs. It has been a fantastic experience, and it is hoped that this report can do justice to their passion and commitment to help build a better Zimbabwe for all.

Results

The tools applied included questionnaires, reviews of proposals and analysis. Attempts were made to flatten out bias by applying tools that relied on measurable responses. However the results are conditional and vary depending on how complete an understanding the consultant and the respondents had of relevant information. Therefore at best, what is presented, should act as a guide – rather than be seen as completely definitive.

Women and gender

This report uses ‘women, gender, and women and men’ variously, relying on the reader to understand why one is chosen at any one time over the others. Generally, when ‘gender’ is used it implies an inherent critique of existing roles and power balances, and as such is used as a term both political and transformative. When ‘women’ or ‘men’ are used it is usually as categories without any implication of transformation, or change. For fuller definitions please see the Terminology list which forms part of the Appendixes.

Gender-mainstreaming definition

Because gender mainstreaming is such a crucial concept which has driven the assessment a lengthy description is given here. The Terminology List also contains a further definition.

‘Mainstreaming gender and gender equality is a commitment to ensure that women’s as well as men’s concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies and programmes so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. Gender mainstreaming is integral to all development decisions and interventions; it concerns the staffing, procedures and culture of development organisations as well as their programmes; and it forms part of the responsibility of all staff. Gender mainstreaming does not preclude women only projects. It shifts their focus from women as a target group, to gender equality as a goal. It supports women-only (or men-only) projects designed as strategic interventions to address aspects of gender inequality and promote greater equality¹.

¹ Gender Manual: A Practical Guide for Development Policy Makers and Practitioners, Helen Derbyshire, Social Development Division DFID, 2002.

Women's Issues in Zimbabwe – illustrative examples

'..the state, the street and the home still oppressed women specifically and that trifecta of oppression means that political revolution, unless accompanied by a social and sexual revolution, will fail. Mona Eltahawy 2015'²

POLITICS, DECISION MAKING AND CIVIL SOCIETY – tendency for male led groups and networks to capture funds; consultative meetings including for local authorities tend to be held in evenings when women cannot attend (due to home obligations and due to safety reasons); women deterred from political activity due to sexual violence, harassment, and difficulties with travel and child care; old boy networks and patronage dominate. Extensive culture of machismo and violence among political elites, low participation of women in public office and governance structures. No public pronouncements by political parties in favour of special measures to increase women in local authorities. Community decision making such as regarding allocations from the Indigenization Act, tends to exclude women³.

ECONOMIC/SERVICES/RESOURCES – Women's don't automatically inherit, lack of land rights whilst 86% of women earn living farming land owned by husbands, roles of chiefs, transactional sex during times of economic down-turn, lack of services leads to extensive time spent accessing water and fuel, poor roads and control of market stands makes women's access to sales outlets for produce very difficult. Poor street lighting reduces women's mobility especially at night. Practice of bride price (*lobola*). New policy frameworks for agriculture, mining, trade and tourism include strategies to increase women's access. Low levels of women's involvement in the formal economy and as managers (99% managers in employment are male). Gender budgeting is still not firmly grounded into the national budget. Councils aware of gender issues but unable to implement. Limited skills development opportunities especially for rural women. Majority of urban areas not covered by electricity⁴.

LAWS, RIGHTS AND GENDER EQUALITY – violence, domestic violence, early and force marriage, ritual killings, bride price, 'corrective' rapes including of lesbians, rape and harassment as a (party) political weapon, girls leaving school early, high HIV rate, forced evictions, widows inherited into marriage, numbers of female headed households, access to health care including maternity care, discrimination in religious groups (e.g. in Apostolics), culture in which saying 'no' to sex with husband not usually acceptable, sexual harassment and exploitation in the work place, under-reporting on violence. Lack of counselling services and shelters. Role of chiefs and informal customary patriarchal systems, the Law Society is male and elite. Women need cash in order to secure legal services. It is estimated that a divorce costs at least 1500 USD. Lack of coherence between statutory law and customary law. Backlash against the women's rights provisions of the Constitution. Need for greater Constitutional Literacy⁵.

MEDIA – in 2014 only 8% women and 15% men aged 15-49 access media at least once a week. At least 75% of sources speaking in the media are male. Need for gender responsive editorial and employment policies in media.

Zimbabwe scores

0.516 on the Gender Inequality Index.

0.909 on the Gender Development Index

GDI is ranked 105 out of 187 in 2013

Human Development Index – women = 0.468, men = 0.515

² Mona Eltahawy, talking about political change in Tunisia. Guardian Website 10.5.2015

³ For excellent histories of the role of women and of gender politics in Zimbabwe see: Sita Ranchod-Nilsson (2006). This includes analysis on the role of women in the guerrilla struggle, the development of Ministries (including the many trans-morphifications of government structure was intended to work for women) and summaries of NGOs including MUSASA, WRCN and WAG, WLLG. Sita Ranchod-Nilsson (2008) includes information on politically motivated rape of women and interesting analysis of the role of gender in Zimbabwe politics.

⁴ See ActionAid, Report on the research on Local authorities; capacities to provide services in a gender sensitive manner, 2013

⁵ CIG – Zimbabwe UK Home Office; Gender experts in Zimbabwe; SADC Gender Protocol 2015 Barometer, Zimbabwe

PART TWO – REVIEW and RECOMMENDATIONS

Review of TRACE approach, programming, grantees approach

The TRACE approach has been to: select a group of 250 potential grantees, and then send out a call for proposals to them, requesting that projects relate to one or more of the 6 thematic areas – Media; Electoral Cycle; Access to Justice; Human Rights; Service Delivery; and CSO coordination. A concise Project Proposal Template was sent, with additional guidelines on content of proposals including guidance to disaggregate data by sex. Approvals for support for the first tranche included 4 projects for which a donor already had committed funding under a previous modality (projects run by ERC, LRF, Veritas, and ZESN). Support was then provided to short-listed groups through the proposal writing workshop to develop their proposals further. It is anticipated that further capacity building will be provided to groups both individually (such as through mentoring on gender equality goals) and through bringing grantees together in a TRACE Community of Practice to synergise efforts and learn from each other's best practices.

The questions addressed in relation to assessing the programme approach are

Q1 – Theory of Change: will good governance and accountability – to and for both men and women - increase as a result of these interventions?

Q2 - Are the six thematic areas likely to elicit responses that integrate women and advance gender equality?

Q3 – Can the PEA be strengthened in order to take more account of the dynamics of gender including in politics and the economy?

The questions addressed in relation to the proposal strategy are:

Q4 - Is the selection of potential grantees representative of mainstream gender orientated and female focused groups?

Q5 – Does the Proposal Template encourage project design that integrates women?

The questions addressed in relation to grantees approach are:

Q6 – How do groups integrate gender into their proposals?

Q7 – What more can be done by TRACE to strengthen its internal gender mainstreaming?

Q8 – What could be the contributions of TRACE partners to a Community of Practice relating to strengthening results for women and gender equality?

These questions were driven by informant feedback and by a review of proposals and applicant documentation. Answers draw on the results of the Gender Assessment Tools 1-5, interviews with experts in Zimbabwe, and a rapid desk study of materials relating to gender, women's organisations, governance and politics.

Programme Approach

'Women and Girls are at the heart of everything DFID is doing'. Justine Greenwood, 2015

A1 – Theory of Change

The overall project approach of TRACE is assessed by reviewing the 'Background to TRACE Information Sheet – BTT' and the TRACE Theory of Change, and looking at how the Theory of Change fits other DFID gender targets. The consultant created a revised more engendered programmatic Theory of Change. This can be found as part of the Appendixes.

There are two crucial provisos to the overall project approach and Theory of Change in particular – governance and accountability as concepts and realities reflect power imbalances including between the sexes and therefore both are gendered; and, bottom-up approaches have limited functionality without reference to where and how change occurs in the organs of state. In addition the crucial role of violence in enforcing state power is neglected:

An overall impact to which the TRACE programme in its Theory of Change states it will contribute is increased government accountability and transparency, however as the project stands at the moment, it does not directly involve government as agents of their own change. This bottom up approach will limit impact – as change has to take place in the institutions that are being called to account, and given the entrenched ideology and culture of power, patronage and corruption, this cannot be purely achieved with citizen action – some actions also have to change the culture and practices from within. In order for civil society actions to effectively impact duty bearers, the projects have to be grounded in realistic understanding of where the opportunities and limits of these institutions are. The BTT information sheet does make some reference to dialogue - 'it will be important to build bridges and engage in constructive dialogue with a range of partners, including government.' It is suggested that this element is emphasised and explored further including through drawing out the assumptions and requirements of each project as relates to links with local authorities and national government.

Good governance and accountability rely on political will, but they also require empowered civil servants and ministers who not only know what they should do but can do it, unconstrained by political or ideological pressures. In fragile states, the international community SOP includes trying to improve the overall governance structures through addressing laws, conventions and policy documents. However these can be empty vessels when rule of law is not understood or applied in an un-biased fashion. At worst the technocratic emphasis on laws and policies translates into a kind of tick-boxing which is not grounded in real ownership, belief or even commitment by a government, this in turn creates a cynicism, as well as what can sometimes be a diversion which employs substantial CS energies to improve documents and texts which will never be applied. This in turn creates a kind of 'fantasy governance' – a way of performing government but with very weak roots or connections to how it actually is done internally.

Zimbabwe's governance is shaped in informal settings by people whose legitimacy derives from ideological characteristics including party membership, loyalty to the old-guard, and a violent role in the struggle against colonialism. Patronage, cronyism and connections remain the dominant methods of getting access to resources or influencing decision making at any level. Leaders act outside of formal structures, and do not expose for record their processes or decisions. ZANU-PF

believe that they are the only legitimate rulers because they played the vital role in ending white rule, and this role, of course, was a very violent one⁶. As well as being excluded from formal processes, women also have great limitations in being able to participate when processes are so informal.

Only if this discourse is challenged and reshaped can democratic change take place. Political arguments and justifications need to be turned away from the past (Zimbabweans have an extremely long view of history and of historical injustices, but the accuracy of these memories can be easily tampered with including by the 'press', religious institutions, traditional witch-doctors) and instead projected to the future. When we talk about accountability we have to talk about accountability to future generations, rather than to a disenfranchised fearful electorate. It is recommended therefore that active language which relates to '*stewardship*' rather than political might, and implies taking care of a country's natural and human resources for future generation, is applied.

Donor supported interventions which address the culture, skills and knowledge in the Civil Service and Judiciary; projects which improve the economy (particularly through increasing knowledge of farming, and providing better access to markets); and projects which increase the prominence of and knowledge of non-violent mediation techniques are all necessary complements to a programme such as TRACE.

In addition donors could usefully harmonise projects so that gender equality is mainstreamed and synergies are strengthened – an example here would be the DFID Zimbabwe ZAAMP project which supports

A2 – Thematic areas

All thematic areas are written in gender neutral ways. The BTT information sheet encourages CSOs to 'develop approaches that deal with gender equality...' and to be innovative. There is a general tendency in the proposals, however, to view women as 'targets' or 'beneficiaries' who need protection or services – women are therefore more visible in proposals that deal with practical gender needs including access to services, and access to justice. Whereas women are much less well integrated into proposals that deal with human rights, elections, media, and coordination of CSOs. The review of the 12 proposals reveals that projects dealing with extractive industries and with LGBTI rights are noticeably lacking reference to women.

It does involve a bit of thinking outside the box for groups working on strategic policy-related interventions to understand where the differences in women's contributions, needs and perspectives might lie. It is also hard for both men and women to sometimes appreciate how seemingly neutral interventions to support communities might in fact have widely different impacts on members by age, sex or according to other social groupings. Facilitated discussions with each group and the gender advisor could assist in this. In addition a few well-chosen resources could be sent to each group – so they can learn from other approaches that un-pack gender. TROCAIRE's log-frame is very gender sensitive, and it could be used as a model for other groups to understand what is being asked of them.

⁶ That ZANU-PF claims legitimacy to lead precisely because of their violence is the most insightful way to understand what otherwise seems like a preposterous announcement by Mugabe - 'Our votes must go together with our guns. After all, any vote we shall have, shall have been the product of the gun. The gun which produces the vote should remain its security officer - its guarantor. The people's votes and the people's guns are always inseparable twins.' That is - no violence no legitimacy, no violence no control, no violence no power.

A3 – Women and PEA

For issues of governance, accountability and transparency even experts appear to struggle with the gender dimensions – many assuming these areas are ‘gender neutral.’ The barriers that women face in these areas strongly inter-relate to attitudes that also place women subordinate in the private sphere such as the belief that women are inferior; justifying exclusion from decision making and resource allocation on the grounds that they are undeserving; and the use of violence, bullying, harassment and threats to ensure that they keep in their place. These tactics, sadly, can also be seen in the militant model of masculinity which dominates the sphere of politics and governance in Zimbabwe.⁷ Violence and the threat of violence is the go-to method to ensure compliance by the powerless, and all other behaviours pale in comparison.⁸ During elections, as part of land and slum clearances, and during the alluvial diamond rush men and women and children (all of them marginalised) have been threatened, beaten and killed to prevent them taking an active part in politics, governance, and the benefits of their potentially wealthy country. Women’s groups are the groups most likely to be strongly ‘zero-tolerant’ to any kind of violence, they tend to be seen as non-threatening by political actors, and there exists a body of global evidence to show how their interventions especially when they are part of transnational networks of support can have politically transformative effects. In other words, gender equality work supports good governance in a conflict sensitive way.

Proposal Strategy

A4 – Grantee selection

Almost every NGO consulted spontaneously expressed the belief that Human Rights groups were preferred and privileged over women’s groups or women focused projects including in TRACE⁹. The tool that was used to assess if this is the case was **Tool 2 – the 235 CSO review**. Analysis of results suggests that, most groups and projects in this group of 235 do not at first glance focus on women’s and girls. However of those initially funded, a significant proportion are those which are both part of the Women’s Coalition of Zimbabwe and of the Human Rights NGO Forum.

The vast majority of invited applicants (over 74% of all applicants) are not women’s groups, and the vast majority do not appear to have either a gender focus or a woman’s focus (more than 88% of all applicants). Approximately 19% of projects submitted target women or girls. These figures improve when we assess numbers of the groups funded in the first tranche of 12. However, they can be also be interpreted to imply that more could have been done to ensure projects explicitly targeted women and girls, or came from women or gender focused CSOs.

- **Less than one-quarter of invited applicants are women’s groups, less than one-fifth of projects submitted explicitly target women or girls.**

⁷ See Alexander and McGregor (2013), this also contains an excellent summary of current debates related to politics, and power in Zimbabwe

⁸ ‘The structures of power which have emerged within the Zimbabwean state have been shaped to meet the exclusive interests of Mugabe, ZANU-PF and military leaders. National security forces (police and military) have been pressed into direct service, and state institutions have been militarised and transformed into partisan bodies. Carte blanche has been given to paramilitary forces (the youth militia and ‘war veterans’), and ZANU-PF members continue to act as a law unto themselves.’ Freeman

⁹ See list of quotes under the section in this report ‘Consultations with Stakeholders’.

In addition the grantee selection doesn't include some of the smaller, newer, younger more dynamic groups such as Kasipiti and Young Voices Network, and Katswe Sisterhood, which focuses on LBT women, or SRC Bulawayo which works with sex workers and on behalf of LGBT rights.

A5 – Proposal template

This question was answered by reviewing the 'Background to TRACE – BTT' sheet, reviewing the 'Guidelines for Completing Log-frames - GCL', looking at the TRACE Project Proposal Template and applying **Tool 1 – the 12 proposal review**.

The GCL mentions that data should be disaggregated by sex and social groups. Five out of the twelve proposals addressed gender in their theory of change, and five addressed gender in their log-frames, whereas three integrated women somewhat into their monitoring and evaluation. The majority of proposals inadequately deal with women in their log-frames or M&E processes and this, indicates that this is hard for groups to address without additional support.

An additional guideline could be provided that projects are planned, managed, and implemented with participation of beneficiaries, and that monitoring should be undertaken to assess that they 'do no harm' including to women, persons with disabilities and the environment. Those CSOs with projects that are gender blind, could be asked to revise their log-frames.

Grantee Approach

A6 – How do groups integrate gender into their proposals?

Most proposals failed to nuance their analysis and methodology to take account of different roles, needs and capacities of men and women (i.e. the proposals were gender blind). The tool that was used to assess this was **Tool 1 – the 12 proposal review**.¹⁰ This involved a close review of each of the proposals funded to date, looking at gender in project design and gender in the implementation of the project. A mean score was achieved of 7.58 on a 0-18 score. This means that, when taken together, funded projects just meet the medium level of gender mainstreaming.

Applicants most often conflate men and women under one category such as 'citizen', 'community member' or 'member of marginalised group'. Analysis of results show that proposals which address extractive industries or LGBTI presented very weak understanding of how women might be impacted in these arenas. Overall project implementation is more gendered than the project design this is because most of these 12 groups have women's groups as partners or women as beneficiaries.

- **One-quarter of proposals have an overall gendered approach,**
- **Two-fifths of groups include some gender analysis in their proposals.**
- **Two-fifths of proposals have some reference to women in their log-frames,**
- **One-quarter of proposals include gender in their M&E.**

MUSASA, TROCAIRE and ZWLA score strongly. Two of these CSOs are women's groups – all these projects are gender sensitive and also deal with men as well as women.

GALZ, Silveria House, ZELA and ZDI all have weak scores. Their projects all deal with mining communities or with LGTBI rights.

¹⁰ The scoring was generous, with positive scoring given to proposals which showed even minimal reference to women or women's groups.

The proposals dealing with **mining and the extractives sector**, whilst based in the community, all were particularly gender-blind – they universally failed to present gender analysis or to show how mining differently impacts women and men, and also how women and men might require different approaches in order to participate in community decision making¹¹. None contained reference to gender (or even women) in their log-frames, theories of change and M&E approaches. The most they manage to do is acknowledge that women need to be consulted. Women, as carers and users of commons (such as water, land, plants) typically are faced with greater challenges, and longer treks to get basic needs met, after the advent of mines. Greater levels of domestic violence occur as males tend to find they have more cash due to mine work and unfortunately tend not to use it to address family needs. Instead we see an increase in status-led consumption at the expense of basic needs, and use of alcohol and drugs (often instead of pain killers), divorce, teenage pregnancy and desertion.

Follow up: It is suggested that TRACE convene a workshop to present gender issues in extractives to the relevant grantees, and help them design more appropriate and gender sensitive approaches to participation in particular. The consultant is happy to do this as it is one of her areas of expertise, and she would propose asking Oxfam Zimbabwe and ActionAid Zimbabwe to contribute as both have understanding of some of the gender dimensions here.

Gender analysis example – differences for women and men of impacts of mining

Potential impacts of mining on men:

More cash for those who work at mine sites and in support industries, or who mine informally
Increased mobility and ability to sporadically purchase high status goods due to increased income
Increased likelihood of taking a replacement wife, mistress or engaging with prostitutes
Access to education and training if the mine company provides it
More time spent away from the family
Health issues – such as increased addiction levels to pain killers and to substitutes for pain medication
Conflicts between powerful and less powerful groups, violence among small miners
Men who are likely to be most negatively impacted include those who are already vulnerable (with disabilities, destitute, undocumented migrants, non-Zimbabweans)
Boys withdraw from education in order to participate in gold-rushes

Potential impacts of mining on women:

Increased involvement in transactional sex: as miners become temporarily flush when lucky, impacting on reproductive and sexual health
If working in mining companies, most likely to be in sex-segregated, low ranking jobs
Displacement decisions and compensation arrangements tend to exclude women
Lack of access to land, water, natural resources leading to increased domestic labour burden
Reduced involvement of male family members in household support
Increased vulnerability to harassment, sexual violence, domestic violence, widow-hood or desertion

The GALZ (**LGBTI group**) proposal is particularly weak on analysis – it deals in generalities and fails to elucidate clearly or passionately any issues for any sector of the LGBTI community¹². Whilst briefly acknowledging that women experience a specific kind of discrimination because of their sexuality,

¹¹ Gender in mining is a growing area for study and there exists a significant body of useful work including research, project guidance and training manuals for gender sensitive community interventions – produced by universities, Oxfam Australia, ActionAid Zimbabwe, and some mining companies. See the Bibliography for more details.

¹² This is particularly strange as GALZ produced a shadow CEDAW report in 2012, in which they highlighted challenges in accessing health care including by LBT women.

there is, no description of how this plays out¹³. Even without research, if the group contains lesbians it should be able to come up with specifics: being forced to marry and bear children; extra vulnerability to abuse and violence in the domestic sphere, work place, and in public; the terrible practice of ‘corrective-rape’ and acceptable levels of verbal abuse to enforce hetero-normality and gender norms; isolation which often leads to psychological problems and high frequencies of addictions (in many contexts); hidden psychological and physical violence due to excessive pressures when in same-sex relationships; prejudice and ignorance by medical practitioners which means lesbians are less likely to access health care in a timely and appropriate manner. It is also not at all unusual for lesbians to basically lose power and be co-opted to a more male agenda when part of LGBTI groups¹⁴.

Follow up: Capacity building including in proposal and activity development and ability to articulate the needs of all its members. TRACE could work with GALZ to increase their ability to give space to lesbians in all levels of their decision making, project design and implementation. It is suggested that the proposal is rewritten to elucidate clearly the different human rights abuses, discriminations and challenges lesbians face and how they differ for different target groups under GALZ purview including gay men, transsexuals and intersex.

Proposals focusing on **elections** also tended to be gender blind – although there’s a welcome attempt by Veritas to at least include women’s groups as partners. Other proposals often fail to appreciate that categories such as ‘CSO’, ‘**citizen**’, ‘MP’, ‘community member’ can act to disguise significant fault lines and differences between those within these groups. Just as ‘women’ are not a homogenous group, neither are these. It is important that groups are supported to unpack how the experience, needs and capacities of different members of such categories can be different. Some internationals raised the idea that we need to look at safe-houses for women during elections, or how to support them when they have to relocate because of danger posed by their male family members’ party activism. This seems to miss an important preventative entry point – to ensure that violence becomes so stigmatised by the next elections that all parties publicly declare that they will not resort to the usual tactics.

Follow up: proposals should be encouraged to list all partner and cooperating CSOs by name and, detail any specific gender expertise/target group. This will help to determine where alliances already are.

A7 - Strengthening TRACE’s internal gender mainstreaming

A gender audit (**Tool 4**) was given to all staff members of TRACE. *There are two dimensions to the Gender Audit:* 1. Programming - programme design and guidelines, program implementation, technical expertise, monitoring and evaluation. 2. Organisational culture and support functions - gender policies, human resources, organisational culture

The scores for this audit came out as

¹³ For a well-articulated exploration of some of the best practice approaches see Mutazgada et al 2015 – but again there’s a lack of reference to lesbian’s lived experience, and as in most articles when there are specifics they are provided for trans women not for lesbians. Likewise the COC Country Context Report on LGBTI issues is largely phrased in legal and human rights terms rather than in detail about lived realities with emphasis on illegality of gay male sex, and on lack of acknowledgement for men with HIV-AIDs, and only one reference to differences between men and women – where there’s a largely unsubstantiated opinion that gay men face more violence than gay women, no mention at all of ‘corrective rapes’ of lesbians or forced marriages.

¹⁴ LGBTI groups commonly fail to fully represent women even on their publicity (see lack of women in Kaleidoscope Trust’s UK web-site). Lesbians in Zagreb, Kathmandu, and London, among other places, all report that gay men fail to represent them when advocating for rights (personal communications with the consultant).

DIMENSION	SCORE (out of 5)	Rank
Political will	2.7	3
Technical capacity	2.1	4
Accountability	3.0	2
Organisational culture	3.4	1
Average (overall score)	2.8	

The results from the application of the Gender Audit, suggest that the every-day TRACE working environment is viewed positively (the overall culture and accountability), but more needs to be done to show political will (such as in the form of policies, training or guidance from DAI and DFID). Technical capacity fails to hit the medium mark, and this suggests that staff consider that more human resources need to be employed full-time or short-time to increase knowledge and skills of TRACE staff to fully integrate gender equality into their work.

A8 – Supporting a gender sensitive TRACE community of Practice

Tool 3 - the CSO Self-Assessment results was used by 16 groups who participated in the TRACE Proposal writing workshop

- ZWLA, SAPST, CSU, Act Alliance, WILD and ZELA all have strong scores.
- MISA has a weak score.
- MISA’s baseline came back with 75% blanks, ICCO’s came back with 33% blanks.
- More than half of the baselines scored ‘somewhat’ in 75% or more of their responses. VERITAS, Silveria House, SAIWO and P Trust are all in this group

Each questionnaire also asked groups to identify their needs, strengths and what more they might need from TRACE as relates to gender mainstreaming and gender equality. The results are compiled in the table below:

Number	NAME	CONTRIBUTION TO TRACE COMMUNITY OF PRACTICE	NEEDS FROM TRACE COMMUNITY OF PRACTICE	What more can TRACE do?
1	CSU	Psychological tools including resilience building	Capacity enhancement	Concentrate on young women as agents of change e.g. female students at Tertiary Institutions
2,3,4	Act Alliance	Gender Analysis, gender capacity self-assessment tools, gender training, contextualisation for work with faith leaders	Opportunities for collaboration. Support with M&E to capture gender indicators. Dissemination of successes and wider sharing	
5	ERC	Gender policy	Operationalising gender	Conduct assessments
6	Environment Africa		Staff capacity development and gender mainstreaming	
7	ICCO	Expertise in young women and masculinities (through a partner organisation)	Sharing how gender issues have been tackled elsewhere in the world including in resource rich places	Facilitate and encourage better coordination of women’s sector and gender work
8	MISA	Issues of gender and the media	Gender mainstreaming, gender budgeting	Encourage women to become more vocal on socio-economic and political issues affecting them
9	MUSASA	Capacity building, providing baselines/evidence. Sharing of information	Greater services for women victims including access to justice and GBV services	Address women’s needs for gender sensitive service provision

10	Patsaica Trust	Support in gender advocacy work	Capacity building on gender	Exchange of best practice – such as through engagement with gender experts and gender organisations
11	SAIWO	Information on imprisoned women	Support for prison programmes	Have a fund designated for empowerment
12	SAPST	Access to Parliamentarians	Strengthening of gender policies, support to develop capacity to articulate success stories	Quarterly coordination meetings with grantees to share experience
13, 14	SIVEIRA HOUSE	General advocacy training (without gender component). Experience sharing of	Seminar on best practices on gender mainstreaming in our project	Support in dealing with male-female issues (i.e. looking at gender relations not just at the different sexes)
15	VERITAS			
16	WILD	Capacity building on gender responsive internal policies.	Support to develop a gender advocacy strategy and plan	Target male led organisations to address gender issues
17	ZDDT		A visit by the gender expert to motivate gender partnerships	
18	ZELA			
19	ZWLA	Legal issues including processes, laws, Constitution		Focus on specific issues affecting women e.g. rape and sexual violence

Different groups offered specific support, and collaboration with TRACE Community of Practice, in issue based work where they have specific women orientated expertise – including as relates to law, prisons, policy development, faith based organisations, the media, young women and masculinities.

When read in tandem with the project proposals they show that **CSOs need support to** understand how issues might be different for different groupings such as women and men, rural and urban and other target groups (mine workers, community members, older women, younger women, lesbians as well as gay men). Groups requested capacity building including in overall gender mainstreaming and gender sensitivity. It would be valuable to also provide inputs to ensure community participation in planning, M&E and in overall good governance – as these areas appear weak in proposals although TROCAIRE and Act Alliance represent quite strong examples of gender integrated project design, and could be used as models for the other groups.

A suggested process to develop a TRACE Community of Practice and engender TRACE as a learning programme could be as follows:

1. Individual mentoring of CSOs – following group SWOR analysis and capacity assessment
2. Project design adjustments – with special emphasis on participatory M&E
3. Setting up learning sessions for the CSOs – including in gender mainstreaming, and women and issues based work. These could be facilitated by the consultant and also include experts from Zimbabwe, as well as inputs from relevant TRACE partners with evidence of good practice.
4. Goal setting for institutional changes
5. Bringing TRACE partners together for joint sharing and learning sessions on a regular basis – with core sessions relating to women, internal CSO governance, gender and governance, gender and accountability.
6. Ongoing monitoring and revisions. Development of (short) learning points to feed in again to TRACE Community of Practice joint sessions.

By doing this TRACE will have a record of clearly attributable positive changes within organisations, as well as lessons learned throughout the programme period.

Consultations with Stakeholders

Consultation meetings were sought with a selection of groups which could represent the following sectors: women's rights activists and donors; INGOs working on gender and governance; NGOs working on gender and governance; Umbrella of CSO groups: UN agencies; TRACE donors; and the government. Meetings with Ministries had to be cancelled due to unavailability. All in all, more than thirty-three hours of discussions were held with more than 24 persons from 17 organisations. The organisations that are working directly on issues of governance and gender were targeted. The Umbrellas were chosen to be representative of different grouping.

Unfortunately it was not possible to meet with anyone from the Disabled Women's Network, or from young women's groups, or rural groups. USAID which undertakes significant governance programming and SIDA which is one of the largest donors for women's activities and organisations could also have been useful to meet with.

All discussions focused on how to make government accountable and transparent in order that women's needs are met. Therefore groups were targeted which work on gender and governance. Each discussion started with questions relating to:

- Role of the organisation in work with women and girls and governance
- Gender issues they believe are key regarding governance and gender
- Strategic entry points and places for leverage with government
- Women in politics, parties, government, and unions
- Masculinities and violence
- Role of CSOs and non-state actors such as the churches including in extractives, human rights, service delivery support
- To a much lesser extent role of women and CSOs in media and elections
- Building and sustaining CSOs
- Any observations about or advice to TRACE or other donors

There were also several respondents who linked the political issues to the economy (and vice-versa) or who focused on their specific experience outside of some of these topics.

The quotes below come from discussions – but caution has been exercised in revealing the sources of quotes. The consultant has the list of which code refers to which respondent.

GOVERNANCE AND POLITICS

'We have a masculinity obsessed politics. We have toxic politicised masculine behaviour working against democratisation. The government policies are obsessed with control, power and patriarchy, operating through slogans which are gendered and violent. What we need is a new peaceful dialogue to break down violence and introduce positive masculinities. 'Stewardship' is a concept that should be raised to include caring for the community, for the environment and for the future. Instead of a caring government we have a whole informal economy has been based on the

government's failure to deliver. We have a political system which has no party-state divide, which has reinstated colonial forms of control including DAs who can over-ride the CEOs of local councils and PAs who report to the Minister and are completely unaccountable. Women, as well as men require better understanding of gender dynamics in governance. Someone also has to work with the veterans.' (Riii)

'Politically people are pretty much in 'roll-over and take it mode', ZANU-PF is the only game in town and people are disconnecting from politics because opposition parties are irrelevant. The only cause of civil strife will be if the army intervenes. We need a behavioural change, because just changing the faces will not change the script. Women are able to change the mentality of power holders. If governance operates in the light and in public forums changes will occur so we have to start to move the processes to the public domain – i.e. create processes that force the government to go to the public, I am optimistic that for Zimbabwe this is a ten year project. We can change things'.(Rii)

The Ministry 'Women's Fund' is going to be a pot for ZANU-PF – but pressure should still be put, that the mechanisms would need to be made accountable and set up to be transparent, for this to be done the donors will have to get heavy handed (Riv)

'There will be a Women's Fund from the MWGCD – but it will likely not be fully accessible including for rural/grass-roots women'. (Rvii)

Current situation is quite regressive regarding women particularly women in politics: 'The media is fanning political conflict and providing negative vitriol against women politicians. The elections and the Constitution have not done much for women – instead we see that the so called 'quota women in politics' are now stigmatised, and less women going into politics than previously. There is a regression now in that young women are much more accepting of personal violence, and accepting a new style of culturally biased marriage ceremony which emphasises very traditional behaviours of the wife.' (Ri)

Linking CSOs with women in politics - 'There's a need for a bridge between CSOs and women in politics – in fact there's very few women in politics except in the opposition who came up from CSOs and so understand the sector. As politics is so party dominated women with consciousness are not in parties, whereas the women in parties are not always able to articulate issues.' (Ri)

It is rare to hear women's rights in discussions of governance. 'When women's contribution and issues are addressed it tends to be quite superficial – gender and governance becomes reduced to issues of GBV – there's little on women and development. Discussions about donor approach and strategy tend to be very academically based or donor-only meetings and they miss out women and women's voices. And yet women's organisations are the ones who (being seen as neutral) are able to move the governance agenda because they can manoeuvre these spaces'. (Rv)

Leverage is possible including at local and national levels –' at Ministerial level through supporting work of commissions, and at local levels with branches of parties. There are possibilities for women's groups to interact with political parties, labour groups and traditional and local leaders. For example WCoZ has been approached to service commissions but there are not the numbers of women available to do this adequately. However even the Ministry of Women, Gender and Community Development is weak and lacking capacity. They need a lot of help. (Rvii)

Language is extremely important. Zimbabweans are obsessed with language and they use administrative processes to deal with political problems and vice-versa. Language is actually the entry point. Language needs to be leveraged to make gains (source unclear)

THE ECONOMY

‘The Economy: there is little resilience left¹⁵. There is no economic accountability – the State does deals with some of the shadier members of the international community including Belarus. It is dealing with China and Brazil to borrow large loans to pay for equipment from these countries. Zimbabwe is almost 10 billion USD in debt and will have to get a debt relief packages from its African neighbours. Cross-border trade will not save women this time as they are no longer able to pay excess taxes and charges, and local food prices have risen at least 40%. We need reform so that it becomes easier for locals including women to do business in Zimbabwe. Currently the political language is all about social service delivery by Councils. But this will have to be privatised because the state has no resources to deliver. ZANU-PF no longer has money, the alluvial diamonds are cleared having more or less given them to the only buyer (China). People are demanding accountability but it won’t come from services paid for by extractives, it has to come from yet another reorganisation of the land architecture, allowing agriculture to be produced and sold, and encouraging commercial farming. We need new agrarian reforms’. (Rii)

Access to stands and market stalls depends on money, which women do not have. Bank lending is not usually possible to them as they cannot show capital or fulfil other requirements. Lack of access to cash for women is a problem and leads to dependency including in abusive relations and transactional sex. (Rvi)

LEGAL AND POLICY

‘The Constitution - aligning laws with the Constitution is a delaying process from the party. At the speed it is taking it will be more than 200 years before all laws are aligned. In fact we can build constitutionalism in other ways such as through making the Constitution available to everyone, and undertaking advocacy into understanding how to use it. Parts of the Constitution do not require funds to implement – MP Jessie of Harare North has identified which areas these are. You also have to find ways to ensure there’s a political cost to the lack of accountability and delegitimise power’. (Rii).

Implementation of laws problematic - ‘There are huge gaps between law and lived realities – we have progressive laws but law is not working well for women, for many reasons, including cost and corruption: men can better bribe judges and legal officials’. (Rvi)

‘Vibrancy and critical thinking more or less broke down after the Constitution Building, which is a shame because now is an ideal time to hold duty bearers to account using the tool of the Constitution, and women’s groups are ideally placed to do this. Women’s groups really are about accountability and this should give them a powerful place in governance work. Even the Gender Commission is having little funding (in comparison with the other commissions). But groups have lost their grounding and become dissipated. A regrouping of women’s organisations is therefore

¹⁵ Note that the ZIMVAC for 2014 shows that the household coping strategy index went down to 6 from a high of 21 in 2012, and that food security in 2014/15 is down but this still represents more than half a million people (with highest rates in South, South West, and North West).

required. It can be done - there is a lot of young energy out there that can be shaped and redirected'. (Rv)

WOMEN'S PROGRAMMING and WOMEN'S CSOS

Women's Rights have become an Annex to Human Rights. Mainstreaming is pushing out women.

'Assumptions of meaningful institutional mainstreaming by donors have diluted the women's rights and women's development agenda – as women get relegated to gender and a box ticked. This is not because of a lack of will but because of a lack of knowledge. The space for women's programming has been usurped by groups (accessing these same funds) working on masculinities or mainstreaming. Women are fighting for a space that is closing fast.' (Rv)

Support to women's groups essential: 'We have structured ourselves in a patriarchal way and avoided the links between the issues. Social movements are in fact key. And it's vital to institutionalise women's groups, and support CSOs to link and share. There's too much silo-ing at present'. (Rviii)

WOMEN'S RIGHTS WITHIN THE HUMAN RIGHTS FRAMEWORK

Spaces for women's rights within the HR community - 'The space is shrinking for women's human rights, in fact human rights have tended to become about realising civil and political rights for men. Even the attitude to women within civil society is somewhat negative. Funding for human rights or governance has actually gone to men – only the Dutch, Canadians, and Swedes are sensitive. When I look at TRACE I see that rights are also being configured outside of women's rights'. (Ri)

'CSOs are Harare centric – and the human rights ones are also male dominated and not happy with women's rights in fact they are a tight-knit closed circle. New human rights organisations cannot access resources and so they wither. Women's groups get a very small slice of the pie, and gender mainstreaming enables the boys clubs to get the money for women's rights. But women's rights are not seen as a governance issue. The 'strategic' women's NGOs are better funded than the women's CSOs that are humanitarian in nature. TRACE needs to address these – and also look at giving funds on a proportional basis to local groups' (Riv)

Women's groups are under-funded and depleted. But much capacity lies with young women organising at local levels: 'Women's groups are no longer getting funding, instead it's going to mainstream NGOs. Men have co-opted the women's rights arena and women are now articulating men's definitions of their needs. Women's groups are no longer politically conscious and instead work predominantly on social rights (HIV/AIDs, GBV) without connecting these issues to wider political issues. The Human rights arena is male dominated. The new kind of women's leaders lack courage to challenge political structures and actors. Women in politics have in fact become stigmatised – after the Charter was hijacked by men. Young women's groups are the ones linking grass-roots (as they work closer to the ground) and strategic groups'. (Rix)

Child marriage is an emerging issue – this is UNFPA's primary issue at the moment. It is also one of DFID's key areas for work on women and girls. It is being somewhat politicised and should be only supported with care (because of sensitivities around culture and race). ZANU-PF is courting the Apostolics and therefore challenging a practice which can be regarded as traditional and local, could be exposing and counter-productive. Also the lack of cash in families encourages early marriage in times of economic crisis due to the payment of bride price (lobola). ZIMVAC 2014/15 does not find that early marriage is considered a major community challenge – only 0.03% of respondent communities ranked it. Likewise social issues and social misdemeanours also scored very low at 0.2%

and 0.5%. This suggests a big disconnect from official polls and international priorities. However it should be noted that girls were not polled.

Refinements

The consultant has tended to come down on the side that the most productive approach in Zimbabwe as far as programming is concerned is to focus on women rather than gender. Every context is different, but in the case of Zimbabwe, it appears that there's strong logic for supporting groups and activities that are women rather than gender focused. This is because of the strength of patriarchal norms, and because it appears that there's an overall lack of understanding of gender mainstreaming. There's the risk of running before you can walk if you try to work on gender before understanding women's status fully – i.e. that by trying to analyse and integrate both men and women, it all gets too fuzzy and women still get relegated to second place.

This is not to say that gender analysis should not be done – in fact it must be done – in order to ensure that individual projects and the overall programme 'do no harm' to women or women's groups. Rather emphasis should be on monitoring, enumerating, and disaggregating in order to reveal impact, involvement and voice of women.

Women are not a homogenous group anywhere in the world – and just like men find their lived realities affected by differences such as race, age, physical ability, religious and cultural contexts, sexual orientation, educational background, rural or urban location. As relates to Zimbabwe there are clearly different perspectives, needs and capacities along rural-urban fault lines, along religious lines (particularly for women who are part of the Apostolics) and across age. The overall determining factor that can influence life, wealth and access to resources is loyalty to the ruling party.

Analysis of women's participation in governance in Zimbabwe reveals opportunities to build on significant work and lessons learned especially in the fields of gender budgeting, and women's participation in local service provision. Relatively small amounts of strategic funding could provide great value-added for example by enabling gender budgeting analysts to expand beyond looking at allocations and dispersals by ministry, but also to analyse all financial flows into and out of government coffers – showing where funds come from, where they go and who they benefit. Gender budgeting is a key technocratic tool for government accountability and transparency, and can be scaled out to also develop community budgets. Drawing on the expertise of the key women's group in Zimbabwe with this competency, the Zimbabwe Women's Resource Centre, could be an extremely supportive intervention.

Likewise, some international non-profit development agencies including Action Aid, have undertaken action orientated research and good practice that could be built upon by grantees working on local service provision to improve their interventions, and to better understand implicit and explicit impacts on men and women.

Work urgently needs to be supported to decrease overall tendencies to use violence in any shape to retain a position of power – whether by men in the home against women and girls, or by men in public against opponents or miscreants.

Other creative approaches could be encouraged to change cultures of power and domination - story telling or envisioning futures (rather than pasts), countering fake histories and propaganda by bringing previously opposing sides together¹⁶ can both be powerful tools for change. Art and creative media including comedy and performance can open up space to different views, different interpretations, and quite literally challenge hegemony.

UN Women would support specific funding for women’s organisations because the retraction of donors funds is especially impacting on women’s groups, where funding is now really minimal, and many groups are just struggling to survive. UN Women believes it could become a strategic partner to TRACE, and play a powerful role in enhancing the gender capacity of these organisations.

Recommendations

Strengthen selection of women focused projects

1. Provide specific funding for women’s NGOs
2. Adjust project goals and indicators to explicitly address women
3. Bring in women to selection processes for project proposals with an understanding of the women’s movement and funding trends (e.g. the donor Urgent Action Fund for Women’s Human Rights, the former head of SOROS)
4. Consider funding modalities that can support more rural groups and those engaged in modest activities, where women are more likely to be active participants and beneficiaries
5. Reach out to women’s groups collectively if there are any further calls for proposals

Strengthen gender mainstreaming in project design

6. Undertake trainings in gender concepts, analysis, project design, and M&E for all grantees
7. Provide specific tailored support to those working in extractives, and LGBTI rights so that they better understand how to integrate women and women’s issues into their projects
8. Ask new applicants to assess their proposal using ‘tool 2’ which summarises whether it contains gender analysis, targets women, comes from a woman focused organisation etc.
9. Provide specific guidelines to new applicants so that their proposals detail how women (and which women) have a role in project design, implementation and monitoring, and how the project will benefit them in contrast to men.

Strengthen women in the running of TRACE programme

10. Employ more female staff in leading positions, to help address imbalances in the organisation.
11. Gender equality and women’s rights goals could usefully be more thoroughly integrated into overall programme design - including in the Log-Frame, Theory of Change, Recruitment practices, capacity building of staff in gender equality.

¹⁶ The amount of segregation between old impoverished whites and the ordinary black population is quite striking at first to an outsider new to Harare. So is the extent to which the media propagates anti-white and anti-British statements which are untrue. For example in November 2015 the papers ran a front-page story with Mugabe saying that heads of murdered Zimbabweans were displayed in the UK. This is a falsehood. There’s also a very widespread belief that ‘whites’ owned more than 70% of the farm-land, a figure actually likely to be in the realm of 14% (see Rogers p150 for a convincing dissection of the myth).

12. Gender Policies should be developed by TRACE in close cooperation with staff in order to ensure understanding and buy in. Reference can be made to existing policies in partner organisations – such as the existing policies and procedures held by DAI and CARE International.

Strengthen the women-focus in proposal tools

13. A gender check-list could be used for all applications in order to better monitor gender mainstreaming. It could also be applied to the TRACE leading partners (Coffey, DAI, Equal Access, Development Law Association, JIMAT).
14. Record project proposals received according to whether the group is a woman's group or not, whether it mainstreams gender, and whether the project explicitly targets women and girls.
15. Ensure all successful project proposals are planned to show gender disaggregated targets.

Strengthen good governance and accountability approaches by TRACE and grantees

16. Provide strategic support to ensure that gender responsive budgeting initiatives are scaled up including through collaboration with the ZWRCN.
17. Support CSOs to develop in-depth strategies for engendering each TRACE thematic area such as through convening women's groups and gender experts to present lessons learned, best practices and providing teaching and mentoring.
18. Provide specific inputs and support for CS work that addresses attitude and behavioural change around violence and masculinities. Activities which can come under this include skills building in conflict resolution, in non-violent communication, in mediation and violence de-escalation.
19. Address the overall climate of acceptability of extreme physical violence in both the private and public spheres: target activities which integrate youths and elder males who provide the shock troops and militias during times of political contestation. Practical initiatives such as sports (rugby and cricket) and physical training can channel excess energies. Innovative direct work with men and boys on violence, war and post-conflict trauma, non-violent conflict resolution skills and masculinities can increase their understanding around dynamics of violence and increase their ability to reject engagement in violent or exploitative behaviours.¹⁷

Strengthen the enabling environment for government and the economy¹⁸

20. Support change by balancing work with CSOs, with initiatives that directly address skills, knowledge and behaviour of government actors. You cannot demand civil servants to be accountable and transparent if the systems they work within and the processes they engage in are closed and dysfunctional, and if they don't know how to work effectively. Ideally a SWOR analysis and a Capacity Assessment of the government departments should be done, with investigation into where needs lie, which processes and practices should be targeted for improvement, and which cultures and practices could be changed and how.

¹⁷ There are many groups which have expertise in this (including in UK, and Southern-Africa) such as men-against-rape groups, groups working with violent male prisoners on rage management, and members of former violent militia groups who now work on feminism and non-violence (including some ex-IRA soldiers in Ireland, and former-Maoist guerrillas in Nepal).

¹⁸ The recommendations in this section are primarily directed at DFID or other bi-laterals for their other work.

21. A culture change and a re-professionalization of government needs to take place because as things stand now, the state and government predominantly function through money, connections, patronage and informal dealing. This can be done by further supporting women's groups who already work with government such as Gender Links, which facilitates the 'Women in local government Forum', and by supporting gender budgeting initiatives being undertaken by groups such as the Zimbabwe Women's Resource Centre and Network.¹⁹
22. Support practical ways to improve livelihoods as well as government income through projects to improve agricultural productivity, fair and increased trading permits for street vendors, and access to markets including by small-holders²⁰.

PART THREE – GENDER ASSESSMENT SCORING AND RESULTS

¹⁹ The head of the Women's Coalition of Zimbabwe, mentioned that the government has requested their expertise on all Commissions. This is a great opportunity – but one they do not have the people power to take up fully.

²⁰ See Freeman for an excellent summary of the state of the economy.

TRACE gender analysis results

Overall the scores suggest gaps in the gender sensitivity of some CSO partners, and some weakness in integration of gender into project design. Proposed ways to address this for weaker organisations/projects include: gender training, rewriting of some proposals to integrate gender especially in Theories of Change and Indicators. For the future, additional check-lists can be used by applicants, in order to provide clearer assessments of their capacity and approach to women friendly programming and gender equality. For the TRACE project team, their self-audit, suggests that more expertise is needed in order to operationalise gender.

TOOL 1 - The 12 proposal review

METHODOLOGY AND SCORING – the mean score is Medium

Each project proposal which has been approved to date by TRACE for support (twelve in all), was reviewed. Each proposal was then scored according to whether it met ten elementary gender sensitivity criteria.

The nine assessment criteria were:

- A. **Gender in project design** – specifically whether (i) the overall approach is gendered (ii) the proposal presents a pertinent gender analysis (iii) gender is reflected in the theory of change (iv) gender is articulated in the log-frame/indicators, and (v) gender is taken into account in monitoring and evaluation
- B. **Gender in project implementation** – specifically whether (vi) the applicant is a woman's CSO (vii) whether it is partnering with women's CSOs (viii) it has female staff (ix) gender of the actors or beneficiaries is noted

Scoring was to a maximum of 18 points – with a 'yes' being valued at 2, a 'no' being valued at 0, and a 'not possible to evaluate' valued at 1.

- Proposals that score between 13 and 18 reflect strong levels of gender sensitivity = MUSASA, TROCAIRE and ZWLA
- Proposals that score between 7 and 12 reflect medium levels of gender sensitivity = of RAU, ERC, VERITAS, LRF, and ZESA
- Proposals that score between 0 and 6 reflect weak levels of gender sensitivity = GALZ, SILVERIA HOUSE, ZELA and ZDI

Analysis of scoring for 12 proposals

The overall score for all proposals is 91 points so there is a mean score of 7.58. This means that taken together the proposals just manage to reflect medium levels of gender sensitivity.

Score between 13 and 18

There are 3 proposals that reflect strong levels of gender sensitivity: those of MUSASA, TROCAIRE and ZWLA. It's noticeable that two of these are from women's organisations who specifically target women in their projects, and work on violence against women. However they also score highly

because they address men to a certain extent and therefore can be considered 'gendered'. TROCAIRE's proposal, whilst it doesn't come out top (because it's not a woman's CSO) does reflect an integrated and careful analysis of gender roles and dynamics. It could be used as an example of good gender-sensitive proposal design. MUSASA and ZWLA's projects both provide some reference to working with men (as allies or agents of change) as well as serving men, and their project design is gendered. ZWLA falls just below TROCAIRE because there does not appear to be attention to how monitoring and evaluation will be designed to elucidate gendered differences. To ensure these projects actually deserve their 'strong' ranking more questions could be posed regarding their staffing proportions, and their partnering with women's or men's CSOs. These proposals, can be used in the form in which they now stand, to develop assessments to see if their results are as gender sensitive as their design.

Score between 7 and 12

There are 5 proposals that reflect medium levels of gender sensitivity: those of RAU, ERC, VERITAS, LRF, and ZESA. RAU manages to just miss out on being strong – because it focuses on women as subjects of its research, but does not reflect strongly on gendered relations. These projects all address human rights. To strengthen these projects, the log-frames of RAU, VERITAS, and ZESA could usefully be reworded to take into account both women and men. VERITAS also need to find ways to develop monitoring and evaluation tools that take into account different starting points, contributions and needs of women. Again, extra questions could be addressed relating to staffing proportions and partnering with women's or men's CSOs. As these projects are written they need a bit more work on the design in order that they can be assessed later to see how results impact both women and men.

Score between 0 and 4

There are 4 proposals that reflect weak levels of gender sensitivity: those of GALZ, SILVERIA HOUSE, ZELA and ZDI. It's noticeable that three of these projects address mining communities, whereas the other addresses sexual minorities. These proposals are almost totally gender blind, in that they rarely unpack the identity of those participating or benefiting – instead they talk about homogenous groups of 'communities', 'citizens' or 'gays and lesbians.' They fail to present an understanding of how women's experience and contribution might vary from men's but instead assume there's an inbuilt parity. In fact there's substantial evidence to show that this is not the case (*Please see the box which delineates areas of difference for women in the contexts of extractives*). Because they are not rooted in gender analysis there is a significant risk that the projects will not integrate women properly, could either solely or mainly benefit men (at the expense of women) and could even do harm to women in target communities. It's clear that all these groups need support with identifying gender issues in their work, with their communities, and understanding how to design and evaluate projects to bring out power dynamics between men and women.

It is interesting to show how these proposal review scores differ from the self-assessment scores representatives of each project gave their organisation and project.

TOOL 2 - The 235 CSOs review

EXPLANATION AND RESULTS the score given to the applicant pool is 'weak' as less than 35% of all applicants have gender or women orientated projects.

This was undertaken to help assess how gender sensitive the overall group selection had been. The full listing of 235 CSOs approached by TRACE was reviewed. Cross-referencing was undertaken of how many members of two key networks are also part of the 235 CSOs. It was found that of its 60 members, the Women’s Coalition of Zimbabwe had 11 on the 235 list. This means 18% of the WCOZ members were directly approached by TRACE. It was found that of its 21 members (of whom 5 are also members of WCOZ), Zimbabwe Human Rights NGO Forum had 15 on the list. This means 71% of the HR Forum members were directly approached by TRACE. This appears to substantiate the observation made by national CSO members the consultant talked with, that TRACE has initially neglected women’s groups and given preference to Human Rights Groups. When the 12 groups who are funded to date are assessed 3 of them are part of both the HR NGO Forum and WCOZ, 1 is a member of ZHRF only, and 1 is a member of WCOZ only.

The rapid assessment of the 235 CSOs in terms of which were women’s organisations and which were women led shows:

- 61 CSOs can be identified as women’s groups with women and girl focus. Of these 4 have been funded in the first tranche of 12 (6.5% of all women focused groups funded).
- 26 CSOs can be identified as mainstream groups with a gender orientation. Of these 5 have been funded in the first tranche of 12 (19% of all mainstream groups with gender orientation funded)
- 25 CSOs can be identified as women led. Of these 6 have been funded (24%).
- 44 projects can be identified as targeting women and girls. Of these 5 have been funded (11%).
- 11 CSOs are members of WCOZ, 11 CSOs are members of ZHRF. Of these 6 have been funded.

TOOL 3 - The gender baseline self-assessment

EXPLANATION AND RESULTS – the mean score is MEDIUM to STRONG

This was undertaken for individuals to provide a rough and ready assessment of their organisation’s and TRACE projects in terms of gender mainstreaming. Members from 16 CSOs/coalitions (completing 19 questionnaires), who had participated in the three-day proposal writing workshop, completed a questionnaire to assess gender in the organisation, gender in the project, and extent of gender transformative approach (i.e. addressing male and female attitudinal change).

Rank	Name	Score
1	ZWLA	24
2	SAPST	21
2b	CSU	21
4	D-CAID	20
5	WILD	17
5b	ZELA	17
7	SILVERIA HOUSE	16.5
8	MUSASA	16
8b	SAIWO	16
10	EA	14
10b	VERITAS	14

10c	ZDDT	14
13	ERC	13
14	ICCO	12
14b	P TRUST	12
16	MISA	5

When scored together they scored Medium to Strong overall on gender sensitivity. Of groups whom completed this self-assessment, six are already funded (and therefore covered in the **12 proposal review**).

- ZWLA, SAPST, CSU, Act Alliance, WILD and ZELA all have strong scores.
- MISA has a weak score. MISA's baseline came back with 75% blanks, ICCO's came back with 33% blanks.
- More than half of the baselines scored 'somewhat' in 75% or more of their responses. VERITAS, Silveria House, SAIWO and P Trust are all in this group

When results are broken down, the following is observed:

- Under 'gender in the organisation', all groups scored themselves either Medium or Strong.
- Under 'gender in the project', ZWLA, CSU, MUSASA, SAPST and WILD all have strong scores.
- Under 'gender transformative', SAPST, ZWLA, Act Alliance and SAIWO scored themselves highly, whereas EA, ICCO, P Trust and MISA scored themselves as weak in this area.
- ERC and ZDDT answered that they did not have any gender training for staff.

A notable variation between the consultant's proposal review and the group's self-assessments concern Silveria House who score themselves as medium, whereas the consultant scored them as weak; ZELA who score themselves strongly in terms of the organisation, and medium in terms of the project, whereas the consultant scored them as weak.

One of the reasons for this could be that the consultant scored the proposals based on their actual content, whereas the self-assessment was done by CSO members who would have a wider sense of their organisation. However its worth pointing out that different members of organisations can have different self-assessments: this can be observed as two organisations returned multiple self-assessments which were not unanimous.

It is recommended that support is provided as follows –

- ✓ Gender Training for staff, and engendering of project design – especially for ERC, ZDDT, MISA and ICCO.
- ✓ Engendering of project design; analysis, theory of change, indicators, activities - VERITAS, P Trust, SAIWO and ZELA
- ✓ Gender mainstreaming support for all organisations including in review and creation of gender policies, organisational leadership and role of women beneficiaries.

TOOL 4 – Gender Audit of TRACE Organisation

METHODOLOGY AND SCORING

This is designed to assess organisational culture, accountability, political will and technical capacity as regards gender mainstreaming in the project set up. The short-form of the Audit was used, which comprises 20 questions. It was taken from the Inter Action Gender Audit Handbook 2010, and comprised 20 questions.

Nine surveys were returned during the period 21st November to 4th December.

The explanation for terms and overall scoring for the nine surveys is as follows:

Gender Mainstreaming Score Framework Dimension - terminology

Political Will: Ways in which leaders/senior managers use their position of power to communicate and demonstrate their support, leadership, enthusiasm for and commitment to working toward gender equality in the organisation.

Technical Capacity: Level of ability, qualifications and skills individuals in an organisation need to carry out the practical aspects of gender mainstreaming for enhanced programme quality and level of institutionalisation of gender equitable organisational processes.

Accountability: Mechanisms by which an organisation determines the extent to which it is “walking the talk” in terms of integrating gender equality in its programmes and organisational structures.

Organisational Culture: Norms, customs, beliefs and codes of behaviour in an organisation that support or undermine gender equality— how people relate; what are seen as acceptable ideas; how people are “expected to behave;” and what behaviours are rewarded.

Discussion

Using a 1-5 range scale, a 1 would indicate a very low score in that dimension, whereas a 5 would indicate a very high and favourable score in a given dimension.

The statistical results can be found in the data sets which are part of the proposal Appendixes.

The point scores show that organisational culture is positively viewed regarding gender issues. Political will is viewed as more or less in place, but lower than within the daily work – which suggests that there’s a sense in which the culture has been created through the personal will of the staff rather than through the imprint of the organisation. The point scores also indicate that staff believe the organization has some accountability mechanisms in place for gender integration and that staff generally are held accountable but that this could be strengthened. On the other hand, staff view themselves and others as possessing less technical capacity for gender integration.

Question 19 was highest at 3.8 – suggesting that the projects were believed to contribute to gender equality to a great degree. The lowest scoring was for Questions 11 and 12 – at 1.4 suggesting that there’s a lack of support and back up to work on gender.

Ways to improve these scores would be to focus on human resourcing issues such as how job vacancies are composed and distributed and how interviewing for staff takes into account affirmative action or equal opportunities; as well as increasing opportunities for training and mentoring of staff in gender sensitive work practices including related to programme planning.

- integrate gender into job descriptions and ensure gender balance among staff
- include integration of gender into planning processes and strengthen the policy framework
- increased capacity building for staff, and increase the number of staff or consultants with gender awareness

Background characteristics of respondents

Initially three women responded and only two men. This suggests either a lower level of motivation by men, or that they felt that responding might in some ways be held against them. After a big push by management 9 questionnaires in total were received. 1 of these was from a temporary driver. Otherwise 3 were from managers 1 was from a support staff member, 2 were from people in management and finance, and 3 were from people in programming. In total 6 men responded, and 3 women.

Capacity, knowledge and experience of respondents

Eight respondents checked that they would like to develop their capacity more.

Six respondents checked the box that they have theoretical gender knowledge (through training or attending courses).

One respondent checked the boxes that relating to experience in implementing gender mainstreaming; three had done project DM&E from a gender sensitive perspective.

Three had collected and analysed data according to gender.

Three respondents had worked on women’s projects previously

No one checked that they have taught or mentored.

- There is clearly a demand for increased training for staff, and increase the number of staff or consultants with gender awareness
- There is a lack of project or programme related gender experience

The questionnaire was also given to one external consultant from CARE. It was noticeable that this person scored their organisation at 4 or 5 for all questions, except for question 5 – on budgets for training – which was ranked as 3. This respondent had training knowledge, implemented gender mainstreaming, undertaken gender sensitive DM&E and statistics, and worked on women’s projects.

It would be a valuable exercise to use this Audit for all staff and consultants from the variety of organisations related to the TRACE programme (DAI, CARE, Equal Access, Law for Development, JIMAT).

Results

Category	Score	Average
Political Will	13.4	2.7

Organisational Culture	17.0	3.4
Technical Capacity	10.4	2.1
Accountability	12.0	3.0
Total	51.8	11.2

Organisational Culture

The average for this arena was 3.4

- ☐ Scores ranged between: 3.0 (low) to 3.7 (high)
- ☐ The lowest score related to Question 10 (3.0)
- ☐ The highest score related to Questions 6 and 7 – (3.7)

Accountability

The average for this arena was 3.0

- ☐ Scores ranged between: 1.8 (low) to 3.8 (high)
- ☐ The lowest score related to Question 20 – the extent to which gender awareness is in all job descriptions (1.8)
- ☐ The highest score related to Question 19 – programmes and projects contribute to the empowerment of women/girls and the changing of unequal gender relations (3.8)

Political Will:

The average for this arena was 2.7

- ☐ Scores ranged between: 2.1 (low) to 3.6 (high)
- ☐ The lowest score related to Question 5 – that staff training in gender is budgeted for (2.1)
- ☐ The highest score related to Questions 1: Gender equality integration is mandated by our organisation (3.6)

Technical Capacity

The average for this arena was 2.1

- ☐ Scores ranged between: 1.4 (low) to 2.8 (high)
- ☐ The lowest score related to Questions 11 and 12 equally – that there is someone responsible for gender in the organisation and that the organisation consistently draws on a person or division responsible for gender programming(1.4)
- ☐ The highest score related to Question 13 – the staff have necessary knowledge, skills, and attitudes to carry out their work with gender awareness (2.8)

TOOL 5 - Review of TRACE partner gender mainstreaming architecture

EXPLANATION AND RESULTS

In order to see what gender expertise could be drawn upon to improve TRACE's work – a quick website review of the main partners in TRACE was undertaken. This reveals that whilst all partners have undertaken projects related to women or gender, their websites do not show that their

institutional infrastructures are fully mainstreamed, and they do not usually prominently feature internal gender policies or practices.

CARE has the most extensive policies (including in Gender, and Prevention of Sexual Exploitation and Abuse), DAI's main policy document – on business conduct and ethics – refers briefly to non-harassment and non-discrimination. The website of the Law and Development Partnership is lacking any reference to policies, gender, gender mainstreaming or codes of conduct. JIMAT mentions some policies on its site but none related to gender. It cannot be ascertained which gender policies Equal Access has, however given the website's emphasis on supporting and working with women it would be surprising if they did not have some. DFID is subject to the Gender Equalities Act, and the Secretary of State is held accountable including for ensuring that gender equality is taken into account. DFID's key document in relation to this is their 'strategic vision for women and girls:'

DFID's actions will include support for: • locally-led action for social change, including women's movements, that challenges discrimination against girls and women; and work with boys and men to re-dress unequal gender relationships; • support to women and girls' participation in national and local decision making processes as politicians, leaders and stakeholders, including reform of electoral systems and supporting campaigns for equal representation of women and men; promoting women's leadership through capacity development and removal of structural barriers to women's political participation from community to national levels; • improved legal frameworks that protect women's and girls' rights and the implementation of laws that enable women and girls to own, inherit and control productive assets, realise reproductive rights, and provide protection from violence, early marriage and other harmful traditional practices; • strengthen national and local policies, planning and budgeting processes to ensure growth and poverty reduction benefit girls and women, and that services and opportunities for them are prioritised.²¹

It is recommended therefore that TRACE develops its own internal gender policies. At a minimum these should cover: equal opportunities and diversity; sexual harassment and misconduct in the work-place; prevention of sexual exploitation and abuse; accountability by partners and their codes/working practices. This work could then be deepened through working together with the grantees to strengthen their internal policies, or, and this would be simpler, to develop a TRACE Code of Conduct all can sign on to.

²¹ A new strategic vision for girls and women: stopping poverty before it starts, DFID 2011

PART FOUR - APPENDIXES

List of organisations and individuals met by the consultant

Sector	Organisation	Name	Position
CSO Umbrella organisations	Women's Coalition of Zimbabwe	Sally Dura	National Coordinator
	GALZ	Tinashe Sande	Member
	Church and Civil Society Forum	Nomaqhawe Gwere	Senior Programme Officer, Conflict Prevention and Peace Building
	Human Rights NGO Forum	Shastry Njeru	Senior Researcher – Transitional Justice Unit
INGOs working on gender	WIPSU	Sakhile Sifelani	Executive Director
	The Women's Trust	Luta Shaba	Director
	Gender Links	Priscilla Maposa (check name)	Country Manager
	Padare – Forum on Gender	Kelvin Hazangwi	National Director
	Musasa	Netty Musanhu	Director
		Nyasha Mazango	Programme Officer
	Women's rights activists/funds	Urgent Action Fund for Women's Human Rights, Africa	Ndana Bofu-Tawamba
		Connie Nawaigo-Zhuwarara	Strategic Programmes Manager
Zimbabwe Women's Resource Centre and Network		Pamela Mhlanga	Executive Director
The Other Foundation SA, and former head of SOROS		Isabella Matambanadzo	Board Member, Media Activist
Independent Researcher in gender and development, and women's rights		Teresa Mugadza	Consultant and Advocate of Law, former member of the anti-corruption commission
INGOs working on gender	OXFAM UK	Fadzai Traquino	Programme Advisor Extractive Industry
		Lucina Machanzi	Advocacy and Policy Manager
	ACTIONAID	Ronnie Murungu	Country Director
		Lloyd Masunda	Fundraising Director
		Precious Gombera	Program and Policy Officer (Governance)
		Toendepi Kamusewu	Head of Programs
UN Agencies	UNFPA	Choice Damiso	Gender Focal Person
	UN Women*	Delphine Serumaga	Country Representative
		Revai Makanje-Aalbaek	Deputy Country Representative
TRACE Donors	DFID	Andrew Bowden	Governance Advisor
		Olivia Gumbo	Governance Advisor
		Jessica Petitprez	Social Development Advisor
	Australian Embassy	Daniel Kark	Second Secretary

**This meeting was held by Skype conference. All others were in person.*

Interesting initiatives and organisations

Centres of Excellence Planning Framework for Local Councils (2015)

This is broken into ‘governance; political participation; public participation; planning; mainstreaming gender into local economic development - climate change and sustainable development; infrastructure; health; HIV and AIDS and care work; social development; gender specific programmes – ending GBV awareness campaigns, response, Support, coordination; employment practices and environment; selection and recruitment; capacity building; work condition and environment; gender management system.

Council Gender Action Plans – Gender Links

This group has gender sensitive service delivery as a goal, and is working with local government to mainstream. They work with Council Officials, District Administrators and women service users (most users are female) and women in councils (58 out of 92 Councils have women, making up 16.2% of Councillors, which is down from the 18.8% in 2008). Their strategy is to start with getting women into decision making, getting more women candidates for the 2018 local council elections, and working directly with women from councils (200 women came together to address mainstreaming in councils in early November 2015). Firstly these women and then other council members need to be capacitated on policy and gender. They have developed sectoral Gender Action Plans for each Council, which will now have community input.

Local authorities now have to generate own income – most of it from taxes on houses, stands, market stalls, parking. They are now responsible for water, for roads (in part with central government), for health (in part with central government), for education (mostly central but some private/religious schools), electricity remains nationalised.

There is a Women in Local Governance Forum for all women working in local government, and also Gender Links has set up Centres of Excellence in 38 Councils.

National Strategy on Women in Decision Making- The Women’s Trust are currently developing the National Strategy on Women in Decision Making for the MWGCD, with the nation-wide consultative process to finish in early 2016.

ActionAid Zimbabwe work on evidence based programming through partners including on accountability on gender responsive public services. AA is also working on tax justice and tax power and this links to their work on extractives and accountability. They have done research on capacities of local authorities to be gender responsive, as well as the impact on women of extractives, and of decentralisation, and found that women are able to influence plans in local authorities – ‘Community voice is informing and influencing structures of power’. Work on government accountability and gender budgeting has been taking place since 2014. They have done research on safe spaces for women and have over 200 community platforms through which women discuss issues around service provision. During elections they support women’s groups including through the ‘Women can do it’ and the ‘Trust women’ campaigns. They are now looking at how to ensure that women can effectively participate in the 2018 elections, starting with the role of young women. This work is rooted in their observations that the ‘2008 violence influenced women’s involvement in 2013.’ Their theory of change is that empowerment, solidarity and campaigns lead to progress. They have three ongoing multi-country campaigns: safe-cities, tax-justice and land for livelihood.

What is essential is to have women’s organisations, and women from residents associations on board. The main issues dealt with are water, sanitation, hygiene because women are running around substituting for services when provision is lacking, and as local authorities lack resources this is now common. AA believes they have a crucial role in building capacity of partners including on issues, information, and applying ‘social accountability’ tools²² to identify and get ownership on issues. However the context is highly polarised with

²² e.g the ‘Reflect Action Tools’.

both local institutions and individuals only seeing things through party lines. In all cases they see they have a role in facilitating dialogue. Accountability work also takes place through regular analysis of publications, where summits around the issues are set up for accountability

The political space is changing, the engagement of women is being limited, as they are being pushed to the peripheries of the political parties – women who are on quota seats are now not being given space or taken seriously.

AA work on extractives includes; participation in the African Mining Endebe, participation in the Government convened Mining Endebe; a localised EITI 'publish what you pay' They attend SADC Civil Society Forum – which will have the issues of extractives, and also of shrinking democratic space on the agenda.

AA work with the government has included one-to-one engagement with local authorities and ministers. They have done work training councillors which was very positively received, and they have been working with MPs using government articulated evidence. Part of the aim of this work is to 'close the gap between institutions.'

AA have a proposal in with TRACE, partnering with Adam Smith International.

Organisational Gender Check-list example

Policies

1. Gender and Diversity Policy
2. Sexual harassment Policy
3. Equal Opportunity/Affirmative Action Policy
4. Paternity/Maternity leave in policies

Participation and benefits

5. Women's Advancement in the organisation plan
6. Women on the Board/In decision making positions
7. Gender disaggregated statistics/organogram showing which positions are held by women,
8. Salary and benefit differentials by men/women

Services/support

9. Separate toilets for men and women
10. Breast-feeding allowed/space provided
11. Transport and work hours adjusted to reflect women's safety needs, and domestic responsibilities.

Capacity building

12. Gender Equality and Women's Rights expertise available for staff
13. Female mentor available for female staff
14. All staff have capacity building/training plans
15. Training sessions on gender equality and women's rights are held for all staff

Publicity and reports

16. Images of women in documents as well as men,
17. Language use 'he/she' reflects both sexes where appropriate
18. Information is disseminated also in areas where women tend to meet

Gender Terminology

Based on a glossary developed by the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW): <http://www.un-instraw.org>

Affirmative action – tries to rebalance the traditional discrimination against women or other marginalised groups with actions that are designed to give women a ‘step up’. Quotas etc.

Diversity management –creating a work place culture that is beneficial to the organization, in particular through reducing the monolithic culture, reducing long work hours and enabling more flexible working environments (see Increasing the diversity of the Mining Industry Work place, Australia’s Policy on Equal Opportunities and Diversity)

Empowerment - Empowerment implies people - both women and men - taking control over their lives: setting their own agendas, gaining skills (or having their own skills and knowledge recognized), increasing self-confidence, solving problems, and developing self-reliance. It is both a process and an outcome.²³ Empowerment implied an expansion in women's ability to make strategic life choices in a context where this ability was previously denied to them.²⁴

Equal opportunities – undertaking specific actions which encourage and promote the inclusion of traditionally marginalized groups such as women, persons with disabilities, minority ethnic groups

Gender - The socially prescribed culturally and historically specific roles that men and women are expected to adopt. Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a differential basis. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures. Gender is relational and refers not simply to women or men but to the relationship between them.²⁵

Gender Analysis - Gender analysis is a systematic way of looking at the different impacts of development, policies, programs and legislation on women and men that entails, first and foremost, collecting sex-disaggregated data and gender-sensitive information about the population concerned. Gender analysis can also include the examination of the multiple ways in which women and men, as social actors, engage in strategies to transform existing roles, relationships, and processes in their own interest and in the interest of others.²⁶

Gender Balance – percentage of women and men involved in an activity.

Gender Equality - Gender equality entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviours,

²³ IDRC 1998

²⁴ Kabeer, N. “Reflections on the Measurement of Women’s Empowerment.” In *Discussing Women’s Empowerment: Theory and Practice*. Stockholm: Sida Studies No. 3, 2001.

²⁵ *Exploring Concepts of Gender and Health*. Ottawa: Health Canada, 2003
<http://www.hc-sc.gc.ca/english/women/exploringconcepts.htm>

²⁶ Health Canada, 2003 and ILO 2000 and *Gender and Biodiversity Research Guidelines*. Ottawa: International Development Research Centre, 1998. http://www.idrc.ca:8080/biodiversity/tools/gender1_e.cfm ILO

aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female.²⁷

Gender Equity - Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities. In the development context, a gender equity goal often requires built-in measures to compensate for the historical and social disadvantages of women.²⁸

Gender Mainstreaming - Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between men and women is not perpetuated.²⁹

Gender Mainstreaming Principles

- forging and strengthening the political will to achieve gender equality and equity, at the local, national, regional and global levels;
- incorporating a gender perspective into the planning processes of all ministries and departments of government, particularly those concerned with macroeconomic and development planning, personnel policies and management, and legal affairs;
- integrating a gender perspective into all phases of sectoral planning cycles, including the analysis development, appraisal, implementation, monitoring and evaluation policies, programmes and projects;
- using sex-disaggregated data in statistical analysis to reveal how policies impact differently on women and men;
- increasing the numbers of women in decision-making positions in government and the private and public sectors;
- providing tools and training in gender awareness, gender analysis and gender planning to decision-makers, senior managers and other key personnel;
- forging linkages between governments, the private sector, civil society and other stakeholders to ensure a better use of resources.³⁰

Gender-Neutral, Gender-Sensitive, and Gender Transformative

The primary objective behind gender mainstreaming is to design and implement development projects, programmes and policies that:

- 1 do not reinforce existing gender inequalities (Gender Neutral)
- 2 attempt to redress existing gender inequalities (Gender Sensitive)
- 3 attempt to re-define women and men's gender roles and relations (Gender Positive / Transformative)

²⁷ *ABC of Women Worker's Rights and Gender Equality*, Geneva: ILO, 2000.

²⁸ *Ibid. and Gender and Household Food Security*. Rome: International Fund for Agricultural Development, 2001.
<http://www.ifad.org/gender/glossary.htm>

²⁹ *Agreed Conclusions on Gender Mainstreaming*. Geneva: United Nations Economic and Social Council, 1997.
<http://www.un.org/documents/ecosoc/docs/1997/e1997-66.htm>

³⁰ *Gender Equality and Equity: A summary review of UNESCO's accomplishments since the Fourth World Conference on Women (Beijing 1995)*. Geneva: United Nations Educational, Scientific and Cultural Organizations, 2000.

The degree of integration of a gender perspective in any given project can be seen as a continuum.³¹

Gender Negative	Gender Neutral	Gender Sensitive	Gender Positive	Gender Transformative
Gender inequalities are reinforced to achieve desired development outcomes	Gender is not considered relevant to development outcome	Gender is a means to reach set development goals	Gender is central to achieving positive development outcomes	Gender is central to promoting gender equality and achieving positive development outcomes
Uses gender norms, roles and stereotypes that reinforce gender inequalities	Gender norms, roles and relations are not affected (worsened or improved)	Addressing gender norms, roles and access to resources in so far as needed to reach project goals	Changing gender norms, roles and access to resources a key component of project outcomes	Transforming unequal gender relations to promote shared power, control of resources, decision-making, and support for women's empowerment

Practical Gender Needs - Practical Gender Needs (PGNs) are identified by women within their socially defined roles, as a response to an immediate perceived necessity. PGNs usually relate to inadequacies in living conditions such as water provision, health care and employment, and they do not challenge gender divisions of labour and women's subordinate position in society.³²

Sex - Sex refers to the biological characteristics which define humans as female or male. These sets of biological characteristics are not mutually exclusive as there are individuals who possess both, but these characteristics tend to differentiate humans as males and females. (WHO)

Sexual Exploitation and Abuse – Violation or mistreatment by someone in an institution towards a beneficiary, whereby goods or services are exchanged or promised in relation to benefits usually allocated by the programme in a regularised manner. The abuse and exploitation often preys on the fact that the person is vulnerable and needy, and would usually include sexual favours which may or may not be illegal.

Strategic Gender Interests - Strategic Gender Interests (SGIs) are identified by women as a result of their subordinate social status, and tend to challenge gender divisions of labour power and control, and traditionally defined norms and roles. SGIs vary according to particular contexts and may include such issues as legal rights, domestic violence, equal wages, and women's control over their bodies.³³

Women friendly – An environment or organisation that provides a safe and secure place for women, including with policies, practices and processes which take into account staff's practical and strategic gender roles, and which provides funding, support and training to enable women to advance.

³¹ Adapted from Eckman, A, 2002

³² Vainio-Mattila, A. *Navigating Gender: A framework and a tool for participatory development*. Helsinki: Finland Ministry for Foreign Affairs, 1999. http://global.finland.fi/julkaisut/taustat/nav_gender/glossary.htm

³³ Ibid

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Data sets for Tools 1 to 5

Please see attached file ' data sets'.