

**THE COMPREHENSIVE REVIEW OF GENDER  
ISSUES IN THE EDUCATION SECTOR**

**A**

**REPORT**

**PRESENTED**

**BY**

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## **CHAPTER ONE**

### **INTRODUCTION**

Zimbabwe's impressive successes in educational development since 1980 notwithstanding, there remain challenges in realising the goals of gender equality and equity in education, which are critical to the achievement of EFA. The key indicators on enrolment, access, attrition, and completion in Zimbabwe in 2001 indicated that there had been stagnation in educational development since 1990. Serious disparities and inequalities persist in the system with gender being a key contributory factor.

Whilst there are a multiplicity of interrelated barriers to gender equity in education in Zimbabwe three distinct areas requiring attention if equity is to be achieved have been identified:

- A gender-insensitive school environment.
- A home and community environment that is not adequately supportive.
- A policy environment that is insufficient to address the education needs of girls.

More recently, additional major challenges facing the provision of EFA and the attainment of gender equity in education have arisen from the HIV/AIDS epidemic and the problematic economic environment in the country. These factors have led to both an increase in barriers to girls' education and limitations in the state's ability to respond to the educational needs of girls.

At the beginning of 2004 the Government of Zimbabwe launched a new national gender policy. The introduction of this policy requires that sub-sector policies be formulated and implemented. It is therefore necessary that in the education sub-sector gender issues be identified and addressed at policy level. In order that this be effectively done, UNICEF and the Ministry of Education Sport and Culture commissioned a review of gender issues in the education sector, and in particular issues relating to girls' education, the findings of which may inform an education sub-sector policy, plans and programmatic strategies.

#### **1.1 AIMS AND OBJECTIVES OF THE REVIEW**

The aim of the comprehensive review of gender issues in the education sector was to examine and gather adequate baseline data on the situation of gender mainstreaming in the education sector with a view to providing information on which to base a sub-sector gender in education policy and girls' education plan to systematically eliminate gender imbalances and inequity in education.

This review encompassed a number of components with specific objectives:

- i) An assessment of barriers to girls, especially orphans and vulnerable girls' enrolment, retention and performance in a sample of schools and communities in the 16 convergence districts for UNICEF assistance,
- ii) A review of the Education Act and MoESC circulars,
- iii) A review of programmatic strategies for education and training,
- iv) An assessment of education officers' capacities for gender analysis, and, an assessment of the effectiveness of the gender focal point system.

## **1.2 STRUCTURE OF THE REPORT**

This report on the comprehensive review of gender issues in the Zimbabwean education sector is structured into six major sections:

- The first part is an executive summary which contains a brief outline of the review methodology, the sample of respondents and sampling procedures employed, the main findings and recommendations adopted from the review of barriers to girls' access to education, the Education Act, MoESC circulars and strategies for education and training in MoESC and capacities of EO for gender analysis as well as the effectiveness of the MoESC's gender focal point system.
- Chapter I of the report gives a brief background to the review and the aim and main objectives of the review.
- Chapter 2 discusses the review methodology, which was largely qualitative employing the questionnaire for 39 Education Officers, Interviews for a wide range of MoESC policy makers and focus group discussions for all other participants sampled from rural and urban communities and schools. The limitations of the review process and ethical considerations are also outlined in the second chapter.
- The third chapter is part of the main body of the report which presents the main findings of the field study and documentary analysis on the Education Act, MoESC policies and programmes to assess their gender sensitivity and fulfilment of children's rights. The last part of the chapter presents main findings on the functioning and effectiveness of the MoESC's gender focal point system in mainstreaming gender in the ministry.
- The fourth chapter of the report discusses the main conclusions of the study while the last chapter makes recommendations on each of the conclusions. Besides data presented in the main report, there are two annexes. Annex 1 presents quantitative data on enrolment, dropouts, teacher qualification and performance by gender for the 16 convergence districts with Harare and Bulawayo also included. Annex 3 lists and summarises MoESC policy circulars reviewed with brief comments and recommendations on each of the policies.

## **CHAPTER TWO**

### **METHODOLOGY**

Both qualitative and quantitative research methods were used for this review. Whilst quantitative methods allow for the gathering and analysis of quantifiable data, such as enrolment rates, other data does not easily lend itself to quantification. For example data on perceptions, attitudes and barriers relating to girls' education, which may underlie enrolment patterns, may be more effectively collected and analysed utilising qualitative methods.

Qualitative methodologies allow for reflexive research, the continuous analysis of data and refinement of data gathering tools and techniques. Furthermore qualitative methodologies allow for the expression, in their own voices, of the interests, needs and concerns of individuals and groups of people, in this instance, girls, parents, communities and school personnel adding both depth and breadth to an understanding of the issues. The collection of such qualitative data allows for the identification of both the practical and strategic needs that policies and programmes should address.

#### **2.1 DATA COLLECTION METHODS**

##### **2.1.1 Primary and Secondary Data**

Both primary and secondary data were reviewed at the start, as well as during the course of the study: Secondary data included a review of the available literature on theory, related research on gender equity in general and those carried out in Zimbabwe. Several reports generated by the Ministry of Education, Sport and Culture and UNICEF which assisted in the identification of relevant issues, areas of concern and which also provided the contextual background for the present review were studied. These included the MoESC Secretary Annual Reports, analysed national statistical data generated by the MoESC's Education Management Information Services (EMIS) and UNICEF annual and technical reports on Zimbabwe. The Education Act (1996) and several policy statements of the MoESC were reviewed and analysed.

Primary data was gathered from respondents who were sampled for this study (Table 1). This was on their views on barriers to girls' education in their locality and policy issues. Using provincial, district and school records, the review team analysed and presented quantitative data on primary school enrolment, dropout and performance rates by gender for the 5 sampled districts and the other convergence districts for UNICEF assistance (Annex 1).

## **2.2 DATA GATHERING INSTRUMENTS**

### **2.2.1 The Questionnaire**

Self-administered questionnaires containing both closed and open-ended questions were utilised, where possible, to gather some of the data. Inclusion of open-ended questions provide for the expression of respondents' views and understanding of issues as well as explanation for answers given to closed questions. A questionnaires was used to gather information from provincial and district EOs.

### **2.2.2 Interviews**

In-depth semi-structured and unstructured but focused interviews were conducted with key informants. To ensure focus interview schedules/guides containing categories of information (topics) to be covered were utilised. Semi -structured and unstructured interviews give room for deeper probing, and explanation of issues raised. Respondents are able to clarify answers to previous questions, to discuss the implications of issues or points raised, and to raise points which from their own perspectives are important but which may not have been anticipated by researchers. Interviews were conducted with EOs at head office, regional and district levels, GFPs and school heads.

### **2.2.3 Focus Group Discussions**

Focus group discussions were used extensively during this review to gather data on the experiences, perceptions, attitudes and views of key groups of informants: parents, pupils, OVC caretakers of OVC and teachers. Information gathered by this means was critical to an understanding of gender issues in the schools and communities selected. Discussion guides were used to insure uniformity of topics covered with comparable groups in each location. At the same time focus group discussions allowed for the expression of the particular concerns and experiences of group members. Such discussions have utility in collecting data from informants who may be unable to complete questionnaires and where there are time limitations which do not allow for numerous in depth interviews.

## **2.3 SAMPLE SIZE AND SAMPLING PROCEDURE**

This study was carried out in five locations, both urban and rural. Three convergence districts, that qualify for UNICEF assistance, Tsholotsho, Mt. Darwin and Chegutu were selected to give as wide a geographical distribution as possible. Two urban locations, Harare and Bulawayo were also selected for purposes of comparison.

Six primary schools and their adjoining communities were selected for study in each convergence district. Six urban primary schools, three in Harare and three in Buawayo were selected.

Data presented in this review report was gathered from a wide cross section of respondents using three instruments that were employed taking into consideration the literacy and educational levels of the sampled participants:

- Apart from a documentary review of the Education Act, MoESC policies and programmatic strategies on education and training, key policy makers in the ministry were interviewed on policy and gender related issues. These included 4 Ministry Directors stationed at Head Office, 3 Provincial Education Directors of Matebeleland North, Harare, Mashonaland Central and Mashonaland West. Two of the directors were female officers.
- Besides Education directors at head office and regional centres, 4 male District Education Officers and 24 school heads were interviewed, two of whom were females. These middle level administrative officers were asked to express their views on gender training, sensitisation of policies and staff mobility as well as on the functioning of the Gender Focal System (GFP) in the ministry.
- In order to gather data on the functioning and effectiveness of the GFP, the national gender coordinator and an Education Officer who had been training teachers in gender sensitive teaching methods were interviewed.
- A total of 39 EOs, 5 of them females, at district and provincial education officer responded to a questionnaire that aimed to gather data on two aspects of the review. The first section of the questionnaire had items on EO's gender analysis capacities while the second section asked them to express their opinions on the effectiveness of the GFP system at their stations, in their district/region and at national level.
- In the communities and at schools, focus group discussions of at most 12 participants were conducted with the following categories of respondents:
  1. Three groups of children made up of 6 boys and 6 girls expressed their views on the school and community home environments. The questions centred on gender equity, causes of boys and girls dropout from school and problems faced by OVC and OVC girls in particular that negatively affect their learning. The three groups of children were Grades 1 to 3, Grades 4 to 7 and OVC, some of whom had dropped out of school.
  2. Teachers were asked to express their views on how they perceived the school and home/community environment in terms of promoting gender equity and address girls' safety and security needs and equitable treatment by teachers, parents and boys.
  3. SDCs, kraalheads, chiefs, village development committees, councillors, farm supervisors, local business persons, BEAM Community Selection Committees gave their perceptions on the problems of the girl child and OVCs compared to other children with regards to education.
  4. Lastly parents/guardians not in leadership positions and OVCs caregivers also aired their views on the upbringing of the girl child and OVCs and problems they faced with respect to education of the children.

In selecting the respondents, care was taken to ensure equitable representation by gender, age and area of residents.

Table 1 presents the breakdown of the sampled respondents who participated in this review.

**Table 1: Sample of Respondents by Gender**

	Mt Darwin		Chegutu		Tsholotsho		Harare		Bulawayo		Totals		Grand Totals
	M	F	M	F	M	F	M	F	M	F	M	F	
MoESC Directors	--	--	--	--	--	--	--	--	--	--	4	2	6
MoESC PFP	--	--	--	--	--	--	--	--	--	--	0	1	1
MOHET Directors	--	--	--	--	--	--	--	--	--	--	0	1	1
PEDs	--	--	--	--	--	--	--	--	--	--	3	1	4
EO (CDU)	--	--	--	--	--	--	--	--	--	--	1	0	1
DEOs	1	0	1	0	1	0	1	0	1	0	5	0	5
Eos	--	--	--	--	--	--	--	--	--	--	34	5	39
School Heads	4	2	6	0	6	0	2	1	3	0	21	3	24
Teachers	25	28	24	20	36	36	14	18	17	18	116	120	236
Pupils G1 – 3	36	36	36	36	36	36	18	18	18	18	144	144	288
Pupils G4 – 7	36	36	36	36	36	36	18	18	18	18	144	144	288
OVCs	39	37	36	36	36	36	18	18	18	18	147	145	292
SDC/As	21	2	21	5	10	3	4	2	5	1	61	13	74
Community Leaders	27	3	19	3	16	7	0	0	0	0	62	13	75
OVC Caregivers	13	66	16	45	11	32	8	18	11	15	59	176	235
Parents/ Guardians	34	37	21	47	36	36	18	18	18	18	127	156	283
<b>Grand Totals</b>	<b>235</b>	<b>247</b>	<b>216</b>	<b>228</b>	<b>224</b>	<b>222</b>	<b>101</b>	<b>111</b>	<b>109</b>	<b>106</b>	<b>928</b>	<b>924</b>	<b>1852</b>

## **2.4 ETHICAL CONSIDERATIONS IN DATA COLLECTION**

Throughout the data collection process, great care was taken to ensure that confidentiality and individual privacy of the participants were upheld. All participants were not identified by their or other people's names and it was not a requirement to disclose any information on their private lives or to give specific examples on issues discussed.

In order to gain the consent of the participants, the researchers first explained the objectives of the meetings and entertained questions to clear any suspicions. Furthermore, people who had sensitive information that they could not share in public were asked to write down such information. This was more with issues relating to child abuse especially involving girls and OVCs. Some pupils who were known to have been abused or lived in more vulnerable circumstances had private, one to one interviews with researchers to avoid stigmatisation. With regards to questionnaires, officers were free to seek clarifications and reminded not to write their personal details on the questionnaire.

## **2.5 LIMITATIONS**

The review team had planned to interview the secretaries of MoESC and MoHET but because of their busy schedules, this was not possible. It was also difficult to interview all the targeted substantive office bearers, so at times people in acting positions had to be interviewed or responded to questionnaires.

In the two urban districts it was not possible to interview community leaders except a few SDCs because most of them operated away from schools and their homes during the day. Similarly, in the commercial farming areas, most of the respondents were females as most of men had gone to their workplaces when interviews and discussions were conducted. Reviewers had to make do with the available respondents in view of the short time available for the fieldwork.

There was a delay in accessing the MoESC documents for review and this created pressure on the review process. Furthermore, most of the policy circulars selected for review were very old and were not sampled to include only the most recent version on an issue. This resulted in duplication of work as some later revised circulars were presented after work had been done on similar old circulars.

It was not possible to obtain gender disaggregated statistical data on all the issues that reviewed because the MoESC's EMIS was incapacitated by inadequate human resources for data analysis. Although these limitations caused delays of the evaluation process, little was encountered that compromised the views of the participants.

# **CHAPTER THREE**

## **MAIN FINDINGS/RESULTS**

### **3.1 INTRODUCTION**

In response to the terms of reference 6 to 10 of the consultancy, this chapter discusses the main findings on the review of gender issues in schools and communities, the Education Act, MoESC policies and programmes. Based on the stated objectives of this review, there are four main sections into which the findings have been broken down:

- 3.1.1 Main factors responsible for barriers to girls, especially OVC girls' enrolment, retention and performance in urban and rural settings.
- 3.1.2 Review of the Education Act and MoESC policy circulars.
- 3.1.3 Review of any programmatic strategies for mainstreaming gender in education and training.
- 3.1.4 Education officers' capacities of gender analysis, and the functioning and effectiveness of the gender focal point system.

The findings constitute data from reviewed literature, statistics and views from a wide cross-section of relevant stakeholders (Table 1).

### **3.2 ENROLMENT AT RURAL AND URBAN SCHOOLS**

Gender disparity in enrolment in urban schools which participated in this study was not a problem as heads reported that more girls than boys were enrolled in most of their schools (Table 2). Generally the school heads felt that this reflected the gender distribution in the country's population where females outnumbered males (CSO 2002). Rural districts, with the exception of Mt Darwin had school enrolment reflecting gender disparity in favour of boys. In Mt Darwin, it was revealed that more boys than girls left school earlier or did not enrol at all because they crossed the border into Mozambique for cross border trading and sought employment as cattle herders or any other farming activities.

### **3.3. RETENTION AND PERFORMANCE**

In both urban and rural districts, data gathered from school personnel revealed that:

- There were higher absenteeism and attrition rates among girls than boys because of economic hardships, negative cultural and socialisation factors, HIV/AIDS related factors and over burdening household chores.

- While girls had potential to match or even outperform their male counterparts in school work, teachers expressed that the home environment and their upbringing militated against them. Among such factors, teachers highlighted differential attitudes and treatment for boys/men and girls/women in society in general.

### **3.4 MAJOR BARRIERS TO GIRLS ENROLMENT, RETENTION AND PERFORMANCE**

#### **3.4.1 Negative Parental and Community Attitudes**

Teachers and some parents agreed that some negative attitudes against girls and women in general were responsible for girls' high dropout rate and poor performance at school in both rural and urban areas. Gender stereotyping of social roles and activities was cited by most school teachers for differences in boys and girls' school performance. This was found to be especially so in rural homes and communities where teachers noted that the belief in the equality of boys and girls is absent.

There were conflicting views on the value parents placed on the education of their children: Most teachers especially in rural districts, claimed that some parents did not value educating their children and some parents agreed to this assertion citing those parents who themselves had low level education and commercial farm workers, but most urban parents refuted this. They accused harsh economic hardships and the HIV/AIDS pandemic which worsened most families' ability to educate their children as extenuating circumstances negatively affecting children's education, especially the girl child.

#### **3.4.2 The Socialisation Process and Gender Inequality**

At length, teachers, school heads, DEOs and PDEs expressed how primary socialisation led to female subordination and male domination both in the home and at school. Girl socialisation and home activities were summarised to surround confinement to the kitchen, lack of freedom of expression and activities centred on serving other people. Boys on the other hand were given freedom of expression, adventure, experimenting and viewed as future breadwinners. Teachers viewed this as the basis of girls' poor self-esteem, weak career aspirations and focus on the arts rather than the science related subjects while boys sought the more dominant positions in society and hence were better motivated to study the science and technology related subjects.

Different expectations and treatment for boys and girls were confirmed by most rural parents who agreed that boys and girls were destined for future roles as

breadwinners/household heads and wives respectively. In Bulawayo and Harare, while most parents argued that the career aspirations they held for their children were not influenced by sex, this was contradicted by the observation that they gave boys and girls different family roles. Boys were assigned roles out of the house while girls were given tasks in the kitchen and expected to care for children and the sick.

### **3.4.3 Cultural and Religious Factors**

The cultural and religious activities that negatively impacted against the education of the girl child were most found in Mt Darwin, Chegutu and Tsholotsho. Among them were early forced marriages associated with the apostolic religion sects, all night prayer meetings which resulted in absenteeism, post adolescent initiation ceremonies which were accompanied by traditional dances (*zvigure*) and traditional rituals performed in most rural communities. All these activities led to high absenteeism due to children's involvement or staying at home while parents are away.

### **3.4.4 Economic Barriers**

In both rural and urban communities, it was found apparently clear that parents' inability to pay for the many educational costs was at the centre of school dropouts, especially among girls:

- In times of hardships some parents chose to send boys to school at the expense of girls.
- School development levies were viewed by many low income parents in urban areas and rural and resettlement and commercial farming areas as unaffordable considering the cost of uniforms, books and stationery. Statistical data, (Table 3) confirmed that most school dropouts were as a result of failure to pay fees.
- Orphans and other vulnerable children, especially girls said they were embarrassed if sent away from school due to failure to pay fees, for not having required school necessities and decided to silently withdraw themselves from the school.
- Parents confessed using children to raise family income by engaging them in activities like selling vegetables and confectionery, gathering wild fruit (*masawu*) for sale, grading tobacco till late, seeking employment as housemaids and some girl children ending up trapped into sexual abuse. All these forms of child abuse, according to most respondents were immediate effects of economic hardships.
- Some boys in Tsholotsho and northern Mt Darwin left school and crossed the border into Botswana, South Africa (*injiva*) and Mozambique to look for employment or engage in cross border informal trading. Boys interviewed said

the unemployment environment in the country demotivated them to continue with school.

### **3.4.5 Migrant Labour and Absentee Parents**

In Tsholotsho, like other southern districts in Matabeleland South, some children had been “deserted” by parents who crossed the border to work in South Africa and Botswana (*injiva*). Migrant labour left children in the care of grand parents or relatives who did not adequately discipline the children. Teachers revealed that this led to loose morals especially among high school girls, high absenteeism and lack of commitment to school work because of inadequate supervision.

### **3.4.6 HIV/AIDS and OVC Population**

The HIV/AIDS pandemic has lead to an acute increase in the population of vulnerable children and most of them were orphans who had to withdraw from school. This affected both rural and urban communities. In towns, the increase of children living in the streets was a clear testimony that extended families were failing to cope with orphans of their deceased relatives. In the rural districts, most orphans were said to have migrated from towns after the death of the family breadwinners. The following observations were made from the views of teachers, parents, OVC caregivers and OVC themselves:

- Most rural based orphans were looked after by grandparents who were too old to offer their labour for school construction projects and were too poor to pay the expected levies.
- Girls staying with grandparents had unlimited household chores leaving them with no time to study and they lacked supervision, motivation to come to school and most of such girls ended up sexually abused.
- OVC claimed that they were abused at home by their caregivers especially stepmothers and stepfathers and stigmatised at school by their peers. This created pressure, especially for girls who ended up leaving school, in the streets or engaging in early sexual contacts.
- OVC caregivers, parents and school heads all agreed that block grants, especially BEAM could not adequately cater for the educational costs of OVC. Some viewed OVC they looked after as an extra burden on their meagre economic resources and so could not afford sending them to school. They expected the state to take full responsibility for OVC’s education.
- Where parents were deceased, some children took over as family breadwinners. For girls, this resulted in withdrawal from school, sexual abuse, early marriages and being lured into prostitution. Boys who were heads of households had to drop out in order to work and support younger siblings.

It was further observed that the social responsibility of the extended family was being weakened by inability to provide the economic requirements for OVC and these children ended up without parental supervision with regards to schooling. This resulted in high absenteeism and withdrawal from school by most children from child-headed households.

### **3.4.7 Gender Insensitive School Environment**

Several in-school factors were found to be gender insensitive and unfriendly to the girl child:

- In rural districts reviewed, primary school pupils walked an average of 10km while secondary school pupils walk as much as 20 to 25km to school. This created security problems for the girl child, who besides being tired by the time of getting to school could be sexually abused between school and home.
- Satellite schools which were created in new resettlement areas created new problems which increased gender disparities: Most of them had no furniture and girls felt “uncomfortable” to sit on the ground and parents complained of having to wash uniforms daily. Generally, the conditions are worse than at other schools in terms of distance to school, textbooks and chalkboards. Parents in these areas were busy trying to establish new homes and so had no capacity to build new school buildings and buy furniture. Reports of pupils failing to write Grade 7 examinations were made by teachers in resettlement areas.
- School infrastructures and personnel in most rural schools were insensitive to the sexual maturation of girls: Girls complained of failing to secure sanitary pads and spoiling themselves at school. When this happened, they were often scolded by female teachers. Toilets built for girls lacked privacy considerations expected for adolescent girls. This resulted in girls absconding from school during menstruation periods.
- Most teachers in northern Mt Darwin not only lacked gender training and adequate understanding of gender issues, they were largely untrained. Although some teachers in Bulawayo and Harare understood gender equity issues, it was more a result of the media and contacts with organisations like Childline which dealt with child abuse issues and women rights organisations than formal training programmes. There was lack of training in all rural districts on gender and child abuse, teaching methods and school activities were largely gender insensitive except where a few teachers had received such training before joining their current stations.

### **3.4.8 HIV/AIDS in the School Curriculum**

Although teachers and pupils confirmed that HIV/AIDS was taught in schools as a subject, most rural teachers had inadequate training and teaching resource materials for the subject. Most expressed that they could not handle issues of stigmatisation as they taught the subject to affected pupils and among affected and infected colleagues. Teachers, especially in rural schools, did not include the gender dimension on the effects of HIV/AIDS in society in their teaching.

## **3.5 REVIEW OF THE EDUCATION ACT (1996).**

### **3.5.1 Children's Right to Education**

In line with the Convention on the Rights of the Child (CRC), Sections 4,5 and 10 were viewed to uphold the provision that education is a key right for all children because the Act specifies that:

- No Zimbabwean child shall be denied access to any school.
- The Zimbabwean government intends to make primary education compulsory.
- All children are entitled to enrolment at the nearest school to where they live.

However the Act has some sections that contradict the above objectives, namely:

- Section 6 which provides for charging of school fees, thus contradicting the objective of compulsory education.
- Section 13.4 which allows heads of schools to refuse admission of pupils who have not paid school fees.

### **3.5.2 Local Authorities' Contribution to Educational Provision**

While Section 8 requires local authorities to contribute to education by building primary schools in their locality, the section is too general on this requirement and the definition of local authority is not broad enough.

### **3.5.3 Participation of SDC/As in Financial Management**

Sections 14, 21 and 36 were viewed to have the potential of creating administrative problems between school heads and SDC/As: Section 14.1 implies that the school head has sole financial responsibility over general purpose funds yet sections 21.3(c) and 36 expect SDC/As involvement in financial management and decision making on determination of school levies.

### **3.5.4 Adult Education:**

Adult education in section 25 could be conceptualised to exclude young people who may drop out of school but should benefit from this facility. The definition of learning that can occur outside of the formal school system was therefore viewed to be rather narrow or not inclusive of people out of the school.

### **3.5.5 Languages to be taught in Schools:**

The review of section 62 revealed that while the Act recognises the need to teach infant pupils in their mother tongue first, this is more limited to Shona, Ndebele and English at the expense of other Zimbabwean languages. There is no official and equal emphasis on all languages in this policy.

### **3.5.6 Curricula and Examinations**

Section 63 which stipulates that all schools shall have common curriculum and examinations was viewed to lack wide consultation as the Secretary has absolute decision making authority on this matter. Such a single and centralised school curriculum was viewed to have limitations on children's career choices.

Generally, the Act was found to have no specific clauses that address problems that militate against achievement of universal basic education, namely, gender inequality, poverty and the plight of vulnerable children like orphans, children with disabilities, children heading households and out of school for reasons beyond their control.

## **3.6 REVIEW OF POLICY CIRCULARS AND EDUCATION AND TRAINING PROGRAMMES**

### **3.6.1 Gender Sensitisation of Policies**

Generally, with the exception of the section of P 35 (School Discipline, Expulsion and Corporal Punishment) which provides for continued education for girls who fall pregnant while at school, most of the circulars needed to be reviewed in order to make them responsive to gender equity issues.

Policy makers interviewed agreed that no formal workshops had been held to gender sensitise all education policies. However, ministry officials insisted that promotion of gender equity was centred to the ministry's practices, though in the absence of a specific and written ministry gender policy.

Although Secretary's Minute Number 2 of 2001 stipulates that all pupils should learn HIV/AIDS, Science, Maths and a technical or commercial subject, the policy was viewed to be gender neutral in terms of putting in place specific measures to

ensure that the disadvantaged girls are taken aboard in these subjects. The policy lacked a gender dimension. It was further observed that while the Ministry had strategic plan for HIV/AIDS for 2002-2006, the gender dimension was also not explicit.

### **3.6.2 Programmatic Strategies for Education and Training**

With regards to programmes aimed at gender mainstreaming its activities, the review revealed that these were donor driven since the ministry lacked:

- A specific budget aimed at gender mainstreaming (training and policy formulation).
- Except for the national gender coordinator at head office, there were no other substantive posts at regional and district offices aimed at promoting gender equity.
- All gender training of teachers, school heads, EOs and top level personnel in the ministry had been undertaken through assistance from non-governmental organisations. As a result, only an insignificant number has benefited from this and made an insignificant impact in the sub-sector.
- While some EOs, DEOs and Education Directors had been trained on gender analysis there has been lack of funds to use this trained group for the benefit of others through district wide, school and cluster training workshops.

### **3.7 REVIEW OF THE GENDER FOCAL POINT (GFP) SYSTEM**

While there was a national gender focal Education Officer at the ministry's head office, the review revealed that the operations and effectiveness of this office was weakened by the following factors:

- The position was not a substantive one according to Public Service structures but an in-house arrangement within the ministry. It looked like this position was due to the partnership between UNICEF and MoESC and on the insistence of the former.
- The ministry had no budget set aside for the programmes of the GFP.
- Although through the operations of the national GFP, some districts and schools had a GFP system, gender was found not to be their core business and this affected their motivation.

Generally, the whole GFP system was not a substantive structure in the ministry and this affected the seriousness and pace with which gender issues are articulated throughout the ministry from head office down to the school.

## **CHAPTER FOUR**

### **DISCUSSION OF FINDINGS**

#### **4.1 GENDER SOCIALISATION, PARENTAL AND COMMUNITY ATTITUDES/PERCEPTIONS**

While gender disparity in enrolment was found disadvantaging girls in most rural districts, there was more enrolment of girls than boys in the two urban districts that were sampled for the study (Table 2) and figures 1 and 2. Heads of urban schools confirmed enrolling more girls than boys which they explained as the correct reflection of the gender distribution in the country's population. With regards to retention and performance however, girls were found to be disadvantaged in both rural and urban schools (Table 3). Most school heads and teachers especially in urban areas reported that girls generally performed as well as or could even outperform boys in all subjects but pointed out that certain parental practices and beliefs militated against girls' retention and performance as they get into upper grades. The gender stereotyping and perceptions of roles and activities appropriate for men and women in the wider society were cited by teachers and school heads as responsible for gender differences in attendance and performance patterns that disadvantaged girls' education. A belief in the equality of boys and girls is absent in many rural homes and communities, according to most school personnel. This resulted in a gendered division of labour in the home that overburdens the girl child, contributing to high absenteeism or total withdrawal from school since girls are not perceived to be future family breadwinners by many rural parents. Girls are socialised into feminine domestic roles in the expectation of marrying and being supported by their future husbands. This diminishes the value and utility of education for them, most teachers argued.

Through primary socialisation in the home, both boys and girls are made to accept socially determined gender roles characterised by male domination and female subordination which contradicted girls performance at school: Whereas in the home girls generally do not have freedom of speech and space to express themselves, the school demanded them to participate, speak out and express themselves freely for educational success. Although acknowledging that the more urbanised home environment was becoming more open for the girl child due to the mass media, political and human rights ideas from various organisations, most teachers expressed that there were contradictory demands for the girl child at home and school which disadvantaged her academic success. It was further observed that if teachers are not gender sensitive and do not question their own gender biased attitudes and expectations, such gender biased socialisation originating in the home and community can be reinforced in the school. Thus, the need for complementary gender sensitive and girl friendly home and school environments was found to be apparent especially in the remote districts like northern Mt Darwin, Tsholotsho and commercial and semi-scale farming areas of Chegutu, where some old traditional perceptions, practices and attitudes for men and women social roles still prevailed.

Teachers and school heads in both rural and urban settings concurred that socialisation in the home and community negatively affected girls' self-concept/esteem and the choices they made at school and in life generally: Most school heads noted that the home and community influence is so pervasive that it affects girls' choice of subjects. At one secondary school it was reported that a number of very bright girls had been identified and encouraged to take up science subjects but most of them later switched off to commercials while those few who remained were often passive and lacked confidence compared to boys. Some science teachers explained that their observations and discussions with girls revealed that passivity and lack of fighting spirit in most girls is reinforced at home where girls are silenced, confined to the kitchen and have to serve men while boys are allowed to go out, venture, inquire, observe and experiment. The boys, having been socialised to accept male dominant gender ideologies and attitudes towards girls and women, worsened the school girls' disadvantaged plight by taking every opportunity to discourage and even insult girls who showed potential to challenge the status quo by penetrating into the so-called masculine subjects like sciences and mathematics. Any attempts by teachers to encourage such girls usually resulted in accusations of favouritism by boys, such that girls refrain from volunteering to lead a science experiment during lessons, teachers revealed.

Since the home was found to confine girls to the domestic sphere, many rural girls do not know much about the career options available for them. While the urban girls were found to be more at an advantage compared to their rural counterparts in terms of exposure to women in influential or leadership positions, it was generally observed that women have been socialised to avoid leadership especially in competition with men. Furthermore, because some communities do not easily accept women in top leadership positions, school heads, DEOs, and Provincial Directors of Education who were interviewed argued that this made most women not to come forward to take up promotion or leadership positions especially in rural communities. The traditional leadership system of kraalheads, headmen, chiefs and religious leaders which is male dominated was found to influence appointment to positions even where selection was through elections like SDCs, councillors and village development committees. This was found to send a strong message to the girl child which reinforced subordination to boys at home and at school, limiting their career aspirations and inevitably their school performance.

There were mixed and conflicting opinions about the value and attitudes parents attached to their children's education from teachers and parents in rural communities than urban areas. In particular, most teachers at rural and commercial farm schools raised concerns about poor parental attitudes and parents not motivating their children to attend and remain in school: Some of the parents concurred that there were those among them who still do not value education. They cited those with low levels of education themselves especially on commercial farms whom they said generally do not encourage their children to go beyond primary school. In some cases, both parents and teachers in Mount Darwin, Chegutu and Tsholotsho agreed that it can be a result of religious factors as certain sects only allow children, especially girls to go up to Grade 7 after which they are expected to get married. Marriage for girls is to some parents viewed as a career.

However, other teachers and parents, especially in urban areas contested the opinion that parents do not value their children's education. These argued that most parents want their children to go to school but economic factors may result in children not enrolling or dropping out. Whilst acknowledging that some children are out of school this, they asserted is a result of extenuating circumstances like poverty, long distances between home and school and HIV/AIDS pandemic which has orphaned many children. Some teachers further expressed that poor parental motivation and support is no longer a significant barrier to children's education irrespective of their sex because the current crop of parents in towns is now predominantly young, with some significant exposure to education and therefore value education of all their children, even the girl child. Most urban parents interviewed added that "people are now more aware of the need to send their daughters to school" because they have "learned that, that nowadays it is the daughters who look after their parents more than the sons." Generally urban parents were found to believe that education is necessary in order for girls to get well paid jobs and make good marriages to men who earn well, to be able to help support their parents and their younger siblings.

Most parents in Bulawayo and Harare stated that they did not really mind what type of career their male or female children have as long as they were well paid. However some gender stereotyping of careers emerged during focal group discussions, especially with regards to manual and semi-skilled jobs than white collar and professional occupations. Although many urban parents said that the choice of a career is up to the child, jobs cited as suitable for boys included soldier, driver, engineer, technician and driver while teaching, fashion and design, nursing, secretarial and office work were viewed to be suitable for girls. Although to a lesser extent, gender stereotyping of careers by urban parents could contribute to boys and girls having different focus in their schooling. Girls could be influenced to aspire for career choices in which they would be service providers and thus move away from the pure and applied sciences as well as technology related subjects as confirmed by teachers and school heads.

With regards to domestic chores suitable for boys and girls, most parents in Bulawayo and Harare claimed that these should not be different for boys and girls while most rural parents made a clear distinction between male and female domestic duties. However, care of the sick and children were regarded as feminine responsibilities by both urban and rural parents. It was interesting to note that while urban parents claimed that both boys and girls equally need to acquire same skills to look after themselves for self-reliance and survival, they contradicted themselves by gender stereotyping activities they assigned their duties and sons at home. Gardening, rabbit rearing, car washing and general repairs were assigned to boys while cooking, house cleaning, laundry, ironing and serving guests were viewed to be girls domestic responsibilities.

While some urban parents saw nothing wrong with boys and girls exchanging any roles, most rural parents viewed agricultural activities as the only main area where roles can be exchanged between men and women. Cooking, laundry, water fetching (if not by cart or wheel barrow) firewood fetching and household cleaning were viewed to be purely

feminine tasks except in extenuating circumstance like when there are no girls in the family. The dichotomy in the way rural and urban parents perceived the boy and girl child was found to have educational consequences which resulted in rural girls being more disadvantaged than their urban counterparts.

## **4.2 ECONOMIC FACTORS**

While the Education Act (1996) stipulates that no child in Zimbabwe shall be denied the right to education, the practicality of this is contradicted by the fact that education in Zimbabwe at all levels is not free and therefore cannot be compulsory: While rural primary schools don't charge tuition fees, all urban schools have tuition fees ranging between \$200,00 to \$500,00 a term depending on the location of the school. There are several developmental levies for both rural and urban primary schools which include building, sports and general purpose funds. Other costs include uniform, textbooks, stationery, transport, pocket money and general upkeep for children. Most parents complained about levies not tuition fees, which they said is nothing to be taught about really.

In both rural and urban areas, there were several parents who expressed that economic factors were an overwhelming due to the high cost of levies especially for the post-primary education. Echoing the sentiments of many who spoke in the rural communities inability to pay for their children's education one community leader stated that "Economic well being is at the centre of our ability to send children to school. The economy drives everything."

In the high density urban areas with most low income earners and in most rural, commercial and resettlement farming areas, all parents and guardians expressed concern that the school development levies are too high. Parents of children at satellite schools in new resettlement areas revealed that their circumstances were unique and especially difficult because many of them were recently resettled and are still building their economic bases yet they are expected to build new schools. This meant that their levies were higher compared to other established schools and some had to forego the education of their children, especially girls who cannot walk long distances to already established schools. Faced with difficulties to raise the required levies, parents either delayed registration of children into grade one or withdrew them from school altogether in order to avoid conflict with school authorities. It was in times of such hardships that the girl child got 'sacrificed' from access to school to give an opportunity to the boy or the future family breadwinner, it was observed.

In most rural primary schools, building levies ranged between \$10,000 to \$20,000 a term while their urban counterparts charged over double, as much as up to \$100,000 depending on their location over and above costs of stationery and uniforms. While the general parents complained that the cost of education was becoming unaffordable, school authorities like SDCs/SDAs and School heads were concerned that what they charged was not enough to make schools fully manageable and operational because of costs of building materials and other daily financial needs.

It was established that in both rural and urban schools, levies were determined by all parents in a general meeting at the beginning of each year. Although all parents acknowledged that they were consulted before levies could be changed or raised, they complained that failure by many parents to pay in time was clear testimony that the levies were determined by a few who were influential at school while “the rest of us are not open or are shy to speak against increases”, one parent insisted. As for the urban schools’ tuition fees, these were below \$1000 per term at most high density schools and these were fixed by the government. Urban parents agreed that they had no problem with tuition fees but were concerned that “one cannot collect an invoice for tuition fees before first paying other levies.”

Although officially, both parents and school authorities concurred that children cannot be expelled from school because of failure to pay fees and levies, statistical data (Table 3 and Figure 3) revealed that most dropouts were indeed due to failure to raise fees. It was observed that some children decided to pull out of school because they have been called out at assembly for failure to pay fees, which embarrassed them. In rural areas, parents and pupils confirmed that SDCs and heads sent them back home to collect fees which they viewed to be the same as expulsion because most children, especially the older boys and girls would not go back to school due to embarrassment. In towns, parents were concerned about written warnings from SDAs that threatened legal action for failure to pay any levies.

As well as levies, parents and children disclosed the high cost of textbooks, stationery and school uniforms which they were unable to meet but without which children cannot go to school. In the past the government provided textbooks and stationery as part of its social responsibility. Lack of stationery and other school necessities, while common among both rural and urban pupils was reported to particularly affect orphaned and vulnerable children (OVCs) who use most of their limited financial resources to buy necessities such as food and clothing. For OVCs, the economic plight is worsened by stigma: One boy explained that he had dropped out of school because of lacking stationery but did not disclose this to avoid stigmatisation at school. Although aware of facilities available for helping children in such situations, some OVCs preferred to be quiet because accessing such help “exposed” and embarrassed them. Teachers and OVC caregivers noted that it was such ‘fearing’ pupils who ended up trapped into sexual abuse, especially older girls.

School uniform is not compulsory in Zimbabwe but has become a traditional custom especially in urban schools where one would really feel out of place not only for having no uniform, but even for having a rather old set. Thus, failure of pupils to afford uniforms (daily and P.E.) was found to be one leading factor for school dropout at urban schools. However in most rural schools, it was uncommon for lack of uniform to be a safe reason for leaving school because most pupils have no uniforms.

Teachers observed that while children in the lower grades may come to school inadequately or inappropriately dressed, it does not affect them that much. Dress in general, and appropriate dress in particular, becomes an issue as girls grow older and

become body conscious or begin to menstruate. Then, the lack of uniform or alternative appropriate dress can result in girls dropping out of school. Parents and guardians also agreed that while they were unhappy sending children to school inappropriately dressed, this becomes a really problem with older children in general, but especially girls who become particular about how they look. Parents spoke passionately about the pain that goes with failing to adequately dress their children for school and further expressed that rather than take the shame of it, some just keep their children at home.

For girls, the challenge of securing proper sanitary wear was a further threat to their education. Rural girls reported that they were embarrassed to ask for money from their parents, who showed little concern about their sexual maturation. This forced them to improvise with raw cotton from the fields or when they could not cope, some even withdrew from school. OVC girls expressed that sanitary wear was like a luxury to their caregivers which they dared not ask for. Thus, most menstruating days were characterised by high absenteeism and even eventual withdrawal from school due to pressure from within the school in terms of participation in sporting activities and the expected smartness/hygiene, by female teachers.

### **4.3 BEAM ASSISTANCE TO OVC**

Due to the increasing cost of education and the realisation that inability to pay for school fees and levies was among the main reasons why children dropped out of school (Table 3 and Figure 3) the government through the Ministry of Labour and Social Welfare put in place the Basic Education Assistance Module (BEAM) to cushion low income families by assisting them to pay for fees at primary and secondary school levels. The structures and administration of the assistance scheme is decentralised to community level such that the identification and selection of BEAM beneficiaries is through a Community Selection Committee (CSC) of each given locality which is itself elected by community members of nearby primary and secondary schools. School heads help identify needy pupils at their schools who are then vetted by the committee which should be made up of individuals with broad knowledge of households and their members' socio-economic status. Although in principle, at least 50% of the beneficiaries at secondary school level should be girls, most rural and urban parents and OVC caregivers felt that this was not being practically implemented. While acknowledging the importance of the assistance afforded through BEAM to those in need, most respondents both in and out of schools stressed without exception its inadequacy in providing support for all needy cases because of the following observed shortcomings:

- It is based on a specific allocation per school and therefore does not cater for all needy cases.
- BEAM is only partial assistance as it does not meet all the educational costs.
- There is room for abuse by the selection committee since the identification and vetting process only involves the selected few members not the general public.

- There seems to be total focus on children still in school at the expense of those already out of school, most of whom are OVCs whose parents/guardians or caregivers usually have no access to information on BEAM.

To illustrate the inadequacy of BEAM assistance an urban and a rural head had this to say:

*At this school year each qualifying pupil received \$500. Now if the fees are \$5000 and you do not have that money and cannot get it,... and you are also looking after the children of relatives who have passed away,... it makes no difference... Then there are other costs: uniform, pens, pencils, stationery and so on.*

*The (BEAM) allocation came too late and was insignificant due to the increasing number of needy cases. Each pupil could be given \$2000 which cannot buy a pen these days.*

The feeling of school heads, and SDCs was that BEAM should consider what schools charge when making allocations for assistance. Parents and OVC caregivers were concerned that qualification for BEAM assistance in one year did not automatically mean that one would qualify the following year even if circumstances had not changed. This created a sense of insecurity because in some instances, pupils who were given support one year were excluded in the next. Because of this, some rural parents and guardians said they could give up on sending children to school especially when faced by shortage of basic necessities like food and seed, and girls were first affected most of whom got into early marriages.

With regards to the vetting process, there were reservations on the involvement of only a few expense of the generality of the community. Also, like SDCs, the CSC were male dominated and this excluded the female voice in decision making process, hence most beneficiaries tended to be boys (Table 9) some parents and teachers observed. Some parents and community leaders argued that involvement of all members of community was the ideal for transparency, but were concerned that it was impractical and could be a source of stigmatisation for the needy beneficiaries. Still, others preferred that teachers, who are viewed as professional, neutral and to know in more detail the problems of specific pupils on a daily basis should be more involved than only community leaders some of whom were alleged to select children of their friends and relatives.

Although records of pupils who had dropped from school were available at school, some members of CSC agreed that there was more focus on pupils in school than dropouts. It was observed that community structures did not capture and keep a record/register of children of school going age who remain at home while others go to school. School absenteeism and dropout are issues which most community leaders leave to individual families to look into, an indication of inadequate networking among schools and

community structures. It was observed that the need to build structures that involve participation of representatives of the affected or needy families needs to be explored.

Besides BEAM, it was observed that other channels of getting assistance for poverty alleviation existed in both urban and rural districts like NAC through WAC for HIV/AIDS related cases, Education Transition and Reform Programme (ETRP) in Chegutu and Mt Darwin was being served by UNICEF and World Vision which assisted with construction of sanitary facilities at schools including satellite schools, provision of textbooks, stationery, capital projects and feeding schemes. Feeding schemes have improved school enrolment as children saw the benefit of spending a day at school on a full stomach.

Heads in Harare and Bulawayo likewise reported that assistance from other sources, in particular Faith Based Organisations played a large part in keeping needy children, especially OVCs in school. At schools where donor supported supplementary feeding schemes were in place, teachers reported a marked improvement in the health and performance of pupils. Such schemes, it was felt lessened girls' risk of being lured by 'sugar daddies' because many children who would have been hungry while at school were benefiting.

#### **4.4 MIGRANT LABOUR AND ABSENTEE PARENTS**

Another worrying development related to the economic situation, in particular the high unemployment levels in the country, is that of parents who migrate from Tsholotsho and other southern districts of Matebeleland into Botswana and South Africa to seek employment, leaving their children of school going age behind. Many of these children are left in the care of other relatives, or in boarding schools while some are left alone at home or as lodgers in other people's homes. Many of these children, while provided for financially lack adequate adult guidance and care.

Some girls left alone in rented accommodation have become pregnant and have dropped out of school. Many girls who have migrant parents stated that their relatives abuse them: they are often beaten and denied access to money sent to relatives for them by their parents. In some cases this means they have difficulty paying school levies and fees. Girls left by parents in such circumstances are often unhappy where they are staying because they are overburdened with responsibilities and cannot pay enough attention to their schoolwork

It was noted that a lot of the boys left by their parents and thus lacking adult guidance may get into bad habits. In order to compensate for leaving their children behind some parents tend to send excessive amounts of money to the children who are not mature enough to handle such sums. This money may be used for drugs and pornography as well as for sexual encounters. One high school head said that she was sure that 75% of such boys in her school were abusing drugs and alcohol.

Teachers and school heads noted that while migrant labour may deliver immediate financial rewards, it is coming with a very high social cost. They noted that it is common knowledge that teachers' salaries are inadequate, and some children's access to excessive amounts of money has led to a situation in which children, particularly boys, despise their teachers and make fun of them on account of their low salaries.

Teachers and heads of schools reported that it is difficult to keep boys in school after Grade 7 because they may not see a future in continuing with schooling. Instead, they have role models who although uneducated, after a short while of working away are able to buy cars and other consumer items, while in their communities there are a lot of unemployed and underemployed high school graduates. In Tsholotsho, which is particularly hit by high dropout rates of boys in high school, many young boys asked what they wanted to do after completing school, said they wanted to be *injiva* (migrate and work in South Africa).

#### **4.5 CHILD LABOUR**

Child labour was yet another poverty related barrier to education for girls and boys raised as an issue in interviews and focal group discussions in all the convergence districts. Although in urban areas the issue of children helping to supplement family incomes was raised, this mostly related to children vending various items rather than working in paid employment. As in urban areas many children in the convergence districts are required to assist with family income.

In Harare and Bulawayo, more girls than boys are withdrawn from school to participate in the informal economy, vending various goods. This is because of a perception on the part of parents that by nature girls are more trustworthy than boys. When families need additional income for their sustenance, they ask girls to engage in informal trade as they can be trusted to take home the proceeds. Even in instances where girls are not withdrawn from school, teachers noted, many girls spend much time at school selling their wares among themselves, even during lesson time.

Boys too engage in the informal trading of goods. In Mt. Darwin, for instance, more girls than boys are in primary school and one contributory factor is that more boys than girls drop out to engage in cross border trading with Mozambique (Table 3). Teachers in the district said that some boys left school to look for employment as cattle herders or any other agricultural activity.

In the convergence districts employment of children in the formal sector was found to be common. In districts like Tsholotsho closer to the South African and Botswana, young girls may be sent across the borders to take up domestic work. Once these young girls start sending money home they are encouraged to keep on working, rather than to return and use the money to re-enrol in school. Nearer to home young girls are employed in eating houses, nightclubs and grocery stores where they are exploited and are exposed to sexual abuse. Some business people particularly target young girls to lure customers to their premises and also because they can underpay them.

In most farming communities child labour was reported to be widespread, especially in new resettlement areas. As one head of school noted this is because

*The communities here regard farming and not education as their core business, since they came here in search of land not schools.*

In Mt. Darwin, for example, most children complained that they have to pick cotton and *masawu* (a type of wild fruit), as well as to grade tobacco till late in the night. Teachers reported particularly high rates of absenteeism during the wet season in part due to children engaging in farming activities and the search for *masawu* for resale in the urban areas. One school head in Mukumbura remarked:

*If we followed strict regulations for marking the school registers then most of the schools in this area would close down. Some pupils can be away for a month or even a whole term and then reappear after harvesting. How are we expected to produce good grade 7 results?*

In Chegutu it was found that most commercial and small-scale farmers use children of school going age extensively as cheap labour, with the concurrence of their parents due to poverty. Children who stay on the farms with their parents are considered by farmers to be a reserve pool of cheap labour.

Data collected in the convergence districts, like that collected in Harare and Bulawayo, indicate that economic factors, (the prevailing economic situation, poverty, high unemployment), impact upon children, both boys and girls, to produce barriers to their education. These factors negatively affect enrolment, performance and retention. Whilst some of the barriers are the same or similar for both girls and boys, girls tend to be more disadvantaged as a result of gender role ideologies and gender role stereotyping.

More girls than boys are withdrawn from school when parents are unable to afford the cost of education. As well girls are called upon to contribute to family incomes more frequently than boys and in ways and at places that put them at risk of sexual abuse and exploitation. Also, it was found, girls are more likely to be withdrawn from school, or to be absent, in order to assist with household chores, the care of siblings and other family members.

As noted above, poverty and economic hardship tend to place girls in situations where they are at risk of sexual abuse and sexual exploitation. In this regard high school girls noted that a worrying trend was developing among young girls in response to poverty and their parents' inability to pay fees and provide school equipment and uniforms. They felt that school authorities are insensitive to their problems and this insensitivity compelled girls to drop out or find other ways of raising money. In some instances girls turn to illicit ways of making money. Having embarked upon this route, they noted, it was difficult for

them to stop. Many preferred to continue with a more economically comfortable life style sponsored by “sugar daddies”.

#### **4.6 CULTURAL/TRADITIONAL AND RELIGIOUS PRACTICES**

In the convergence districts a number of cultural practices were noted which contribute to the poor performance of pupils in school and drop out, particularly the drop out of girls. In the extreme north of Mt. Darwin absenteeism and early marriage, associated with the apostolic religious sects that live there, were reported by all interviewees and discussion participants to be common. Also these sects conduct all night prayer meetings in the latter part of each week which encourages pupil absenteeism. The situation is worse where some teachers and SDC members also participate. As one school head observed:

*Most of the SDC members here are sect leaders and I find it difficult to solve the issue...but...some children either do not come to school at all, or if they come they will be dozing in class.*

Some communities of migrants from Malawi and their descendants live in urban Chegutu and outlying commercial farming areas. In June and July these communities carry out sacred initiation rites for both boys and girls at the onset of puberty/adolescence. The ceremonies are accompanied by a traditional dance, *zvigure*. The training of male initiates takes place at night and in secluded areas. When these ceremonies take place there is a high rate of pupil absenteeism.

In some areas of Matabeleland North and most of Mashonaland provinces, it was noted, there are traditional practices that parents and children participate in at specific times of the year. These are practices for celebrating and welcoming home the spirits of the dead. The celebrations last a month and older boy and girl children are made to attend the dances that take place at night. During the period of celebration participating children hardly attend school. It was reported that during this period some young girls are raped whilst others are tempted to enter into improper sexual relationships with other young people.

#### **4.7 THE SCHOOL ENVIRONMENT**

In an attempt to provide education for all the state has tried to provide primary schools within walking distance of all communities and to minimize the distance children need to travel to school. Section 10 of the Education Act compels heads of schools to register all children in their catchment area, if there is classroom space for those children. It is discouraged for a school head or any relevant authority to turn children away because they have filled all the places available at the school in relation to the school resources.

In all the convergence districts visited it was found that there are not enough classrooms to accommodate the numbers of registered pupils. In cases of over-registration, some schools have an arrangement where some lessons are held in classrooms and others

outside under trees. After the morning break at about 10 o'clock, classes exchange places so that those who were working outside move into classrooms and vice-versa. Since textbooks and exercise books get dirty and damaged outside lessons are conducted without the use of books. Teachers improvise and instruct learners without books and, weather permitting, children write on the ground.

Some satellite schools have no classrooms at all. In many instances lessons are held in disused farm sheds and open spaces while the schools await the construction of classroom blocks. As with the other schools, the satellite schools do not turn away any children. Some satellite school heads disclosed that some of these emerging schools are not examination centres because they have no furniture and children have to walk long distances to write examinations at registered schools. Reports of pupils, especially girls who missed or arrived late for examinations were made by teachers.

During discussions women noted that hot seating, where it involves children learning outside creates a lot of laundry for them. Children come back home dirty and dusty and their clothes need thorough washing on a daily basis. This laundry is created in the context of poor water supply, limited access to soap, and some of the children have only one or two changes of clothing, forcing the women to do laundry every evening. When it rains or they have no soap, or when they are just too tired to do laundry, children, particularly girl children, are forced to be absent from school.

#### **4.7.1 Location of Schools**

Distance to school was found to be a problem faced by rural schools while urban community members complained about the poor quality of education at some high density schools. Some urban parents preferred to send their children to some former group A schools which had no hot seating or high teacher-pupil ratio. Because of the scattered settlement patterns in the convergence districts there are considerable distances between homesteads and schools. In most instances children walk about 10 kilometres or more to school. Walking distances to schools are particularly long for secondary school pupils, in some instances 20 to 25 kilometres.

All the interview respondents and focal group discussion participants noted that distances to school are a barrier to children, especially girls' education. Children wake up very early to go to school and by the time they arrive there they are hungry and tired and this affects their concentration and performance. Also, children take a long time to get back home from school and consequently have no opportunity to do their homework, especially with the girl child who has to bear with domestic chores after school.

Children asserted that long distances they have to walk to school curtails their interest in school and learning. Some gave examples of children who hide in bushes and just do not go to classes. High school girls stated that as a coping mechanism some have sought lodgings away from home in order to continue in school. Having to pay rent for lodgings brings other problems. When they are unable to pay rent some children are forced to find ways of raising money and may be absent from school or arrive at school late and leave

early. In some cases, girls may resort to sex for payment in order to raise money to cover their accommodation costs. Girls also mentioned that lodging away from home places them at risk of abuse from landlords and from men who know that they live alone without parental protection. In some instances girls may stay with extended family members who live nearer the school and who offer accommodation of money for school fees in exchange for sex. Girls also expressed concern about the quality of accommodation they can afford which is often substandard and not conducive to learning, due to overcrowdedness and poor lighting.

Parents and guardians noted that they tend to delay the registration of children at school until such time as they are old enough to manage the long distances between home and school. Delayed school registration brings with it further problems. Older more mature children who are still at primary school may refuse to continue with school later on because they feel they are too old to be in primary school. While younger children are easier to discipline and compel to go to school, it is not so with older children.

While school heads noted that it would be difficult to increase numbers of schools because of the expected costs, all other participants recommended an increase in the number of schools in order to cut down on the long walking distances to be covered by pupils. High school girls recommended the establishment of more boarding schools than day schools. The girls emphasized that such boarding schools should create a girl friendly environment through appropriate and adequate furniture and other utilities that were responsive to the sexuality maturation of girls.

High school girls spoke about the challenges they face in securing proper sanitary wear, unable to afford it they improvise. In relation to this, girls noted that female teachers tend to be insensitive to their plight. Often, because girls use inadequate sanitary protection their dresses become soiled, and they “mess up” toilets. Instead of exploring reasons for those problems and working through them with the girls, high school girls complained that female teachers shout at them publicly embarrassing them in the presence of boys and male staff members. In one instance, for example, a girl told of an incident when a toilet was “messed up” and a female teacher in charge of keeping the toilets clean demanded an examination of all girls and then ordered all menstruating girls to clean the toilets in full view of the whole school.

The current land reform programme has reorganized settlement patterns in rural communities requiring the establishment of new schools for newly resettled children. The government has responded to this challenge by setting up satellite schools utilising farm houses and outbuildings as a starting point whilst the District Development Fund has been commissioned to construct classroom blocks and staff houses. Parents in these communities expressed appreciation for these schools, saying they have reduce the walking distances to school although they lack basic infrastructure and teaching-learning resources. In fact satellite schools were found to have wider gender disparities because of longer distance to school which created more security problems for young girls and most of them had no suitable sanitary facilities for the privacy of girls during menstruation.

#### **4.7.2 School Infrastructure, Resources and Equipment**

There were varying degrees of development of schools in the rural convergence districts than in urban districts selected for the study. While some are in a reasonable state of repair others are in very poor condition, with big cracks in the walls of classrooms and staff houses. In all convergence districts school maintenance and development appeared to be donor driven, and seemed to depend upon the ability of the head to source donor assistance and funding. Most schools were under-resourced in terms of books and equipment and here too donor support was said to be crucial. Satellite schools are particularly challenged by poor infrastructure, and inadequate supplies of school equipment such as books, desks, chairs, writing and reading materials, blackboards and chalk.

In many rural schools there are large numbers of untrained teachers (Table 3; Figure 4). In general the less developed the district the larger the number of untrained teachers. For example, in the extreme north of Mt. Darwin over 90% of the teachers at most schools were found to be new and untrained, with most schools having the head as the only trained teacher. High pupil/ teacher ratios are extremely common. Satellite schools in particular have very high pupil/ teacher ratios. For example, one satellite school had 3 teachers, including a teaching head, and 101 pupils in grades 1 to 7. At this school, one teacher teaches grades 1 and 2, another three grades, grades 3 to 5, and the teaching school head grades 6 and 7. As well most schools have inadequate teacher accommodation, with most satellite schools having none at all. Teachers at many satellite schools live away from the school and have to commute daily.

Some of the satellite schools are difficult to access because of poor road and transport networks. This has made it difficult for these schools to attract children of parents and guardians of means that can support and help develop the schools. The majority of children in the satellite schools come from very poor homes with struggling families.

A lack of resources, both human and other, compromises the schools' ability to provide quality education to pupils. In other words, a lack of resources affects pupils' ability to learn and leads to poor performance. Some parents stated that the poor performance of their children might lead to the decision to withdraw children from school. They explained that if halfway through primary school parents can see that their children are performing poorly, and may even be unable to read or write, they run out of patience and refuse to pay fees out of their hard earned money. While some parents might not withdraw children they may be inclined to keep them at home at times to help with household chores. Parents stated that because girls mature earlier than boys and are thus better able to deal with responsibilities given to them parents usually keep girls at home while boys are left in school "in order to grow". In interviews with adult respondents a strong link was made between the capacity of schools to deliver good education, the dictates of the current economic situation and the retention of children in schools.

### 4.7.3 Teacher Attitudes and Motivation

Although acknowledging Government efforts to pay adequate salaries, teachers felt that their low salaries had eroded their status. While in the past teachers served as role models that children could look up to, now children do not see the value of education if it cannot reward their teachers with good salaries. They argued that this is a major barrier to children's education. It has diminished the status of the teaching profession and negatively affected children's attitudes towards education.

Also teachers felt that the Government has not helped a bad situation by discussing teachers' salaries in the media, and also by dealing with some teachers' misconduct in public. As a result, they said, everyone knows what teachers earn and young children may use that information to undermine teachers and, by extension, the future of all children that is best served by preserving the integrity of the teaching profession.

Teachers have responded to low salary and unattractive working conditions and related issues with de-motivation and some of them are no longer giving of their best. They are de-motivated particularly by low salaries that cannot sustain them and their families, working in underdeveloped schools with high pupil teacher ratios, and with schools that enrol children, even where there are no classrooms to teach in. Some teachers however maintained that in spite of the challenges they face they remain committed to their profession.

Parents too expressed concern about teachers' poor motivation and performance that is resulting in poor standards of education. They noted that given all the other difficulties they face it becomes difficult for some parents struggling financially to give priority to education when teachers are not performing their duties well. Community leaders also expressed concern about the high levels of teacher absenteeism in schools. They claimed that nowadays teachers absent themselves from school every payday and also on Fridays, to the extent that "Friday is not a working day". Some parents noted that as a result of teacher absenteeism they themselves no longer insist on their children attending school on Fridays. Some parents also noted that teachers absent themselves from school to engage in private business.

While teachers acknowledged that some teachers and heads do absent themselves from duty they asserted these were a minority of all teachers and in any case there are disciplinary measures in place for dealing with such cases.

Some parents also accused teachers of crossing professional and ethical boundaries by fraternising with pupils, including drinking with high school boys. Teachers felt that such cases were the exception.

#### 4.7.4 Gender Sensitivity of School Staff

Whereas all teachers and heads were aware of gender as an issue in education in the urban schools participating in this study, very few had actually undergone any gender sensitivity training either pre- or in-service. In general, teachers' understanding of what gender means or what a gender sensitive school environment encompasses was very limited. The term gender was for them strongly identified with "the girl child" and "fairness":

*Gender means different things to different people, and no one knows exactly what it means except fair treatment for girls, not only boys.*

*With regard to gender we are groping in the dark!*

Most teachers and heads were unable to identify what a gender sensitive or girl friendly school environment would involve other than suggesting the use of gender sensitive text books and "not favouring boys". Most schools, especially in rural districts lack female role models because most leadership positions in both the community and school are occupied by males. Moreover most lady teachers taught infant classes while males handled upper grades.

A number of heads had attended workshops either on gender issues in education, or on other issues that had included a gender component. Most had reported back briefly to their staff on the workshops they had attended, but thereafter nothing further had been done to sensitise their staff or to begin the process of creating a gender sensitive school environment. In general both heads and teachers concurred that there is no "cascade" of knowledge taking place and very little action.

All school personnel felt that much more has to be done if teachers are to become gender sensitive and aware of how to apply this sensitivity in their teaching and to the school environment. Suggestions on what needs to be done included:

- More donor funding should be made available for activities involving gender and the girl child.
- More workshops should be held so that all heads and teachers are exposed to gender issues.
- In-service training courses should be available to teachers.
- Gender sensitivity and gender in education issues should be a part of the teacher training curriculum in colleges.
- Gender training materials should be available at schools.

Three clear perceptions emerged from interviews and focal group discussions with heads and teachers in urban schools:

- Matters relating to girls' education and gender equity issues are highly associated with donor activity (initiation and support).
- Gender sensitisation and other measures to create a gender sensitive school environment are perceived as "events" rather than as ongoing processes.
- Workshops are seen as "special" events held in comfortable locations away from schools and communities.

In general the view is that activities, programmes and interventions relating to gender issues are the preserve of donor organisations and NGOs and unless these organisations initiate and fund such activities there is little that the MoESC and schools themselves can do. These perceptions were also found to be common in the convergence districts.

In convergence districts more than urban schools, very little gender sensitive literature was available to teachers because urban schools took advantage of their close proximity to some non-governmental organisations that are involved in gender issues. Typically, the literature comprised of one copy of a gender sensitivity training manual for heads or teachers that was usually kept in the head's office. At most of the schools there were few copies of the female role model book series, "There is Room at the Top"<sup>1</sup> but no teachers however appeared to be using these books. As one head explained,

*We have too few copies and our classes are large. There are not enough books for the pupils in a class to use. As a result teachers rarely use these books for teaching.*

In the convergence districts the situation with regard to teachers' gender sensitivity was found to be similar to that in urban areas. Untrained teachers in particular, of which there are large numbers in rural schools, are least likely of all teachers to be gender sensitive. Schools in rural communities are subject to very high rates of staff turnover and as a result teachers who may have been gender sensitised are not likely to be at a school long enough to see any project through.

In most convergence districts there were no specific programmes in place to gender sensitise teachers, pupils and communities. Where such programmes were in place, for example in Mt. Darwin, they tended to be donor driven although in collaboration with the MoESC.

In discussions with teachers and heads, the dominant view expressed was that the Government of Zimbabwe working with various partners in the non-governmental sector, United Nations agencies and others, have done much to promote equal opportunities in the education sector. However, efforts to promote gender equality in education in schools, they felt, is currently undermined by the socialisation of children at home and in the community which promotes male preference. There is a serious disconnect between

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<sup>1</sup> There is Room at the Top is a series of books from volume 1 to 5 that feature prominent Zimbabwean women who succeeded in traditionally male dominated careers, to inspire girls and help boys respect women.

the school and home. For gender equality in education to become a reality, there is a need to pay more attention to the socialization process that takes place at home and in the community.

## **4.8 CHILD ABUSE**

### **4.8.1 Teachers' Perceptions on Child Abuse**

Without exception heads and teachers in Harare and Bulawayo asserted that child abuse is rampant and increasing, particularly the sexual abuse of girls. This abuse they further asserted is mainly taking place in the community and the home. Whilst admitting that sexual abuse of girls at schools is also on the increase, (however not occurring in their schools), they felt that it is much more prevalent at secondary schools. The most commonly occurring forms of child abuse were identified by urban heads and teachers as:

- The sexual abuse of girls - rape, touching of girls "intimate parts"
- The sexual abuse of boys, particularly boys in the street
- The beating of children
- Child labour – children engaging in income generation particularly vending activities.

The most commonly cited reasons for increased child abuse, particularly sexual abuse were:

- Poverty
- Death and illness of parents due to HIV/AIDS
- Cultural practices and attitudes
- The moral breakdown of society
- Step-parents who give preference to their own children's needs over those of their stepchildren.

In all cases girls were seen as more vulnerable to abuse of all types and in particular sexual abuse than boys, at home, in the community and at school. Poverty and the loss of parents were seen as the main factors contributing to sexual abuse of girls. Girls were perceived as easy prey for older men who entice them with offers of gifts and money. In addition the fear of contracting HIV and beliefs about "virgin cleansing" lead many men to seek out young girls for sex rather than older women who may be sexually experienced and thus infected.

Although the sexual abuse of girls by male teachers at schools was considered to be on the increase, this was mainly seen as occurring at secondary schools. Heads and teachers denied that any sexual abuse was taking place in their schools, although they did know of "other" primary schools where this had happened.

In urban schools, heads unanimously asserted that in cases where sexual abuse of pupils by teachers might be brought to them, MoESC procedures would be strictly followed.

These cases would be investigated and if there were adequate evidence of abuse then the cases would be reported to the Secretary for Education immediately. Heads stressed that in many instances it was difficult to get solid evidence to back up accusations of abuse, “even if one suspects the abuse really did take place”. This is because:

- There are usually no witnesses.
- Teachers do not usually write letters to girls.
- Parents may come to a private agreement with the teacher concerned for recompense.

Where sexual abuse by teachers had been proven teachers were immediately disciplined, suspended or even dismissed, depending upon the severity of the “improper association” that had taken place. However, some heads expressed concern that the term “improper association” is quite vague, and felt more specific terms and definitions as well as guidelines should be developed. Some heads felt that because improper association is dealt with through the terms of employment of teachers there are no very definite or clear guidelines for heads on what specifically constitutes improper association, except in cases of sexual intercourse between a teacher and a pupil. This they felt gives much room for different heads to interpret “improper association” differently and leads to inconsistency in the application of disciplinary measures. They felt that it is necessary for the MoESC to develop an explicit “directive or instrument” which deals specifically with this issue rather than relying on instruments relating to sexual offences in general and vague definitions of improper association.

In general teachers appear to think of abuse in the school in terms only of sexual abuse and to define other forms of abuse, including physical and emotional abuse, as a problem “out there” in the homes and community. As one head stated,

*Yes, I know that teachers are caning girls and beating pupils or other things in the classroom, but I cannot watch every teacher all the time. Anyway I admit that I beat them too. How else can we keep control? It is not really abuse. We do not actually hurt the children.*

#### **4.8.2 Parents’ Perceptions on Child Abuse**

Most parents agreed that child abuse occurred in both rural and urban schools and communities. All parents felt that girl children were far more vulnerable to abuse than boy children, especially sexual abuse. Most parents felt that girls are less able to fend for themselves. In many instances male guardians and their male family members (older sons, brothers-in-law) who have taken over responsibility for girl children on the death of their parents are responsible for sexually abusing girls. Stepfathers were also cited as perpetrators of the sexual abuse of their stepdaughters. Stepmothers were perceived as being unkind to their stepchildren. They were characterised as favouring their own children, withholding food, blankets and clothing from step-children, forcing them to do excessive amounts of domestic work and physically and verbally abusing them.

From the discussion with parents it emerged that child abuse is taking place in the schools as well as the community. Parents complained of children both male and female, being beaten excessively, and forced to do hard manual labour as punishment at school. Most parents, especially in rural communities and commercial farms, were not aware of regulations governing corporal punishment in the school, nor were they aware that corporal punishment of girls is against MOESC regulations.

Parents also believe that sexual abuse of girl pupils by male teachers is on the increase and does happen at primary school level. They were, in the main, unfamiliar with the MoESC procedures in dealing with the sexual abuse of pupils by teachers. The majority felt that if a parent was sure that a child was being abused by a teacher it could be reported to the police or the school head. However there was little trust shown in the ability of school administration to handle cases of sexual abuse effectively and the feeling was that not much could be done other than to transfer the child to another school since “usually the teacher is protected by the school head” and “nothing comes of reporting it except perhaps more trouble for the girl from teachers”. Parents expressed the view that the school and MoESC in general treat teachers who sexually abuse girl pupils with leniency.

In general parents felt that there is a need for both parents themselves and children to be told about laws and MoESC regulations relating to sexual (and other abuse) in the school. The procedures that the head is supposed to follow once a report has been made should be made explicit. This should be done as a matter of course by the school rather than waiting for an incident to occur and then doing so.

#### **4.9 CHILDREN’S PERCEPTIONS ON MAJOR BARRIERS TO EDUCATION**

Most pupils who participated in the review felt that the major out-of-school barriers to education, completion and achievement for children were:

- Loss of parents through death and divorce
- The inability of many parents to raise school fees
- Lack of money for uniforms, books, pens pencils and other costs associated with schooling
- Beating and abuse of pupils by step-parents and guardians
- Drop out due to pregnancy
- Drug and alcohol abuse

It was clear from the focus group discussions that all pupils experience anxiety about their parents’ ability to afford school fees and provide them with uniforms and the necessary stationery and equipment. There also appeared to be a high level of anxiety about parents becoming ill and dying. These issues were raised by children as, “the things we worry about most”.

In –school factors that children worry about were cited as:

- Verbal abuse from teachers
- The excessive beating of pupils by teachers
- Being bullied by other pupils
- The lack of text books in the school
- Loss of property through theft by other pupils.

As well pupils reported frequent use of physical punishment by teachers which included beating, slapping both with the hands and a range of other instruments including sticks, blackboard dusters, rulers. Most of the rural pupils did not question the right of adults, parents and teachers, to administer corporal punishment whenever they feel it necessary although all pupils resented being beaten. In particular pupils believe that all teachers “have the right” to hit pupils at any time. They did not question this “right” but did complain of excessive beating: the beating of pupils too hard and too frequently. Few of the children, especially in the rural districts were aware of the MoESC regulations on corporal punishment. Girls were not aware that the corporal punishment of girls at school is prohibited. In all groups of girls the majority reported having been beaten by a teacher at some time. Pupils also complained of verbal abuse by teachers that took the form of “rude words” and insults as well as excessive manual labour sometimes beyond the capability of the child being punished.

However most children were aware that they have some rights and more urban than rural children could state their rights as:

- The right to education
- The right to food
- The right to shelter.

Most of the children were able to define and cite some examples of child abuse. Most reported having been taught something about abuse at school. Grade one and two pupils were those least able to explain what child abuse means and offer examples. Most frequently cited were:

- Sexual abuse – touching and feeling of intimate parts
- Rape
- Abduction / kidnapping
- Killing of children for ritual purposes
- Excessive beating
- Deprivation of food, clothing, blankets
- Being forced to do too much work at home
- Verbal abuse

In most instances the pupils had learned about child abuse at school but in some cases from visits by the police and NGO personnel like Childline. As well they learned about reporting abuse to the police, teachers, a trusted adult or family member. Most children

however felt that reporting abuse is not a simple matter and that in most cases reporting it does not lead to an end to the abuse. In fact most pupils felt that reporting abuse leads to further “trouble” for the child. Many children expressed a fear of the police. A significant number of urban children suggested that they could report their problems and cases of abuse to Childline. In all cases this applied to out-of-school problems. They did not seem to think that they could report problems encountered at school to Childline. At most of the urban schools reviewed the telephone number and address of Childline was displayed on the notice board.

Few teachers in convergence districts have attended formal workshops on child abuse and guidance and counselling. Where this had occurred it was mainly as a result of NGO organised programmes and projects often at schools elsewhere at which teachers had previously worked. The capacity of teachers to deal with cases of child abuse that pupils faced at home, school and in the community was therefore found more inadequate in rural than urban districts.

Sporadic responses to serious cases of child abuse were reported in Chegutu where police had organised awareness campaigns for school heads, councillors, teachers and pupils after a much publicised ritual murder of a girl pupil returning home from school. Most schools had no structures to guard against child abuse and no programmes to educate teachers, parents and children about child abuse.

#### **4.9.1 OVC Problems**

Discussions with the different respondents in the districts selected for the study brought out diverse issues that present barriers to the education of vulnerable and orphaned children. There are high numbers of vulnerable and orphaned children in school and out of school in both rural and urban communities.

The gender role division at home is particularly challenging for orphaned and vulnerable children. Because society gives responsibility for the care and management of the home to women, orphaned girl children immediately take over the same responsibilities when their mothers die compromising their education. Many examples were cited, of girls heading households, who either had dropped out of school or were frequently absent from school in order to perform household duties. Rather than continue in school, some of the girls have dropped out to get employment and look after their siblings. Eventually the girls may be pushed into early marriages. In the case of orphaned and other vulnerable girls, they may be directly and indirectly pushed into the sex trade to sustain themselves and their siblings. Boys too in circumstances of extreme poverty leave school to look for employment, which most urban respondents said has resulted in the increase of children leaving in the streets.

#### **4.9.2 Identification of, and Assistance for OVC**

The Government of Zimbabwe, in collaboration with communities, has devised systems for identification and assistance of OVC. In particular, the National AIDS Council

(NAC) has set up provincial, district and ward AIDS Action Committees the operations of which are governed by The National AIDS Council Act (of 1997).

Although there were efforts to set up Village Action Committees, the Ward AIDS Action Committees have remained the most active community-based structures to date. These structures are the primary media for identifying orphaned and vulnerable children and are increasingly becoming the structures through which Government is channelling additional resources including support from other partners such as multilateral and bilateral agencies. In each district in Zimbabwe, there are District AIDS Coordinators who work with a policy-making board, consisting of different stakeholders, responsible for overseeing NAC support to communities. The Ward AIDS Action Committees consist of heads of schools, community leaders, Ministry of Health representatives, Local Authority representatives, people living with HIV/AIDS, representatives of young people and representatives of orphaned and vulnerable children.

The support offered by the NAC within communities is targeted at those living with and affected by HIV/AIDS, including OVC. Both practical and emotional support is provided. The NAC provides supplementary food packs, (beans, dried fish and cooking oil), promotes home-based through the provision of care kits for home-based care givers. Affected families are also provided with toiletries. The District AIDS Action Council works with faith-based organizations to provide counselling at local level and utilises peer educators in the church system for public education as a prevention strategy. The District AIDS Action Council pays tuition fees and buys uniforms for orphaned children.

However it was observed that while most of the care givers were female, those involved with the selection and disbursement of financial and material help tended to be male. Since girls and women are more involved in service provision within OVC headed households and people affected by HIV/AIDS, their representation and participation in decision making process should be higher than that of men.

#### **4.9.3 Orphaned and Vulnerable Children's Perceptions**

Orphaned and vulnerable children noted that while some of them received help from the Ward Aids Action Committee, the food packs were often inadequate and food supplies are irregular and this results in them facing frequent food shortages.

In discussion and interviews with OVCs, particularly boys, stressed that the selection process is flawed because it violates their right to privacy. In order to receive NAC assistance they must be registered by the Ward Aids Action Committee. At school, these committees ask OVC to come forward during assembly in full view of everyone. Once the children come forward and are registered, the children felt, teachers and pupils alike immediately stigmatise them. Because of the general lack of understanding about HIV/AIDS and in particular modes of transmission, they are perceived as being infected and become subject to finger-pointing by teachers and are isolated by other children. Boys and girls talked of having lost many friends in this way, which they stated affects their performance at school. Some boys gave examples of friends that had decided to

drop out of school rather than face the stigma and isolation. In order to avoid stigma and discrimination, OVC stated, many children are not coming forward to register preferring to go hungry, without clothes and without their levies having been paid. Many such children either voluntarily drop out of school or are sent away by school authorities for non-payment of levies and fees.

Another point made by orphaned children is that they are not consulted about their situations or the help that they need. Adults decide what they need. While they have practical needs, they also have emotional and safety needs and require guidance in making decisions about issues affecting their lives. A number of high school children orphaned by AIDS said that they experience a lot of pain as a result of the loss of their parents, and they have no one to share that pain with. The school is not a safe place for sharing such pain, as attempts to do so in most cases led to stigmatisation.

Some children said they knew of children who, despite being registered as orphans, did not get the assistance needed. Help, they believed, was more often given to those who are perceived as intelligent, whilst those seen as average and below average performers were not assisted. As well, children said that they knew of instances in which children of living community leaders benefited from the system, whilst those who qualified did not.

High school boys and girls noted that more support for payment of school fees and levies was given to boys than girls, an observation that concurred with figures from one of the districts sampled for the review (Table 8). A review of the District Aids Committee figures showed a marginal difference between support for girls and boys in favour of boys. In their defence, the authorities responsible for giving help noted that they could only work with names given to them by the different ward committees. However, they asserted that they were guided by equity considerations when apportioning support. Discussions with some members of the Ward Aids Action Committee, community leaders and parents indicated that they were concerned by elements of greed and dishonesty interfering in the selection process that need to be urgently addressed.

A review of support to OVC children found that follow-up processes are weak: Once food packs and home-based care kits have been distributed, no follow up to determine the efficacy of that support is undertaken.

One important finding on the identification of OVCs is the way in which targeted individual support is eroding family and community care and support efforts. Reports of OVC care givers being accused of abusing the children under their care were found widespread, an indication of the weakening functional role of the traditional extended family, most adult respondents noted.

Asked how the identification and support system for vulnerable and orphaned children can be improved, orphaned and vulnerable children suggested the following:

- Revision of the selection process to ensure privacy and confidentiality

- Strengthening of HIV/AIDS education in schools, including the drawing up of a curriculum to guide learning, that would eliminate some misconceptions about people living with HIV.
- Provision of much more reference material to support HIV/AIDS instruction
- The establishment of clubs for children in school, that would provide space for them to discuss challenges that they face in relation to HIV/AIDS and to work out solutions
- The provision of skills for psychosocial support for both teachers and children in schools.

#### **4.10 TEACHERS' PERSPECTIVES ON OVCS' PROBLEMS**

Many of the concerns that OVC expressed and discussed during interviews and focal group discussions were confirmed by adults: caretakers of OVC, teachers and other duty bearers. They noted that the current handling of orphans and vulnerable children is a barrier to their education and requires attention. While orphanhood and vulnerability are not new they are currently overwhelming in their magnitude which poses a challenge for communities and teachers.

Some duty bearers said that the Government has opened schools to all types of help for orphaned and vulnerable children, and a lot of the help is premised on the assumption that orphaned and vulnerable children are poor and need to be targeted for help. This has, over time, removed a community sense of responsibility for children.

Some children seeing the material benefits that come with being orphaned have turned away from emotional support and guidance from the extended family, for fear that they may not be identified as orphaned, and therefore disqualified from help. They would rather isolate themselves from the extended family than miss out on help. Children, some community leaders argued, cannot be raised on material things alone. As well as material needs, they need guidance and direction from adults and other family members. Some teachers observed that some of these children “engage in self-pity” making it difficult for them to take correction in class and are difficult to teach. These were characterised as “stubborn” and “rude” children, who do not take kindly to correction because they feel they are orphans to be pitied and should not be firmly guided and corrected. Most parents and community leaders recommended that the Government and communities should learn from the way in which orphaned and vulnerable children were handled and brought up in the past, without these children being constantly reminded of their status. It was clear from these concerns that family and community structures should be strengthened so that OVCs are raised under an atmosphere of adult care for the benefit of the children’s moral and disciplinary codes.

In addition to the above, heads and teachers noted that the large number of orphaned children in schools has brought new problems for them to resolve. Many orphaned children are cared for by their elderly grandparents, many of whom are retired and have no income with which to pay school levies and fees. Rural community schools rely heavily on the collaboration between parents/guardians and school authorities to develop the schools. Since many of the grandparents are old they can no longer do manual work and thus cannot be called upon to help with construction and maintenance of school

buildings. One head of school gave the example of his school in which three quarters of pupils are orphaned, and the majority of whom are in the care of their grandparents. When parents' meetings are called the grandparents either do not attend, or if they attend have limited views to offer, leaving the burden of responsibility on the school.

Some grandparents have difficulty in disciplining their grandchildren and often rely upon the school authorities for help. Most urban teachers were concerned that elderly grandparents often have very limited formal education and are unable to help the children in their care with homework and other school related tasks. Many school heads feel that the high numbers of orphans in their schools have brought new and increased responsibilities for them, outside and over and above what should be expected of them as educators. At school the trauma experienced by OVC at home through the loss of parents and other associated problems faced by the orphaned pupils were seen by teachers as a major cause of academic underachievement.

At one school where there were some teachers who had undergone training in counselling, most of them felt that the schools had been left "to go it alone" without adequate support:

*We have had no adequate training to deal with the trauma that many of our pupils have experienced through loss of parents, the SPS are unable to assist...they do not have the staff, transport and other facilities they would need for this.*

Girl OVC were perceived as particularly at risk of abuse at home and in the community. It was felt that these girls were likely to be used as "unpaid domestic workers" by guardians and extended family members and are easy targets for sexual abuse by male relatives and men in the community who are aware that they have no parents to protect them. Thus, it would appear that whilst heads and teachers are aware of the special needs of OVC their lack of training and the absence of support mechanisms make it difficult for them to respond to these needs. Under these circumstances, the best they can do is to attempt not to knowingly discriminate against OVC and to proceed as if OVC were "just like any other pupils".

All school personnel in interviews and group discussions stressed the need for the schools to have at least one teacher who had undergone intensive training in counselling. This teacher would be responsible for all counselling in the school and these duties should be recognised in performance appraisals and for promotion purposes. At present any counselling done is not recognised as a core duty of any teacher. It was felt that teachers colleges should provide pre- and in-service courses on counselling which would be recognised by the MOESC.

The problems faced by OVC at home were most commonly cited by teachers as:

- Sexual abuse of girls by guardian/caretaker
- Guardians and step-parents favouring their own children
- Being made to do too much work in the home

- Being unloved and unwanted
- Being beaten and punished a lot for no apparent reason
- Not being given enough food, clothing and blankets
- Being teased and taunted about their status
- Being forced to look for work
- Being forced into early marriage.

Generally teachers and heads of schools agreed that girl OVC were more vulnerable to all forms of abuse, especially in the community where they lacked enough protection.

#### **4.11 PARENTS/GUARDIANS AND OVC CAREGIVERS' PERCEPTIONS ON OVC'S PROBLEMS**

Caretakers of OVC expressed the same opinions, concerns and worries as parents of pupils who were not OVC. However, in addition to these concerns and worries they expressed a number of concerns relating directly to their situations as guardians of OVC.

Caretakers of OVC, without exception, cited inadequate financial resources to meet the basic and educational needs of the OVC as their major problem. Even where assistance and support were being given through BEAM, NGO supported schemes and programmes, and donations this was inadequate to cover all the costs associated with the support of OVC. Many caretakers had given up on, and a significant number had not attempted to get any support from BEAM. Reasons given were:

- Promises remain unfulfilled, in some cases fees remain unpaid or came too late after schools had asked for payment
- The amount of support given is very little and does not solve the problem of the remainder of the educational costs
- Support is not continuous and one has to keep reapplying annually
- The system is being abused in favour of some undeserving people and the selection committees did not include representatives of OVC care givers
- BEAM only caters for one child per household.

All caretakers asserted that caring for OVC brings with it numerous worries and stresses over and above financial problems. This is because:

- Girl OVC are vulnerable to sexual abuse, at home, in the community and at school
- Other people have negative attitudes towards and stigmatise OVC
- The status of "orphan" is associated with HIV/AIDS
- OVC can be very difficult children as they expected too much sympathy at times and usually hold negative attitudes towards care givers
- OVC are an extra load on meagre family resources
- It is difficult to get help with problems.

Caretakers felt that many of their problems would be lessened if:

- Schooling for all orphans was made free so that fees and levies for OVC were abolished
- Schools and communities had trained counsellors to assist OVC, care givers and other people who stigmatise OVC
- There were schemes to assist caretakers with the purchase of uniforms, stationery and other essentials for school children

#### **4.12 HIV/AIDS LIFE SKILLS EDUCATION**

HIV/AIDS life skills was being taught in all schools urban and rural, from Grade 4 upwards, in conformity with MoESC regulations. Teachers and heads felt that this education was extremely important but added that it should be taught across all grades because all children irrespective of age are affected by HIV/AIDS in one way or another. However many teachers indicated that they had problems in relation to the teaching of this subject. The problems they raised included:

- Lack of textbooks and other teaching materials
- Inadequate training to teach this subject.

Teachers were uncertain about what gender sensitivity in HIV/AIDS teaching meant and as a result were uncertain as to whether or not the materials they are using are gender sensitive. This uncertainty indicates that where materials are gender insensitive or biased teachers would be unable to mediate such materials.

Reflecting the problems teachers are experiencing in teaching this subject, most children complained that lessons were often repetitive and boring. Comments made by OVC indicate that issues such as HIV/AIDS related stigma and discrimination are not dealt with adequately in class and that in spite of HIV/AIDS education misconceptions about modes of transmission are common. Teachers agreed that most of them are ill equipped to handle certain topics especially in the presence of infected and affected colleagues and pupils.

#### **4.13 GUIDANCE AND COUNSELLING**

The Secretary Circular Minute 2 of 2001 stipulates that Guidance and Counselling should be taught as a subject in secondary schools but should be provided as a psychosocial service to primary school pupils.

Although some few heads of schools especially in urban districts had undergone some in-service training in guidance and counselling, most of the teachers had not. In the main, those teachers who had attended guidance and counselling courses had done so in their own time and not as a component of pre- or in-service training, it was revealed.

Guidance and counselling was more perceived as a “subject” rather than as a process by nearly all heads and teachers and so was handled in a more theoretical approach, which

made most children see its utility. They expressed the view that much more needs to be done to assist them to effectively carry out guidance and counselling. In particular they felt that all teachers should receive training. Alternatively some felt that a specialist teacher, whose responsibility it would be to carry out guidance and counselling lessons, as well as the counselling of children with problems, should be available at each school or at least at school cluster level. Because this is not an “examinable subject” many of the teachers perceived it as an added burden over and above their “real teaching” duties.

#### **4.14 REVIEW OF THE EDUCATION ACT (1996)**

To ascertain the degree to which gender is mainstreamed in education policy and the extent to which measures to facilitate mainstreaming are in place, a review of the Education Act and MoESC circulars, where available,(Annex 2) was conducted. This review was accompanied by interviews of policy makers and senior EOs where possible. A summary, including comments and recommendations on each of the reviewed policy circulars is presented as Annex 3 of this report. Besides, an assessment of the extent to which the Act, policies and education and training programmes were designed to offer equal educational opportunities to all pupils in line with international standards (CRC) was undertaken.

##### **4.14.1 Children’s Fundamental Right to Education (Sections 4, 5 and 10)**

It is noted that sections 4, 5 and 10 of the Act are consistent with the Convention on the Rights of the Child (CRC) which Zimbabwe ratified in 1990 by stating that:

1. No child shall be denied access to education through any acts of discrimination or refusal for admission to any school.
2. It is the intention of Zimbabwe that primary education be compulsory for every child of school going age.
3. Children are entitled to enrol at schools nearest to where they are ordinarily resident.

However a close analysis of the Act revealed that these sections which aim to make education a fundamental right for every Zimbabwean child are contradicted by the following sections:

- (a) Section 6 which provides for charging of minimum fees for education contradicts the objective of compulsory primary education. Achieving compulsory primary education necessitates free primary education in line with the CRC provisions.

If primary education cannot be free for everyone, it is recommended that due to the increase of orphans and other vulnerable children (OVCs) in Zimbabwe as a result of HIV/AIDS pandemic and poverty, such children so defined as OVCs be exempted from paying tuition fees, levies and other related educational costs that may deny them equal access to schooling. Discussions and interviews with parents/guardians and especially OVC caregivers revealed that all of them desired and expected the government to totally exempt OVCs from paying fees and levies or have access to full educational assistance through BEAM. OVCs could be categorised to include among others, the following:

- Children in child-headed households.
  - Children with disabilities or whose parents have disabilities or terminal illnesses.
  - Children living in the streets.
  - Others identified by local community structures based on full proven evidence that they needy.
- (b) Subsection 4 of Section 13 which gives permission school heads to “refuse to admit any pupil in respect of whom any fees payable... have not been paid” page 620, is contradictory to the view that no Zimbabwean child shall be denied access to education (Section 4). This subsection specifically discriminates against the poor and OVCs and so needs to be changed or done away with altogether. Furthermore, the MoESC Policy Circular 62 of 27 November 1987 directs that pupils who are expelled or withdrawn from a school because of failure to pay tuition fees for the third term may not write public examinations at that school.
- (c) Section 10 (Children’s entitlement to enrolment at schools) could also be self contradictory in that it has the loophole, “unless such primary or secondary school is fully enrolled” page 619 that can be abused to exclude some children, especially from low income groups or OVCs who may not be able to pay levies charged by some schools. Due to the safety and security problems that girls face in travelling to school, this section should make it mandatory for schools to enrol girls who live in their immediate locality.

#### **4.14.2 Contribution Of Local Authorities To Educational Provision (Section 8).**

Since local government authorities have access to government revenue, it was viewed to be justified for the Act to expect that “every local authority shall endeavour to establish and maintain such primary schools...” pg. 620, as a way of contributing to universal primary education.

However, the Act falls short in terms of stipulating a specific percentage of their annual budgetary allocations to schools for acquisition of learning resources, capital projects or subsidising the education of the poor and OVCs. Local authorities should also be broadly defined to include non-governmental profit making and non-profit making organisations that have operations in specified areas.

#### **4.14.3 Control And Administration Of General Purpose Fund And SDCs Participation In School Financial Management (Sections 14, 21 And 36)**

The two subsections 14.1 and 36.2 that relate to the roles of the head of school and SDCs on control and administration of school funds could be harmonised so that parents have more participation in negotiations for setting up fees, levies and general purpose funds as spelt out in section 21.3(c). This will however require periodic capacity building development programmes for SDCs to cope with the expected responsibilities related to financial administration. The advantage of such an approach is that it is based on widening local stakeholders and duty bearers in decision making which should result in local ownership of school development plans and programmes taking into account the priorities, ideas, situations and concerns of community members.

#### **4.14.4 Languages To Be Taught In Schools (Section 62)**

While subsection 1(a) and (b) of Section 62 acknowledges the impact of the mother tongue to communication and learning at elementary primary school level, this is watered down when it comes to languages which are not Shona, Ndebele and English. The manner in which subsection 4 is phrased, namely that, “the Minister may authorise the teaching of such languages...” page 628. The clause makes it not mandatory for schools to use the so called minority languages in Grades 1 to 3 as required for Shona, Ndebele and English. Thus, all other Zimbabwean languages are not officially catered for by the Act. The implication for this however is that the MoESC needs to develop relevant reading materials and teaching personnel in most languages and cultures that are existent in Zimbabwe. This would be in line with the multicultural nature of the Zimbabwean society and at the same time fulfilling the CRC provision on the right of all children to play and freely participate in the cultural and artistic activities in their school life.

#### **4.14.5 Adult Education (Section 25)**

The term “Adult Education” in this section implies exclusion of young people who may fail to continue with formal schooling due to poverty and challenges of being heads of households, a common feature now in Zimbabwe due to the HIV/AIDS pandemic. A broader conception of non-formal and lifelong education should be depicted where literacy and numeracy skills cease to be the only targets but inclusion of real life challenges like HIV/AIDS, gender equity issues and productive self sustaining skills.

#### **4.14.6 Curricula And Examinations (Section 63)**

This section of the Act gives unlimited authority to the Secretary on what children should learn without exception. Decision making by the Secretary in this regard should

be after wide consultation so that there is a broad choice of curricula elements and examinations. This, the Act should provide in order to avoid limiting children's access to information on alternative career paths as enshrined in the CRC.

#### **4.15 REVIEW OF POLICIES AND PROGRAMMATIC STRATEGIES ON EDUCATION AND TRAINING**

A review and assessment of the availed MoESC policy statements (Annex 2) and programmes to find out the extent to which they are responsive to the educational needs and concerns of girls and women revealed the following findings:

##### **4.15.1 Science and Technology**

A review of the Act and circulars made available indicates that there are no formal measures in place to systematically eliminate gender discrimination in skills training, particularly in relation to science and technology. However, at all secondary schools, core subjects which are to be studied by all pupils include mathematics, science, technology and computers (where such facilities are available), according to the Secretary Circular Minute 2 of 2001. The circular however says nothing to encourage school duty bearers ensure that girls get access to certain technical subjects that are usually dominated by boys.

##### **4.15.2 Child Abuse including Teacher/Student Love Affairs**

Whilst there are statutes that adequately deal with sexual offences including child abuse, the issue of the abuse of pupils by teachers including teacher/student love affairs is dealt with under the conditions of service of teachers and other civil servants (Statutory Instrument 1 of 2000).

The sexual abuse of students by teachers falls into the category of "improper association" which most interviewees defined as any unapproved social relationship between teachers and pupils. These included detaining girl pupils in offices and house or using pupils to do household chores. Improper associations between teachers and pupils brought to the notice of school heads must be reported to the Secretary for Education. After thorough investigation and if there is adequate evidence that an improper association has occurred the teacher may attend a MOESC disciplinary hearing. If found guilty, and depending upon the gravity of the improper association, the teacher may be disciplined. Disciplinary measures include suspension and dismissal. (Statutory Instrument 1 of 2000).

School heads, DEOs and Provincial Education Directors stressed the seriousness with which the sexual abuse of pupils is viewed by the Ministry. However, it was felt that when the system fails and perpetrators "get away with it" this is either because it is very difficult to obtain adequate evidence, or because parents collude with the perpetrator in

“covering up” in order to gain some monetary advantage. Any legal action taken against a teacher for sexually abusing a pupil largely depended on the cooperation of the abused child and her parents.

#### **4.15.3 Equitable Access to Educational Resources**

From the review of available circulars and interviews it would appear that no policy measures in general are in place to ensure equitable access to education resources. However, with regard to BEAM, one of the guiding principles is that at least 50% of assisted students at secondary level should be girls. There is no mention of a similar principle guiding the selection of beneficiaries at primary level.

Interviews with MoESC personnel indicated a prevalent view that since communities play a significant role, through their representatives on the Community Selection Committees, in the identification and selection of beneficiaries equal access for those most in need was likely. However all admitted that not every child who needs assistance can be catered for. Related to this it was observed that although P25 (G P F in Government Schools) 7/3/1990, provided for needy children to be exempted from paying fees and levies, school authorities did not observe this provision.

#### **4.15.4 Provision of Continuing Education for Girls who fall Pregnant**

In terms of Circular Minute P35 of October 8, 1999 provision is made for girls who fall pregnant whilst at school to continue with their education after delivery. School girl pregnancies are divided into two categories: pregnancy resulting from rape and pregnancy resulting from a mutually agreed sexual relationship. It is not clear whether or not rape is defined here to include statutory rape. It would appear that the transfer of the girl to another school should be encouraged. The girl must be assisted to remain at school for as long as possible before taking leave to deliver and may return 3 months after delivery if her parents request this.

A girl who becomes pregnant as a result of a mutually agreed sexual relationship with another male pupil in the interest of the school, both pupils should take leave from the school. If the girl and her parents indicate a wish for her to return to school the head shall do everything possible to facilitate her re-enrolment in the same grade/form in which she was placed prior to taking leave to deliver her child.

In both instances the pupil should be counselled by the school head “before and after leave.” Data from both urban areas and convergence districts indicated that implementation of the policy is problematic: Whilst pregnancy is viewed to be more of a problem among high school girls, it does occur among primary school girls (Table 2). Girls and parents indicated that they were not aware of this MoESC policy which allows girls who fall pregnant while at school to return after delivery. Many girls however said they would not return to school because of the ridicule they would get from teachers and

other pupils due to stigmatisation associated with early pregnancy. Teachers and school heads also had reservations on the policy arguing that it could lead to “moral decay among other girls”.

#### **4.15.5 Information on Alternative Career Paths**

The review of policy circulars revealed no explicit policy directed at affording pupils access to alternative career paths. However, interviewees made reference to guidance and counselling periods at schools as a forum in which such alternatives may be presented. Guidance and Counselling is a compulsory subject at all secondary schools and a service at primary schools according to Secretary’s Circular Minute 2 of 2001 on curriculum policy. Most schools however lack trained resources, literature and guiding syllabus on Guidance and Counselling. It was however noted that schools mostly in urban areas have organised career guidance with various organisations in industry, commerce and service provision. This however was found not documented as one requirement in the circulars on curriculum issues or the Act.

#### **4.15.6 Harmful Traditional Practices which Impact on the Education of Girls and Boys**

No measures to abolish nor discourage harmful traditional practices that negatively impact upon the education of either girls or boys were referred to in any of the MoESC circulars reviewed. Interviewees indicated it would be expected that as a matter of course such practices would be discouraged, particularly by teachers who interact with children on a daily basis. During guidance and counselling in the schools as well as HIV/AIDS life skills lessons which are compulsory at all schools teachers would have the opportunity to examine and discourage such practices. However there are no specific programmes or policy measures in place to systematically deal with this issue. As a way of initiating such measures and come up with specific policies and guidelines for the MoESC, the Children’s Protection and Adoption Act (1972) can be used since it deals with a wide range of provisions that discourage abuse of minors.

#### **4.15.7 The Attainment of Gender Equality at Decision Making Levels**

During interviews, education directors made reference to a previous policy in place the aim of which was to encourage the promotion of women into high offices and positions of authority. (No circular or document relating to this policy was among those made available for review.) As far as could be ascertained this policy was withdrawn and replaced with an “open” policy in which promotion and appointment are awarded on the basis of merit and qualifications.

A number of those interviewed noted that gender equality at decision making levels is/was difficult to achieve, even when affirmative action measures were in place, because many women do/did not apply for senior posts even if qualified for them. The review revealed that most of the administrative positions at almost every level in the MoESC were filled by male officers.

With regards to the community, it was found that both Statutory Instrument 1 87/1992 and 379/1998 that govern the composition of SDC/As are silent on gender composition of the officers elected to represent parents in school management.

#### **4.15.8 Safety and Security and Access to Separate Sanitary Facilities**

Both a review of policy circulars and interviews indicate that there are few, if any measures being taken to ensure the safety and security of girl pupils at schools. Whilst most urban schools have separate sanitary facilities for girl and boy pupils, some rural schools, especially satellite schools do not. Girls' toilets in most rural schools are too small, dark and have no doors to accommodate the privacy for girls who reach the stage of menstruation. All teachers, even females, were considered to be inconsiderate of the girls due to lack of gender sensitisation.

#### **4.15.9 Engendering of the Education Budget**

None of the circulars reviewed dealt with matters relating to the engendering of the education budget. Interviews revealed that the MOESC has no budgetary allocation for gender activities or programmes and most of the gender related programmes in the schools and colleges were found to be donor driven. Teachers and college lecturers who got gender training in most cases was through their individual initiative. It was found that it would not be possible to institutionalise gender training programmes in education without a budget to support human resource development and reading material provision in the ministry.

#### **4.15.10 Gender Issues in Human Resources/Personnel Policies**

As far as could be ascertained from the review of circulars made available and interviews it would appear that there are no gender related measures in place with regard to career development, retention and attrition, recruitment, staff mobility and workplace quality. There was found to be no policy circular that specifically encouraged career development and staff mobility for female members in the MoESC.

There are no measures in place to address gender issues relating to access to ARVs, family care, family leave (with the exception of maternity leave), spouse employment or sexual harassment in the workplace. Maternity leave was found to be accompanied by several punitive measures which the MoESC and Public Commission need to eliminate (P23 of 24/7/81; P33 of 16/3/87; P56 of 6/3/86; and Statutory Instrument 1 of 2000).

#### **4.15.11 Flexible Learning Opportunities**

No mention was made of flexible learning opportunities for boys and girls in general. Interviewees indicated that whilst the numbers of child headed households has increased rapidly and many children have to work to either support child headed families or

families in which parents are ill or unemployed no measures have to date been put in place at formal schools to address this issue through flexible learning opportunities. However in urban areas, reference was made to private colleges or evening schools which may admitted charged fees which were out of reach for the low income groups.

Section 25 of the Education Act which provides for Adult Education fails to consider that there are children who are out of school because of heading households, who could be accommodated in the non-formal education sector: This section of the Act only provides for out of formal school education for adult people.

#### **4.15.12 Access to Gender Sensitive HIV/AIDS Education**

According to the Secretary's Circular Minute 2 of 2001 on curriculum policy, HIV/AIDS life skills education is mandatory at all schools, as is guidance and counselling. However, a review of circulars failed to find evidence of any clear policy demanding gender sensitive HIV/AIDS education.

There is also the MoESC HIV/AIDS and Life Skills Education Strategic Plan 2002 – 2006 which the review found schools had no information on. The strategic plan does not specifically deal with women concerns with regards to issues surrounding the learning and teaching of HIV/AIDS.

What emerged from the review of documents and interviews is that the MOESC does not have a coherent formal gender policy the aim of which is to mainstream gender in the education sector. Gender equity as an objective of policy and practice is not articulated in any document. Overall the Act, other related legal instruments and the MOESC circulars are largely gender "neutral". There appears to be no ongoing strategies or programmes initiated and sustained by the MOESC itself to effect gender mainstreaming or to realise gender equity in the schools or MOESC although in principle the ministry is committed to gender equity in its operations.

Where issues of gender do arise, particularly in circulars, these tend to relate to women and girls' reproductive capacities, such as the regulations governing maternity leave and school girl pregnancy. There is therefore very little contained in the existing Act, instruments and circulars upon which to build a sub-sector gender policy.

In general interviewees indicated that where policy has been articulated this has been in response to situations that have arisen, or which "have become serious problems", for example school girl pregnancy, and also in response to outside pressure. As several interviewees explained:

*If you can say we have a policy then it is just some measure that has been taken to solve something that has become a headache for us, but not within the context of an overall policy that is directed towards gender equity. It is only: problem, respond quickly, new problem, respond quickly.*

*Our practice has been just to send out circulars that respond to specific issues such as pregnancy or when there is a programme that is donor driven and they point out that some practice is not suitable. The best example is the policy on the readmission of girls who have become pregnant while still at school. That one was because of pressure from donors.*

As a result of the above perceptions and practice gender issues have been addressed in a piece-meal fashion rather than gender having been mainstreamed.

#### **4.16 GENDER ANALYSIS CAPACITIES OF EDUCATION OFFICERS (EOs)**

In order to examine both the capacities of EOs to carry out a gender analysis and the effectiveness of the gender focal point system interviews were carried out with gender focal persons (GFPs) and section heads, where possible, PDs, DOs and EOs at HO, regional and district levels in all of the provinces selected for study. As well thirty nine self-administered questionnaires were completed by randomly selected EOs. Of the thirty nine questionnaire respondents only 5 were women.

Whereas the majority of senior EOs at all levels who were interviewed had undergone gender sensitivity training and training on issues relating to gender and education, the majority of EOs at lower levels, including twenty one of the questionnaire respondents, had not received any training or sensitisation of any sort. Those that had received some training or exposure had in the main attended donor sponsored workshops for gender sensitisation and some had been involved in specific programmes such as HIV/AIDS education, science and math education, the development of gender sensitive curriculum materials, all of which had been donor supported. While the majority of questionnaire respondents had not undergone any training many of those who had training had attended several (and even numerous) workshops or training sessions often on the same issues (topics) and at the same levels. Interviews confirmed this, with the majority of those interviewed noting that many of the same, and more senior, EOs attend multiple workshops whilst others are not given the opportunity to do so. As one very senior female officer stated:

*I do not wish to attend another gender sensitisation workshop, or rather “talk shop”. I have been sensitised over and over again. We are all sensitised, but where is the action? What happens to the information we are given? It stops with us!*

There is a definite awareness that “gender matters” amongst EOs although many are not sure of exactly why or in what ways. Most EOs are aware that gender inequalities exist in the education system, particularly in relation to enrolment and retention, and that text books should be gender sensitive but few indicated an awareness of the necessity for a gender sensitive school environment which

includes, safety issues, gender sensitive teaching methods and assessment, teacher attitudes and expectations and similar issues.

Few EOs were able to explain clearly what gender analysis involves. Asked to express their understanding of the term “gender analysis” fifteen of the questionnaire respondents were unable to respond. Of those that responded the majority suggested that gender analysis deals with the ways in which chores, duties, activities and workloads in society differ for men and women. Other answers included,

- Gender is not biological
- Understanding of gender concepts
- Fairness for men and women.

Of the questionnaire respondents only nine rated their ability to carry out a gender analysis as “good”, the majority rating it as “poor”. All EOs, including interviewees believe it is necessary for EO’s to undergo gender training and to be able to carry out an analysis. The most common reasons for this were given as,

- In order to be able to guide heads and teachers
- For effective supervision of programmes
- To impart this knowledge to others.

In general, it emerged from interviews and questionnaires, that many EOs believe that most EOs are not clear about gender issues beyond issues of enrolment and retention. That is, few understand that parity of enrolment indicates a measure of equality of access but indicates little about gender equity issues relating to the school environment which affect both attrition and achievement.

Interviews with EOs who had attended workshops indicate that they are aware that knowledge gained at workshops does not cascade down to lower levels within the MOESC, and even less knowledge reaches the schools.

Asked if they had ever been called upon to carry out a gender analysis, or any task relating to gender in the course of their duties over 75% of officers responded that they had not. In the main those who responded with a “yes” had been involved in specific projects and programmes.

The majority of EOs reported having no access to materials on gender and education in their offices to which they could refer. Where this was available it was mainly copies of gender sensitivity handbooks for heads and teachers.

The main limiting factors with regard to the ability of EOs to carry out a gender analysis, and with regard to gender issues in general given by interviewees and questionnaire respondents were:

- Negative attitudes and lack of commitment to gender issues and change on the part of MOESC and individual officers
- The identification of gender with women and girls
- The lack of funds and other resources for gender training activities within the MOESC
- The lack of a gender desk/section, permanent GFP and structures within the MOESC
- The absence of a formal clearly stated MOESC gender policy.

Negative attitudes and resistance to change were cited by numerous questionnaire respondents and interviewees as a major barrier to MOESC commitment to gender equity issues in the education sector. Interestingly this issue was raised by all women interviewees and questionnaire respondents. One of the main reasons given for these attitudes is that gender is perceived by most EOs as concerning girls and women only and is identified with “challenging men’s dominant position in society” rather than as an issue of rights and equity.

Most EOs interviewed and some of the questionnaire respondents believed that as a result of negative attitudes and lack of commitment little value is given to gender equity in education issues within the MOESC unless this is specifically required by donors in relation to projects and programmes they are supporting. Gender and education issues are highly associated with donor activity, initiation and support:

*It is only when the donors come in and demand attention to gender that anything happens.*

*All gender programmes are donor driven. When there is money from donors then gender will be addressed. As soon as the project winds up and there is no money, well, then gender is forgotten.*

*We do not initiate any gender programmes ourselves. Gender is seen as an issue that donors are interested in and which they must finance.*

#### **4.17 THE EFFECTIVENESS OF THE GENDER FOCAL POINT SYSTEM**

Another indication of the lack of commitment to gender issues cited repeatedly by EOs, including GFPs, is the absence of structures and budgetary support for gender within the Ministry. The general consensus is that although “in theory there is a gender focal point system” in reality “this is not actually taken seriously”. One of the findings of this study was that although there were GFPs in place in some offices, there was no GFP in place in over half of the ROs and DOs surveyed.

Without exception those interviewed and questionnaire respondents indicated that the GFP system is not effective. Reasons for this were cited as:

- The GFP is not a substantive post
- Duties assigned to GFP are not their core duties
- No qualifications are necessary to become a GFP
- GFP are appointed informally
- There is no budgetary support for GFP or gender activities/programmes
- There is no structural support for GFP.

There is no formal mechanism for the appointment of GFP. Some of the GFP interviewed indicated that they had “just been told” that they would be the GFP in their offices and many were unsure why they had been chosen. It was felt that in most instances where there was a woman EO in the office she would automatically be appointed GFP. Since the GFP is not a substantive position gender related activities and responsibilities are an “add on” to the duties and responsibilities that GFPs already have. In many cases they are thus perceived as an extra burden for which there are no rewards.

Furthermore, there is no MOESC budgetary allocation for the GFP or gender related activities. As a result the GFP is not in a position to initiate or carry out any projects or programmes, including gender training. GFP reported attending to gender matters “if there is time” or “when a donor demands that attention is given to gender” during the course of donor initiated and supported projects.

In general all interviewees and questionnaire respondents felt that it is necessary to have a functioning gender focal point system operating within the MOESC. This, it was felt, would facilitate continuous emphasis on gender equity issues within the education sector. In this regard the responsibilities of GFP were most commonly enumerated as:

- The creation and maintenance of awareness of gender issues among colleagues
- The promotion of gender issues in the education sector
- The training of colleagues, heads and teachers
- The supervision and coordination of gender projects and programmes
- Provision of assistance in dealing with gender related problems and discrimination
- The collection of data and monitoring of gender in education.

## **CHAPTER FIVE**

### **RECOMMENDATIONS**

#### **5.1 INCLUSION OF CHILD ABUSE IN THE EDUCATION ACT**

Data gathered from respondents who participated in this review revealed that one major cause for children's lack of equal access to education is child abuse, especially with regards to the girl child. This was found to occur in the form of child labour, overburdening domestic chores for girls before and after school, selling commodities in the open markets, early/forced marriages, sexual abuse and employment of minors all of which are explicitly outlawed by the Zimbabwe's Children's Protection and Adoption Act Chapter 33, Sections 10 and 11. Furthermore, the CRC is clear that there should be elimination of all forms of physical, mental, violence or injury abuses and neglect of children but the Education Act has no section that specifically points to this, to protect the child while at school, home and in the community. There is therefore need to include a clause on child abuse in the Act which spells out the nature and circumstances under which child abuses can be defined, procedures and structures for identifying, reporting, investigating and charging any perpetrators of child abuse as well as extending counselling services for affected children.

#### **5.2 GENDER SENSITISATION OF THE ACT AND EDUCATION POLICIES**

In view of the realisation that available data revealed that girls are more abused and more disadvantaged both at home and school in terms of access, retention and performance, it is recommended that the Act and other MoESC policy statements be more specific on issues that help to fight the current gender bias and discrimination in education. A committee to review the Act and policy circulars should therefore be set up, aimed at ensuring that measures and programmes are put in place to:

- Eliminate all forms of discrimination for equal participation of boys/men, girls/women and persons with disabilities at all levels of educational, training, sporting and cultural activities.
- Promote gender equitable access to available educational resources and block grants/assistance, to benefit the hitherto disadvantaged girls, women and OVC in and out of the formal school system. This could include full removal of taxation and duty on all educational materials and full subsidy on fees and levies for the extremely poor social groups.
- Provide gender sensitive home/community and school environments as well as instructional materials especially in Maths, Sciences, counselling services and HIV/AIDS life skills, for which girls and women are evidently more disadvantaged.
- Discourage any traditional/cultural and religious practices that negatively affect the education of both boys and girls and that could limit their access to available information on alternative career options.

- Maximise gender sensitivity in decision making with regards to budgeting, infrastructural facilities, human resource development and mobility in order to equally cater for the concerns of both male and female stakeholders in education at all levels.
- The capacity to generate gender disaggregated data needs to be increased.

### **5.3 REVIEW OF THE GIRLS’ PREGNANCY POLICY AND CORPORAL PUNISHMENT (P35)**

Available data from this study revealed that the P35 (Discipline in Schools) which provides continued access to schooling for girls who fall pregnant while at school is not being implemented in both rural and urban schools mainly because:

- Most girls and parents are not aware of this facility and its procedures.
- Some teachers and administrative officers have reservations to it due to its alleged negative impact on other girls as well as stigmatisation of the affected girl.

In view of these observations, it is recommended that all stakeholders (pupils, parents, teachers, EOs, DEOs, PEDs) engage in an open discussion to review the policy and come up with suggestions that can make it user friendly in schools. This calls for wide consultative workshops on child abuse in general and sexual abuse in particular.

According to P35, inflicting corporal punishment on male pupils is still permitted in schools. However, to all children who gave their views, it was one form of child abuse although adult respondents viewed it as an important measure to achieve pupil discipline. CRC provision on child abuse is clear that anything that causes physical pain or injury to a child is an act of child abuse and it is on the basis of this that corporal punishment is clearly a form of child abuse which the MoESC should endeavour to eliminate from schools. Alternatives to corporal punishment should be explored through dialogue involving children, teachers, parents and policy makers, considering that research has shown that corporal punishment only induces fear and reduces children’s self esteem.

### **5.4 INSTITUTIONALISATION OF GENDER MAINSTREAMING PROGRAMMES**

Instead of largely using the “workshop” approach which focuses more on the qualified teaching personnel and communities, gender mainstreaming could reap long-term results if equal focus is also given to teachers undergoing training. If gender sensitive teaching and analysis skills become an integral part of teacher training, qualifying teachers can become a bridge between those already in the service, pupils and the community in terms of promoting knowledge and behavioural change on gender equity as well as staff development at local levels. Teacher educators as part of their responsibility can help to produce gender sensitive reading and teaching materials as well as carry out in-service workshops for both parents and teachers during school holidays.

## **5.5 STRENGTHENING FAMILY AND COMMUNITY STRUCTURES FOR IDENTIFICATION AND ASSISTANCE OF OVC AND CHILDREN OUT OF SCHOOL**

One finding of this study was that the identification and selection process of OVCs and the needy for assistance that targets individuals often results in suspicion, mistrust and accusations of favouritism and corruption. In view of this, it is recommended that responses to OVCs' needs should aim to promote and strengthen community and family ties, care and support structures for OVCs. Grant schemes that benefit the community and school as a whole rather than a few individuals could help create more supportive school and community environments for all children in need. The role of the African extended family can be a useful in caring for OVCs if enough is done to cultivate and strengthen family ties and good parenting styles.

## **5.6 SCHOOL-BASED COUNSELLING SERVICE**

This study revealed that there was a difference in the ways which Guidance and Counselling was treated in primary and secondary schools: In the former it was more of a service provided by one or two in-serviced teachers to pupils who faced individual challenges while in the latter it was offered as a subject. It was observed that teachers with inadequate training and teaching material handled the subject and this resulted in lack of commitment and pupils not taking it seriously. Even needy cases may not see its utility. It is therefore recommended that a few specialist teachers be trained and tasked to counsel pupils with the professionalism, privacy and confidentiality the process deserves. Due to stigmatisation, some secondary school OVCs preferred to suffer in silence, while most OVCs alleged that they were abused by their caregivers in various ways. These issues require deeper and patient investigations with individual children and parents affected rather than open class discussion which further stigmatises some of the children in need of psychosocial assistance.

## **5.7 GENDER EQUITY POLICY AND STRUCTURE TO DEAL WITH HARMFUL CULTURAL/TRADITIONAL PRACTICES**

In view of some negative cultural practices and stereotyping of social roles that disadvantaged girls' educational access and performance, the MoESC should carry out wide consultation especially involving girls and women to come up with a policy and guidelines that ensure boys and girls have equal access to resources, elements of the curriculum, time to attend school and study at home. Teachers and parents should be taught and made aware of their obligations in ensuring that gender equity is cherished at school and at home.

In order to make such a gender-sensitive policy, home and school environment a reality, the MoESC should have a substantive budget and human resource allocation rather than depending solely on donor-driven initiatives and funding. Therefore, the current

appointment of a national coordinating EO on gender sensitisation should not only be maintained, but be beefed up with a team of national gender trainers and writers in various subject areas. The team would coordinate with teacher educators, teachers, parents, children, policy makers, all levels of community leadership and media practitioners. The national gender sensitisation campaigns should aim to gender mainstream the socialisation process and culture by way of drama, music, radio, mobile cinemas, television as means of communicating the message to society at large.

## **5.8 INTER-MINISTERIAL AND MULTISECTORAL GENDER MAINSTREAMING**

Gender mainstreaming cannot be achieved within education alone, excluding other ministries and non-state organisations because most of the gender inequalities that affect the girl child's education originate from outside the education sector. The MoESC, though the national coordinating officer should spread its influence and seek co-operation of all other government ministries and non-governmental organisations. Such an approach, in line with and guided by the National Gender Policy should help every influential organisation and individual realise a commitment for promotion of gender equity in their day to day operations, policies and procedures. Ability to take everybody aboard requires massive programmatic planning, financial and human resources. Both Ministries of Education, (MoESC and MoHET) and those of Health and Child Welfare; Youth Development, Gender and Employment Creation; Public Service and Social Welfare; and Justice and Parliamentary Affairs should take a leading role because of their direct link to issues of equality and social justice. In this regard, the MoESC, should link the government with the so many non-state organisations that are involved in the promotion of children and women's issues as key human rights issues.

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## ANNEX 1

**Table 2: Primary School Enrolment and Staff Establishment by District 2003 and 2004**

2003							2004						
Districts	Schs	Pupils			Teachers		Schs	SS	Pupils			Teachers	
		Boys	Girls	Total	Total	Tr-pp Ratio			Boys	Girls	Total	Total	Tr-pp Ratio
Buhera	131	32775	32776	65551	1 715	1:38	131	24	31666	31518	63184	1694	1:37
Chipinge	105	43143	40791	83934	2030	1:41	105	24	39936	38390	78326	2129	1:37
Mudzi	54	17884	17566	35450	904	1:39	54	39	17136	16996	34132	880	1:39
Mt Darwin	82	22160	22294	44454	699	1:64	80	56	21461	21765	43226	1159	1:37
Rushinga	41	9248	9197	18445	472	1:39	41	56	19617	16699	36316	962	1:38
Chegutu	114	24515	23823	48338	1347	1:36	115	76	27008	21211	48219	1459	1:33
Hurungwe	148	27643	26457	54100	1829	1:30	153	33	37415	36122	73537	1961	1:37
Zaka	93	29318	28710	58028	1417	1:41	92	65	27817	27240	55057	1429	1:39
Binga	57	16487	16076	32563	806	1:40	56	14	16251	15469	31720	790	1:40
Hwange	74	12181	11728	23909	684	1:35	70	14	12838	12483	25321	677	1:37
Lupane	95	13696	13299	26995	730	1:37	95	--	12764	12718	25482	667	1:38
Tsholotsho	80	14284	13864	28148	700	1:40	79	14	15568	15042	30610	795	1:39
Bulilima	101	19777	19625	39402	1000	1:39	102	26	12358	11964	24322	618	1:39
Gokwe North	82	23148	23087	46235	964	1:48	83	47	24371	24460	48831	1002	1:49
Zvishavane	46	10075	10286	20361	550	1:37	46	47	11130	11388	22518	596	1:38
Harare	180	98358	100311	198669	5041	1:39	182		98240	99375	197615	4973	1:40
Bulawayo	110	50539	53115	103654	2879	1:36	124		51211	53557	104768	2790	1:38

Source: MoESC (EMIS)

**Table 3: Primary School Dropouts by District and Reasons**

District	Year	Death	Expulsion	Illness	Marriage	Other	Pregnancy	Fees	Totals	% Dropout
Buhera	2003	46	-----	35	12	380	-----	330	804	1,2
	2004	40	-----	68	3	235	-----	66	412	0,6
Chipinge	2003	44	-----	203	27	947	5	360	1586	1,8
	2004	8	-----	16	3	112	2	26	167	0,2
Mt Darwin	2003	66	5	96	29	891	10	163	1260	2,8
	2004	67	-----	55	21	587	2	583	1315	3
Rushinga	2003	16	-----	9	7	91	1	37	161	0,8
	2004	23	-----	5	5	120	3	200	356	0,9
Mudzi	2003	30	-----	56	8	239	2	460	795	2,2
	2004	24	1	14	-----	112	1	174	326	0,9
Chegutu	2003	72	-----	21	5	617	2	244	961	0,9
	2004	70	1	39	5	482	5	110	712	1,4
Hurungwe	2003	76	-----	103	20	1200	11	401	1811	3,3
	2004	108	-----	160	22	1058	3	411	1762	2,4
Zaka	2003	43	-----	89	3	662	2	312	1111	1,9
	2004	43	-----	92	7	243	5	279	669	1,2
Binga	2003	19	1	81	12	837	1	99	1050	3,2
	2004	18	-----	33	11	485	-----	-----	547	1,7
Hwange	2003	11	2	7	-----	268	-----	22	310	1,3
	2004	18	-----	8	6	175	-----	106	313	1,2
Lupane	2003	14	-----	58	-----	360	1	36	469	1,7
	2004	27	1	10	-----	347	1	93	479	1,8
Tsholotsho	2003	22	-----	14	1	178	-----	37	252	0,9
	2004	23	-----	23	-----	222	-----	57	325	1
Bulilimaman gwe	2003	19	-----	21	2	417	2	58	519	1,3
	2004	16	1	30	-----	404	3	80	533	2,2
Gokwe North	2003	54	2	92	12	1441	2	577	2175	4,7
	2004	40	-----	129	4	286	11	234	706	1,4
Zvishavane	2003	19	-----	38	-----	173	-----	2	231	1,1
	2004	20	-----	11	-----	210	-----	9	250	1,1
Harare	2003	212	-----	247	21	1187	6	595	2266	1,1
	2004	174	7	35	20	686	11	320	1253	0,6
Bulawayo	2003	68	-----	10	2	629	1	108	818	0,7
	2004	53	-----	6	-----	341	-----	35	435	0,4

Source: MESCS (EMIS)

**Table 4: Primary School Teachers' Qualifications by District – 2004**

District	Degreed	Non-Teaching	Trained	Uncertified	Untrained	Other	Total
Buhera	123	6	1577	3	55	-----	1764
Mudzi	34	3	573	-----	128	-----	678
Mt Darwin	126	2	770	40	388	10	1336
Rushinga	14	-----	209	3	148	-----	374
Chegutu	95	-----	1055	4	22	1	1177
Hurungwe	124	3	1108	4	448	18	1705
Zaka	103	39	1184	4	18	10	1358
Binga	15	-----	156	4	495	-----	670
Hwange	43	1	507	-----	153	2	706
Lupane	48	-----	405	3	267	1	724
Tsholotsho	40	3	558	1	119	-----	721
Bulilimangwe	65	-----	887	-----	98	2	1052
Gokwe North.	36	-----	721	1	258	4	1020
Zvishavane	59	2	538	1	25	41	666
Harare	737	66	4644	41	147	23	5658
Bulawayo	274	16	2117	14	18	12	2451

*Source: MoESC (EMIS)*

**Table 5: Average Grade 7 Pass Rate by Gender: Binga District.**

YEAR	MALE			FEMALE		
	Total	Passes	%	Total	Passes	%
2001	1245	424	34,1	1219	302	24,8
2002	1278	446	34,9	1333	329	24,7
2003	1338	324	24,2	1357	253	18,6

*Source: PED, Matebeleland North*

**Table 6: Average Grade 7 Pass Rate by Gender: Hwange District.**

YEAR	MALE			FEMALE		
	Total	Passes	%	Total	Passes	%
2001	1418	445	31,4	1637	476	29,1
2002	1455	477	32,8	1446	471	32,6
2003	1301	377	29	1343	430	32

*Source: PED, Matebeleland North*

**Table 7: Average Grade 7 Pass Rate by Gender: Tsholotsho District.**

YEAR	MALE			FEMALE		
	Total	Passes	%	Total	Passes	%
2001	1784	281	15,8	1902	419	22
2002	1727	284	16,4	1771	447	25,2
2003	1298	169	13	1530	313	20,5

Source: PED, Matebeleland North

**Table 8: 2003 Grade 7 results by Gender: Mt Darwin and Chegutu**

District	School Type	Boys			Girls		
		Total	Passes	% Pass	Total	Passes	% Pass
Mt Darwin	Highly Developed	25	22	88	31	24	75,5
	Well Developed	24	23	95,8	9	8	88,9
	Less developed	17	7	41,2	16	12	75
	Least developed	21	8	38,1	28	5	17,9
	Satellite	10	3	30	13	6	46,2
Chegutu	Highly Developed	20	14	70	10	7	70
	Least Developed	12	0	0	13	0	0
	Satellite	4	3	75	10	8	80

Source: ZIMSEC

**Table 9: Orphan Population and BEAM Beneficiaries: Mt Darwin District**

Year	ORPHAN POPULATION			BEAM BENEFICIARIES		
	Male	Female	Total	Male	Female	Total
2000	1901	1652	3553			
2001	1977	1734	3711			
2002	2076	1890	3966			
2003	2242	2060	4302	4056	3887	7943
2004	2466	2286	4752	1266	1249	2515

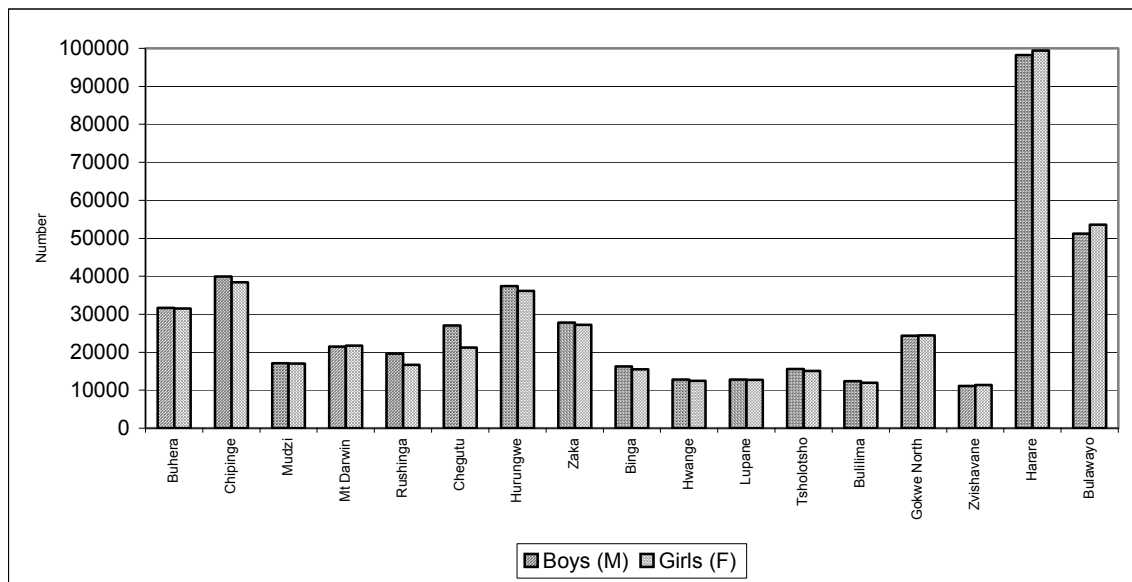
Source: Mt Darwin DEO Records

**Table 10: ETRP Beneficiaries 2004: Chegutu District**

Category	Male	Female	Total
Orphans	32	42	74
Orphans with Disabilities	13	8	21
Children with Disabilities	5	0	5
Children from Poor Backgrounds	0	1	1
<b>Totals</b>	<b>50</b>	<b>51</b>	<b>101</b>

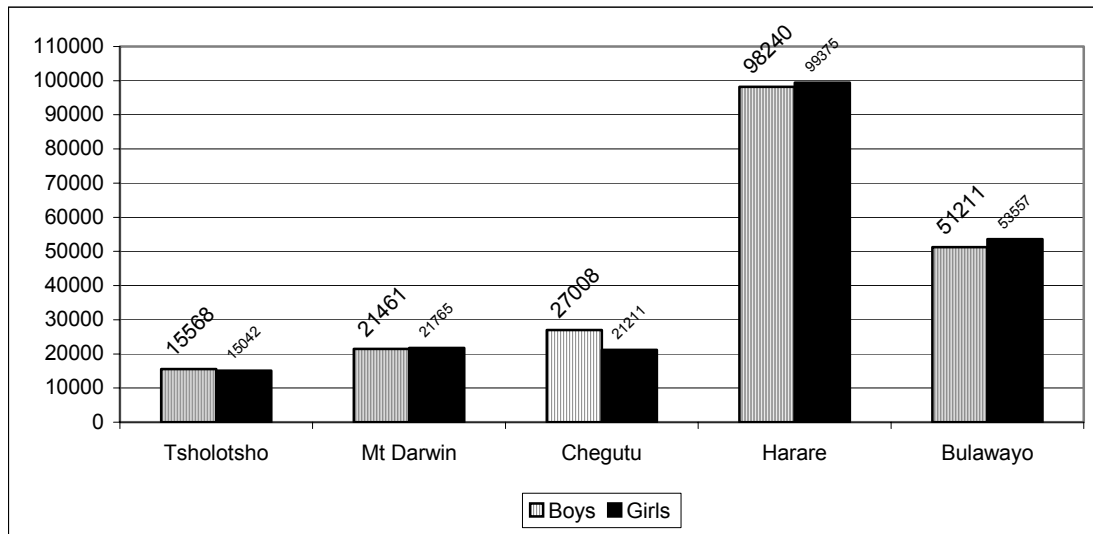
*Source: Chegutu DEO Records*

**Figure 1: Primary School Enrolment by District and Gender 2004.**



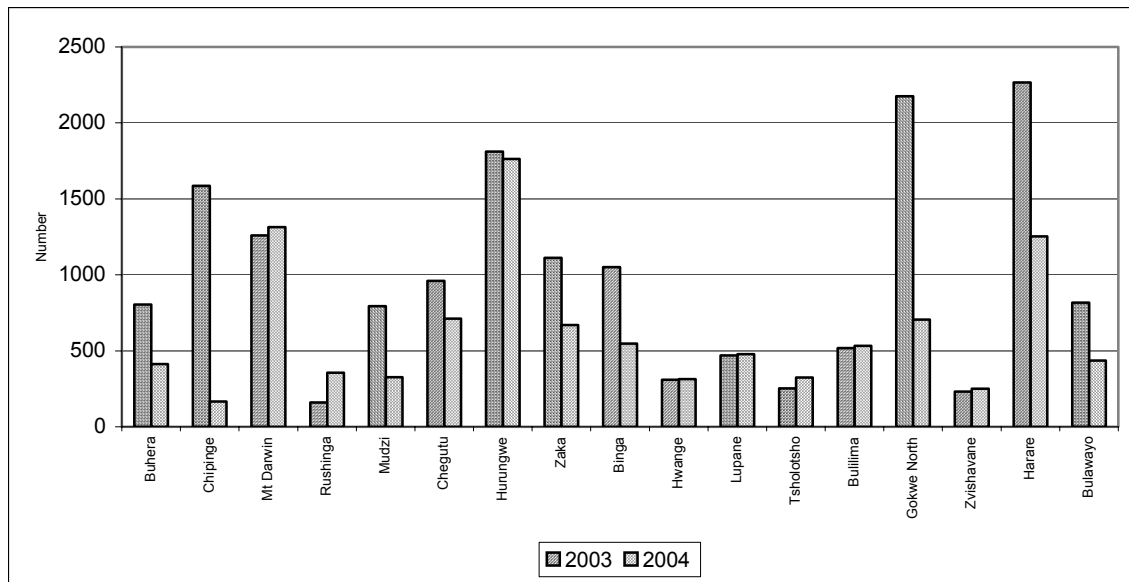
*Source: MoESC (EMIS)*

**Figure 2: Primary School Enrolment by Gender 2004: Sampled Districts**



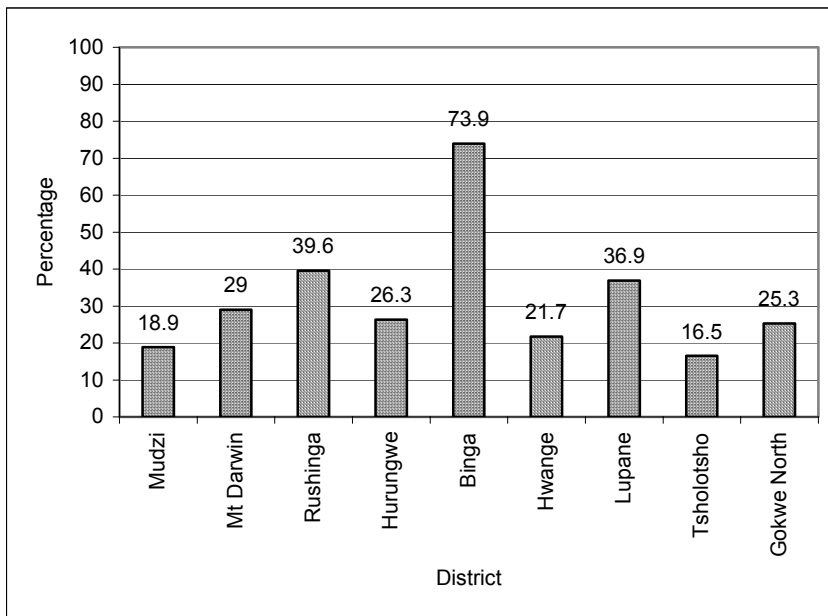
Source: MoESC (EMIS)

**Figure 3: Primary School Dropouts by District 2003 – 2004**



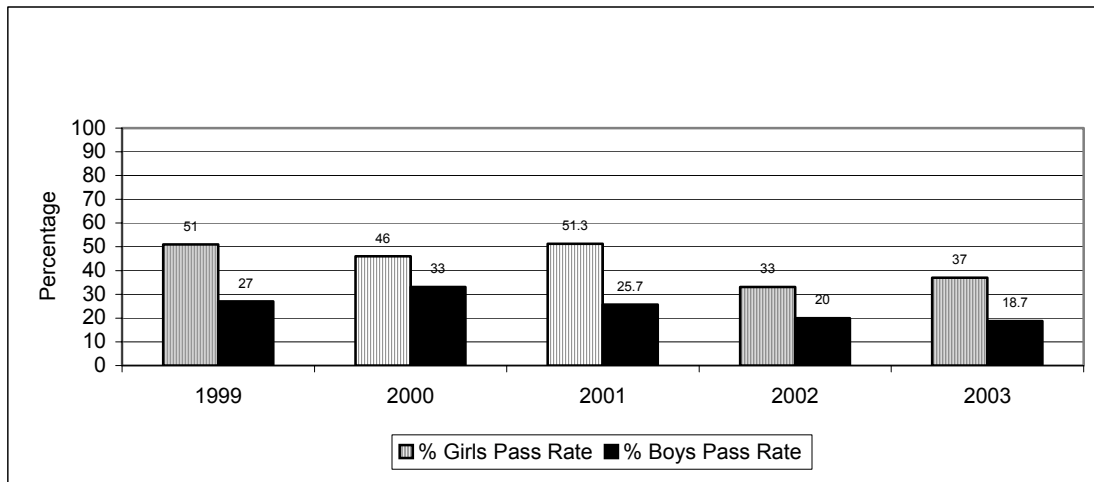
Source: MoESC (EMIS)

**Figure 4: Percentage of Untrained Teachers by District 2004**



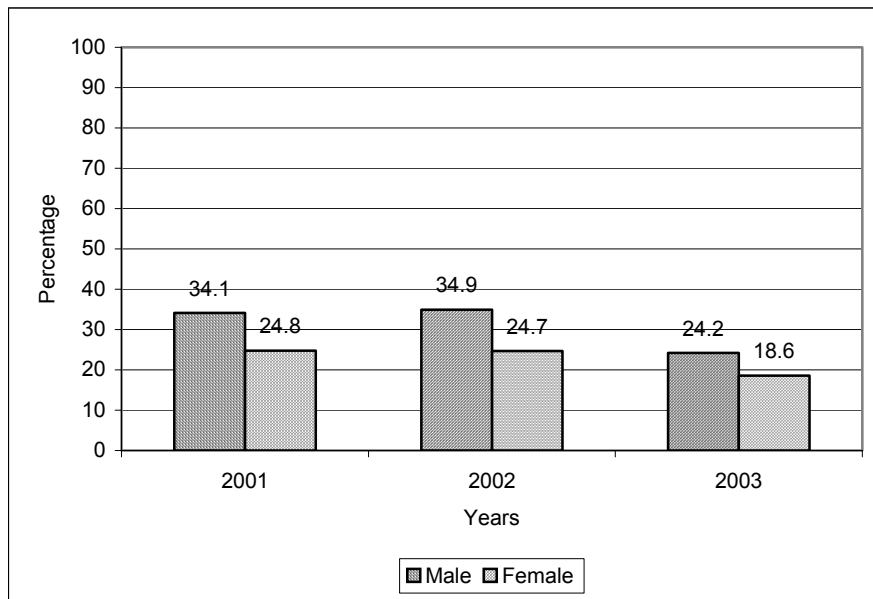
*Source: MoESC (EMIS)*

**Figure 5: Average Grade 7 Pass Rate by Gender: Mt Darwin District**



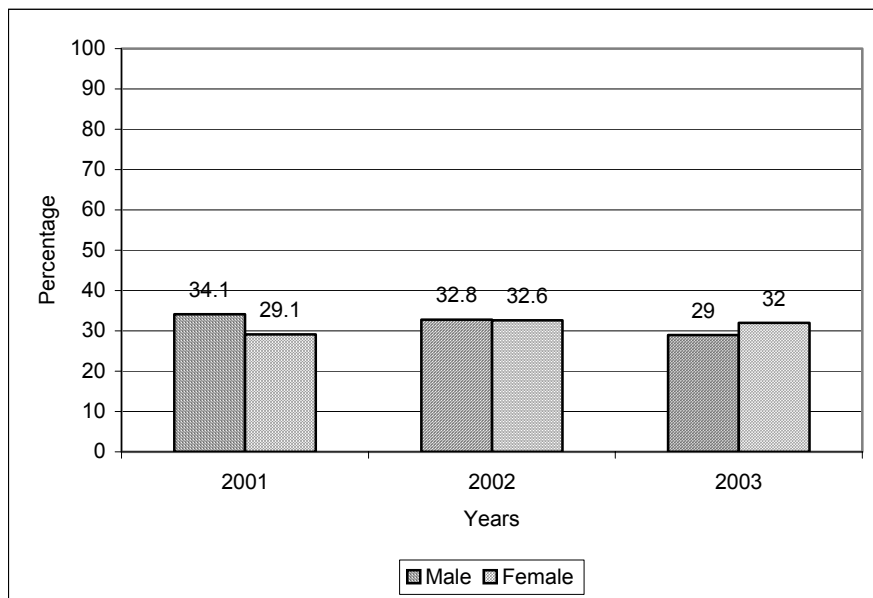
*Source: DEO Records*

**Figure 6: Average Grade 7 Pass Rate by Gender: Binga District**

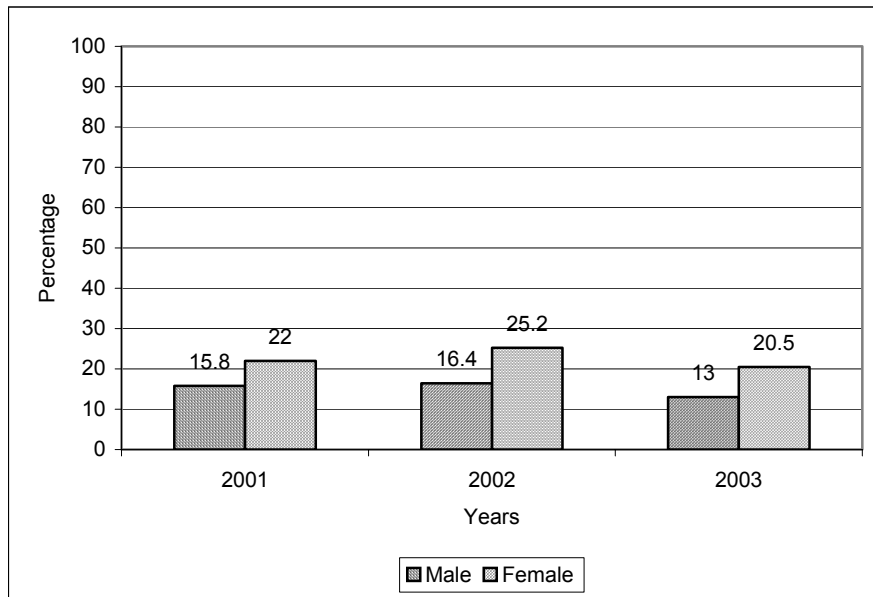


*Source: PED, Matebeleland North*

**Figure 7: Average Grade 7 Pass Rate by Gender: Hwange District**

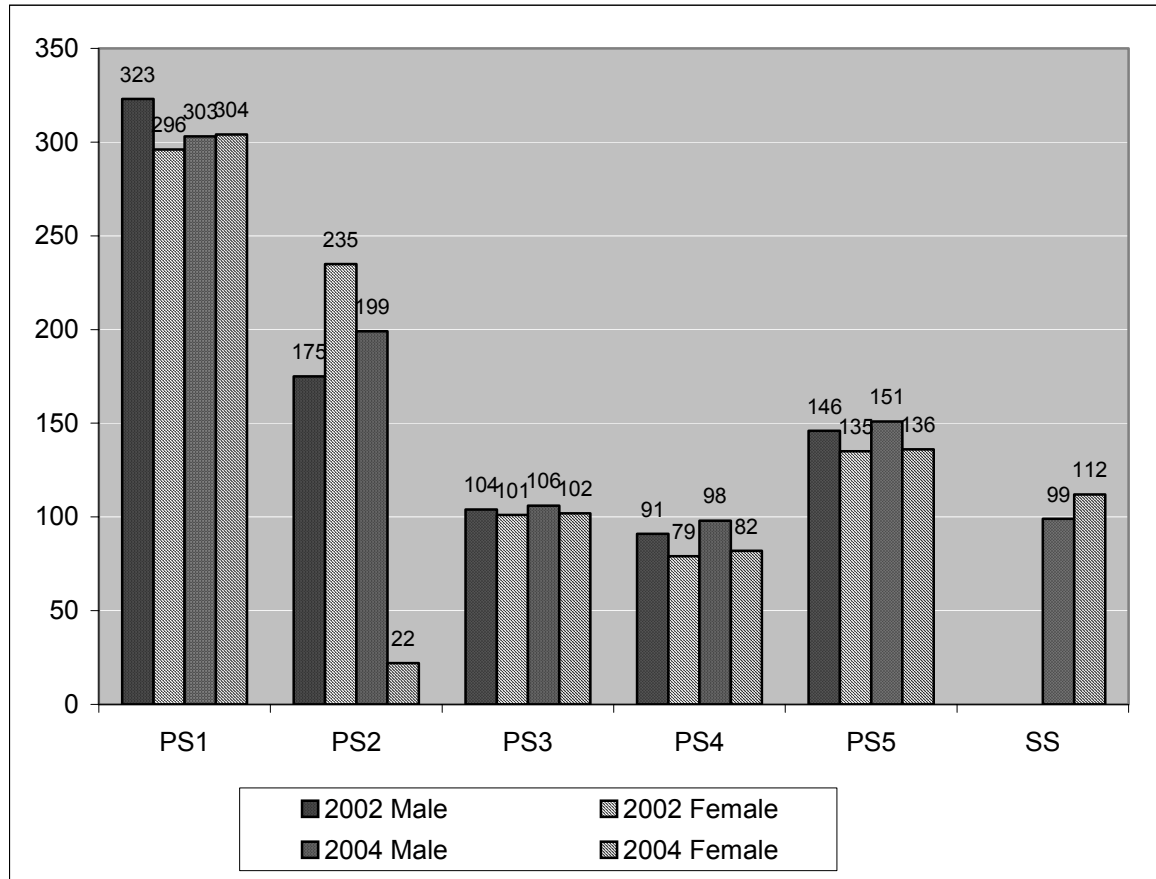


**Figure 8: Average Grade 7 Pass Rate by Gender: Tsholotsho District**



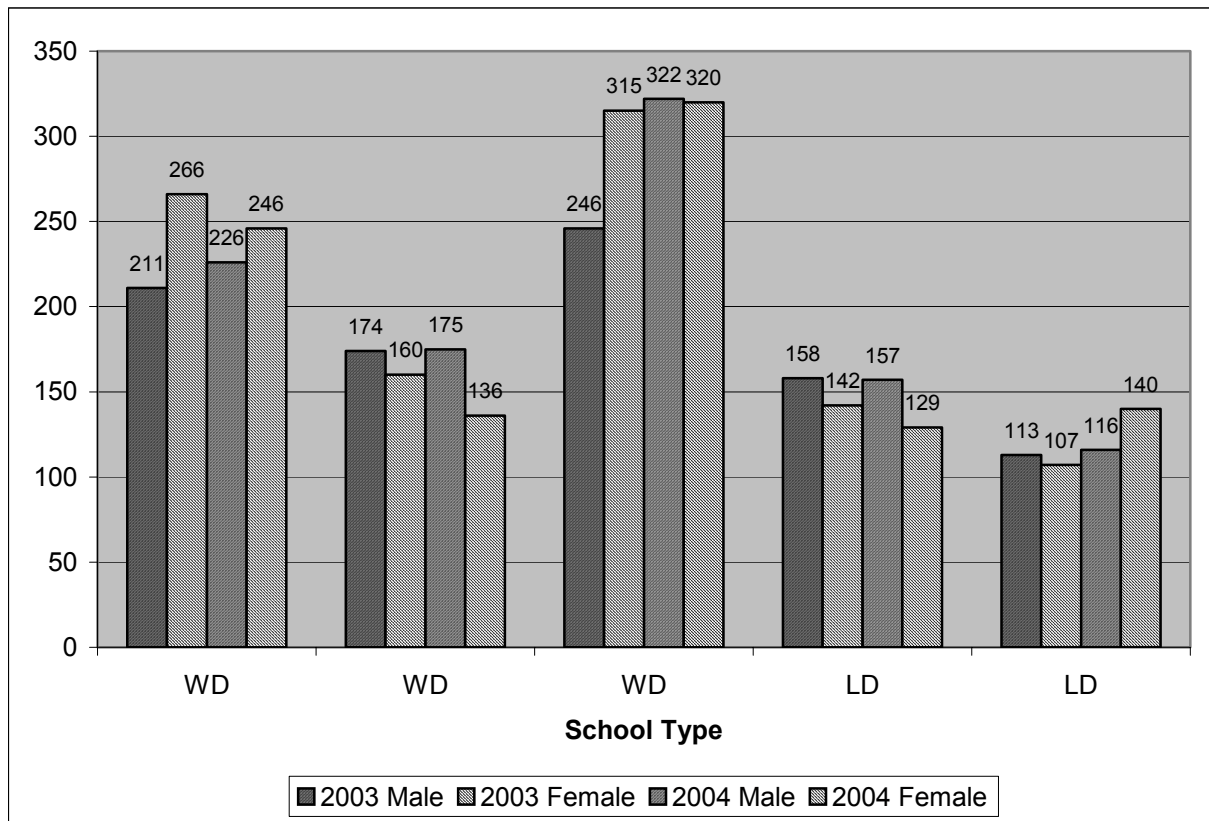
*Source: PED, Matebeleland North*

**Figure 9: Enrolment by Gender for Sampled Schools: Lupane District**

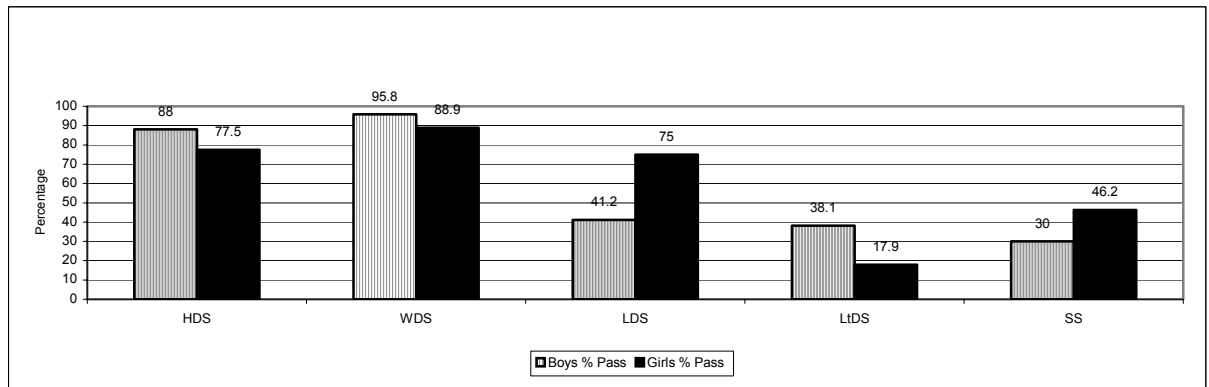


*Source: School Records*

**Figure 10: Enrolment by Gender for Sampled Schools: Tsholotsho District.**



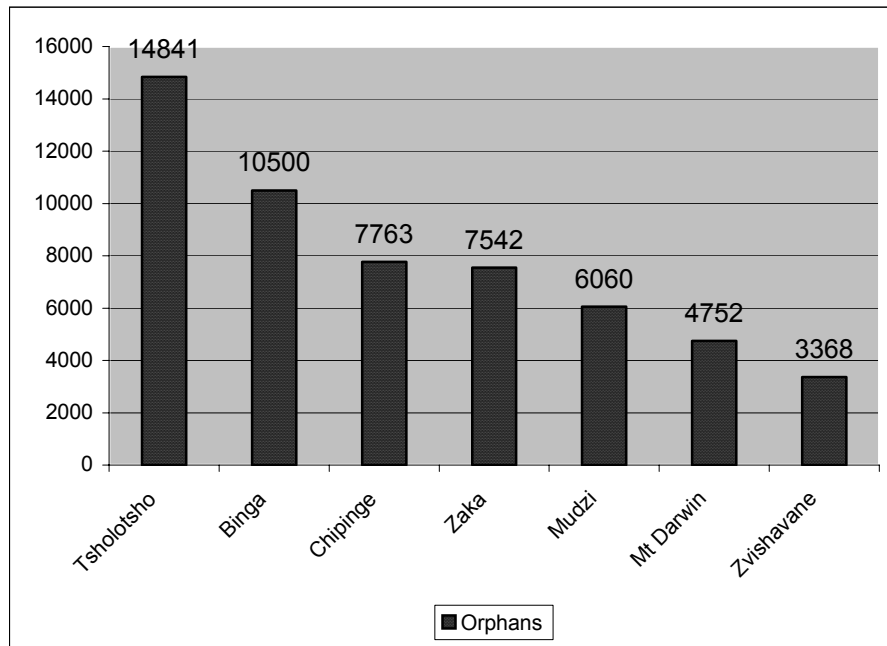
**Figure 11.: 2003 Grade 7 Results by Gender: Mt Darwin Schools**



**Key**

- HDS - Highly Developed School
- WDS - Well Developed School
- LDS - Less Developed School
- LtDS - Least Developed School
- SS - Satellite School

**Figure 12: Orphan Population by District 2004**



*Source: District Profiles*

## ANNEX 2

### Review of Education Policy Circulars

POLICY CIRCULAR NO. & TITLE	SUBJECT/CONTENT	COMMENT/ RECOMMENDATION
P2: Official Secrecy 28/2/79	Requires all officers in the Ministry to read and acknowledge by signing the provisions of the Official Secrets Act Chapter 97 after every 6 months i.e. not to disclose classified information. N.B.: Contents of the Act not provide.	Analysis of the Official Secrets Act Chapter 97 is recommended to ensure that it does not infringe right to freedom of expression and association while ensuring work place confidentiality. Issues of workers having with HIV/AIDS could also be included as part of official secrets to fight stigma.
P3: Copyright Music Performed at Government Colleges and Schools 5/3/79	Allows government schools and colleges to play any musical work at its premises after being annually licenced by Southern African Music Rights Organisation (SAMRO). But not allowed to change the music or allow outside parties to use such music for commercial purposes at school/college premises.	A venue for cultural exchanges between schools and communities if exploited to allow resource persons in the arts to come and teach relevant arts in schools without profiteering to complement teachers.
P4: Control of Departmental Assets, Textbooks, Reference Books 18/11/82	Outlines procedures for recording all departmental movable assets at government schools and colleges acquired by any means (donations included). Demotions and transfer of assets should be done after approval from accounting officer, i.e. Regional Director, Principal, School head etc. Books purchased from an allocation vote must contain only curriculum material for use by pupils/students or members of teaching staff and recorded in the school/college library index or stationery stock control register. There shall be spot and annual checks and handover takeover procedures where necessary.	Set good procedures for accountability but could be made more flexible on procedures for donations to allow non-state actors motivation direct means of assisting schools i.e. avoiding red tape delays.
P5: Participation in Inter School Non Sporting Competitions 12/6/79	Reminds heads of government schools that it is undesirable for pupils to participate in inter-school non-sporting competitive activities where a team wins or the event attracts publicity or is for commercial adverts since wrong impressions can be drawn against the competing schools. Where there could be benefits	Safeguards school reputation but decision-making could be decentralized to allow school heads make final decision for their respective schools, bearing the consequences.

<b>POLICY CIRCULAR NO. &amp; TITLE</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/ RECOMMENDATION</b>
	to the school, the school head must consult R.D. before allowing pupils to compete.	
P7: Advertising in Government Colleges and Schools	Discourages schools to be used or exploited by profit making organizations through donations/prizes for along them to advertise their business at the schools/colleges. However commercial industry or voluntary organization mounting national campaigns for socially and equally beneficial issues e.g health, hygiene, eyecare, diet etc, should be exceptions but permission should be sought through RD.	Like with P4 Direct interaction with non-state actors should be more facilitated at school level to allow assistance in form of career choices and material and financial resources, though communication without high office (RD) also important.
P8: Statements to News Media and Requirements for Information 12/6/79	<p>That all press statements should be made by Minister or Secretary to press. Evens and development that need coverage in education to be made through Minister attaché at Ministry of Information e.g. speech days, special projects, sports, etc, information to go through the attaches. Success made by Secretary, school leavers should be given publicity to inspire other pupils and build positive image of schools. Schools are encouraged to establish relationships with industrial and commercial organizations. Heads to establish such links in order t advertise their pupils’ talents and build reports on scholastic achievements, job placements, scholarships awarded, etc.</p> <p>Requests for information from (i) foreign news agencies to be through the Ministry of Information (ii) But RDs and Section Heads can reply question from local agencies that are not on security matters on policy or if not sure seek Head offices direction (iii) School heads and principals can answer questions to non agencies that don’t imply Ministry policy or security matters but on factual information on their schools/colleges. (iv) An MP should make enquiries through the Ministry or in Parliament. (v) Any other person (public) should seek information on policy and security issues in writing through the</p>	A good sense for schools to develop relationships with employment sector and other non-state actors. However procedures for publicity could demotivate media in supporting topical educational issues. This can be used to promote the participation of girls in science and technology.

<b>POLICY CIRCULAR NO. &amp; TITLE</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/ RECOMMENDATION</b>
	Secretary (except if its factual or local information).	
P9: Availability of Staff during school holidays 13/6/79	Reminds/advises school heads that schools should ensure staff availability for information/issues that may raise during holidays e.g. enrolments, staffings, finances, reports on pupils, use of school facilities etc by government officers or parents/guardians.	This could be a good facility to ensure community use school resources/buildings for workshops, courses especially related to community-school relationships when pupils are officially absent and facilities are free for public use.
P10: Release of pupils from Government Schools to Attend Extra Mural Activities 13/6/79	Should an individual pupil seek permission to be absent to participate in a competitor or meeting, the head should consider the pupil's age, length of period, pupil's ability (this ability), value of occasion to pupil and 'his' parents, public exams at before making decision. N.B.: RD has final decision on the matter for official school teams, permission should be sought from RD giving names of pupils and teachers and dates for the team travel. Travel during school time means teachers will be on duty or not paid T&S. Encourages senior than junior pupils to take part in school teams or national teams to give equal value to sport in curriculum (implies small pupils undermine sport in school curriculum).  For unofficial school teams teachers should apply for leave and should not normally involve school time unless if the activity benefits the pupils but is not catered for in the school.	Refers to people as male (his) throughout which is gender-biased language.  The term extra-mural activities are outdated/creates impression that non-academic curricular activities are inferior.  Implies that junior pupils participation makes sport lose value in school curriculum by not giving them equal support-unity to participate in school teams i.e. segregatory against junior pupils.  Should be gender sensitised to ensure equal participation for boys and girls.
P11: Government Schools Sunday Sport 13/6/79	Prohibits arranging inter-school sports on Sunday except in special circumstances e.g normal games for boarders and if that happens games on Sunday to start after church service. Pupils should not be penalized if their parents wish that they shouldn't travel on Sunday.	Is based on the wrong assumption that all pupils go to worship on Sunday. Needs to be harmonized to accommodate all religious followings if indented for that.
P12: The Award of an 'M' level Pass on the Strength of an 'O' level Pass Obtained in an 'A' level	The Associates Exam and Joint Matriculation Boards agreed to award an equivalent 'M' level grade for candidates who obtain 'O' level performance in 'A' level exams after 'A' level results are released.	Will full localization of exams under ZIMSEC what are the implications of this policy? Can schools opt for other Exam boards in view of this circular? Should be harmonized to allow wide choice in curriculum design

<b>POLICY CIRCULAR NO. &amp; TITLE</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/ RECOMMENDATION</b>
exam 14/6/79		if that is its intention.
P13: Attendance at short courses by Teachers or Lectures on Vacation Leave 14/6/79	Teachers who attend courses outside Zimbabwe while on leave may be refunded their tuition fees if the courses are appropriate and have vacation leave days adjusted to compensate for the actual time spent on the course. It is procedural to seek approval <u>before</u> leaving the country and then submit documentary evidence and receipts on return.	A good policy that encourages career development.
P14: Naming of Government College/School, Training Centres, Hostels and other facilities 11/3/87	Proposal to change names to be submitted to Head office through RD for consideration. To give name after a person, the persons should be prominent (supported by background information on the persons), if after a feature, animal, birds, event of significance to school (background information also required). There should be wide consultation of community e.g. local authority, community leaders, government departments, MP should be consulted.	The policy could be engendered by ensuring encouragement of prominent women in the locality to have schools named after them – publicity avenue for female role models if gender sensitized.
P17: Staffing Procedures in Private Colleges and Schools	<ol style="list-style-type: none"> <li>1. First preference to be given to locally trained certificated teachers especially those ‘bonded’ who meet the requisite qualifications.</li> <li>2. Responsible Authorities to seek approval from Ministry and justify why they wish to recruit from abroad.</li> <li>3. Untrained/uncertified teachers are engaged on temporary terms only and an uncertified graduate will be appointed on probation when there is no certified graduate to fill post. Uncertified graduate must take steps to be professionally qualified (Grade C.E.).</li> <li>4. Deployment of staff in secondary schools should take into consideration that specialized teaching can be reduced by unjustified subjects fragmentation, allocating teachers subjects they are not qualified in and use of underqualified teachers, needs of school curriculum. “Headmasters”... 3</li> </ol>	The requirement that teachers be recruited for subjects which are examined and have marking load is segregatory in terms of important subjects like HIV/AIDS, Life Skills Education, Guidance and Counselling, Sports and the Arts and so needs to be harmonized in this respect. Gender biased terms should be eliminated too.

<b>POLICY CIRCULAR NO. &amp; TITLE</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/ RECOMMENDATION</b>
	Responsible Authority/ denominational organization which wish to appoint underqualified teachers for special reason will pay the teacher (unaided by government). Schools to offer a balanced and relevant curriculum. Teachers are recruited in respect of subjects for which there is an exam and a marking load” page 4.	
P18: The appointment of principals and Vice principals of private school and teachers colleges, heads and deputy heads of private schools, and heads of private home craft schools 29/6/82	That the stated officers will be paid salaries similar to their counterparts in government schools and colleges if they are substantive and activity allowances where appropriate. In secondary certified graduate can only be head of ‘O’ level schools not ‘A’ level. Promotion is through Ministry’s Promotion Committee which recommends to Secretary a Responsible Authority can terminate teacher’s employment with not less than a month notice but for heads, principals consult RD first. Responsible Authority cannot transfer heads within its schools without approval of secretary. All vacant posts for headships, principals, VP should be open for candidates from other schools unless a suitable person is immediately available.	Ensures transparency in promotion procedures though can be abused where responsible authorities can fill in a vacant post if “a suitable person is immediately available.” Where promotion/advancement policy issues are formulated like this there could be need to redress gender imbalance by stating that an equitable number of males and females be advised.
P20: Primary teachers employed in secondary schools 19/4/84	Employment of primary teachers to secondary school due to quantitative expansion. The circular recognizes their service and that will be paid as per qualifications, can be considered for fixed appointment and can apply for promotion in pay schools.	Is the policy still valid in view of changing trends in teacher qualification?
P24: Relief Teachers 19/11/79	Heads can request for a relief teacher by telephone from RD when essential e.g. where more than one teacher is absent at same time, in infant school with non-teaching “headmistress” where teacher’s absent for at least 5 teaching days.	Refers to infant school head as “Headmistress” but junior, primary and secondary school heads as ‘Head’ – gender insensitive.
P27: Graded head post in Private Primary Schools 24/9/79	Stipulates procedures of grading school heads and requisite qualifications for appointing graded school heads in private primary schools e.g must have attended a special course of training for Heads organized by the Ministry.	Refers to employer as male (his) page 2 and offer as male also (his) page 3. Refers to UTS which is outdated like may circulars before 1980. Implies MoTSC must organize regular workshops for heads.

<b>POLICY CIRCULAR NO. &amp; TITLE</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/ RECOMMENDATION</b>
P28:L Engagement for Profit 24/9/79	Prohibits officers from employment outside Public Service unless permitted by PS e.g. when on leave, or part-time work in other ministries (technical colleges lecturers). Ministry allowed to employ public servants as examiners and invigilators. Application for such permission (part time work) through the head to RD for teachers, heads, deputies and to secretary secondary for teachers' college staff, AVS and exam branch staff and PS for non-professional staff.	In view of low remuneration for teachers this can be viewed as unfair labour practice. Can also be a limiting factor for skill exchanges between educational institution as well as with non-state organizations.
P29: Participation in Political Matters by Members of the UTS 27/6/85	UTS members allowed to participate in political activities, can hold on executive post in a political party, but have first loyalty to service, can contest local authority and parliamentary elections and resign if they win in a General or By Election to be MP.	Grants political freedom to civil servants without much limit. Good avenue for freedom of expression and association in civil society.
P32: Colleges and schools. Assumption of Duty Returns. Immediate Absentee Reports and Staff changes 10/6/87	<ol style="list-style-type: none"> <li>1. Heads/principals to submit assumption of duty notices for newly appointed teachers/lecturers.</li> <li>2. Absenteeism due to illness teacher/lecturer should apply for sick leave but for other reasons should apply for vacation leave with an explanation. Absconding – SSB should be advised to cease salary. All staff changes to be submitted to staffing officer using prescribed format.</li> </ol>	In view of HIV/AIDS regulations on sick leave could be liberalized and issues of confidentiality upheld by linking this policy with Policy No. 2 on Official Secrets.
P34: Teaching Practice 12/11/79	Stipulates conditions under which student teachers on teaching practice operate in schools – there should be communication with college on expected standards, students to participate on all school activities and be under guidance of highly qualified and experienced senior teachers.	Ministry of Education, Sports and Culture and that for Higher Education and Technology need to harmonise this circular for a common approach as both service schools in respect of teacher training.
P36: Special Classes and John Slaven School 21/6/85	Stipulates procedures for identification, placement and transfer of children with “poor mental ability” “educationally subnormal children” at normal schools with special reference to John Slaven School in Bulawayo.	<ol style="list-style-type: none"> <li>1. Uses offensive language ESN (Educationally Subnormal), special class, poor mental ability.</li> <li>2. Seems to be a response to requests/problems in Matabeleland North (Bulawayo not addressing national problem of children with special educational needs.</li> </ol>

<b>POLICY CIRCULAR NO. &amp; TITLE</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/ RECOMMENDATION</b>
P37: Teachers of Blind, Deaf, Physically Handicapped and Mentally Handicapped Pupils 3/3/86	That teachers of the stated pupils with special educational needs are to be paid a special responsibility allowance. To be paid the allowance the teachers should have a specialist course in addition to teaching qualification. Teachers prohibited to seek Scholarships/fellowships in “Special Education” directing with donor agencies without knowledge of Ministry, i.e. such scholarships to be channeled through Ministry.	The policy is good to recognized teachers for pupils with special educational needs but should not be prohibitive with regards to schools’ interaction with corporate world in view of the increasing number of OVCS. The term “Special Education now regarded inappropriate as well as deaf, blind, etc.
P38: Posts of Special Responsibility in Secondary Schools 31/12/79	Stipulates how Ministry pays special responsibility allowances and acting allowances to “headmasters” pg 1, Senior Mister/Mistress and teachers in charge of subjects and states conditions and responsibilities of (job descriptions) of Senior Master/Mistress and teacher in charge of subjects.	Gender biased terms should be decorded. The policy is a good avenue for bringing aboard specific boy and girl child issues that senior teachers could have responsibilities for if engendered.
P40: Audio-Visual Services Facilities 1/4/80	Stipulates how government, private and community schools can access AVS equipment and how to service the borrowed equipment.	In view of the dissolution of AVS Department this could be rationalized to include CDU Services with regards to gender sensitized literature, HIV/AIDS Education, Guidance and Counselling.
P42: The Admittance of Pupils who are in fulltime school attendance to technical colleges their Subsidiaries 15/4/80	Prohibits full time pupils to take up courses at technical colleges without written permission from their school head. Also states conditions for which a head can give such permission e.g. benefit of course to pupil school can’t offer the course, course is done after 4.30pm.	Like P28 should be harmonized so that it does not infringe into the right diversified learning and training especially for pupils who wish to have extra tuition.
SI379/1998 ED(SDA Government Schools) Regulations 1998	Are empowered to sue or be sued and perform all acts like any corporate body. Have wide range of responsibilities e.g. moral, cultural, physical, spiritual, intellectual, social, educational, developmental, organizational, administrative, hire staff, # membership of SDA – every teacher and legal guardian of a pupil. #Executive membership 7 – 11 with “headmaster” but silent on gender distribution. #Refers to ‘chairman’ pg 2544 etc.	Refers to head as ‘headmaster’ pg 2542 etc. For membership, the instrument could be gender sensitized by stipulating equitable distribution of office by gender. Should be analyzed for gender insensitive language. Restriction of voting powers to those with children at school could be exclusive to some local people with educational interests. Item of provision of boarding facilities to rurals could also include a gender dimension

<b>POLICY CIRCULAR NO. &amp; TITLE</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/ RECOMMENDATION</b>
	<p>#Only parents with children at school can vote.</p> <p>#Refers to office bearers as ‘he’ pg 2546 etc.</p> <p>#Levies – charge, increase levies with approval of secretary (refers to secretary as ‘him’ pg 2553 etc i.e. limits powers of SDAs, e.g. levies to be ½ tuition (day school or ½ boarding fees).</p> <p>#No children to be refused or excluded due to non payment of levies (levies are optional) but SDA can go to court to recover unpaid levies.</p> <p>#Boarding schools or facilities to be offered first to pupils from rural and 50% to be day scholar.</p>	
<p>SI87/1992 ED (SDC Non-government Schools) Registration 1992</p>	<p>Can be sued or she like SDA and any corporate body Functions Operations similar to SDAs.</p> <p>Membership – 5 elected to persons school head, deputy, teacher, councilor and any other appointed by the body or responsible authority.</p> <p>Refers to members as ‘he’ pg 615 etc.</p>	<p>Like the SDA SI379/1998 has gender biased language, is silent on gender distribution of office bears. Both SI give too much power to secretary not to be bound by the instruments.</p>
<p>P43: Posts of Special Responsibility in Government Primary and Community Primary Schools 24/4/80</p>	<p>Sets out responsibilities and allowances for senior teacher, ungraded head, deputy etc (Job description).</p>	<p>Is gender neutral in addressing specific responsibilities over boy and girl children for senior teachers.</p>
<p>P44: Teacher Education Courses in Government and Private Colleges 29/4/80</p>	<p>Division of Higher and Alternative Education responsible for teacher education.</p> <p>Encourages rapport between EOs and teachers colleges on professional and academic issues that affect schools and teacher colleges.</p> <p>Entry qualifications to teachers’ colleges but refers to practical/technical as ‘craft subject’, nature of assistance, medical exam, curriculum outlined.</p>	<p>Is silent on equitable distribution of vacancies by gender and unsympathetic to weak students – could be made to be sensitive to specific circumstances surrounding failure.</p>

<b>POLICY CIRCULAR NO. &amp; TITLE</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/ RECOMMENDATION</b>
	Readmissions to be approved by Secretary. No repeating for academic weaknesses.	
P45: Special Leave for Study Purposes (UTS). 8/5/80	Only exceptional for over 12 months study leave approval. Criterion of approval depends on Ministry judgement on course to be studied i.e. is it of interest to Ministry? Study leave for over 4 months to have bonding. Applications to Head Office for lecturers or RD for all others.	Could be made gender sensitive to include issue of study and maternity leave to accommodate women's issues.
P46: Scale Barrier and Profession Beyond Maxima 16/5/80	Sets conditions for teachers to pass salary scale barriers e.g proven competency. Approval to pass scale barrier done by Regional Board for school officers and Head office for lecturers (teachers' colleges). Non-standard qualified teachers pass scale MAXIMA as above, i.e. with PTL etc with 'O' level in-service courses.	NB: Refers to teachers (lacks gender sensitive language). Could be a good avenue for improving salaries of experienced and hardworking teachers if effectively applied.
P47: Communications 16/6/80	All communication from schools to be addressed to RD through the Head except AVS, Exams, teachers' colleges' colleges. All letters by teachers should be endorsed by head for forwarding to RD then to Head Office. Teachers can have letters endorsed after sealing if confidential. Oral/interview with Ministry officer at RD should first get written approval from the head.	Trends to limit access to higher office and can be abused by school heads who have an axe to grind with teachers
P49: Untrained Teachers in UTS 26/8/80	Should be over 18 years only if those above 20 years are unavailable. Qualification: Grade 9 with B+ in all subjects. ZJC with B+ in 4 subjects (Maths and English) G.11 who fails to meet requirements for teacher training but has 4 subjects with B+ (including English and Maths); O' level failures (not normally recognized as passes) can be equated to G9, ZJC or G9) at RD's discretion.	Due to changing trends, this circular seems to have outdated information.
P51: Medical and Health Topics: Policies and	Lists preventable diseases and symptoms and suggest medical kit necessary for school/college, malaria, bilharzias, epilepsy,	The listed diseases could be added to include more current development and issues of stigma. Specific

<b>POLICY CIRCULAR NO. &amp; TITLE</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/ RECOMMENDATION</b>
Procedures to be Observed. 20/10/80	bee-stings, human rabies, skin cancer, etc.	issues and medical kit for boys and girls could be included.
P52: Selection, Purchase and Control of Library Books 9/6/81	Sets out location of library, library book invoices, register, disposal of dilapidated books, and Book selection and orders which are suitable for pupils and school needs, schools to take care not to be persuaded by book sellers catalogues which are adverts, if in doubt on levels of books or novels/fiction for various age groups contact senior librarian at head office for assistance.	The policy could make it mandatory that books that address issues of boys and girls (gender sensitive selection) of books be equitably selected for the libraries.
P53: Unauthorised Announcements and Approaches to Schools and Colleges 2/81	Advises school heads/principals to seek permission for outsiders to use school premises, pupils, students (that could disrupt lessons) from RD or Head office not other ministries. Direct approaches from organizations which purport to further educational causes to be treated with circumspection. Instruction from other ministries to be disregarded and RD informed immediately.	The policy if rigidly applied could defeat multisectoral approach for redressing of some national problems as it has a tone of exclusion, involvement/partnership with schools is viewed as interference.
P54: Organized School Visits and Educational tours 9/3/87	Schools and college to inform RD and HO of such visits at least 4 months in advance indicating place, date, duration, permission from places to be visited, teachers in charge of pupils, children who need special medical care or supervision, parents' consent to be ensured, "Headmaster/Principal's authorization, adequate arrangement for safety of children/provision for overnight accommodation and feeding, use of vehicle licenced to carry passengers, educational value of the tour etc are issues to be considered on planning.	Apart from using gender biased terms, the circular should be engendered to address specific issues of boys and girls when on educational tours e.g. safety, security of the girl child should be ensured.
P55: Teachers Cadetship 22/8/85	Stipulates conditions under which students undergoing training at universities can be employed as teachers by Ministry e.g. degree should be relevant for teaching, majors in chemistry, physics and maths given preference, grant of special leave with pay and leave and pension benefits but will be bonded for	Is gender biased on pension conditions for male and female teachers. Since its science oriented, preference could be given to females to raise population of female teachers (role models) in the sciences.

	period equal to period of study. Pension stated at 7½% (men) and 6½% (women).	
P57: Completion of Staff Reports.	Annual reports on staff performance (on ED57) so that strengths and weaknesses are brought to attention of officers. An adverse report may require written representations of the officer.	This could be coined with improving salary earnings for well performing teachers as an incentive.
P60: Re-employment of Teachers who have retired in terms of the Pensions and other benefits Act 1979 in UTS 19/7/84	Authorises the reemployment of retired teachers due to shortage of staff for one year, renewable but not those who had emigrated and/or remitted their pensions from Zimbabwe.	Is it compatible with current teacher needs in Zimbabwe? Has it not been overtaken by events? Maybe needs to refer to shortage/special areas.
P61: Certification of Sanitary Facilities at Schools. Formed 30A 31/7/84	Inspection and certification of sanitary facilities for registration of schools as specified by Form 30A to be by Provincial Medical Directors not District Hospital Officials.	The details of Form 30A needs to be analyzed so that it includes sanitary needs of both boys and girls.
P62: The ZJC Exams. 26/9/84	That Z.C.E/N.C.E Exams have been abolished and all schools compelled to enter their pupils for ZJC exams. Practice of entering slow learners for 'O' level exams after 5 years outlawed.	Issues of diversified school curriculum needs to be debated nationally, to involve universities, industry and commerce, education ministries, etc.
P63: Enrolment of Grade 1 Pupils into Private Schools 1/11/85	Private schools forbidden to demand proficiency in English for Grade 1 intake, Schools forbidden to enroll pupils in advance and that pupils within school locality to be given first preference.	Policy written in a personal approach/personalised "to my attention..." Issues of gender equity for enrolment can be included too.
P64 Misconduct Procedures: Officers in the public services 2/6/86	Sets out procedures and specimen letters for dealing with acts of misconduct: Reporting and replying to allegations of misconduct to be done within 7 days.	Although the Acts of misconduct are not listed, there could be need to include sexual harassment, stigmatization of HIV/AIDS infected officers, etc.
P66 School Attendance Registers 30/1/87	Emphasizes accuracy on all pupils' records/details, transfers, new entries, absenteeism, dropouts by reason. Pregnant pupils should be expelled immediately (But says nothing on perpetrators of pregnancy or reporting case to police).	In view of the Pregnancy Policy (P35), may have outdated contents and so needs to be harmonized with the latest policy. On pupil absenteeism, teachers could be required to investigate them merely inform parents.

	Absenteeism for 2 or 3 days should be put to attention of parent/guardian.	
P68: Application for Leave for Study Purposes – Non Teaching Staff 16/3/87	Sets out procedures for applying study leave for courses regarded relevant by Ministry e.g. enrolling for course in Zimbabwe should be after Public Service approval and outside after Cabinet office approval.	To save on time, a list of relevant courses/degrees could be listed as appendix.
P70 Accounting Officer's Instruction 1/6/87	Spells out the financial responsibilities and guidelines for various officers, e.g. Estimates of expenditure, control of expenditure, virement, commitment registers, purchases, receipting and payments, etc.	There is personalized language 'I', 'my' instead of referring to the Secretary. 8.1 on estimates of Expenditure could explore budgeting on gender equity programmes in the Ministry.

<b>CIRCULAR</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/RECOMMENDATION</b>
P1: Recognition of Degrees for Teaching Directors 28/1/99	<p>1. A degree is approved for teaching purposes by MoESC if it;</p> <p>(i) has studied for at least 3 years after A or M level or four (4) years after 'O' level.</p> <p>(ii) Had at least one major area of teaching subject with at least 3 courses in the subject if studied after 'A' level and 4 courses if after 'O' level.</p> <p>2. There are 49 listed subjects which are recognized to study for teaching purposes and others not listed which may be considered under special consideration e.g. American and Asian degrees from accredited institutions are considered under special considerations.</p>	<p>1. The regulations on (i) and (ii) allow for secretary to make special considerations.</p> <p>2. There is need to harmonise this circular with Secretary's Circular Minute No. 2 of 2001 so that the listed subjects in both are related. While P1 has a wide range of subjects Minute No. 2 has a limited choice e.g. HIV/AIDS and Guidance and Counselling appear only in Secretary's minute.</p> <p>3. Subjects like Liberation Theology and Social Studies can be good avenues for inclusion of gender equity issues if specified in corresponding syllabi. Religious Education also to include a study of wide range of belief systems to respond to multicultural nature of society. Sociology is not listed yet is one subject studied at 'O' and 'A' level.</p> <p>4. Generally the circular accommodates a wide range of studies if various relevant syllabi are designed on each area of study. MoESC could identify specialists to design syllabi options on each subject,</p>

CIRCULAR	SUBJECT/CONTENT	COMMENT/RECOMMENDATION
Secretary's Circular Minute 2 of 2001: RE: Curriculum Policy. 2/2/2001	1. Although the choice of subjects is narrower than what is listed in P1 (28/1/99) the aim of the circular is to create a balanced curriculum in terms of studying communication/languages, science and technology, citizenship and practical subjects as listed in an attached appendix.	<p>especially with regards to minority languages.</p> <ol style="list-style-type: none"> <li>1. Good to note that HIV/AIDS Counselling are core-subjects up to O' level while Guidance and Counselling is a core subject from form 1 to 4.</li> <li>2. Good to point out that HIV/AIDS and Guidance and Counselling should be treated as integral part of core subjects even for examination purposes – This part should include that gender equity also be in integral part of the core subjects.</li> <li>3. The circular accommodates Nziramasanga (1999) recommendations on vocationalisation of school curriculum and widening the scope of local languages taught in schools and in harmony with the Education Act Section 62.</li> </ol>
P6: Invitation to School Functions 2/9/1988	Encourages inviting dignitaries at MoESC functions from within the ministry although this is not a rule if need to be invited from outside the ministry is justified. It outlines formal procedures for inviting a wide range of guests through the Regional Director.	If engendered, the circular could be a means by which institutions are encouraged to invite females of relevance to the occasion(s) as guests. Reference could be made to; 'There is Room at the Top' role model readers.
P19: Fire Precautions and Procedures 27/2/1991	Outlines ways of preventing fire outbreaks and procedures and strategies for dealing with an outbreak of fire at institutions.	As relevant information on children's and all officers' safety at the work place.
P21: Civil Defence Procedures in Private and Government Schools and Institutions 27/2/1991	Advises all officers on how to deal with various forms of emergencies e.g. strikes, floods, civil commotion, etc, re: deals with both safety and security issues all people in an institution.	<ol style="list-style-type: none"> <li>1. Good to make direct reference to safety issues raised in P19 relating to fire.</li> <li>2. Circular does not raise specific concerns of pupils in time of emergencies.</li> <li>3. The policy is quite engendered in that it explores the concerns of teacher-mothers and heads to be sympathetic, though paragraph 3 page 3 is segregatory by referring to only married women in times of emergencies.</li> </ol>
P23: Married Women	Outlines procedures on how married women apply to be	The circular is gender biased and should be reviewed so

<b>CIRCULAR</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/RECOMMENDATION</b>
Officers in the Public Service 24/7/81	established officers upon change of surname i.e. that they don't change their status due to marriage (probation or established). On maternity leave, it is noted that (i) shall be without pay for maximum of 90 days (ii) Pension contribution must be made for period of maternity without pay. (iii) A woman unable to resume duty shall be discharged from service.	that it does not punish women in general not only married women or reproductive health issues.
P25: General Purpose fees in Government Schools 7/3/1990	<ol style="list-style-type: none"> <li>1. Sets out considerations for increasing G.P. levies e.g. (i) Impact on parents' ability to pay new levies (ii) Whether the increase is necessitated by school's failure to operate its core-curricula activities without the increase (iii) Whether other alternatives have all failed. (iv) Have the parents, through a fully constituted body discussed and voted on the matter (v) Approval should be sought and granted by Regional Director.</li> <li>2. Needy pupils e.g. those under BEAM/Social Welfare assistance may be exempted from paying full or part of GP levies on the school finance committee's discretion.</li> <li>3. The use of G.P. fees is wide ranging to include development, core-curricular activities, purchase of relevant literature, entertainment, communication, cultural activities, etc.</li> <li>4. States the minimum and maximum levies payable by primary and secondary school pupils (which are subject to review).</li> </ol>	This policy could address issues of OVCs in view of the impact of HIV/AIDS on children's fight to education as well as protect pupils from impoverished families. However it lacks gender sensitivity to address the underserved girls especially in less developed communities.
P35: Discipline in Schools, Suspension, Expulsion, Exclusion and Corporal Punishment 8/10/99	<ol style="list-style-type: none"> <li>1. Outlines procedures for suspending, suspending, expelling and inflicting of corporal punishment on pupils for misconduct. (i) Suspension shall be up to 14 days while misconduct is investigated (ii) Expulsion and readmission has to be approved</li> </ol>	<ol style="list-style-type: none"> <li>1. The issue of corporal punishment and children's physical abuse should be logically concluded in Zimbabwe because the punishment clearly falls under some of the elements defined under physical abuse/pain (CRC).</li> </ol>

CIRCULAR	SUBJECT/CONTENT	COMMENT/RECOMMENDATION
	<p>through regional director. (iii) Corporal punishment permitted for boys only by the head, inflicted corporal punishment records to be kept for all pupils.</p> <ol style="list-style-type: none"> <li>2. The policy provides for pregnant girls to continue with schooling before and after birth of her baby. Advises on counseling both the girl and parents of the girl and that if the pregnancy is a result of a relationship between pupils, the male pupil is to be out of school for the same period as the girl.</li> <li>3. Readmission of a once expelled student should be done through consultation with Regional Director.</li> <li>4. The circular advocates for discipline with corporal punishment, and acknowledges its pain and dehumanizing effects but does not outlaw it.</li> </ol>	<ol style="list-style-type: none"> <li>2. It is contradictory to observe the dehumanizing effect of corporal punishment but still maintain it.</li> <li>3. Provision of continued education for girls who fall pregnant while at school upheld but denial of maternity leave for student female teachers (P56 of 6/3/86) a contradiction to this. It is important to make sure girls and parents have enough information on the facility.</li> </ol>
<p>P33: Application for Leave: Teachers and Lecturers in Public Service 16/3/87</p>	<ol style="list-style-type: none"> <li>1. That any type of leave is a privilege.</li> <li>2. Vacation leave granted for ½ or full term or other periods under special circumstances e.g. for social functions, personal affairs, emergencies.</li> <li>3. Sick leave shall be accompanied by supporting evidence from a recognized medical doctor (not traditional healer) if it exceeds 6 working days.</li> <li>4. Special leave is granted to attend approved courses or prepare for and write approved examinations by the Public Service.</li> <li>5. Maternity Leave shall be subject to 75% salary payment for 90 days but without accrual of leave days. Sick leave can be granted to a pregnant woman if the illness is not related to pregnancy.</li> <li>6. Maternity leave restricted to only three for one's full period of service and one should have served for at least a year to qualify for maternity leave.</li> </ol>	<ol style="list-style-type: none"> <li>1. There are several penalties for women who fall pregnant while at work which need critical analysis and be changed or eliminated.</li> <li>2. That leave is a privilege could be viewed as denial of full rights of workers in civil service. Needs to be harmonized with ILO provisions.</li> <li>3. Issues surrounding maternity leave appear in different circulars; there is need to ensure that all these circulars are consistent on this issue.</li> </ol>

CIRCULAR	SUBJECT/CONTENT	COMMENT/RECOMMENDATION
	7. Alternatives for breaching maternity leave conditions include using vacation leave days or leave without pay. Failure to resume duty after expiry of maternity leave is penalized by repayment of 75% salary.	
P36: Special Education: Placement of Special Classes, Resource Rooms and Special Education Schools 9/10/90	1. Aimed at accessing children with special educational needs to equal educational opportunity by establishing special classes or resource rooms at ordinary schools or special schools for children with various forms of disabilities. 2. Procedures to be followed for placement of pupils on special needs programmes and returning them into ordinary classes are outlined. The role/advice of Principal Educational Psychologist is strongly emphasized in both and special needs education in general.	In line with Education Act's provision of access to education for all children and consistent with CRC provisions.
P54: Organised School Visits and Educational Tours 2/3/1999	1. Adds to P54 of 9/3/87 that (i) teacher-pupil ratio for an educational trip shall be 1:20 for primary and 1:25 for secondary pupils (ii) teachers to take care that health standards are maintained (iii) night traveling to be avoided and where this happens, children to be delivered to their homes or sleep at school.	1. There is need to be specific to the security and safety requirements of girls and boys especially when traveling at night. 2. Provision on teacher pupil ratio should be based on gender.
P56: Grant of Maternity Leave and Breast Feeding in the UTS 6/3/86	Has other provisions of other maternity leave conditions (P33) and the following added: (i) Failure to declare previous maternity leave or provide Maternity Leave Certificate will result in charge with misconduct. (ii) Maternity leave is compulsory for pregnant women. (iii) ZINTEC trainees are not eligible for maternity leave. One hour breast-feeding time allowed provided it does not disrupt school/college activities.	1. Maternity leave has penalties which are gender insensitive. 2. That student teachers have no right to maternity leave contradicts pregnancy policy (P35). 3. Breast-feeding time is granted on restrictive conditions which should be debated with women teachers and adjusted.
P59: Medical	1. It is compulsory for all teachers and student teachers	This is good for maintaining health standards of both

<b>CIRCULAR</b>	<b>SUBJECT/CONTENT</b>	<b>COMMENT/RECOMMENDATION</b>
Examinations: Teachers and Teacher Trainees 16/12/1987	<p>to have a full medical examination before starting their responsibilities or studies.</p> <ol style="list-style-type: none"> <li>2. Teachers recruited from abroad have to produce certificate of freedom from active pulmonary tuberculosis as per Immigration requirements.</li> <li>3. Teachers already in service and pupils with signs of infectious diseases, especially tuberculosis should be advised to seek medical assistance and produce a medical report.</li> </ol>	pupils and teachers. May be useful to encourage openness on HIV status in society if carefully reworked to include other diseases than have emphasis on tuberculosis only.
P62: Writing of Public Examinations by Pupils and Release from School Attendance thereafter 27/11/87	<ol style="list-style-type: none"> <li>1. Pupils should normally write public examinations at schools they are enrolled.</li> <li>2. If a pupil is expelled or withdrawn from his/her school because of failure to pay tuition fees for third term, then the pupil may not write the examination at that school but can secure permission to write at another school, if the head so wishes.</li> <li>3. Makes ZJC examinations compulsory: Failure to register for ZJC will result in a pupil not proceeding to Form 3 but failure to write due to circumstances beyond the control of the pupil shall not prejudice him/her from proceeding to Form 3.</li> <li>4. Pupils who write Grade 7 must remain at school until the normal closing date, so as to be provided with remediation or extension work.</li> <li>5. ZJC, 'O' and 'A' level candidates can be released after completion of examinations.</li> </ol>	<ol style="list-style-type: none"> <li>1. That pupils who fail to pay tuition fees for third term should be excluded from school is unjustified considering that there can be other alternatives to recovery of such fees after examinations. This contradicts the Education Act Section 4.</li> <li>2. Alternative to detention of Grade 7 pupils after examinations should be sought since this period is characterized by high absenteeism.</li> </ol>
P67: Primary School Pupils' Record Card 2/12/1987	A detailed information document for a pupil covering, birth, family, language, health, hobbies, literacy levels in English and Ndebele/Shona, pupils' academic performance in standardized tests from Grade 1 – 7.	A good document that could help establish school-home interaction. If based on standardized achievement tests at various grades, can be applied to diagnostic and attainment assessment of pupils for diagnostic teaching.
P71: Examination Administration	Provides information aimed at tight security, confidentiality and supervision of examinations: (i)	Has been taken over by events with the phasing out of ZJC and establishment of ZIMSEC as a separate

CIRCULAR	SUBJECT/CONTENT	COMMENT/RECOMMENDATION
1/9/87	Grade 7 examination invigilators to be appointed and trained from qualified teachers. Markers should be appointed, trained and supervised at regional level while 'O' level marking is a responsibility of head office.	examination board from MoESC. Reintroduction of ZJC examinations should be revisited to make it a bridging course for 'O' level.
P74: Computer Management Structure 19/11/91	Was a response to abuse and non-utilisation of computers in the ministry at all levels. Problems related to this were viewed to result from shortage of manpower, staff turnover, untrained/undertrained personnel, lack of supervision.	Statistical data capture and analysis is a key function of MoESC and there is need to strengthen computerization structures and manpower through revision and application of this policy.



## ANNEX 3

### Data Collection Methods

#### 1. (1-6 in TOR)

Data related to the evaluation of the pilot project in Hurungwe, Lupane and Chipinge, and to the review of gender issues in education in the three convergence districts of Tsholotsho, Mount Darwin and Chegutu and the two urban districts (1-6 in TOR) will be collected by means of:

- Review of gender disaggregated statistical data on GER, NER, retention, attrition and completion rates and performance at Provincial, District and school levels.
- Review of documents relating to the pilot project in each district and the six selected schools: evaluation reports, reports on meetings, activities including teacher training, community sensitisation/mobilisation strategies and activities, curriculum materials produced and utilised, teacher training.
- Interviews, focus group discussions, and questionnaires\* at HO, PO, DO and school and community levels .

#### 2. (7-9 in TOR)

A review of The Education Act, associated legislation and MOESC documents and programmatic strategies for education and training will utilise the following methods:

- Review of literature: Education Act, related documents, legislation and MOE circulars and directives
- Interviews with policy makers and EOs at HO, PO, DO and Unit/section levels.

#### 3. (10 in TOR)

An assessment of the capacities of education officers in gender analysis and the effectiveness of the gender focal point system will utilise:

- Interviews, and
- Questionnaires

HO, PO and DO levels.

***Major areas of focus and associated data collection methods on assessment of barriers to girls, especially OVC's education in convergence and urban districts.***

Because there are considerable areas of overlap with regard to the situation of girls' education in both the pilot and convergence districts, in all districts similar research methodologies and data collection methods will be utilised with comparable sub-sets of respondents.

*N.B. categories of information relating specifically to the pilot project in the schema below will be omitted in the assessment in the convergence districts.*

**A.THE SCHOOL**

**School Head**

**Method: Interview**

**Categories of information/themes to be included:**

Teacher training
Gender sensitive curriculum and development of materials
Use of diagnostic and attainment tests
Identification of girls' needs and school's response
Sexual abuse of girls in school
HIV/AIDS and Life Skills Education
Identification of OVCs and assistance
Links with community

**SDC/SDA**

**Method: Focus group discussion**

**Categories of information/themes to be included:**

Level of understanding of project and gender sensitivity
Activities and programmes relating to gender sensitisation
Link between school and community; mobilisation
Community structures relating to pilot project
Identification of OVCs and responses to needs
Policy, programmes, initiatives and inputs
Barriers, problems, suggested solutions

**Pupils**

**Method: Focus group discussion, questionnaires/interviews**

**Categories of information/themes to be included:**

Understanding of children's rights, girls' rights
Understanding/knowledge of project
Identification of girls' needs, school's response
Problems encountered in school, suggested/possible solutions
Positive, helpful factors in school
Sexual abuse, safety
HIV/AIDS, life skills education
Problems/barriers encountered at home and in community, suggested solutions
Anything they wish to note/add

**Teachers**

**Method: In-depth Interviews and Focus Group Discussions**

**Categories of information/themes to be included**

Understanding of pilot project objectives
To what extent have objectives been realised; successes, problems
Barriers to realisation of the objectives/suggested solutions
Training issues; success, utility, implementation
Perceived barriers to girl's education: school, community, home, solutions
Safety and Abuse issues
OVCs identification and support mechanisms
Life skills and HIV/AIDS

**B. THE COMMUNITY**

**Community members: SDA/SDC, community leaders, parents**

**Method: Focus group discussion**

**Categories of information/themes to be included:**

Level of understanding of project and gender sensitivity
Consultation, participation, activities
Community links with school
Identification of OVCs and response
Sexual abuse
Support for girls' education in the home
Barriers, problems, suggested solutions

**Orphans and vulnerable children**

**Method: Focus group discussion**

**Categories of information/themes to be included:**

Problems encountered relating to schooling
Assistance/support in the school: psychological, practical
Community attitudes and support
Safety, sexual abuse
Suggested solutions, support mechanisms

**Care givers/guardians of orphans and vulnerable children**  
**Method: focus group discussion**

**Categories of information/themes to be included:**

Problems/barriers relating to schooling
Assistance/support from school
Community attitudes and support
Safety, sexual abuse
Suggested solutions, support mechanisms

**Statistical data and documents**

Where available gender disaggregated statistical data and documents will be obtained and analysed. These will relate to:

Enrolment  
Drop out  
Completion  
Pass/failure

In addition a review of school and SDA/SDA, District Office and Regional Office documents (where available) relating to all aspects of the pilot project will be undertaken. These documents will include: records, reports, minutes of meetings and activities, curriculum and teaching materials, sensitisation materials.

## QUESTIONNAIRE FOR EDUCATION OFFICERS

**Please answer all questions.**

**Do not write your name on this questionnaire.**

**Please CIRCLE yes or no e.g. Yes/No as appropriate.**

**Please answer all questions as fully as possible.**

**Thank you taking the time to fill out this questionnaire.**

**Age:**

**Sex:** Male/Female

**Position/Designation:**

**Length of service in MoESC:**

### SECTION A

1. Have you had any training on gender analysis/issues since joining the MoESC?

Yes/No

(b) If Yes: Please state when and what type of training activity (e.g seminars, workshops, etc). What was the content/topics covered?

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2. Do you have access to materials on gender analysis in your office/department/section?

Yes/No

(b) If Yes, please describe these.

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3. What is your understanding of the term Gender analysis? Please explain:

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4. How would you rate your ability to carry out a gender analysis in your area/field?

Very good

Adequate

Poor

5. Do you feel that it is necessary for Eos to have training on gender analysis (and gender issues)?

Yes/No

(b) Please give reasons for your answer.

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6. Have you ever been called upon to carry out a gender analysis, or any other task relating to gender issues, as part of your duties?

Yes/No

(b) If Yes please explain/describe what you were required to do.

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7. What do you see as the main problems or factors limiting your section and office in relation to gender issues in education?
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8. Suggest possible ways of overcoming these problems or limitations.
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## **SECTION B**

9. Is there a gender focal person or an officer responsible for gender in your office at present?

Yes/No

(b) If Yes what are his/her responsibilities?

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(c) Do you find this person useful to you in your work?

Yes/No

(d) Please give reasons for your answer

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10. Do you feel it is necessary to have a gender focal person in your office?

Yes/No

(b) Please give reasons for your answer.

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11. Have you personally ever benefited from the presence of a gender focal person?

Yes/No

(b) If yes please explain the circumstances.

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12. Please use the space below if there is anything you would like to add/say/suggest in relation to gender analysis and gender issues.

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## **INTERVIEW SCHEDULE GFI – GENDER FOCAL PERSONS AT PROVINCIAL AND DISTRICT LEVELS.**

The following are categories of information for discussion:

1. Overview of how the gender focal system works.
2. What is the objective of the MoESC in having a GFP system?
3. What are the responsibilities of the GFP? Does she/he have any other responsibilities? How does this affect her/his ability to carry out gender responsibilities?
4. How was she/he appointed?
5. What training/qualifications/experience?
6. What position does he/she occupy (level) and what authority does she/he have?
7. What/how does he/she link with the schools in the province/district?
8. What support systems are in place for GFP: human, budgetary, infrastructural?
9. How do other staff in the office respond to gender issues and GFP? (Positive, negative – if negative possible reasons).
10. How would he/she rate level of support for gender issues in MoESC in general? (is it verbal or does it go further)?
11. GFP's successes and achievements to date? What future plans does she/he relating to her/his duties as GFP?
12. What problems and barriers does she face?
13. Suggest possible solutions.