



INSTITUTE FOR YOUNG WOMEN DEVELOPMENT



National Baseline Survey on Young Women's Participation in Public Administration

**Young Women in Public
Administration in Zimbabwe:
The Gender Inequality Trap**

National Baseline Survey on Young Women's Participation in Public Administration

Prepared by:

Institute for Young Women Development | November 2019



TABLE OF CONTENTS

About IYWD	2
Director's Note	2
Key Words	3
Foreword	4
Methodology	7
Research Scope	7
Introduction	9
Background	9
Public Administration: A Fluid Concept for Young Women	9
Survey Findings	11
Significance of Public Administration:	11
Public Administration: The Case for Young Women	11
Public Administration Young Women's Perceptions	17
Young Women's Participation In Public Administration: The Optics	19
Optics for Young Women Employed as Civil Servants	19
Optics for Young Women As Recipients of Public	
Administration Services	22
Enabling Factors for Young Women's Participation in Public	
Administration: An Analysis	26
Challenges Facing Young Women in Public Administration	29
Recommendations	30

ABOUT IYWD

DIRECTOR'S NOTE

KEY WORDS

Public Administration

Development

Gender responsiveness

Administrative culture

Young women

Public service

Accountability

FOREWORD

Institute for Young Women Development conducted a National Baseline survey on Young Women's Participation in Public Administration. The survey was conducted with a national focus with the intention of assessing the participation of young women in Public Administration. The primary targets for the survey were young women working in the public service and young women living in communities as supporters and beneficiaries of public administration functions. Other stakeholders included, local leaders, government officials. A total of 1668 young women were engaged for this survey as primary respondents. The survey established a conceptual definition of Public Administration within the context of young women's lived realities. One category is young women as active actors in formulating, implementing and evaluating public policy and category two is as supporters and/or influencers of any public administration initiatives in their communities and at national level.

Reflections on the participation of young women in Public administration are presented within three core functions of public administration which the two core groups of young women can contribute towards in this survey. These are administrative activities related to functions of policy- making and resource distribution relating to young women's needs,. They also relate to accountability and functional activities related to specific essential services for young women such as education, nursing, public works, or defence. It also maps out how young women are taking part in influencing functions of public administration such as decision making, planning at local level with support of local leaders and any implementation, policy and holding leaders accountable by young women living in communities who are not necessarily part of the core public service. The survey captures glaring perceptions of young women in public administration which presents a disappointing outcome as young women are clearly not positioned to have much influence in transforming the public administration architecture in Zimbabwe. This has largely been due to gender inequality and rife discrimination based on the age and sex of the young women. Against this background, the survey report identified major enablers which promote the participation of young women in public administration which present greater potential which young women have to harness their influence. These are: -

- Existing Local governance structures
- The improving flow of information through new media
- Programming support from institutions such as IYWD and other feminist/women's rights organisations
- Young women's own initiative to participate
- Implementation of Legal provisions (Zimbabwean Constitution, The Public Service Act, Gender Policy etc)
- Supportive Local leaders

The survey also maps out challenges which affect the participation of young women in public administration. These were majorly noted as

- Apathy
- Polarization
- Fear of participation
- Misconception of Public Administration as political activity
- Inconsistent policy development in which young women are largely excluded in its framing
- Discrimination of young women based on their gender and sex.

Following the identification of challenges, the survey report notes that there are sound opportunities for young women to participate in public administration processes in their different capacities. However, the survey established that

public administration works within the effectiveness of a country's political frame. This has greatly affected the uptake of public administration services as well as the distorted contributory challenges of young women to participate. A number of public administration failures are affecting the way in which young women participate. Major failures noted by the survey in this regard are: -

- Policy uncertainty and inconsistency
- Lack of willpower to intentionally engage young women
- Inability to deliver basic health, education and essential public works for young women

In conclusion, the survey makes clear recommendations on public-private sector partnerships and new public management. These encourage the interaction and engagement of public administration actors and institutions by young women. These can be implemented on the core five pillars:

- Communication
- Economic and Political Reforms
- Planning
- Resourcing
- Accountability Framework
- Monitoring and Evaluation.

These are proposed to be adopted through promoting young women's leadership as a key strategy for promoting effective public administrative practices.

METHODOLOGY

Survey Methodology

The survey was conducted using a mixed methodological approach which facilitated for IYWD to best collect information and elements that are crucial to the development of a sustainability plan within the context of young women participating in public administration processes.

IYWD reviewed key documents from local, national, regional and global perspectives on young women's participation in public administration. These included legal frameworks, protocols, reports, books and internet searches. More so, a participatory approach was employed for the research. Key informant interviews were conducted together with focus group discussions in the different areas which were targeted. Questionnaires were filled in.

RESEARCH SCOPE

The survey was conducted with a national focus in terms of its scope. However, IYWD targeted specific areas for intensive research and consultations for this survey process as will be shown in the table below. Information from 4 core provinces is presented as case studies in this survey report. These are Mashonaland Central, Harare Province, Mashonaland East and Midlands Province. The table below summates the research scope.

Disaggregated Data for Survey

Data Collection Method	Focus Group Discussion	Consultations Meetings with young women and questionnaire dispensing	Key Informant Interviews	Document Study
Description of Respondents	18 – One per targeted Community – approximately 270 respondents as each FDG was attended by an average of 15 people	Consultation meetings with young women from targeted communities. The meetings were conducted with local leaders and stakeholders in attendance. 95% of questionnaires filled in by young women. 1305 5% filled in by men. 67 men	Interviews conducted targeting key stakeholders such as district Coordinators, relevant Ministry officials, young women under thirty-five working in Public service, Public service officials	Books, reports, Conference Reports, Online resources, Newspapers
Location	Shamva, Harare Hwedza, Gokwe , Guruve , Mazowe , Bindura	Bindura, Guruve, Mazowe	Bindura, Mazowe	Online
Targeted Respondents	270	1500	30	-
Response	270	1372	26	-
Non – response	0	128	4	-
Response Rate	100%	91.4%	87%	-
Overall Average Response Rate	92.6%			

INTRODUCTION

The establishment of Institute for Young Women Development (IYWD) ten years ago communicates a progressive trajectory of including young women to become critical actors in contributing to the development outcomes of communities and to the nation of Zimbabwe at large, with regional and global influence.

In wake of this, the young woman who is targeted for the programme design for this feminist movement is located in a patriarchal society where distribution of resources in any form is not considered a privy for their growth and empowerment. As is, a lot of young women miss out on critical opportunities to contribute to development and growth initiatives. These are tipped to anchor potential of young women from across walks of life to attain dignified lives in the present and in the future. This is especially true of their participation in public administration spaces as is revealed by the major findings of this survey report.

BACKGROUND

Public Administration: A fluid Concept for Young Women

The concept of dignity within public administration for young women is a human rights issue which is interconnected to the protection and provision of narratives relevant to the needs of young women. As is, the challenges which young women face are largely public administration failure issues which need to be unpacked within the concept of identifying gaps in public administration. These render young women susceptible to disempowerment in its different forms. Against this background, the working definition of public administration for this survey is largely a fluid concept which means different things for diverse contexts and experiences for the public and institutions executing it thereof.

Public administration is largely defined within the confines of the functions of government in the way it administers policy in order to deliver services which and distribute resources amongst citizens. In the case of Zimbabwe this is largely done through a structured civil service which employs based on expertise and relevant technical needs for each government policy. To extend the definition, public administration denotes that the executive branch of government through the civil service and elected actors execute their role of policy development, its management and modification. It is therefore a summation of the relationship between governments and how it responds to social needs and institutes the distribution of any resources to meet the deeper needs of citizens; young women included. Within this context, decision making is central to the practice of public administration and it is expected to be consultative with citizens in order to establish an efficient and effective public administration routine for good governance from local to national level.

Referring to the significance of policy to public administration, Zimbabwe has historically followed a chronological pattern of key major political and economic events post independent in developing policy. From independence, to the Gukuruhundi era, the adoption of the Economic Structural Adjustment Programme (ESAP) in 1992, the broader call for democratisation and multi-party states of African states in the early 90s, the rise of a new opposition the Movement for Democratic Change (MDC) in the late 90s, land reform programme and development of the political economy discourse past the 21st Century; a growing trend to shape policy development from populist ideas has been rife. This has presented challenges and has derailed Zimbabwe's path to development and has created gaps some

which have distinctly affected the emancipation and empowerment of young women under discussion in this survey report.

The definition of Public administration demands a space in which social, economic and political needs of the identified target of young women can be translated into development outcomes which benefit them. The Sustainable Development Goals (SDGs) framework makes provision for this in SDG 3, 5 and 16 with a clear demand for healthy lives for young women, achievement of gender equality and the creation of strong institutions which strengthen accountability for young women respectively. Therefore, the key questions which this survey sought to probe were: -

- Is the Zimbabwean public administration space reflective of meeting the needs of young women?
- Is there room for young women to participate in public administration internally and externally?
- What is the case for Public administration for young women- why should they be included from various fronts?

There is need to interrogate the need for young women in public administration as reflected by their peculiar needs.

SURVEY FINDINGS

Significance of Public Administration:

Public administration impacts the daily lives of citizens in Zimbabwe. It is therefore critical to ensure that its activities are inclusive and consider intersectionality in their formulation. Men and women including their different ages and other differences should both be able to have equal participation opportunities. It is therefore worrying to note that the equal participation of women and men remains a challenge and gender responsive public administrative systems are not yet as advanced to contribute to development outcomes as proposed by the targets of SDGs 3, 5 and 16 in Zimbabwe. Closing gender gaps in public administration remains crucial for inclusive development, democratic governance, restoration of confidence in public institutions, and the enhancement of sustainability and responsiveness of public policies.

Public administration is a combination of governance function, consisting of numerous activities, processes or functions performed by public officials working in public institutions, and aimed at producing goods and rendering services for the benefits of the community. These activities or functions can be classified into three groups as shown in the table below: -

1. The administrative activities or functions of policy- making, financing, organising, staffing, the determination of work procedures, and the devising of methods of control.
2. Functional activities to specific services such as education, nursing, public works, or defence.
3. The supporting functions such as decision making, research, engaging community leaders and community members, accountability, planning, programming and communication, which are necessary to simplify the implementation of the generic administrative functions and the functional activities.

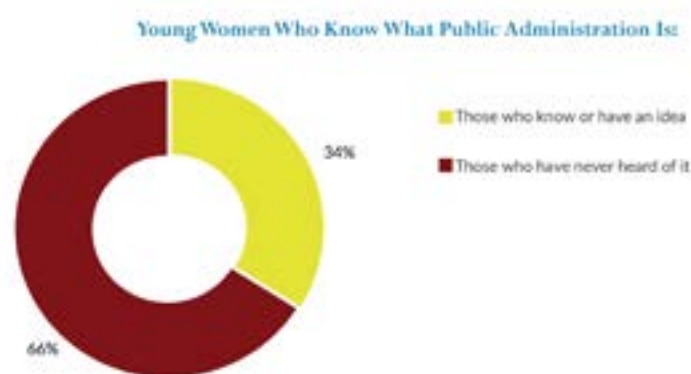
Adapted from Coetzee (1988: 18-20)

PUBLIC ADMINISTRATION

The Case for Young Women

An evaluative definition of Public administration is concerned with the pursuit of the public good and the enhancement of civil society by ensuring that the public service is well-run, fair, and that the services are effective in meeting the goals of the state. This is an architectural frame of how public policy is used to distribute resources through its implementation. Thus, in a country where policy is constantly changed in the way it is developed or managed like Zimbabwe, it is important to interrogate the situation in which young women find themselves to establish whether the current spectrum of public administration is inclusive of their needs or not.

To begin with, the process of developing policy in Zimbabwe is not inclusive. It employs a top down approach. Policies are developed by policy makers (bureaucracy, ministers, parliament) with very little consultation if any. The latest economic challenge has been reflective of how the government changes policies overnight which affect the daily living of citizens without consulting them. In this regard, placing a demand for the participation of young women in public administration initially seems like a farfetched reality especially considering that most young women do not know what public administration is or what it entails in their day to day lives.



The survey established that most young women do not interface with public administration in their day to day lives. 66% of the young women noted that they did not know what public administration is and how it can help them in their day to day lives. This response was mostly common amongst young women who never had much opportunities to advance in their education. A significant number of young women who completed their ordinary level education also could not define or relate any of their lived experiences to public administration and/or its functions. Only 34% could relate to the term but mostly from its functionary level.

The closed nature of policy development, administration of public services and distribution of resources also drives perceptions which hinder citizens from participating in public administration activities. As a result, young women are not motivated to research or become knowledgeable on such. It is therefore crucial to understand that young women who are largely confined to living in their private lives hardly have any opportunities to actively participate in public administration. The reflection in the pie chart above clearly shows the disinterest based on lack of knowledge.

However, it should be noted that there are opportunities for young women to participate from two different fronts which are internal and external. The internal contribution of young women who have been privileged to have careers in public administration as part of civil service, policy makers, and as elected officials and contribution of young women in communities externally occurs in different frames though it is significant for growth and development of communities. The table below highlights the different frames: -

Young Women's Contribution as experts (part of Public Service)	Young Women's Contribution as affiliates
Depending on rank/ grade of employment they can make decisions or implement decisions made at higher level. They can be involved in developing strategies, managing public administration activities etc.	Influence policy decisions based on their lived realities through feedback and demanding accountability. This can be done through evidence-based advocacy initiatives led by the young women themselves.
Monitor distribution of any resources meant for effecting public administration functions.	Offer feedback on how resources are being distributed and make recommendations for improvement on the distribution in public administration
Recipients of any outcome of public administration	Recipients of any public administration outcome as well
Research, management of services	Feedback and support essential for public administration and can offer their engagement in bottom up approaches to policy development.
Planning for policy implementation and its development	Engaged and consultative for inclusive process of policy development and any public administration processes.

Expectations of young women contributing to public administration in the way presented in the table above are made in functional public administration settings which are democratic and fair in the way they are managed.

It is very difficult to trace this effectiveness within the Zimbabwean public system. To begin with, Zimbabwe does not have publicly available data on the official number of women in the public sector. Zimbabwe has an estimate of 550 000 civil servants as of 2015 as reported by media. The figure rose from 350 000 in 2009 to 550 000 in 2015. A lot of the workers are being suspected of being ghost workers. There has been talk on the Civil Service audit since 2015 to date. The audit is not yet finished to date. Thus, the availability of disaggregated data on the number of women in the civil service is unavailable. Adding on, estimates on the number of young women in civic service and the status they occupy are also not publicly available. This made it difficult for the survey to ascertain the accurate contribution which young women are making in public administration in relation to the spaces they occupy therein.

³The Independent, March 29, 2015

⁴Country Meters, <https://countrymeters.info/en/Zimbabwe>

Despite this setback from both an external and internal point, young women are recipients of any outcomes of public administration whether positive or negative. In this regard, the roles which young women play in ensuring that public administration is effective are a time capsule. Young women are the largest strata of the Zimbabwean population. Women constitute 50.7%, of that figure, close to 60% are young women.

Given that the essential needs of women are mostly gendered, they place a demand on social services mostly than men. A gender responsive public administration architecture is sure to bring in development and growth for Zimbabwe. It is critical to map the needs of women within the context of policy development because they are essential to growth. Women demand critical services such as health, education, food, and sound economies because they are largely responsible for primary care giving in their families. Thus, the increase in their population ultimately leads to the demand of more jobs and wider livelihood opportunities which are effected by public administration as this survey report demonstrates.

Challenges facing young women in Zimbabwe stem from failing public administration processes. Zimbabwe is currently facing crippling service failures. The provision of basic social amenities such as water, shelter, food, education, psychological services and health services has reached the lowest peak since independence. In wake of this glaring challenge, young women have been the most affected. Responses from for this survey classified public administration failures in relation to young women's needs in the table below: -

Public Administration Failure	How it Affects Young Women
Policy uncertainty and inconsistency	Policy uncertainty and inconsistency is characterised by changing policy overnight and drafting of populist policies which are meant to drive politics not progressive development initiatives. This makes it difficult for policy to be inclusive of young women's needs as it prioritises a hold to power. Lately, Zimbabwe has also undertaken policy agendas which constrain opportunities for young women to progress economically through austerity which has driven a lot of young women into abject poverty. Effecting policies which do not benefit citizens such as austerity is a public administration failure as young women are prone to finding it difficult to have basic education and health services due to such.

Public Administration Failure	How it Affects Young Women
Inability to deliver basic services for young women	<p>Young women are at the receiving end of a lot of public administration services based on their sex and age. The core function of public administration which is to deliver services determines whether young women are going to live dignified lives or not. A typical example of this is the provision of health services as most young women are of childbearing age. At present the health sector is in dire need of complete overhaul for it to provide services. Health services have deteriorated with the protracted stand-off between the government of Zimbabwe and health practitioners. Adding on, the cost of educating young women from high school to tertiary level is no longer within reach of the average Zimbabwean. These and many other services are essential for holistic empowerment of young women. As is the failure of the state to provide them is a public administration failure which can affect growth and development options for young women.</p>
Failure as a lack of will power	<p>Even though Zimbabwe has made strides in providing legal and policy frameworks for empowering women. Reality shows that young women are largely marginalised in terms of accessing resources especially in regard to economic resources. Implementation of key policies which have been designed have largely remained a theoretical reality rather than a practical one. This leaves young women's needs at the tail end of development processes. During consultations, it was highlighted that the government has not invested in specific programmes which benefit young women with a specific target to meet needs pertinent to them. Affirmative action towards empowering women is never young women friendly. They are largely grouped under policy provisions for women or the youth at large. Such crowd framing indicates that public administration is failing to acknowledge the specificity of young women's needs.</p>

Public Administration Failure	How it Affects Young Women
Women are absent at decision making levels	The Zimbabwean constitution made quota which sets aside 60 seats for women which set representation of women in parliament at 34%. There is no clear provision on including young women. The short term nature of the constitutional quota, and its limitation to Parliament alone also demonstrates the myopia on women's representation. Thus, making it exceedingly difficult for young women to participate in public administration processes. This perpetuates the creation of gender-biased policies, public administration failures due to practices and attitudes that discriminate against young women which leaves out their pertinent needs.

Intentional efforts to develop public administration architecture which ensures that the needs of young women are met since they bear the brunt of public administration failure the most. In addition to this, joint capacity-building for young women in political parties, in local governments, for members of parliament and women in the public administration could expand participation of young women across a broad spectrum and strengthen young women's leadership in the public administration.

PUBLIC ADMINISTRATION YOUNG WOMEN'S PERCEPTIONS

A critical aspect of this survey was to ascertain young women's perceptions on Zimbabwe's public administration architecture given that a lot of their challenges are drawn from public administration failures as highlighted above. In wake of this, it is important to draw on their perceptions on public administration as a function of a key pillar of their empowerment. As earlier alluded to, a functional and effective public administration is critical for empowering young women holistically. Thus, to include them in wider and strategic participation, establishing their perceptions allows IYWD to design and develop programming which is relevant to the attainment of dignified futures of young women.

Perceptions on public administration for this particular survey were captured from two distinct levels of participation which young women contribute to which are grouped as

- Active Public Administration Actors- Civil servants, elected officials and policy makers
- Supporters and/or influencers – young women engaging with active public administration actors to benefit from its outcomes.

This distinction in the perceptions stood out during data collection for this survey as shown below:

Conceptualization - Respondents mostly viewed public administration as a career choice not a service to administer to the citizens. A lot of them defined public administration around their career choice and function of their job description. The reflections on public administration also showed that a number of young women do not see any opportunity for growth within public service and are employed primarily to earn a living. The majority of the respondents could not define policy or locate their contribution within the policy development cycle yet the work which they are doing contributes to it. In comparison to the older respondents who were included in perception analysis for control. They seemed to be more knowledgeable on public administration than young women.

Myths - Public Administration is Politics – 66% of respondents (both male and female) were not aware of what public administration is. During data collection, some respondents even displayed discomfort on discussing whether public administration is benefiting them or not. The challenge of apathy and polarization can be largely attributed to this. Majority of Zimbabwe have political trauma of violence in political spaces; thus, they are not comfortable interfacing with any processes which question or which make leaders account even for their benefit. This was largely one of the reasons why young women do not take the initiative to take up spaces within public administration.

Top Down Approach – Young women working actively within the public administration sector mostly alluded the top down approach delivering public administration services. Most of the young women interviewed highlighted that their responsibility is to deliver policy demands to citizens and to distribute any resources. Not a single one of the young women working for the public service had a clear idea on how policy is formulated and developed. They were however aware of how they should implement programmes with the public service as instructed from the top. Most young women interviewed were also not comfortable in discussing in detail what their jobs entail noting that they are not allowed to disclose information without permission from their seniors. This made it difficult to collect data which accurately maps the contribution of young working public administration.

Entry Level Positions - of the 86 young women interviewed through KII and Focus group discussions, the indication however is that young women occupy mostly entry level jobs in the public sector. Recent gains in women's higher education, where many have recently graduated from universities and other tertiary institutions following affirmative action, could help to establish a pool of qualified women at entry level. However, there is potential for these young women be supported to enter and progress through the public administration ranks.

Lack of clear accountability channels – young women interviewed were not consistently aware of the significance of accountability principles within public administration. e.g. the importance of feedback from citizens on policy. This is also largely attributed to the fact that the Government of Zimbabwe has not invested in a clear path for policy feedback which they actually respond to. Accountability in this regard is strongly linear.

They think public administration is for the learned – young women interviewed from communities assumed that public administration requires one to learn formally about it for your opinion to be considered or for you to participate in any process thereof. Young women are therefore not confident to participate in public processes because they think they are not knowledgeable enough to be included in such processes.

Too much bureaucracy – a lot of young women felt that there was a lot of bureaucracy trap for them to participate. A lot of platforms for them to participate do not allow for direct engagement for young women. Young women mostly participate in public administration through representation such as local government, traditional leaders, community groups. There are no platforms for young women to organise themselves organically within the public administration spectrum without risking being labelled as political antagonists.

Not contributing to agenda setting – Agenda setting's core component includes identification of policy problems. Due to the nature of volatile politics, young women felt that identifying where government is lacking was risky as they were afraid of being labelled as politicking.

Not sure if it is safe to participate – young women are not sure if it's safe to participate in anything to do with the government and this includes public administration. The challenge of apathy is currently rife. In cases where they actively participate, they require support of their local leaders. Thus, there is little or no organising on their own initiative because of this.

YOUNG WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

The Optics

This section denotes the outlook of public administration from the perspective of young women actively employed within the civil service and as recipients of public administration services.

Optics for young women employed as civil servants

Public Administration as a career choice – A career choice in public administration is not lucrative amongst young women especially if they have to work in bureaucratic spaces as technocrats implementing policy at different levels. The graph below shows the trends which affected the choices which made young women work for the public service.

Choices Influencing Career Choice in Public Administration for Young Women



Reflections from the survey indicate that more than 50% a lot of young women at entry level careers do not initially consider careers in public administration (or working for the government). Following findings in FDGs, some of the young women highlighted that they got jobs in public administration because it was one of the few options available but they would have preferred to work in the corporate sector or NGO sector due to the assumption that there is more remuneration in those sectors. 27% noted that they were interested in working for the government because it guarantees employment security since most of the contracts issued are permanent and guarantee of retirement package. It should be noted that Zimbabwe has an unemployment rate of an estimated 90% and a lot of the career choices are influenced by the guaranteed availability of an income. Young women have also found themselves settling for any career options. Only 14% of the respondents noted that they were interested in working for the government of which the bulk of the respondents were teachers and nurses. The interest was stemmed from passion and inspiration though not directly linked to the government being a favourable employer. In wake of this, it should be noted that young women working as active actors in public administration expressed much interest in the security which their jobs offer than what the jobs entail.

Against this background, it was difficult to ascertain their actual contribution to public administration as employees thereof. This is largely due to the unavailability of official disaggregated data on the specific numbers of young women working in the Civil service who are under thirty-five and the roles which they occupy in the government as bureaucrats. This also makes it difficult to map out the how young women are contributing towards public administration in their capacity as civil servants. Careers in public service are however not limited to the Public service only in Zimbabwe. They are also career opportunities presented by local government which facilitate for public administration. Amongst the respondents, there were young women making careers in public administration at a local government level. These are identified as: -

- Councillors
- Ward and Village Coordinators
- Traditional leaders and their supporting staff

The active participation of young women in politics has awarded young women an opportunity for them to contribute to public administration processes through leadership roles which they take up in their political careers.

It however should be noted that, they are fair opportunities for promotion of young women within the public service as most of them alluded to during key interviews and focus group discussions. The public service act makes a clear provision for promotion on merit for both men and women. The government of Zimbabwe though struggling with resources, has invested in gender mainstreaming in drafting of law and at practice levels as revealed by this survey.

The critical question to be asked is that, with the opportunities provided by legal provisions and employment benefits by the government, how can this be harnessed to ensure that young women also effectively use these positions as transients of power to influence policy development towards a clear benefit of young women?

In terms of young women contributing from a technical point to the public service, the survey established a more generalised role. The pool of potential for young women working in the government is academically impressive. Thus, it is reflective of the technical potential which young women have to participate in public administration as bureaucrats. Out of 86 young women respondents engaged for the survey, 43% have undergraduate degrees and 100% were suitably academically qualified for their roles upon inquiry. It is however not peculiar to their age and status within the employment grades which they are under. The GoZ does not have sufficient and official data publicly available on this. The harmonisation of data on how young women can revolutionary bring change and transformation within public administration needs to be documented so that any plans, policies or strategies promoting their contribution can be informed on this.

Adding on, the presence of young women within public administration is critical for agenda setting for young women's needs in the different ministries in which young women are working in. Though not quantified, the presence of young women in government departments is visibly noticeable. This is presented as observation proof as most of the departments were able to release young women as respondents for the purposes of this survey. The government has currently frozen posts so an increased uptake of more young women is not expected soon.

Optics for Young Women as recipients of Public Administration Services

Young women are classified as citizens in their regard as recipients of public administration services and any benefit stemming from their right to have their needs protected and provisioned for by the state. In terms of research on public administration, priority has mostly been given to institutions, state apparatus, bureaucrats and very little data exists on how citizens provide transitional opinions and ideas which can make public administration more effective and efficient in its delivery of services. Within the context of the survey, the contribution of young women in public administration is critical in shaping development outcomes not just for the benefit of young women but also for the communities which they come from. Their projected contribution confronts a top down approach to public administration which has relatively downplayed the significance of critical buy in of policy development by citizens in Zimbabwe. This is largely due to policy inconsistency which is rife and politics of patronage.

The participation of young women is stemmed from trust of the government and public administration actors. As established by this survey – a combination of attitude and trust of the young women as beneficiaries of public administration processes and functions is critical in ensuring its success as well as their successful participation as is being sought by IYWD. Survey perceptions on whether young women trust public administration functions and processes for them to participate in Zimbabwe are shown in the table below: -

Public Administration Service	Comments on Survey Rating on Young Women's Access to Public Administration Services
Engagement in community development plans (VIDCO and WIDCO meetings)	There is very little or no engagement of young women in communities in these platforms. Incidents of engagement are facilitated by structured partnerships effected by NGOs/CBOs. in the absence of such initiatives, young women are hardly consulted. Respondents without connections to any institution noted that it was very difficult to get their opinions through if they were not approaching their local leaders without the support of other actors termed as partners. Thus, through advocacy there is room for young women to participate.
Specific Consultations for young women from - government departments, councils, traditional leaders	There are no specific consultations for young women in regards to their opinions of public administration successes or failures especially those which mostly affect them. 62% of the total respondents recognised the need to have such a platform whilst the remaining 38% did not understand the value of such.
Inspiration from the way public administration actors work e.g. civil servants, councillors or any other elected officials or traditional leaders	The greater indication was that young women project very little trust for public administration officials. Most of them highlighted that corruption, selective distribution of resources along political affiliation, demands for bribes, little or no resources for implementing programmes or policies, poor performance of the economy made every difficult for the young women to award trust in public administration officials. This was cited as one of the major reasons for young women to participate in public administration process as supporters or beneficiaries thereof.
Does media report on enough information on how young women can participate in public processes	Reflections on coverage of public administration through media indicated that there is virtually none. At local level there is little or no information filtering through on public administration or related governance issues. This is stemmed from the fact that there is traumatic history of political violence and polarization which citizens associate with government and the public service. Most respondents cannot tell the difference. Access to different forms of diverse media is also very limited. Thus, participation of young women in public administration is limited due to lack of information.

Public Administration Service	Comments on Survey Rating on Young Women's Access to Public Administration Services
Opportunities available for young women to be trained to participate in public processes e.g. elections, accountability	Since the survey was conducted in farming and mining communities which are predominantly rural, opportunities for trainings or participation in public processes at national and local level are non-existent unless they have been initiated by NGO actors.
Reputation of civil service in communities targeted for the survey	The reputation of the civil service in the communities varies with the nature of the service being offered. There was notable admittance of low morale amongst the civil servants to a point where young women almost sympathise with them for failing to deliver services. In some cases, respondents noted that there are no resources such as transport for civil servants to reach out to them to offer essential services for young women. Others went as far to justify rife corruption amongst civil servants as they said it is due to low remuneration which they are getting. This reflection is problematic as it affects the accountability frame of communities which young women are expected to participate in so that they influence the creation of corrupt free communities.
Involvement of young women in policy making	Policy in Zimbabwe is framed from a top down approach, thus young women who are largely discriminated against due to their sex and age are hardly consulted if they are not a part of institutional frame creating policy. They mostly are engaged- if lucky at the implementation stage.
Channels for reporting any complaints linked to the provision of any public services by young women.	Theoretically, young women are able to report any public administration failures but at a practical level young women are afraid or are mostly unaware of the channels which they can take if they face any public administration challenges.
Volunteering opportunities in public administration	Mainstream Public service does not have volunteering programmes for young women though it does create partnerships with young women's organisations not individuals or groupings without institutional repute. It does provide internships for college and university students which gives them an opportunity to contribute. At local level room for volunteering is more flexible as communities have structures such as VIDCO and WIDCO, but participation of young women is depended upon how receptive local government leaders and other stakeholders are for young women to participate

Public Administration Service	Comments on Survey Rating on Young Women's Access to Public Administration Services
Health Sector and services, it provides for young women	The deterioration of the economy has affected provision of SRHR services for young women. This has been a long-standing challenge which young women mostly complained about. It was highlighted that young women need to take a lead to make leaders account and deliver health services for them. In terms of administration of health services for young women, the challenge of availability of resources has been the greatest impediment.
Economic sector and services which it provides for young women	Young women are still not prioritised in economic development programmes even at local level. Most respondents noted that young women are at the receiving end of economic policies which they are never consulted about. Thus, there is the absence of gendered budgeting targeting the needs of young women directly. This can create leverage for opening up space for young women to plan and strategize for community development if resources and support is offered through the public service infrastructure.
Education sector and services, it provides for women in public administration	The challenge which was highlighted on this issue is that young women do not have much access to political education to make them actively participate in public administration. young women are therefore underrepresented in this regard. The confidence for young women to participate is stemmed on their knowledge levels on public administration issues and its virtually not available. Thus, young women remain underrepresented in decision making processes concerning public administration.
Room for mentorship in public administration for women	There is considerable room for mentorship in public administration especially in form structures of employment such as the public service. Respondents noted that the government offers periodical trainings on policies and publishes circulars in regard to any policy changes or introductions as it deems fit. Though this is a top down approach to policy development, the public service has maintained a consistent capacity building in regards to their efforts in public administration. However, for young women who are not formally employed within institutions set up for public administration, mentorship is a near foreign concept as older women have also had it hard historically to breakthrough spaces of influencing policy development.

ENABLING FACTORS FOR YOUNG WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

An analysis

The participation of young women in public administration and in any other decision-making roles is positively correlated to the development of sound economies, democratic societies and attainment of gender equality. The core objective of public administration is to ensure the facilitation of provision and protection of fundamental rights of citizens through effective service provision and distribution of resources by the responsible institutions as mandated by the state. For public administration to serve its core purpose of projected growth and development of communities, they should be considerable enabling factors which are reflected in the findings of this survey in particular regards young women's contexts. These are noted as: -

Zimbabwe's Legal Frame – refer to the table below: -

Laws /Policy	Public Administration Provision for Women
The Public Service Act (Chapter 16:04)	Requires that there be no discrimination on the basis of gender when either appointing or promoting employees in the Public Service. Thus, this facilitates for young women to have fair chance to contributing to public administration without discrimination based on their age.
Gender Policy	Promotes the key inclusion of women despite their age in strategic spaces for development such as economy, politics, environment, ICT, health etc. Services delivered within the spectrum of such are facilitated by effective public administration in which young women should actively participate.
Labour Relations Act	Seeks to comprehensively deal with the question of gender discrimination in employment. Therefore, discrimination at law should not be an impediment to the participation of young women in public administration.

Devolution programme as enshrined in Chapter 14 of the Constitution - it is premised on empowering provincial government councils to spearhead economic and social development by leveraging on local resources. The practice is expected to be implemented at every tier of government – national, provincial and local level- with each tier mandated to develop its own policies and to implement them. It has core emphasis on Socio-Economic development which frames the provision of services. This presents an opportunity for young women to contribute in governance processes of their communities as well as public administration responsibilities in both their capacity through formal public administration institutions or just as active citizens.

The devolution process pushes for a bottom up approach to policy development which can be fundamentally worked on to ensure the participation spaces for young women are opened up for them to contribute in their different capacities. It therefore requires a more consultative approach to public administration based on the promotion of accountability, democracy and inclusive participation for young women. Guruve, Shamva and in Mazoe young women are involved in Council budget meetings through initiatives which IYWD has made. They are also participating actively in VIDCO and WIDCO planning meetings as well. The same structure is being created for Hwedza district. Such initiatives can give young women a leverage to participate in public administration. It should however be noted that devolution has taken a slow start in Zimbabwe as the survey findings established. There is still a lot to be done to capacitate councils, administration institutions up to national level. Upon inquiry, the old structure of governance is very much on with councils and provincial administrative offices operating on command from then national government especially on politically contested issues. Thus, a trace of newly developed policies reflective of local culture and practices in economic, political and social spaces is conspicuously absent. More still needs to be done for ensure that devolution works for young women.

Multi- Stakeholder Partnerships – Established partnerships between local community leaders and government departments have been effective in supporting the inclusion of young women in public administration. Most respondents alluded to their keenness to participate from the knowledge and information they got from participating in activities designed to empower young women to participate in such by local NGOs. However, there is need to build more trust between government institutions and organisations for more space to be opened up for young women to participate in public administration. In contrast, young women who were interviewed as non-members of institutions projected fear in participating in public accountability processes as they largely viewed it as toxic politics which does not guarantee their safety.

Investment in gender equality – Zimbabwe has invested in the development of sound policies in regards to gender equality which if implemented in practice can contribute to the increase of young women's participation in gender equality. Laws and policies in Zimbabwe do not expressly discriminate against the participation of young women in public administration processes. Challenges in participation are stemmed from traditional and social practices and attitudes which contribute largely to discrimination against women. These affect almost all aspects of young women's participation. The gap between law /policy implementation has been widened by failure to implement them. Increase in investing in gender equality can promote the inclusion of women in public administration. Public administration requires inclusion as to have strategic buy-in for it to succeed in all its aspects. Thus, discriminatory practices and norms have affected how young women participate and addressing them can lead to greater improvement in the participation of young women.

CHALLENGES FACING YOUNG WOMEN IN PUBLIC ADMINISTRATION

There are many barriers to women's full and equal participation in public administration and leadership. Contextual issues of discrimination are rife within public administration.

Apathy – young women are not clearly motivated to participate in public processes. The contribution of young women in public administration is premised on their need to create and strengthen their urgency to ensure that their needs are adequately met through public administration functions. Stakeholders who took part in the survey largely complained that young women do not initiate participation unless actors from outside take the resolve to do so. In this regard, young women noted that they cannot participate in spaces which project to be predominantly led by men. A lot of public administration posts are led by men as ascertained by the findings of the survey. Thus, most young women shy away from participation because public spaces are predominantly patriarchal.

Confinement of young women in Private spaces - Women in the Public Service find it difficult to balance career and domestic responsibilities. Respondents noted that this affects their work in public. Young women are disadvantaged because of their care responsibilities and 'double burden' in the absence of flexible working arrangements and similar mechanisms. Thus, participation becomes an added burden for them. Traditional gender relations in the domestic sphere have been more resilient than in the public domain. It is therefore important that attention be paid to changing the gender division of labor and to sharing domestic responsibilities in the home in order to address gender equality issues within the spectrum of public administration. In order for young women to effectively participate, it will require a programme of life skills for young women in public sphere, so that they can negotiate the difficult terrain both in the domestic and the public arena.

Lack of knowledge and unequal access to education – the absence of knowledge hubs on how young women can interface with public administration also exacerbates the challenge of participation for young women. Young women cannot be expected to participate from an uninformed perspective.

Limited capacity of gender machinery - Gender focal points in government institutions need strengthening so that they practically implement some of their gender mainstreaming activities to benefit young women. This will cover the gap between theoretical and practical implementation of public administration functions.

Weak Gender Budgeting Frames at national and local level - Financial constraints are raised regarding gender sensitization within the public administration sector. This coupled with weak coordination mechanisms, corruption and lack of transparency affects the participation of young women in public administration. Government budgeting is rather rigid in distributing resources for practically empowering young women to strengthening public administration related activities from national to local level. Gains on this front have therefore been slow due to lack of resources.

RECOMMENDATIONS

Following the findings presented in this report, the following recommendations are proposed to add value in promoting the participation of young women in public administration. The survey makes clear recommendations on the significance of involving young women in public private sector partnerships and new public management which merges the efforts of public administration and citizens in efforts to ensure effectiveness. These put the interaction and engagement of public administration actors and institutions by young women. These can be implemented on the five core pillars. This is reflected in the table below: -

Pillar of Young Women's Participation in public administration	Recommendation
Communication	<p>Participation requires strategic communication. One of the key challenges is the absence of key information in formal and informal channels to promote the participation of young women in public administration. In terms of promoting young women's participation, young women not only need to have enough information on what public administration entails but they also need communication channels to create their own agency and have a voice in influencing public administration functions to their benefits. Secondly the advent of new media especially social media platforms presents an opportunity for young women to map out their public administration needs. It should present a space for facilitating evidence-based advocacy in relation to any public administration functions.</p> <p>Young women need more outlets to have their voices heard and this motivates them to participate. Thus, social media can present that opportunity.</p> <p>In terms of confronting discriminatory practices which are hindering young women to participate, it is critical for IYWD to consider developing a communication strategy for local communities which is aimed at facilitating dialogue which promotes gender equality. Over and above that, the communication strategy must also promote participation of young women in leadership positions interactively with key stakeholders and actors in public administration.</p>

Pillar of Young Women's Participation in public administration	Recommendation
<p>Economic and political reforms (Resourcing)</p>	<p>To create a functional public administration system which young women can benefit from, the government needs to genuinely commit to political and economic reforms. The challenge of polarisation and apathy has its roots in a flawed political system in Zimbabwe. Young women need to have a quota allocated for them to participate in political spaces from local level up to national level. This will widen opportunities for young women to participate in public administration in wake of devolution.</p> <p>Therefore, there must be the inclusion of explicit legal provisions that promote equality between women and men and for equality in decision-making, specifically in public administration, including through the use of temporary special measures, such as gender equality quotas.</p> <p>Practically, the government can set targets for increasing young women in the civil service, promotion and retention. More so, government needs to bring in more financial resources which are specifically aimed at promoting the participation of young women in public administration. These can be invested in educating young women, supporting their political efforts since most of them do not have resources to do so for example</p>
<p>Young Women Inclusive Planning</p>	<p>Young women must be included in community development planning initiatives. For example, communities can agree to a Veto process where planning is not validated if young women are not part of a community development initiative. This will require investment in sensitizing young women on how significant their contribution is. Adding on, it will also entail that they participate, and their needs are likely to be met where they have a voice.</p>

Pillar of Young Women's Participation in public administration	Recommendation
Creation of a young Women Friendly Public Service	<p>The Government of Zimbabwe must harmonize laws governing public administration (The Public Service Act) in accordance with international normative frameworks (CEDAW, Beijing Platform for Action, etc.). Include specific requirements to advance young women's equal participation in decision-making in all instruments, and provide necessary budgetary allocations to implement those actions.</p> <p>Adding on, it must Improve institutional coordination between the ministries or agencies in charge of public administration and gender. This will allow for continuous assessment on the involvement of young women in mainstream public administration to ensure that they occupy core spaces within the public services to ensure growth not only in their careers but in the communities they will serve as well.</p> <p>The government can also strengthen the role of gender focal points in various areas and sectors of government, setting them up where they do not exist and supporting knowledge sharing among them with particular reference to young women.</p> <p>There is also need for research and discuss, in internal and external participatory consultations, issues that impact women's ability to access decision-making positions. These should not remain a prerogative of Non state Actors only. There must be continuous investment on gender analysis to all policies and practices within public administration.</p>
Monitoring and Evaluation	<p>A monitoring and evaluation frame must be developed to ensure that young women in their different capacities are able to participate in public administration functions either formally or informally. Effective monitoring and evaluation is premised on young women's peer education on accountability mechanisms in public administration. They should monitor what they are knowledgeable on and should be able to spread the same learning amongst their peers. More so, community sensation on public administration functions can help the acceptance of young women as critical actors in facilitating functions of public administration in their local communities.</p>

