

Final Report

Context Analysis for the Adolescent Mothers' Education Initiative (AMEI)

September 12, 2022

Submitted to



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Acronyms

AMEI	Adolescents Mothers Education Initiative (AMEI).
APEA	Applied Political Economy Analysis
CA	Context Analysis
CAMFED	Campaign for Female Education
CCW	Community Case Care Worker
BEAM	Basic Education Assistance Module
DIPA	District Integrated Performance Agreement
DOP	District Operational Plan
DSD	Department of Social Development (DSD)
DSI	District Schools Inspector
ECOZI	Education Coalition of Zimbabwe (ECOZI).
EOL	Education Out Loud
FAWEZI	Forum for African Women Educationalists Zimbabwe Chapter
INGO	International Non-Governmental Organisational
MOHCC	Ministry of Health and Child Care
MoHTEISTD	Ministry of Ministry of Higher and Tertiary Education, Innovation, Science, and Technology Development
MOPSE	Ministry of Primary and Secondary Education
MoPSLSW	Ministry of Public Service Labour and Social
MSG	Mother Support Group
MWACSMED	Ministry of Women Affairs, Community, Small and Medium Enterprise
Development NAC	National Aids Council
NFE	Non-formal Education
MoYSAR	Ministry of Youth, Sports Arts and Recreation
PIZ	Plan International Zimbabwe
POP	Provincial Operational Plan
PSNE	Primary, Secondary and Non-Formal Education
RMT	Rosaria Memorial Trust, Care International amongst
ZRP	Zimbabwe Republic Police
RTI	Research Triangle Institute
SDC	School Development Committees
UNFPA	United Nations Population Fund
UNESCO	United Nations Educational and Scientific and Cultural Organisation
GPE	Global Partnership of Education
RTE	Right to Education
VFU	Victim Friendly Unit
VHW	Village Health Worker
PEA	Political Economy Analysis
PGAM	Pregnant Girls and Adolescent Mothers
WVZ	World Vision Zimbabwe

Acknowledgements and Affirmations

We are deeply indebted to the staff, senior management, and leadership at World Vision and who provided technical assistance in the carrying out of this Context Analysis (CA). We would like to thank all the school management (headmasters, and school development committees), teachers, learners, parents, education partners and community leaders who spared their time to participate in this analysis. Their invaluable insights and comments are greatly appreciated.

Executive Summary

WVZ commissioned a Context Analysis study to analyse key power dynamics and social, political, economic, and other incentives operating within Pregnant Girls and Adolescent Mothers (PGAM). WVZ is implementing the Adolescents Education Initiative (AMEI) Project. The AMEI project seeks to ensure PGAM have access to education. The project aims to support re-enrolment, retention, progression, transitioning and completion of education by PGAM. For WVZ to achieve these education outcomes, there was a need to identify contextual issues that affects or influence PGAMs' access to education in Nkayi district in Matabeleland North province. The purpose of the context analysis was to analyse key power dynamics and social, political, economic, and other incentives operating within Girl Education including access to education and continued education for PGAM. The focus was on the broad Education governance and the critical sector specific questions relating to the re-enrolment of PGAM into the education system

The CA was conducted using qualitative data collection methods. These included focus group discussions, and interviews with key informants. The respondents for the included learners, teachers, parents, caregivers, and community leaders.

Nkayi is a rural district in Matabeleland North, with poor rainfall hence most inhabitants cannot produce much food for consumption. It was noted that young boys and girls in secondary schools are losing interest in education because of lack of resources and financial support from parents. This is fuelling child marriages as young girls are being forced into early marriages to try and escape the biting poverty for marriage to sustain themselves. Enabling institutions both formal and informal for PGAM.

It was noted that there are several line ministries implementing programmes having put in place various programmes to capacitate young girls with skills that enable them to be productive in society. Most of these ministries have dedicated personnel leading the initiatives. The Department of Social Development (DSD), Ministry of Health and Child Care (MoHCC), Ministry of Youth, Sports Arts and Recreation (MoYSAR), Ministry of Primary and Secondary Education (MOPSE) and the Ministry of Women Affairs, Community, Small and Medium Enterprise Development (MWACSMED) have specific initiatives that are targeted for PGAM. These include income generating activities, health screening exercises, empowerment programmes, education and training, edutainment, sport, counselling among others. The school curriculum also provides for teaching "unhu-ubuntu", and the teaching and learning of life skills through Guidance and Counselling. It was also noted that advocacy activities to sensitise communities on second chance education and re-entry of teenage mothers were provided for by the MOPSE.

The research also noted that, there are various education partners in the districts providing support to PGAM. This includes bursary support, school feeding, establishing business, peer education, teaching and learning of life skills, life skills, care givers& intergenerational dialogues, mentorship, GBV and child marriages talks. Others also focused on adolescent HIV positive mothers meeting

them once a month with young mentors facilitating learning through reading camps and strengthen Child Protection Committees.

Other structures such as traditional leaders, School Development Committees (SDCs), school clubs were also cited as sources of support. At community level, *Village Health Workers (VHW) mentor girls however they have multiple roles and are usually overwhelmed*. Mother Support Groups (MSG) identify needy girls, mobilize food and uniforms for them. Church leaders engage parents and children and support them to deal with stigma associated with re-entry for PGAM. Village Heads reported that they call for meetings mobilizing parents to send their children back to school. Councillors support the implementation of all programmes brought into their constituencies by Civil Society Organizations Community Case Care Workers (CCWs) engage children on the benefits of remaining in school and the dangers of being out of school including skills development.

It was also noted that there is need to garner for political will amongst all stakeholders to bring them PGAM into school. Communities and adolescents are not fully aware of the provisions of the Constitution of Zimbabwe, the Education Amendment Act and Policy Circular P.35. Teachers are not fully oriented to handle PGAM returning to schools, so are the schools in terms of infrastructure. Therefore, it is recommended from the findings of the CA that there be dialogues with various stakeholders about the importance of second chance education for PGAM. It is recommended that the government provides budgetary allocation for PGAM re-entry including prioritizing them on BEAM allocations. The Government of Zimbabwe (GoZ) through Ministry of Primary and Secondary Education (MoPSE) to consider the allocation of resources towards transforming school environments (social, academic and physical) to accommodate PGAM needs for access, continuation and completion of their education. The School Financing Policy presents an opportunity for prioritization of PGAM's needs. Additionally they should put in place guidelines to enable schools to receive, manage and support PGAM returning to schools, remove conditions or requirements for pregnant girls to stay in school and come back whenever she is ready, as well as put in place adjustments and services to facilitate her return to education, including but not limited to, free childcare, abolition of school fees, and the elimination of stigma and bullying. Teachers, non-teaching staff and school administrators should be trained on gender responsiveness and managing PGAM re-entering school including the policies and circulars that relate to PGAM. There is also a need to sensitise school authorities, communities, PGAM, and other learners on the right to education for all and policies that support or promote this right.

1.0. Introduction

In the Sub-Saharan Africa 32.6 million girls of primary and lower secondary school age are out of school. This number rises to 52 million when considering girls of upper secondary school age (UNESCO/UIS 2019), with more millions at risk because of the COVID-19. This is largely necessitated by political, economic, and cultural factors including growing poverty, and limited investment in the public sector owing to declining economic growth in most countries in the south of the Sahara. When these political, and socioeconomic challenges perpetuate, families begin to lack the income for food, transport, school fees, uniforms, and essentials like sanitary pads. The major victim for these political and socio-economic challenges are girls who are the first to drop out of school. They are the first to be failed by the system, facing the perils of child marriage, early and unintended pregnancy, and abuse. Without the choice to write their own futures, their endless potential is wasted. The lockdowns introduced during the COVID-19 pandemic worsened household poverty, food and income insecurity and gender-based violence. The impact of school closures, particularly for more vulnerable and disadvantaged communities, affected the continuity of education given the context and the restrictive circumstances. Most parents are in the informal sector and their business chain was severely disrupted by Covid-19 pandemic hence most of them found it difficult to pay the fees and levies demanded by schools. These challenges pushed many girls to enter child marriages or transactional sex resulting in many teen pregnancies and girls dropping out of school. High numbers of teenage pregnancies and child marriages were recorded than in any other years.

Considering these issues, WVZ is implementing the AMEI project to ensure PGAM have access to education. The project aims to support re-enrolment, retention, progression, transitioning and completion of education by PGAM. For WVZ to achieve these education outcomes, there was a need to identify contextual issues that affects or influence PGAM and girls' access to education in Nkayi district in Matabeleland North province. To this end, WVZ commissioned a Context Analysis study for the Adolescents Mothers Education Initiative (AMEI). The purpose of the context analysis was to analyse key power dynamics and social, political, economic, and other incentives operating within access to education and continued education of PGAM. The focus was on the broad education governance the critical sector specific questions relating to the re-enrolment of PGAM into the education system.

1.1. Rationale or background of the Context Analysis

Globally 129 million girls are out of school, including 32 million of primary school age, 30 million of lower secondary school age, and 67 million of upper secondary age. The COVID-19 pandemic has exacerbated the issue of PGAM. According to UNESCO, at least 11 million girls in primary, secondary and tertiary education are at risk of not returning to education following COVID-19 school closures. For instance, in October 2020¹, over 400 girls from four districts in the Manicaland

¹ The Herald 12 October 2020 (<https://www.herald.co.zw/400-drop-out-over-pregnancies-illness/>)

Province, Zimbabwe were reported to have dropped out of school owing to pregnancy, marriage, financial challenges and illness. The Ministerial statement by the Minister of Women Affairs, Community, Small and Medium Enterprises Development Dr Sithembiso Nyoni on the 4th of March 2021², highlighted that 4959 teenage pregnancies as well as 1774 child marriages countrywide were reported between the period Jan-February the 5th 2021.

PGAM face various barriers to continued education including the absence of strong and effective strategies for implementation of laws and policies that support re-entry and continued learning. There is limited capacity and resources to implement policies, absence of enabling environment to support continued education for example fees and levies including other costs of education, childcare, negative religious and social norms and attitudes, stigma which deter re-entry to education. Consequently, PGAM are failing to enjoy their right to education, presenting a variety of negative implications for theirs and their children's wellbeing.

1.2. About the project

The AMEI project brings together local, national, and transnational actors for positive change in girls' education by challenging policy, practices, and barriers to access to education for PGAM. The AMEI will bring to bear data and learning from national level Research Triangle Institute (RTI) research and a local level social Accountability approach- Citizen Voice and Action to inform and design, formulation, implementation, and monitoring of right to education policies. The AMEI project seeks to empower girls and communities as advocacy agents through a phased approach from at the local level, a local to global advocacy alliance focused on the continued education of PGAM. The project will be implemented in Nkayi district in Matabeleland North Province. The specific goals and outcomes of the project are as follows:

Project Goal:

The project seeks to contribute to enabling PGAM to access, continue and complete free, safe, quality, and inclusive education.

Project Outcomes

- Communities, faith leaders, PGAM, service providers and local government authorities have more positive attitudes and behaviours toward the continued education of PGAM and are capable to collaboratively formulating an agenda towards supporting PGAM.
- National level actors (civil society, INGOs, Government actors, donor representatives) are engaging in, and supporting, the continued education of PGAM.
- National laws, policies, plans, and programs support the continued education of PGAM and are implemented.
- Increased transnational awareness, knowledge, learning and engagement around PGAM

² Parliament of Zimbabwe National Assembly Hansard (04 March 2021 Vol47 No 29 at [NATIONAL ASSEMBLY HANSARD 04 MARCH 2021 VOL 47 NO 29 \(parlzim.gov.zw\)](http://NATIONAL ASSEMBLY HANSARD 04 MARCH 2021 VOL 47 NO 29 (parlzim.gov.zw))

1.3. Objectives and key questions for the Context Analysis

The Objectives of the Context Analysis were:

- To identify the key power relations, dynamics and trends in governance systems, structures and processes related to PGAM access to education in Zimbabwe. This included overt and covert intermediaries, values and norms for decision making, as well as enabling institutions both formal and informal for PGAM.
- To undertake a stakeholder mapping and power analysis for education for PGAM with a view of identifying overt and covert power brokers, structures and systems that enable these power brokers, incentives and rewards for the intermediaries and the formal and informal institutions enabling perpetuation of the perceived or real power of these power intermediaries.
- To identify key obstacles that prevent active and influential advocacy and use of evidence for transparent, accountable, and inclusive access to, continuation and completion of education for PGAM.
- To identify key enablers that promote and influence advocacy and use of evidence for transparent, accountable, and inclusive access to, continuation and completion of education for PGAM.

Research questions

To provide recommendations on both immediate and long-term approaches/strategies that WVZ and its partners can use to ensure inclusive education policy advocacy agendas addressing the needs of PGAM.

The following research questions guided the context analysis:

- What key power relations, dynamics and trends in governance systems, structures and processes related to PGAM access to education in Zimbabwe exist at the National, District and Community level?
- What are the overt and covert intermediaries, values and norms for decision-making exist? What are the enabling institutions both formal and informal for PGAM exist at National, District and Community level?

Collaborations/ Consortium

The AMEI project is being implemented by World Vision Zimbabwe (WVZ) in partnership with the Education Coalition of Zimbabwe (ECOZI). The initiative is being funded by the Global Partnership of Education (GPE) – Education Out Loud (EOL) Fund. In this consortium, WVZ's roles include mobilising actors, including Children, to engage duty bearers, empowering communities to develop strategic external relationships, and raising awareness of and mobilising support around, Right to Education (R.T.E) in communities to develop strategic external engagement. WVZ will also generate evidence of need, which will be used to influence policy at national level and policy implementation across Zimbabwe and at transnational level. ECOZI's role is to promote education for all in Zimbabwe through coordinating civil society voice in education advocacy. Within this

project, ECOZI will utilize evidence generated by WVZ to engage policymakers at a national level and transnational level, and influence education policy formulation, implementation, and review. EQL will fund the initiative, it is a fund for advocacy and social accountability that supports civil society to be active and influential in shaping education policy to better meet the needs of communities, especially of vulnerable and marginalized populations.

Stakeholder and power mapping:

The context analysis was complemented by a detailed stakeholder and power mapping analysis process. This analysis was done participatorily during key informant interviews and focus group discussions with study participants. The consultants guided the respondents to identify key stakeholders at community, district, provincial and national level that have an impact on PGAMs access to education. They were also guided to highlight the level of influence or power that these stakeholders hold on the project (supporting education for PGAMs). The stakeholder mapping was used for identifying 'Game changers or interlocutors' and a power analysis for 'Engagement dynamics'. A tool was developed and used by the consultants to document the results of this analysis.

2.0. Context Analysis Approach or framework

The context analysis was done using the Political Economy Analysis (PEA) approach to analyse national, provincial and district level situation for PGAM. The Applied Political Economy Analysis (APEA) thoroughly analyses the interplay between politics and economic processes, and how power is yielded by different groups of people in society. It also analyses the contribution of formal and non-formal institutions (laws, policies, informal social & cultural norms that shape human interactions), interests of various groups in society and how these interests promote or block the achievement of intended development goals in society, and the impacts of norms, values, and ideas (cultural, social, religious, and political) on human behaviour in society. This approach helps to understand the underlying politics, influencing factors or enablers/blockers, and key decision makers or actors that can affect development projects and project outcomes. For this context analysis, the APEA facilitated the identification of the key power relations, dynamics and trends in governance systems, structures and processes related to PGAM access to education in Zimbabwe. It also helped to analyse overt and covert intermediaries (actors), values and norms for decision making, as well as enabling institutions both formal and informal for PGAM.

APEA framework component	Description	Key Questions	Methods
Foundational factors	Factors or characteristics of state-society relations specific to history, geography, economics, public revenue, social and cultural and other aspects which underpin government decision making. (Noting that informal institutions should be included in this analysis for how they influence the formal institutions)	<ul style="list-style-type: none"> • What is the source of revenue for this community, the nation state, including an understanding of domestic versus aid revenues? • Are there major ethnic cleavages or other social or geographically informed divisions in this community/ subnational or national state that are politically significant (e.g. because they isolate/marginalise certain groups)? 	Secondary data, + Good Enough Context Analysis for Rapid Response (GECARR), constitution
Rules of the game	Level of alignment with the constitutional provisions, consistency in inclusive education policy implementation at district and community level, nature of political	<p>To what extent does the constitution form the main reference for the formulation of formal rules (legal and policy frameworks) of negotiation and political competition?</p> <ul style="list-style-type: none"> • What do ordinary citizens expect their elected representatives to deliver in exchange of voting for them? 	Primary sources and document review – selected interviews, focus group discussions

	competition between players and stakeholders who promote PGAM education, Civil servants and CSO staff behaviours (consistency and predictability), mechanisms for citizens including PGAM to raise issues on education.	<ul style="list-style-type: none"> To what extent do civil servants, civil society and private sector organisations follow public, transparent, known rules so that their behaviour is routinized and predictable to the public? What are the prevalent formal and informal (e.g., personalised networks) mechanisms available for citizens to engage with government (national, sub-national and local)? On what the basis would citizens make any demand/ claim on their government and how they would make such demands/claims 	with stakeholders
Game changers or interlocutors	Identifying individuals, groups and organisations with power and capacity to be heard by MoPSE and other stakeholders on PGAM education matters.	<ul style="list-style-type: none"> On this issue, and considering the rules in use, which individuals, organisations or groups have the power and capacity to make their voice heard and can be taken seriously by the government? Do these groups have interests that overlap – actually or potentially – with those of poor people? Which individual actors might be particularly influential, and what are their interests? 	<p>Listing game changers from research documents searches + focus group discussions with stakeholders; Alignment, Interest, Influence, Matrix (AIIM)</p>
Engagement dynamics	Who is doing what and with whom?	<p>What is the actual decision-making processes regarding this activity or issue?</p> <p>Which actors are involved and how in the which decision making? Are and, if so, how the behaviours around this decision making changing over time? Are there internal and external factors for these behaviours change?</p>	<p>Outcome Mapping, Outcome Harvesting</p>

Decision logics to help staff identify how they might start to use APEA principles in their work	Key actors working for or against PGAM education, how do they do it to succeed, and how do they do it to fail, what are their dependences for them to succeed or fail, what informs their decision to work for or against PGAM (deep values and beliefs, culture or religion, political party dispensation or mood).	What do the key actors on this issue (e.g., those working for or against providing adequate schools) tend to do repeatedly? <ul style="list-style-type: none">• How do they go about it to succeed and what tends to happen for them to fail?• What might be informing these behaviours that is beyond the points of action (e.g., deep beliefs in a community, political party dispensation etc).	Outcome Mapping, Outcome Harvesting
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3.0. Methods

The CA was carried out to deepen the consortium's understanding of the inherent, dynamic power relations around education policy and governance.

3.1.1. Literature review

Secondary sources of data were crucial to allow the consultancy team to tap into the already existing grey and published literature which has been gathered and, in most cases, already analysed. The document review fed into the contextual and statistical body of evidence for analysing the findings of the assignment. The consultants reviewed policies (policy audit) that support PGAM/girls Right to education, health and child safeguarding, laws and regulations and recent similar research in Zimbabwe. The audit focused on the strengths, gaps and recommendations for improving each policy. These included the Constitution of Zimbabwe 2013, the Education Act 2020, Education Amendment Act 15 of 2019, Policy Circular P.35 and the Zimbabwe School Health Policy 2017. The consultants also reviewed strategies within the MOPSE, MOHCC, DSD and other line ministries and departments. Additional documents reviewed include the Education Sector strategic Plan 2021-2025, Education Sector Analyses for the past 3 years (2019.2020&2021) and subsequent Joint Sector Review Reports. The consultants also reviewed strategies and reports from the Department of Learner Welfare and Schools Psychological Services Department of Secondary and Non-Formal Education and the Policy Planning. Additionally, the consultants reviewed research reports from UNICEF, UNFPA, UNESCO and civil society organizations working

with PGMA such as CAMFED, FAWEZI, Plan International Zimbabwe, WVZ, and Rosaria Memorial Trust, Care International amongst others. The consultants reviewed the project proposal, theory of change, logic model and indicator database to frame the study tools and gather relevant information to address study questions. A data extraction sheet was developed and used by the consultants for extracting information that addresses key research questions for the context analysis as outlined in the terms of reference. This included trends on PGAM education, policies, governance structures and processes, barriers, and enablers for Girls' Education (PGAM). It also included key power dynamics and social, political, economic, and other incentives operating within Girl Education (PGAM).

For primary data collection the following respondents, procedures and tools were used:

3.1.2. Study population

For the context analysis, the consultants collected data from the following participants:

- Community leaders (political, traditional, and religious or faith leaders)
- Representatives of CSOs, NGOs working on education, child protection and SRHR and SGBV
- Education officials at school, district, provincial and national levels
- Department of Social Development and Ministry of Health and Child Care staff at community, district, and provincial levels
- WVI and partners' staff

3.1.3. Sampling

The following sampling methods were used:

FGDs, Key informant interviews and in-depth interviews

Purposive sampling was used to select participants for key informant interviews, in-depth interviews, and focus group discussions. Four FGDs were held with 7-8 participants each, while 21 in-depth interviews with PGAM and nine key informant interviews with government and CSO representatives. This enabled the consultants to identify respondents with depth and rich information about the topics under study. The principle of saturation was followed in determining the sample size.

Key Informants	Target Respondents
National Level	MOPSE Learner Welfare representatives WVI staff ECOZI staff
Provincial Office (MOPSE Matabeleland North offices)	PED x1 Head of Learner Welfare x1
Nkayi District Offices	District Schools Inspector Learner Welfare Department representative P Education CSOs representatives

School level	Head/Deputy, Teacher in Charge, Guidance and Counselling teacher/other teachers
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3.1.4. Ethics Safeguarding

The study data collection or analysis was conducted in accordance with WVI safeguarding policy and research frameworks. The consultants also upheld the international code of conduct for research. The following ethical issues were discussed and shared with the research team prior to the onset of the baseline study process.

1. Participants to remain anonymous unless written consent is sourced.
2. Children below the age of 18 years to be represented by their parents and guardians.
3. Parents and guardians to formerly consent (written) on behalf of children to be interviewed.
4. Data gathered to be treated as confidential.
5. Participants understand the nature of the research and their involvement.
6. Participants voluntarily consent to being involved and
7. The consultants observe the law of the country when dealing with all citizens.
8. All child abuse related cases will be reported to the police
9. Obtain written photo release from children and their guardians before shooting photos
10. Obtain written (signed) consent from children and their guardians before interviewing them.

3.0. Research Findings

The study findings are presented according to the research questions and the key questions in the APEA Framework:

3.1. What key power relations, dynamics and trends in governance systems, structures and processes related to PGAM access to education in Zimbabwe exist at the National, District and Community level?

Ministries& Departments whose mandate related to PGAM access to education

This section covers information which researchers got from review of various literature. According to available literature, there is a cross section of ministries with different mandates that contribute to access and continuation of education by PGAM. The Education Sector Analysis 2020 points out that the MoPSE provides infant, primary and secondary education including non-formal education (NFE) for children and adults who do not have access to formal education. On the other hand, tertiary education is under the control of the Ministry of Higher and Tertiary Education, Innovation, Science, and Technology Development (MoHTEISTD). This MoHTEISTD ensures that all citizens can access education and training through various institutions such as Industrial Training Centres, Universities, Technical and Vocational Training, Teacher training and Polytechnics. Additionally, they develop the curriculum and train teachers and lecturers. The MWACSMED is mandated to promote women's empowerment so that they are self-reliant, self-sustaining, resilient and prosperous. They also lead national and decentralized programmes on ending child marriages

and gender-based violence. Within the Ministry of Public Service Labour and Social Welfare (MoPSLSW), there is a Department of Social Development (DSD) whose role includes provision of Inclusive Social Protection Services to Vulnerable Groups, developing and reviewing social protection and child protection legislation and policies, implementing the National Case Management System. The DSD holds another critical role of facilitating access to education for vulnerable children through the Basic Education Assistance Module (BEAM). The Ministry of Health and Child Care (MoHCC) is responsible for providing health services to in and out of schoolgirls including PGAM. It's the consultants' considered view, PGAM access to education can only be effectively achieved through systematic and strong inter-sectoral-coordination including a cross-sectoral capacity building approach. PGAM education programmes should be designed and implemented with these ministries. There should be deliberate efforts to put aside a percentage of the BEAM allocated funds for PGAM. Similarly, the role of the MOHCC is critical for managing sexual reproductive health for PGAM especially when they re-enter school. A review of Education Sector Analysis (ESA) 2020 report posits that, one of the activities of the 2018 Joint Sector Review (JSR) Secretary's aide memoire was the setting up of an inter-ministerial committee to facilitate the coordination between MoPSE and MoHTEISTD. This committee was set up in August 2019, indicating that there is still a way to go with inter-ministerial coordination. There is no mention of such committees with the other line ministries.

International and Regional Frameworks & Legislation Relating to PGAM

Available literature available points to the availability of international, regional and national frameworks and legislation that can promote the delivery of education programmes for PGAM. Zimbabwe has ratified, without reservations to relevant provisions, all key international and regional human rights treaties relevant to the right to education of PGAM. A position paper by WVZ on the legal policy review 2022 points out the frameworks below,

- Convention on the Elimination of All Forms of Discrimination against Women (1979, CEDAW)
- International Covenant on Economic, Social, and Cultural Rights (1966, ICESCR)
- Convention on the Rights of the Child (1989, CRC)
- UNECSO Convention against Discrimination in Education (1960, CADE)
- Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003, Maputo Protocol)
- African Charter on the Rights and Welfare of the Child (1990, ACRWC)
- African Youth Charter (2006, AYC)
- Sustainable Development Goals (SDGs),
- Continental Education Strategy for Africa's (CESA's)

Regarding national enforcement of the above treaties, the Constitution of Zimbabwe (article 34) requires that: 'The State must ensure that all international conventions, treaties and agreements to which Zimbabwe is a party are incorporated into domestic law.' This means that human rights treaties do not automatically become part of national law on ratification rather the state must adopt legislation to domesticate the treaty so that it is legally binding.

Zimbabwe has been recently reviewed by the Committee on Elimination of Discrimination against Women (CEDAW), which released its concluding observations in March 2020.³ Key recommendations on the right to education of pregnant girls and adolescent mothers, include:

- The Government of Zimbabwe must institute an Act of Parliament which criminalizes harmful practices which violates children's rights e.g., genital mutilation, virginity testing, pledging girl child, commodifying girl child in exchange of any economic benefits (both religious and cultural practices)
- Intensify efforts to reduce the school dropout rate among girls and continue to facilitate the re-entry of young mothers.
- Ensure that every school has adequate, separate and accessible sanitation facilities for girls to prevent them from missing or dropping out of school because of menstrual management challenges.
- Investigate and adequately punish cases of sexual abuse and harassment of girls in and on the way to and from school, prosecute the perpetrators, including teachers and school administrators, and provide the victims with medical care, psychosocial counselling and rehabilitation.⁴
- that women and girls have affordable access to modern forms of contraception, including in rural areas, intensify efforts to raise awareness of contraceptive use and include mandatory and age-appropriate sexuality education in school curricula at all levels of education, including on responsible sexual behaviour.
- Engage with communities, including religious and community leaders, parents and relatives of girls, on the criminal nature and negative impact of child marriage on the enjoyment by girls of their rights.⁵

It is the researchers' view that the AMEI project should position itself for lobbying and advocacy efforts for the state to adopt legislation to domesticate the CEDAW so that it is legally binding.

National Frameworks & Legislation Relating to PGAM

Zimbabwe considers access to quality education as a basic right that is enshrined in the National Constitution. Zimbabwe's Constitution gives every citizen and permanent resident of Zimbabwe the right to (a) a basic State-funded education, including adult basic education; (b) further education, which the State, through reasonable legislative and other measures, must make progressively available and accessible. It also says the State must take reasonable legislative and

³ Committee on the Elimination of Discrimination against Women (2020) *Concluding observations on the sixth periodic report of Zimbabwe* (CEDAW/C/ZWE/CO/6). Available at <https://www.ohchr.org/en/documents/concluding-observations/cedawczwec06-committee-elimination-discrimination-against-women> (Accessed 14 June 2022)

⁴ Ibid, para. 36.

⁵ Ibid, para. 26.

other measures, within the limits of the resources available to it, to achieve the progressive realisation of the right set out in subsection (1) above of the Constitution⁶. This includes taking measures to ‘ensure that girls are afforded the same opportunities as boys to obtain education at all levels. This provision is favourable for PGAM access to education. However, it is the researchers’ point of view that this provision may never be fully realised if barriers that affect girls’ access, retention and completion in education are not addressed. The researcher therefore posits that interventions should be specifically developed looking that various marginalities for girls and district specific contexts for PGAM.

Education in Zimbabwe is governed by the Education Act (1987),⁷ which sets out the right to education and educational objectives. It has several important provisions regarding the right to education of pregnant girls and adolescent mothers including the entitlement to compulsory basic state-funded education (section 5), the provision of sanitary products (section 4 (1a)), and the imposition of the lowest possible fees (section 6). In 2020, Zimbabwe adopted the Education Amendment Act⁸ which amends the Education Act to prohibit exclusion on the basis of non-payment of fees and pregnancy,⁹ and prohibits discrimination on the basis of pregnancy in regard to admission, suspension, exclusion, and expulsion.¹⁰ The Education Amendment Act (No. 15, 2019) also progressively states that there should be retention of pregnant girls, provision of sanitary wear and other menstrual health facilities, the abolition of corporal punishment and provision of teaching and learning materials by government. Whilst this provision exists, it is the researchers’ view that there is need for allocation of an adequate budget to ensure its effective implementation. The researchers also note the efforts by the government to finalize the School Financing Policy which when it sees light of day and is fully funded can support the implementation of these provisions.

The policy circular on ‘discipline in schools: suspensions and exclusions’ (Circular No. P35)¹¹ details the school level procedure for when a schoolchild becomes pregnant. It provides separate guidance for girls that become pregnant because of rape and girls who become pregnant through consensual sex. For survivors of rape, the school head should inform the parents or guardians, counsel the parents and rape survivor, and facilitate the transfer of the survivor to another school if the parents request. Efforts must be made to ensure the pregnant girl stays in school for as long as possible before giving birth after which she can come back after three months, provided the parents request it, however, she can return earlier to take exams if she wants to. Regarding girls who become pregnant because of consensual sex the procedure is less clear. The circular states: ‘it is in the interest of the school, the learner herself and the child to be born that the female learner be allowed to take leave from school.’ If the young mother wants to return to school, provided her parents agree, the head teacher at the school she attended shall do everything possible to ensure she returns to the same grade she was in before giving birth. The circular also requires that the girl is

⁶ Constitution of Zimbabwe 2013

⁷ Education Act [Chapter 25:04] (1987).

⁸ Education Amendment Act (2020) Available at <http://mopse.co.zw/sites/default/files/public/downloads/EDUCATION%20AMENDMENT%20ACT%2C%202019%20%5B%20Act%202019%5D.pdf> (Accessed 30 May 2022)

⁹ Education Amendment Act (2020), Section 16.

¹⁰ Ibid, Section 3.

¹¹ Ministry of Primary and Secondary Education (2018) Circular No. P35. Available at <https://cse-learning-platform-unesco.org/system/files/digital-library-files/Zimbabwe%20p35%20discipline%20in%20schools%20suspension%20and%20exclusion.pdf> (Accessed 30 May 2022)

counselled before and after her leave. If the father of the infant is a learner, he shall be expelled for the same period the girl is out of school.

The researchers note that the presence of this circular should be backed by fully resourcing all schools, district, provincial and national structures. Teachers do not have adequate capacities to handle and deliver the teaching and learning to pregnant girls, there are a lot of myths and misinformation, and this hinders PGAM for returning to school. The researchers propose that the AMEI project considers the review of the conditions for re-entry of pregnant girls by the MoPSE and for it to be aligned to the Education Amendment Act.

Although there is a School Health Policy (2018, ZSHP),¹² which guides the implementation of health related interventions for the learners in the school system, it does not deal with teenage pregnancy directly. It is the researcher's view that a ZSHP without guidelines of handling and supporting PGAM, lacks an important aspect of inclusion

Sources of Revenue for the Education Sector

MoPSE is the largest government ministry by staff numbers, with an approved staff establishment of 140,594, comprising teaching and non-teaching posts¹³. In its previous budgets, 98% goes towards employment costs hence leaving operational costs underfunded. It is the researchers' view that PGAM also suffer the brunt as MoPSE fails to meet core programming cost. In 2019, 92.6% of the budget was for wage costs leaving very little for the operational and key intervention areas. In 2020, the budget for the wage costs was 44% of the total budget. The increase in the percentage of the budget allocation to non-salary expenses had been advocated, however this indicates a considerable reduction in the real value of wages. In 2021 the allocation to wages was increased to 73%, which reversed the trend of non-wage allocation increase in the budget seen in 2020. This is also about 60% of the 2019 budget¹⁴. The structure of MoPSE comprises the Head Office in Harare, and decentralised Provincial Education Offices (PEOs) in each of the 10 provinces, and District Education Offices (DEOs) in each of the 72 education districts. MoPSE's Head Office comprises departments, divisions and units. District Office comprises of departments and inspectors. Additionally, it's important to note that Provinces develop Provincial operational plans and districts develop district operational plans. The provinces and districts use the Department Integrated Performance Agreement (DIPA) to come up with their provincial and district operational plans (POPs and DOPs) from which the provincial and district school managers draw their individual performance plans. The school heads and teachers' individual performance agreement plans are drawn from the district operational plans.

According to the ESA 2020, Teachers are accountable to school heads, hence, they enter into annual performance agreements with their heads soon after the schools open in January every year. The school heads are accountable to the District Schools Inspectors (DSIs) so they agree with their district leaders on annual performance targets. The DSIs enter into performance agreements with their Provincial Education Directors (PEDs) which they report by mid-January each year and the PEDs agree with the Chief Director

¹² Zimbabwe School Health Policy (2018) Available at <http://www.mopse.co.zw/sites/default/files/public/downloads/ZSHP%20final%20signed%20March%202018.pdf> (Accessed 6 June 2022)

¹³ Zimbabwe Education Sector Analysis 2020

¹⁴ Education Sector Performance Report 2021

Primary, Secondary and Non-Formal Education (PSNE) whom they are accountable to on annual performance targets during the same period.

There are few dynamics in the enrolment ratios for learners in Matabeleland North Province. There is a low and worrisome Gross Enrolment Ratio (GER) of 57.24 percent in some provinces including Matabeleland North and Matabeleland South. This is further seen at higher levels where Matabeleland North is one of the three provinces with the lowest Gross Enrolment Ratios (GERs) for higher secondary level¹⁵. The trend is the same for pupil to classroom ratios (PCR) for ECD, Mashonaland Central Province has the highest PCRs of 85 to 1, followed by Matabeleland North Province at 73 to 1. The Matabeleland North is counted amongst provinces with multiple sessions in primary schools this means two and three sessions in a teaching day. The percentage of learners without writing and seating places varies by level and province with Matabeleland North having the highest percentage of learners without places¹⁶. It is also important to note that this mirrors the types of schools within Matabeleland Province because the responsible authorities with the highest percentages of learners without writing and seating places are the district councils and farms. Only 1% of the poorest children proceed to A-Levels, and there is evidence that secondary education dropouts are concentrated in the poorer wealth quintiles (UNICEF, 2016). This suggests that parents' limited ability to pay fees for their children, compounded by the quality of education in schools attended by children in the poorest sections of society, is hampering social mobility in Zimbabwe. This inequality can only be addressed by eliminating the direct costs of education to families and enabling quality and equitable access to education for all (UNESCO, 2017).

Sources of Funding

In recent years, government financing for the education sector has fallen well below international benchmarks; in 2021 Zimbabwe has committed just 2.6% of GDP to basic education. Education financing comes from three key sources: public, private and international. Public sources are generated by domestic revenue, commonly raised through taxation. Public expenditure refers to resources allocated to and spent on public education at central, regional and local government level. This includes both direct spending (e.g., Capex) and indirect spending, primarily in the form of household subsidies. **Private funding** generally comes from households, although communities, CSOs and the corporate sector may also contribute. Households may incur both direct costs (e.g., tuition fees, levies for NASH/NAPH, BSPZ, transportation, uniforms etc.), and indirect costs, including the opportunity cost of having children in schools rather than contributing to the household or earning income. The amounts that are spent on education vary from one household to the other depending on the number of school going children they have, and the amount of fees charged by different schools in the district. **International sources**¹⁷ are most often classified under Official Development Assistance (ODA). In November, Treasury set aside \$123 million¹⁸ for the provision of psycho-social support for pupils who fall pregnant. Psychosocial support is provided through the learner welfare development in MoPSE and the social workers under the Department for Social Development. Whilst this move is meant to reaffirm Government's position on the observance of their non-exclusion from school according to the Education

¹⁵ Education Sector Performance Report 2021.

¹⁶ Education Sector Performance Report 2021.

¹⁷ School Financing Policy, 2021

¹⁸ \$123m for pregnant school girls | The Sunday News

Amendment, this could also support the increasing numbers of girls who fell pregnant during the COVID-19 pandemic.

The **Basic Education Assistance Module (BEAM)**, as part of the Enhanced Social Protection Programme, was introduced in 2000. BEAM is allocated in the Budget through Vote 3 (Public service, labour and social welfare, in sub-programme Child Welfare). BEAM supports vulnerable children with the payment of a basic education package that includes levies, tuition, and examination fees. The target for BEAM is given as 415,000 learners for 2019, 700,000 learners for 2020 and 1.5million learners for 2021¹⁹. There researchers propose that AMEI, advocates for prioritisation of PGAM in the allocation of BEAM resources because currently the BEAM selection criteria prioritise mainly orphaned and vulnerable children in schools and are struggling to pay school fees. It does not explicitly include PGAM. Children are selected through committees at community level who have understanding for the backgrounds and need. Development partners such as Foreign, Commonwealth and Development Office (FCDO), the German Development Bank (KfW) and the donors to the Global Partnership for Education (GPE) are the major sources of income. FCDO and KfW fund the Education Development Fund (EDF) which is a pooled fund. The Global Partnership for Education (GPE) programme is implemented by UNICEF as the Grant Agent (GA) and FCDO as the Coordinating Agent (CA). The School Improvement Grant (SIG) continues to be one of the major sources of funding at most of the disadvantaged schools. The SIG is funded by the EDF and the GPE. These funds are Regular SIG funds (EDF), Complementary Funds (GPE) and Emergency (GPE). SIG provides financially constrained schools with a grant to improve the quality of teaching and learning at the school and reducing user fee costs for vulnerable students. The items that can be purchased with the SIG funds are reviewed annually considering the current country environment. Recently the criteria have been updated to include PPE and hygiene items. The 2020 SIG funds were paid to 4,531 schools in December 2019.

Nkayi District governance, structures

According to one respondent, a considerable number of children are resorting to illegal gold panning among other unsafe practices to fend off financial challenges in their homes. Nkayi is a rural district in Natural Region IV, Matabeleland North, a predominantly rain-fed agricultural region with no reasonable production. Climate change, low rainfall (<650mm/year) and sporadic droughts characterise the district. Nkayi is the poorest district in the country considering lack of natural resources and deficits in production. The poverty datum line is that on average, a person in Nkayi lives on below \$1.50 USD per day and more than 22% of the population is in extreme poverty. It is estimated that 74% of the population lives on less than \$5.50 a day and the average wage per month is \$253. Half of Zimbabwe's people live below the food poverty line and about 3.5 million children are chronically hungry. Food self-sufficiency varies from 3 to 10 months depending on the annual rainfall. According to the MoPSE statistics, 601 Learners (195 boys and 406 girls) in Nkayi dropped out of school in year 2021 due to different factors. Many secondary schools in Nkayi are losing young boys to unsafe and illegal gold panning in areas such as Inyathi and Kezi where gold panning is rampant. One respondent cited that young boys and girls in secondary schools are losing interest

¹⁹ Ministry of Primary and Secondary Education: Education Sector Analysis; prepared by Cadena International Development Projects; 2020.[=p-o09iu8yyiop=-][098u\]

in education because of lack of resources and financial support from parents. This is fuelling child marriages as young girls are being forced into early marriages to try and escape the biting poverty. It was pointed out that hard labour is the order of the day, and everyone is looking for the precious mineral to survive. A MOPSE Official cited that "Poverty is the main reason behind early marriages in Nkayi rural areas as most homes have large family sizes. In such cases, most parents are unable or unwilling to take care of their children in terms of food and education hence they give away young girls to older men for marriage to sustain themselves and/or to lift the burden off their shoulders." Some of the NGOs working with young girls pointed out that most children get pregnant while they are still in school because they engage in sexual activities with older men to secure a few financial favours from them and the parents usually ignore these issues. Other children are forced to either join the gold panning bandwagon or emigrate to South Africa in search of work.

What are the overt and covert intermediaries, values and norms for decision-making exist?

Education Coordination Group

The Global Partnership for Education stipulates that there should be an Education Coordination Group (ECG) which functions as the Local Education Group. The ECG aims to meet every six weeks, is chaired by MoPSE's Minister, and the Permanent Secretary is the deputy. The ECG includes MoPSE senior management, Civil Society Organisations, including ECOZI, private sector organisations, development partners such as the UK Foreign and Commonwealth and Development Office (FCDO), the European Union and the German Development Bank (KfW) as well as UN agencies such as UNICEF, UNESCO and the World Bank. Existence of ECG offers MoPSE a strong supportive governance structure that has the necessary expertise to guide the sector, if fully utilised²⁰. The ECG is the national forum for regular multi-stakeholder meetings to provide support on policy and strategic issues in education, and coordinate support to the education sector with different stakeholders and bodies thus providing a sector-wide framework for support to MoPSE priorities. The ECG takes the lead in monitoring and adjusting progress on a current ESSP through annually produced Education Sector Performance Reviews, Joint Sector Reviews and regular joint monitoring visits (JMVs) of schools and districts led by MoPSE and which include education partners and stakeholders. The role of the ECG as a formal institution is critical for the review, prioritization of support and monitoring policies and interventions to support the inclusion of PGAM into NFE and mainstream education.

The researchers also note the role of the **Education Development Fund- pooled funds for education** in assisting MoPSE to realise its objectives of achieving universal and equitable access to quality educational services for all Zimbabwean learners. EDF aims to achieve the planned results by investing substantially on systems development and strengthening government capacity at the central, provincial and district level, with stronger emphasis on policy, budgetary and strategic frameworks that provide support to sustained sector development.

School-based governance

School Development Committees (SDCs) manage the development at school level of public schools, such as rural district and urban council owned schools and church/ faith-based schools as well as trust and private schools. School Development Associations (SDAs) manage the development of public schools owned by the central government. SDCs and SDAs comprise representatives of

²⁰ Zimbabwe Education Sector Analysis 2020

parents, which are elected every year, and school staff. The intended merger of SDCs and SDAs under one Statutory Instrument following the 2020 Education Amendment Act will establish a School Development Committee in every school, irrespective of classification of ownership. This harmonisation is still a work in progress. SDCs should play a key role in income-generating programmes, to raise funds for school feeding and co-curriculum events such as sports and cultural activities. In terms of school fees, SDCs have a major role to play as they decide the amount to be paid as a levy (subject to government approval) and they manage the levy account. The chairperson and vice-chairperson are signatories, which means that no expenditure can be made without appending their signatures. MoPSE requires, for any application to increase school fees, that school heads submit applications accompanied with minutes of the meeting with parents where the increase was proposed and showing the voting patterns.

3.2 Stakeholder mapping and power analysis for education for PGAM

Stakeholders

One respondent cited line Ministries such as The Ministry of Women Affairs, Community, Small and Medium Enterprise Development (MWACSMED) having put in place various programmes to capacitate young girls with skills that enable them to be productive in society. Youth Development Officers work with the out-of-school girls and encourage them to access Non-Formal Education. The Department of Social Development (DSD) also support PGAM as most cases involve offenders and case management. They support girls to access justice. The Ministry of Health and Child Care (MoHCC) is responsible for providing health services to girls who fall pregnant and sometimes they present other health issues for their attention. District Nursing Officers work with the National Aids Council (NAC) using edutainment, sport galas where young people are provided spaces for screening. Another respondent indicated that the Ministry of Youth, Sports Arts and Recreation (MoYSAR) works with girls who drop out of mainstream education. The Zimbabwe Republic Police (ZRP) Victim Friendly Unit (VFU) conducts community campaigns in existing public gatherings, arrest offenders, offer counselling and work with traditional leaders in their communities. They raise awareness in communities about the dangers of child marriages and teenage pregnancies.

According to the District Schools Inspector (DSI) Nkayi District, the MoPSE is making efforts towards promoting ‘ubuntu’ as a way of mentoring girls. Their role includes that of addressing challenges that affect girls in accessing education. They engage in advocacy activities to sensitize communities on re-entry of PGAM into school. This includes tracking any school dropouts and facilitating their return to school. They rely on school statistical reports to collect this information. The district also engages other education stakeholders to support Guidance and Counselling (G&C) sessions in schools. G&C teachers engage learners and teach them life skills. The Provincial Learner Welfare Officer additionally provides support to schools. They provide technical support to Learner Welfare Officers at district level and the Guidance and Counselling teachers in schools so that they effectively handle child protection and PGAM issues.

Researchers noted that in Nkayi, there are various education partners such as Campaign for Female Education (CAMFED) provide peer education using learner guides, conduct advocacy, support teaching and learning of G&C, facilitate learning through reading camps and strengthen Child Protection Committees. They have comprehensive bursary support which includes setting up of low costs boarding schools, school feeding, and provision of bicycles. CAMFED also supports young women post school to establish business. Bantwana works with girls aged 10-24 years old and provides bursary support, life skills, facilitates care givers& intergenerational dialogues, mentorship, GBV and child marriages talks. Africaid focuses on adolescent HIV positive mothers meeting them once a month with young mentors.

Other structures such as traditional leaders, School Development Committees (SDCs), school clubs were also cited as sources of support. SDC considers children equally hence embraces PGAM. The Basic Education Assistance Module (BEAM) a government funded scholarship facility for orphans and vulnerable children was noted as a source of funding for school fees.

Another respondent said, “*Within the community, Village Health Workers (VHW) occasionally talk to learners especially girls on how to handle themselves*”. However, it was highlighted that VHW are usually overwhelmed with other roles thereby limiting the support they provide to learners. Mother Support Groups (MSG) also focus supporting young girls’ welfare. MSG identifies needy girls, mobilize food and uniforms to support the girls. Church leaders engage parents and children and support them to deal with stigma associated with re-entry for PGAM. Village Heads reported that they call for meetings mobilizing parents to send their children back to school. They also encourage teachers to accept PGAM back in school. One respondent said they base their engagement to parents on common sayings.... *akulahlwa mbeleko ngokufelwa and inxewba lendoda kalihlekwa*. It makes the community and the school accommodative to the PGAMs. Councillors have the responsibility of introducing CSOs projects and programmes into the communities (wards) including projects for PGAM. They also support the projects during implementation in the communities through encouraging villagers to attend meetings and participate in project activities. Community Case Care Workers (CCWs) engage children on the benefits of remaining in school and the dangers of being out of school including skills development Most respondents cited Ministries of Education, and Health as having a lot of influence and capacity to intervene on issues of long distances to school. They can prioritize building of better boarding facilities and more schools to reduce distances to school. Local councillor can also provide support in this area.

According to one respondent from the Learner Welfare Department, “*some of our communities here, some of them used to resist sending the girl child to school, girls used to go as grade 7 and that's the end*” However she cited that their role as MoPSE includes tracking and bringing back to school children who drop out of school.

Faith leaders are a key stakeholder as most communities belong to some religious groups. One faith leader noted that girls must be taught to focus on their lives

Traditional leadership, because they are in the communities with these children know what is on the ground said one respondent. These leaders wield a lot of power as they make local law. They can make positive decisions that can promote access to education for PGAM.

The DSD Case management Officer pointed out that they are the custodians of children, they have a role to protect children from abuse and additionally they ensure that OVC have access to education through BEAM.

3.3 Key obstacles preventing active and influential advocacy for access to, continuation and completion of education for PGAM.

Lack of Enabling Environments for Advocacy

There is lack of political will among other stakeholders and parents to support girls to re-enter school after giving birth. Some respondents indicated that this would “spoil” other learners. Some teachers are not ready to teach pregnant girls and nursing mothers. According to another respondent, community members do not support re-entry as they feel that these girls are now wives and mothers

Although policies and circulars exist, there is lack of enabling school environments for re-entry (social, physical and academic). This includes lack of supportive infrastructure, usage of ordinary teaching methodologies for PGAM instead of functional literacy for adolescent mothers, and discriminatory practices within schools and communities. According to the DSI ‘... community perceptions cannot be ignored’ It was reported that PGAM are seen as bad role models to other children and going to the same school with other children becomes challenging. “Each community has its own perception.... blaming them (PGAM) for being reckless and thus going back to the same school for some of the children become difficult, DSI Nkayi.”

Erosion of the Value of Education in the Community

PGAM respondent at Nkayi High said completing education is sometimes not viewed as beneficial in the community. She noted that,

when PGAM realize that their colleagues have completed their education and are still seated at home while those who have dropped have found jobs as house helpers at least getting some money at around US\$50\$, they immediately lack motivation to go back to school.

PGAM lack of economic value in completing the education cycle as there are no prospects of employment after schooling.

Lack of Financial Support towards girls re-entering School

Creating demand through advocacy will be defeated by lack of fees and levies for the PGAM. Additionally, NFE is not fully functioning because the teachers are not paid for the extra work. PGAM lack school fees and cost other learning materials. Some will need resources to take care of their children hence they will prioritize buying formula, and other needs for their children than schooling

School/Community Attitudes and Stigma

One respondent said parental attitudes towards education is an issue, parents do not recognize education as an important aspect as such PGAM are bound to face challenges if they decide to go

back to school. The researchers also noted that generally, the community considers the “quick” money made by children who go to South Africa or engage in illegal gold panning, additionally there are fewer or no role models who can show the value of education. The respondent also noted that PGAM who return to school face name calling, shaming and discriminatory language from peers, teachers, non-teaching staff and the community. This is a huge deterrent to re-entry. According to one respondent, though the policies state that they should re-enrol, we still have schools that are reluctant to re-enrol them back so that on its own is a barrier. Some schools are reluctant to enrol or retain pregnant girls and adolescent mothers. Secondly parents also, when a child falls pregnant that is the end of it, we don't have money but yesterday when the girl was not pregnant, they had the money. The researchers also note that the social environment in which a PGAM is subjected to can affect her choice of accessing or even continuing with school. Support systems are required to build resiliency amongst PGAM who re-enter school. One faith leader said..."*I think some of them they are shy even to some of the children who will be there together at school it become difficult for them some of be laughing at them saying what are you going to tell us you have got a baby. Even at church it becomes so difficult for them to go to the youth or to join the mothers.*"

Lack of awareness on policies in schools and community level

One respondent noted the ignorance amongst teachers, parents and even learners on Education Amendment Act, Constitution of Zimbabwe and Policy Circular P.35. She pointed out that, *major one is the policy barrier itself because you know most of the educators are not aware of these policies, they also need to be sensitised on these policies that speak on the right to education and to know exactly what policy requires and what policy says. When schoolteachers get to know about these policies then it can now cascade to the community. Even the children need to know what to do when facing such a problem. In other words, they need to know where to seek help.*

Social Norms and Practices

A respondent noted that there are local customs that prevent PGAM from attending school even though there are not so prevalent. Yet another respondent indicated that there are still cultures that believe that pregnant girls should immediately get married and leave school. Most parents also support this move. In schools, some think that once a young girl is sexually active, she will influence the rest of the children hence they shun her.

b. Stigma. At times even teachers themselves because you would find giving such girls names and they turn them into little adults

3.5 Recommendations

WVZ and its partners develop an advocacy agenda that prioritizes the following issues:

- (a) The Government of Zimbabwe (GoZ) through Ministry of Primary and Secondary Education (MoPSE) to consider the allocation of resources towards transforming school environments (social, academic and physical) to accommodate PGAM needs for access, continuation and completion of their education. The School Financing Policy presents an opportunity for prioritization of PGAM's needs. Additionally they should put in place guidelines to enable schools to receive, manage and support PGAM returning to schools, remove conditions or requirements for pregnant girls to stay in school and come back whenever she is ready, as well as put in place adjustments and services to facilitate her return to education, including

but not limited to, free childcare, abolition of school fees, and the elimination of stigma and bullying. Teachers, non-teaching staff and school administrators as well as communities, PGAM and other learners should be trained on gender responsiveness and managing PGAM re-entering school including the policies and circulars that relate to PGAM

- (b) Adopting Whole School Approaches for re-entry where the whole school and surrounding community is part of facilitating access, continuation and completion. This includes supportive structures in schools and surrounding communities. Learners, communities and institutions within the community must be sensitized on PGAM so that stigma and myths are eliminated.
- (c) Implement Zimbabwe's Constitutional provision on compulsory state-funded free basic education banning all user fees. PGAM should be included and prioritized in all safety nets including BEAM.
- (d) Guidance and Counselling (i) Enhance departments and teacher capacity to deliver SRHR for PGAM through relevant curricula, infrastructure and teaching and learning materials. (ii) Review Guidance and Counselling Director's Circular No. 35 of 2018 and incorporate PGAM's needs. (iii) Expand comprehensive sexuality education by ensuring it is incorporated into the national curriculum at all levels (not just at the secondary level), this includes pre and in service training
- (e) Coordination between MoPSE and Ministry of Higher and Tertiary Education Science, Innovation and Development and other departments or line ministries for PGAM needs to be fully integrated.
- (f) Strategies to address violence against children (VAC) including School related Gender based Violence (SRGBV) should be fully implemented. Records should be kept at school, district, provincial and national levels.
- (g) Implementation of comprehensive approaches to Menstrual Hygiene Management, to complement provision of sanitary wear including upgrading Water and Sanitation facilities and adequate information to combat stigma and discrimination including taboos.
- (h) The GoZ to create policy frameworks and guidelines that govern EMIS performance. These policies should oblige MoPSE to collect accurate and timely data on teenage pregnancy, including teenage pregnancy rates, % of pregnant girls out of school, and the number of young mothers who re-enter education.
- (i) Sensitize the community on the need to return PGAMs to school because if she drops out most probably her new-born baby will also drop out in future and the cycle continues
- (j) Stakeholders' engagement strategy

Level	Stakeholder	Planned role in the project	Strategy of engagement
DSD	Probation Officers	Child rights advocacy and SGBV education and responding to child marriages making sure affected girls are case managed and supported to re-enrol or continue with education using NFE pathways. They will also advocate for the inclusion of PGAM on BEAM selection committees	Formal collaborations
MoHCC and DSD	DMO, DNO,	DMO & DNO will work with local health facilities and village health workers and communities through local leadership to ensure PGAM have	Collaboration

		access to comprehensive sexuality education and SRHR as well as access to family planning services	
Higher and Tertiary Education	Directors for teacher training, vocational training	Need to be lobbied to collaborate with MoPSE to ensure teacher training curriculum and vocational training curriculum has a strong component for functional literacy so that PGAM can access literacy and vocational skills through functional literacy programs.	Collaboration
MoPSE	PED, DSI, Learner Welfare Officer	Can implement the amended education act, inclusive education policy, SOPs, and circulars supporting education for all learners including PGAMs in schools. They need to be lobbied to provide clear guidelines on maternity leave, breastfeeding spaces and disseminate education pathways suitable for PGAM	Memorandum of Understanding
Parliament	Parliamentarian	Lobby the education portfolio committee on education for SOPs on PGAM support in schools (breastfeeding, maternity leave),	Networking
Rural District Council/Local government	Councillors	Will help to introduce the AMEI project to community leaders, religious leaders, and stakeholders	Collaboration
Schools	School management & teachers	Need to be trained on clear guidelines for supporting PGAM to access and continue in school.	Collaboration
	School SDC	Educate parents on the need to support PGAM to access education, and to ensure school management fully implement measures for supporting PGAM in schools	
	Other school leaners	Support and avoid stigmatisation of PGAM in their classes and schools	
NGOs and CSOs	ECOZI, Bantwana, CAMFED, etc	Lobby for full implementation of policies and laws that support PGAM in schools Support PGAM with fees, tuition, learning materials, etc Child rights advocacy and SGBV as well as comprehensive sexuality education.	Networking
Community	Traditional and religious leaders	Encourage parents, in-laws, and spouses for PGAM to support PGAM	Sensitisation and trainings
Community	Parents, in-laws, and	and other community members to encourage PGAM to access education	Sensitisation and trainings

	community members		
Community	PGAM & support groups	Support PGAM to endure and continue with education.	Sensitisation and trainings