



**ZIMBABWE**



# A Report on findings of a baseline study on the proportion of youth in decision-making and national development processes in Zimbabwe



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*"In the wilderness I shall plant cedar trees" (Isiah 41:19)*

**By**

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## 1.0 Executive Summary

The National Development Strategy 1 (NDS 1), Zimbabwe's blueprint for achieving Vision 2030 (a prosperous and empowered upper middle-income society by 2030), recognises youth participation as a cross-cutting enabler. Particularly, the blueprint sets an outcome target of improving youth participation in decision making and development processes from 3.3% in 2020 to 25% by 2025. This report provides baseline data on the proportion of youth (18-35 years) in decision making and development processes in public and private entities in Zimbabwe. It comes against a backdrop of limited data on the subject. Moreover, there has been little to no evidence on the gender and disability composition of youth in both sectors. A mixed methods approach was employed to unpack the proportions of youth in decision making and developmental processes; explore the perceived effectiveness of youth employed and those leading; and assess the challenges that inhibit the recruitment and appointment of youth in decision making and developmental processes in public and private organisations. Findings of the study revealed that youth constitute 34.8% of the employees in public and private sectors, and 42% of those in development processes. Seventy percent (70%) of the employed youth are male and 28% female. There are also more males to females among the employees with disabilities. The total number of employed youths with disabilities stands at 18%. The study also found that the private sector tends to employ significantly more youth (47.5%) than public institutions (29%). At the same time, most private companies have a youth employment policy compared to public entities where the majority does not have. The findings also show that youth are under-represented in decision making. Thus, a paltry 5.2% of the youth is involved in decision making at all levels. This proportion reflects a marginal increase of 2 percentage points from the 3.3% figure reported in the National Development Strategy 1 (NDS 1). Generally, development processes (0.04%) have the least proportion of youth in decision making when compared to the public (2.1%) and private (3.1%) sectors. Youth in top, middle and low-level management positions constitute 0.1%, 0.4% and 4.6% of the total workforce respectively. The under-representation of youth in employment can be explained by lack of experience or exposure, organisational systems that block opportunities for youth, and lack of or no vacancies within the organisations. To mitigate these hurdles, the study recommends that organisations should be encouraged to have youth employment policy in particular the public sector, need for training youth to be leaders, encourage organisations to recruit more youth in particular females and persons with disabilities.

## 2.0 Introduction

This report covers the findings from a baseline study on the proportion of youth occupying decision-making positions in both public and private institutions and participating in national development processes in Zimbabwe. The study was carried out from 15 August to 16 September 2022. The report presents the purpose of the study, definition of key concepts, objectives, methodology, findings, recommendations, and conclusion.

### 2.1 Purpose of the Study

To determine the proportion of youth in decision making and national development processes in Zimbabwe's public and private entities.

#### 2.1.1 Objectives of the study were as follows:

The specific objectives of the study were to:

- Determine the proportion of youth occupying decision-making positions in both public and private institutions.
- Determine the proportion of youth participating in national development processes
- Establish the demographic characteristics of youth in decision making positions and those participating in national development programmes
- Determine youth's experiences and perceptions of their influence because of the positions they hold and the challenges they encounter.

### 3.0 Conceptualisation of key concepts

The study conceptualised the following concepts: youth, participation, development process, public and private entities as follows:

**Youth:** refers to young adults aged from 18 to 35 years.

**Participation** involves a process that is inclusive and directly engages the governed in matters that affect their public life. Youth participation then becomes the active, inclusive, engagement and real influence (not mere tokenism) of youth in formal and informal spaces of governance (Checkoway, 2011). In this study, youth participation is about whether youth are afforded an

opportunity (at level/positions held) to engage and influence decision making processes in public and private entities.

**Development processes** refer to policies and projects that result in the improvement of the lives of the citizens.

**Public entities** are defined as entities that are run directly by the government or are supported from the national purse to serve the public interests.

**Private companies** are those that can be owned by private individuals, groups or enterprises for private gain or profit.

#### **4.0 Delimitation**

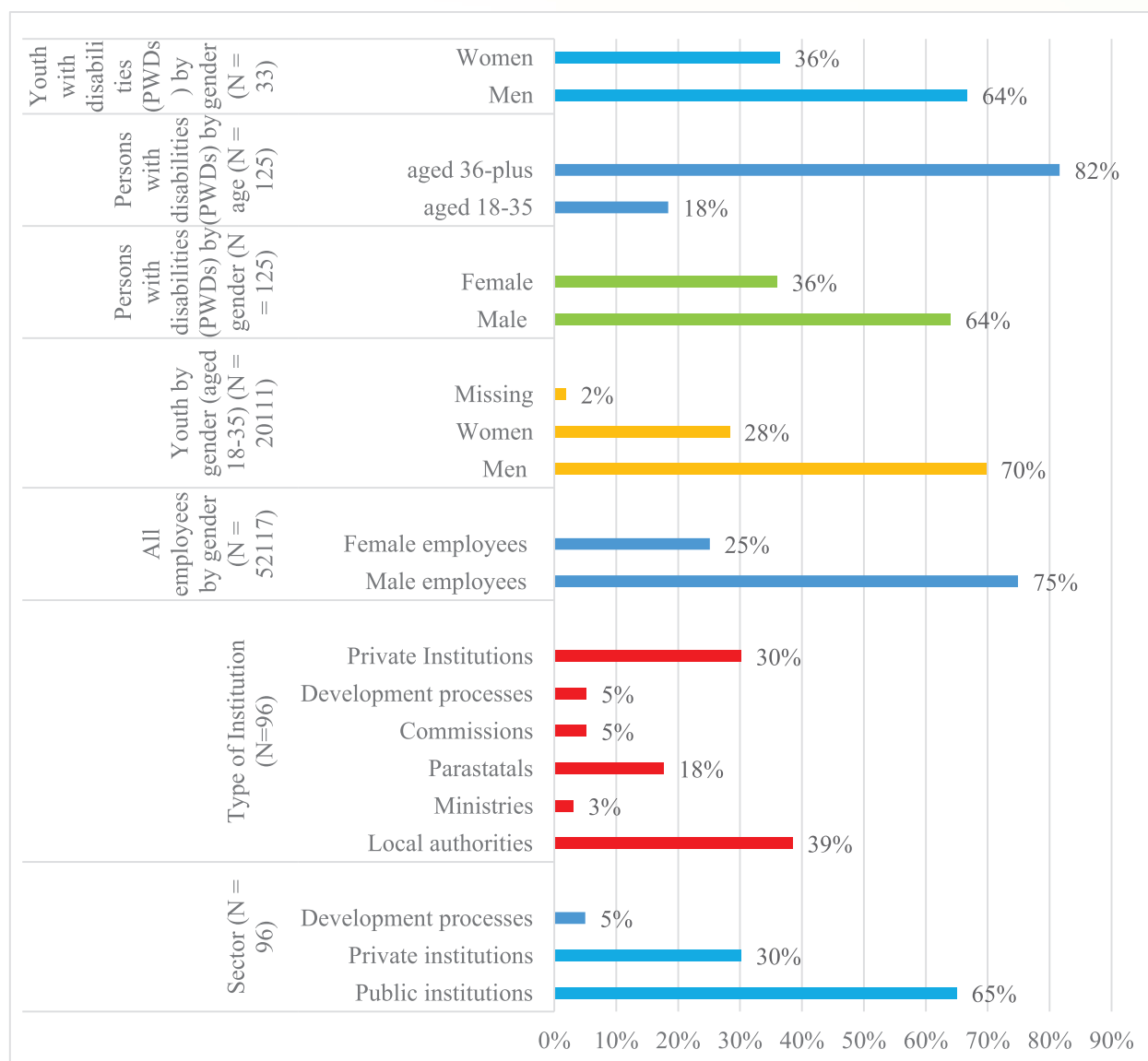
The study covered national development process, the public and the private sectors in Zimbabwe. Consequently, the Informal Sector and Civil Society or Non-Governmental Organisations were not part of the study.

#### **5.0 Methodology**

The study was grounded in mixed methods research design. Quantitative and qualitative data were triangulated. Quantitative data provided objectivity while qualitative data had an explanatory value on the experiences of youth in decision making processes. Using the participatory component, the research team only focused on extracting qualitative information from the youth, but an interview guide was used to guide respondents' reflections on their current circumstances as well as the changes they would ideally prefer. Gender analysis was mainstreamed within the design and the study was executed in ways that facilitated articulation of conditions for women and men. Consent to participate was sought for, confidentiality was assured, and all the names of entities and respondents are not disclosed in the study. Sampling was drawn from youth in decision making, national development processes in public and private entities through random, purposive, and convenient techniques.

Figure A below illustrates the sample size of the entities that participated the study. The figure also answers the question on the demographic composition of the youths employed in these entities. The demographic characteristics presented include gender, age, and disability.

**Figure A: Sample size for public and private Institutions and demographics**



The study sought to understand the proportion of youths in public, private and national development processes by age, gender and disability. From the figure, it can be noted that 65% of the study sample comprised of the public sector while the private sector contributed 30%. A closer look at public institutions shows that local authorities had the highest proportion of 39% with parastatals (18%) in the second place. Development process (5%), commissions (5%) and government ministries (3%) were under-represented.

Seventy five percent (75%) of the total employees are male while 25% constitute females. These figures are reflected and consistent at the youth level where 70% of the employed youths are male, 28% female, while 2% did not indicate their gender. There are also more males to females among the employees with disabilities where 64% are males and 36% are female. The proportion of youth employed with disabilities stand at 18% of the total employees with disabilities. The insignificant numbers of women and persons with disabilities can be premised on organisational cultures which favour male employees over the female, and the able bodied over people with disabilities.

## **6.0 Study Limitations**

- Bureaucracy in public institutions delayed the data collection process.
- Fear and mistrust of the Ministry of Youth, Sports, Arts and Recreation and Government hampered participation. Most private entities and a few other public institutions held a perception that the findings could be used to compel youth employment by the government.
- Very low participation by development processes and government ministries rendered analysis and data disaggregation at this level unhelpful
- Lack of organised data on youth employment: Most of the entities did not have organised and up to date data on the proportion of youth they employ. This slowed the data collection process while other entities ended up withdrawing from participation.
- Missing and inconsistent data: Lack of readily available information resulted in several organisations skipping questions requiring demographic information on youth. Thus, listwise deletion of cases was employed during data analysis.
- Busy schedule cited by Human Resources Managers and a negative attitude towards the study negatively affected participation.
- Unwillingness of organisations to have young employees interviewed made it difficult to secure participation for the in-depth interviewees.

Despite these limitations the study was successfully executed though the number of data collection days exceeded the 21-day period that was initially planned. Below are the findings of the study.

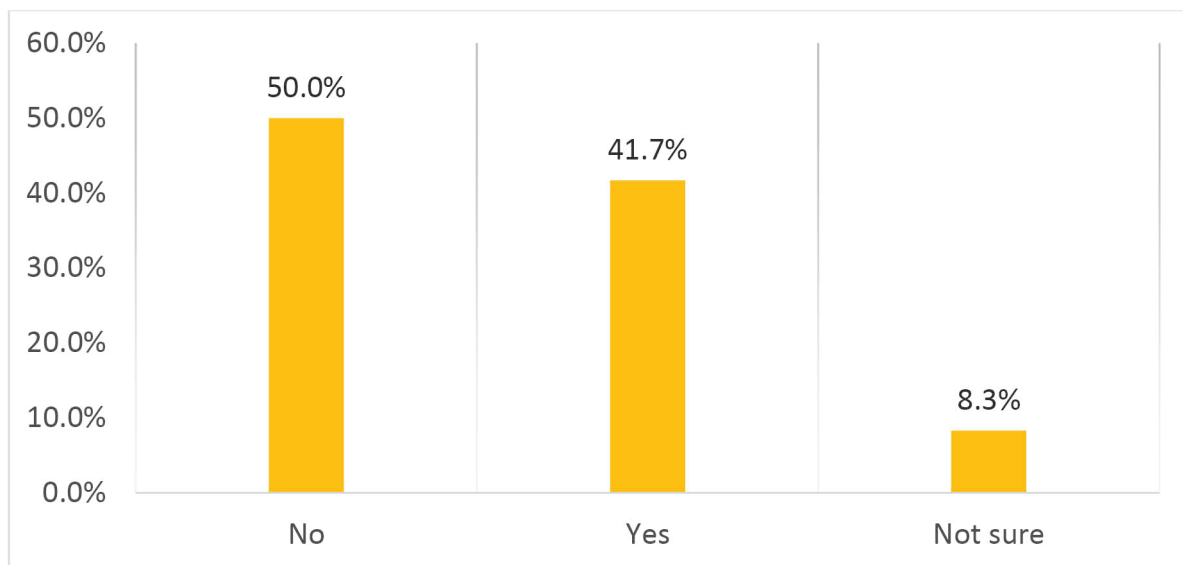
## 7.0 Presentation of Findings and Analysis

Subsequent sections of the study present the findings in thematic form with the first theme being existence of a youth policy within the public and private entities.

### 7.1 Presence of a Youth Policy in Institutions

The study sought to understand whether public and private entities had a policy on youth employment. The following were the responses:

**Figure B: Proportion of entities with a youth policy**

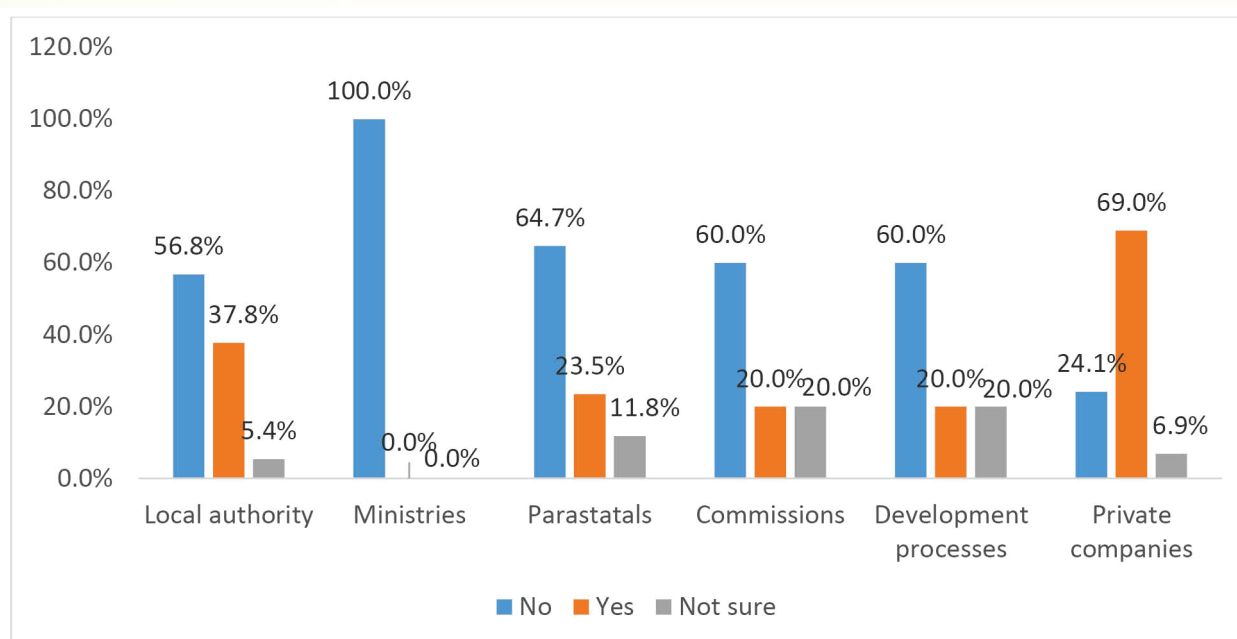


*Question: Does your organization have a policy on youth employment?*

The findings show that, overall, half (50%) of the institutions do not have a policy on youth employment, while 41.7% claim to have one. These findings could explain the low numbers of youth employment in both public and private entities. The ensuing theme elaborates and confirms this observation.



**Figure C: Distribution of organisations with a youth employment policy**



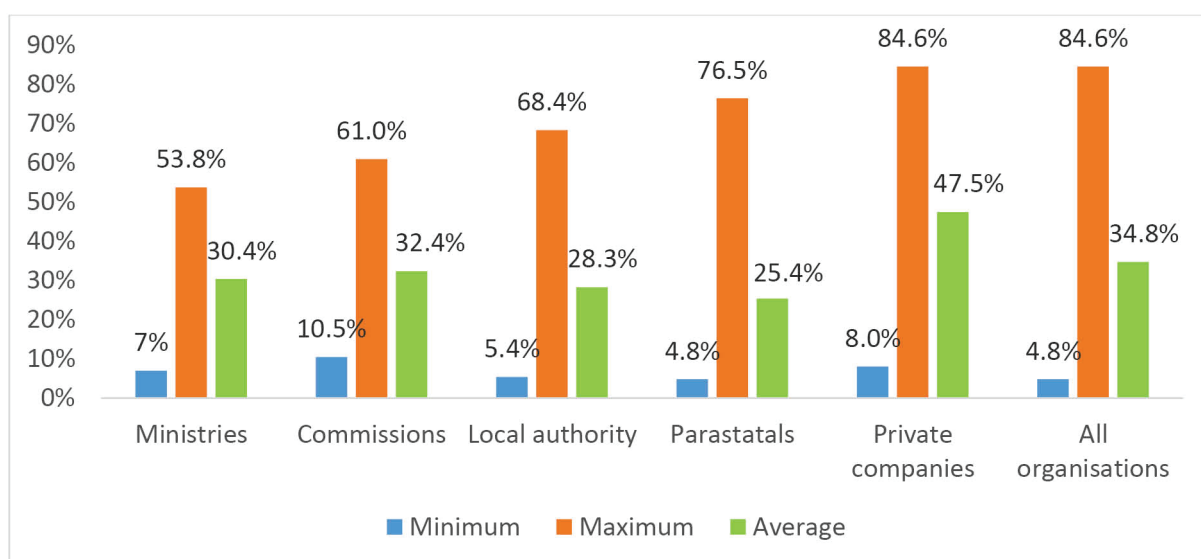
*Question: Does your organization have a policy on youth employment?*

The figure above shows the distribution of different organisations by availability of a youth employment policy. Public entities stand high with no policy on youth employment. Generally, most organisations - local authorities (56.8%), parastatals (64.7%) and commissions (60%) - do not have a youth policy. In addition, 60% of development processes and all ministries participating in the study do not have a youth policy. However, the data show that most private companies (69%) have a youth employment policy. This has a bearing on the number of youths employed by either private or public entities.

## 7.2 Proportion of youth employed in public and private Institutions

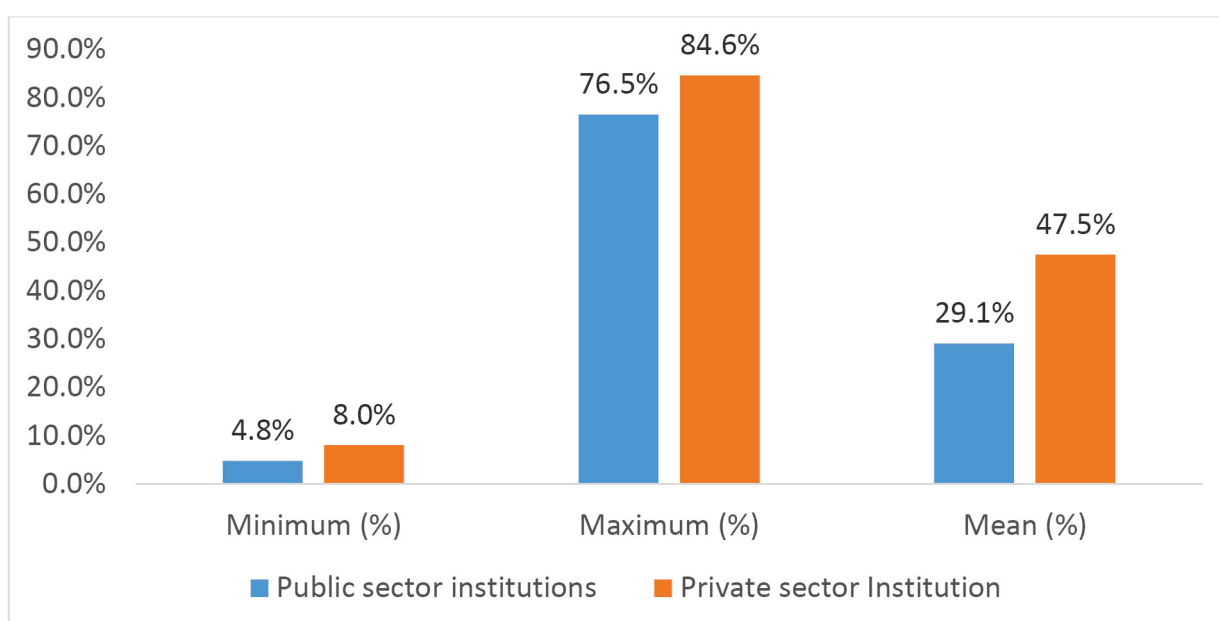
The study also sought to unpack the proportion of youth employed in public and private institutions. Figure D below shows the proportion of youth employed in different institutions.

**Figure D: Proportion of youth employed in different institutions**

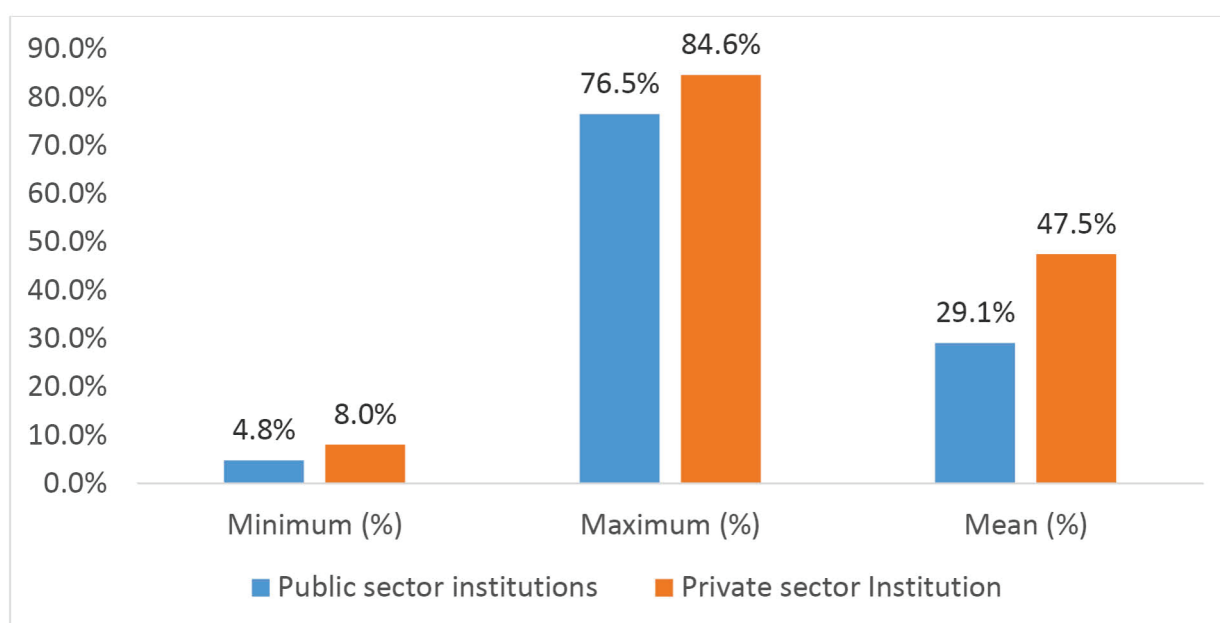


*Question: How many employees fall into the following age ranges?*

The proportion of youth employed in different organisations varies significantly by organisation from 4.8% in some entities to 84.6% in others. Thus, without controlling for outliers, these organisations employ about 34.8% of youth on average. However, after controlling for outliers, the proportion of youth employed in these entities decrease slightly to 33.8%. The data also show that Ministries, commissions, local authorities, and parastatals fair differently in terms of the proportion of youth they employ. Below, we provide an overall picture the proportion of employed youth by sector.



**Figure F: Proportion of employed youth by sector**



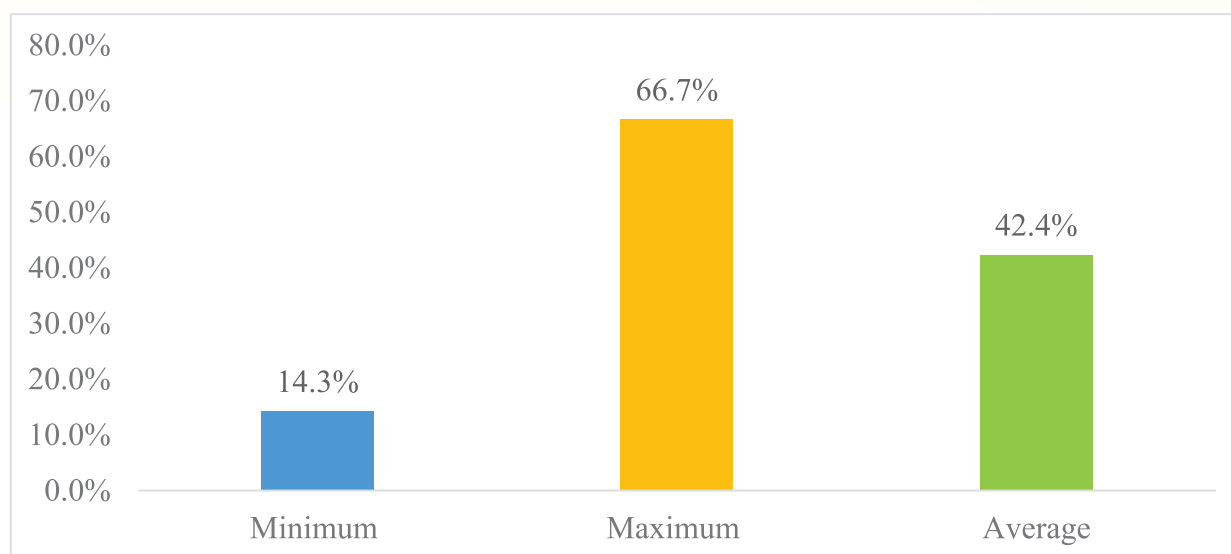
*Question: How many employees fall into the following age ranges?*

Major differences exist between the public and private sectors in terms of the number of youths they employ. On average, the private sector tends to employ significantly more youth (47.5%) compared public institutions (29%) ( $t = 4.219$ ,  $p = .000$ ). Even after controlling for outlying organisations, the difference remains significant at 42% to 30% for private and public institutions respectively. Among other factors, the existence of a youth policy in the most private sector organisations is associated with more youth being employed in the sector compared to public institutions.

### **7.3. Proportion of youth employed in national development processes**

In this section, we present findings on the proportion of youth in national development processes. National development processes are projects with wide national reach that are run through ministries and/ parastatals as spelt out in the NDS1. The projects spun from agricultural inputs programmes, national road rehabilitation to environmental conservation among others). The results are presented in Figure E.

**Figure E: Proportion of youth employed in national development processes**



*Question: How many employees fall into the following age ranges?*

Youth constitute approximately 42% of employees in national development processes. The results also show that the proportion of youth employed in development processes vary from each project from 14% at the minimum to 67% at the maximum ((SD = 18.6). These figures suggest that the proportions of youth in national development processes greatly vary from one development process to another. Given that only 0.04% (Figure I) of youth in national development processes are in decision making, this implies that most youth participating in national development processes do so at the peripheral level.

#### **7.4 Views on progress made by organisations to recruit for diverse youth**

According to youth in decision making, their organisations have successfully recruited youth as part of their workforce. However, the interviewees struggled to provide evidence for recruitment for diversity among the youth. A few suggested that the evidence lie in the increased numbers of youth joining organisation. below are selected views on the subject.

*“It was very successful” (Private Entity 1, Young man, aged 27)*

*“Very successful. - they usually recruit those who are still youth because they still got the spring in their walk and are also with fresh minds.” (Parastatal 1, Young woman, aged 33)*

*“Very successful- there is an increase in the number of youths being elevated to decision making positions within our organisation.” (Development Process 1, Young man aged 30)*

Organisations confirmed that youth recruitment was a success and has a positive bearing on the performance of the organisations. However, a few interviewees felt that recruitment should focus on merit instead of diversity. Some interviewees in the private sector went further to suggest diversity was a theoretical concept that has not practical application within their organisations. Another interviewee noted that it was difficult to tell whether or diversity in youth was considered at recruitment because it was work in progress.

*“Diversity is theoretical” (RDC 1 Young man, aged 24)*

*“It has been very successful because our recruitment policy is based on merit not gender, tribe, religion, age and etc. In our organization we have people who come from different provinces/backgrounds.” (Private Entity 2, Young woman, aged 33)*

It can be deduced that youth in decision making could not provide evidence that organisations recruit for diverse youth. There was agreement on the view that organisational diversity is based on merit.

## **7.5. Youth Involvement in Decision making**

In addition to establishing the proportion of youth employed in public and private institutions, the study also sought to understand the proportion of youth in organisations. However, before we examine the proportion of youth in decision making, it is essential to understand how youth in decision makings understand decision-making.

### **7.5.1 Defining of decision making**

The study sought to unpack the meaning of decision making from the perspective of youth in decision making. The youth understood decision making differently. However, they all seem to agree that decision making is the ability to influence an outcome or course of an action.

*“Decision making is when one is contributing towards missions and objectives of an organisation...” (Private Entity 3, Young men, aged 35)*

*“It is the process of making some course of action.” (Private Entity 1, Young man aged 27)*

*“It is the ability to influence an outcome or course of an action” (Parastatal 1, Young woman aged 33)*

Others qualified that the decision making is a process of gathering information and considering ideas where choices are made.

*“It is the aspect that entails taking ideas into implementation, things or action and choices we take that will affect us, in the near future or after a long period of time.” (RDC 1, Young man aged 24)*

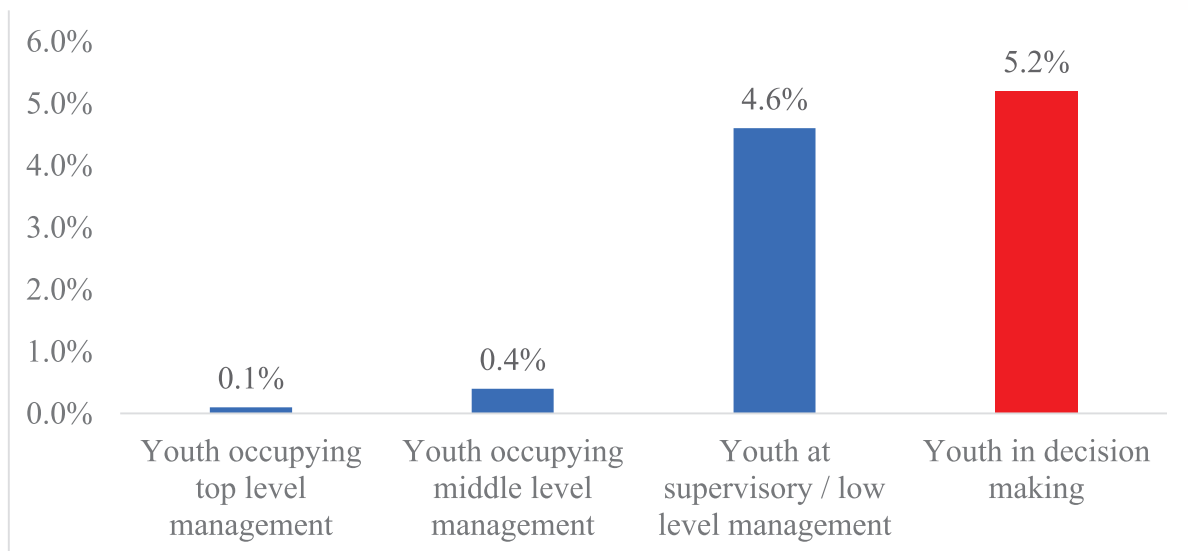
*“To make a judgement after deliberating.” (Development Process 2 Young man, aged 25)*

It can be noted that decision making is about having an ability to gather facts, deliberate on them and make a decision that can influence the course of direction for an organisation. This ability can only be exercised by people occupying certain leadership positions within organisations hence, the need to examine the proportion of youth found in those positions.

### 7.5.2 Proportion of youth in decision making

Figure G below gives an illustration of the proportion of youth occupying decision making positions by level of management.

**Figure G: Proportion of youth in decision making against total number of employees**

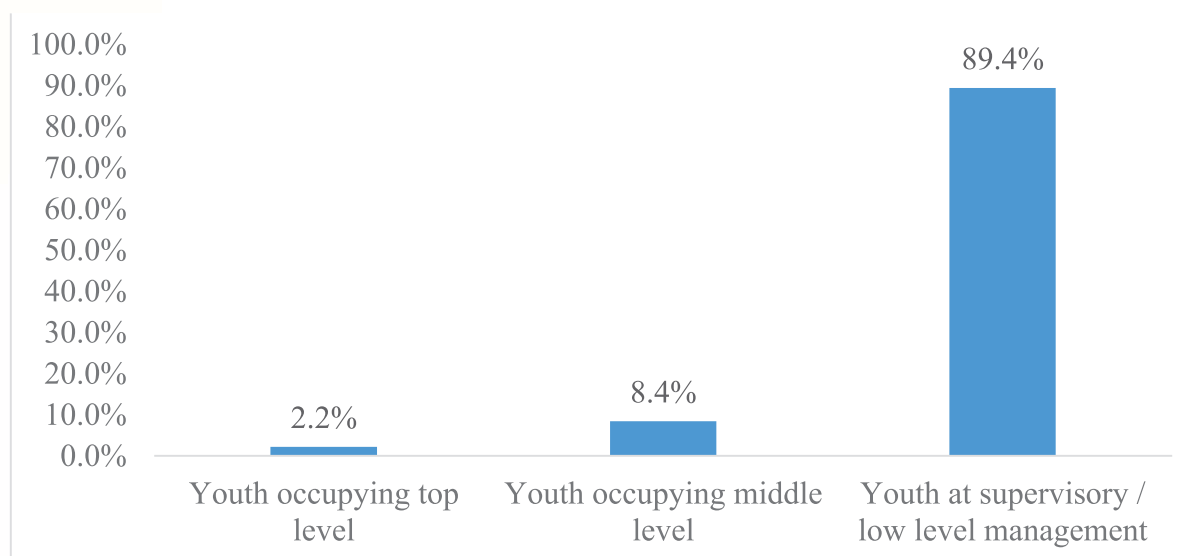


**Question:** *How many employees aged 18-35 occupy the following decision-making positions in your organisation / institution?*

The figure shows the distribution of youth in decision making against the total number of employees in the organisations. Generally, youth are under-represented in decision making. Thus, a combined 5.2% of the total workforce comprises of youth in decision making at all levels. Those occupying top, middle and low-level management positions constitute 0.1%, 0.4% and 4.6% of the total workforce respectively. These proportions are significantly different from older employees (aged 36 plus) in similar decision-making positions.

In addition to these findings, most of the youth involved in decision making tend to occupy low level or supervisory positions (89.4%) (Figure H). Thus, they are supervisors, section leaders, district heads, superintendents etc., and mainly concerned with the execution and coordination of day-to-day workflow that ensure completion of projects and that deliverables are met.

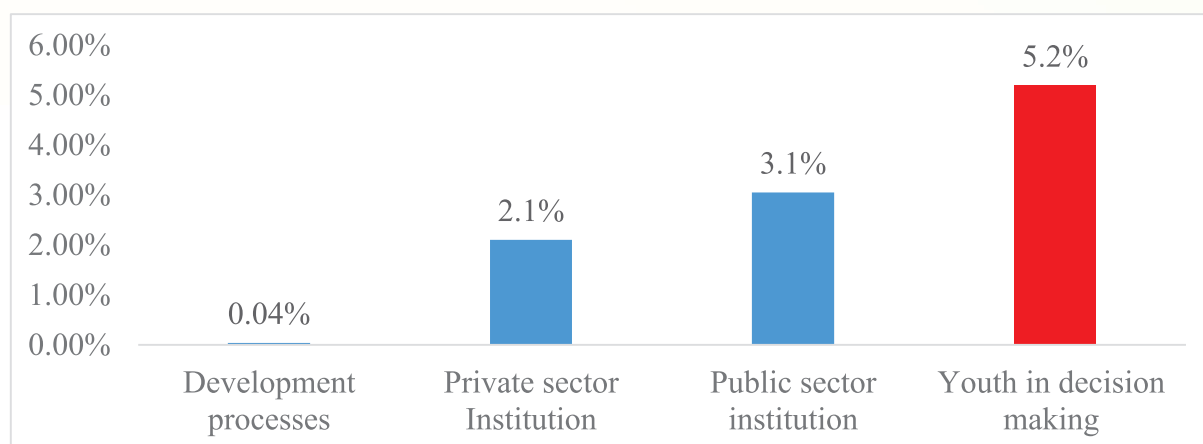
**Figure H: Positions occupied by youth in decision making**



**Question:** How many employees aged 18-35 occupy the following leadership positions in your organisation / institution?

An insignificant proportion is found in the top management (2.2%) occupying positions of ministers, permanent secretaries, commissioners, mayors, chief executives or managing directors, or sitting on boards of directors. It is worth noting that this observation applies to both public and private institutions. Youth at middle management stands at 8.4%, while an overwhelming majority is found at the low-level management 89.4%.

**Figure I: Proportion of youth in decision making by sector and against total number of employees**



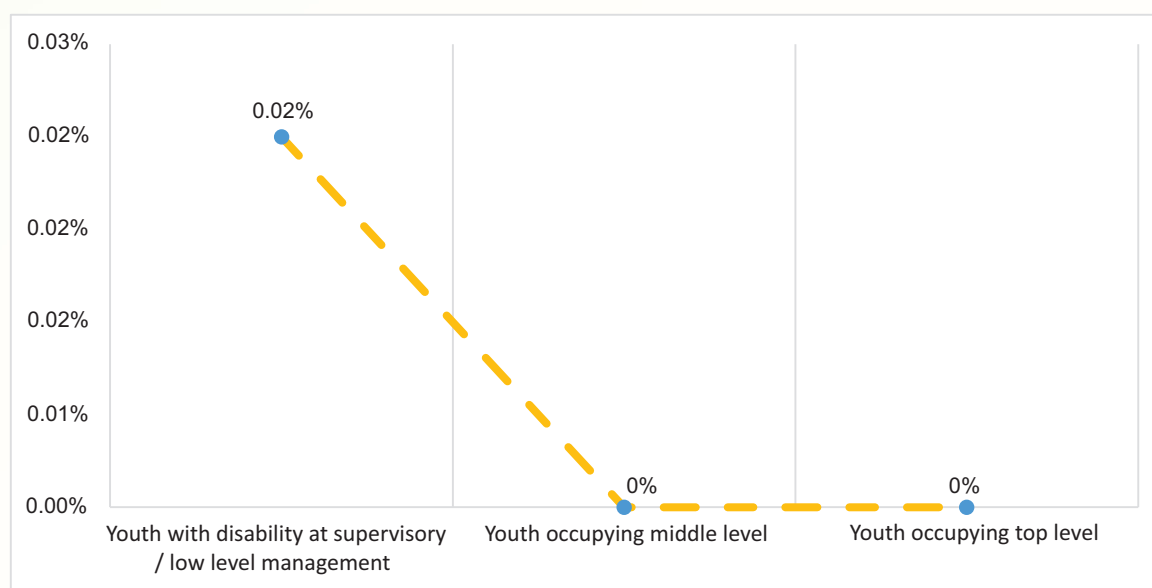
**Question:** How many employees aged 18-35 occupy the following decision-making positions in your organisation / institution?

Figure I shows the distribution of youth in decision making in development processes, private and public institutions. Development processes have, by far, the smallest proportion of youth in decision-making at 0.04%. This proportion approaches zero when rounded to the whole number. The public and private sectors account for 2.1% and 3% in decision making respectively. The total of 5.2% has already been highlighted in preceding sections. The statistics on youth in decision making continue to drop when we break down by disability.

Thus, considering people with disabilities, the study found that only 9.6% (n = 12) of them were in decision making.



**Table 1: Youth with disability in decision making**



*Question: How many employees with disability occupy the following decision-making positions in your organisation / institution?*

All youth with disability in decision making are found at low level management. This proportion translates to 0.02% of the total number of employees in both the public and private sectors. This number is consistent with the fact that there are only a few youths (18%) with disabilities employed in both sectors. The ensuing section qualifies circumstances that resulted in the appointment of youth in decision making in both sectors.

### **7.6 Circumstances leading to the appointment of youths in Decision making**

The study sought to understand the circumstances that led youth to be appointed in these decision makings and the following issues were raised. The interviewees were asked how they became involved in decision making in their organisations. Generally, youth got involved in decision making by virtue of the leadership position they hold. A few others claimed to be innovative or to possess the relevant skills needed in their organisations.

*“By the virtue of my position” (Parastatal 1, Young woman, aged 33)*

*“Having assumed leadership in workers’ committee to address the welfare of the workers”  
(Public entity 1, Young man, aged 33)*

*“My Skills and expertise are of value to the organisation hence I became involved”  
(Development Process 3, Young woman aged 32)*

*“Coming up with innovative ideas that were going to” (Development Process 2 Young man, aged 25)*

Youth, therefore, believe that they were in decision making through merit and innovativeness.

While youth in decision making were recruited and appointed on merit, there is need to further qualify the positions they hold in public and private entities, and development processes. The qualification buttresses findings from statistics in Figure H where a few of them are in the top management level. The roles played by youth in decision making vary with organisation and from person to person. Mostly, they are working as Human Resources (HR) officers responsible for ‘deciding on various course of action on employees’ welfare as well on the generic HR practice’. Some are responsible for research and analysis providing solutions to problems being faced by their organisations. Others have played minor to no roles in decision making.

*“Deciding on various course of action on staff welfare as well on the generic HR practice”  
(Private Entity 1, Young man, aged 27)*

*“Play the role of a HR. - I guide the implementation of policies at my organisation and come up with employees’ welfare, conditions of service, recruitment, and selection  
(Parastatal 1, Young woman, aged 33)*

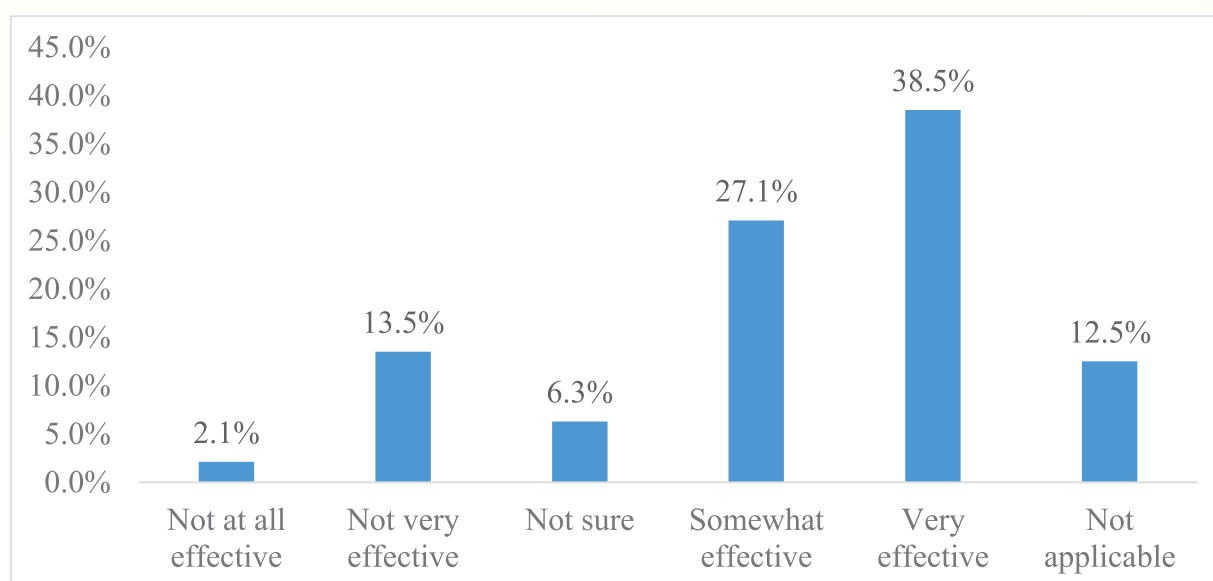
*“A minor role. Only involved in ground operations decisions” (Development Process 2 Young man, aged 25)*

As already highlighted, youths are mainly HR officers and rarely involved in the executive or directorship positions that have real influence on the direction of an organisation. These findings concur with quantitative results in Figure H.

### **7.7 Effectiveness of youth in decision making**

Apart from understanding the proportion, appointment, and positions, the study sought to examine the effectiveness of youth employed in organisations. The results were as follows:

**Figure J: Perceptions on the effectiveness of youth in organisations**



**Question:** Talking of youth (18-35) occupying the above-mentioned leadership positions, would you say they are effective in terms of influence, or they are generally overshadowed by older counterparts?

More than half of the institutions (65.6%), believe that youth in leadership position are effective in terms of influence and that they are overshadowed by older counterparts. The youth occupying leadership positions also concurred that they were effective. They strongly believe that they have been effective in influencing decisions made by their organisations.

As evidence of their effectiveness, the youth argued that they still hold the decision-making positions that they were employed in, that their contributions have produced tangible results and continue to get favourably job ratings from their superiors.

*“Yes, because if I had not been effective, I would not still be here. I went to school for that and I am using the knowledge and skills I acquired and I am proving to be effective in influencing decisions being made in this organisation.” (Private Entity 3, Young men, aged 35)*

*“By the virtue of holding my position of work for a long period of time and also the appraisal and personal performance work plan clearly shows that I have been good for the company. I even came with ways of motivating the workers and conditions*

*of service, thus for example last month we bought a new kit for the workers and they thanked me for remembering them. (Parastatal 1, Young woman, aged 33)*

*“Yes I have. When it comes to my line of expertise. No one else in the organisation has my set of skills so they are highly dependent on my suggestions” (Development Process 3, Young woman aged 32)*

All the interviewees believe that their employment is key and have been effective in their positions of influence in these organisations.

Tied to the theme on effectiveness is whether youth view involvement as critical to the organisations. There was an agreement among the youth in decision making that their participation in decision making is important for several reasons namely:

- a. Creation of new ideas thus promoting organisational innovation,
- b. Brings forth concerns of the youth in organisations,
- c. Timely achievement of organisational set goals and objectives, and
- d. Youth as the future of organizational growth, economic growth, and technological innovation.

Youth in public and private entities summarised the importance of their participation as follows:

*“It is crucial considering that it is the young people that can foster the generation of new ideas which promote innovation” (Private Entity 1, Young man, aged 27)*

*“It is important as the young generation bring about innovation and modernisation or you may say relevance to the nowadays technological advancements in every aspect of infrastructural advancement.” (Development Process 3, Young woman aged 32)*

*‘Yes, it enhances organizational development as new energy, fresh ideas and enthusiasm is brought into the organization (Private Entity 2, Young woman, aged 33)*

*“Yes- young people are regarded as innovative and hands on so our presence make outcomes easy to achieve by day end.” (Development Process 1, Young man aged 30)*

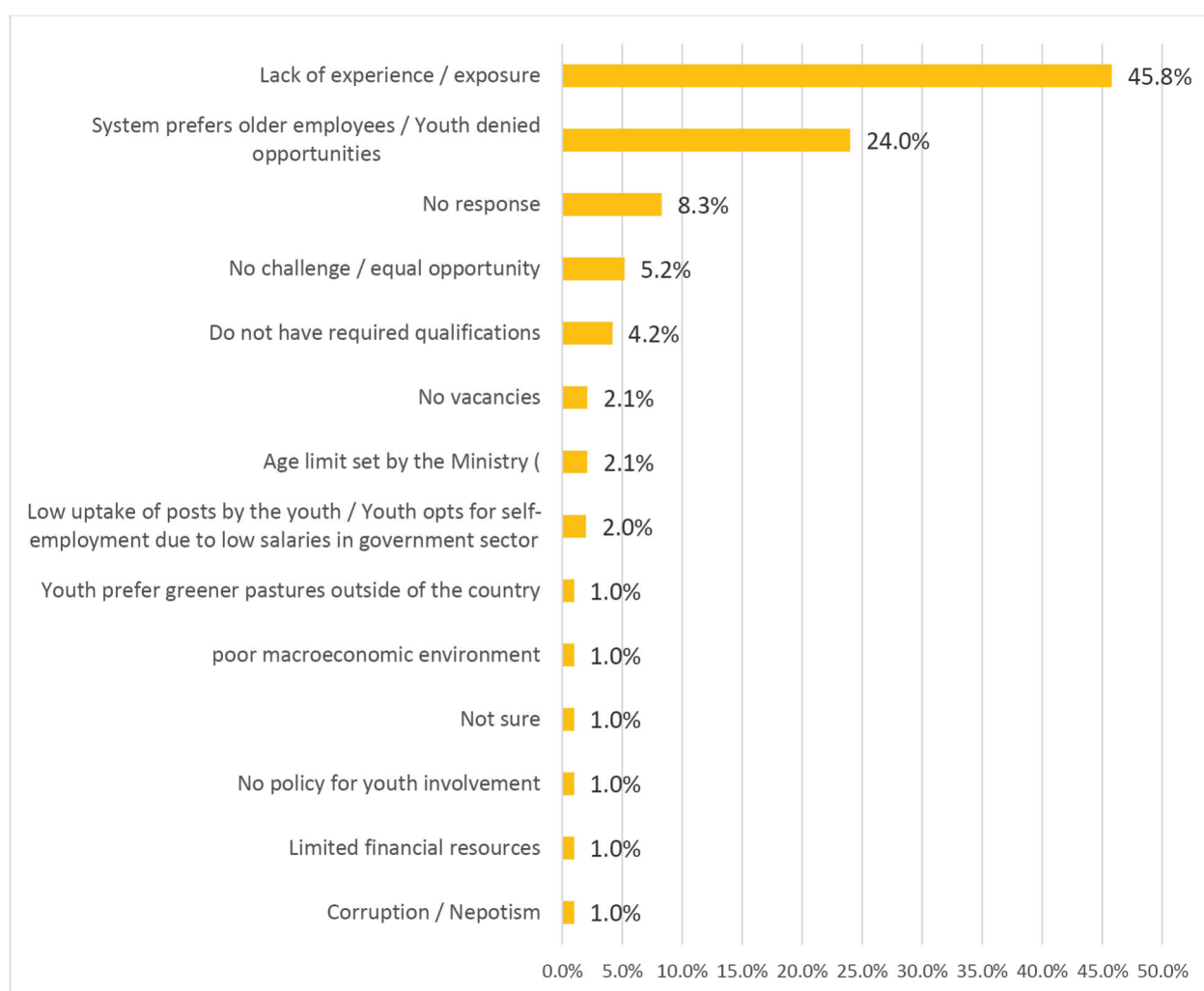
They concurred that their participation is important as their innovation can match the current technological changes and their voices can be heard and influence the future of the organisation.

The importance could explain why youth employment is considered effective in various organisations as shown in Figure J. Despite the effectiveness and importance, it was also key to examine the challenges faced by youth in decision making.

### **7.8 Challenges faced by youth in decision making**

According to the different organisations in the study, lack of experience / exposure (45.8%) is by far the main challenge to equal participation of youth in leadership and decision making within these organizations. The organisational culture which denies youth the opportunity to participate in decision making preferring older employees is the second major challenge impeding youth involvement in decision making processes. Other challenges include lack of the required qualifications (4%), age limit set by Ministries (2%), and low uptake of advertised posts by people aged 18-35 in preference for greener pastures (2%).

**Figure K: Employer’s perspectives on challenges faced by youth in decision making**



**Question:** *In your opinion, what is the MAIN challenge to equal participation of employees aged 18-35 in leadership and decision-making positions within your organization?*

The quantitative figures are also buttressed by qualitative responses on the challenges that inhibit meaningful participation of youth in decision making. Qualitatively, the major hindrances thought to prevent full participation of the youth in decision making also varied. The common ones include lack of knowledge and experience which came out top in the quantitative data. Other hindrances include vulnerability to peer pressure, lack of resources, and the political and social environment. Interviewees had this to say:

*“Lack of experience...” (Private Entity 3, Young men, aged 35)*

*“The youth suggestions are most likely dismissed because of the little experience they have in the organisation” (Development Process 2 Young man, aged 25)*

*“Fears of speaking out. Experience. Level of education. Limited exposure. Systematic mistreatment” (Private Entity 2, Young woman, aged 33)*

The greatest hurdle preventing the appointment of youth in decision making in public and private organisations was lack of experience. These sentiments are expressed by both interviewees in public and private entities as well as the employer and employee perspective.

## **8.0 Conclusion**

The study has shown that 34% of youth are employed in both public and private organisations while 42% are found in national development processes in Zimbabwe. The private sector employs 47% compared to 30% in the public sector. The few numbers of youth employed is also reflected in those occupying leadership positions. Reasons cited include lack of experience, organisational culture which favours the mature and older employees and leaders, lack of policies and a conducive environment that promote youth employment and appointment in leadership and developmental processes. The study has shown that gender and disability factor do not play a major role in employment and appointment of youth in organisations. Most organisations appear to observe non-discrimination employment and appointment policies. However, there are cases where gender and disabilities have been considered and these include sectors that are labour intensive. Under the circumstances issues of masculinity and femininity play a determining role. These factors are not applicable in the appointment of men and women in leadership roles as this does not require physical build-up of a person but level of intellect.

## **9.0 Way Forward**

The study proposes that:

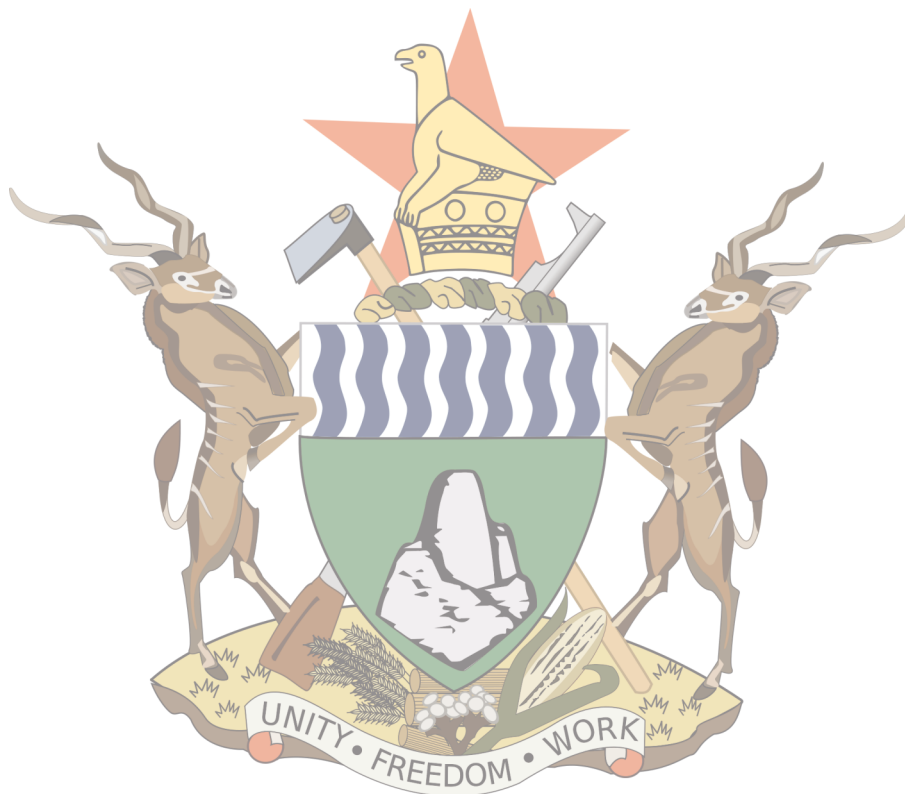
- Organisations should be encouraged to adopt a youth employment policy in public entities. This may help to increase the number of youths employed in public entities.
- Establish further why there are less youth employed in public as compared to the private sector. This arises from the fact that the public sector is the biggest employer in the country but employs a few youths.
- Stakeholder discussions on how qualified youth can be recruited and appointed in leadership especially in the top and middle management levels.
- Encourage organisations to employ more females and people with disabilities.

- Encourage organisations to update their data bases on the demographics of youth employed or managing developmental processes.
- Identify and train youth about leadership. This emerges from the debate that leaders are not born but made. The findings of the study have shown that youth lack experience to qualify for appointment in key leadership positions.



## Reference

Checkoway B. (2011). *What is Youth Participation? Rethink Urban Spaces*. Online: <http://www.goethe.de> (Accessed 13 July 2022).



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