

LOCAL GOVERNMENT POLICY & 2010 BUDGET ANALYSIS

Special Focus on Six Gender Budgeting Pilot Local Authorities

Gweru, Mutoko, Kadoma, Kwekwe, Masvingo & Bulawayo

DRAFT REPORT

Acknowledgments

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EXECUTIVE SUMMARY

This report is a register of the findings of a local government policy and 2010 budget analysis conducted in six pilot local authorities (five urban and one rural) i.e. Gweru, Kadoma, Kwekwe, Masvingo, Bulawayo and Mutoko. Its aim is to analyse the governance profiles of each district, critically assess the 2010 budgets in the six council's i.e. existing policies, budget processes and gender budget audits with respect to recruitment, housing and informal trading licensing, as well as provide an overall assessment of the 2010 budgets in the six districts.

The findings for each district are captured and highlighted in detail. Recommendations on how each district can mainstream gender into legislation, policies and strategies are also provided. Participation of women in economic and public finance in each district is underscored and recommendations on advancing their participation are highlighted. The report is divided into four sections which are outlined below:

Part One: Introduction and Case Study Overview – Policies and Budgets. This section provides an introduction into the local government environment including the existing Urban and Rural Councils Acts that guide the operations of the local government authorities. Women's participation in governance will also be briefly analysed and critiqued in Section One followed by an overview of the existing policies, budget processes and gender budget audit criteria.

Part Two: Gender Analysis of Existing Policies – A Critique provides a critical gender analysis of the existing policies vis a vis recruitment, housing and informal trading licensing and an overall assessment of the 2010 budgets in the six districts, using a Case Study format. The case studies of the six districts will critically examine in which activities funds were allocated to, followed by an analysis of the gender implications of the budget allocations. The extent of civic participation will be examined as well as the level of gender-responsiveness of the budget allocations in all the six districts.

Part Three: Key Budget Priorities and Advocacy Issues. After the critical assessment of policies and budgets, the study will identify the potential *key budget priorities* and *advocacy issues* that could be considered in the 2011 budgets by the six districts.

Part Four: Conclusion and Recommendations. Finally, in the last section, the study provides the concluding remarks and also spells out what it recommends as the '*best strategies*' for engendering policies, budgets and legislation for the six districts covered by the study. There is also a Reference section which includes the documents cited for the study and an Annex section which includes various attachments that support the Report documentation.

Introduction

Zimbabwe Women's Resource Centre and Network (ZWR CN) is a non-governmental organization established in 1994 that seeks to empower women in Zimbabwe through the provision of information that affects their economic, social and political spheres. The Local Government Gender Budgeting Programme will be piloted in six (6) districts, Mutoko, Masvingo, Kwekwe, Kadoma, Bulawayo and Gweru. These six districts were selected purposefully as they were already implementing participatory budgeting at local government level since 2001.

The programme seeks to ensure that public resource allocation is pro-poor and gender equitable. Through this programme, ZWR CN advocates for the formulation and implementation of policies and budgets that are pro-poor and sensitive to the needs and priorities of women in particular' and other marginalized groups such as people with disabilities, the youth and the elderly.

Budgets and policies reflect a local authority's commitment to equitable resource allocation and consideration of differential needs of different groups of the society, in particular the marginalized groups. Gender analysis of policies and budgets becomes an integral step in achieving the goal of implementing GB hence will form the baseline towards engendering budgets and policies and ultimately highlight gaps for interventions towards engendered local authority budgets and policies

The current analysis therefore considers the six pilot local authorities under the Local Government Gender Budgeting programme as case studies.

PART ONE: OVERVIEW OF THE LOCAL GOVERNMENT IN ZIMBABWE

This section provides an introduction into the local government environment in Zimbabwe including the existing Acts that guide the operations of the local government authorities.

The participation of women in governance is briefly analysed and critiqued and an overview of the existing policies, budget processes and gender budget audit criteria is also outlined..

1.0 A Historical Overview

Local government authorities (LGAs) in Zimbabwe have been in existence from as way back as 1891. Prior to 1980 three forms of local government existed. These are, the Urban Councils established under the Urban Councils Act of 1891; District Councils established under the African Councils Act of 1937 and the Rural Councils established under the Rural Councils Act of 1966 (Masuko: 1994). Urban and Rural Councils represented the interests of the European settlers and landowners who were also key lobby groups in national politics (Wekwete: 1988). Both urban and rural councils enjoyed a higher degree of delegated authority in undertaking and provision of services. Democratic representation was practised in urban and rural councils, but was limited to Europeans only.

African Councils were linked to traditional authority of Chiefs and Sub-chiefs. Central government was strongly represented by the District Commissioner. Observations were that this system did not reflect the interests of the locals, but was rather meant to control the native development in the interests of the European Economy (Arrighi: 1967, Clarke: 1978 and Wekwete: 1988).

Historically, the administrative capacity of urban local councils in Zimbabwe developed rapidly after the Second World War in response to major commercial and industrial investments and the large-scale immigration of European settlers and the indigenous Africans. Legal title and ownership of land in the European sections was based on the principles of freehold ownership of both land and property. Africans had no legal title to land and could only lease or rent accommodation. The major emphasis in the African urban areas was placed on the provisions for single migrants¹ on the assumptions that the families of urban workers would normally reside in the rural areas (Wekwete 1992, Masuko 1995, Mashanda-Shopo 1997).

¹ Hence the construction of 'ma hostels' which were mainly for male urban labourers in many urban areas in colonial Rhodesia.

A number of reforms were initiated after independence in 1980, which were aimed at streamlining the administration of the local authorities to include the disenfranchised Africans in the democratic and decision making process, review of colonial racial policies, controls on rural –urban migration and zoning regulations (*which designated the areas for both Africans and Europeans*).

The Urban Councils Act was amended to reflect the new '*non-racial*' dispensation while the African Councils Act was super-ceded by the District Councils Act 1980. In 1988, the Rural Councils Act and the District Councils Act were amalgamated to form the current Rural District Councils Act (1988) for all rural local authorities.

Local government can, therefore, be defined as those statutory sub-national structures of government whose primary purpose is service delivery to constituent communities. Local government is the sub-national government closest to the people that deal with the administration of affairs of a local nature. These affairs include the following areas:

- Health protection;
- Transport;
- Provision of water;
- Protection of the environment;
- Education;
- Construction of roads, sewers, bridges etc.;
- Provision of housing, recreational facilities and
- Civil protection.

The Urban and Rural local authorities are not governed by any legislation that is enshrined in the national constitution, but are governed through the Acts of Parliament as outlined above and by various by-laws that councils enact.

- ***The Urban Councils Act (1973)²***

The Act is characterized by delegation rather than decentralization of power and functions. It is built upon the concept of upward accountability and not local accountability. The Minister responsible for local government has a say in many issues and not the local people or civic groups. Then Central government, rather than the local people, governs what transpires within these local authorities, with powers to suspend

² *As amended in 1980.*

the enabling legislation, suspend a local authority or put in an administrator as well as suspending individual councillors and prohibiting them from active participation in local governance politics.

There are no sections in the Act that give recognition nor acknowledge the existence of civic groups such as residents' and rate payers' associations. The Act provides for the direct election of councillors and mayors by the residents of the town for a term of four years. Residents are therefore free to participate in electing their representatives. However, the Act stipulates that meetings of the council shall be held only after half past four o'clock in the afternoon unless it is an exceptional meeting and the majority of members have agreed to it. The clause has facilitated exclusion of women participation in council meetings as these meetings take place during the time when they are expected to be preparing meals for their families at home (care work responsibilities). In most cases council meetings finish off late, normally after 7pm, which is risky for women participants relying on public transport to travel from council meetings. Due to lack of security services in most councils, it is generally not safe for most women (and even men) to move at night. As a result, decisions passed at such meetings may exclude the needs for women, elderly and people with disabilities who will not be represented.

Consultation with stakeholders is a pre-requisite in formulating by-laws as prescribed by the Act. This means that councils are obliged to seek opinions of residents and rate payers before formulating by-laws. The Act also provides for objections to be made by residents and rate payers. However, there seems to be a tendency for the Act to provide mainly for objections to certain developments and assumes representative participation in some contributions through the elected representatives, but when it comes to objections.

The Act also provides for the public notice, through the press, for an application for borrowing powers. The pre-supposition of the Act is that residents are literate, and that they have access to press advertisements. Given the male skewed education system in the pre-colonial era, the clause indirectly deprives older women of the right to participation. Though the Act requires that council by-laws be made available for inspection, the major limitation to citizen participation in this process is the legal jargon that entails the by-laws. The Act should make it obligatory to make councils by-laws available in local languages for easy understanding.

The Act does not provide for dissemination of information to residents and rate payers on collection, utilization and balances of monies belonging to council. This is critical because residents and rate payers should also know the financial health status of councils to be able to monitor council accountability and effectiveness.

1.1 Participation in Civic Affairs

Stakeholder participation and consultation in civic affairs is a central tenet of local government governance processes. This is especially critical when councils are preparing budgets. Stakeholder input becomes critical in shaping the democratic and governance space in local authorities. According to the circular from the Ministry of Local Government, Urban and Rural Development, *Circular Number 6 of 1983*, Council should consult with residents and stakeholders whenever it proposes new rents, services and supplementary charges in any given council. Both the Urban Councils and the Rural District Councils Act also stipulate that budgets should be advertised and copies of the draft by-laws incorporating the increases should be submitted to the Ministry for approval and subsequent publication in the Gazette at the appropriate time. Residents and rate payers are thus allowed by government directive to be consulted and give input into council budget affairs so that their concerns are also included in the final budget plans that would have been agreed.

1.3 Participatory Budgeting

Participatory budgeting has been taking place in Zimbabwe local authorities since 2000 and local government authorities are required to submit *'consultation certificates'* to the central government through the Ministry of Local Government. This is also a requirement of the Urban Councils Act. However there is generally no record of these meetings to guide follow-ups and accountability. These would assist to establish the level of participation of both women and men, and identify issues that women raise as opposed to those by men. Women and men have different needs and expectations when it comes to local government services. This calls for the need for them to be consulted to promote participatory democracy.

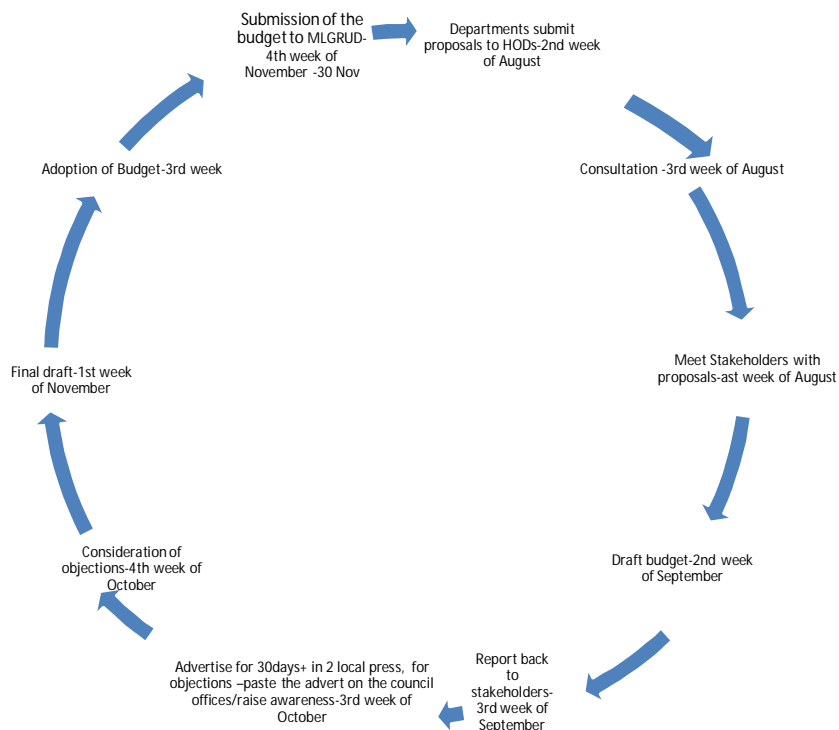
Participatory budgeting thus should be part of the overall strategic effort to promote local and engendered democracy, and smart partnerships in local authorities. The main objectives of the participatory budgeting process are to:

- Promote civic intervention and participation in local governance;
- Involve the communities in generating self-sustaining livelihoods options, and
- Promote accountability and transparency in local public finance and budgeting.

All the urban and rural district councils in this study have experimented with participatory budgeting and findings from the baseline survey conducted in these local authorities have shown that women involvement has increased. Participation of women in local governance is one principle of good governance observed by gender budgeting.

1.4 Local Authority Budgeting Cycle

According to the MLGRUD, the following budget stages are expected to be carried out by the timelines as indicated:



- **Invitation to stakeholders to submit budget proposals**

The Treasury Department of the Ministry of Finance issues invitations to various stakeholders including local councils to make submissions for the upcoming fiscal year. The new proposals are based on the performance of the previous fiscal year, challenges encountered and the projected demands and expected desires for meeting the service delivery requirements for the upcoming fiscal period.

All stakeholders are thus encouraged to make their input by participating in the various consultations with the administrative officers of what they wish to include in terms of service delivery in the next budget cycle. These consultations are usually initially done at

ward level where ward councillors consult with residents and stakeholders from their various wards. Priorities are then set and councillors then take these to council where a public meeting is then called where all residents and stakeholders are to participate and make their input.

1.5 Tools for an Effective Gender Budget Assessment

A number of tools are used to assess the gender mainstreaming in the budgets at local authority level. Although Elson (1997) set up 6 tools that can assist in the gender evaluation of budgets the following are relevant to the current exercise:

- To disaggregate the overall assessment along gender lines. In how far does a particular expenditure item cater to the need of potential users? How do these needs differ between men and women?
- To take into account the effect of a special investment or public spending in general along gender lines, including a closer look to which extent men and women make different use of the policies offered.
- To measure the effect of public spending in each sector on male and female well-being. In other words, what is the impact on the respective income, livelihood, nutrition, and human capital investment?
- To concentrate on non-monetary dimensions of people's well being, particularly time use. What is the effect on the total productive time of men and women? Here, not only productive work in return for monetary income should be taken into account but also unpaid labour, since women tend to work more hours than men when paid and unpaid hours are added.

1.6 Women and Local Government Participation: the “missing link”

In the Zimbabwe local government arena, women still lag behind men in terms of council representation (Masuko 1994). According to Paradza and Chiroro (2003: 21):

“Local government structures in Zimbabwe are male dominated ---. --- and women are found in administrative and clerical positions whilst managerial positions are male-dominated.”

In support, a baseline survey carried out by ZWRCN in 2009 found that women still remain a minority in decision making positions within council. Only a quarter, (26%) of women occupies positions in top council management in all six (6) local authorities. Amongst middle management (section heads), only 19% were female. Top council management includes positions of the Town Clerk, Heads of Departments and Assistant Directors. Of the six local authorities there are no female Town Clerks or Chief Executive

Officers (CEO). The only positions occupied by women among the heads of departments are distributed as follows:

- Two (2) Chamber Secretaries (Bulawayo and Kwekwe)
- Three (3) Directors of Health (Bulawayo, Kwekwe and Masvingo)
- One (1) Director of Finance (Bulawayo)

The elected and appointed female councilors also constitute only (20%) of the councilors distributed by district as follows:

- Bulawayo - 4
- Gweru - 2
- Kadoma - 5
- Kwekwe - 4
- Masvingo - 4
- Mutoko - 7

The trend of those occupying key decision making positions is similar to that of council management. The survey also established that none of the elected female councilors hold the top position of Mayor. There are two (2) deputy mayors in Masvingo and Kwekwe and one (1) vice chairperson in Mutoko. The survey also noted that out of about 38 committees, there are only 4 women who are chairpersons of committees. Table 5 gives a breakdown of women in decision making positions in council.

Table 1 demonstrates the above point.

Table 1: Decision making positions in Council by Sex

Decision making position	Number	Sex	
		Female (%)	Male (%)
Council top management: (Town Clerk, heads of departments & assistant heads of	46	26	74
Middle management: (section heads)	36	19	81
Councilors	123	20	80
Mayor/ Chairperson	6	0	100

Deputy Mayor/chairperson	6	50	50
Chairperson of committees	38	11	89

ZWRCN Baseline Survey on Gender Budgeting in Local Government in Six Pilot Districts Zimbabwe, 2009

The data above shows that women's representation at local government level has been dismal. Local authorities have been patriarchal and women's entrance has not been easy. There is now a small marginal presence of women in local government governance structures and systems, and where women have been elected to run, they have indeed 'made a difference'.³

1.6.1 Gender and Representation: 'levelling the playing field'

Table 2 shows that there has been a slight increase in the participation of women in local government in Kadoma and Kwekwe urban councils while a decrease is registered in Masvingo urban council between 2006 and 2010. However even in those councils where increases were registered they fall short of the 50% threshold recommended by the SADC Protocol on Gender and Development. On the whole, however, women are not doing so well compared to men at local government level as shown in Table 2.

Table 2: Women and Men Councillors per Council in 2006 and 2010

Year	2006			2010		
	Women	Men	%	Women	Men	%
Bulawayo	-	-	-	4	25	13.8
Gweru	2	15	11.7	2	16	11.1
Kadoma	2	14	12.5	4	13	23.5
Kwekwe	1	13	7.1	4	10	28.6
Masvingo	3	7	30	2	11	15.4
Mutoko	2	-	-	7	22	24.1

Source: Compiled from data from: Urban Councils Association of Zimbabwe, Best Practices in Participatory Budget Process for *Five Cities* in Zimbabwe, Harare, Zimbabwe, 2006. Gender links, at the Coalface: Gender and Local government in Zimbabwe 2010: 107-108.

Women in Council Committees

³ Colleen Lowe Morna (ed.), *Gender Links, Ringing up the Changes – Gender in South African Politics, August 2008.*

According to the SADC Protocol on Gender and Development, gender equality and gender mainstreaming must form a core of all public and private sector leadership and decision-making. Articles 12 and 13 of the *Protocol* dealing with issues of '*representation and decision-making*' issues, state that women should constitute "50%" at all leadership and decision-making levels, in both the public and private sectors.

However, on a national level, Zimbabwe, along with Angola, Namibia and Zambia, rank amongst the lowest in terms of women's participation at local council level in the region. There are some countries in the region, however, that have fared better when it comes to female representation at council level. Only the Seychelles (57.7%) has met the SADC Protocol threshold. (Gender Links: 2008).

1.5 Summary

Part One looked at the existing instruments that govern local government authorities. It also highlighted issues that are generally covered by the LGAs, including the powers of the Minister of Local Government, Urban and Rural Development. The section also briefly analyses the issue of civic participation in local government governance processes. It concludes by focusing on the issue of women and representation at local government level, highlighting the major reasons for women's marginalisation from local government political arena as well as the gender dynamics at play.

Finally, *Part One* provides a '**kaleidoscopic overview**' of gender representation in local government and also highlights existing gender disparities in the sector. The section made a case for increasing gender equality and equity at local government through the promotion of the SADC Gender and Development Protocol that promotes 50-50% gender equity in terms of leadership and decision-making in both the public and private sectors.

Part Two: Gender Analysis of Existing Policies and Budgets – Case Studies of Five Urban and One Rural Local Authority

2.0 Introduction: Local Authorities' Policies and Budgets

Part Two is divided into three components. The first focuses on the **governance profile** of the district. Issues to be highlighted in this component include the vision, mission, values, challenges and strategic plans. The second component provides a **critical gender analysis of the existing policies at local government level vis a vis recruitment, housing and informal trading licensing**. In this component a closer examination is made to establish the extent to which men and women benefit from the policies designed in each of the six councils. The third component carries out an **overall assessment of the 2010 budgets in the six districts**. A number of questions are explored with regard to council budgets and these are:

- To what extent does a particular expenditure item cater for the needs of potential users?
- How do these needs differ between women and men?
- To what extent does capital investment affect both women and men?
- What is the effect of the budget allocations on the total productive time of women and men?
- What are the likely gender impacts of the resource allocations made?

In other words, the case studies of the six districts critically examine how the revenue was raised and in which activities funds were allocated to .. This examination is done with a view to assessing the gender implications of the income and expenditure variations in mind.

The analysis presented here is based on the documents that were availed by each of the local authorities, as some local authorities failed to submit the required information. All but Masvingo and Bulawayo have submitted information on the 2010 budgets. Only the City of Gweru has submitted information on both governance profile and policies. Cities of Masvingo and Bulawayo did not submit information for either governance profile or policies.

2.1 Case Study One - The City of Gweru (CoG)

The City of Gweru (CoG), the capital of the Midlands Province, was founded in 1894. The city is also known as the ‘*City of Progress*’. The CoG environs are abundantly endowed with rich mineral deposits i.e. gold, emeralds and diamonds, platinum, chrome as well as rich arable farmland.⁴ This gives the city an added vantage point when it comes to commercial and industrial ventures.

2.1.1 Governance Profile

The governance profile of the city is guided by its vision; mission statement; values; the challenges that it faces and the strategic plan that guides its activities, operations and use of its resources.

- *Vision*⁵

To be a “*dynamic and prosperous city*”.

- *Mission Statement*

“*Gweru City is committed to good governance through the provision of cost effective and efficient services to its residents and promoting economic development*”.

- *Values*

Its values are *customer focus; professionalism; equal opportunity employer; transparency and accountability; teamwork; employees as the main asset; integrity; fairness; environmental stewardship, and civic participation.*

- *Challenges*

The city has a host of challenges similar to those faced by other urban councils in Zimbabwe, that is a “*volatile economic environment; ravaged by the HIV and AIDS pandemic; decentralised central government services; diminishing financial resources and slow economic growth.*”⁶ These various challenges pose a monumental threat to the city’s ability to effectively deliver on its statutory mandate, especially in assisting its residents and rate payers to economically empower themselves – through improved livelihoods and thus uplift themselves from poverty.

⁴ Some of the various agricultural activities in the area include:

⁵ All * information is taken from Gweru City Council Strategic Plan, Medium Term (Jan 2004-Dec 2005), p.2.

⁶ Gweru City Council Strategic Plan, Medium Term (Jan 2004-Dec 2005), p.2.

- *CoG Council Strategic Plan*

The CoG has a Strategic Plan⁷ (SP) which it drew up for fiscal year 2004-2005. The SP has six Key Result Areas (KRAs): financial management (revenue/expenditure and capital budget management); service delivery; infrastructure development and maintenance; human resources management; environmental management and economic development. No Strategic Plan, however, appears to be in place since then. The corresponding goals included developing a financially viable local authority, a well serviced and satisfied community; provision of well developed and maintained infrastructure; achieve high productivity; clean green city and economic growth of the city.

The Strategic Plan sought to carry out various programmes aimed at addressing the needs of the residents and rate payers. It is thus crucial that a critical assessment be conducted of **what the initial goals to be achieved** were against **what was actually achieved** during that period. The Matrix in Annex highlights the SP of the CoG as outlined by the Strategic Plan Document⁸.

- **Emerging concerns: gender issues**

The governance profile of the City of Gweru is very silent on gender related issues. Although in their values they highlighted that they are an equal opportunity employer, they did not recognize the historically disadvantaged position occupied by women in society, the traditionally assigned roles that confine women to the care economy and the differentiated status of female headed household vis-a-vis male headed households.

The City of Gweru governance profile does not appear to have a gender or affirmative action clause to guide its vision, mission or Strategic Plan. The “*challenges*” faced by the city also do not reflect a gendered overview of how women and men in the city are differentially affected by the “*volatile economic environment; ravaged by the HIV and AIDS pandemic; decentralised central government services; diminishing financial resources and slow economic growth*”. A gender analysis of these identified challenges is critical as it can act as a guide in the city’s formulation of an over-arching gender policy and gender mainstreaming framework for its policy and budget processes.

2.1.2 Policy Environment⁹

⁷ Gweru City Council Strategic Plan, Medium Term (Jan 2004-Dec 2005); See Annex 2 Matrix for more details.

⁸ Gweru City Council Strategic Plan, Medium Term (Jan 2004-Dec 2005), pp.4-17.

⁹ See the COG document, “Human Resources Policies and Procedures”, no date.

The CoG has various policies relating to the following issues: human resources (i.e. recruitment), housing (allocation of stands – residential, commercial and industrial), health (including HIV and AIDs-related), education, transport and informal trading. This study however focuses on recruitment, allocation of stands and informal trading policies. A small brief on the health and education policies are provided as a 'bonus' (see annex).

- **Human Resources Policy**

The CoG's human resources policy is quite extensive and also incorporates conditions of service of council employees. The policy covers the following industrial relation issues: recruitment, performance management, job evaluation, staff retention which also covers staff benefits, staff development, maternity leave; annual and study leave, use of company property, employer and employee responsibilities in the council, organisation and arrangement of health, safety and welfare of employees within the council and a human resources audit.

The city has a Training and Development Unit which includes induction training, industrial attachment and self development and school fees assistance. The city's Health and Safety Unit spells out the responsibilities of both the employer and employee and includes a Medical Aid Facility and an HIV/AIDS programme, whilst the Monitoring Unit covers monitoring of safety policy and systems of the council i.e. accident reporting, health and safety inspection, fire and emergency procedures, hazard and risk assessment, manual handling operations, personal protection equipment (protective clothing).

Also stipulated within the policy are positive working conditions which include:

- *Equal Opportunities*

The city has an "**Equal Opportunities**" policy position contained in its "*Working Conditions*" document (pp.47-48) where it states that:

"In operating its recruitment, training, promotion and other employment policies, the employer will develop and practice positively the concept of equal opportunities for all. The employer shall not discriminate against any employee or prospective employee:

- *on grounds of race, tribe, place of origin, political opinion, colour, creed or sex in relation to advertisement of employment;*
- *recruitment for employment, creation, classification or abolition of jobs or posts;*
- *the determination or allocation of wages, salaries, pensions, accommodation, leave or other such benefits;*

- *the choice of persons for jobs or posts, training, advancement, apprenticeship, transfer, promotion or retrenchment; or provision of facilities related to or connected with employment or any other matter related to employment*".

- *Recruitment*

According to the city's *Human Resources document*¹⁰, the Council is "--- committed to the recruitment of staff based on merit. To this end we shall endeavour to recruit highly qualified and experienced staff. Our source of recruitment will be the labour market, colleges and universities".

- *Internal recruitment*

The recruitment policy further points out that *"In recruiting staff, preference will be given to internal members of staff wherever possible. All positions will initially be advertised internally within Council. It is only after Council will have been satisfied that there are no suitable internal candidates that we will solicit for external applicants"*.

- *Departmental Establishments*

In terms of 'establishment', the policy document on 'Working Conditions (no date, pp. 5-6), states that *"the establishment of each department of the employer shall be determined by allocating a definite number of posts to the suitable grades included in the scale of salaries, the allocation being determined by reference to the duties and responsibilities attached to each post. The establishment shall be reviewed at regular intervals"*

Vacancies can be advertised from outside only when the Manpower Finance Committee deems it so otherwise all vacancies are internally advertised first.

- *Appointments, transfers and promotions*

When it comes to appointment, transfer or promotion, the policy document on '*Working Conditions*' (no date, pp. 5-6), there is nothing in the document regarding gender issues e.g. clauses or sections dealing with the positive discrimination of women.

- *Human Resources Audit*

¹⁰ *City of Gweru, Human Resources Policies and Procedures, no date.*

It is interesting to note that the city has a 'Human Resources Audit' activity where amongst some of its terms of reference are:

- 'Assessing the quality of HR practices, policies and delivery,
- 'Reporting of the extent of statutory HR compliance and remedial outlaw required',
and
- 'Identifying areas for change and improvement with specific recommendations',
- Care work and flexi-work

Various work grades also have different working conditions. Again, 'care work responsibilities' and 'flexi-work' considerations have not been factored into the 'Working Conditions'. These conditions can be agreed upon during collective bargaining negotiations within the Council.

- **Emerging Concerns: Gender Issues**

-Equal Opportunity: The "Equal Opportunity clause" is very positive as it lays the ground for both women and men to be employed by the CoG Council. What needs to be demonstrated, however, is whether, on the ground, such a policy is being fully implemented. In the absence of sex-disaggregated data from the Council, it is difficult to track the extent to which the Council is actually implementing this policy on the ground. The Council needs to avail all its employee data so that a more 'gendered' analysis can be done to inform future recruitment in the Council. Studies (see Masuko 1994; Paradza and Chiroro 2003; GL 2010) show that female employees in councils traditionally occupy secretarial and clerical positions while most of the middle and senior management positions are predominantly occupied by males. This calls for councils to deliberately encourage females to apply for middle and senior management posts.

-Recruitment: First, the concept 'merit' is a subjective one especially in the absence of clear guidelines on what constitutes 'merit'. The CoG needs to clearly outline in its recruitment policy what the 'criteria' for what it refers to as 'merit' is, so that it is clear from the beginning what that means. Second, there is no criterion of what the 'exact qualifications' should be that the 'qualified and experienced staff' should possess to qualify for employment. Third, the source of recruitment is identified as 'the labour market, colleges and universities'. A history of the Zimbabwe labour market shows that it

is a highly 'gendered'¹¹ market in favour of male employees, though some gains have been made by women over the years.

It is clear that the CoG Council needs to make a deliberate move to employ women by widening its recruitment catchment to include various professional women's directories and databases that already exist in the country i.e. the Women in Local Government Forum (WLGf) in Zimbabwe, the Zimbabwe Women's Empowerment Group (ZWEG) Database of Professional Women and the PROWEB Directory of Professional Women.¹² The city currently does not have an *Affirmative Action Policy* (AAP) and is encouraged to design one to guide its gender mainstreaming guidelines for its human resource policy and align it with its "Equal Opportunities" stance.

On paper, the 'internal recruitment' policy looks very positive, most of the employees are predominantly male as indicated by the profiles of most urban and rural councils in Zimbabwe. This means not many women will be recruited and promoted to higher positions when they do open up.

When it comes to staff retention, the city's position is that: "*Council will strive to retain staff, particularly those in key areas*". Unfortunately, the 'key areas' are not clearly spelt out and it is not clear if these are areas where many women have competencies in, given the historical marginalisation of women in certain educational fields of specialisation in Zimbabwe.

The evidence on hand does not demonstrate how human resources are being audited and how concerns are being addressed and complied with. Perhaps the Council should consider serious application of these concerns as they could greatly assist the Council in identifying the potential gender gaps that need to be effectively addressed. The Council thus needs to 'overhaul' its current human resources policy given its 'gender blindness' by creating a more 'gender-responsive' human resources policy that explicitly address gender issues.

- **Housing policy**

¹¹ Jirira: 1994.

¹² Professional Women in Business.

The '**mandate**' of the Department of Housing and Community Services is to 'provide housing, welfare and community services in order to mitigate poverty, homelessness and empower socially disadvantaged groups' – on behalf of Council¹³.

There is, however, no 'clearly articulated housing policy' for the CoG. What exists, however, are various documents including the "*Housing Policy for Zimbabwe*"¹⁴. The Council has a document that contains several policy positions covering various aspects within the Department of Housing and Community Services¹⁵ i.e. position on 'the administration of cession for houses – normal cession'; situation involving 'a surviving spouses cession'; situation pertaining to cessions for houses 'with certificate of authority'; 'with letters of administration'; 'with power of attorney'; 'with court order'; pertaining to 'joint /multiple ownership cession' and 'matrimonial house cession'.

The assumption is that these documents act as guidelines to the housing issues for the local authority. However the city was expected to have drawn and clearly spelt their own housing policy being guided by *the National Housing policy document of 2000.*, - *Housing Working Manual*

The CoG has a "*Working Manual for Management of Urban Land, Houses and other Structures*"¹⁶. The *Manual* should be used in conjunction with the following Acts, Instruments and Circulars from local government: *The Urban Councils Act, Chapter 29:15; The Regional, Town and Country Planning Act, Chapter 29:12; Statutory Instrument (S.I.) 147 of 1985 – Urban Councils (Model) (Occupation of Council Property) By-Laws; National Housing Policy of Zimbabwe; Manual for Management of Urban Land, and circular No. 1/1985 on Standard Priority Systems*. The *Manual* was developed as a 'standardisation'¹⁷ tool given the 'different formats' used 'in relation to provision of housing and community services' – to 'eliminate confusion that surrounds the allocation of scarce resources in the department of Housing and Community Services'¹⁸.

- Allocation of stands

¹³ *Working Manual, no date, p.3.*

¹⁴ Document prepared by the **Ministry of Local Government and National Housing**, "National Task Force on Housing", February 2000.

¹⁵ See Annex of the City of Gweru, Department of Housing and Community Services, no date.

¹⁶ The '**Manual**' is for 'Housing Directors for Urban Local Authorities', no date.

¹⁷ The '**standardisation**' is aimed at 'the reduction of allegations of favouritism, to foster good public relations, to assist local authorities to make fair, just and quick decisions' when it comes to 'who gets what, when, why, how' regards houses and stands and other community-related services', *Working Manual, no date, p. 2.*

¹⁸ So as to 'make the system dependable, eliminate doubt and mistrust, instil transparency, build corporate integrity and create uniformity in the allocation of resources by local authorities', *Working Manual, no date, p. 2.*

A survey done of Bulawayo, Kadoma, Masvingo, Gweru city councils and, Kariba and Chegutu municipalities revealed an absence of a standard system for allocating houses and stands in most urban local authorities¹⁹. *The proposed criteria*²⁰ (there are several criteria²¹ required for beneficiaries to be entitled to different housing schemes) covers:

- *New Housing Projects*

The proposed criteria for allocating houses and stands for new housing projects include the following:

- Seek Council authority to sale stands detailing conditions of the scheme;
 - Advertise the stands to be sold and requirements for beneficiaries to be considered;
 - Carry out interviews;
 - Allocate stands, and
 - Provide monthly progress reports to council on the sale of stands.
- *Allocation of houses (social housing):*
- Seek Council authority to allocate the houses detailing conditions of the scheme;
 - Advertise the houses to be allocated and requirements for beneficiaries to be considered;
 - Carry out interviews; Allocate houses, and
 - Provide monthly progress reports to Council on the allocation of the houses.
- *Allocation of commercial houses/shops/institutional, industrial and commercial stands*
- Get council authority to sale detailing conditions of the scheme;
 - Float tender to sale;
 - Follow the whole tender process up to tender award in line with council tender procedures, and
 - Progress report to Council.

¹⁹ Working Manual, no date, p. 5. Such a 'standard' had, however been advocated for by Government as way back as 1985.

²⁰ Extracted from the "Working Manual", pps 5-7; The Working Manual also spells out the criteria for 'repossessing' stands, houses, markets stalls and other structures (pps 8 – 9 of the Working Manual.

²¹ Beneficiaries, however, should be residents of the COG, unemployed, have police clearance, medical report and allocate according to score card to get the most deserving case.

- *Allocation to market stalls/ flea markets*
 - Get Council Authority to allocate detailing conditions;
 - Identify beneficiaries;
 - Interview prospective beneficiaries;
 - Allocate stands, and
 - Progress report to Council

- *Allocation of stands by private developers/ cooperatives and government*
 - Get Council Authority to develop and allocate stands;
 - Terms and conditions of stands and sale of houses should be agreed upon with the Director of Housing and Community Services in line with Council policy, and
 - Beneficiaries pay any fees and tariffs as Council may demand.

- *Special considerations to groups on allocation of stands*

The groups below are to be given special consideration at the discretion of the Director of Housing and Community Services based on the '**Standard Priority Rating System**': disabled groups; workers transferring from other towns; cooperatives; institutions; Council employees; Orphans (child-headed families with funds to buy and develop the stands); new investors/ companies, and large families who may not get lodging facilities.

- *Existing schemes*

- Several schemes currently exist such as the *Assisted Housing Guarantee Scheme which states guarantees the payment of any loan to an employee or the spouse of an employee or an employee and his spouse jointly through the Local Authorities Pension Fund in terms of the Local Employees (Pension Scheme) Act of 1978*

Residential Stands: Rented Dual Occupancy Houses

The CoG has designed '*Rules and Regulations*' governing '*rented dual occupancy houses*' (*rented council properties*).²² According to the Council, '*rented properties*' are

²² City of Gweru, '*Rules and Regulation Governing Rented Dual Occupancy Houses (Rented Council Properties)*', no date, p.2.

allocated on a 'lease' basis. Rental payments have to be paid in advance and *'failure to pay rentals, service, supplementary and other charges by the (14th) day of the month will result in the Council house being repossessed'*²³. The 'environs' to the house are also Council property according to the CoG by-laws.

Lessee is not allowed to sell rented premises, 'sub-let' the 'rented property' nor make any extension. Where such an extension is made, it is at the owners' risk.

According to the CoG '*Rules and Regulations Governing Rented Dual Occupancy Houses*':

"If for instance, one tenant is unable to contribute towards the construction of the toilet, the tenant who is financially able to construct the toilet can do so irrespective of whether (he²⁴) is on the side with the toilet or not.

A discount is given to the person who constructs the toilet and if (he) was in stroke (2) (he) moves to stroke (1) where there is a new toilet".

- **Emerging concerns: gender issues**

In terms of gender gaps, there is no specific mention of how women are to benefit compared to men from the various housing schemes provided. The city of Gweru is expected to clearly outline how the historical gender gap in allocation of stands is to be addressed within its procedures. In fact, the documents in place of the housing policy are currently gender neutral. This includes the criteria for accessing new stands, new housing projects, and industrial and informal sector trading facilities.

While the City of Gweru prioritizes groups such as the disabled groups; workers transferring from other towns; cooperatives; institutions; Council employees; Orphans (child-headed families with funds to buy and develop the stands); new investors/ companies, and large families who may not get lodging facilities, they are silent on the prioritization of female headed households. There is nothing mentioned on addressing challenges likely to be faced by female heads of households as one of the socially

²³ As articulated in Sections 4, 5 and 6 of S.I 147 of 1985/86 Gweru By-Laws of 1997, p. 3.

²⁴ COG uses the (he) denotation to include both females and males – there is an **Interpretation Act** of which states that language must be couched in gender neutral language in all government documents – the COG can do well to familiarise itself with this Act

disadvantaged groups. There is need to review housing policy guidelines so that they are more gender responsive.

2.1.3 The 2010 Council Budget and Formulation Process

- *Process leading to 2010 budget: participatory budgeting*²⁵

In its efforts to ‘--- enhance the fundamentals of good governance---’ as well as provide ‘-- guidance in resource mobilization and allocation ---’, there is evidence of consultation with residents and ratepayers, as shown by the consultation certificate attached to the budget. A public notice laying out the tariffs and charges for 2010 was advertised in *The Sun*²⁶ of 29 January 2010 after the consultations – in anticipation of objections to the laid out proposals which are required to be lodged into the office of the Town Clerk within 30 days from notification.

- **Emerging Concerns: Gender Issues**

‘Notes’ of the debates and resolutions arising from the consultations with residents and rate payers were made available for analysis. Availability of such information supports the general aims of a gender-responsive budget framework which should include awareness, accountability and transformation and hinges upon consultative or participatory process. What has not been made clear is who participated in these meetings in order to be able to point out whether concerns for both women, men, boys and girls were represented.

PASS 11 (2003), showed that the majority of women are involved in care work and rarely read the newspapers hence using the media as means of soliciting objections from residents and rate payers can be misleading. The assumption in using the newspaper for advertising the budget is that both men and women have equal access to the media of communication used which has proved not to be the case. The aim of equal participation and gender-responsive budgeting is defeated in the process.

The 2010 City of Gweru Council Budget

Any budget has two sides to it: the income side and the expenditures side. Both sides have gender implications as they affect the income, livelihood, nutrition, and even human capital development in any council. PASS 11 showed that female-headed households are

²⁵ *Minutes of the Budget Consultation Meeting Held on Monday 14 December 2009 in the City of Gweru.*

²⁶ *Local newspaper in Gweru.*

poorer than male-headed households and, by implication, increases in rates, water charges and health fees tend to negatively affect women more than their male counterparts. Conversely, any increase in capital investment into water, health care facilities, and informal sector (trading facilities) tends to add much more value to the well being of female residents and rate payers than their male counterparts.

Table 4 below shows the expenditure side of the budget of the City of Gweru. The major consumers of the revenue generated in Gweru are the rates, water, housing and health. The last three budget items are critical to the general welfare of the residents and rate payers. This budget however is best read together with Table 5 summarized budget by expenditure category and Table 6 revenue income by account.

Table 4: Estimated Revenue Expenditure by Account for the Year ending 31st December 2010

REVENUE EXPENDITURE	ESTIMATE 2010 (USD)	% of Total
Rates	7,176,820	32%
Estates	16,480	0%
Properties	94,540	0%
Electrical Maintenance	874,040	4%
Water	4,019,410	18%
Sewerage	783,380	4%
Refuse	600,000	3%
Housing	3,371,850	15%
Welfare	613,350	3%
Health	2,568,190	12%
Education	362,940	2%
Direct Labour	1,473,400	7%
TOTAL EXPENDITURE	21,954,460	100%
LESS: RECOVERIES	-6,320,220	
NET EXPENDITURE	15,634,240	

Source: City of Gweru, Estimated Revenue Expenditure for the Year Ending 31st December 2010.

According to Table 5, the bulk of the revenue generated is allocated to general expenses which accounted for 52% of all the resources at the disposal of council. This was followed by manpower costs which took up 32%. This is within the 30% to 33% threshold set for councils by the central government. Repairs and maintenance accounted for 12% while contribution to capital development was only 1% of total expenditure.

Table 5²⁷: Summarised Budget by Expenditure Category

Description	AMOUNT US\$	% of TOTAL
Manpower Costs	7,052,050	32%
General Expenses	11,383,240	52%
Repairs & Maintenance	2,632,160	12%
Capital Charges	614,070	3%
Contribution to Capital	273,040	1%
TOTAL	21,954,460	100%
Less: Recoveries	6,320,220	
NET EXPENDITURE	15,634,340	

Source: Budget Speech for the year 2010 presented by the Chairman of Finance and Manpower Committee to the Council on the 15th of January 2010, City of Gweru²⁸.

Table 6 shows that the CoG Council generates most of its income from rates (42%), followed in that order by refuse fees (16%), water charges (14%), and income from housing (12%). If income is juxtaposed against expenditure, rates top the list in the two budget items for revenue generated and allocated, followed by water, housing and health. In other words refuse is sacrificed to the benefit of the health account, welfare and education, when it comes to allocation of resources as it receives a paltry 3% but contributes about 16% of total revenue. Health contributes only 3% to council revenue. Accounts that are net beneficiaries of council revenue allocations are therefore that of water and health, welfare, education and electrical maintenance. Net losers in relative terms are refuse account and rates.

²⁷ Table 4 provides the summarised version of the CoG budget by expenditure category.

²⁸ As of January 2010, the City of Gweru was owed \$3,550,610 by debtors while the city itself also owed \$1,833,060 to the following: TelOne, ZESA, ZINWA, LAPF and NASSA.

Table 6: Estimated Revenue Income by Account for the Year ending 31st December 2010

REVENUE INCOME	ESTIMATE 2010 (USD)	% of Total Income
Rates	7,785,550	42%
Estates	12,650	0%
Properties	656,000	3%
Electrical Maintenance	52,540	0%
Water	2,374,310	14%
Sewerage	838,930	4%
Refuse	3,100,330	16%
Housing	2,245,600	12%
Welfare	47,600	0%
Health	425,800	2%
Education	233,320	1%
Direct Labour	1,115,430	6%
TOTAL REVENUE INCOME	18,888,060	100%
LESS: RECOVERIES	-6,320,220	
NET REVENUE INCOME	12,567,840	

Source: City of Gweru, Estimated Revenue Income for the Year Ending 31st December 2010.

It is also critical to provide a budget breakdown and analysis of the 2010 CoG Capital Budget. This budget item is different from all the other budget items because, by its very nature, it translates into new value creation; it is an addition to the capital stock of councils; it increases the number of beneficiaries and indeed the quantity and quality of service provided by council while the other items are generally related to consumption. Their value addition is only visible in efficiency gains and not in increased capital stock.

According to figures in table 7, the City of Gweru's capital budget requirements amounted to US\$47 436 770.00. About 84% of this budget was going to be taken up by capital requirements from Housing & Community Services for the purchase of computers and other equipment; vehicles and equipment; buildings and other superstructures; housing development²⁹ and education – additional classrooms. About 12% was earmarked for the Engineering Department for roads maintenance; public lighting and

²⁹ US\$ 20,480,000.00 from beneficiaries/PPPs.

water and sewerage pumping equipment. However council only had 1% of its budget allocated to capital budget. The major reason for the paltry allocations could be that the Council was relying more on donors for this budget item, which did not materialize.

Table 7: Summary of Capital Requirements 2010: per Department

Finance (computer and other equipment (<i>what exactly?</i>); Vehicles & Equipment (?))	193,720.00
Housing & Community Services (Computers & Other Equipment (?); Vehicles & Equipment; Buildings & Other Superstructures; Housing Development ³⁰ ; Education – Additional Classrooms)	39,909,850.00
Chamber Secretary's Fire Engines; Equipment (?); Vehicles & Equipment (?)	946,900.00
Engineering (Roads Maintenance; Public Lighting & Water & Sewerage Pumping Equipment) ³¹	5,582,000.00
Health Services (Solid Waste Management & Clinics)	804,300.00
TOTAL	47,436,770

Source: Budget Speech for the year 2010 presented by the Chairman of Finance and Manpower Committee to the Council on the 15th of January 2010, City of Gweru³².

- **Emerging concerns: gender issues**

- *Allocations (Expenditure Side)*

The 2010 budget shows that there was a budget deficit of US\$3 066 503.00. However, the deficit was financed not from borrowing but from grants from donors and the Public Sector Investment Program (PSIP). Deficits are not intrinsically bad. They are bad when

³⁰ US\$ 20,480,000.00 from beneficiaries/PPPs.

³¹ US\$2,550,000.00 from the GTZ and USD\$ 2,619,000.00 from a Chinese loan.

³² As of January 2010, the City of Gweru was owed \$3,550,610 by debtors while the city itself also owed \$1,833,060 to the following: TelOne, ZESA, ZINWA, LAPF and NASSA.

the deficit is used to finance recurrent expenditure. In the event that the money is invested into capital development this will have a positive impact on the welfare of the community.

Women tend to use more water for various purposes than men (*practical and strategic gender needs*) that is in activities like cooking, washing and bathing, watering garden for food production .Unavailability of water thus increases women's work burden as they are forced to travel long distances in search of water (*time use and time allocation*). Within households, women are also the last to use water for personal use yet they are the ones who source for the water. The water account in the City of Gweru is a net beneficiary³³, i.e., the City of Gweru has water as one of those budget items that it prioritizes.

Health is the other service that CoG prioritized in its budget. While health facilities benefit both women and men, facilities such as maternity facilities and clinics are critical, especially to assist women giving birth and with other pregnancy and reproductive health-related concerns. More medical practitioners are required to service a growing population – both women and men can benefit from the services of more practitioners in the communities as there will be speedy attendance to their health demands. More facilities and personnel means reduced demand congestion and more time at the disposal of residents and rate payers to engage in productive activities. Both women and men need ambulance services but women need them more given their multi-varied health requirements e.g. when being rushed to deliver babies.

However the City does not give equal priority to collection of refuse at the risk of derailing the gains that investment in the health service delivery brings to the community because of the interrelated nature of the two services. Improved refuse collection improves health and sanitation and reduces women's burden to provide health care services in case there is a health problem in households and in the community e.g. a cholera outbreak. The same can be said about the sewer system. When there is poor sewer system, health burdens increase and women become the immediate victims'as health providers both at health facilities and home.

Security is also a gender issue and improved street lighting could reduce various incidences i.e., Gender Based Violence (GBV), rape and other forms of violence in communities. "Safe cities" should be an urgent agenda in council security considerations as this reduces the risk for both women **and** men.

³³ In percentage terms water gets 4 percentage points more than it contributes in the form of revenue income.

When it comes to educational programmes, both young girls and boys can benefit from the construction of schools e.g., co-educational schools that take in both female and male children. This reduces congestion and makes learning more comfortable for both the female and male pupils. With regards to housing development, both women and men can benefit as there are now many women living by themselves compared to previous periods – more women are entering the job market and need housing in their own right.

- *Revenue Side*

Increases in charges for services that have a direct gender impact, such as water, health etc, affect women more negatively than men. However, in the case of Gweru, water and health are net beneficiaries of budgetary transactions. Whatever both women and men lose in the form of increased charges they get back in the form of improved water and health services.

It is also interesting to note that the rates account is a net loser in relative terms. The 'rates account' is the "cash cow" of the Gweru Council and yet it receives relatively less than it generates. In other words, the City of Gweru uses less money than one (US) dollar to generate a dollar in revenue. What this means is that efficient methods are employed in revenue collection particularly through rates and refuse collection accounts. This translates to efficacy gains that are transmitted to the rate payers and residents through other services that are net beneficiaries as discussed in the expenditure side analysis above.

2.1.4 Recommendations

- **Governance:** In their governance profile, the vision, mission, values, challenges and strategic plan of the City of Gweru should be gender responsive: the City of Gweru needs to develop a 'gender policy' and a 'gender mainstreaming' action plan.
- **Policies**
 - **Care work:** Women tend to be the ones most affected when it comes to care work. Care work responsibilities' and 'flexi-work' considerations have not been factored into the 'Working Conditions'. These conditions can be agreed upon during collective bargaining negotiations within the Council.
 - **Equal Opportunity:** Studies have shown that female employees in councils traditionally occupy the secretarial and clerical positions while most of the middle

and senior management positions are predominantly occupied by males. This calls for councils to deliberately encourage females with relevant qualifications to apply for such positions. The city needs to design an Affirmative Action Policy (AAP) to guide its gender mainstreaming initiatives – which are currently absent but must be developed.

- **Recruitment:** When it comes to recruitment, the CoG Council needs to widen its recruitment coverage to include various professional women's directories and databases that already exist in the country i.e. the Women in Local Government Forum (WLGf) in Zimbabwe, the Zimbabwe Women's Empowerment Group Database of Professional Women and the PROWEB Directory of Professional Women. The Council needs to '*overhaul*' its current Human Resources policy given its '*gender blindness*' by creating a more '*gender-responsive*' human resources policy. Developing a '*gender policy*' in the council is, however, the first step that council should take as this can assist in mainstreaming gender issues throughout the council.
- **Housing Policy:** CoG should design a clearly defined '*housing policy*' document that addresses the city's housing situation, demand (*e.g. backlog and current owners*), and potential capacity to supply (*projected demand and capacity*). Gender considerations of such a housing policy should also be thoroughly considered – perhaps taking a leaf from the City of Harare's Housing Policy.
- **Budget:** The City Of Gweru should continue to allocate resources to health, education, water and sanitation and continue with its efficient ways of generating revenue.

The City should prioritise refuse collection because of its impact on the general health service delivery provisions of council.

Council should increase resources allocated to the capital account budget in order to develop infrastructure for onward benefit by women in areas such as housing and informal trade - to boost livelihoods of the more vulnerable social groups in the community which women tend to be in the majority.

2.2 Case Study Two: City of Kadoma (CoK) – Urban Council

The City of Kadoma is situated on the Harare-Bulawayo highway some 140 kilometres west of Harare the Capital City of Zimbabwe. Kadoma is well known for its gold mining activities and textile industries, rich in gold hence named “the City of Gold.” Cotton is the major crop grown.

2.2.1 Governance Profile

Vision

To deliver service through integrity and commitment whilst radiating love.

Mission

To deliver service by promoting teamwork through openness whilst upholding confidentiality.

Core Values

Teamwork, Respect, Openness, Commitment, and Integrity.

Emerging Concerns: Gender Issues

The city's governance profile is gender neutral and assumes both women and men are going to equally benefit from the services offered by the local authority. This may not be as practical given the historical gender gap in local authorities. In fact such a governance stance does not change the structural status quo in the given situation; the existing disparities are maintained as they are. This calls for the local authority to consider reviewing the governance profile to attempt to re-dress the existing gender gaps.

2.2.2 Policy Issues

Three policy issues are discussed for the City of Kadoma and these are on recruitment, housing and informal trading.

- *Recruitment*

The recruitment procedure is generally the same for senior and junior staff. Posts are advertised in the local press before a profile of all applicants who meet the job specifications is drawn. The short-listing for the senior staff is done by the selection committee while that for the junior is done by the respective Heads of Departments. The

full council is the one that approves appointment of junior staff but sends the interview report to the Local Government Board for approval if it is a senior post. . If the Board requests to carry out their own interviews, successful senior staff candidates are obliged to attend. However, the Board informs the council of the outcome who in turn inform the candidate.

- ***Emerging concerns: gender issues***

The recruitment policy in the City of Kadoma is silent on what the approach used by council is to increase the number of women in the council's labour force. According to Masuko (1994) and GL (2010), the city's recruitment policy is heavily biased in favour of men. However, Kadoam City Council has an unwritten policy of hiring female security guards in order to address the gender disparities within recruitment. Kadoma City Council is therefore encouraged to introduce a written down affirmative action programme to deliberately increase the number of female employees in senior grades.

- ***Industrial and Housing stands***

Industrial stands are advertised by council. Interviews of respondents are done by a technical committee that includes among others the town planner, engineering department, auditor and one officer from housing, finance or health departments. The selection criteria is based on among others, one's bank balance, experience, whether one already has a stand or not, deposit offered etc.

Housing stands allocations follow a different procedure to that for industrial stands. The offer criterion is also different. Once housing stands are made available, a panel/committee is set to interview those on the waiting list and make recommendations to the Director of Housing and Community Services for allocations. Those who qualify to be on the waiting list must be residents of Kadoma and own no other residential property within Kadoma. Successful prospective stand owners are however allocated stands only after paying the recommended deposits.

Applicants are required to produce the following supporting documents for the the interview: National Identity card, Current bank statement, Salary advice slip (if formally employed); Invitation letter; Waiting list cards, and Blue or black pen. However, Kadoma Council has taken a step further in addressing gender inequalities in property rights by passing a by-law which prohibits the sale of a marital home by one partner without the consent of the other.

Emerging Concerns: Gender Issues

The City of Kadoma lacks an explicitly defined gender policy on housing and industrial stands. While arguments can be advanced that it is *gender neutral or blind*, it is simply *gender insensitive* and needs to recognize the disadvantaged position that women find themselves in and the obstacles that lie in their way when it comes to accessing housing and industrial stands through normal council channels.

- *Industrial Stands* - Accessing industrial stands could present a problem to applicants particularly female applicants. Firstly, interviews of applicants are done by council senior staff the majority of which are males. Secondly, the criteria used to assess potential beneficiaries generally favour men. While very few women have stands, equally few have fat bank balances, experience and can offer competitive initial deposits.

- *Housing Stands* - The criteria for accessing housing stands are based on what the prospective beneficiaries are required to bring to the interview. While both women and men in Zimbabwe have national identity cards the balance tilts in favour of men when it comes to current bank statement and salary advice slip (if formally employed). Data on tenure status in the urban areas reveals that there are more female Owner/Purchasers 48.2% compared to 37.4% males and more male lodgers 47% compared to female lodgers 39.2% (RBZ 2007). This data seem to suggest that female home owners tend to prefer buying their properties on the open market than going through council. Resultantly it follows that fewer women could be on the waiting list and therefore few would have waiting list cards. Some policy procedures should be changed to make accessing housing easier for the historically disadvantaged female home-seekers.

- *Informal trading licensing*

Council identifies vendors who are in need of market places. Once identified these are moved into already existing markets. In this case they are referred to the municipal police who guard the respective markets. Municipal police are responsible for the allocation of markets. In cases where the existing markets are fully occupied, recommendations are made to the Engineering Department to either increase the holding capacity of the existing ones or to establish new markets. However, Kadoma Council has made efforts to renovate market places that are currently available.

For tuck shops, approved plans are issued if the tuck shop is at a residential stand and inspection is done by the Health Department before authority to trade is granted. A medical examination certificate is however required in the event that food is sold.

The strange arrangement that the municipal police allocate stands at the vendors' markets leaves female vendors vulnerable as to who gets the stand is at the discretion of the municipal police. Male Officers dominant the senior ranks in the municipal police. PASS 11 (2003) and the Gemini Study (1998) showed that the informal sector is

dominated by women. Statistics on the gender composition of current beneficiaries would have given a clear understanding of the gender sensitiveness or lack of it in the current allocation arrangements.

2.2.3 *Crafting the Local Government Budget Framework: Entry Point*

The crafting of the budget at local government level is done in line with the Ministerial budget guidelines as spelt in circular letter dated 28 August 2009 and discussed in section one. In addition to consultations that were carried out by councillors at ward level, the Mayor of Kadoma held consultative meetings at ward level with residents throughout the year, on a number of issues concerning city business. The main issues raised during consultations invariably revolve around services like roads, sewer and general waste management. The 'meet the people' forums provide a platform for report back, evaluations and bring input into budget process.

Kadoma City council has a smart partnership between the City and residents and rate payers. The aim of establishing smart partnership was to deepen democracy through participation.

The budget adopted by full council is advertised in local newspapers calling for any objections. Since the establishment of the task forces, no meaningful objections have been received from the communities. When objections are more than thirty, the budget is reconsidered. The city also undertakes quarterly reviews of the budget performance. The process begins with the executive providing a written report and oral account of the budget performance to full council and then to the rest of stakeholders. During the quarterly review all heads of City Departments give an oral account of their department activities specifying the highlights, challenges and suggesting corrective measures. The reviews are in essence a form of social audit. Of concern in the review are the following questions:

- What were the targeted/budgeted levels of collection?
- What was actually billed given reality on the ground?
- What are the discrepancies between the anticipated and the actual figures and what does it mean in terms of recommending future collection by council?

The information on the budget performance is then taken to the residents and rate payers who are advised of how their budget has fared. Suggestions on how the situation could be improved are invited. In reality and in the majority of cases the recommendations are

to increase the tariff rates given the prevailing high inflation levels and adverse macro-economic environment.

- **Emerging concerns: gender issues**

Ward consultation meetings are important in the budget process as they involve residents and rate payers making an input as required by the participatory budget requirements for council operations. However, there are no minutes of the deliberations that were submitted in the City of Kadoma which makes it difficult to assess the level of participation of both women and men in these consultations. Active task forces are those on water, transport and budget. These first two are important services for both women and men, but more importantly for women who are the care givers and homemakers. Women also use public transport more than men as shown in the PASS 11 (2003). However, the taskforces on housing and community service and health are dormant, meaning that little budgetary attention is given to these two services which are critical to both women and men. Invariably women use health facilities much more than man for maternity, care of the sick, check-ups etc.

- **The City of Kadoma 2010 Budget**

Table 8 provides information on how revenue collected was allocated to different expenditure categories. The council's salary and allowance allocations fall within the recommended threshold of between 30-33% of the total budget expenditure. Repairs and maintenance are third in terms of allocations after general expenses and salaries and allowances. However, it remains difficult to assess the impact of the repairs and maintenance vote without breaking the expenditure side by account. This would actually show the different services to which the funds were invested in, particularly given the issues raised during consultations that includes roads, sewer and general waste management. It would have shown whether or not council budget responded to the desires of the rate payers and residents.

Table 8: Summary by Expenditure Category 2010

Revenue Expenditure	EXPENDITURE INUS\$	% of Total Expenditure
Salaries and Allowances	2, 872, 800	<u>32%</u>
General Expenses	3, 345, 120	<u>38%</u>
Repairs and Maintenance	1, 760, 588	<u>20%</u>
Capital charges	880, 294	<u>10%</u>

Other	?	?
Gross Expenditure	8,858,802	100%

Source: Kadoma City Council Budget 2010.

Table 9 shows income by account. The main sources of revenue are the sales and tariffs accounting for 55% of revenue and the owners and supplementary charges at 35% of total revenue. Fees and penalties and rents account for the remaining 5%. The projected surplus of US\$384, 287, 00 is transferred to capital fund together with the surplus from the 2009 budget.

Table 9: Summary Income by Account 2010

Revenue Income	Revenue Income in US\$	% of Total Revenue
Owners and Supplementary Charges	3, 247, 639 (35%)	35%
Fees and Penalties	469, 318 (5%)	5%
Sales and Tariffs Income	5, 040, 446 (55%)	55%
Rents	174, 431 (2%)	2%
Other	311,255 (3%)	3%
Gross Income	9,243,089	100%
Estimated Surplus/(Deficit)	384,287	
Surplus/ (Deficit)B/Fwd	4,029.989	
Trans. To capital Dev. Fund	4, 414, 276	

Accumulated Surplus/(Deficit)		
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Source: Kadoma City Council Budget 2010.

To address the gender gap across different sectors, Kadoma Council has subsidised the health budget (in particular maternity fees by reducing the maternity fees at the clinics to \$20 from \$50) to benefit women who would otherwise not be able to afford the services. In addition, the Council has budgeted for a resuscitator and a generator for one of its maternity clinics. The Council has also increased the social welfare budget and has set aside \$300 000 for income generating projects for the youth. Refuse collection and blocked sewers are now attended timeously by the Kadoma Council which has set up a team in each ward to attend to blocked sewers and broken down boreholes. This has reduced the time it takes to attend to the problem from several weeks to a day. The Council has also increase the allocation of chemicals for water treatment to reduce the water shortages, which have a greater impact on women. Security and safety of women has also improved in Kadoma with the rehabilitation of street lighting which goes a long way in preventing gender based violence which is heavily skewed towards women. The Council has also appointed a Gender Focal Person (GFP) which ensures that the council remain focused on the issue of gender, which increases accountability.

- **Emerging Concerns: Gender Issues**

The budget is not broken down by activities/account. This makes it difficult to know explicitly the services allocated for and the amounts received by each of these from the budget. The income side should also show the source of the income. A cross analysis of the source and recipient of the council resources highlights those services that are net recipients of resources. These are the services that council would be prioritising during that fiscal year and it would be easy to demonstrate the gender impact of the identified services. The allocations are gender blind and seem to consider neutrality in the social roles, responsibilities, needs and capacities of men and women. The budget lines are specifically broken down to indicate the services, as such assessment of who is to benefit from what allocation, is not as clear.

2.2.4 Recommendations

- **Governance** – The governance profile should reflect the desire to mainstream gender in the activities and operations of the council.
- **Policies:**

- *Recruitment* - The City of Kadoma should introduce an affirmative action programme to deliberately increase the number of female employees to senior grades.
- *Industrial and Housing* - The city should have clearly defined housing and industrial policies that recognize the disadvantaged position that women find themselves in and the obstacles that lie in their way when it comes to accessing housing and industrial stands through normal council channels.
- *Informal Trading Facilities* - The strange arrangement that the municipal police allocate stands at the vendors' markets should be revisited as the male dominated municipal police leaves female vendors vulnerable as who gets the stand is at the discretion of the municipal police.
- *Safe cities* - In accordance with the UN Habitat recommendations, councils should begin incorporating 'safe city' programmes so as to improve the security situation of residents and ratepayers (UN Habitat, Earthscan: 2007).

- **Budget**

Minutes of the deliberations during consultation meetings should be recorded and made available because they capture the level of participation of both women and men in these consultations. The budget should be standardised, clearly showing the revenue income by account and by category and the same should apply for the expenditure side. This assists in identifying the services that council prioritises, and compare them with what comes out of the consultations for accountability and responsiveness and for a gender analysis of the prioritised services.

Case Study Three – Mutoko Rural District Council

Mutoko Rural District Council is in Mashonaland East province and is located to the north-east of the capital city Harare, 140 kilometres along the Harare-Nyamapanda highway, the gateway to Mozambique and Malawi. Known for its black granite, the district is also endowed with gold deposits but gold mining activities are currently characterised by widespread panning. Most of the district's population (besides gold panning) support their livelihoods through horticulture. However no significant related industries have been

developed to support these primary activities. Even granite is shipped out of Mutoko district without any value addition.

2.3.1 Governance Profile

Mutoko's governance profile is made up of the district's vision, mission, values, challenges and the strategic plan.

- Vision

To become “a mineral and agro-processing town by 2012”

- Mission

To “promote good governance and gender equality”,

- Values

Its values include: *accountability, openness, transparency, inclusiveness, consultation and participation, gender sensitivity, strategic thinking and planning as well as equity at law.*”

- Challenges

International Non- Governmental Organisations tend to work directly with the community and outside the local authority's sphere, often leading to suspicions and conflicts with the local authority. |

Comment [n1]: Is this documented information

Theme-based non-governmental organisations have tended to obtain greater acceptance with the communities, Mutoko not spared. Examples are the HIV-AIDS interventions which have tended to allow communities to chart the way forward. The Urban Institute has been cited in Mutoko as “a friend and a development partner” in that it respects protocol and community values in its governance interventions.

- Mutoko Council Strategic Plan

The *Mutoko Restructuring Action Plan* document identified three major role players in policy making and budgetary process as follows: the Mutoko Rural District Council, central government departments, the private sector and civil society organizations. According to the document the various roles for each of these arms are as follows.

The Mutoko RDC is the “*regulator of all in Mutoko*”. The RDC is compelled to identify the community needs collaboratively and provide public services required to ensure good

life for the Mutoko community and demand payment for such services.” The local authority is also obliged to provide “a conducive environment for other role players, oversee and ensure development in Mutoko”.

The Private sector is recognized as the driver of economic growth that should create employment and enable the society to raise income for the community. Additionally they should also provide those public services they can more effectively provide than the local authority. They are nevertheless bound to pay promptly for local authority services and to charge for those services that they solely provide.

Civil Society organizations have been recognized as being better equipped to assist in the identification of various community interests and articulate these into needs that the local authority or the private sector should satisfy. They are obliged to pay for services received and operate within the policies of the local authority. An initial profile by the local authority, chiefs and the District Administrator revealed that there were several civic society organizations including international non-governmental organizations namely, Plan International, Mother of Peace (orphan care for Aids orphans), Smallholder Irrigation Support Project (SISP) mainly for youths, Kadyiwa Development and Coordination Trust, Child of Africa, KVDC- a ward development committee funded by a local resident based in the USA, European Union micro projects groups, Mutoko Growth Point Residents Association catering for the service centre, Mvura/Amasi Trust and UNICEF project groups, Mutoko Informal Traders Association and Women in Business. There were also 25 registered HIV/AIDS support groups with a multi-sectoral committee running the program.

Through the *Long Term Local Governance programme*, the local authority entered into a social contract with the above partners in May 2004 and it is the only one of its kind entered into between a local authority and its citizens. Not only did the parties to the social contract define indicators against which their activities are measured, but they went further and defined the measurement for these indicators.

The Mutoko community went on to identify good governance indicators and their measures as follows:

Table 10: Governance Indicators and Measures (Mutoko RDC)

Indicators		Measurement of Achievement
Loyalty of residents to		- Number of positive press statements

the RDC	- Number of positive community comments
Unity of purpose	- Absence of internal squabbling in the RDC - Absence of Ministerial Commissions
Sense of community ownership	- Reduction in vandalism to RDC assets - Reduction in littering on public places
Willingness to pay for the RDC	- Debtor age and levels of under 30 days services
Financial viability	- Annual operating surpluses of 10%- 20% of total operating income. - Increased self reliance ratios
Quality services	- Increased responsiveness to complaints - Reduced complaints against the local authority
Absence of mass protests	- No demonstrations against the RDC
Council management stability	- Reduced staff turnover - Number of councillors returned after elections - Number of councillors becoming Alderman
Adherence to codes of conduct	- Establishment of codes of conduct - Reduced disciplinary cases
Improved and continuous credit-rating	- Regular credit ratings • higher subsequent credit ratings • recommendations implemented • sustained access to capital markets

Clean annual external audit reports	- Lack of audit qualifications
-------------------------------------	--------------------------------

Source: Long Term Local Governance Program: 2004.

In addition to this, the local social contract agreed on various instruments and processes for inclusive participation and areas in which the RDC reserves confidentiality. Rules for the recognition and registration of civil society organization were also agreed upon and codified including an assessment of the current RDC/civil society organization relationship and where they would want to be. Areas in which no agreement was reached were also identified as needing attention.

A common and broadly shared vision has been developed to guide future community development. The same vision guides annual budgets. The mission statement outlines the two pillars on which the achievement of the vision will be based on. The shared vision and mission have contributed immensely to reduced conflicts and have generated eagerness to use dialogue to solve differences. A greater respect for society's needs has been engendered through definition of roles, powers and responsibilities thereby reducing friction. Participatory practices have now been entrenched in budget formulation, monitoring, evaluation and control.

Budget acceptance and ownership have increased as evidenced by the absence of exit strategies like mass protests against the local authority budgets. This has increased the speed of budget approval by the Minister and ensured timely implementation of the budget proposals. There is now a better appreciation of what council does and how services are priced. This has greatly improved the willingness to pay for services provided by the local authority which was slackening. Traditional leaders have assisted the local authority to up-date its billing registers thereby improving collection capacity. By directly involving themselves in the cash collection process for a commission the debtor levels have come down and community effort put into the mobilization of resources. Service delivery has improved as the local authority liquidity ratios improved.

- **Emerging Concerns: Gender Issues**

Mutoko RDC has a gender equality clause in its mission statement which underpins its overall values that the council guard and promote. The Mutoko Rural District Council pushes for more balanced leadership by insisting that all ward committees have a 50-50 gender representation though the policy is unwritten. There is a greater focus on health provision (which affects women more than men). At present three clinics are under construction; Water and Sanitation (WASH) committees have been strengthened and community education on health has been increased. The Council has also appointed a GFP and has made it a permanent feature within the rural district to ensure that the council remains focused on the issues of gender. The civil society organizations that are partners to the RDC include organizations that represent women in their own right which allows them to express their own needs and views about how things should be done. However, there have been no indicators and measurement tools developed to monitor and evaluate progress in gender mainstreaming in the Mutoko RDC.

2.3.2 Policy Issues

There was no information submitted on policy issues.

2.3.3 The Mutoko Rural District Council Budgeting Process

Mutoko Rural District is one of the pioneering districts in participatory budgeting. A budgetary cycle and timetable are first agreed upon by signatories to the social contract. Apart from budget formulation, monitoring and evaluation, the Strategic Development Plan discussed above forms the basis for annual budgeting, from which operational and capital expenditure is drawn. The community participate directly in this process by way of food-for-work programs which are community based, with their respective councillors and the ward development committees identifying needy people to work on roads and access food.

- The 2010 Budget

Table 11 shows Mutoko Rural District Council's income by source. As a predominantly rural district, expectations would be that much of its income would come from development levy. However, the bulk of the income for the council comes from user charges which account for 36% of the total income and licences which raked in 26% of the total income. This is an indication of the existence of urban-like settlements such as growth points and service centres. Development levy (13%) comes at number four in

Comment [n2]: Mudzi seem to be under Kotwa council instead - need to be confirmed

importance after the sale of stands (14%). Government grants contribute the least at 10%.

Table 11: Mutoko Rural District Council Budget 2010: Summary of Income by Source

Source of Income	Amount US\$	% of Total
Government Grant	137, 500	10.3
Land Development Levy	173, 650	13.0
User Charges	480,540	36.0
Sale of Stands	192, 000	14.4
Licenses etc.	351,550	26.3
TOTAL	1, 335, 240	100.0

Source: Mutoko RDC: 2010.

The gender impact of the income side of the budget can only be effectively dissected if the population composition of those paying user charges and licences is known and if the budget statistics of the previous year are provided for the purpose of comparison. Increases in the development levy would affect the income of the land owners as this is a form of land tax. However the population composition and previous year budget statistics were not provided.

Table 12 shows the expenditure side of the council's budget by activity. Interestingly, the bulk of the budget (40%) is taken up by capital projects. By allocating 31% of its budget to employee costs council is operating within the threshold set by central government. General expenses account for 25% and the least expenditure of 4% goes to general repairs and road maintenance. To ensure fair distribution of resources, the budget allocation for roads has been set at \$20 000 per ward. This could be a result of the role played by the District Development Fund (DDF) in road construction and repairs in the rural areas.

Table 12: Summary of Expenditure by Activity

Activity Expenditure	Amount US\$	% Total
Employee Costs	388,667.94	31%
General Expenses	305,609.32	25%
General Repairs and Road	46,712.00	4%

Maintenance		
Capital Projects	500,740.00	40%
TOTAL	1,241,729.26	100%

Source: Mutoko RDC 2010.

- **Emerging concerns: gender issues**

The sheer size of the capital projects allocation encourages one to conclude that the budget is generally gender sensitive because this shows the capacity of councils to develop new projects which could be in those sectors such as boreholes, clinics, schools, servicing of housing and business stands etc. While these projects may benefit women and men, their impact, however, is different on both women and men. For women, non-functioning boreholes mean long distances to fetch water, while non-operational clinics mean lack of access to health. This results in more productive time lost, vulnerability to diseases such as malaria, loss of income etc. However, lack of information on the projects to which the allocations were made, makes it difficult to draw any firm conclusions.

The little allocation to general repairs and road maintenance is a source of worry particularly so in the case of Mutoko which is a predominantly rural district. Good roads increase the access of residents to markets and sources of inputs health facilities and schools etc. Given the fact that women are the overwhelming majority in the rural areas and are the majority farmers, bad roads translate to difficulties for both women and men, but more so for the former, who are the bread winners and caregivers.

Mutoko Rural Council is one of the few that have a clearly defined vision, mission and strategic plan. It is interesting to note also that it is the only one out of the six case study districts that has gender equality as part of the mission statement and values. The local authority has tended to encourage ward development committees to bring along more women to ward budget consultative and other meetings. This has seen the number of women participating in local government budget review meetings increasing. Initially no women were coming but from the budget review meetings held from May 2004, the number of women in these meetings averages 10 out of 40 present.

Comment [n3]: source

There is a shift in the gender representation in Mutoko RDC from male only participation to male and female participation. This is evidenced by the increased participation of women from zero to two women councillors in 2004 and 7 women councillors in 2010. There are 6 women councillors sitting on council committees out of a total of 25

councillors and one of them chairs one of the 5 committees of council (see Tables 2 and 3).

Material submitted by Mutoko RDC show that there is respect of inputs from women on annual budgets. The Mutoko community has become more receptive to women's participation in governance issues which were previously the domain of men.

Mutoko RDC acknowledges that gender sensitisation is a gradual process that requires respect of community values in order for the gender discourse to find its place in a community that is culturally male-dominated/patriarchal. No amount of legislation will solely drive the process forward; and community education on any intervention is necessary for success and acceptance.

Comment [n4]: now-what is the source for this information if now they no longer produce sex disaggregated data?

Gender equality is part of the mission statement and of the values embraced by the Mutoko RDC. However, while the council through the social contract developed indicators for governance and measures that can be monitored and evaluated the same was not done for gender equality. Nonetheless, this should be read with the sentiments expressed earlier, on the use of community education as opposed to legislation.

2.3.4 Recommendations

- **Governance Profile** – Continue to emphasise on gender equality and equity and consolidate the social partnership and the role that women in particular play in the partnership.

Gender indicators and measurements must be developed to facilitate accountability on this important council value.

- **Policies** – information should be made available on the policies that the council has for the different services that they provide. This would make gender analysis easy. Even though the council takes cognisance of the gender dimension in its governance, developing indicators to measure progress is recommended.
- **Budget** – While participation in consultations on the budget and participation in programs such as “*food for work*” are being recorded by gender, this information should be made available for analysis.

The Mutoko Rural District Council needs to provide clearly documented information specifying how consultations take place with residents and rate payers as is required by the participatory budget mandate of government.

Budget should be standardised to show income and expenditure by account. Projects that are funded through the capital budget must be highlighted to facilitate gender analysis of their impact.

Case Study Four: City of Kwekwe (CoK) – Urban Council

2.4 Introduction

The city of Kwekwe is situated about 215km south west of Harare, the capital city of Zimbabwe along the Harare-Bulawayo highway, between the cities of Gweru and Kadoma. It is home to one of the largest steel manufacturing companies in Southern Africa, Ziscosteel. The largest chrome smelting plant, ZIMASCO is also in the City of Kwekwe. This is both a mining and farming town.

There was no information submitted from the City of Kwekwe on governance profile and policies.

2.4.1 *The Budgetary Process in the City of Kwekwe*

Kwekwe adopted the participatory budgeting approach in early 2001 and has gone through identifiable phases to the present day. As is the case with other cities discussed earlier, issues of council budget were previously the exclusive prerogative of the council policy makers and bureaucracy. However that process resulted in high numbers of objections and demonstrations against implementation of new budgets.

In a bid to avert objections and demonstrations the city resolved to involve greater numbers of stakeholders in the budget process. The city purposefully chose an ad hoc budget committee to help council craft and sell the budget to the residents. The Ad-Hoc Budget Committee was made of a core team of representatives from industry, commerce, ratepayers and residents association, religious ministers' fraternity, city worker union representatives and council. The Executive Mayor, Town Clerk, Treasurer, Engineer and Chairperson of Finance Committee, who sit in the Ad-Hoc Committee as ex-officio members, represent council. These initial efforts at participatory budgeting received support from USAID through a programme implemented by the Urban Institute. The ad hoc committee is effective and there is no more resistance from rate payers. In 2004 the city added ward level participatory structures to facilitate the participatory budget process.

Once Treasurer has prepared the guidelines and are adopted by council management, these are presented to a special Finance Committee composed of all councillors. The councillors agree on the guidelines and initiate ward consultations on the budget proposals. Participation is organized around ward development committees (WADCOs) that exist in each ward. The ward consultations are conducted in public halls and all residents are invited. The meetings attract a wide audience and members of the Ward

budget committees have received training in civic participation from USAID under the Urban Institute programme. The Ad-Hoc committee members and council bureaucracy assist in providing responses to technical issues. Each ward consultation is documented and ward representatives submit the ward proposals to a plenary group at council.

After every three months, the Ad-Hoc Budget Committee reviews the performance of the budget. The process is cascaded to the ward level if there is need for a supplementary budget. However the issues of the budget review are also constantly on agenda at monthly ward report back meeting by the councillors.

- **Emerging concerns: gender issues**

The involvement of residents and rate payers through ward structures conforms to best practice in participatory budgeting. In a bid to increase the safety and security of women, the Council has rehabilitated the street lighting system in Kwekwe. In addition, refuse collection and blocked sewers are now attended to timeously. In order to bridge the gender gap in property ownership, the Kwekwe Council encourages women to register as co-owners in new homes. The Council has also increased the number of market stalls available at market places in an effort to favour marginalised groups, especially women who constitute the large share of people in the informal sector. For a gendered analysis of the process, much more information is required, in particular, the register of participants disaggregated by sex, the minutes of the consultation meetings highlighting issues raised and those issues agreed on by the meetings.

- *City of Kwekwe Budget for 2010*

Table 13 shows the City of Kwekwe's income by account for 2010. There are two major sources of income for the City of Kwekwe. These are rates which account for 44% of total income and water which account for 42% of total. Refuse and sewer come in at number three with 7% and four with 5% respectively. The housing account contributes 2% while the health account is not generating any income.

Table 13: Budget Income by Account 2010

Account	Income	% of Total Income
Rates	4, 039, 643	44%

Sewer	499, 525	5%
Water	3, 905, 761	42%
Refuse	635,160	7%
Housing	163,000	2%
Health Services	-	-
Total Income	9,243,089	100%

Source: City of Kwekwe Budget 2010.

Table 14 shows the budget expenditure by account for 2010. The total expenditure amounted to US\$8 858 802.00. Of this, the bulk (62%) was consumed by the rates account, 29% by the water account. Between the two they took up 91% of the total expenditure budget. Sewer was at number three (4%), followed by housing (2%), health services (2%) and refuse (1%) in that order.

Table 14: Budget Expenditure by Account 2010

Account	Expenditure	% of Total Expenditure
Rates	5 ,560, 516	62%
Sewer	389, 453	4%
Water	2, 546, 445	29%
Refuse	48,780	1%
Housing	178,945	2%
Health Services	134,663	2%
Total Expenditure	8,858,802	100%

Source: City of Kwekwe 2010 Budget.

- **Emerging concerns: gender issues**

Looking at the expenditure side, one would easily detect where the priorities of the City of Kwekwe lie. By allocating 62% of the total budget to rates, it can be concluded that the council's priority is to maximise revenue from the council's cash cow. However, it seems more resources are needed to generate less. The inefficiency robs council of resources that could be transferred to the capital account and benefit more residents and rate payers. The general assumption is that the development of new projects tends to benefit both women and men.

Water is the second recipient from council budget. However based on the income generation capacity of this account (42%) much more resources could have been allocated to this account than the 29% that it received. Women tend to use more water for various purposes than men i.e. cooking, washing and bathing, watering garden for food production; the unavailability of water also increases women's work burden as they are forced to travel long distances in search of water; in the household, they are also the last to use water for their own needs yet they are the ones who toil all day looking for water.

Sewer was allocated 4% of the budget. When there is poor sewer system, health burdens increase and women become the '*de facto*' first port of call as health providers and home-based health care providers as well.

Housing got as much as it contributed in relative terms. The importance of this service to both women and men cannot be overemphasised. Where the problem arises is at the allocation of houses and/or stands. It is not clear what criteria is used to access the houses/stands.

Health got 2% of the total budgetary allocations but did not contribute anything to the budget income.. This is commendable as both women and men would have unrestricted access to health facilities and services. Maternity facilities and clinics are critical, especially to assist women giving birth and with other pregnancy and to both women and men reproductive health-related concerns. More medical practitioners are required to service a growing population – both women and men can benefit from the services of more practitioners in the communities.

Refuse collection is one activity of council that was short changed. From generating 7% of total income refuse collection only received 1% of the funds. This is regardless of the

impact of refuse collection on improving health and sanitation for both women and men in the community and its effect on reducing women's burden to provide health care services in case there is a health problem in households and in the community e.g. a cholera outbreak.

2.4.2 Recommendations

- **Governance Profile** – Kwekwe City council should strive to attach the vision, mission, values and strategic plan for the city on essential documents. It also needs to develop a gender policy and gender mainstreaming action plan to guide its operations.
- **Policy issues** - Policies should also be announced on the important activities of council such as housing, recruitment, informal trading licensing etc.
- **Budget** - For a gendered analysis of the consultation process, much more information is required, in particular, the register of participants disaggregated by sex, the minutes of the consultation meetings highlighting issues raised and those issues agreed on during the meetings.

Rates account should be run more efficiently as it seems to consume more revenue which could be transferred to the capital account, health and sewerage service delivery accounts.

Refuse collection account should receive allocation commensurate with revenue generate in order to pre-empt outbreak of diseases such as cholera that would be a burden on women who are generally the caregivers.

2.5 Case Study Five: City of Masvingo (CoM) – Urban Council

The City of Masvingo was established in 1890 and is one of the oldest towns in Zimbabwe. It is the capital of Masvingo province and lies 256 kilometres to the south of Harare, the capital city, along the Harare-Beitbridge highway that connects Zimbabwe to South Africa.

2.5.1 Governance Profile

The governance profile of the City of Masvingo, like all the cities analysed in this study, comprises the vision; mission, values, challenges and strategic plan. The Council, however, did not submit information on the first four components of the governance profile.

- CoM Council Strategic Plan

At a meeting held in Beitbridge, the CoM drew up a Five Year Strategic Plan which identified various projects to be undertaken as part of the Capital Budget Fund. At this meeting, the CoM Council agreed to carry out its projects in phases subject to prioritisation and availability of funds.³⁴

In the Strategic Plan, the Council agreed to do the following projects:

Chamber Secretary (\$1, 800.00); Municipal Offices (\$ 4, 000.00); Public Health (\$984, 000.00); Waste Collection and Removal (\$20, 960.00); Mazorodze Maternity Home (\$1, 300. 00); Runyararo Clinic OPD (\$65, 000.00); Libraries (\$1, 000.00); Mucheke Stadium/Sport Centre (\$ 7,300.00); Recreation and Sport (\$4, 500.00); Cemetery Section (\$26, 000); Chesvingo Area Office (\$1, 007, 340.00); Mucheke Area Office (\$524,000.00); Works and Services (\$220,000.00); Rujeko Administration Office (\$238,000.00); Schools (\$1,105.048.00); City Treasurer (\$70,000.00) for valuation of property; IT-Section (\$ 41, 200.00); CT Stores (\$14,000.00); Swimming Bath (\$60,000.00); Town Planning (\$70,000.00) for a Master Plan (?); Engineering Admin. (\$ 10, 142,000.00) The Grand Total of the whole budget is \$13, 794,448.00.

2.5.2 Policy Issues

³⁴ Minutes of the Proceedings of the Special Meeting of the Finance and General Purposes Committee held in the Council Chamber, Municipal Offices, 7 December 2009.

Policies are crafted for different activities of council. Analysed in this section are policies on recruitment and safety, health and environment as submitted by the City of Masvingo.

- *Recruitment*

The City of Masvingo has a '**Recruitment Policy**' which also spells out the modalities of how council employees are recruited internally and externally. According to the CoM's '**Recruitment Policy**'³⁵, the 'Preamble' states:

"The need for the filling of any vacant post/ replacement in any department shall be upon a convincing justification by the head of department and that justification shall be presented to management to agree on the real need and for approval"

However, there seems to be a change in attitudes towards gender among councillors and council management staff. This is reflected in changing recruitment policies in Masvingo as demonstrated by the appointment of women to senior management posts- City Treasurer, Chief Internal Auditor and the Human Resources Director.

- *Safety, Health and Environmental Policies*³⁶

The CoM abides by the safety, health and environment regulations binding all local authorities in Zimbabwe.³⁷ Basically, the '*Policy Declaration*' is '*gender blind*' and the language is also male-centric.³⁸ In the '*Policy Declaration*' of the CoM (no date), the document states that the '*health and safety*' of Council employees are of '*paramount importance*'. The Declaration also spells out the responsibilities of Council, Management, Supervisors and Employees.³⁹ The Council also provides '*protective clothing*' to Council employees.

The declaration states:

³⁵ See City of Masvingo "Recruitment Policy", Council Resolution No. 001/2006, Annex ? .

³⁶ Information extracted from the document "Safety, Health and Environment Policy: Proposed City of Masvingo", no date.

³⁷ The safety and health issues are guided by the Zimbabwe Public Health Act of 1996; the Factories and Works Act and the Pneumoconiosis Act, Statutory Instruments (S.I.) 68 of 1990 and Statutory Instrument (S.I.) 202 of 1998 (on HIV and AIDS).

³⁸ Written in a patriarchal way where the words 'he/his' are used despite the existence of the Interpretation Act (Chapter 1:01) of Zimbabwe which recognizes women's human rights as it advocates for gender-sensitive language in legislative instruments. The Government of Zimbabwe realised that the use of 'masculine-prescribed' **gendered language** in legislative instruments perpetuates discrimination against women. The Act was amended and it now uses language that denotes feminine concurrently with that of the masculine gender. Previously, the Act expressly recognized words denoting masculine as also applying to women.

³⁹ See Annex ? on the City of Masvingo "Safety, Health and Environment Policy: Proposed for the City of Masvingo.

“We the Council, Management and employees of the City of Masvingo are dedicated

to the protection of the environment in which the Council operates and believe in the rights of workers to work in physically, mentally and socially health and safe conditions.”

- **Emerging concerns: gender issues**

The CoM **‘Recruitment Policy’** document is basically **‘gender blind’**. Nowhere in the document are gender issues specifically highlighted. This is also the same with the safety, health and environment **‘Policy Declaration’** document.

In terms of gender-specific concerns, the *‘Declaration’*, for example, does not have any specifically spelt out *‘gender issues’* in its *‘safety, health and environment’* policy. There are a lot of gender concerns that women and men have when it comes to safety, health and the environment. These concerns are shaped by the different practical and strategic gender needs that affect women compared to men i.e. those relating to care work, reproductive and productive issues. Women and men also have different relations with the environment and this is also most often determined by women’s care work and reproductive and productive needs.

Most often when it comes to safety issues, women are afraid of personal security e.g. being raped and inability to be effectively mobile, a situation made worse by lack of *‘effective lighting’* especially during the night which compromises women’s right to movement. At the moment, there is not a single city in Zimbabwe that has made *‘women’s safety’* a priority in its policy statement or in its strategic plan. According to the United Local Government Authority (ULGA), *‘safe cities’* are a critical issue for cities if they are to improve on their gender and safety record. Increased municipal policing, especially *‘night policing’* is critical, especially in the context of deteriorating energy provision at night in most local authorities, especially in urban communities.

Another equally important consideration is that there is no clearly spelt out gender policy in the CoM nor is there provision for affirmative action when it comes to representation in the various Council Committees, including the safety, health and environment committee.

2.5.2 The CoM Budgeting Process

The City of Masvingo like the other five councils in this study is a beneficiary of the technical and financial assistance from the Urban Institute and USAID from around 2000 (UCAZ, 2006: 32). During this formative period, the CoM was able to identify the various stakeholders that it wanted to involve in its budget process.

The City of Masvingo basically used two models: the collaborative approach and the watchdog approach. The *'collaborative model'*⁴⁰ is when the council collaborates with stakeholders as *'equal partners'* (UCAZ, 2006: 32). As *'equal partners'*, stakeholders are extensively involved in all the *'nitty gritty'* detail operations of the council including accountability and responsibility. The *'watchdog'* model on the other hand is where council retains the *'principal statutory role'* and stakeholders are the *'watchful eye'* to check council accountability – through feedback on all council activities (UCAZ, 2006: 32).

The city of Masvingo has used the two models but prefers the *'watchdog'* role more as the collaborative model was perceived as undermining the statutory role of the city – a potential powder keg that could lead to conflict between the city and its residents (UCAZ, 2006: 32)..

Many partners were consulted⁴¹ during the CoM budget process e.g. the Residents' Associations in Masvingo, the Masvingo Urban Residents' Association (MURRA) and the Business Community in Masvingo (COMARRA). This was in line with the local government directive⁴² that states that rate payers and residents must be consulted when local government budgets are being drawn. The CoM appears to have a healthy relationship with both MURRA and COMARRA in terms of budget consultations as noted in the 9 December Minutes of the CoM Consultative meeting where *"members of MURRA"*, for example:

"commended Council for engaging stakeholders in budget consultations process and acknowledged the good public relations between Council and its stakeholders who were partners in the development of Masvingo City."

Other partners consulted during the budget process⁴³ include the following: Mhukahuru flea market representatives; ZPHCA; Worker's Committee; ZUCWU ; CCJT Faith-based

⁴⁰ Basically championed by the Urban Institute (UCAZ, 2006: 32).

⁴¹ See Notes of the 2010 Council Budget Consultation Meeting with Residents' Associations held in the Committee Room, Municipal Offices, Masvingo, Wednesday 9 December 2009.

⁴² Participatory budgeting is a directive for local authorities according to

⁴³ Budget consultations of 10/12/09 at the Civic Centre Hall.

organisations; council ward representatives; MCC; MS Zimbabwe⁴⁴; ZRP; TelOne and ZWITAD.⁴⁵

The CoM Council also complied with Council Directive from the Ministry of Local Government, Rural and Urban Development to inform residents about the new tariffs to be charged i.e. relating to rentals; minimum water; refuse collection; sewerage charges and supplementary charges - through its 'Chindigwana Choruzivo' Newsletter.⁴⁶The several concerns raised by residents and rate payers and responses from council during the budget consultation process are shown in table 15.

Table 15: Concerns raised and responses from consultative meeting on 2010 Budget

Concerns Raised during Consultative Meetings	Council response to the various queries raised by residents
<ul style="list-style-type: none"> the construction of a foot bridge across Mucheke river near Rujeko School to shorten distance travelled by residents of Rujeko to town via a levy of \$20 per household for the bridge construction); 	<ul style="list-style-type: none"> The foot bridge across the Mucheke river project was included in the Council's Capital Budget for 2011;
<ul style="list-style-type: none"> need to construct a secondary school in Rujeko; review of school fees that were perceived to be too high (reduce from the current fee of \$8.00 to \$5.00); 	<ul style="list-style-type: none"> Land for the construction of a secondary school in Rujeko was availed but funding was still the great challenge – also deferred in the 2011 Council Capital Budget;
<ul style="list-style-type: none"> replace stolen meters; 	<ul style="list-style-type: none"> Council pointed out that residents should be responsible for the safety of water meters but more consultations will be done with Residents' Associations who will in turn provide feedback to residents on the matter;

⁴⁴ Collaborating partner – donors.

⁴⁵ ZWITAD stands for the Zimbabwe Women in Trade and Development.

⁴⁶ 2010 Tariff Newsletter) issued for January (Ndira) 2010 to December (Zvita) 2010.

<ul style="list-style-type: none"> • <i>supply refuse bins to residents;</i> 	<ul style="list-style-type: none"> • <i>High inflation in 2007/08 resulted in the council discontinuing supply of refuse bins to residents on a cost recovery basis but the situation could be resolved given a more stable currency environment – more consultations to be made on way forward;</i>
<ul style="list-style-type: none"> • <i>prioritisation of the maternity wing at Rujeko clinic;</i> 	<ul style="list-style-type: none"> • <i>As for the construction of a maternity wing at Rujeko clinic, funding was only available for the construction of Runyararo clinic as this was what was budgeted for and by funders;</i>
<ul style="list-style-type: none"> • <i>council to run income generating projects (IGPs) to raise council revenue; improve service delivery e.g. improve Rujeko beer-hall facility to improve health standards at the facility;</i> 	<ul style="list-style-type: none"> • <i>Beer-halls and community halls were to be maintained from profits accrued from liquor sales and hall rentals; lights at beer-halls were also going to be fixed; water tanks were to be placed at beer-halls and schools for public use by the Director of Housing and Community Services; profits from beer-halls are also going to be used to improve recreational facilities;</i>
<ul style="list-style-type: none"> • <i>need to revive recreational facilities and malaria control spraying measures;</i> 	<ul style="list-style-type: none"> • <i>Mosquito spraying would be done when funds permit;</i>
<ul style="list-style-type: none"> • <i>excess water charges and concerns on the ban on hose pipe usage;</i> 	<p><i>Water statements were only sent to Rujeko C houses while water charges were for water used during construction and by the occupants of the uncompleted houses; ban on hosepipes was aimed at conserving water which was still in short supply;</i></p>

<ul style="list-style-type: none"> heavy truck damage on residential roads, and 	<p>council was discussing with prospective developers to create parking space for heavy trucks; council by-laws were also amended to give Municipal Police arresting powers – to those trucks violating the by-laws;</p>
<ul style="list-style-type: none"> building of new markets. 	<ul style="list-style-type: none"> Markets to be increased to address growing demand, and finally Council was also going to improve markets through the provision of storage facilities; Municipal Police will also control illegal vending and goods confiscated were to be auctioned.

- Emerging concerns: gender issues**

The consultative meetings with residents and stakeholders as well as the itemised budget activities are all presented in a ‘gender neutral’ or ‘gender blind’ manner such that it is impossible to actually ascertain how women/girls and men/boys are to differentially benefit – maybe except in the case of gender specific expenditures like maternity clinics for women and primary schools for both girls and boys. An inference that can be made is that maternity facilities will benefit women while primary schools will benefit both the girl-child and boy-child hence it can be said it does address gender concerns.

In the Consultative meeting held with residents’ associations in Masvingo i.e. MURRA and COMARRA, the contributions from the associations and stakeholders do not bring out any gender issues per se. In other words, the consultative meetings were largely ‘gender blind’ for the comments do not address the differential concerns of women/girls, men/boys in the CoM Council i.e. nothing specific is detailed concerning the gender dimensions of service delivery in the Council activities planned for in 2010.

- *City of Masvingo Budget for 2010*

The City of Masvingo did not submit information on the budget for 2010. Nonetheless they submitted information on the activities that the budget was going to prioritise through a budget report to the Minister of Local Government, Rural and Urban Development. The

information has been put in a tabular form in table 16. Table 16 provides a breakdown of the budget activities for 2010 followed by a gender analysis of the budgeted activities.

Table 16: Issues Prioritised in the Budget Statement⁴⁷ of the City of Masvingo

Issues Raised During Consultative Meeting	CoM Council Budget Allocation Goal	Budget Comments	Gender Analysis
<i>Water situation</i> ⁴⁸	The CoM Phase 1A of the Water Augmentation Project	Phase 1 A was financed from levies from the Masvingo residents – this resulted in ‘ <i>expanded water purification</i> ’.	Women tend to use more water for various purposes than men i.e. cooking, washing and

⁴⁷The 2010 CoM budget was denominated in the United States Dollar - the Council did not accept the South African Rand in payment for council services citing problems and inconveniences encountered with the use of the cross-rate for many Masvingo residents in the 2009 period.

⁴⁸Funds would come from Slum Dwellers International (SDI) (US\$ 2 million) and from the Chinese Development Bank (US\$ 4 million) during the first quarter of 2010 and loan repayments would be considered in the 2011 Council Budget – through the Urban Local Authorities (UCAZ)? – to increase pump power from 3 to 6 plus build an additional water tank at Target Kopje Reservoir; The CoM currently has 13 boreholes for use when there is a water crisis; the Shakashe Water Works was decommissioned due to the costly maintenance of old equipment; Council was not going to increase water tariffs since it still had stocks of water treatment chemicals donated during the cholera outbreak as well as sourced chemical from Zambia that was to last until July 2010.

	<p>In 2010, the CoM goal was to embark on phase 1B – a 4km of pipeline is to be laid at a cost of US 700 000.00.</p>	<p>Phase 1A improved water purification at Bushmead Water Works.</p> <p>Meeting highlighted that ‘additional water pipes laid parallel to existing pipelines so as to increase water supply to the city by 30%’</p> <p>The projected starting date was 1 March 2010 to be completed by July 2010.</p> <p>CoM Council noted that it was still owed \$ 1.3 million in unpaid water and services by the Government as of February 2009⁴⁹.</p>	<p>bathing, watering garden for food production; the unavailability of water also increases women’s work burden as they are forced to travel long distances in search of water; in the household, they are also the last to use water for their own needs yet they are the ones who toil all day looking for water.</p>
<p>Sewer reticulation⁵⁰</p>	<p>Half of the CoM sewer reticulation equipment was broken down.</p> <p>The Runyararo Trunk sewer would be upgraded up to Dikwindi School.</p> <p>The Rhodene extension sewer reticulation</p>	<p>There was an inflow of sewage into Mucheke river resulting in an increase of water hyacinth near Mucheke bridge.</p> <p>Load shedding was also causing sewer leakages since the</p>	<p>When there is poor sewer system, health burdens increase and women become the ‘de facto’ first port of call as health providers and home-based health care</p>

⁴⁹ Government had made a commitment to pay \$ 250 000.00 monthly to offset its debt to the CoM Council; Council proposed to sell 700 stands by February 2010 if Government failed to honour its debts – and use the Capital Funds to do the phase 1B project; but if payment was made, then Council would extend phase 1B to include the laying of water pipes up to Target Kopje Reservoirs..

⁵⁰ Council agreed that sewer reticulation should be included in Capital Budget to address the widespread sewer problem in CoM.

Sewer system	<p>system was also to be done so that the 345 residential stands in Mangwadi can be allocated.</p> <p>Replacement of old sewer system to reduce blockages.</p>	<p>Rujeko Pump Station does not function if there is no energy supply during power outages.</p> <p>Blockages prevalent in Runyararo West, Runyararo South West and Dikwindi School.</p>	<p>providers as well.</p>
Water meters	<p>Installation of water meters</p>	<p>Council agreed that water meters should be installed to replace malfunctioning one thus ensure correct billing to residents.</p> <p>Recover costs from consumers.</p>	<p>Savings on water meter leaks increases the household income as funds saved can be used for other households needs to improve family livelihoods – women play a critical role in family and household livelihoods.</p>
Roads ⁵¹	<p>Road repairs, especially in high density areas.</p>	<p>Roads in the CoM need repair as there was extensive damage, especially the roads used by Commuter omnibuses.</p> <p>Meeting noted that</p>	<p>Improved road facilities makes travelling quicker and this frees more time to commuters to be engaged in more productive activities, at</p>

⁵¹ The CoM reported that the Ministry of Transport was responsible for the construction of the roundabout near Masvingo Polytechnic and Flamboyant Hotel since it was on the highway.

		<p>the 'catmix' used by ZINARA⁵² was not durable, therefore, Council planned on importing better quality 'catmix' from Botswana.</p> <p>Heavy vehicles were also damaging roads in residential areas – a violation of city by-laws: Council agreed to expand its Municipal Police to enforce the by-law.</p> <p>CoM was also to sub-contract a developer to construct a Truck Inn for heavy vehicle parking.</p>	home and in the public space.
<i>Refuse collection</i>	Council bought 5 new tractors and 2 mowers using Capital Funds raised from the sale of KM stands and auction of old vehicles.	Tractors to be used for refuse collection and cutting grass: 3 tractors for refuse collection and 2 for grass mowing.	Again collection of refuse improves health and sanitation and reduces women's burden to provide health care services in case there is a health problem in households and in the community e.g. a cholera outbreak.
<i>Council Transport Fleet</i>	Bought 1 Mayoral Vehicle; 5 new operational pick-up vehicles.		
<i>Welfare Bus</i>	Still off the road.	Efforts being made to ensure that it is functioning in 2010.	Can assist the needy to reach their destination

⁵² Zimbabwe National Revenue Authority is the toll-gates authority under the Ministry of Transport.

			much faster.
<i>Repainting of beer halls and community halls</i>	Usage of profits accrued.	To repaint beer and community halls.	Both women and men need recreational and leisure facilities so they can both appreciate using the improved facilities.
<i>Ambulance fees</i>	From clinic to hospital: \$5.00 and from home to clinic or hospital \$20.00	To cover running costs i.e. fuel, vehicle maintenance and overtime for driver and nurse.	Both women and men need ambulance service but women more given their multi-varied health requirements e.g. when being rushed to deliver babies.
<i>Ambulance Fleet</i>	Increase fleet through Capital Funds ⁵³ .	Ideal situation being having an ambulance at each clinic.	Both women and men can benefit as there will be speedy attendance to their health demands; thus more fleets means reduced demand congestion.
<i>Maternity facilities/Clinics</i>	Construction of new maternity wing at Runyararo clinic in 2010. Plans in place to construct s maternity wing at Rujeko Clinic and a satellite Clinic near Rhodene	Funding already availed from German donors.	Maternity facilities and clinics are critical, especially to assist women giving birth and with other pregnancy and

⁵³Capital Budget funds in the Council amounted to US\$ 2.7 million.

	Swimming Pool		reproductive health-related concerns (But have these facilities been constructed yet?)
<i>Medical Practitioner (MP)</i>	Advertisement placed for second part-time Medical Practitioner for COM clinics.	Poor remuneration made it impossible to attract a MP.	More medical practitioners are required to service a growing population – both women and men can benefit from the services of more practitioners in the communities.
<i>Market Places</i> ⁵⁴	<p>Council to put up 2 additional markets in the high density areas plus improve existing facilities by constructing storage facilities and providing overnight security.</p> <p>Need to improve ablution facilities at Garikai Market.</p>	<p>Council to increase Municipal Police force in 2010 so as to deal with illegal vendors – including auctioning confiscated goods by Council.</p> <p>A proposal was in place to close sections of some roads in the city during weekends for flea market trading; consultations underway.</p>	<p>Market places can benefit both women and men, and especially women as they have been historically the dominant players in informal sector trading – and also improves livelihoods from income earned (Was this done? If so, how any women and men were recruited in terms of assessing gender balance</p>

⁵⁴ Council also agreed not to increase business licenses and rentals for markets though some minor adjustments would be made for rates in low density areas which were either too low or too high accordingly.

			in staffing levels)?
<i>Street lights</i>	<p>Council consulted ZESA and some spares for street lights to be purchased.</p> <p>Council owed ZESA a huge bill of unpaid electricity and this is worsened by non-payment by residents.</p>	<p>ZESA waiting for approval from their head office.</p> <p>ZESA agreed to supply electricity continuously to Bushmead Water Works.</p> <p>Econet to maintain some tower lights that it is using for is network operations.</p>	<p>Security is a gender issue and improved street lighting could reduce various incidences i.e. GBV, rape and other forms of violence in communities</p>
<i>Fire Brigade</i>	Donation for a Fire Tender received from Japan.	Fire hydrant issue at shopping centres also to be looked into.	Both women and men can benefit as fire does not discriminate.
<i>Accommodation</i>	Single rooms ⁵⁵ issue.	Single rooms initially built for single occupancy; Slum Dwellers International (SDI) had committed to provide \$ 2 million for the war augmentation project and discussions to be held with SDI to build structures for 300 homeless people in Masvingo.	Both women and men can benefit as there are now many women also living by themselves compared to previous periods – as more women are entering the job market and need housing in their own right.
<i>Construction of Francis Aphiri⁵⁶ School</i>	School construction.	3 classroom blocks would be build and be ready by mid - 2010 to reduce	Both young girls and boys can benefit from the

⁵⁵ Mudhadhadha.

⁵⁶ Francis Aphiri is a former Mayor of the City of Masvingo from 19 to 19.

		pressure on Vurombo and Runyararo Primary Schools.	construction of the school as it is to be a co-ed school that takes in both female and male children; this also reduces the congestion and makes learning much more comfortable for both the female and male pupils.
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Source: City of Masvingo Report of the City Treasurer to the Secretary, Ministry of Local Government, Rural and Urban Development on the Budget Proposal for 2010.

To address gender disparities, the Masvingo Council has subsidised the health budget, in particular maternity fees from \$50 to \$20 to benefit women who would otherwise not be able to afford the services. The Council has also set aside \$14 000 for a revolving fund for marketers and cross border traders in a bid to support women as most of the traders and marketers are women.

- **Emerging concerns: gender issues**

Women's issues are assumed to be covered from the plans to build a maternity wing while gender concerns are covered in the provision to set up a satellite clinic and building of primary schools. Another assumption that can be made is that markets are allocated to both female and male vendors. The challenge is to ascertain the actual figures in terms of how many female versus male vendors have benefited. *Concrete* sex-disaggregated statistics were not available in the Financial Report⁵⁷.

⁵⁷ *Council expenses are not sex-disaggregated for an accurate determination to be made of how many female and male employees are involved. The financial information is presented in a general way which makes sex disaggregation impossible. Future Capital Budgets should be sex-disaggregated – i.e. itemised budget information - so that the gender dimension can be readily ascertained. The current information provided on the financial expense breakdown in the CoM Council does not lend itself to an accurate*

One activity where women's concern may be presumed to be included relates to the issue of "overtime payment for a nurse."⁵⁸ The other issue where women are specifically mentioned is "the section dealing with flea markets where the Zimbabwe Women in Trade and Development (ZWITD) are specifically mentioned in the residents' comments before the CoM Council"⁵⁹. The issue raised, however, concerned the need for Council to seek permission from the Ministry of Local Government, Rural and Urban Development to "block one of the roads for conducting weekend flea markets." There is no specific identification of who the beneficiaries are.

Revival of various facilities e.g. hospitals/clinics, recreational/sporting facilities and schools was also viewed as a key budget priority issue – through profits from beer sales and community hall rentals as well as sourcing from other donors and funding agencies.

The allocations that need to be broken down further to assess the level of gender-sensitivity are in the following areas:

- *Public Health*

Funds were allocated to upgrading bus terminus toilets⁶⁰; construction of infectious hospital and fully equipped laboratory⁶¹; construction of Rhodene Polyclinic (assumption being that both female and male patients will benefit); Outdoor kitchen; Pabx system and Rujeko Clinic – Maternity Clinic and kitchen (a positive disbursement which shows gender sensitivity and concern for nutrition status of pregnant and nursing mothers).

- *Waste Collection and Removal*

Funds went for new landfill and Cleansing Office. There is no breakdown of how communities are going to benefit from waste collection and removal. This allocation does not show how the CoM is addressing the waste management concerns which have their own gender implications i.e. increased health risks which can translate to increased care burdens on women and the girl child in communities and households.

assessment of how women and men in council are differentially benefiting from Council funds in their various posts and stations, and operations.

⁵⁸ Assumptions cannot be made at this juncture if nurse is female as no supporting data in the budget documents specifies sex of nurse in question – could be a male nurse.

⁵⁹ See Notes of the 2010 Council Budget Consultation Meeting with Stakeholders held in the Civic Centre Halls, Masvingo, Wednesday 10 December 2009, Contributions/Comments/Questions by Residents and Response by Council, pp. 4-6.

⁶⁰ Assumption is that both female and male toilets were to be upgraded – to that extent it is safe to assume that a gender consideration was made.

⁶¹ The assumption being made again is that the hospital will benefit both female and male patients.

- *Mazorodoze Maternity Home and Runyararo Clinic OPD*

One key budget priority activity raised during the 2010 CoM Council Budget Consultations between CoM Council and residents/stakeholders relates to the construction of the maternity wing and kitchen at Rujeko Clinic.⁶² The Council pointed out during the consultations that *“Funding is only available for the construction of the maternity wing at Runyararo Clinic from those who funded the construction of the clinic.”*

Funds went to purchasing a spin drier washing machine and extension of Sister-in-Charge & Environmental Health Technician's Office, a Maternity wing and kitchen. While these are positive developments to alleviate the drudgery of laundering and ensuring that a fully qualified health staff is available, nothing has, however been disbursed to drugs and equipment, which are most often very costly. No consideration has been made for female and male-specific reproductive health concerns e.g breast and cervical cancer facilities..

- *Schools*

While it is commendable that funds were set aside for various activities i.e. construction of wood work and economics block, computer lab, funds should have been allocated for equipment and teaching material/aids and books as these are the ones that are in short supply in most schools. (ZWRN: 2007)⁶³ This is assumed that it will benefit both boys and girls of school going age. However, neither mention of special teaching facilities for boys and girls with disabilities has been done nor quantifying of the beneficiaries.

- *Recreation and Sporting facilities*

It is commendable that funds were allocated for the refurbishment and improvement of sporting and recreational facilities i.e. toilets, terracing, street lights outside the stadium, parking area, flood lights and stage improvements, all weather tennis courts, handball pitches and basketball courts⁶⁴ as these will be used by both women/girls, men/boys.

• **Recommendations**

⁶² See p. 5 on the Notes of the 2010 Budget Consultation, 13/12/09.

⁶³ ZWRN, *“Gender Analysis of the Zimbabwe Education Sector Policies, Programmes and Budget”*, Harare, Zimbabwe, 2010.

⁶⁴ *The assumption is that handball and basketball are games that both girls and boys will benefit from the use of all the facilities regardless of sex.*

- **Governance Profile** –Masvingo City Council is encouraged to enhance its governance profile and attach it to essential documents like the budget statement. The governance profile was not submitted for analysis by the council.
- **Policy Issues** – policies spell out a deliberate course of action that council takes to achieve well stated objectives. Masvingo City Council should come up with policies in all areas that concern its residents and rate payers such as housing, informal trading etc.

The council also needs to develop a gender policy and gender mainstreaming action plan to guide its operations in future.

The gender policy should also incorporate the SADC Protocol requirement of '50-50%' gender balance in all its activities and programmes including in its recruitment and staffing policies.⁶⁵

- **Budget** - Information on the budget was not submitted – this should have been submitted so that an analysis of the budget could be carried out and assist council with the steps to engender their budgets.

Budget priority areas in Table 16 need to be broken down further to assess the level of gender-sensitivity. Most of them were presented in a gender “neutral” way.

There is need to ascertain the actual figures in terms of how many female versus male beneficiaries for services such as vending and for participants in consultative meetings. *Concrete* sex-disaggregated statistics should be made available.

⁶⁵ *In relation to issues of gender and governance, specifically representation (leadership and decision-making).*

2.6 Case Study Six: City of Bulawayo (CoB)

The City of Bulawayo⁶⁶ is the second largest city in Zimbabwe after Harare. The city, until the 1980s, was the industrial hub of Zimbabwe. It is linked to all major cities in Zimbabwe by both rail and road and is the gateway city to Botswana and South Africa. The CoB has developed an information sharing system, the *'information kiosks'* for the city's residents as a platform for residents to interface with council. According to UCAZ (2006: 24), these *kiosks* have proved very popular with the youth.

2.6.1 Governance Profile and Policies

This is the section where council's vision, mission, values, challenges and strategic plans are discussed. Together with these the purposive course of action of council should also have been discussed through its policies on such activities as recruitment, housing and informal trading. However, no information was available on the governance profile and council policies.

2.6.2 City of Bulawayo Budget formulation process

Before 2000, not much consultation took place between the CoB and its residents and other rate payers, resulting in *'weak linkages between the City of Bulawayo and its residents and rate payers.'*⁶⁷ The situation changed post-2000 with the introduction of participatory budgeting to the city council. For the purposes of participation and consultation the CoB clusters its various stakeholders into the following *'interest group clusters'*: civil society, commerce, industry and ordinary residents. Any consultation thus involves all these stakeholders. Some of the stakeholders now being consulted include the Affirmative Action Group (AAG)⁶⁸, the Zimbabwe National Chamber of Commerce (ZNCC), faith-based organisations, Residents Associations, political parties and educational institutions⁶⁹.

⁶⁶ Also affectionately referred to as *'The City of Kings'* after the *Mzilikazi* and *Lobengula* rulership.

⁶⁷ Urban Councils Association of Zimbabwe, *Best Practices in Participatory Budget Process for Five Cities in Zimbabwe*, Harare, Zimbabwe, 2006: 22.

⁶⁸ The AAG was formed in 19 (Please insert date here Masuko from your research on indigenisation) by disgruntled black entrepreneurs in Zimbabwe, mainly male entrepreneurs who wanted legislated economic empowerment given the *'un-levelled economic playing field'* post independence.

⁶⁹ Urban Councils Association of Zimbabwe, *Best Practices in Participatory Budget Process for Five Cities in Zimbabwe*, Harare, Zimbabwe, 2006: 22. It is critical to note, however, the absence of women's organisation or women's pressure groups.

During the budget meetings, various queries were raised and priority needs of residents identified, including possible *'financing options'*.⁷⁰ Residents' *'tariff absorption capacity'* is also deliberated on and a *'satisfaction survey'*⁷¹ is carried out to determine resident views on the various service delivery performance ratings⁷² which have been agreed upon by all residents during the consultative meetings as the **'benchmarks'** for satisfactory service delivery.

After the production of the **'preliminary/draft budget'**, it is taken for feedback back to the stakeholders for further inputting at both ward and apex levels (UCAZ, 2006: 23). The technical direction provided by the council executive is beneficial for councillors to effectively convince the stakeholders with regards to how the cost of services and their prioritisation would have been arrived at. The tendency within the CoB draft stage consultations has been characterized by general agreement on the new tariffs as suggested. The process is further sealed during the CoB Mayors' **'meet the people'** meetings at both ward and council levels to further explain agreed issues and set priorities. It is also an opportunity for the Mayor to **'directly'** capture the views of the residents.

After the *'full council'* has adopted the proposed budget, it is advertised through a public notice in the local newspapers. The objective of the public notice is to give allowance for any objections to the proposed budget from the CoB residents and rate payers as per Ministerial directive.

- **Emerging concerns: gender issues**

Like in other councils above, participatory budgeting has increased consensus in the CoB between council, residents and rate payers. The introduction of multi-currency was however followed by exorbitant fees being charged by council in 2009. Although consultations were carried out the final figures were followed by numerous civic petitions from residents and rate payers. From the issues raised it was clear that the final budget

⁷⁰ Urban Councils Association of Zimbabwe, *Best Practices in Participatory Budget Process for Five Cities in Zimbabwe*, Harare, Zimbabwe, 2006: 23.

⁷¹ Urban Councils Association of Zimbabwe, *Best Practices in Participatory Budget Process for Five Cities in Zimbabwe*, Harare, Zimbabwe, 2006: 23.

⁷² According to the UCAZ Report, the CoB performance ratings on *"water service delivery"* has been around '80%', see the Urban Councils Association of Zimbabwe, *Best Practices in Participatory Budget Process for Five Cities in Zimbabwe*, Harare, Zimbabwe, 2006: 23.

proposal had not taken into account the income levels of residents and rate payers and the actual cost of services in US dollars/rands.

The areas on which objections were raised make interesting reading. Objections to the CoB budget centred on the exorbitant charges levied for the following services

- ambulance fees;
- fees for pregnant mothers and those who had already delivered;
- those seeking HIV treatment and CD4 counts, and
- rentals for various council facilities and services.

While the gender composition of the petitioners was not made public most of the issues raised touch on both women and men but more-so are a realization of the importance of the reproductive role played by women.

Minutes from consultative meetings on 2010 budget formulation between council/Mayor and residents and rate payers were not available, making it impossible to know the issues that were raised during these meetings and how gender sensitive they are. The composition of the participants is also not known.

The issue of advertising the adopted budget in the local newspapers as highlighted in the analysis of other councils is a requirement of the Urban Councils Act. It also assumes that both women and men have equal access to the press and that they have the same literacy levels. While the literacy gap has been closing up over the years, the same cannot be said about access to local newspaper. Women are still disadvantaged as most of them do not have neither the luxury of buying the local newspaper nor the opportunity to read/share with colleagues at work places. The majority of women have been classified as homemakers by the labour survey (2003).

However, the Bulawayo Council is making great strides in trying to achieve gender parity in management job. It has set a quota of 5% increase a year over the coming five years to achieve 50-50 parity by 2015. Over the past two years, the number of women has increased from 20-30%. The Council's target of 50% is even higher than that set by the SADC Gender Protocol, which calls for 35% of women in decision making positions by 2015. In addition, the Council has a policy under which new market stalls are allocated on a preferential basis to marginalised groups, including the poor, people living with HIV, the disabled, women-headed households and widows. After these groups have been allocated, only then are the stands opened up to the rest of those who would have

applied. As a result of this policy, of the 671 vending licenses granted, women got 431. To benefit women who would otherwise not be able to afford the health services, the Council subsidised the health budget with particular reference to the maternity fees by reducing them to \$30 from \$50.

2.6.3 Recommendations

- **Governance Profile** – Information on the issues that make up the governance profile should be submitted on request to assist council with gender mainstreaming.
- **Policies** – like the governance profile above councils should volunteer information to benefit from the gender analysis; the city should also develop a gender policy and a gender mainstreaming action plan to guide its future operations.
- **Budget** – The Bulawayo Council should submit information on its financial statement by account and by category so that an effective gender budget analysis can be done.

The City of Bulawayo should appreciate the dynamic impact of socially constructed gender roles and how these in turn impact on how decisions to allocate resources are made, which in turn also affects how the actual allocation is done.

3.0 PART THREE: KEY BUDGET PRIORITIES & ADVOCACY ISSUES

This section seeks to bring out the potential *key budget priorities* and *advocacy issues* that could be considered in the 2011 budgets by the six districts.

3.1. Key budget priorities in the 2011 budget

There are several key budget priority issues that can be reflected during the 2011 budget preparation process:

- Deliberations of the consultative meetings should be recorded so that the aspirations of the different stakeholders are captured – this means that if there are organizations representing the different constituencies council would be in a position to know the unique demands from each of the represented constituencies.
- Responses from council to these demands and aspirations should equally be recorded.
- Budgets should reflect the vision, mission and values of the local authorities and should seek to develop the strategic plans of council.
- As currently presented budgets do not provide information on the activities and projects that are funded and prioritised. Without this information it becomes difficult to assess whether the budget is developmental or gender-responsive.
- Council budgets should avoid budget deficits as these show that in the majority of cases they would be living beyond their means and in the process would be straining the rate payers and beneficiaries of council service by increasing rates and service charges – cognisant of the fact that salaries and allowances should be within acceptable margins.
- Budget deficits can only be justified where councils are raising money to fund capital projects that add value to service provision. It is therefore critical that council be capacitated to generate capital from other sources.
- Councils are encouraged to establish *Budget Task Force Committees* which will facilitate in designing 'a social contract' which spells out the duties and obligations of council and residents/stakeholders vis-a-vis one another in relation to service delivery and other council related matters. Through such committees, councils can then effectively follow-up on monitoring service delivery implementation as well as sealing-up revenue collection leakages.
- Most of the councils need to be more clear on their policies vis a vis recruitment, housing and informal sector trading licensing.

3.2 Advocacy issues for the 2011 budget

There are various policy and budget advocacy issues emerging from this initial overview of council policies and budgets that touch on all councils and there are some that have been targeted at specific councils. Mutoko council is an interesting council when it comes to addressing gender equality concerns, as it appears to have done much more compared to the other councils in this Report.

I. Advocacy issues concerning all councils

- There is a lack of systematic documentation of policies, budget documents, strategic plan modalities and implementation procedures;
- There is a lack of clear policies on gender equality (*except for Mutoko Rural Council*) and gender mainstreaming from staffing, policy, budget allocation and implementation, monitoring and evaluation;
- All councils need to be more '*accountable and transparent*' when *dialoguing and interfacing* with residents/stakeholders during the budget consultation process, and
- Inadequate documentation in consultation process and outcomes;

II. Advocacy issues targeting specific councils

1. City of Bulawayo

- There is inadequate documentation on policy issues, budget statement and strategic plans;
- There is an absence of governance position i.e. on vision, mission, values as well as documentation of challenges is also lacking;
- Challenges also relate to governance issues and modalities: there is also inadequate participatory consultations given numerous civic petitions post advertisement of budget in the media/press;
- Observations are targeted at the lack of gender sensitivity of the budget allocation and revenue generation proposals;
- There is also insensitivity to socially vulnerable groups;
- Salaries and Allowances perceived to be '*eating up*' a greater proportion of council overall budget though the tariffs are being reviewed upwards;
- Lack of transparency surrounding council beneficiaries on various council privatisation plans, and
- Non-involvement of residents (2008 budget process) and ineffective consultations in 2009 in preparation for the 2010 budget.

2. City of Gweru

- Budgets not providing adequate itemised allocations;
- No notes exist of the consultation debates and resolutions from the consultations with residents/stakeholders and as such, budgets do not reflect agreed '*prioritises activities*'; and
- Budgets are not gender sensitive.

3. City of Kadoma

- There is an absence of governance position i.e. on vision, mission, values etc., and
- All policies on recruitment, housing, stand allocations and licensing (informal traders) are '*gender blind*' and '*gender insensitive*'.

4. City of Kwekwe

- There is an absence of governance position i.e. on vision, mission, values etc., and
- There is an absence of a Strategic Plan and Policy documentation on recruitment, housing and informal traders licensing.

5. City of Masvingo

- There is inadequate documentation of governance position i.e. vision, mission and values in the papers submitted for analysis.
- The Herald⁷³ also highlighted a worrisome feature relating to issues of governance and stakeholder participation. According to the article in The Herald, the "*Masvingo City Council has temporarily frozen proposed tariff hikes for 2011 following delays in drafting of a new budget.*" A major concern raised is Council's lack of consultation - with residents. Council was refuting the allegation that the CoM already had a '*predetermined budget*' that is was going to impose on the Masvingo residents. The article, however, points out that Council had conducted some pre-budget consultations but this had come too late – a factor that will clearly affect the Council's ability to meet the Government deadline of making budget submissions before the end of the year.

In his defence, however, the Mayor of Masvingo pointed out that budget formulation delays were a result of the late presentation of the 2011 National Budget by the Minister of Finance. On a positive note, however, the Mayor pointed out that there were not going to be any tariff hikes in high density areas in the first few months of 2011 until these have been approved by Government – and hopefully after extensive stakeholder consultations with City of Masvingo residents.

⁷³The Herald, 14 December 2010: 4.

6. Mutoko Rural Council

- There is no documentation on policies relating to recruitment, housing and informal trading licensing;
- It is also the only council to sign a *'social contract'* with residents/stakeholders;
- It is also the only council to define indicators and measurements of achievements for its Governance programme⁷⁴;
- It is also the only council which has *'gender equality'* as part of its *'mission statement'* and *'council values'*;
- It is also encouraging ward councillors and chairpersons to mobilise women to participate in local government affairs and consultations;
- The council also operate a *'surplus budget'*;
- The council's capital budget accounts for *'40%'* of the council budget, and
- Governance issues are *'clearly defined'* in its operations.

⁷⁴ While they defined the indicators and measurement of achievement for the governance component of their mission statement, they did not do the same for the gender equality component.

4.0 PART FOUR: CONCLUSIONS AND RECOMMENDATIONS

Part Four spells out the conclusion of the overall study as well as recommendations for improving the current dispensation.

This section also spells out what it recommends as the '*best strategies*' for **engendering** policies, budgets and legislation for the six districts covered by the study.

4.1. Conclusions

In both rural and urban councils in Zimbabwe, gender mainstreaming is a relatively new development in council affairs. The case study councils are thus not an exception to the glaring gender disparities in their budgetary allocation process, considering the general tendency to '**associate**' gender with women as if they were one and the same thing. There has been a general tendency of not appreciating the dynamic impact of socially constructed gender roles and how these in turn impact on how decisions to allocate resources are made, which in turn also affects how the actual allocation is done. This can also be extended to governance profiles and policies. The only exception is a Rural District Council of Mutoko, a *Rural District Council*.

It is also clear that a number of councils did not take the gender analysis seriously as shown by their reluctance to submit the requested information on governance profile, policies and even the budgets themselves. Only the City of Gweru submitted all the information as requested.

4.2 Recommendations

Several recommendations arise from this study:

- **Gender dis-aggregated data**
 - There is need for all Councils to have gender disaggregated data. This makes it easy to measure impact on the vulnerable groups and on women.
- **Institutionalisation of Gender Budgeting**

- There is need for the inclusion of gender budgeting in training curricula of local government training institutions and creation of knowledge products which training institutions and local authorities can use.

- **Gender Budget Action Committees**

- In order to build local government accountability, there is need for community structures to be put in place to initiate dialogue with the local authorities on the gender budgeting issue. These structures will monitor resource allocation and ensure that budgets are gender sensitive. This will be a critical step in increasing accountability by the councils as communities will demand services.

- **Capacity Building and Gender Expertise**

- Capacity build Councils via gender training and setting up of Gender Focal Persons (GFPs)
- Developing 'gender policy' for councils
- Designing 'gender mainstreaming' strategies and action plans
- Designing gender-sensitive 'Code of Conduct' for the workplace

- **Budgeting and Gender Budgeting**

- **Capacity Development in Budgeting & Budget Austerity**

- Council budgets should avoid budget deficits as these show that in the majority of cases they would be living beyond their means and in the process would be straining the rate payers and beneficiaries of council service by increasing rates and service charges – cognisant of the fact that salaries and allowances should be within acceptable margins.

- **Capacity development in Gender Budgeting**

Gender budgets should be developed with the following in mind:

- To what extent does a particular expenditure item cater to the need of potential users?
- How do these needs differ between women and men?
- To which extent does capital investment affect both women and men?
- What is the effect on the total productive time of women and men?
- What is the impact on the income, livelihood, nutrition, and human capital of both women and men?

- **Stakeholder Participation and Governance**

- Deliberations of the consultative meetings should be recorded so that the aspirations of the rate payers and residents are captured – this means that if there are organizations representing the different constituencies, council would be in a position to know the unique demands from each of the represented constituencies.
- Councils are encouraged to establish *Budget Task Force Committees* which will facilitate in designing ‘a *social contract*’ which spells out the duties and obligations of council and residents and rate payers vis-a-vis one another in relation to service delivery and other council related matters. Through such committees, councils can then effectively follow-up on monitoring service delivery implementation as well as sealing-up revenue collection leakages.

- **Policy Development Capacity**

- Most of the councils need to be more clear on their policies vis a vis recruitment, housing and informal sector trading licensing. What is critical to know is that policies define a purposive course of action that councils take in order to achieve set goals and objectives. These also derive from the vision of council, its mission statement, values, challenges which in turn are coherently expressed in the form of a strategic plan.

4.3 Checklist for local government governance and gender

There are several considerations that local councils should consider when they do a 'gender audit' of their respective councils. They should note the presence or absence of the following (Gender Links, 2010: 88-89):

- Do councils have 'gender policy' and 'gender mainstreaming' action plans as well as a Gender Management System (GMS) to guide its mainstreaming operations?
- Do councils have affirmative action policies for recruitment, housing and informal trade stands allocation, and especially for developing a gender responsive budget ?
- Is gender a consideration in all council planning processes?
- In terms of institutional transformation, does the staffing (existing staff composition), budget framework, policies, programmes and projects reflect a gender balance or sensitivity?
- What are the monitoring and evaluation mechanisms that are in place to measure compliance and effectiveness?
- Do the councils have gender sensitive capacity development and strengthening programmes to assist those employees that may be desiring gender training, and
- Do the councils value the importance of collecting sex disaggregated data to inform future policy i.e. in recruitment, housing and for the informal sector (trading and stand allocations) and budget allocations – to make them more gender responsive?.

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