

**ANNUAL REPORT
2009- 2010**

Local Government Gender Budgeting Programme

2008-2013

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1. Programme Identification Details

GTF Number	GTF-238
Short Title of Programme	Local Government Gender Budgeting Programme
Name of Lead Institution	Zimbabwe Women's Resource Centre and Network(ZWRCN)
Start date ¹	September 2008
End date:	March 2013
Amount of DFID Funding:	£1,157,707
Brief Summary of Programme:	The programme seeks to contribute towards equity and full equality between women, men, boys and girls as well as their improved livelihoods, through the formulation and implementation of gender sensitive budgets that are responsive to the priorities and different needs of women, men, youth, the disabled and the elderly. ZWRCN's strategic approach to achieve the programme goals includes human capacity building, research and publications, advocacy, networking and coalition building. The programme is being piloted in six districts, targeting decision making structures within local authorities, as well as community based organisations, civil society groups, researchers, media and citizens. The pilot districts, where partner organisations have worked on institutionalising participatory budgeting, are Mutoko, Masvingo, Bulawayo, Gweru, Kwekwe and Kadoma. ZWRCN is adding value through introducing a gender dimension to the participatory budgeting process.
List all countries where activities have taken or will take place	Zimbabwe
List all implementing partners in each country	Zimbabwe Local Government Association/Urban Council Association of Zimbabwe (ZILGA/UCAZ) Municipal Development Partnership – East and Southern Africa (MDP-ESA) Women in Politics Support Unit (WIPSU) Gender Links (GL) Ministry of Women's Affairs, Gender and Community Development (MWAGCD) Ministry of Local Government, Rural and Urban Development (MLGRUD)
Target groups- wider beneficiaries	Target Group: Councillors, Council Management Staff, Gender Focal Persons, Women in Local Government Forum (WILGF), Residents Associations, Community Based Organisations (CBOs), Media, Development Partners and the wider community.

¹ Date your grant agreement was signed.

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List of Acronyms

CBO	Community Based Organisations
CSO	Civil Society Organization
GBI	Gender Budgeting Initiative
GPA	Global Political Agreement
MDGs	Millennium Development Goals
MDP-ESA	Municipal Development Partnership Eastern and Southern Africa
MOF	Ministry of Finance
MOLGRUD	Ministry of Local Government Rural and Urban Development
MWAGCD	Ministry of Women's Affairs, Gender and Community Development
NGO	Non-Governmental Organization
OPC	Office of the President and Cabinet
STERP	Short Term Emergency Recovery Programme
UCAZ	Urban Councils Association of Zimbabwe
WILGF	Women in Local Government Forum
WIPSU	Women in Politics and Support Unit
ZILGA	Zimbabwe Local Government Association
ZGBN	Zimbabwe Gender Budgeting Network
ZWRCN	Zimbabwe Women's Resource Centre and Network

3. Executive Summary

The following activities were undertaken and achievements made during the reporting period:

- **Introductory Visits:** As a way of introducing the programme to the selected districts, a team comprising ZWRCN and its partners undertook visits in May to the pilot districts with an objective to introduce the gender budgeting programme at local government level to council management and the council. The programme was officially accepted by the council management and was later approved by full council in the respective districts.
- **Baseline Survey:** The baseline survey was conducted between September and November 2009. The main purpose of the survey was to establish a benchmark to inform programme interventions. Making use of gender focal persons was wise, however council have challenges of institutional support which they continue to affect. The six local authorities validated the information through a validation workshop conducted in February 2010.
- **Inception Workshops:** The workshops were held in all the six districts and all people who participated in the survey and key stakeholders were invited. The purpose of the inception workshops was to officially launch the GB programme, disseminate findings from the baseline survey and sensitise the council and community groups on gender and gender budgeting. The workshops targeted various stakeholders who included: councillors, council management various civil society groups and community based organisations. During these workshops the programme managed to raise awareness in the districts on gender and gender budgeting. These workshops provided a platform that brought together government and civil society who have previously not been proactively engaging each other in the budget process. As a way forward, both council and civil society committed to reconstitute the budget committees in the six districts.
- **Development of Local Government Gender Training Manual:** The training manual was developed between November 2009 and February 2010. The training manual was developed with expertise from ZWRCN GTF partner by Municipal Development Partnerships who have extensive experience in developing manuals around participatory budgeting. The manual also drew regional expertise from FOWODE who have experience in local government gender budgeting. The training manual is currently being finalised for publishing and for use in gender budgeting training in the local authorities and in local government training institutions.
- **Train of Trainers (TOT) in Gender Budgeting:** This (TOT) in GB at local government level was held in March, 2010. The trainers were drawn from training institutions at local government level, gender focal persons in the six districts, partners, academia and ZWRCN staff. The objectives of TOT were two pronged: to train the trainers in GB and pre-test the training manual. This was meant to be a TOT but as the training proceeded there was realisation that most of the participants did not have the requisite skills in facilitation and basic understanding of gender concepts. Out of the 25 trained this resulted in a pool of 15 capable trainers six drawn from the three main local government training institutions. This has opened an opportunity to institutionalise gender budgeting training in local government curricula and have cascaded gender budgeting training beyond six pilot districts.

- **Gender Budgeting Training:** One gender budgeting training workshop was conducted in partnership with Action Aid for 300 female councillors drawn from the six pilot districts and other rural and urban districts. ZWR CN also contributed the gender budgeting training component organised by our partners UCAZ, WIP SU and Gender Links through the Gender and Local Governance Forum.
- **Media Training:** A media training workshop on gender budgeting was conducted in March 2010. The training targeted 20 journalists and editors from both print and electronic media were trained and have been conducted in partnership with CIDA. The media training has contributed to more gender sensitive reporting. Since the training workshop, two leading daily newspapers have carried three articles on gender budgeting
- **Promotional and Advocacy Materials:** Advocacy materials with key messages on gender budgeting, governance and transparency were produced and distributed at workshops in the six districts. The materials include: 1000 t-shirts, 500 hats, 500 bags, 200 cups and calendars. Fact sheets and fliers. The key messages raised awareness on gender and gender budgeting and increased visibility of ZWR CN.
- **Advocacy Workshops:** Decentralisation workshops on gender budgeting were conducted in the six districts through the Zimbabwe Gender Budgeting Network (ZGBN)² which were important for the formation of a critical mass by ZWR CN. The advocacy workshops targeted (numbers) CSOs, CBOs, women's groups and media.
- **Procurement of Office Equipment and Vehicle:** Office equipment was purchased; this includes computers, printers, software, desks and chairs. A 14-seater minibus vehicle for the programme was also purchased. This resulted in increased capacity of the organisation to operationalise the programme.
- **Signing of Memorandum of Understandings (MOUs):** MOUs were signed with MDP-ESA, UCAZ, WIP SU and Gender Links. This has resulted in complementary organizational capacity back stopping. The partners have been participating and even provided technical assistance to all the activities of the programme. For example, MDP-ESA with its wide experience in the development of training manuals on participatory budgeting at both national and regional, developed the training manual in gender budgeting.

Revision of the Log Frame: Further to comments from GTF Managers, the programme has refined its log frame especially its outputs, indicators and baseline details table. The monitoring and evaluation plan has also been revised to enhance the monitoring tools and framework.

The programme goal and purpose can be realised to the full extent provided:

- The programme is extended by a one year no cost extension period from September 2008- March 2014 since the implementation of programme activities was delayed by one year.
- The social political environment remains stable and field operations are not restricted. However, ZWR CN will continue to monitor the situation and adopt operations accordingly.

² ZWR CN facilitated the formation of the local gender budgeting network which made up of representatives of academic and research institutions, women's groups and partners.

- Local authority revenue base improves. ZWR CN will continue raising awareness to residents on the importance of paying rates for improved service delivery and efficient use of the remitted limited resources by the local authorities.

4. Programme Management

During the reporting period there have been changes in senior management positions with the appointment of the substantive Executive Director of the organisation with effect from 1 October 2009. A Programme Officer and Research Officer were recruited from June 2009 as full time staff for the programme. The management of the programme links with a broader programme and will also benefit from this. During 2010 the strategic planning process was conducted for 2010-2012. There were no changes on the finance manager and driver. The programme is linked to other programmes within the organisation and therefore benefits from services within the organisation.

5. Working with Implementing Partners

ZWR CN has maintained and strengthened relations with its partners, some of whom have supported the programme since inception. These include UCAZ and ZILGA responsible for coordination of local government activities in the urban, peri-urban and rural areas, MDP-ESA which is promoting participatory budgeting in District Councils and WiPSU, whose thrust is to capacitate female councillors and council managers with requisite skills to be effective decision makers and encourage participation of women in local government. In addition, ZWR CN has signed an MOU with Gender Links³ as a new partner. Gender Links has facilitated formation of a Gender and Local Government Forum in Zimbabwe which is responsible for coordinating activities on gender in local government. ZWR CN is a member of this forum. To date the forum has also produced a Training Manual on Gender and local government.

ZWR CN engages strategic partners in the Ministries of Finance (MOF), Women Affairs, Gender and Community Development (WAGCD), Local Government, Rural and Urban Development (MLGRUD) and parliamentary portfolio committees on gender, local government and public finance to influence policy formulation and implementation. This also creates an opportunity for institutionalisation of gender budgeting. Through the national gender budgeting programme, ZWR CN was appointed by UNIFEM to head the secretariat for the regional (southern Africa) network on gender budgeting launched in June 2009 South Africa. The network comprises government (officers from Ministries of Finance, Planning and Gender) and civil society activists in the SADC region. This has provided opportunities for ZWR CN to network and sharing experiences with governments and CSOs in southern Africa.

³ Gender Links is a regional non-governmental organisation based in South Africa with operations in Zimbabwe. Gender Links, has been undertaking research and action in SADC countries focusing on gender and governance in local government.

6. Risk Assessment

<i>Risk</i>	<i>Potential impact</i>	<i>Probability</i>	<i>Mitigation Measures</i>
1. Consolidation and sustenance of the stable macro-economic environment	High	Low	Regular scanning of the environment and adapt the programme implementation strategy through innovative programme management.
2. Uncertainty around the implementation and fulfilment of the Global Political Agreement(GPA)	High	Medium	Regular monitoring of the implementation of the GPA between the main political parties and adapting the implementation planning accordingly.
3. Non-constitutionalisation of local government (the current constitution is silent on local government and does not give autonomy to local authorities).	High	Medium	ZWRCN, Parliamentary Portfolio Committee on Local Government, and partners will increase lobbying and advocacy for the inclusion of Local government in the new constitution.
4. Poor revenue inflows for local authorities. For example -Non- payment of services by central government and rate payers.	High	Medium	ZWRCN and partners to provide civic education to citizens/residents/Sector ministries on the importance of paying for services and speed up gender budgeting training for local authorities on the need to prioritise and allocated limited resources with a gender lens.
5. Corruption and non accountability of council officials	High	Medium	ZWRCN and partners to continue with civic education and raising awareness on the importance of transparency and accountability in the management of council funds
6. Low literacy levels among newly elected councillors in the local authorities	Medium	Low	ZWRCN and partners to continue training councillors on council budgeting process and operations in English and vernacular languages.

7. M&E Arrangements

During the reporting period the Baseline Study was conducted. The Log frame has been revised with clear indicators a baseline details table with baseline indicators. The M & E plan has been revised (attached in Annex 2) and additional monitoring tools have been developed. M & E training is being provided by GTF partners.

8. Log frame Changes

The log frame will be attached as appendix (Annex 2). Approval pending.

9. Emerging Impact on Governance and Transparency

Case Study 1

GTF Programme Number	GTF238
GTF programme log frame indicator to which this case study is contributing	<p>Output 3: Improved capacity of local government officials and policy makers in gender budgeting for increased budget allocation to finance women and vulnerable groups priorities.</p> <p>3.1 Capability: 50% of councilors, council management, gender focal persons, key finance officials in the six local authorities trained by ZWRCN in gender budgeting by 2012 and 100% trained by 2013.</p>
What is the evidence for the example given?	Incorporation of Gender and Gender Budgeting in Local Government Training Curricula.
<p>What has changed? Steps to institutionalise gender budgeting in local government is already in process. In Zimbabwe, there are three local government training institutions which offer various diplomas and degrees on local government issues. In March 2010, ZWRCN conducted a train of trainer's workshop which established a pool of 15 trainers six of which were from Local government training Institutions.</p>	
<p>Who has benefitted? Gender trainers and students from local government training institutions</p>	
<p>How the change occurred? After the TOT on gender budgeting conducted by ZWRCN, the trainers from the local government training institutions incorporated gender budgeting into their public administration and gender and community development curricula. To date, the trainers have trained eight (8) gender trainers under the public administration and gender and community development programmes on gender budgeting using the skills and training materials received from the TOT. In turn, the gender trainers have also trained students in the local government institutions.</p>	
<p>Why this change is useful? Institutionalisation of gender budgeting in the system will ensure sustainability of gender budgeting in local government.</p>	
<p>Where has this change occurred? In the three local government training institutions based in Domboshava, Gweru and Masvingo).</p>	

Case Study 2

GTF Programme Number	GTF238
GTF programme log frame indicator to which this case study is contributing.	<p>Output 3: Improved capacity of local government officials and policy makers in gender budgeting for increased budget allocation to finance women and vulnerable groups priorities</p>

	<p>Capability: Two (2) local authorities increase by 20% budget expenditure allocated to water and sanitation, vending and markets, housing, agriculture, reproductive health, social welfare, vocational training and recreational services, 4 by 2012 and all 6 by 2013</p>
<p>What is the evidence for the example given? Improved service delivery through introduction of refuse collection dumpsters at markets and bus terminus in Masvingo.</p>	
<p>What has changed? Refuse dumps at markets and bus termni were cleared. The Masvingo local authority allocated a budget towards the procurement of dumpsters, refuse removal trucks and increased the number of cleaners. Currently, the city council has come up with a timetable for refuse collection.</p>	
<p>Who has benefited? Vendors , Residents , and Women groups</p>	
<p>How the change occurred? The baseline survey conducted during September and October, 2009, coincided with the budget planning process in Masvingo where the issue of refuse collection was raised. During the inception workshop held in March 2010, the Council highlighted that the survey had facilitated the identification of the gap on refuse collection and the council had allocated funds to address the gap.</p>	
<p>Why this change is useful? The change was useful in that the council managed to respond to the concerns and needs of the residents thus promoting efficient service delivery.</p>	
<p>Where has this change occurred? At community level</p>	

10. Cross-cutting Issues

Capacity building to ZGBN members and media practitioners has been conducted to increase knowledge and equip them with skills to address gender equality through gender budgeting.

Gender budgeting is a gender mainstreaming strategy that ensures that gender considerations are taken note of in the policy making and budgeting processes.

During gender sensitization workshops conducted in the provinces, it was noted that there is a misconception around gender as it is associated with women's issues. As a result the general trend was that more women would turn up for the meetings than men. The approach used to address the above noted challenge was to engage men as trainers as well as involving traditional and religious leaders in the sensitization workshops.

The gender budgeting programme has raised awareness on the importance of women's participation in the budgeting process at both local and national levels. Since 2008 there has been a significant increase in women's participation in the budgeting process.

Integration of HIV/AIDS issues in the project has been facilitated through the Gender, HIV/AIDS programme. ZWR CN conducted research on sexual rights and access to HIV treatment and services in Zimbabwe and a gender audit of the Zimbabwe National AIDS Strategic Plan (ZNASP), Reproductive Health Policy and Access to ARVs. The research and the gender audit findings have been used by ZWR CN to support budget advocacy and provide evidence on the gaps that need to be addressed through policy making and resource allocation. ZWR CN developed policy briefs on Post Exposure Prophylaxis and Cancer of the Cervix aimed at policy makers.

Once service delivery (water and sanitation, refuse collection) improves, environmental pollution decreases and environmental issues will be addressed.

Poverty alleviation strategies through budgetary allocations to poverty related programmes such as allocation of market stalls and urban agriculture will contribute to poverty reduction in the districts among the different groups of people.

11. Progress towards sustainability (year 2 onwards)

The districts being piloted under the GTF project were selected on the basis that they have been implementing local democracy enhancement project under which they came up with change plans. Gender deficiency was to be addressed through their change plans. The GTF programme came in to enhance and implement the change plans and therefore in a way Gender budgeting is addressing capacity gaps that were identified during peer review of the previous programme. The skills of Partners have benefited from their involvement in the baseline survey, inception and advocacy and TOT workshops. The TOT was targeted at the councils and the institutions that train local authorities which meant that gender budgeting is now being institutionalised. We have built capacity through strengthening of local government institutions for sustainability of the programme

One critical factor that promoted sustainability of the programme is the involvement of the ZGBN. The ZGBN that has conducted decentralisation workshops and established provincial chapters in eight provinces widening the network base and creating a critical mass at grass root level. ZWR CN has brought on board CCZ through its clubs in the 10 provinces broadening the critical mass for demanding accountability and transparency from government.

In terms of capacity of national institutions, the programme has trained seven trainers in gender budgeting from the three main training institutions for local authorities across the country and gender budgeting has now been incorporated in local government

curricula. ZWRCN also intends to target government training institutions at national level to fully incorporate gender budgeting in all government curricula. The TOT has also targeted the ministries of Finance, Local Government Rural and Urban Development and Women Affairs, Gender and community Development. The programme is using the training facilities and staff to conduct gender budgeting. The political space is currently conducive for constructive engagement between Government and civil society. In addition the project has facilitated the establishment of gender focal persons in government at national and local level. Currently there is lobbying and advocacy around the Constitution making process for constitutionalisation of local authorities. If the constitutional reforms address the local government challenge, funding from central government will be guaranteed.

12. Innovation

The kind of participatory budgeting that was conducted in the local authorities called for mass mobilisation without considering the representativeness of different groups. The GTF programme has brought together participation and involvement of marginalised groups that include people with disabilities, men, women, youth, elderly and people living with HIV/AIDs. It has further enhanced dialogue between local authorities and civil society. The Gender budgeting initiative has been tried in Uganda and achieved positive results.

13. Learning from GTF

Part 1

Continuous media monitoring was conducted to track gender sensitive reporting other than gender based violence reports. Progress was also assessed through quarterly and annual reports. An assessment of the impact of the programme on workshop participants has been done through post workshop evaluations. Advocacy material inventory list was used to track distribution of t-shirts, and publications. Various methods were used to collect information and these include: interviews with key informants, questionnaires, focus group discussions with beneficiaries and meetings with parliamentary portfolio committees on health and gender and their respective ministries

During the 2008, the Zimbabwe people voted for a change after socio- economic collapse during the past decade and therefore created crisis of high expectations on local authorities to deliver and provide basic services such as health, water, sanitation and education. The gender budgeting programme further created more expectations which were not accompanied by corresponding revenue inflows. Therefore the demand for better services and equity distribution of resources increased and yet the supply side could not be met as the council's budget did not increase as the revenue base was very small to address all priorities. However, the programme only raised awareness of society to take responsibility to pay rates for a better service and also for Council management to equitably distribute meagre resources.

How to engage political leaders

The programme had engaged directly with politicians (Members of Parliament, Senators, Councillors, Community leaders, Governors, Provincial and District administrators and other stakeholders (key ministries and council management staff at different levels), through the baseline survey, inception and advocacy workshops.

- The programme is also in the process of developing a toolkit or tool and guide that illustrates the step by step approach on how to engender policies and budgets at local government level. The tool is still to be finalised and pretested during the preparations of the 2011 council budgets.

Media tools

- Two workshops were held for media practitioners targeting journalist and editors. To date three articles on gender and gender budgeting have been published in the newspapers and the gender budgeting programme has been broadcasted on national radio.

Part 2

- In an effort to reach out to every resident to influence local decisions by the local authority, the programme incorporated traditional leadership in Mutoko to participate in its activities so that they also feed into the local authority planning process. The direct engagement has made the programme embraced by all stakeholders at that level.
- Involvement of all stakeholders, research, lobbying and advocacy and capacity building at local, national and regional are important interventions strategies to bring meaningful social change. The impact of GTF programme is already being felt at local government level as it has raised awareness among different kinds of people. The engagement of community leaders/ traditional leaders is critical as they are the agents of change in the locality. The appointment of gender focal persons in all the six district councils has also brought agents of change in local authorities.

Public Expenditure Monitoring

- Budgeting in Zimbabwe has ceased to be a Ministry of Finance business. The Ministry has been conducting pre and post budget consultations with different groups that include business people, civil organisation and communities. Through these participatory processes, the Government has come up with special targeted allocations to poverty-related programmes for socially excluded groups such as Women, Youth, people with disabilities and the elderly and disabled just to mention a few.

- The Parliament and its portfolio committees for example, on Public Finance, Local Government and Gender play an oversight role on operations of government. The civil society lobby through these portfolios to monitor the implementation of the budget.
- The introduction of gender budgeting is strengthening participatory budgeting as it is addressing issues of transparency and accountability. The six districts are implementing change plans, however only Kadoma City Council has reported a case on corruption and the rest have sound financial management.

Access to Public Services

- By publicising issues of corruption in local authorities by CSO has reduced incidences of mismanagement in the six districts. The increased participation of stakeholders in the budget process has improved relations between council and civil society and has also reduced demonstrations against councils.

Gender, Social Exclusion and Governance Intervention Strategies

- The GTF Programme has brought in male gender trainers to demystify the myth around gender. Traditional and religious leaders have been participating in advocacy workshop and meetings of the programme. The intention of taking these leaders on board was to break the cultural and religious barriers inhibiting participation of women and other marginalised groups in the communities.
- The GTF Programme through the baseline survey, inception workshops and advocacy workshops has raised awareness on the importance of involving all different groups especially the marginalised groups that include women, people with disabilities, people living with HIV and AIDS, youths and the elderly. The six councils and its stakeholders have redefined the composition of the budget planning committee.