



**GTF 238 3rd ANNUAL REPORT
2010-2011**

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1. Programme Identification Details

GTF Number	GTF-238
Short Title of Programme	Local Government Gender Budgeting Project
Name of Lead Institution	Zimbabwe Women's Resource Centre and Network(ZWRCN)
Start date ¹	September 2008
End date:	June 2013
Amount of DFID Funding:	£1,157,707
Brief Summary of Programme:	The goal of the project is to ensure that The Government and Civil Society Organisations are more capable, accountable and responsive to the needs of women and other vulnerable groups in Zimbabwe to enable them to exercise their social and economic rights as Zimbabwe citizens. ZWRCN's strategic approaches to achieve the programme goal and purpose include human capacity building, policy analysis and research, 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, Council 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

AIDS	Acquired Immuno-Deficiency Syndrome
CBO	Community Based Organisations
CSO	Civil Society Organization
GB	Gender Budgeting
GPA	Global Political Agreement
HIV	Human Immunodeficiency Virus
M&E	Monitoring and Evaluation
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

i) Main activities undertaken and achievements made during the reporting period:

Capacity Building: Gender budgeting training workshops targeted at council committee chairpersons and heads of departments in the six local authorities were conducted in August and October 2010 respectively. ZWR CN also conducted one day gender budgeting sensitisation workshops in February and March 2011 in the six local authorities to sensitise middle management and finance staff. These workshops were effective in creating awareness of the needs of different target groups, particularly the vulnerable in each of the six districts. At the end of the Heads of Departments workshops, Gender Aware Budget Plans (GABPs) were developed by each of the six local authorities. The GABPs identified critical gender issues that each local authority would address in their 2011 budget. Operationalisation of the GABPs and GB skills gained by heads of departments in charge of service delivery, were demonstrated by their inclusion of citizens priorities in their 2011 budgets. Examples of gender inclusiveness of budgets include the Bulawayo local authority poverty alleviation strategy targeted at vulnerable and poor groups such as child headed and elderly households being provided with a monthly allocation of 25 free gallons of water. In Kwekwe and Kadoma, refuse collection and blocked sewers are now attended to timeously and safety of women has also improved with the rehabilitation of street lighting in both districts.

Policy Analysis and Budget Analysis: Analyses of gender sensitivity of the 2010 budgets, local government guidelines, urban and rural districts' Acts, by-laws and other policies for particular departments whose services have greater impact on women and other vulnerable groups in the six local authorities were undertaken in 2010. The analysis identified a number of gaps which include; a number of gender related policies in place in all six local authorities, gender blind policies in all six districts with very few focusing on poverty alleviation strategies or addressing the needs and priorities of vulnerable and marginalized groups such as poor women, widows, female headed households, child headed households, youth, elderly, people with disabilities and people living with HIV and Aids. The analyses also enabled ZWR CN to build capacity of local authorities in gender budgeting and development of gender sensitive policies. Some policy changes have already been made in some local authorities and these include the engendering of recruitment policies. In Kadoma, the management reported that the hiring of female security guards was influenced by the gender budgeting programme and aimed at increasing employment opportunities for women in the community. Bulawayo City for example, has adopted a preferential allocation method for allocation of market stalls which is heavily skewed towards women, the disabled and people living with HIV/AIDS. Of the 671 vending licenses granted, women got 431. With regards to sectors of housing, recruitment and informal trading, small steps have been taken by some of the districts towards addressing gender disparities with a huge gap still existing.

Citizen Participation in Budget Consultations: Pre-budget consultation support was provided to four local authorities between October and November 2010. Activities supported included pre-budget consultation meetings in Mutoko, Kadoma, Kwekwe and Bulawayo. These consultations targeted councillors, business community, media, civil

society organisations, residents and other critical stakeholders in the budget process. The consultations broadened participation of stakeholders and provided a platform for them to voice their priority needs. Notable achievements reported from the budget consultations include a reduction in budget objections by stakeholders for the 2011 budget submission, as reported by Mutoko and Kadoma. In addition, both districts managed to get their budgets approved by the Ministry of Local Government on first submission.

Awareness Raising: Raising awareness among the residents about the gender budgeting to monitor resource allocation and ensure that they are gender sensitive is critical in increasing accountability by the councils as communities demand services. In October 2010, a Gender Budgeting sensitisation workshop was held in Kwekwe targeting civil society. ZWRCN used the platform to commemorate rural women's day in collaboration with the Ministry of Women Affairs, Gender and Community Development and other civil society groups for raising awareness among women, men, girls and boys on the importance of participating in the budget process at national as well as district level and their role within this process. Advocacy materials (t-shirts, bags, cups, calendars, fact sheets) with key messages on gender budgeting, governance and transparency developed by ZWRCN were distributed through various platforms or spaces such as the sensitisation workshops and commemorative days to include key International days related to women. A major achievement of targeting civil society for GB awareness raising has been the increase in reporting on issues of corruption and accountability in the six local authorities by the media.

Learning from GTF: ZWRCN participated in the Learning on the GTF tools and methods Workshop organized by KPMG under the Governance and Transparency Fund (GTF) in Brighton, UK from 30th September to the 1st October 2010. ZWRCN was able learn from other GTF-funded programmes on how different tools and methods have been applied within different GTF contexts, how tools and methods can demonstrate impact and results and how key challenges can be managed.

(ii) Positive or negative external events or unintended consequences of your interventions.

Sustainability of Budget Consultations beyond ZWRCN Project –Most of the local authorities continue to face challenges with revenue collection. This has resulted in local authorities being unable to conduct budget consultations with stakeholders. During the reporting period, ZWRCN provided budget consultation support in four districts which enabled the local authorities to consult their relevant stakeholders for the 2011 budget formulation process. While this yielded positive results, relying on external funding to conduct budget consultations is not sustainable and there is likelihood that local authorities will not be able to conduct budget consultations beyond support from ZWRCN programme or other development partners. ZWRCN will conduct civic education on budget issues and the importance of revenue collection for local authorities. The aim of civic education is to encourage citizens to pay their rates and other local authority bills to improve the revenue collection which is currently averaging 30% in the six local authorities.

(iii) Extent to which you expect to achieve the purpose of your programme within the overall funding period. During the reporting period, significant milestones were achieved under output 3 and 4. Therefore the programme goal and purpose can be realised to the full extent within the overall funding period provided that, challenges in achieving Output 5 and 6 as cited in the Mid Term Review are addressed below with key reasons and suggestions to overcome the challenges:

Project Design: One of the major challenges has been the skewedness of the project design, activities and budget which focused more on building capacities of councilors and council management than those of citizens. Thus, the design concentrates more on the supply side of governance than the demand side. While this builds capability on the supply side the absence of any significant work and activities with communities defeats the programme logic and makes it difficult to measure governance impact and citizen satisfaction. To strengthen local level participation, ZWRCN proposes to realign the budget to the approved Log frame by re-profiling existing activities and adding on new activities focusing on community based activities that target various civil society groups. The following activities are therefore suggested to carry out activities across all outputs: Development of an advocacy strategy; Civic education on gender budgeting that will target various community groups such as the community based organisations, religious groups, residents associations, youth groups, people with disabilities, orphans and vulnerable children and the elderly .

Logframe and Related Activities: One of the major recommendations from the Mid Term Review was the need to align the logframe, work plan and budget to reflect activities with direct contribution to outputs and impact. There is therefore need to reprofile some activities and create new activities required to achieve all outputs. ZWRCN proposes to remove some of these activities such as radio programmes, peer review and GB training of trainers. In addition, ZWRCN will leverage the local government gender budgeting project on the broader organizational gender budgeting programme to support implementation of some of the new activities. The contingency budget line will also contribute to finance the new activities.

4. PROGRAMME MANAGEMENT

During the reporting period there have been some minor changes. Two board members term of office ended during the course of the year and three new members joined the board in July 2010. The programme officer on the Local Government project left the organisation in August 2010 and was replaced internally. There were no changes on the Executive Director, Finance Manager and Research Officer Positions. However, the organisation has grown to include key personnel in the information department and mainstreaming of monitoring and evaluation duties into the research officer's portfolio.

5. WORKING WITH IMPLEMENTING PARTNERS

ZWRCN has maintained and strengthened relations with its partners, Urban Councils Association in Zimbabwe (UCAZ) and Zimbabwe Local Government Association (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 and Gender Links a regional non-governmental organisation focusing on gender and governance in local government and also a GTF partner. ZWRCN continues to work with its strategic partners in the Ministries of Finance (MOF), Women Affairs, Gender and Community Development (MWAGCD), 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. In addition, ZWRCN has entered into a formal partnership with the Parliament of Zimbabwe. This strategic alliance will ensure that issues raised at local government level are also discussed at national level and integrated into national level policy and planning.

6. RISK ASSESSMENT

<i>Risk</i>	<i>Potential impact</i>	<i>Probability</i>	<i>Mitigation Measures</i>
Internal			
1. Staff turnover	Medium	Low	Good working conditions and challenging responsibilities
External			
2. Upcoming Presidential and Parliamentary Elections	Medium	Medium	Regular scanning of the environment and adapt the programme implementation strategy through innovative programme management.
3. Instability of the Inclusive Government	Medium	Medium	Regular monitoring of the implementation of the GPA between the main political parties and adapting the implementation planning accordingly.
4. Limited resources in local authorities due to poor revenue collection impacting negatively on service delivery and measurement of citizen satisfaction	High	Medium	ZWRCN to provide civic education to citizens/residents/Sector ministries on the importance of paying for services and the link with service delivery.

5. M&E ARRANGEMENTS

The M&E resources and activities continued to be assigned during the reporting period according to the M&E arrangements and operational plan. ZWRCN has also embarked on development of an Institutional M&E system to ensure impact monitoring of all activities in the organisation. In January 2011, the Mid Term Review (MTR) process was initiated and team of consultants identified and process underway by March 2011.

6. LOG FRAME CHANGES

No changes have been made to our logframe. See Annex A2 attached.

7. EMERGING IMPACT ON GOVERNANCE AND TRANSPARENCY

Short articles included as an attachment in Annexe A9.

8. CROSS-CUTTING ISSUES

HIV and AIDS – ZWRCN made efforts to mainstream HIV and AIDS within their local government GB programme. Some of the mainstreaming activities include development of gender aware action plans (GABPS) in the six districts. The GABPs highlighted HIV and AIDS as a critical issue that needs to be addressed through the budget allocation and local authority policies. ZWRCN also emphasized the need for local authorities to include people living with HIV and AIDS in all consultative processes. The programme embarked on capacity building of citizens on expenditure tracking of health budgets. This will provide citizens especially People Living with HIV (PLWHIV) with skills to demand for accountability on public expenditure from local authorities and their councilors.

Environmental Issues – GB capacity building of local authorities increased awareness on the need to prioritise services such as refuse collection, water and sanitation. As reported by Kwekwe and Kadoma, refuse collection and blocked sewers are now attended to timeously. This will go a long way in residents realizing the right to a clean and healthy. This also contributes directly to the reduction of cholera and other communicable diseases that results from poor water and sanitation and uncollected waste

9. PROGRESS TOWARDS SUSTAINABILITY (YEAR 2 ONWARDS)

Institutionalisation of Gender Budgeting within Local Government: Critical steps have been made in the institutionalization of gender budgeting within the Ministry of Local Government. The ministry which has overall responsibility for the functions of all rural and urban authorities have expressed their political will and support to engender all local authority budgets by including gender budgeting as a key result area in the Local Government Budget Guidelines. The inclusion of this clause binds all local authorities to incorporate gender budgeting principles in their budgeting process. In addition, ZWRCN is working towards including gender budgeting as a training module in the Local Government Training curricula. Steps to institutionalise gender budgeting in local government training process are already work in progress. To date, ZWRCN has also trained six local government trainers from three training institutions and will target more trainers for gender budgeting training of trainers. This will create a pool of GB

trainers strengthening GB capacity in local government institutions for sustainability of the programme. Appointment of gender focal persons in the six pilot districts and the Ministry of Local Government enables oversight and monitoring of gender mainstreaming and gender budgeting in the parent ministry and the local authorities. ZWR CN is also pushing for the formalization of the work by gender focal persons by ensuring the inclusion of this role in their job performance agreements.

Enabling Policy Environment: Policy analysis conducted in six local authorities identified a number of gaps with regards the local authority's policy frameworks. All six districts did not have written down gender policies in their frameworks which would act as guidelines to the councils' operations in mainstreaming gender within their districts. Whilst most councils have come up with gender sensitive measures in their health, recruitment and social welfare department, these have however not been put down in writing as policies. ZWR CN will develop an overarching gender policy for all local authorities that will be implemented through the parent ministry (Ministry of Local Government). ZWR CN will also provide capacity for gender sensitive policy development among Council technocrats and policy makers.

Establishment of Local Government Working Group: For sustainability of the gender budgeting programme within local authorities, ZWR CN established a Local Government Working Group with representatives drawn from all the six local authorities. The representatives were selected from the management teams (technocrats) of all six local authorities. Each local authority is represented by two members. The major role of the working group is to provide peer support, technical backstopping and peer review in the implementation of gender budgeting in their respective local authorities. The establishment of the working group is expected to ensure that gender budgeting is implemented within the local authorities.

Setting of Budget Action Committees: For sustainability of demand structures in the communities ZWR CN intends to set up Budget Action Committees in each of the pilot districts. These committees will include community representatives with a constituency such as church leaders, youth club members, women's association members and support groups for people living with HIV and AIDS, informal traders and vendor associations and other community based groups. The committees will be capacitated to understand the budget, the budgeting process and gender budgeting. The committees will also be capacitated to demand accountability of and involvement in policy and budget processes from their councillors and local authorities and to lobby for change where necessary. Targeting community based budget committees will ensure sustainability of the demand side of the programme within the communities which will be independent of local authority influence. ZWR CN through its partnership with Consumer Council in Zimbabwe under the National Gender Budgeting programme will also broaden the critical mass in the six pilot districts for demanding accountability and transparency from local authorities and government.

10. INNOVATION

Establishment of a local government working group comprising technocrats drawn from the six local authorities. The major role of the working group is to provide peer support, technical backstopping and review of each other in the implementation of gender budgeting in their respective local authorities. The establishment of the working group is expected to ensure that gender budgeting is implemented within the local authorities.

Partnership with the Parliament of Zimbabwe – this strategic alliance will provide a link between the local authority legislators, councillors with national level legislators. The alliance will ensure that local government issues are integrated at national level and that the Ministry of Local Government is held accountable by the Parliamentary Portfolio Committee on Local Government.

11. LEARNING FROM GTF

- **What are the key factors that determine the ability of civil society organisations to have an impact on governance and transparency?**
 - Cooperation between diverse stakeholders: credibility and accountability can be increased when citizens are involved in decisions that concern them and authorities recognise the mutual interest underpinning this wider society. It is therefore critical for civil society organisations with mutual interest to come together when lobbying for change in budget priorities and policy change. In Zimbabwe, a national budget coalition of civil society organisation was formed in 2009 in order to have impact on governance and transparency.
 - Building a critical mass of civic society with ability to demand accountability from local and national government. This process involves building community structures and networks and providing capacity building in budget monitoring and expenditure tracking as well as lobbying and advocacy.

- **What evidence is there of innovative practice e.g. a new way of tackling a governance issue or an unusual alliance to bring about change.**
 - Establishing a formal partnership between ZWRGN and Parliament of Zimbabwe through the signing of a Memorandum of Understanding (MOU). Members of Parliament represent the districts at national level and training them in GB will ensure that local government priorities are mainstreamed into the national budget.

- **Which intervention strategies are most influential in bringing about meaningful social change at the local, national and regional levels?**
 - Civic education on pertinent budget and local authority issues
 - Setting up community structures such as budget action committees

- Building a critical mass to demand accountability and influence local and national government policy and priorities
 - Involvement of all stakeholders
- **Can you attribute significant social change to your programme?** Yes – Capacity building of local government officials and local authority council officials has contributed significantly to changes in resource allocation in the six districts. Firstly, the Ministry of Local Government revised the 2011 local authority budget guidelines to include gender budgeting as a requirement in formulating their budgets. This has directly influenced the budgeting process in the six districts as they are accountable to the Ministry of Local Government. Secondly, GB capacity building of local authority officials and councillors has resulted in budget allocation reprioritisation and the budget being more responsive to the needs of citizens. Finally, budget consultations and sensitisation workshops provided a platform for citizen's involvement in the budgeting process and a platform to demand accountability from local authorities.

1. Public Expenditure Monitoring

- **To what extent have participatory budgeting processes contributed to changes in government budget allocations to poverty-related programmes?** The effectiveness of the ZWRCN projects GB capacity building in the six local authorities has been demonstrated by the increase in resource allocation for priorities such as water and sanitation, informal trading markets and access to health in the six local authorities. For example Kadoma has increased the social welfare budget and has also set aside \$300 000 for income generating projects for the youth while Masvingo set aside \$14 000 for a revolving fund for marketers and cross border traders. In Mutoko, the budget allocation for roads has been set at \$20 000 per ward to ensure fair distribution of resources. In the past it was just a global figure which ended up going to one area. These budgetary increases in the poverty-related programmes have been deliberate efforts of local authorities to transform lives of poor women and men, particularly those groups involved in informal trade.
- **To what extent has advocacy around budgeting led to changes in government transparency and openness?** Awareness raising in the community conducted through facilitation of stakeholder consultations by the local authorities of Kwekwe, Mutoko and Kadoma provided a platform for stakeholders to openly demand for accountability, transparency and budget expenditure reports from their local authorities. This has led to improvement in revenue collection as people now understand how their money is being used. The project has created awareness among the people that service provision is linked to the resources that councils can generate from rates and other sources. Regular feedback meetings to residents by councillors have increased transparency as these meetings are a mechanism for ensuring that councilors explain budget and policy decisions taken by the councils.
- **To what extent have your efforts to strengthen participatory budgeting and expenditure monitoring reduced the incidence of corruption at local and national**

levels? The local government GB programme has to some extent contributed to reduced incidences and increased reporting of corruption at local levels. Targeting councillors for GB training has been very strategic as this has helped clarify their role in council which is to primarily monitor council processes including oversight of mismanagement and corruption issues and taking to account the council officials responsible. Their role also includes representation of the community's needs and views. During the reporting period a number of corruption and mismanagement issues in the six districts were brought to the fore and addressed accordingly. In the majority of the cases reported, the councillors were cited as the "whistleblowers" or complainants.

2. Access to public services

- **How have your interventions improved the relevance, quality and availability or reduced the cost of essential services for the poor?** There have been some marked changes in the way the six councils deliver services, including increased spending for some services. Examples include, reduced maternity services at clinics from \$US50 to \$US30 in Bulawayo, and from \$US50 to \$US20 in Kadoma and Masvingo. The number of market stalls was increased in Kwekwe, markets were renovated in Kadoma while in Bulawayo, of the 671 vending licenses granted, women got 431. Due to high employment levels in Zimbabwe, there has been an increase in male domination in the sector thereby necessitating deliberate policy by the Council to favour marginalised groups, including women. Refuse collection and blocked sewers are now attended to timeously in Kwekwe and Kadoma. There has also been an increase in the allocation of chemicals for water treatment to reduce the water shortages, which have a greater impact on women. In Bulawayo, the council has reduced water charges for vulnerable groups such as child and elderly headed households by providing a monthly allocation of 25 free gallons of water. Security and safety of women has improved with the rehabilitation of street lighting in Kwekwe and Kadoma. Increasing spending on services such as water provision and sanitation will lessen the burden and time spent by women on care work as they are the group primarily responsible for care duties in the home and community.
- **How have governments improved their relationships with citizens at local and national levels? Stakeholder Budget Consultations:** The Government of Zimbabwe reviewed the budgeting process at national level to include stakeholder participation in November 2011. Prior to this, stakeholder analysis was not a prerequisite in the national and local budgeting process. The process is led by legislators at national (Members of Parliament) and local government level (Councillors). These consultations have gone a long way in making the budget process more transparent for citizens and other stakeholders, particularly at National level where consultations of civil society by government had never been done before. This has created a two-way information flow between government and citizens improving the antagonistic relationships that previously existed between government and civil society.

3. Media and Governance

Media monitoring was a major focus of the programme in 2010-2011. The process helped to keep track of local government events in the six districts. Over 25 articles covering local government events and issues in the six districts appeared in the print media. The main issues covered by the media included state of service delivery, revenue collection, corruption, mismanagement of public funds and citizen satisfaction with local authority operations and service delivery. Major highlights reported in the media on the six local authorities were the corruption cases reported in Kwekwe and Gweru. The corruption case reported in Kwekwe involved embezzlement of public funds by the Finance Director. The case was covered in a leading newspaper, and resulted in dismissal of the finance director who had served the local authority for over 22 years. The Gweru local authority underwent an investigation by the Ministry of Local Government regarding sale of undervalued land for property development to councilors. The investigation resulted in the repossessing of the land by the local authorities under the directive of the Ministry of Local Government.