



*Making A Difference (MAD) for Women*

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<b>Name of Lead Institution</b>	Zimbabwe Women's Resource Center and Network
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<b>Target groups- wider beneficiaries</b>	Councillors , Council management, gender focal point, women in local government forum, residents associations, community based organisations , media, development partners and wider community
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## List of Acronyms

<b>CBO</b>	Community Based Organisations
<b>CSO</b>	Civil Society Organization
<b>LGGB</b>	Local Government Gender Budgeting
<b>IGP</b>	Income Generating Projects
<b>MDGs</b>	Millennium Development Goals
<b>MDP-ESA</b>	Municipal Development Partnership Eastern and Southern Africa
<b>MOF</b>	Ministry of Finance
<b>MOLGRUD</b>	Ministry of Local Government Rural and Urban Development
<b>MoU</b>	Memorandum of Understanding
<b>MWAGCD</b>	Ministry of Women's Affairs, Gender and Community Development
<b>NGO</b>	Non-Governmental Organization
<b>PLHIV</b>	People Living with HIV
<b>RDC</b>	Rural District Council
<b>ToT</b>	Training of Trainers
<b>UCAZ</b>	Urban Councils Association of Zimbabwe
<b>WILGF</b>	Women in Local Government Forum
<b>WIPSU</b>	Women in Politics and Support Unit
<b>ZILGA</b>	Zimbabwe Local Government Association
<b>ZGBN</b>	Zimbabwe Gender Budgeting Network
<b>ZWRCN</b>	Zimbabwe Women's Resource Centre and Network

## EXECUTIVE SUMMARY

### Introduction

The Local Government Gender Budgeting (LGGB) project seeks to promote the formulation and implementation of policies and budgets that are pro-poor and sensitive to the needs and priorities of women and other marginalized groups including people with disabilities, the youth and the elderly. The total grant under GTF is £1.157million. The project is being piloted in six (6) local authorities around Zimbabwe.

### Methodology

The evaluation methodology included both quantitative and qualitative approaches to allow for comprehensive analysis of the project. These included a review of key documents and reports, key informant interviews and focus group discussions in the project sites.

### Findings

#### a) Relevance:

The LGGB project clearly demonstrated its relevance in a number of areas. These include focusing on women and vulnerable groups who were most negatively impacted by the economic crises.

The programme contributes to the achievement of the MDGs, particularly MDG 1, MDG3 and MDG 4 and 5. This is in line with the objectives of UK Aid country assistance to Zimbabwe which focuses on humanitarian support and providing safety nets to vulnerable groups. The project enables local authorities and planners to undertake reconstruction work with a more inclusive lens and offers a framework for pro-poor planning.

The project added value to the previous programme on participatory budgeting which had been undertaken in the six local authorities by bringing in the gender dimension. It also provided a platform and framework through which the local authorities implemented the change plans that they developed in the participatory budgeting programme.

The project fits into the National Gender Policy which seeks to mainstream gender at all levels, particularly at the local government level. In terms of governance, the project design allows for communities to monitor public expenditure using service delivery as an entry point. The project broadened participation of all the people, including the elderly, the disabled, women and youth.

The project has contributed to breaking down polarization in the country by providing a rallying point around which councilors can dialogue with ratepayers regardless of their political affiliation.

## **b)Impact**

The project has contributed to the GTF CAR framework. In the area of capability it provided local authorities with skills to understand gender differences and to undertake gender responsive planning. This was confirmed by all the councils visited who indicated that they were now able to plan projects with a gender lens.

In the area of Accountability, apart from the inception workshops organised in 2009 the activities so far have not targeted citizens groups. However the ZWRCN provided funding to facilitate stakeholder consultations by the councils in Kwekwe, Mutoko and Kadoma.

The review found that the Project has made councils more accountable to residents in the way they draw up and implement their budgets. Regular feedback meetings to residents by councillors have also increased accountability as it is at these meetings that they have to explain the rationale behind the decisions taken by the councils.

Relating to responsiveness all the councils in the pilot sites have appointed gender focal persons and it has now been agreed that this becomes a permanent feature. In all the councils, the gender budgeting process has created a greater awareness of the needs of the different groups of stakeholders.

Revenue collection has improved 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.

### **Targets and wider beneficiaries**

The beneficiaries in the project so far have been councillors and local authorities' management. The project aims to include the community groups in the upcoming phase. The project has so far concentrated on the supply side of governance. While this builds capability on the supply side the absence of any significant work and activities with communities defeats the project logic and makes it difficult to measure governance impact. Impact can only be deduced from the responsiveness shown by the councils. However it is not possible to measure satisfaction.

Councils have not kept gender disaggregated data. This makes it difficult to measure impact on the vulnerable groups and on women. The monitoring framework designed for the project does not include tools to capture data that can be used to show changes that have taken place in budget allocations and access to services by women and vulnerable groups.

### **Difference the project has made to the lives of people**

The primary beneficiaries of the LGGB Project are vulnerable groups, including women, youths, the elderly and the disabled. Several initiatives have been started in

the pilot sites to cater for their needs. In addition greater attention to service delivery in particular water and sanitation improves the quality of life of the residents.

**c) Efficiency:**

ZWRCN has developed a financial management system and procedures which allow for effective financial management of donor funds. ZWRCN has qualified, experienced and adequate staff to allow for segregation of duties.

The design of the project has made it difficult to achieve value for money in the implementation of project activities. The review concludes that with a better programme design which allows project more resources to be channelled to programming activities greater impact and results would be achieved.

Partnership and management arrangements

The partnership has worked well in terms of financial management, with ZWRCN providing all the information required by UKAid through financial reports, budgets and audited financial statements. Financial reports have been provided in line with the provided guidelines, requested formats and within the specified time frames.

ZWRCN signed an MOU with the Ministry of Women Affairs Gender and Community Development which facilitated collaboration with the Ministry of Local Government Rural and Urban Development. Other partners also include Urban Councils Association of Zimbabwe, MDP- ESA and Zimbabwe Local Government Association. Most of the project implementation was carried out in cooperation with UCAZ and MDP-ESA. UCAZ and MDP-ESA were happy with the partnership but recommended that ZWRCN independently seek to strengthen institutional competence on local government.

Financial systems

ZWRCN has strong financial and administrative management systems which have been developed over time. The systems which have worked well and ensured financial resources and financial technical support is available to project staff to make sure project activities are implemented.

Key challenges for financial systems include the budget allocation which favours institutional costs over execution of activities. The current budget allocates 70% to operational costs including M&E and 30% for activities.

**d) Effectiveness**

The projects effectiveness was demonstrated on the output relating to capacity building for local authorities where ZWRCN organised a number of training and sensitisation meetings which the stakeholders found effective in creating awareness of the needs of different groups. Priorities such as water and sanitation, informal

trading markets and access to health were cited as areas where councils had increased resources

The project has carried out few activities in the other outputs. The review noted that none of the councils had reviewed their policies and guidelines. Councillors interviewed requested assistance from ZWRCN for this. Some council had adopted national policies and domesticated them for use in the area.

The conclusion of the review is that the project effectiveness has been limited by its concentration on one output. This has affected the project logic as the other components required for change to take place have not yet been affected. .

#### **e) Sustainability:**

The project has a number of elements that could make it sustainable. These include 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.

There is also an enabling policy framework through the budget circular which encourages local authorities to consult stakeholders in preparation of the budget and also encourage local authorities to make their budgets gender sensitive.

ZWRCN set structures to create momentum across the country. These include the Zimbabwe Gender Budgeting Network at national level and the Gender Budget Working Committees at council level in each of the pilot areas.

Challenges to sustainability include the absence of bylaws and policies that consolidate the policies and good practices that the councils have introduced. Another challenge is the lack of community structures to dialogue with the local authorities on the gender budget the issue is however being addressed in the next phase of the project when ZWRCN sets up community-based Gender Budget Action Committees. .

#### **f) Equity**

The LGGB project has promoted gender equality by emphasizing the need for councils to focus on the needs of women to address past inequalities in the areas such as resource allocation, recruitment, markets, urban agriculture and health. In several of the project sites, there has also been a deliberate attempt to target other vulnerable groups, including the disabled, youths, elderly, the poor and PLHIV. The gender lens has enabled the councils to respond to the specific needs of the different target groups.

### **g) Replicability**

The project was developed from the national gender budgeting initiative. To some extent it is itself a replication. The project is implemented in five cities and one rural district council. This makes it difficult to draw reliable and valid lessons for replication. The review found that the participatory budgeting project had a significant impact in the pilot areas and created an excellent entry point for the gender budgeting project. Introducing the project in an area which did not go through the participatory budgeting project may require different strategies.

### **h) Innovation**

The major innovation of the project is in cascading a national project to the local authorities' level. The project also created technical partners with organisations to which the local authorities were members. This facilitated entry to the local authorities. The project was also innovative in identifying trainers from local government training colleges. This has opened another gateway for disseminating the project to other local authorities and mainstreaming gender issues into the curricula for local government training.

### **Summary of Recommendations**

The review recommends that the project should continue to be supported under GTF with the following amendments and recommendations;

- An immediate review is carried out on the budget to make sure that it corresponds with the approved logframe and enables project activities to be undertaken.
- The project should ensure that local authorities have capacity and tools to undertake gender budgeting while at the same time capacitating communities through strengthening budget action committees. It is recommended that ZWRCN provides technical support to councils to enable them to mainstream gender in their reporting and also present gender disaggregated data in their monthly service delivery and corporate performance reports.
- ZWRCN should include in its monitoring and evaluation framework, analysis of the monthly service delivery and corporate performance reports that all local authorities prepare for the Ministry of Local Government Rural and Urban Development.
- ZWRCN should develop a clear advocacy agenda for local government gender budgeting. This advocacy should target policy makers, the local authorities and the Ministry of Local government, Rural and Urban Development.

ZWRCN should take advantage of the budget guidelines and the political will in the Ministry of Local Government Rural and Urban Development to develop a gender budget assessment checklist, which officials in the ministry can use to assess budgets.

## 1. INTRODUCTION

ZWRCN has been implementing a Gender Budgeting project at local, national and regional level, to promote the formulation and implementation of national policies and budgets that are pro-poor and sensitive to the needs and priorities of women in particular and other marginalized groups including people with disabilities, the youth and the elderly. Since 2009, ZWRCN has been implementing a Local Government Gender Budgeting project, which is being supported by UKAid (Department for International Development) with a grant of £1.157million.

The local government level project is being piloted in six (6) local authorities: Mutoko Rural, Masvingo Urban, Kwekwe Urban, Kadoma Urban, Bulawayo Urban and Gweru Urban, representing five of the country's 10 provinces. In the implementation of the project, ZWRCN is collaborating with the Ministry of Women Affairs, Gender and Community Development (MWAGCD) and the Ministry of Local Government and Rural Development (MLGRUD). Other partners include the Municipal Development Partners- Eastern and Southern Africa (MDP-ESA), Zimbabwe Local Government Association (ZILGA), Urban Councils Association of Zimbabwe (UCAZ) and Women in Politics and Support Unit (WIPSU).

The project outputs are:

- Improved capacity of local government officials and policy makers in gender budgeting for increased budget allocation to finance women and vulnerable groups priorities
- Strengthened capacity of council officials and legislators to develop and engender policies, legislation, by-laws and guidelines for gender equity
- Increased participation of women and other vulnerable groups in council processes to influence policy and budget formulation
- Strengthened analytical capabilities of CSOs, CBOs, media and citizens in gender and gender budgeting to engage local government in demanding accountability to gender equality commitments

## 2. THE EVALUATION METHODOLOGY

The evaluation methodology included both quantitative and qualitative approaches to allow for comprehensive analysis of the project. These included a review of literature and key project documents and reports which included the project inception report, the baseline survey, financial reports, workshop reports and monitoring and evaluation reports. An inception report including the tools for data gathering were prepared and discussed with ZWRCN prior to the data collection.

Field visits were undertaken to five of the six rural and urban councils: Mutoko Rural District Council, Kwekwe, Bulawayo, Masvingo and Kadoma Urban councils. The

visits enabled assessment of the project on the ground through interviews and focus group discussions with key stakeholders including the gender focal persons, key management staff in the urban and rural councils as well as with councillors.

Key informant interviews, using a prepared interview guide, were held with the following implementing partners, ZWRCN, UCAZ, Ministry of Local Government Urban and Rural Development, MDP-ESA and other stakeholders including the Gender Budgeting Advisory Committee and the Zimbabwe Gender Budgeting Network. Despite many attempts, including sending questionnaires, it was not possible to get a response from the Ministry for Women Affairs Gender and Community Development. The list of people interviewed is in the Annex.

The draft report was prepared and presented to the ZWRCN management to verify and validate the findings and recommendations.

### **3. FINDINGS**

#### **a) Relevance:**

The LGGB project is relevant in its focus on women and vulnerable groups who were the most negatively affected by the economic crisis that Zimbabwe went through in the period between 2000 and 2009. Women are more dependent on public service delivery and therefore suffered more when services such as health, water and sanitation and education collapsed. The project enables local authorities and planners to undertake reconstruction work with a different perspective and a more inclusive lens. The project therefore offers a framework for pro-poor planning.

The LGGB is helping councils achieve the MDGs in particular MDG1, MDG3 and MDG 4& 5. This is in line with the objectives of UK Aid country assistance to Zimbabwe which focuses on humanitarian support and providing safety nets to vulnerable groups.

In the national context the project was relevant in that it cascaded the national gender budgeting programme to the local level where services to the poor and women are delivered.

For local authorities the project added value to the previous programme on participatory budgeting which had been undertaken. The six local authorities involved in the project were purposefully selected as they had been implementing a participatory budgeting programme that was supported by UCAZ and MDP-ESA since 2004. The project therefore built on existing participatory budgeting processes by bringing in the gender dimension. It also provided a platform and framework through which the local authorities implemented the change plans that they developed in the participatory budgeting programme.

In terms of governance, the project design allows for communities to monitor public expenditure using service delivery as an entry point.

In terms of national priorities the project fits into the National Gender Policy which seeks to mainstream gender at all levels, particularly at the local government level. Feedback from stakeholders indicated that the project helped them understand gender issues and how to include the needs of vulnerable and marginalised groups such as the youth, the poor, the disabled, women-headed households, widows and people living with HIV.

In terms of participatory governance the project reduced budget objections by stakeholders as it provided them with a channel to influence priorities. The project broadened participation of all the people, including the elderly, the disabled, women and youth.

The relevance of the project in terms of governance will be enhanced when it filters down to the communities. Currently it is still largely limited to the councillors and management, the demand side is not yet visible.

The project has contributed to breaking down polarization in the country. In the past, it was difficult for the councillors to call for community meetings. There is now a growing realization by the people that councillors represent everybody and they are the channel through which issues of service delivery can be discussed and addressed. The GBP therefore provides a rallying point around which councilors can dialogue with ratepayers regardless of their political affiliation.

In Kadoma for instance, respondents noted that “The budget process has increased dialogue between the council and the people and for the first time no objections were raised to the proposed budget this year and there was evidence of consultations with the people. In the past there was conflict between the council and the two residents associations in the city (which are split along partisan lines), but through the budget dialogue we have managed to engage both associations”.

## **b) Impact.**

The inception report for the LGGB project stated that the contribution of the project to the Capability Accountability and Responsibility (CAR) framework would be in the following ways;

### **Capability**

*The programme will build capacity of local government leaders to efficiently and effectively manage public resources through gender responsive planning and budgeting as well as monitoring adequacy of service delivery efforts on key policy priorities in the communities.*

The review found that the project had undertaken activities to provide local authorities with skills to understand gender differences and to undertake gender responsive planning. This was confirmed by all the councils visited who indicated that they were now able to plan projects with a gender lens.

Women councillors also said they were more self-confident as a result of the project as it made them feel that their contribution was appreciated.

Learning about gender issues helped the council in planning. Women now chair committees as a result of councillors taking the message of gender equality to the ward level.

One councillor stated “The Project has enabled us to appreciate other stakeholders such as the youth, the poor and the disabled”. This realization has been translated into resource allocations that are sensitive to the differential needs within the community. The project helped councillors to appreciate the value of youth in local governance structures.

Councillors and officials interviewed stated that the project had enabled them to look at problems “holistically”. For instance the problem of water was no longer just “a council problem” but it is now seen from the perspective of the negative impact it has on women, who are responsible for fetching water within households. In the allocation of market stands in Bulawayo for example the council is not just looking at who can pay the rentals, but is considering the needs of those who apply and is prioritising people with the greatest need such as the disabled, elderly, widows and widowers in line with its pro-poor focus

A weakness of the project is that none of the six councils have developed policies or passed by-laws to consolidate the new gender and pro-poor focus. Only one council had passed a gender policy. Councils indicated that they did not have adequate capacity to develop guidelines and by-laws and recommended that ZWRCN come up with models and templates to assist them.

## **Accountability**

*Programme will offer citizens the opportunity to check laws and decisions made by local authorities by enhancing capacity to analyse policies, programmes and budgets.*

Apart from the inception workshops organised in 2009 the activities so far have not targeted citizens groups. However the ZWRCN provided funding to facilitate stakeholder consultations by the councils in Kwekwe, Mutoko and Kadoma.

Feedback from councillors has been that women attend stakeholder meetings but they do not speak. The delay in the project to reach out to the communities and build the capacity of the demand side means that the burden of monitoring council's service delivery and expenditure falls on ZWRCN which has no capacity to fulfill this task. ZWRCN plans to work with the Consumer Council of Zimbabwe which has Consumer clubs throughout the country to raise the demand side capacity.

It is recommended that ZWRCN analyses the profile of the Consumer clubs to ensure that women, young people and vulnerable groups are represented.

Raising awareness among the residents about the gender budget and setting up of community structures to monitor resource allocation and ensure that they are gender sensitive will be a critical step in increasing accountability by the councils as communities demand services. ZWRCN says they will undertake awareness raising and will create the community structures in the next phase of the project. In addition, ZWRCN can also come up with initiatives to strengthen residents associations to enhance the accountability of the councils.

### **Responsiveness**

*The programme will strengthen local authorities to respond to the needs of the constituencies.*

The review found that the LGGB project has made councils more accountable to residents in the way they draw up and implement their budgets. The budget consultations in themselves have increased people's participation in the budgeting process and are thus making councils more accountable than before. As a Bulawayo councillor says, "The awareness raised by the LGGB project has helped to keep us on our toes". Regular feedback meetings to residents by councillors have also increased accountability as it is at these meetings that they have to explain the rationale behind the decisions taken by the councils. In some local authorities the committees include councillors who have been taught how to deal with issues of accountability.

All the councils in the pilot sites have appointed gender focal persons and it has now been agreed that this becomes a permanent feature. The appointment of gender focal persons ensures that the councils remain focused on the issue of gender, which also increases accountability.

In all the councils, the gender budgeting process has created a greater awareness of the needs of the different groups of stakeholders. 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.

There have been some marked changes in the way the six councils deliver services, how they justify increased spending on some items and cuts in some of the fees charged. For instance, Bulawayo, Kadoma and Mutoko have all reduced maternity fees at their clinics from \$50 to \$30 in Bulawayo, \$50 to \$20 in Kadoma and \$50 to \$20 in 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. The large number of women is not just because women traditionally dominate informal markets, as the high unemployment levels in Zimbabwe has resulted in men

also turning to informal markets for a living. It is instead a 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. For instance, in Kadoma, the council has set up a team in each ward to attend to blocked sewers and this has reduced the time it takes to attend to the problem from several weeks to one day. The Council has set up similar teams to attend to broken down boreholes. 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.

Security and safety of women has improved with the rehabilitation of street lighting in Kwekwe and Kadoma.

In Kwekwe women are now encouraged to register as co-owners in new homes, while in Kadoma a by-law has been passed that does not allow the sale of a marital home by one partner without the consent of the other.

Councillors used the knowledge they gained from the training to influence the use of constituency development funds on more gender-friendly projects.

It was worth noting that councillors and council management said the project made them feel more accountable to the people. Since the introduction of the project, the councils are taking budget consultations more seriously as well as feedback meetings to communities. This has created a two-way information flow between the councils and the communities.

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 in the 2010 budget to address the gap

Other positive impacts of the project include the recruitment of women into management positions within councils and to head council committees, which has resulted in more balanced leadership. In Mutoko the Rural District Council now insists that all ward committees have 50-50 gender representation.

Revenue collection has improved 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.

A councillor in Mutoko rural said the Local Government Gender Budgeting project had influenced the way resources are shared in his family and that his wife now had a much greater say in how monies earned from tobacco sales were used.

Most councils however pointed out that their responsiveness was severely hampered by lack of resources. Revenue collection, particularly of rates, is low in most cities.

Masvingo where the collection of rates stands at 40% considers itself one of the “best” performers among other municipalities with a collection rate as low as 20%. Councils are trying to raise awareness among residents of the importance of paying rates to improve services.

### **Targets and wider beneficiaries**

The beneficiaries in the project so far have been councilors and local authorities’ management. The project aims to include the community in the upcoming phase. The project has so far concentrated on the supply side of governance. While this builds capability on the supply side the absence of any significant work and activities with communities defeats the project logic and makes it difficult to measure governance impact. Impact can only be deduced from the responsiveness shown by the councils. However it is not possible to measure satisfaction.

Councils have not kept gender disaggregated data. This makes it difficult to measure impact on the vulnerable groups and on women. The monitoring framework designed for the project does not include tools to capture data that can be used to show changes that have taken place in budget allocations and access to services by women and vulnerable groups.

It is recommended that ZWRCN provides technical support to councils to enable them to mainstream gender in their reporting and also present gender disaggregated data in their monthly service delivery and corporate performance reports. ZWRCN should also develop tools to facilitate community participation in budget monitoring.

It is recommended that ZWRCN includes, in its monitoring and evaluation framework, analysis of the monthly service delivery and corporate performance reports that all local authorities prepare for the Ministry of Local Government Rural and Urban Development.

### **Difference the project has made to the lives of people**

The primary beneficiaries of the LGGB project are vulnerable groups, including women, youths, the elderly and the disabled. Several initiatives have been started in the pilot sites to cater for their needs. These include preferential allocation of market stands to vulnerable groups by the Bulawayo City Council, reduction of maternity fees at most council clinics , allocation of \$300 000 for income generating projects for the youths in Kadoma and the setting up of a revolving fund for market women and cross border traders in Masvingo. In addition greater attention to service delivery in particular water and sanitation improves the quality of life of the residents.

### **c) Efficiency**

The ZWRCN receives grant income contributing 96% of the organisation’s total revenue as reflected in the audited financial statements for 2009 and 2010. Total grant income for the 3 years as at 31 December 2010 amounted to US\$1,810,406 [US\$555,659 (2008), US\$657,137 (2009) and US\$597,610 (2010)] of which the

UKAid provided US\$761,755 (42%)]. The total amount being provided under GTF project is £1,157,707 over 5 years of which a total of £568,433 had been disbursed as at 31 March 2011.

The project started very slowly in September of the 2008 - 2009 financial years which affected the delivery of the project. Key staff with 100% level of effort namely the project Officer and Researcher only joined ZWRCN in June 2009. The budget for 2008 was £161,527 and the actual total expenditure for that year was £56,051 of this amount, project activities accounted for £9,556 while institutional equipment and support was £46,495.

An institutional review of ZWRCN was conducted in February – March 2009. The review contributed to changes in Senior Management in ZWRCN in 2009 which resulted in the appointment of a new substantive Executive Director from 1 October 2009. These changes also slowed down project implementation. The recruitment of key personnel improved project performance in 2009-2010.

ZWRCN has developed a financial management system and procedures which allow for effective financial management of donor funds. ZWRCN has qualified, experienced and adequate staff to allow for segregation of duties.

The review noted that ZWRCN complied with the grant agreement terms and conditions with regards to the financial management of the programme with UKAID. The total programme and institutional support expenditure was per the approved budget between UKAID and ZWRCN for the 3 years to 31 March 2011. The total accumulated expenditure to 31 March 2011 was £571,207.

Total expenditure for the year ended 31 March 2011 amounted to £254,493; at this rate of expenditure budgeted resources of £1,157,707 will be expended within 2¼ years, which is within the agreed time frame per the Governance Transparency Fund Grant Agreement.

The main project activities are human capacity building, advocacy & networking and research & networking (£326,500 or 28%) whilst institutional support relates to equipment and salaries and monitoring and evaluation (£676,113 or 58%) and also contributions to operations (£100,234 or 9%) and contingency (£55,129 or 5%). This has seen the bulk of the funding being used for ZWRCN operational expenses instead of being channeled to implementation of project activities.

The design of the project has made it difficult to achieve value for money in the implementation of project activities. Total expenditure as at 31 March 2011 stood at £571,207 of which £167,275 or 29% was project expenditure and £403,932 or 71% was institutional support, salaries, operational costs and contingency. Institutional support salaries alone contributed £278,858 or 49% of the total costs of £571,207 or 167% of the total project costs of £167,275 as at 31 March 2011. This means for every £1 spent on project activities £1.67 was spent on salaries.

Institutional support salaries charged by the project are based on a Level of Effort (LOE) with key project staff ( Project Officer and Research Officer) having a 100% LOE on the project, the Driver having 50% LOE and five other staff members on 25% LOE. Operational costs are pegged at 10% of total costs and contingency at 5%. Cost sharing is therefore designed to provide the basis for achieving value for money for the organisation. The operational costs such as staff costs can still be

charged to the project under the 10% contribution to operations or under internal monitoring and field supervision.

ZWRCN has had to contribute towards the costs of some essential needs of the project partners which were not included at the design stage of the project. These cost included funding of budget consultative meetings, organising meetings, councillor allowances and transport costs which are necessary to ensure ZWRCN project outputs are met.

The review recognises that significantly fewer resources would have been necessary to achieve the same results because 71% of the costs relate to institutional support equipment, salaries, monitoring and evaluation and overheads whilst only 29% relates to direct project activities. The review concludes that with a better programme design which allows project more resources to be channeled to programming activities greater impact and results would be achieved.

### **Partnership and management arrangements**

The partnership has worked well in terms of financial management, with ZWRCN providing all the information required by DFID through financial reports, budgets and audited financial statements. Financial reports have been provided in line with the provided guidelines, requested formats and within the specified time frames.

ZWRCN signed an MOU with the Ministry of Women Affairs Gender and Community Development to cooperate on gender budgeting and in other areas. This helped ZWRCN to negotiate cooperation with the Ministry of Local Government Rural and Urban Development. The project partners also included Urban Councils Association of Zimbabwe, MDP- ESA and Zimbabwe Local Government Association. From the reports, most of the project implementation was carried out in cooperation with UCAZ and MDP-ESA. The two organisations, which spearheaded the participatory budget project, provided technical assistance to the project. ZWRCN signed MoU's with both MDP-ESA and UCAZ and WIPSU. WIPSU was however not involved in the project implementation. UCAZ and MDP-ESA were happy with the partnership but recommended that ZWRCN independently seek to strengthen institutional competence on local government.

### **Financial systems**

As indicated by the Pre-Grant Assessment, ZWRCN has strong financial and administrative management systems which have been developed over time. ZWRCN has a functioning Board of Trustees. The Board currently does not have a Treasurer for financial oversight. ZWRCN is audited annually by an independent auditor. Audited financial statements are distributed to key stakeholders.

A separate bank account is maintained for UK Aid. A separate asset register is maintained for these UK Aid funded assets and equipment. ZWRCN also produces quarterly financial reports, funding requests, annual financial reports and audited financial statements and these are submitted to the GTF Fund Manager in the required formats. These reports are also used for financial management and monitoring purposes and are submitted to the Board of Trustees for review and oversight purposes.

The ZWRCN's financial and administration systems have worked well and ensured financial resources and financial technical support is available to project staff to make sure project activities are implemented.

*Key challenges for financial systems*

Resources for Activities for Partners – The MTR noted that ZWRCN had observed primary expenditure requirements for partners to enable ZWRCN to meet its objectives and achieve the desired outputs. The cost that were not budgeted for initially include funding of budget consultative meetings, organising meetings, councillor allowances and transport costs which are necessary to ensure ZWRCN project outputs are met. ZWRCN has been incurring the costs for these.

Approved Project Budget – The approved budget has 70% institutional support and monitoring and evaluation costs and 30% project activity costs. This means majority of the GTF funds are going into operational costs.

It is recommended that ZWRCN should budget for partner primary activities for example pre-budget consultations and contribute resources towards these. This will improve performance by the partners and ensure project outputs are achieved.

It is recommended that budget realignment be undertaken in line with log-frame and ensuring that bulk of the resources are channelled to project activities and not to operational costs.

**d) Effectiveness**

The project outputs are:

1. *Improved capacity of local government officials and policy makers in gender budgeting for increased budget allocation to finance women and vulnerable groups priorities*

The inputs made so far in this output are

- o Six 1 day sensitization workshops in each of the pilot areas. In these workshops women constituted 30% of the participants
- o Training of trainers workshop, which created 15 trainers in gender budgeting
- o Media training workshop which benefited 20 journalists
- o Development of local government training manual
- o 3x4 day Training workshops for councillors, committee chairpersons and heads of departments and middle management
- o Development of Local Government Gender Budgeting toolkit

Interviews with stakeholders revealed that the training had been effective in creating awareness of the needs of different groups, especially the vulnerable and in

including their priorities in the budget. Priorities such as water and sanitation, informal trading markets and access to health were cited as areas where councils had increased resources.

The Local Government Gender Budgeting project has been effective in changing attitudes towards gender issues among councillors and council management in the cities and RDCs participating in the project. There is now a greater appreciation of the differential impacts that the budget and service provision have on different groups. As a result, the councils are more responsive to gender issues and are coming up with gender sensitive budgets that take cognisance of these different needs.

At another level, the Local Government Gender Budgeting project is influencing recruitment policies: Bulawayo's policy to achieve gender parity in management positions by 2015 could be partly influenced by the project. Kadoma's unwritten policy of hiring female security guards has been influenced by the Local Government Gender Budgeting project. Councils are deliberately targeting women in resource allocation, for instance in the reduction of maternity fees in Masvingo, Bulawayo, Kadoma and Mutoko. There have been increases in financial and human resources allocations towards the maintenance of boreholes and water purification chemicals in Kadoma. The allocation of market stalls in Bulawayo is more gender sensitive, with preference going to women headed households and widows. In Kadoma, the increase in the social welfare budget and making provisions for IGPs targeting youth is also a gender sensitive response.

The gender budget process has deepened consultations between the councils and residents in the six project sites, it has also changed attitudes of residents towards paying rates as they now see the link between paying rates and service provision. As a Mutoko councillor said: "Revenue collection has improved- people now understand where their money is going".

There is now a greater focus on health provision (which affects women more than men) in the councils. In Mutoko, three clinics are under construction; water and sanitation (WASH) committees have been strengthened and community education on health has been increased. In Kadoma, the council budgeted for a resuscitator and a generator for one of its maternity clinics. In Bulawayo, Masvingo and Kadoma the councils subsidise the health budget (in particular maternity fees) to benefit women who would otherwise not be able to afford the services.

## ***2. Strengthened capacity of council officials and legislators to develop and engender policies, legislation, by-laws and guidelines for gender equity***

No activities have been undertaken under this input. The review noted that none of the councils had reviewed their policies and guidelines. Councillors interviewed requested assistance from ZWRCN for this. Some council had adopted national policies such as those relating to dual tenancy of husband and wife and the gender policy developed under UCAZ. However none of these had been included in their statutes.

The review found Bulawayo City Council a center of best practices in pro poor planning and gender equality. The Council is trying to achieve gender parity in management jobs and has set a quota of a 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% to 30%. The Council's target of 50% is even higher than that set by the SADC Gender Protocol, which calls for 35 percent of women in decision making positions by 2015. Mutoko has also introduced a 50-50 representation on all the local RDC committees at ward level although the policy is unwritten.

Bulawayo City 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. Bulawayo's forward looking policies cannot however be fully attributed to the ZWRCN LGGB project as the city has always had sound social policies and could also have been influenced by the Gender Links Governance Programme, which they were implementing alongside the LGGB project.

*3. Increased participation of women and other vulnerable groups in council processes to influence policy and budget formulation*

- Pre-budget consultation workshops held in Mutoko, Kwekwe and Kadoma ZGBN decentralization workshops in five of the six pilot local authorities.
- ZWRCN provided funds to facilitate pre-budget consultations by the councils. Civil society organisations and residents groups participated.

*2. Strengthened analytical capabilities of CSOs, CBOs, media and citizens in gender and gender budgeting to engage local government in demanding accountability to gender equality commitments.*

Activities undertaken include

- Advocacy meetings (world rural women's day)
- Setting up of the LGGB working groups, in each of the pilot areas, comprising women councillors and gender focal points. Representatives from each of the pilot districts sit on the national committee.
- Production of advocacy materials
- Media training

Some of the activities carried out such as observance of rural women's day have no direct bearing on the goal and purpose of the project. We recommend that ZWRCN develop a clear advocacy agenda for local government gender budgeting. This advocacy should target policy makers, the local authorities and the Ministry of Local government, Rural and Urban Development. The terms of reference for the working groups should be finalized and agreed upon without delay.

The conclusion of the review is that the project effectiveness has been limited by its concentration on output number one. This has affected the project logic as the other components required for change to take place have not yet been affected. Even in the one output where most of the activities fall, the project has not yet gone deep enough to build capacity of councils to do gender budgeting. A factor that is now limiting the effectiveness of the project but which is being rectified in the next phase is the delay in taking the project into the communities. While ZWRCN's strategy to start by sensitising councillors and management has made councils more proactive in responding to gender needs, there is now need to create the demand side by raising awareness in the communities about gender budgeting.

Perhaps a more effective approach might have been to run the projects simultaneously (targeting both councils and residents). This would have ensured that as the councils go into the communities for budget consultations, the residents are already aware of what issues to look out for to ensure a gender budgeting approach is taken. This would also have ensured that the councils are kept on their toes as communities demand gender sensitive service provision. The time lag between when only the councils were aware of gender budgeting and when communities are sensitised has reduced the momentum of the initiative

#### **e) Sustainability:**

The project has the following elements that make it sustainable.

##### *1. Inclusion of gender budgeting in training curricula of local government training institutions*

Steps to institutionalise gender budgeting in local government are already in process. In Zimbabwe, there are three local government training institutions which offer various diplomas and degrees on local government issues. A total of 15 participants were trained. Six out of these 15 who went through the ToT in gender budgeting are from local government training Institutions (Domboshava, Gweru and Masvingo).

##### *2. Knowledge products*

The project has created knowledge products which training institutions and local authorities can use. These include the gender budgeting and local government training manual and the gender budgeting toolkit which is forthcoming.

##### *3. Enabling policy framework*

The Budget circular from the Minister for Local Government Urban and Rural Development requires that local authorities consult stakeholders in preparation of the budget and that submissions to the ministry include an appendix with the list of people consulted. There is a proactive policy framework that will make the project sustainable. Ministry guidelines also encourage local authorities to make their budgets gender sensitive.

It is recommended that ZWRCN takes advantage of the budget guidelines and the political will in the Ministry of Local Government Rural and Urban Development to develop a gender budget assessment checklist which officials in the ministry can use.

#### 4. Zimbabwe Gender Budgeting Network

One critical factor that promoted sustainability of the project is the involvement of the ZGBN. The ZGBN has conducted decentralisation workshops and established provincial chapters in eight provinces widening the network base and creating a critical mass at grass root level. ZWRCN has entered into partnership with CCZ which has consumer clubs in the 10 provinces broadening the critical mass for demanding accountability and transparency from government.

It is recommended that ZWRCN gives priority to setting up the Budget Action Committees in each of the pilot areas. These committees should include community representatives with a constituency such as church leaders, youth club members, women's association members and others. The committees should be capacitated to understand the budget, the budgeting process and to how to prioritise needs.

There are gaps which undermine sustainability. For instance, several councils have come up with good gender sensitive policies in health, recruitment and social welfare, these have however not been put down in writing but remain "gentlemen's agreements". The danger of not having the policies written down is that they are not binding and can be easily reversed when a different council comes in. There is therefore need for ZWRCN to advocate for the councils to put their gender policies in writing to ensure that they remain on the statute books. Provision of templates based on best practice would facilitate the process.

Another challenge is the lack of community structures to dialogue with the local authorities on the gender budget. As a result awareness of the project is low and councils continue to rely on the stakeholders they have used in the past which do not necessarily represent women and vulnerable groups. The issue is however being addressed in the next phase of the project when ZWRCN sets up community-based gender budget action committees.

An important factor working for the project sustainability is that councils were already carrying out regular budget consultations so project can ride on this initiative by just adding on the gender component and bringing into the consultations stakeholders who represent women, youth and vulnerable groups.

#### f) Equity

The Local Government Gender Budgeting Project has promoted gender equality by emphasizing the need for councils to focus on the needs of women to address past inequalities in the areas such as resource allocation, recruitment, markets, urban agriculture and health. The reduction of maternity fees at clinics in the participating

councils is a strategy to achieve equity in access to health. Bulawayo's policy of increasing the number of women in council employment by 5% a year to achieve gender equality by 2015 is a good example that should be followed by other councils. The council's selective allocation of market stands and land for urban agriculture and for nutrition gardens to vulnerable groups is also an important measure for achieving gender equity.

Perhaps more important, by creating awareness among councillors and management staff in the participating councils about the needs of different groups, the project fosters equity in resource allocation and also in how and what the councils prioritize. As a Mutoko councillor says: "Our budgets have shifted focus from generic to specific components targeting gender."

The project is also changing attitudes towards gender among councillors and council management. This is reflected in changing recruitment policies in some of the councils. In Masvingo three women were appointed to senior management posts last year – City Treasurer, Chief Internal Auditor and the Human Resources Director. According to the Mayor of Masvingo Mr. Femius Chakabuda, "the coming in of women to higher level posts will change the culture within the council."

Although women should be seen as the primary target of the project because of their traditionally disadvantaged status, in several of the cities, there has also been a deliberate attempt to target other vulnerable groups, including the disabled, youths, elderly, the poor and PLHIV. The gender lens has enabled the councils to respond to the specific needs of the different target groups. This will reduce the hostility of some of the men to the project who have tended to identify it too much with women (to the exclusion of men).

### **g) Replicability**

The project was developed from the national gender budgeting initiative. To some extent it is itself a replication. The project is implemented in five cities and one rural district council. There are four categories of urban authorities namely cities, municipalities, town and local area board. Each of these has different systems and procedures. Replicability of the programme would therefore be limited to cities. Unless the scope of the project was broadened to include the other types of urban local authorities. With regards to rural district councils the programme has been implemented in only one area. This makes it difficult to draw reliable and valid lessons for replication. The review found that the participatory budgeting project had a significant impact in the pilot areas and created an excellent entry point for the gender budgeting project. Introducing the project in an area which did not go through the participatory budgeting project may be very difficult.

## **h) Innovation**

The major innovation of the project is in cascading a national project to the local authorities' level. Most civil society interventions at local level are for project implementation and not for policy and planning.

The project was innovative in creating technical partners with organisations to which the local authorities were members. This facilitated entry to the local authorities.

The project was also innovative in identifying trainers from local government training colleges. This has opened another gateway for disseminating the project to other local authorities and mainstreaming gender issues into the curricula for local government training.

## **4. Lessons learnt**

Several crucial lessons have been learnt in the implementation of the first phase that should help to shape the project in the next phase.

- Currently, only councillors and management have been trained in gender budgeting and the project has not yet touched residents, consequently the demand side has not been created. **There is needed to take the project into the communities so that they can raise gender budgeting issues during the budget consultations. There is also need to create budget committees in the communities both to raise awareness within the community on the Local Government Gender Budgeting Project issues and also to ensure project sustainability.**
- There is a high turnover among councillors as they are elected officials and some lose in the elections while others are appointed along the way. Consequently, among sitting councillors, some have not been trained in gender budgeting as they had not yet joined council when the training was conducted. **There is need for continuous training of councillors to ensure that they are all familiar with gender budgeting. This is particularly crucial after elections as new councillors would have joined.**
- While several councils have come up with gender sensitive policies in different areas, including housing, recruitment, specific budget lines to cater for vulnerable groups, in most cases these have not been written down creating a danger that they will be reversed should a different council take over. **There is therefore need for councils to document their policies to ensure that they will not be overturned at the whim of an incoming council.**
- During the current phase of the project, ZWRCN has not been very visible at community level. Part of the reason for this is that in the past year the budget did not support outreach activities. But in Kadoma where the organisation

provided financial and technical support for the budget consultations, ZWR CN has become more visible and was also able to influence the processes. There is need for ZWR CN to go into the communities to raise awareness on the LGGB project. This will now be possible as the budget has been revised to enable the organisation to go into the communities.

- o A major constraint cited by councils which makes it difficult for them to implement gender sensitive interventions is the lack of resources. Councils say that their savings were wiped out overnight when the Zimbabwe dollar collapsed. Communities are also poor because of the high unemployment levels and therefore revenue collection is low. However, that apart, residents are reluctant to pay rates partly because they can get away with it and also because a culture of not paying rates has taken root. There is need for councils to run parallel projects in communities to raise awareness about civic responsibilities and the importance of paying rates to ensure the provision of quality services and also that more resources can be allocated to crucial social sectors with a gender benefit such as health and social welfare. Although the local authorities in the project have figures on who has benefited from their projects, the data is not gender disaggregated making it difficult to determine how equitable the interventions were. There is therefore need for ZWR CN to support councils with templates that will enable them to capture gender-disaggregated data.

Bulawayo has several best practices that the gender budget project can learn from. These include:

- o A very strong social welfare policy and projects, including paying school fees for orphans and vulnerable children
- o The gender-sensitive allocation of market stands, of urban land for agriculture and the setting up of nutrition gardens for the sick, particularly those affected by HIV and AIDS.
- o The policy to achieve 50-50 equity in employment within council and the deliberate strategy of hiring 5% women every year until the target is achieved is something that other cities could also emulate.

It is recommended that ZWR CN draw lessons from these practices to develop milestones that can be fed into the project

## 5. Summary of Recommendations

### Programme Design

It is recommended that an immediate review be carried out on the budget to make sure that it corresponds with the approved log frame and enables project activities to

be undertaken. The approved budget corresponded to the old log frame and was not amended when the logframe was revised. The revisions should align the budget to the revised logframe which was agreed upon.

It is recommended that the project ensures that local authorities have capacity and tools to undertake gender budgeting while at the same time capacitating communities through strengthening budget action committees.

### **Programme Management**

ZWRCN has relied on UCAZ and MDP-ESA to provide technical support to the project. Many stakeholders interviewed including the Ministry of Local Government Urban and Rural Development recommended that ZWRCN strengthens internal capacity on working with local authorities.