



Report on the research on Local Authorities' capacities to provide services in a gender sensitive manner

Submitted to ActionAid Zimbabwe, 28 October 2013

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List of abbreviations

AAI	ActionAid International
AAZ	ActionAid Zimbabwe
ADPs	Area Development programmes
AIDS	Acquired Immunodeficiency Syndrome
ARDCZ	Association of Rural District Councils in Zimbabwe
BCC	Bulawayo City Council
BDS	Business Development Services
BPRA	Bulawayo Progressive Residents Association
CABS	Central Africa Building Society
CBO	Community Based Organisation
CBP	Capacity Building Programme
CBZ	Commercial Bank of Zimbabwe
CEO	Chief Executive Officer
CHRA	Combined Harare Residents Association
CP	Country Programme
CRS	Catholic Relief Services
CSOTs	Community Share Ownership Trusts
DA	District Administrator
DDF	District Development Fund
DIC	Development Impact Consultancy
DOMCCP	Diocese of Mutare Community Care Programme
EMA	Environmental Management Services
ESAP	Economic Structural Adjustment Programme
FACT	Family Aids Caring Trust
FGD	Focus Group Discussion
GBV	Gender Based Violence
GoZ	Government of Zimbabwe
HEFO	Health Education Food Organisation
HIV	Human Immunodeficiency Virus
ILAPSE	Improved Local Authority Provision of Services in Education
ILO	International Labour Organisation
ISAL	Income Savings and Lending
KCP	Key Change Promise
KII	Key Informant Interview
LA	Local Authority
LED	Local Economic Development
LRPs	Local Research Partners
MDG	Millennium Development Goal
MLGRUD	Ministry of Local Government Rural and Urban Development
MTP	Medium Term Plan
MURRA	Masvingo United Residents Association
NGOs	Non Governmental Organisation
NYDT	National Youth Development Trust
RBA	Results Based Approach

RDC	Rural District Council
RWA	Rural Women Assembly
SADC	Southern Africa Development Community
TREE	Training for Economic Enterprise
UCAZ	Urban Councils Association of Zimbabwe
UNDP	United Nations Development Programme
UNHABITAT	United Nations Human Settlements
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Emergency Fund
VIDCO	Village Development Committee
WADCO	Ward Development Committee
WASH	Water, Sanitation and Hygiene
WCoZ	Women Coalition of Zimbabwe
WILSA	Women Legal Foundation of Southern Africa
WHO	World Health Organisation
WPC	Water Point Committee
WV	World Vision
ZCTU	Zimbabwe Congress of Trade Unions
ZILGA	Zimbabwe Local Government Associations
ZIM-AIED	Zimbabwe Agricultural Income and Employment Development
ZINARA	Zimbabwe National Roads Authority

Acknowledgments

Development Impact Consultancy acknowledges the support provided by the AAZ Country Director and his staff during the undertaking of the research. Particular mention to Lillian Matsika, the Programme and Policy Manager (Governance) for overall guidance during the whole exercise and Peter Matimati the LRP Manager for linking us up with the LRPs and confirming the areas for the research. Our field work was made possible with the support of Precious Gombera, Adele Manuel and Elvis Augustin who supported the team with the required logistics. We also appreciate the extensive cooperation we received in the field from the Councils (Bulawayo, Harare, Masvingo, Hwedza, Makoni, Nkayi, and Nyanga) key informants, residents, LRPs (i.e. BPRA, MURRA, CHRA, HEFO, Farm Community Trust, Batsiranayi, DOMCCP and Simukai) and development partners (World Vision, ZIM-AEID) who all provided valuable information making the research a success. At times this was done within very short notice.

Thank you.

Kumbulani Ndlovu

Team Leader

Executive Summary

ActionAid Zimbabwe commissioned Development Impact Consultancy Pvt Ltd to undertake a research on the capacity of seven Local Authorities (Bulawayo, Harare, Masvingo, Hwedza, Makoni, Nkayi and Nyanga) to provide services in a manner responsive to the needs of women and youth. The study was undertaken between June and September 2013. It was carried at a time when service delivery by Local Authorities is generally poor country wide. This is mainly attributable to the economic decline between 2000 and 2008. The Government has shown commitment to address service delivery and is embarking on a capacity building programme for all Local Authorities following a nationwide capacity needs assessment early this year.

This research contributes to the strengthening of Councils to deliver services in a gender and responsive manner. The delivery of basic services for women and youth is a pre-requisite for inclusive and sustainable development.

A Rights Based Approach was used with Local Authorities being the duty bearers and women and the youth being the right holders. Thus the right holders make demands on the duty bearers while in turn the duty bearers supply services in response to the demands placed on them and using resources (financial and other) partly provided by the right holders. The rights demanded by women and youth were classified into;

- a) Economic Rights (employment, economic services, markets etc);
- b) Health;
- c) Education;
- d) Water, Sanitation and Hygiene;
- e) Civil Protection;
- f) Energy;
- g) Housing; and
- h) Participation.

The study established that Local Authorities face serious challenges in meeting the demands of rights holders. On the other hand, demand for services was also generally low from the rights bearers, largely reflecting lack of awareness on the role and operations of local authorities. There are very limited skills development opportunities for women particularly in rural areas while vending has become immediate common economic activity for urban women and youth. Poor rural road networks limit women's access to high value markets and health services. Bad roads are delinking rural areas from neighbouring towns where disposable incomes are higher. NGO efforts in rural areas to address economic rights are targeting economically active women and youth. Bulawayo and Harare run vocational training and skills centres where women and youth are acquiring relevant skills. However, the numbers reached by both Council run and NGO implemented activities in urban and rural areas respectively is low. Additionally, the scale of operations is low and not sufficiently strategic to leverage sustainable poverty reduction.

The study found access to health facilities and reproductive health services to be poor for women particularly in rural areas. This also applies to access to water and sanitation, street lighting and housing (shelter) programmes. Programme initiatives in these key areas target the wider communities whose governance structures and processes are still predominantly patriarchal with limited space for women and youth. Recreational facilities that youth would find most useful are currently not being prioritized and as such are either in short supply or are seriously unusable due to deterioration.

Women still occupy very few positions of decision making in Councils and in community structures. This is because women were previously disadvantaged in terms of education hence remain unable to outcompete men. Secondly it is due to the 'traditional' attitudes that do not encourage women to be assertive in the public sphere. However, all Councils have gender policies and focal persons steering gender mainstreaming mainly with an internal focus. Urban Councils seem to have taken more steps than their rural counterparts. The Gender Links supported initiative to establish Centres of Excellence (COE) is making significant contributions. All study Councils participate in the initiative.

Development structures are in place but in most cases not fully functional. Some Councillors bypass these. The study identified that in most instances Councils and local citizen do engage effectively. Women and young people's organizations need capacity to engage Council staff more innovatively in a more proactive manner. Council staff equally need to be accessible and visible to build community confidence to participate in Council processes. Residents associations, youth groups and other such groupings require considerable capacity strengthening to support while creatively holding Councils to account.

Broadly, the study noted the following:

1. Shrinking and precarious socio-economic and policy-political spaces for women and youth;
2. Systematic information and power asymmetries in society that women and youth experience;
3. Strategic (policy) awareness within Councils, which unfortunately is not translated into actions (including through budgets) that deliver for women and young people;
4. The concerns of those opposed (or afraid of) gender parity and youth empowerment are not being taken seriously and invariably these (opponents and sceptics) are not included in women and youth empowerment dialogues and programmes; and that
5. The macro-economic and policy-political malaise, which manifests itself in grinding poverty and an overall deterioration of institutional capacity is a key millstone detracting women and youth empowerment in Zimbabwe at macro, meso and micro levels.

Based on the above observations the study recommends demand and supply side capacity development initiatives. For supply side institutions (Councils, the parent Ministry and rest of Government) leadership and accountability capabilities are in need of development particularly as these relate to information and communication in a context of more open society. Related are capacities to facilitate (the planning and implementation of)

local economic development initiatives as mortars of local democracy and good governance through entrenchment of women and young people's needs into plans and budgets whose implementation also deploys/engages their practical and strategic capacities. For the demand side (right holders) organizational development support is critical so that women and young people's organizations acquire skills to deliver services to their members in a transparent manner while engaging duty bearers in relations of both collaboration and 'holding them to account'.

1. Introduction

- 1.1 Development Impact Consultancy Pvt Ltd (hereinafter referred to as DIC) was engaged by ActionAid Zimbabwe (hereinafter referred to as AAZ) to undertake a research on the capacity of selected Local Authorities (LAs) (3 urban – Bulawayo, Harare, Masvingo and 4 Rural District Councils – Hwedza, Makoni, Nkayi and Nyanga) to provide services in a gender responsive manner. The assessment was conducted between June and September 2013 in conformity with AAZ detailed terms of reference (Annex 1).
- 1.2 AAZ is part of a global ActionAid International (AAI) family, working with the poor and excluded people, communities, associates and partners in more than 43 countries in Africa, Asia, the Americas and Europe. AAI started operating in Zimbabwe in 1999 as a small HIV and AIDS project (Strategies for Action) under the then Harare based AAI Africa Regional Office. It became a Country Programme (CP) under AAI's Southern Africa Partnership Programme in 2003 and a standalone Country Programme in 2006. AAZ took over the management of former MS Zimbabwe Country programs, partnerships and People for Change placements on 01 July 2010 when MS (now AAI Denmark) affiliated into the AAI family.
- 1.3 AAZ is developing a program which seeks to increase women and youth influence in decision making processes that impact service delivery, address their rights and needs. ActionAid Zimbabwe (AAZ) is scaling up and deepening the integration of the human rights based approach, including advocacy and campaign activities in its work at local and national levels. AAZ in its 2013-2017 strategy has included the following AAI mission objectives:
- a. Advance the political influence of people living in poverty to hold governments and corporate organizations accountable
 - b. Ensure that women and girls can break the cycle of poverty and violence, build economic alternatives and claim control over their bodies
- 1.4 AAZ is committed to the following Key Change Promises (KCPs):
- A. Key Change Promise 3:
- By 2017, through holding central, local governments and corporate to account AAZ will facilitate improvements in the quality, equity and gender responsiveness of public services for 350,000 adult women, young women and men, children and other people living in poverty in selected rural, peri-urban and urban communities in Zimbabwe.
- B. Key Change Promise 4:
- By 2017, AAZ will have organised over 300,000 women and girls in rural, peri-urban and urban areas in Zimbabwe to challenge and reject Gender Based Violence (GBV) that would have denied them control over their bodies and sexuality and made them vulnerable to HIV and AIDS.

- 1.5 AAZ currently works with eight (8) community based organizations (CBOs) and has set up Local Development Partnerships in Makoni and Nyanga districts (Manicaland), Hwedza (Mashonaland East) and Nkayi (Matabeleland North). AAZ is also working with 11 project based partners comprising CBOs and national organizations to promote transparency and accountability within local government and corporate organizations, the empowerment of women and youth, conflict resolution, peace building. The project based partners reach to more disadvantaged communities in Manicaland, Matabeleland North, Matabeleland South, Masvingo, Midlands, Harare and Mashonaland Central Provinces. Therefore AAZ has commissioned a research in the selected Councils to gather the required evidence to inform the program and related policy initiatives.
- 1.6 DIC is a local capacity development organisation registered on 15 March 2013. It supports client and partner organizations achieve results through capacity development in relation to reduction of poverty and improving governance. DIC recognizes that citizens and development organizations worldwide seek tangible results of their development efforts. Its services relate to strengthening the capacity of organizations and individuals to plan, manage, implement, and account for results of policies, projects and programmes.
- 1.7 The overarching objective of the AAZ assignment undertaken by DIC was to research on the specific local authorities' capacity to deliver quality basic services to their residents in a gender sensitive manner. The specific objectives of the assignment were;
- a) To assess and document the levels of awareness of the planning and budgeting processes and other operations of selected rural and urban local authorities among women, youth and other residents and/or citizens.
 - b) To analyse the effectiveness of existing methods or communication platforms that are being used by selected rural and urban local authorities and other stakeholders to inform and sensitise women, youth and other residents on the planning and budgeting processes and other operations of selected local authorities.
 - c) To carry out an in-depth analysis of the capacities of selected rural and urban local authorities/councils to deliver and provide basic services in a gender sensitive way.
 - d) To carry out an in-depth analysis of key internal and external factors or dynamics that affect the capacity of the selected rural and urban local authorities to deliver basic services that meet the rights and needs of women, youth and other residents.
 - e) To assess challenges faced by the selected rural and urban local authorities in the provision of services that meet the rights and needs of women, youth and other residents.
 - f) To come up with recommendations to improve the provision of services by local authorities in a gender responsive way.

- g) To map the key stakeholders or actors involved in local governance processes and their key roles in promoting transparency and accountability in local governance at different levels (local, national and regional/global levels).
- 1.8 The assessment entailed the generation of primary data relative to gender responsive service delivery from key community segments such as traditional leaders, Council staff, politicians, youth and the women themselves. An intensive review of existing secondary literature on the subject was done. The assessment used both qualitative and quantitative research methodology to obtain an in-depth understanding of whether or not LAs have been providing services equitably.
- 1.9 This report is structured into an introduction section, a methodology section, presentation of findings and a concluding section.

2. Methodology and Literature Discussion

2.1 Framing the methodology

2.1.1 The delivery of basic services in a manner sensitive to the needs and capabilities of women and youth is a critical to inclusive and sustainable development. In local government institutions this entails consulting, planning and making policy to directly or indirectly deliver specific **types** of services in **ways** that allow women and youth to be **involved** (to co-deliver and/or benefit) and for women and young people to have a **say** [regarding overall Council performance including holding both staff and Councillors to account. This is the broad operationalization of women and youth friendly service delivery used for this study.

The above conceptualization also drew extensively on the global development debate that places a premium on approaches that are inclusive generally but specifically put the needs and competences of women and youth at the centre of environmentally sustainable development (UNDP 2012). At the 2010 MDG Summit, member states agreed that 'investing in women and girls has a multiplier effect on productivity, efficiency and sustainable economic growth (UNDP, UNIFEM, 2009)'. Access to basic services by the poor is limited with most women hit hardest by poverty in many parts of the developing world. Customary laws and practices; and, even formal structures deny women access to systems of decision making.

2.1.2 Voice and Accountability are key tenets for service delivery by local authorities. 'A strong women's voice is important in advocating for gender-sensitive basic services. Voice refers to the ability of one's opinions to be heard and taken into account in the processes of governance. Citizens, including women, have a right for their voices to be heard at all stages of the service design and delivery process' (UNDP, UNIFEM, 2009) Accountability enables women to ensure that governments fulfil their commitments on gender equality and the realization of women's rights under international law through their own actions or those of contracted service providers. 'In terms of the governance framework for service delivery, government, the civil services and service providers are required to report on their actions and should face sanctions if they fail to meet appropriate standards or fulfil their responsibilities' (ibid).

2.1.3 Whilst local governments are obligated to provide services to all citizens, a gender-sensitive approach to service delivery is essential. This is because women and girls have the greatest need for basic services yet they face the greatest obstacles to access. 'Failure to take these obstacles into account through a gender-sensitive approach to the design and delivery of services inevitably results in women's unequal access to basic services. A variety of practical and

cultural obstacles often prevent women and girls from accessing the services they most need' (ibid). The barriers that prevent women and girls from accessing services do not affect boys or men in the same way and are typically not recognized in the design of programmes. If gender-sensitive programmes first identified the relevant gender issues and then took steps to address them, many more women and girls and their families would benefit from the delivery of basic services.

- 2.1.4 It is noted that women need basic services such as water, health more than men due to biological differences and traditional gender roles. 'Women's reproductive capacity and greater vulnerability to diseases such as malaria and HIV mean a greater need for health services, particularly reproductive health services. Gender norms and stereotypes dictate that women are the main carriers of water and fuel and the primary caregivers for children, the sick and the elderly, as well as being responsible for cooking and housework' (ibid).
- 2.1.5. Local government is defined as statutory sub-national structures of government whose primary purpose is the delivery of service to communities. Women are particularly concerned about the quality of these services. These services affect women because of their social roles as mothers, housekeepers and caregivers. Failure by local authorities to provide efficient services increases the labour burden on women and limits their ability to participate in other social and economic roles. Local Authorities are mandated by law to provide services to residents in their areas of jurisdiction. In terms of Section 74 of the RDC Act, RDCs have power and authority to promote the development of the council area. Urban Councils are also mandated to provide services according to the Urban Councils Act Part XI to XV. One of the policy objectives on Local Government in the Medium Term Plan 2011-15 is to enhance service delivery by all local authorities.

2.2 The National Context

- 2.2.1 Zimbabwean women constitute 52% of the total population yet they continue to be sidelined in power and decision-making at both national and sub-national levels. This is despite the existence of a relatively progressive National Gender Policy and the new Constitution. According to the Zimbabwe MDG 2012 Status Report women constitute less than one third of political and administrative decision makers. It is noted that this goal is unlikely to be achieved by 2015. One of the key targets in the SADC Protocol on Gender and Development is 50% women in all areas of decision-making by 2015. Progress towards equal representation of women in political decision making over the past ten years has been slow and uneven. Women, as a group of citizens, have consistently not benefited from the delivery of basic services. Compared to men they have different access to and control over economic and political resources as well as different experiences. If

gender is to be mainstreamed into the delivery of basic services attention should be paid to those services that enable women to fully develop and use their capacities and support full realization of their human rights. Three basic services for women are defined as:

- Those that support human rights such as health, education, water and sanitation and social services
- Those that relate to employment, entrepreneurship and economic services, access to information, markets and provide power to the households and
- Fundamental components of governance

2.2.2 The macro-economic challenges that Zimbabwe has been grappling with since 2000 have led to the 'feminisation of poverty' and service deprivation to the youth. The Zimbabwe Women's Resource Centre and Network (2009:1) notes that the "feminization of poverty has been fuelled by gender inequalities in access to resources, unequal and limited participation of women in the productive, economic and political sectors." The deterioration of health infrastructure during this period has also affected women and youth negatively. For instance, with limited disposable incomes they are unable to access their specific health rights such as reproductive health care. They also bear the brunt of providing home-based care to their relatives affected and infected by HIV/AIDS. The 2004 Zimbabwe MDG Report noted that women were unable to access health care due to the community facilities that are distant. Gender inequality is also evident in how females and males access education services. Despite making significant strides in increasing the number of primary and secondary schools between 1980 and 1990, the introduction of economic reforms, ESAP in particular, resulted in high female drop-outs (*cf Loewenson, 2000*).

In 2004, 5.9- and 0.4 million people in rural- and urban areas respectively were deprived of improved sanitation services (*cf CSO, 2002; NCU, 2007*). The MDG 2012 Report indicates that there was an improvement in access to improved sources of water from 61% in 2010 to 71% by 2012. At the national level, the fiscal allocations targeted towards improving the welfare of women have always been insufficient. For instance, the Ministry of Women Affairs, Gender and Community Development was only allocated 0.28% of the total national budget in 2009.

2.2.3 Discriminatory access to basic services between sexes and youth deprivation are not only unique to Zimbabwe as it is a global issue. However, the notion of gender equity has increasingly become an important concept in fostering responsive human development at both the local and global levels. There has been a shift where access to basic services by women and girls is now regarded as an inherent right rather than a mere need. The Rights Based Approach to service delivery has shown that there is a symbiotic relationship between LAs (as duty bearers) and individual and corporate citizens (as rights holders). The role of the LAs is to provide adequate (qualitatively and quantitatively) services to citizens who, in

turn, should meet their obligations (e.g. financial) to the institution. In Zimbabwe the provision of the specific needs of the feminine gender and the youth is still low due, among other factors, to macro-economic challenges and lack of will at the political level.

2.3 The Rights-based approach, service delivery and LA's

2.3.1 The adoption of the Rights Based Approach (RBA) by World Bank, the United Nations and its agencies (e.g. UNICEF, WHO, UNAIDS, UNIDO and UNDAF), bilateral organisations and international development organisations such Action Aid International, OXFAM and CARE has allowed human rights language to enter the world of development (Tsikata D. 2006). Rights Based Approach (RBA) to development locates human rights at the hub of its processes and provides attention on how all human rights (as provided for in the Universal Declaration of Rights) can be the focus in development programmes aimed at poverty reduction. The RBA systematically incorporates the values and principles of human rights.

2.3.2 The framework of the RBA approach is applicable from the level of an individual to the international level. However, for this assignment the approach was situated in the conceptual framework shown in Figure 1 below.

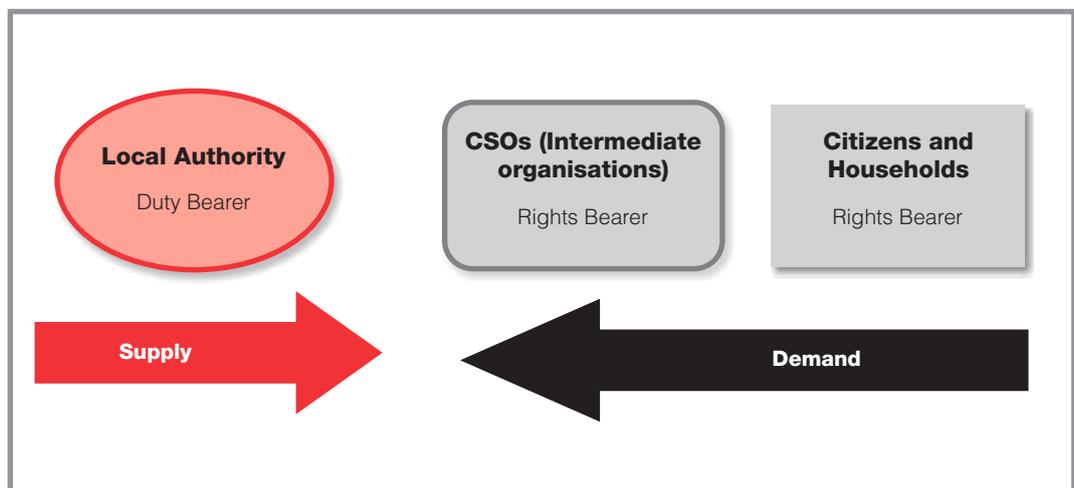


FIGURE 1:
SIMPLIFIED RIGHTS
BASED
CONCEPTUAL
FRAMEWORK

2.3.3 In the context of this assignment, the rights bearers are the women and the youth. These two groups have rights that they claim from the duty bearer, who are Local Authorities (LA). CSOs are also duty bearers just as certain categories of citizens are duty bearers (parents, adults, leaders etc). Thus the right bearers press right based demands on the duty bearers. In turn the duty bearers supply services in respond to the demands placed on them. The rights based demand of the women and youth in the study area were classified into;

- i. Economic Rights (to employment, economic services, access to markets etc);
- ii. Health;
- iii. Education;
- iv. Water, Sanitation and Hygiene;
- v. Civil Protection;
- vi. Energy;
- vii. Housing; and
- viii. Participation.

The above categorisation is similar to how ZILGA has categorised services provided by local authorities. ZILGA has developed a gender policy in line with the National Gender Policy for Zimbabwe which provides a broad national framework to enhance gender equality and equity in all spheres of life. Below is an extract from the ZILGA Gender Policy Document.

Rural and Urban Councils believe that;

- a) Sustainable development cannot be achieved without gender equality in local governance.
- b) Women and men have equal human rights, duties and responsibilities as citizens, these include the right to be free of poverty, discrimination, violence and the right to participate equally in the process of governance, including the right to vote, to hold both appointed and elected office, and to participate in decision making at all levels of government.
- c) Local government is the level of government closest to the people and is therefore in the best position to involve women and men in making decisions concerning their living conditions.

On Gender Mainstreaming ZILGA's key Policy Statements include that:

- Councils will mainstream gender in all their activities and apply the SADC monitoring process;
- They will strive to achieve the SADC targets by 2015.

While regarding Strategies ZILGA guides as follows:

- a) Councils will employ a total quality management approach to gender mainstreaming and come up with quality benchmarks on gender equality.
- b) They will entrench a culture of gender equality through annual reports and rewards for Councils which achieve the most significant progress.
- c) Councils will come up with affirmative action policies and strategies to ensure equal representation in their administrative and political structures by 2010.

Key Issues regarding access to services include the following:

- Local authorities provide basic services necessary for everyday life. Women are particularly concerned about the quality of these services. These services affect women because of their social roles as mothers, housekeepers and caregivers.
- Councils should analyse the impact of their services on women and men to ensure that services are provided in a gender responsive manner.
- Failure to provide efficient services increases the labour burden on women and limits their ability to participate in other social and economic roles.
- ZILGA and councils support a system which ensures fair access to services by women and men in all local authorities.

Source: ZILGA, Gender Policy, 4th Draft

BOX 1:
ZILGA GUIDANCE ON
GENDER SENSITIVE
SERVICE DELIVERY
BY LOCAL AUTHORITIES

- 2.3.4 The level of gendered service delivery varies from country to country and from region to region. There is, however, a close correlation between the economic status of a country and its ability to offer gender-responsive services. In generic terms, more economically developed countries provide services in a more gender sensitive manner than transitional and developing countries.
- 2.3.5 The importance of involving women and youth in the policy, planning, budgeting and programming decision-making for the effective delivery of services has been widely recognised at the global scale. The participation of women and the youth in decision-making is both direct and indirect. Since local governance decisions are usually made on a technical basis, they (the women and youth) participate in making suggestions through their elected political representatives, parliamentary platforms and specialised NGOs (such as those dealing with gender budgeting). They have also been directly involved in decision-making through focus group discussions, rapid rural appraisal techniques and other participatory mechanisms. It is apt to point out here that the World Bank specifically has a gendered public participation requirement in its Poverty Reduction Strategy Process. The participation of women in the Nepal Tenth Plan Process in 2010 illustrates this point. Approximately one quarter of the participants in the three general consultations were women. Furthermore, some meetings were also done exclusively by women's groups. While major improvements have been made globally in engendering service delivery, significant obstacles remain especially in access to education. The 1995 UNDP Human Development Report notes that among the developing world's 1.6 billion illiterate people, women outnumber men two to one, and girls constitute 60% of the 180 million children without access to education. Female illiteracy is 61% higher than that of males in the developing world as a whole. Furthermore, 72 million people lack access to education worldwide; 60% is in Africa and most of them are girls. Tradition and social conventions in the contemporary societies of the Third World often dictate that it is not worthwhile to educate girls; that they are needed to work at home until they are married. This illustrates how women and girls fail to access basic services due to the socio-cultural stereotypes that they have to endure in society.

2.4. Study design and Implementation

- 2.4.1 The research adopted a largely qualitative approach to assessing the capacity of LAs to provide services in a gender and youth responsive manner. The research was guided by the methodological framework, shown in figure 2 below.

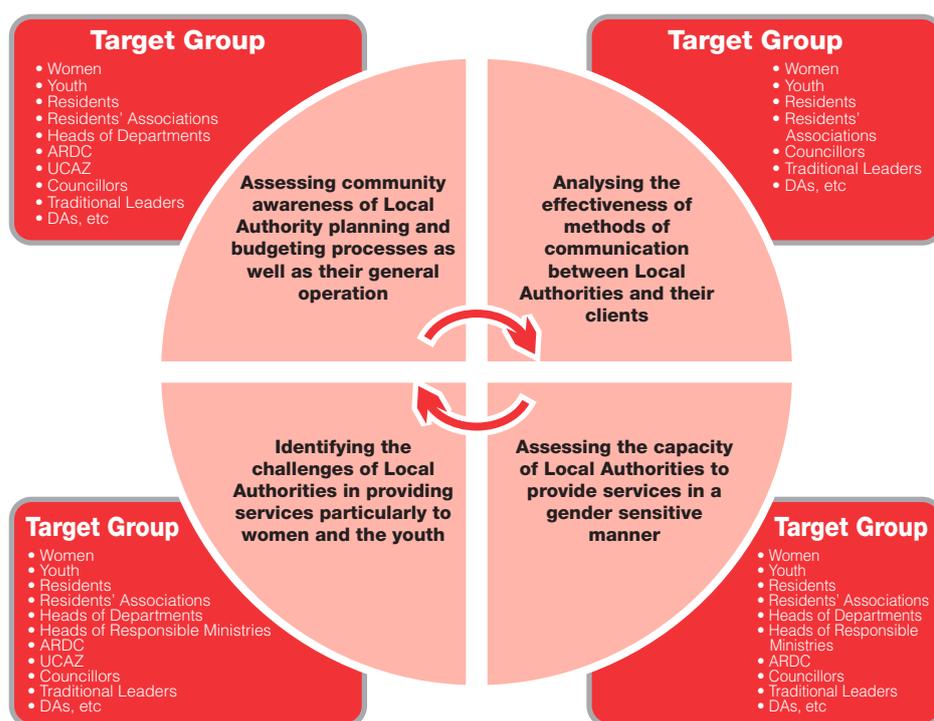


FIGURE 2:
RESEARCH
METHODOLOGICAL
FRAMEWORK.

The framework highlights the key issues that the research explored and the targeted groups for the inquiry.

2.4.1 Sampling Approach

The research utilised a multi-stage purposive sampling approach. The first stage of the sampling approach was the selection of the wards where the field work was to be conducted for both the rural and urban local authorities. The wards were selected based on where AAZ partners are currently operating. For the three urban areas the study purposively identified two new residential areas and two old residential wards. The sampled wards per partner are shown in the table 1 below;

Council	LRP	Wards	Wards where data was collected
Makoni	Makoni	15, 19 & 27	19
Makoni	Chiendambuya	2, 5 & 35	2 and 35
Makoni	Nyazura	28, 29 & 30	29 and 30
Hwedza	Hwedza	9, 10 & 11	11
Nyanga	Nyanga	22, 23 & 29	23
Nyanga	Nyamaropa	9, 10 & 13	13
Nyanga	Saunyama	8, 17 & 18	18
Nkayi	Nkayi	16, 20 & 28	16, 28
Harare	Highfield, Tafara, Kuwadzana, Rugare	25, 17, 40, 13	Mufakose & Mabvuku
Bulawayo	Makokoba, Njube, Cowdray Park, Pumula	7,12, 28, 29	7,12, 28, 29
Masvingo	Macheke, Mucheke, Rujeko	1, 2, 6, 7	1, 2, 6, 7

TABLE 1:
SAMPLED
WARDS

During fieldwork, the consulting team realised that covering three wards per implementing partner increased case saturation without adding additional data. Because of this realisation and limited time the team in Makoni and Nyanga ended up covering one or two wards per implementing partner. The second stage of the sampling was the selection of the women's and youths' group to be interviewed together with the key informants. This selection was done with the involvement of the implementing partners. The key informants were the local leadership (Chiefs, Councillors), extension officers, NGO representatives, heads of departments at district levels, councils' head of departments, Chief Executive Officers / Town Clerks and District Administrators. Annex 2 shows the list of people met and Annex 3 shows the schedule of visits to the LAs.

2.4.2 Data Gathering Methods and Tools

The research used the Focus Group Discussions (FGDs) with women's and youths groups and Key Informant Interviews (KII) to generate the primary data. With regard to the FGDs, the research used the FGD Guide as its tool (see Annex 4) The KII were done with the use of the KII guide (Annex 5). Group discussants mainly comprised women and the youth as well as their representatives. A desk review of secondary literature was also done to complement the primary data that was generated.

2.5 Comments on research process

The research encountered the following constraints:

- It was not possible to engage with any current councillors as these had not been sworn in following the recent harmonized elections.
- There were delays / problems in informing either the LRP or the Council or both as was the case in Nkayi when HEFO only knew about the study late. This resulted in the delay in informing the local authorities such that in Nkayi, the researchers were able to meet only with the Treasurer. Representatives from 2 of the 3 wards had to be met at a central place and this limited the number of participants compared to if the meetings had been convened in each ward as originally planned.
- For Masvingo the entire City Council management was not available due to other commitments and proposed the following week which was not possible with AAZ. In Bulawayo, the Town Clerk expressed concern on the selection of the wards for the research – (why focus only on high density areas). He felt Council should have inputted in the process. He also felt there should have been some engagement with AAZ prior to the study to agree on the objectives and areas for the research.
- The venues in Bulawayo for all the FGDs were in peoples' homes. This did not facilitate a conducive environment in undertaking the research. In a few instances, the meetings were confused with political party meetings and this was quickly corrected by the research team.

The above challenges notwithstanding, the research was generally successful. This was largely because Council officials and other stakeholders had a keen interest in it. For example although Bulawayo City Council Town Clerk was not happy with the engagement process and how the wards were selected, he felt the study would be beneficial to the City and the local government system in general. Additionally, our team's simultaneous location in Harare and Bulawayo enabled continuous engagement with key stakeholders.

3. Study Findings

3.1 Introduction

This chapter of the report presents the findings of the research. Generally there is an acknowledgement by key stakeholders that service delivery per se by local authorities has gone below acceptable levels. Local Authorities are mandated by law to provide services to residents in their areas of jurisdiction. In terms of Section 74 of the RDC Act, RDCs have power and authority to promote the development of the council area. In the Government of Zimbabwe (GoZ) Medium Term Plan (MTP) it is noted that local authorities in the country offer a variety of services, though at a less desirable level and have 'weathered the turbulent economic period and have emerged somewhat battered and bruised'. In the ten years (1998 – 2008) the economy was faced with a number of complex challenges and is often referred to as the "lost decade." This situation almost led to a collapse of service delivery in Zimbabwe. Many key informants believe Zimbabwe's local authority system is among the best in the region. The performance of the local government is however linked with the economy. It is noted that cities have outgrown themselves, with sewage systems planned in the 1960s now beginning to collapse. Availability of housing, refuse collection, health, education, roads have deteriorated, social amenities e.g. Parks, swimming Pools, etc. are now not maintained. Other informants pointed out that the collapse in service delivery could also be liberation struggle hangover where there was a deliberate intention to sabotage facilities such as Dip Tanks and other infrastructure. This seems to be a continuing legacy hence the need reorient the people to the new dispensation to protect their assets. The brain drain has affected service delivery. The freeze on recruitment has also affected service delivery. Councils are concerned that the Ministry of Local Government makes a blanket freeze. But some of the areas where personnel is required relates to jobs such as street sweepers.

The MTP is the premier economic and social policy document of Zimbabwe to support the restoration of economic stability and growth in Zimbabwe¹. Accordingly GoZ set the following policy objectives, targets, measures, national projects and programmes to be undertaken under the MTP to revamp local government.

BOX 2:
THE MTP ON
SERVICE DELIVERY

Policy Objective

- i. To enhance service delivery by all local authorities; and
- ii. To capacitate the Ministry to monitor, regulate, facilitate and promote sound local governance.

Policy Target

- i. To restore local authorities to the level of service delivery of 1995 by 2012; and
- ii. To enhance local authority service delivery to optimum levels by 2015.

Source: Zimbabwe Medium Term Plan 2011 - 2015

¹ MTP - Its main goals are to: transform the economy, reduce poverty, create jobs, maintain macroeconomic stability and restore national capacity to produce goods and services competitively.

- 3.1.1 It is acknowledged in the MTP that if Zimbabwe is to return to its former vibrancy then a concerted capacity building programme of local authorities is essential. In February 2013, the Ministry of Local Government Rural and Urban Development (MLGRUD) commissioned a capacity needs assessment study of all local authorities as an initial step of the capacity building process. The study established that "Zimbabwe's local government system is generally an established one and can arguably be considered to be mature...[but noted that] mechanisms and means (financial, human, institutional and material) for service delivery, while slowly recovering after a decade of slippage remain weak and precarious' (Chatiza et al, 2013).
- 3.1.2 The Local Government Minister (Dr. Chombo) has continued to spearhead the improved service delivery framework in Councils (see Annex 6 for extract of his speech to local government stakeholders in Harare in September 2013). In this speech the Minister has challenged local authorities to be innovative in service delivery, mobilising resources and establishing relevant partnerships. The Ministry of Local Government has rolled out Integrated Results Management (IRBM) starting with a 16 Council pilot (8 each rural and urban – these include Bulawayo, Harare, Masvingo and Makoni RDC). In turn the Councils have taken the challenge. For example the Bulawayo City Council (BCC) is finalizing its Corporate Strategy 2013 -2017 'in the context of louder calls from citizens, government, development partners, for increased and improved service delivery, for greater governance transparency and public accountability, for efficiency and results and increased citizen rights and public participation' (BCC Draft Corporate Strategy, 2013–2017)
- 3.1.3 Some Councils and stakeholders have attempted to rate service delivery. Box 3 below shows the ratings of BCC by the Bulawayo Progressive Residents Association.

The Bulawayo Progressive Residents Association (BPRA) promotes effective service delivery. In 2012 it introduced a toll free line for residents to share their concerns on issues of service delivery, local governance and development in the city. The information shared by residents, research done by the association and analysis of the media helped the association come up with a rating of the performance of major service providers since the beginning of 2013. This analysis only looks at four major service providers within the context of Bulawayo with ZESA Score being: 4/10; Bulawayo City: 3/10; ZRP: 3/10 and the Registrar's Office Score 3/10.

Source: BPRA Newsletter (May 2013)

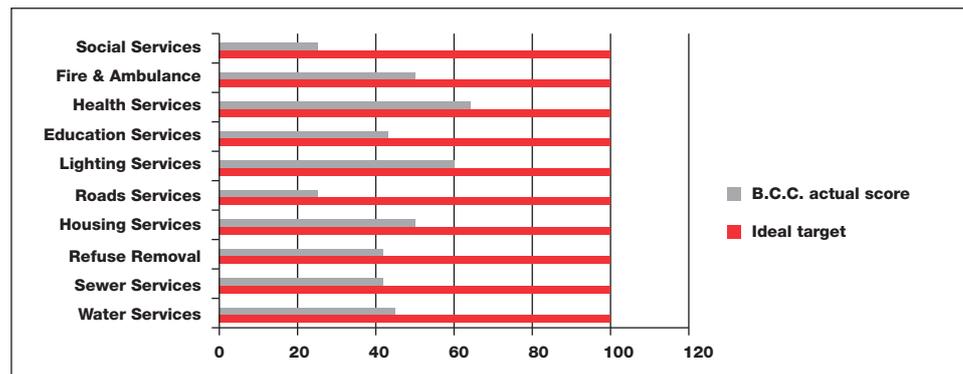
Key:

1-2 points = Very Bad; 3-4 points = Bad; 5-6 points = Good;
7-8 points= Very Good; 9-10points = Excellent

BOX 3:
RATING OF SERVICE
PROVIDERS BY
THE BULAWAYO
PROGRESSIVE
RESIDENTS
ASSOCIATION

Bulawayo City's service delivery self-rating done by councillors on a scale of 1 to 10 in 2012 is as shown in the graph below. Only the Fire and Ambulance, Health, Lighting and Housing Services are rated half or slightly better. The City's non-revenue water stands at 70% (38% leakages and 32% wrongly billed and non-billed). Infrastructure deterioration is cited for the rise in leakage-related losses from 25% in the 1990s

FIGURE 3:
SERVICE DELIVERY
SELF-RATING, BULAWAYO
(DRAFT CORPORATE
STRATEGY - 2013 TO 2017)



- 3.1.4 Regular studies by the Harare Residents Trust (a civil society organization) in Harare confirm the erratic nature of services particularly water in the city. A study that covered Glen Norah B, Budiriro 3, Glen view 1, Kuwadzana Phase 3, Dzivaresekwa 1 and 2, Mabvuku and Tafara found that water rarely came out of taps, quality was undesirable making access a critical issue and forcing residents to resort to the use of borehole water and unprotected sources. Across all local authorities the assessment (Chatiza, et al 2013) noted that key services were considered to be either average or below average in terms of adequacy. For instance, health services were considered to be of below average adequacy by 60% of the respondents (n=30) with only 30% indicating adequacy as 'good'. A key indicator to assess adequacy was availability of essential drugs where 95% indicated average to below average availability. On road making and maintenance 80% of respondent Councils indicated having serious challenges with materials and equipment with 85% indicating that road infrastructure had become grossly inadequate for the current traffic volume.
- 3.1.5 Further findings are presented in the context of the Rights Based Approach (*concerning the rights of women and youth respectively in relationship to the services they are entitled from the local authorities; perceptions of the rights' bearers in relationship to the delivery of the services in terms of affordability, accessibility and appropriateness; capacity levels of the local authorities to supply gender and youth sensitive services within the confines of the RBA to development framework*) outlined in the Literature review section above. The CONSTITUTION of Zimbabwe Amendment (No. 20) Act 2013, Chapter 4 spells out 31 fundamental human rights and freedoms (Part 2: 48-78). The Constitution particularly elaborates four categories of rights with respect to women, children, the elderly, persons with disability and veterans of Zimbabwe's liberation struggle (Part 3: 80-84).

Chapter 12 Part 4 section 245 provides for the establishment and composition of Zimbabwe Gender Commission with Section 246 spelling out the Functions of the Zimbabwe Gender Commission some of which are:

- (a) To monitor issues concerning gender equality to ensure gender equality as provided in this Constitution
- (b) To investigate possible violations of rights relating to gender
- (c) To recommend affirmative action programmes to achieve gender equality

3.2 Accessing economic rights

These relate to, among others, access to productive employment, economic infrastructure, relevant services including entrepreneurial training and information and access to markets. Women interviewed in this study voiced their need for economic rights, which according to them would enable them to enjoy minimum standards of decent life. The economic rights according to the women interviewed are centred on agricultural production (farm production, poultry and horticultural gardening) and off-farm activities (buying and selling, sewing, trading/ cross-border). There are very limited skills development opportunities for women particularly in rural areas. Vending has become the immediate solution in urban areas hence most women and youth request local authorities to provide vending bays and stalls. They argue this would help empower them economically.

At Service/Business Centres in rural areas and in the urban areas of Bulawayo, Masvingo and Harare, both women and youth undertake vending activities mostly in undesignated spaces. The activities are in the main considered illegal and those engaging in them risk arrest by the Municipal police. This is in the context of high unemployment levels. Generally women are in the majority of the poor in society and economic development provides scope to reduce poverty. The women in Growth Centres (Chiendambuya and Hwedza) and in cities noted that the absence of business spaces for their enterprises is compromising their economic rights. They need these business spaces to produce and market their products at vegetable markets, flea markets and in service industrial areas.

Poor road networks limit women's access to high value markets in neighbouring towns where disposable incomes are higher than in the rural areas. A case in point is in Chiendambuya (Ward 5, Makoni), where a road stretch that would cost passengers US\$1.00 per trip is costing US\$5. According to the women this affects their economic enterprises making access to markets in Rusape expensive and thus rendering their enterprises uncompetitive. Major economic activities during the dry season such as market gardening are constrained by the poor road networks which limits access to the markets in neighbouring urban centres. At Growth Centres and other Rural Service/Business Centres like Nkayi Growth Point there is inadequate infrastructure for small-scale enterprises. Trunk roads connecting these centres to wards and intra-ward feeder roads are generally in very poor state affecting farmers, traders and other

economic actors. The competitiveness of rural and urban economic activities has thus been negatively affected by lack of strategic infrastructure like water and sanitation, roads, affordable and reliable public transport, extension services and health, among others.

The study found that there are efforts by NGOs operating in the areas to address the economic rights of women and youth. The programs being implemented by AAZ partners in the study areas are targeting economically active youth and women. They form part of a suite of responses by non-governmental agencies being implemented with central government technical-administrative support (mainly) but with minimal practical support from local authorities. In Chiendambuya, Farm Community Trust was acknowledged to have initiated program activities that allow women to enjoy their economic rights. At the same time Council acknowledged initiatives that ADRA (another previous AAZ partner) had undertaken to improve women's participation in the implementation and sustenance of water and sanitation facilities by increasing their representation in water point committees (WPC's). The CEO for Makoni RDC indicated that Council was going to scale up the strategy and complement it by appointing a mobile Water and Sanitation professional to work closely with the WPC's. Such a decentralized infrastructure development and management strategy is likely to enhance facility functionality with positive effects for women and youth economic activities like horticulture and poultry rearing. Farm Community Trust has built the capacity of women in the ward in terms of life-skills, project planning and management, bookkeeping and counselling. Additionally, equipment for horticulture value adding activities was distributed to groups of women.

Bulawayo City Council runs Vocational training and skills centres for the youth. The City of Harare also offers vocational training to both youths and women at some of its facilities under the Department of Housing and Community Services. Training courses in catering, textile technology and related trades are offered at subsidized rates by the three urban local authorities included in the study. The centres train youth and women in building, carpentry, motor mechanic, cookery, arts and craft, welding and plumbing. Whilst these are open to both male and female, very few girls do the so called male trades such as motor mechanic and building and very few boys do cookery.

In Makokoba (Bulawayo) it was reported that the Ministry responsible for Youth has a presence in the wards (Ward Youth Officers). These assist with Proposal writing and facilitate getting loans mainly through CABS. However, it was alleged that political connections affect who gets the loans. The Ministry has reportedly funded 4 youth projects in the ward through financial loans. In terms of the economic rights of the youth, the research found that these rights are largely not serviced. The research found that youths need employment opportunities to live a decent live, but the majority of them are not employed. The youths aspire to engage in income and wealth creating projects such livestock (poultry, piggery, cattle) rearing, market gardening, carpentry and cross border trading. The participation of youths in these activities is limited by low entrepreneurial skills and access to start-up capital. NGOs were found to be contributing to the

development of the skills base. In Makoni district, FCT has trained several youths in different enterprises (candle making, carpentry) while in Nyanga, the Ministry responsible for Youth jointly with ILO are implementing a “Training for Economic Enterprises” (TREE) program aimed at developing the skills base for the youths in the District. The program has equipped the youths with skills to run horticultural projects.

In Nyanga district, the YES-JUMP project (between the GoZ and ILO) has benefited ninety (90) youths. It is being implemented only in three (3) Wards namely Tombo (Ward 13), Nyamanda (Ward 14) and Regina Coeli (Ward 15). The proportion of beneficiaries is marginal in relation to the total number of eligible youths in Nyanga and other districts. In Hwedza, the study found that youth loans disbursed through the Ministry of Youth’s facilitation have contributed to income generation and youth employment. In the district US\$51 600 in loans was disbursed as shown in the table 3 below with IDBZ being the top provider having issued 38.8% of the loans followed by CBZ at 30.6%;

Bank	Total loans issued (US\$)	Number of loans issued	Proportion (%) to total loans issued	Average loan size (US\$)
CBZ	9 400	15	30.6	627
IDBZ	18 600	19	38.8	979
ZABG	5 000	6	12.2	833
CABS	18 600	9	18.4	2 067
TOTAL	51 600	49	100	1 053.06

TABLE 3:
LOANS DISBURSED
IN HWEDZA DISTRICT
(2009-2012)

Source: Ministry of Youth (Hwedza, 2013)

In some of the research areas (e.g. Ward 2, Hwedza), the study found that the youth empowerment has not benefited as it had been abused. In Makoni, a total of 347 loan applications for initiating self-help projects by the youth had been received by the responsible Ministry as at December 2011. Of these, 183 (52.7%) were from female applicants with the balance, 164 (47.3%) being male applicants. However, only 71 (20.5%) were funded with the balance remaining unfunded. The total amount of the loans issued was US\$ 63 100 suggesting an average loan size of US\$1 213. In Nyanga, ward 23, the research found a successful youth project facilitated by the Ministry of Youth. At the time of the research the youth were constructing two classroom blocks (one roof stage and the other at foundation level) under a youth training programme. The two blocks are going to be used as a secondary school as there is no secondary school in this ward. In the same district the ILO supported YES-JUMP initiative benefited 90 youths in three (3) Wards namely Tombo (Ward 13), Nyamanda (Ward 14) and Regina Coeli (Ward 15).

In Bulawayo, the Ministry responsible for women’s affairs supports Income Generating Projects for women in the areas of poultry, beadwork through loans. It also provides training. In Makokoba, World Vision has given loans to women for income generating projects. Where the trainings were not followed up with practical support, the interventions have not had a transformational impact on the lives of women. A case in point is a pass-on scheme of indigenous chickens run by DOMCCP in Nyanga. This project because of limited scale and returns to investment has not enhanced the livelihoods of the participating women.

Women involved in crop production cited limited and delayed access to inputs (seeds, chemicals and fertilisers) as affecting their farming activities. Climate change² is also taking its toll on the productivity levels on farmland. However climate change adaptation and mitigation strategies have not been fully adopted because of the poor demonstrational effects during the training.

Tobacco farming was cited as one economic opportunity that could enable women to enjoy their economic rights. However access to land, finance and energy is limiting the participation of women in farming this crop. The District Administrators for Hwedza and Makoni confirmed being approached by young single women (with and without children) seeking land in their own right. Unfortunately, land is no longer readily available under the land reform program and the structures responsible for administering relevant processes prioritised households (and by extension men).

In Nkayi World Vision is implementing the Food for Assets program. More women than men participate in these programmes. It is noted that the bulk of the community facilitators in the programs are women. In ward 19 of Nkayi, World Vision (WV) is implementing a livestock project whose beneficiaries are women. Through the sponsorship programme in its Area Development Programs (ADPs), WV targets the most vulnerable children. WV has a gender strategy and has a framework for mainstreaming gender in its programming.

Zim-AIED is another partner working in Nkayi to commercialize smallholder agriculture by connecting farmers and businesses to reliable and profitable markets, providing improved access to credit and finance, stimulating investment and production and introducing new technologies, practices, and knowledge to smallholder farmers. Most of the beneficiaries are women. The USAID funded Zimbabwe Agricultural Income and Employment Development (Zim-AIED) Program's aims to contribute to the Government of Zimbabwe's agricultural initiatives to increase incomes, employment and food security of smallholder farmers, by providing direct technical assistance to smallholder farmers throughout Zimbabwe. These interventions aim to generate new income from employment created in the wider agricultural sector and contribute to improved food security of the beneficiary farmers. In Nkayi district the program focus is on:

- Providing selected farmers with heifers on loan basis to increase household herd and improve livestock genetics;
- Providing farmers in communal lands improved access to credit and finance for stimulating investment and production;
- Introducing new technology, practices and knowledge to farmers in communal lands;
- Training farmers to adopt good business and agricultural practices; and
- Provide a sustainable competitive market for livestock producers.

² FCT has trained women in wards 5 and 35 on climate change

A total of 31 heifers valued at \$20 203.00 were bought for onward loaning to farmers in July. So far 35 farmers have had their own traditional breeds inspected for a possible swap with heifers. The heifers were delivered with 16 being at Zinyangeni in ward 20 and 15 at Dakamela in ward 16. A total of 15 farmers have been identified to host fodder demos in the coming cropping season. Two forage field days took place in Komayanga and Gwitshi villages and these attracted communities from neighbouring villages. Below is the breakdown of the attendees at the ceremony:

Name of Village	Ward	Number of Males	Number of Females	Total
Komayanga	16	37	74	114
Gwitshi	21	34	59	93

Source: Field data 2013

TABLE 4:
HEIFER PROJECT
CEREMONY
ATTENDEES

3.2.1 Realizing and demanding economic rights

At a general level it appears that both local authorities and citizens do not construe access to economic rights as something to be claimed from and facilitated by Councils. Residents rarely organize to demand affirmative action from their Council on economic matters. The case of the Rural Women Assembly in Makoni's Rukweza area (below) appears an exception and even in this case the responses of local organizations and the Council reflect a construction of economic rights as claimable from and facilitated by the central state more than Council. In Bulawayo's Makokoba a group of residents formed to place a tender for a local beer hall. After mobilizing the necessary resources and tendering the local authority did not prioritize their tender but instead awarded it to someone else.

The use of the language of service delivery by Councils seems to be operationalized within the framework of 'doing citizens a favour' more than delivering on responsibilities they are obligated to meet as duty bearers. Similarly, residents and ratepayers do not construct their service expectations as economic rights but as 'seeking opportunities' and in the absence of clearly dispensed opportunities resort to self-provisioning like illegal vending. Self-provisioning is approached as both temporary and haphazard heightening its perception as a nuisance by the authorities and as vulnerable by its practitioners. Cases of corruption at people's markets and in informal settlements where some citizens are preyed upon by 'mafia-like' organizations some claiming political affiliation to legitimize their exploitative practices, reflect the precarious framework within which poor youth and women pursue their economic rights.

In Rukweza (Makoni RDC) members of a FACT-supported Rural Women's Assembly unsuccessfully approached local leaders, the councilor (incidentally a woman at the time) and the local authority for support in preparing building materials and accessing land at concessionary rates to establish a vegetable processing facility and women's centre. They eventually had to buy the piece of land from Makoni RDC at a value they considered inflated and still argue that the price is similar to that for land in Rusape Town. Local traditional leaders approached to support in mobilizing villagers to mould bricks were unable (or unwilling) suggesting the project was seen as women's rather than a community

development initiative. The women may never have approached Council eventually following limited success with the Councillor. The Makoni RDC CEO and Director of FACT both indicated that the issue was never brought to their attention.

A former Rusape Town Council Commissioner indicated that in light of the near collapse of services in the town service delivery was to the whole community with priority being placed on water without any analysis of what women and youth needs were. This suggests that gender mainstreaming and youth focused service delivery is seen as a luxury that local authorities can only afford once the basic service delivery architecture is reestablished. As a consequence innovations referred to by some key informants where women and youth play direct roles in actual delivery of services are not being explored by many local authorities.

3.2.2 Challenges and some lessons in accessing economic rights

There are number of challenges that women and youth face in accessing their economic rights. A key one relates to the level of social organization by the youth and women seeking to engage Councils and other institutions to access economic rights. Not all organizations working with or formed by women and youth are effective. Additionally, some of the organizations are not necessarily responsive to women and youth needs. In Bulawayo, the study learnt that the National Youth Development Trust was not seen as responsive to youth needs. According to some Pumula South residents 'NYDT should work on the ground because so far there are no tangible fruits of their work'. A second challenge relates to limited access to start-up capital. The study established huge funding gaps as shown by figures from the Ministry responsible for Youth in Makoni/Rusape where in 2011 only 20.5% received support suggesting huge unmet demand. Related are issues of timely and equitably access to information on available opportunities especially for remote rural women and youth. Some of the requirements for accessing available financial support like quotations, business plans and proposals, collateral and prior possession of relevant skills appear to generally favour more informed (and therefore urban) women and youths than their rural counterparts.

Access to training (and relevant skills) constitutes another challenge or bottleneck to accessing economic rights. Apart from a general prejudice against women and youth is lack of collateral, skills, being undependable (youth mainly) and the issue of significant time lag between receiving training and actual support creates problems. As such, many youths and women who received training have not been able to put their acquired knowledge to productive use suggesting most of the trainings have remained theoretical due to the absence of accompanying start-up capital.

Local authority-run capacity development programs are constrained by lack of resources and modern equipment. This is a challenge faced by public sector-run vocational colleges that mainly service rural women and youth as well. Inadequate resources limit both the reach and effectiveness of the capacity development programs. Suffice to acknowledge that central and local government authorities providing these services seem alive to the

need for facilitated economic empowerment particularly self-help and employment generating strategies. Makoni RDC is proposing to establish a Revolving Fund from its 2014 budget to advance loans to women (initially) and youth Income, Savings and Lending (ISAL) groups. For its road rehabilitation initiatives the local authority is also proposing a model where youth, women and other groups of able-bodied citizens are assigned a stretch of road for regular maintenance for a fee. Makoni RDC has formed a company built around the land Council acquired under the fast track land reform program. It runs a timber plantation in a joint venture with an experienced forester with local communities being a key client (fuel wood for domestic use and tobacco curing and construction timber). The company has a governance and management structure separate from that of Council and is expected to declare a dividend this year (2013).

The City of Harare has a Fund established in its 2013 budget targeting housing improvements in slum improvement areas from which other Councils could learn.

Another challenge that youth and women face is with regards to limited follow-up post-training and even for those that receive financial support. The mosaic of institutions supporting women and youth development initiatives is not coordinated effectively. Part of the problem is limited state resources where institutions responsible for delivering relevant services lack operational resources and adequate staffing. Government Ministries, departments and Councils are not able to coordinate development planning and management functions effectively in general and with respect to women and youth responsive interventions. The study learnt from Hwedza how at times financial institutions do not liaise with government from the moment loans are issued citing client confidentiality but unwittingly increasing the risk of default especially among the youth. A consolidation of monitoring and mentoring frameworks appears critical for effective coordination of initiatives targeting women and youth.

As introduced in 3.2.1 above, the major challenge constraining sustainable and equitable accessing of economic rights by women and youths seems to be a strategic one. Councils and citizens will do well to explore appropriate frameworks within which the rights are articulated and responded to or delivered on. Both the demand and supply sides have some way to go in terms of attuning their organizational competences, attitudes and relations to enable this to happen.

The self-help programmes that were introduced by Action Aid implementing partners in Makoni District Ward 5 for the youth and women were not viable. For example, in the candle making project each candle costs US\$0.10 and the women were unable to sell enough candles to generate enough revenue to meet their needs. The lack of locally available ready markets for agricultural produce also affected self-help programmes. It costs US\$6 for the women in Nyamazira Makoni Ward 2 to travel to and fro Headlands to sell their agricultural produce. It is the Tekeshe Business Centre where women in Chiendambuya Makoni District Ward 5 can sell their agricultural produce locally.

In Ward 13 (Nyanga) the study learnt that farmers face constraints of high input costs, which

affect agricultural production. For example a bag of fertiliser costs not less than US\$40 locally. Enterprises (from ordinary rural farmers, vendors to urban industrialists) are being negatively affected by bad road and transport infrastructure as well as services in all local authority areas. The poor road networks make sourcing of raw materials, finished products and taking of produce for farmers) and other wares to markets very difficult and expensive. For instance, it costs US\$8 for women in Chiendambuya (Ward 5 Makoni District) to travel to Headlands the nearest Rural Service Centre as there are few transport operators plying the route.

Another problem relates to limited sustainability and transfer to (or integration into) Council operations of activities initiated by non-governmental development organizations. The study encountered a case in Nyanga where ISAL groups that worked with ASAP were left in a lurch when the organization withdrew from Nyanga District. The withdrawal resulted in women and the youth projects collapsing due to lack of funding.

Young people's enterprises are also affected by migration from their communities in search of urban employment or marriage. Even for adult males, the lure of urban employment also affects economic activities in rural areas. There is a general preference (and perception) that urban employment is better. A sociological explanation was provided by women in the Rukweza (Makoni District) focus group discussion session. The women felt that urban employment could lessen both poverty and domestic violence as men would earn regular incomes and come home only during month-ends.

The participation of women in more economically productive activities is affected by the gendered roles they perform. For instance, women in Chitendarano Village (Ward 30, Makoni District) fetch firewood at least three times per week to satisfy the household energy requirements.

The WILSA (Women Legal Foundation of Southern Africa) has been a leading in advocating for the meeting of the economic needs of women in the Nyanga District. Women's access to economic rights is being affected by gender-based violence. Zimbabwe is experiencing high levels of poverty largely because of economic failure at national level and also structural constraints hampering agricultural activities in rural areas. In Chiendambuya Makoni District Ward 5; agriculture is no longer viable due to recurrent droughts and problems of accessing affordable inputs. Focus Group Discussion sessions in Makoni, Hwedza, Nkayi and Nyanga confirmed a correlation between rising levels of poverty and domestic violence. Conflicts between parents on one hand as well as parents and children arise over inadequate food, suspicion and lack of mutual respect. As one man put it some men stay away from their homes while others profess loss of control over their households due to not being able to provide for their families' basic needs.

Fortunately a number of Gender-Based Violence (GBV) initiatives and responses are being run across all local authorities. All Councils run gender mainstreaming initiatives with Focal persons focusing Council policies and programs. Though the focus (e.g. the Gender Links supported Centres of Excellence in urban areas) is largely internal it is encouraging that

adoption of gender budgeting is helping connect gender issues and service delivery. To promote gender budgeting in Bulawayo, a Gender Budgeting Action Committee was established comprising of representatives from various community interest groups such as the elderly, faith based organisations, vendors etc to follow up both national and council budgeting processes as from 2011. BCC met with this committee in July 2013 to prepare for the 2014 Budget consultation process.

The Ministry responsible for women's affairs is rolling out the Gender Based Violence National Strategy in Makoni District. Priority is on providing livelihood support to GBV survivors. There are also NGOs that provide legal services to issues such as maintenance disputes and sexual reproductive health care. Some of the areas in the District (such as Tanda and Chikore) are too remote and are not usually accessed by development agencies. The Ministry of Local Government has introduced Circular Number 83 of 8 January 2013 on Gender Based Violence Proposed Interventions by Local Authorities which highlights area where councils could participate in to reduce cases of GBV.

3.3 Access to health services

3.3.1 The study found access to health facilities and reproductive health services to be poor for women. The constraints faced in this regard include long distances to facilities, shortage of drugs and lack of ambulance facilities. Failure of women to access health services negatively affects their own health as well as that of family members as they are care givers in families.

3.3.2 Urban Councils provide a suite of health services at their health facilities. For instance, the cities of Bulawayo and Harare have 20 and 32 health facilities respectively offering maternal, dental, personal and family, and infectious diseases health services. (City of Bulawayo-19 clinics and 1 infectious disease hospital while Harare has 12 Polyclinics, 4 dental, 2 Infectious Diseases and 14 Satellite Clinics). Urban Councils also offer environmental health (i.e. cleansing, refuse removal), Cemetery/Crematorium and Health Inspectorate services.

Of the 19 Bulawayo Clinics only 4 provide 24 hour maternity delivery services. Regarding maternity fees, mothers stopped paying in July 2012 as Government promised to reimburse councils the required fees. However reimbursements have not been forthcoming creating a burden for local authorities countrywide. The Government directive to abolish maternity fees followed the observation of the rising maternal mortality rate from 612 per 100,000 in 2005/06 to 960 per 100,000 in 2010/11 and is an attempt to eliminate the barrier of user fees (Zimbabwe MDG 2012 Report). As per Ministry of health directive Urban Councils also provide immunization, nutrition education, health promotion, curative, outpatients, TB, HIV/AIDS, PPTCT and VCT services. In both Harare and Bulawayo these services are generally of the highest order and cater to the needs of the city populations as well as day-time populations from outside the cities creating heavy demand for

services. The cities also innovate in terms of delivery of the services partnering with development organizations. Bulawayo and Harare have decentralized TB and other services to increase reach and service accessibility. All services are functioning well in the two cities despite resource stresses particularly the TB programs. Bulawayo with Harare co-piloted the TB and HIV/AIDS program and have managed to get TB patients tested and initiated on ART where applicable in a timely manner. According to the Zimbabwe MDG 2012 Status report, women have a higher prevalence (18%) than men (12%) with the peak age group affected in women (29%) being 30 -39. The box below highlights progress made in Bulawayo to manage TB.

BOX 4:
BULAWAYO'S
TRACK RECORD
WITH TB RELATED
SERVICES

ONE in 10 tuberculosis (TB) patients die in Bulawayo, a figure which Council says is too high and a cause for concern. Addressing stakeholders during the Bulawayo World TB Day at the Barbourfields Training Grounds on Friday, the City's Director for Health Services, Zanele Hwalima, said there was a constant need to create TB awareness in the province as it also contributed to several deaths. "In 2011, 84% of our patients were treated successfully for TB, but there is always a need to reach the national target of 87%. So the 10% death rate in the city is disappointing," she said. Hwalima said it was disappointing that a number of people in the city were still succumbing to TB, which had led to the 10% death rate and the 2% rate of TB treatment failure in patients. She, however, said there was hope as the 10% rate was a reduction from 13% death rate that was recorded in 2008.

Source: *The Southern Eye*, June 3, 2013

3.3.4 The poor health service delivery in Bulawayo and other local authorities is attributed to a number of challenges. Evidence from FGD sessions and key informant interviews is shown in Box 5 below indicates a general dissatisfaction with health services due to the following factors:

- Shortage of trained and experienced staff given that provision of health services is labour intensive. For instance, Bulawayo is at 64% of its nursing complement. The city has an establishment of 6 doctors but 5 (excluding the Director and her assistant) are in post. The establishment for doctors is now outdated as the city requires more.
- The health sector staff establishment has remained unrevised to take account of the increasing population.
- Recruitment is affected by the employment freeze imposed by Government. However, it also a reality that even if the freeze were to be lifted most local authorities (and central government for rural health facilities) are unable to fund recruitment of the maximum staff complements.
- Health facilities also use old and obsolete equipment and environmental health services have inadequate equipment for refuse removal.
- In the case of Bulawayo and to a greater extent Harare and Masvingo as well, the management of the landfill site is unsatisfactory due to lack of proper equipment. Both Bulawayo and Harare have been fined by EMA regarding the landfill site.

- Medical resources and consumables (drugs etc) are complemented through donations by the donor community e.g. UNICEF. This suggests the local authority-based and national health delivery chains remain stressed creating a situation where a PUSH system is in place with donor supported supply chains at times providing medicines that may not be required at a particular time or not enough in terms of quantity.

- Most of the time we don't get the required drugs at the Council Clinic;
- Staff does not treat us (especially pregnant women) with respect. Women are not treated fairly in the clinics. This usually ends up causing BP;
- Maternal health care is generally not good;
- When you call an ambulance it arrives after 3 hours. The ambulance always piles up patients *'ithwala njengo mshova'* it carries like a commuter omnibus; and
- The cost of some services makes them unaffordable. Family planning services are \$7 and this can sometimes be too costly. Reduce cost or do not charge for such services.

Source: Bulawayo FGD session, August 2013

BOX 5:
VIEWS ON
HEALTH SERVICES
FROM A BULAWAYO
FGD SESSION

3.3.5 In Nkayi, HEFO has supported construction of a mother's waiting shelter, pays part of transport costs and allowance for the visiting doctor to Dakamela Rural Hospital and refurbished the same hospital in ward 16. In Masvingo, respondents complained that after paying \$30 as maternity fees 'you are given a list of what to bring, if you do not come with the items on the list you will be ill treated'. The attitude of the clinic staff was reported to be bad. It was pointed out that when such problems were brought to the attention of the previous councillor, 'the councillor first looks at what political party you belong to.'

In Nkayi, the Catholic Organisation for Relief and Development Aid (CORDAID), an international NGO assisting in the implementation of the Results Based Financing (RBF) Programme for Health where it has the role of the Purchaser of health services, with the Ministry of Health and Child Welfare being the regulator and the RBF contracted health facilities being the providers of health services. Health facilities are paid on the basis of having achieved health goals agreed with the Purchaser. CORDAID therefore subsidises maternal and child health services in Nkayi district enabling more women and children access the health services as the requirement is that clients should not make out of pocket payments for such services. In line with this arrangement Nkayi RDC issued a circular in February 2012 directing all rural health centres to stop charging patients (see Annex 6)

In ward 18 of Nyanga district the nearest clinic is further than the 20km recommended and in an area where public transport services are not always available. This has caused some patients to die on their way to the nearest clinic. During the field work for this study it was reported that four people had died on their way to the clinic since the beginning of 2013. Villagers from Ruchera walk for more

than thirty (30) kilometres to access Nyatate Clinic. The study found that the health facilities in Ward 23 are also inadequate, underequipped and understaffed such that villagers from Villages 15A, 15B, 15C and Nyamukowa walk long distances to access healthcare. The long distance to the health facility is also forcing most mothers in ward 18 of Nyanga district to deliver in the homes, thus compromising their health and that of the newly born babies. Women also face challenges in accessing drugs.

In Chiendambuya (ward 5 Makoni district) the study found that at the local clinic ART drugs were not always readily available. The patients had to contribute US\$0.50 each per month towards the transportation of the drugs from Rusape. The administration fees (between US\$1 and US\$2) charged at the health institutions limited the women's ability to access health services. The administration fees are collected, among others, to pay for security guard services and buying stationery (mainly pens) at the clinics. Respondents noted that this increases the financial burden especially on households with more than one person on treatment. Due to failure to raise the required fees, some patients default further worsening their conditions. The absence of essential drugs is a common feature in both rural and urban areas. In ward 30, Makoni, the local clinic did not have ART and malaria drugs at the time of the study. Unavailability of ambulances is a common feature in both urban and rural areas.

BOX 6:
OTHER HEALTH
INITIATIVES
AND ISSUES

- There is a shortage of drugs for critical ailments such as HIV/AIDs. In Chiendambuya Makoni District Ward 5 people infected by HIV/AIDS contribute US\$0.5 each to send someone to collect the drugs from Rusape. Clinics in Chitenderano Makoni District Ward 30 do not have enough HIV/AIDS drugs and patients have to travel to Rusape Town or Murambinda Hospital to access them. In Makoni District Ward 29, Nhedziwa Clinic does not have adequate equipment and drugs to cure diseases such as malaria thus patients travel to Murambinda and Rusape to access medication.
- In Chitenderano Village Makoni District Ward 30 FACT has been conducting behavioral change programmes to reduce sexually risky behavior that makes the community prone to HIV/AIDS.
- In Nyamazira Makoni District Ward 5 the six (6) youth peer educators have also been disseminating information on HIV/AIDS prevention.
- The community based health facilitators in Makoni District are immobile since they do not have either motor cycles or cars
- In Nyanga Ward 12 there is a female youth group that teaches the community on reproductive health rights.

3.4 Access to education services

- 3.4.1 The study found that the majority of rural and urban youth who need employment (formal and informal) did not successfully complete basic secondary education (Ordinary Level). This was attributed to the challenges that faced Zimbabwe from 2000-2009, which negatively impacted on access to and quality of education

through depleting educational resources, spoiling the teaching and learning environment and triggering teacher flight. The era was characterised by high rates of school drop-out due to a combination of inability to pay school fees, high teacher turn over and a perception that education was becoming inconsequential in terms of one's life chances. The situation is stabilising but rural areas continue to be disadvantaged as they fail to attract teachers due to poor infrastructure such as housing.

- 3.4.2 Councils are running schools in both urban and rural areas. There has been no government grant to build schools in recent years. As a result there is a considerable backlog of school infrastructure at existing schools and in terms of new schools to cope with population movements with land reform and into urban areas. For instance the City of Bulawayo has a shortage of 15 primary schools. Urban schools have become over-crowded with one school in the City having 2 500 pupils yet the standard is 800. Harare and Masvingo public schools are similarly overstretched in terms of learning spaces and resources compromising the quality of education that is available. Population growth has also been witnessed in rural areas, which was also compounded by movement into new resettlement areas where the state has not been able to establish schools.
- 3.4.3 Funding of schools is a joint responsibility between central government and parents/communities. In 1986 central government gave Councils the mandate to build and administer primary schools. This function was passed on with the expectation that per-capita grants from central government would assist parents/school communities to run schools. However, state funding has in recent years been just enough to pay teachers whilst parents (through School Development Authorities/Committees, SDA/Cs) pay the bursar, clerk and ground staff as well as meeting most of the capital development requirements. State funding decline explains why in rural areas as well as in the newer urban suburbs there are fewer schools leading to overcrowded schools and children walking long distances. This affects women who have to walk their children the long distances to school which can be time consuming, limiting their participation in other activities.
- 3.4.4. In Nkayi, WV is working in partnership with universities by supporting learning of maths and science subjects. An Ipad project has been launched and computers donated to the only High School in the district. ICT has been introduced in some primary schools with the support of WV. The pass rate in Nkayi at O'Level was reported to be at 12%. It was observed that some parents and youth do not value education in preference to 'going down South.' Nkayi RDC is implementing the Improved Local Authority Provision of Services in Education (ILAPSE) project in partnership with WV to address education challenges in particular at early childhood. Through this project, the Council is also supporting schools strengthen financial management, additional infrastructure and accountability.

HEFO has assisted in repair of classroom blocks in Nkayi. Through the UNICEF funded WASH programme, World Vision is supporting Nkayi district to increase access to school by girl child through the Menstrual Hygiene Component. In addition girl friendly toilets are being constructed under the project including those suitable for the disabled.

- 3.4.5 In Masvingo it was mentioned that Council schools are expensive. Government primary schools cost around \$30 while Council primary schools cost \$100 per term in tuition.
- 3.4.6 Recognizing their constraints Councils are partnering with the civil society sector. For instance, Makoni District is 'assigning' primary and secondary schools to religious organizations (churches: Anglican, United Methodist, Seventh Day Adventist, ZAOGA, Faith World Ministries and the Apostolic Faith Mission). The different denominations are being allocated schools to run in the District and for some they are allocated land on which to develop new primary and secondary schools. The District has also run 'back-to-school' campaigns for single mothers who would have dropped out of school due to pregnancy. Other innovations include the partnership between Nyanga RDC, Simukai (a Mutare-based NGO) and Plan International in Ward 18 towards the establishment of a new school, Magarati Primary School, to reduce walking distance and overcrowding in schools. The community is providing local available resources including their labour while Council offers planning and supervision services with the NGOs providing manufactured building materials. At the time of the study however, the coordination amongst the three institutions and the community appeared to have been rather poor affecting construction progress.

3.5 Accessing WASH services

- 3.5.1 The study explored women's right to water, sanitation and hygiene with a particular focus on access. The study found that women's rights in terms of access to water are compromised both in rural and urban settings. In the rural areas women travel long distances and spend considerable time fetching water at boreholes where water yields is affected by receding water tables and constant break-down of equipment. Ward 29 of Makoni district recorded the longest distance travelled by women to fetch water. On average in the ward, women spend two (2) hours fetching water. The ward has a total of forty-seven (47) boreholes with only seven (7) of them working at the time of the study. In some areas (ward 30, Chitenderano village Makoni district), the villagers are drinking water from unprotected sources. This exposes them to waterborne diseases.
- 3.5.2 Access to drinking is even more challenging for the urban residents. During the field work in Mufakose suburb in Harare, the women reported having not had

drinking water for the last four weeks. The women blame the local authority for failing to supply them with water at all times. Bulawayo City Council rations water and the complaint from women was that the Council does not respect its schedule. On the other hand, BCC management point out that as they recognise the importance of water particularly to women and the girl child, they have provided boreholes in all residential areas to ensure all residents have access to safe water. Before boreholes were constructed BCC provided water through bowsers. There was concern in delays in attending to burst water and sewer systems. Cowdray park residents pointed out that in case of burst sewers and pipes they have to report in Mpopoma over 10km away. It was noted that when burst sewers are attended to, BCC no longer disinfects the site thereby exposing residents to infections. It was noted that there are too many pits being dug due to construction in the town posing a danger to kids and also being a breeding site of mosquitoes. Women are negatively affected by all these developments. In Bulawayo it was reported that the incidence of burst sewers has reduced through the help of CRS and World Vision.

- 3.5.3 In Bulawayo, it was reported that most water meters are not functional but the Council continues to send dubious water bills. In Pumula South, women complained that the borehole was constructed without consultations. It was pointed out that men hold the keys to the borehole and this hinders women. There is poor water supply in the area from city council.
- 3.5.4 Women involved in agricultural activities are also constrained by limited access to water for irrigation and agricultural related activities. This constraint has been compounded by climate change which has caused a fall in the amount of rainfall received and unpredictability which makes planning a challenge. The agricultural off-season garden marketing activities, which in the past was a lucrative business is no longer viable because of shortage of water for irrigation purposes. In cases where water for irrigation is available, the participation of women has been relatively good in the production processes but often gets unstuck when it comes to marketing. In ward 23 of Nyanga district women are irrigating.
- 3.5.5 Access to sanitation facilities for the women in rural areas is compromised. Open defecation is rampant in the rural areas. The study found that only 30% of the population had proper and functioning sanitation and hygiene facilities. The most found sanitation facility was the Blair toilet. The majority of the toilets were constructed in the 1980s with most being either filled up or collapsed due to heavy rains for example in Nyanga. Because of the financial resource constraints most households have not been able to build new Blair toilets. In Nkayi the sanitation coverage was reported to be 13% and access to safe water coverage was reported to be at 20% (Nkayi RDC Strategic Plan). Almost half of the existing water points are non functional denying people access to safe water. HEFO has assisted in the installation of boreholes. Through the UNICEF funded WASH programme, World Vision is supporting the district increase access to

safe water and proper sanitation. Schools also receive support targeting girls through the Menstrual Hygiene Component and establishment of girl friendly toilets

- 3.5.6 Through MURRA, women sweep the streets in Masvingo helping to keep the City clean. Amnesty International has carried out workshops on women's rights whilst the Women's Coalition of Zimbabwe has been educating women in rural areas and also conscientising them on their responsibilities to create awareness on rights to demand services from the Council. The Masvingo Women Empowerment Organization seeks to empower women on their rights through Income Generating Projects (IGPs) e.g. gardening then selling their produce.

3.6 Street lighting, roads, energy and housing services

- 3.6.1 In all urban areas it was reported that tower and street lights are not working. The tower lights are now used by cellular networks to mount transmitters. This affects the safety of the residents particularly women who are more vulnerable to being robbed or raped. Women FGD participants indicated that they are not able to participate in public meetings held in the evening for safety reasons. Roads in all the cities were described as bad, see table 5 below. This affected delivery of other services caused by delays in transporting goods, increased maintenance costs for vehicles which are passed on to the consumer. The RDC situation is generally seen as critical with lack of equipment and overlaps with capacity-strained DDF cited as major reasons (Chatiza et al, 2013).

TABLE 5:
ROAD NETWORK
SIZE AND STATUS
(BULAWAYO AND MASVINGO)

Road 'grade type'	Proportion considered in bad state	
	Bulawayo	Masvingo
Surfaced	46%	45%
Gravel	79%	30%
Earth	58%	60%

Source: Chatiza et al 2013,

- 3.6.2 At Nkayi centre, the sewer reticulation project started before 2009 and the only progress made to date is a pile up of sewer pipes in the Council yard. The construction work cannot start due to inadequate material as well as absence of technical expertise. The Technical Services Officer position has been vacant for over 5 years. Road maintenance is expected to improve in the short term following acquisition of equipment by Councils e.g. Nkayi, Nyanga, and Hwedza RDCs, Bulawayo and Harare received various pieces of equipment from MLGRUD through ZINARA funding. Makoni RDC had already bought theirs through own funding.
- 3.6.3 The study explored women's rights in relation to access to energy facilities. In terms of access to electricity the study found that the majority of the rural areas are not covered by the national electricity grid. This means that the majority of the rural

population in the surveyed districts depend on fuel wood for energy. The study found that women are spending more time searching for firewood because of the high rates of deforestation and the moratorium of tree cutting being enforced by the Environmental Management Agency (EMA). In ward 23 of Nyanga district women spend on average three (hours) fetching firewood, which they carry on their heads. In Chiendambuya, the women spend on average five (5) hours fetching water from the river. These times spent fetching firewood not only burdens the women but reduces the time left for other productive and reproductive functions in the household.

- 3.6.4 The provision of quality housing is a basic right to all and both male and female should benefit equally. This also applies to access and ownership of land for housing. The quality of housing in poorer urban areas is deemed to be unsatisfactory characterized by overcrowding and inadequate facilities. The housing waiting list is long. Concern was raised that the City Councils are now selling land to private developers hence unable to address low income housing directly. In 1983, BCC was providing 5000 housing units annually. At present BCC is providing 3000 (mostly stands and very few houses). BCC now pre-sells stands instead with beneficiaries paying 35% of land value and VAT. The part-payment is pooled to facilitate servicing of stands. The balance is payable within 18 months. The pre-sale scheme started 3 years ago in Pumula, Emganwini, Emhlangeni and Mahatshula. Unfortunately the low income groups in particular women and the youth cannot afford as the stands are usually expensive e.g. \$3000 and that is difficult for women to raise such money seeing as most of them are unemployed.
- 3.6.5 In the aforementioned Ministry of Local Government capacity needs report, an initiative to improve urban housing for low income groups by the City of Harare is cited. It is reported that in 2010 under the Bill and Melinda Gates Foundation's Global Development Program the City of Harare (one of five African cities) working with Dialogue on Shelter for the Homeless People in Zimbabwe Trust (DOS) and the Zimbabwe Homeless People's Federation (ZHPF) enumerated slums in and around Harare, set up a site for innovative and targeted human settlement investments (Dzivarasekwa Extension) and a city-wide fund to support responses to identified issues in enumerated/assessed slums (ibid).
- 3.6.6 Recreation facilities for the residents in particular the youth are in a state of disrepair in many cases. The situation is worse for rural areas where youths are generally expected to use school-based facilities. Funding for sports equipment is also low and the Clubs that the Ministry responsible for youth encourage are often poorly equipped. Given the critical role played by sports in the full development of a person the shortage of resources to establish, maintain and expand relevant facilities constitutes a denial of essential women and youth rights. It is not surprising that the youth now tend to be idle. Community Halls are unkempt while beer halls have been leased out and the operators do not abide to

closing times and do not enforce age restrictions in terms of access. Playgrounds for children are needed so as for children to play in a safe environment. However it was reported during FGDs that in Bulawayo most of these grounds have been turned into car parks. The new suburbs do not have community halls.

- 3.6.7 In Bulawayo only 3 of the 6 swimming pools are working, all in the eastern suburbs (Northend, Barham Green and the Bulawayo Pool). The other 3 (Mpopoma, Barbourfields and Luveve) are non-functional because they need extensive refurbishment. BCC is finding it a big challenge to keep them running due to high electricity and chemical costs. About \$500 000 is required to get the other 3 pools functional. Community handovers have been initiated in the past so as for council and the community to help each other run and maintain the pools however this has not worked. Cooperatives are no longer viable according to a senior officer at BCC. There were cooperatives in housing and agriculture. It seems the idea is not appealing to many residents.

3.7 Leadership, participation and Council-citizen relations

- 3.7.1 The study established that women still occupy very few positions of decision making in work places and in the communities. This derives from the fact that women previously were disadvantaged in education hence could not compete against men. Secondly it is due to the 'traditional' attitudes that women belong in the kitchen. In all the FGDs it was noted that it is women who still give men leadership positions due to 'traditional' mindsets. For example in all the 29 wards in Bulawayo there are no women Chairpersons for the residential associations. The table below shows the status in terms of senior position in the Councils as well as amongst councillors. However, all Councils have gender policies and focal persons steering gender mainstreaming mainly with an internal focus. For instance, Harare City has a vision of 'gender equality by 2015'. In terms of structures the City has one overall gender focal person (GFP) and twelve (12) departmental ones of which four (4) are male, which helps in making gender mainstreaming broader than a women's issue. Beyond focusing on internal aspects particularly human resources development including recognition (and promotion) for/of women the gender mainstreaming work in Harare also addresses service delivery issues. As a consequence of the gender-related work the City's 2013 budget is considered to be gender sensitive. The Town Clerk steers a monitoring and evaluation process to track progress and accounts to the Human Resources and General Purpose Committee. Relatedly, the Council's prioritization of maternal health, refuse collection, water infrastructure rehabilitation and participation of women in Council affairs are outcomes of the gender mainstreaming activities. Makoni and Nyanga RDCs, for instance also have designated GFP's who are women. Makoni and Bulawayo City Council have

this year been accorded the regional award for excellence in mainstreaming gender (internally) through the SADC Gender Links project in recognition of their efforts.

Council	Total Number of Departments including TC/ CEO	Number of female Head of Departments
Makoni	5	2
Nyanga	5	0
Hwedza	5	1
Nkayi	5 (2 vacant since 2008)	0
Harare	12	1
Bulawayo	6	2
Masvingo	5	1

TABLE 6:
STATUS OF
TOP COUNCIL
POSITIONS

Source: Field data, 2013

Council	Total Number of Councillors	Women Councillors 2008-2013 Term	Women Councillors 2013-2018 Term
Makoni	39	11	4
Nyanga	31	7	2
Hwedza	15	4	1
Nkayi	30	7	5
Harare	46	5	5
Bulawayo	29	3	8
Masvingo	10	2	0

TABLE 7:
GENDER DISTRIBUTION
OF COUNCILLORS
(2008-2013 AND
2013-2018 TERMS)

Source: Field data, 2013

- 3.7.2 Participation of women in leadership positions is low because most married women are prevented by their spouses to do so. It common to hear men in Nkayi say 'Angilamfazi oyahlala iviki engekho' (I won't accept having my wife spend up to a week away from home). Women are also disadvantaged by that most do not have secondary education. In Masvingo it was pointed out that consultative meetings are convened in the evenings and it becomes difficult for women to attend because they have responsibilities at home to attend to such as preparing dinner and usually most husbands to not like it when their wives go out in the evening. This is further compounded by the security issue with streetlights not working in most cases making women vulnerable to attacks.
- 3.7.3 The study found that the participation of the youth in issues that affect their welfare and council business is very limited. There are no forums in which the youth can articulate the issues that affect their lives. In Chiendambuya the study found out that youth are not even clear of their developmental needs and aspirations. The youths in Chiendambuya were found to be passive and contend with their present circumstances. The youths were also found not to be clear about the mandate and the functions of the LAs. They (youth) are not clear of the services they should demand and expect from their local authority and councillors.

BOX 7:
PERCEPTIONS
STALLING WOMEN
LEADERSHIP
(MASVINGO)

1. When someone's wife wants to stand the men immediately tell the husband to control his wife. Women's role is to sing, dance and cook during the meetings e.g. a lady from WCoZ was invited to a meeting when she arrived at the meeting she discovered that she had been invited mainly to prepare food for the team and not contribute to the meeting.
2. Women can lead only if they remove the mindset that stops them from voting for other women.
3. The political arena is not a conducive environment for women to stand for leadership positions. It seems that women are only 'allowed' to be leaders as a Branch Manager, General Manager etc. Now the political environment is slightly conducive.
4. For example a lady in the FGD with the same qualification as her husband and same job however she was earning less than her husband. In church, priests say that parents are exposing the girl too much if they seek such exposure
5. A male MP said that it was very easy to de-campaign women because e.g. if she drinks you always take her out for drinks and when she starts acting a fool you show her to the other women in the community and de-campaign her.
6. A lady in the FGD shared her story of how as soon as she stopped drinking she became more respected by her counterparts and the community. Women's characters are expected to be of the highest state for them to be considered for leadership positions.

Source: FGD, Masvingo August 2013

- 3.7.4 MURRA still has a problem with women not getting into leadership positions. ZCTU has a policy to have women in leadership positions. Their policies promote gender balance. The major activities of MURRA and BPRA focus on convening consultation platforms where they bring together service providers and residents to discuss service delivery issues. They facilitate residents to demand transparency and accountability from service providers. Other actors working to improve service delivery include NYDT (governance), Musasa Project (laws and policies on GBV), Habakkuk Trust (Boreholes). BPRA is a member of the Bulawayo Water crisis committee and BPRA's role is on increasing awareness on saving water amongst residents.
- 3.7.5 It was reported that leaders from local to higher levels should learn to consult and listen to people's problems and issues. Leaders are seen to be pushing their own agendas instead of the development of their communities. Political polarisation has been a great barrier to citizen participation. Political interests and persuasions have greatly hindered development. Councillors discourage new ideas as when a resident brings these up one is viewed as an aspiring political candidate and then sidelined. BCC does convene ward meetings including for budget consultations. However some residents view this approach to be a smoke screen to Council's real agenda. In Nkayi, residents claimed they are only called to be informed of what they think has already been decided by Council. A negligible number of the residents in all council areas ever received Council minutes and virtually all did not know that they could attend Full Council meetings

or had never seen the schedule of meetings. The ward consultative meetings are open to all residents but the youth tend to be conspicuous by their absence. The Junior council chamber is not seen by many of the respondents to be effective. 'It is only for entertainment.'

3.7.6 Residents find that recommendations are adopted even where participation is low in terms of numbers. For instance, 27 people present at a Pumula South meeting (an area with at least 100 households) contributed to a budget recommendation being passed. In both Harare and Bulawayo the disabled have a hard time getting into the gallery during Full Council meetings because lifts do not always work. In the case of Harare one disabled Councillor in the previous Council even had to be carried up the stairs to the Chamber for each meeting. The public galleries have very limited seating capacity of about 50 people. Council meetings start at about 16:30hrs and most women are faced with having to stay at home and cook. Participation in the budgeting process was mixed. Those who participated claimed it was not consultative but an information giving session. In Njube it was reported that the budgeting process has not been consultative. This is mainly due to the fact that the outgoing councillor had no relationship with the community. The table 8 below shows the extent of participation in budget meetings.

	2011	2012
Women	2 164	2 219
Men	2 156	2 471
Total	4 320	4 690

TABLE 8:
CITIZEN PARTICIPATION
IN COUNCIL
BUDGET PROCESSES,
BULAWAYO

Source: Bulawayo City Council Gender Focal Person

Due to the lack of feedback, residents are now reluctant to attend meetings in rural and urban areas. Dissemination of information is a problem (See Box 8 below). More women attend council meetings than men especially those convened in the morning or afternoon. More women than men attend the council meetings because most problems and social issues affect women and children and men will be at work or bars. 'Women know that you have to be close to council because if you're not close when the NGOs come you will miss out' reiterated a man in one of the FGDs in Nkayi.

3.7.7 Households in Chiendambuya (Makoni District Ward 5) pay US\$5 as development levy but said that the Council does not utilise the revenue efficiently. In Chiendambuya Makoni District Ward 5 there is a youth centre (the Chiendambuya Youth Centre) where they meet to discuss the development issues that affect them. Organised community structures such as the Chiendambuya and Rukweza Rural Women Assemblies (RWA) make it easier for women to engage NGOs (e.g. FACT) and Makoni RDC to seek assistance for their projects. Unfortunately, not all women and youth in local authority areas are adequately informed about Council functions

and sufficiently confident to engage their Councils in service delivery dialogues. Similarly, community structures, local organizations are insufficiently connected to Council spaces like Full Council meetings. Where these linkages exist they tend to be adversarial. Decentralized Council staff (e.g. at health facilities, road gangs etc) and Councillors do not appear to invest in strengthening these relationships let alone the capacity of the organizations. The same strategic and operational disconnect was noted to exist between Council structures and those established by different Government Ministries and Departments like the Junior Councillors and MPs supported by the Ministry responsible for youth. Consequently, women and young people's organizations find it difficult to fully understand Council operations let alone to identify and take advantage of Council programs. This challenge has to be read in a context of the near collapse of structures for decentralized development planning at Ward and Village/Neighbourhood levels (see 3.8 below).

- 3.7.8 Cases where Councils support young people's social initiatives remain limited. As discussed elsewhere, the focus on service delivery has not been sufficiently nuanced in both targeting and delivery strategy to accommodate the interests and potential contributions of women and young people. In Makoni/Rusape, the two Councils working closely with relevant Government Ministries support social clubs targeting the youth so that they do not engage in delinquent behaviour. There is also dissemination of information relating to HIV/AIDS and sexual and reproductive health care. The Ministry responsible for women's affairs is rolling out the Gender Based Violence National Strategy in the area. Priority is on providing livelihood support to GBV survivors. There are also NGOs that provide legal services to issues such as maintenance disputes and sexual reproductive health care. However, accessibility of these services is limited to areas with good road networks and transport services. Some of the areas in the Makoni (such as Tanda, Chiendambuya and Chikore) are too remote and are not usually accessed by development agencies.

3.8 Development structures

- 3.8.1 Development structures are in place but in some cases not fully functional. For example in Bulawayo it was reported that some Councillors bypass these and work through their cronies. New leaders normally do not want to work with existing structures. They dissolve those structures and develop new ones for their own self gain. In Njube, it was reported that during public meetings, the councillor would go off agenda and start attacking members perceived to be from a different political party to his. It is also observed that due to polarisation members of the public could also go to a meeting with a view of attacking the councillor mainly because he is from another party. In some cases, due to differences with a particular councillor

some stakeholders were not informed of such meetings. It was pointed out that in the event they heard of the meeting and proceeded to attend, once the councillor notices them he would stop the meeting and reconvene it at his house where entry would now be at his mercy.

- 3.8.2 One of the Strategic objectives of the Nkayi RDC Strategic Plan (2011 -15) is "To enhance the effectiveness of all Village Development Committees (VIDCOs) and Ward Development Committees (WADCOs) by 2013." Development partners such as WV confirmed that sub district level structures such as VIDCOs, WADCOs and Child Protection Committees had been resuscitated in the district following efforts by the District Administrator. On the ground, communities confirmed the same but indicated that these have just been elected and they need to be capacitated through training on roles and responsibilities. (See Box 8 below)

In rural areas there is a tug of war between traditional leaders and councillors which hinder development activities. The Traditional leaders' Act has tried to bridge this gap by clarifying roles and functions. However most of the incumbents have not been trained or inducted and do not even have access to these documents.

Councillors do not give feedback. There is lack of communication between the leadership and the people. When a councillor holds a meeting its always for new things and no feedback on what was discussed previously.

Council has not done anything for us except cattle sales. They only come to collect or remind us about tax. They only come to tell us even during the so called consultative meetings. If we inform them of our views and if these are contrary to what they want they tell us that the issue has been resolved, no going back. So we don't know what to do..we need to be educated on our rights

Once a councillor is elected, shifts base to Nkayi centre and he becomes bigger than us. The election of councillor on political grounds is not good as at times we vote in someone who has done nothing but just because he belongs to our party

Councillors should be trained thoroughly, we feel they don't understand their roles.

We also don't understand what Council is, we need training on how to follow up on issues. Why we don't pay taxes is because we don't see any services from the Council or any feedback on how the money has been used

As youth we are afraid to speak in the presence of adults. We need quick projects designed with us in mind so that we can participate. Promote vocational education and when the RDC recruits we should be aware

Source: Comments made during FGD at Khomayanga, Nkayi

BOX 8:
SOME CONSTRAINTS
TO AND PERSPECTIVES
ON EFFECTIVENESS
OF STRUCTURES

- 3.8.3 The issue of Councillors competence and its impact of service delivery was raised by several stakeholders during the field work. Some of the key informants believe

there has been a decline in the calibre and quality of councillors. This is attributed to the use of a national voters' roll instead of that of ratepayers as well as that councillors stand on party tickets. Councillors are viewed as people who lack vision and focus, who are for self-aggrandisement resulting in high levels of corruption. It is argued that if the quality and calibre of the councillors is bad, this has implications on the quality of staff they employ. The quality of staff is further worsened by the brain drain. All the key informants indicated that the idea of special interest councillors, which was in place prior to the new Constitution was good, only that it had been highly politicized. It was suggested that consultation should be done with the respective communities instead of the Minister just choosing.

The issue of councillors has also featured in the press (see Box 9 below)

BOX 9:
CONCERN OVER
INCOMPETENT
COUNCILORS

BULAWAYO residents associations yesterday warned residents to be careful about the calibre of councillors they elect into office amid revelations that one of the councillors seeking re-election only has a netball umpire certificate to her name.

At meetings residents have consistently blamed the calibre of councillors in the MDC-T dominated council for deteriorating standards of service delivery.

Educationally, a majority of serving councillors went as far as Standard Six, while some have no record of ever having gone to school.

In an interview yesterday, Bulawayo United Residents Association chairperson, Mr Winos Dube, said an O-Level certificate with at least five passes should be a minimum requirement for someone to run for office in council. "Education is important. It gives someone the power to analyse issues and read between the lines.

"Every decision made by councillors is important as it affects the lives of residents. These councillors often make decisions based on complex information supplied by highly educated council officials. Without a certain level of education, there is a danger of being manipulated to residents' disadvantage," said Mr Dube.....He said councillors could make up for their lack of education by consulting residents on issues to get expert views from educated members of society, as opposed to making decisions unilaterally behind closed doors.....Bulawayo Progressive Residents Association coordinator Mr Roderick Fayayo agreed with Mr Dube.

He said Bulawayo councillors' greatest weakness was assuming a kingship" status and working independently from residents they were supposed to represent. "While a certain level of education could be necessary, I think a councillor should be, first and foremost, someone who is able to listen to people and consult them on issues. Soon after election most of our councillors assumed kingship status and want to be served by residents, instead of the other way around," said Mr Fayayo...Two councillors, Cllr Paul Malaba and Cllr Dr John Ferguson are listed as having the highest qualifications and sound professional background.

Dr Ferguson is a physician, and holds a MBCHB, and FCPCP(Z) while Cllr Malaba has a BA-Mathematics, EMBA degree and lectures at the National University of Science and Technology (Nust).

Source: CHRONICLE, Thursday, 16 May 2013

3.8.5 A contrary view has been expressed that the blaming of councillors for the problems in local government is used to mask the incompetence of the technocrats, see box below.

The assessment noted considerable insincerity regarding blaming of Councillors for the bulk of the malaise in the local government sector. In fact sufficient evidence was shared of how professionals (mainly in Councils) have overused this line to mask incompetence and manipulation. These included writing lengthy and incomprehensible reports submitted on the eve of crucial meetings, corrupting Councillors through bad advice and most importantly not providing for ongoing capacity development. The lack of strategic investment in Councillors and the trend of professionals-cum-politicians in a heavily polarized political environment show that a knee-jerk stipulation of minimum qualifications does not address the systemic underperformance of Councils. Therefore, the assessment notes that lack of proper Councillor orientation, operational support and ongoing development more than pre-Council qualifications is the capacity issue. In Harare, the assessment encountered a Councillor in their final stages of reading for a degree with at least three others having studied for Certificates/Diplomas suggesting that developing Councillors is possible

Source: Chatiza et al, 2013

BOX 10:
INSINCERITY
IN BLAMING
THE COUNCILLORS

3.8.6 Some councils like Bulawayo and Nyanga have introduced Community Based Planning with the support of UNHABITAT and IOM respectively. These have been introduced to encourage the participation of men, women and the youth in the development processes. However, in Nyanga the roll-out had not been undertaken though the District Team remained in place.

- Enhancing stakeholder participation in the city's decision making process
- Enhancing effective communication skills and strategies
- Improved responsiveness towards citizens' needs
- Enhancing transparency and accountability in city
- Enhancing City's capacity to respond to MDGs for which they are responsible
- Develop City's capacity to manage and resolve conflict

Source: BCC, UNHABITAT: CBP; the process, lessons and experiences in Bulawayo City Council

BOX 11:
BENEFITS
OF CBP

3.8.7 As part of improving service delivery, BCC has introduced a Call Centre which is Toll Free where residents can report faults (see Annex 7). However, FGD sessions confirmed that not many residents are aware of the facility.

3.8.8 There was consensus that women/girls can be leaders and good ones for that matter as they have the capacity to address the felt needs. HEFO has assisted in educating women in Nkayi on their rights. Youths come but are a handful. Other attendees are saying youth do not attend at all. Youth do not attend because

council has not invested in the youth. Structure of inviting people to meetings does not include the youth. It's become a culture that meetings at ward and village are only attended by elders. Youth are not motivated to attend unless there is food and music.

3.8.9 The sub district structures (Village Assembly, Ward Assembly, VIDCO and WADCO) are clearly provided for in law as institutions for public participation but do not operate as envisaged hence do not feed into the development planning process. People saw no reason for contributing to a process that was not funded. Therefore this became a one person show e.g. the VIDCO where the chairman is in many cases the whole committee. Due to politicisation, situations have arisen where political party chairperson becomes the VIDCO chairman or where the political process is more influential than the development process.' It was possibly a rational response to optimizing time and resources when returns on such investments were invariably low' (Chatiza et al, 2013:).

3.9 Finance

3.9.1 Funding is cited as one of the biggest challenges facing local authorities. The ratepayers owe Council huge sums of money and this affects service delivery. Collection efficiency is low. All local authorities have a high debtors' position as shown in table 9 below. The Ministry of Local Government directive (Local Government Circular No. 3 of 2010 (Engagement of debt collectors to recover unpaid debts) stopping Councils from chasing up debtors is also cited as contributing to the situation. However in June 2013 the Minister of Local Government directed all councils to write off debts by residents as from 2009 to June 2013. Harare was owed US\$400million with Bulawayo at US\$95.2 million. The write off has brought obvious relief to residents but its impact on council coffers and service delivery is still to be seen.

TABLE 9:
Debtors' positions
for selected
local authorities

Council	Amount owed (USD millions)	Debtors 120 days+ (USD millions & as %)
1. Harare	400	368 (92%)
2. Bulawayo	95.2	77.5 (81%)
3. Masvingo	16.6	13.1 (79%)
4. Makoni	3.5	0.5 (14.3%)

Source: Adapted from Chatiza et al 2013

3.9.2 Local authorities have serious revenue leakages. A case is cited by Chatiza et al (2013) where the City of Harare is owed USD5.4 million in arrears and could potentially raise USD600 000 monthly income from Council houses in Glen Norah (Chatiza et al, 2009???)

- 3.9.3 Councils have also cited reduced grants from central government and reduced loans as contributing to poor service delivery. Funding was from International partners through bilateral agreements. For example under Urban 1 and 2, Infrastructure projects such as Mahatshula Medium Housing project were funded by the World Bank. USAID funded the Nketa Housing project in partnership with building societies. Government was instrumental in negotiating loans with World Bank and other partners but this has been constrained by the the country's inability to borrow. Building Societies were also a key component as they provided funding on affordable terms i.e. mortgages which ranged up to 25 years. However these dried up during the 'lost decade' and have now surfaced but not on favourable terms as tend to be short term with the majority of people failing to access the funding.
- 3.9.4 Another source of funding for BCC was the beer profits. Government was even persuaded to lower its taxation on Ingwebu Brewery profits as it was noted how it contributed to funding service delivery. However since the commercialization of the Brewery there has hardly been any dividend paid. A small dividend was paid twice before dollarization. Ingwebu Brewery performance could have been affected by the calibre of staff it attracted during commercialization who received attractive packages which strained the brewery. In addition the drinking habits seem to have changed negatively affecting Ingwebu e.g. people now prefer clear beer instead of opaque beer.
- 3.9.5 Vehicle licenses were another source of revenue for the Councils but this has since been transferred to ZINARA. In 2012, ZINARA disbursed various amounts to councils but as from 2013 it seems to have shifted from providing funds to providing essential equipment e.g. graders. During the time of study, some of the RDCs like Nkayi had received motorised graders whilst urban councils had received pot hole patching machines.
- 3.9.6 For the RDCs the main revenue source is Unit Tax. In the cities, water is the largest source of revenue. In BCC, according to the Audited accounts 2009, water generated an income of \$30m but transferred \$16 to other departments like Health. The concern is that the transfers are being made when there is need for the funds e.g. attends to leaking pipes, broken sewers. Therefore attempts are being made to ring fence water hoping this would ensure there is adequate funding to address the challenges faced in the section. It is noted that Non revenue Water at BCC is almost at 70% - 38% due to direct leaks and 32% apparent losses (wrong billed and non billed institutions e.g. Revenue Hall, Tower bloc. NRW due to direct leaks used to be at 25% however increased due to deterioration in the infrastructure. On the other hand, according the 2009 audited accounts Health and Community Services expenditure was \$18,2m with clinic fees at \$1,6m.

- 3.9.7. Efforts have and are being made to improve funding for service delivery. It is essential to recognise that the new Constitution guarantees transfers to the provincial and local authorities - Section 301 (3)). Another initiative is the Community Share Ownership Trusts (CSOTs), see box below.

BOX 12:
COMMUNITY
SHARE OWNERSHIP
TRUSTS

To avail resources for service delivery, Government has established the Community Share Ownership Trusts (CSOTs). This is in line with the indigenisation and economic empowerment programme, necessitated by unfulfilled socio-economic expectations of the majority. The indigenisation programme effectively declares that CSR, left to the discretion of the private sector has not been enough to provide for the needs of an economically deprived majority. Therefore CSOTs are a mechanism established by government as direct intervention to guarantee local communities still suffering from historical economic deprivation of their socio-economic development. They are legal entities established under the Indigenisation and Economic Empowerment (General) Regulations of 2010, section 14B. CSOTs are established as registered deeds of trust, with legal entitlements and obligations. The provision allows 'qualifying businesses' exploiting the natural resources of a community to cede a shareholding to CSOT. The Indigenisation and Economic Empowerment (General) Regulations, 2011 on Minimum Requirements for the Mining Sector provide for CSOT as one "designated entities" to receive shareholding in companies. The objects of CSOTs include facilitating socio-economic and enterprise development, including infrastructural development, poverty alleviation, promoting entrepreneurial activity and investment. The funds/proceeds of the CSOT are primarily constituted of "seed capital" donated by qualifying businesses, and dividend to be received from shareholding in the qualifying business. To date at least 58 district based CSOTs have been registered across Zimbabwe, of these 17 have had seed capital pledged while seven have already received some of the seed capital. Total 'seed capital' pledged to CSOTs as at 1 April 2012 is \$109 650 000.00 and at least \$ 23 826 000.00 has now been received by CSOTs. As at 31 December 2012 \$ 4 689 946.33 had been used by Gwanda, Zvishavane and Shurugwi in various socio-economic development projects such as clinics, dams, classroom blocks.

Source: -R. Nyamurundira (2013) Compliance Manager, National Indigenisation and Economic Empowerment Board (NIEEB)³

3.10 Human Resource Capacity and Issues

- 3.10.1 The staffing establishment strength is a major issue in both urban and rural councils affecting service delivery. As indicated in table 6 above, Nkayi has had 2 senior positions including that of engineer vacant since 2009. The table 13 below shows the situation obtaining at Harare City Council with some departments like engineering having an above 70% vacancy rate.

³ Presentation at the Regional Centre for Social Responsibility workshop, Harare, April, 2013

Department	Establishment	Number in post	Vacancies (rate)
1. Engineering Service	300	81	219 (73%)
2. Urban Planning	144	64	80 (55.6%)
3. City Treasury	148	82	66 (44.6%)
4. Housing & Community Services	112	62	50 (44.6%)
5. City Health	881	673	208 (23.6%)

TABLE 10:
VACANCY RATES
IN THE
CITY OF HARARE

Source: Adapted from Chatiza et al, 2013

4. Conclusion and recommendations

- 4.1. Development agencies realize that women and young people are important partners in socio-economic transformation. Organised community groups such as RWA's can design and implement effective livelihood and local governance initiatives at the local level. Women and the youth are also keen to co-operate more with their Councils not only in terms of receiving services but also being part of the delivery process, which enables them to be gainfully employed and stimulate local economic development (LED). Unfortunately, not all Councils and other development organizations hold effective sensitisation and feedback meetings to enlighten communities about their responsibilities to explore, establish and expand relevant partnerships. Communities also realise that meaningful development in their areas can only be achieved by being proactive themselves rather than waiting for external aid. It is essential that governments ensure the provision of basic services to all citizens in particular disadvantaged groups such as women and youth in order to fulfil their human rights obligations under the international conventions to which they are signatories, such as the International Covenant on Civil and Political Rights, the International Covenant on Social and Economic Rights, and the Convention on the Elimination of All Forms of Discrimination Against Women.

The use of the language of service delivery by Councils seems to be operationalized within the framework of 'doing citizens a favour' more than delivering on responsibilities they are obligated to meet as duty bearers. Similarly, residents and ratepayers do not construct their service expectations as economic rights but as 'seeking opportunities' and in the absence of clearly dispensed opportunities resort to self-provisioning like illegal vending. Self-provisioning is approached as both temporary and haphazard heightening its perception as a nuisance by the authorities and as vulnerable by its practitioners. Cases of corruption at people's markets and in informal settlements where some citizens are preyed upon by 'mafia-like' organizations some claiming political affiliation to legitimize their exploitative practices, reflect the precarious framework within which poor youth and women pursue their economic rights.

The major challenge constraining sustainable and equitable accessing of economic rights by women and youths seems to be a strategic one. Therefore Councils and citizens will do well to explore appropriate frameworks within which the rights are articulated and responded to or delivered on. Both the demand and supply sides have some way to go in terms of attuning their organizational competences, attitudes and relations to enable this to happen.

- 4.2. Local organizations (general) and those established by/for women and young people can play a critical role in the development of local areas. However, the extent to which traditional structures through which central and local government like traditional leaders, Councillors and political parties engage with them is limited in all the Councils studied. This suggests that Councils and local citizens' organizations need to engage more innovatively with Council staff becoming more proactive and visible to build community confidence to participate in Council processes. Residents associations, RWA's, youth groups and other such groupings require considerable capacity strengthening to support while creatively holding Councils to account. AAZ and its partners require capacity to support these processes. This makes it imperative for relevant AAZ and partner staff to understand how Councils operate as a basis for supporting interaction between Councils and the women and youth groups they work with. At the same time, AAZ and its partners need to acknowledge that they will invariably have the responsibility to build the capacity of Councils while at times also using existing Council capacities in their interventions as part of bringing Councils to citizens and vice versa.
- 4.3. Effective co-ordination between Councils and NGOs in various development programmes is critical to avoid duplication and uneconomical use of resources. State departments at local level are playing an important facilitatory role so that communities benefit from resources within their jurisdictions. There are areas where the state has facilitated access to funding from financial institutions for self-help schemes acting as guarantor for the loans extended. However, coverage of such initiatives remains limited while the resourcing of both Council and central government operations is also poor. There is need to strengthen opportunities for youth to acquire relevant vocational skills. This could address rural and urban unemployment amongst the youth some of whom are dropping out of formal-academic education. According to the study the problems that Councils face regarding gender and youth sensitive service delivery relate to:
- a. Reduced financial and other resources to support specific (trigger) projects identified by women and young people;
 - b. Inability of some women within communities and Council (as employees and Councillors) to take steps towards challenging strategic and operational blockages to their empowerment. Two examples from Nyanga help illustrate this point. One relates to female staff being unable to take up Council-funded staff development opportunities that require extended absence from their homes and the other is the CEO's attempt at persuading the incoming female Councillors to vie for Council chairpersonship. The CEO had to step back for fear of being accused of wanting a woman Chair who would be (perceived as) more pliant than a male one;

- c. Males (educated and uneducated, rural and urban, young and old) feeling challenged and therefore directly and indirectly sabotaging efforts at empowering women and youth. Male resistance comes in the form of withdrawal of support or passionate promotion of counter-proposals. In the home, spouses restrict women's (wives and girl children) ambitions by withdrawing support, resources (e.g. land for crop production) and mobilizing against (perceived) women's projects;
- d. The collapse of infrastructure (WASH, road, training etc), which is taking up a lot more budget space leaving little to no room for innovations supportive of women and youth specific issues; and
- e. Inadequate articulation and operationalization of gender and youth sensitive service delivery. Not all Councils let alone communities fully embrace and technically understand how beneficial gender and youth friendliness could be internally and in terms of the public image of Councils and stability of homes and communities. Those promoting gender and youth friendliness also seem to assume that the ideas are inherently good enough to be readily accepted and consider any hesitation as misguided resistance thus underplaying structural (even if fear-based) factors standing in the way of the pursuit of gender parity and youth friendliness.

4.4 Flowing from the above constraints it shows that key institutions critical to addressing gender parity and youth friendliness deficits include relevant Ministries⁴, individual Councils, business, relevant NGOs and community organizations (religious, political and traditional). These actors have a role to play in developing a local governance practice (policies already exist) suited to gender and youth friendliness. The focus on the huge service delivery backlogs often overshadows the need to engage women, youth and men in analyses and solution searches. It is as if Councils (and other stakeholders) get so overwhelmed to a point where the right way of doing things (inclusively and sustainably) gets ignored risking resentment and withdrawal of support by a sizeable part of Zimbabwe's population.

4.5 Women are being involved more in mainstream economic activities in the home, the community and more broadly rather than acting solely as home minders. The youth are showing greater enthusiasm in participating and contributing to the development of their areas. All in all, the increasing collaboration amongst Councils, NGOs and communities in the Rural District Councils of Nyanga, Makoni, Nkayi and Hwedza is influencing development in a positive manner. Similar trends are observable in urban areas. However, the challenge of patriarchy and mistrusting the youth constitute a social millstone and glass ceiling obstructing development of social, economic and political development models appropriate to the capacities and preferences of women and young

⁴ Responsible for local government, women and youth as well as other key sector Ministries like those responsible for lands, mining, tourism, environment, agriculture, labour and social services, health, education etc.

people. Access to, use and ownership of productive assets like land need to be reconfigured to facilitate sustainable development of Zimbabwe's broadening socio-economic architecture. Women and the young people's entrepreneurial capacities have to be developed in line with economically and financially viable local economic development opportunities. The entrepreneurial capacity development of the women and youth has also been blended with competencies to identify viable business opportunities. The role of developing the entrepreneurial skills of the women should be spearheaded by business development service (BDS) providers, who have the right competencies and capabilities. These entrepreneurial skills enhancement trainings should be provided on a fee basis with or without subsidies (not for free).

4.6 At the LA level, the Local Economic Development, (LED) competencies and capabilities should be enhanced. Councils should have the capacity to catalyse relevant stakeholders into actions that promote LED based on public (Council), business and non-governmental sector partnerships working collectively to create better conditions for economic growth and employment generation⁵. A LED approach builds the economic capacity of an area guaranteeing a positive economic future and quality of life for all its residents. The LAs need the competencies and capabilities to steer LED development for the benefit of its residents in general and women and youth specifically.

4.6 This study operationalized gender and youth responsive service at the levels of both consulting, planning and policy making on one hand and direct and indirect delivery of services on the other. Essentially gender and youth sensitivity speaks to the ways in which Councils work, the types of services delivered (or prioritized), the manner in which women and youth are involved (co-deliver and/or benefit) and the say women and youth have regarding overall Council performance including holding both staff and Councillors to account. The study addressed these issues cognisant of national policies, legislation and institutional mandates, which while emphasizing gender parity and youth friendliness, are still far from attaining that in practice. In order for service delivery to be gender and youth responsive, the following recommendations are proposed under two major sub headings of Supply side/ duty bearers and Demand side/ rights holders:

4.7.1 Supply Side/Duty Bearer related recommendations

Leadership: strengthening accountability mechanisms

- Decision-makers in Councils have to be equally accountable to women and men for gender sensitive service delivery. Councils need to operationalize ('domesticate') and ensure compliance with the existing gender and youth policy frameworks;

- Council reports and any administrative data submitted by Councils to MLGRUD should specifically document achievements and challenges regarding promotion of gender and youth responsiveness i.e. making these key performance indicators against which service delivery is assessed by MLGRUD and other stakeholders;
- Councils should be responsive to the needs of the youth and women with their budgets and programs evidencing prioritization of women and young people's issues. For this to work Councils (with central government and non-state support) should train communities and their organizations to articulate relevant issues;
- Councillors and staff need capacity in, among others, gender budgeting and leadership skills in areas such as consultations, listening, giving feedback and dealing with a variety of stakeholders rather than treating communities as homogenous; and
- Councils should embrace the national constitution, SADC and other protocols on gender and young people which realise the involvement of women in decision making by introducing affirmative action in staff recruitment, in elected officials and in leadership positions e.g. Mayors and Council Chairpersons, deputies and Committee Chairpersons.

Planning and Finance

- The political commitment evidenced by adoption of the various protocols e.g. SADC guidelines, ZILGA Gender Policy and the Zimbabwe National Gender Policy should be matched by actual allocation of resources towards gender and youth programs;
- Disaggregate data and develop gender and youth sensitive indicators which will provide concrete evidence of the failure of basic services to reach women and youth or to address their real needs. Analysis of data and indicators will assist Councils to develop evidence-based policies, plans and programmes;
- Develop and implement service financing and delivery policies that allow innovative involvement of women and young people as providers of resources and beneficiaries (e.g. employment creation or access);
- Plans and budgets of Councils (and their partners) should be based on vulnerability assessments at community level; and
- Councils should collaborate with gender focused organisations when drawing up strategic plans to reduce gender blindness.

Information and communication

- Local authorities should create awareness on their policies and programs to enable women and youth to take advantage for their socio-economic, reduce Council-citizen conflicts and generally create an enabling environment for their activities;

- Relatedly, Councils should develop and use innovative mechanisms that boost public access to Full Council minutes, external audits and other reports to keep citizens informed and reduce mistrust;
- Strengthen follow ups on women and young people's empowerment programs e.g. women's clubs where different skills can be attained; and
- Publicize schedules for Full Council meetings and other ward based meetings such as consultative and feedback meetings to enhance participation. This can be done in liaison with other players which will facilitate wider involvement. Most women do not exercise the rights that laws specifically guarantee them, among other factors due to ignorance of the law, its administration and economic hardships. There is need to simplify laws and translate them into local languages so that information is disseminated, accessed and used.

Capacity development for Local Authorities

There is need for capacity development of local authorities in general. Using the Five Core Capability Model (Morgan and Baser, 2008), Councils need to enhance the following five separate but interdependent capabilities:

- **Capability to Act and commit (and self organize):** taking responsibility and ownership in delivering services in a gender responsive way.
- **Capability to Relate:** Councils should develop and maintain effective collaboration with their stakeholders such as women and the youth as well as with organizations promoting gender mainstreaming in service delivery. This would enable councils to mobilize resources to improve gender sensitive service delivery.
- **Capability to Adapt and self-renew:** Is there evidence of individual and organisational learning in improving gender sensitive services? How are new ideas on improving service delivery in a gender sensitive manner incorporated?
- **Capability to Achieve coherence:** How are council managing diversity, paradox and tension associated with provision of services in a volatile environment?
- **Capability to deliver on development objectives:** Delivering on their mandate to provide adequate and satisfactory services in a gender responsive manner.

4.7.2 Demand side/Rights holder-related recommendations

Strengthening the voices of rights holders

Strong voices of women and youth are important in advocating for gender sensitive basic services. Critical recommendations in this respect include:

- Enhancing capacity for direct public participation by women and youth using participatory mechanisms such as focus groups and rapid rural appraisal techniques common in the non-governmental sector;

- Encouraging the complementing of direct participation with engagement of local organizations, CBOs (youth and women's groups) and use of NGOs to broaden avenues for representation;
- Building or expanding feedback seeking behaviour and mechanisms through provision of skills to get the best from consultative meetings, supporting lobbying for changing inconvenient meeting times and venues that discourage participation of women and youth;
- Training for women and the youth in the following areas:
 - o *Operations of Councils in particular regarding service delivery*
 - o *Role in planning and budgeting*
 - o *Transparency, accountability themes*
 - o *Exercising of citizen rights and obligations*
- Improving access by women and young people to relevant, usable, multi-disciplinary and up to date information;
- Offering separate and joint training on gender and youth responsive service delivery to men, women, girls and boys to overcome the cultural barriers that prevent women and the youth from speaking or being heard at public meetings while also providing for sustainable solutions to socio-economic challenges; and
- Enhancing the capacity of people's organizations and associations through involving them in service delivery surveys, citizen report or score cards to measure levels of satisfaction or consumer opinions on the quality of service. Local male decision makers (political, religious and traditional) and women in positions of power also need to be mentored and coached in gender and youth sensitive service delivery. The capacity development of women and youths needs to be accompanied by similar interventions aimed at men.

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Annex 1: Terms of Reference

1. AAZ Background

ActionAid works with people living in poverty in over 40 countries to end poverty and injustice in the world. ActionAid Zimbabwe (AAZ) is scaling up and deepening the integration of the human rights based approach, including advocacy and campaign activities in its work at local and national levels. To date, AAZ works with eight (8) community based organizations (CBOs) and has set up Local Development Partnership structures in Makoni, Chiendambuya, Saunyama, Nyazura Nyamaropa and Nyanga in Manicaland, Hwedza in Mashonaland East and Nkayi in Matabeleland North. AAZ is also working with 11 project based partners comprising CBOs and nationally based organizations on promoting transparency and accountability within local government and corporate structures, the empowerment of women and youth, conflict resolution, peace building. The project based partners reach to more disadvantaged communities in Manicaland, Matabeleland North, Matabeleland South, Masvingo, Midlands, Harare and Mashonaland Central Provinces.

2. Overview of the Research

AAZ requires the services of a consultant to carry out research on **Local Authorities' capacity to provide gender sensitive service delivery** (June – July contract period). The research findings will inform AAZ's programme and policy advocacy and lobby initiatives aimed at increasing women's participation in politics, particularly at local government level. It will further inform an engendered economic development, planning and resource allocation agenda for local authorities by strengthening their gender awareness and capacities to deliver services that address women, girls, boys and men's specific needs and interests.

3. Research Objective

- To assess and document the levels of awareness of the operations of local authorities among the citizens
- To analyse the capacities of local authorities to provide gender sensitive service delivery in the selected local councils.
- To assess challenges faced by local authorities in provision of services to the rights holders.
- To come up with recommendations to improve provision of services by local authorities
- To collate stakeholder mapping in local governance

4. Key responsibilities

By focusing on selected Rural District and Urban Councils, the consultant is required to lead a research process and produce a research document by assessing:

1. The current status to establish gaps within the selected local authorities in terms of an operative gender policy which reflects the local authority's commitment to the promotion of gender equality and equity
2. The staffing status of the local authorities' political and administrative arms and to what extent they reflect a commitment to gender equality
3. The existence of affirmative action policies and programmes deliberately aimed at promoting women's representation (including recruitment and training) at all levels including management and throughout all departments.
4. The ways in which the local authorities' various policies and their associated resource allocation impact on gender equality. In what ways do the policies increase or reduce gender inequalities.
5. The extent to which the budget process reveals gender awareness. In what ways does it deliberately aim to promote gender equality and equity at all its levels?
6. Women and girls' representation status in community structures such as VIDCOS and WADCOS.
7. The ways in which the local authority uses targeted community participatory strategies to ensure participation of marginalized groups, especially women in decision making processes.
8. The extent to which local government policies and programmes reflect women and girls priorities and meet their needs.
9. All of the foregoing, analyzing and making recommendations on how best local authorities can become more gender sensitive in the provision of services.

5. Deliverables

The consultant should provide the following at the end of the assignment

- A detailed research report reflecting all the aspects identified above.

6. Qualifications and Experience required

- a. An advanced, relevant Postgraduate qualification in Local Governance, Development studies, Public Policy, Gender studies or any social science, preferably including gender, evaluation or social research.
- b. Technical expertise in gender, and in at least one of the areas of women's economic and/or political empowerment
- c. A minimum of 5 or years' work experience applying qualitative and quantitative evaluation methods

- d. Minimum 3 years' experience in local governance related work that reflects in-depth and practical knowledge of the ways in which local authorities function
- e. Proven Experience of facilitating similar processes with a traceable strong record in designing and leading researches and ensuring timely submission of deliverables.
- f. High level of data analysis skills with notable ability to translate complex data into effective, strategic well written reports.
- g. Experience in gender analysis and human rights based approach.
- h. Knowledge of local languages (Shona and Ndebele) and English language proficiency.

7. Duration of consultancy

The research should be completed in 4 weeks, proposed 1 week pre-field visit preparations, 1 week field work level engagement and one week data analysis, report compilation and submission.

Annex 2: List of Key Informants

Name	Organisation	Designation
Mr. Middleton Nyoni	Bulawayo City Council	Town Clerk
Ms Audrey Manyemwe	Bulawayo City Council	Gender Focal Person
Mr. J Mathe	Bulawayo City Council	Administrator
Ms B Ngwenya	Bulawayo City Council	Public Relations Officer
Mr. E Ndlovu	Bulawayo Progressive Residents Association	Programme Officer
Ms Angela Makore	DACHICARE, Masvingo	
Ms Chipo Gundani	ZCTU, Masvingo	
Ms Olivia Chiramba	Zimbabwe Farming Development Aid Trust (ZIFDAT), Masvingo	
Ms Jaya Charity Itai	ZIFDAT	
Ms Joyce Mhungu	Women Coalition of Zimbabwe (WCoZ), Masvingo	
Ms Ndinatsei Sithole	Scripture Union, Masvingo	
Ms Nyungatai Mudzingwa	ZAVH	
Ms Rawiro Mutonga	MACOSET	
Ms Ruvarashe Mutapwa	WCoZ	
Ms Sibonakele Sibiya	ZCTU, Masvingo	
Ms Sarudzai Jack	WCoZ, Masvingo	
Ms Taku Caroline	Amnesty International	
Ms Zandakwaye	MURRA	
Ms Brenda Muronda	MURRA	
Mr. Anoziva Muguti	MURRA	
Mr. Moyo	Matabeleland AIDS Council, Nkayi	Programme Officer
Ms Ndlovu	World Vision	Programme Officer
Mr. Mudimba	Nkayi RDC	Treasurer
Mr Jaravaza	Nyanga RDC	CEO
Mr Zenda	Nyanga RDC	Tourism and Environment Management Officer
Mrs Nyabocha	Nyanga RDC	Administration Assistant
Mrs Boozai	Government of Zimbabwe	Assistant District Assistant
Mr Zvasiya	Ministry of Education, Arts, Sports and Culture	DEO
Mr Kundeya	Hwedza RDC	CEO
Mr Chingosho	Ministry of Youth Empowerment and Indigenisation	Hwedza District Youth Empowerment Officer
Mr Chigwada	Ministry of Youth Empowerment and Indigenisation	Hwedza District Indigenisation Officer
Mr Gara	Harare City Council	Mabvuku District Officer
Mr Mukoyi	Makoni RDC	Councillor Ward 30
Mr Masayira	Ministry of Agriculture and Irrigation Development	Makoni District Veterinary Services Officer

Name	Organisation	Designation
Mr Musumhi	Ministry of Health and Child Welfare	Makoni District Ward 30 Health Team Secretary
Mr Musarara	DMCCP	Nyanga District Ward 13 Community Development Officer
Mr Negombwe	Makoni RDC	Ward 12 Councillor
Mr Mashava	Makoni RDC	DA
Mr Muzandaka	Ministry of Youth	Acting District Head
Mrs Zvirime	Ministry of Youth	Youth Development Officer
Mr Pise	Makoni RDC	CEO
Mr Mandipaza	Ministry of Gender and Women's Affairs	Officer
Mr Chihono	Ministry of Gender and Women's Affairs	Officer

Annex 3: Schedules of visits to Local Authorities

Team 1

LRP	Wards	Time (hrs)	Date	Team	Respondents	Overnight in
Makoni District	Rusape	All day	26 August 2013	Kudzai	Council HoDs , CEO & gender focal persons, LRP, DA, Min of Gender, Min of Youth	Rusape
Chiendambuya	2	0900	26 August 2013	Jonathan	Women's and Youth groups, Chiefs, Min of Gender ward staff, Min of Youth ward staff, AGRITEX	Nyanga
	5	1200				
Makoni	35	1500	27 August 2013	Kudzai	Women's and Youth groups, Chiefs, Min of Gender ward staff, Min of Youth ward staff, AGRITEX	Nyanga
	15	0900				
	19	1200				
Nyazura	27	1500	27 August 2013	Jonathan	Women's and Youth groups, Chiefs, Min of Gender ward staff, Min of Youth ward staff, AGRITEX	Nyanga
	28	0900				
	29	1200				
Nyanga	31	1500	28 August 2013	All	Council HoDs , CEO and gender focal persons, LRP, DA, Min of Gender, Min of Youth	Nyanga
	District level	Morning				
	9	Afternoon				
10						
13						
Saunyama	8	Morning	29 August 2013	Jonathan	Women's & Youth groups, Chiefs, Min of Gender ward staff, Min of Youth ward staff, AGRITEX	Hwedza
	17					
	18					
Hwedza	District level	Morning	30 August 2013	All	Council HoDs, CEO and gender focal persons, LRP, DA, Min of Gender, Min of Youth	Harare
Hwedza	9	Afternoon	30 August 2013	Kudzai	Women's and Youth groups, Chiefs, Min of Gender ward staff, Min of Youth ward staff, AGRITEX	Harare
	10					
	11					

Team 2

LRP	Wards	Time (hrs)	Date	Team	Respondents	Overnight in
Bulawayo Progressive Residents Association Bulawayo	City Hall	0800	27 August 2013	K Ndlovu L Ndebele S Ndlovu	Town Clerk, (Council HoDs, Council gender focal person, BPRA as and when available)	Bulawayo
	Pumula South	0930 - 1200			Women's and Youth groups,	
	Njube	1330 - 1600			Women's and Youth groups,	
	Makokoba	0930 - 1230	28 August 2013	K Ndlovu L Ndebele S Ndlovu	Women's and Youth groups, (Council HoDs , Council gender focal person, BPRA as and when available)	
	Cowdray Park	1400 - 1600			Women's and Youth groups, (Council HoDs , Council gender focal person, BPRA as and when available)	
HEFO Nkayi	Business Centre	1000 - 1600	29 August 2013	K Ndlovu L Ndebele S Ndlovu	Meet Council HoDs individually, Council gender focal person, LRP, DA, Min of Gender, Min of Youth	Nkayi
	16	0900 - 1500	30 August 2013		Formal introduction to CEO Nkayi RDC and DA Women's and Youth groups, Chiefs, Min of Gender ward staff, Min of Youth ward staff, AGRITEX	
	20	1200				
	28	1500				
Masvingo Residents Association	District level	Morning	2 September 2013		Council HoDs , CEO and gender focal persons, LRP, DA, Min of Gender, Min of Youth	Masvingo
	9	Afternoon	2 September 2013		Women's and Youth groups, Chiefs, Min of Gender ward staff, Min of Youth ward staff, AGRITEX	
	10					
	13					
	8	Morning	3 September 2013			
	17					
18	Afternoon	3 September 2013				

Annex 4: Focus Group Discussion guide

The questions below serve as a guide for you when engaging with the groups. You are required to exercise your judgment as to the suitability, relevance and applicability of a particular line of inquiry. You are also expected to make follow up questions in line with the response you get.

1. What are the development issues affecting women / youths in the Council area? Are there other categories of society facing such challenges and issues? Any reasons as to why such issues remain unaddressed?
2. Are there specific women and youth organizations in the Council area? What activities do they do and how do they link up with Council and other development organizations? What are your views on women and youth leadership capabilities?
3. What gender/youth/disabled programs have been implemented by Council? What has been done, where and with what results? Evidence of any affirmative action to promote women and youth and other marginalized groups
4. How could Council respond better to the development issues of women, youth and other marginalized groups? Are there improvements needed outside Council by other organizations that could help Council performance in the servicing of women, youth and other marginalized groups? Explain.
5. Comment on Council service delivery in general and specifically towards women, youth and marginalized groups. What is the level of Service Delivery in relation to women and youth, and other marginalized groups
6. What are the factors contributing to this level of service delivery?
7. How are residents involved in council processes such as planning, budgeting, council meetings, etc. What mechanisms are used and how effective are they?
8. How are women and the youth involved in council processes such as planning, budgeting, council meetings, etc. What mechanisms are used and how effective are they?
9. Recommendations for improving service delivery generally and for women, youth and other marginalized groups specifically.

Annex 5: Key Informant Guide

Instructions

The questions below serve as a guide for you when engaging with the key informants (CEO/ TC/ DA, Heads of Departments in Council, Government departments, NGO and CBOs) . Therefore you are required to exercise your judgment as to the suitability, relevance and applicability of a particular line of inquiry. You are also expected to make follow up questions in line with the response you get.

10. What are the development issues affecting women and youths in the Council area? Are there other categories of society facing such challenges and issues? Any reasons as to why such issues remain unaddressed?
11. Are there specific women and youth organizations in the Council area? What activities do they do and how do they link up with Council and other development organizations? What are your views on women and youth leadership capabilities?
12. What is being done by your organization or other agencies to respond to such development issues faced by women, youths and other categories of marginalized issues?
 - What policy, legislative or other institutional arrangements guide such work?
 - Composition in staffing (HoDs) and policy makers
 - How does your organization or others working with these groups involve the affected groups?
 - Do you have gender focal person/s and what are their roles.
 - Comment on progress or your organisation and gender focal point (and any challenges) faced in working with these groups?
13. What national, regional and international gender policy/framework are used to guide the blending of gender and youth issues in the development processes?
14. What services are being provided by the Council to women, youth and other categories of disadvantaged groups? How does Council engage them?/comment on the engagement process. Is your organization involved in the relevant activities of Council? If so how and what are the outcomes?
15. What gender/youth/disabled programs have been implemented by Council? What has been done, where and with what results? Evidence of any affirmative action to promote women and youth and other marginalized groups
16. Is the council and its staff aware of the women and youths development issues?

17. How could Council respond better to the development issues of women, youth and other marginalized groups? Are there improvements needed outside Council (by organizations like yours) that could help Council performance in the servicing of women, youth and other marginalized groups? State and explain.
18. How is the Council supporting (OR participating in) Government programs on youth and women? (specifically to HoDs Women and Youth Departments)
19. Comment on Council service delivery in general and specifically towards women, youth and marginalized groups. What is the level of Service Delivery in relation to women and youth, and other marginalized groups?
20. What are the factors contributing to this level of service delivery? (focus on the capacities)
21. How are residents involved in council processes such as planning, budgeting, council meetings, etc. What mechanisms are used and how effective are they?
22. How are women and the youth involved in council processes such as planning, budgeting, council meetings, etc. What mechanisms are used and how effective are they?
23. Recommendations for improving service delivery generally and for women, youth and other marginalized groups specifically.

Annex 6: Nkayi RDC circular suspending collection of health levy

R/jie

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NKAYI RURAL DISTRICT COUNCIL

P.O. BOX 20
NKAYI

Telephone (0558) 313/314
Fax 273
E-mail address: nkayirdc@africaonline.co.zw

Your ref:
Our ref: X-C/161/

24 February 2012

THE NURSE IN CHARGE
RURAL HEALTH CENTRES

RE: SUSPENSION OF HEALTH LEVY COLLECTIONS

Following the introduction and acceptance by Nkayi Rural District Council of the Results Based Financing Program, you are hereby advised that with immediate effect you will:-

- i. Not collect levy for any services offered at or by the rural health centre.
- ii. Promote your rural health centre so that access to health services is increased.
- iii. Mobilize expecting mothers to visit the centre and deliver at the rural health centre in order to reduce/eliminate home deliveries.

Please be accordingly advised.

B. MPOFU

NKAYI RURAL DISTRICT COUNCIL P.O. BOX 20, NKAYI	
24 FEB 2012	
CLASSIFICATION CODE	SERIES NUMBER

B. MPOFU - A/EO HEALTH
FOR: Chief Executive Officer

.....

BM/fi

Vision: A community that has attained total socio-economic development, embracing its aspirations and well-being through sustainable utilization of available resources.

Annex 7: City of Bulawayo Call Centre



The City of Bulawayo launched a Customer Service Call Centre on Monday, 26th November 2012 at the Tower Block Gardens in an effort to increase interaction with its residents and with its stakeholders. The Call Centre system uses a computerized system through which phone calls from residents are logged onto the system and forwarded for addressing to the relevant Council departments. Complaints pertaining to water, sewer bursts are forwarded to the plumbers who then address the complaints. The Call Center also has the Fire and Ambulance (emergency services) control rooms where emergencies will now be reported. It is anticipated that the call centre system will reduce the response time for Council to attend to faults and it will enhance the interface between Council and the residents as they call for service faults and complaints.

The setting up of the call centre is part of the Bulawayo Water and Sanitation Emergency Response Project (BOWSER). The BOWSER project was launched on the 1st of June 2010 which seeks to reduce vulnerability to the threat of waterborne diseases such as cholera in the City of Bulawayo through improved sewage, water supply and capacity building of the City Council.

The project targets residents of Bulawayo in primarily the vulnerable populations of the high density areas. Implementing partners of the project included Bulawayo City Council which was the local authority in charge of project, providing technical advice and project implementation. The project was also being implemented with partners Dabane Trust and World Vision (Zimbabwe) which was responsible for donor engagement and was the lead agency in the project across the partnership. The project was funded by the Australian Government through the AusAID programme.

The idea of setting up a Call Centre was conceptualized after noting that there was need to have a well managed and focused channel of communication in order to respond to the needs of the residents. The Call centre therefore seeks to ensure that the City of Bulawayo is responsive to service delivery needs of the residents.

The City of Bulawayo has been building capacity through Trainings of staff members in the BOWSER project. Staff members in the various Council departments have been equipped with technical expertise to respond to service faults in water and sewer. The City has also been assisted with equipment towards sewer rehabilitation such as jetting machines among others. Trainings have also been done with the involvement of EThekwini Municipality, our sister city on how to run the Call centre and various initiatives have already been done to ensure that this was carried out effectively and efficiently as possible.

As part of the City of Bulawayo's 'Strengthening Citizen's Participation' programme, UN Habitat through a European Union and SIDA sponsored programme also assisted the City with 7 computers and two printers for the Call Centre in addition to a learning visit to the Cities of Johannesburg and Cape Town in South Africa to view established Call Centres there. The visit was fully sponsored by UN-Habitat and the knowledge acquired assisted in the setting up of the City of Bulawayo Call Centre.

Source: City of Bulawayo, Public Relations (2013)

Events in Pictures

8-CHILDREN
QUEUE FOR
UNTREATED
WATER AT
CHINGWIZI



A GIRL FROM
MABVUKU
COLLECTING
WATER FROM
AN OPEN
DITCH NEAR
TAFARA HIGH
SCHOOL
ALONG
MANRESA
WAY





A PILE OF
GARBAGE
ACCUMULATI
NG AT AN
ILLEGAL
DUMPSITE IN
KUWADZANA



AN
IDENTIFIED
WOMEN AND
HER
DAUGHTER
FETCHING
WATER IN
KUWADZANA

CHRA MEMBERS CONDUCTS AN ON SITE WASTE SEPARATION EXERCISE AT A DUMPSITE AT LUSAKA SERVICE STATION HIGHFIELD



CITY OF HARARE CLEANER DEPARTS FROM AN ILLEGAL DUMPSITE AFTER DUMPING HIS WASTE





CITY OF
HARARE
CLEANER
DUMPING
WASTE AT AN
ILLEGAL
DUMPSITE IN
LUSAKA
NEAR
SERVICE
STATION



MR MASI
LOADING
MANURE
INTO A CART
DONATED BY
EMA FROM
WASTE
SEPARATED
AT A
DUMPSITE AT
LUSAKA
SERVICE
STATION

MR TSVETAI
TAKURA
FROM
TYNWALD
SOUTH
EXPLAINS
THE
PROBLEM OF
SEWER
BURSTS AT
HIS HOME





SEWERAGE
MENACE IN
TYNWALD
SOUTH

POTHOLE FILLING CAMPAIGN BY UNEMPLOYED YOUTHS IN MABVUKU AT CORNER MANRESA WAY AND CHIGUSA



RESIDENTS COLLECTING WATER FOR DOMESTIC PURPOSES AT A MAIN HOLE IN MASASA PARK





TREATED
WATER
GUSHING
OUT AT A
MAIN PIPE
BEHIND
HEROES
ACRE



TREATED WATER
GUSHING OUT AT
A MAIN PIPE
FROM WARREN
WATER WORKS
PLEASE NOTE
THAT THE BURST
HAS OVER A
DECADE
UNATTENDED

PICTURE;
COURTESY OF
COMMUNITY
WATER ALLIANCE)

TREATED WATER
GUSHING OUT
AT A MAIN PIPE
FROM WARREN
CONTROL
STATION BEHIND
HEROES ACRE
THIS BURST HAS
BEEN
UNATTENDED
SINCE 2006
UNTIL NOW 2014





TWO BOYS
PLAYING AT
AN ILLEGAL
DUMPSITE IN
MBARE
NATIONAL
ALONG
SIMON
MAZORODZE
NEAR TOTAL
GARAGE



TWO
UNIDENTIFIED
GIRLS FINDING
THEIR WAY
OVER RAW
SEWERAGE
FLOW AT THEIR
HOUSE IN
GLENORA B

UNIDENTIFIED BOYS PULLING A CART OF WATER IN KUWADZANA PHASE 3



UNIDENTIFIED MEN AND WOMEN WALKING OVER A HUGE ILLEGAL DUMPSITE IN MUFAKOSE ALONG MUONDE STREET





VENDOR
LOADS
BIODEGRADA
BLE WASTE
IN LUSAKA
VEGETABLE
MARKET
ENROUTE TO
COMPSTS



WOMEN
ACCESSING
WATER FROM
AN
UNPROTECTED
SOURCE IN
KAMBUZUMA
AFTER
MORTON
JAFFRAY
WATER WORKS
SHUTDOWN



ActionAid is a global movement of people working together to achieve greater human rights for all and defeat poverty. We believe people in poverty have the power within them to create change for themselves, their families and communities. ActionAid is a catalyst for that change.

ActionAid Zimbabwe

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PHOTO CREDITS:
COMBINED HARARE
RESIDENTS ASSOCIATION
ACTIONAID

FRONT COVER:
COMBINED HARARE RESIDENTS
ASSOCIATION MEMBERS
CONDUCT AN ON SITE WASTE
SEPARATION EXERCISE AT A
DUMPSITE AT LUSAKA SERVICE
STATION HIGHFIELD

PHOTO:
ACTIONAID

BACK COVER:
WOMEN AT A MEETING

PHOTO:
ACTIONAID

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