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Status of Social Accountability

in the delivery of services by public institutions with
an emphasis on local authorities

RESEARCH REPORT

Submitted to ActionAid Zimbabwe

Report by **Development Governance Institute (DEGI)**

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List of Abbreviations

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AAZ	ActionAid Zimbabwe
BCC	Bulawayo City Council
BPRA	Bulawayo Progressive Residents Association
CEO	Chief Executive Officer
CHITREST	Chitungwiza Residents Trust
CHRA	Combined Harare Residents Association
COH	City of Harare
CSOs	Civil Society Organisations
DOMCCP	Diocese of Mutare Community Care Programme
ESAP	Economic Structural Adjustment Programme
FCTZ	Farm Community Trust in Zimbabwe
FDG	Focus Group Discussions
HBC	Home Based Care
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
HRBA	Human Rights Based Approach
HRT	Harare Residents Trust
ICG	International Crisis Group
ICT	Information and Communication Technology
IYWD	Institute for Young Women Development
LA	Local Authorities
LDPs	Local Development Programmes
LGAs	Local Government Areas
M+E	Monitoring and Evaluation
MDC	Movement for Democratic Change
MURRA	Masvingo United Residents Ratepayers Association
NANGO	National Association of Non-Governmental Organisations
NGOs	Non-Governmental Organisations
NYDT	National Youth Development Trust
POP	Accountability Programme Objective Plan
POSA	Public Order and Security Act
RBM	Results Based Management
RDC	Rural District Council
RDDC	Rural District Development Committee
RWA	Rural Women's Assemblies
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Emergency Fund
WASH	Water, Sanitation and Hygiene
USAID	United States Agency for International Development
VIDCO	Village Development Committee
WADCO	Ward Development Committee
WILD	Women in Leadership and Development
YAT	Youth Agenda Trust
ZANUPF	Zimbabwe African National Union Patriotic Front
ZESA	Zimbabwe Electricity Supply Authority
ZIMASSET	Zimbabwe Agenda for Socio-Economic Transformation
ZINARA	Zimbabwe National Road Administration
ZINWA	Zimbabwe National Water Authority
ZUNDAF	Zimbabwe United Nations Development Assistance Framework
ZWRCN	Zimbabwe Women Resource Centre and Network
ZYWNP	Zimbabwe Young Women Network for Peace Building

1 Introduction

This report presents the findings of a research on the status of social accountability in the delivery of services by public institutions with an emphasis on local authorities. It follows commissioning of a study by Action Aid International Zimbabwe (AAZ) in September 2014. The study was undertaken by the Development Governance Institute (DEGI). The framing of the study was based on the AAZ Strategic Plan for the period 2014 through 2018. The research was conducted within the framework of AAZ's thrust on the importance of understanding and fostering social accountability at the local government level without necessarily excluding aspects that relate to national governance.

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The research builds understanding on the status of social accountability in the delivery of services by public institutions with an emphasis on local authorities. The specific objectives of the research included establishing existing citizen-local authority social accountability processes and mechanisms, assessing the strengths and weaknesses of AAZ partners, developing a framework for building partner effectiveness, recommending opportunities arising from the Constitution and recommending a social accountability practice model. In operationalising these research objectives, the research seeks to answer the following research question: How does AAZ and partners do social accountability effectively? This provides two positions of now and then, thus this research comprehensively looked at the prevailing situation with a view to map a strategy to reach a desirable future (then).

UNDP defines accountability as 'the obligation of power-holders to take responsibility for their actions. It describes the dynamics of rights and responsibilities that exist between people and the institutions that have an impact on their lives, in particular the relationship between the duties of the state and the entitlements of citizens' (UNDP, 2013: 2). There are different types of accountability i.e. political, social, financial and civil. The World Bank (2013: 1) defines social accountability as "demand side" transparency and accountability initiatives that are led by citizens seeking to hold the accountable by increasing transparency and access to information (based on McGee & Gaventa, 2011).

In terms of operationalising social accountability, the study defined the concept as the process of building civic engagement, i.e. in which it is ordinary citizens and/or civil society organizations who participate directly or indirectly in exacting accountability (based on Malena, Foserster & Singh, 2004). The emphasis here is on citizens and civil society organisations (CSOs) as active agents of demanding accountability from duty bearers. Further, social accountability was taken as both a means and an end and thus resulting in social transformation.

In undertaking the study, the team focused on four critical issues. These included:

1. Citizen engagement;
2. Citizen-local authority relations;
3. AAZ partner capacity; and
4. Social accountability processes and mechanisms.

¹For detailed research objectives refer to Annex 4 (Terms of References)

In gathering data to inform analysis, the DEGI team used qualitative research tools. These included literature review, consultative meetings, key informant interview, focus group discussions (FGDs) and SWOT (strength, weaknesses, opportunities and threats) analysis. Literature review focused on the Constitution, local government legislation, and AAZ Programme documents, academic and non-academic literature. The team assessed 8 partner project documents and analyzed 15 partner self-assessment forms. Field research was conducted between September 15th and October 3rd, 2014. In terms of coverage the study drew insights from 157 community participants (104 females and 53 males) in 7 local authorities.² Key informant interviews were held with 12 AAZ partner programme staff, 2 councillors and 2 council officials and FGDs with council heads of departments in four local authorities of Bindura, Nyanga, Mutoko and Makoni. SWOT analyses were carried out with 6 AAZ partners focusing on partners' social accountability programming. The preliminary findings were presented and validated on the 16th of October during a weeklong Social Accountability workshop held between October 13th and 17th 2014 in Harare. All AAZ partners to the social accountability programme were present. Comments raised during the presentation formed the basis of finalising this report.

1.1 Report structure

This report has 6 sections. Section two explains the conceptual framework which informed this study as well as providing key lessons from civil society led accountability initiatives in Africa. The third section provides the context and environment of social accountability in Zimbabwe. Section four describes the research approach and methods used in conducting this study. Thereafter the report details the research findings. Lastly, the report gives target specific recommendations.

1.2 Action Aid Zimbabwe Strategic Plan (2014-18)

The current AAZ country strategy focuses on strengthening citizens' actions against poverty. This is attained through prioritising three objectives namely promoting improved livelihoods and enhanced rights to land and natural resources; advancing the political influence of women, young women, men and children to hold government and corporates to account; and ensuring that women and girls break the circle of violence.³ In pursuing the stated objectives, AAZ uses a number of activities at local and national government levels. In particular these activities include sensitization meetings, training of trainers' courses, networking and alliance building, collaboration with government institutions, participatory research, lobbying and advocacy, capacity development and training among others.

AAZ uses two approaches in delivering its programmes. First is the Human Rights Based Approach (HRBA) which forms the core of AAZ's work. HRBA is premised on collective action and citizen agency of rights holders (citizens) and responsiveness of duty bearers (state institutions). Such an approach is expected to address the structural causes and consequences of poverty in Zimbabwe. Scholars argue that citizen empowerment through a rights-based approach to demand accountability from their governments and a rights-based culture of governance holds significant potential for success as compared to technocratic approaches to public sector reform (Shah and Andrews, 2005). Key change agents in demanding accountability and rights claiming from central and local governments and other

²Bindura, Mutoko, Makoni, Harare, Nyanga, Masvingo and Bulawayo

³Action Aid Zimbabwe Country Strategy Plan (2014-18).

duty bearers are women, youth, children, ordinary citizens and other people living in poverty. AAZ works in rural, peri-urban and poor urban communities in Zimbabwe.

Second is the partnership approach. AAZ delivers its programmes in partnership with independent organisations which advance the interests of the poor and marginalised people. Specifically, the work of AAZ is delivered through Local Development Programmes (LDPs), project based and national partnerships. Nationally based organisations provide leverage for AAZ in influencing policy changes, and promoting transparent, accountable and gender sensitive public service delivery.

1.3 Accountability Programme Objective Plan (2014-2018)

One of AAZ's programmes, the Accountability Programme Objective Plan (POP) aims at advancing the political influence of women, young women, men, children and other people living in poverty in holding governments and corporates accountable. The programme is centred on six (6) key actions namely community skills training and capacity building, reflection / action, coalition building, policy research/evidence gathering, advocacy and campaigning, and partner capacity building. The expected impact of the programme is a situation in which '340,000 people living in poverty have secured access to quality, equitable and gender responsive public services (education, health, clean water, sanitation and agricultural support services) being provided by accountable local and central governments and corporates'.⁴ AAZ Accountability POP relies on a partnership approach, making it necessary to understand social accountability mechanisms in the local areas where partners work and then evaluate partner gaps in social accountability programming. In order to develop interventions that aid social accountability and service delivery, AAZ commissioned this research to ascertain the present situation with regards to social accountability.

⁴Accountability Programme Objective Plan (POP) for 2014-2018.

2 Framing the Research

This section explains the conceptual framework that guided this research. In particular, emphasis is placed on defining key terms, explaining the social accountability conceptual framework, analysing social accountability approaches in practice and drawing key lessons from civil society led accountability initiatives in the African continent.

2.1 Accountability as a Concept

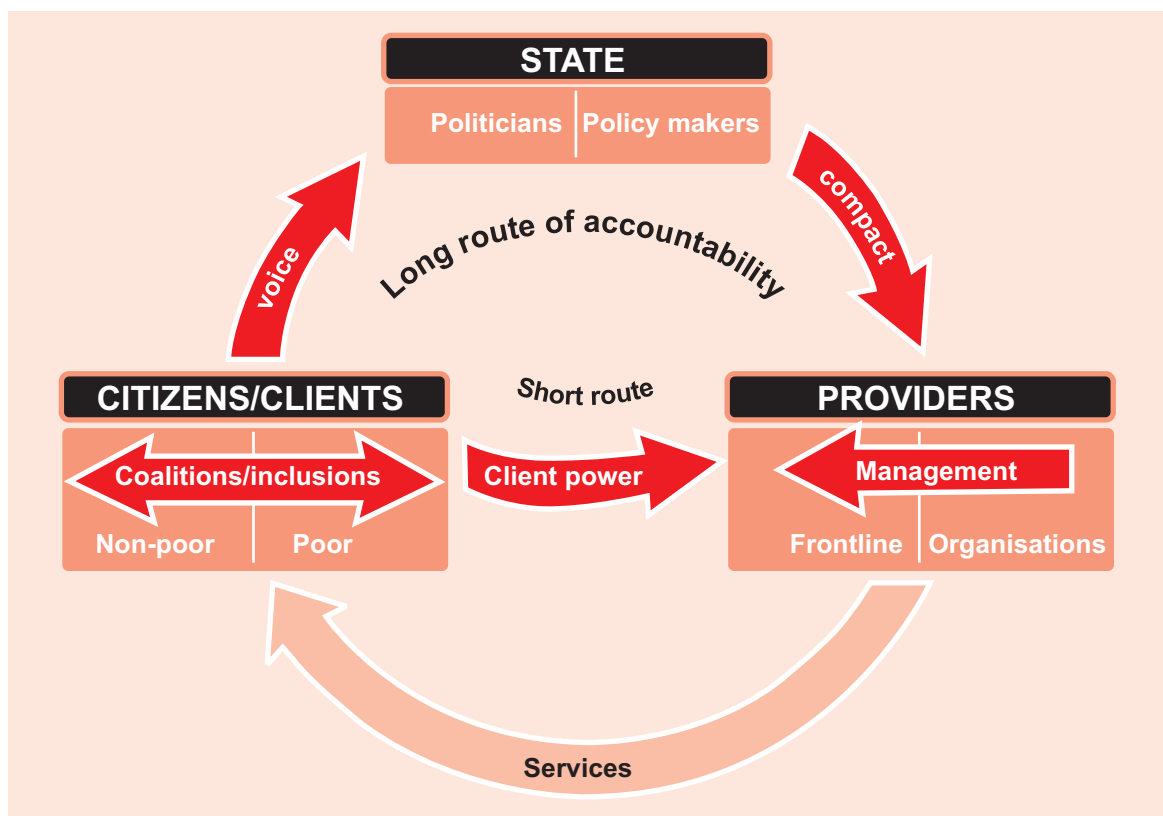
The subject of accountability especially of state institutions to citizens has gained much traction in mainstream development work. This is driven by the importance of creating mechanisms of accountability to citizens by the state (Goetz & Gaventa, 2001). In practice, however, citizens face a widening gulf between themselves and the powerful institutions that are meant to serve them (Mulgan, 2003: 1). In trying to understand accountability brings to the fore the questions of accountability for what (objectives), who (beneficiaries), how (means and processes), and where (context). Various authors have put forward definitions of accountability as including enforceability and answerability, holding actors responsible for their actions, keeping the public informed and the powerful in check (Shedder et al., 1999; Cornwall, Lucas & Pasteur, 2000; Mulgan, 2003; Newell & Wheeler, 2006). Development agencies like UNDP define accountability as 'the obligation of power-holders to take responsibility for their actions. It describes the dynamics of rights and responsibilities that exist between people and the institutions that have an impact on their lives, in particular the relationship between the duties of the state and the entitlements of citizens' (UNDP, 2013: 2). For conceptualisation purposes, this research uses the UNDP definition.

2.2 Defining Social Accountability

Social accountability can be defined as an 'approach towards building accountability that relies on civic engagement, i.e. in which it is ordinary citizens and/or civil society organizations who participate directly or indirectly in exacting accountability' (Malena, Forster & Singh 2004: 3). The goal of social accountability is initiating demand-driven and bottom up citizen voice and oversight in public service delivery. Two main actor categories are crucial in social accountability namely state and non-state actors. State actors include the executive, oversight institutions (legislature and audit institutions), and the judiciary while non-state actors include citizens, CSOs, media, development partners, and the private sector (World Bank, 2013). The role of state actors is mainly to provide services. Oversight institutions guarantee and safeguard the provision of quality services. On the other hand, non-state actors develop interventions that complement state actions while also ensuring state actors are accountable. As part of state actors, local authorities are responsible for the provision of services to their constituencies. The World Bank provides a service delivery framework with three service-related actors - citizens/clients, politicians/policymakers, organizational providers, and frontline professionals (Fig 1).

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Figure 1: Conceptualizing Social Accountability



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Source: World Bank, 2003: 49

The World Bank argues that service delivery can be improved 'by putting poor people at the centre of service provision: by enabling them to monitor and discipline service providers, by amplifying their voice in policymaking, and by strengthening the incentives for providers to serve the poor' (World Bank, 2003). Individuals and households are both citizens (participating through collective action organisations to define collective problems) and clients (customers of service providers getting clean water, education and health services). Politicians and policy makers discharge the fundamental responsibilities of the state through using power to enforce rules, regulations and laws. Organisational providers are government institutions, in this case local authorities. Frontline professionals are workers of service providers. In local government, these are workers of local authorities mandated with managing service delivery to residents. The four service-related actors shown in Fig. 1 are connected through relationships of accountability which are:

- i. Voice and politics: connecting citizens and politicians.
- ii. Compacts: connecting politicians/policymakers and providers.
- iii. Management: connecting provider organizations with frontline professionals.
- iv. Client power: connecting clients with providers.
- v. Short route of accountability: direct connection between service providers and citizens (World Bank, 2003).

Three building blocks are common in social accountability approaches. These are accessing information, making the voice of citizens heard and negotiating for change. Information is important for effective social accountability. Its availability of information facilitates informed citizen engagement with service providers. Such information can be in areas of 'budgets,

expenditures or compliance with international legal frameworks or in creating new information about access to and quality of services' (UNDP, 2013: 3). Further, social accountability initiatives must provide citizens with information concerning their obligations, rights and the institutional the framework of service delivery. This is an important step in fostering active and effective citizenship and encouraging citizens to engage (Gaventa& Barrett, 2010). Active citizenship means a 'combination of rights and obligations that link individuals to the state, including paying taxes, obeying laws, and exercising the full range of political, civil and social rights (Green, 2013: 10). Active citizenship compels a state to be responsive and accountable for its actions.

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Making the voice of citizens heard entails the expression and communication to power-holders of needs, priorities and concerns of citizens in order to implementation of social accountability. This provides a platform for citizens' voices to be heard by service providers and public institutions. Strengthening civic engagement amplifies 'citizen voice'. Social accountability initiatives aim to increase the transparent governance in many spheres. These range from local service delivery to national processes of development policy formulation. It must be acknowledged that the tools or approaches used by CSO who aim to assert social accountability is not a new phenomenon but the concept of social accountability is 'new' terrain that aims to develop a framework and enforce accountability from those in power (McNeil & Malena, 2010:35).

Social accountability promotes civic engagement amongst the citizens and civil society to hold public officials accountable for the decisions they take in the administration of community affairs. In essence, social accountability is a form of civic engagement that builds accountability through the collective efforts of citizens and civil society organizations to hold public officials, service providers and governments to account for their obligations with responsive efforts (Houtzager & Joshi, 2008). Social accountability essentially describes the principle of a vibrant, dynamic and accountable relationship between states and citizens underpinning efforts to ensure equitable development (UNDP, 2013: 14).

2.3 Social Accountability in practice

The main goal of social accountability initiatives is improving the efficiency of service delivery, strengthening citizen participation and promoting democracy and decentralisation. Tools often used include citizen report cards and scorecards, community monitoring, participatory planning tools and social audits were some of the tools used in promoting social accountability. Building on past experiences, social accountability practice has evolved over time. Participatory budgeting, public expenditure tracking, gender budgeting, citizen juries and other forms of public hearings are some of the new social accountability mechanisms (UNDP, 2013). The selection of what mechanism to use depends on the context and particular issues of focus. In general, the basic elements of social accountability initiatives are described in Table 1:

Table 1: Basic elements of social Accountability

ELEMENT	DESCRIPTION
Preparing community and civil society groups to engage	<ul style="list-style-type: none"> - Raising the awareness of citizens, - Building confidence and capacity for engagement, - Building networks and coalitions.
Collecting, analysing and using information	<ul style="list-style-type: none"> - Finding, securing and analysing information on government activities, - Translating information into different formats, styles and languages, - Sharing information through the media and social and political networks.
Undertaking accountability engagements with governments	<ul style="list-style-type: none"> - Using instruments such as scorecards, audits and budget analysis to engage with a government, - Making use of formalised spaces of participation, - Creating new spaces of participation, - Mobilizing social protests.
Using information from accountability engagements with governments	<ul style="list-style-type: none"> - Following up on commitments through advocacy, lobbying and campaigning work.

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Source: Adapted from UNDP, 2013.

Evidence from practice indicates that for easy implementation social accountability work must be embedded in government institutions. This facilitates a cordial working relationship and interaction between targeted government institutions and organisations promoting social accountability. In addition, the nature of organisations promoting social accountability is critical in the success or failure of social accountability initiatives. Qualities and capacities of civil society organizations associated with successful social accountability initiatives include:

- i. Legitimacy: the authority to speak on behalf of constituents, through open and accountable membership-based organizational structures;
- ii. Managerial capacity: to plan and administer activities with coherent objectives and strategies;
- iii. Advocacy capacity: to negotiate with and lobby government and to optimize the benefits of working in coalitions and networks;
- iv. Connection to networks and coalitions: to strengthen collective efforts and address them at different levels, to share information and to create inclusive action;
- v. Information and knowledge capacity: to seek, create, interpret and learn from information in order to provide evidence that informs accountability claims,
- vi. Leadership: to build alliances and identify strategic entry points for engagement with government;
- vii. Independence: to be seen as separate from decision makers and politicians, basing claims on evidence rather than political party positions or other identity (UNDP, 2013: 9).

It is critical at this stage to underscore the essence of building capacity of civil society organisations promoting social accountability. The CSO capacity development process must be comprehensive and in particular focus on the managerial, advocacy, information and knowledge capacity, leadership and coalition building.

Social accountability programming and the choice of tools used in a particular intervention must take into consideration the following factors that have a bearing on the success of the intervention. These are the political, economic, social and cultural contexts; the nature of the

state-citizen relationship for which social accountability is being advanced; the existing processes of interaction between the state and citizens and implementing organisation's preferences and approaches amongst other factors. There are several technical approaches that citizens and organizations that represent them can pursue to ensure that central and local governments are accountable and responsive to their needs. These tools focus on policy making and planning, financial management and the monitoring of the delivery of public services as described in Table 2.

Table 2: Social Accountability Tools

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1. Policy making and Planning	
Mechanism	Description
Citizen Juries	Composed of 12 to 24 randomly selected citizens, constitute a direct method for obtaining informed citizens' input into policymaking processes.
Public Hearings	Usually conducted by public bodies (such as city councils, municipalities and planning commissions) either as a part of regular meetings or as special meetings to obtain public comment on particular governance issues.
Study Circles	Comprise a small group of people who meet over a period of time to deliberate on critical public administration issues
Public Forums	Occur when a government opens its official meetings to the public to harness community input and concerns
2. Public Finance Accountability	
Public Revenue Monitoring	Entails the tracking and analysis of the amount of revenue that a government (or Council) generates
Independent Budget Analyses	Occur when a critical mass of stakeholders research, monitor and disseminate information about public expenditure and investments
Public expenditure tracking surveys	Track the flow of public funds to determine the extent to which resources actually reach the target groups
Community-led procurement	Enables local communities to participate in procuring public goods.
Participatory budgeting	A process through which citizens participate directly in budget formulation, decision-making and monitoring of budget implementation
3. Monitoring public services	
Stakeholder Surveys	A range of techniques employed in mapping and understanding the perspectives of stakeholders with an interest in who have an interest in a particular policy reform programme by the government
Citizen Report Cards	Participatory surveys that seek to obtain user feedback on the performance of public services.
Citizen audits	An information generating process that gathers evidence from citizens on the implementation of programmes and their social consequences
Community scorecards	Involve surveys of both citizens and service providers on their perceptions of the quality of services provided.
Social Audits	Collecting information on the implementation of particular public services in relation to expected standards, usually by an independent organization.

2.3 Social Accountability Approaches

There are common methods that citizens use to track accountability and transparency of public entities that manage their affairs. These entail among others, using legal channels for seeking redress; formal government structures and processes; citizen participation approaches; government policies; ICT-based; and traditional/conventional methods.

i. Direct engagement

Direct engagement between individual citizens and politicians and technical staff within local authorities is one means by which citizens can make local government accountable (Claasen & Alpín-Lardiés, 2010). Individual citizens can petition local governments and tender complaints formally through the department that is responsible for public relations and liaison. Individual engagement offers citizens quicker and more effective response to their complaints. They are also able to inquire on related issues and get prompt feedback. Citizens can ensure that the government is transparent through collective action. This could be in the form of organised institutions such as residents associations or trade unions. These organisations often exert pressure on the state using media and legal channels to submit their petitions. The effectiveness of individual or collective actions for holding governments accountable depends on the political and bureaucratic channels through which the complaints are lodged (ibid). This relates to how the government perceives the legitimacy of the complaints and claims made. The power and political contacts that the individual or organisations have also determine the extent to which their claims will be handled. Poor people often resort to political channels to seek redress to their issues whilst the middle and upper classes usually use bureaucratic and legal channels.

ii. Using the law as a social accountability anchor

The law itself has become an important tool that citizens can use to agitate for the fulfilment of their justiciable rights. For example, Nepal's 2007 Right to Information Act grants citizens broad access to public information held by state institutions. Further, Nepal's 2008 Good Governance Act stresses the importance of establishing a public administration regime that is 'pro-people, accountable, transparent, inclusive and participatory' (Malena & Tamang (n.d). On the basis of these laws, citizens can take a judicial approach to have their problems solved by the responsible authorities.

iii. Utilizing government structures and processes

Many governments establish structures within their governance systems to ensure social accountability. According to Claasen & Alpín-Lardiés (2010) horizontal accountability is usually seen within the structures of the state (legislature, judicial bodies and ombudspersons) where it provides institutional checks and balances to guard against abuse of power by authorities. These structures also have departments that respond to citizens' issues.

iv. Citizen participation as a means of fostering social accountability

At the core of public administration is the need to ensure that citizens participate, actively, in how their affairs are managed by the authorities. According to the World Bank (2013) social accountability mechanisms involve citizens seeking information from government (e.g. budgets, expenditures) and in creating new information about access to and quality of services. Twaweza (We can make it happen) is an example of citizen-led initiatives in East Africa established to trigger social action by enhancing citizen agency. In Bolivia, the Popular Participation Law of 1993 attempts to decentralize power to the local level, where citizens

would participate directly in governance (UNDP, 2013). In Nepal the Local Self-Governance Act empowers municipalities to prepare their own plans and programs with the participation of local communities.

v. Deliberate government policy for achieving social accountability

Some governments formulate deliberate policies that foster social accountability and democratize governance systems making them responsive and transparent at both the local and national levels. Moldova adopted an Open Government Data system which allows open access to governmental information by its citizens. Citizen feedback approaches (including Grievance Redress Mechanisms) have been utilized to improve resource (forests) governance in different countries (World Bank, 2013). Other countries establish constitutional bodies to promote social accountability in the implementation of programmes. For example, the Parliamentary Oversight Committee on the HIV and AIDS pandemic in Mozambique runs a country-wide programme where those living with HIV report on poor implementation and demand accountability (UNDP, 2013).

vi. Use of ICT

ICT-based social accountability approaches that have been utilized to improve governance include websites and portals, video conferencing, tele-centres, citizen service centres, and electronic kiosks. Mobile phone-based services using short messages, interactive voice recording and hand-held devices such as personal digital assistants are being used globally as social accountability mechanisms. In India, for example, CGNetSwara (a telecommunications company) provides the tribal population of Chhattisgarh with a voice-based portal through which they can report local issues to the responsible authorities using a landline or mobile phone and listen to other voice reports. The utilization of ICT-based social accountability models has been increasing steadily at the global scale. An ICT-enabled call centre known as Jankari, run by a NGO in the Indian state of Bihar, has contributed significantly toward achieving social accountability by public institutions operating in the state. In Tanzania TRAC FM airs popular radio shows on national development programmes that allow radio presenters to conduct surveys and listeners react via SMS (free of charge).

2.4 Key lessons from Civil Society led Accountability initiatives in Africa

Poverty, corruption, and poor public service delivery are some of the accountability challenges that characterise Africa's development. CSOs have responded to such development challenges using different initiative including through promoting social accountability. However, social accountability initiatives in Africa have largely been context specific in terms of approaches, strategies, challenges and focus areas. On analysis, key lessons from such initiatives across the African continent include investing in awareness raising and capacity building, broad-based and multi-stakeholder involvement, inclusiveness, importance of political analysis and timing, impact is greatest when strategies are multidimensional and system-wide, flexibility and innovation, and incentives and sanctions (McNeil & Melena, 2010). For a more context specific analysis, Table 3 summarizes the key lessons from civil society led social accountability initiatives across the African continent.

Table 3: Key lessons from Civil Society led accountability initiatives in Africa

Civil Society Initiative	Key Lessons
Seeking Social Accountability from Provincial Government in South Africa	<ul style="list-style-type: none"> - Strengthening and institutionalising social accountability must take cognisance of the context, - Support evidence-based social accountability monitoring with mass-based demands for improved service delivery, - Confrontational and cooperative relationships with the government.
Ensuring Social Accountability in Times of Political Crisis in Kenya	<ul style="list-style-type: none"> - Accountability requires a strong public voice and strong accountable institutions and rules, - Importance of the international community in promoting accountability.
Using the Media to Advance Social Accountability in Uganda	<ul style="list-style-type: none"> - CSOs can make a significant contribution to journalism by providing quality reports that can stand up to scrutiny, - CSOs should cultivate relationships with key people in the media, - CSOs can encourage specialisation by journalists in certain focus areas by inviting them to events that improve their understanding of certain subjects, - Information to journalists should be precise and concise to improve chances of having related stories covered in the media, - Importance of CSO communication strategies.
Enhancing Civil Society Capacity for Advocacy and Monitoring: Malawi's Poverty Reduction Strategy Budget	<ul style="list-style-type: none"> - Importance of evidence-based advocacy, - Value of constructive criticism, - Maintenance of good rapport with parliament, - Value of strategic alliances, - Prioritization of training on economic governance issues, - Need for ongoing media advocacy on the budget.
Participatory Budgeting In Fissel, Senegal	<ul style="list-style-type: none"> - Several tools were tested which pioneered innovation, - The rural council's open-mindedness and a long tradition of collaboration between the council and grassroots community organizations were critical in securing the council's strong support for the budgeting process, - The NGOs reinforced the capacities, methods, and techniques essential for stakeholders' effective participation in, and full ownership of the participatory process over long periods, - A local radio station was an essential tool for extensive information dissemination.
Gender-Sensitive and Child-Friendly Budgeting in Zimbabwe	<ul style="list-style-type: none"> - Importance of action-oriented research, independent (participatory) budget analysis, lobbying and advocacy (including information dissemination and media liaison), capacity development, and stakeholder participation and partnership development.
Citizen Control Of Public Action: The Social Watch Network In Benin	<ul style="list-style-type: none"> - Importance of capacity-building activities, critical analysis and research, dialogue with the state, advocacy, popular mobilization, media relations, and alliance building.

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Source: Adapted from: Claasen, Alpin-Lardiés & Ayer, 2010; McNeil & Malena, 2010.

3 Environment for Social Accountability in Zimbabwe

This section discusses the environment for social accountability in Zimbabwe. In particular, this section focuses on the legal, political and socio economic environment that enable or inhibit the practice of social accountability. Further the section focuses on social accountability experiences in Zimbabwe.

3.1 Socio-economic environment

The poor performance of the Zimbabwean economy characterised by massive closure of companies, high rates of unemployment, a liquidity crunch, and growing poverty has significantly reduced both central and local authority revenue bases. Further, key economic sectors contracted and the government struggles to pay wages and provide basic services (ICG, 2014: 1). The capacity of the state to deliver its constitutional obligations is at its weakest. Calls have been made to develop a 'pro-poor and inclusive development strategy' with an emphasis on reconstituting the state, and transforming it into a democratic, and accountable developmental state (cf. Kanyenze et al., 2011). Over the years low council revenue streams have resulted in uneven council expenditure in favour of administrative functions over provision of services leading to service delivery failure. The economic environment provides a convenient scapegoat for public service providers' lack of accountability and poor service delivery.

Zimbabwe's economic policies over time had effects on social accountability. For instance, the Economic Structural Adjustment Program (ESAP) resulted in growing poverty and other socio-economic problems. The impact of an increase in poverty was considerably greater on the plight of women and children than on men as demonstrated by National Association of Non-Governmental Organisations (NANGO) and Zimbabwe Women Resource Centre and Network's (ZWRCN) budget analysis and advocacy work conducted since 2002 to date. NANGO and ZWRCN's research and advocacy work on gender-sensitive and child-friendly budgeting was conducted not only as an attempt to find solutions to the structural causes of poverty but also a way of establishing mechanisms of calling government to account for its policies and actions (Muchabaiwa, 2010).

The present economic environment negates public and social accountability. Socio-economic and political problems constrain the integrity of accountability mechanisms. This weakens public institutions and systems. In addition, a growing culture of corruption and impunity has resulted in a general loss of public confidence in government and disillusionment on the effectiveness of accountability systems and state commitments to the cause of public accountability. Further, the exodus of professional and skilled manpower to destinations abroad left a debilitating impact on council staffing, competence and skills levels and hence public services delivery.

3.2 Political and Governance Institutions and Structures

The Constitution of Zimbabwe presents a number of institutions and mechanisms that seek to enhance accountability of government institutions. These include local government and service delivery capacity building programme, different government tiers, fundamental human rights and freedoms, Chapter 13 institutions, principles of public administration and leadership, law reform, and devolution. Below, we explain these in detail:

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i. Devolution

The Constitution of Zimbabwe (Chapter 14) provides for devolution of powers and functions to provincial and local government. Specifically devolution objectives are promoting peoples' participation in decision making, the rights of communities to manage their own affairs, and promoting a democratic, effective and accountable government. Further, the Constitution recognises three tiers of government namely national, provincial and local governments.

ii. Fundamental human rights and freedoms

Fundamental human rights and freedoms that promote social accountability enshrined in the Constitution are freedom to demonstrate and petition (Sec 59), freedom of expression and media (Sec 61), and access to information (Sec 62).

iii. Information disclosure

The Constitution preamble highlights the constitution's premise as '...the need to entrench democracy, good, transparent and accountable governance (GoZ, 2013a: 15). It is evident from the constitution that representative democracy is not enough for effective participation. Rather the Constitution broadens the space for citizen participation by allowing '...right of access to any information held by the State...in so far as the information is required in the interests of public accountability' (Sec 62). This is a pertinent clause that offers impetus to the achievement of social accountability at all levels of government. As Chatiza (2014: 2) argues, the caveat placed by section 62 does not in any way lessen the constitutional obligation on the State to emplace and operate open government systems. Section 62 equips citizens to access critical information such as minutes, budgets, annual reports etc. from local and provincial authorities and generally hold office bearers to account.

iv. Citizen Participation

The new constitution demands that people be involved in the formulation of development plans and programs that affect them (Section 13.2). Chapter 14 is specifically concerned with provincial and local government and its preamble gives powers of local governance to the people to enhance their participation in the exercise of the powers of the State and in making decisions affecting them (GoZ, 2013a: 103). The new constitution therefore empowers citizens and communities to hold local authorities to account through their democratic participation in government.

v. Chapter 13 Institutions

The Constitution provides two institutions mandated with combating corruption and crime. These are the Zimbabwe Anti-Corruption Commission and National Prosecuting Authority. These institutions are critical in safeguarding and promoting social accountability between public service providers and citizens.

vi. Principles of Public Administration and Leadership

The basic values and principles governing public administration (Sec 194) promote social accountability in service delivery. In particular, these principles relate to the requirement for public officials to respond to people's needs within a reasonable time, public participation in public policy making, public administration accountability to people and the dissemination of timely, accessible and accurate information by public institutions to people. It is therefore conceivable and perhaps desirable to interpret the constitution as providing a framework for making, implementing and tracking law and public policy that is broader than current public administration practice is structured to deliver (Chatiza, 2014: 2). The constitution in this

regard encourages a transparent public sector at all levels of government which is critical to the achievement of social accountability.

vii. Law Reform

The Constitution provides a framework for realignment of laws relating to public administration and governance. To date, the local government ministry has developed the Local Authorities Bill and Provincial and Metropolitan Councils Administration Bill. These Bills are expected to usher in a new legal regime for local government.

viii. Budgeting

The procedures to be followed during crafting of budgets or estimates are provided for under section 288 of the Urban Councils Act (Chapter 29.15) and section 121 of the Rural District Councils Act (Chapter 29.13).⁵ Councils through the finance committee carry out ward consultative meetings and also make the budgets public through local newspapers. Councils are then expected to take into account any objections on the budget estimates. In-order to ensure that consultations were carried out by the individual Councils, copies of the estimates are forwarded to the Minister for his information. While the Urban Councils Act seeks to exert some kind of accountability through consultation in the budget formulation process, citizens/ratepayers only make an input to estimates which have been made by council and not necessarily contribute to the development of the estimates.

3.2.1 Institutional impediments to social accountability

Specific issues relating to the political system and structure of government in Zimbabwe as regards enablers and impediments to social accountability are summed up below:

i. Central Government, the Local Government Ministry

At the central government level, the current local government legislation gives enormous powers for the Ministry to be involved in the governance or operations of local authorities. Central government also extends its reach to all levels including the community level through its deconcentrated structures of the provincial administrator and district administrators. While section 276.1 of the constitution gives local authorities the right to govern their own affairs, existing legislation has been used to circulate ministerial directives to local authorities that at times subvert the will of the residents. A case in point was the unilateral debt write off of bills owed to local authorities during the election campaign period prior to the 2013 election. This had devastating consequences on the ability of local authorities to continue providing good quality of services. The new local government Bills⁶ have not sufficiently transitioned from the Acts they seek to repeal particularly as they did not transform the relationships between the Executive (President and Minister) and Councils (Chatiza and Chakaipa, 2014). In fact the new Bills give excessive power to the local government minister. Such developments do not empower local authorities and citizens autonomy to manage their own affairs.

ii. Local Authority and Community level Structures

Some key enablers for social accountability in the Zimbabwe local government system include development planning structures⁷ (from village to national levels) and local government and traditional leadership structures. However, these structures and processes are at various levels of operation with the majority being non-functional. This presents both opportunities and challenges to social accountability initiatives.

⁵The RDC and UCA Act are currently being reviewed and a draft Local Authorities Bill has been produced by the Ministry responsible for Local Government which may alter the budget formulation process by local authorities.

⁶Local Authorities Bill, Provincial and Metropolitan Councils Administration Bill.

⁷For instance VIDCOs, WADCOs, RDDCs, Provincial Development Committees.

On the other hand, a number of impediments to social accountability exist at local level. These relate to poor corporate governance a result of the conflict between executive officials who may have political preferences versus elected officials. This conflict has caused failings in social accountability processes including the failure of council to implement resolutions and the failure of council to discipline defaulting executives. These institutional and structural features of local authorities in Zimbabwe provide a fertile ground for corruption. In recent general elections the calibre of elected councillors has been argued to be poor in respect of educational qualifications, a factor seen as limiting their ability to competently analyse and debate complex council documents such as budgets and financial statements.

iii. Role and influence of the political culture

Succession politics in the ruling party continue to dominate Zimbabwe's political discourse. Public battles have intensified, with intimidation and violence a disquieting feature (ICG, 2014: 1). Zimbabwe's political and economic institutions have been criticised as non-inclusive and extractive through 'cementing the power of those who benefit from extraction' (Acemoglu & Robinson, 2013: 372). This has translated into complex dynamics such as polarisation and politicisation of socio-economic development at all levels of government which has weakened state institutions. However, state institutions are key elements in the functioning of social accountability mechanisms. Moreover, the politics of the control of local authorities between MDC and ZANU-PF through recentralisation of power, parallel party structures and other unorthodox means continues unabated (Cf. McGregor, 2013). Social accountability is mainly successful where there is political will.

iv. Relationship between Government and CSOs

There has been a general perception since 2000 to date by government and politicians that CSOs and NGOs are pushing a regime change agenda. This has caused suspicion and mistrust between government and NGOs (NANGO, 2009). The conflict between government and NGOs has led to the creation of prohibitive community entry requirements often administered through the Police using the Public Order & Security Act and the office of the provincial and district administrators. This has negatively affected the ability of CSO and NGOs to mobilise and organise citizens to meaningfully participate in decision making processes, effectively monitor public services, lobby and advocate for change as well as access local authorities to build their capacity to respond to citizen's needs and aspirations.

3.3 Legal and Policy Environment

The 2013 constitutional reform and general election set the motivation for legislative, structural and institutional reform which translates to a fluid and dynamic socio-economic and political context for social accountability in Zimbabwe. The constitution sets the framework for an expansive social accountability agenda, although there are numerous and diverse impediments dominating culture and practice in accountability relationships in Zimbabwe. The preamble of the constitution, chapters 2 (objectives, values and principles), 4 (human rights), and 14 (devolution of government) amongst other provisions provide broadly for a better social accountability environment as they empower citizens to demand their rights including social, economic and cultural rights, participate more actively in governance and hold their leaders to account. Chapter 14 is notable for having a preamble anchoring the provisions of local government on the principles of democracy, separation of powers and participation, which are key social accountability instruments.

On paper, the local government law reform underway provides an enabling environment for social accountability. However, the implementation of devolution faces major hurdles as the ruling party see devolution as a threat to its hold on power (Muchadenyika, 2014). This view has not changed in the post-constitution making era. In essence, 'centralisation will continue if the new laws do not sufficiently operationalise the new Constitution (Chatiza & Chakaipa, 2014). Moreover, local government stakeholders⁸ are of the view that the spirit and letter of devolution in particular citizen participation in the governance of local affairs must be the core principle of new local government laws. Some of the provisions of the Local Authorities Bill that have an impact on social accountability are presented in Box 1.

Box 1: Local Authority Bill and Social Accountability

a) Right to Information

There is no mention of this critical clause in the Bill. While Sec 52 of the Bill removes the provision for *in camera* meetings contained in the UCA Sec 87(2), Section 53(7) maintains the secrecy of the minutes of any committee meetings since any council may reconstitute itself as a committee to maintain secrecy.

b) Citizen Participation

The Bill pays lip service to the notion of participation. It makes provision for 'consultations' with residents but the term is so vague as to have no practical consequence.

c) Objections by Residents

On 'objections' (e.g. regarding rates increases), councils may, with the consent of the Minister dismiss objections without justifying themselves.

d) Residents Associations

The Bill makes no mention of them, let alone legislating their existence.

e) Accountability of officials and Councillors Financial Operations

There are no provisions for increased transparency in the financial operations of councils nor does the Bill specify any penalties for the failure of Councils to meet the requirements for financial reporting.

Access to Information

The Bill maintains the current method of publishing local government notices in a newspaper or posting at council offices.

Adapted from Davies (2014).

The current local government legislation provides a number of enablers for social accountability such as the provision for public attendance in full council meetings, participation in budget consultation and approval process, participatory development planning, and public tendering. Through a policy directive in 2009 the Government through the Ministry of Local Government prescribed that salaries and wages should constitute not more than 30% of total recurrent expenditure. In addition, Zimbabwe Agenda for Socio-Economic Transformation (ZIMASSET) focuses on government re-invention to improve general administration, governance as well as performance management (GoZ, 2013b: 118). One of the key result areas for the public administration, governance and performance management sub-cluster is public sector transparency and accountability. This provides an enabling environment for social accountability work when dealing with public institutions.

Moreover, as a deliberate policy to enhance accountability, the Government introduced Results Based Management at all levels of government. In local government, the policy has resulted in the formulation of performance based contracts for senior council executives. It can be argued that the introduction of the policy provides a firm foundation for holding council executives to account as well as performance evaluations by citizens.

⁸Dialogue convened by the Government of the Republic of Zimbabwe, Ministry of Local Government, Public Works and National Housing August 27th and 28th 2014, Rainbow Towers, Harare.

3.4 Social Accountability experiences in Zimbabwe

Social accountability has been promoted in Zimbabwe in various spheres. This section focuses on NGO experiences in social accountability in Zimbabwe. In particular, we focus on the work of Harare Residents Trust (HRT), Chitungwiza Residents Trust (CHITREST), NANGO and ZWRCN.

3.4.1 Harare Residents Trust

The Harare Residents Trust (HRT) has a monitoring tool for enhancing social accountability through regular evaluation of the performance of elected councillors. This particularly relates to the policy and representative work that the councillors do. This ongoing monitoring of the performance of councillors ensures that their (councillors) oversight role on the provision of services by the Council is enhanced. Between 2013 and 2014, HRT evaluated councillors from 24 Wards in Harare. The main issues that the organisation takes into consideration when evaluating councillors include water provision, waste management, road maintenance, housing and health delivery. On the basis of the monitoring results, the organisation recommends strategies for improving the performance of councillors.

Through the water barometer, HRT monitors the quality of water that is supplied to residents by the City. The organisation does research on the state of water infrastructure in the city. In the month of August 2014 the organisation toured fifteen (15) residential areas and the Central Business District assessing the state of water infrastructure, availability and quality. Some of the areas visited include Budiriro, Greystone Park, Mt Pleasant, Borrowdale and Masasa Park. It noted that the supply of water in these areas is erratic. The particular focus on water provision by the organisation is because water is a basic right to which all citizens are entitled to.

Through press releases the organisation raises important issues on corporate governance by the Council. For instance, on January 30, 2014; HRT issued a press statement to the effect that the City of Harare officials abuse public funds by awarding themselves huge salaries. It claimed that the Town Clerk for the City of Harare earned US\$37 642 per month excluding allowances. It further noted that of 70% of the salary bill went to senior managers (between grade 1 and grade 4) whilst the majority of lower level staff (grade 5 to grade 16) shared the remaining 30%. This is despite the realisation that the former constitute the majority of the workforce that the local authority employs. HRT also demanded that the salaries of council officials be made known to councillors and residents as a way of enhancing accountability.

As part of ensuring social accountability, the organisation mediates cases between residents and the local authority. In February 2014 the organisation recorded some success stories in resolving disputes between the local authority and residents. In Kuwadzana three (3), residents whose water had been disconnected for non-payment of a month's bill had their supply restored after the organisation intervened. At Tudor Gardens the tenants had bills above US\$1 040.00 for water consumption but when the HRT intervened they were reduced to less than US\$200. The organization holds regular focus group discussions with residents to gather evidence in order to approach the local authority. After engaging the local authority, the HRT organizes feedback meetings for the affected communities. This has ensured that there is flow of information between the residents and the local authority.

3.4.2 Chitungwiza Residents Trust (CHITREST)

Chitungwiza Residents Trust promotes an efficient and effective service delivery system in Chitungwiza through advocating and lobbying for a culture of good governance (CHITREST Constitution, 2011). The scope of work for CHITREST defines a broad agenda for social accountability programming at local level. Two of its objectives namely 'to empower citizens to demand accountability from leadership and service providers'; and 'to monitor and audit the performance of service providers so that they deliver quality and affordable services to the citizenry' yield social accountability actions, outcomes and impacts.

The key processes that CHITREST uses in exacting social accountability include voice and engagement, budget formulation and service delivery monitoring. The most active agency as evident from most prominent strategies from the organisation's work are engaging in peaceful demonstrations, Town Hall Meetings, petitions, media campaigns (live radio talk show), and lobby and advocacy with policy makers. Most of these efforts have been around the issue of house demolitions threatened by Chitungwiza Municipality on an estimated 14,000 houses on the instigation of the local government ministry. CHITREST has effectively used the agency voice through lobby and advocacy and litigation to keep the authorities at bay since the threat was first made on 5 November, 2013 (CHITREST, 2014). CHITREST's Information, Research and Training Department has consistently documented the legal battles with Chitungwiza Municipality on this matter. Further, CHITREST has made efforts to train Chitungwiza residents on budget monitoring and evaluation upon observing the lack of understanding by residents on 'their expected role and input in budget formulation and implementation...'⁹

3.4.3 National Association of Non-Governmental Organisations

NANGO has been implementing a Child Friendly Budgeting Initiative since 2000. This followed a comprehensive study on the status of children in Zimbabwe. The specific strategies used by NANGO in its initiative include action-oriented research, independent (and usually participatory) budget analysis, lobbying and advocacy (including information dissemination and media liaison), capacity development, and stakeholder participation and partnership development (Muchabaiwa, 2010). Child friendly budgeting workshops reached 424 children in Zimbabwe and covered issues such as MDGs, budgeting concepts, child friendly budgeting, child participation, participatory budgeting, advocacy strategies and budget oversight (NANGO, 2014). In essence, the focus of the initiative was on assessing the adequacy of the country's budgeting framework on the needs and entitlements of children. In addition, NANGO carried out a social accountability conference in 2007 to discuss broader social accountability issues in Zimbabwe. The conference was carried out under the theme "citizens have a right to demand accountability; public actors have an obligation to be accountable to citizens".

3.4.4 Zimbabwe Women's Resource Centre and Network

Beginning 2001, ZWRN started the gender responsive budgeting project informed by a study on the extent to which economic policies and national budgets were responsive to the needs and expectations of women (ZWRN, 2002). The study revealed serious disparities in national resource allocation, distribution and use (Muchabaiwa, 2010). Further, the 2003 ZWRN study found out that women's contributions to the care economy remain

⁹Extract from Problem Statement Section of Concept Note developed to solicit funding for Training of Trainers workshop on budget monitoring.

unaccounted for and uncounted (ZWRCN, 2003). In responding to such challenges, ZWRCN embarked on a number of activities mainly capacity building workshops targeting women organisations involved in home based care, the Shadow Gender Budgeting Statement, independent budget analysis (focus on women) and the Gender and development discussions on topical gender issues. The Statement focused on budgetary demands for women on social sectors and formed the basis of ZWRCN lobbying and advocacy.

3.5 Issues Guiding Council-Citizen Social Accountability Mechanisms

The legal framework of local government in Zimbabwe and organisational cultures provides a number of key issues that guide the operationalization of social accountability. In particular, these thematic issues relate to budget consultations, land allocation, local and master planning, borrowing, procurement, Council-Citizen communication, and accessing council services. Table 4 summarises these thematic issues.

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Table 4: Thematic issues guiding LA-Citizen social accountability mechanisms

Issue	Explanation
Budget Consultations	Councils carry out public (ward) consultative meetings and make the budgets public through local newspapers. Councils are expected to take into account residents objections on the budget estimates.
Land Allocation	Councils issue notices to citizens for any available land, and through open tenders/adverts invite residents on the housing waiting list to apply.
Local & Master Planning	The town planning regime provides for the participation of residents and the incorporation of their objections thereof.
Council borrowing	Councils are obliged to insert a public notice of their intention to borrow in a newspaper stating the reasons for the borrowing and amount. The citizens/ratepayers are entitled to object, and council must take these objections into account.
Procurement	Councils are required to call for tenders through a notice posted at the office of the council and advertised in two issues of a newspaper giving details of the proposed contract. Tenders are open to public inspection before being considered by Council. ¹
Council-citizen communication	Councils communicate with their citizens on a day to day basis through public notices, meetings; walk ins, press releases and or billing statements.
Accessing council services	Councils offer various services including water, sewer, education, street lighting, housing, business licensing, approval of plans etc.

Sources: Regional Town and Country Planning Act, Urban Council Act, Rural District Councils Act.

Table 4 shows the guiding framework for social accountability in Zimbabwe. The guiding framework is premised on the laws governing the administration and planning of rural and urban councils. Such issues (Table 4) guided this research and also informed the findings presented in section 5.

¹⁰cf. Section 211 of the Urban Councils Act on tenders and the specific role of the State Procurement Board.

4 Research Design and Methodology

This section outlines the research design and methods that were used in generating data for the assessment study. In particular we present the research approach, sampling framework, research tools and methods, and study limitations. A comprehensive review of social accountability literature, AAZ programme documents and Partner proposal documents informed research tools and methods.

4.1 Research Approach

A largely qualitative approach was adopted in assessing the status of social accountability in the delivery of services by public institutions especially local authorities. The tools used were modelled to incorporate AAZ's human rights-based and partnership approaches. The focus areas that the tools sought to inquire included the participation of communities in the governance of their areas and local authorities' processes. They included an assessment of AAZ's partners' capacity to foster social accountability in service delivery by local authorities. Further, an assessment of the relationship between citizens and their local authorities was done as part of the study. Figure 2 provides a summary of the main focus areas that informed the study methodology.

Figure 2: Focus areas



4.2 Sampling approach

The geographical area of operation for each of AAZ's partners was the main criterion that was used to draw samples in the research. In implementing its programmes AAZ works through a number of partners.¹¹ Fieldwork was carried out in the local authorities that AAZ partners are implementing the social accountability programme. The sampling framework was purposive as key informants were deliberately selected in consultation with AAZ's partners on the ground. The consulting team visited CHRA (Harare), BUPRA and WILD (Bulawayo), Simukai and DOMCCP (Nyanga), Batsiranai (Makoni), MURRA (Masvingo), ZWYNP (Mutoko), YAT (Chitungwiza and Epworth) and IYWD (Bindura) as part of generating the relevant data for the study.

¹¹These include CHRA, Batsiranai, ZWYNP, DMCCP, Simukai, MURRA, BUPRA, WILD, Women's Trust, FCTZ, Basilwizi, YAT, and NYDT.

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4.3 The Research Process

4.3.1 Literature Review

A comprehensive review of literature was conducted to provide the conceptualization of this study. The Constitution provides for the participation of citizens in local governance. Relevant sections that have a bearing on social accountability were identified and provided the guiding framework under which the assessment was framed. In the same vein, local government Acts (such as the Urban Councils Act, the Regional Town and Country Planning Act and the Rural District Councils Act) were reviewed and their contribution to social accountability flagged. The Local Government and Provincial and Metropolitan Bills have provisions that have an impact on social accountability. These were assessed as part of generating secondary literature. At the Ministry level, policies and guidelines in relation to the notion of social accountability were evaluated. In the local authorities visited, the consulting team obtained reports and assessed their relevance to the issues under review. Local authority strategic plans were assessed to ascertain the short to medium term vision in fostering accountable and transparent governance. Strategic documents from institutions (such as UNDP and the World Bank) were examined and provided a sound framework for assessing social accountability mechanisms. They provided useful information on global good practices. AAZ's Strategy and Accountability Project Objective Plan (2014-2018) documents were also reviewed as part of data generation.

4.3.2 Field Work

The fieldwork was carried out over a period of three (3) weeks in the sampled areas. During the first week of fieldwork (September 15th to 19th), the consulting team visited Mutoko, Bindura and Makoni. Fieldwork in Harare, Epworth, Makoni, Nyanga and Masvingo was conducted in the second week (September 22nd to 26th). In the third week (September 29th to October 3rd) fieldwork was conducted in Bulawayo. The fieldwork phase entailed intensive consultative discussions with AAZ's partners, respective local authorities and communities.

4.3.3 Outline of key tools used

Four (4) main tools were used in generating data for this research. These include key informant interviews, focus group discussions (FGDs), Consultative meetings and a SWOT analysis of AAZ partners as summarised on Table 5.

Table 5: Summary of Tools, Coverage and Participants

Tool	Coverage	Number of Participants
Literature Review	Constitution, Local Government legislation, AAZ and other literature	N/A
Consultative meetings in Local Government Areas	Eight (8) in Bindura, Mutoko, Makoni, Harare, Nyanga, Masvingo & Bulawayo	157 Participants (104 Female)
Key Informant Interviews	Programme staff Council Officials Councillors	12 3 3
FGDs	Four (4) Councils (Bindura, Nyanga, Mutoko & Makoni)	9 Heads of Council Departments
SWOT Analysis sessions	7 CSOs	25 partner staff
Partner Self-Assessments	15 of AAZ's CSO partners	15 organizations
Participant Observation	1 Local Authority process with staff and Councillors	City of Harare's Education, Health, Housing & Community Services and Licensing Committee Retreat

4.3.3.1 Key Informant Interviews and Partner Self-Assessment Forms

Key informant interviews were held with AAZ Partner programme officers.¹² The interviews were facilitated by a key informant guide focusing on understanding of social accountability concept and legal framework, project focus areas and activities, emerging results, existing citizen-local authority engagement processes and mechanisms and capacity building needs. Partner self-assessment forms were sent to AAZ partners before the field work.¹³ Specifically the form comprised of 13 questions focused on among other things partner core competencies, emerging lessons and challenges, social accountability processes and tools, enabling environment, and partner capacity needs.

4.3.3.2 Focus Group Discussions

These were held with council heads of departments¹⁴ and councillors. The focus was on establishing the existing local authority-citizen engagement processes and mechanisms. This was through an assessment of how local authorities ensure social responsibility in their service delivery programmes. In addition, the FDG focused on the interaction between local authorities and AAZ partners.

4.3.3.3 SWOT/ Problem Tree analysis

An analysis of the organizational strengths, limitations, prospects and risks of each of AAZ partners was conducted. The main aim was to identify the capacity challenges that these partners face in operationalising social accountability mechanisms in their areas. It is through this analysis of the different partners that lessons and good practices were drawn. Further, emphasis was placed on the main problems which must be addressed through social accountability programming, the root causes, effects and alternative ways of dealing with such problems.

4.3.3.4 Consultative Meetings

Eight (8) consultative meetings with organized community groups were held. These meetings included residents, farmers, traditional leaders, women, youth, political leaders, extension workers and ordinary people. The consulting team listened to the citizen-local authority engagement challenges that these groups face as well as the possible ways to solve them. Communities presented how they could participate in local governance processes in their local areas. It emerged that organized groups present a stronger front for engaging with local authorities than citizens in their individual capacities. Table 6 provides a summary of participants in consultative meetings.

Table 6: Summary of Consultative meeting Participants

Local authority	Male	Female	Total
Bindura	0	13	13
Mutoko	9	10	19
Makoni	7	19	26
Nyanga	11	14	25
Masvingo	2	15	17
Bulawayo	17	27	44
Harare	7	6	13
Total	53	104	157

Source: Field Work, September – October, 2014.

4.4 Data Analysis and Presentation

Data was analysed based on defined themes (research objectives). The themes include existing citizen-local authority social accountability processes and mechanisms, partner assessment in social accountability programming, and a framework for building partner effectiveness in contributing to Accountability POP. Based on research tools used and research needs, sub themes or indicators were developed under each theme.

The findings are presented per each research objective. Recommendations are developed based on these findings. In presenting the findings, attempt is made to provide context specific findings so as to avoid generalisation. The research team is cognisant of the fact that not all collected data finds its way in the report hence we provide an abridged summary of field notes as part of the Annex.

4.5 Ethical Considerations

The consulting team made efforts to ensure that the generation of data was done within the acceptable limits of professional research. Efforts were made to ensure that research participants volunteered information willingly without duress. The team explained the essence of the research to the participants prior to discussions. AAZ partners were responsible for organising and securing participants.

4.6 Key Methodological Considerations

Effective practice in social accountability demonstrates that change must take place in public administration institutions for social accountability outcomes to be realised. The approach of engaging public administration at duty bearer and executive level largely determines the extent of failure or success of social accountability interventions. The level of responsiveness of the duty-bearers to the rights holders often depends on the capacity of the institution and the obtaining environment. An adversarial approach can be effective where institutions of government have respect for the rule of law and the independent national institutions set up to promote accountability are strong, effective and functional. Such approaches involve putting pressure on government through media campaigns, protests and demonstrations in order to get them to account. The other approach is premised on dialogue and negotiation between the rights holders and power holders / duty bearers in order to influence meaningful change that enhances social accountability. Such an approach involves engagement through stakeholder workshops, public meetings and capacity building of communities to participate in planning processes and of local authorities to respond to the citizen's demands.

Social accountability interventions must therefore be context specific. A combination of approaches in the post-constitution and local government law reform in Zimbabwe favours more constructive citizen-state engagement ahead of adversarial pressure on government.

For this research, the relationship between AAZ partners and their local authorities had a bearing on availability of information especially that pertaining to local authorities as key players in social accountability. The team was unable to meet council officials from Masvingo, Harare, Insiza and Bulawayo as planned. In Masvingo the officials were committed elsewhere whilst in Bulawayo the consulting team was advised that relations between the Council and BPRAs were strained. WILD was in the process of engaging formally with Insiza RDC. The consulting team only managed to meet with the CEO for Nyanga but it would have been ideal to also have discussed with the departmental heads. The departmental heads had other

commitments to attend to during the time they were supposed to meet with the consulting team. Lastly, during the fieldwork some issues kept recurring in different areas visited thus leading to a high incidence of case saturation. Further, information obtained from other locations has proved to be consistent in establishing that there are limited deliberate social accountability initiatives tailor-made to produce or consolidate planned social accountability outcomes on the ground. In spite of this, the fieldwork phase generated considerable and relevant data and useful insights that can aid social accountability in local governance.

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5 Research Findings

This section presents the key findings of the research. Specifically these findings relate to existing citizen-local authorities social accountability processes and mechanisms, partner assessment in social accountability programming, and a framework for building partner effectiveness in contributing to social accountability.

5.1 Existing citizen-local authorities' social accountability processes and mechanisms

In order to fully understand existing citizen-local authority engagement processes, we focus on two perspectives. One is citizen-local authority engagement processes employed by local authorities visited by the research team. Second are citizen-local authority engagement processes, which are being promoted by AAZ partners. Table 7 shows Citizen-local authorities engagement processes and mechanisms in 8 local authorities.

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Table 7: Citizen-local authorities engagement processes and mechanisms

Local Authority	Engagement processes & mechanisms
Mutoko RDC	Participatory Budgeting, Gender Budgeting, Councillor Ward Meetings, Development planning structures ¹⁵ ,
Bindura Municipality	Councillor Ward meetings, Residents Associations, Budgeting, Complaints register, Toll free & SMS Platforms
Makoni RDC	Budgeting, Road maintenance, Community Development (plough backs ¹⁶), Development planning structures, Women Revolving Fund,
Nyanga RDC	Budgeting, Community Development Planning, Councillor Ward meetings, Development planning structures
Masvingo Municipality	Budgeting, Residents Associations, Councillor Ward Meetings
Bulawayo City Council	Budgeting, Call Centre, Councillor Ward Meetings, Residents Associations, Sewer Blocking, Clean Up Campaigns,
Harare City Council	Budgeting, Residents Associations, Slum Upgrading, Participatory Community Planning, Councillor Ward Meetings,
Epworth Local Board	Budgeting, Slum Upgrading, Participatory Community Planning, Councillor Ward meetings

Source: Field Work, September - October 2014.

The effectiveness of engagement processes and mechanisms presented on Table 7 is nuanced and context specific (depends on the local authority, process and mechanism in question). Development planning structures are beginning to convene and discuss development planning issues in RDCs. Their major handicap is the transformation of developed development plans into budgeted and implemented plans. Participatory and gender budgeting has recorded considerable success stories in Mutoko RDC (cf. Chaeruka & Sigauke, 2007). In general, local authorities are using budget consultations as a way to rubber stamp their budgets, a worrisome development to most citizens interviewed. Slum upgrading and participatory community planning is fostering inclusive municipal governance in Epworth and Harare with the two local authorities interfacing with the poor in urban services provision and urban planning. In most instances, councils and citizens are not engaging

¹⁵RDDC, WADCO and VIDCOs.

¹⁶The RDC gives 30% of revenue collected per Ward to support Ward development initiatives.

effectively (DIC, 2013). Councillor-Ward meetings remain an important link between local authorities and citizens, though citizens especially in rural areas are still to treat councillors as their 'servants' rather than 'bosses'. Residents associations remain key watchdogs of local authorities in most urban areas, though there is room to invest on building cordial and sustainable relations with respective local authorities. The 30% community plough back and Women Revolving Fund¹⁷ in Makoni RDC has transformed the engagement between the local authority and its citizens through road maintenance and women empowerment respectively.

Basing on the context and areas of focus, AAZ partners are using various social accountability processes. These include basic service delivery monitoring, community based planning, budgeting and expenditure tracking and monitoring among others. The effectiveness of these processes is still muted. This is because partners are in the initial phases of their social accountability implementation. Further, some partners¹⁸ are still to formally engage and partner with local authorities, an important stakeholder for the success of AAZ's social accountability programme. Social accountability is a new phenomenon, prompting NYDT to rate itself very lowly arguing that such initiatives are still new with young people on the learning stage. Elsewhere, some success stories are emerging for instance CHRA argued that 'the city of Harare is conducting its first budget performance review in more than ten years'; a development CHRA attributes this to its independent budget monitoring process. The establishment of 6 and 22 child-led SDCs in Nyanga by Simukai and DOMCCP respectively is promoting the participation of children and youth in school governance. Table 8 summarises social accountability focus areas of AAZ partners.

Table 8: AAZ Partner Social Accountability focus areas

Partner	Focus Areas
LGDA	Policy and plan formulation, implementation and monitoring
Women's Trust	Gender mainstreaming; Basic service delivery (water, sanitation, health and education)
WILD	Basic services provision (water, sanitation, health and education)
Seke HBC	Budgeting, Community Development Planning
NYDT	Basic services delivery, transparency and accountability on resource allocation and management
MURRA	Transparency and accountability on resource allocation and management, Budgeting, basic service provision.
Simukai	Community based planning, Budgeting, Gender mainstreaming
IYWD	Basic services delivery, awareness raising on the structure and functions of local government
DOMCCP	GBV, Child abuse and discrimination
CHRA	Basic service delivery (water, health, waste management); responsiveness and performance of duty bearers; Budgeting.
BUPRA	Procurement; Budgeting; Basic services provision (water, sanitation, health and education).
YAT	Basic Services Delivery
Basilwizi	Budgeting, School Development Planning, Natural resources governance
Batsiranai	Community Based Planning
FCTZ	Community Development Planning, Budgeting, Basic Service Delivery monitoring

Source: Adapted from Partner Self-Assessments Forms

¹⁷It gives an initial start-up capital of US\$500 that is payable after five (5) months at an interest rate of 2% for a group of 10 women. However, this programme is still at the piloting stage and 10 wards have been covered.

¹⁸For instance WILD is waiting for Insiza RDC to accede to the draft MOU, ZWYNP and IYWD are yet to formally engage Mutoko RDC and Bindura Municipality respectively.

In implementing social accountability focus areas highlighted in Table 8, AAZ partners are using a variety of social accountability tools in their respective areas. Table 9 shows the effectiveness of selected social accountability tools in use.

Table 9: Social Accountability tools

Tool	Partner	Effectiveness
Gender Watch Group Platforms	Women's Trust	Women at grassroots have been able to come up with community driven solutions to their concerns e.g. Zvishavane Gender Watch group engaged their RDC on alternative use and management of neglected council open spaces by suggesting introduction of clean-ups and establishment of organised marketing stalls for women traders
Community Score cards ¹⁹	MURRA	This has facilitated residents feedback without victimization fears
Service delivery satisfaction surveys	BPRA	Assisted in determining the extent to which residents are satisfied or dissatisfied with major service delivery (health, water, electricity and education).
Social Service charters	CHRA	Local Authorities that were engaged are willing to adopt social service charters but the Ministry of Local Government has taken a slow pace. Only Bulawayo managed to adopt a service charter.
Stakeholder Surveys	DOMCCP	Helped to understand the power, positions and perspective of different stakeholders on how they influence the outcome of a policy process
Sensitisation meetings	IYWD	Have raised consciousness among young women on their rights and the need to demand for their fulfilment where gaps exist.
Local evidence generation groups	NYDT	These generate evidence on advocacy and lobby issues.
Petitions	WILD	Local authorities do not always respond. If they do respond they will be informing residents that there are no funds.
Community Score cards	FCTZ	Platform for communities to rate service providers in terms of importance, accessibility and reliability during the quarterly meetings and community based planning.
Community Score cards	Basilwizi	Points out the weaknesses and strengths of key institutions and proposes the way forward.
Community Score Cards	Simukai	Communities are suspicious of reprisals from politicians, and government officials.

Source: Adapted from Partner Self-Assessment Forms.

The effectiveness of tools mentioned in Table 9 should be looked at as context specific. For instance despite MURRA's use of community score cards in facilitating citizen feedback on service delivery without victimisation fears, Simukai argues that the effectiveness of citizen score cards is limited due to suspicion and scepticism by citizens fearing backlash and reprisals by elected leaders, government officials and frontline service professionals. In summary, there is a conflation between engagement processes and tools among many

¹⁹ The Community score card focused on water, refuse collection, council clinics, roads, and housing stands.

partners. Nine out of fifteen partners mentioned tools of engagement such as gender watch group platforms, round tables, petitions, campaigns, consensus building meetings, local oversight committees as engagement processes. Rather these are social accountability tools. A clear distinction of processes and tools by partners is vital in assisting partner programming towards social accountability.

After looking at social accountability processes and tools, we turn to the environment for social accountability in the present setting. Political polarisation among citizens, dominance of one political party, restrictive laws (POSA and AIPPA in particular), resistance from grass roots political structures, and the perception by politicians of social accountability as a threat are major political factors affecting AAZ partners. The political environment shows tendencies of authoritarianism which negates active citizenship. In such a political context, 'the struggle for access to information becomes a pre-condition for any initiative oriented at controlling government behaviour' (Peruzzotti & Smulovitz, 2002: 226). Other partners for instance IYWD has signed MOUs with government arms and departments (Minister of state for Provincial Affairs) as a way of trying to curtail political challenges. Socially, some residents have exhibited a tendency towards apathy in pursuing social accountability issues.

However, in general, there is greater willingness by citizens to demand accountability from duty bearers, though there is room to build citizen capacity in that regard. Such capacity is important in 'enabling the poor to monitor and discipline service providers' (World Bank, 2004). In addition, most citizens are not aware of their rights. The non-availability of basic services such as water and electricity is acting as a trigger for community mobilisation. The economic environment is harsh forcing residents to pay more attention to socio-economic livelihoods ahead of participation in social accountability processes. On the other hand the state of the economy encourages citizens to participate in social accountability processes because resources are few requiring efficient and equal distribution of such resources. Further, the economic environment makes service providers to single out resource constraints as a major deterrent to meeting citizen expectations. On analysis, the resource constraint excuse shows lack of imagination and innovation on the part of local authorities. Technology wise, the use and coverage of various social media platforms is facilitating broader reach of partner messages. In rural areas, such platforms are very limited making information dissemination difficult despite that mobile telecommunication reach and access is significantly good.

5.1.1 Community Aspirations in citizen-local authority engagement

Communities in the seven local authorities visited by the research team aired out their aspirations in ideal engagement processes with local authorities. In particular, citizens are of the view that local authorities must 'open up' and be 'peoples councils'. Citizen aspirations revolve on 'council-citizen dynamic at the centre of local government development and service delivery' (DEGI, 2013a). It is envisaged that AAZ partners prioritise their programming towards these areas as shown on Table 10.

Table 10: Citizen Aspirations in local authority engagement

Local Authority	Citizen aspirations in local authority engagement
Mutoko RDC	Council-citizen partnership in infrastructure maintenance, Council feedback on Ward development plans, Citizen -LA (esp. Council staff) engagement platforms
Bindura Municipality	Responding to service delivery complaints, Participatory Budgeting, Councillor report back meetings, Inclusive Vendor Licensing & Management, Joint planning & review meetings, transparency in housing stands allocation, Council 'opening up'.
Makoni RDC	Citizen-LA (esp. Council staff) engagement platforms, Incorporating Council in RWA projects, Council citizen partnership in community infrastructure maintenance, Council feedback on Ward development plans
Nyanga RDC	Citizen-LA (esp. Council staff) engagement platforms, Community infrastructure maintenance, knowledge on how council functions ²⁰ , Council feedback on Ward development plans,
Masvingo Municipality	Citizen-LA (esp. Council staff) engagement platforms, Participating in full Council meetings, Schedules for basic service delivery (i.e. Water, refuse collection, electricity etc.), Hostel upgrading, Participatory Transport planning & management, Inclusive Vendor Management.
Bulawayo City Council	Residents-LA (esp. Council staff) Service Delivery platforms, Inclusive Vendor Management, Solid Waste Disposal, Transparency and finalisation of stands allocation (Cowdray Park), Inclusive structures to address service delivery issues in Cowdray Park, Transparent tendering,
Harare City Council	Audit reports before budget consultations, Community capacity building on budgeting, broadening budget consultative meetings to focus on all service delivery areas ²¹ , Residents-LA (esp. council staff) service delivery platforms, Inclusive Vendor Management, Participatory Transport planning & management

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Source: Field Work, September-October 2014.

Whilst the present situation has a dominance of the 'long route to accountability' through policy makers (councillors), citizens through collective action prefer the 'short route' linking them directly with local authority professionals (as staff of service providers). Collective action has been crucial in addressing 'situations where the state has proved consistently unresponsive to the needs of its citizens' (Kabeer, 2005: 23). Councillor-citizen engagement as a medium between citizens and local authorities are suffering from inconsistent feedback and the exclusion of other citizens due to political differences. For checks and balances, citizens aspire to participate in engagement processes and mechanisms that bring together citizens, politicians and service providers.

5.2 Partner Assessment in social accountability programming

5.2.1 Assessment of Partner Project Documents Vs POP.

AAZ Accountability Programme Objective Plan (POP) focuses on how people living in poverty secure access to quality, equitable and gender responsive public services²² i.e. education, health, clean water, sanitation and agricultural support services. This is achieved through

²⁰People asked 'ukama hwedu neCouncil' ndehwei professing that they are not conversant with the Council functions and their relationship with Council.

²¹Communities argued that present budget consultative meetings seem to be centred on water (the Morton Jefferson Project) and roads but do not pay attention other issues like street lighting, schools, shops etc.

²²ActionAid International Zimbabwe Accountability Programme Objective Plan (POP) for 2014-2018, 2nd Draft 07 August 2013.

focus and emphasis on five outcomes or key actions namely skills training and capacity building, reflection / action, coalition building, policy research/ evidence gathering, and advocacy and campaigning.²³ The research team assessed partner project documents based on the extent to which they sufficiently contribute to the above named POP outcomes.

An attempt was made to present project documents that are in line with the POP. However, realignment of project documents to the POP i.e. flow of programme logic and indicators is required. This is important in assisting and evaluating the contribution of AAZ partners to the POP. On the other hand, the major weakness of most project documents is that most indicators are generalised, vague and not quantified.²⁴ This has an effect on M+E and overall partner contribution to target indicators of POP. Further it is difficult to monitor and evaluate such a partner since some of the indicators are not quantified. Some project documents have important information missing especially on critical pathway or LFA.²⁵

Most project documents have incomplete Monitoring and Evaluation plans and are silent on baseline data on most indicators. This presents two key challenges. One is a lack of understanding of baseline conditions that informs partner social accountability work. Second is lack of benchmark conditions and indicators that can be used to monitor and evaluate partner work. In essence this makes the M+E plan dysfunctional without baseline data.

Just like the POP, HRBA should form the core implementing strategy for partners. Partner project documents show weak mainstreaming of HRBA as an implementation strategy. In addition, linking HRBA to key actions of skills training and capacity building, reflection / action, coalition building, policy research / evidence gathering, and advocacy and campaigning require further enhancement and mainstreaming in partner project documents.

5.2.2 Partners' understanding of Social Accountability

The understanding of social accountability as a concept is varied among partners. To qualify this, definitions varied from 'the method that an organisation uses to account to its stakeholders, primarily the constituents it is serving'²⁶ to more succinct definitions such as 'the obligation of duty bearers (e.g. the state) to take responsibility for their actions to affirm and operationalise direct relationships between citizens and themselves. It entails the broad range of actions and mechanisms beyond voting that citizens can use to hold the state to account as well as actions on part of the government, media and civil society'²⁷ which implies that some partners are well knowledgeable on the subject. One key informant from AAZ partners argues that 'You know donors come with such programmes like social accountability for us to implement, but you know in most cases we do not know what this really entails'. On analysis, there is no shared understanding of the concept as defined in Action Aid Strategy. Such conceptualisation differences have an impact on strategies, processes and tools used which may have an impact on the achievement of outcomes of the Accountability Programme Objective Plan.

Understanding of the legal framework informing social accountability is weak among partners. This is shown by one organisation which cited 'registration at national level' as one of

²³AAZ Critical Path Analysis 2014-2018.

²⁴For instance refer to Basilwizi (more than 15 indicators not quantifiable), MURRA and ZYWNP project documents.

²⁵Outcomes, Impact etc.

²⁶LGDA definition.

²⁷Institute for Young Women Development definition.

the social accountability legal frameworks. However, most partners professed their limited understanding of social accountability legal frameworks. Partners attributed this to the newness of the Zimbabwe Constitution, new institutions and legislation that affect social accountability.

5.2.3 Key lessons and challenges emerging from social accountability work

Key emerging lessons from AAZ partner work include good working relations with duty bearers (local authorities), legitimising partner work to stakeholders, building the capacity and power of communities in driving for change, civil society capacity, addressing citizens expectations, raising social accountability awareness to duty bearers, building solidarity with other civil organizations and government officials, sustained dialogue between duty bearers and citizens. Moreover, a process centred approach to social accountability focusing on systems and not once off events has long term benefits. Moving forward, it is imperative that AAZ partners prioritise the incorporation of these key lessons in their social accountability work.

*Nyanga Political dimensions
The Council Chairperson and other councillors failed to turn up at an official opening of a clinic in a Ward won by an opposition councillor. The Ward had no clinic for 20years. The RDC had hired a 27 seater bus but it ended up with only 10 people. One council official said 'I wouldn't want to be a CEO in this environment, because most of them are diabetic now'.*

Accountability is not an apolitical project (Newell & Wheeler, 2006: 2). The major challenges raised by partners relate to political resistance by duty bearers to engage, political hegemony in the country, and unwillingness of some councillors and MPs to work with CSOs. In addition, the absence of a clear social accountability policy framework, inability and unwilling of citizens to pay for services and inadequate CSOs and citizens capacities to apply social accountability, financial and technical inadequacies of partners and participation fatigue from citizens due to slow change in results are some of the operational challenges.

5.3 Framework for building partner effectiveness.

5.3.1 Revising & developing project documents

Most project documents are still in draft stage requiring finalisation and refining of indicators. The research could only access project documents from 8 partners.²² Assuming that the other remaining partners do not have such documents raises technical and operational questions. Firstly, without a guiding document, it is difficult to steer a project towards stated goals of the POP. Secondly, there is difficulty in monitoring and evaluating programme implementation without a guiding framework document.

For effective partner contribution to Accountability POP, all partners must have project documents aligned to the POP. AAZ must assist partners to refine and finalise project documents. AAZ's M+E department must assist partners in refining qualitative and quantitative indicators that contribute to the overall POP M+E Plan. To facilitate the preparation and finalisation of project documents, it may be imperative for AAZ to facilitate a process of assisting its partners in preparing and finalising their project documents.

²⁸Basilwizi, BUPRA, CHRA, ZYWNP, IWYD, MURRA, WILD, Women's Trust.

Further, the research team found out that some project officers have weak understanding of the contents of their project documents. Others could only say that the project documents are with the head office. This has an effect of limited understanding of the Accountability programme by project officers. AAZ partners must avail project documents to project officers and AAZ must have a system of assisting comprehension of Accountability POP by project officers.

5.3.2 Partner-Council Relationship Building and Sustenance

One category of public institutions that constitute key duty bearers for AAZ's Accountability programme is made up of local authorities. At present most partners have not forged alliances with local authorities. The reasons to that are varied. These include political resistances, inadequate engagement approaches by partners and work in progress (planning to engage in the future). For instance ZWYNP argued that it was difficult for them to approach and engage with Mutoko RDC. However, further investigations revealed that Mutoko RDC is working cordially with many NGOs namely Plan, Civic Forum on Housing, and ZWRN. Due to the working relationship between Plan and Mutoko RDC, the NGO has been provided with free offices as long as the organisation is working in the district.²⁹ IYWD signed an MOU with Provincial Affairs Minister but had not made formal engagement with Bindura Municipality. WILD has drafted an MOU with Insiza RDC but the council is still to accede to the MOU. At the time of field research, relations between BPRA and Bulawayo city council were strained.³⁰ On the other hand, most partners have successfully built relations with communities.

AAZ partners work must be anchored on the participation of these local authorities. In particular, partners must work towards institutionalising social accountability in respective local authorities. This provides four advantages. First is sustainability of the programme after the completion of AAZ Accountability programme. Second, is the fact that most actual and potential social accountability champions (councillors, council appointed officials) and structures (council committees, departments and development planning structures) are within the jurisdiction of local authorities. Thus, the active participation of local authorities reduces resistance by council elected and appointed officials. Third is that partnership with local authorities reduces the political resistance that AAZ partners may encounter in promoting social accountability. Fourth is that collaboration with local authorities allows AAZ partners to build on existing local authority-citizen engagement processes and at the same time avoids developing 'new parallel structures and mechanisms'.

Social accountability work relies of relationship building and sustenance. Looking into the future, AAZ partners must make deliberate efforts to engage with local authorities. Partners can formalise their social accountability work with respective local authorities. This can be done in the form of MOUs clearly stating the sharing of obligations and responsibilities between partners and local authorities. AAZ partners must synchronise their social accountability goals and objectives to those of local authorities and citizens. Sharing of roles and responsibilities must be done in accordance with comparative advantages between the actors. However, this should be done sensitive to the challenges and opportunities in the operating environment.

²⁹Interview, Mutoko RDC Chief Executive Officer, 18 September 2014.

³⁰Focus Group Discussion with BPRA staff.

5.3.3 Partner Capacity Building Programme

The capacity building programme must focus on AAZ partners, local authorities (elected and appointed officials) and other relevant service providers (ZINWA, ZESA). Incorporating local authority officials is a key important component of programme sustainability as well as fostering partner-local authority collaboration. Four main organisational competencies are critical in advancing social accountability. These are information dissemination, research, advocacy and lobbying and community capacity building. The average ratings of these competencies from partner self-assessments are presented in Table 11:

Table 11: Ratings of Partner Core Competencies

Competence	Rating	Current practice	Capacity Needs
Research and Analysis	Weak	Desk research, absence of baseline studies & research units	Issue definition, Baseline data gathering, Credible analysis.
Information Dissemination	Moderate	Sensitization meetings, social media, group discussions, IEC material, blogs	Packaging, Raising critical awareness, Learning & knowledge management.
Acting on Issues	Weak	More focus on tools than processes, Slow stakeholder engagement,	Power-mapping, Engagement capabilities, Integrating internal-external responses & actors, Sustaining actions.
Community Capacity Building	Strong	Community trainings of target groups raising awareness in Social Accountability	Capacity assessments, Leadership identification & development, Sustaining community actions & momentum.

Source: Collation of Partner Self-Assessment Forms.

Most partners showed considerable strengths in information dissemination and community capacity building. This is largely due to the use of ICTs in disseminating information. Further partners have prioritised raising social accountability awareness in communities as a way of community capacity building. For instance, NYDT has developed a Youth Social Accountability training guide to facilitate the training of young people on social accountability. The main handicap of partners concerns research work on social accountability issues. This is attributed to two factors namely financial and technical constraints to carry out such research. Lack of evidence based research has an impact on the advocacy and lobbying work of partners; as partners lack the facts and evidence to base their advocacy initiatives.

Most partners pointed that AAZ support was above average. However major capacity building needs are evident in areas of knowledge management, research and documentation, access to learning materials and approaches on social accountability, training of Social accountability tools, strategies, indicators and mechanisms, media engagement, social accountability in the Zimbabwean context and the legal framework, training on monitoring and evaluation, and post-training partner support. Further, platforms for partners sharing of social accountability experiences are important aspects of knowledge and practice sharing and learning. The capacity building programme for residents associations which are partners to AAZ social accountability programme must also focus on community capacity building to promote

responsible citizenship; 'think-tanking' on local governance; focused local governance lobbying and advocacy; vision-setting or consensus building; and providing local governance oversight responsibilities (DEGI, 2013b). These areas of capacity building enable residents associations to effectively contribute to the promotion of sound residents-local authority engagement.

5.3.4 AAZ Partner Supervision

A synchronised and universal system for partner reporting on social accountability is critical. In particular, AAZ must develop an outcome based reporting framework. For easy referencing, the reporting framework must be developed from the POP. Such a reporting framework acts as a quick indicator tracking matrix as to whether partners are effectively contributing to the Accountability POP.

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6 Conclusions and Recommendations

This section presents the main conclusions and the proposed social accountability model, its processes and tools. Recommendations on making the model work are offered. These recommendations are actor specific i.e. AAZ, AAZ Partners, Communities and Local authorities. The section ends by pointing to constitution related social accountability opportunities.

In conclusion, social accountability is not necessarily new to AAZ and its partners. To that end, essential foundations for social accountability have been laid. However, there is need to build on what is there through strengthening and expanding Council-based social accountability practices while bringing in complementary approaches. AAZ Partners and Councils require targeted and issue-specific social accountability capacity development through the cycle of research and analysis, critical awareness raising, knowledge development & dissemination for action and evaluating social accountability outcomes. A medium to long-term focus on sustained engagement is critical for social accountability institutionalization and service delivery improvements. ICT opportunities are not being fully exploited yet they could improve performance of accountability processes.

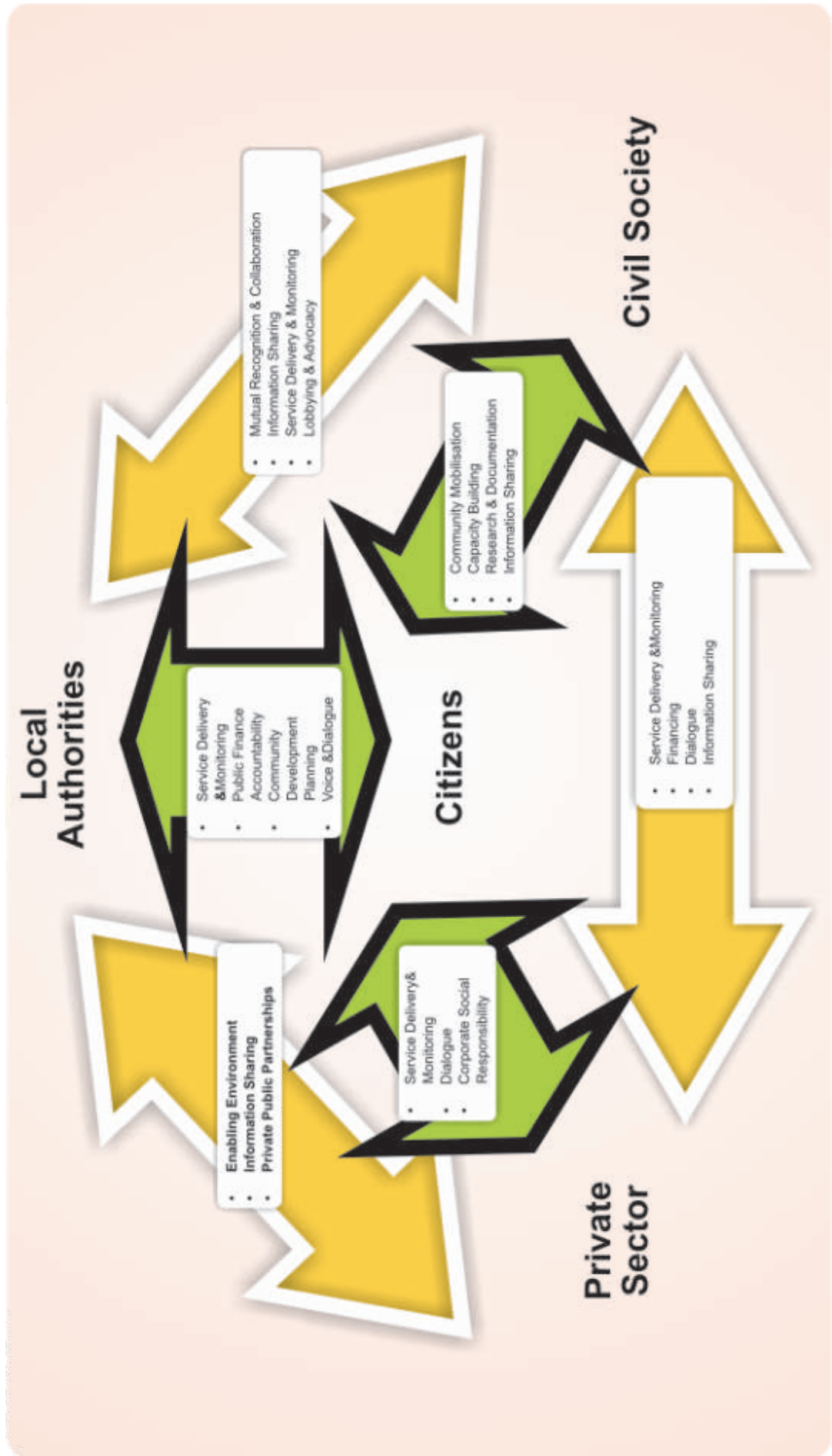
6.1 Model for sustained citizen–Council engagement

The model (Fig. 2) is citizen centred and based on two approaches namely HRBA and partnership. Citizen centred in the view that the focus of other actors (local authorities, civil society and private sector) is to provide services to citizens. At the centre of the model is the advancement of citizen life with citizens enjoying a wide range of public services and also taking responsibilities for such service. Further, the model centres on mutual accountability (obligations and responsibilities) between actors.

The model provides a framework (processes and tools) for dynamic and active participation of women, children and youth in local development processes. The proposed model is based on HRBA where there are duty bearers (local authorities) and rights holders (citizens) as defined in the Constitution of Zimbabwe. The premise of HRBA anchors on collective action and citizen agency of rights holders and the responsiveness of duty bearers. This approach is expected to address the structural issues of citizen-local authority engagement. However, in order to operationalise the model, a third key actor (civil society) is added. For the success of this model AAZ partners (civil society) play an essential role. Further, basing on market approaches to service delivery, we add the private sector in the model. These actors are the key pillars of the social accountability model. Their linkages are through defined processes. This model is developed after taking into consideration the prevailing socio-economic and political environment. Our emphasis is on the practicality and feasibility of such model in the Zimbabwean context, in particular the urban and rural setting.

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Fig 3: Proposed Social Accountability Model



The main assumption to this model is that the model functions as compact supported by other stakeholders. In particular, the model functions at different layers i.e. model actors can engage actors outside the model (for example provincial and national government). This can be done with all model actors through local authorities or individually (i.e. civil society to national government).

The primary focus of the model is facilitating engagement between citizens and local authorities. This is an important parameter of understanding and operationalising the model. However, in order for such engagement to take place, the model focuses on other 'stimuli' or secondary relationships. Stimuli relationships mainly triggered by civil society and private sector are key in making sure that citizens and local authorities continue to engage. Table 12 explains accountability relationships shown in the model.

Table 12: Model Accountability Relationships

Relationship	Operational meaning
Local authority – Citizens	Primary focus of the model in which citizens and local authorities engage through defined processes and tools (Table 13). Partner focus on these processes directly or indirectly has impacts on social accountability outcomes.
Civil society– Citizens	Processes that civil society must prioritize to build the capacity of citizens in engaging with local authorities.
Civil society - Local authority	Mutual collaboration between local authorities and civil society provides an enabling environment for citizens to demand accountability.
Citizens - Private sector	Processes that bring in and capitalise on private sector initiatives to social accountability.
Private sector – Local authority	Processes that assist both local authorities and private sector in providing services to citizens.
Civil society – Private Sector	Processes that assist both civil society and private sector in providing services to citizens.

Social accountability processes presented in the model were extracted from the prevailing situation in local authorities. Thus, the model builds on what local authorities and some AAZ partners are already pursuing. The proposed model centres on four focus areas of citizen-local authority engagement which are service delivery and monitoring, community development planning, public finance accountability and voice and dialogue. In pursuing these focus areas; emphasis is put on defined processes and tools highlighted in Table 13.

Table 13: Model Processes and Tools

Focus area	Processes	Tools
Service Delivery & Monitoring	<ul style="list-style-type: none"> Capacity & Performance Assessments 	<ul style="list-style-type: none"> Community Score cards Service delivery satisfaction surveys Social Service charters Citizen report cards Stakeholder Surveys
Public Finance Accountability	<ul style="list-style-type: none"> Participatory budgeting Gender budgeting Public Revenue Monitoring 	<ul style="list-style-type: none"> Public expenditure tracking surveys (Community Plough Backs) Independent Budget Analysis / review meetings Audit Reports
Community Development Planning	<ul style="list-style-type: none"> Community Development Planning Policy Formulation & Implementation Lobbying and advocacy Strategic Planning 	<ul style="list-style-type: none"> Public forums & hearings Consultative Planning & Feedback meetings Future-search public workshops Research & local evidence generation groups Policy Audits Capacity Building
Voice and Dialogue	<ul style="list-style-type: none"> Council-Citizen Communication Voting Lobbying and advocacy Council debates 	<ul style="list-style-type: none"> Public Opinion polls Sensitisation meetings Council Elections Public meetings Full Council Meetings Petitions & demonstrations Call centres & suggestion boxes Citizen-local authority dialogue platforms Media (print & electronic) Walk-ins & enquiries (public relations desk).

6.2 Making the model work

In operationalising the model, the following recommendations are critical. These recommendations focus on AAZ, its partners, local authorities and communities.

a) AAZ ought to consider:

- Identifying a capacity building consultant/firm to support their partners come up with and implement effective social accountability programmes;
- Developing a systematic and sustained programme management and Monitoring and Evaluation (M&E) framework for partners,
- Developing a synchronised and universal outcome based reporting system for tracking partner work,
- Carrying out a partner capacity building programme that is able to:
 - Allow partners to articulate social accountability challenges faced by communities and local authorities in their areas and develop responses,
 - Empower partners to develop context specific programmes to address identified social accountability challenges,
 - Facilitate the understanding and operationalization of AAZ social accountability model (including its processes and tools),
 - Enable AAZ partners to understand the framework of social accountability in Zimbabwe and how to operationalise it,

- (v) Build confidence and skills of partners in engaging with local authorities and other stakeholders,
- (vi) Build partner capacity in evidence gathering (research) and information dissemination.

b) AAZ Partners must:

1. Conduct baseline studies to determine the status quo of service delivery and social accountability in their respective areas;
2. Revise and complete their M&E plans & Critical pathway / logical frameworks or Theories of Change for social accountability;
3. Revise (or for some develop anew) project documents to make them clear on focus areas, processes and tools as in the proposed AAZ Social Accountability model,
4. Build and sustain relations with local authorities,
5. Promote deliberate social accountability processes linking citizens and local authorities (executive staff and councillors),
6. Promote exiting Council-citizen engagement practices while bringing in complimentary practices,
7. Contextualise the AAZ social accountability model through clearly defining their social accountability focus areas, processes and tools,
8. Make sure that programme officers are conversant with the contents of partner project documents.

c) Communities should be supported to:

1. Prioritise meeting their service delivery obligations (paying rates and taxes),
2. Take advantage of the AAZ programme to build sustained and meaningful relations with local authorities,
3. Build citizen coalitions to demand service delivery from local authorities,
4. Understand how local authorities work (i.e. structures, functions etc.),
5. Assist in evidence gathering (research) on service delivery issues (they will use such information when engaging local authorities),
6. Treat their councillors and council executive staff as their 'servants' and not 'untouchable bosses'.

d) Councils must:

1. Provide an enabling environment for social accountability in their areas of jurisdiction,
2. Collaborate with AAZ partners in their AAZ social accountability programme,
3. Take advantage of AAZ programme to build meaningful and sustained relations with their residents,
4. Develop a culture of 'opening up' to residents and other stakeholders,
5. Facilitate processes of vision sharing and engagement with residents.

6.3 Social Accountability opportunities

AAZ and partners can take advantage of the number of opportunities that exist in Zimbabwe arising from the 2013 constitution and the policy as well as legislative alignment processes underway. The specific opportunities presented by the Constitution and elaborated in ZIMASSET relevant to furthering social accountability include the following:

1. Legislative and governance reforms at local level as they relate to:
 - Policy formulation: AAZ partners can assist councillors in drafting motions and researching evidence to support motions,
 - Implementation and monitoring of Council resolutions through devising mechanisms to check whether council resolutions are implemented by council executive staff,
 - Clients and stakeholders: The Ministry of Local Government compels councillors to incorporate views and needs of council clients and stakeholders when making decisions. This provides an avenue for AAZ and partners to build coalitions and social movements whose aim is to influence council decisions using various means,
 - Gender mainstreaming: councillors need help to mainstream gender in all programs, policies and activities, be gender aware, promote gender budgeting, prevent and denounce GBV and avoid gender stereotyping. This provides an enabling framework for AAZ and partners to promote and make sure that councillors are implementing the essential tenets of gender mainstreaming as stipulated in the Handbook.
2. Working with distinct institutions to engage provincial and metropolitan councils and local authorities. Social accountability matters that are cross cutting can be dealt with at all levels while tier specific issues are directed at relevant tiers.
3. Supporting development and application of constitutionally permitted accountability tools like petitions, demonstrations and the media. These are vital tools for AAZ and partners in gathering information and exacting social accountability on defined issues.
4. AAZ partners can prioritise working with Chapter 13 institutions in combating corruption and fostering social accountability in local authorities.
5. Encouraging and facilitating public demand of information from public service providers' in particular local authorities.
6. Actively engaging in the development of new laws governing local government and public service delivery. In particular, AAZ and partners must prioritise the inclusion of provisions supporting social accountability in the Local Authorities Bill, Provincial and Metropolitan Councils Bill and related Acts.
7. Though devolution is a process, AAZ and partners have a number of opportunities in advancing social accountability through promoting the objectives of devolution i.e. through promoting citizen participation in local governance.
8. Monitoring and evaluating performance based contracts (of Council senior executives) through participatory means.

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2. Urban Council Act (Chapter 29:15).
3. Rural District Councils Act (Chapter 29: 12).

Annexes

Annex 1: List of Key informants Interviewed

Name	Organisation	Position
Local Authorities		
Naison Machingauta	Bindura Town Council	Chamber Secretary
Lovemore Warurama	Bindura Town Council	Treasurer
Pauline Kurai	Bindura Town Council	Acting Director of Works
Mrs Gatsi	Bindura Town Council	Acting Director of Housing
Kenias Katsiga	Mutoko RDC	Councillor Ward 9
Peter. S. Sigauke	Mutoko Rural District Council	Chief Executive Officer
Mr Mushayi	Makoni RDC	Human Resources and Administration Officer
Mrs Mukosera	Makoni RDC	Treasurer
Edmore Chidembo	Makoni RDC	Engineer
Raymond Mushori	Makoni RDC	Chairperson Finance Committee
Mr Jaravaza	Nyanga RDC	CEO
Councillor Mutigwa	Nyanga RDC	Councillor Ward 17
Partners		
Gillian Chinzete	IYWD	Acting Programs Officer
Gillian Makanza	IYWD	
Juliet Dube	IYWD	Intern
Kudakwashe Munemo	IYWD	Finance Officer
Glanis Chanachirere	IYWD	Executive Director
Kundai Chikoko	ZWYNP	Programmes Officer
Mrs Katsiga	ZWYNP	Community Mobiliser
Linda Chimboza	Batsiranai	Programmes Officer
Mfundo Mlilo	CHRA	Executive Director
Lorraine Mupasiri	CHRA	Programs Manager
Tendai Muchada	CHRA	Programs Coordinator
Ruben Akili	CHRA	Programs Assistant
Hilda Rwambirwa	CHRA	Programs Assistant
Mabel Murambirwa	CHRA	Programs Assistant
Farai Jangara	CHRA	Programs Assistant
Trust Nhubu	Youth Agenda Trust	Programmes Officer
Ruchard Musarara	DOMCCP	Programmes Officer
Allan Sarimana	Simukai	Programmes Officer
Bridget Matsanga	Simukai	Programs Manager
Steve Chinembiri	Simukai	Programmes Officer
Brenda Muronda	MURRA	Programmes Office
AnozivaMuguti	MURRA	Coordinator
Thandolenkosi Sibindi	NYDT	Programs Officer
SilethembaMathe	WILD	Programs Officer
Mpumelelo Madhalela	WILD	Advocacy Officer
Dennis Tapfumaneyi	WILD	M+E Officer
Emmanuel Ndlovu	BUPRA	Advocacy Programs Manager
SibusisiweNdlovu	BUPRA	Gender Officer
ZibusisoDube	BUPRA	Information Manager

Report by
Development
Governance
Institute (DEGI)

Annex 2: List of Consultative Meetings participants

BINDURA

1. Caroline Malunga	Female
2. Christina Langton	Female
3. Cynthia Marunga	Female
4. Felistars Kachura	Female
5. Ropafadzo Karadzangare	Female
6. Chipo Musonza	Female
7. Pauline Daniel	Female
8. Elizabeth Tafa	Female
9. Faith Matare	Female
10. Onai Chitakunye	Female
11. Sekesai Sande	Female

MUTOKO

1. Constance Mapfumo	Female
2. Moment Chigweshe	Female
3. Susan Chikwete	Female
4. Marvelous Muze	Female
5. Memory Zindi	Female
6. Slyvia Kambarami	Female
7. Molet Mutetwa	Female
8. Shylet Nyamondiwa	Female
9. Blamore Mapfumo	Female
10. Maxwell Chakazaza	Male
11. Nicholas Matara	Male
12. Ishmael Chikweta	Male
13. Enock Mbudzi	Male
14. Tellmore Mujedzi	Male
15. Lazarus Mutize	Male
16. Francis Mutukwa	Male
17. Tevasi Nyamunda	Male
18. Andrew Nyarugwe	Male
19. Tedellas Chipenda	Male

MAKONI

1. Rosemary Chizinzi
2. C. Matize
3. E. Mpimira
4. YeukaiChindanya
5. Clara Machiha
6. D. Zinyeredzi
7. Edna Njowa
8. Magret Pashai
9. Danai Chowa
10. Margret Muzadzi
11. Mary Mavaza
12. M. Wendengwa
13. Clara Zvasiya
14. Siena Mhepo
15. M. Khumbula

NYANGA

1. WinnetChibvuri	Female
2. Mavis Nyamhanga	Female

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accountability
in the delivery
of services by
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on local authorities

NYANGA continued

3. B. Gumbo	Male
4. J. Saunyama	Female
5. E. Toronga	Male
6. A.S. Nyamundanda	Male
7. T. Mugomba	Female
8. B. Gambe	Female
9. C. Saunyama	Male
10.E. Saunyama	Female
11.A. Dzihwema	Male
12.L. Nyamundanda	Male
13.M. Mukundanyika	Female
14.Serina Gumbo	Male
15.M. Mapaya	Female
16.M. Makuku	Female
17.Elizabeth Nyadzoshe	Female
18.Peter Bope	Male
19.Agatha Madzasire	Female
20.KudzanaiMasakure	Male
21.Kukoza Clemence	Male
22.C. Torenga	Female
23.Munda E.	Male
24.Margaret Mushayanzira	Female
25.Felistas Mature	Female

MASVINGO

1. Prisca Fungajera	Female
2. Monica Ben	Female
3. K. Sibanda	Female
4. Christina Gwari	Female
5. S. Mataire	Female
6. S. Sayarezva	Female
7. Beulah Gwauya	Female
8. Sigauke Calvin	Male
9. Tendai Muchengete	Female
10.Zimhero Obert	Male
11.S. Siyarezva	Female
12.Emma Masaure	Female
13.Annalisa Batambwa	Female
14.K. Sakadza	Female
15.M. Mataire	Female
16.P. Ngabe	Female
17.Maria Mudokwenyi	Female

BULAWAYO

1. R. Mkwanzani	Male
2. EvieJamela	Female
3. Evelyn Lunga	Female
4. Margaret Silundu	Female
5. James Mawaka	Male
6. MbusoNkomo	Male
7. AnnahstaciaNdlovu	Female
8. Stanley Ndlovu	Male
9. Elijah Nduweni	Male
10.Sindeni John Gasela	Male
11.Patricia Tshabalala	Female

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accountability
in the delivery
of services by
public institutions
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on local authorities

12. Settile Ndlovu	
13. Marble Ngwenya	Female
14. Nomusa Dube	Female
15. Crispen Ndlovu	Male
16. Andrina Mathe	
17. Alick Gumede	Male
18. Kate Sibanda	Female
19. Aleck Ndlovu	Male
20. C. Nkosi	
21. N. Ndlovu	
22. Wilson M. Phiri	Male
23. Denny Sithole	Male
24. Khalazani Ndlovu	
25. Sikhumbuzo Donga	
26. Oscar Dube	Male
27. Kedrina Moyo	Female
28. Portio Moyo	Female
29. Tsungirai Magura	Female
30. Evelyn Moyo	Female
31. Mandaba Sibanda	Female
32. Ruth Mangwende	Female
33. Lulu Matemwani	Female
34. Rose Moyo	Female
35. Patricia Mpofu	Female
36. Flora Gumpo	Female
37. Lucia Dube	Female
38. Colletta Ndebele	Female
39. Margaret Molife	Female
40. Christine Dube	Female
41. Mvapi Bango	Female
42. Sibongile Sibanda	Female

HARARE

1. Frank Chinyere	Male
2. Julianah Mucheche	Female
3. Joseline Manyeruke	Female
4. Davies M. Hove	Male
5. Raymond Bake	Male
6. Gorge Lukwane	Male
7. Janet Murungu	Female
8. Maria Masango	Female
9. Felistus Tizola	Female
10. Stewart Sakarombe	Male
11. Getrude Kuudzehwe	Female
12. Lesly Kagoro	Male
13. Mishek Mabugu	Male

Annex 3: Key Tools Used

FDG Guide for Local Authorities³¹

Explain the purpose of the research.

1. What are the existing citizen-local authority Social Accountability processes? (Probe in 4 areas of planning, finance, environment, social services, etc.)
2. Has the local authority put any mechanisms to support processes mentioned above? (If yes explain further how the mechanism works, results so far, gaps, any areas for assistance).
3. What council structures are in place that facilitates Social Accountability?
4. What informs the engagement of local authority and citizens? (Law, circulars, directives, strategic plans etc.).
5. What challenges exist in developing, adopting and implementing Social Accountability in your council?
6. How is your relationship with NGOs working on social accountability?
7. What do you think should be prioritized on 3 main actors namely NGOs, Local Authority and Residents to foster social accountability in your council?
8. What processes do you think are important for the active participation of women, children and youth in local development programmes? Ask for any specific tools that can support such processes?

Discussion Guide for Consultative Meetings³²

Explain the purpose of the research.

1. How are you (citizens) organised to demand Social Accountability? (Community Structures)
2. What local authority processes do you engage in?
3. What are your experiences (positive and negative) in engaging with your local authority?
4. What challenges do you face in demanding Social Accountability?
5. What are your aspirations with regards to your engagement with your local authority?
6. What processes do you think are important for the active participation of women, children and youth in local development programmes? Ask for any specific tools that can support such processes?
7. How is your relationship with NGOs supporting your engagement with local authorities?
8. What do you think should be prioritized on 3 main actors namely NGOs, Local Authority and Residents to foster social accountability in your council?

Key Informant Interview Guide – Program Officers³³

1. What is your general understanding of social accountability as a concept?
2. What are the key Social accountability focus issues/areas in your project document?
3. What activities have you carried out so far?
4. Are there any results that you are beginning to see from your work?
5. What are your major strengths as an organisation in social accountability programming and implementation?
6. What are your major weaknesses as an organisation in social accountability programming and implementation?

³¹Both FDGs for Council Heads of Departments and Council Committee Chairpersons.

³²Residents (Women, Youth, Children and Men).

³³Responsible for AAIZ Social Accountability Programme.

7. What do you think should be done to address the weaknesses mentioned above? (Areas of focus in capacity building).
8. What are the existing citizen-local authority social accountability processes and mechanisms you are supporting?
9. What processes do you think are important for the active participation of women, children and youth in local development programmes? Ask for any specific tools that can support such processes?

SWOT / Problem Tree Analysis Guide³⁴

Explain the purpose of this session.

1. What are your organisation's core competencies? (Technical / Areas of focus etc.).
2. What are your organisation's major strengths, weaknesses, opportunities and threats in programming and implementing Social Accountability?
3. What is the main problem which must be addressed through Social Accountability programming?
4. What are the root causes?
5. What are the effects?
6. What possible / alternative ways of dealing with social accountability problems identified above (Questions 3,4& 5)?

AAIZ Partner Assessment Form

This assessment seeks to inform AAIZ's capacity building initiatives for social accountability.

Name of Organization

Name of Person completing the form.....

Position.....

NB. For any rating 1 is the lowest and 5 is the highest.

1. What is your understanding of Social Accountability?
.....
.....
.....
2. How knowledgeable are you on the legal framework that informs Social Accountability in Zimbabwe?
.....
.....
.....
3. What are the core competencies of your organisation regarding Social Accountability?

Competence	Rating					Comment
	1	2	3	4	5	
Information Dissemination						
Research						
Advocacy and Lobbying						
Community Capacity Building						

-
.....
.....
4. What Social Accountability engagement processes are you using with the Councils where you have programmes?
.....
.....
 5. How effective are these processes (mentioned in 4 above)?

³⁴AAZ Partners key staff.

Social Accountability Process	Rating					Example/comments
	1	2	3	4	5	

.....

6. What tools are you using in promoting Social Accountability? Please rate the effectiveness of the tool.

Social Accountability Tool	Rating					Example/comments
	1	2	3	4	5	

.....

7. What are the main issues you are targeting using Social Accountability tools/processes?

.....

8. Is the environment enabling for promoting Social Accountability appropriate?

Environment	Rating					Justify rating
	1	2	3	4	5	
Political						
Economic						
Social						
Technology						

.....

9. What are the key lessons you have learnt from applying social accountability?

.....

10. Comment on the citizens' willingness and ability to demand services?

.....

11. What specific challenges are you facing in promoting social accountability?

.....

12. How adequate is the support you are receiving from AAIZ on social accountability?

.....

13. What specific capacity building needs does your organization have regarding social accountability?

.....

END. If there are any issues you would want us to know type on a separate page.

Annex 4: Terms of Reference

Job Description:

ActionAid Zimbabwe invites applications from consultancy who specialise in accountability in service delivery in local government. ActionAid is an international non-governmental organisation working with people living in poverty in 40 countries to end poverty and injustice in the world

The Assignment:

AAIZ seeks to engage a Consultant to carry out research on the status of social accountability in the delivery of services by public institutions with an emphasis on local authorities.

Background

AAIZ Accountability POP (Programme Objective Plan) relies on a partnership approach, making it necessary to understand social accountability mechanisms in the local areas where partners work and then evaluate partner gaps in social accountability programming

Objectives:

The objectives of this consultancy are:

1. Review of existing citizen-local authorities' social accountability processes and mechanisms.
2. Create a framework (processes and tools) for dynamic and active participation of women, children and youth in local development programmes and decision making processes.
3. Assess strengths and weaknesses of AAIZ partners in programming towards social accountability and improved service delivery as compared to partner core competencies.
4. Develop a framework for building partner effectiveness in contributing to Accountability POP (Programme Objective Plan).
5. Create or recommend an effective practice social accountability model for sustained citizen – local authority engagement that is most appropriate for AAIZ and its partners.
6. Recommend how partners and AAZ can use the opportunities presented by the Zimbabwe Constitution in improving Social Accountability in Service delivery.

Research Approach

The research tools used in the consultancy must be participatory. This will include having consultative meetings with the affected citizens (women, youths and men). The Reflection Action participatory tools such as focus Group Discussions, problem tree analysis, social mapping and vulnerability analysis should be considered for use.

Job Requirements:

The consultant is expected to have the following qualifications and experience:

- Postgraduate qualification in Local Governance, Development studies, Public Policy, or any other social science (preferably including gender, evaluation or social research).
- Technical expertise in service delivery and local governance.
- A minimum of 5 years working experience applying qualitative and quantitative evaluation methods.
- Minimum of 3 years working experience in local governance related work that reflects in-depth and practical knowledge of the ways in which local authorities function.
- ? Proven experience of facilitating similar processes with traceable strong record in designing and leading researches and ensuring timely submission of deliverables.
- ? High level of data analysis skills with notable ability to translate complex data into effective, strategic well written reports.
- Experience in gender analysis and human rights based approach.

- Knowledge of local languages (Shona and Ndebele) and English language proficiency.

Duration

The assignment should be complete in 25 working days.

Applications:

Interested consultants should submit proposals showing:

- The consultant's understanding of the assignment
- Proposed evaluation process & methodology
- Estimated evaluation cost

Annex 5: Abridged Field Notes

Annex 5.1 Consultative meeting with IYWD Community members

The meeting was held at the Institute for Young Women Development (IYWD) boardroom the 15th of September 2014 and was attended by 12 female members of IYWD. The community members generally understood the structures for engagement with the local authority. The members outlined the IYWD committee in the communities (referred to as the peace committee) comprising an elder woman, young women, councillor and a police officer. The purpose of the peace committee is to examine the issues affecting young women in the wards and referring them to the relevant authorities/departments for attention.

Status of social accountability in the delivery of services by public institutions with an emphasis on local authorities

Visibility of council services

The IYWD members pointed to a generally lack of visibility of council services in the communities. The local authority had however been visible in Chipadze (Ward 11) where it has been replacing the old sewerage system and residents had assisted in providing pipes in the overhaul of the sewerage system. The residents felt that in order for the local authority to improve its services it needed to remove politics, '*kusatarisa kuti munhu uyu ndewe kubato ripi*,' and simply focus on the issues affecting basic service delivery.

Corruption

The residents complained of corruption which they said needed to be dealt with by the local authority as it continued to erode the confidence of the citizens when they want to engage the local authority. An example was given of how council sold a council Child play centre to a former councillor, Ms Chitumba, who is now leasing the property to other citizens at an exorbitant fee beyond the reach of the ordinary citizen.

Report back meetings

Councillors have not been conducting any report back meetings with their constituencies and as such the policy makers needed to improve on reporting back to the community on issues that would have been deliberated by council. The residents also felt that the local authority officials could do more to consult residents on the budget formulation process. The residents complained that the local authority had not been attentive in handling the plight of vendors in the town as vendors had constantly been harassed by municipal police despite an understanding with council *kuti vatengese kumhiri kwenjanji*. The vendors they were willing to pay a fee towards their vending a commitment which they had presented to council, through the Mayor, but because of the lack of consultation and feedback from the policy makers their proposals have in most instances not been taken into consideration.

Proposals on remedial action

The community members suggested the following in order to resolve the above named challenges;

- Feedback on donor supported projects such as the UNICEF WASH project should include varied stakeholders in-order to accurately capture the impact of such projects on the affected community.
- Councillors should come at least once a month to consult the residents and provide feedback in their respective wards to review service delivery and provide vital information to the ratepayers such as stands etc.
- Councillors should address the problems that are brought to them the same way and remove any political connotations from such decisions.
- Residents are willing to assist the local authority in any way possible for example engaging in clean up campaigns; provided the residents are constantly consulted at every stage.

Annex 5.2 FGD at Bindura Town Council

The discussion was held on the 16th of September 2014 at the local authority offices.

Citizen State Engagement

The local authority officials outlined that the law is what essentially guides the engagement of the local authority and the residents. Furthermore because the constitution mandates/requires the local authority to engage the citizens, the local authority has to consult the residents on the decisions that it takes and carries out. The local authority outlined the following processes and mechanisms for engaging the residents. An evaluation of the processes and mechanisms is also outlined.

i. Residents Associations

Residents associations are also an avenue for engagement with the local authority. This take place in various ways including the direct engagement of Council by the residents associations or the associations airing out their concerns through the local councillor.

ii. Budgeting

The local authority uses the budget as a key instrument to meet with the ratepayers. During the budgeting process the local authority consults the residents and the business community in 4 separate meetings which involve representatives from every ward. After seeking the views of the ratepayers first the local authority goes on to draft the budget estimates. The budget proposals then lie at Town House, Council clinics, sub district offices and beer halls for inspection. In this respect the local authority highlighted that in as much as they had made an effort to consult with the residents the residents were not forthcoming in the budget consultation meetings.

iii. Toll free and SMS platform

The local authority has two toll free lines that it has availed to the residents in order for the ratepayers to be able to communicate with the local authority. The toll free line can be used for fire services and service delivery matters requiring the immediate attention of the local authority. In addition a complaints register was introduced by the local authority as a mechanism to interact with the residents. The complaints registers are situated at the revenue sub district offices.

Structures for Social Accountability

The local authority has district offices that are situated in Chipadze, Chiwaridzo and Town House to deal with issues of service delivery. The three sub offices situated closer to the community are the main service areas but the local authority can be reached at any time through its SMS and Toll-free platform that it specifically created to deal with citizens' needs on a day to day basis. In addition to the service areas in Chipadze, Chiwaridzo and Town House, the Department of Housing & Community Services, Rent Office, Council Clinics and beer halls are also some of the centres that the local authority uses to interact with its citizens on a day to day basis.

Relationship with NGOs and other non-state actors

The local authority highlighted that they generally had a good working relationship with the NGOs and non-state actors in the town. The local authority views the NGOs as partners that assist Council in providing services to the residents which the local authority would want to provide but do not have the means or the resources to do so e.g. empowering young girls on productive health. In other words the local authority views the NGOs and non-state actors as complimenting the work of the local authority. The local authority noted that the relationship

between the local authority and other stakeholders in the town were affected by non-state actors who align themselves with political parties and thus affecting how otherwise non-partisan issues should be looked at.

Annex 5.3 Consultative Meeting with Musanhi community (Mutoko RDC Ward 9)

The meeting was held on the 17th of September 2014 at Musanhi Ward Hall and was attended by 9 women and 10 men. Two Zimbabwe Young Network for Peace Building (ZYWNP) Programme officers and their community mobiliser were also in attendance. ZYWNP carries out various activities in the district focussing on good governance, capacity building and democracy.

The community members explained that the councillor as Chairman of the Ward serves as an intermediary between the community and the local authority. At village level the village heads organise themselves through the village assembly and Village Development Committee (VIDCO) to discuss issues affecting the communities. The consolidated plan by the combined villages is then discussed at ward level at a Ward Development Committee that is chaired by the ward councillor. Specific issues affecting the villages will then be forwarded to Council through the Councillor. The Councillor uses the same channel of communication to pass on feedback to the communities on council programmes and activities. An example of where this kind of relationship has taken place in the ward is when a local school, Mushanhi primary school experienced water problems and the Councillor as a representative of the community approached council and the district administrator and a borehole was sunk to alleviate water challenges at the school. From the discussion it appeared as though there was a 2 way relationship that existed between the community giving information through the councillor and the councillor reporting back to the community on the basis of information originally supplied by the communities.

In instances where the community faces a specific service delivery problem, the headman leads the process of bringing the problem to the attention of council through the respective councillor of the ward. In 2012 the community organised itself to replace stolen asbestos sheets for a dip-tank by contributing a fee that they had agreed to as a community. Although the local authority was notified the replacement was an initiative by the local community. In agriculture Agritex officers available in Mutoko District are accessed through the headman who then conveys the concerns of the community member or members to the Agritex extension officer. In other instances the community member can approach the Agritex officers directly for assistance. The Agritex officers have been beneficial in the past as they have assisted communities in increasing their yields as well as in selecting best performers for green shows that have been conducted in the area.

The communities contribute financially and provide manpower on other council activities such as road construction. As villages, the community organises itself to rehabilitate the roads by providing human resources at every instance necessary. The residents noted that the local council comes in with the critical machinery such as graders which the citizenry find difficulties in mobilising. Council has however generally been slow to provide the support material such as graders to support the organised citizens' initiatives.

The community members acknowledged the support rendered by ZYWNP in facilitating that 500 women and girls without national Identity Cards acquire national identity documents. The community members would want ZYWNP to see through its initiative to assist the community build their own local clinic in the ward. In this regard ZYWNP could provide relevant technical assistance on who to approach in-order to ensure that the clinic project in

ward 9 is successfully completed. The community is also expectant that ZYNP will unpack the new (2013) constitution for them and educate the community on relevant sections that have a direct bearing on their day to day lives.

Annex 5.4 Interview with Mutoko Rural District Council Chief Executive Officer

Mutoko RDC uses a variety of mechanisms to engage its local communities. The local authority mainly uses the budget as its major tool to reach out to its communities in the rural areas and stakeholders in the district. The CEO explained that the local authority looks at the budget as 'cyclical' and thus providing the opportunity for engagement with the residents and rate payers all year round.

Participatory Budgeting

Mutoko RDC has partnered a number of donors that fund various activities within the budget cycle that allow the local authority to reach out to all its stakeholders. The Civic Forum on Housing funds the budget outreach programme which is done together with the Councillors, Headman, Government Representatives and other community leaders. The budget outreach programme allows the local authority to engage the local communities on what priorities should be taken into account when the budget is being formulated and thus giving an opportunity to plan together with the communities. Civic Forum on Housing partnered the local authority in budget reviews meetings which are done every quarter to review the progress of the budget with all stakeholders in the district. The budget outreach programme was key in identifying water and sanitation as a major priority for the local communities. At least 70% of the boreholes that were sunk in the late 80s have broken down and it is at the budget outreach meetings that residents/communities have cited the need for the local authority to urgently address the issue of water and sanitation in Mutoko District.

Another Non-Governmental organisation that has partnered the Mutoko RDC in its budget activities is Zimbabwe Women Resource Centre Network (ZWRCN) which has done various capacity building workshops with the local authority on gender budgeting. After the capacity building workshops, the local authority realised that most of the people that attend the pre-budget and post budget review workshops are men and do not articulate well the concerns of the girl child and other vulnerable groups. As such the local authority began an action to engender its budget to cater for the women and disadvantaged groups.

Community Structures

Apart from the budget, the local authority also uses existing structures to communicate with its residents/communities. These include the Village Assembly, Village Development Committee, Ward Assembly, Ward Development Committee and the Rural District Development Committee. When the budget consultative process is complete an all stakeholders meeting is carried out involving the business community, government and civil society representatives and at least 2 people from each ward representing the communities. Additionally an outreach meeting is carried out in the wards at least three times a year. Council engages local communities through the School Development Committees (there are 87 primary and 44 secondary schools), Water Point Committees and Health Committees in the various wards. The committees in liaison with Council oversees various other local development projects such as brick laying, pit and river sand, candle making etc.

Challenges in participatory budgeting

The participatory budgeting programme was started in Mutoko RDC in 2001 with support from USAID. When the funding partner left in 2006 it created a funding gap particularly for outreach programmes. Every five years councillors are oriented on the participatory budgeting process to equip the new elected officials. Similarly when key staff leave Council also trains new staff. It is often a challenge to include the concerns of every stakeholder in the budgeting process

because each constituency might be facing a unique problem that will need to be dealt with differently through the budget. For example, the young girls face a unique problem of lack of sanitary pads which ends up not allowing them to attend classes. These are some of the problems that make participatory budgeting difficult in terms of trying to address the concerns of every stakeholder.

Annex 5.5 Meeting with Batsiranai Community members (Makoni Ward 31)

The meeting was attended by 26 participants who comprised the VIDCO, WADCO, RWA members, representatives from the Ministry of Youth, the headman and Councillor. It was held at Nzvimbe Primary School on the 19th of September 2014. Batsiranai has been carrying out a number of initiatives in the district and specifically with ward 31.

The councillor is the interface between the local authority and the communities. The councillor always conducts report back meetings which are conducted after every full council meeting. The meeting explained that the councillor utilises the existing structures in the ward such as the VIDCOs and WADCOs which allows him to reach out to every member in the community. Ordinarily therefore, the councillor present at the meeting explained that the report meetings also fed into the budgeting cycles of the local authority. In 2012 the local authority and the communities came together for the rehabilitation of 22 boreholes that had dilapidated as there had been sunk in the district around 1982. The community provided the labour while council provided the requisite machinery for the rehabilitation. The community and the local authority are currently working on a programme to build toilets from ward 1 to 14. The building of the toilets was also extended to the schools where 30 bags of cement and wire mesh was provided by the local authority. The community complained that since the resettlement era of 1983, the local authority had not built a clinic in the ward resulting in residents travelling long distances to the nearest health facility.

Batsiranai assisted the community to establish committees around specific services such as water, education and roads. The committees assist the community to respond to the challenges that emanate from the communities through discussions on how to resolve any challenges. The water point committee meets to deliberate on challenges around water points and specifically the boreholes. For instance, the water point committees ensure that after the breakdown of a borehole water is not unavailable for more than 5 days for an issue that the community can mobilise resources among themselves and have it fixed. The schools in the district mainly have school development committees that have regular meetings to improve the quality of education. On roads, the community airs their concerns through the village assembly and the councillor represents the ward at council level.

Batsiranai had been paying school fees for 200 children in 4 wards and has since increased the number to extend to children in 13 primary schools. In July 2014, Batsiranai assisted in hosting the Day of the African Child Commemorations where young men and women highlighted the difficulties that they face at the schools because of lack of proper ablution facilities and water. This culminated in Batsiranai assisting the community in building 40 male and female toilets at Nzvimbe Primary School. The community and Batsiranai are currently engaged in the sinking of a borehole at Nzvimbe primary School as well. Batsiranai assisted the community women to engage in income generating projects by providing seed money for the women who came as a consortium on income projects to engage in. Some of the projects that Batsiranai has assisted the women include poultry, market gardening bakery, goat rearing, small grains and fisheries. It was revealed that Batsiranai is currently carrying out assessments of the projects that the institution helped in establishing.

³⁵The communities needed to meet the requirements which are the pit, bricks and river sand.

Annex 5.6 Interviews with the Makoni Engineer, Treasurer and Administration Officer

In terms of the Rural District Councils Act Makoni Rural district Council uses Councillors as entry points for engaging with the communities. The Councillors assist in mobilising the communities and ensure their participation in the community development programmes. The officials are also responsible for providing feedback to the residents in relation to Council operations. The local authority also partners with individual residents for developmental programmes. For instance, one Mr Jiji provided fuel to have the roads that he uses for his agriculture businesses at his farm upgraded. Mr Mangoma, the local Member of Parliament for Makoni North, also provides assistance to the local authority through the Community Development Fund. In the Dowa area, the roads which had last been maintained in 1975 have been rehabilitated through the support of community members. The residents provide this support to Council to ensure that development duties are shared.

Besides individual residents, the local clinics (e.g. Chinyadza Clinic) and schools (such as Mavhudzi High School) also regularly partner with the local authority in road maintenance. These institutions have thus provided relief to Council in implementing developmental projects that the latter is unable to do due to financial constraints. In Ward 25 the local authority partnered with the Councillor and community members there to maintain roads. In the Nyaduwe-Triashill area the Council partnered with residents in 2013 to maintain roads which the local authority is responsible for maintaining. Nine (9) community groups within the Council area have also provided fuel to the local authority to maintain roads in their district. The Council is yet to do this as its equipment broke down;

The non-governmental organisations that work in the District interact with Social Services Department in the provision of services. In Nyazura the Council partnered with the NGOs and residents to establish a township there. The residents pay in instalments to buy stands whilst the local authority is responsible for the development of off-site infrastructure. An initial deposit for purchasing the stand is paid by the residents two-thirds of which is utilised for providing off-site infrastructure whilst the remainder is used for overhead costs. A similar programme is being run in Headlands.

Annex 5.7 Consultative Meeting with Nyatate community (Nyanga RDC Ward 17)

The meeting was attended by village heads (5), youths (5), women (5), famers (5), men (3) and AREX officers (2). Two (2) Simukai Youth Programme officers were also in attendance. It was held at Nyatate Rural District Centre on 23 September 2014. Simukai has been implementing various programmes in the district that have enhanced the livelihoods of recipients. These include programmes against gender based violence, market gardening, child rights programmes (at Nyabezi) and domestic violence. Whilst the programmes have been largely successful, child rights have been interpreted by children as independence from parental guidance which has caused behavioural challenges. The community felt that children's rights have to be exercised in moderation in line with their cultural values. They said that parents should remain responsible for disciplining their children in the traditional ways. The community believe that the law has become overly protective of children hence their misbehaviour.

The communities engage with Nyanga Rural District through the local councillor (Mr. Mutigwa). The Councillor works closely with village heads and chiefs in noting the challenges that are affecting the community. Through the VIDCO and WADCO structures community concerns are brought to the attention of the Council by the Councillor. In practice, though, the community members noted that VIDCOs and WADCOs no longer meet regularly as had been

the case before. The need to resuscitate the structures in order to perform their developmental function more effectively was emphasized by the discussants. Another way by which the community engages with the local authority is through the payment of development levy (US\$5) on an annual basis. It is the responsibility of the village head to collect this amount on behalf of the Council. However, most the community members feel that the amount is too much given that not much developmental work is initiated by the Council. As a result most of the community members have been unwilling to pay the development levy to the Council.

It is important to note that while the communities submit their concerns to Council, the latter rarely gives them feedback. As a result the community felt that whenever the local councillor holds meetings with them he must be accompanied by Council officials so that they explain the challenges the local authority faces to them. The community members that attended the focus group discussion did not know what development levy means and why they must pay it. They felt that the Council was not doing enough to repair roads in the area so as to justify their payment of levies. However, the Councillor explained that the national government (ZINARA) and the District Development Fund also had the responsibility to repair roads in the area.

Generally the community felt that Nyanga Rural District Council was not doing enough to respond to their needs. The local area is naturally dry and the community thought that their livelihoods would be enhanced if the Council introduces some irrigation projects. The discussants contended that the Council should be able to engage more with them on a regular basis. This allows them a platform to air their grievances with the Council and to also listen to the challenges that the Council faces in executing its duties. They said they would only pay the development levy if the local authority responds to their needs. They are willing to contribute towards the local authority growth in terms of finance but emphasised that the latter had to be more engaging and give them regular feedback.

Annex 5.8 Consultative Meeting with MURRA members

The meeting was attended by MURRA members from Wards 1, 2, 4, 5, 6, 8 and 12. Of all the participants only two (2) were men whilst the majority (16) were female. The discussion focussed on MURRA activities in the area as well as the relationship between the residents and their local authority. MURRA is an intermediary between the residents of Masvingo and the local authority. It is responsible for facilitating the interface between the residents and the local authority. It mainly relays community challenges to the local authority and provides Council feedback to them. The organisation runs awareness programmes for the residents educating them about their rights and entitlements as well as the channels they could pursue to enable the Council to be responsive to their needs. It has an advocacy team that is responsible for engaging with the local authority to ensure that it incorporates community concerns in its programming. This team also disburses vital information to the residents concerning the operations of the Council.

Through a ward-based committee system the members bring their concerns to MURRA for onward transmission to Council. The residents usually engage with MURRA than their Council as the former wields more negotiating power than in their individual capacities. The organisation has an SMS platform that it utilizes in engaging communities on different service delivery issues. Through this platform the residents are also able to report to the organisation on service delivery challenges that they would be facing. The discussants felt that MURRA had more negotiating power to engage the local authority on service issues rather than them in their individual capacities.

The relationship between the local authority and its residents is not very ideal. The Council does not give regular feedback to them on issues such as water provision. This often prompts

the residents to use confrontational means to have their issues noted. In one instance the residents protested at the city engineer's office over the irregular supply of water. Residents that live in the Council's seven hostels often directly engage with the local authority for it to upgrade the status of their accommodation units. The residents feel that they are being charged high rents for occupying the dilapidated flats. The budget formulation process is also another platform where the Council directly engages with the residents. The consultative meetings are ward-based. However, the discussants felt that they are just called on to rubberstamp the budget when it would have already been made by the Council and thus their priorities are not incorporated. The meetings are called at a time (around 5) when the wives are supposed to be cooking for their spouses. In essence this hinders their participation in the budget formulation process. They felt the Council deliberately schedules meetings around this time so that they get paid for 'overtime'.

Due to high incidence of accidents occurring in the city the residents petitioned the Council to construct a 'round-about' adjacent to the Flamboyant Hotel. It is however the mandate of the state to construct such kinds of infrastructure. The Council then forwarded the petition to ZINARA culminating in the construction of the facility currently underway. There are no public toilets in the city centre or at public places such as termini and market places. The ones that are there are operated privately and charge a fee (US\$0.5) for use by the residents. The residents felt this set-up is discriminatory. The community felt that the predatory approach where the local authority staff chases after illegal vendors and confiscates their wares is dangerous. In Muccheke a young child was run over by a Council vehicle pursuing vendors and the child was killed in the accident. This led to violent clashes between the local authority and the vendors which culminated in a city vehicle being burnt.

Annex 5.9 Meeting with the CHRA Ward Representatives

Relationships with City of Harare (COH) and Councillors

Community representatives consider themselves the eyes and ears of the duty bearers such as Councillors, Members of Parliament and District Officers. They work with CHRA Program Officers in presenting their grievances to the authorities to strengthen their voice, since *"imbwa mbiri hadzitorewi nyama"*. However, the lack of resources sometimes hinders the effectiveness of the community representatives. Residents complained that they are not getting any feedback from COH on issues they would have reported. Although some councillors have good relations with their wards, some behave like COH employees rather than as community representatives. They attributed this to politics since most of them seem to pay more attention to their political party interests rather than the community. CHRA has educated residents about their rights and how to engage COH, however, councillors view CHRA representatives as opponents in future elections since some of them were previously CHRA community representatives.

Central Government Interferences

Residents raised concern with regard to central government interference in local government matters. For instance, there are some housing developments occurring without the community or COH's knowledge and the people involved claim that they were given the land by the Ministry of Local Governments. Efforts to engage the Ministry has been fruitless. Some residents are not paying water bills and rates citing that they were told to do so by the Ministry of Local Government.

Service Delivery Issues

The Ward Representatives raised concerns with regard to the COH decentralisation structure where in some cases a specific problem requires three or more departments to resolve but these departments are located at different locations. In terms of specific issues, some wards

have gone for years without water (such as Ward 19, Mabvuku). Residents have been using boreholes which seem to be drying up and drilling new boreholes is no longer a solution since the water level has gone down. Where there is water, some residents are not paying bills resulting in services being cut off. When the Ward Representatives engaged the District Officers, they were told that the concerned residents had not made any effort to pay the bills and therefore COH has no other option. Residents raised concern on the issue of withdrawal of services from old people and pensioners who should not be paying bills. Efforts to have these redressed have been fruitless. The Ward Representatives are also concerned by lack of responsiveness by COH officials in dealing with reported matters with some using the reporting individuals as messengers to the culprits. COH is also reported to be considering selling some council schools to the private sector, even if COH has not been using any resources to run them and this will result in education being out of reach to many.

Citizen-Local Authority Engagement Processes

The Community feels that COH does not treat them as a main stakeholder in all its activities but as clients. For instance, COH approached the residents to support rates increases in lieu of the US\$144 million Morton Jeffery Water Reservoir Project debt but the residents were not consulted when the loan was obtained. Furthermore, the funds were not utilised for the intended purposes.

The COH conducts consultative meetings during its budget formulation process. However, the meetings are just a mere formality since Council would have already prepared the budget and the residents' contributions are not taken into account. Current budget consultative meetings seem to be centred on the Morton Jefferson Project issue due to residents' frustrations, when they are other issues to be dealt with. The communities also prefer to have audit reports for the previous year before engaging in budget consultation meetings but none has been made available over the last few years. They cannot therefore assess how the COH performed on the previous budget and what needs to be changed.

With regards to other engagement processes, residents bring their problems to the Ward Representatives who then forward them to CHRA and/or directly the Councillor or District Officers. CHRA collate issues from all wards in Harare and also engage the COH on behalf of the Communities. There are monthly Ward Level Public Meetings with the Ward Councillor to discuss major issues, obtaining public views and also give feedback on previously discussed issues; however, lack of action by COH will have a negative impact on future public meeting attendances. The politicisation of issues has also resulted in Ward 19 communities being prevented from holding public meetings. They are asked to obtain police clearances as well as pay for using the community hall when they were built for such purpose.

CHRA has introduced score cards as a means of assessing the performance of Councillors and COH in service delivery. The community representatives are responsible for the score cards. They are used for assessing water and electricity supplies in the ward, refuse collection and other services on a weekly basis. The information is then given to CHRA Program Officers for collating. CHRA is also working on a Social Accountability Policy Document which seeks to promote recognition of residents associations in local governance processes amongst other issues.

Annex 5.10 Consultative Meetings with WILD and BUPRA Ward Representatives

Service Delivery Issues

Residents from Cowdray Park Phase 2 complained of having no access to water (they get water from Bulawayo City Council (“BCC”) water bowsers that deliver water on a daily basis), have no sanitary facilities, no roads and bridges, clinics or schools. Their children walk 9km to the nearest school. They have been engaging the BCC since 2007 but nothing has been done to date. The same sentiments were shared by a representative from Pelandaba. Residents leave in fear of disease outbreaks. Residents pointed out that they sometimes go for month without refuse collection. Residents are concerned about BCC cutting off supplies from defaulting residents without giving them a chance to make payment plans.

Public Finance Management Issues

Residents are concerned that BCC continue to increase their debts without consulting with residents. BCC complains that it has no money and sometimes request residents to make contributions towards resolution of some problems. For instance, BPR had to provide own vehicles to a team attending to sewage problem in one ward. Budget consultation meetings by BCC are a mere formality since council would already have done the budget and residents' contributions are not taken into account.

Housing Issues

Residents from Cowdray Park Phase 2 and other wards have no title deeds for their stands and where people have received offer letters; there have been cases of two or more people being allocated the same stand. Residents (Cowdray Park) require clarity on who should be responsible for the development of their area, the council or a Consortium of Housing Developers. BCC sometimes approaches the community seeking cooperation for their initiatives such as the relocation of some Pumula residents. However, the community rejected the proposal because they had not been consulted in the first place. The BCC Housing Waiting List has grown to about 100,000 and residents would want to see a reduction. They proposed that Government and BCC acquire farms around the city and allocate to people for free (as they did on farms) and the residents will contribute towards development.

Relationship with Councillor

Most wards have good relations with their councillors with the exception of Ward 28 (Cowdray Park) where there are no consultative Ward meetings with the Councillor. The Councillor does not provide feedback on issues reported by residents and residents accused the Councillor of being corrupt and not caring about their problems but only concerned about himself. This relationship has gone to the extent that residents no longer trust their Councillor and they also treat whoever comes to address their problems with the councillor to be also corrupt. Residents pointed out that it is now difficult to repair the relationship with the Councillor.

Residents' Aspirations

Residents desire BCC to be what it is used to be – the best local authority in Zimbabwe, in terms of service delivery, explaining any challenges being faced and engagement of residents for possible solutions. They want to see transparency within the BCC and their Councillors on all issues affecting them. They wish BCC would engage them on an affordable payment plans for outstanding bills and stands since they some of them are unemployed.

They want to see investigations into causes of the problems affecting their area and an end to corruption. BCC should educate people on i) how to deal with disposable diapers since some are disposing them in the drainage system; ii) not burning litter since this result in veld fires and iii) not to cultivate along stream banks. There is need for proper road maintenance since some

potholes are now causing road accidents. The introduction of the Early Childhood Development curriculum resulted in shortage of classrooms at some council schools. BCC should provide funding to schools to build additional blocks in order to provide access to every child. Council should also approve applications for nursery schools since there is a shortage. Vendors should be provided with suitable vending bays. There is need for pesticides spraying especially during rainy seasons to prevent diseases like malaria.

Storm Drains should be repaired since water is now flowing into houses. Recreational places should be restored.

Status of social
accountability
in the delivery
of services by
public institutions
with an emphasis
on local authorities

Communities in Zimbabwe are demanding social accountability because of the failure by local government and service organisations to provide quality service delivery as depicted in the following pictures:



A girl from Mabvuku collecting water from an open ditch in Tafara, Harare.



Sewerage menace in in Tynwald South, Harare.



Children queue for untreated water.



Two unidentified girls finding their way over raw sewerage flow at their house in Glen Norah B, Harare.

PHOTO CREDITS:

Cover page- an unidentified girl drinking water from a tape.
All pictures taken by Combined Harare Residents Association.



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