

LOCAL GOVERNMENT SUPPORT PROGRAM IN ZIMBABWE

REVISED
FINAL REPORT

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Local Government Support Program in Zimbabwe
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List of Acronyms

CEO – Chief Executive Officer
CSO - Civil society organization
LA – Local Authority
LGSP - Local Government Support Program
LLGP – Long Term Local Governance Program
MDA - Manicaland Development Association
MITA - Mutoko Informal Traders Association
MLGPWNH -Ministry of Local Government, Public Works and National Housing
MRA - Mutoko Residents Association
NGO – Non-Governmental Organization
PPLG - Pilot Program on Local Governance
PSIP - Public Sector Investment Program
RAP - Restructuring action plan
RDC - Rural District Council
UCAZ - The Urban Councils Association of Zimbabwe
UI – The Urban Institute
USAID – United States Agency for International Development

EXECUTIVE SUMMARY

From June 2001 to July 2005, the Urban Institute (UI) provided technical assistance and training to urban and rural local authorities (hereafter referred to as LAs) in Zimbabwe through a task order from USAID under the global Sustainable Urban Management Indefinite Quantity Contract. The program was launched as the Pilot Program to Develop Local Governance (PPLG) covering six local authorities. Upon the successful completion of the PPLG, a follow-on, expanded program began, which was initially called the Long-Term Local Governance Program (LLGP). This program, which provided assistance to 13 LAs, was subsequently re-named the Local Government Support Program (LGSP).

The program focused on promoting transparency, accountability and greater capacity in the management of decentralized services and on building the capacity of local civil society organizations (CSO) to advocate for strengthened integrity, openness and responsiveness in local government. It also sought to foster a constructive dialogue between the local governments and their stakeholders and to broaden citizen participation in local policymaking, budgeting and agenda setting. It maintained an apolitical, non-partisan approach that was critical to its achievements.

The Local Government Support Program worked towards USAID/Zimbabwe's Participation Strategic Objective: Enhanced Citizen Participation in Economic and Political Decision-Making. Under this Strategic Objective are two intermediate results to be achieved by the LGSP: Local Authorities More Capable and Open to Local Citizen Input and Improved Civil Society Organizations' Representation of Citizens' Interests at Local Levels.

Given the difficult political and economic context prevailing in Zimbabwe throughout the program, significant challenges faced the implementing team and its partners. The unstable political environment (international sanctions, isolation of the national government, the departure of most donors) and difficult macro-economic conditions resulted in an atmosphere of mistrust and tension and posed unusual challenges for the local authorities to overcome in budgeting and service delivery. Nevertheless, the pilot program was able to build the trust needed to make technical assistance and capacity-building activities possible and lay the groundwork for success in the LGSP. As a result, the program ran without significant interruption and can now note several important achievements.

The program created important linkages between local government and civil society, demonstrating that bringing the two entities together in a mutually respectful working relationship has tremendous benefits for all. LAs began to involve civil society in decision making and CSOs learned how to better represent their constituencies while interacting with LAs in policy making, strategic planning, budgeting and improving service delivery. The focus of the program was practical, centering on closing knowledge gaps. It was intended that techniques and approaches would continually be adapted and disseminated to improve the efficiency and productivity of local government personnel and CSOs through better technical practices, management, organization and use of limited resources. Working with a broad range of stakeholders in local government allowed the program to demonstrate the value of accountability: better decisions can be made when local authorities and citizens have a sense of shared ownership in public policy and management. By the end of 2002, most of the pilot communities were using a participatory



budgeting process that was developed in concert with community stakeholders. The new process allowed the participating communities to avoid contentious public opposition to budget proposals.

The program emphasized capacity building for both citizens and local governments throughout the implementation period. Local CSOs are nascent organizations in Zimbabwe, lacking technical, organizational and management skills. The program's work with CSOs created real knowledge and provided basic skills and tools to many of these CSOs.

Local authorities benefited from a broad range of training and capacity-building initiatives such as a week-long course for newly elected councilors and other training in topics such as budgeting, organizational development, and developing LA codes of conduct. The program also led LAs and CSOs in joint efforts to develop restructuring action plans or turnaround plans that were design to reflect a social contract between each LA and its local citizenry about how to meet the community's operational and strategic objectives and to plan for obtaining the required resources for priority expenditures and investments. Overall, the program resulted in improved transparency in public management and accountability to local citizens and businesses.

One of the most important lessons learned from the PPLG and LGSP was that even in such a highly charged political environment as that of Zimbabwe in 2001–2005, good governance programs are truly capable of strengthening civil society and local government institutions when emphasizing the public good, not partisan politics, is emphasized.



1. BACKGROUND

USAID in Zimbabwe

The commitment of the United States Agency for International Development (USAID) to Zimbabwe's development has translated into over US\$1 billion in assistance since 1980. USAID is proud of the support it has provided through a variety of important development programs in urban low income housing and infrastructure development; education; public health (including child survival, family planning and HIV/AIDS prevention); agriculture; natural resources management; micro, small and medium enterprise development and support to a host of important Zimbabwean government and non-governmental (NGO) institutions.

During the program's implementation period, USAID/Zimbabwe's program focused on three strategic areas where it had a comparative advantage. The Participation Program worked closely with a variety of Zimbabwean partners, supporting efforts to strengthen civil society, Parliament and local government. Under the program, USAID/Zimbabwe provided technical assistance and training to local governments to strengthen their capacity to receive and consider citizens' input in their decisions and programs.

USAID/Zimbabwe's HIV/AIDS Program was designed to mitigate the devastating HIV/AIDS crisis through the dissemination of information, behavior change, prevention, care and support and policy development.

The Economic Opportunities Program created economic opportunities for disadvantaged groups in the economy through drip irrigation, commercial linkages, agri-business and business capacity training.

The Urban Institute

The Urban Institute (UI) was founded as a non-profit policy research organization in Washington, DC, USA in 1968. The Institute seeks to sharpen thinking about society's problems and the efforts to solve them, improve government decisions and their implementation, and increase citizens' awareness of important public choices.

Originally focused on urban problems in the United States, the Institute's agenda now includes research-based activities in both emerging economies and newly democratized countries around the world. In the international arena, the Urban Institute analyzes issues that reflect, respond to and at times anticipate the changing needs of society.

The International Activities Center executes the Institute's international programs and has worked directly, through funded contracts and grants, with governments, international and national organizations, and foundations in more than 40 countries. When appropriate, the Institute establishes an in-country presence with regional offices and resident advisors.

Introduction

The Urban Institute provided technical assistance and training to urban and rural local authorities (hereafter referred to as LAs) in Zimbabwe. The program ran from June 2001 to July 2005 under different names. It was launched as a Pilot Program on Local Governance (PPLG) covering six local authorities (LAs), two rural district councils and four urban councils. Upon successful completion of the PPLG, a follow-on expanded program began, which was initially called the Long-Term Local Governance Program (LLGP) and subsequently re-named the Local Government Support Program (LGSP).



The program focused on promoting transparency, accountability and greater capacity in the management of decentralized services and building the capacity of local civil society organizations (CSO) to advocate for strengthened integrity and responsiveness in local government. It also sought to foster a constructive dialogue between the local governments and their stakeholders and broaden citizen participation in local policy making and agenda setting.

Local Government in Zimbabwe

With respect to government structure, the country is divided into ten regions called provinces that are in turn divided into smaller units called districts. Each district is further divided into wards and within wards are villages. LAs are established at the district level under one of two Acts of Parliament: the Urban Councils Act and the Rural Councils Act, which provide for the election of ward representatives (Councilors) who meet as the local government or council for each district. The system applies to both rural and urban localities. However, in rural districts, there are also parallel traditional leadership structures that do not exist in urban areas. In rural areas, the traditional leadership is responsible for the maintenance of cultural values while the rural district councils manage service delivery and public administration.

In urban councils, the eligible voters residing in the city/town directly elect the mayor or leader of the council; in rural councils, the council chair is indirectly elected. That is, the councilors select one of their own number to serve as chair. Councilors are elected for four-year terms; there are no term limits.. Mayors, on the other hand, can serve a maximum of two four-year terms.

Once elected, the councilors meet as a policymaking body (council) regularly (usually monthly) under the leadership of the mayor or council chair. With the exception of the mayor, elected members of council are not full-time employees of the LA. A separate administrative bureaucracy headed by the Town Clerk serves the LA. The Town Clerk is the Chief Executive Officer (CEO) of the council and is assisted in his or her job by Heads of Departments responsible for Engineering Service/Works, Finance, Health, Housing, Welfare, etc.

LAs are responsible for the provision of the following services:

- Water supply and reticulation
- Waste management
- Primary health services
- Primary education
- Housing
- Roads
- Community facilities
- Welfare

Services are funded from a combination of local taxes, user tariffs/fees and central government support/grants. The central government contribution has diminished to insignificant levels over the last several years, particularly in the case of urban LAs. It is estimated that, on average, urban local authorities raise 98 percent of their recurrent income locally through taxes and tariffs.

However, the central government plays a critical role in the funding of capital development projects. Through the Public Sector Investment Program (PSIP), concessionary interest-bearing loans are advanced to LAs. The LAs supplement this funding with their own resources and/or private sector loans. However, private sector loans can only be accessed by creditworthy LA; that is, those with sound financial management systems and sustainable, predictable sources of



revenue. Many LAs are currently unable to demonstrate creditworthiness. When the central government is unable to provide sufficient PSIP funding, these LAs have found it difficult, if not impossible, to access private sector loans.

As the elected representatives of the communities, councilors are expected to consult widely with their constituents and articulate their priorities and preferences at council meetings. Once elected, however, councilors often formulate policy as they see fit, without reference to the electorate. This has been a major source of conflict within the communities and one that the program sought to address.

At the central government level, LAs are administered by the Ministry of Local Government, Public Works and Urban Development. Although public policy statements have consistently advocated decentralized local government, little progress has been made. The Acts of Parliament that establish LAs give the Minister of Local Government enormous powers: The Minister approves tariff increases, approves appointment of senior LA staff, determines salaries for senior staff and has powers to suspend or even dismiss the mayor and/or the entire council and appoint a commission to run the LA. The Minister also administers the Regional and Town Planning Act, which confers wide-ranging supervisory powers.

LAs in Zimbabwe have formed peer groups that provide a platform for discussing matters of common interest. For urban LAs, there is the Urban Councils Association (UCAZ). Rural governments are members of the Association of Rural District Councils (ARDC). These associations are well established with full-fledged secretariats and have served as useful pressure groups advocating for their members' interests.

2. THE PILOT PROGRAM TO DEVELOP LOCAL GOVERNANCE

(1) Introduction

The Pilot Program to Develop Local Governance in Zimbabwe (PPLG) was initiated in June 2001 and completed in December 2002. The program's 18 months of implementation focused on six local authorities: the City of Gweru and Masvingo; Gwanda and Kariba Municipalities, and the Rural District Councils of Chipinge¹ and Mutoko. The major theme of the PPLG was to assist the pilot areas to establish good local governance practices through local authority interaction with and responsiveness to civil society, with the objectives of improving transparency, accountability, and efficiency in policymaking and service delivery.

Objectives of the PPLG

- To develop and institutionalize mechanisms for incorporating and increasing citizens' participation in local government decision making;
- To develop and institutionalize local authorities' openness to local citizen input;
- To establish mechanisms for formulating LA restructuring action plans with citizen participation;
- To train local authority officials and elected councillors, citizen groups and CSOs in participatory practices and advocacy for ensuring transparency and accountability at local government level;
- To provide small grants to selected CSOs to strengthen their capabilities and support advocacy programs to promote a participatory culture in the pilot local authorities;
- To provide other relevant training consultancy or advisory services to respond to emerging needs to remove identified obstacles to transparency and accountability at local government level; and
- To build a base of knowledge consisting of the above activities, local governance strategies, LA

¹ By the close of the PPLG, the Chipinge Rural District Council had been split into two councils: a town council representing the urban area and a rural council representing the rural areas of Chipinge.



and evaluation reports.

The PPLG had several core activities:

- Transfer of knowledge in municipal finance and budgeting
- Training of LA officials and elected councilors as well as citizen groups in participatory local governance, and developing a Local Governance Strategy appropriate to each pilot LA
- Assisting in the preparation of Restructuring Action Plans for local authorities
- Training and grants to selected local-level Civil Society Organizations.

The entry point of the PPLG in each local authority was an initial meeting with the local authority to assess the demand side of the project and to discuss the LA's expectations of the project. Subsequent meetings were also held at various points with CSOs and also joint LA–CSO meetings to align expectations and chart a common way forward. A shared vision framework was prepared at a workshop, which was subsequently used as a template for future meetings and focus areas. At the vision-sharing workshop, the main tenets of a local governance strategy emerged, based on the issues expressed by the LA and the CSOs. A technical committee was then tasked with working towards an improved framework for local governance.

The PPLG Team assigned the contact person within the LA (e.g., the Chamber Secretary or CEO) to facilitate meetings on developing the Restructuring Action Plan (RAP), on strengthening participatory budgeting and on achieving other program aims. Over the course of the PPLG, it became evident that local authorities in which a local official took on the role of “champion” of the PPLG had the most success with the program. When a local official (generally, technical staff, not an elected official) worked as the “driver” of the meetings and took on the preparatory work in logistics, data collection, etc., the PPLG was able to work more effectively and efficiently.

A wide range of stakeholders participate in the meetings that PPLG facilitated in the course of capacity building, preparing RAPs, local governance strategies, and participating CSOs. A summary of participating stakeholders and CSOs profiled or participating appears in the table below.

Illustrative Stakeholders and Civil Society Organizations Participating in PPLG Activities	
<ul style="list-style-type: none"> ▪ Local Authority Executive Staff ▪ Councilors ▪ Ward Development Committee/Coordinators ▪ Ministry of Education ▪ Ministry of Local Government ▪ President's Office ▪ ZANU PF ▪ MDC ▪ Rugare Pakati Pemadzimai ▪ School and university representatives ▪ School development committees ▪ Ministers Fraternal (Church Leaders) ▪ Zimrights ▪ Consumer Council of Zimbabwe ▪ Legal Projects Centres 	<ul style="list-style-type: none"> ▪ Media organizations ▪ Rate Payers/Residents Associations ▪ Zimbabwe Association of People Living with Aids ▪ Regional and local AIDS support organizations ▪ Zimbabwe Congress of Trade Unions (ZCTU) ▪ Zimbabwe Urban Council Workers Union ▪ Zimbabwe National Family planning Council ▪ Associations of Informal Traders or “Vendors and Hawkers” ▪ Commuter Omnibus Operators Association ▪ Confederation of Zimbabwe Industries ▪ Zimbabwe Republic Polices ▪ Indigenous Business Women's Groups ▪ Indigenous Business Development Committee ▪ Zimbabwe National Chamber of Commerce ▪ Publicity Associations

The PPLG also actively participated in meetings of the Working Group on Expanding Municipal Finance and Local Governance.



(2) “Lessons Learned” in the PPLG

In initiating the program with local authorities and civil society organizations, the PPLG team focused on fostering local buy-in to the program. Continual contact with the pilot sites was difficult but critical to achieving USAID targets. Local ownership of the program resulted in significant achievements in the activities the PPLG supported, such as the development of the Restructuring Action Plans. Having the LA run the introductory meetings was also a strategy that proved successful. Each pilot LA felt recognized and respected as it articulated its own problems and possible solutions.

While participation of youth in local governance was generally under-developed, youth dramas (skits designed by the PPLG team with local youth theater groups), proved to be an imaginative and constructive way to start dialogue between local authorities and civil society and other stakeholders at public meetings.

The program also evaluated the issues hindering the full implementation of the PROMUN municipal financial management system installed in many urban councils in Zimbabwe. LAs found that there was not enough support or maintenance for the system. Changes in software service providers, licensing and source code issues compounded the problems many LAs had in implementing the system so that it met their needs. Because of factors such as inadequate training, high employee turnover, expensive service and/or licensing charges, software programming questions, and a shortage of hardware, local authorities struggled to maintain and make full use of the PROMUN system and other accounting packages. In many cases, these programs were not fully operational. This was found to be a major obstacle to local authorities' timeliness, accuracy and transparency in reporting internally and to local stakeholders, as well as their capacity to efficiently evaluate and adjust the allocation of resources, or to apply performance management techniques using budget and service performance data. These issues were later addressed in the follow-on to the PPLG.

(3) Challenges Faced by the PPLG

The PPLG operated in a hostile political and economic environment that posed challenges on a daily basis. Annual inflation exceeded 100 percent, severely eroding purchasing power; there were acute shortages of foreign currency and many necessary commodities, including virtually anything imported; budget deficits at all levels of government were increasing exponentially; and the national economy was declining at a rapid rate. Several national and local elections held during the PPLG were violently contested, and each campaigning and post-election “cooldown” period slowed activities with local officials and CSOs to a halt for at least a month before and after the election itself.

Polarization of the local authority and residents or CSOs resulted from years of fear and mistrust on both sides; residents threatened the local councilors and LA staff and strikes and unrest were common responses to lapses in services, tariff increase proposals or decisions about local budget allocations.

Organizing PPLG public meetings with civil society organizations and citizens was therefore difficult. In addition, many types of meetings were prohibited by the central government. Some people were afraid to attend any public gathering. Meetings with CSOs were sometimes misinterpreted as political or party meetings.

Churches were well-organized and demonstrated interest in participating in local governance in all the pilot sites, but were often focused on the relatively narrow interests of their membership. Business community representatives and informal sector traders who were directly affected by



decisions of local authorities also participated and showed willingness to share their business experience to support the transformation of local authorities into financially viable entities and service providers. Traditional leaders participated actively in the rural local authorities of Mutoko and Chipinge. Given the politicization of some of these leaders, the impact of their involvement in the PPLG posed some threat to the nonpartisan approach of the PPLG. War veterans' groups participated in meetings with LAs in both rural and urban areas, initially sparking fears of intimidation; however, these groups generally played a constructive and supportive role once they came to understand the core objectives of the PPLG.

Registration of CSOs had become quite difficult by the start of the PPLG, and authorities' distrust of many CSOs—both large and small—also limited the degree of dialogue and engagement possible in many LAs. The PPLG program devoted significant time and energy of to easing these concerns and building trust in the program.

The PPLG's plan to fund grants to civil society organizations touched off major challenges to the program from local authorities. In the first round of the grants competition, few applications were received, despite significant demand for the application forms; many of the submitted applications did not address program goals. Local authorities were understandably anxious about grants to CSOs for "advocacy" and "advocacy campaigns.". Advocacy implies lobbying for a specific interest and can potentially lead to intensified conflict over how the local authority spends its budget. It also raised the question of why certain interests should have their budget claims strengthened by grants from donor organizations—especially since the size of CSO grants was often large relative to local budget resources. It was vital to assure officials and other stakeholders in the PPLG that the grants were intended to build cooperation and reduce conflict. As the capacity of the local-level CSOs was extremely weak, significant training and technical assistance was needed to develop viable proposals and absorption capacity to utilize the grant funding in a meaningful way. These issues were addressed in the follow-on to the PPLG.

In some local governments, the political context complicated and delayed the PPLG's activities. In Kariba, the central government suspended the elected Executive Mayor and the entire elected city council and replaced it with a three-person commission. It also appointed an Acting Town Clerk and Acting Treasurer. While this centralized restructuring suspended the activities of the PPLG in Kariba for a period, some efforts were resumed in Kariba with the support of the Commission.

Local authorities found fulfilling their service delivery responsibilities to be increasingly difficult. Because of the widespread economic hardship, there were inevitably public objections to any tariff increases intended to improve poor service delivery. However, the LAs had little revenue or borrowing capacity with which to finance maintenance of and investment in critical public infrastructure and services such as roads, solid waste collection and water supply. Decentralized mandates were unfunded and many high-priority capital projects were on hold.

Despite these very significant challenges, progress was made.

(4) Achievements of the PPLG

The PPLG demonstrated that dialogue between the local authority and CSOs was indeed possible, necessary, achievable, fruitful and desired. As one participant said, "A process has been ignited which will be difficult to put out!" In those LAs where some consultative processes were already in place, LAs reported that PPLG encouraged consultations to become more inclusive and better organized. For example, Gwanda's council began to support efforts to include residents' associations and other CSOs in policy making through the municipal social welfare and community services department.



As citizens and CSOs came to know their rights with respect to participation in local governance, they also learned of their responsibilities—in particular, that paying rates or fees for services was vital to the local authority’s ability to provide those services. In Chipinge, one group stated, “We are amazed that council has managed so far with all that it is owed.... We, as members of the community, support Council to use its debt collection services to collect debts from all residents owing so that Council can afford to procure the required equipment for service provision.”

This signaled a major change in the relationship between citizens, civil society, and local governments.

Many of the most significant achievements of the PPLG centered on the program’s support for improved financial management and participatory budgeting. In Mutoko, the Council Chair reported that the PPLG played an instrumental role in the RDC being recognized in 2002 as the “best managed LA” in Mashonaland East province. Using the concepts introduced by the PPLG, the RDC was first in its province to submit the FY 2002 budget to the Ministry of Local Government, Public Works and National Housing (MLGPWNH). In Gweru, a joint budget task force of the LA and CSOs, set up through the PPLG, was instrumental to the approval of Gweru’s 2003 budget because they assisted the council to lobby residents for the tariff increases and the budget. The LA attributed its success in adopting budget proposals with tariff increases to the PPLG’s assistance in holding community meetings, which they felt had forestalled the strikes and demonstrations by residents that had followed any tariff increases in the past.

Civil society organizations participating in the PPLG reported several positive outcomes of their participation, including:

- A joint visioning process, with the local authority and local CSOs agreeing on and owning the resulting restructuring action plan.
- Sustainable and consistent involvement of citizens and CSOs.
- Recognition and involvement of disadvantaged and marginalized interest groups.
- CSOs began to understand local government responsibilities, functions, decision-making processes, and actors.

In summary, the PPLG fostered far more open discussion between local officials and stakeholders. CSOs’ awareness and understanding of the role of local government and their role as participants in local decision making was greatly increased. Most participating LAs acknowledged the advantages of greater openness in local governance. The PPLG led to practical improvements in the governance approach taken by most of the participating LAs.

3. LOCAL GOVERNMENT SUPPORT PROGRAM

The Local Government Support Program (LGSP) contributed to USAID/Zimbabwe’s Participation Strategic Objective: Enhanced Citizen Participation in Economic and Political Decision-Making. Under this Strategic Objective were two intermediate results to be achieved by the LGSP: Local Authorities More Capable and Open to Local Citizen Input and Improved Civil Society Organizations’ Representation of Citizens’ Interests at Local Levels. Greater detail and data on performance indicators and the Results Framework applied to the LGSP can be found in *Attachments 1 and 2* to this report.

The LGSP was the extension of the Long-term Local Governance Program, which formally began on December 11, 2002 and was originally scheduled to close on August 21, 2004. Due to re-programming of grant funding and a shift to a higher concentration of local leadership and staffing, the program was extended to August 2005.



The program was designed and implemented on the premise that good governance and sustainable development can only be achieved if LAs facilitate effective citizen participation in local government decision-making.

1. Apply lessons learned from the pilot program;
2. Promote the rule of law through a regulatory and policy framework that advances LA accountability and access to private sector-based finance, and growth of CSO participation in LA decision-making.
3. Share international experience in citizen participation in democratic Local Governance, especially in decision-making and operations;
4. Assist LAs to formulate restructuring action plans (RAPs), to improve local government operations, particularly with respect to own-source revenue generation and restructuring council debt to improve creditworthiness;
5. Assist in developing and institutionalizing LA capacity and the role of CSOs in LA preparation of restructuring action plans (RAPs) and performance management systems;
6. Provide small grants to selected CSOs to strengthen their organizational capacity and to support local-level advocacy to promote a participatory culture;
7. Train LA officials and elected councilors, and citizen groups, including local CSOs, in participatory local governance; Develop and institutionalize practical mechanisms for increasing citizens' (and CSOs') role in LA decision making (e.g., budgeting, borrowing, capital projects);
8. Increase the capacity of LAs across all sectors to deliver and manage services, with better citizen consultation; provide technical assistance to bring more accountability and transparency to local authorities' financial management practices; and
9. Disseminate the LLGP results and recommendations to all stakeholders for purposes of replicating local governance development mechanisms.

(1) Objectives and Strategies

The LGSP targeted 14 rural and urban LAs in Zimbabwe for assistance in improving democratic local governance. The following strategies were employed:

- Establishment of change catalyst or local points in each LA.
- LA–CSO vision and goal sharing.
- CSO development.
- Participatory budgeting and the development of restructuring actions plans.
- Strengthening LA capacity in various aspects of public administration and, in particular, to make optimum use of the PROMUN accounting software.
- Increasing transparency in public management.
- Training CSOs and LA councilors/officials in participatory practices.

The components of the program as designated in the task order were:

- Improved Communication / Information Flows between LAs and their Stakeholders
- Strengthening the Legislative Framework of Local Governance
- Local Authority Capacity Development
- Local CSO Capacity Development
- Performance Management System Development

The participating local authorities in the LGSP were:

Chipinge Rural District Council
Mutoko Rural District Council
Chipinge Town Council



City of Mutare
City of Bulawayo
City of Kwekwe
City of Gweru
City of Masvingo
Bindura Municipality
Chitungwiza Municipality
Chinhoyi Municipality
Kariba Municipality
Gwanda Municipality
Victoria Falls Municipality

Final reports on LGSP activities and achievements in each of these local authorities as well as recommendations for follow-on programs and sustainability mechanisms are included in the following section of this final report.

(2) Local Authority Capacity Development

The LGSP identified a range of LA capacity-building needs and priorities and addressed these needs with the following training and technical assistance approaches:

- Joint strategic planning
- Information systems strengthening
- Participatory budgeting
- Training of Councillors
- Financial management training
- Performance Management
- Enhancement of accountability and transparency.
- Training materials development
- Creating a pool of local trainers
- Customer care training and developing service charters.
- Procurement best practices
- Improving creditworthiness (building on recommendations from USAID-financed credit ratings carried out by Global Credit Rating Co.)
- Strengthening mechanisms for citizen participation in local governance processes.

Training and technical assistance for local authorities in the LGSP was to a great extent demand-driven and needs driven. The LGSP was able to address a range of issues in response to a variety of local needs and priorities as well as differences in existing capacity and resources in the participating LAs. In Bulawayo, for example, the LGSP conducted training for 16 councilors and officials, all members of the City's Business Committee, on local government management, with a focus on grouping municipal services into Strategic Business Units. The LGSP also supported Bulawayo's first efforts to work with a wide cross-section of stakeholders to develop a "Citizen's Charter." The City of Kwekwe requested training on change management at the local government level; this was also carried out with participants from the City of Gweru, Chitungwiza Municipality, City of Mutare, City of Kwekwe, City of Bulawayo and Municipality of Gwanda. Chipinge Rural District Council identified the need for targeted training in effective policy formulation and administration; the training was completed in 2005. Training workshops on how to hold effective Council meetings and integrate traditional leaders into local governance was conducted for Mutoko, the Town of Chipinge and Chipinge Rural District Council.



The City of Masvingo requested assistance from the program to develop a Strategic Plan, which was completed with public input at the close of the program. In Gwanda, a Service Delivery Handbook was developed for the community, and the LGSP funded printing and distribution of the handbook throughout the local authority's jurisdiction. LGSP also provided technical assistance to Chipinge Town Council in drafting new Procurement Procedures and Policies. In partnership with the Urban Councils Association (UCAZ) and UN Habitat, the program sponsored workshops on Urban Governance Indices for the City of Bulawayo and for the City of Mutare.

The demand-driven approach was successful in building local ownership of the program. This, in turn, generated a high degree of interest in LAs in partnering with LGSP and USAID, and resulted in extending the resources of the program over a longer period than originally envisioned.

The Restructuring Action Plan (RAP) activities begun in the PPLG were expanded and intensified as local authorities rushed to prepare "turnaround plans" (TAP) as part of an application requirement to access capital funding from the Reserve Bank of Zimbabwe program for local authorities. The LGSP, assisted local authorities including Gwanda, Chipinge Rural District Council, Chipinge Town, Kariba, Bindura, Masvingo and Victoria Falls to develop Strategic Plans, RAPs and/or Turnaround Plans. This was a cross-sectoral effort that encouraged local authorities to widen stakeholder consultations in budgeting and policymaking, and to develop local solutions to issues in infrastructure, revenue generation and collection, housing, social or community services, and local economic development. The process of designing these strategic plans brought to light many citizens' need for civic education on their rights and obligations. An example of a turnaround plan is included in this report as *Attachment 4*.

(3) Technical Assistance in PROMUN

Financial management in Zimbabwe's local authorities had long suffered as a result of incomplete implementation of the modules of the PROMUN software, which had been introduced by the World Bank's Urban II program in the 1990s in pilot urban councils. Licensing, source code, maintenance and service issues had hampered the full utilization of the software in most LAs, as identified during the PPLG. Frequent staff turnover, insufficient training in the software, inadequate hardware, lack of internal control systems, and lack of coordination within the LAs' Treasury departments were also major obstacles to full utilization of the software. In Gwanda and Kariba, for example, the billing module was the only module of PROMUN that was working. In Gweru, the various modules of the system were operating independently but information was not being integrated across the system

The LGSP deployed a team of local consultants with hands-on expertise in Promun to provide technical assistance focused on supporting full implementation and capacity building in the PROMUN Financial Management software package in Victoria Falls, Masvingo, Mutare, Bindura, Gweru, Gwanda, Kariba, Chinhoyi and Chitungwiza. The team worked closely with the LA Treasurer and staff and the software service provider Burco to solve problems and facilitate maximum utilization of the Promun software.

Examples of the kinds of reports that local authorities were able to produce with LGSP assistance in PROMUN include:

- Nominal transaction trial balance by fund
- Balance sheets
- Income statements for all funds
- Consolidated income statement for main account
- Line column accounts reports for all fund balance sheets and income statements
- Stock movement report
- Creditors' listing for all funds



- Creditors' check payment listing
- Cash purchase payment listing

(4) Local Civil Society Organization Capacity Development

LGSP identified and addressed the priorities of civil society organizations:

- Training in project proposal writing, planning and management.
- Provision of mini-grants to strengthen self-mobilization and organizational development.
- Provision of a development grant for implementing local governance activities.
- Training in how to work better with local authorities.
- Exchange learning programs.
- Development of suitable training materials.
- Budget awareness and participation.

CSO subgrants or subcontracts were awarded to the following CSOs:

- Gwanda Agenda
- Masvingo/Great Zimbabwe Publicity Association
- Better Schools Programme t/a Kariba Resource Center
- Kariba Incorporated Residents and Ratepayers Association
- Urban Councils Association of Zimbabwe (new councilor training)
- Mutoko Informal Traders Association
- Chipinge Urban Residents Association

In the course of the program, over \$116,000 was disbursed in several stages to Zimbabwean civil society organizations. A summary table of the grants and subcontracts made to CSOs can be found in *Attachment 3* of this report. The knowledge gap between national level CSOs based in Harare and the smaller urban and rural CSOs that were the focus of LGSP initiatives was considerable, although some CSOs did make substantial gains in accumulating and applying new training to increase their score on the CSO "Advocacy Index," as encapsulated in the table below (see also *Attachments 1 and 2*).

<p><i>Advocacy Index: Indicators of Local CSO Engagement in Local Governance</i></p> <p><i>Strategic Objective Indicator 2: Local CSO perceptions of valid engagement with local authorities on issues relevant to them</i></p> <p>0: Virtually non-existent</p> <p>1: Not useful and/ or irrelevant</p> <p>2: of limited use or/ and not very relevant</p> <p>3: Useful and relevant</p> <p>4: Very useful and very relevant with some helpful supporting data</p> <p>5: Extremely useful and relevant and backed up by strong argument and evidence</p> <p><i>Strategic Objective Indicator 6: Local authorities perceptions of the quality of CSO input into the local budget planning and review process</i></p> <p>0: No engagement at all</p> <p>1: Very limited gestures only/ there is desire for interchange but no follow through</p> <p>2: Limited/ possibly a few meetings/ superficial exchanges</p> <p>3: Reasonable engagement/ some meetings/ some serious discussion</p> <p>4: Substantial engagement/ serious meetings/ some serious discussion</p> <p>5: Substantial interchanges with CSOs being given enough time and information to work with local councils, and a strong sense that their input is fully considered in policy formulation.</p>
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The LGSP's civil society organizational development specialists worked closely with CSO grantees throughout the program. CSO capacity for management, leadership, fundraising and advocacy



was found to be extremely weak at the local level, and intensive mentoring and training was vital to the success of local governance activities funded with the USAID grants.

In an effort to create sustainable information flows and enhance interactions between community stakeholders and local authorities, the LGSP Program focused on building local capacity for information dissemination in the closing months of the program. City Publicity Associations were urged to submit project proposals for the production of city newsletters focusing on municipal affairs. Proposals were received from publicity associations in Victoria Falls, Bulawayo, Gweru, Kwekwe, Mutare, and Chinhoyi. USAID will follow through with these newsletter initiatives after the close of the LGSP.

(5) Strengthening the Legislative Framework of Local Governance

This component was designated a low priority as the program proceeded. Several central government actions that suggested moves towards centralization rather than decentralization, which originally had been the goal of this aspect of the scope of work. For example, in 2004, the Government discussed strengthening and codifying the role of the Provincial level in Urban Council governance. In 2005, legislative reforms proposed by groups such as the Urban Councils Association (UCAZ) and the Working Group on Municipal Finance were frustrated by lack of commitment on the part of the Ministry of Local Government. LGSP also coordinated efforts with USAID-funded SUNY program with the Parliament.

(6) Performance Management System Development

Local authorities participating in the LGSP were continuously urged to incorporate performance-monitoring mechanisms for each planning instrument they produce, including the RAPs and turnaround plans as well as local budget documents. While LAs responded positively to this topic, and some LA officials had previously participated in training in performance management, the further training for both LAs and civil society organizations on performance management at the operational level remains a long-term need.

(7) Challenges Faced by the LGSP

The highly polarized political environment continued to pose major challenges to the LGSP. New and generally inexperienced councilors were elected in nationwide urban councils elections held in 2003. The Ministry of Local Government exercised greater control over local councils dominated by the opposition party, and appeared to undermine the policy of decentralization by overruling local authority decisions, some of which had been made in full consultation with community stakeholders. The Ministry further impinged on the decision-making of local authorities by continuing to delay approval of tariff increase proposals by councils, and by setting unrealistic caps on tariff increases. Suspicion of assistance and grants to civil society organizations remained high in some local authorities.

Strained bilateral relations between the US Government and the Government of Zimbabwe also affected the Program. For instance, in 2003, the Ministry of Local Government, Public Works and National Housing delayed an introduction letter to LAs for the new expatriate Chief of Party and the inclusion of new LAs into the program.

The LGSP supported efforts to improve representation of women in local governance. There were low levels of women in elected and appointed positions at all levels of government and this issue was a contentious one at the annual conferences of the UCAZ.



The hyper-inflationary macroeconomic environment persisted. A monetary policy announced in December 2004 introduced the foreign exchange auction system, which resulted in the Zimbabwe dollar strengthening against the U.S. dollar. Program activity costs increased dramatically, which exerted unforeseen strains on the program budget.

4. SUMMARY OF RESULTS AND LESSONS LEARNED

This section summarizes key results and lessons learned during the course of both the PPLG and Local Government Support program in Zimbabwe.

1. Linking Local Government and Civil Society

PPLG and LGSP helped create an important linkage between local government and civil society and successfully demonstrated that bringing the two entities together in a mutually respectful working relationship has tremendous benefits for all. LAs involve civil society in decision-making and CSOs learn to more fully represent their constituencies while interacting with LAs in policy making, strategic planning, financial management and improved service delivery.

The impact of the two programs has been that the relationship between communities, councils and LA staff has seen a marked change for the better. Historically, there had been significant friction between citizens and elected authorities. As a result of USAID's local governance programming, this gap has been bridged in several key communities. Relationships improved in several of the communities and there was a new spirit of cooperation, which resulted in improved service delivery and openness to discuss critical issues by both civil society organizations and LAs. Civil society and local government collaboration and consultation improved.

2. Actively Engaging Citizens in Local Governance

Citizen participation was a key component in building local government capacity. PPLG and LGSP demonstrated that citizen engagement in civic matters yields more responsive solutions and decisions concerning matters that affect the entire community. Citizens who are involved in the planning stages are more apt to get involved in implementation and monitoring of local programs, as well. As a result, trust and understanding of local government processes, community pride, transparency and overall accountability are greatly increased, enhancing the chances of successful local planning and development.

3. Transferring Practical Knowledge to Citizens, Civil Society and Local Authorities

The approach of the two programs was practical, focusing on the transfer of knowledge—closing the knowledge gap. It was intended that techniques and approaches would continually be adapted and disseminated to improve the efficiency and productivity of LA personnel and CSOs through better technical practices, management, organization and use of limited resources long after the programs had ceased to exist. Counterparts were exposed to practical, real world problems and viable solutions applicable to the local environment in Zimbabwe.

A “learning environment” was created during the project between program staff and their counterparts in the LAs and CSOs. Ideas were freely discussed and exchanged and synergies were created. In addition, one of the key benefits of the learning environment fostered by the



programs was that “word of the programs” spread to other LAs and CSO nationwide. This knowledge transfer was both formal and informal, and other communities in Zimbabwe became very aware of the program, its objectives and measurable benefits. The success of USAID’s local governance programming created more demand for assistance than could possibly be provided.

4. Actively Involving Stakeholders

One key lesson learned is the importance of working with all stakeholders who support and are involved in local government. Experience over the course of the programs has shown that there are at least four reasons to involve stakeholders in local governance projects: (1) the greatest opportunities for success lie in getting a broad agreement among stakeholders about what should be achieved; (2) people are better informed as a result of that involvement; (3) better decisions can be made because people have a sense of shared ownership and (4) projects have a better chance of having long-term impact because all stakeholders are involved.

Stakeholders need to see the benefits of what they are doing (and why they are asked to be involved) in order for a project like LGSP to succeed. To ensure success, incentives need to be created for stakeholders to stay involved over the duration of the program.

5. Building Capacity within Local CSOs and the Grant Process

Local CSOs are new organizations in Zimbabwe and lack strong technical, organizational and management skills. PPLG and LGSP transferred real knowledge and basic skills to many of these CSOs.

CSOs that have been recipients of grant funding and program assistance can serve as models of “best practice organizations” in Zimbabwe for other CSOs wishing to build their capacity and gain greater knowledge and skills in working with local governments.

During program implementation, local governments in Zimbabwe were under pressure to communicate more transparently with citizens about a number of issues. To address this problem, the LGSP assisted LAs to develop or expand on newsletters that could be easily distributed to residents and businesses. The LGSP’s supporting role was to provide technical assistance and training to CSOs in the development of their respective programs.

6. Building Capacity within LAs

A strong emphasis was placed on preparing the LAs to improve their relationships with civil society and strengthen their financial and planning capabilities by providing training and technical assistance to be full partners in the design, implementation and sustainability of all aspects of the programs.

Those LAs that actively “took the LGSP to heart” moved forward and embraced the participatory local government concepts, independent of the program. Several of the more progressive LAs took on the task of strengthening their information sharing and dissemination activities with various citizens groups as well as developing new participatory approaches to planning for and delivering basic services to citizens.

7. Creating and Implementing the Restructuring Action Plan Process



The restructuring action plan (RAP) process has proven to be successful and valuable to local governments. By going through the process and actually working together, local governments and civil society organizations learned that there is real value in participating in the process itself. RAP has served as a central point of focus for the communities.

As a process, the RAP required active stakeholder involvement (citizens and LA staff alike) as participants in planning and implementation. It required an authentic commitment to the concept, an investment of time, energy and resources and a set of sophisticated skills. LAs also learned that, although participatory planning and implementation often takes longer and is more complicated than might be expected, in the long run, the benefits of undertaking RAP process proved to be invaluable.

The program did encounter difficulties in the RAP process, in particular, in bringing citizens and local authority representatives together to craft and sign a written social contract that bound the parties together to implement RAP. Individuals (and organizations) hesitated to sign a document that committed them to long-term involvement in a particular program or process.

8. Utilizing PROMUN as a Financial Tool and a Means to Increase Transparency and Accountability

Financial management training for LAs was considered an extremely important component of the programs. Toward the end of LGSP, training, installation and documentation of the PROMUN accounting system was completed, which facilitated improved financial management as well as greater transparency and thus viewed as a very important step toward local government capacity building. It is recommended that the program be installed in additional local authorities, with training. LAs should be encouraged to utilize the accounting tool of PROMUN more routinely in the budgeting process.

9. Emphasizing the Public Good, not Partisan Politics

One of the most important lessons learned from the PPLG and LGSP was that even in such a highly charged political environment as Zimbabwe in 2001–2005, civic affairs programs such as this are truly capable of strengthening civil society and local government institutions.

5. LOCAL AUTHORITY IMPLEMENTATION REPORTS

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

CITY OF BULAWAYO

**FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY FOR
INTERNATIONAL DEVELOPMENT (USAID)**



Local Government Support Program in Zimbabwe
Contract No. LAG-I-00-99-00036-00, Task Order No. 805



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UI Project No. 06967-006

**CITY OF BULAWAYO
FINAL IMPLEMENTATION REPORT
LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)**

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in the City of Bulawayo from January 1, 2003 to July 15, 2005. The main priorities for support during the entire life of the project were participatory visioning, participatory strategic planning and budgeting, LA performance management training, CSO training and grant support, financial management training for council staff, change management training and development and the development of a RAP or Turnaround Strategy. The City of Bulawayo participated in the long-term phase of the project that started in January 2003.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

Improved Communication and Participation:

- Bulawayo has a long and established history of promoting open communication and broad citizen participation in local governance issues.
- Dialogue and communication systems have been consolidated through the activities of the LGSP.
- At least six consultative meetings are being held annually involving a diverse range of CSOs active in the City of Bulawayo.
- The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input. More than 20 stakeholders are on the local authority database as of now.
- CSOs in the City of Bulawayo are now more confident in engaging council on a wide range of issues affecting them.
- The LA has expressed interest in increasing the frequency of publication as well as the number of copies per issue of its existing newsletter, *Masiye Phambili*, to improve communication and participation.
- However, more information and communication training activities are needed to consolidate the relationship between residents and council, particularly in local economic development activities.

LOCAL CSO DEVELOPMENT

- In May 2004, a workshop was organized with LA officials and Council to introduce and explain the focus of the CSO program. The workshop caused council to have a greater appreciation of the role of CSOs in local governance.
- The program strengthened mechanisms for citizen participation in strategic planning, budgeting and urban governance.
- CSO representatives from Bulawayo participated in a Regional CSO training workshop in Hwange. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.
- The Bulawayo Publicity Association requested an Information Management Grant for strengthening its activities. Meetings were held with the Publicity Association to facilitate this support, with particular emphasis in the Publicity Association taking over the administration of the newsletter publication.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for the City of Bulawayo emphasized restructuring of the Bulawayo City Council using the Strategic Business Unit concept and the future of Bulawayo as a unitary city following its promulgation as a Province.
- A participatory Strategic Plan was developed and agreed with all key stakeholders.
- Annual budget consultation meetings are held with all key residents of the City.
- The city participated in UI's CSO training on good governance workshop that was designed to create a platform for CSOs and LA staff to share and exchange experiences as well as gain new knowledge for improving the client-service relationship between council and various stakeholders.
- In summary, the City of Bulawayo has been able to internalize the principles of participatory local governance and has been making numerous requests for capacity building support from the program.

RESTRUCTURING ACTION PLANS

Although a formal social contract had not been signed by program close out Restructuring Action Plans have been institutionalized in the City of Bulawayo. A terminal review of the RAP process in the City of Bulawayo highlighted a number of achievements towards the RAP:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.
- The participatory budget cycle has been adopted and implemented. This will need ongoing support and monitoring to assess its effectiveness.
- A participatory budget review was successfully conducted.
- A Business Committee has been set up to coordinate activities on local economic development and investment promotion.
- Broad stakeholder awareness meetings on civic participation were successfully carried out through active involvement of the ward councilors.
- Councilors are conducting feedback meetings after attending council meetings.
- LA keeps an up to date register of CSOs in the local authority.
- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating in the planning processes.
- The LA conducted a stakeholder's workshop to craft a Citizens Charter with UI facilitating.
- CSO attitude and cooperation with the local authority has improved significantly.
- Credit rating assessments were conducted and are being closely monitored.

Although a signed social contract had not been achieved by the time of closeout, substantial progress has been made in the City of Bulawayo on the development of the RAP agreements between the LA and its stakeholders.

DEVELOPMENT OF PERFORMANCE MANAGEMENT SYSTEMS

The development of clearer performance management systems for the City of Bulawayo was one of the major priorities from the participatory Strategic Planning workshops.

The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within the targets that were publicly agreed.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

The City of Bulawayo came on board in the long-term phase of the project and benefited from the lessons learned during the Pilot Phase of the Project. The major challenge confronting City of Bulawayo is how to build on its experience over the years in becoming the leading LA in Zimbabwe on sustainable good local governance practices.

The local steering committee established to take responsibility for sustaining the program's activities should address a number of priorities including training CSOs in municipal budgeting, strengthening community based management structures, setting up viable business units to manage services such as water and roads, improving IT systems and a newsletter for improved information flow, training of councilors in labor relations and training of the business committee set up by Council.

The strengthening of strategic partnerships for addressing these issues will be critical for the City of Bulawayo.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

**CHINHOYI
MUNICIPALITY**

**FINAL
IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY FOR
INTERNATIONAL DEVELOPMENT (USAID)**



Local Government Support Program in Zimbabwe
Contract No. LAG-I-00-99-00036-00, Task Order No. 805



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CHINHOYI MUNICIPALITY FINAL IMPLEMENTATION REPORT

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in the Municipality of Chinhoyi from January 1, 2003 to July 15, 2005. The main priorities for support during the entire life of the project were participatory visioning, participatory strategic planning and budgeting, LA performance management training, CSO training and grant monitoring, financial management training for council staff, councilor orientation and development and the development of a Restructuring Action Plan (RAP) or Turnaround Strategy. The Municipality of Chinhoyi participated in the long-term phase of the project that started in January 2003.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

IMPROVED COMMUNICATION AND PARTICIPATION

- In both consultative and broad planning meetings, participants felt that there was need to work on mutually acceptable mechanisms for improving communication and participation of stakeholders.
- The local governance training program in which representatives from both the CSOs and the LA attended addressed key communication and participation issues. However, there is a need for a more intensive training program for both LA and CSO representatives to institutionalize practical mechanisms in communication and participation.
- There is now more positive dialogue between the local authority and residents of Chinhoyi.
- At least two or three consultative meetings are being held annually involving a diverse range of CSOs that is active in the Chinhoyi Municipality.
- The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input. More than 10 stakeholders are on the local authority database as of now.
- Councillors now taking CSOs in the Municipality more seriously, and their perception of the role of CSOs is now more positive.
- The LA has expressed interest in developing a newsletter to improve communication and participation.
- More information and communication training activities are needed to consolidate the relationship between residents and council in Chinhoyi.

LOCAL CSO DEVELOPMENT

- The LA has set up an umbrella organization of all Chinhoyi CSOs called the “SMART” partnership. This partnership is designed to represent a cross-section of all interest groups in Chinhoyi, as it draws its membership from various associations that range from residents associations to business societies. Capacity development may be needed for some of the participating CSOs that are not effectively representative or serving their membership in partnership with the LA.
- The program strengthened mechanisms for citizen participation in strategic planning, budgeting and urban governance with CSOs.
- CSO representatives from Chinhoyi participated in a Regional CSO training workshop in Nyanga. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.

The Chinhoyi Publicity Association requested an Information Management Grant to strengthening its activities. Meetings were held with the Publicity Association to facilitate this support, which was to be provided directly from USAID after the close of the LGSP.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Chinhoyi emphasized stakeholder participation in strategic planning, budgeting and service delivery. The LA’s initial response to the program was very positive after lessons from the pilot phase of the program were shared.
- A participatory strategic plan was developed and agreed with all key stakeholders. It was then disseminated to residents through councilor feedback meetings.
- Annual budget consultation meetings are held with all key residents of the Municipality.
- There was targeted training and exposure of financial staff to the key issues in LA financial management.
- Technical assistance on PROMUN financial management system was carried out and the system was fully operationalized.
- The Chinhoyi Municipality has been able to internalize the principles of participatory local governance and has made numerous requests for capacity building support from the program.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have not yet been institutionalized in Chinhoyi Municipality. However, a terminal review of the RAP process in Chinhoyi highlighted a number of early achievements towards the RAP:

- A participatory turnaround strategic plan was successfully developed with inputs from a wide range of stakeholders.
- The participatory budget cycle has been adopted and implemented in the first cycle. This would need ongoing support and monitoring to assess effectiveness.
- Budget reviews have not yet been conducted.
- No efforts are underway to conduct the RAP recommended workshop on local economic development and investment promotion.
- Broad stakeholder awareness meetings on civic participation were successfully carried out through active involvement of the ward councilors.
- Councilors are now conducting feedback meetings after attending council meetings.
- LA keeps an up-to-date register of CSOs in the local authority.
- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating in the planning processes.
- CSO self-starting initiatives are not clear.
- CSO attitude and cooperation with the local authority has improved significantly.
- Credit rating assessments conducted and closely being monitored.
- The LA has benefited from PROMUN support. This is a key area of exchange learning with other local authorities.

Although a signed Social Contract had not been achieved by the time of closeout, substantial progress has been made in the Municipality of Chinhoyi on development of the RAP agreements between the LA and its stakeholders. Participatory budgeting and turnaround planning activities were successfully conducted and these are a demonstration of the existence of an informal RAP contract between the LA and civil society.

DEVELOPMENT OF PERFORMANCE MANAGEMENT SYSTEMS

The development of clearer performance management systems for the Chinhoyi Municipality was one of the major priorities from the participatory strategic planning workshops.

The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within targets that were publicly agreed upon.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

The Chinhoyi Municipality came on board in the long-term phase of the project and benefited from the experiences of the Pilot Phase of the Project. The major challenge

confronting Chinhoyi Municipality is how to scale up the scope of its local governance activities through self-driven efforts and initiatives. The motivation for program continuity is very high.

The local steering committee established to take responsibility for sustaining the program's activities should address a number of priorities, including finalizing the RAP/Turnaround Strategy, Newsletter development, budgetary and strategic planning reviews, PROMUN implementation, CSO development and improving service delivery.

The strengthening of strategic partnerships for addressing these issues will be critical for the Chinhoyi Municipality. Exploring learning opportunities with other local authorities is a key priority for the Chinhoyi Municipality. The case of Chinhoyi demonstrates that an information and networking strategy is needed to bridge the knowledge divide between local authorities as they move on their own into the future.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

**CHIPINGE TOWN
COUNCIL**

**FUNDED BY THE UNITED STATES AGENCY
FOR INTERNATIONAL DEVELOPMENT (USAID)**

**FINAL IMPLEMENTATION
REPORT**



Local Government Support Program in Zimbabwe
Contract No. LAG-I-00-99-00036-00, Task Order No. 805



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**CHIPINGE TOWN COUNCIL
FINAL IMPLEMENTATION REPORT
LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)**

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in Chipinge Town Council from June 5, 2001 to July 15, 2005. The main priorities for support during the entire life of the project were participatory strategic planning and budgeting, LA performance management training, CSO training and grant monitoring, financial management training for council staff, councilor orientation and development and the development of a RAP or Turnaround Strategy. Chipinge Town Council acquired town council status towards the end of 2002. Most of the council officials and CSOs had participated in the Pilot Phase of the project under the Chipinge Rural District Council. One of the major objectives of Chipinge Town Council was therefore to achieve rapid growth and recognition through the USAID-funded Local Government Support Program.

PPLG ACHIEVEMENTS (2001 AND 2002)

The main achievements in Chipinge Town were:

- The development of a shared vision between the local authority and the residents. The program was introduced in Chipinge at a time when there was a stormy relationship between the Council and the residents. The visioning process resulted in improved dialogue and communication on issues such as water supply, sewage disposal, housing and rates (service fees).
- A local Action Plan was produced through a local action committee involving representatives of the local authority, government departments, civil society and the private sector.
- Profiling of all CSOs operating in Chipinge Town was successfully completed. This enabled the Town Council to create a CSO register for easy communication and dialogue.
- Training needs of the LA and operational CSOs were established and used to design an appropriate training program for the CSOs and the local authority.
- Strategic training initiatives were undertaken on CSO organization and development, local authority planning cycles and participatory budgeting.
- CSO grants advertisements were made for Chipinge Town and a grant was awarded to the Chipinge Residents Association.
- The PPLG capacity building activities enabled the new Chipinge Town Council to take on its new role without difficulty. The Town was one of the first to produce a

Strategic Plan as required by the Ministry of Local Government, Public Works and National Housing.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2002 TO 2005)

Improved Communication and Participation

- There is now more visible dialogue between the local authority and town council. Minutes of full Council meetings and consultative meetings with residents indicate consistency in the participation of CSOs in local governance activities in Chipinge Town.
- At least five consultative meetings are being held annually involving a diverse range of CSOs that is active in Chipinge Town.
- The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input.
- Council is now taking CSOs in Chipinge Town more seriously and perception towards their role is now more positive than before.

LOCAL CSO DEVELOPMENT

- Three training workshops were conducted with the Chipinge Residents Association to refine their proposal and implementation plan as well as strengthen its organizational and advocacy capacity. Since the training activities, the CSO has been functioning independently.
- A baseline advocacy index assessment was performed through a participatory process. The results were then used to develop a self-monitoring plan for sustainability.
- The grant for the Chipinge Residents Association was disbursed and effectively utilized. The Association held at least three monitoring reviews with other stakeholders through their own initiative.
- The Chipinge Residents Association successfully documented their lessons and experiences for sharing at the PPLG roundtable as well as the LGSP roundtable meetings in Harare.
- CSO representatives from Chipinge Town also participated in a Regional CSO training workshop in Nyanga. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Chipingwe Town emphasized stakeholder participation in strategic planning, budgeting and service delivery. The LA consistently facilitated residents' involvement in these areas.
- A Code of Conduct for Chipingwe Town Council was developed.
- A participatory Strategic Plan was developed and agreed with all key stakeholders.
- Budget consultation meetings were held with all key residents of Chipingwe Town.
- There was targeted training and exposure of financial staff to the key issues in LA financial management. Lack of adequate IT systems capacity remains one of the key challenges in successfully introducing modern packages such as PROMUN.
- New councilors were successfully trained in how to organize effective meetings through a training workshop.
- Procurement practices have significantly improved in Chipingwe as a result of the procurement training conducted for LA staff.
- As a result of confidence from participatory strategic planning processes, the LA managed to organize an investment promotion workshop without any external support.
- A locally driven local economic development program has been developed with stakeholder participation.
- In summary, the Chipingwe Town Council has been able to internalize the principles of participatory local governance.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have been institutionalized in Chipingwe Town Council. A terminal review of the RAP process highlighted a number of achievements on agreed targets in Chipingwe Town Council:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.
- The local authority is rigorously following the participatory budget cycle.
- Budget reviews are being conducted regularly with involvement of all key stakeholders.
- Efforts are underway to strengthen local economic development and investment promotion.

- Broad stakeholder awareness meetings on civic participation were successfully carried out.
- Suggestion boxes have been installed at the council offices and there are concrete plans to have some at ward level.
- A programme of action for strengthening community-based management of LA projects has been put in place following awareness meetings.
- Councilors are now conducting feedback meetings after attending council meetings.
- Ward structures participating more actively in local planning and budgeting meetings.
- LA keeps an up-to-date register of CSOs in the local authority.
- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating the planning and budgetary review processes.
- Self-driven CSO development initiatives are in place.
- A local exchange program for CSOs was organized with Mutoko and Kariba.
- CSO attitude and cooperation with the local authority has improved significantly.
- Credit rating recommendations are being implemented with some success.
- LA has up-to-date financial statements but requires computerization support.

Although a signed Social Contract had not been achieved by the time of closeout, substantial progress has been made in Chipinge on implementation of the RAP agreements between the LA and its stakeholders.

DEVELOPMENT OF PERFORMANCE MANAGEMENT SYSTEMS

The development of clearer performance management systems for Chipinge Town Council was one of the major priorities from the participatory Strategic Planning workshops.

The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within the targets that were publicly agreed.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

Chipinge Town Council is a relatively young local authority compared to all other LAs in the program. It is still battling to fully establish itself in a harsh economic environment. Chipinge Town Council will have to continue to develop its administrative and information systems to a point where all the key departments are fully equipped and functioning. This will contribute greatly to program sustainability.

A balanced approach will therefore be needed in addressing the LA's development priorities and stakeholder demands.

There is an opportunity in Chipinge Town Council to institutionalize participatory local governance by simply being more open about the challenges that need to be addressed by all the stakeholders.

In the future, the local steering team established to sustain the activities the program supported would need to closely monitor the following issues for future program impact assessment:

- The visioning and management capabilities of the new local authority staff and departments. Performance management should be emphasized from the outset.
- Induction of new staff through exchange visits with other well-established local authorities can reduce the learning curve and can also be more cost effective than other training programs.
- Need to continue strengthening financial management skills and computerize in the short to medium term.
- Partnerships with the private sector provide a good opportunity for protecting the gains achieved by the local government support program.
- The involvement of the stakeholders must continue to be upheld by the local authority beyond the local government support program. Reducing conflicts will enable more focus on the agreed vision and turn-around priorities for Chipinge Town Council.
- The LA and all key stakeholders must agree on a monitoring framework for implementation of all the agreed actions.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

**CHIPINGE RURAL
DISTRICT COUNCIL**

**FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY FOR
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**CHIPINGE RURAL DISTRICT COUNCIL
FINAL IMPLEMENTATION REPORT
LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)**

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in Chipinge Rural District Council from June 5, 2001 to July 15, 2005. The main priorities for support during the entire life of the project were formulation of shared vision, participatory Strategic Planning and budgeting, LA performance management training, CSO training and grant monitoring, financial management training for council staff, councilor orientation and development and the development of a RAP or Turnaround Strategy. Chipinge Rural District Council participated from the Pilot Phase of the program to the end. The fact that it is only one of the two local authorities that are rural in the program is quite significant.

PPLG ACHIEVEMENTS (2001 AND 2002)

The main achievements in Chipinge Rural District Council were:

- The development of a shared vision between the local authority and the residents. The program was introduced in Chipinge at a time when there was a stormy relationship between the Council and the residents. The visioning process resulted in improved dialogue and communication on issues such as water supply, sewage disposal, housing and local taxation.
- A local Action Plan was produced through a local action committee involving representatives of the local authority, government departments, civil society and the private sector.
- Profiling of all CSOs operating in Chipinge RDC was successfully completed. This enabled the Chipinge RDC to create a CSO register for easy communication and dialogue.
- Training needs of the LA and operational CSOs were established and used to design an appropriate training program for the CSOs and the local authority.
- Strategic training initiatives were undertaken on CSO organization and development, local authority planning cycles and participatory budgeting.
- CSO grants advertisements were made for Chipinge RDC and a grant was awarded to the Manicaland Development Association (MDA) to carry out civic awareness campaigns.
- The PPLG capacity building activities enabled the Chipinge RDC to successfully cope with the break with Chipinge Town Council in a shorter period of time than would otherwise have been possible.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2002 TO 2005)

Improved Communication and Participation:

- There is now more visible dialogue between the local authority and residents of Chipinge Rural District Council. Minutes of full RDC meetings and resident consultative meetings indicate some consistency in the participation of CSOs in local governance activities in Chipinge Rural District Council.
- At least three consultative meetings are being held annually involving a diverse range of CSOs that is active in Chipinge Rural District Council.
- The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input.
- Council members are now taking CSOs in Chipinge Rural District Council more seriously and perceptions of their role have grown more positive.

LOCAL CSO DEVELOPMENT

- Two training workshops were conducted with the Chipinge District branch of the Manicaland Development Association to refine their grant application proposal and implementation plan as well strengthen its organizational and advocacy capacity. After the training activities, this CSO coordinated the implementation of a citizen awareness program in all wards of Chipinge District with the full participation of the council.
- A baseline advocacy index assessment was performed through a participatory process. The results were then used to develop a self-monitoring plan for sustainability.
- The grant for the MDA was disbursed and effectively utilized. The MDA held at least two monitoring reviews with other stakeholders through their own initiative.
- The MDA successfully documented their lessons and experiences for sharing at the PPLG roundtable as well as the LGSP roundtable meetings in Harare.
- CSO representatives from Chipinge RDC also participated in a Regional CSO training workshop in Nyanga. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.
- A special workshop on strengthening the role of traditional authorities in local governance was convened. It was recognized that the RDC is quite different from that of the urban local authority in that traditional leaders can play a key role in accelerating civic participation and revenue collection in RDCs.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Chipinge RDC emphasized stakeholder participation in strategic planning, budgeting and service delivery. The LA created a strong partnership with the MDA to strengthen civic awareness on council operations and the role of citizens in local governance.
- A participatory strategic plan was developed and agreed with all key stakeholders. It was then disseminated to residents through councilor feedback meetings.
- Budget consultation meetings were held with all key residents of Chipinge RDC. The RDC was able to mobilize traditional leaders to participate in the planning and budgeting workshops.
- There was targeted training and exposure of financial staff to the key issues in LA financial management. Discussions on PROMUN support were held with local authority staff. It was realized that the size of operations of the council may not warrant PROMUN and the LA has already made advanced steps in acquiring other accounting packages such as PASTEL. Computer skills and capacities of treasury staff need to be strengthened to improve information and management systems.
- New councilors were successfully inducted and capacitated to organize effective meetings through a training workshop.
- Procurement practices have significantly improved in Chipinge RDC as a result of the procurement training conducted for LA staff.
- A Code of Conduct for Chipinge RDC Council was developed.
- In summary, the Chipinge RDC has been able to internalize the principles of participatory local governance and has partnered with the MDA and other CSOs to sustain good local governance processes at RDC and ward community levels.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have been institutionalized in Chipinge RDC. A terminal review of the RAP process in Chipinge RDC highlighted a number of achievements on agreed targets:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.
- The local authority is following the participatory budget cycle rigorously.
- Budget reviews are being conducted regularly with involvement of all key stakeholders.
- Efforts are underway to strengthen local economic development and investment promotion.

- Broad stakeholder awareness meetings on civic participation were successfully carried out.
- Suggestion boxes have been installed at the council offices and there are concrete plans to have some at ward level.
- A programme of action for strengthening community-based management of LA projects has been put in place following awareness meetings.
- Councilors are now conducting feedback meetings after attending council meetings.
- Ward structures participating more actively in local planning and budgeting meetings.
- LA keeps an up-to-date register of CSOs in the local authority.
- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating the planning and budgetary review processes.
- Self-driven CSO development initiatives are in place.
- A local exchange program for CSOs organized with Mutoko and Kariba.
- CSO attitudes and cooperation with the local authority has improved significantly.
- Credit rating recommendations are being implemented with varying success rates.
- LA has up-to-date financial statements but require computerization support.

Although a signed social contract had not been achieved by the time of closeout, substantial progress has been made in Chipinge RDC on implementation of the RAP agreements between the LA and its stakeholders.

DEVELOPMENT OF PERFORMANCE MANAGEMENT SYSTEMS

The development of clearer performance management systems for Chipinge RDC was one of the major priorities from the participatory Strategic Planning workshops.

The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within the targets that were publicly agreed.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

Chipinge RDC has been participating in the Local Government Support Program since inception in 2001 and 2002. Establishing mechanisms for civic participation in a rural setting is an involved and intensive process requiring significant dedicated effort and resources of the

local authority. The formation of a strong partnership between the LA and CSOs provide hope that activities initiated under the program will be sustained in the long-term.

To build on the partnership approach, the local steering team would need to closely monitor the following issues for future program impact:

- Ensuring the various socio-economic and interest groups in the rural community continue to participate actively in LA visioning, planning and budgeting processes.
- Continued nurturing and development of other civic groups active at ward levels through deliberate promotion of local economic development initiatives.
- Continued exposure of LA staff to issues and priorities of the rural population in Chipinge through active participation in community organized events.
- Need to continue strengthening financial management skills and computerize in the short to medium term.
- Partnerships with the private sector provide a good opportunity for protecting the gains achieved by the local government support program.
- The involvement of the stakeholders must continue to be upheld by the local authority beyond the local government support program. Reducing conflicts will enable more focus on the agreed vision and turn-around priorities for Chipinge RDC.
- The LA and all key stakeholders must agree on a monitoring framework for implementation of all the agreed actions.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

**CHITUNGWIZA
MUNICIPALITY**

**FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY
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Local Government Support Program in Zimbabwe
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**CHITUNGWIZA MUNICIPALITY
FINAL IMPLEMENTATION REPORT
LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)**

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in the Municipality of Chitungwiza from January 1, 2003 to July 15, 2005. The main priorities for support during the entire life of the project were participatory visioning, participatory strategic planning and budgeting, LA performance management training, CSO training, financial management training for council staff, change management training and development and the development of a RAP or Turnaround Strategy. The Chitungwiza Municipality participated in the long-term phase of the project that started in January 2003.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

Improved Communication and Participation:

- Communication and participation of residents was a key issue at program inception due to the high levels of polarization between residents and councilors. A broad stakeholder was convened and plans to improve information and communication through newsletters, sharing annual reports; budget briefs, service charters, meetings and workshops were made. The LA has expressed interest in developing a newsletter to improve communication and participation.
- At least one consultative meeting is being held annually involving a diverse range of CSOs that is active in the Chitungwiza Municipality.
- The LA maintains an inventory of all key stakeholders for regular consultation and input. More than 12 stakeholders are on the local authority database as of now.
- CSOs in the Chitungwiza Municipality are now more confident in engaging council on a wide range of issues affecting them.

LOCAL CSO DEVELOPMENT

- The role of CSOs in Chitungwiza has been a subject of intense discussion with the LA. There has been a bloody relationship between Chitungwiza Residents Association (CHIRRA) and the LA. An exchange support input was organized with Gweru City. This sharing of lessons and experiences proved a useful strategy of building a common understanding between the LA and the CSOs in Chitungwiza.
- The program conducted training on mechanisms for citizen participation in strategic planning, budgeting and urban governance, but further CSO development activities were unwelcome, and the LA does not seem to have taken advantage of an enlightened citizenry to broaden its consultations.

- CSO representatives from Chitungwiza Municipality participated in a Regional CSO training workshop in Nyanga. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for the Municipality of Chitungwiza revolved around improved LA-CSO dialogue and communication, improved stakeholder participation and increased roles and responsibilities of CSOs. However, the LA took few steps to further this vision after the initial broader workshop.
- Annual budget consultation meetings do not appear to have been held with residents of the Municipality.
- Chitungwiza Municipality participated in the CSO training on good governance workshop that was designed to create a platform for CSOs and LA staff to share and exchange experiences as well as gain new knowledge for improving the client-service relationship between council and various stakeholders.
- PROMUN support was completed and the computerized financial management system now in place. Local authority staff has been trained on how to operate the system.
- In summary, the Municipality of Chitungwiza has lagged behind other municipalities participating in the program in appreciating the principles of participatory local governance, and did not make adequate use of opportunities for capacity building support made available by the program.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have not yet been institutionalized in the Chitungwiza Municipality. However, a terminal review of the RAP process in Chitungwiza highlighted a number of early achievements towards the RAP; for instance, the participatory budget cycle has been adopted. Ongoing support and monitoring is needed to assess its effectiveness.

Chitungwiza Municipality still requires a lot of support to finalize its RAP, due to the following:

- Broad stakeholder awareness meetings on civic participation have not yet been carried out.
- Councilors are not consistently conducting feedback meetings after attending council meetings.
- The LA is still working on its CSO register.

- Poor and marginalized groups such as informal traders, women's groups and youth are not yet actively participating or brought into the LA's planning processes.
- CSO self-initiatives seem abundant on the ground, but are being thwarted by political polarizations and the LA's lack of responsiveness.
- CSO attitude and cooperation with the local authority has not improved significantly.
- Recommendations of the last credit rating assessment suggested improvements in the municipality's financial condition. The Minister of Local Government has not approved increases in rates and tariffs, limiting municipal revenue generation capacity, regardless of any support of local residents and stakeholders.

Development of Performance Management Systems

The development of clearer performance management systems for the Chitungwiza Municipality would have been one of the major priorities from the participatory Strategic Planning workshops. This area still needs to be addressed and the local steering team needs to be more pro-active.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

The Chitungwiza Municipality came on board in the long-term phase of the project and benefited from the experiences of the Pilot Phase of the Project. The major challenge confronting Chitungwiza Municipality is how to build unity of purpose and commitment towards improved local governance.

The local steering team should address a number of priorities, including CSO capacity building, financial management training for LA staff, participatory strategic planning, participatory budgeting and development of a sustainable turn-around strategy.

To consolidate the relationship between residents and council, the LA will need to increase its transparency, and more information and communication training activities are needed. The strengthening of strategic partnerships for addressing all of these issues will be critical for the Chitungwiza Municipality.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

**MUNICIPALITY OF
GWANDA**

**FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY
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MUNICIPALITY OF GWANDA FINAL IMPLEMENTATION REPORT

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in the Municipality of Gwanda from June 5, 2001 to July 15, 2005. The main priorities for support during the entire life of the project were participatory visioning, participatory strategic planning and budgeting, service delivery handbook, LA performance management training, CSO training and grant monitoring, financial management training for council staff, councilor orientation and development and the development of a Restructuring Action Plan or Turnaround Strategy. The Municipality of Gwanda participated from the Pilot Phase of the program to the end in July 2005.

PPLG ACHIEVEMENTS (2001 AND 2002)

The main achievements in the Municipality of Gwanda were:

- The development of a broadly shared vision between the local authority and the residents. The program was introduced in Gwanda amid high expectations from both the residents and the Local Authority. The visioning process resulted in an informal social contract between the LA and residents clearly spelling out areas for action as well as actors responsible for implementing the social contract.
- A local Action Plan was produced through a local action committee involving representatives of the local authority, government departments, civil society and the private sector.
- Profiling of all CSOs operating in the Municipality was successfully completed. This enabled the Municipality of Gwanda to create a CSO register with over 10 CSOs for easy communication and dialogue.
- Training needs of the LA and operational CSOs were identified and used to design an appropriate training program for the CSOs and the local authority. Strategic training initiatives were undertaken on CSO organization and development, local authority planning cycles and participatory budgeting.

The CSO grants application process was discussed with the CSOs in preparation for advertisements of the CSO grant program. The capacity of CSOs in the Local Authority to produce quality proposals remained a key problem in the processing and disbursement of CSO grants.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

Improved Communication and Participation

- There is now more positive dialogue between the local authority and residents of the Municipality of Gwanda due to strong councilor and CSO orientation and training activities. Consistency in participation has been high due to the local authority's high-level support to the process.
- At least four consultative meetings are being held annually, involving a diverse range of CSOs active in the Municipality of Gwanda.
- The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input. More than 10 stakeholders are on the local authority database as of now.
- Councillors are now taking CSOs in the Municipality of Gwanda more seriously and perception towards their role is now more positive than before.
- A Service Delivery Handbook was developed and disseminated to stakeholders.
- A newsletter was produced at the end of December 2004 and distributed to all key stakeholders.

LOCAL CSO DEVELOPMENT

- Two training workshops were conducted with the Gwanda Agenda, which was awarded a grant to spearhead civic awareness activities in Gwanda.
- 10 CSOs successfully completed individual profiling forms and these helped with understanding the strengths and weaknesses of the active CSOs in Gwanda.
- The grant for the Gwanda Agenda was disbursed and utilized for civic awareness activities.
- CSOs from Gwanda successfully documented their lessons and experiences for sharing at the PPLG roundtable as well as the LGSP roundtable meetings in Harare.
- CSO representatives from Gwanda also participated in a Regional CSO training workshop in Hwange. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Gwanda Municipality emphasized stakeholder participation in strategic planning, budgeting and service delivery.
- A participatory Strategic Plan was developed and agreed with all key stakeholders. It was then disseminated to residents through councilor feedback meetings.
- Annual budget consultation meetings were held with all key residents of the Municipality of Gwanda.
- There was targeted training and exposure of financial staff to key issues in LA financial management.
- Technical Assistance was rendered on PROMUN Financial Management package. The local authority staff was trained on the use of the package and the system was fully activated.
- New councilors were successfully inducted and capacitated to organize effective meetings through training workshops.
- Procurement practices have significantly improved in the Municipality of Gwanda as a result of the procurement training conducted for LA staff.
- A turn-around strategy has been developed, building on the participatory planning and the RAP that will be used to source funds from the Reserve Bank of Zimbabwe. Genesis Investments, a private financial advisory agency for local authority financing, was also involved in the development of the turn-around strategy.
- In summary, the Municipality of Gwanda has been able to internalize the principles of participatory local governance and has partnered well with local stakeholders. The LA can thus implement local governance activities through locally driven processes and its stakeholders.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have been institutionalized in the Municipality of Gwanda. A terminal review of the RAP process in Gwanda highlighted a number of achievements on agreed targets:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.
- The local authority is following the participatory budget cycle rigorously.
- Budget reviews are being conducted regularly with involvement of all key stakeholders.

- Efforts are underway to conduct a workshop on local economic development and investment promotion.
- Broad stakeholder awareness meetings on civic participation were successfully carried out through active involvement of the ward councilors.
- Suggestion boxes have been installed at the council offices and there are concrete plans to install others at ward level.
- Councilors are now conducting feedback meetings with constituents after attending council meetings.
- Ward structures are not participating very actively in local planning and budgeting meetings due to political polarization. However, the program's sub-grantee, Gwanda Agenda, is at an advanced stage of facilitating the establishment of a residents association.
- The LA keeps an up-to-date register of CSOs in the local authority.
- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating in the planning and budgetary review processes.
- Self-driven CSO development initiatives are in place.
- CSO attitudes and cooperation with the local authority has improved significantly.
- Credit rating recommendations are being implemented, with varying success rates.
- LA is one year behind in producing up to date financial statements. The PROMUN computerization support will undoubtedly help clear this backlog.

Although a signed Social Contract had not been achieved by the time of closeout, substantial progress has been made in the Municipality of Gwanda on implementation of the RAP agreements between the LA and its stakeholders.

DEVELOPMENT OF PERFORMANCE MANAGEMENT SYSTEMS

The development of clearer performance management systems for the Municipality of Gwanda was one of the major priorities from the participatory strategic planning workshops.

A Code of Conduct for the Gwanda Municipality was developed and agreed with all key stakeholders as part of a package with the Service Delivery Handbook.

The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within the targets that were publicly agreed to.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

The Municipality of Gwanda has been participating in the Local Government Support Program since inception in 2001. The major challenge confronting Gwanda is how to enhance broader CSO participation in the process of consolidation and scaling up of the program.

For broader sustainability of the program in Gwanda, the local steering committee established to take responsibility for sustaining the program's activities would need to closely monitor the following issues:

- Ensuring the process is fully owned by all the stakeholders through creation of more platforms for civic involvement.
- There is a need for the Municipality of Gwanda to strengthen its information dissemination through a newsletter building on current practice.
- Continued nurturing and development of other civic groups active at ward levels through deliberate promotion of local economic development initiatives.
- Continued exposure of LA staff to issues and priorities of interest to residents.
- Need to continue strengthening financial management skills making sure that the technical assistance given on computerization through PROMUN support is cherished and nurtured.
- Partnerships with the private sector provide a good opportunity for protecting the gains achieved by the local government support program.
- The involvement of the stakeholders must continue to be upheld by the local authority beyond the local government support program.
- The LA and all key stakeholders must agree on a monitoring framework for implementation of all the agreed actions.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

CITY OF GWERU

**FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY OF
INTERNATIONAL DEVELOPMENT (USAID)**



Local Government Support Program in Zimbabwe
Contract No. LAG-I-00-99-00036-00, Task Order No. 805



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CITY OF GWERU FINAL IMPLEMENTATION REPORT

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in the City of Gweru from June 5, 2001 to July 15, 2005. The main priorities for support during the entire life of the project were participatory formulation of shared vision, participatory strategic planning and budgeting, LA performance management training, CSO training and grant monitoring, financial management training for council staff, councilor orientation and development and the development of a RAP or Turnaround Strategy. The City of Gweru participated from the Pilot Phase of the program to the end in July 2005.

PPLG ACHIEVEMENTS (2001 TO 2002)

The main achievements in the City of Gweru were:

- The development of a broadly shared vision between the local authority and the residents. The program was introduced in Gweru at a time when the top LA leadership had some reservations about the program, owing mainly to fears that it would be focusing on increasing civic accountability and power. In Gweru, there were already conflicts between the council and residents that needed to be resolved.
- The visioning process resulted in an informal social contract between the LA and residents clearly spelling out areas for action, as well responsible actors. However, the implementation of the program continued to be affected by the LA's lack of serious top-level support for the prioritized activities.
- A local Action Plan was produced through a local action committee involving representatives of the local authority, government departments, civil society and the private sector.
- Profiling of all CSOs operating in Gweru City was successfully completed. This enabled the Gweru City to create a CSO register with over 15 CSOs for easy communication and dialogue.
- Training needs of the LA and operational CSOs were established and used to design an appropriate training program for the CSOs and the local authority.
- Strategic training initiatives were undertaken on CSO organization and development, local authority planning cycles and participatory budgeting.
- The PPLG capacity building activities enabled the City of Gweru to reduce levels of tension and conflict between council and residents for the past three years.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

Improved Communication and Participation:

- There is now more positive dialogue between many local officials and residents of the City of Gweru due to dedicated councilor and CSO orientation and training activities.

The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input. More than 15 stakeholders are in the local authority database as of now.

Local CSO Development:

- The Gweru Residents Association has been vocal on the need to fully implement the LGSP activities in Gweru.
- 15 CSOs active in Gweru were profiled, but their needs could not be addressed owing to the slow pace taken by the LA in Gweru.
- CSOs from Gweru successfully documented their lessons and experiences for sharing at the PPLG roundtable.
- CSO representatives from Gweru also participated in a Regional CSO training workshop in Hwange. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.

LA Capacity Building:

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Gweru emphasized stakeholder participation in strategic planning, budgeting and service delivery. The LA's initial response to the program was indecisive, but support at the operational level of the city administration remained very high and encouraging. A series of one to one meetings with the Council officials led to more interest and active participation by the council from the highest level. Direct engagement with higher level council officials proved to be a useful mechanism for securing support.
- A participatory Strategic Plan was developed and agreed to with all key stakeholders. It was then disseminated to residents through councilor feedback meetings.
- There was targeted training and exposure of financial staff to the key issues in LA financial management.
- Technical Assistance on PROMUN Financial Management Package was given. The local authority staff was trained and the package was fully operationalized.
- Key local authority staff were trained as "change agents" to facilitate implementation of the local governance program in Gweru. Unfortunately, this knowledge has not yet

been put into practice due to lack of commitment to the program at some of the leadership within the LA.

In summary, the City of Gweru has not been able to fully internalize the principles of participatory local governance and has not partnered well with local stakeholders. However, there are opportunities for Gweru to learn from other local authorities such as Kwekwe and Bulawayo, should they develop an interest in the future.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans were discussed with LA staff in Gweru and some elements were integrated into the Strategic Planning Matrix sent to the Ministry of Local Government. A terminal review of the RAP process in Gweru highlighted a number of challenges on agreed targets:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.

The local authority is not rigorously following a participatory budget cycle, and budget reviews do not appear to be conducted regularly with the involvement of all key stakeholders.

- There is no known evidence of any efforts underway to conduct a workshop on local economic development and investment promotion.
- Broad stakeholder awareness meetings on civic participation were very few and far between throughout the life of the program.
- LA keeps an up-to-date register of CSOs in the local authority.
- The program gathered no evidence of the involvement of the poor and marginalized groups such as informal traders, women's groups and youth in the planning and budgetary review processes.
- Self-driven CSO development initiatives are being stifled by lack of response from the LA.
- CSO attitude and cooperation with the local authority has improved significantly.
- Credit rating recommendations are being implemented with varying success rates.
- The LA is two years behind in producing up-to-date financial statements. It is hoped that the technical assistance on PROMUN will be put to good use in updating these records.

Progress has not been very satisfactory in Gweru, despite the high potential given the interest of all other stakeholders. There is a need to share the broader LGSP achievements with the City of Gweru with a view to broadening avenues for information exchange and collaborative support.

Development of Performance Management Systems:

- The development of clearer performance management systems for the City of Gweru was one of the major priorities from the participatory Strategic Planning workshops.
- LA staff participated in a performance management workshop with a view to facilitate the development of a Code of Conduct, although this was not finalized at the end of the program.
- The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be discussed and mainstreamed within the targets that were publicly agreed.

Closeout Challenges and Sustainability:

- The City of Gweru increasingly realized the importance of the program over time as more demands came for turn-around strategies for financial support from the Central Bank. This presented a good opportunity to strengthen the information activities of the program to reach out to local authorities such as Gweru. An informational program needs to be developed to address some of the practical requests from local authorities that were participating as well as not participating in the program.
- Owing to the varied achievements by local authorities, information and technical exchange initiatives would go a long way in sustaining and scaling up the benefits of the program.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

**KARIBA MUNICIPALITY
FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY FOR
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Local Government Support Program in Zimbabwe
Contract No. LAG-I-00-99-00036-00, Task Order No. 805



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**KARIBA MUNICIPALITY
FINAL IMPLEMENTATION REPORT
LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)**

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in Kariba Municipality Council from June 5, 2001 to July 15, 2005. The main priorities for support during the entire life of the project were participatory visioning, participatory strategic planning and budgeting, LA performance management training, CSO training and grant monitoring, financial management training for council staff, councilor orientation and development and the development of a RAP or Turnaround Strategy. Kariba Municipality participated from the Pilot Phase of the program to the end in July 2005.

PPLG ACHIEVEMENTS (2001 TO 2002)

The main achievements in Kariba Municipality were:

- The development of a broadly shared vision between the local authority and the residents. The program was introduced in Kariba when the relationship between council and residents was tense. The visioning process resulted in an informal social contract between the LA and residents clearly spelling out areas for action as well responsible actors. However, this relationship continued to be influenced largely by the socio-political tensions and polarizations that often negated a unity of purpose. Towards the end of the PPLG a Commission was appointed by the Minister after he had suspended the Mayor to run the LA.
- A local Action Plan was produced through a local action committee involving representatives of the local authority, government departments, civil society and the private sector.
- Profiling of all CSOs operating in Kariba Municipality was successfully completed. This enabled the Kariba Municipality to create a CSO register for easy communication and dialogue.
- Training needs of the LA and operational CSOs were established and used to design an appropriate training program for the CSOs and the local authority.
- Strategic training initiatives were undertaken on CSO organization and development, local authority planning cycles and participatory budgeting.
- The CSO grants application process was discussed with the CSO in preparation for advertisements. Capacity of CSOs in Local Authorities to produce quality proposals remained weak, and this was a critical problem in the processing and disbursement of CSO grants.

- The PPLG capacity building activities enabled the Kariba Municipality to reduce levels of tension and conflict between council and residents.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

Improved Communication and Participation:

- There is now more visible dialogue between the local authority and residents of Kariba Municipality due to targeted councillor and CSO orientation and training activities. Consistency in participation has tended to be affected by intra-CSO conflicts emanating mainly from the deep political polarizations in Kariba.
- At least six consultative meetings are being held annually involving a diverse range of CSOs that is active in Kariba Municipality.
- The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input. More than 12 stakeholders are on the local authority database as of now.
- The Council is now taking CSOs in Kariba more seriously and the perception towards CSOs' role has become more positive.

Local CSO Development:

- Two training workshops were conducted with the Kariba Incorporated Residents Association (KIARRA) to refine their proposals and implementation plans as well as strengthen their organizational and advocacy capacities. After the training activities, KIARRA developed an awareness-raising program for funding.
- The grants for KIARRA and Kariba Resource Centre were fully disbursed and the two CSOs implemented agreed advocacy activities in accordance with agreements.
- CSOs from Kariba successfully documented their lessons and experiences for sharing at the PPLG roundtable as well as the LGSP roundtable meetings in Harare.
- CSO representatives from Kariba Municipality also participated in a Regional CSO training workshop in Nyanga. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.
- A special workshop on resolving differences among the CSOs in Kariba was held and there is now improved dialogue and communication. However, CSO divisions are a mere reflection of the socio-political differences among the CSOs. This would need to be addressed within the context of broader visioning if it is not to undermine the program.

LA Capacity Building:

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Kariba emphasized stakeholder participation in strategic planning, budgeting and service delivery. The LA has also been affected by political differences within itself, and the program responded with a number of training sessions to build a common vision.
- The new councilors, including the Mayor, participated in a nation-wide induction training of councilors conducted soon after urban councils elections in 2003. This training was done in conjunction with the Urban Councils Association.
- A participatory strategic plan was developed and agreed with all key stakeholders. It was then disseminated to residents through councilor feedback meetings.
- Annual budget consultation meetings were held with all key residents of Kariba Municipality.
- Quarterly budget review consultations and monitoring have been institutionalized in Kariba.
- There was targeted training and exposure of financial staff on key issues in LA financial management.
- Technical assistance on PROMUN Financial Management package was rendered with local authority staff being trained on its operation.
- New councilors were successfully inducted and capacitated to organize effective meetings through training workshops.
- Procurement practices have significantly improved in Kariba Municipality as a result of the procurement training conducted for LA staff.

In summary, the Kariba Municipality has been able to internalize the principles of participatory local governance and has partnered well with local stakeholders. The LA can thus implement local governance activities through locally driven processes and its stakeholders.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have been institutionalized in Kariba Municipality. A terminal review of the RAP process in Kariba Municipality highlighted a number of achievements on agreed targets:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.

- The participatory budget cycle is being followed rigorously by the local authority. The presence of a municipal office driving the process inside the LA has been instrumental in this endeavor.
- Budget reviews are being conducted regularly with involvement of all key stakeholders.
- Efforts are underway to conduct a workshop on local economic development and investment promotion.
- Broad stakeholder awareness meetings on civic participation were successfully carried out through active involvement of the ward councilors.
- Suggestion boxes have been installed at the council offices and there are concrete plans to install additional boxes at ward level.
- Councilors are now conducting feedback meetings with residents after attending council meetings.
- Ward structures are participating more actively in local planning and budgeting meetings.
- The LA keeps an up-to-date register of CSOs in the local authority.
- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating in the planning and budgetary review processes.
- Self-driven CSO development initiatives are in place.
- A local exchange program for CSOs was organized with Chipinge, Mutare and Mutoko.
- CSO attitude and cooperation with the local authority has improved significantly.
- Credit rating recommendations are being implemented with varying success rates.
- The LA has up-to-date financial statements, and the recently completed technical assistance exercise on the PROMUN accounting package is solving computerization capacity issues.

Although a signed social contract had not been achieved by the time of closeout, substantial progress has been made in Kariba Municipality on implementation of the RAP agreements between the LA and its stakeholders.

Development of Performance Management Systems:

The development of clearer performance management systems for Kariba Municipality was one of the major priorities from the participatory strategic planning workshops. The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within the targets

that were publicly agreed. Also, the LA is developing a Code of Conduct for Kariba Municipality staff.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

Kariba Municipality has been participating in the Local Government Support Program since inception in 2001. The major challenge confronting Kariba is achieving unity of purpose amongst the different groups and people.

For broader sustainability of the program in Kariba, the local steering committee established to take responsibility for sustaining the program's activities would need to closely monitor the following issues:

- Ensuring the various socio-economic interest groups in the community are leveraged to participate actively in LA visioning, planning and budgeting processes.
- Continued nurturing and development of other civic groups active at ward levels through deliberate promotion of local economic development initiatives.
- Continued exposure of LA staff to issues and priorities of interest to residents.
- Need to continue strengthening financial management skills and maintaining the computerized financial management system through ongoing PROMUN support.
- Partnerships with the private sector provide a good opportunity for protecting the gains achieved by the Local Government Support Program.
- The involvement of the stakeholders must continue to be upheld by the local authority beyond the Local Government Support Program. Reducing conflicts will enable more focus on the agreed vision and turn-around priorities for Kariba Municipality.
- The LA and all key stakeholders must agree on a monitoring framework for implementation of all the agreed actions.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

CITY OF KWEKWE

**FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY FOR
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Local Government Support Program in Zimbabwe
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UI Project No. 06967-006

**CITY OF KWEKWE
FINAL IMPLEMENTATION REPORT
LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)**

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in the City of Kwekwe from January 1, 2003 to July 15, 2005. The main priorities for support during the entire life of the project were participatory visioning, participatory strategic planning and budgeting, LA performance management training, CSO training and grant monitoring, financial management training for council staff, councilor orientation and development and the development of a RAP or Turnaround Strategy. The City of Kwekwe participated in the long-term phase of the program that started in January 2003.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

Improved Communication and Participation:

- In both the consultative and broad planning meetings, participants felt that there was need to resolve the issue of high tariffs and other disagreements between residents and council in a mutually supportive manner.
- The local governance training program in which representatives from both the CSOs and the LA attended managed to address some issues on communication and participation. However, there is a need for a more intensive training program for both LA and CSO representatives to begin to institutionalize some practical mechanisms.
- There is now more positive dialogue between the local authority and residents of Kwekwe.
- At least three consultative meetings are being held annually involving a diverse range of CSOs that is active in the City of Kwekwe.
- The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input. More than 10 stakeholders are on the local authority database as of now.
- Council is now taking CSOs in the City of Kwekwe more seriously and their perception of CSOs' role in local governance is increasingly positive.

The LA has expressed interest in developing a newsletter to improve communication and participation. However, more information and communication training activities are needed to consolidate the relationship between residents and council in Kwekwe.

LOCAL CSO DEVELOPMENT

- A broad LA-Stakeholder meeting was organized in April 2004. The meeting generated a more broadened understanding of the role of CSOs in local-level development.
- CSO participants from Kwekwe Municipality attended the Northern Region CSO capacity building meeting and raised a number issues regarding their future and sustainability of civil society organizations.
- Little progress could be made for specific CSO development activities. However, the program strengthened mechanisms for citizen participation in strategic planning, budgeting and urban governance.
- The Kwekwe Publicity Association requested for an Information Management Grant towards strengthening its activities. Meetings were held with the Publicity Association to facilitate this support and an Action Plan developed.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Kwekwe emphasized stakeholder participation in strategic planning, budgeting and service delivery. The LA's initial response to the program was very slow but turned positive after sharing lessons from the pilot phase of the program.
- A participatory strategic plan was developed and agreed with all key stakeholders. It was then disseminated to residents through councilor feedback meetings.
- Annual budget consultation meetings are held with all key residents of the Municipality.
- There was targeted training and exposure of financial staff to the key issues in LA financial management. Kwekwe is already advanced on PROMUN and the resource person from Kwekwe is leading in PROMUN support to other local authorities, a clear demonstration of how the knowledge divide can be bridged.
- The City of Kwekwe took part in the Change Agents training workshop held in Bulawayo early in 2005. This was followed up with a similar training workshop for the city's senior officials, councilors and some CSOs.
- In summary, the City of Kwekwe has been able to internalize the principles of participatory local governance and has been making numerous requests for capacity building support from the program.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have not yet been institutionalized in the City of Kwekwe. However, a terminal review of the RAP process in Kwekwe highlighted a number of early achievements towards the RAP:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.
- The participatory budget cycle has been adopted and implemented in the first cycle. This would need ongoing support and monitoring to assess effectiveness.
- An ad hoc budget committee comprising members of the business community and councilors is in place to conduct budget reviews. However, the LA was yet to implement Budget reviews that involve a broader cross-section of the community.
- Broad stakeholder awareness meetings on civic participation were successfully carried out with the active involvement of the ward councilors.
- Councilors are now conducting feedback meetings after attending council meetings.
- LA keeps an up-to-date register of CSOs in the local authority.
- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating in the planning processes.
- CSO self-initiatives are not mature, but CSO attitudes and their cooperation with the local authority have improved significantly.
- Credit rating assessments were conducted and are being closely being monitored.
- The LA is leading in PROMUN success and is sharing its experiences and imparting knowledge to other local authorities.

Although a signed social contract had not been achieved by the time of closeout, substantial progress has been made in the City of Kwekwe on development of the RAP agreements between the LA and its stakeholders.

DEVELOPMENT OF PERFORMANCE MANAGEMENT SYSTEMS

The development of clearer performance management systems for the City of Kwekwe was one of the major priorities from the participatory strategic planning workshops.

The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within the targets that were publicly agreed.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

The City of Kwekwe came on board in the long-term phase of the project and benefited from the experiences of the Pilot Phase of the Project. The major challenge confronting City of Kwekwe is how to scale up the scope of its local governance activities through self-driven efforts and initiatives. The motivation for program continuity is very high.

The local steering committee established to take responsibility for sustaining the program's activities should address a number of priorities, including finalizing the RAP/Turnaround Strategy, Newsletter development, budgetary and Strategic Planning reviews, PROMUN support to other local authorities, CSO development and improving service delivery.

The strengthening of strategic partnerships for addressing these issues will be critical for the City of Kwekwe. Exploring learning opportunities with other local authorities should be a key priority for the City of Kwekwe.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

CITY OF MASVINGO

**FINAL IMPLEMENTATION
REPORT**

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Local Government Support Program in Zimbabwe
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**CITY OF MASVINGO
FINAL IMPLEMENTATION REPORT
LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)**

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in the City of Masvingo from June 5, 2001 to July 15, 2005. The main priorities for support during the entire life of the project were participatory visioning, participatory strategic planning and budgeting, LA performance management training, CSO training and grant monitoring, financial management training for council staff, councilor orientation and development and the development of a RAP or Turnaround Strategy. The City of Masvingo participated from the Pilot Phase of the program to the end in July 2005.

PPLG ACHIEVEMENTS (2001 AND 2002)

The main achievements in the City of Masvingo were:

- The development of a broadly shared vision between the local authority and the residents. The program was introduced in Masvingo amid high expectations from both the residents and the Local Authority. The visioning process resulted in an informal social contract between the LA and residents clearly spelling out areas for action, as well as responsible actors. However, this relationship continued to be influenced by the socio-political tensions and polarizations that often weakened the unity of purpose.
- A local Action Plan was produced through a local action committee involving representatives of the local authority, government departments, civil society and the private sector.
- Profiling of all CSOs operating in Masvingo City was successfully completed. This enabled the Masvingo City to create a CSO register with over 20 CSOs for easy communication and dialogue.
- Training needs of the LA and operational CSOs were established and used to design an appropriate training program for the CSOs and the local authority.
- Strategic training initiatives were undertaken on CSO organization and development, local authority planning cycles and participatory budgeting.
- The CSO grants application process was discussed with the CSOs in preparation for advertisements. The capacity of CSOs in Masvingo to produce quality proposals remained a critical problem in the processing and disbursement of CSO grants.
- The PPLG capacity building activities enabled the City of Masvingo to reduce levels of tension and conflict between council and residents.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

Improved Communication and Participation

- There is now more positive dialogue between the local authority and residents of the City of Masvingo due to targeted councilor and CSO orientation and training activities. Consistency in participation was affected by the slow response of CSOs to take an active role in local governance.
- At least three consultative meetings are being held annually, involving a diverse range of CSOs active in the City of Masvingo.
- The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input. More than 20 stakeholders are on the local authority database as of now.
- Council is now taking CSOs in the City of Masvingo more seriously and perception towards their role is increasingly positive.

LOCAL CSO DEVELOPMENT

- Three training workshops were conducted with Masvingo Publicity Association and the Masvingo United Residents Association.
- 15 CSOs successfully completed individual profiling forms and these helped with understanding the strengths and weaknesses of the active CSOs in Masvingo City.
- The grant for Masvingo Publicity Association was disbursed and utilized for civic awareness activities.
- CSOs from Masvingo successfully documented their lessons and experiences for sharing at the PPLG roundtable as well as the LGSP roundtable meetings in Harare.
- CSO representatives from Masvingo also participated in a Regional CSO training workshop in Nyanga. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.
- A special workshop on resolving differences between the LA and the Ratepayers Association was convened following strong disagreements on rates and council management priorities. The workshop managed to restart dialogue between the City and the Ratepayers Association.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Masvingo emphasized stakeholder participation in Strategic Planning, budgeting and service delivery. The LA's initial response to the program was indecisive, owing to some suspicions about the project at the high levels of the LA. However, support at the operational level of the City remained very high and encouraging. A series of one to one meetings with the Council led to more interest and active participation by the council from the highest level. Direct engagement with higher-level council officials proved to be a useful mechanism for securing support.
- A participatory Strategic Plan was developed and agreed with all key stakeholders. It was then disseminated to residents through councilor feedback meetings. A ceremonial public launch of the plan was conducted in 2005 with positive coverage from the media.
- Annual budget consultation meetings were held with all key residents of the City of Masvingo.
- There was targeted training and exposure of financial staff to the key issues in LA financial management.
- Technical Assistance on PROMUN Financial Management package was rendered and local authority staff was trained on how to use the program. The system was fully operationalized.
- New councilors were successfully inducted and capacitated to organize effective meetings through training workshops.
- Procurement practices have significantly improved in the City of Masvingo as a result of the procurement training conducted for LA staff.
- A turn-around strategy has been developed, building on the participatory strategic planning and the RAP that will be used to source funds from the Reserve Bank of Zimbabwe. Genesis Investments, a private financial advisory agency for local authority financing, was also involved in the development of the turn-around strategy.
- In summary, the City of Masvingo has been able to internalize the principles of participatory local governance and has partnered well with local stakeholders. The LA can thus implement local governance activities through locally driven processes and its stakeholders.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have been institutionalized in the City of Masvingo. A terminal review of the RAP process in Masvingo highlighted a number of achievements on agreed targets:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.
- The local authority is following the participatory budget cycle rigorously. The presence of a n official inside the LA driving the process has been instrumental in this endeavor.
- Budget reviews are being conducted regularly with involvement of all key stakeholders.
- Efforts are underway to conduct a workshop on local economic development and investment promotion.
- Broad stakeholder awareness meetings on civic participation were successfully carried out through active involvement of the ward councilors.
- Suggestion boxes have been installed at the council offices and there are concrete plans to install more at ward level.
- Councilors are now conducting feedback meetings with residents after attending council meetings.
- Ward structures are participating more actively in local planning and budgeting meetings.
- LA keeps an up-to-date register of CSOs in the local authority.
- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating in the planning and budgetary review processes.
- Self-driven CSO development initiatives are in place.
- CSOs' attitude and cooperation with the local authority has improved significantly.
- Credit rating recommendations are being implemented, with varying success rates.
- The LA is one year behind in producing up-to-date financial statements, and requires additional computerization support (PROMUN).

Although a signed social contract had not been achieved by the time of closeout, substantial progress has been made in the City of Masvingo on implementation of the RAP agreements between the LA and its stakeholders.

DEVELOPMENT OF PERFORMANCE MANAGEMENT SYSTEMS

The development of clearer performance management systems for the City of Masvingo was one of the major priorities from the participatory strategic planning workshops. A Code of Conduct for the City of Masvingo was developed and agreed with all key stakeholders. The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within the targets that were publicly agreed.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

The City of Masvingo has been participating in the Local Government Support Program since inception in 2001 and 2002. The major challenge confronting Masvingo is the consolidation of its local steering committee to take full responsibility for driving local governance activities.

For broader sustainability of the program in Masvingo, the local steering committee established to take responsibility for sustaining the program's activities would need to closely monitor the following issues:

- Ensuring the process is fully owned by all the stakeholders through creation of additional platforms or activities for civic involvement.
- There is a need for the City of Masvingo to strengthen its information dissemination, such as through a newsletter building on current practice.
- Continued nurturing and development of other civic groups active at ward levels through deliberate promotion of local economic development initiatives.
- Continued exposure of LA staff to issues and priorities of interest to residents.
- Need to continue strengthening financial management skills and computerize in the short to medium term through PROMUN support.
- Partnerships with the private sector provide a good opportunity for protecting the gains achieved by the local government support program.
- The involvement of the stakeholders must continue to be upheld by the local authority beyond the local government support program. Reducing conflicts will enable more focus on the agreed vision and turn-around priorities for the City of Masvingo.
- The LA and all key stakeholders must agree on a monitoring framework for implementation of all the agreed actions.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

**CITY OF MUTARE
FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY OF
INTERNATIONAL DEVELOPMENT (USAID)**



Local Government Support Program in Zimbabwe
Contract No. LAG-I-00-99-00036-00, Task Order No. 805



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March 2006
UI Project No. 06967-006

**CITY OF MUTARE
FINAL IMPLEMENTATION REPORT
LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)**

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in the City of Mutare from January 1, 2003 to July 15, 2005. The main priorities for support during the entire life of the project were participatory visioning, participatory strategic planning and budgeting, LA performance management training, CSO training and grant monitoring, financial management training for council staff, councilor orientation and development and the development of a RAP/Turnaround Strategy. The City of Mutare participated in the long-term phase of the project that started in January 2003.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

Improved Communication and Participation

- There is now evidence of more positive dialogue between the local authority and residents of the City of Mutare than at the outset of the program, despite high levels of political polarization. However, a number of demonstrations took place castigating the LA leadership during the LGSP, to which the Council leadership responded with requests for dialogue.
- At least two consultative meetings are being held annually involving a diverse range of CSOs active in the City of Mutare.
- The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input. More than 15 stakeholders are on the local authority database as of now.

The LA has expressed interest in developing a newsletter to improve communication and participation. However, more information and communication training activities are needed to consolidate the relationship between residents and council.

LOCAL CSO DEVELOPMENT

- Little progress could be achieved in specific CSO development activities, but the program strengthened mechanisms for citizen participation in strategic planning, budgeting and urban governance.
- CSO representatives from Mutare participated in a Regional CSO training workshop in Nyanga. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.

- The Mutare Publicity Association requested an Information Management Grant to strengthen its activities. Meetings were held with the Publicity Association to facilitate this support.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Mutare emphasized stakeholder participation in strategic planning, budgeting and service delivery. The LA's initial response to the program was very positive after sharing lessons from the pilot phase of the program.
- A participatory strategic plan was developed and agreed with all key stakeholders. It was then disseminated to residents through councilor feedback meetings.
- Annual budget consultation meetings are held with all key residents of the City of Mutare.
- Targeted training was carried out for financial staff on key issues in financial management.
- Technical assistance on PROMUN financial management package was given, and local authority staff were trained in how to operate the program.
- New councilors were successfully inducted and capacitated to organize effective meetings through training workshops.
- A Governance Index review was conducted with support from UCAZ. It showed remarkable progress by the local authority in embracing principles of participatory local governance.

In summary, the City of Mutare has been able to internalize the principles of participatory local governance and has been making numerous requests for capacity building support from the program. An information and networking strategy is needed to bridge the knowledge divide between local authorities as they move on their own into the future.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have not yet been institutionalized in the City of Mutare. However, a terminal review of the RAP process in Mutare highlighted a number of early achievements towards the RAP:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.
- The participatory budget cycle has been adopted and implemented in the first cycle. This would need ongoing support and monitoring to assess effectiveness.
- Broad stakeholder awareness meetings on civic participation were successfully carried out through active involvement of the ward councilors.

- Councilors are now conducting feedback meetings after attending council meetings.
- LA keeps an up-to-date register of CSOs in the local authority.
- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating in the planning processes.
- The LA was targeted for PROMUN support and this was successfully implemented in the late stages of the program.
- CSO attitude and cooperation with the local authority has improved significantly.

However, there are remaining areas of potential improvement: The LA has not initiated efforts to conduct a workshop on local economic development and investment promotion. Budget reviews have not yet been conducted, but credit rating recommendations are being implemented, with varying success rates. On the civil society side, CSOs are not beginning self-started activities.

Although a signed social contract had not been achieved by the time of closeout, substantial progress has been made in the City of Mutare on development of the RAP agreements between the LA and its stakeholders.

DEVELOPMENT OF PERFORMANCE MANAGEMENT SYSTEMS

The development of clearer performance management systems for the City of Mutare was one of the major priorities from the participatory Strategic Planning workshops. The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within the targets that were publicly agreed.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

The City of Mutare came on board in the long-term phase of the project and benefited from the experiences of the Pilot Phase of the Project. The major challenge confronting Mutare City Council is how to maintain a clear focus in a polarized environment so as to deliver on its local governance priorities.

The local steering committee established to take responsibility for sustaining the program's activities should address a number of priorities including finalizing the RAP/Turnaround Strategy, Newsletter development, budgetary and strategic planning reviews, PROMUN implementation, CSO development and improving service delivery.

The strengthening of strategic partnerships for addressing these issues will be critical for the City of Mutare. Exploring learning opportunities with other local authorities should be a key priority for the Mutare City Council.

**LOCAL GOVERNMENT SUPPORT PROGRAM
IN ZIMBABWE**

**MUTOKO RURAL
DISTRICT COUNCIL**

**FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY OF
INTERNATIONAL DEVELOPMENT (USAID)**



Local Government Support Program in Zimbabwe
Contract No. LAG-I-00-99-00036-00, Task Order No. 805



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March 2006
UI Project No. 06967-006

**MUTOKO RURAL DISTRICT COUNCIL
FINAL IMPLEMENTATION REPORT
LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)**

PPLG ACHIEVEMENTS (2001 AND 2002)

The main achievements in Mutoko Rural District Council were:

- The development of a shared vision between the local authority and the residents. The program was introduced in Mutoko when there was no clear relationship between the Council and the residents. The visioning process resulted in a social contract between the LA and residents clearly spelling out areas for action, as well as responsible actors.
- A local Action Plan was produced through a local action committee involving representatives of the local authority, government departments, civil society and the private sector.
- Profiling of all CSOs operating in Mutoko RDC was successfully completed. This enabled the Mutoko RDC to create a CSO register for easy communication and dialogue.
- Training needs of the LA and operational CSOs were established and used to design an appropriate training program for the CSOs and the local authority.
- Strategic training initiatives were undertaken on CSO organization and development, local authority planning cycles and participatory budgeting.
- CSO grants advertisements were made and Mutoko Informal Traders Association and Mutoko Residents Association were awarded.
- The PPLG capacity building activities enabled the Mutoko RDC to reduce levels of tension and conflict between council and residents.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2002 TO 2005)

Improved Communication and Participation

- There is now more visible dialogue between the local authority and residents of Mutoko Rural District Council. Minutes of full RDC meetings and resident consultative meetings indicate consistency in the participation of CSOs in local governance activities in Mutoko.
- At least six consultative meetings are being held annually involving a diverse range of CSOs that is active in Mutoko Rural District Council.

The LA maintains an up-to-date inventory of all key stakeholders for regular consultation and input. 25 stakeholders on the local authority database as of now.

- Council is now taking CSOs in Mutoko Rural District Council more seriously and the perception of CSOs' role is increasingly positive.

LOCAL CSO DEVELOPMENT

- Two training workshops were conducted with the Mutoko Informal Traders Association (MITA) and the Mutoko Residents Association (MRA) to refine their proposals and implementation plans as well as strengthen their organizational and advocacy capacities. After the training activities, MITA and MRA coordinated the implementation of their citizen awareness programs.
- Baseline advocacy index assessments were performed for both MITA and MRA through a participatory process. The results were then used to develop self-monitoring plans for sustainability.
- The grants for MITA and MRA were disbursed and effectively utilized. The two CSOs each held two monitoring reviews with other stakeholders through their own initiative.
- The two CSOs successfully documented their lessons and experiences for sharing at the PPLG roundtable as well as the LGSP roundtable meetings in Harare.
- CSO representatives from Mutoko RDC also participated in a Regional CSO training workshop in Nyanga. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.
- A special workshop on strengthening the role of traditional authorities in local governance was convened. It was recognized that in RDCs, traditional leaders can play a key role in accelerating civic participation and revenue collection, which is different from the urban local authorities.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for Mutoko RDC emphasized stakeholder participation in strategic planning, budgeting and service delivery. The LA created a strong partnership with the local stakeholders that resulted in the development of a Social Contract (RAP). A signing ceremony was organized where all the stakeholders were represented.
- A participatory strategic plan was developed and agreed with all key stakeholders. It was then disseminated to residents through councilor feedback meetings.
- Budget consultation meetings were held with all key residents of Mutoko RDC. The RDC was able to mobilize traditional leaders to participate in the planning and budgeting workshops.

- There was targeted training and exposure of financial staff to the key issues in LA financial management. Discussions on PROMUN support were held with local authority staff. It was realized that the size of operations of the council may not warrant PROMUN and the LA has already made advanced steps in acquiring other accounting packages such as PASTEL. Strengthened information and management systems are also needed. The LA has up-to-date financial statements, but may require computerization support.
- New councilors were successfully inducted and capacitated to organize effective meetings through training workshops.
- Procurement practices have significantly improved in Mutoko RDC as a result of the procurement training conducted for LA staff.

In summary, the Mutoko RDC has been able to internalize the principles of participatory local governance and has partnered well with local stakeholders. The LA can thus implement local governance activities through locally driven processes and its stakeholders.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have been institutionalized in Mutoko RDC. A terminal review of the RAP process in Mutoko RDC highlighted a number of achievements on agreed targets:

- A participatory Strategic Plan was successfully developed with inputs from a wide range of stakeholders.
- The local authority is following the participatory budget cycle rigorously.
- Budget reviews are being conducted regularly with involvement of all key stakeholders.
- Efforts are underway to conduct a workshop on local economic development and investment promotion.
- Broad stakeholder awareness meetings on civic participation were successfully carried out.
- Suggestion boxes have been installed at the council offices and there are concrete plans to install others at ward level.
- A programme of action for strengthening community-based management of LA projects has been installed in place following awareness meetings.
- Councilors are now conducting feedback meetings with residents after attending council meetings.
- Ward structures participating more actively in local planning and budgeting meetings.
- LA keeps an up-to-date register of CSOs in the local authority.

- Poor and marginalized groups such as informal traders, women's groups and youth are actively participating in the planning and budgetary review processes.
- Self-driven CSO development initiatives are in place.
- A local exchange program for CSOs was organized with Chipinge and Kariba.
- CSOs' attitudes and cooperation with the local authority has improved significantly.
- Credit rating recommendations are being implemented with varying success rates.

A signed social contract had been achieved by the time of closeout and substantial progress has been made in Mutoko RDC on implementation of the RAP agreements between the LA and its stakeholders.

DEVELOPMENT OF PERFORMANCE MANAGEMENT SYSTEMS

The development of clearer performance management systems for Mutoko RDC was one of the major priorities from the participatory strategic planning workshops. A Code of Conduct for Mutoko RDC Council was developed. The participatory planning and budgetary formulation processes as well as the RAP process created an opportunity for performance management indicators to be mainstreamed within the targets that were publicly agreed to.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

Mutoko RDC has been participating in the Local Government Support Program since its inception as a pilot in 2001.

A mechanism for civic participation in a rural setting is an involving process requiring a significant dedicated effort and resources from the local authority. There is a growing concern that the project has only strengthened CSOs that are operating close to Mutoko Centre.

There is a lot of interest from a number of socio-economic groups to spearhead implementation of local economic development initiatives. The participatory budgeting process that is now entrenched in Mutoko can be used to respond to some of the community-based development priorities. This will provide an incentive for communities to contribute development levies that can improve the revenue of the RDC.

The use of the budget to achieve socio-economic objectives of local communities would go a long way in stimulating the growth of rural civil society. Once there is an economic incentive, local level institutions in rural communities can easily be mobilized to participate more actively in civic affairs.

For broader sustainability of the program in Mutoko, the local steering committee established to take responsibility for sustaining the program's activities would need to closely monitor the following issues:

- Ensuring the various socio-economic and interest groups in the rural community are leveraged to participate actively in LA visioning, planning and budgeting processes.
- Continued nurturing and development of other civic groups active at ward levels through deliberate promotion of local economic development initiatives.
- Continued exposure of LA staff to issues and priorities of the rural population in Mutoko through active participation in community organized events.
- Need to continue strengthening financial management skills and computerize in the short to medium term.
- Partnerships with the private sector provide a good opportunity for protecting the gains achieved by the local government support program.
- The involvement of the stakeholders must continue to be upheld by the local authority beyond the local government support program.
- The LA and all key stakeholders must agree on a monitoring framework for implementation of all the agreed actions.

**LOCAL GOVERNMENT SUPPORT
PROGRAM IN ZIMBABWE**

**VICTORIA FALLS
MUNICIPALITY**

**FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY FOR
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Local Government Support Program in Zimbabwe
Contract No. LAG-I-00-99-00036-00, Task Order No. 805



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March 2006
UI Project No. 06967-006

VICTORIA FALLS MUNICIPALITY

FINAL IMPLEMENTATION REPORT

LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)

SUMMARY

This report captures the key processes, activities, impacts and lessons from the implementation of the Local Government Support Program (LGSP) in the Municipality of Victoria Falls from January 1, 2003 to July 15, 2005. The main priorities for support during the entire life of the project were participatory visioning, participatory strategic planning and budgeting, LA performance management training, CSO training and grant support, financial management training for council staff, and the development of a RAP or Turnaround Strategy. The Victoria Falls Municipality participated in the long-term phase of the project that started in January 2003.

LOCAL GOVERNMENT SUPPORT PROGRAM ACHIEVEMENTS (2003 TO 2005)

Improved Communication and Participation

- Communication and participation of residents was a key issue at program inception, due to presence of a rates boycott at the time of launching the first program meeting. The awareness-raising meeting successfully ironed out the differences between council and residents.
- Important agreements were made on the control of illegal structures in the municipality, payment of rates, information dissemination to residents, CSO capacity building and the need for regular LA consultative meetings.
- At least three consultative meetings were held with a diverse range of CSOs that is active in the Victoria Falls Municipality.
- The LA has not yet completed an up-to-date inventory of all key stakeholders for regular consultation and input.
- CSOs in the Victoria Falls Municipality still need more capacity-building or leadership training in order to articulate issues affecting them with officials.

The LA has expressed interest in developing a newsletter to improve communication and participation. However, more information and communication training activities are needed to consolidate the relationship between residents and council.

LOCAL CSO DEVELOPMENT

The program strengthened mechanisms for citizen participation in strategic planning, budgeting and urban governance. The role of CSOs in Victoria Falls is still being debated. While there is now a shared understanding that the CSOs operating in the Municipality need to be profiled and engaged by the local authority, little progress could be made on specific CSO development activities in Victoria Falls.

CSO representatives from Victoria Falls Municipality participated in a Regional CSO training workshop in Hwange. This workshop broadened their knowledge on good governance principles, policy formulation and administration, budgeting and financial management, gender and gender mainstreaming.

LA CAPACITY BUILDING

- The LA was actively involved in developing a vision for citizen participation in local governance. The vision for the Municipality of Victoria Falls revolved around improved LA-CSO dialogue and communication, improved stakeholder participation, participatory strategic planning and budgeting, CSO leadership development, financial management training and RAP development.
- The Victoria Falls Publicity Association expressed interest in a grant for strengthening information management activities. Technical training support was provided and an Action Plan for implementation was developed.
- A participatory strategic turnaround plan was developed and agreed with all key stakeholders.
- An annual budget consultation meeting was held with all key residents of the Municipality.
- The Victoria Falls Municipality participated in the CSO training on good governance workshop, which was designed to create a platform for CSOs and LA staff to share and exchange experiences, as well as to gain new knowledge for improving the client-service relationship between council and various stakeholders.
- PROMUN support was given, and the computerized financial management system is now in place. Local authority staff has been trained on how to operate the system.

In summary, the Municipality of Victoria Falls began to appreciate the principles of participatory local governance and making numerous requests for capacity building support from the program towards its conclusion.

RESTRUCTURING ACTION PLANS

Restructuring Action Plans have not yet been institutionalized in the Victoria Falls Municipality. However, a terminal review of the RAP process in Victoria Falls highlighted a number of early achievements towards the RAP:

- A participatory strategic turnaround plan was successfully developed with inputs from a wide range of stakeholders.

The participatory budget cycle has been adopted and implemented in the first cycle, and a participatory budget review was successfully conducted. This would need ongoing support and monitoring to assess effectiveness.

However, little effort was made towards activities on local economic development and investment promotion in the context of the turnaround plan. Credit rating assessments not yet conducted. Broad stakeholder awareness meetings on civic participation have not yet been carried out, and the LA did not complete its CSO register. Councilors are not consistently conducting feedback meetings with residents after attending council meetings, and poor and marginalized groups such as informal traders, women's groups and youth are not yet actively participating in the planning processes. CSOs are not self-starting initiatives in local governance and are not cooperating with the local authority. Given these remaining challenges, Victoria Falls still requires a lot of support to finalize its RAP.

CLOSEOUT CHALLENGES AND SUSTAINABILITY

The Victoria Falls Municipality came on board in the long-term phase of the project and benefited from the experiences of the Pilot Phase of the Project. The major challenge confronting Victoria Falls Municipality is how to build unity of purpose and commitment towards improved local governance.

The development of clearer performance management systems for the Victoria Falls Municipality was one of the major priorities from the participatory strategic turnaround planning workshops. This area still needs to be addressed and the local steering team will need to be pro-active in introducing performance management principles and systems in Victoria Falls.

The local steering committee established to take responsibility for sustaining the program's activities should address a number of priorities, including CSO capacity building, financial management training for LA staff, participatory strategic planning, participatory budgeting and development of a sustainable turn-around strategy.

The strengthening of strategic partnerships for addressing these issues will be critical for the Victoria Falls Municipality.

LOCAL GOVERNMENT SUPPORT PROGRAM IN ZIMBABWE

BINDURA MUNICIPALITY

**FINAL IMPLEMENTATION
REPORT**

**FUNDED BY THE UNITED STATES AGENCY FOR
INTERNATIONAL DEVELOPMENT (USAID)**



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Local Government Support Program in Zimbabwe
Contract No. LAG-I-00-99-00036-00, Task Order No. 805



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March 2006
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BINDURA MUNICIPALITY FINAL IMPLEMENTATION REPORT LOCAL GOVERNMENT SUPPORT PROGRAM (LGSP)

SUMMARY

The implementation of the Local Government Support Program (LGSP) in the Municipality of Bindura began in the last five months of the program. The Urban Institute was given authorization to start work in Bindura in February 15, 2005 following communications between USAID and the Ministry of Local Government, Public Works and National Housing. In the remainder of the Program, Bindura demonstrated great interest in local governance activities.

UI began its work in Bindura with a planning meeting with officials of Bindura Municipality, such as Town Clerk and Heads of Departments, in February. This meeting included initial training for council officials. The Bindura Municipality welcomed the program and wished to improve the poor relationship between the local authority and its ratepayers. UI's initial findings were that Bindura had not incorporated public consultations into its budgeting, priority setting or planning processes, and residents were not aware of or active in local governance. Local businesses felt were similarly "sidelined" and resisted increases in tax assessments as a result of inadequate consultation in policymaking. Overall, collection rates are very low and cost recovery was not achieved.

In an effort to create sustainable information flows and to enhance LA/Stakeholder interaction, the LGSP Program focused on building local capacity for information dissemination as the program drew to a close. City Publicity Associations, identified in early 2005 as the most suitable vehicle to build this capacity, were contacted and urged to submit project proposals for the production of periodical city newsletters focusing on municipal affairs. An exploratory meeting was held with Bindura Municipality.

To improve public and CSO participation in the LA's decision-making processes, the program assisted the Municipality of Bindura in holding participatory Turnaround Strategic Planning workshops with local stakeholders in May 2005. Turnaround Planning is a pre-requisite for accessing concessionary loan funding provided by the Central Bank through the Parastatals and Local Authorities Reconstruction Program (PLARP). The process includes joint policy planning and implementation activities by the councils and their stakeholders. The workshops provided an opportunity for the Bindura council to share critical information on its operations, functions and responsibilities with stakeholders. UI then assisted Bindura in drafting its Turnaround Plan. Prior to its participation in the LGSP, the Municipality accessed \$4.76 billion from the Public Sector Financing facility from the Reserve Bank. The Municipality incorporated a private company to run income-generating projects. But the Municipality also wished to access \$25 billion of the \$1 trillion floated to LAs by the Reserve Bank through the PLARP, and thus required assistance with a turnaround plan.

The program's technical assistance team of Promun software experts assisted the Municipality in fully operationalizing the Promun Financial Management Package. Bindura's Promun software had been only partially operational, with the payments and receipts module, the Housing Module, the interface to the General Ledger not functioning.

ATTACHMENT 1: LGSP PERFORMANCE INDICATORS 2002 - 2005

USAID/Zimbabwe

Local Government Support Program

Implementing Partner: The Urban Institute

SO: Enhanced citizens' participation in economic and political decision-making

Status: Closed-out

Indicator	Weight	Baseline Year	Baseline Year Data	FY 2002 Target	FY 2002 Actual	FY 2003 Target	FY 2003 Actual	FY 2004 Target	FY 2004 Actual	FY 2005 Target	FY 2005 Actual	Date Last Quality Assess
IR3:3 Number of democratically elected civic leaders trained in modern management practices	2	2002	0			60	167	212	235	252	252	August, 2003
IR3:1 Number of targeted local authorities that hold at least four open public meetings	1	2002	2			6	7	10	8	14	14	August, 2003
IR3:4 Number of targeted local authorities producing up to date financial statements	3	2002	0				2	7	7	14	12	August, 2003
IR3:2 Number of targeted local authorities who are implementing 50% or more of the recommendations under their credit rating	4	2002	0				4	6	12	13	13	January, 2004
IRI:3 Number of local level CSOs that are awarded grants for advocacy activities	4	2003	4				4	10	9	15	9	August, 2003
SO2 Local CSO perceptions of valid engagement with local authorities on issues relevant to them		2004	1					3	3	4	4	June, 2004
SO6 Local authorities perceptions of the quality of CSO input into the local budget planning and review process		2004	1					3	3	4	4	June, 2004

Notes

1. SO.2 Baseline established in June 2004 and further survey of movement not yet due.
2. SO.6 Baseline established in June 2004 and further survey of movement not yet due.
3. S.O.2 Scale:
 - a. 0: Virtually non-existent
 - b. 1: Not useful and/ or irrelevant
 - c. 2: of limited use or/ and not very relevant

- d. 3: Useful and relevant
- e. Very useful and very relevant with some helpful supporting data
- f. 5: Extremely useful and relevant and backed up by strong argument and evidence

4. S.O.6 Scale:

- a. 0: No engagement at all
- b. 1: Very limited gestures only/ there is desire for interchange but no follow through
- c. 2: Limited/ possibly a few meetings/ superficial exchanges
- d. 3: Reasonable engagement/ some meetings/ some serious discussion
- e. 4: Substantial engagement/ serious meetings/ some serious discussion
- f. 5: Substantial interchanges with CSOs being given enough time and information to work with local councils, and a strong sense that their input is fully considered in policy formulation.

ATTACHMENT 2: LGSP RESULTS FRAMEWORK LOCAL GOVERNMENT SUPPORT PROGRAM RESULTS FRAMEWORK

Participation Strategic Objective: Enhanced Citizen Participation in Economic and Political Decision-Making

SO Indicators:

1. Civil Society Organizations' (CSOs) perception of valid engagement with Parliament on issues relevant to their concerns
2. Local CSOs' perception of valid engagement with local authorities on issues relevant to their concerns
3. Members of Parliament's assessment of the quality of CSO input into the legislative process based on budgetary process
4. Members of Parliament's assessment of the quality of CSO input into the legislative process based on non-budgetary process
5. Number of Parliamentary Committee meetings in which CSOs are involved in a substantial interchange
6. Local authorities' perception of the quality of CSO input into the local budget planning and review process

IR 1: Improved Civil Society Organizations' Representation of Citizens' Interests at National and Local Levels

Indicators:

1. Number of targeted CSOs that work at the national level that show improvement on the Advocacy Index
2. Number of targeted CSOs that work at the national level that show improvement on the Advocacy Index and represent women and/or other marginalized communities
3. Number of local level CSOs that are awarded grants for advocacy activities
4. Number of targeted CSOs that work at the local level that show improvement on the Advocacy Index
5. Number of targeted CSOs that work at the local level that show improvement on the Advocacy Index and represent women and/or marginalized communities.

IR 2: More Effective and Accessible Selected National Government Institution (Parliament)

Indicators:

1. Index score for assessing quality of legislative process
2. Index score for assessing quality of parliamentary committees
3. Number of Parliamentary Committee meetings open to citizens, citizen groups and the media

Critical Assumptions:

IR 3: Local Authorities More Capable and Open to Local Citizen Input

Indicators:

1. Number of targeted local authorities that hold four or more open public meetings providing local citizens with the opportunity to participate
2. Number of targeted local authorities who are implementing 50% or more of the recommendations in their credit rating
3. Number of elected and appointed civic leaders trained in modern management practices
4. Number of targeted local authorities producing up-to-date financial statements

Critical Assumptions:

1. Reform initiatives at the local level move forward as planned without being blocked.

ATTACHMENT 3: LGSP SUBCONTRACTS AND GRANTS STATUS

As of July 15, 2005 (US DOLLARS)

ATTACHMENT 4: CITY OF MASVINGO 2005 TURNAROUND STRATEGIC PLAN