



**Booklet on Promoting Participatory Local Governance
and Social Accountability in Mutoko District,
Zimbabwe.**

Strengthening Social Accountability in Rural Local Governance Systems of Zimbabwe



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1. Background

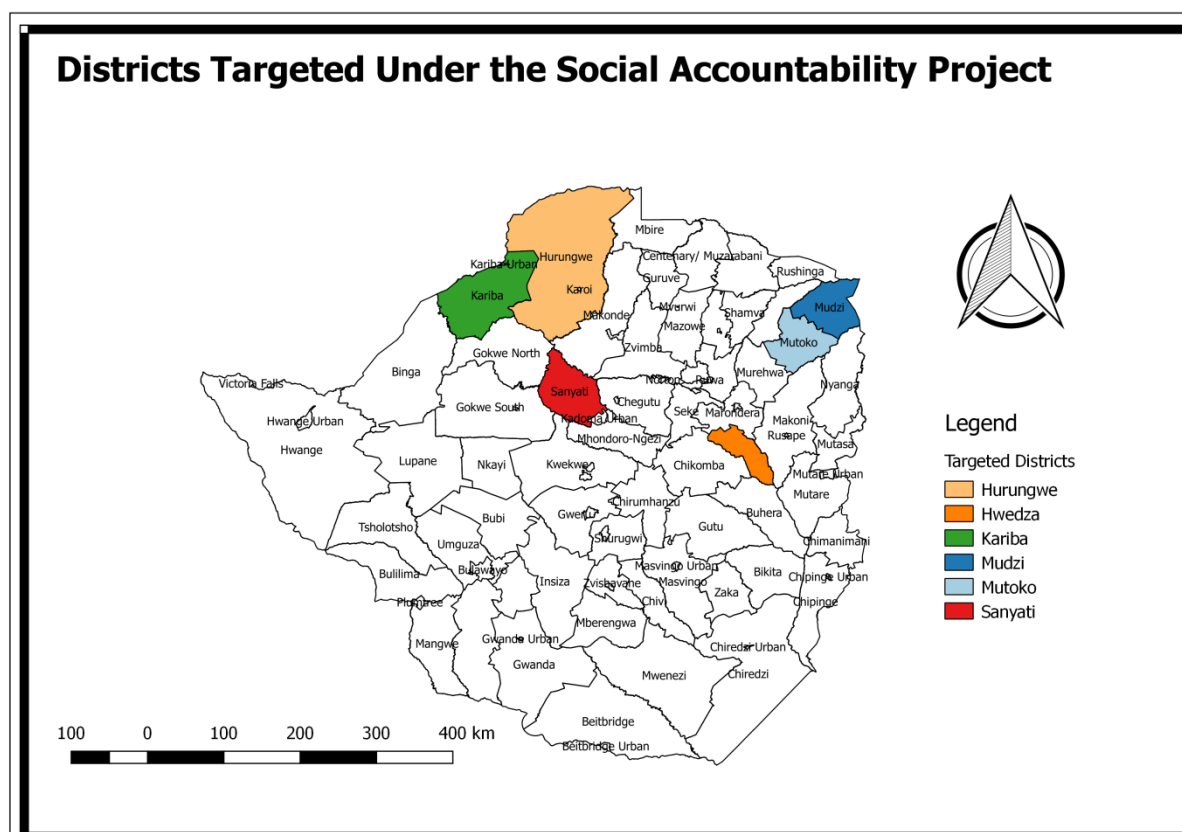
The Civic Forum on Human Development (CFHD) in partnership with the Association of Rural District Councils of Zimbabwe (ARDCZ) and Centre for Community Development Solutions (CCDS) is implementing an EU funded project titled *Strengthening Inclusive Service Delivery and Social Accountability in Rural Local Authorities of Zimbabwe*. The three year project is being implemented in the Mashonaland East Province (Mutoko, Mudzi and Hwedza) and Mashonaland West Province (Nyaminyami, Sanyati and Hurungwe). The overall objective of the action is to promote sustainable and accountable governance in the management of public resources at local government level for the progressive realization of basic needs and human rights. The specific objective of the project is to enhance supply and demand side effectiveness, efficiency and good operational management for service provision through a better understanding of the public resource management framework (PRMF) in Zimbabwe.

The action builds into a 5 year pilot *Local Governance and Citizen Participation Project* (LGCPP) which ran from 2010 to 2015 and was targeted at strengthening the performance of rural local governance systems in Zimbabwe. The programme on participatory local governance was implemented in the 4 provincial development corridors of Manicaland (Chipinge), Mashonaland East (Mutoko), Mashonaland West (Nyaminyami) and Matabeleland North (Tsholotsho). Following intensive dialogue and consultation, the Mashonaland East Province co-opted Mudzi and Hwedza RDCs and the Mashonaland West Province co-opted Hurungwe and Sanyati in the current social accountability project. This Social Accountability Project used the LGCPP sites as anchor sites to leverage the lessons learnt on participatory local governance and ensures the focus is on the key social development and accountability issues and questions that were prioritized by the targeted communities and local authorities themselves in the previous project. The current Social Accountability Project is a response to an expressed demand in extending local governance and citizen participation practices in Zimbabwe through strengthening service delivery and local mechanisms for citizen monitoring of services.

Therefore, the main aim of the Social Accountability Project is to extend the local governance and citizen participation in Zimbabwe through strengthening service delivery and local mechanisms for citizen monitoring of services. Towards achieving the above objective, CFHD has managed to capacitate District Action Teams (DAT) on inclusive service delivery and social accountability processes who in turn are responsible for all trainings conducted and facilitated within the communities.

This booklet, therefore, documents experiences and lessons learnt during the project implementation and steps in moving towards inclusive service delivery and social accountability, outcomes from the inclusive service delivery and social accountability processes and ways that CFHD has facilitated the institutionalisation of service delivery and social accountability in Mutoko District. Henceforth, the project is promoting constructive evidence based engagement between rural local authorities and civic groups/CBOs/CSOs in rural areas of Zimbabwe.

1.1 Map on Targeted Districts



2. The Social Accountability Model

The project adopted the Public Service Accountability Monitor (PSAM) conceptual approach to Social Accountability which is premised on 5 processes that stipulate how the district can manage public resources to deliver services that realise the socio-economic rights of citizens, namely:

- Strategic Planning and Resource Allocation: What public funds are available and how do we plan to use them?
- Expenditure Management: How effective are public funds spent?
- Performance Management: How well do public officials implement their plans in accordance with the budget for results and outcomes?
- Public Integrity Management: What mechanisms exist to prevent or what corrective action is taken in response to the misuse or abuse of public resources?
- Oversight: Do oversight bodies hold public officials to account for their performance?

These processes form the basis for developing a formidable framework for social accountability and conform to standards already developed across the region. These five processes also make up the social accountability system through which the state is accountable to its citizens on an on-going basis between elections. An illustration of this system can be seen on the diagram below:



The Social Accountability Process, adopted from CSA booklet, June 2015

2.1 CFHD Working Models

The project also incorporated other CFHD working models which contributed to the success of the project. The following diagram illustrated CFHD working models as detailed below;

Table 1: CFHD Working Model

Model	Description
Light Touch Model:	The project used the Light Touch Facilitation Model which is an approach that seeks to enable local actors from the MRDCs, Government departments and CBOs to drive the whole planning, implementation and capacity building process at district and sub-district level under the mentorship of the CFHD, ARDC and CCDS.
Working on both the supply and demand side of the local governance equation	The project targeted both the supply (Mutoko Rural District Council) and demand side (CSOs and CBOs and members of the community) to ensure balanced capacity building processes and mutually agreed outcomes. More emphasis was given to CBOs/CSOs to be able to participate in the local governance processes and monitor service delivery using various social accountability monitoring tools which includes PETS, LGB, Scorecards and Perception Audits.

Peer to peer learning	This involved reflective and constructive learning processes that involve co-sensing of the issues of concern, building consensus on strategies and co-evolution of pro-type interventions for improving inclusive service delivery and social accountability.
Social Network Analysis	The project embarked on social networking analysis approach to facilitate the process of systematic analysis of existing and potentially viable CBOs and the linkages amongst them. Mapping out of areas of common interest resulted in increased multi-sector coordination among CBOs and their knowledge on how to engage with local leaders and local governance structures for inclusive service delivery and social accountability.

3. Summary of Activities Implemented

In achieving the project objectives, the CFHD conducted a number of activities in Mutoko District for the success of the Inclusive Service Delivery and Social Accountability Project. The activities were implemented in a systematic manner that conformed to the 5 processes of the social accountability approach. These activities included; conducting the Community Based Planning (CBP) process, conducting the responsive capacity building workshop for District Action Team (DAT), Community Based Organisations, Councillors, Village Heads and Ward Based Civil Servants on Public Expenditure Tracking System (PETS), Local Government Barometer (LGB), Participatory Budgeting and Service Charter as tools for social accountability monitoring, conducted the evidence based dialogue meetings and also conducting quarterly DAT Review and Planning Meetings conducting the CBO and CSO Perception Audit, conducted a meeting with the executive planning committee and discussed the ward plans and 75% of ward plans were approved. The issue of the Public Resource Management Fund (PRMF) was referred to the full council for a council resolution (institutionalisation).

4. Vision of Participatory Local Governance and Citizen Participation in Mutoko District

The CFHD in partnership with Mutoko RDC conducted CBP training and documentation of the processes. The major reflection from the CBP process was the prevailing opportunities and avenues for citizen participation that are existing at local level. CBP plays a critical role in the strategic planning and resource allocation and creates synergies for poor people to participate in decision making processes. This in turn promotes sustainable livelihoods for the poor and strengthens community participation. Therefore, the planning process enabled the strengthening of participatory local governance and citizen participation approaches in Mutoko District as stipulated in the legal instruments which were used during the CBP implementation (see table below on the legal instruments that support the CBP approach). In this view, it is worth noting that the CBP training process was conducted in order to

strengthen and enhance local people to participate effectively in the local governance processes and promote inclusive service delivery.

4.1 Legal Instruments used for CBP Implementation in Mutoko District

Table 2 Legal Instruments of Zimbabwe

Legal Instrument	Chapter and Section
Constitution of Zimbabwe	Chapter 14 section 264(2a) 'The objectives of the devolution of government powers and responsibilities to provincial and metropolitan councils and local authorities give powers of local governance to the people and enhances their participation in the exercise of the powers of the State and in making decisions affecting them'. Section 13 subsection (1) and (2) calls for measures that must involve the people in the formulation and implementation of plans and programmes that affect them.
Traditional Leaders Act Chapter 29.17	Section 18(1) 'For every communal and resettlement ward of a rural district council area, there shall be an assembly of all headmen, village heads and the councillor of the ward, which assembly shall be known as a ward assembly' Section 18(3b) 'to review and approve development plans or proposals submitted by the village assembly and to submit such plans for incorporation into the rural district development plan;'
Rural District Councils Act Chapter 29.13	Section 74 'Development functions of councils (1) Subject to this Act, a council shall have power and authority to— (a) promote the development of the council area; and (b) formulate policies, both long-term and short-term, for the council area; and (c) prepare annual development and other plans for the council area; and (d) monitor the implementation of development plans and policies within the council area; and (e) exercise any other functions in relation to development that may be conferred upon it by or in terms of this Act or any other enactment'

Mutoko DAT was capacitated on community based planning and the DAT facilitated the CBP processes cascading the approach from the district level to the sub-district level. The CBP process managed to mobilize between 25 and 30 poor marginalised, socio-economic groups in planning, development and monitoring of ward plan processes. The process empowered local people to significantly contribute towards service delivery priorities of their choices which would ultimately address their socio-economic needs, create ownership and empower them and be able to monitor the implementation of the plans. In addition, the planning approach was an eye opener for communities to come up with ward plans that are realistic in relation to the current socio-economic environment and also the total amount of revenue collected by council from each ward. In the process, communities would understand their responsibility and consider other local resources which can be utilised to compliment the service delivery process. The CBP process was driven by the communities and local CBOs/CSOs, led by the village heads and their secretaries and councillors to come up with 29 detailed inclusive ward plans through open dialogue on communities' aspirations, shared visioning and prioritisation. The major aim of the CBP process was to develop fully participatory, comprehensive and detailed plans that are informed by community experiences, initiatives and desired outcomes. On the other hand, CBP granted an opportunity for the supply side to think through non-traditional sources of revenue and also proposed to start using service charters as an effective tool to strengthen transparency and accountability.

The CBP planning approach was applied in 29 wards to ensure that communities' ideas at local level are captured, documented and presented to Mutoko Rural District Council for incorporation in the 5 year Council Strategic Plan. Through the CBP process, CBOs and CSOs who represent the marginalised groups were able to initiate a constructive dialogical relationship with their council to enable them to monitor the implementation of council strategic plans. As a result, the CBP process enabled participatory local governance systems and citizen participation to cascade from Mutoko District level to the village level, enhancing inclusive service delivery and social accountability models.

5. Steps in Moving Towards Inclusive Service Delivery and Social Accountability

a. Inclusive District Action Team

The project has been implemented through the Light Touch Facilitation Model which is an approach that seeks to enable local actors to drive the whole planning, implementation and capacity building process at district and sub district level under the mentorship of the CFHD, ARDC and CCDS. The project closely collaborated with the now expanded DAT co-opted with representatives from some of the targeted CBOs and CSOs. The DAT was critical in coordinating and facilitating project activities at community level specifically around CBP. Mutoko RDC, in using the DAT facilitation model appreciated the use of the concept in building local capacities, promoting local ownership and strengthening of sustainability of the project processes beyond the current EU funding project.

The model has ensured that central government and local authority structures are more open to citizen input. The DAT comprises of the RDC members of staff, representatives from Government departments resident in the district and representatives of CSOs and CBOs resident in the district. To achieve inclusive service delivery and social accountability, CFHD engaged different stakeholders

within Mutoko District to form the DAT. The approach has been successfully tested for mainstreaming social accountability by the supply side (local government) and the demand side (community). The first component consists of an integrated and inclusive planning system which enables local government to involve CBOs, CSOs and other interested parties in openly reflecting on all the principles of social accountability (strategic planning, budgeting, and oversight, performance management) to identify gaps and opportunities for improving the social accountability system. This resulted in the social accountability vision being put in motion that leads to the development of an integrated service delivery action plan with agreed performance measures/benchmarks and this became the basis for supporting CBOs and CSOs to develop Social Accountability Action Plans. The success of the inclusive district action team approach in mainstreaming social accountability in the district has laid a strong foundation for the increased evidence based dialogue between supply (government) and demand (citizens and oversight) from a rights based perspective.

The multi-stakeholder DATs which are coordinated by the respective local authorities were capacitated to fully integrate priorities of citizens using a transparent gender and youth sensitive tool which required that for every five top priorities two of them would address priorities targeting women and youths. This has significantly transformed the planning and resource allocation processes towards meeting the basic needs and priorities of marginalized groups, using the 3 Plus 2 model.

The approach of using DAT has been adopted by Nyahunure Community Trust and majority of the DAT members are the key implementers in the Building Resilience through Adaptive Absorptive Capacity Transformation (BRAACT) Zimbabwe Resilience Building Project funded by the UNDP.



Mutoko DAT members paying attention to facilitator, Mr. Chaikosa during the CBP-ToT workshop.

b. Harnessing the support of Traditional Leadership

Traditional leaders are a key target group in the implementation of the social accountability project. CFHD involved the traditional leaders in all activities which were implemented in Mutoko District. Having the support of traditional leaders has been key in the implementation of the project as they

are the custodians of culture, norms and values. The project recognises the importance of the institution of traditional leaders in influencing positive transformational behavioural change of local leaders based at grassroots level. Reports from the MRDC are suggesting that there are now fewer cases of role conflicts between councillors and traditional leaders since the later are now more aware of their roles in local government process.

The engagement of the traditional leaders was based on their planning roles in the Village Development Committee (VIDCOs) and Ward Development Committees (WADCs) and this helped the CFHD teams to mobilise communities to participate in all the trainings which were being conducted. Traditional leaders involved include Chiefs, Headmen, village heads and their secretaries. To add on, in harnessing the support of traditional leaders, the CFHD facilitated a training workshop for Chiefs in the Mashonaland East Province held at the HopeFay Conference Centre in Marondera. Stakeholders who attended the workshop included Chiefs, Provincial Administrator, District Administrators and CEOs. The workshop was aimed at capacitating Chiefs on the concept of CBP and Social Accountability which is one of the core pillars of the project. The training workshop gave an opportunity for the traditional leaders to be acquainted with CBP and Social Accountability before the roll-out phase at community level. A total 50 (39 males and 11 females) participants attended the training workshop. To add on, the creation of linkages with traditional leadership structures and forums in Mashonaland East was to ensure shared understanding of social accountability and role of leadership structures in creating an enabling environment for CSOs and CBOs dialogue processes.



Traditional Leaders capacity building workshops in Tsiga Ward on PETS, LGB, Participatory Budgeting, Service Charter as tools for social accountability monitoring in Mutoko District

The project conducted capacitating building workshops from the 7th to the 18th of August 2017, the target groups included community based organisations, village heads, councillors and ward based civil servants in all the 29 wards of Mutoko District. The focus areas included, the local government structures and their functions in Zimbabwe, the role of CBOs and other development partners in promoting service delivery in Zimbabwe, Introduction to Public Expenditure Tracking Systems (PETS), Introduction to Local Government Barometer (LGB), Introduction to inclusive service delivery and social accountability, introduction to the rights based approaches to service delivery and relevant legislations and tools and training for transformation to enable engagement and accountable public resource management between the demand and supply sides.

In the process, traditional leaders understood their responsibility and generated knowledge and promoted an uptake for sustainable community development. The main outcome from the capacity building process of traditional leaders is that, there is a reduction in role conflicts between councillors and traditional leaders. The Mutoko RDC has attributed the reduction in role conflicts to the increased awareness in roles and responsibilities of traditional leaders. Moreover, the RDC has also attributed the increase in revenue collection to traditional leaders who now have increased knowledge on how revenue collected is used in local development.

c. Participatory District Strategic Review: Stakeholder Engagement

The project conducted the district strategic review meetings in the form of quarterly planning and review meetings. The review meetings have promoted and enhanced effective and efficient consensus among the CSOs, women's rights organizations and local government institutions that use both vertical and horizontal engagement strategies to improve service delivery. The vertical engagement strategies that were strongly prioritized were joint planning and review meetings on issues of strategic planning, budget oversight and development of social service charters as basis for the restructuring of service delivery action plans. The ward planning forums and community monitoring platforms came out as good horizontal engagement strategies for multiple resource leveraging and development of strong community-government-stakeholder partnerships in strengthening community led services at the grassroots level. The community based planning process came out as an effective engagement of the different socio-economic groups including women's and youth groups to participate actively in the social accountability process. These mechanisms act as the key drivers for the mainstreaming of social accountability in local governance systems making a huge contribution to the realization of strategic dialogue and engagement.

d. Building Shared Commitment through Service Charter

Service Charter is a social contract or commitment between the public and the local authority.¹ The Service Charter seeks to improve service delivery programmes, enhance performance, and strengthen processes and initiatives that prevent and combat corruption and ensure effective, efficient and responsive public service². Therefore, the project managed to build shared commitment through the

¹ http://www.mogalecity.gov.za/content/pdfs/key_docs/CoGTA_Approved_Service_charter.pdf

²

http://www.govint.org/fileadmin/user_upload/publications/Improving_Customer_Orientation_through_Service_Charters.pdf

service charter. This was done through strengthening mechanisms and strategies for improved engagement between CSOs, including women's rights organisations, citizens and local governance institutions on service delivery and review of the service charter. There was a strong consensus by CSOs, women's rights organization and local government institutions that use of both vertical and horizontal engagement strategies would improve service delivery. The vertical engagement strategies that were strongly prioritized include joint planning and review meetings on issues of strategic planning, budget oversight and development of social service charters as basis for the restructuring of service delivery action plans. The ward planning forums and community monitoring platforms came out as good horizontal engagement strategies for multiple resource leveraging and development of strong community-government-stakeholder partnerships in strengthening community led services at the grassroots level. The CBP process came out as an effective engagement of the different socio-economic groups including women's and youths groups to participate actively in the social accountability process. These mechanisms act as the key drivers for the mainstreaming of social accountability in local governance systems making a huge contribution to the realization of mainstreaming of social accountability approaches by local government (supply side) and CSOs and CBOs (demand side) in the management of public resources. Strategic dialogue using these mechanisms has already resulted in targeted CBOs and CSOs effectively engaging with the local authorities on the CBP and Social Service Charter Process through participatory training processes.

To add on, the development of the 29 ward priority plans in Mutoko has reflected needs and priorities of citizens and are already being used as a basis for advocacy through social service charters. The process has enabled the inclusion and participation of women, youths and other vulnerable groups which have been excluded from the local government and social accountability processes of RDCs and therefore, strengthening shared commitment of the fulfilment of the service charter's mission, vision and values.

e. Participatory Community Based Planning involving all socio-economic groups at ward level.

The project supported the implementation of the CBP process in the 29 wards of Mutoko District. CBP is one of the participatory approaches that focuses more on the bottom-up approach as an effective strategy for involving people in issues that are critical to them. The CFHD in partnership with the ARDC and Mutoko council conducted CBP training and documentation. The major reflection from the CBP process was the prevailing opportunities and avenues for citizen participation that exist at local level. The planning process was able to ride on the already existing participatory approaches in Mutoko District. These mainly included the local governance institutions which citizens frequently use to engage with the local authority and participatory budget consultation processes that are conducted by Mutoko RDC annually with CFHD support since 2010.

The CBP process and documentation in Mutoko District helped to develop fully participatory, comprehensive and detailed plans that are informed by community experiences, initiatives and desired outcomes. The major reflection from the CBP process was the prevailing opportunities and avenues for citizen participation that are existing at local level. In this view it is worth noting that the CBP training process was jointly conducted along with the Budget Consultation Process. This was in response to a request by Mutoko council since the two approaches seek to enhance citizen participation and promote inclusive service delivery. On the other hand, the CBP granted an

opportunity for the supply side to think through non-traditional sources of revenue and also proposed to start using service charters as an effective tool to strengthen transparency and accountability.

Therefore the community based planning process was consolidated in the district as a framework for collaborative dialogue and mainstreaming of social accountability through use of innovative tools such as service charters for building mutual commitment, participatory budgeting and expenditure tracking systems, perception audits and local governance barometer assessments were also used to promote evidence based dialogue involving the local authority, duty bearers and CBOs working at local level.

The main objectives of the CBP process were to:

- To increase quality of dialogue and interaction between the community, service providers and governance structures as guided by relevant legislation and governance policy.
- To increase the quality of services offered by support organisations.
- To increase the capacity of communities and CBOs to plan, monitor and receive progressive feedback on provision of community prioritised services.
- To increase community capacity to implement their own preferred initiatives in collaboration with stakeholders

The CBP process engaged the poor and marginalised groups in planning and monitoring of ward plans and also involved communities in the planning and budgeting process. The process empowered local people to significantly contribute towards service delivery that will ultimately address their socio-economic needs and be able to monitor the implementation of the plans. In addition, the planning system was an eye opener for communities to come up with ward plans that are realistic in relation to current socio-economic environment and also the total amount of revenue collected by council for each ward. In the process, communities would understand their responsibility and consider other local resources which can be utilised to compliment service delivery process. The CBP process was driven by the communities and local CBOs/CSOs, led by their ward councillor to come up with detailed inclusive plans through open dialogue on communities' aspirations, shared visioning and prioritisation. The major aim of the CBP process was to develop fully participatory, comprehensive and detailed plans that are informed by community experiences, initiatives and desired outcomes. On the other hand, the CBP granted an opportunity for the supply side to think through non-traditional sources of revenue and also proposed to start using service charters as an effective tool to strengthen transparency and accountability.

The planning system was carried out in each and every ward to ensure that communities' ideas at local level are captured and presented to Mutoko council and incorporated in the Council 5 year strategic plan. Through the CBP process, CBOs and CSOs who represent the marginalised groups were able to initiate a constructive and dialogic relationship with their council so that they will be able to monitor the implementation of council strategic plans. The Community Based Planning (CBP) training processes in Mutoko district was mainly on outlining the CBP process, analysis of ward plans, existing stakeholders, service gaps, opportunities, action priorities and engagement opportunities of CBOs and interested groups.



Participants writing down notes during the CBP training proceedings in Kabasa A ward (left) and Nyamuzuwe ward (right)

Therefore, CFHD in conducting the CBP process and ensuring the involvement of all the socio-economic groups in Mutoko District. The CBP roll out programme was conducted in all the 29 wards of Mutoko district, from the 24th September 2016 to 01 October 2016. The training process involved holding CBP sessions for one day in each ward. The total number of participants that were trained in the district is 542 people (132 females and 410 males). The trainings were conducted by the CFHD project team and Mutoko DAT. Schools and local community halls were used as meeting venues. The planning system mainly targeted Ward Development Committee (WADCO) members which comprises of local leaders who are well respected people in the ward, also attended by community members, CBOs representatives and other socio-economic groups.



Kagande ward local leaders during the during the CBP Training Workshop.

f. Service delivery prioritization and targeting of vulnerable groups

CFHD and Mutoko Council went an extra mile with the CBP process. Whilst conducting this process, it was realized that it did not articulate well on issues of women and youths. Women and youth priorities were identified using the 3 Plus 2 approach through the ward based plans validation exercise.

The aforementioned is what led to support of the 3 Plus 2 Priorities initiative. The 3 Plus 2 Approach entails the specific needs of the communities, including marginalized groups (3 general, 1 for women and 1 youth priorities). The use of the 3 plus 2 approach in selecting the top 5 priorities for implementation was integrated in the final decision making process on resource allocation ensuring that for every 5 top priorities there would be 2 priorities that address the needs of women and youth. The gender and equality considerations were considered innovative in the mainstreaming of Social Accountability approaches. This enabled the RDCs and stakeholders to effectively respond to the prioritized needs of the marginalized groups in the district leaving no one behind.

The main 3 top priorities from Mutoko ward community priorities extracted included infrastructural development like schools and bridges, for women and youth it included availability for land for income generating projects like poultry, gardening and carpentry.

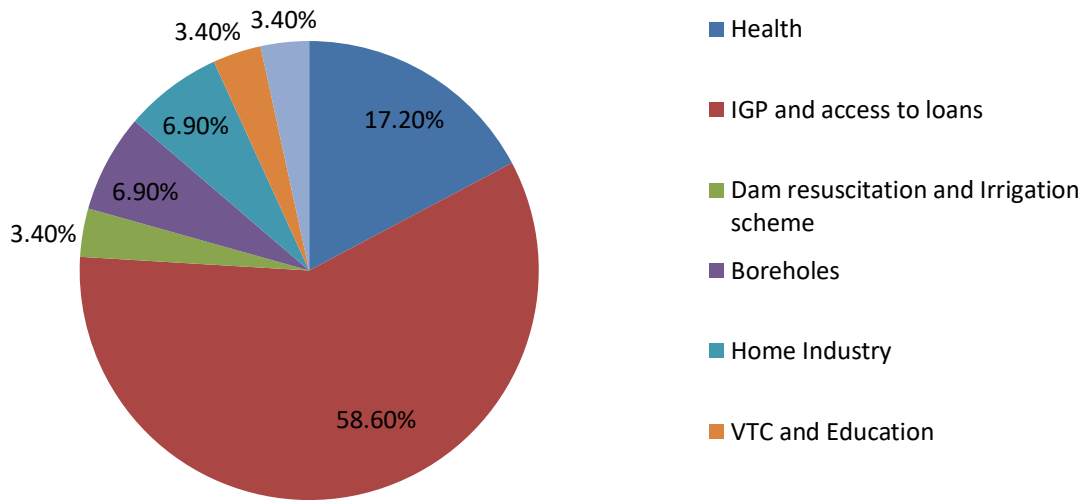
Women top priorities in Mutoko district are prioritised on income generating projects (58.6%), health (17.2%), irrigation scheme (3.4%), boreholes rehabilitation (6.9%), home industry (6.9%), vocational training centres and education (3.4%) and the construction of roads which will help them to transport their crops for selling (3.4%).

Youth top priorities in Mutoko district are centred on income generating projects (55.2%), irrigation scheme (13.8%), home industry (17.2%) and building of vocational training centres (13.8%). The vocational training centres will also help to educate and empower youths and help towards sustainable development of the district. Generally the 3 Plus 2 priorities will also help councils during the development of their budget plans.

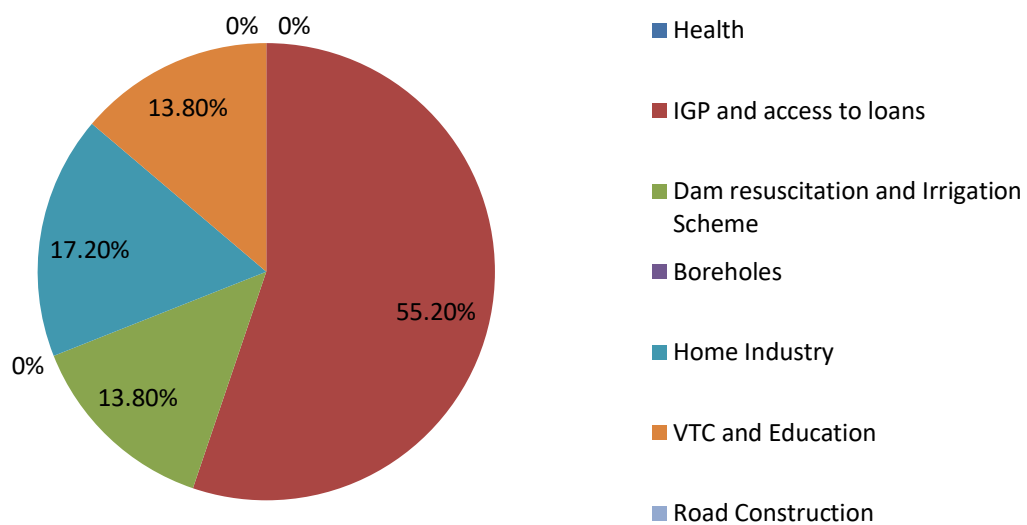
Table 3: Categories of Priorities Identified by Women and Youths

Priority	Number of Women	Percentage %	Number of Youths	Percentage %
Health	5	17.2	-	-
Income Generating Projects and access to loans	17	58.6	16	55.2
Dam resuscitation and Irrigation scheme	1	3.4	4	13.8
Boreholes drilling and rehabilitation	2	6.9	-	-
Home Industry and flea market place	2	6.9	5	17.2
Vocational training centres and education	1	3.4	4	13.8
Road construction	1	3.4	-	-
Total	29	100%	29	100%

Mutoko Women Community Priorities

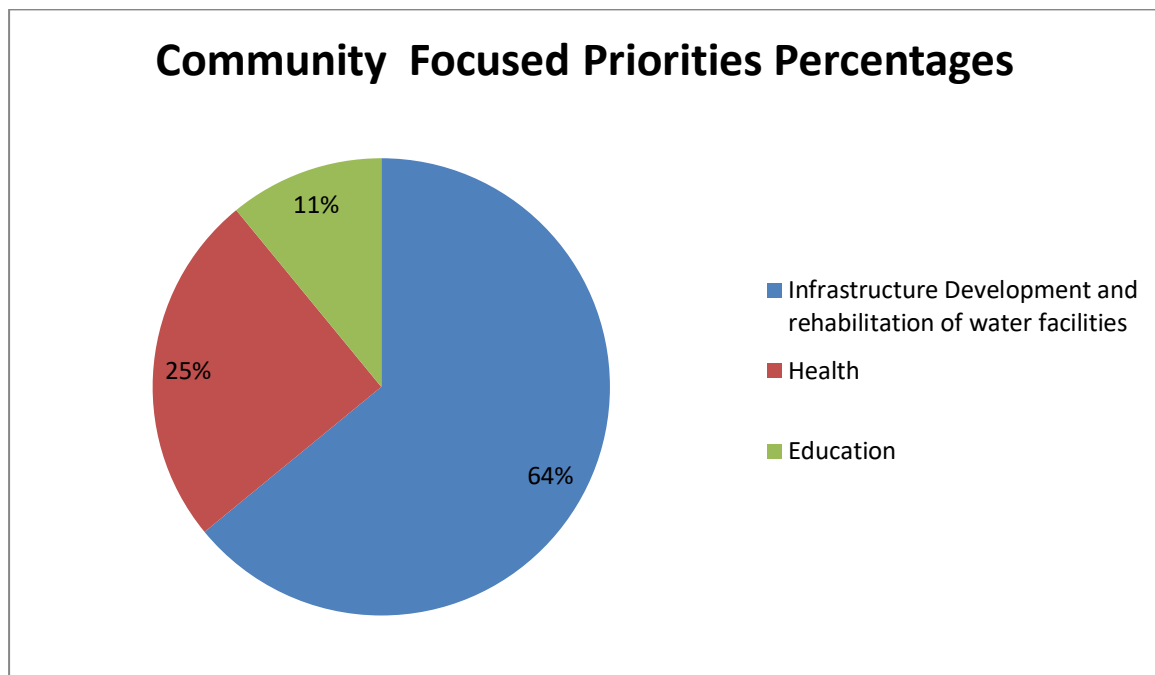


Mutoko Youth Community Priorities



g. Community Focused Priorities

The pie-chart below illustrates the percentages of community focused priorities identified during the CBP validation process and these include infrastructure development and rehabilitation of water facilities (60%), health (25%) and education (15%). Community focused priorities were developed in order for councils to plan, identify local needs and leverage for multi-resource allocation for the implementation of identified priorities from developing partners working in the district and also incorporated the priorities into the district council budgets and the district five year strategic plan.



h. Participatory Budgeting to leverage socio-economic empowerment

Participatory budgeting is primarily an instrument of empowerment and social inclusion. In this light, participation and social impact are the most important dimensions within participatory budgeting. At ward level, attendance patterns have grown steadily over the years of implementing the social accountability project. To some extent it was slow at first (in 2016) then gained momentum in the 2017-2019 period as the importance of participation became evident to a wider range of the population. There are notable differences in the participation rates of different socio-economic groups with an increase of over 80% of women, youths, elderly and men participating in the budgeting processes.

Taking the participatory budgeting processes to the community level has allowed socio-economic groups, women, youths and other vulnerable groups of the population to be part of the decision making process. It has also allowed more women to participate since they tend not to participate in ward developmental meetings. This tendency was best illustrated by attendance records at the beginning of the project where in 2016, women represented at least 25% of participants at ward level during the ward roll outs capacity building workshops. Through the capacity building processes and engagement mechanisms introduced in the planning processes it has been noted that the percentage of women now participating in the budgeting and planning processes has risen to 54%.

The Social Accountability Project supported participatory budgeting in the Mutoko District for the 2016-2019 financial years. The process was used in Mutoko district as a framework for collaborative dialogue and mainstreaming of social accountability through use of innovative tools such as service charters for building mutual commitment and expenditure tracking systems, perception audits and local governance barometer assessments which promote evidence based dialogue between the local authority, duty bearers and CBOs working at local level. This enabled the project to establish a participatory process for mobilising communities and planning around grassroots issues and how they (issues) can relate to the broader district planning perspective. To ensure effective CBO and CSO engagement on the demand side, profiling of various CBOs and CSOs in each local authority was conducted accompanied by responsive training and capacity building in social accountability principles and development of social accountability action plans to guide their systematic engagement with local authorities and other duty bearers.

6. Outcomes from the Inclusive Service Delivery and Social Accountability Processes in Mutoko District

6.1 Database of CBOs operating at ward and district level.

The project enabled the Mutoko RDC to develop a database of CBOs that are operating within the district. Previously, only 5 CBOs were visible in Mutoko District, however, through the CBO inventory conducted, the project enabled identification and documentation of 243 CBOs operating in the whole of Mutoko District. An analysis was also made on the data base, categorizing them according to their focus areas. Below are the procedures which were conducted in developing the CBO database.

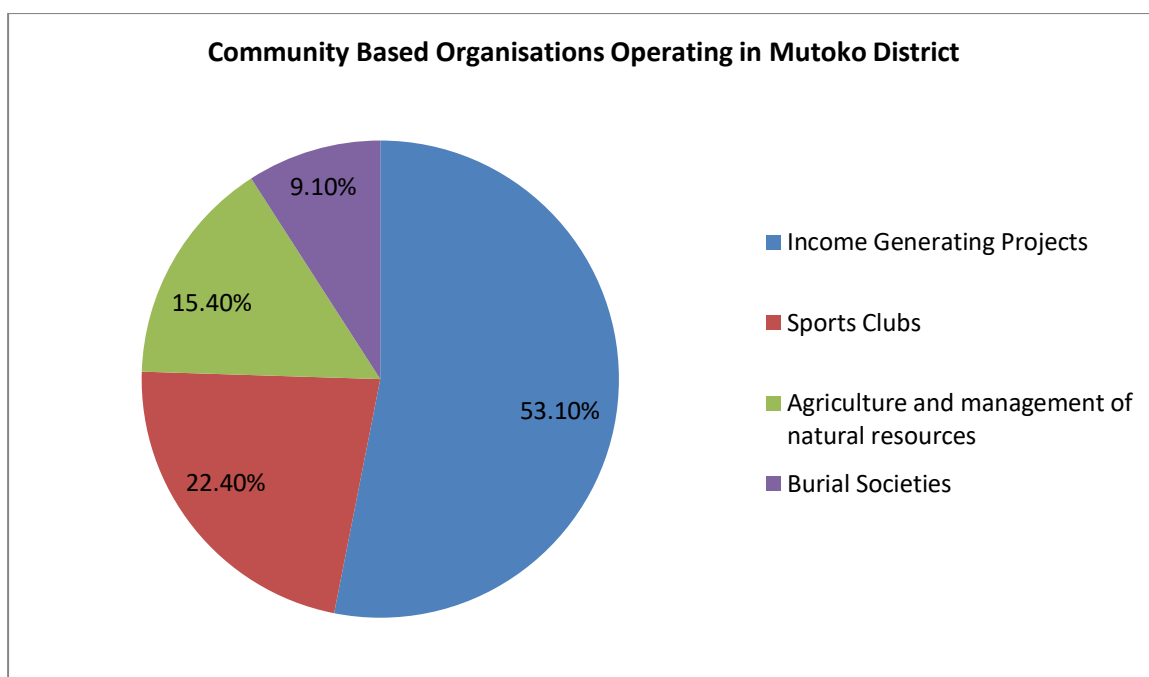
6.1.1 Community Based Organisations Inventory

At the beginning of the project it was noted by the Baseline Study that Mutoko RDC was only working with 5 CBOs. However, during the social accountability processes, CFHD conducted an inventory during the ward roll outs meetings, whereby all participants were required to complete a district and ward based community based organisations inventory form, pre-training questionnaire. This sought to investigate the backgrounds of the CBOs with regards to their roles, challenges and proposed strategies towards the challenges they were facing. This assessment form gave a quick overview of the knowledge and experience levels of CBOs. During the map out process, 243 CBOs were captured in the 29 wards of Mutoko and the CFHD team capacitated the CBOs on local government structures, social accountability principles, social accountability monitoring tools which include the Local Governance Barometer and the Public Expenditure Tracking System and on roles of CBOs towards inclusive service delivery.



Nyamutsahuni ward 10 participants during the rollout of ward community meeting and the community based organisation inventory process

The pie chart below summarises the CBOs focus areas in Mutoko district. Majority of CBOs 128 (53.1 %) indicated that their operational focus areas involve Income Generating Projects (IGPs) and money saving groups empowering largely women and youths, 54 (22.4%) of the CBOs is into sporting clubs and cultural and social support respectively, whilst 37 (15.4%) are focusing on Agriculture and Management of Natural Resources and 22 (9.1%) are focusing on burial societies. The data on CBOs focus areas have shown that most CBOs are supporting marginalised groups such as women, children youths and elderly. Therefore, through the CBO inventory it resulted Mutoko District to have enough database of CBOs operating at ward and district level, which will therefore improve and promote participatory local governance and social accountability in Mutoko District.



The purpose of CBO inventory was to incorporate both the CBOs and Mutoko RDC into planning, implementation, and monitor social and economic development programs and provide technical and financial help to the communities. Therefore, positively affecting the process of sustainable engagement and rural change, for example, increases in income, safe water and sanitation, sustainable agriculture, improvement in health, and nutrition and literacy status of the populations.

6.2 LA-CSO Issues for Dialogue Matrix

The project implemented an activity on inclusive service delivery processes, responding to capacity building needs for both the demand and the supply side that included the DAT, Community Based Organisations (CBOs) and Ward Assembly members. The main objective was to capacitate CBOs and other government departments, to understand their roles towards sustainable development within the community. The focus areas included the local government structures and their functions in Zimbabwe, the role of CBOs and other development partners in promoting service delivery in Zimbabwe, introduction to Public Expenditure Tracking Systems (PETS), introduction to Local Government Barometer (LGB), introduction to inclusive service delivery and social accountability process, introduction to the rights based approaches to service delivery and relevant legislations and tools and training for transformation to enable engagement and accountable public resource management between the demand and supply sides. In the process, CBOs and other development partners would understand their responsibilities and consider other local resources which can be utilised to compliment service delivery process.

The main objective of the programme was to increase the capacity of the DAT, CBOs and Ward Assembly members to generate knowledge and promote an uptake for sustainable community development. On the other hand, the process gave an opportunity for both the demand and supply side to effectively enhance good governance in services delivered to the community, gave a chance for the local authority to interact with other civil society organisations in order to compliment each other's roles and promote social accountability.

The CBOs that participated at district and community training workshops included the Business Community, Resident Association, Pastors Fraternity, Burial societies, Nyahunure Community Trust, Zimbabwe Farmers Union, Better Life Foundation, Mutoko Informal Traders Association (MITA), Home Industry, Evangelical Faith in Zimbabwe, Mhuriimwe AIDS Challenging Team (MACT). The ward roll out trainings covered all the wards in the district. The 3 day DAT trainings were conducted on the 12th to the 14th of June 2017 with 41 participants, 29 males and 12 females.

Therefore, the local authority and other CSOs capacitated and managed to engage in an inventory process to analyze and assess their roles in development. The process resulted in the local authority and other stakeholders present being able to see CSOs as important actors for promoting good governance systems such as transparency, effectiveness, openness, responsiveness and accountability. The roles of CSOs also helped the local authority to have a database on CSO focal areas which will help council and CSOs to work together and compliment their roles and communicate on different deliverables depending on the needs of the community. The following table illustrates the roles of some CSOs and CSOs presented their challenges and proposed strategies to improve their capabilities:

6.2.1 Civil Society Organisation Inventory in Mutoko District

Table 4: Mutoko District CSOs

CBO Name	Operating Ward Area	Functions /Focus Areas	Challenges	Proposed Strategies
1.Nyahunure Community Trust	Chiwore ward 16	HIV/AIDS Awareness Peace Building and counselling Youth and children participation Women empowerment Information Education and Communication Material distribution	Limited funding resulting in fewer community coverage	Private Public Partnerships with other stakeholders
2.Chiwore Sports clubs, Savings and Farmers Club	Chiwore ward 16	Sports development savings and thrift activities Agriculture development	Limited funding resulting in shortages of sporting equipment, savings reservoirs and agricultural inputs, equipment and tools	Increased interaction with local leadership e.g NGOs and Council Officials Potential Sponsors PPPs
3.Kanyongo Dairy	Nyamutsahuni Ward 10		Equipment like Fridges, water-pump Breeding	
4.Mutoko North Community Development Trust	Mutoko North Constituency	Economic and Environmental, Social and Cultural Rights Gender issues Transparency issues	Refusal by some community members due to miss information Low profile knowledge communities	Community advocacy and lobby community focus groups discussions on issues that affect them Community awareness sessions

5.Commutec	Kawere	Health and Nutritional garden, WASH Agriculture Livestock Production Horticulture	Financial constraints	Use of available resources
6.EFZ	Ward 1,2 and kawere ward 4	Water and sanitation Behavioural guide	Transportation	To work with the local authority and try get possible solutions
7.Zimbabwe Farmers Union	Mutoko Centre	Agriculture and farming	Limited financial resources Poor road network for accessibility Pay outs Electricity	Improve communication skills
8.Mutoko Informal traders Association	Mutoko Centre	Buying and selling of goods (mabhero)	Work space its small for marketing	Dialogue with RDC and workshops
9.Mhuriimwe Aids Challenging Team (M.A.C.T)	Chimoyo B and C and ward 20	Income generating projects Contribute multi-sectorial responses to community health challenges Help in reducing hunger, unemployment and starvation syndrome Support and improve households and community livelihoods to ensure economic growth strengthening Creative conducive self reliance environment for orphans, disabled and disadvantaged groups To complement government efforts in mitigating developmental and emerging challenges	Shortage of resources Political atmosphere Lack of training in various areas Lack of trust registration Inadequate office materials like computers, printers	Resource mobilisation training Capacity building Community based planning training Advocacy, good governance and human rights training Good administration and budgeting Basic monitoring and evaluation trainings Inclusive service delivery processes Networking with other CBOs and NGOs
10.Better Life Foundation	Mutoko District	Youth empowerment especially girls and women in marginalised communities mostly to end harassment of women in public places Campaign against child marriages	Transport to reach those marginalised communities and food to give them during gatherings or meetings	Look for donations from partners Use of available resources to work with community ;leaders to make contributions of food during gatherings
11.Mutoko Business Association	Mutoko Centre	All business fraternities	Cash shortages Poor road networks No sanitary services e.g. refuse collection	Council should not operate on political grounds but on local government rules and regulations

			No fire station and emergence services Vendors invading licensed premises with their wares	Council should create an effective and efficient revenue collection systems Collect and provide refuse trucks
12. Resident Association	Mutoko Centre Ward 20, (Chinzanga and Nyamaere)	Road maintenance Sanitation in high density suburbs Street naming Helping in building of schools and clinics	Communication breakdown between residents and council poor management of people due to political structures available	educate people about the role of council in the area use of own resources to maintain the community
13. Mutoko Home Industry Union	Mutoko District	SMEs Value addition Service provision	Membership resistance to operate from legal site Lack of support from relevant authorities Poor infrastructure for networking Poor publicity and logistical problems	Need for support from relevant authorities and stakeholders

6.3 Inclusive local government planning and participatory budgeting cycle development and sharing with all citizens.

CFHD capacitated CBOs, community leaders, council officials and Mutoko DAT on the 5 processes of inclusive service delivery which basically pinpoints the stages in which public resources are managed. Henceforth, participatory budgeting was part of the 5 processes. Therefore, an activity was undertaken on participatory budgeting through which community members presented their demands and priorities for community improvement and influence through discussions and negotiations on budget allocations made by the council.

Participatory budgeting has resulted in other stakeholders like Plan International in Nyamhutsahuni Ward willingly complimenting other actions which were proposed by the community during the budget consultation meeting conducted in 2017. These activities include building of classroom blocks and introduction of horticulture projects.

6.4 Improved tools for dialogue, communication and interaction with stakeholders, CBOs and other interested parties.

CFHD developed the 3 Plus 2 model which is a tool used in identifying the top priorities of the community. The tool resulted in council officials and other stakeholders interacting during the Rural District Development Committee meeting and adopted the top priorities to be considered for the upcoming district rolling plans. The committee is comprised of all government departments with Mutoko district, CSOs and CBOs. CBOs represent the interests and needs of the community and their opinions can guide development toward the objectives set out above. Therefore, stakeholder analysis is the means to identify types of stakeholders acting at different levels to develop and implement the other priorities which the council cannot fulfil on its own.

“This process resulted in needs based programming it challenged us as CBOs to relook into our operations and relationship with council. It resulted in strengthening our operations and mandate we changed our programs to suit the needs of the communities and cover gaps where council is failing. It reduced tension, negative criticism now CBOs and CSOs view council as a partner all our efforts are complementing council effort”.³

6.5 Integration of CBP as a tool for planning and resource allocation.

The planning process for the CBP was mainly targeted at the WADCO members which comprises of local leaders who are well respected people in the ward and other socio-economic groups. The CBP roll out programme was conducted in all the 29 wards of Mutoko district, from the 24th September 2016 to 01 October 2016. The training process involved holding CBP sessions for one day in each ward. The total number of participants that were trained in the district is 542 people (132 females and 410 males). The trainings were conducted by the project team and Mutoko DAT. Schools and local community halls were used as meeting venues.. The CBP meetings were also attended by community members, CBOs representatives and other interested groups. Marginalised groups such as the elderly, women, disabled, orphans, albinos and youths were well represented during the workshop sessions and their concerns were incorporated in the ward plans.

The project technical team managed to capture all the CBP ward outcomes, participants were able to think through their experiences and expectations to come up with ward action plans that will inform the Social Accountability Action Plans (SAAP). This also involved going through the main key CBP components, which are: i) Actors involved in the community, ii) Socio-economic groups and livelihoods, iii) wealth ranking, iv) community environment analysis, v) visioning. Vi. Community action planning



Participants during the CBP training proceedings in Kabasa A ward (left) and Nyamuzuwe ward (right)

³ Citation from Mr Pawandiwa, Nyahunhure Community Trust, 2019.

6.5.1 Analysis of ward development plans and priorities

The whole purpose of the CBP process was to take people through a participatory journey that resulted in the production of inclusive wards plans that will be incorporated into Mutoko district plans and service delivery charters. This will enable the CBOs and communities to monitor the implementation of the ward plans as well as to enhance transparency and accountability. It was noted that despite the geographical location of each ward, WADCO members pointed to similar priorities. An estimation of 80% of the service delivery priorities involved infrastructure development cluster, followed by 10% cluster priorities on livelihoods and resilience building, agriculture and local economic development whilst health and education cluster had an estimation of 5% each. Infrastructure development priorities mainly involved the resuscitation of broken water sources, fixing of gravelling roads, bridges, paddocks, community halls and electricity installation.

6.5.2 Analysis of the CBP results and priorities: 3 Plus 2 Approach to inclusive service delivery

During the ward meeting roll outs, the DAT members facilitated the process by capturing the top 3 community priorities and the other 2 priorities, one for women and the other for the youths that need to be addressed. Only 21 wards out of 29 were captured during the process, the remaining wards were not conducted due to poor turnout of women and youths during the ward roll out, hence there is need for council to help gather the remaining information. The 3 plus 2 approach was deriving from the Ward CBP Plans which were once constructed. The main 3 top priorities from the 21 Wards include infrastructural development like schools and bridges, for women and youth it includes availability for land for income generating projects like poultry, gardening and carpentry. Women top priorities in Mutoko district are prioritised on income generating projects (52.4%), health (14.3%), Irrigation scheme (4.8%), boreholes rehabilitation (9.5%), home industry (9.5%), a level block (4.8%) and the construction of road which will help them to transport their crops for selling (4.8%).

Youth top 3 priorities in Mutoko district are centred on income generating projects with (57.1%), Irrigation scheme (19%), home industry (14.3%), and building of vocational training centres (9.5%), the vocational training centres will also help to educate and empower youths and help towards sustainable development of the district. However, it is worthy to note that, the CBP plans (3+2 priorities) were presented during the Rural District Development Committee meeting and were adopted to be incorporated into the district development 2018 rolling plans.

6.6 Improved community monitoring of service delivery and public expenditure

The project conducted an activity on inclusive service delivery processes and social accountability monitoring tools, responding to capacity building needs for both the demand and the supply side that included the DAT, CBOs and Ward Assembly members in Mutoko. The tools included the Public Expenditure Tracking System (PETS) and Local Government Barometer.

“The empowerment of communities have made CSO and CBOs accountable as they are now using the same tools to track AID coming into their communities hence it has resulted in transparency and

increased accountability to the communities unlike in the past where we could be accountable to donors only”.⁴

6.6.1 Advantages of using PETS

Participants highlighted that by monitoring and assessing inputs, processes, outcomes and outputs of local authority budgets the following can be achieved:

- Improved accountability of governments and representatives towards the community
- Improved efficiency by ensuring that those who need it most benefit from public expenditures.
- Improved transparency, integrity and reduced corruption.
- Informed participation of the community in planning and budgeting policies (this can enable policy making processes to effectively address the needs of the poorest and the powerless)
- Development of a monitoring tool to understand problems in budget planning and execution.
- Development of an analytic tool to explain why other services or service units suffer more resource misallocation than others and giving guidance and recommendations to policy makers on how those services can be improved.
- Development of an impact evaluation tool to assess the impact of budgets- e.g. improved quality of education, or reduced HIV/AIDS prevalence rate etc.

6.6.2 Advantages of Local Government Barometer

The objectives determined of the Local Governance Barometer are:

- To measure, in a participative and quantitative manner, the level of good governance of a given situation. It will enable the audience to:
- To identify the strengths & weaknesses of a local/regional/national/sectoral governance situation
- To assess and compare situations in an objective manner
- To measure evolution over time
- To identify, plan, monitor, measure the impact of governance strengthening activities
- To ensure the participation of principal actors during the design of governance models as well as the collection, processing, and analysis of the information collected.
- To arrive at quantitative measures for good governance indicators to enable a comparative analysis between different situations, an understanding of the evolution of factors of governance, and evaluate the impact of interventions.

Participants also highlighted that the council should give or report to the public on all financial processes done within the district. CBOs were also encouraged to mobilise community members to comment on budgeting processes. At its very best, CBOs should function as self-help entities, which facilitate economic development and wealth creation through the mobilization of the community involvement based on common shared interests and explaining some of the processes the local authority embarks on.

It is important to note that the social accountability monitoring tools were adopted during the Mutoko RDC Full Council, after which the CFHD was tasked to develop a summarized booklet on Local Government Barometer and Public Expenditure Tracking System so that the monitoring tools will be

⁴ Citation made by Mr Pawandiwa, Nyahunhure Community Trust, 2019

part of the council financial operating documents to help enhance social accountability. The PETS, LGB and the 3plus2 have been institutionalized and were used by the CBOs and the local authority in monitoring service delivery including the CBP and participatory budgeting processes. The institutionalization of the 5 processes is illustrated in the table below.

Social Accountability Processes	Developed Tools	Comments
1. Resource Allocation and Strategic Planning	3pus2 Approach	The tool was developed to facilitate mapping priorities from various socio-economic groups at district level. The tool entails that for every 5 priorities that are identified at ward level 1 should address priorities for the youths, 1 priorities for women and the other 3 should address priorities for the general community. The tool has since been institutionalised and is now guiding the budgeting and strategic planning processes across the 6 districts.
2. Expenditure Management	Public Expenditure Tracking System (PETS)	The tool has been used in presenting financial information that has enabled stakeholders to track the source of money and where it is being dispensed in the implementation of social accountability advocacy plans which have been funded by multiple sources. Even though the tool has been effective in monitoring the use of public resources they will be need for continuous mentorship and refresher courses targeted at both the supply and demand side.
3. Performance management	Local Governance Barometer	The tool has been key in providing a participatory means of determining which capacities on Local Government that needed to be strengthened across the 6 RDCs to achieve good governance. The tool was also used in measuring progress in the achievements of service delivery benchmarks set by the project.
4. Public Integrity Management	Perception audits	The purpose of administering the Perception Audit tool was to assess the overall performance of the RDCs service delivery through the 5 Public Resource Management Process that are listed in the first column. Results from the perception audits reviewed that there has been marked improvement in the provision of service delivery, integrity by local
5. Oversight		

		officials and oversight functions of councillors with room for improvements.
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6.7 Target projects for youths and women development

During the ward meeting roll outs, the DAT members facilitated the process by capturing the top 3 community priorities and the other 2 priorities, one for women and the other for the youths that need to be addressed. Only 21 wards out of 29 were captured during the process, the remaining wards were not conducted due to poor turnout of women and youths during the ward roll out, hence there is need for council to help gather the remaining information. The 3 plus 2 approach was deriving from the Ward CBP Plans which were once constructed. The main 3 top priorities from the ward include infrastructural development like schools and bridges, for women and youth it includes availability for land for income generating projects like poultry, gardening and carpentry. Therefore, on women and youth priorities, various projects were identified which enhances youth and women development. The following table presented both women and youths targeted projects per ward:

Table 5: Women and Youths Ward Priorities

Ward Name	Women Priorities	Youths Priorities
Nyamukapa ward 11	Poultry Project	Carpentry
Chimoyo	Training Skills Nyamakosi	Income generating projects
Nyamuganhu ward 5	Income generating projects	Income generating projects - Quarry Mines
Kabasa A Ward 7	waiting mother's shelter	Road Runner Project at Zano village
Gumbure/Mutambwe ward 21	irrigation at Chitora and Nyauroi Dams for gardening projects	irrigation at Chitora and Nyauroi Dams for gardening projects
Nyahondo ward 22	income generating projects (broilers) Village 1-6	farming area for horticultural products Along mudzi river
Chimoyo C	Rehabilitation and repair of boreholes	Project Support
Chiwore ward 16	Women empowerment	Youth empowerment
Mbudu ward 13	Community garden at mudzi river	Project funding to do market garden
Chimoyo B	Mortuary Makosa R. Hosp	Loans Nyamashuka and Makosa
Kawere ward 4	kitchen at kawere clinic	Youth playing centre at Kuwirirana village
Matedza ward 24	Women economic empowerment	Youth economic empowerment

HoyuyuClearwin ward 27	Land for income generating projects	Land for income generating projects
Charewa ward 1	Boreholes in villages including schools	Skills training
Hoyuyu ward 29	health delivery at Hurumutumbu	Projects (poultry and sewing)
Nyamuzizi ward 28	A level - NyadzonyaNyamuziziChikara	Irrigation infrastructure in Village 4,8,9,11,13,14,16 and 17
Nyahunure ward 17	Income generating projects	vocational centre Mushimbo business centre
Nyamhanza A ward 19	Road	Dam construction
Nyamhanza B ward 18	Women Projects in Bwanya, Kapondoro, Chisambiro	Irrigation in Bwanya, Kapondoro, Chisambiro
Mirira ward 23	Empowerment projects on poultry and piggery	Empowerment projects on poultry and piggery

6.8 Public-private-sector opportunities

The private sector is playing important roles towards delivery of services within the community and enhancing development, closing a gap which the government cannot fill. The local government and the private sectors are cooperating in the provision of services by building capacity of communities, developing infrastructure, providing basic human needs, offering free education for children, encouraging community groups to offer social services, amongst others. Therefore, the CBPs which were developed during the ward roll outs conducted by CFHD can, therefore, contribute the Mutoko RDC and other private sectors to cooperate in providing the top priorities (3Plus2 Priorities) to the community, increasing efficiency in service delivery and avoiding expensive costs. Public-private sector cooperation can also generate jobs and income while meeting demand for public goods and services.

The SWOT analysis process made for each Ward provided an opportunity for public-private sectors to drive along people's needs and challenges, basing on the opportunities, threats, strengths and weaknesses pointed out. Therefore, services provided will be efficient and effective, enhancing sustainable development.

6.9 Optimal resources management and beneficiation processes

During the CBP process, there are various resources that were identified. Facilitators took participants through the SWOT analysis of their Wards. Each Ward was able to explore their local assets, opportunities, threats and livelihoods that affect community service delivery process. The SWOT analysis process gave an opportunity for the community to understand their progress against the status of the society's economy. From the CBP outcome, Mutoko communities' main livelihood includes agriculture and mining although lack of inputs and shocks such as droughts remain stumbling blocks. Generally people feel they can alleviate poverty and significantly contribute towards service

delivery process if they overcome existing challenges. Local farmers highlighted that they need capacity building skills to acquire farming technologies that contributes towards production and market linkages. Resources available include the following,

- Land
- Livestock
- Human labour
- Dams
- Rivers
- Forests
- Wild animals
- Wild fruits
- Minerals – granite rocks

6.10 Sustainable models for infrastructure rehabilitation and development

The CBP process that was done in Mutoko District is encompassed by various infrastructural facilities. These include boreholes, dip tanks, roads, and clinics, amongst others. However, during the CBO workshops conducted an analysis of the CBP Process was done, which led to the 3 Plus 2 Priority setting. During the Ward meeting roll outs, the DAT members facilitated the process by capturing the top 3 community priorities and the other 2 priorities, one for women and the other for the youths that need to be addressed. The following table people show the 3 general priorities which needs to be attended, stated by members of each Ward of Mutoko district:

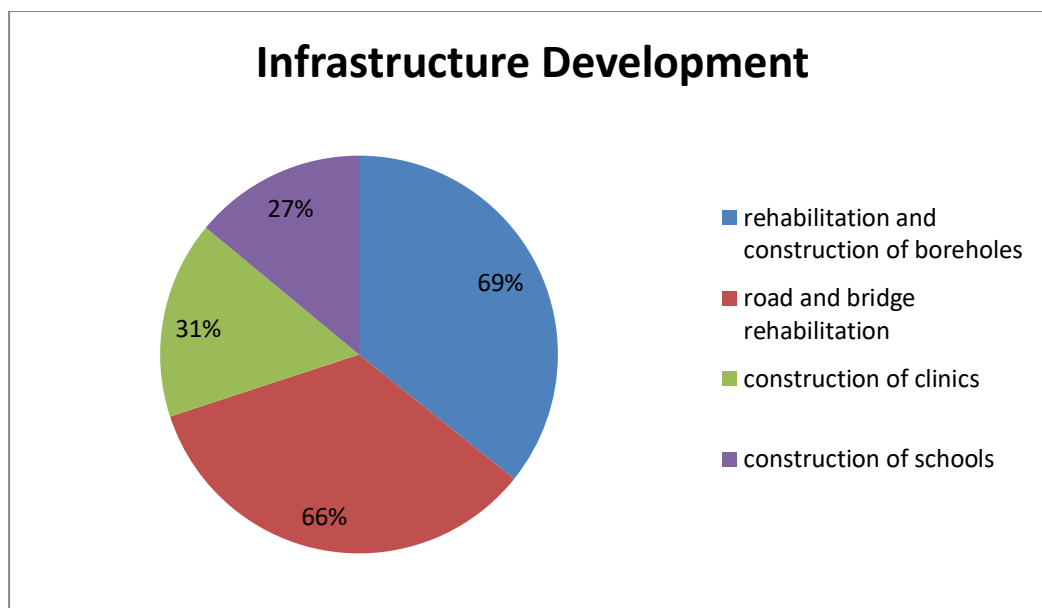
Table 6: General Ward Priorities

Ward Name	General Priorities
Nyamukapa Ward 11	• Construction of Tsiga Clinic • Rehabilitation of boreholes • Construction of Musvaire Secondary
Chimoyo	• Rehabilitation of boreholes • Sesa Clinic • Nyaunde E.C.D
Nyamuganhu Ward 5	• Construction of nurses houses- Guruve Clinic • Zesa - Nyamakope, Guruve (schools) and business centre • Footbridge -Nyahowe, Nyadinzwe, Chitovaa and Nyamazuze rivers
Kabasa A Ward 7	• Rehabilitation and drilling of boreholes at Zacharia, Mukomeka, Chigumira, Zano, Chikoma, Nyazuva, Mabasa, Musodza, Nyamadzawo and Nyabote • construction of bridge at Nyamasanga at Chakwakwatira Village • electricity at hall and Makochera Primary School
Gumbure/Mutambwe ward 21	• Dams Deslitation at Gumbure/Nyahove

	• Borehole Rehabilitation at Mutambwe School • Road Rehabilitation at Gumbure – Mutambwe
Nyahondo ward 22	• clinic Ward centre • boreholes rehabilitation Village 1 - 6 and ward centre • network booster- ward centre
Chimoyo C	• Clinic • Road rehabilitation • Food Aid
Chiwore ward 16	• Road rehabilitation at Makaha road / Jombore Bridge and Loti – All souls mission road • borehole rehabilitation and dam construction at Chifodya, Munjoma, Moyosvi, Nyakusemwa, Gute and Jombore • ECD Construction and rehabilitation of the new one at Chifodya village, Rukau B/Centre, Madzande B/C and Jombere B/C
Mbudu ward 13	• Mudzonga School block Classroom block at Mudzonga Sec School • Food aid to vulnerable groups • Clinic Lot B/C
Chimoyo B	• Road regraveled • Water Desilting • Boreholes
Kawere ward 4	• Kawere ECD Block • Ndemera School Ndemera • Madimutsa School block roof Madimutsa
Matedza ward 24	• Borehole drilling and repairing Chinyerere Village, Chipfuko village and Matedza clinic • Bridge Construction at Bridge over nyamuzizi river • Dam/weir construction Mukosi, dhuku, chinyerere, chipfuko and Chimhandu dams
HoyuyuClearwin ward 27	• Borehole drilling and flashing • Desiltation and refurbishment of dams • Clinic Construction
Charewa ward 1	• clinic at Bepeta • 2 dams at Nyamakamba and Kanungatsuro

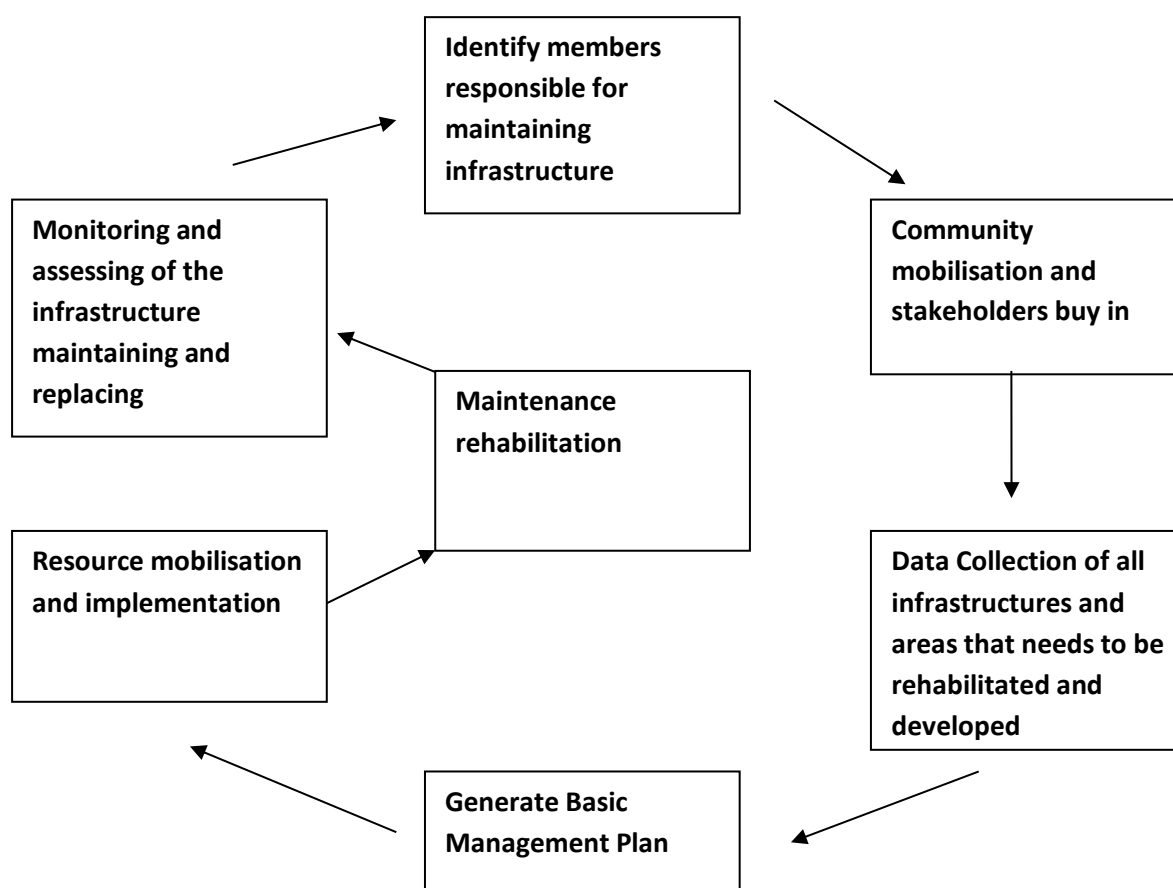
	computers All schools in ward 1
Hoyuyu ward 29	- schools at RuvimboPryKwaedza, Dombidzupa, Ushombe Sec - constructing and repairing new boreholes
Nyamuzizi ward 28	- Borehole drilling, rehabilitation and flashing Village 12 and 15 - Road Construction and bridges Village 18-chikara Hurumutumbu road 4 bridges – Chinyika, village 18 - Nyadzonya Clinic Health facilities
Nyahunure ward 17	- road rehabilitation Rukai-muzira road - dam Mushimbo community - A'levelMushimbo secondary school
Nyamhanza A ward 19	- Boreholes at Makora, Dombo, Chibeta - Bridge at Nyahondo - Clinic at Makora
Nyamhanza B ward 18	- road Nyangaya - Bridge Nyangaya - Dam Construction Pawandiwa and Chisambiro
Mirira ward 23	- Boreholes - Clinics - Network booster

Table 6 above suggests that sustainable access to portable water is limited, being the result of increased water demand, neglect, misuse, mismanagement or the ageing of infrastructure, remain in disrepair after breaking down, leaving more people without access to potable water, moreover, there is need of roads and bridges rehabilitation and the construction of clinics and schools. Therefore, about 69% of the total Wards in Mutoko needs borehole rehabilitation and construction of new boreholes, 66% needs road and bridge rehabilitation and construction, 28% for construction of schools, 31% for the construction of new clinics. As a result, the need for infrastructure rehabilitation is growing. To ensure an ongoing provision of service delivery, a suitable maintenance and rehabilitation strategy is necessary.



6.10.1 Rehabilitation model on infrastructure

Senzanje et al, 2013 developed a model for rehabilitation of infrastructure and this model can also be adopted by Mutoko RDC to enhance sustainable development, the diagram below illustrates and explains the model:



Basic components of the Asset Management Programme (Senzanje et al., 2013)

6.11 Monitoring, Evaluation and Learning Processes

Outcome 1 focused on 'Strengthened mechanisms and strategies for improved engagement between CSOs, including women's rights organizations.

Capacity building initiatives that were conducted were aimed at building consensus and understanding by CBOs and CSOs on how they can engage with supply side within the framework that is provided by the Constitution and other legislative Acts. A total of 243 CBOs were capacitated during the capacity building workshops. Activities that were conducted at ward level enabled the project to profile CBOs that have been effectively operating at ward level but missing in the council database. Avenues created for strengthening mechanisms engagement between women, youths led CBOs include joint planning and budgeting meetings, social service charter development, service delivery citizen feedback and performance review meetings, expenditure monitoring and local governance barometer assessments.



Participants in Nyamukapa Ward during the CBO Profiling Process

Outcome 2 focused on mainstreaming of social accountability approaches by Local Government (supply side) and CSOs and CBOs (demand side) in the management of public resources.

Mainstreaming of Social Accountability approaches has been accelerated in Mutoko district through intensified training and mentorship on social accountability principles and full commitment by all the Local Authorities to the implementation of CBP as an effective approach in linking the supply and demand sides. During the project implementation, 29 Ward plans had been completed, reflecting the diverse priorities by all the socio-economic groups including women, youths and the vulnerable groups. The use of the 3 plus 2 approach in selecting top 5 priorities for implementation was integrated in the final decision making process on resource allocation ensuring that for every 5 top priorities there would be 2 priorities that address the needs of women and youth. The gender and equality considerations were considered innovative in the mainstreaming of Social Accountability approaches. Due to transparency and openness of the decision making process, implementation of identified priorities has been initiated with activation rates of 78% in Mutoko. The mainstreaming process has

been executed through a consensus dialogue process involving supply and demand side actors. Once consensus was established the internal systems and processes of the Local Authorities specifically the planning committees (Mutoko) sit formally to formulate resolutions for adoption by Full Council. Notable outcomes of this collaborative mainstreaming approach are increased responsiveness to needs and priorities of marginalized people improved service delivery as evidenced by initiation of projects such as ECD Block in Kawere Primary, rehabilitation of bridge in Kawere, gully reclamation in ward 16, Construction of dam in Mbudzi Bward 13, dam construction in Chiware Ward and vocational skills training in Chiware Ward (see images below on the projects implemented). The key lesson from the mainstreaming is that a participatory approach is effective in mainstreaming social accountability as it builds consensus and linkages with other stakeholders.



Women participating during the construction of dam in Mbudzi B ward 13, Mutoko district



Women participating during gully reclamation in ward 16 Mutoko District

Outcome 3 Increasing evidence based dialogue between supply and demand sides from a rights based perspective”

The DAT, CBOs and local CSOs have been documenting stories of change that are emerging as a result of the implementation of the project. The documentation built on the 1st phase of training that was conducted during the training on CBP and Social Accountability. Some of the emerging stories of change that have been documented were shared during the inter-district exchange visits and the national project reflection workshops that were held during the period under review. This systematic process has also informed the responsive training in monitoring and documentation on various emerging issues and stories. At community level the project has been capacitating local communities in strengthening photo-voicing that is being used for capturing community voices in documenting success stories from the engagement process between CBOs, CSOs and RDCs. The 3 plus 2 model has been instrumental in strengthening and promoting gender-sensitive service delivery dialogue and engagement between the supply and the demand side. The CCDS is leading the process of developing briefing papers, fact sheets and a booklet on stories of change on social accountability on emerging issues and practical experiences on the project.

Outcome 4 focused on ‘lessons and experiences on the effectiveness of Social Accountability in promoting effective local governance documented and disseminated in relevant fora.”

The main achievements in the program implementation are as follows:

- Working on both the supply and demand side has resulted in accelerated institutionalization of social accountability principles and use of gender-sensitive tools by the local authority in their planning and resource allocation systems. The distinct impact of the project has been the increased engagement of CSOs, CBOs and women’s rights organizations from 5 at inception to 243 by end of second year.
- The action resulted in increased horizontal and vertical collaboration by CSOs and CBOs in dialoguing and advocating for their rights through organised coalitions and platforms using relevant tools leading to a new culture of collaborative planning. The participatory approach has increased the level of implementation of demand driven service delivery projects with local communities supporting and monitoring.
- Needs and priorities of women, youths and other marginalized groups were successfully documented using the 3 Plus 2 model. The model asserts that for all the 5 priorities that are identified at ward level at 2 of them should be addressing the needs of women and youths. The remaining 3 priorities were mainly on general community priorities which benefits the whole community.
- 37 DAT and 243 CBOs representatives were successfully trained in local governance performance monitoring, training for transformation using Local Governance Barometer (LGB) and Public Expenditure Tracking System (PETS).
- 8 Manuals on Introduction to CBP, CBP inventory, Inclusive Service delivery and social accountability, legal framework for inclusive service delivery, training for transformation, participatory budgeting, local governance barometer and public expenditure tracking systems were successfully developed and now constitute the project training toolkit. All the manuals

in toolkit will continue to be reviewed as informed by emerging issues from the project implementation.

- In Mutoko District the Local Authority has already started the process of institutionalizing Social Accountability Monitoring Tools which include PETS, LGB and Participatory Budgeting for effective expenditure management and good governance practices.
- CBOs and CSOs have demonstrated the desire to monitor Local Authorities' service delivery process with technical support from the CFHD and ARDC.
- The Social Accountability Monitoring Tools can actually promote citizen participation and engagement in service delivery.
- The project successfully managed to facilitate the creation of CBOs and CSOs database for the RDC, the CBOs and CSOs will be engaging and interact with RDCs concerning community priorities
- The project managed to successfully conduct responsive capacity building and mentoring of CBOs, CSOs and councillors to equip them with relevant skills for effective citizen participation and use of social accountability manuals.
- The project managed to successfully conduct participatory Perception Audits for the CBOs and CSOs. The perception audit targeted the CBOs and CSOs to assess their view and experiences towards overall performance of service delivery.
- The CFHD team managed to effectively facilitate interactive meetings that were aimed at incorporating CBP plans into the RDCs committees for implementation in Mashonaland East.
- The linkages and interactions between the supply and demand sides will also strategically identify opportunities for scaling up emerging models of excellence in social accountability and inclusive service delivery in Zimbabwe.

7. Promoting institutionalization of inclusive service delivery and social accountability in Mutoko

7.1 The underpinning Council Resolutions that enabled the process to happen in Mutoko

Mutoko RDC has committed themselves to the principles of social accountability and public resource management processes. This has been evidenced by their incorporation of priorities identified during the CBP and the establishment of mechanisms for engagement between the RDCs and demand side. These include the adoption in the use of the Local Government Barometer, Public Expenditure Tracking System and currently practicing Participatory Budgeting Cycle. In Mutoko district the planning committee met for the adoption of the Social Accountability engagement tools and engage them within the day to day operations of the council and the process was later approved through the Rural District Development Committee meeting.

7.2 Technical Review of Outcomes and Impacts of Inclusive Service Delivery and Social Accountability through the Social Services Sub-Committee

The use of the 3 plus 2 approach in selecting top 5 priorities for implementation was integrated in the final decision making process on resource allocation ensuring that for every 5 top priorities there would be 2 priorities that address the needs of women and youth. The gender and equality considerations proved innovative in the mainstreaming of Social Accountability approaches. Due to transparency and openness of the decision making process, implementation of identified priorities

has been initiated with activation rates of 78% in Mutoko. The mainstreaming process has been executed through a consensus dialogue process involving supply and demand side actors. Once consensus was established the internal systems and processes of the Local Authorities specifically the planning committees in Mutoko held a meeting to formulate resolutions for adoption by Full Council. Notable outcomes of this collaborative mainstreaming approach are increased responsiveness to needs and priorities of marginalized people, improved service delivery as evidenced by initiation of projects such as the ECD Block in Kawere Primary, rehabilitation of bridge in Kawere, gully reclamation in ward 16, Construction of dam in Mbudzi Bward 13, dam construction in Chiware Ward and vocational skills training in Chiware Ward. The key lesson from the mainstreaming is that a participatory approach is effective in mainstreaming social accountability as it builds consensus and linkages with other stakeholders.

8. Conclusion:

The final beneficiaries of the project who comprises of the targeted district populations in the Mutoko district, CBOs, and local governance officials have continued to be supportive of the project and strongly recognize its participatory nature in strengthening social accountability and inclusive service delivery in rural local governance systems of Zimbabwe. The RDC continued to support the implementation of the project through facilitating and coordinating the implementation of the project activities. Mutoko RDC coordinated the implementation of community based planning in 29 wards across the district and led to the development of ward plans. The district managed to integrate priorities that were identified during the CBP processes into the council budgets and strategic plans, a process that has arguably provided a direct linkage to the development process at local and district level. Emerging lessons from the implementation of the project demonstrate that there is willingness and commitment by local authority to mobilise resources to respond to service delivery priorities of communities. The CBOs and CSOs within the district have been given a space to monitor the implementation of service delivery and the use of the public resource which has enhanced social accountability in attaining sustainable human development.