

PARTICIPATORY PLANNING AND BUDGETING IN LOCAL AUTHORITIES:
THE CASE OF MAKONI DISTRICT, MANICALAND PROVINCE, ZIMBABWE

BY

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ABSTRACT

This study sought to establish participatory planning and budgeting mechanisms in Local Authorities in order to enhance the level of awareness and civic engagement in governance issues as a way of promoting democracy and development. It draws on the experience of Makoni Rural District Council. The research provided a systematic analysis of a range of experiences which were shared to enhance participatory planning and budgeting. It also established the extent of control and mode of involvement of local citizens, the relationship with local government, the degree of institutionalisation and the sustainability of the planning and budgeting processes. In this study, a total of 56 out of the targeted 62 respondents were used as the research subjects, which is 90% of respondents reached. The respondents included one Chief, 3 Village heads, 3 Councillors, 4 School development Committee (SDCs) Chairpersons, 3 Village development Committees (VIDCOs), 2 Ward Development Committees (WADCOs), one Youth group, one Women group, one District Administrator, one Chief Executive Officer of Makoni Rural district council, one District Education Officer and one District Head with Ministry of Women's Affairs, Gender and Community Development. Purposive sampling was used to identify the two wards out of a total of 39. The researcher used Focus Group Discussion (FGDs), self-administered questionnaires, observation and had some key informants who completed some questionnaires. The enactment of the Rural District Councils Act Chapter 29:13 was one way government ensured Local Authorities were given powers to plan, budget and implement activities relevant to their particular districts. Another statute is the Traditional Leaders Act Chapter 29:17, which gives power to the traditional leaders to participate in development activities through the village and ward assemblies. The study showed that while there are institutions and systems in place, sub district structures are not functional and citizen's engagement in planning and budgeting is rather weak.

DECLARATION

I, Peter Clever Matimati declare that this Dissertation is my original work except where sources have been acknowledged. The work has never been submitted, nor will it ever be, to another University in the awarding of a degree.

STUDENT DATE

Signature

SUPERVISOR DATE

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DEDICATION

This research is dedicated to my wife Memory for the unwavering and morale, material, financial and emotional support throughout the study period. To my daughters Fadzai, Kuziva and Kupakwashe, thank you very much for your understanding and allowing me to focus on my studies when you needed my attention.

TABLE OF CONTENTS

ABSTRACT.....	i
DECLARATION	ii
COPYRIGHT.....	iii
ACKNOWLEDGEMENTS	iv
DEDICATION	v
TABLE OF CONTENTS.....	vi
LIST OF TABLES	viii
LIST OF FIGURES	ix
LIST OF ABBREVIATIONS AND ACRONYMS	x
LIST OF APPENDICES	xii
CHAPTER 1: INTRODUCTION	1
1.1 Background of the study	5
1.2 Justification/Purpose of study	7
1.3 Statement of the problem	8
1.4 Research hypothesis.....	12
1.5 Importance of the study	13
1.6 Research Objectives.....	14
1.7 Research questions.....	14
1.8 Assumption of the study	15
1.9 Delimitations.....	15
1.10 Limitations	16
1.11 Definitions of terms	16
1.12 Chapter Summary	18
2.1 Introduction.....	19
2.2 Theoretical Framework.....	19
2.3 Conceptual Framework.....	22
2.4 Local Government System in Zimbabwe (Policy and Legal framework)	32
2.5 The concept of participatory planning and budgeting	38
2.6 Lessons learnt and Experiences of Local Authorities.....	40
2.7 Local Authorities and local Government financing model.....	43

2.8 The Development Structure	46
2.9 Role and Interface between stakeholders in Planning and budgeting.....	46
2.10 Chapter Summary	47
CHAPTER 3 RESEARCH METHODOLOGY	48
3.1 Introduction.....	48
3.2 Research Design.....	48
3.3 Population	51
3.4 Sample and Sampling Procedures.....	52
3.5 Research Instruments	53
3.6 Data Collection, Presentation and Analysis Procedures	56
3.7 Limitations of the study	57
3.8 Research Ethics	57
3.9 Chapter Summary	59
CHAPTER 4 FINDINGS, DATA PRESENTATION AND ANALYSIS	60
4.1 Introduction.....	60
4.2 Research Findings	62
4.3 Other issues that the researcher observed	82
4.4 Chapter Summary	83
CHAPTER 5 SUMMARY, CONCLUSIONS AND RECOMMENDATIONS	84
5.1 Introduction.....	84
5.2 Summary	84
5.3 Conclusion	87
5.4 Recommendations.....	87
5.4 Areas for future Research	91
REFERENCES	92
APPENDICES	95

LIST OF TABLES

Table 1: Local authority planning calendar	45
Table 2: List of targeted respondents	51
Table 3: Targeted respondents versus the actuals reached	61
Table 4: List of NGOs and CBOs operating in Makoni district	67
Table 5: Planning and budgeting framework	81

LIST OF FIGURES

Figure 1: Map of Makoni district.....	4
Figure 2: Planning and budgeting framework	21
Figure 3: The three key Pillars of Good governance	27
Figure 4: Local Government Development Structure.....	46
Figure 5: Methodological Framework	50
Figure 6: Makoni Rural District Council Committee in 2014	69

LIST OF ABBREVIATIONS AND ACRONYMS

ACPDT	:	Africa Community Publishing and Development Trust
ARDCZ	:	Association of Rural District Councils in Zimbabwe
CBP	:	Community Based Planning
CEO	:	Chief Executive Officer
CMT	:	Council Management Team
CSO	:	Civil Society Organisation
DA	:	District Administrator
FGD	:	Focus group Discussion
GoZ	:	Government of Zimbabwe
HRBA	:	Human Rights Based Approach
ICT	:	Information, Communication and Technology
IDAZIM	:	Institute for a Democratic Alternative for Zimbabwe
LA	:	Local Authority
LARP	:	Local Authorities Revitalization Programme
LGB	:	Local Government Board
LGU	:	Local Government Unit

MDG	:	Millennium Development Goals
MLGURD	:	Ministry of Local Government, Rural and Urban Development
MRDC	:	Makoni Rural District Council
NGO	:	Non-Governmental Organisation
PDC	:	Provincial Development Committee
PPB	:	Participatory Planning and Budgeting
RDC	:	Rural District Council
RDDC	:	Rural District Development Committee
SADC	:	Southern African Development Committee
SDC	:	School Development Committee
UNDP	:	United Nations Development Programme
VIDCO	:	Village Development Committee
WADCO	:	Ward Development Committee
ZILGA	:	Zimbabwe Local Government Association
ZimAsset	:	Zimbabwe Agenda for Sustainable Socio-Economic Transformation
ZIMRA	:	Zimbabwe Revenue Authority
ZINARA	:	Zimbabwe National Road Authority

LIST OF APPENDICES

- Appendix 1: Interview consent Form
- Appendix 2: Research Instruments (English version)
- Appendix 3: Questionnaire for key informants
- Appendix 4: Key Informant Interview Guide for Councillors
- Appendix 5: Informant Interview Guide for Business community and Residents Association representative
- Appendix 6: Interview Guide for Traditional leaders
- Appendix 7: Focus Group Interview Guide for Women, Youths, VIDCOs and WADCOs
- Appendix 8: Questionnaire (Shona version) for Traditional leaders, VIDCOs and WADCOs
- Appendix 9: Questionnaire (Shona version) for Youths and Women Groups
- Appendix 10: Recommendation letter from Africa University – IPLG
- Appendix 11: Researcher’s application letter to Makoni Rural District Council
- Appendix 12: Approval letter from Makoni Rural District Council
- Appendix 13: Local Government Statutory Instrument No. 22 of 2014
- Appendix 14: Ministerial Directive on debt cancellation
- Appendix 15: Special Notice to Ratepayers of Makoni Rural District Council

CHAPTER 1:INTRODUCTION

The objective of this study is to establish how participatory planning and budgeting could become a vehicle for promoting greater citizen participation, transparency, accountability and people's influence over resource allocation in Makoni district. Chapter one provides a clear outline of the background and statement of the problem, clearly articulate the research objectives, research questions, and will also provide the rationale and justification for the study. The chapter will also elaborate on the scope of the research and provide an outline of the dissertation structure before concluding with a concise chapter summary.

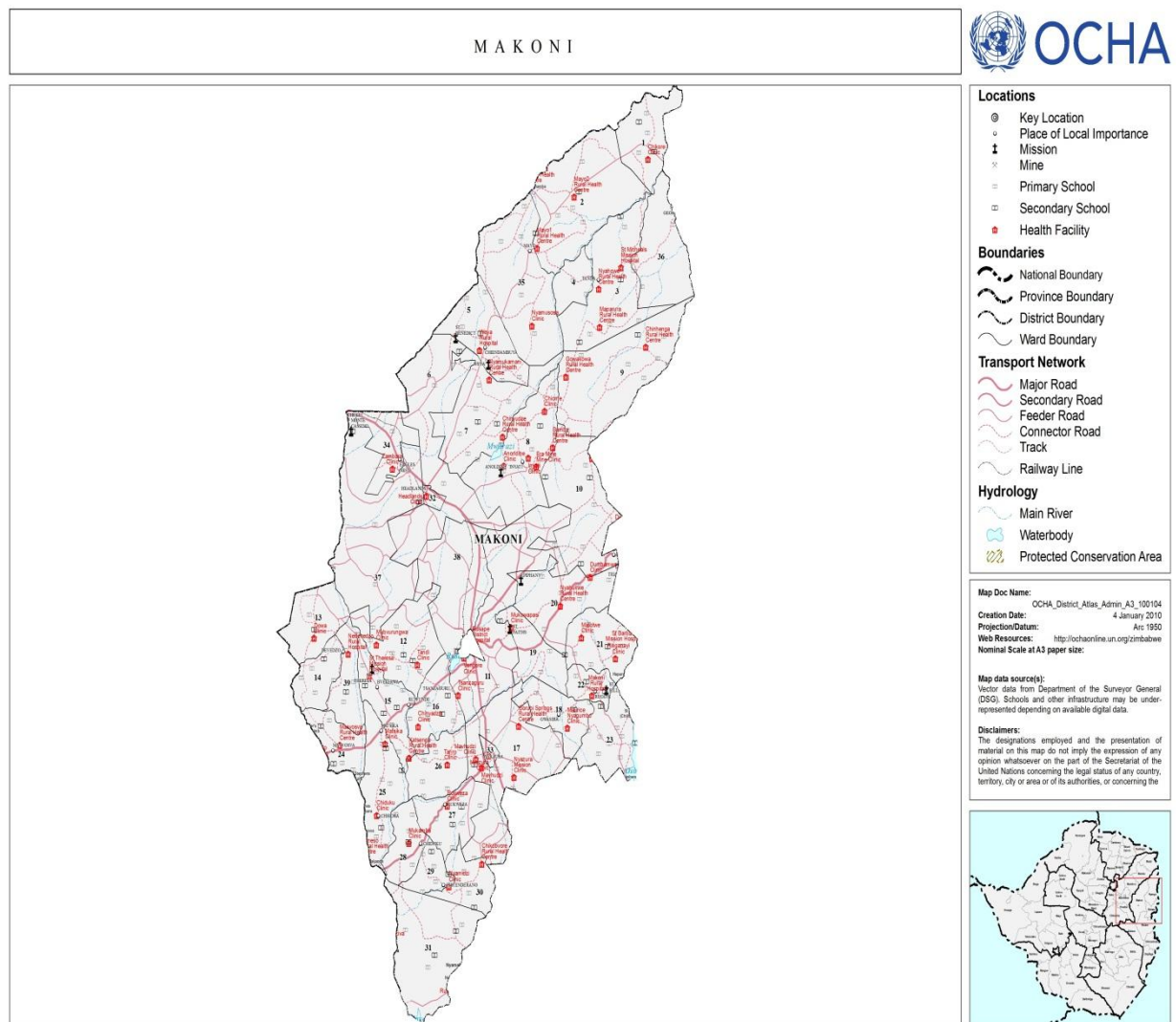
The Government of Zimbabwe through the local authorities set the stage for Participatory Planning and Budgeting (PPB) by creating various structures at the village, ward, and district, provincial and national level. A number of statutes were put in place to support the cause. According to Olowu and Smoke (1992), in earlier study of successful African local governments, the potentially useful method for determining how to design viable and competent local government systems is to examine local authorities that function effectively. Local Government in Zimbabwe adopted a decentralised approach and this strategy was meant to promote accountability and enhance service provision to the citizens. Central Government through Local Government put in place structures to spearhead development in both rural and urban areas. Local authorities in this case refer to Rural District Councils

and Urban Councils. Local Government operates through Rural District Councils (RDCs) and Urban Councils and these are the structures nearer to the people and therefore can more speedily attend to the challenges and developmental issues peculiar to their area of jurisdiction. In a bid to ensure maximum participation in decision making and overall development in the rural areas, the government went further to establish ward and village assemblies which uphold the role of traditional leadership.

On the other hand, the Rural District Councils Act recognises the Village Development Committees (VIDCOs and the Ward Development Committees (WADCOs). The system of local government in Zimbabwe provides a sound arrangement within which local people fulfil and exercise their democratic rights. Secondly, as development is a collaborative endeavour, the local government approach allows the combination of local and national players to manage resources and contribute in development. According to the Zimbabwe Institute (2005), local government refers to the provision and maintenance of public services and infrastructure at local levels utilising funds generated from the local community, in addition to grants and loans from central government, and other sources. In essence, local government refers to the establishment of participatory and democratically elected structures that can identify the needs of the people at grassroots level and ensure the translation of those needs into the actual programmes and projects and maintenance of essential services.

Accordingly Zimbabwe Institute (2005) in Messah and Kariuki (2011) further stressed that this is especially so, in view of the fact that local government units are situated nearer to the people and their elected representation allows for a participatory approach to local development. Messah and Kariuki (2011) further pointed out that centralised policy formulation in any society has, despite its positive attributes in areas such as defence and foreign affairs, proved to be detrimental when taken within the context of local service delivery and economic development. Vice President Honourable Joyce Mujuru (2009) added that in any case the success of local authorities in delivering services and infrastructure, and in dealing with issues of poverty alleviation is the success of government.

Any development that takes place within the Rural District Councils area of jurisdiction is carried out within the provisions of the council's priorities and approved development plans to allow for a coordinated and collective approach to development. Makoni Rural District Council (MRDC) which the case study is going to focus on is situated in Manicaland and located about 170 km along Harare to Mutare road. It comprises of 39 wards and has five constituencies namely Makoni North, Makoni South, Makoni Central, Makoni West and Headlands. It touches boundaries with other Rural District Councils namely Nyanga, Mutasa, Mutare, Buhera, Murehwa and Mutoko as shown by the figure below:



Source: Office of the Coordination of Humanitarian Affairs report 2012

Figure 1: Map of Makoni district

Rural District Councils are largely responsible for spearheading rural development programmes. In the past, local authorities were almost totally dependent on central government for their revenue to support administrative costs like salaries and with most of the district projects being funded and controlled by the central government for example road maintenance which is currently being funded by Zimbabwe

National Road Authority (ZINARA). The 1996 local Government report revealed that in 1995/6, urban councils got 64% of their money from central government, district councils got 92% and land boards got 91%. In 1996/7, the government introduced a formula-based system for grants to allow local authorities to cover their recurrent (running) expenses. Local Authorities are meant to raise further money themselves so as to increase their financial independence from central government. The question now is “where does the money come from and what mechanisms are in place to promote citizen participation in planning and budgeting.

1.1 Background of the study

To enhance accountability on resource mobilisation and utilisation, Local Authorities in Zimbabwe introduced **Participatory Planning and Budgeting (PPB)** in local authorities as a strategy to engage the citizens in local government processes. A number of statutes were put in place to support the cause. The enactment of the Rural District Councils Act (Chapter 29:13) was one way government ensured local authorities (LAs) were given powers to plan, budget and implement activities relevant to their particular districts. Another statute is the Traditional Leaders Act, Chapter 29:17 which give power to traditional leaders like chiefs and village heads to participate in development activities or initiatives through the ward and village assemblies. This Act gives the responsibility of community mobilisation to the traditional leaders for them to discuss on issues affecting them and budgeting is one of the critical issues. The decentralisation policy which was put in place by

government required councils to be autonomous with very little interference by Central Government hence participation by communities in the budgeting process.

For a local authority to be effective, it needs a budget. A budget has been traditionally been considered the exclusive domain of technocrats, economists and accountants. But the government's decision about how to raise funds and spent money affect all citizens. At the same time, budgets provide a window through which to understand the "real" policy commitments of government at both national and district level. Policies without resources to implement them remain pieces of paper. However, the planning and budgeting process remains a big challenge and this is what the study wants to establish. It is assumed that much of the relevant information is not provided to the public by the responsible authorities, and much of the information that is available is extremely difficult to understand. Therefore, most citizens do not have the opportunity to engage with the planning and budgeting process. Furthermore, many official processes are closed to the public. Prior to decentralisation, local government planning was largely a top down process and citizens now seem to have been empowered to participate and challenge the governance system of local authorities.

Typically those who participate in the process will eventually feel that they are empowered and can challenge the status quo. Citizens become involved in planning in different ways. Some involvement is initiated through a community while other times development workers put out a "call for participation" from the community to gain input on a particular project. In both scenarios there are leaders who determine

the extent to which the views of individual citizens are heard, recorded and applied. In the later scenario, individuals are only included to the extent allowed by those in control of the process or mandated by their contract or organisational procedures. This creates situations where community input may ultimately not be utilised if it does not support the agenda of those who are in control of the process or may not be included at all if not explicitly included as a contingency in the contract.

1.2 Justification/Purpose of study

This study will build on other researches which have been conducted on the effectiveness of government structures in promoting development. Various attempts have been made to conceptualize the changes in beliefs, values, attitudes and behaviours towards how local authorities conduct their business. Democracy promotes participation and it works when citizens have the capability to ask questions, seek accountability from the state and participate in the processes of governance. Information already gathered indicates that Makoni Rural District Council is already implementing participatory budgeting although the question still remain to what extent is the community involved and are their voices heard. What triggered the budgeting process in Makoni was that prior to 2001, Makoni Rural district Council faced continuous budget deficits and whatever council proposed in terms of raising tariffs and charges, there were demonstrations from the community as citizens who argued that they did not see any justification for the increases. Allegations were that the council was not providing any quality services. The residents would boycott any increases and charges from the local authority. The

council employees had difficulties in implementing the decisions taken by council. Only few individuals would attend the consultative meetings called for by the council and these were the most vocal and powerful and they dominate the discussions. Therefore as a result, most of the citizens did not have a chance to speak. The confrontational relationship forced Makoni Rural District Council to rethink on the way they were conducting business. The idea was to experiment participatory governance. Council resolved to take the new approach to its annual budgeting process by critical engagement of the citizens.

1.3 Statement of the problem

Some Local Authorities in Zimbabwe are practising participatory planning and budgeting as a strategy to get the citizen's voice in the allocation of resources. Government of Zimbabwe set the stage for Participatory planning and budgeting (PPB) which is a component of Community Based Planning (CBP) through the creation of an enabling environment at every level (local which is at ward level, district, provincial and national). A number of statutes were put in place to support the cause. The enactment of the Rural District Councils Act (RDC Act Chapter 29:13) was one way government ensured local Authorities (LA) were given powers to plan, budget and implement activities relevant to their particular districts. On the same note, traditional leaders were empowered to have an oversight on the implementation of development in their respective areas. The Traditional leaders Act, Chapter 29:17 gives power to traditional leaders like Chiefs and Village heads to participate in development activities through the village and ward assemblies. This

Act gives the responsibility of community mobilization to the traditional leaders for them to discuss on issues affecting them and budgeting can be one of the critical issues. In 1996 government reaffirmed its commitment to the decentralization policy by adopting the 13 decentralisation principles expoused by the Ministry of Local Government, Public Works and National Housing. The decentralization policy which was put in place by government required councils to be autonomous with very little interference by Central Government hence participation by communities in the budgeting process was considered to be critical. The thrust of Government soon after independence was to come up with democratic and inclusive sub-national governments which were meant to be more responsive to the needs of the people. At the same time, there was the Prime Minister's Directive of 1984. The Directive was instrumental in the creation of village and ward development committees as a basis for local initiatives in the formulation of development proposals.

The promulgation of the Provincial Councils and Administration Act of 1988 led to the appointment of Governors and the creation of the institutions of the Provincial and District Development Committees and the Provincial Councils. All these structures were established to help local authorities to resource mobilise and perform other functions like monitoring the implementation of council activities. For a Local Authority to be effective, it needs a budget. A budget has traditionally been considered the exclusive domain of technocrats, economists and accountants. But the Government's decisions about how to raise and spend money affect all citizens. At the same time, budgets provide a window through which to understand the 'real'

policy commitments of government at both national and district level. Policies without resources to implement them remain mere pieces of paper. Budgeting is about people's money. Unfortunately, the process of deciding how to spend the money and controlling resources remains a big challenge and this is what the research wants to establish. It is assumed that much of the relevant information is not provided to the public by the responsible authorities, and much of the information that is available is extremely difficult to understand. Therefore, most citizens do not have the opportunity to engage with the budgeting process.

Furthermore, many official processes are closed to the general public. Prior to decentralization, local government development planning was largely a top-down process. The central government set national development goals and the plans of provincial and local government. The latter simply followed the national government's lead in order to be eligible to receive development funding. Community-led plans and budgets regarding provision of basic services, local development and poverty reduction are critical to the very people who would have developed the plans. This is the reason why decentralization was introduced to promote bottom up approach in development. It has always been said that opportunities for citizen participation may be greater at the local level where there is scope for more intensive interactions with decision makers and where the powers of local governance are delimited by legislation concerning fiscal decentralization (Blair 2000; Robinson 2004).

The research investigates the level of civic participation in planning and budget formulation in Makoni District of Manicaland Province in Zimbabwe. The district's operating budget identifies the programs that are to be funded in the fiscal year and the revenue that will support these programs. The budget document provides an annual financial plan to support social services like quality primary education, health services, water and sanitation and infrastructural development in the area of road maintenance and construction of dams to enhance food security.

In developing a budget, Makoni Rural District Council first analyse the current spending trends and then the long term impact. This is done to ensure the fiscal health of the district. The operating budget provides stakeholders with information on the district's daily operations and their participation is critical. For the past three years, the annual budget has been USD 5, 2 million per year and has not changed. While what has been stated above seems to be the ideal in terms of council's mandate and what it has to offer, it has been argued that local authorities have failed to provide relevant information to the communities to make them aware of how council budgets are utilized. Allegations are that communities are not being consulted to come up with priorities of activities to be carried out in their localities where they live. Council officials decide on behalf of the citizens and again it has been alleged that this has promoted corruption, poor service delivery and non-adherence to policies and procedures by local authorities. The deterioration in service delivery by Local Authorities is said to have been exacerbated by:

- Limited civic participation in planning and budget formulation, prioritisation and implementation and monitoring
- Misplaced program priorities at the expense of community needs
- Weak monitoring systems by those who are supposed to provide an oversight on resource utilization
- Lack of transparency and accountability by council
- Increased levels of corruption in local authorities

The principle of participation is important in the budget process because people have the right and responsibility to participate in social, political and economic decision making process at all levels. Participation enables people to influence decisions, generate pro-people policies and channel resources where it matters and enables people to hold duty bearers accountable. It provides people with the sense of ownership of the budget. It is against this background that this study will establish the level of involvement of the communities in the development of budgets. On the other hand, the research would serve as a good basis for public advocacy as well as lobbying for full engagement of citizens in budgeting processes. The research focuses on Makoni district of Manicaland Province in Zimbabwe.

1.4 Research hypothesis

1. There is a relationship between governance structures and civic participation in planning and budgetary processes.

2. Non functionality of governance structures translate to non-participation by citizens.
3. The new Blue Print – Zimbabwe Agenda for Sustainable Socio – Economic Transformation (ZIMASET) now recognise citizen participation in macro – economic policy deliberation and priority setting
4. Decentralisation and devolution of power can directly influence decision-making at every level – village, ward, district and the province. The establishment of development structures like VIDCOs, WADCOs, RDDC, Full Councils and Provincial Councils help to improve and strengthen the legitimacy of policy and budgeting process.

1.5 Importance of the study

The research focuses on the district and sub-district levels since this is where individual research can influence and dialogue with the institutions that can make a difference to the lives of poor people. This does not mean that the national or international levels are ignored. The national level is crucial for bringing about change at the local level through policy guidance. However, the primary focus is on citizen's participation in budgeting processes. At the same time though, citizens are also seen as having obligations to the state by contributing to the development of their areas through payment of rates and levies but they must be consulted so that their input is considered. The study identifies both the strengths and the weaknesses of local authorities in promoting civic participation in budgeting. The researcher wants to expose the level of public awareness about planning, budgets and budgetary

processes and examine the relationship between local and national level budget formulation, implementation and monitoring mechanisms as well as identifying the key stakeholders in the planning and budgeting at ward and district level.

1.6 Research Objectives

There are three main research objectives as outlined below:

1. To examine the level of public awareness about civic participation in budgeting processes and how Participatory Planning and Budgeting can influence resource allocation.
2. To analyse the key stakeholders or actors involved in local governance processes and their roles in promoting civic participation, transparency and accountability in Makoni district
3. To establish the relationship between local and national level budget formulation, implementation and monitoring mechanisms.

1.7 Research questions

There are four research questions which will be dealt with in the study and these are:

1. What is the level of community awareness on budgetary processes in Makoni district?
2. What is the relationship between participation and governance in the context of budgeting?

3. To what extent are communities involved in budgetary policy formulation, planning, and implementation and monitoring?
4. How does participatory planning and budgeting process become a vehicle for promoting greater citizen participation, transparency and accountability in Makoni district

1.8 Assumption of the study

This study is based on the assumption that:

1. Deterioration in service delivery in Makoni district has greatly been affected by non or passive participation of the public
2. Although Makoni district has been rated one of the best (number 1) performing district in the country in two consecutive years (2012 and 2013), community participation seem not to be one of the considered factors as level of community awareness on planning and budgeting process remains an issue
3. There is a good working relations between elected councillors and the traditional leadership (village heads, headmen and chiefs) in the district

1.9 Delimitations

The research focused on one district which is Makoni Rural District Council in Manicaland Province in Zimbabwe. Two out of the 39 wards were randomly selected and participated in the research. These are wards 16 and 19. Sitting councillors and some who lost in the July 31st 2013 elections and the traditional Chiefs were among the key informants.

1.10 Limitations

One limitation was the non-availability of some of the key informants as they were busy in their fields. To mitigate on this, the researcher had to design a programme that suited everyone and engaged them during weekends, most probably Fridays and Sundays. Official appointments and reminders were used and alternative and appropriate venues established. Authority to conduct the research in Makoni district was given by council and the council staff, government officials, councillors, youths and women groups and traditional leadership including the chief availed themselves for the interviews.

1.11 Definitions of terms

Budget - It is a statement of expected income and expenditure of a household, organization or government within a specific period of time and it is the technical instrument by which the commitments of government are translated into monetary terms.

Planning is the process of setting a vision and mission, goals and objectives. It entails identifying strategies and outlining activities and responsibilities to carry out the activities. There is also a component of decision making on the timeline (schedule) for implementing the activities and determining targets and standards and finally identifying resources (revenues). **Participatory planning** - It is a process by which a community undertakes to reach a given socio-economic goal by consciously diagnosing its problems and charting a course of action to resolve the problems. The UN-HABITAT defines **participatory budgeting** “as an innovative mechanism that

promotes the engagement of local government, private sector and civil society in the allocation of resources. It is an inclusive process designed to stimulate participation of and dialogue between different actors of society". The World Bank defines the concept of *participatory budgeting* as "... an innovative mechanism which aims to involve citizens in the decision making process of public budgeting. **Citizen Participation** - It provides community members with the opportunity to have control over the planning of particular aspects of their environment. Although the boundaries of what constitutes community participation are not solidly defined, Horelli (2002) proposes this definition: Participatory planning is a social, ethical and political practice in which individuals or groups, assisted by a set of tools, take part in varying degrees at the overlapping phases of the planning and decision making cycle that may bring forth outcomes congruent with the participants' needs and interests. Participation is also defined as a multi-dimensional process in which participants have the opportunity to represent their interests in a social, ethical and political way.

Stakeholder consultation refers to calling upon all members of society or institution ie CSOs, Councillors, government ministries and traditional leaders to set priorities which they want included in the budget while **Stakeholder profiling** refers to analysing characteristics and needs of a stakeholder. The term **good governance** is therefore, closely linked to the values inherent in the concept of democracy. **Democracy** is a system of government by the whole population or all the eligible members of a state, typically through elected representatives eg elected councillors, Members of Parliament etc while **Governance** is about the rules which regulate and

guide the behaviour of individuals or institutions in promoting development. **Accountability** is the obligation of power-holders or duty bearer eg Government to account for or take responsibility for their actions in both their conduct by obeying the rules and not abuse their power. Their performance is measured by serving the public interest in an efficient, effective, and fair manner

1.12 Chapter Summary

Citizens participation especially the poor and excluded who are said to have limited voice in local government affairs is essential if local authorities are to be sensitive to the plight of the residents. In order to foster community participation in the budgeting process and other local government issues, there is need to promote civic education and raising awareness on community. Citizens must be made aware of the cost implications of infrastructure development, provision of social services and the need to mobilize resources to meet their needs.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

This chapter reviews related literature on what has been studied, argued and established about participatory planning and budgeting within Local authorities in Africa and also making reference to Zimbabwe. The chapter will define some of the major terms which are important in understanding the processes involved in governance issues in particular looking at civic participation in planning and budgeting. It will also attempt to examining the concept of Participatory Planning and budgeting in the face of Community planning and Budgeting (CBP) and provide an overview of Local Government systems in Zimbabwe (legal frameworks) and the role of Private sector and Civil Society Organisations (CSO) in Promoting or Advancing Civic Participation in planning and budgeting. The ultimate objective of the literature review is to identify and show the opportunities, weaknesses, gaps and areas requiring further investigation or study. In order to achieve the research objectives, the researcher finds it important to examine some theoretical and conceptual frameworks.

2.2 Theoretical Framework

There is no one theory but rather a number of theories which can be used to explain and justify the research subject. The researcher identified three theories which are Public Choice Theory, Democratic Theory and Participatory Democracy Theory. Of the above theories, the researcher has picked on one which will be explained in this study. The study is informed by the Participatory Democracy Theory which focuses

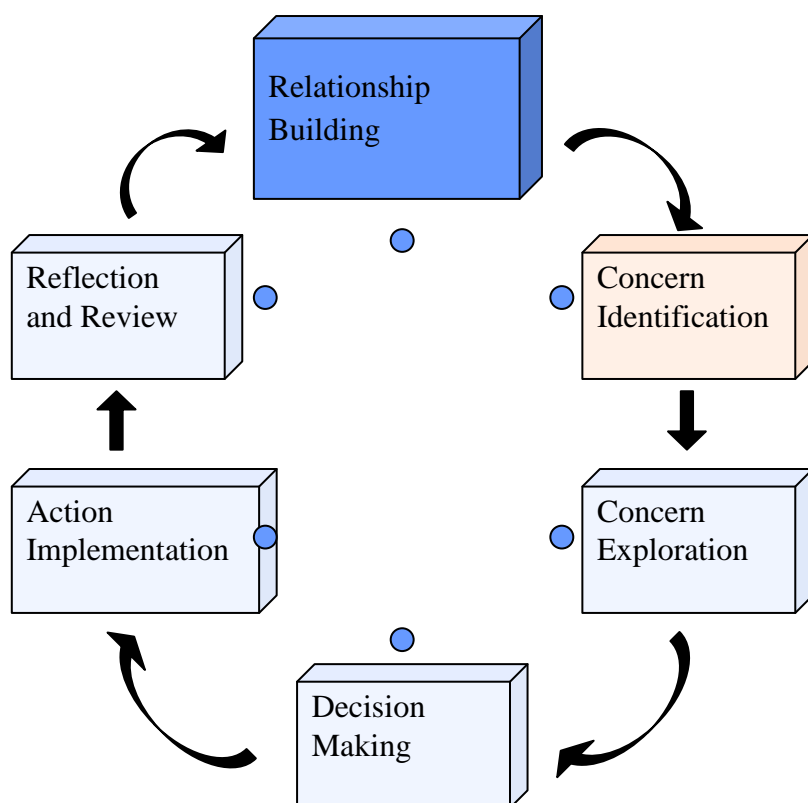
on the external environment and the socio-economic factors that promote participatory planning and budgeting by communities. The theory confirms that communities have the capacity to identify and solve their own needs. Although it has been argued that bottom up approach or initiatives, like participatory budgeting generate wider participation and better access to public goods, this provocative take on the question suggesting that it is however not always the case. One of the characteristics of Participatory Planning and Budgets is that citizen participation is often seen as a way to improve a council's public administration and personal enhancement on the part of council officials, hence the reduced or limited citizen participation in local authority programmes.

Basic Assumptions of the theory:

- Empowerment of citizens is a necessary tool to achieve people's participation in planning and budgeting as no government will spend any resources on development and welfare of citizens unless these citizens have the power to hold the government accountable.
- Empowered individuals are likely to become more public – spirited, tolerant, knowledgeable and self-reflective than they would otherwise be.
- The state is a unified rational actor – unitary in that it speaks with one voice irrespective of different view points

A number of scholars have contributed towards theories associated with democratic principles and practices. Among them are Benjamin Barber (1984), Carole Pateman, Boston (1967) and Cohen & Rodgers (1995). Participatory planning and budgeting is

rather a process which starts with relationship building, identifying concerns, then explore on the concerns and decisions are then made. The decisions are based on the action points to be implemented and as one implements, he reflects and review on the process and make the necessary corrections or adjustment. This is illustrated in the figure below if meaningful participation is to take place:



Source: Local Government handbook

Figure 2: Planning and budgeting framework

2.2.1 Relevance of theoretical Framework

The theoretical framework will help the researcher and reader make logical sense of the relationships of the variables and factors that have been deemed important to the enhancement of proper citizen engagement in planning and budgeting. It provides definition of relationships between all the variables so the reader can understand the relationships.

2.3 Conceptual Framework

The concept of participation tends to confuse many scholars of development studies. In defining participation, Oakley (1995: 5) define participation as collaboration, in which people voluntarily or because of some persuasion or incentives, agree to collaborate with an externally determined development project, often contributing their labour and resources in return for some expected benefits. The World Bank (1996: 87) defines participation as a process through which stakeholders influence and share control over development initiatives and decisions and resources which affects them. Therefore based on these two definitions of participation, one can realise that both definitions see participation as important instruments of empowering people in the development process. In other words, participation gives power to people. It therefore makes people decide what they want and what is best for them. It thus promotes good governance and democracy. Citizen participation is desired and necessary part of community development and should be encompassed in any policy formulation process. According to the ACPDT (2006) participation means taking part as an individual and as a community in decision making at each step of

development process. This entails that all citizens should be able to participate actively in the local democratic process for any development process to yield fruitful results. Lisk (1985) further defines participation as the involvement of the broad masses of population in the choice, execution and evaluation of programmes and projects that are designed to bring out significant upward movement in the living standards of people. He also observed that the concept of participation relates to the involvement of the broad mass of the population to influence decision making in favour of popular needs and aspirations. Makumbe (1996) also viewed beneficiary citizen participation as only being meaningful for the masses if they are effectively involved at various levels of the development process. Typically those who participate in the process will eventually feel that they are empowered and can challenge the status quo. Citizens become involved in planning in different ways. Some involvement is initiated through a community while other times development workers put out a “call for participation” from the community to gain input on a particular project.

In both scenarios there are leaders who determine the extent to which the views of individual citizens are heard, recorded and applied. In the later scenario, individuals are only included to the extent allowed by those in control of the process or mandated by their contract or organisational procedures. This creates situations where community input may ultimately not be utilised if it does not support the agenda of those who are in control of the process or may not be included at all if not explicitly included as a contingency in the contract. The central government set

national development goals and the plans of the provincial and local government. The latter simply followed the national government's lead in order to be eligible to receive development funding. Community led plans and budgets regarding provision of basic services and local development are critical to the very people who would have developed the plans. This is the reason why decentralisation was introduced to promote bottom up approach in development. It has always been said that opportunities for citizen participation may be greater at the local level where there is scope for more intensive interactions with decision makers and where the powers of local governance are delimited by legislation concerning fiscal decentralisation (Blair 2000; Robinson 2004).

RDCs should be guided by the "bottom up" approach planning system introduced by the Prime Minister's Declaration (1984) so that they conduct community based planning. This declaration outlined organisational structures for participation by stakeholders in planning. It provided a basis for a hierarchy of representative bodies at village, ward, district and provincial levels. At each level, there is overseeing and prioritisation of local needs until they reach the Provincial development Committee (PDC), Stewart et al (1994). The implications of this declaration for rural district councils are that there should be participation at all levels to ensure successful implementation of strategic plans. This process is supposed to show the participatory structure that is promoted by the local government system in Zimbabwe as indicated by this declaration where village representatives and councillors represent the people who voted for them by taking their needs to council.

According to Chakaipa (2010:22) the Prime Minister's directive brought on board village and ward development committees to streamline and focus on bottom up planning and development needs and approaches. However, the situation prevailing on the ground is different as the residents indicate from their responses that they are not involved in the planning process and describes it as "top down affair". This has resulted in projects that do not meet local needs and priorities being ignored. As evidenced by responses from the communities in makoni district, the WADCO meetings are not being held due to political polarisation. Despite the existence of a Rural District Development Committee as provided for in section 60 of the Rural District Councils Act Chapter 29:13, citizens seem to have lost trust and faith in their leaders.

Making citizens participate promote ownership and this could be in a positive or negative way. To note at this stage is the fact that for development to take place, there must be resources and these resources should be made available for the provision of the political goods. Governments have always been criticised for failing to provide the necessary basic requirements by the citizens and this has mainly been as a result of the governance systems which lacks democracy and non-functionality of decentralised structures of government. Good governance therefore promotes development.

2.3.1 Local Governance and Democracy

Local governance comprises a set of institutions, mechanisms and processes through which citizens and their groups can articulate their interests and needs, mediate their differences, and exercise their rights and obligations at the local level. The building blocks of good local governance are increased citizen participation, partnerships among key actors at the local level, capacity of local actors across all sectors, multiple flows of information, institutions of accountability, and a pro-poor orientation (UNDP 2004). All citizens should be able to participate actively in the local democratic process. According to Fung (2001: 41), local democracy gives citizens the freedom to participate in making decisions that are locally appropriate and serve the needs of the local community. Local democracy simply means rule the people, giving people a say in the decisions that affect their lives and access to resources that are theirs. The UNECA Executive secretary as cited in the Makumbe (1996) observed that the democratisation of the development process, by which we mean the empowerment of the people, their involvement in decision making in the implementation process is a “condition sine qua non” for socio economic recovery and transformation. This simply means that the involvement of people in decision making results in the democratisation of the development process.

The research is grounded on the understanding of local government through local authorities which is a structure closest to the people and underpinned by three pillars which are governance structures, citizen engagement and participation and service delivery (Public Goods) as illustrated in figure 3 below.



Source: Local Government Report 2008

Figure 3: The three key Pillars of Good governance

Participation in every aspect is thus a decisive factor for the smooth functioning of democratic institutions. The ACPD (2003) defined democracy more broadly as the full participation of all citizens in political, economic, social and cultural decisions making through appropriate laws, policies, institutions, processes and attitudes in a way which promotes equality, the growth of individuals and the well-being of communities. Local democracy is basically about sharing power, decisions and resources fairly.

2.3.2 Local Government

Local Government is a product of devolution as a dimension of decentralisation. Gomme (1987: 1-2) defines local government as that part of the whole government of a nation or state which is administered by authorities subordinate to state authority, but elected independently of control by the state authority, by qualified persons resident or having property in certain localities which have been formed by communities having a common interest and common history. Meyer (1978:10) defines local government as local democratic governing unit within the unitary democratic system of a country, which are subordinate members of the government vested with prescribed, controlled governmental powers and resources of income to render specific local services and develop, control and regulate the geographic, social and economic environment of defined local area. One has to note that whilst local governments are actually not independent of central government control, they enjoy only relative autonomy due to the division of responsibilities for services between central and local government and it should be captured that the division of these responsibilities is a political or policy issue.

According to Mawhood (1993:66), local government is the third tier or level of government deliberately created to bring government closer to the grass roots population and gives these grassroots structures a sense of involvement in the political process that control their daily lives. The existence of local government has always been defended on the basis that it is a crucial aspect of the process of democratisation and intensification of mass participation in the decision making

process. It is furthermore argued that no political system is considered to be complete and democratic if it does not have a system of local government. There are several preconditions that determine successful relationship between central and local government as indicated by the World Bank (1989: 88) and Heymans and Totemeyer (1988: 6) which are:

- a) The need and urge for a strong system of local government in a democratic political environment and have a fair division of financial resources between central, provincial and sub district levels
- b) Design and implement formal and effective checks and balances between central and local government (monitoring and evaluation)
- c) Have a full and adequate consultation and regular flow of accurate information at and between all levels
- d) The full participation of each citizen, irrespective of race and gender at all levels of administration and government thus, the extension of democracy to all spheres of government
- e) Political and social harmony

Local government should be seen as the cornerstones in the structure of a democratic political system since it serves as a vehicle for intelligent and responsible citizenship.

2.3.3 The Concept of Good Governance

The intention of government is to promote good governance which is a process of administering the operation of government. According to Robert Rotberg (2009), Governance is the delivery of high political goods to citizens by governments of all

kinds”. In other words governance is performance which can be measured and government is the structure. The absence of citizen participation has resulted in deterioration of service provision. Government’s performance is measured using indexes. The index measures government’s performance in the delivery of the five political goods and you find participation being recognised as key. Good governance is the term that symbolises the paradigm shift of the role of Governments. According to some writers (Hyden and Bratton, 1992; Oluwu et al. 1999), governance speaks in a direct way to the ruler – ruled relationship. Governance is said to have three dimensions:

- i. The functional – governance deals with how rules are made, legitimised and enforced
- ii. The structural – it comprises of the three distinct institutions (the ruler or the state, the ruled or the society and the rules or laws). In essence then, governance embodies the quality of the relationship between the state and social institutions.
- iii. The normative – highlights the values associated with good governance which includes transparency, organisation, effectiveness, accountability, predictability, legitimacy, popular participation and plurality of choices.

More so, governance is not only about the ‘organs’ or actors as affirmed by Hasnat Abdul Hye. He goes further and states that “just as the dancer cannot be separated from the dance, the organs or actors executing governance in their respective spheres cannot be relegated to the background”. It has become a truism to say that ‘good governance is essential for successful development’.

Another school of thought, according to Abdellatif (2003:, 4) the UNDP defines governance as the “exercise of economic, political and administrative authority to manage a country’s affairs at all levels. It comprises mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences”. Good governance is therefore participatory and it ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision making over the allocation of development resources. By creating institutions through which groups articulate their interest, good governance therefore promotes the participation of citizens. Common definitions describe governance as a process by which power is exercised without explicitly stating the ends being sought. There are core characteristics of good governance as outlined by UNDP:

- a. Participation
- b. Rule of law
- c. Transparency
- d. Responsiveness
- e. Consensus orientation
- f. Equity
- g. Effectiveness and efficiency
- h. Accountability
- i. Strategic vision

While discussing about participation and good governance, democracy cannot be ignored. Good governance is therefore linked to democracy and democracy is then used as a vehicle to promote development. To be a democrat is to have faith in people, to believe that people have inalienable rights to make decisions for them and to be committed to the notion that all people are equal in some fundamental and essential way.

2.4 Local Government System in Zimbabwe (Policy and Legal framework)

Local authorities in Zimbabwe are democratically elected, autonomous bodies that are responsible for the demonstration of their areas of jurisdiction and for the provision of services and infrastructure to the rate payers. They have wide ranging powers and the authority to make by laws to regulate a variety of activities. These powers include the power to levy rates and charges on rate payers in order to raise revenue to cover the cost of council activities.

The judicial framework for local government is set in several pieces of legislation. The principal Acts governing local authorities in Zimbabwe are the Urban Councils Act and the Rural District Councils Act. The Acts set local authorities as separate and fairly autonomous legal corporate institutions. The main Acts for local governance purposes are the Urban Councils Act (chapter 29:16), Rural district Councils Act (Chapter 29:13), Communal Land Act (Chapter 20:04), the Provincial Councils and Administration Act and the Traditional leadership Act of 1998. In addition, there are a number of statutory instruments defining the legal parameters of

local government. Zimbabwe has two main types of local authorities, the Rural District Councils in rural areas and the Urban Councils in the urban areas. The Minister of Local Government, Public Works and National Housing is responsible for the administration of the above Acts but focus will be on the three which will be explained in detail in the session to follow. The Minister is answerable to Parliament for all matters relating to local authorities. The legislation provides for the Minister to intervene in council matters in the interests of good governance and public administration but in recent years, this has been viewed as an abuse of office as the Minister would at any given point suspend councillors or dismisses and Chief Executive Officers or Town Clerks. The minister being a political figure or appointee will obviously protect the interests of his or her party. This then defeats the concepts of good governance. Participation of various stakeholders becomes questionable in the process.

The Ministry of Local Government administers all the Acts and statutory Instruments promulgated in the local government area. The Minister retains a substantial supervisory role over all local government units (LGU) and enjoys the ultimate power of intervention and suspension of any local council. In fact, the main legal instruments of local government invest the President and the Minister of Local Government with the power to suspend or act in place of a local authority and the power to nullify some decisions of local authorities. The overbearing role of the Ministry in local governance is particularly evident when it comes to the implementation of the decentralisation programme, a project of government since

independence. According to the Thirteen Principles to Guide the Decentralisation Process adopted by Cabinet in 1996, the transfer of powers and functions by line ministries to Rural District councils is done by the respective line ministry concerned but the Ministry of Local Government coordinates and facilitates the effort. Local Government in Zimbabwe is governed by three pieces of legislation as provided for under the Constitution of Zimbabwe Amendment (No.20) ACT 2013 which is:

- a. Section 274: Urban local Authorities governed by The Urban Councils Act
- b. Section 275: Local Authorities for Rural Areas governed by The Rural District Councils Act
- c. Section 268: Provincial Councils governed by The Provincial Councils and Administration Act

2.4.1 The Urban Councils Act

This Act provides for the administration of the country's towns and cities. Urban Councils are ranked, according to their size and levels of development, into cities, municipalities, towns and local boards. Cities and Municipalities are managed by an elected Mayor, whilst towns and local boards have elected chairperson from among the elected councillors to preside over council affairs. There are twenty-two urban local authorities in Zimbabwe, the largest being Harare City Council and the smallest being Chirundu Local Board. The Town Clerks or Town Secretaries manages urban councils.

2.4.2 The Rural District Councils Act

This Act regulates the activities in the rural areas of Zimbabwe, including small settlements such as growth points. Council is run by councillors. The Council Chairperson chairs the Full Council meetings while on the Executive side, there are Chief Executive officers who are the administrators. Councils operate the committee system. While committee recommendations are forwarded to Full council for adoption as a resolution, it has been noted that it is assumed that thorough discussions would have happened at committee level and no amount of time is given to other members who do not necessarily sit in that particular committee to adequately contribute towards the motion during Full Council. In order to enhance accountability, transparency and civic participation, RDCs comprise of a number of committees which service council and these are provided for under Part viii of the RDC Act. Upon approval of the budget by council, the execution of the budget shall be the responsibility of the Chief Executive Officer of the council and supervised by the legislative council. Sub-section 2.6 of the RDC Act requires accountability, proper records of council finances and reporting during budget execution process.

The Constitution of Zimbabwe outlines the functions of Local Authorities as provided for under section 276 of the same constitution which says subject to this Constitution and any Act of Parliament, a Local Authority has the right to govern, on own initiative, the local affairs of the people within the area for which it has been established, and has all the powers necessary for it to do so. The Constitution further says that an ACT of Parliament may confer functions on Local authorities, including:

- a) A power to make by – laws, regulations or rules for the effective administration of the areas for which they have been established;
- b) A power to levy rates and taxes and generally to raise sufficient revenue for them to carry out their objects and responsibilities.

This obviously gives the power to local authorities to fundraise in consultation with the citizens. Contrary to this, the Minister can give directive to Local Authorities. In 2013, the Minister of Local Government directed all Local authorities to cancel all debts accrued up to July 2013. While the ministerial directive brought about relief to citizens who could not afford to pay rates to councils, this negatively affected the operations of councils as resource mobilisation efforts were shuttered. This clearly demonstrated the political interference in the administration of council. The debt relief issue could be an area requiring further research to establish the consequences that may have brought to the general public. Service delivery continues to be a challenge in all Local Authorities.

There are then some inconsistencies where Ministerial directives contradict what good governance entails. Local Authorities are now crippled and cannot afford to provide the required services to the citizens/rate payers. Citizen participation is not being taken seriously by government to the extent that citizens have resorted to advocating for residents associations in order to have their voices heard. The least is to say that residents were not consulted on the issue of debt relief neither were the

Local Authorities consulted for their input. Thousands of dollars were lost in the process.

2.4.3 The Provincial Councils and Administration Act

This Act provides for the co-ordination of Provincial development activities by the establishment of Provincial Councils. The Provincial Council used to be chaired by the Provincial Governor who was also called the Resident Minister and the title has since changed. S/he is now called the Minister of State for Provincial Affairs as provided for by the new Constitution of Zimbabwe Amendment (No. 20) ACT 2013. The current Constitution has established the Provincial Council which is now chaired by the Provincial Chairperson elected from the political party with the majority seats in the national assembly in the Province. The Provincial committee now serves as a mini Parliament comprising of all Members of Parliament from the Province and Chairpersons of Local Authorities, members of the Provincial chiefs Council and other members elected on proportional representation from their political parties. The Council will deliberate on all matters of development concerning the Province, which matters will be taken up to the Parliament for deliberations and policy formulation. This encourages the participation of citizens in making decisions and policies which affect them. The move has been viewed as a combination of devolution and decentralisation, of course with limited resources resulting in under funding.

2.5 The concept of participatory planning and budgeting

Civic engagement and negotiation are at the heart of the participatory planning process and the research draws on examples from around the world to show innovative ways this has happened elsewhere. Participation and consultation is quite key in shaping development in local authorities and government should be cognisant of the fact that technology is fast growing, making almost anything now possible. Communication system is one area which organisations have invested in. Almost everyone can now access information through internet.

One good move which has been cited by some authors is the use of technology because governance and societies have changed. Council strategic plans have to be negotiated with a range of different interest groups and these can be the public and private bodies if the plans are to be successfully implemented. At a local level, planning can no longer operate on a 'one size fits all' principle. Diversity is at the core of participatory planning. Community inclusion does not just happen, it has to be worked at and that means time and money will have to be invested into planning with communities. In particular, skills and training matter, not just for professional mediators, planners or engineers but for councillors and community organisations at large.

In the Zimbabwean system if government is to function properly, citizens must actively participate in its operations at all levels especially in the local government system. Local officials have both a responsibility and a stake in keeping citizens fully

informed about local programmes and activities and giving them clear guidelines to meaningfully implement local policies. The history, tradition and development patterns of local governance in Zimbabwe is based on a belief that a responsive and responsible citizenry will maintain a vigorous, informed and continuous participation in the process of local government. A basic principle, upon which the local government, with its broad home rule authority is constructed, is that local community values can be fostered and served (Oluwu: 2006). Assuring meaningful participation by citizens in governance issues at all levels in the face of complexity of contemporary society is one of the great challenges of African democracy. The individual citizen in the Zimbabwean local government system has numerous ways to influence policies and practices and they are given space to have a say in institutional issues. There are some avenues allowing for citizen participation in the local government system and this encompasses the following aspects:

- Local government elections
- Local authorities participatory budgeting
- Consultative forums
- Public hearings
- Open meetings of councils (Full Councils)
- Legislative bodies
- Be part of the Residents Associations for example the Harare Residents Association (HRT), Masvingo United Residents and Ratepayers Association (MURRA) and others

- Collaborative with Civil Society Organisations as well as the development Committees within local communities such as the Village Development Committees (VIDCO), Ward Development Committees (WADCO), Rural District Development Committee (RDDC)

2.6 Lessons learnt and Experiences of Local Authorities

One council which attempted to implement participatory planning and budgeting is Mutoko Rural District Council. The council made an impact as it demonstrated good governance by ensuring citizen participation. Implementing participatory budgeting practice has brought positive results to the entire community of Mutoko. Besides Zimbabwe having taken an initiative to pilot participatory planning and budgeting, other countries in Africa have implemented the concept and the countries include South Africa and Uganda just to mention a few. The local authorities in Zimbabwe introduced participatory budgeting as a strategy to get the citizens' voice in allocation of resources and monitoring their application.

In order to enforce applicability of the strategy, the government of Zimbabwe set the stage for participatory budgeting by creating an enabling environment for local authorities to operate. Local Government set legislation that promotes participation of stakeholders. The concept does not sound to be something totally new. At independence in 1980, Zimbabwe inherited a system of local government that was tripartite in structure is still being used. The only difference is that there used to be African Council responsible for the commercial farming areas but these have since

been abolished and replaced with the Rural District Councils. This was part of the reforms which local government went through. In 1984, four years after independence, government issued a directive which was instrumental in the creation of Village and Ward Development Committees as a basis for local initiatives in the formulation of development plans and proposals.

The directive was strengthened by the Provincial Councils and Administrative Act of 1985 which saw the appointment of Governors who were mandated with the coordinative, consultative, developmental and political functions. The councils comprised mainly of representatives of the various councils in the Provinces and technocrats in the committees, chaired by the Provincial Administrator. In 1988 parliament promulgated the Rural District Councils with a view to amalgamate district councils with rural councils, thereby establishing the Rural District Councils and this was effectively implemented in 1993 although the law came into effect in 1992. The major objective of the rationalisation sought to promote efficiency and effectiveness in service delivery. The Traditional leadership Act of 1999 sought to harmonise the relationships between the elected councils and the traditional institutions.

Mutoko Rural District Council has used traditional leaders in spearheading participatory budgeting as traditional leadership were involved in the budgeting process including revenue collection which by the way stood at 95% by then and Traditional leaders would get a plough back calculated at 10% of the total collection,

given back to the traditional chiefs. This was a clear indication that the traditional leadership was committed to contribute towards revenue generation for their council. This provides a historic overview of the steps that the government of Zimbabwe made to set preconditions for participation.

Any new innovations need support and in this regard, the Acts were used as great instruments. The RDC Act and the Urban Councils Act states that local authorities would advertise their budget in the local media and the question remains – how many people would access the newspapers in order for them to meaningfully contribute to the budgeting process. The Rural District Councils Act and the Urban Councils Act are silent on participation of stakeholders in the budgeting process. However law provides that it is a legal requirement that local authorities advertise their proposed budgets in the local press and they should discuss in the council any objections raised before submitting their estimates to the Minister for approval. As a step to create ownership of the budget and a buy in to the recipients of the services, the Ministry of Local Government has issued directives that enforce consultations and signed certificate of consultation has to be attached to the council's budget for the oncoming year before tariffs are gazetted.

There was some capacity building initiatives which were meant to strengthen participatory budgeting. The resultant impact from these good capacity building initiatives ushered in a new paradigm where stakeholders began to take a centre stage in the budget and planning process of the local authorities. These initiatives saw six

councils namely Gweru City Council, Masvingo Municipality, Gwanda Town Council, Mutoko Rural District Council, Chipinge Rural district Council and Chipinge Town Council piloting the local government programme. A lot of experience can be drawn from Mutoko RDC. The RDC initiated the participatory budgeting process and prior to 2001 after realising that it had faced continuous budget deficits and whenever council proposed or tried to raise tariffs and charges there were demonstrations from the community as citizens argued that they did not see any justification for increases as the council was failing to provide any quality services. Therefore by various civic organisations under the influence of the Mutoko Residents Association and the Informal Traders Association, took to the streets every year resisting and boycotting any increases and charges from the local authority. The confrontational relationship forced Mutoko RDC to rethink the way they were doing business and this resulted in the idea to experiment and implement participatory governance. The council resolved to take a new approach to its annual budgeting process thereby engaging the community in the process.

2.7 Local Authorities and local Government financing model

In Zimbabwe, as mentioned above, systems and structures were put in place by government and the challenge is on the implementation. The fact that citizens may not have been adequately involved or consulted, people including council and councillors shift blame to each other when things go wrong. It is imperative that citizens including the elected councillors understand local government planning processes and structures so that each individual knows their role and responsibility to

avoid blame shifting in case things go wrong. The Acts clearly define the planning structures in council which include the Village Development Committees, Ward Development Committees, Rural District Development Committee and the Provincial District Committee. Elected councillors have the mandate to establish the local structures especially the Village Development Committees.

In this regard, this is done by council before any general election through the communication which is issued by the District Administrator who represents the Minister of Local Government at district level. The councillors facilitate to ensure the processes are done to elect the VIDCOs but the actual selection is done by people at village level and presided over by the headman and not the councillor. Where headmen are not available especially in the case of former commercial farming areas known as resettlement areas, the selection process is presided over by the Village Chairperson. To further elaborate on the issue of VIDCOs, records of who constitute the VIDCOs for each area are available at the District Administrator's office countrywide. All local authorities are required to follow the planning calendar and timeframe as provided for by the ACT. Ward Plans are incorporated into the district plans and ultimately forms part of the national plan and budget for the country.

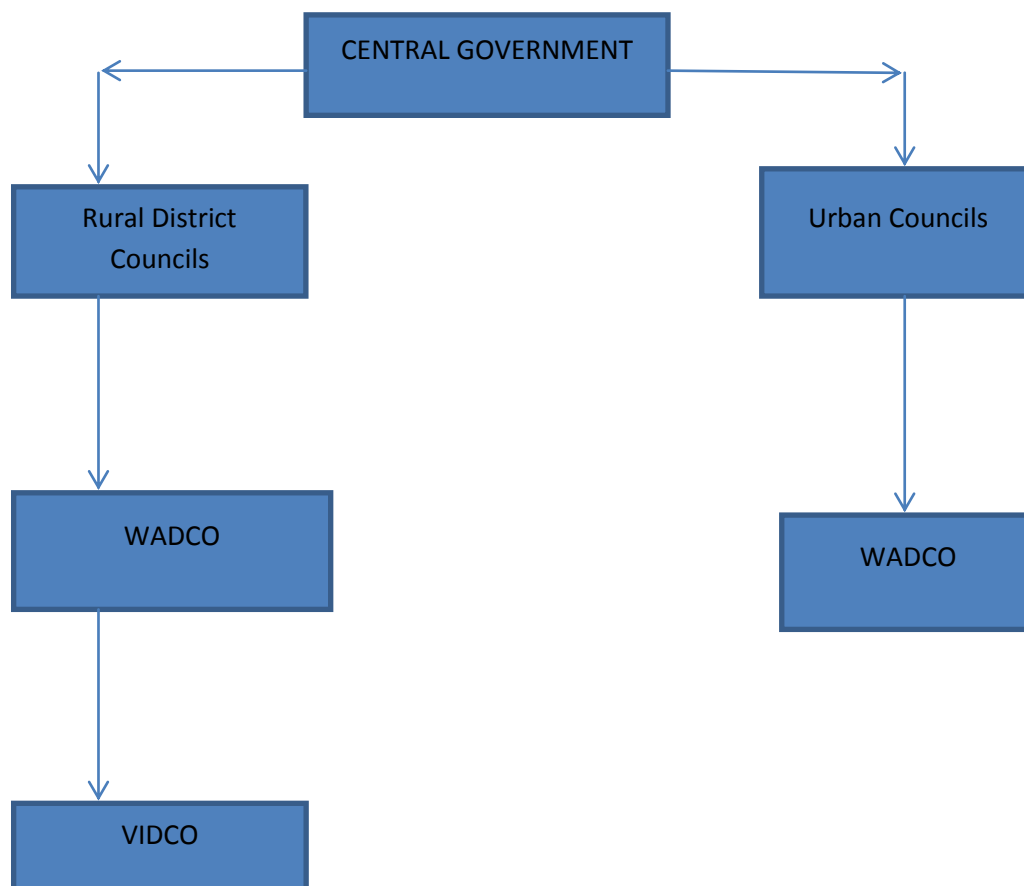
Table 1: Local authority planning calendar

February	VIDCO/Village Assembly Plans prepared
March	Ward Committees deliberate on the submitted VIDCO/Village Assembly Plans
April	RDC deliberate on the district plans (submitted from the Wards – WADCO/Ward Assembly)
May	RDDC - Technocrats at district level review the Plans for submission to Full Council
June	Rural District Council (Full Council) – Adopt the plans and submits to Province
July	PDC – receives plans from districts and further review them

Source: Makoni Rural District Council Strategic Plan

2.8 The Development Structure

The diagram below shows the current development structure for a rural set up:



Source: Ministry of Local Government, Public Works and National Housing Report: 2002

Figure 4: Local Government Development Structure

2.9 Role and Interface between stakeholders in Planning and budgeting

The information on the ground points to the fact that while there is need for citizens, civic groups and local authorities to work together, there is inadequate contact between the three parties. Some studies have shown that many low income or

minority individuals and groups feel that they have no voice in the society. They are not listened to even when they are asked for their opinions and this poses a great challenge. True participation means that everyone has a voice which must be acknowledged. Acknowledgement also implies having enough respect for one's opinion to argue with it. A truly participation process would include not only everyone being heard, but also everyone thrashing out ideas and this is what Local Authorities would not want. They shy any criticism. To have a meaningful participation, those with less education and status often need extra support, both to learn the process and to believe that their opinions and ideas are important and worth stating.

2.10 Chapter Summary

This literature review focussed on participatory planning and budgeting in local authorities and forms the basis for further analysis on how Makoni RDC is involving citizens in the planning and budgeting processes and the extent to which citizens are aware of the processes. Strengthening of civic participation in local governance has to do with the capacity of the local authorities to manage the processes. Participatory planning and budgeting is anchored on public engagement and meaningful participation by citizens as literature has shown that this has been introduced and is being practised as a concept in other continents for example in North America.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Introduction

In this chapter, the researcher discusses the methodology that was used to assess the collaborative nature of the Makoni Rural District Council's participatory planning and budgeting process. The chapter further discusses the research design or plan, the population, sample and sampling procedures, research instruments, data collection, presentation and analysis procedures. In order to assess the underlying thought-process for the creation of the methodology plan, the researcher developed some interview guides and outlined how he would conduct the interviews with various stakeholders and organised structures at different levels as part of the process. The interview instruments ranged from the questionnaires, guiding questions for Focus Group Discussions (FGDs) and also mere observation on attitudes and behaviour of the citizens. The responses to the interview questions inform the analysis and provide the full picture of what Makoni Rural District Council's planning and budgeting framework entails.

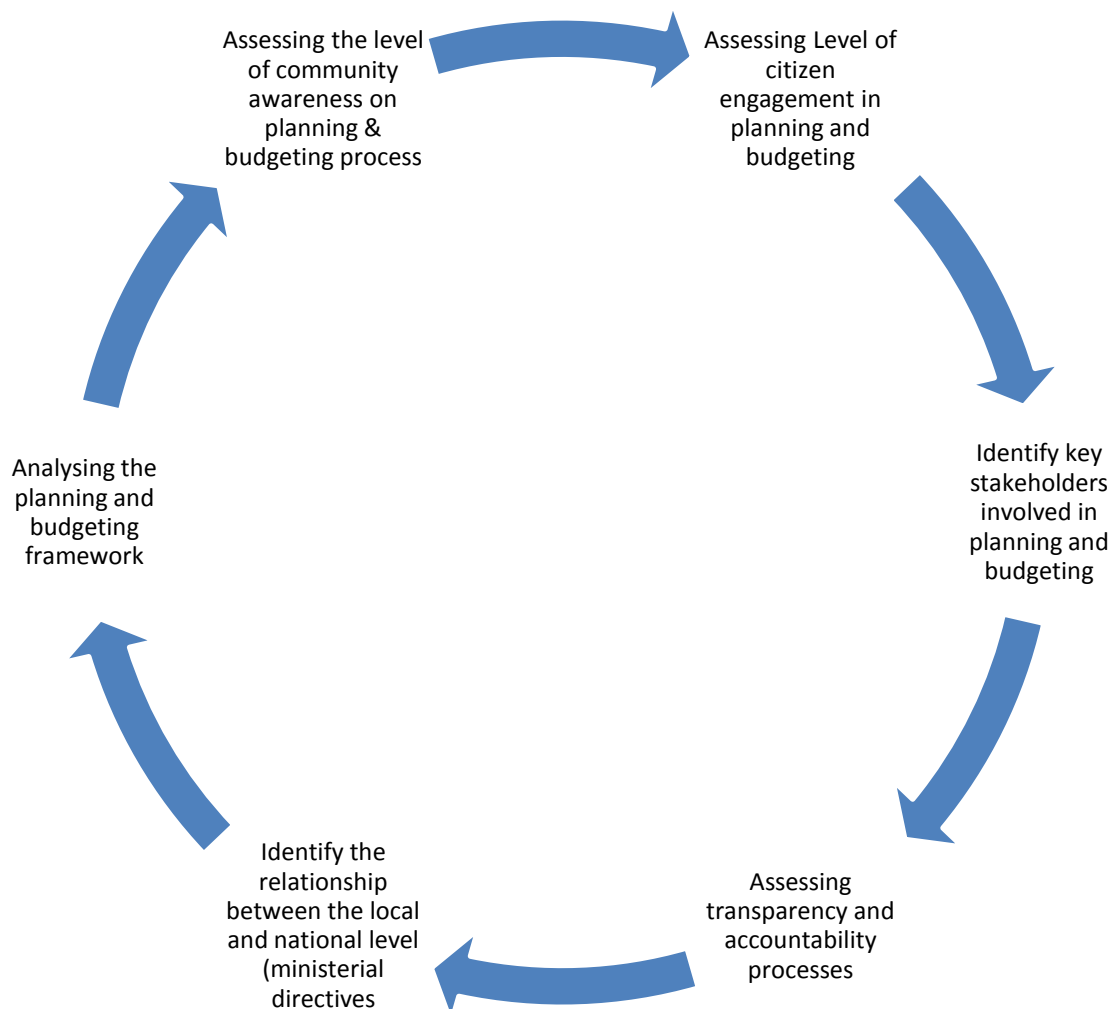
3.2 Research Design

The research adopted a largely qualitative approach to establish the level of civic awareness and engagement in planning and budgeting, identifying key stakeholders involved in planning and budgeting at village, ward and district level, assessing transparency and accountability mechanisms and planning and budgeting frameworks in Makoni district. Qualitative method was used in the study for the reason that it interrogates the *why* and *how* of decision making as compared to the

what, where and when of the quantitative. Qualitative involves a historical context, a critique in search of the deep structures of social events and relationships. To this end, the researcher had to use both research methods although he had a bias towards qualitative since the study is trying to explore attitudes, behaviour and experience through use of FGDs.

Cooper and Schindler (2003:146) define research design as a plan and structure of investigation so conceived as to obtain an answer to the research question. The research design was determined by the research questions which were formulated to address the research objectives. In this case, the study investigated the level of awareness and engagement of citizens in the planning and budgeting processes of Makoni rural District Council in Manicaland Province in Zimbabwe for the past five years (2010 to 2014) and the study looked at various factors and which included seeing whether citizen involvement contribute towards the success of the district. Of late, Makoni Rural District Council has been rated one of the most performing district in country.

The research was guided by the methodological framework, shown in figure 5 below.



Source: Methods for Development Work and Research (1994)

Figure 5: Methodological Framework

3.3 Population

A research population is generally a large collection of individuals or objects that is the main focus of a scientific query (Dey 1993: 67). Charles (1995) further defines population, as all the individuals that make up a designated group. Ghauri and Grenhang (2005:147) define population as, a total universe of the units from which the sample is selected. In this study, the focus is on Makoni Rural District Council in Manicaland. The target population was sixty two (62) and this includes those constituting the Focus Group Discussion (FGD). See table 2 below.

Table 2: List of targeted respondents

Type of respondents	Targeted Total Number	Data Collection
Traditional Chief	1	Self-Administered questionnaire
Village Heads	4	Self-Administered questionnaire
Council CEO	1	Filled in questionnaires
District administrator	1	Filled in questionnaires
District Education Officer	1	Filled in questionnaires
District Head - MoWAGCD	1	Filled in questionnaires
Councillors	3	Self-Administered questionnaire
SDC Chairpersons	5	Self-Administered questionnaire
3 VIDCOs of 5 representatives each	15	FGD
2 WADCOs of 5 representatives each	10	FGD
One Youth Group of 10 members	10	FGD
One Women Group of 10 members	10	FGD
Total	62	

3.4 Sample and Sampling Procedures

For a better understanding of a sample, it is defined as a subset selected from the population under study or investigation (Chimedza et al, 2001; Hanke et al 1994). It is not possible to collect information from the whole population but use a sample because of costs involved and time constraint. **Purposive sampling** was used in this study. In the first place, the research purposely selected Makoni Rural District Council because of its history of being one of the best council in the country. The other reason is that it is one council in Manicaland which has had a bigger number of women councillors compared to Rural District Councils. One would want to believe that being the best council would obviously translate to better service delivery and better service delivery entails full participation by the citizens. It could be that the criteria used by Local Government to assess performance do not necessarily have indicators on service delivery but rather focuses on the systems audit.

In coming up with the sample, the researcher was guided by the research objectives and the characteristics of the study population. The researcher purposely selected respondents based on an individual's relative position and role in the community. The researcher selected the most productive sample of respondents with knowledge of the research topic, local government experience and well positioned to work and promotes good governance. The researcher purposely selected those individuals who are or were involved in one way or the other in the council operations. Council provided a list of wards and names of councillors (those retained and those who lost) in the previous local government elections. The researcher picked on the two wards

mentioned above. At community level, the respondents were those who in one way or the other was linked to council business or operations for example government departments, the Chiefs, Business Community, Women & Youths. The district shares boarders with Mutasa, Nyanga, Mutoko, Murewa, Buhera and Mutare Rural. For the purpose of the study, two out of the 39 wards were identified i.e wards 16 with a fairly new councillor and 19 with a councillor who has been in the council for more than 10 years. One alderman was also interviewed who is a sitting councillor for ward 17. This variation brought in different viewpoints and the researcher was able to make an analysis on the research findings. The researcher wanted also want to ride on the vast experience gained by the councillors on how council conducts its business hence the justification for picking on the two wards.

3.5 Research Instruments

The researcher used a number of instruments to collect the data. Research instruments are data collection tools that are used to collect data for a research and these vary in nature. Firstly, the researcher used direct observation as a data gathering instrument because of its strength to overcome bias since respondents tend to behave in a natural manner especially when they are unaware that they are being observed and in most cases they give honest opinion. Secondly, the researcher used semi-structured interviews on the sampled group of respondents for reasons related to facilitating and soliciting of unbiased responses from the group of key informants on the issues pertinent to the study. Thirdly, the researcher used self-administered questionnaires because some of the target

population from which the data was to be gathered was geographically spaced across the wards in the district and would target individuals. This would ensure cost effectiveness and elimination of interviewer bias. The respondents usually feel anonymous and therefore give more honesty responses, thus enhancing validity and reliability of the research. Fourthly, the researcher used existing records of information to collect data on some pertinent issues that may be sensitive to respondents; Participants in decision making positions completed information on the structured questionnaires and returned the same to the researcher. The researcher used some guiding questions and self-administered questionnaires for the traditional leadership, councillors and the school development committee chairpersons. Focus Group Discussion (FGD) were used for the women groups, the youth's groups, the VIDCOs and the WADCOs.

The researcher used interviews because of the need to attain highly personalized data. This was so because the research intended to find out reasons, attitudes and behaviour of people towards participatory planning and budgeting. The interviews would also help the researcher further probe into areas he may not have understood as well as get the participants' opinion. Additional questions were asked where the researcher had not thought of in the beginning. The researcher would have wanted to pre-test the questionnaires, have a mini study or pilot study but because of limited time, this was not possible. On FGDs, the researcher had an interview guide which gave him direction in asking questions. According to Grinnell (2001:410), an interview guide is the list of questions, topics and issues

that the researcher wants to cover during the interview. This also gives the researcher a sense of order from which to draw questions from an unplanned encounter. The interview guide is particularly important in that it is used to explore, probe and ask questions which will elucidate that particular subject. The questionnaires were used for the Key informants who included the Chief Executive Officer, the District Administrators, and the Council Chairperson and Government departments. Self-administered questionnaires were for the councillors (Former and Present), Traditional Chiefs, Business Community representatives, Residents Association representatives and SDCs.

Over and above the use of structured questions, the researcher used other sources of information (secondary data) which included council records committee minutes, budgets, reports, ministerial directives etc. The Chief Executive Officer of Makoni Rural District Council and the District Administrator were so helpful and they provided the researcher with the requested information. See copies appended to this document. The researcher used the above documents because it was economic in terms of time and money and also adds value to the prior discussions as the documents can confirm, validate or dispute some earlier findings. Prior arrangements were made for the researcher to get the documents and make copies of such documents and returned to council the original copies.

3.6 Data Collection, Presentation and Analysis Procedures

As explained in the previous sections above, the researcher used a number of interview instruments for data collection. The interview guides had open ended questions so that there was room for the interviewee to provide additional relevant information. It was expected that varying information would come from the interviewees. Data was grouped according to the responses and then put into themes. The choice of data presentation was influenced by the research questions and objectives. The researcher hand delivered the self-administered questionnaires to the randomly selected sample of respondents to ensure that the questionnaire documents reached the right person that should be the respondent in this study.

On the other hand, the researcher did one on one interview with the respondents and this was aimed at ensuring reliability of the information. Secondly, the researcher had booked appointments with the other key informants that consisted of the traditional leadership, councillors and SDC chairpersons. The District Administrator, the Chief Executive Officer and government heads of departments were given the questionnaires and agreed on the time frame for completion of the forms and returning to the researcher. The researcher formally wrote to the council seeking authority to conduct the research and was given the permission (see letter of approval appended to this document). Proper procedures were followed during data collection. Mouly (1963:245) defines data collection procedures as “the steps taken in administering instruments and collection of data from subjects under study”. This involves the preparation, distribution,

administration and collection back of the research instruments. Interviews and data collection can be so sensitive exercise since it brings a lot of questions and memories in the hearts of the respondents and this may make it difficult to get data.

3.7 Limitations of the study

One limitation was on meeting with representatives of the Ratepayers Association. The key persons were not available despite the fact that appointment was made prior to the meeting. The researcher used his skills to try and mitigate further challenges as he took advantage of different platforms to interview the respondents. An appointment was made with the chief to meet in Marondera and it was a fruitful discussion. Prior to conducting the research, the respondents had indicated that they are more comfortable having the interviews on Fridays and Sundays because during the week the respondents would be busy in their fields. The researcher complied and managed to reach 90% of the targeted population. At the same time, the researcher took advantage of the councillors attending their regular meetings in Rusape to interview them.

3.8 Research Ethics

Different communities have different ethical considerations and the researcher took this seriously and considered this during the interaction with the respondents. Makoni district is one district which is sensitive when it comes to traditional

considerations, culture as well as party politics. The researcher paid attention and due respect to the sensitive areas highlighted above by having:

i. **Informed Concern**

The researcher ensured that all respondents signed a consent form (appended) to this document. The researcher also got permission from the respondents to participate in the study without coercing them to do so.

i. **A written approval letter by Makoni Rural District Council** authorising the researcher to carry out the study in their area of jurisdiction. An official letter was received from Makoni RDC, giving the researcher a go ahead to conduct the research (a copy appended to this document). My own application letter is also appended to this document.

ii. **A written recommendation letter from IPLG** (The institute issued the researcher with an official letter which would be used during the meetings with the respondents).

iii. **Confidentiality and Privacy.**

Assurances were given to those who participated in the study that the proceedings and findings will be kept with the strict confidentiality. Interview guides appended are very clear on the first paragraph that participation is voluntary and confidentiality will be assured and upheld. The researcher did not write or mention names of the respondents except where the respondent wanted his or her name to be mentioned.

iv. **Do no harm to yourself and the respondent's concept.** The research went on well and there were no situations where there were some disagreements.

The researcher conducted the study in a very conducive environment with support from everyone who mattered.

v. **No declaring of political bias**

Although the study required the researcher to ask some questions on how councillors and chiefs are perceived to be in terms of politics and their affiliation, no one got offended. They gave their honest opinion and this is covered in the findings.

vi. **Keep original recordings or notes** (The original documents have been filed and can be accessed by the Institute if need arises)

vii. **Promoting effective dialogue with the respondents**

It was clear that the research was purely for academic purposes and information provided would be confidential. The discussions were very helpful, educative and everyone contributed freely.

3.9 Chapter Summary

This chapter has discussed the research methodology and design, population, sample and sampling procedures, the research instruments such as questionnaires and personal interviews. The researcher has also outlined the processes which were involved during data collection, presentation and analysis procedures. On the methodology, it is very clear that the researcher also used the notes from his observations of Makoni Rural District Council's working group meetings to add further context on how the processes work.

CHAPTER 4 : RESEARCH FINDINGS, DATA PRESENTATION AND ANALYSIS

4.1 Introduction

This chapter presents the findings from the research carried out on participatory planning and budgeting in Makoni Rural District Council, Manicaland Province in Zimbabwe. The presentation of data will start with an analysis of individual respondents who were interviewed according to specific categories described in chapter 3 under the methodology and the respondents' opinions on the questioned issues about the Makoni Rural district Council's planning and budget processes. The analysis has been divided into five main themes so as to address and respond to the research questions and objectives outlined in chapter one. The research analysis focused on the following themes:

- i. Level of public awareness and engagement in the planning and budgeting process
- ii. The structures and key stakeholders involved in local government processes
- iii. Transparency and accountability mechanisms at every level including the sub district levels
- iv. The relationship between local and national level in budget formulation, implementation and monitoring mechanisms
- v. The planning and budgeting framework.

The researcher administered some questionnaires, conducted some semi-structured interviews and focus group discussions targeting the key informants among them was the Chief executive Officer, the District Administrator, traditional Chiefs, Women and youth groups, School Development Committee representatives, Councillors, VIDCO and WADCO representatives, Ministry of Primary and Secondary Education and Ministry of Women Affairs, Gender and Community development (all at district level). This was done for reasons related to soliciting objective and unbiased responses on the issues of interests for the research and consolidating the response from the respondents. The table below analyses the respondents.

Table 3: Targeted respondents versus the actuals reached

Type of respondents	Targeted Total Number	Actual Total Number Reached	Total %
Traditional Chief	1	1	100
Village Heads	4	3	75
Council CEO	1	1	100
District administrator	1	1	100
District Education Officer	1	1	100
District Head - MoWAGCD	1	1	100
Councillors	3	3	100
SDC Chairpersons	5	4	80
3 VIDCOs of 5 representatives each	15	12	80
2 WADCOs of 5 representatives each	10	9	90
One Youth Group of 10 members	10	10	100
One Women Group of 10 members	10	10	100
Total	62	56	90

Of the targeted 62 respondents, 56 participated and this giving a total of 90% of the respondents who took part in the study.

4.2 Research Findings

4.2.1 Level of public awareness and engagement in the planning and budgeting process

The UNDP (1997: 87) highlights that the institutions of governance must be designed to contribute to sustainable human development by establishing the political, legal, economic and social circumstances for the promotion of human rights. The UNDP further argues that all men and women should have a voice in decision making, either directly or through legitimate intermediate institutions that represent their interest.

The study established that while more women attends village and ward meetings called for by the ward councillor or the village head, they still occupy very few positions of decision making in both development structures and even in council hence their influence in planning and budgeting processes become very low. Women are strategically positioned in family set up and more importantly in community in general as they bear the burden of caring for the family and the environment in the community. This is why a group of women was interviewed to get their views when it comes to planning and budgeting in the council. Poor service delivery by council would negatively impact on women mainly hence the need for their voices to be heard and influence decisions on council rates or charges and the planning process.

The FGD with women revealed that women previously were disadvantaged in education hence could not compete against men. Secondly it is due to the ‘traditional’ attitudes that women belong to the kitchen and men including the traditional leadership do not value contributions by women yet in gender programming, everyone should be treated equally. In all the FGDs it was noted that it is women who vote or still give men leadership positions due to 'traditional' mind-sets which some local NGOs are working towards influencing change of attitude by communities. For example in the current council, out of a total of 39 wards in Makoni Rural District Council, there are only four elected women councillors whereas in the previous council, there were eleven women councillors. This is a drop in women representation and it also translates to the level of participation in the council.

On the part of youths, the study found that the participation of the youth in issues that affect their welfare and council business is very limited. A number of reasons were cited and among them was the issue of youth’s ideas not taken on board and in most cases there is no proper representation on the youth’s hence limited number of them participating. Youths also noted that adults plan for the youths and as a result, whatever would have been planned fail because there is not a buy in by the youths since the adults would not have consulted them.

One youth had this to share, “Planning and budgeting for youths activities should be done by youths themselves. We are the future tomorrow, future Zimbabwe and we have a role to play” said Precious who was among the youths who were interviewed on the 21st March 2014.

The study revealed that there are no forums in which the youth can articulate the issues that affect their lives. In ward 16 of Makoni Rural District Council, the study found out that youths are not even clear of their developmental needs and aspirations. The youths were found to be passive and contend with their present circumstances. They were also found not to be clear about the mandate and the functions of the Local Authorities and this confirms that they are not participating in council meetings. While it has been acknowledged that there are Junior Councillors in every ward, the relationship with the senior councillors is not of a cordial nature. It is just a structure which exists at ward level but not being made use of. Junior councillors are more of ceremonial in nature. Their engagement in council business is rather weak. One proposal which was put forward was that youths already working in various organizations should demonstrate that youths have a part to play and demand space and utilize every opportunity made available at various platforms or meetings.

On the other hand, councillors and council executives revealed that citizen participation and engagement is good considering the mentioned community support and contribution on council programmes. The researcher felt that strengthened community engagement and participation in the areas of strategic focus in nature will go a long way in improving the performance of RDCs. Councillors responded that citizen participation is good while RDDC members felt it is moderately weak. This suggests that when communities gather for budget consultation then the politicians (councillors) think participation is high. This suggests that rural district councils think consultations on budget formulation per se is equivalent to citizen participation.

Further the researcher observed that people who gather for these processes are likely to be those perceived to support the incumbent councillor and the affiliated party further questioning the notion of citizen participation in strategic processes that affect them especially in the planning and budgeting processes. Thus the researcher felt that mechanisms should be devised that ensure council taps the dormant expertise from the citizens for the benefit of the council and communities. Participation is aimed at creating space for people to debate issues and participate directly or indirectly in local and national priority setting, budget formation and delivery of services. Participatory decision-making is not always harmonious and may be contested, so conflict resolution mechanisms need to be in place to manage disagreements. According to David Boyer et al (2003), long term success and sustainability lies with the successful engagement of the local stakeholders and beneficiaries.

The central argument of this analysis is based on the premise that citizens have the right to participate in governance processes within their geographical boundaries, as enshrined in Article 21 of the Universal Declaration of Human and People's Rights and Article 13 of the African Charter of Human and People's Rights, both of which concur that "Every citizen shall have the right to participate freely in the government of his country, either directly or through freely chosen representatives in accordance with the provisions of the law". Consequently, it is on this premise that the author attempts to highlight the establishment of resident associations as a conduit through which residents can contribute to good and transparent governance within their local authorities, especially in budgetary processes which have attracted the attention of

residents as poverty took its toll among residents in recent years in Zimbabwe. With the increase in the call for the democratization of local governance, residents have begun demanding for participation in local governance as a way of influencing decisions in councils and improving service delivery.

4.2.2 Structures and Key Stakeholders/Actors involvement in the local Government Processes

While limited, there are real opportunities for interventions on the part of civil society organizations during the budget formulation stage. Intervention at this stage is particularly critical, since it represents a chance to influence decisions before they are made. CSOs should consider building relationships with council subcommittees, and working to understand which institutions or individuals are responsible for decisions affecting allocation of resources to given priorities such as increasing subsidizing drugs and medical supplies. This can help to make advocacy more targeted and effective.

4.2.2.1 NGOs/CSOs/CBOs Operating in Makoni district

The research established that there are fourteen NGOs/CSOs/CBOs in the district as shown in the table below:

Table 4: List of NGOs and CBOs operating in Makoni district

Name of NGO/CSO/CBO	Wards Covered in Makoni district
1. FACT Rusape	15, 16, 19 & 20
2. World Vision	14, 24, 26 & 39
3. Simukai Child Protection Programme	14, 24, 25, 28 & 39
4. Farm community trust of Zimbabwe (FCTZ)	1, 2, 3, 4, 5, 35 & 36
5. Batsiranayi Programme	28, 29, 30 & 31
6. GOAL Zimbabwe	All wards (Relief Programme)
7. Plan International	All wards (Relief Programme)
8. Seke Rural Home Based Care	14, 15, 24 & 39
9. FACT Mutare	All wards (Behaviour Change Programme)
10. Padare	Partner with MoWAGCD
11. Musasa Project	All wards (GBV)
12. Swedish Organisation for Individual Relief (SOIR)	35
13. Diocese of Mutare Community Care Programme (DOMCCP)	3, 9, 15 & 36
14. Blair Research Training Institute (BRTI)	15, 19 & 33

Source: District NGO Forum report 2013

While the above strategic partners of Makoni RDC are doing good work in promoting development, the research established that they lack coordination among themselves and also with the Rural district Council. Most, if not all the development

partners have established their own parallel structures and are to a very limited scope using ward committees. This widens the gap between themselves and the communities they are supposed to serve. This also brings about information gap with district authorities and in most cases miss on what NGOs are doing. Development partners are supposed to complement government efforts but their budgets are not reflected in consolidated annual budgets for Makoni Rural district Council and this gives a distorted picture of the resources mobilised and used in in the district. One would then wonder how communities can meaningfully participate if NGOs who have the resources are also side-lining the government recognised structures. On the same note, there is a District NGO Forum but it seems it is not effective in the coordination of its activities. Some organisations attend the council meetings but others do not and this was reflected in the council minutes. NGOs can play a very important role of being a mediator between council and the public or citizens in a particular village or ward. The organisations can also influence policy change and advocate for civic engagement in local government processes.

4.2.2.2 Council Committees

The Makoni Rural District Council has eight sub committees with at least a minimum of six members in each committee as illustrated under.

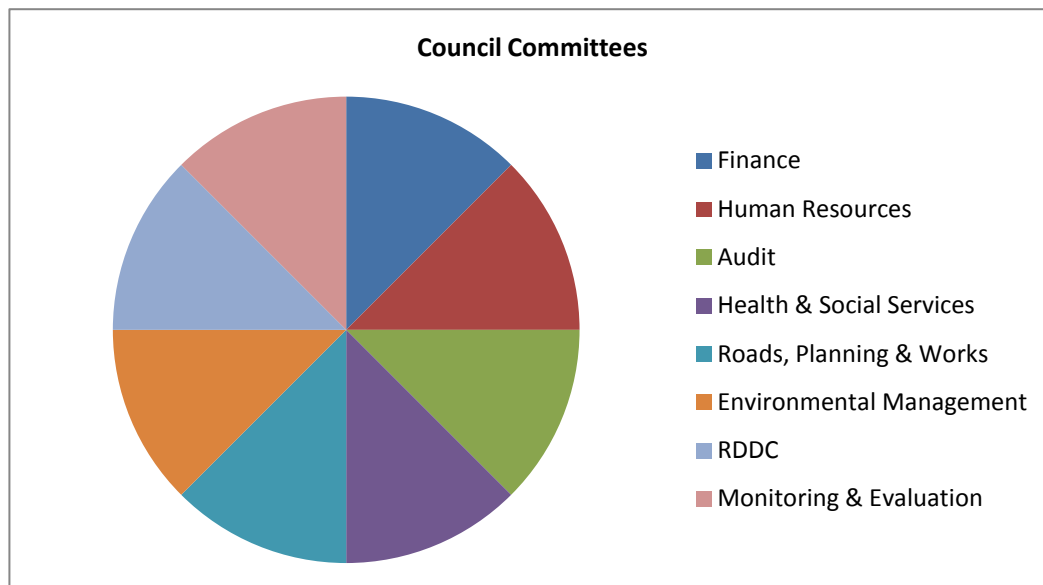


Figure 6: Makoni Rural District Council Committee in 2014

4.2.2.3 Other Local Sub district Structures

On the other hand, the researcher established that on the ground, development structures are in place but in some cases not fully functional and these structures are not linked to the structures at district level (the committees). For example in Makoni Rural District Council, instead of working with VIDCOs and WADCOs or Village Assemblies and Ward assemblies, it was reported that some Councillors bypass these and work through their cronies although they have a mandate to provide feedback on deliberations from the council meetings. New leaders normally do not want to work with existing structures. They dissolve those structures and develop new ones for their own self gain. It was reported that on several occasions during public meetings, councillors would go off agenda and start attacking members perceived to be from a different political party to his or hers. It is also observed that due to polarisation members of the public could also go to a meeting with a view of attacking the councillor mainly because he is from another party. In some cases, due to differences

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

One of the Strategic objectives of the Makoni RDC Strategic Plan (2009 -13) was to enhance the effectiveness of all Village Development Committees (VIDCOs) and Ward Development Committees (WADCOs) by 2013. Development partners such as FACT Rusape confirmed that sub district level structures such as VIDCOs, WADCOs and Child Protection Committees had been resuscitated in the district following efforts by the District Administrator. On the ground, communities confirmed the same but indicated that these have just been elected and they need to be capacitated through training on roles and responsibilities.

One respondent had this to say “We aim to ensure that all members of our community have a voice. We will make every effort to engage those who are traditionally underrepresented in politics, who face obstacles to participating, or who feel disillusioned with the political process. Through widespread and meaningful community engagement, we hope to increase public involvement in civic life in Makoni district” interviewed on 26th March 2014.

At council level, CEOs are responsible for overseeing budget formulation and implementation. The local heads of sector departments, the Council Management Team(CMT),provide technical inputs and are responsible for the implementation of their respective sections of the budget. Still at council level, the council,which is made up of elected ward councillors, has a key role in reviewing and approving the

proposed budget. Traditional leadership has a role to play in planning and budgeting in the council area. The study has revealed that Chiefs and Village heads know their roles and responsibilities as provided for in the Traditional Leaders Act. Besides the cultural obligations of preserving the culture, customs and norms, resolution of cultural disputes, they also have developmental roles of conserving the natural resources. They chair the Village Assemblies and Ward Assemblies as well.

The study has also revealed that there is a growing perception that Chiefs of today have become political figures. Chief Muswati Nyahada (Chief Makoni) was quick to dispel the assertion and said that Chiefs are supposed to be apolitical. They are agents of peace and work with the government. He went further to quote Chapter 1 of the Zimbabwean constitution on Bill of Rights which talks about one's rights to food and the Chief is there to ensure that every individual has access to food and other basic rights. While all the structures and systems have been put in place by government, the study has established that the modern political and the traditional structures also collide at the level of community leadership. VIDCOs and WADCOs derive their power, authority and mandate from the people and is expressed through the electoral procedure while the traditional leaders derive their authority from customary law. VIDCOs and WADCOs are formally recognized and receive backing even from central government while traditional leaders were not, until recently, accommodated in these planning units either as observers or as full members. Traditional leaders would lead the Village and Ward Assemblies. So, the VIDCO and WADCO chairpersons would clash with the village head, the headman and the

chief in various policy sectors like conservation of natural resources, allocation of land, and the collection of development levies. This then has a bearing on the planning and budgeting process. The local community itself is vulnerable to competing loyalties and allegiances in this confused arena, especially when you have two different structures of power running parallel to each other. The Traditional Leadership Act created other structures at the grassroots level and these are *Village Assemblies* and *Ward Assemblies*. The village assembly is made up of all adults in the village and is chaired by the village head and in this set up, the VIDCO becomes a sub-committee of the Village Assembly and has elected leaders. A ward assembly is made up of all the village heads and the ward councillor and is chaired by the headman. Both assemblies meet quarterly and chiefs supervise the village heads and headmen under their jurisdiction and are the final authority in that area. Higher up in the hierarchy is the Provincial Assembly that is chaired by a chief elected by other chiefs in the Province and deals with issues of provincial and national interest. It meets twice yearly. These chiefs also elect Council of Chiefs representative.

However, local communities have very little faith and trust in both the ‘democratically elected’ RDC Councillors and the traditional structures. Discussions held with the VIDCOs and the WADCOs revealed that the councillors do not represent the community. They represent the interest of their political party and their own personal interests. The respondents also confirmed that they have never been involved in local government processes. There seems to be no consultation. Council just impose levies on rate payers without their input.

One of the respondents said that there is absolutely no co-operation between communities and councils, and therefore no tangible development at community level. These structures are not functioning properly. We never attend meetings, or get any feedback from the local authorities. Most decisions in our ward are made by one person and we do not even see him.

The study has also established that although the VIDCOs and WADCOs were sensible innovations, with the exception of a very few, these structures have everywhere become mere empty shells. This was also confirmed by the Chief who echoed the same sentiments that VIDCOs and WADCOs have become just “white elephants” as they are not operational. The absence of a coordinated planning and budgeting process really affects decision making on priorities for the wards. It was explained and noted that the District administrator for Makoni district has directed all the Chiefs in the district resuscitate the structures. All the Chiefs received letters from the District Administrator to effect the resuscitation of VIDCOs and WADCOs and this has been considered as a priority area. The discussion with the Chief also noted that there are conflicts between councillors and the traditional leadership caused by ignorance on the roles and responsibilities of each. To make matters worse, Chiefs used to attend Full Council meetings as they were considered to be councillors in the previous constitution. The Chief said “Prior to the July 31, 2013, Chiefs were being recognized as councillors but now, there is no such provision in the new constitution. Chiefs are no longer obliged to attend the Full Council meeting; it is now out of one’s wish to attend. Council used to pay allowances to the Chiefs just like what they do to the Councillors but now the provision is no longer there”

The sentiments by the Chief suggest that there is going to be a big gap in terms of information sharing as the councillor will be the only person attending council meeting and giving feedback and there is no information triangulation which used to happen. While it was noted as a good practice to engage the traditional leadership structures, the views by some respondents seemed different. Most rural inhabitants are not comfortable with the enhancement of the powers and authority of traditional leaders. Clearly, there is presently a disconnection between the modern and the traditional structures of authority and attempts to harmonise the two have not been successful. In a bid to find a more lasting solution to these conflictual tendencies, Ministry of Local Government, the Association of Rural District Councils and some development partners like FACT Rusape and Farm Community Trust of Zimbabwe have developed some training programmes targeting local leadership including councillors. In some wards, VIDCOs and WADCOs trainings have been conducted.

4.2.3 Transparency and Accountability Processes

While issue of transparency and accountability is hard to measure, interviewees have expressed their amazement at how quickly many of the budget delegates have grasped the budgetary concepts put before them, as well as their role in the process. Additionally, interviewees have also expressed that other members of the community have engaged at a high level as well. Much more has to be done in terms of information sharing, use of modern technologies. Budgetary reports can be shared on social media or network so that everyone is given the opportunity to make comments on the expenditure versus the budget.

The study also established that in order to enhance transparency and accountability, there is need to establish and strengthen the oversight and monitoring role. There are various ways in which budget execution is monitored, controlled and evaluated. These processes are critical for enhancing accountability. Budget monitoring is or should be a continuous process which starts immediately after approval of the budget by the council and goes beyond just approval but even on the disbursement of funds to various committees, departments and projects. Whether participatory budgeting continues as an annual process or not, many of those interviewed expressed the hope that the process will encourage the citizens of Makoni Rural District council to continue their involvement in the budget, and other matters, into the future. The process has the potential to get those not normally involved, particularly youths, more involved in local government as well.

In addition, there is a public sector performance management system, which tracks the implementation of departmental strategic plans. Council departments on a quarterly basis publish financial reports to maintain transparency on actual use of public funds in line with the budget estimates approved by council. Unfortunately, these reports tend to be highly aggregated and presented in a format that is not user friendly to the rest of the citizens. In most cases they are written in English which becomes very difficult to interpret. Council has the Audit Committee which has responsibility for scrutinise and respond to audit reports by the Auditor General on Local Authorities. Civil society organizations and ordinary citizens can also conduct their own audits – sometimes referred to as “social audits.” Social auditing involves

mobilizing community members to monitor whether and how public funds are spent, and publicize the results in order to encourage greater accountability.

4.2.4 The relationship between the local and national level planning and budgeting formulation, implementation and monitoring mechanisms

Local Authorities are a creature of the centre which in this case is the local Government. The main objective of Ministry of Local Government is to ensure that there is improvement of quality, access and equitable delivery of public goods or services, particularly to the poor. These services are provided partly by government and 100% by the local authorities in their respective area of jurisdiction. The current Zimbabwean Constitution: 2013 now provides for Government to fund 5% of the national budget to Local Authorities, and as such, Local Government will monitor the utilization of the resources. One innovation that the Makoni RDC has done is to establish a District Monitoring and Evaluation Committee which is chaired by Local Government (Public Works department) to ensure adherence to rules and procedures as set out by the Ministry.

In terms of linkages with other institutions, there is one very good example which was cited during the research. It was the issue of access to education and trying to link the role of council on education related matters. Central government through Ministry of Primary and Secondary Education fund the education system together with the parents (SDCs) who manage the school development funds. Besides government managing schools, councils also are run schools in both urban and rural

areas. There has been no government grant to build schools in recent years. As a result there is a considerable backlog of school infrastructure at existing schools and in terms of new schools to cope with population movements with land reform and into urban areas. Population growth has also been witnessed in rural areas, which was also compounded by movement into new resettlement areas where the state has not been able to establish schools. Funding of schools is a joint responsibility between central government and parents/communities. In 1986 central government gave Councils the mandate to build and administer primary schools. This function was passed on with the expectation that per-capita grants from central government would assist parents/school communities to run schools. However, government has of late been only able to pay teachers' salaries whilst parents through the School Development Committees would pay for the support staff eg clerks and other axillary staff. Construction and refurbishment of the school infrastructure is also done by parents.

Recognizing their constraints, local authorities are now partnering with the civil society and faith based organisations like churches. For instance, Makoni Rural District Council is 'assigning' primary and secondary schools to religious organizations (churches like Anglican, United Methodist, Seventh Day Adventist, ZAOGA, Faith World Ministries, Roman Catholic and the Apostolic Faith Mission). The different denominations are being allocated schools to run in the District and for some they are allocated land on which to develop new primary and secondary schools. The District has also run 'back-to-school' campaigns for single mothers who

would have dropped out of school due to pregnancy. Communities in ward 16 and 19 confirmed that they had identified a number of challenges and presented some possible solutions during planning and budgeting sessions. The community is providing local available resources including their labour while Council offers planning and supervision services with the NGOs providing manufactured building materials. At the time of the study however, the coordination amongst the three institutions and the community appeared to have been cordial and making progress. Partnering with like-minded organizations has been identified as a key strength for community development. Pursuant to this, Kovach and Mandell (1990) agreed with Jeff Sacht who proposed partnership building as key factor for performance when they argued that local authorities are relying more and more on cooperation and networking with other governmental, non-profit, and private organizations to carry out their mandates.

On the same vein, the findings revealed that the administrative systems of Makoni Rural District Council and even the relationship between the council and the broader spectrum of stakeholders (such as non-governmental organizations, traditional leaders, district administration, provincial government, members of parliament, ZILGA and unions) is very good. The area that needs strengthening is coordination at community level (village and ward). The issue of maintain strong and sound internal and external relations was overemphasized by (Olowu and Smoke, 2005).

4.2.4.1 Impact of Ministerial Directives on Local Authorities

Ministerial Directives are often given to Local Authorities. This study has revealed that the directives are justified as the centre has standards that should be followed. One of the respondents went further to say that local authorities are autonomous but they should operate within the confines of the law. However, there are mixed reactions as some feel that the directives have derailed council programmes. Directives have no room for consultation and these are taken as they are and implemented. The researcher has cited one Ministerial Directive from the then Minister of Local government, Urban and Rural development dated 23rd July 2013 to write off debts by all Local Authorities for amounts owed to council by ratepayers for the period from February 2009 to 30th June 2013, see a notice in the form of a letter from the Minister appended to this document.

While it was a good move to have the debt relief on the part of ratepayers as it was meant to cushion individual ratepayers from the severe effects of the economic challenges experienced during the period 2009 to 2013, this had a negative impact on the local authorities because they lost revenue to the tune of millions. At the same time, to cover for the lost revenue, Government did not reimburse councils of the same amount. Ultimately this had an effect on service delivery as some of the councils had borrowed funds from the banks in anticipation that they would receive rentals, rates in the form of unit tax, licences and refuse charges from ratepayers. Banks continued to charge interest rates on the loan. This is one area that would need further research to establish the impact of debt cancellation in local authorities by

Government. The present arrangement where local authorities are subjected to directives of and control exercised by the central government, to some extent affects service delivery. One would prefer a scenario similar to that of South Africa where Subsection 154 (1) of Act 108 of 1996 provides that national government (and provincial governments) “must, by legislative and other measures, support and strengthen the capacity of municipalities to manage their own affairs, to strengthen their powers and to perform their functions”. It goes without saying that local authorities be dominated by central government but that their legislative, governmental and administrative institutions must be allowed to function with adequate autonomy and without undue interference.

4.2.5 Planning and budgeting Framework

The Local Government Finance Act of 1982 (as amended in 2000) sets out requirements for Local Government Authorities to meet while drawing up their annual estimates of revenue and expenditure. This Act, along with the Local Authority Financial Memorandum of 1997, requires each council to advertise in the media and/or post information on the council notice boards key information including receipts of funds from the government, expenditure, statements, budgets and signed audited accounts, tender advertised, as well as allowing the public to attend the full council meetings. While this could be the ideal situation, the study established that it can however be difficult to access this information, as it may be late, there may be several different versions of key documents in circulation, and some officials may try to keep some information hidden. On the issue of advertising

in the local newspaper, there are challenges which were cited. The distribution of newspapers is done mainly in the urban areas, towns and or growth points. Other remote areas are not reached hence the information gap and become barriers when it comes to civic participation. However, the table below shows the ideal planning calendar for councils and also where important planning and budgeting activities are done and information obtained which could help citizens identify where their input is needed.

Table 5: Planning and budgeting framework

Activity	Responsible Person and where to Access	Timeframe	Comments
Local Government Planning & budgeting Guidelines	Council CEO, Ministry of Local Government	November	Communication to local Authorities usually sent late
Indicative Planning figures for villages, wards & district (PSIP)	Council CEOs, Village heads, Councillor	January	Council communicates with the Councillors
Proposed Village Plan and budget	Village heads, Councillor	February	Councillors engage VIDCOs/Village Assemblies
Proposed Ward Plan & budget	Councillor, Chief, Council CEO	March	Consolidation of Village Plans to come up with Ward Plans
Proposed District Plan and Budget	Full Council, Council CEO, Notice Boards	May	Consolidation of ward plans to come up with a district plan

Publication of District Plan and Budget	Local Newspaper, Ward Centres and District Notice boards	June	Advertise in the local newspaper as required by law
Approved District Plan and Budget	Council CEO, Council Departmental heads, Full Council meeting, District Administrator, Notice boards	July	Implementation of the Operational Plan and budget
Quarterly Progress Report (Village, Ward & District level)	Village heads, Councillors, Council CEO, Council Departmental heads	Ongoing	Reports inform Council on progress made and identify any gaps and make recommendations for future planning

Source: Makoni RDC

4.3 Other issues that the researcher observed

The researcher noted that Makoni Rural District Council is quite stable and consistent in its operations. The Chief Executive Officer himself has been with the Organisation for twenty four (24) years and that shows he has vast experience in Local Government administration. He is also one of the main facilitators appointed by Ministry of Local Government; he trains other local authority across the country. This then confirms why Makoni RDC has been rated the best performing council in the country in 2012 and 2013. The five Chiefs in Makoni district attend the Full Council meeting although of late, because of the new constitution, Chiefs are no

longer considered as councillors as was the case prior to July 31, 2013. They now attend meetings as they see fit, out of willingness.

4.4 Chapter Summary

Development structures are in place but in some cases not fully functional. There is need for council and its development partners to carry out some training targeting the structures and spell out their roles and responsibilities. Councils and local citizens' organizations need to engage more innovatively with council staff becoming more proactive and visible to build community confidence to participate in council processes. Residents associations, youth groups and other such groupings require considerable capacity strengthening to support while creatively holding councils to account. Council should develop and use innovative mechanisms that boost public access to Full Council minutes, external audits and other reports to keep citizens informed and reduce mistrust; publicize schedules for Full Council meetings and other ward based meetings such as consultative and feedback meetings to enhance participation. The study concludes that though the laws establishing local authorities provide for much autonomy, the same laws permit central government to intervene in local authority affairs. The government has a very clear decentralization policy, which aims at empowering local authorities and local communities. Due to a number of reasons, notably, resistance from public servants, lack of political will, limited resources and challenged capacities of sub district structures, it has not been possible to make any significant progress in implementing the decentralisation policy.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter presents a summary of the whole study and identifies areas for further research. The chapter will provide clear and concise recommendations to Makoni Rural District Council and the broader spectrum of RDCs in the country on what can be done to ensure citizen engagement at every level right from the village level on participatory planning and budgeting. Makoni Rural district Council has potential to become one of the leading council in implementing participatory planning and budgeting and this would become an interesting crossroad for local government budgeting and citizen involvement. What comes of the process, and started with one local authority could lead to a boom of public participation in planning and budgeting by all local authorities throughout the country. Recognising the fact that rural local authorities do not operate in isolation and based on that, the research will provide recommendations as to what should be done by the various stakeholders as part of concerted efforts to ensure a deliberate effort to sustain meaningful engagement of citizens in service delivery and infrastructure development. The starting point being citizens engaged in from the initial stages of planning and budgeting processes.

5.2 Summary

To achieve the objective of my study, I started by introducing the process of participatory planning and budgeting, the unique situation that local authorities are in

and then explored on the current literature on the process and its potential success in the Zimbabwean situation, in particular for Makoni Rural District Council. Government officials, council officials, traditional leadership, women groups and youths, councillors, SDC members, VIDCOs and WADCOs were used as research subjects. The study was conducted in Makoni Rural District Council. A combination of qualitative and quantitative research design was used to identify different individual opinions and perceptions about participatory planning and budgeting although a bias was towards qualitative since the research focuses on attitudes and behaviour of people. Data was obtained using interview guidelines mainly composed of semi structured questions, questionnaires and the general observation. Focus group discussion was done for a women group and a youth group comprising of ten members in each group in the two wards where the study was conducted.

Since the overall purpose of the study was to establish the extent to which citizens participate in the planning and budgeting processes of council, the research analysis focused on the Level of public awareness and engagement in the planning and budgeting process, the structures and key stakeholders involved in local government processes, transparency and accountability mechanisms, the relationship between local and national level budget formulation, implementation and monitoring mechanisms and the planning and budgeting framework. The analysis was addressing the three main objectives of this study. Democracy functions best when more people participate in the democratic processes like developing village and ward plans or priorities. The research identified that citizen engagement in planning and

budgeting is rather low and there are a number of factors contributing to this. Among the factors are issues to do with political issues resulting in polarization, culture, lack of knowledge about human rights (right of association and the right to participate) and interference by central government in the day to day running of councils.

On the issue of participating in planning and budgeting, in spite of having the decentralisation policy in place which was meant to promote participation of all citizens in all spheres of development, this has not been fully supported at village level. Rather, people have tended to participate more in party politics as opposed to developmental issues. The reason is that political parties have vibrant structures up to household level. There are also issues of power dynamics at play. For one to be in council he or she has to come through political party system and campaigning done by the party but when they are now in council, the party ceases to exist and the councillor is left alone to mobilise the resources for the ward. The council may not be able to support all wards activities and the councillor becomes frustrated. The VIDCOs and WADCOs which were created by government failed to function because government never had the capacity building programmes for those structures and they lost interest. The study was quite interesting as it afforded the researcher an opportunity to meet with the real respondents who face the reality on the ground.

5.3 Conclusion

The findings of this research have shown that there are a number of factors which contribute to poor or low participation by citizens in different aspects on the planning and budgeting processes. The researcher has attempted to convert the challenges into areas of opportunities given that central government recognizes local authorities as autonomous bodies and this is supported the decentralisation policy. Strengthening of sub-district structures will obviously make a difference in civic engagement to discuss council business. Youths and women have so much interest not only in participating in planning and budgeting but to also be in the decision making bodies. Some aspire to be councillors one day and influence the status quo and have more voices coming from the citizens particularly those in difficult circumstances and in very remote areas which are poor. A number of recommendations have been put forward especially on the part of RDCs to be innovative and design programmes which will enhance or strengthen citizen and private sector or stakeholder participation and issues of corporate governance, planning and budgeting. Ultimately, once the recommendations have been implemented, local authorities might start to see improvement in service delivery and the provision of public goods.

5.4 Recommendations

The researcher came up with a number of recommendations as given under:

- a. Strengthening transparency and accountability mechanisms within councils**

The Rural District Councils Act requires that council operate in committee systems to ensure that no one individual makes decision on behalf of the whole board. As such, membership to the various committees is supposed to be done according to expertise and competence. Councils need to ensure compliance with the existing pieces of legislations, given that there is now a new constitution which has created new structures and has also tried to strengthen the existing ones. The Council Monitoring and Evaluation Sub Committee needs to be well resourced in order for it to effectively carry out its mandate.

Councils need to be responsive to the needs of the general populace and for this to be effective, councils (with central government and non-state support) should train communities and their organizations to articulate relevant issues and supported by policies (council resolutions and bye – laws). On the part of councillors and staff, they need to be trained in various strategic areas to enhance and sharpen their leadership skills. Councillors, staff and communities need training on Human Rights Based Approach (HRBA) and Monitoring and Evaluation and are equipped with modern participatory approaches which are currently in use and should know how to deal with a variety of stakeholders rather than treating communities as homogenous. Councils should embrace the national constitution, SADC and other protocols on citizen engagement

b. Planning and budgeting/Finance

The planning and budgeting should be multi-sectorial in approach if local authorities are to realize benefits out of the processes. Of late the local government system in Zimbabwe was not entrenched in the constitution as in other countries like South Africa, Sudan and Zambia. This entails that Treasury cannot directly apportion a certain quota in terms of the national budget to the councils. Now the new Constitution ushered in a new dispensation in terms of constitutionalisation of the local governance system in Zimbabwe. Constitutionalisation of the local government system will automatically enables councils to get 5% funding from the national budget but there remain serious advocacy efforts by the Ministry of Local Government and ZILGA to pressure the treasury to channel budgetary allocation to these lower tiers of governance. This researcher recommends that the ARDC through ZILGA to spearhead the efforts for treasury to account and provide clear fiscus guidelines and provide funding to councils. At the same time, plans and budgets of councils should be based on vulnerability assessments at community level and having council coordinating the resource mobilisation strategy. NGO Plans and budgets should form part of the council plans and budgets

C. Information, Communication and Technology

There is a saying which goes “knowledge is Power”. Communities need to be educated for them to contribute meaningfully in development programmes. To enhance this, it is recommended that Local authorities should create awareness on their policies and programs to enable women and youths to take advantage for their socio-economic, reduce Council-citizen conflicts and generally create an

enabling environment for their activities. Councils should develop and use innovative mechanisms that boost public access to Full Council minutes, budgeting consultations, external audits and other reports to keep citizens informed and reduce mistrust. Information can be shared on social platforms using internet, Whatsup and SMS since technology now allows for this in the modern days. There is need to publicize schedules for Full Council meetings and other ward based meetings such as consultative and feedback meetings to enhance participation. This can be done in liaison with other stakeholders. There is also need to simplify laws and translate them into local languages so that information is disseminated, accessed, understood and used.

D. Capacity development of Local Government structures and networking

The issue of VIDCOs and WADCOs need not be underestimated if development is to occur. Traditional leaders have a big role to play in ensuring that citizens participate in planning and budgeting and prioritizing their needs. The current constitution is now silent on Chiefs attending Full Councils. The role of Chiefs within the local government structures be articulated and specified in the relevant legislation relating to this sector in particular the Constitution of Zimbabwe and the RDC Act. There is need to establish VIDCOs and WADCOs where they do not exist and build their capacity where they lack the skills. Raising awareness with sub district structures should be prioritised.

5.4 Areas for future Research

The researcher recommends that future studies should try to establish the extent to which Ministerial directives impact on local authorities. Other area could be the need to carry out an assessment of knowledge and skills on policy making in local authorities. One can also look at the capacity of local authorities to provide gender sensitive service delivery. The above topics will obviously come up with recommendations that would help local authorities to improve on their mandates. Currently, some ministerial directives negatively affect the operations of councils for example the one issued last year just before elections on debt cancellation. They could be more.

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APPENDICES

Appendix 1: Interview Consent Form

I hereby consent to participate in an interview that will be used in part-fulfilment of a research study on participatory planning and budgeting in local authority, focusing on Makoni Rural District Council. The views and opinions that I am going to share will be used solely for the academic research.

Name.....

Identity Number.....

Signature.....Date.....

Appendix 2: Research Instruments (English Version)

Research Topic: Participatory Planning and Budgeting in Local Authorities.

The Case of Makoni District, Manicaland Province, Zimbabwe.

Introduction of the interviewer

My name is Peter Clever Matimati. I am a student at Africa University, studying towards attaining an Executive Masters In Peace and Governance. I am carrying out a research/study on Participatory planning and budgeting in local authorities and I am focusing on Makoni Rural District Council. This research forms part of the requirements for my master's programme. During the interviews, I would like to discuss with you on civic or public participation in council activities, the council budgeting process and your involvement, various structures which exist at village and ward level, reasons for different levels of participation, any barriers or challenges and opportunities to enhance civic participation.

Appendix 3: Questionnaire for Key Informants for technocrats

This questionnaire is for academic purposes only and all the information provided shall be confidential. Your assistance in the completion of this questionnaire will be highly appreciated.

Please read the questions and provide answers to the best of your knowledge. Please try and answer all the questions. Kindly provide additional information in the spaces provided or a separate sheet.

1. Sex : Male Female
2. Age:years
3. Marital status: Single Married
4. For how long have you been working for the council/Government?
5. When do the planning and budgeting processes start in the council?
.....
.....
6. What are the opportunities or challenges which you have observed when engaging the public to participate in planning and budgeting?

Opportunities

.....
.....

Challenges

7. Do you think elected Councillors fully understand their roles and responsibilities in the council, and are they confident? Support your answer.

-
-
8. Are there any feedback mechanisms for information sharing besides committee meetings and full Council? Yes/No. If yes, support your answer.
-
-
9. 9What is the frequency of your Full Council Meetings and how effective are they?
-
-
10. What is the proportion of men versus women in the council and how gender-sensitive are the male councillors in their language during meeting proceedings?
-
-
11. Do you think the council offers a good platform for the public or civilians to voice their concerns, relating to their specific wards on budget and other development issues?
-
-
12. What has been your budgetary threshold in the past five years by sector e.g. roads, education, health versus the administration costs? Any donor contribution?
-
-

13. Local Government directs local authorities (Ministerial directives) to perform certain functions. From your own perception or assessment, what can you say about these directives?

.....

.....

.....

14. To what extent does council support the operations of civil society organisations that promote good governance in the district?

.....

.....

15. Makoni RDC has been rated as one of the best performing councils in the country. What could be the factors which contributed to this?

.....

.....

Appendix 4: Key Informant Interview Guide for Councillors and SDCs

This questionnaire is for academic purposes only and all the information provided shall be confidential. Your assistance in the completion of this questionnaire will be highly appreciated.

Please read the questions and provide answers to the best of your knowledge. Please try and answer all the questions. Kindly provide additional information in the spaces provided.

1. Sex : Male Female
2. Age:years
3. Marital status: Single Married
4. When did you join Council?
5. What are the main duties and responsibilities of a councillor?

.....

Prior to contesting as councillor, were you aware of the roles and responsibilities of a councillor? Yes/No. If No, did you get any form of training to equip you to handle council work? If yes, who trained you?

.....

What has been your experience on planning and budgeting and meeting expectations of the electorate or citizens in your ward?

.....

6. How does council promote participation of residents or citizens in the governance of their rights in Makoni district?

.....

.....

7. Which Council Committee did you sit on (former) or you sit on (present) and what feedback mechanisms do you have with your ward in terms of planning and budgeting?

.....
.....

8. What is your working relationship with government departments, traditional leadership, VIDCOs and WADCOs?

.....
.....

9. How your ward plans and budgets are formulated (processes)?

.....

10. Have you ever witnessed or experienced any conflicts with other actors at ward and district levels? If any, how did you mitigate such?

.....

11. How does politics impact on the participation of citizens especially in your ward?

.....
.....

12. Which development structures do you work with at village and ward level?

.....
.....

Appendix 5: Key Informant Interview Guide for Business Community representative and & Local Residents Associations representative & SDCs)

This questionnaire is for academic purposes only and all the information provided shall be confidential. Your assistance in the completion of this questionnaire will be highly appreciated.

Please read the questions and provide answers to the best of your knowledge. Please try and answer all the questions. Kindly provide additional information in the spaces provided.

1. Sex : Male Female
2. Age:years
3. Marital status: Single Married
4. As a resident of Makoni district, what would you think are the functions of council?
.....
5. What is your understanding of the role of the councillors?
.....
.....
6. Do you participate in ward level meetings where council plan and budget? If yes, what has been your contribution to the plans and budget formulation?
.....
.....
7. Have there been some objections to the budget and if so, how has council responded?
8. How would you rate the service delivery offered by council? 1. Poor
2. Average 3. Good 4. Better 5. Best

9. If service delivery is poor, what could be the contributing factors?

.....

10. Do you think the council offers a good platform for the public or civilians to voice their concerns, relating to their specific wards on budget and other development issues?

.....

.....

11. What recommendations would you suggest to enhance citizen participation in council business?

.....

.....

12. As business community or Ratepayers Association, what has been your role in promoting good governance?

.....

.....

13. Any other information you would want to share?

.....

.....

Appendix 6: Interview Guide for Traditional leadership (Chiefs or Village heads)

This questionnaire is for academic purposes only and all the information provided shall be confidential. Your assistance in the completion of this questionnaire will be highly appreciated.

Please read the questions and provide answers to the best of your knowledge. Please try and answer all the questions. Kindly provide additional information in the spaces provided.

1. Sex : Male Female
2. Age:years
3. Marital status: Single Married
4. What are the main duties and responsibilities of a Chief or Village head?
.....
.....
.....
5. What is your working relationship with council and how does a Chief or Village head contribute towards the planning and budgeting processes of council?
.....
.....
6. How do you differentiate political party business from council business and your role as a traditional leader in society?
.....
.....

7. How do you ensure women and youths participate in development issues that affect council?

.....
.....

8. What is the role of a Chief in the VIDCO, WADCO and Full Council?

.....
.....

9. In your assessment, what would you say are the major opportunities or constraints which citizens experience when planning and budgeting in your village or wards?

.....
.....

Appendix 7: Focus Group Interview Guide (Women – RWA, Men & Youths)

This questionnaire is for academic purposes only and all the information provided shall be confidential. Your assistance in the completion of this questionnaire will be highly appreciated.

Please read the questions and provide answers to the best of your knowledge. Please try and answer all the questions. Kindly provide additional information in the spaces provided.

1. Name of group (where applicable)
2. Group membership: Males Females
3. What is your understanding of the role of traditional Chiefs and the council?
4. Have you in any way been involved in council planning and budgeting meetings called for by the councillor? If yes, what has been your contribution to the discussion and if no, why have you not been participating?
5. Do VIDCOs and WADCOs exist in your ward? If they do, what is their role in relation to council business?
6. What do you think should be done to improve on citizen participation in the ward or district?
.....
.....
7. In your opinion, what could be the opportunities and constraints/hindrances to planning and budgeting by the council?..
.....

Mibvunzoyandichabvunzaichangeichishandiswapakudzidzakwanguyezvatichakuruk
urapanozvichangezviripakatipangunemichete.Ivaimakasunungukapatichangetichikur
ukura.

- 107

womumabasaanosimudziraKanzurumunharaundamenyu?.....

.....

.....8.Mungatiudzawo

here basaraIshe kana SadunhumuhurongwahweVIDCO, WADCO
neKanzuru?.....

.....

.....9.Sekuzivakwenyu,

ndezvipizvinhuzvamungadekutiudzawozvingawazvipingaidzo kana
kutimikanainosanganikwanayonevanhupakurongahurongwahwenharaundahw
ebasanekushandiswakwemarimudunhumenyu?

.....

.....

**Appendix 9: Mibvunzokumapoka evechidiki, madzimainevarume
(Youths, Women & Men)**

Mibvunzoyandichabvunzaichangeichishandiswapakudzidzakwanguyezvatichakuruk
urapanozvichangezviri pakatipangunemichete. Ivaimakasunungukapatichangetichikur
ukura.

1. Zitarebokarenyu (kana riripo)
2. Huvanduhwevanhu: Varume Vakadzi
3. Sekuzivakwenyu, ndeapimabasa emadzimambo kana
masadunhunemasabhukupamwecheteneKanzuruyenyu?
4. Munombovaniswawo here
mikanayekuvawomuhorongwahwekurongapamwenekubvumiranakushandisw
akwemariyeKanzuru? Kana zvichiitika, ndezvipizvamunengemuchiitauye
kana musingaiti, ngeimusingaiti?
5. KunomunemaVIDCOs and WADCOs here? Kana ariko, mungtsanangurewo
here mabasaemapaziayamukufambiswakwebasareKanzuru?
6. Sekuzivakwenyu,
ndezvipizvamungafungakutizvingaitwekutimunhuweseangeanechekuitamuku
fambiswakwemabasanehurongwahweKanzuru?
.....
.....

7. Mukufungakwenyu, ndeipimikanaingawapo kana kutizvipingaidzomukubudanehurongwahwebudiriromunharaundamenyu?.

.....

Appendix 10: Recommendation letter from Africa University - IPLG



INSTITUTE OF PEACE LEADERSHIP AND GOVERNANCE

P.O. BOX 1320, MUTARE, ZIMBABWE - TEL.: (263-20) 66788/60075/60026/61611 - FAX: (263-20) 66788/61785 - E-MAIL: iplgsec@africau.ac.zw

12 March 2014

TO WHOM IT MAY CONCERN


Re: Permission to Undertake Research for Dissertation at Africa University

Peter Clever Matimati student registration number **118379** is a student at Africa University. He is enrolled in a degree program in Peace, Leadership and Governance and is currently conducting research for his project, which is required for completion of the program in June 2014. The research topic is **"Participatory Planning and Budgeting in Local Authorities: The Case of Makoni District, Manicaland, Zimbabwe"**. Peter is expected to undertake this research during the period January- April 2014 before the dissertation can be submitted to the Faculty in May 2014.

The student will share with you the results of this research after its approval by the Institute.

We thank you for your support and cooperation regarding this research.

Yours sincerely


Prof. P. Machakanja
Director

Appendix 11: Researcher's Application Letter to Makoni RDC

House No. 2553

Silverbow

RUSAPE

22nd November 2013

The Chief Executive Officer

Makoni Rural District Council

P O Box 255

RUSAPE

Dear Sir

RE: APPLICATION TO CONDUCT A RESEARCH/DISSERTATION IN MAKONI DISTRICT

The above subject refers.

I am a student at Africa University studying towards attaining an Executive Masters in Peace and Governance. I intend to start working on my dissertation.

The topic for my dissertation is: Participatory Planning and Budgeting in Local Authorities: The Case of Makoni Rural District Council, Manicaland, Zimbabwe.

I write seeking permission from your office to conduct my research/dissertation as part of my course in your district.

Thanking you in advance for your assistance.

Yours Faithfully

Peter Clever Matimati

Appendix 12: Approval letter from Makoni Rural District Council

423

MAKONI RURAL DISTRICT COUNCIL

All Communication to
be addressed to the
Chief Executive Officer

Our Ref:

Your Ref:



P.O. Box 255
RUSAPE
TELEPHONE: 2651
3470
FAX: 2596
RUSAPE
ZIMBABWE

19 March 2014

Mr. Peter Matimati ✓
House No 2553
Silverbow
Rusape

Dear Sir

Re: Application to conduct research in Makoni District

We kindly refer you to your letter of even reference dated 22 November 2013 regarding the above captioned subject.

Authority is hereby granted for Mr. Peter C. Matimati to carry our research in Makoni Rural District Council.

We hope you will make a copy available at the end of the research project.

Yours faithfully


E. M. PISE
Chief Executive Officer
EMP/skm



Appendix 13: Local government Statutory Instrument 22 of 2014

Local Govt
~~LEA~~ OS

MAKONI RURAL DISTRICT COUNCIL P.O. BOX 255 RHUSAPE 19-02-2014		Statutory Instrument 22 of 2014. Assignment of Functions (Minister of Local Government, Public Works and National Housing) Notice, 2014
Serial Number	Classification Code	

29

[CONSTITUTION]

It is hereby notified that His Excellency the President, in terms of section 104(1) of the Constitution, as read with section 37(2) of the Interpretation Act [Chapter 1:01], has assigned to the Minister of Local Government, Public Works and National Housing—

- (a) the administration of the Acts set out in the Schedule; and
- (b) the functions conferred or imposed on the Minister of Local Government, Public Works and National Housing save to the extent that those functions have not been assigned to some other Minister.

The Assignment of Functions (Minister of Local Government, Public Works and National Housing) Notice 2010, published in Statutory Instrument 39 of 2010, is repealed.

SCHEDULE

ACTS ASSIGNED TO THE MINISTER OF LOCAL GOVERNMENT, PUBLIC WORKS AND NATIONAL HOUSING

Architects Act [Chapter 27:01].
 Burial and Cremation Act [Chapter 5:03].
 Cemeteries Act [Chapter 5:04].
 City of Bulawayo (Private) Act [Chapter 29:02].
 City of Gweru (Private) Act [Chapter 29:03].
 City of Harare (Private) Act [Chapter 29:04].
 City of Mutare (Private) Act [Chapter 29:05].
 Civil Protection Act [Chapter 10:06].
 Engineering Council Act [Chapter 27:22] (Act No. 3 of 2008).
 Fingo Location (Distribution of Land) Act [Chapter 20:07].
 Foreign Missions and Agencies (Premises) Act [Chapter 3:01].
 Foreign Representatives Parking Privileges Act [Chapter 3:02].
 Friendly Societies (Repeal) Act, 1977 (No. 5 of 1977).
 Harare City Building (Private) Act [Chapter 29:07].
 Housing and Building Act [Chapter 22:07].
 Housing Standards Control Act [Chapter 29:08].
 Immovable Property (Prevention of Discrimination) Act [Chapter 10:12].

Appendix 14:

Ministerial Directive on debt cancellation

MINISTRY OF LOCAL GOVERNMENT, URBAN AND RURAL DEVELOPMENT

Telephone 263 4 790601
Fax 263 4 700859

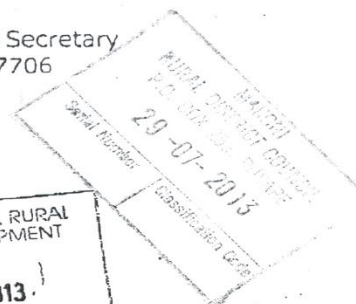
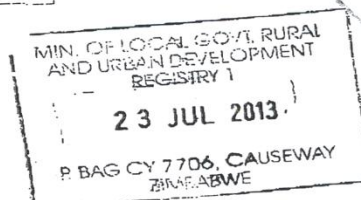
PLEASE QUOTE REFERENCE No
Reference: *Cx133*



Office of the Secretary
Private Bag 7706
Causeway,
ZIMBABWE

23 July 2013

TO: All Provincial Administrators
All Town Clerks
All Chief Executive Officers



DIRECTIVE TO WRITE OFF DEBTS BY ALL LOCAL AUTHORITIES

1. It has become apparent that the economy has not been operating optimally and in the process relentlessly unleashing severe hardships on the citizenry. Thus, from 2009, ratepayers have not been able to meet their obligations in terms of payment of taxes, rentals, levies and related charges resulting in an enormous and crippling debt burden frustrating the majority of the population.
2. Given the above circumstances, all Local Authorities are in terms of Section 133 of the Rural District Councils Act (Chapter 29:13) as read with Section 303 of the Urban Councils Act (Chapter 29:15) directed to write off debts in respect of rentals, unit tax, development levies, licences and refuse charges owed by individuals ratepayers as at 30 June, 2013. In the same vein, money owed by residents for rates, stands prescribed in terms of the Prescription Act (Chapter 8:13) as from February, 2009 to 30 June, 2013.
3. For avoidance of doubt, this directive is meant to cushion individual ratepayers from the severe effects of the economic challenges experienced during the period in question.

4. Please note that, corporates are expected to pay their obligations in full, and where they have challenges viable arrangements shall be worked out with the relevant Local Authorities.



Dr. I.M.C Chombo (MP)

Minister of Local Government, Urban and Rural Development

o.c Secretary

o.c Directors – Local Authorities

Appendix 16: Special Notice to Ratepayers of Makoni RDC

