

# BEYOND THE DISABILITY TEN POINT PLAN - UNLOCKING THE FISCUS FOR WOMEN AND DISABILITY RIGHTS IN ZIMBABWE



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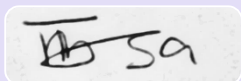


**Budget Monitoring and  
Expenditure Tracking: ICOD  
Zimbabwe's Fiscal Robot Model  
2021**

## Foreword for the Fiscal Robot

During the 2021 pre-budget consultations conducted by the parliamentary portfolio committee on budgets, ICOD Zimbabwe in consultation with women and girls with disabilities; and representatives from Disabled Persons Organisations developed the Disability Ten Point Plan – Priority Paper for the 2021 National Budget. This Disability Ten Point Plan provided the key budgetary aspirations and inclusive development trajectory that women and girls with disabilities contributed in a bid to make the 2021 National Budget gender sensitive and disability inclusive. ICOD Zimbabwe applauds the parliamentary portfolio committee on budgets and the treasury for adopting 60% of the key asks enunciated in the Disability Ten Point Plan which is a commendable stride. Following up to this positive development, ICOD Zimbabwe is launching the Fiscal Robot, a model which is deduced from the Public Social Accountability Monitoring mechanisms and approaches to track the 2021 national budget and beyond. This development is informed by the realisation that the national budget plays a pivotal role in ensuring progressive realisation and enjoyment of rights by women and women with disabilities. This concept provides in-depth insight on the various tools, mechanisms and methodologies that ICOD Zimbabwe will employ in conducting Budget Monitoring and Expenditure Tracking going forward. For this Fiscal Robot Model (FRM) to be effective, there is need for community engagement and capacity building as well as multi-stakeholder approach with technical and financial partners thus ICOD Zimbabwe is looking forward to fruitful collaborations with key stakeholders and partners in operationalizing this Fiscal Robot Model.

I would like to extend my gratitude to the ICOD Zimbabwe staff for developing this FRM which I believe is going to assist greatly in strengthening bottom-up and community led transparency and accountability mechanisms. On behalf of ICOD Zimbabwe board and staff, I am looking forward to effective implementation of this model through your support.



Talent Maposa  
(Executive Director)

## Table of Contents

Foreword for the Fiscal Robot Model .....	2
Table of Contents.....	2
The rationale for the Fiscal Robot Model.....	3
The Fiscal Robot Model Techniques and Approaches .....	4
The Hallmarks of the Fiscal Robot Model.....	5
The FRM and Public Social Accountability .....	5
Conclusion .....	6
About ICOD Zimbabwe .....	6
Contact Us .....	7

## Introduction and Background

Budget proposals by the government doesn't necessarily translates into national outcomes for women and women with disabilities. For quite a long time, budget performance review has been characterised by huge discrepancies and variances manifesting from budget modifications, reprioritisation and re-appropriation of the national budget during the budget implementation stage of the national budget cycle in Zimbabwe. For the 2021 national budget, ICOD Zimbabwe has developed a Disability Ten Point Plan – Priority Paper which sets disability and women's rights at the heart asking the treasury to take all the necessary measures to ensure full application of disability and women's rights, which should be translated into better outcomes for women and women with disabilities' (WWDs) lives.

The obligations require women and WWDs' voices to be considered during preparation, approval and implementation of both local and national budgets. To this end, ICOD Zimbabwe is committed to the fulfilment of women's rights and it is working to support the implementation of and strengthen the social accountability mechanisms for monitoring women and WWDs' budgetary aspirations based on the Disability Ten Point Plan. Thus, ICOD Zimbabwe has developed this Fiscal Robot Model (FRM) to actively track, analyse and monitor the implementation of the adopted Ten Point Plan aspirations in the 2021 national budget for Zimbabwe. The Fiscal Robot Model is drawn from the extensive body of knowledge and experience accumulated by ICOD Zimbabwe on Social Accountability Monitoring (SAM).

This FRM is themed "**Unlocking the fiscus for women and WWDs in Zimbabwe**". It was developed with the necessary tools and information about the mechanisms which can be used to advocate and influence the decision makers on the allocation of resources for the realization of women and WWDs rights. The Fiscal Robot Model provides a solid basis for understanding and initiating disability and gender centred budget analysis through introducing some participatory methods and tools that have proven to be effective in other countries in the world such as Albania, Uganda and Ghana. The model follows a gender sensitive and disability inclusive approach, including a presentation of tools and methods adapted specifically to facilitate monitoring and tracking of the Disability Ten Point Plan Priorities.

This model has been developed with the recognition that it does not only provides important ingredients necessary for effective monitoring of and advocating for implementation of Ten Point Plan Priorities but also requires high level of agency and empowerment as well as good planning and facilitated actions of all the stakeholders such as women and WWDs, civil society organisations, policy makers, line ministries, development partners and other groups of interest to join their efforts in advocating for disability and women's rights. Therefore, disability and gender budget analysis is a process that aims to identify what resources were allocated for realization of women's rights and how were those resources used to benefit women, with a particular view on the most vulnerable groups of women such as women in farms, mines and women with disabilities. To this end, key findings from the Fiscal Robot will feed into an effective communication and advocacy strategy to ensure adequate resource allocation for women and women with disabilities and; better governance and budget management from the government of Zimbabwe.

## The rationale for the Fiscal Robot Model

- Women and WWDs issues most often receive less attention and are given low priority in the national and local budgets. More importantly, even when allocations are made towards women and WWDs' programs, it ends up delivering much less than what was supposed to.
- An ability to analyse national and local budgets, with a proper understanding of the budgetary processes, allocations and outcomes is crucial for Community Based Organisations. Analysing budgets gives the means to create effective advocacy strategies for seeking more commitment from the government and local authorities, holding it accountable, and ensuring more effectiveness and transparency in the expenditures.

- People centred budget analysis has emerged as an effective tool for monitoring budget implementation. This calls for systematic rights-based budget monitoring and expenditure tracking.
- Women and WWDs are not aware of the budget cycle and its processes, and this has been resulting in limited participation in budgetary processes and poor service delivery.

## The Fiscal Robot Model Techniques and Approaches

The FRM shall adopt the following Social Accountability Monitoring tools or techniques in Budgeting and Public Expenditure management:

**Participatory Budgeting (PB)** is a process through which citizens participate directly in the different phases of the budget formulation, decision making, and monitoring of budget execution at various levels of governance, from local to national. It also improves responsiveness of budgets to women and women with disabilities' issues whilst at the same time promoting ownership and sustainability of public spending decisions. Through this Fiscal Robot Model, ICOD Zimbabwe's aim is to ensure effective participation of women and WWDs at all stages of the budget cycle.

**Independent Budget Analysis (IBA)** is a process of analysing the extent to which government budget priorities are effectively responding to issues and needs of women and women with disabilities as highlighted in the Ten Point Plan. In line with the FRM, this analysis will look at budget processes, outputs and potential impacts on the realization of women's rights. A budget is considered gender sensitive and disability inclusive, if among others it contains measures that directly contribute to the realization of women's rights.

**Budget Impact Assessment (BIA)** is a process of economic analysis of the efficiency, economy, equity and effectiveness of budget proposals and thrusts put forward by the government to address the budgetary aspirations of women and women with disabilities.

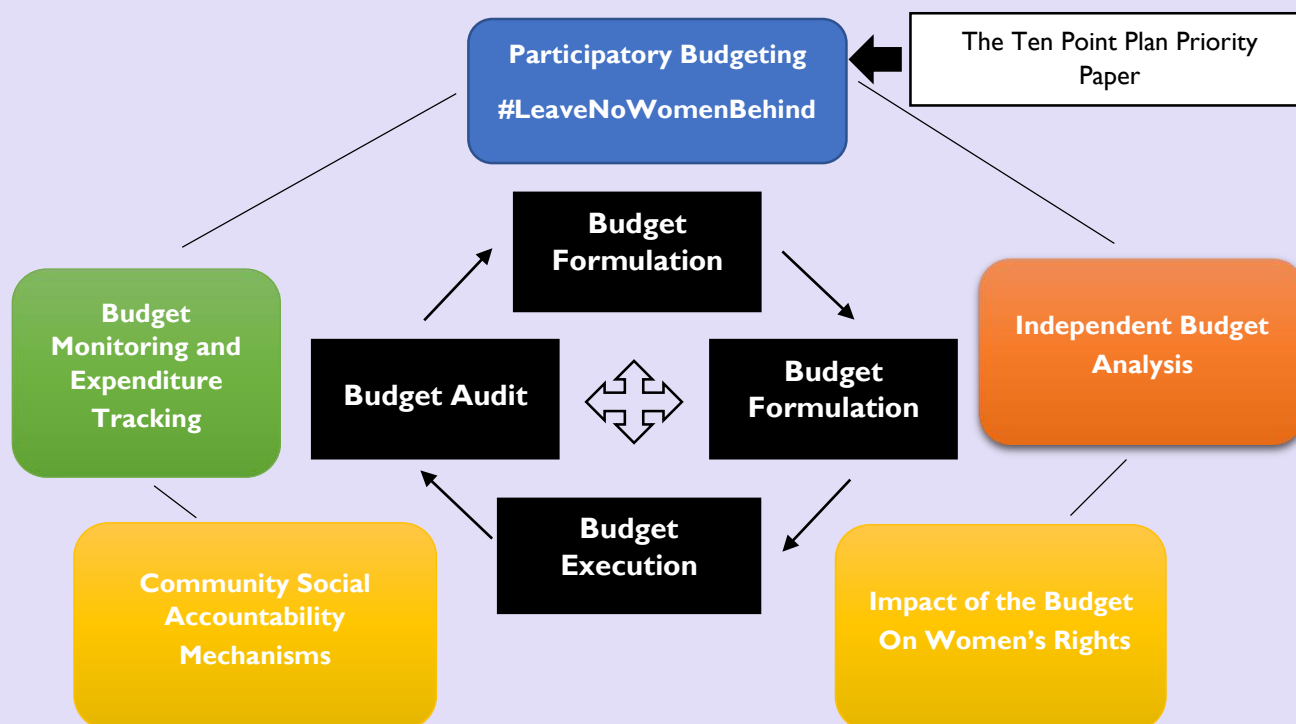
**Public Expenditure Tracking (PET)** is a process of the Fiscal Robot which shall be used to monitor budget execution by means of tracking flows of public resources for the provision of quality services that women and WWDs are demanding.

**Community Score Cards (CSC)** is a community-based technique that is used to conduct the social audit by monitoring delivery of quality services for women and WWDs. Through this Fiscal Robot Model, ICOD Zimbabwe will use CSC to exact social and public accountability and responsiveness from service providers.

ICOD Zimbabwe shall adopt the above techniques using the Fiscal Robot System which give signal if the developments aspirations adopted by government is being implemented and translating into quality service delivery. The Fiscal Robot System is going to be used as a follow-up mechanism to the Ten Point Plan that ICOD Zimbabwe submitted during the 2021 National Budget Consultations.

## The Hallmarks of the Fiscal Robot Model

The FRM provides insight on what, when and how women and WWDs are able to amplify their voice, influence decision making, and monitor execution and outcomes of the budget throughout the year. Some tools can be used throughout the cycle whilst others are more focused on specific phases in the cycle. The mechanisms and tools present the hallmarks of the FRM as elaborated below.



## The FRM and Public Social Accountability

Table 1 shows the nexus between public social accountability and the FRM. It provides the social accountability questions that the robot will be checking at each stage and FRM tools that shall be used by ICOD Zimbabwe, stakeholders, women and women with disabilities to demand accountability for budget decisions.

**Table 1: Nexus between FRM and Public Social Accountability**

Stage of the Budget Cycle	Key Accountability Questions	FRM approach or tools
Stage 1: Policy Direction setting	To what extent do fiscal policy guidelines and budget frameworks such as the Pre Budget-Strategy Paper reflect the best interests of women, policy commitments to women and other standards set out in national and international policies?	Participatory Budgeting Independent Budget Analysis
Stage 2: Budget formulation and Enactment	To what extent are issues of concern to women and WWDs reflected in fiscal policies and budget estimates?	Participatory budgeting. Independent Budget Analysis
Stage 3: Budget implementation	How well is the money meant for women and WWDs being spent?  Are there improvements in the provision of services for women and WWDs?	Public Expenditure Tracking  Community Score Cards

For all the budget stages, ICOD Zimbabwe will employ a FRM technique or tool as indicated in Table 1. The FRM is going to use three colour codes signifying the implications of the findings from the technique being employed at that stage. Below are the Robot Codes and its interpretation or implication, as well as the action that ICOD Zimbabwe and other organisations are supposed to play. This system generates enough evidence which supports the lobby and advocacy for progressive prioritisation of women and WWD's issues through national and local budgets. However, it should be noted that the model requires capacity building of CSOs and the citizens who shall be engaged in applying the FRM techniques and tools. ICOD Zimbabwe will use the Ten Point Plan Priority Papers as the reference point for applying this FRM. **Table 1** shows the colour codes, implications and key action to be taken:

Colour Code/ Robot	Implications	Action to be taken
	Retrogression in fulfilling commitments and prioritisation of women and disability issues. The aspiration has not been implemented or the budget submission has not been considered.	<ul style="list-style-type: none"> <li>▪ Petitioning the parliament.</li> <li>▪ Resource mobilisation to fill the gap.</li> <li>▪ Demand for political will.</li> </ul>
	Sub-optimal budget prioritisation of women and WWDs issues. Here the budget is not adequately addressing the aspiration/ need as in the Ten Point Plan Priority Paper	<ul style="list-style-type: none"> <li>▪ Lobby and Advocacy</li> <li>▪ Stakeholder engagement</li> <li>▪ Scaling up of the intervention.</li> </ul>
	Progressive fulfilment and prioritisation of the women and disability issues. Here, the Budget is sufficiently facilitating the realisation of women's rights through quality service provision.	<ul style="list-style-type: none"> <li>▪ Strengthening of the reforms and initiatives.</li> <li>▪ Building resilience and sustainability plans.</li> </ul>

## Conclusion

Influencing budgets through submission of priority papers such as the Disability Ten Point Plan is a necessary but not sufficient condition to advance the realisation of constitutionally provided rights of women and WWDs. ICOD Zimbabwe has therefore developed this Fiscal Robot Model to monitor and track national and local budgets throughout the entire budget cycle. ICOD Zimbabwe is going to triangulate the findings with other national and international budget frameworks such as the Open Budget Surveys (OBS) results and the Country Policy and Institutional Assessment (CPIA) findings. The Fiscal Robot is going to be produced twice a year that is after the year Mid Term Budget Review and at the end of each year after Budget Performance Reviews by the Ministry of Finance and Economic Development. This model shall be employed for the 2021 fiscal year using the approved/ enacted budget and the Zimbabwe Infrastructure and Investment Programme 2021 which is an annexure to the 2021 national budget. Other key policy blueprints such as the National Development Strategy 1 are going to be used to substantiate the analysis.

## About ICOD Zimbabwe

ICODZIM is a woman led and founded organisation for women. The organisation seeks to achieve gender equality by empowering women and strengthen their economic position. Our interventions attempt to address gender norms and equality early in life, before gender stereotypes become deeply ingrained in marginalised women. ICODZIM therefore promotes women's rights by creating platforms for women to amplify their voices and influence policies and decisions which affect them for socio-economic transformation of the lives of women.

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