Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

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Donate Ndou

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………………………………………………………………………………………………

PERMANENT ADDRESS

Swereki Primary School

P.O Box 170

Beitbridge

CONTACT DETAILS

 0776411281

donatndou@gmail.com

STUDENT'S DECLARATION

This piece of work is a product of my own tireless endeavor; it was not copied anywhere and as such it is fresh and original. The works of other scholars were used to substantiate arguments in this dissertation and they were all acknowledged.

Signature………………………..Date…………………………….

Name: Ndou Donate

Registration Number: R115878C

SUPERVISOR'S DECLARATION

I confirm that the work reported in this dissertation was carried out by the candidate under my supervision as the University supervisor. This dissertation has been submitted with my knowledge, consent and approval.

Signature………………………………Date…………………………………

Mr. A.F.Chikerema

Department of Politics and Public Management

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

DEDICATION

This work is dedicated to my late mother, all my uncles and my maternal grandmother. To my mother, I wish she was here marveling at the achievements of her wonderful daughter. To all my uncles and maternal grandmother, I sincerely thank you for your unwavering love and support.

ACKNOWLEDGEMENTS

ABSTRACT

The subject of citizen participation has been a bone of both administrative and development contention and it is believed that if the participation is effective, development attempts will as well be successful. When Zimbabwe gained independence in 1980, the Government paid much attention in trying to revive the Local Government system in an attempt to redress the unfairness of the colonial Local Government system through formulating legislations and structures that facilitate grassroots participation. These include among others the 1984 Prime Minister's Directive that was implemented through the Provincial Councils and Administrative Act; the Urban Councils Act; the Rural District Councils Act and the Traditional Leaders Act. With these legislations and structures on paper, local authorities are still ineffective and inefficient in initiating and advancing development activities most probably because of lack of formal structures. Khami district is used to investigate the failures of local authorities in their development attempts by determining whether formal structures are useful in development planning. The objectives of this study are to assess the impact of using resident associations as participatory structures; to determine the usefulness and effectiveness of VIDCO/NEDCO/WADCO structures in coming up with plans that are relevant to local needs; to understand if formal structures are important in facilitating citizen participation in development planning and to find out whether the establishment of such structures can improve citizen participation in Bulawayo as a whole. The research adopted a qualitative research methodology and a descriptive design. Interviews and questionnaires were used as research instruments to collect data targeting 10% of the 18 450 total population of Khami district. The research findings reaffirmed that the failures of local authorities in advancing development activities is due to their reliance on politicised civil society organisations as participatory structures. Also, the research established that formal structures that has been introduced in Khami district has been quite successful and as such they are useful, effective and necessary in facilitating citizen participation in development planning. According to the research findings it is possible for such structures to change the face of development in Bulawayo as a whole. The researcher recommended the need to amend the Urban Councils Act to make a provision for participatory structures in urban local authorities or to harmonise the Urban Councils Act and the Rural District Councils Act. Other suggestions made are the need to revive participatory structures in Rural District Councils and the need for local authorities and development agencies to adopt a bottom up fashion in planning in order to make the above mentioned recommendations feasible. There is also need to examine factors that led to failures of participatory structures in Rural District Councils soon after their establishment in the mid-1980s so as to avoid repeating the same mistakes and to investigate the factors that have led to effective participation in other countries so as to adopt the same measures and improve the Zimbabwean Local Government system.

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

ABBREVIATIONS AND ACRONYMS

BCC   - Bulawayo City Council

BPRA   - Bulawayo Progressive Resident Association

BURA   - Bulawayo United Resident Association

CBP   - Community Based Plan

DA   - District Administrator

DDC   - District Development Committee

LA   - Local Authority

MDC   - Movement for Democratic Change

MLGPW&NH   - Ministry of Local Government, Public Works and National Housing

NEDCO   - Neighbourhood Development Committee

NPA   - New Public Administration

NPM   - New Public Management

PC&AA   - Provincial Councils and Administration Act

PDC   - Provincial Development Committee

RA   - Resident Association

RDC   - Rural District Council

RDCA   - Rural District Councils Act

SI   - Statutory Instrument

TLA   - Traditional Leaders Act

UCA   - Urban Councils Act

VIDCO   - Village Development Committee

WADCO   - Ward Development Committee

ZANU PF   - Zimbabwe African National Union Patriotic Front

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

LIST OF TABLES

LIST OF FIGURES

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

Table of Contents

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

CHAPTER 1

RESEARCH INTRODUCTION

1.0 INTRODUCTION

The chapter serves to introduce the research so that the readers of this work can have a general idea about the research before going through other chapters. The chapter gives background information about the research, the statement of the problem together with research objectives and questions that served to guide the researcher during the research process. The significance of the study is also explained in this chapter and it helps to justify the research. Delimitations will also be given in order to show the boundaries of the study. Also to be found in the chapter is the limitations of the study.

1.1 BACKGROUND OF THE STUDY

Citizen participation has been widely discussed in both political and development discourses in Zimbabwe though the question that still remains is whether it leads to effective development planning or not. The Zimbabwean Local Government system is both constitutional and legislative in nature. Constitutionally it is provided for by Chapter 14 from Section 264 to 279. The juridical framework is set out in the Urban Councils Act (Chapter 29:15), Rural District Councils Act (Chapter 29:13), Provincial Councils and Administration Act (Chapter 29:11) and the Traditional Leaders Act (Chapter 29:17) among other Acts of Parliament. There are also Statutory Instruments defining the Local Government legal parameters (Zimbabwe Institute, 2005). The Ministry of Local Government, Public Works and National Housing coordinate the activities of the Local Government system which is divided into two main types of local authorities, the Urban Councils and Rural District Councils.

During the colonial period the structures of Local Government did not facilitate grassroots participation in development planning. Makumbe (1996) is of the view that colonial structures of local development were created mainly to facilitate the colonial government's maintenance of law and order and collection of tax from the natives. The Government of Zimbabwe had to

formulate after independence the legal framework for bottom up participation in local development planning.

Participation of grassroots communities in development issues was made possible firstly through the Prime Minister's Directive (1984), which stated the administrative structures at the village/neighbourhood, ward, district and provincial levels. The Directive was implemented through the 1985 PC&AA (Chapter 29:11) which together with the UCA (Chapter 29:15), the RDCA (Chapter 29:13) and the TLA (Chapter 29:17) define the modus operandi of the Local Government system (Jonga, 2014). The Urban Councils Act (Chapter 29:15) which was meant to redress the unfairness of the 1973 Urban Councils Act unfortunately does not provide for the establishment of government approved structures of development at grassroots level i.e. the NEDCO/VIDCO/WADCO.

The channel of development planning as specified in the 1984 Prime Minister's Directive starts at the village or neighbourhood level with the establishment of the Village Development Committees (VIDCOs) at a rural set up and Neighbourhood Development Committees (NEDCOs) at an urban set up and are designated to define local needs. VIDCOs or NEDCOs should present the needs of the villages or neighbourhoods respectively to the Ward Development Committees (WADCOs), which consists of VIDCO/ NEDCO chairpersons and their secretaries within the ward and are chaired by ward councillors. WADCOs oversee and prioritise local needs and forward them to the Rural District Council (RDC)/ Urban Council as the case may be. The RDC chaired by the Council Chairperson and the Urban Council chaired by the Mayor incorporates ward plans together with those of Government Departments into a long term strategic district plan for approval by the District Council and then the plan is submitted to the Provincial Development Committee (PDC) for discussion and information and finally to the Provincial Council which finalises the Provincial Plan (Rambanapasi, 1992).

When Bulawayo became a Metropolitan Province in 2004 there was need for the City to be divided into districts and five districts were therefore designed to fall under the jurisdiction of the Metropolitan Province. The districts are Khami, Mzilikazi, Mbizo, Bulawayo Central and Reigate districts. Bulawayo as an Urban Council is governed by the UCA (Chapter 29:15) and

since the Act does not provide for the formation of VIDCOs/NEDCOs citizen participation in development planning is up to date facilitated by pressure groups in the form of Resident Associations in all districts with the exception of Khami.

Khami district as it falls under Bulawayo was not an exception to the challenges faced as a result of the use of pressure groups in facilitating grassroots participation in development planning. The district was formed when the two Resident Associations in Bulawayo were already politicised and it succumbed to the obvious problems that saw the failure of maximum participation in development planning by residents and or may be the lack of confidence in the local authorities themselves. Active participation in development activities was and is still expected to be made possible through the pro-ZANU PF Bulawayo United Residents Association (BURA) and the pro-MDC Bulawayo Progressive Resident Association (BPRA) and naturally the politics of inclusion and exclusion in development planning was realised. The inefficiency of Resident Associations saw the introduction of VIDCO/NEDCO/WADCO structures in Khami District by the District Administrator.

1.2 STATEMENT OF THE PROBLEM

The research seeks to establish the difficulties encountered by urban local authorities whose operations are mostly ineffective and inefficient in initiating and advancing development activities in districts due to non-existence of planning and development sub structures (VIDCOs/NEDCOs) at grassroots level leading in many people losing confidence in them. The Urban Councils Act (Chapter 29:15) does not provide for the establishment of development structures such as VIDCOs/NEDCOs at grassroots level. This has resulted in most projects in many urban districts in Zimbabwe failing or being sabotaged as the community feel that projects were just imposed on them because they will not have taken part in the planning of projects as required by government policy of bottom up planning.

The government had hoped that decentralisation of development planning would lead to participatory development rather than representative development. However, local authorities and other development partners still adopt the top down approach instead of bottom up participation and this has made it difficult for planners to formulate plans that are relevant to

local needs. According to Chatiza (2010) the post-colonial era Local Government reform was aimed at ensuring that the natives participated and benefitted from the Local Government system in the same way the European settlers had been benefitting but the local governance is still hardly participatory as most decisions continue to be made at the top.

1.3 OBJECTIVES OF THE STUDY

- To establish the impact of using pressure groups for citizen participation in development planning.

- To analyse the usefulness of VIDCO/NEDCO/WADCO in coming up with sound district plans or plans that address community needs.

- To understand if the lower structures of Local Government are important in ensuring citizen participation in development planning.

- To find out whether the establishment of NEDCO/VIDCO/WADCO can improve citizen participation in Bulawayo as a whole.

1.4 RESEARCH QUESTIONS

1. What is the impact of using pressure groups as development structures?

2. How useful are VIDCOs/NEDCOs/WADCOs towards the formation of relevant District Development Plans?

3. How important are lower structures of Local Government in ensuring citizen participation in development planning.

4. How can the establishment of VIDCOs/NEDCOs/WADCOs improve participation in development activities in Bulawayo as a whole?

1.5 JUSTIFICATION OF THE STUDY

Despite the Government's ardent call for the establishment of lower Local Government structures soon after independence, the call received little attention. Such structures were not

established in urban local authorities. They were only implemented in Rural Councils though at a very low rate during the 1980s with effect from 1985, and with time they lost their value and few people up to date realise the importance of such structures. Brand as quoted by Stewart et al (1994) states that a sample survey conducted in 1985 found that 'less than half of the respondents knew about the existence of a VIDCO in their area, and even fewer about the WADCO. 56% could correctly identify their district councillor, but only 20% their VIDCO chairman (Brand 1991)'.

The significance of this work therefore is to establish the important contribution of such structures in allowing citizen participation towards promoting development planning using the case study of Khami district where these structures have been established early in 2014 after realising that all projects initiated in the past decade were a white elephant. This study also attempts to make local authorities to realise how successful their challenges can be eliminated by simply introducing government approved development structures rather than using pressure groups. The research also seeks to recommend the implementation of VIDCO/NEDCO/WADCO by urban local authorities and to follow the development structures in sequence from village or neighbourhood up to the district and finally the province so as to promote successful local development.

1.6 LIMITATIONS

Limitations of a study are potential weaknesses that are out of control (Simon, 2011). The limitations discussed hereunder are things that bore an impact on the findings of the research and the answering of the research objectives. The limitations will be explained and the researcher will provide suggestions to overcome the limitations in future researches.

Characteristics of the research design and methodology influenced the research because they had an impact on the interpretation of the findings of the research. The research instruments that were used in the study (interviews and questionnaires) were not consistent enough to provide reliable data. Respondents can chose not to be honest and there is nothing that the researcher can do but just to record what was said. However, the instruments chosen were the best the researcher could use and after all every instrument have its own limitations.

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

Moreover, since the researcher has no command over the sample, the expected respondents did not participate in full leading to the reduction of the sample size and in turn the findings could not be representing the greater population. To avoid these limitations in a future study the researcher suggests that a study should sample a number of participants that is much higher than the at least 10% of the targeted population that is believed to represent the total population by scholars such as Kumar (1999) so that even if the sample size falls it will still remain at 10 % and more.

Another limitation that the researcher encountered is the language problem especially in answering questionnaires because most respondents could not ask for clarification of questions they perceived ambiguous from the researcher. As such some questionnaires were incorrectly answered. However, the researcher saw the questionnaire method as the most appropriate regardless of its weaknesses especially given the large number of people who were consulted in a very short period. In future, the researcher suggests that respondents should be given a choice to respond in a language they are comfortable with if finances are adequate. In the case of the current case study, questionnaires should be written in three languages – English, Ndebele and Shona so that everyone can read, understand and respond clearly.

Moreover, the researcher had limited time to conduct the research since data was collected during the course of the semester and the researcher was attending lectures alongside researching. Hence, some respondents could not be consulted as planned. The researcher therefore suggests that in future students should write their proposals in time so that they will collect data during the vacation before the due date for submitting dissertations looms closer.

The other limitation was on the analysis of the collected data. The responses by the participants were taken at face value and if there was a hidden meaning beyond the responses the researcher missed the point in analysis. The other problem with analysis is that the researcher is likely to misunderstand the responses given leading to the researcher exaggerating or unnecessarily

overstressing some points. In analysis, the researcher also viewed the responses given as representing the views of the whole targeted population which otherwise was a misconception.

1.7 DELIMITATIONS

Simon (2011) defines delimitations as those characteristics that limit the scope and define the boundaries of a study. The research was carried out in Khami District which is one of Bulawayo Metropolitan Province's five districts. The district is made up of just one ward which covers the suburb of Pumula North and the peri urban villages of Robert Sinyoka, St Peters, Mazwi and Hyde Park/Methodist. According to the Census 2012 Provincial Report, the district has a total population of 17268 people excluding 1182 residents of Mazwi village which were resettled in the district from Killarney and Trenance squatter camps in 2013. Purposive sampling was used to choose Khami district as a case study because the district is the only one with development sub structures in Bulawayo Metropolitan Province. The sub structures have been in existence since February 2014.

1.8 CHAPTER SUMMARY

Given above is the information that introduces the research and the information serves as a guide for the researcher and to the readers. It serves as an overview of what is expected to be found in the research. The background of the study gives a clue of the genesis of the research problem and the statement of the problem gives an explanation of the problem. The study is further justified and the research objectives and questions are outlined. Delimitations give a description of the area under study while limitations explain challenges that negatively impacted on the research process and its findings.

CHAPTER 2

REVIEW OF RELATED LITERATURE

2.0 CHAPTER INTRODUCTION

This chapter serves to examine the works of other scholars that is related to the subject under study and to explain the theoretical and conceptual framework to be used by the researcher. Literature review is defined by Kombo and Tromp (2006) as an analysis of what other accredited scholars have published. Chief documents to be examined in this literature review include books, journals, dissertations, articles, e-resources and other papers with a bearing on this study. Critical analysis of the mentioned documents will serve to highlight the linkages that exist between the current study and past studies and to identify gaps of knowledge in the topic under study.

2.1 CITIZEN PARTICIPATION AND DEVELOPMENT PLANNING OVERVIEW

Citizen participation is critical to development (Edoun and Jahed, 2009). They further define development planning as a social action in which citizens at grassroots levels organise, plan and take action in partnership with government to improve the political and socio-economic conditions of the locality. Development is associated with modernisation (ibid). Muriu (2014) is of the view that participation can be in the form of vote or voice. Vote is indirect participation where the needs of communities are represented by elected individuals like councillors and voice participation which is the focus of this study is the direct participation at grassroots level. Citizen participation and development planning is promoted by such factors as Local Government elections, participatory budgeting, public hearings, consultative forums, existence of Civil Society Organisations and formal structures (Chikerema, 2013). Article 21 of the Universal Declaration of Human Rights provides that, 'Every citizen shall have the right to participate freely in the government either directly or through freely elected representatives in accordance with the provisions of the law'. Hence, the need to introduce formal structures which is a noble decentralisation measure in achieving the principles of good governance.

In Zimbabwe citizen participation in development planning is specified in the 1984 Prime Minister's Directive. The lowest unit is the VIDCO at a rural set up and the NEDCO at an urban set up and these are designated to define local needs. VIDCOs or NEDCOs present the needs of the villages or neighbourhoods respectively to the WADCOs which consist of VIDCO/ WADCO chairpersons and their secretaries within the ward and are chaired by ward councillors. WADCOs oversee and prioritise local needs and forward them to the Rural District Council (RDC)/ Urban Council as the case may be. The RDC and the Urban Council incorporates ward plans together with those of Government Departments into a long term strategic district plan for approval by the District Council and subsequent submission to the Provincial Development Committee (PDC) for discussion and information and finally to the Provincial Council which finalises the Provincial Plan (Rambanapasi, 1992).

Local Government has always been justified due to the need to democratise and intensify participation of citizens in the making of decisions (Chikerema, 2013). In Uganda, the Yoweri Museveni led National Resistance Movement established the bottom up approach in the 1980s through a five tier system of Local Councils (Devas and Grant, 2003). The lowest Council (LC1) is at the village or ward level and all adults are members of the council which has an elected committee and chairperson. The next Council is the parish (LC2) which is made up of chairs and committees of the LC1. Then there is the sub-county (rural) and division (urban) which is called the LC3. LC4 is the county (rural) and municipality (urban). Finally the district is known as LC5. LC3, LC5 and LC4 in the case of municipalities are corporate local bodies chaired by elected mayors or councillors. LC4 in rural areas is only an administrative unit. The Local Council was designated to facilitate participatory decision making at all levels and according to Devas and Grant 'it has been quite successful'. There is a system of annual conferences at each level; as such citizens have a voice in choosing priorities for the coming year (ibid).

Given the Ugandan scenario, there is hope for urban local authorities in Zimbabwe if formal structures are also introduced through either the amendment of the UCA which is the chief regulating instrument in urban councils or the harmonisation of the UCA (Chapter 29:15) and the RDCA (Chapter 29:13).

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

2.2 ACTIVE AND PASSIVE PARTICIPATION

Arnstein 1969 is of the view that 'an engaged citizenry is better than a passive citizenry'. Chikerema (2013) cites Makumbe's view that active participation requires time to attend meetings, vote and inform oneself about issues and beneficiary participation is meaningful for the masses only if they are actively involved at all levels of the development process. Since citizen participation is denoted as an effective policy making tool, citizens should actively participate to increase efficiency, effectiveness and equity in development.

Kottack (1962) as quoted by Tagarirofa and Chazovachii (2013) noted that 'nothing for them without them'. Therefore, planning for the grassroots does not show that one cares much about the people but caring much about them is engaging them in the planning process so that they can be empowered to be social actors rather than passive recipients of development projects. In Lesotho and the SADC region, according to Matowanyika (1998) development efforts fail chiefly because development programs do not come from the concerned people. The failure of projects shows the dangers of passive participation.

2.3 EFFECTIVE PARTICIPATORY AND DEVELOPMENT PLANNING STRUCTURE

To pursue improved standard of living for the local people, the Government of Zimbabwe introduced development structures. Chigwata (2010) notes that the colonial Local Government was racist, exploitative and subservient in character, hence, it was logical and justified for the ZANU PF led Government to introduce immediately after independence reforms to address the racially based model of governance. The model was introduced through the decentralisation movement which is meant to promote local democracy which according to Chikerema (2013) is a rule by the people, giving people a say in decisions affecting them and access to resources that are theirs. Below is figure 1 which provides an illustration of the structures:

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

Figure 1: Development structures
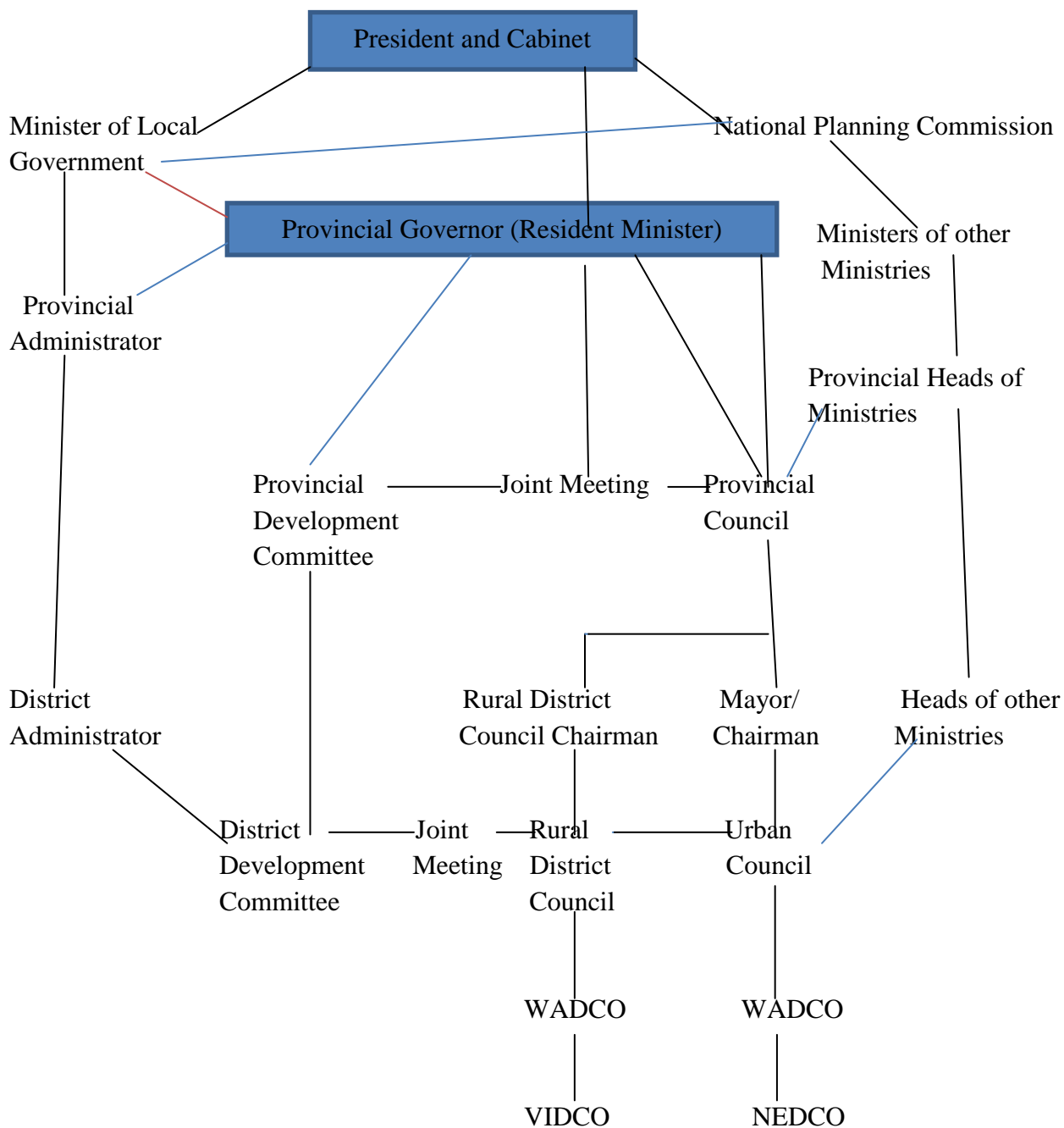
KEY

————————— Indicates basic of accountability or Chairmanship.

————————— Indicates right of access and right to be informed.

————————— Indicates right of access and statutory relationship (only between the Minister And Provincial Governors).

SOURCE: Rambanapasi, 1992

With the above structures on paper in the case of urban areas of Zimbabwe, urban areas are failing in citizen participation and development planning. According to Stewart et al (1994) in many urban areas in Zimbabwe citizen participation is weak if not non-existent. The Local Government system is also criticised for accountability of Local Government to Central Government rather than to the people (Chigwata, 2010). Chatiza (2010) further observes that the decentralisation debate was emphasised much on rural local authorities than the urban ones. Therefore, there is high probability that if formal structures were implemented in urban areas participatory development could be a success story.

2.4 LEVELS OF BOTTOM UP PLANNING PROCESS

Bottom up planning is facilitated by citizen participation which in the democracy recipe is a necessary ingredient. Chikerema (2013) points out that involving people in the making of decisions makes the development process democratic. Arnstein (1969) elaborates three levels of participation in planning in his work, '*A Ladder of Citizen Participation*' which is characterised by eight stages.

The first level is 'non-participation' which covers the last two stages of 'manipulation' and 'therapy' in Arnstein's ladder. At this level citizens are manipulated to believe that they are the decision makers while in actual fact they do not participate in planning but receive orders from power holders. The second level is 'tokenism' which is a kind of participation where citizens can hear and be heard but have no sanctioning powers to make sure that in the case of Khami their voices make up the final district plan. Tokenism covers the stages of 'informing', 'consultation' and 'placation'. The final level is 'citizen power' which covers the top three stairs of the ladder which are 'citizen control', 'delegated power' and 'partnership'. In these stages citizens take part in planning and their views are put in the final district plan.

In Khami, citizen participation is generally informed by citizen power. The district was initially characterised by non-participation and tokenism until probably the realisation that the top down approach was not helping at all. The District Administrator with the help of IOM conducted consultation meetings throughout the district in 2013 and a Community Based Plan (CBP) document for the district was produced. This was meant to devise projects that are both rational

and needed in the communities as they prioritised projects in the CBP document. During the consultations, the need for eligible and appropriate leadership in the communities was realised leading to the implementation of the VIDCO/NEDCO/WADCO structures in early 2014.

Figure 2: A ladder of Citizen Participation

Citizen Control

⬆

Delegated power   Citizen Power

⬆

Partnership

⬆

Placation

⬆

Consultation   Tokenism

⬆

Informing

⬆

Therapy   Non- participation

⬆

Manipulation
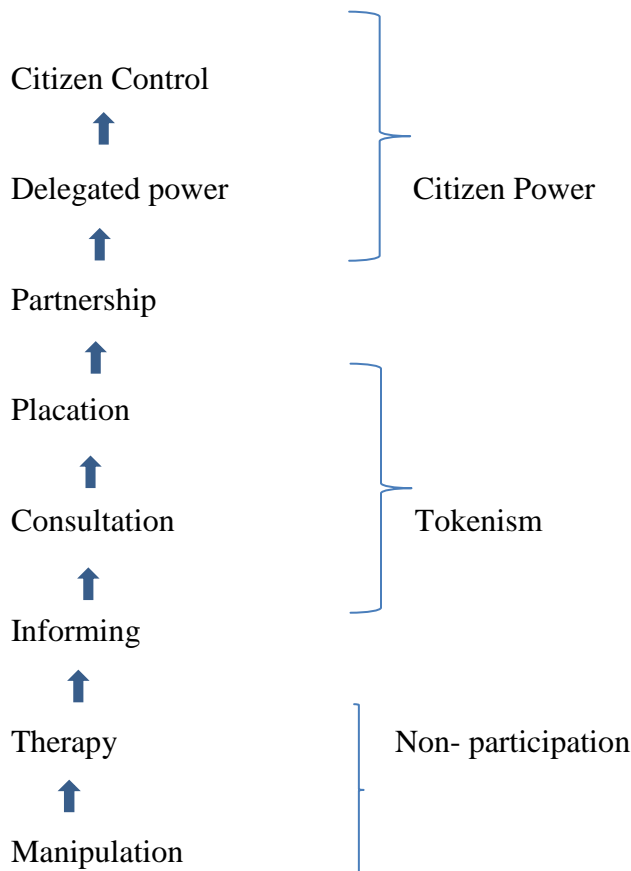
Source: *Arnstein 1969*

2.5 INDICATORS OF EFFECTIVE CITIZEN PARTICIPATION

2.5.1 Wide Consultations

The wider the community involvement in the decision making efforts on issues of public concern the greater the trust and confidence will be between the government and the governed (UNDP 1997 cited by Munhokwe 2010). In Zimbabwe, it is mandatory for VIDCO/NEDCO structures to have women and youth representatives so as to ensure consultation of all groups in the community. Most societies are patriarchal; hence if there is no specification of representation of the weak in such societies (women and youth) responses will only represent the character and interest of men.

According to Chatiza (2010) the legal provision for people's participation in governance generally and Local Government affairs in particular are weak in Zimbabwe because there is no consultation during decision making on critical issues. The Zimbabwe United Residents Association and the Combined Harare Residents Association (2003) as cited by Jonga (2014) blames the weakness on the Urban Councils Act (Chapter 29:15). The argument is that the UCA is built upon the concept of upward accountability and not local accountability because the Minister has a say in many issues and not the local people. For example, the Minister has the power to fire an elected Councillor without consulting the electorate.

Although there are some statutory errors that cannot be eliminated by simply introducing formal development structures, the structures are still necessary for improved consultations. The Resident Associations do not serve the expected purpose because in the case of Bulawayo they are just as good as the colonial Local Government systems, the difference being that the former are politically based and the latter were racially based. There is still division of people into classes, the ZANU PF and the MDC class.

2.5.2 Local Government attitude towards participatory planning

Decentralisation policies were meant to improve citizen participation in development through creating government structures that are close to the people (Jonga, 2014). Chikerema (2013) further asserts that the history, tradition and development of Local Government in Zimbabwe is based on a belief that a responsible and responsive citizenry will maintain a vigorous, informed

and continuous participation in the process of Local Government. Local authorities have a burden to ensure that citizens participate through introducing formal structures, training communities on participation and consulting the public before taking decisions that affect them. Good relationship between the Local Government and local people promote effective participation and creation of sound District Plans.

2.5.3 Presence and awareness of grassroots structures

The 1984 Prime Minister's Directive rationalised and decentralised the Local Government system attempting to encourage the participation of the grassroots in planning (Paradza 2010). The decentralisation process called for the establishment of VIDCO/NEDCO/WADCO and District Development Committees so as to facilitate grassroots participation in development. The structures should not just exist in a community, they should as well be effective and the residents should be aware of their existence and purpose. The existence of grassroots structures should serve to ensure citizen participation in development planning. This can only be achieved if people are consulted prior to their establishment and the members of the structures are trained soon after elections.

2.6 EFFECTIVENESS OF GRASSROOTS PLANNING AND DEVELOPMENT SUB COMMITTEES

Mapuva (2011) is of the view that residents were authorised to create Resident Associations that would represent them to local authorities through the UCA of 1993. Effective development planning in urban areas has been hampered by the authorisation of resident associations by the Urban Councils Act and only Khami district which after realising the shortfalls of BURA and BPRA records a success story in development planning in Bulawayo.

Senator Khumalo (2014) in her remarks in the Parliament of Zimbabwe observed that meaningful development can only be achieved when information is understood and explained to different levels of the structures, particularly those structures which were created by the government like the VIDCOs, WADCOs and the district development structures. Chatiza (2010) argues that Local Government structures are necessary because they promote decentralised development planning thereby making it possible to meet local needs from local resources, while

also acting as a channel through which the locals access national resources and participate in national programs'. The Zimbabwe Institute (2005) remarked that grassroots structures are necessary to facilitate decentralised planning through grassroots participation though their effectiveness is compromised by the fact that they were created with little or no consultations.

Therefore, other studies also support the assumption that VIDCOS/NEDCOs/WADCOS are crucial in facilitating the participation of the communities in local development. The problem about these structures is that they were just imposed on the communities and people hardly understood their importance and hence, they never took the structures seriously. Hence, formal grassroots structures should be implemented in urban local authorities as well and be revived in rural local authorities to ensure the desired community participation. This will enable active participation by citizens because according to Chikerema (2013) the system of government in Zimbabwe needs active citizen participation at all levels in its operations for it to function properly particularly the Local Government system.

2.7 CONCEPT OF CITIZEN PARTICIPATION AND DEVELOPMENT PLANNING

Arnstein (1969) defines citizen participation as 'a strategy by which the have nots take part in determining how information is shared, goals and policies are set, tax resources are allocated and programs are operated... Simply put citizen participation means citizen power'. Development planning on the other hand is defined by Waterson (1967) as an organized, conscious and continual attempt to select the best available alternatives to achieve specific goals. It is the creation of local socio-economic policies for short and long term consideration to improve the standard of living for citizens.

When citizens are involved in development planning, they feel that they made the plans themselves and they develop a sense of ownership and responsibility over the projects. Citizen participation in development planning therefore leads to sustainable development which is an output of both involvement in the planning process and participation in carrying out the project. Therefore, the adequacy of citizen participation in development planning is measured by the sustainability of the project and when decision making is done in a top down manner, projects

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

normally fail. According to Rondinelli (1976) one of the reasons for the failure of projects is their imposition on the communities.

In Zimbabwe Local Government system, development organs have been established to ensure adequate citizen participation in development planning but still they are a paper tiger since local authorities seem not to realise their value. The major thrust behind the formation of such structures was the desire to ensure participatory development i.e. by the people rather representative development which is for the people. Using the case of Khami district this study therefore, seeks to show how development structures which are outlined in the 1984 Prime Minister's Directive (NEDCO/VIDCO/WADCO) are or can be effective in facilitating citizen participation in development planning.

2.8 RATIONALE FOR CITIZEN PARTICIPATION IN DEVELOPMENT

Participation of communities leads to sustainable development as the communities mostly feel that they own and have responsibility over the resource. This is because citizen participation allows acquisition of accurate information about the situation or condition at the communities which information is used for a more appropriate development plan. According to Ruster and Imparato (2003) when citizens are given a voice and actively participate they gain ownership of projects and simultaneously improve their responsibility skills.

It is impossible for the local authority to have adequate knowledge on the entire needs of a community and as such there is need for citizen participation so as to establish better communication and relations between various government levels and at the same time making developments efforts that are relevant to community needs.

In development, citizen participation is a means and an end as well. As a means it enables people to debate issues and take part in governance either directly or indirectly. As an end it strengthens the trust that citizens have on the responsible authority.

2.9 GENERAL PROBLEMS OF PARTICIPATION IN DEVELOPMENT PLANNING

Makumbe (1998) is of the notion that there is excessive control of Local Government units by the centre making it difficult for the Local Government bodies to attract as well as to encourage local participation and in the process making it difficult for governance structures to be democratic and participatory. Moreover, not everyone can participate and the few or majority who participate are likely to misrepresent the remaining group. Also, the decision making process is slow and since it involves a lot of people conflicts are likely to emerge.

2.10 THEORETICAL FRAMEWORK

According to Bhattacherjee (2012) theories explain why things happen, they do not just describe or predict. The New Public Management (NPM) was used as a theory or an approach to help address the research questions in this study. A background of the approach and its influence of this study will be given hereunder.

Brief history of NPM

The approach is a mixture of other theories that came before it (Bryld, 2003). The movement began in the 1970s and 1980s under the Margaret Thatcher government as a departure from the classical public administration influenced mostly by Fredrick Taylor's Scientific Management (Gruening, 2001). The NPM was also influenced by Simon (1976)'s neoclassical public administration, the Public Choice theory propounded by Buchanan and Tullock (1962), McGregor's human side of enterprise (1960), the New Public Administration (NPA) approach, Rohr's constitutionalism, communitarianism and the discourse theory of public administration among other theories (ibid).

NPM Approach

The approach symbolised an exodus from the traditional public administration which proved to be ineffective and inefficient. Bryld (2003) views it as a drive away from hierarchical public institutions towards more horizontal and decentralised management based on networks rather than top-down management. Only two characteristics which are more relevant to this study will be explained.

The movement espouses decentralisation borrowed from the neoclassical thought, public choice theory, the NPA and its subsequent theories (Gruening, 2001). The assumption of the public choice theory was that representative democracy without constitutional safeguards promotes exploitation of the minority by the majority and that individuals should pursue their own aims and act according to their preferences. Decentralisation was also borrowed from the communitarianism theory which called for more participative political and administrative structures. The NPA noted that public administration should not pursue efficient administration but move towards more democratic structures within and without public organisations.

The NPM also advocates for democratization and improved citizen participation which has its roots from the public choice theory, the NPA, Rohr's constitutionalism, communitarianism and the discourse theory of public administration. The public choice theory called for polycentric administrative system, Rohr's idea called for the constitutionalism of administrative structures, communitarianism urged participative structures and the discourse theory of public administration called for public administration to assume a moderator role in public policy.

The NPM theory merged different theories to come up with a more realistic approach which is relevant to the modern world. According to Hughes (2003) the NPM approach is flexible and market based.

How the NPM influenced the current study
The study is concerned with citizen participation and development planning in the Zimbabwean Local Government system which is an administrative unit. The study is influenced by the movement in explaining the usefulness of decentralised structures in the form of VIDCO/NEDCO/WADCO in participation towards creating district plans. The NPM also calls for effective political and administrative structures, hence, the study is advising against the use of Resident Associations as administrative structures because of their ineffectiveness and their existence as parallel structures which seems to serve to out-compete Local Government structures.

Moreover, the NPM approach advocates for decentralisation and democratization of administrative structures so that they can be more participative. This motivated the current study to call for the establishment of formal development structures in urban councils because due to their non-availability in urban areas participation is weak or rather it does not exist at all. In the genuine definition of decentralisation and democratization, urban local authorities in Zimbabwe hardly deserve to be called by the names, hence, the need for formal structures.

2.11 RESEARCH GAP

The literature dwells much on criticising the Zimbabwean Local Government system particularly the errors in the UCA (Chapter 29:15) which leaves the responsible Minister with too much powers. Most recommendations given tend to call for the amendment of the UCA (Chapter 29:15) so as to promote a flexible Local Government system through reducing the powers of the Minister.

Moreover, the literature also seems to turn a blind eye on the failures of Resident Associations in their endeavour to facilitate grassroots participation and to act as a link between the local authority and the public. Much literature seems to view Resident Associations as very successful and see the challenges faced by local authorities as caused by too much interference of Central Government rather the ineffectiveness or the inefficiency of Resident Associations.

In the view of the researcher, the most critical obstacle to citizen participation in the Zimbabwean Local Government system is the lack of formal structures of development in the case of urban local authorities. In the case of rural local authorities, the citizens are not aware of the importance and purpose of the structures because the structures were just imposed without conducting awareness campaigns first. Therefore, introducing the structures in urban local authorities and reviving them in rural local authorities can bring a significant turnaround in the Local Government system in Zimbabwe.

2.12 CHAPTER SUMMARY

The chapter sought to give an account of what has been published by other scholars in a bid to highlight the link between the past and current study. Different theories related to this study were also studied and the New Public Management approach which is a combination of the different theories informed this study. The theories, books, journals and articles that were studied justified the need for the study, defined the research problem and assessed research questions.

CHAPTER 3

RESEARCH METHODOLOGY

3.0 INTRODUCTION

The research methodology that the study adopted is clarified in this chapter. The research design and research instruments will be discussed. Target population and the sampling issues will also be defined. The procedure of data collection, presentation and analysis will also be given.

3.1 RESEARCH METHODOLOGY

Research methodology is defined by Tsvere (2008) as a measure through which facts are elicited and structured in respect of possible sources and in a meaningful and clear manner that will enable the researcher to achieve the goal of data analysis. The methodology used for this research is both qualitative and quantitative in nature.

3.1.1 Qualitative research methodology

According to Nkwi et al (2001) qualitative research is any research that uses data that do not indicate ordinal values. It involves collecting and working data with texts, images or sound (ibid).Burns and Grove (2003) further define it as a systematic subjective approach used to describe life experiences and situations to give them meaning. Ngulube (2009) noted that qualitative research seeks to understand how and why things came about and in relation to this research it helps to understand why formal structures can lead to effective citizen participation in development planning.

3.1.2 Quantitative research methodology

It is a research technique that explains a phenomena by collecting numerical data that is analysed using mathematically based methods, statistics in particular (Aliaga and Gunderson, 2003). It deals with quantifiable data and as such it is more reliable. The method was also used to determine the sample size for the study.

3.2 RESEARCH DESIGN

Research design is defined by Kombo and Tromp (2006) as an arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance with the research purpose. Strauss (1999) views it as a plan to be followed to answer the research objectives or framework to solve the objective problem. It is a comprehensive plan for data collection which is concerned with creating a blueprint of the activities to do in order to satisfactorily answer the research questions (Bhattacherjee, 2012). The research design for this study is descriptive in nature. The research seeks to expresses the level of citizen participation in development planning and to explain why formal structures are important and useful using the case of Khami district.

3.3 TARGET POPULATION

Population is defined by Bhattacherjee (2012) as all people or items (unit of analysis) with characteristics that one wishes to study. The research targeted Khami District which is one of Bulawayo Metropolitan Province's five districts. The district is made up of just one administrative ward which covers the suburb of Pumula North and the peri urban villages of Robert Sinyoka, St Peters, Mazwi and Hyde Park/Methodist. The district has a total population of 17268 people as of the 2012 census. This number excludes 1182 people of the newly built Mazwi village which is made up of resettled people from Killarney and Trenance squatter camps.

3.4 SAMPLING

According to Orodho and Kombo (2002) sampling is a process of selecting a number of individuals or objects from a population such that the selected group contains elements representative of the characteristics found in the entire group. Bhattacherjee (2012) explains it as a statistical process of selecting a subset (called a sample) of a population of interest for purposes of making observations about that population.

3.4.1 Sample frame

A sample frame is defined by Bhattacherjee (2012) as a list where one can draw a sample. In relation to this study the list is drawn from key officials in the MLGPW&NH such as the Khami District Administrator, the Town Clerk, The City Mayor and the councillor for ward 17- Khami

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

district (note that the district has one ward). All community leaders in the district and a few residents will also be a part of the sample frame.

3.4.2 Sample size

A sample size refers to actual number of people who are to respond to research instruments. A sample size can be determined by using statistical techniques (Kumar 1999). That is putting the number of respondents in percentages by dividing the number of respondents by the number of the total targeted population and then multiplying the answer by 100%. At least 10% to 20% of the target population makes a sample that is feasible for accurate results (ibid).

For this study a sample size of 1835 people was considered feasible by the researcher, having divided *n* by the total targeted population which is 18450 and then multiplied by 100% to find a number of people which would give a sample size of at least 10%.

3.4.3 Sampling Technique

A method used to choose a sample from a sample frame is what is known as a sampling technique. The researcher employed both probability and non-probability sampling.

Probability sampling

Churchill (1995) defines probability as a sampling technique where all members of the targeted population have an equal chance to be selected and included in a sample. The form of probability sampling that was used in this study is simple random selection. Simple random selection is when there is an equal chance of selecting each unit from the population under study. The strength of this method lies on the fact that equal opportunities are given for every person and every group in the society to be represented. Simple random selection was used to choose respondents from the general populace in Khami district. General populace in this context refers to anyone regardless of profession or office held as long as the person is not the head of the community leadership or part of the MLGPH&NH.

Non-probability sampling

Bhattacherjee (2012) defines non-probability sampling as a sampling method in which some people within the targeted population have no chance of being selected. The type of non-

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

probability sampling that was used is purposive sampling whereby respondents are purposely targeted. The strength of this method is that it targets people who certainly have reliable knowledge on the study and are the key informants.

Purposive sampling was used twice in this study. Firstly, it was used to choose Khami district as a case study because the district is the only one with VIDCO/NEDCO/WADCO structures in Bulawayo Metropolitan Province. Secondly, it was used to choose key informants for this study, which are officials from the MLGPW&NH and the community leadership.

3.5 RESEARCH INSTRUMENTS

These are methods used to collect data from respondents. In this study, two research instruments were used and these are interviews and questionnaires. Interviews were used for respondents who were purposively sampled and questionnaires for those who were randomly selected.

3.5.1 Interviews

Interviews are research instruments in which questions are orally asked. An interview is a conversation between the interviewer and interviewee intended to directly question the interviewee so as to gather information (Wagner 1999). Both structured and semi structured interviews were used. Nlep (2001) as cited by Edoun and Jahed (2009) noted that a structured interview involves a person questioning another person a set of scheduled questions about a certain topic of choice. In structured interviews respondents are faced with similar questions (Wagner, 1999). This type of interview was used for the community leadership. The interviews were conducted face to face.

Semi structured interviews are just like the structured ones, the difference is that when using the former each respondent is faced with different questions. These interviews were applied to officials in the MLGPW&NH and were as well being conducted face to face.

THE RATIONALE FOR USING INTERVIEWS

The researcher chose to use interviews after weighing them against other research instruments. The justification for using interviews is that the researcher can establish the level of understanding that the respondents has about the topic and from that the reliability of the

responses can be deduced. The direct interaction gives room for feedback, clarity and new helpful questions and answers which the researcher might not have thought of. Moreover, the respondent's feelings about the topic can also be observed by the researcher and this also helps in the credibility of the information because the researcher can tell whether the respondent is biased or not. Also, the researcher controls the interview process giving room for serious attention by both the interviewer and the interviewee.

However, the researcher is also aware of the challenges linked to using interviews as a research instrument. In interviews, respondents are likely to be influenced by the researcher and the process is time consuming.

3.5.2 Questionnaires

A questionnaire is defined by Cooper and Emory (1995) as a list of questions meant to collect data on a subject matter from selected respondents. The questionnaires used had both structured and unstructured questions. Structured questions are those with answers were respondents should choose from and are commonly known as closed ended questionnaires. Unstructured questions are the ones were respondents are expected to give their own opinion as answers they do not have to choose from a list of provided answers. Questionnaires were only given to those who were willing to answer.

JUSTIFICATION FOR QUESTIONNAIRES

Considering, the large number of people that made up the sample size, the researcher saw it appropriate to use questionnaires. According to Leedy (1979) when using a questionnaire the chances of producing valid information are high chances because the respondents cannot be influenced by the researcher. They also serve time because they can be answered by many people at the same time. Moreover, confidentiality is promoted.

The researcher did not however disregard the impacts of using questionnaires. Respondents misinterpreted some of the questions because there was no direct contact and as such the

response rate was negatively affected. Also, there is a probability that respondents gave inaccurate information just to please the researcher.

3.6 SOURCES OF DATA

To come up with a well-balanced and factual research on the problem on question both primary and secondary sources of information were used.

3.6.1 Primary sources

Primary sources provided the most reliable and valuable data for this study. Primary data is the original raw data that the researcher obtains at first hand; the data is new and is collected for a specific purpose (Makore-Rukuni, 2001). Primary sources of data used in this study are the above mentioned questionnaires and interviews. A questionnaire with open and closed ended questions was a useful technique in gathering the information concerning people's views on citizen participation and development planning and the significance of VIDCOs/NEDCOs/WADCOs. Information was collected from the ordinary citizens of the district who were asked to fill in questionnaires and they were selected randomly. Interviews were also planned and conducted aiming the District Administrator for Khami district, the Ward Councillor (this is because the district has only one ward), chairpersons of VIDCO/NEDCO in Khami district, the Bulawayo City Council Mayor and Town Clerk.

3.6.2 Secondary sources

These are documents with previously used information and contain useful information for the current study. Secondary sources were most useful in the background of the study and the literature review section and they enabled the researcher to justify the need for the study and to identify the research gap. Such sources include the Acts of Parliament, books, articles, journals and internet related sources. However, their importance is not limited only on the mentioned sections; they were also used in supporting the findings of the research.

3.7 SUMMARY
The chapter gave the research methodologies that were adopted by the study. Only qualitative research was used as part of the research methodology and the research design is descriptive in

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

nature. Interviews and questionnaires were used as research instruments and their advantages and disadvantages were outlined. Sampling methods and the target population were also defined. Sources of data used were given as primary and secondary sources. Data was collected from the general populace through questionnaires which were distributed and collected the same day and for officials in the MLGPW&NH interviews were conducted after making appointments. Data was presented in tables, charts and narrative descriptions. Analysis was done through close content and context analysis.

CHAPTER 4

DATA COLLECTION, PRESENTATION AND ANALYSIS

4.0 INTRODUCTION

This chapter explains the procedure that was adopted in collecting data; analysing the collected data and presenting the information using tables, charts and descriptive narrations. The collected data, which is analysed and presented below serves as an answer to the four main objectives of the study which are:

- The impact of using pressure groups for citizen participation in development planning.
- Usefulness of VIDCO/NEDCO/WADCO structures in coming up with plans that address the needs of the community.
- The necessity of VIDCO/NEDCO/WADCO in ensuring citizen participation in development planning.
- Can VIDCO/NEDCO/WADCO change the face of development in Bulawayo as a whole?

4.1 DATA COLLECTION, ANALYSIS AND PRESENTATION OVERVIEW

4.1.1 DATA COLLECTION

This refers to measures that were followed in collecting data. Data collection for this study refers to the process of gathering primary data through questionnaires and interviews. The process served to help the researcher answer the research questions and to authenticate the study.

4.1.2 DATA ANALYSIS

The researcher's analytic skills are important in this part and the process largely depends on the skills. Kombo and Tromp (2006) define data analysis as the examination of what has been collected so as to make deductions and inferences. It therefore refers to the process of going through responses to the research instruments in order to get a sense out of them. The process helps in establishing significant points that relate to the research objectives and to make sense

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

out of the points so that the information will be credible and dependable. It is done after data collection and in the case of interviews note taking was done during the interview process.

Collected data was analysed through close content analysis as well as textual analysis. This was done through analysis of the responses from interviews and questionnaires relating them to the research problem. To capture all the ideas in the responses, the researcher read the texts line by line and made sure to recognise whether the responses are high or low in relation to the research objectives. The analysis was also helped by reference to secondary sources.

To make the analysis much easier, the researcher borrowed some ideas from Hills (2003) as tabled below:

Table 4.1

TASK	QUESTIONS TO GUIDE THE RESEARCH PROCESS
Preparing data for analysis	What data has been collected for each research objective?
Going back to research questions	What is the aim of the study and what issues are involved?
Going back to literature review	Does the collected data match or contradict the work of others?

Source: Hills (2003)

4.1.3 DATA PRESENTATION
Presentation of data refers to the arrangement of analysed data, putting the data in tables, charts and narrative descriptions. The purpose of this is to turn the analysed data into reliable information that can be used by other readers.

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

4.2 COLLECTION OF DATA

Composition of sample

Table 4.2

MLGPW&NH Officials	4	0.2 %
VIDCO/NEDCO Chairpersons	5	0.3 %
Communities	1 826	99.5 %

Source: research data

Data was collected using the two research instruments that were referred to in the previous chapter i.e. interviews and questionnaires. For the interviews, firstly appointments were made with the respondents and the interview process was done at an appointed time and place. However, efforts to meet the Town Clerk and the Mayor failed as the researcher had a limited time to carry out the data collection process and the two mentioned respondents could not be met during the limited time of research. The interview with the DA was conducted at his office. The councillor and VIDCO/NEDCO chairpersons were met at their residential places because they do not have offices were the interviews could be more convenient.

For the questionnaires, the researcher visited the communities targeting the general meetings which were called by the DA and other development partners. In a case where the assembled people did not reach the targeted number of respondents, the researcher moved around the households and distributed the remaining questionnaires. The respondents were just given an hour to answer the questionnaires and some had an advantage of asking the researcher to interpret the questions that they did not understand to the local Ndebele language.

4.3 QUESTIONNAIRE RESPONSE ANALYSIS AND PRESENTATION
Table 4.3

Respondents	Questionnaires Distributed	Completed	Not Complete	Response rate
Community 1	365	360	5	98.6 %
Community 2	365	365	0	100 %
Community 3	366	363	3	99 %
Community 4	365	350	15	95.8 %
Community 5	365	365	0	100 %

Source: research data

The communities' response to the questionnaires was magnificent. All questionnaires were completed, the few whose handwritings and grammar the researcher could not read and understand are the ones labelled under the 'not completed section'.

4.4 INTERVIEW RESPONSE ANALYSIS AND PRESENTATION

Table 4.4

Respondents	Interviews Planned	Interviews Conducted	Interviews not Conducted	Response rate
VIDCO/NEDCO Chairpersons	5	5	0	100%
Councillor	1	1	0	100%
District Administrator	1	1	0	100 %
BCC Town Clerk	1	0	1	0 %
BCC Mayor	1	0	1	0 %

Source: research data

The response to the interviews was also excellent. The participants were so great to converse with and so determined to answer the given questions. Since the interviews were conducted face to face, new questions arose and were deliberated, some of the questions were meant to help the current study while some were beyond the delimitations of this study and can be used to further the study.

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

4.5 ATTITUDE OF THE RESPONDENTS TOWARDS FORMAL STRUCTURES, ANALYSIS AND PRESENTATION

Table 4.5
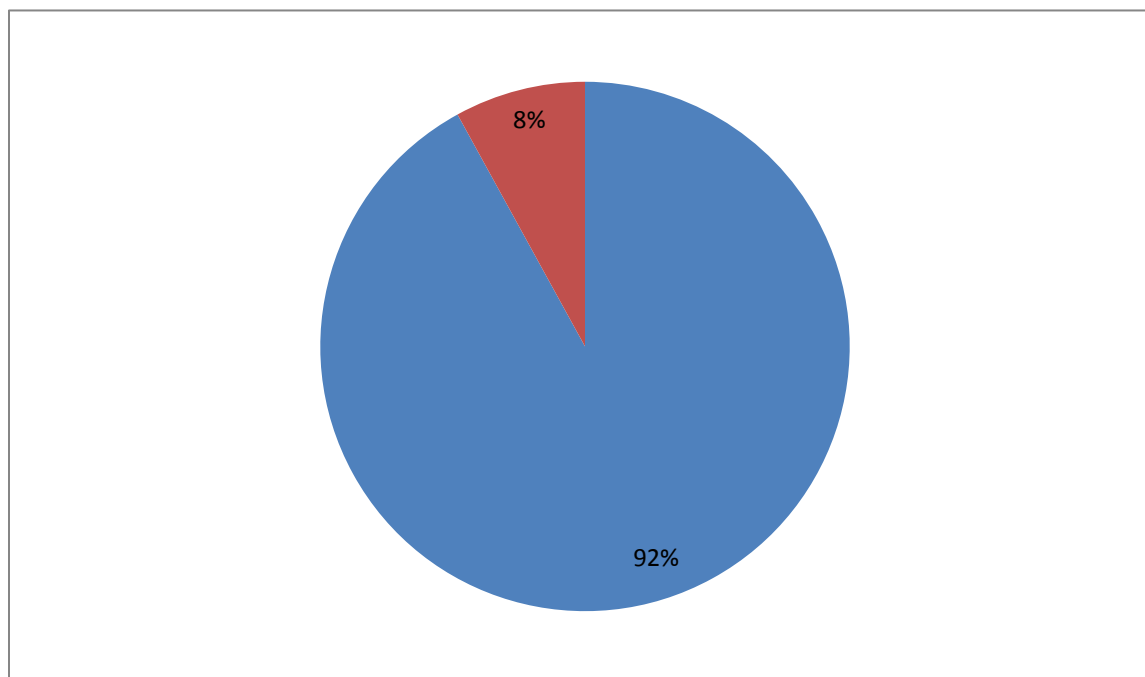
Source: research data

The 92 % on the pie chart above represent the number of people who admitted that the VIDCO/NEDCO formal structures are really useful and effective in facilitating citizen participation for development planning and as such they are a necessary ingredient in the dish of development. Respondents who are represented by the 8 % are those whose stance was not clear and those with handwritings and grammar which could not be understood by the researcher.

Most of the respondents confirmed that they know of the existence of the formal structures and their purpose. The VIDCO/NEDCO meets the general assembly once in three months in line with Statutory Instrument (SI) 15 of 2000 and irregularly when there is need to do so. Meetings are conducted at central places where convenient for every villager or resident to attend. At the meetings everyone is given a chance to contribute be it a youth, a woman and a man and people are discouraged against passive participation. As such respondents who participated through questionnaires admitted that they feel that they are part of these structures because they are

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

consulted in both minor and key decisions and are always given feedback by the VIDCO/NEDCO. Hence, they are satisfied with their (VIDCO/NEDCO) work.

The other thing which the communities find fascinating about these formal structures is the capacity to cast votes of no confidence against non-performing or corrupt leadership. People are happy to be given the ability to remove leaders that they find incompetent and as such the leaders are encouraged to perform to their best.

Moreover, the once voiceless are now heard because the views of the communities are now included into the Annual District Development Plan as confirmed by the councillor and the DA. The village and neighbourhood plans which are drafted by the VIDCO and NEDCO respectively after consulting the village and neighbourhood assemblies are combined at ward level to form the Ward Development Plan. The plans made at ward level are presented to the DA and from them the DA finalises the Annual Development Plan for the district after consulting the District Development Committee (DDC). Also, the councillor as the chair of the WADCO takes the agreed discussions and decisions to the council and then to the full council for a resolution.

4.6 NARRATIVE DESCRIPTION OF THE RESEARCH FINDINGS

4.6.1 Civil Society Organisations and Citizen Participation

Civil society organisations referred to in this research are resident associations. Resident associations are defined by Mapuva (2011) as voluntary organisations that survive because of the commitment and will of citizens to participate. Mapuva who in his work seems to have too much faith on resident associations as channels of citizen participation states that resident associations are accused of being extensions of political parties. The information established by this research completely disregards the faith that is concentrated on RAs at most in the case of Khami district and Bulawayo Metropolitan Province.

Over 95% of the respondents admitted the failures of civil society organisations in facilitating development highlighting the challenges faced before the establishment of formal structures and during the reign of RAs. The DA confessed that working with the communities was becoming more and more difficult; there were a lot of squabbles and power struggles within the

communities; the communities disrespected the leadership and the leaders themselves did not respect each other. Moreover, respondents showed that planning was top down and following proper development channels was a challenge.

The researcher's own analysis of the responses given concluded that citizen participation is just a formality and not a reality as long as there are no formal structures for development. The responses given showed that development agencies used to plan by themselves and approached the community just to inform them about their plans, they dominated every stage and they were in actual fact dictators. Community leaders were just asked for signatures which served to authenticate the agencies claims that the community was consulted and since there were no overall recognized leaders each development agency had its own leader within one community and as such there was multiple leadership. This is why the communities embraced the idea of formal structures because it did away with multiple leaders who were disrespected by the community and who undermined the authority of each other, putting the VIDCO/NEDCO chairperson as the head of the community.

Furthermore, Tagarirofa and Chazovachii (2013) noted that development initiatives should not exclude and belittle local participation or else the development efforts would be an antithesis towards the promotion of citizen participation as a necessity in ensuring the sustainability of projects. This justifies the disregard of RAs by the communities because they did not facilitate the inclusion of communities in development issues as such people could not fully cooperate with the dictates of development agencies.

Also, respondents condemned RAs for being ineffective and unfair due to their allegiance to political parties. Respondents noted that meetings that were mobilised by resident associations (RAs) felt like political meetings because a meeting called by a pro-MDC RA would be attended by the supporters of that party and any other attendant would be viewed with suspicion by both his/her party members and the RA which called the meeting. The same was true of a pro-ZANU PF RA meeting. As such people did not come out in their numbers to partake in development.

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

Moreover, according to the respondents there was favoritism in terms of selecting beneficiaries for projects which needed beneficiaries. Beneficiaries were selected regarding the leader who was tasked to do so and only the allies and supporters of that leader would benefit. The same was felt with initiatives introduced by the councillor, people felt they were only meant for MDC supporters because MDC structures were used to mobilise the community and some people were left out. In line with the NPM approach which advocates for the establishment of effective administrative structures and judging from the responses of the community, formal structures are addressing the inefficiencies of RAs. The structures have seen an end to favoritism among other challenges because the people themselves now decides who are the beneficiaries of a project not one individual and they are consulted on key decisions affecting them.

4.6.2 Community Development Planning and Participatory Structures.

Tagarirofa and Chazovachii (2013) cited Rahman (1993) stipulating that participation is conceptually an active process where citizens act and make initiatives inspired by their own thoughts. Community perceptions established that since the establishment of the formal VIDCO/NEDCO structures their 'we do not care' attitude towards development issues has completely changed. They admitted that they were enjoying the fruits of active participation and they are little by little becoming enlightened as of their rights and roles as citizens of this country. One VIDCO chairperson said the VIDCO structures are very effective and useful because they are a recognised line of authority and people have faith in them and as such they wholeheartedly participate in development activities.

92% of respondents also confirmed the effectiveness and usefulness of the participatory structures articulating that the communities now prioritise development activities and development ideas are their brainchild. They participate from the planning stage and throughout out all implementation, monitoring and evaluation stages as well as sharing the benefits where it is appropriate and necessary to do so. To support this, an example of sort of a community development bible locally known as the Community Based Plan (CBP) document was referred to. The communities prioritised development activities in this document and it has become their guideline for development. The CBP according to the respondents gave birth to the construction of Sizalendaba Secondary School and the Mazwi Chicken Project. One villager boasted that they

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

generated the ideas of the projects themselves, they made the projects a success themselves, they feel they are responsible for the projects and they totally own them. Another villager testified that for the first time and for once people in the community feel useful and they now know what is expected of them as a community in as much as development is concerned.

The response from the communities is more tenable to the NPM approach which calls for democratization and active citizen participation. The NPM approach helped the researcher to come up with appropriate objectives that address the research problem and consequently to come up with questions that made the gathering of relevant and valuable data much possible. As noted above from the perceptions of respondents the idea of NPM is people centered as shown by the effectiveness and usefulness of VIDCO/NEDCO channels of direct participation which has led to higher levels of participation in development issues in Khami district.

4.6.3 Participatory Development Structures and Citizen Participation

The NPM which informed this research specifies the need for decentralisation of power through the establishment of participative structures and the response from the targeted population in concurrence with this approach shows that such structures are a necessity for successful development. The major rationale for these structures as acknowledged by the research is their establishment of better communication relations between various government levels. They are a communication channel through which the community and the government departments together with other development agencies plan together to come up with development plans which are relevant to community needs.

Putting people first in development projects is not just about organizing them but empowering them to be social actors rather than passive subjects and to take control over the activities that affect their lives (Cernea, 1994). Hence, VIDCO/NEDCO structures empower citizens to be social actors as noted by respondents who stated that the introduction of these formal structures made them to realise their rights and roles as Zimbabwean citizens. The structures have made their participation really pragmatic and not theory based or faked as was done before when leaders were just asked to put their signatures on plans which neither them nor the public partook in their formulation.

VIDCO/NEDCO structures also promote community mobilization and maximum community participation. The councillor for the district who was one of the key informants also admitted the mobilization capabilities of these structures. He declared that he has been the councillor for the ward since 2008 and the introduction of the formal structures have seen an increase in the number of people who attend meetings and interaction with the community has been improved and made easier. Other informants went on to highlight how the community without dragging constructed Sizalendaba Secondary after just being given building materials and one building expert whose duty was just to oversee the building process and the rest of the labour they did as a community and the builders themselves were qualified volunteers from the communities.

VIDCO/NEDCO structures are also essential for the purposes of information dissemination. The respondents claim that before the establishment of these structures some activities were just carried out in their own community without either their knowledge or their consent. They also encountered difficulties in linking with the Bulawayo City Council (BCC) and the DA's office. The structures further made feedback possible between the community leaders and the led and between the community and the responsible authorities as well. Community complaints and requests are now easily attended to.

For the district, the VIDCO/NEDCO structures have made the separation of politics and development possible. The structures are development oriented and non-political.

4.6.4 Formal Development Process and the Future of Community Development

Citizen participation refers to the exercise of influence and control by citizens over issues and decisions of their own concern (Devas and Grant, 2003). When citizens are passive participants and they are not empowered to plan on their own but just to receive orders and benefits, the participation cannot be said to be effective. Active participation is made possible by the establishment of formal structures. Informants of this research also support that formal development structures can make a remarkable shift for the better in development.

Khami district has seen an end to the quarrelling time among leaders and divisions among communities with others claiming to be led by Mr. X; others respecting the leadership of Ms. Y;

others that of Mr. Z inter alia, making it difficult to know who exactly is the community leader. The success story for the district makes the hope of that happening in other districts and in turn Bulawayo as a whole possible. The respondents believe that once an end is put to complex leadership and useless community portfolios are abolished, the face of development can change for the best in Bulawayo as a whole.

Moreover, women and youths who in most instances are left out are also part of the formal structures meaning that once a community accepts a certain development initiative every concerned part in the community has accepted. From the responses given in the research one can conclude that the community is satisfied and happy about the inclusion of women and youths in these structures and claim that it is one of the reasons why they are so successful.

In support of the NPM which emphasises the need for participative structures, the researcher has concluded in line with the responses given in the research that formal structures are a 'cannot do without' in effective participation for successful development.

4.7 SUGGESTIONS CONTRIBUTED BY RESPONDENTS

Participants contributed some suggestions to ensure continued sustainability of the status quo in the district in terms of citizen participation and development planning. The term of office of the VIDCO/NEDCO in terms of Section 8(1) of SI 15 of 2000 runs concurrently with the office of the councillors and the participants suggested that the committees should continue receiving induction trainings soon after they are elected. Also, suggestions were made that the public should continue to receive awareness campaigns so that the committees do not lose their value as generations of people come after the other because new generations might fail to understand the importance of the structures.

4.8 ETHICAL ISSUES IN DATA COLLECTION

According to Bhattacherjee (2012) ethics are distinctions of what is right and what is wrong which are morally motivated and something that is unethical can be legal. Various ethical considerations were made by the researcher to make sure that the research is fair and objective. Firstly, the researcher asked for permission to carry out the research from the DA's office and permission was granted.

Respondents were not forced to participate but they were given an option not to participate if they feel uncomfortable to do so. Participation was strictly voluntary and for questionnaires a provision was made on the instructions section that participation was by choice.

Moreover, for those who filled in questionnaires, anonymity was guaranteed as there was no space where they were required to fill in their details and they were instructed not to write their names anywhere in the questionnaire. For the interviewees, anonymity was impossible to guarantee and instead confidentiality of their information was given. The respondents agreed that only information which was sensitive to the extent that it could cause hatred or bad relations between some people was confidential otherwise the rest positive information was not confidential at all and the researcher can quote them directly when and if necessary.

Furthermore, the researcher disclosed the purpose of the study that it is only for academic purposes. This was done to encourage the respondents to participate because otherwise they would view the research with suspicion and most of them probably could not have participated if they did not know the destination of their contributions.

The researcher was also accommodating to the respondents and could discuss the questions which they asked even though they were irrelevant to the current study so as to avoid professional misconduct and to harm the researcher's professional reputation.

The researcher was also professional in analysing and presenting the collected data. The data was not falsified to meet the expectations of the researcher but it was analysed and presented as it was.

4.9 CHAPTER SUMMARY

The chapter gave an analysis and presentation of the collected data. It has been noted in this chapter that formal structures of development are essential and necessary to ensure citizen participation in development planning. The analysis of the data proved that the collected data answered the research questions, matched and in some instances contradicted the work of other scholars and as well proved that the NPM approach was relevant and good for the study.

CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 INTRODUCTION

The whole research process is summarized in this chapter, conclusions and recommendations are also given. A summary of the study is given in relation to the research problem, research methodology and the findings of the research. Also, to be included in this chapter is the major contributions of the research and recommendations which the researcher feels can help future work. Areas which need further research will also be suggested. Whether objectives of the research were achieved will also be exposed. Moreover, the chapter will also refer to the work of other scholars discussed in the literature review to show how the study has contributed to literature.

5.1 SUMMARY OF THE MAIN FINDINGS

In a bid to find out the issues behind citizen participation and development planning in Zimbabwean Local Authorities (LAs), the researcher used Khami district in Bulawayo Metropolitan Province as a case study. The problem that the research sought to address was the drive behind the inefficiency and ineffectiveness of LAs in initiating and advancing development activities. The questions that the research intended to answer are the impact of using pressure groups as development structures, the usefulness of formal structures in coming with plans that addresses local needs, the necessity of formal structures in facilitating grassroots participation in development and the possible results that can be brought by the use of formal structures in Bulawayo as a whole.

The literature reviewed in the study was helpful as it prepared the researcher for the possible outcomes of the research by giving the researcher a general idea about what is on ground so that the findings will not come as a shock to the researcher. The researcher adopted the NPM approach as a theory to inform and guide the research because the approach seemed more relevant to the study.

The research targeted a sample size of at least 10% of the 18 450 total population in Khami district. Two research instruments were used by the researcher to achieve the research objectives because the researcher felt they are the most suitable and these are questionnaires and interviews. Methodological problems were encountered during the research process and chief among the problems is the failure by all respondents to fill in questionnaires. According to the researcher's own analysis the major cause of this was the use of English instead of the local Ndebele and Shona languages in questioning and answering the questions.

The research found out that RAs are a failure in as far as facilitating citizen participation in development activities is concerned. Over 95 % of respondents admitted to that. The researcher was informed that during the reign of RAs it was difficult for the local authority to work with the community; there was a lot of squabbles and power struggles; favouritism was the order of the day; neither the public nor the leaders partook in planning, leaders were just asked for signatures to authenticate the disguised community participation and development agencies imposed their plans on the communities.

Moreover, according to the research participatory structures are useful and effective. Citizens in Khami district now enjoy the fruits of active participation and their 'we do not care' attitude towards development activities has ended. The participatory structures has led the community's definition of own needs possible and a Community Based Plan document produced by the communities has become a development guideline for the communities and the communities are happy to be part of the development process at all levels. The construction of Sizalendaba Secondary and the success of the Mazwi Chicken Project have been attributed to the efficiencies of the participatory structures.

The research further established that participatory structures are necessary for development planning. They serve as a communication channel between the government or local authority or development agencies and the community making development relevant to local needs. The structures also empower citizens to be social actors rather than passive recipients. Community mobilisation and maximum participation and putting community views in the final district plan is also made much easier through the use of participatory structures. In Khami, the structures have also made it possible to separate development from politics.

Written by Donate Ndou

Furthermore, the research found out that unity for development is possible through the use of VIDCO/NEDCO structures; hence, if such structures are implemented in the whole province there can be a shift for the better in development activities. The structures are a representative of every concerned part in the community, men, women and the youth and this according to the respondents makes them so successful and the projects so sustainable.

The communities also suggested that to maintain the status quo in Khami district, new leadership should continue to receive induction training and awareness campaigns should continue to be conducted so that the structures will not lose their value with time.

The NPM approach informed this study and it helped the researcher to come up with research questions that address the problem. As a result the objectives of the research were achieved.

Also, the researcher did not overlook ethical issues in data collection. Before conducting the research in the district, the researcher asked for permission from the DA's office. Respondents participated voluntarily and anonymity and confidentiality were guaranteed. The researcher also disclosed the purpose of the study and in analysis data was not falsified.

5.2 CONCLUSIONS

The concern of the research was the ineffectiveness and inefficiency of urban local authorities in initiating development activities and from what has been contributed by the respondents the researcher has made a number of reaffirmations. Firstly, the research confirmed the failure of RAs in facilitating development planning and the researcher has therefore concluded that civil society organisations are not a means for genuine participation.

Moreover, the research also confirmed that participatory structures are useful and effective in promoting direct citizen participation. Effective participation can only be possible when citizens are invited to attend and participate and since the structures are the most capable in mobilising communities, it is reaffirmed that they are useful and effective.

The research also reaffirmed that participatory structures are necessary because they are a representation of all societal parties that are concerned and affected by development. They also make it possible to separate development and politics. As such it is believed that their

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

establishment in the whole of Bulawayo Province can change the face of development in the province.

The research has therefore made a remarkable contribution to knowledge. Instead of the traditional blame of failure of local authorities on the interference from the Central Government, the research showed that the failures are highly because of lack of formal channels to facilitate grassroots participation. The interference of the Central Government has little to do with the unsustainability of projects, hence the need to focus on the real cause, i.e. the need for participatory structures.

5.3 RECOMMENDATIONS

The researcher made some suggestions about how citizen participation can be improved in the Zimbabwean Local Government system. The recommendations are outlined below:

a. There is need to amend the UCA (Chapter 29:15) to make a provision for participatory structures in urban local authorities or else to harmonise the UCA (Chapter 29:15) and the RDCA (Chapter 29:13).

b. There is need to revive participatory structures in Rural District Councils.

c. There is also a need for local authorities and other development partners to adopt a bottom up fashion in planning so as to make the above recommendations feasible.

Suggestions about how this work can be improved were also made by pointing out areas that in the view of the researcher need further investigation and these are:

a. Examining the factors that have led to the failure of participatory structures soon after their establishment in the mid-1980s so as to avoid repeating the same mistakes.

b. Investigating the factors that have led to effective citizen participation in other countries so that the Zimbabwean Local Government system can adopt the same measures to improve its operations.

5.4 CHAPTER SUMMARY

To wrap the whole research process it was necessary for the researcher to give a summary of the main findings, conclusions and recommendations. This chapter therefore gave an outline of these briefly touching every aspect of the research process from the research introduction to data

Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004-2015

2015

analysis and finally recommendations on how LAs can improve citizen participation and suggestions on this current can be improved.

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APPENDICES
Appendix A

MIDLANDS STATE UNIVERSITY

FACULTY OF SOCIAL SCIENCES
DEPARTMENT OF POLITICS AND PUBLIC MANAGEMENT

Private Bag 9055
Gweru
Zimbabwe,
Telephone: +263-54-260450/260490/260409 Ext. 2159
Fax: 263-54-260311/260233

TO WHOM IT MAY CONCERN

RE: REQUEST FOR PERMISSION TO CARRY OUT RESEARCH AT YOUR ORGANISATION.

This letter serves to inform you that **NDOU DONATE,** registration number **R115878C** is a bonafide student in the Politics and Public Management Department. She is carrying out an academic research on **Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004 - 2015.** Please assist her by allowing her access your organisation so that she can use it as a case study. The research is for academic purposes only and findings will not be published anywhere. Your privacy and confidentiality is guaranteed.

Thank you for your cooperation.

Sincerely yours

…………………..
Professor P. Chigora

Chairperson

Cell phone number **0712786512 or 0782080161** **All correspondences to the** **District Administrator- Khami** **District**	**ZIMBABWE**	**Ministry of Local Government, Public** **Works and National Housing** **Khami District** **P.O. Box 2291** **Bulawayo**

TO WHOM IT MAY CONCERN

APPROVAL TO CONDUCT RESEARCH: NDOU DONATE

The above mentioned subject refers.

This serves to introduce the bearer Ndou Donate a Midlands State University student who would like to carry out a college assignment of a research in Khami District.

In view of the foregoing, permission has been granted to her to carry out the research for educational purposes in Ward 17- Khami District.

Please render her any possible assistance.

……………………..

T.S. Magura

Acting District Administrator

Appendix C

MIDLANDS STATE UNIVERSITY

FACULTY OF SOCIAL SCIENCES
DEPARTMENT OF POLITICS AND PUBLIC MANAGEMENT

Private Bag 9055
Gweru
Zimbabwe,
Telephone: +263-54-260450/260490/260409 Ext. 2159
Fax: 263-54-260311/260233

Name   : NDOU DONATE

Level   : 4.2

Research topic   : Citizen Participation and Development Planning in Zimbabwe Local Government system. A case of Khami District in Bulawayo Metropolitan Province from 2004 – present.

Questionnaires to be completed by the targeted communities in fulfilment of this research.

INSTRUCTIONS

i.   Tick the suitable answers in the boxes provided on Section A.

ii.   Write your answers on the spaces provided on Section B.

    NB. Participation is voluntary

This research is only for academic purpose and the confidentiality of the information is guaranteed.

SECTION A

1) How many women are in your VIDCO and WADCO?

-1   [   ]   - 5   [   ]

-2   [   ]   - 6   [   ]

-3   [   ]   -7   [   ]

-4   [   ]   -8   [   ]

2) How many youths are in your VIDCO and WADCO?

-1   [   ]   - 5   [   ]

-2   [   ]   - 6   [   ]

-3   [   ]   -7   [   ]

-4   [   ]   -8   [   ]

3) Are community meetings held at a central place of the ward or village where everyone especially women can reach?

a) Held at the leaders houses   [   ]

b) Are held at the places which too far to reach   [   ]

c) Central venue   [   ]

d) Nearby   [   ]

4) Do people have the capacity to change the leadership in case of non-performance?

a) Yes   [   ]

b) No   [   ]

c) Only after the completion of term of office   [   ]

5)   Does political affiliation affect the leadership of VIDCOs and WADCOs committee members?

a) Yes   [   ]

b) No   [   ]

6) How wide is the coverage of consultation on key decisions affecting the community?

a) Only leaders are consulted   [   ]

b) The rich   [   ]

c) The poor and the rich   [   ]

d) People living nearer the township centres', schools, roads   [   ]

7) Basing on the past experience, do you as the community view these structures as effective?

a) Serves the committee members only   [   ]

b) Serves the rich only   [   ]

c) Serves the poor and the rich (all)   [   ]

d) Do not work at all   [   ]

SECTION B

1. Are you aware of the existence of the NEDCOs/VIDCOs/WADCOs?
    …………………………………………………………………………………………………
    …………………………………………………………………………………………………
    …………………………………………………………………………………........

2. Do you know the functions of the NEDCOs/VIDCOs/WADCOs?
    …………………………………………………………………………………………………
    …………………………………………………………………………………………………
    …………………………………………………………………………………………………
    …………………………………………………………………………………………

3. Do you feel that you are part of these committees?
    …………………………………………………………………………………………………
    …………………………………………………………………………………………………
    …………………………………………………………………………………………

4. Are you satisfied with the work of these committees?
    …………………………………………………………………………………………………
    …………………………………………………………………………………………………
    …………………………………………………………………………………………...

5. How often do these VIDCOs/NEDCOs consult or give feedback to the village assembly?
    …………………………………………………………………………………………………
    …………………………………………………………………………………………………
    …………………………………………………………………………………………

6. Is everyone given the opportunity to say something at meetings?
    …………………………………………………………………………………………………
    …………………………………………………………………………………………………
    …………………………………………………………………………………........

7. How are you involved in the development planning in village/suburb?
    …………………………………………………………………………………………………
    …………………………………………………………………………………………………
    …………………………………………………………………………………………

Appendix D

INTERVIEW GUIDELINE FOR THE KHAMI DISTRICT ADMINISTRATOR

1. Considering that Khami District is under Bulawayo Metropolitan Province and is governed by the Urban Councils Act, what encouraged you to establish VIDCO/NEDCO structures?

2. From 2004 up to 2013 the district was operating without VIDCO/NEDCO sub structures. In your view what difference was brought by the establishment of these structures?

3. In your opinion, does political affiliation affect the VIDCO/WADCO leadership? Why do you think so?

4. Do members of VIDCO/NEDCO/WADCO receive training on their functions and importance of their structures?

5. Do you think the communities know about the importance of these sub structures?

6. Do the young people have positions in these structures and what strategies are in place to groom them for effective participation in local governance and decision making?

7. How wide is the consultation of communities on key decisions affecting them?

8. Does the district have effective mechanisms for gathering views and feedback from the communities?

9. Are the views of the communities taken into the final district plan? If yes, why?

10. Are there any incentives given to the VIDCO and WADCO chairpersons?

11. Does the local authority have enough resources for promoting effective community participation?

Appendix E

INTERVIEW GUIDELINES FOR THE WARD 17 COUNCILLOR

1. You were the councillor for the ward since 2008. Did you meet any challenges in mobilizing the community for development activities between 2008 and 2013?

2. What differences has been brought by the establishment of VIDCO/NEDCO structures in your ward, if any?

3. Does in your opinion political affiliation affect the leadership of VIDCOs/NEDCOs?

4. Do you think other districts which do not have VIDCO/NEDCO structures have the same experience with Khami district in initiating development activities?

5. Would you as a councillor lobby for the establishment of such sub structures in Bulawayo as a whole?

Appendix F

INTERVIEW GUIDELINES FOR VIDCO CHAIRPERSONS

1. Before the establishment of VIDCOs/ WADCOS there was the Central Committee which worked as a pressure group. Did the communities meet any challenges in advancing development activities?

2. What differences did the VIDCO/WADCO structures bring to the community, if any?

3. Are the VIDCO/WADCO structures effective and useful?

4. How often does the VIDCO meet the village assembly?

5. Is the community mobilising process effective?

6. Who makes the final decision at community level?

Appendix G

INTERVIEW GUIDELINES FOR THE NEDCO CHAIRPERSON

1. Before the establishment of the NEDCO/WADCO how was the community mobilised for development activities?

2. Where there any challenges encountered in mobilising people?

3. Did most people attend meetings?

4. What differences did the NEDCO/WADCO structures bring to the community, if any?

5. Are the NEDCO/WADCO structures useful?

6. How often does the NEDCO meet the village assembly?

7. Is the community mobilising process effective?

8. Who makes the final decision at community level?

Appendix H

INTERVIEW GUIDELINES FOR THE TOWN CLERK

1. How is planning done in Bulawayo City Council? Is it top-down or bottom-up?

2. In your opinion, do you think the consultation of communities is important before coming up with development plans?   If so how does the council gather information for development planning

3. Do you think the introduction of VIDCOs/NEDCOs/WADCOs as provisioned by the Provincial Councils and Administration Act (Chapter 29:11) can help to enable community participation in development planning

Appendix I

INTERVIEW GUIDELINES FOR THE MAYOR

1. How does BCC come up with development plans for the city?

2. What is your view on the introduction of sub structures such as NEDCO/VIDCO/WADCO in the wards of BCC?

3. How do you figure the harmonization of the Local Authority Acts (RDCA and UCA) in as far as BCC operations are concerned?

4. Since the government approved sub structures are not provided for in the Urban Councils Act, how are pressure groups (BURA and BPRA) assisting the council in development planning?