

**MIDLANDS STATE UNIVERSITY**

**FACULTY OF SOCIAL SCIENCES**



**DEPARTMENT OF POLITICS AND PUBLIC MANAGEMENT**

AN ASSESSMENT OF THE ROLE PLAYED BY LOCAL AUTHORITIES IN  
PROMOTING POLITICO-ECONOMIC DEVELOPMENT IN ZIMBABWE. THE CASE OF  
MUTARE CITY COUNCIL, FROM 2008-2016.

BY

MUBURE TANYARADZWA.R

R144322C

DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE  
REQUIREMENTS FOR A BACHELOR OF SCIENCE HONOURS DEGREE IN  
POLITICS AND PUBLIC MANAGEMENT AT MIDLANDS STATE UNIVERSITY

ZVISHAVANE CAMPUS

2018

**Approval Form**

**Midlands State University**

The undersigned certify that they have read and supervised the student, MUBURE  
TANYARADZWA, dissertation entitled

“AN ASSESMENT OF THE ROLE PLAYED BY LOCAL AUTHORITIES IN  
PROMOTING POLITICO-ECONOMIC DEVELOPMENT IN ZIMBABWE.THE CASE OF  
MUTARE CITY COUNCIL, FROM 2008-2016”.

,the project was submitted in partial fulfilment of the requirements of the Bachelor of Arts  
Honours Degree in History and International Studies

.....

.....

SUPERVISOR

DATE

.....

.....

CHAIRPERSON

## DECLARATION FORM

I, Mubure Tanyaradzwa. R (R144322C) hereby declares that this dissertation is my own original work that has not been previously submitted to any other university. In writing this work I duly complied with ethical issues and laws governing intellectual property.

**Dissertation Title:** An assessment of the role played by local authorities in promoting politico-economic development in Zimbabwe. The case of Mutare City Council, from 2008-2016.

Signed.....

Date.....

## **Abstract**

Local authorities ensure a national face at local level and are mandated to enhance development in its jurisdictional areas. The main thrust of the study is to assess the role of local authorities in promoting politico-economic development in Zimbabwe using City of Mutare as a case study. The study intended to meet the objectives which are to explore the legislative frameworks governing the operations of Mutare City Council, to critically analyse the role of Mutare city council in promoting politico-economic development, to discuss the financial mechanisms used by City of Mutare to back its operations, to explain the challenges being faced by Mutare City Council in fostering politico-economic development in Zimbabwe and lastly to proffer recommendations for enhancing the politico-economic development of local authorities. To this end, the study acknowledged the recognition of local authorities in the Zimbabwean constitution, however the Urban Council Act 29:15 and the Rural District Councils Act have some provisions which does not tally with the constitution thereby undermining local government's autonomy hence leading to underdevelopment. The study also noted that in terms of political and economic development, Mutare City Council has a role to play. Political development has been enhanced through various means to include participation in local ward election. Local democracy has also been encouraged through citizen participation. Economically, the study noted that Mutare city council is failing to steer maximum development as evidenced by levels of unemployment, obsolete infrastructure amongst other factors. The study also identified and explained the challenges that are militating against the operations of Mutare City Council and they include rampant corruption within the organization, partisan politics, inadequate financial capacity and increasing urbanization. The study acknowledged the major internal and external sources of finance which back up Mutare City Council activities. Amongst them the research noted that the major sources of finance includes intergovernmental transfers for example ZINARA disbursement funds, revenue generated through various project, taxation and revenue collected from services being rendered to ratepayers. In an attempt to promote political and economic development through local authorities, the study proffers recommendations such as de-politicization, advocating transparency mechanisms to deter corruption, revising the legislative frameworks and having financial capacity mechanisms.

## **Dedication**

This dissertation is dedicated to my parents Mr and Mrs Mubure and my siblings Tafara and Nyasha Mubure, May God bless you.

## **Acknowledgements**

Firstly I would like to thank the Almighty God for protection, love, grace and wisdom during my four year programme. My deepest gratitude goes to my supervisor Mr A Chilunjika who afforded me with professional guidance, academic and spiritual support; thank you sir and may our good Lord bless you abundantly. I also wish to extend my heartfelt appreciation to my parents Mr and Mrs Mubure, my sister Precious Mubure and my brother James Mubure for their financial and moral support; to them I am forever indebted. I would also like to thank the department of Politics and Public management for their academic support. My appreciation also goes to City of Mutare for their support during my industrial attachment and for their permission to carry out this research; your support was greatly appreciated.

Many thanks go to the participants who agreed to be interviewed and complete my questionnaires. Thank you all for your time and effort be blessed.

## **Abbreviations**

BSAC	British Southern African Company
COM	City of Mutare
CS	Chamber Secretary
LA	Local Authority
LG	Local Government
HOD	Head of Department
KMP	Kubudirira Marketing Program
MCC	Mutare City Council
MDC	Movement for Democratic Change
MLG	Minister of Local Government
PWTLC	Public Works Towns and Lands Committee
TC	Town Clerk
ZINARA	Zimbabwe National Roads Authority

## Table of Contents

DECLARATION FORM.....	ii
Abstract.....	iii
Dedication.....	iv
Acknowledgements.....	v
Abbreviations.....	vi
Table of Contents.....	vii
List of figures.....	xii
List of tables.....	xiii
CHAPTER 1: INTRODUCTION.....	1
1.1. Background of the study.....	1
1.2. Statement of the problem.....	5
1.3. Research objectives.....	6
1.4. Research questions.....	6
1.5. Justification of the study.....	6
1.6. Delimitations.....	7
1.7. Limitations of the study.....	7
1.8. Organization of the study.....	8
CHAPTER 2: LITERATURE REVIEW.....	9
2.0. Introduction.....	9
2.1. Definition of terms.....	9
2.1.1. Local authority.....	9
2.1.2. Economic development.....	10
2.1.3. Political development.....	10
2.1.4. Decentralization.....	10
2.2. Legislative frameworks governing the operations of local authorities in Zimbabwe.....	11
2.2.1. The Zimbabwean Constitution.....	11



2.2.2. Urban Council Act (29:15) .....	11
2.2.3. The Rural District Council Act (29:13) .....	12
2.2.4. Legislative provisions which urges local authorities to promote development.....	12
2.2.5. Defining development.....	13
2.2.6. Inconsistencies between the legislative frameworks governing the operations of local authorities and its implications towards politico-economic development .....	14
2.2.7. The 2013 Zimbabwean Constitution, the Urban Councils Act 29:15 and the Rural District Council Act 29:13 .....	14
2.3. The role of local authorities in promoting economic development .....	16
2.3.2. The role of local authorities in political development .....	17
2.3.3. Promoting political development through local democracy .....	17
2.3.4. Encouraging and promoting political participation .....	17
2.4. Challenges being faced by local authorities in Zimbabwe .....	18
2.4.1. Corruption.....	18
Table 2.4.1.: forms of corruption .....	19
2.4.2. Inadequate funding.....	20
2.4.3. Increasing urbanization.....	21
2.4.4. Lack of supervision of employees. ....	21
2.5. Sources of finance for local authorities .....	21
2.5.1. Internal sources of finance .....	22
2.5.2. Revenue from services being rendered for .....	22
2.5.3. Water.....	22
2.5.4. Income generating projects .....	23
2.5.5. Fee charged .....	23
2.5.6. Penalties and fines.....	23
2.5.7. Leasing and selling of land .....	24
2.5.8. External sources of finance.....	24
2.5.9. Intergovernmental transfers .....	24

2.5.9.1. Borrowing and direct assistance .....	25
2.6. Theoretical framework.....	25
2.6.1. Fiscal decentralization theory .....	25
2.6.2. Arguments of fiscal decentralization .....	26
2.7. Country experiences.....	26
2.7.1. Zambia .....	27
2.7.2. Romania (European continent) .....	29
2.8. Chapter summary .....	30
<b>CHAPTER 3: METHODOLOGY .....</b>	<b>31</b>
3.0. Introduction.....	31
3.1. Research design .....	31
3.2. Sampling .....	32
3.3. Non-probability sampling .....	32
3.3.1. Convenience sampling .....	32
3.3.2. Purposive sampling (judgemental) .....	33
3.3.3. Probability sampling .....	33
3.3.4. Stratified sampling .....	33
3.4. Data collection .....	33
3.4.1. Documentary review.....	34
3.4.2. Questionnaires.....	34
3.4.3. Interviews.....	34
3.5. Data analysis .....	35
3.5.1. Thematic analysis.....	36
3.5.2. Content analysis .....	36
3.5.3. Statistical package for social sciences .....	36
3.6.1. Informed consent .....	37
3.6.2. Confidentiality .....	37

3.6.3. Anonymity .....	37
3.6.4. Honesty .....	38
3.7. Chapter Summary .....	38
4.0. CHAPTER FOUR: PRESENTATION AND ANALYSIS OF FINDINGS.....	39
4.1. Introduction.....	39
4.2.1. Research findings.....	39
4.2.2. Questionnaire response and analysis .....	39
4.2.3. Interview response rate .....	40
4.2.4. Respondents level of qualification.....	41
4.3. Legislative frameworks governing Mutare City Council operations.....	41
4.3.1. The Urban Council Act 29:15.....	44
4.4. Challenges militating against the operations of MCC .....	47
4.4.1. Rampant Corruption.....	47
4.4.2. Corruption.....	48
4.4.3. Partisan politics.....	48
4.4.4. Financial capacity .....	49
4.5. The role of Mutare city council in promoting politico-economic development.....	50
4.5.1. Political development through local democracy.....	51
4.6. Major sources of finance for MCC operations .....	52
4.6.1. Intergovernmental transfers .....	52
4.6.2. Income generating projects .....	53
4.7. Chapter summary.....	54
CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS.....	55
5.0. Introduction.....	55
5.1. Summary of findings.....	55
5.2. Conclusions.....	56
5.3. Recommendations.....	57

5.5 Conclusion .....	59
REFERENCE LIST .....	60
Appendix.....	66
Appendix B: Marking Guide .....	69

**List of figures**

Fig 1 4.2 Respondents level of qualifications.....41

Fig 2 4.4.4 Challenges militating against the operations of MCC.....49

**List of tables**

Table 1: 2.4.1.forms of corruption.....20

Table 2: 4.2.2.Questionnaire response rate.....39

Table 3:4.2.3.Total number of people who were interviewed.....40

## **CHAPTER 1: INTRODUCTION**

As a tier of government which is much closer to people, local authorities ensure a national face at local level. Local government can be defined as the sub-national level of government, in Zimbabwe the main institutions at this level are urban and rural district councils. In general they can be also termed local authorities (Makumbe2010). Most democratic developing countries have become masters of decentralization with the hope of promoting social, politico-economic development. Central government seeks to expand powers of local authorities in order to steer development at a local level (Chatina 2005). Local authorities have a role of promoting sustainable economic development in their jurisdictional areas, provision of social services, promoting political development through enhancing political participation, sustainable use of resources, employment creation amongst others. The main thrust of this study is to assess the role played by local authorities in promoting politico-economic development in Zimbabwe using City Of Mutare as a case study from 2008-2016. This chapter therefore dwells on aspects such as background of the study, statement of the problem, research objectives and questions, justification of the study. Additionally the chapter also focuses on the delimitation of the research and lastly the chapter explored the limitations the researcher faced together with organization of the study.

### **1.1. Background of the study**

The system of local government in Zimbabwe especially for urban areas began in 1890 after the sanitary board had been formed in 1891. In 1937; an act called the Native Act was created so as to administer the matters of concerns for the blacks. Chatiza (2010) is of the view that the local government system is mainly concerned with local democracy and the decentralization of powers and duties from the central government to local government. Central government saw it fit to create sub-national institutions in the form of urban and rural district councils. Local authorities are nearer to the people and thus the emergency of local authorities was to ensure development at grassroots level as unequal developmental issues were needed to be attended quickly after independence. In European countries, before 1980 the role of local authorities was to spearhead local development. In both pre and post Zimbabwe, local government has been an extension of central state power and a means to steer sub national development. Before independence, when the BSAC arrived in Salisbury, the first urban local authority which was called the Sanitary Board was created in 1891.

The Gwai and Shangani reserves which were governed by the Matabeleland order of 1894 were created in Salisbury's rural areas hence marking the birth of the British's colonial local government system in Zimbabwe. In urban areas, local authorities such as Bulawayo and Salisbury were established. Although native councils were created in Salisbury, the local authorities that were established to deal with black affairs were affected by serious economic underdevelopment, political exclusion and social ill treatment.

Decentralization after independence in Zimbabwe was meant to address the colonial imbalances, to enhance and promote politico-economic development and participation of individuals at grassroots level. The main role of local authorities after independence was to foster coherent economic and political development. The central government is too far away from people making it difficult to perform functions that ensure development efficiently and effectively. The central government soon after independence saw the need to nullify native councils which were formed to deal with affairs of the black. Local authorities in the form of local boards, urban, town, municipal, city and rural district councils were therefore established so that they could play roles that promote politico-economic development in Zimbabwe. The legislation that governed the operations of local authorities was the Urban and Rural District Councils Act.

The Zimbabwean Constitution of 1999 did not recognize the local government system. The 2013 constitution was a welcomed development to local government hence marked a new beginning for the local government's history. A difference was noted and this granted some autonomy to local authorities. The Zimbabwean Institute (2005) argues that the local government structure in Zimbabwe before was a legislative and not a constitutional creature showing that local government was not self-governing rather operated according to the will of the government. The central government therefore ascertained the establishment, abolition and operation of local authorities in Zimbabwe through the parent ministry which is the Ministry of Local Government and National Housing. Ever since the local government was not constitutionally recognised, the Urban Council and Rural District Council Acts were the major legislative frameworks that governed the operationalization of local authorities. The referred "parent ministry" became the watchdog for local government playing roles of oversight and controlling with absolute of powers of intrusion, deferral and nullifying any resolutions made by local authorities through the so called "minister shall concept".



The 2013 constitution for the first point in time in the narration of Zimbabwe's local government constitutionally acknowledged local authorities as a level of government. The whole chapter (chapter 14), is dedicated to local government making a great difference from the old one. The chapter's provisions are intended to award the sovereignty of local authorities in a bid to promote development at local level. According to Mbeki (2010) The Ugandan president Museveni once remarked,

*“centralization is inherently anti-development because it denies people (especially the disadvantaged who form the bulk of African states) access to institutions that allocate goods and services .Central government can only be pretentious if it claims to have the capacity to oversee development at grassroots level .Central government should act just as a facilitator because sustainable development can only be locally driven and supported.”*

According to Matunhu and Mago (2013) in a chase to develop Zimbabwe both economically and politically, government implemented most important national programs in local authorities that promoted enhancement of development for example the Rural Development Fund. Local authorities were encouraged and mandated to put into practice policies formed by the central government such as the Indigenization and Zimasset to enable local development. The legal framework that governs the operations of urban and rural district councils gives local authorities a broad range of powers and duties they could execute which includes infrastructural development, poverty eradication, promoting local democracy among others. Both rural district and urban councils have been receiving direct funding from the central government in various forms of loans and grants so as to back up their operations. Local authorities themselves raise revenue from services rendered and also form income generating projects

Local authorities are therefore an essential part in economic and political expansion; their roles enclose a great force on enlargement in Zimbabwe in terms of economic and political development. Local authorities promote political development through grooming politicians and facilitating political involvement at grassroots level by allowing the residents to vote for ward councillors who will therefore be responsible for playing a representational role and addressing people's needs to their local councils. Various roles have been played by local authorities to promote politico-economic development, on the other hand since independence local authorities have been facing challenges in promoting politico-economic development in Zimbabwe.

History reveals how local authorities have been influential and instrumental in promoting politico-economic development in Zimbabwe. Pre-independence municipalities had a less significant role to play with regards to economic forecast and political development. Post independence saw the appearance of decentralisation with local authorities chiefly focusing on economic initiatives which were society based, small scale economic growth projects, slight involvement of politics by residents at local level. These initiatives nevertheless had no genuine long period impact, thus local authorities were allocated an extensive range of roles and responsibilities with respect to politico-economic development. It has turn out to be comprehensible that should local authorities in Zimbabwe desire to guarantee sustainability and flexibility inside their relevant economies they have to play a key task in creating a fitting environment so as to promote investment, through the provision of infrastructure, political involvement, economic development policies and quality service delivery.

Mutare City Council is a case study the research used. Briefly, Mutare city council was created following the majority members of the Sanitary Board nominated in favour of Umtali becoming a municipality in 1914. In 1970, the municipal council of Umtali decided it was enviable in the interest of the community to bring in to parliament and there by promoting a bill to raise Umtali to the City of Umtali. The decision was authorized by a public meeting of the residents on the 13<sup>th</sup> of January 1971. The essential steps were engaged to put into practice the abovementioned resolution and the bill was approved by parliament, raising Umtali to the rank of a city in 1971. Subsequent to independence in 1980, the government altered the electoral system and started by bringing local government in line with national government. This meant that all sectors of councils were to be based on the number of people residing in an area.

Thus the central government in a bid to promote citizen involvement in the political ground initiated the representation of citizens and their built-up areas by ward councillors. In November 1980, the new established council directly represented all residents of City of Umtali through ward councillors. In the same year, the Umtali Council adopted a ‘one city concept’ aimed to regard the city as a whole body and not promoting racial isolation. The city name for Umtali was changed to Mutare the current name. City of Mutare is run underneath a two tier arrangement of administration with the chosen officials (councillors) and non-chosen officials that is the executive.

The City father (mayor) sits at the helm of the City Council and is assisted by the Deputy Mayor and are amongst the 19 councillors who are elected by city residents to represent their different grievances. Of them, 13 are of the MDC party whilst 6 are of the Zanu pf. City of Mutare's departments are divided according to their operation thus at the top of executive is the Town Clerk who is responsible for the day to day running of the organization through eight departments namely Chamber Secretary, Housing and Community Services, City Engineering and Technical Services, City Health, security department, human resource department City Finance and Town clerks.

Further increase in the number of departments and in the volume of work prompted the Ministry of Local government, Rural and Urban development to give Mutare a grade one city status. In line with the country's current economic blueprint, Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET) City of Mutare has taken numerous efforts in the politico-economic transformation of the province as its key roles are infrastructure development, social services provision, enhancing political participation, employment creation, sustainable use of resources and corporate governance. Previous studies and researches on Mutare city council have mainly focused on aspects of corruption, revenue collection and service delivery thus there is need to assess the role played by Mutare city council in promoting development in Zimbabwe.

## **1.2. Statement of the problem**

Zimbabwe has suffered from a history of political and economic under-development, like other developing countries decentralisation took shape in a bid to promote development at grassroots level. Both urban and rural districts councils are expected to perform various functions and roles that promote development. Local authorities in Zimbabwe have been unsuccessful in promoting politico-economic development over the past decade. Since independence local authorities in Zimbabwe are still lagging behind in terms of politico-economic development and this can be evidenced by the weakening of service standards against the expected and the inability to meet specified national political and economic goals. The ineffectiveness of local authorities in Zimbabwe has affected the country's politico-economic development. The study then assesses the role being played by local authorities in promoting politico-economic development in Zimbabwe, identifying and explaining the major challenges militating against the effectiveness of Zimbabwe's local authorities using City of Mutare as a case study from 2008-2016.

### **1.3. Research objectives**

1. To explore the legislative frameworks governing the operations of Mutare City Council.
2. To assess the role of Mutare City Council in promoting politico-economic development.
3. To discuss sources of finance of urban local authorities in Zimbabwe.
4. To explain challenges faced by Mutare city council in fostering politico-economic development in Zimbabwe.
5. To proffer recommendations for enhancing politico-economic development by local authorities.

### **1.4. Research questions**

1. What are the legislative frameworks governing the operation of Mutare city council?
2. What has been Mutare City Council's role in ensuring politico-economic development?
3. What are the sources of finance for urban local authorities in Zimbabwe?
4. What are the major challenges affecting Mutare city council in promoting politico-economic development?
5. What are the mechanisms that can be put forward by Zimbabwe's local authorities in order for them to steer politico-economic development?

### **1.5. Justification of the study**

The study assesses the role of local authorities in promoting development in Zimbabwe. It is important to note that there has not been much literature /researches about the role played by local authorities and how these local authorities have promoted politico-economic development. The research therefore aimed to contribute to the small but growing body of studies that attempts to analyze the role of local authorities in promoting politico-economic development in Zimbabwe. This paper aimed to close the knowledge gap in understanding contributions by local authorities towards development through tasked functions.

The essence of the research apart from gap filling is to contribute largely to the academia as they will benefit by gaining new knowledge on the subject as the study gives detailed information on local authority's role in promoting politico-economic development. It is

however important to note that there is limited information, very few scholars have taken an in depth analysis on how local authorities have fostered development. Findings of this study will assist the government in formulating policies that promote politico-economic growth through local authorities. To Mutare city council the study will help the organization to strategize their functions so as to respond to the current and future changing environment so as to promote development.

### **1.6. Delimitations**

Boob (2008), defines delimitations as confines that are put by the study in a bid to manage the scope of the study. In general, delimitations can be defined as parameters inside which one's study is positioned. Delimitations are vital in a research; they assist the researcher in reducing amount of time spent in unconnected areas to the whole study. The study focused on the local government sector, history reveals that the local government system in Zimbabwe dates back in 1890s with local authorities in form of urban councils, rural district councils and local boards being created. In the interest of this study, the research is delimited from the period 2008-2016 because this is the period where the local government system was constitutionally recognised hence giving local authorities' autonomy to perform their functions. A case study approach was used to assess the role of local authorities in promoting politico-economic development. Mutare city council often named the Zimbabwean's gateway to the sea is located in the eastern side of Zimbabwe in Manicaland Province and it is the fourth largest city which was granted a grade one city status like Gweru City Council. The province covers an area of approximately 16 700 hectares and is 290Km west of the port of Beira

### **1.7. Limitations of the study**

Limitations are defined as characteristics of methodology or research design that set parameters on the relevance or understanding of the results of the study (Leedy and Omrod 2001).The researcher encountered a number of challenges upon conducting her research this is because the research subjects incorporated councillors, town clerk and departmental directors whom by the nature of their jobs could not find ample time to be interviewed or respond to questionnaires. Hence it was difficult for the researcher to secure dates for appointments. Moreover, some of the respondents had a tendency of generalizing information and this was a limitation to the study. The researcher was however able to secure appointment

dates with the targeted respondents and made use documentary reviews to gather authentic and rich data.

### **1.8. Organization of the study**

The study is grouped into five chapters, chapter one basically captures the preamble which contains background of local authorities in Zimbabwe with Mutare city council as a case study, statement of the problem, research objectives, research questions, justification of the study, delimitations, limitations encountered by the researcher as well as organization of the study. Chapter two mainly focuses on literature gap as well as literature review which in general means assessing and analyzing the literature or what other scholars have written in relation to the subject understudy; that is the role of local authorities in promoting politico-economic development in Zimbabwe. The chapter also captures the legal structure governing local authorities operations. Themes and sub-themes were formulated from research objectives and questions. The chapter also captured theoretical framework and country experiences. Chapter three highlighted the methodology section encompassing sampling techniques engaged by the researcher. The chapter also captured methods of data collection used and these include interviews, questionnaire, documentary reviews, data analysis as well as ethical considerations are also presented in this chapter. Chapter four focused on data presentations and analysis of findings. Data was presented in form of graphs, tables, analysis and pie chart. Chapter five articulates research Conclusions and recommendations. The chapter generally enunciates research conclusions and also proffered recommendations before briefly capturing the general position of the study.

## **CHAPTER 2: LITERATURE REVIEW**

### **2.0. Introduction**

The main purpose of literature review is to help the researcher develop a good understanding and to have an insight to relevant related previous researches. According to Jaeger (1998) literature review is an extraction of accumulated knowledge that is learnt from what others have already published to come up with a clear understanding of the study being undertaken, the researcher found it necessary to review the literature from other authors and researchers. Saunders et al (2009) outlined that reviewing the literature critically provides the foundation on which one's research is built. Effort will be directed in building a strong theoretical foundation data analysis. The study acknowledged literature done in this area on the role of local authorities in ensuring a national face by promoting development in Zimbabwe. There are a lot of scholarly and academic articles that have been written with regards to the role of local authorities in fostering development. Literatures that were used included books, journals, internet, Mutare city council minutes, government documents and other relevant articles.

### **2.1. Definition of terms**

#### **2.1.1. Local authority**

Local authority is a widely defined term. According to the Zimbabwean institute (2005) local authority refers to an administrative body that is responsible for all public services in a specific geographical area such as cities, towns, municipalities, countries and boards. The mandate of a local authority is to promote development in their council areas and ensure the provision and maintenance of public services such as schools, roads rehabilitations, hospitals or clinics. Tasks of local authorities are enabled through the utilization of funds generated from the local communities (revenue), loans and grants from the central government and other sources of finance.

Local authorities can also be understood as an administrative body within the local government sector. It can also be explained as an administrative body for a small geographic area such as a city or town. According to the Zimbabwe institute (2005) Local authorities are responsible for the provision of an extensive range of public services in an area. In addition, local authorities promote the interests of a local community, including the social, economic,

political environmental, recreational, cultural, community or general development of an area. Local authorities are established by the central government so as to steer local development.

### **2.1.2. Economic development**

As indicated by the Local Government of South Africa Paper (2013) economic development is the development of economic wealth of countries, regions or communities for the well-being of their inhabitants. From a policy perspective, economic development can be defined as efforts that seek to improve the economic well-being and quality of life for a community by creating and or retaining jobs and supporting or growing incomes and the tax base. Economic development also refers to the process by which economies evolve and change over time, with particular focus on changes in economic and industry structure, the rate of technological change and overall rate of growth of activity levels and employment opportunities. Understanding those processes and their outcomes provides the basis for economic development strategies.

### **2.1.3. Political development**

The concept of political development has no uniform definition. Scholars have taken different stance in defining what is meant by the term. Generally political development can be defined in terms of mass mobilization and active participation of the larger masses in development (Jones 2011). Political development can also be defined in terms of the ability of the political system to remain stable and possess the capacity for purposeful and orderly change. It also entails the process whereby local people have the ability to participate in their leader role and serves as a training ground within the local environment thus grooming residents at local levels. Local authorities therefore have a role of promoting political development through local democracy, equality and active participation.

### **2.1.4. Decentralization**

Generally, decentralization is the dispersion /distribution of functions and powers, the delegation of power from a central authority to local authority. According to Crook and Manor (1998), decentralization is usually referred to as the transfers of powers from central government to lower levels in a political administrative and territorial hierarchy. This official power transfer can take two forms namely administrative decentralization and political decentralization. To Crook and Manor (1998) administrative decentralization refers to a transfer to low-level central government authorities. In contrast, political decentralization



refers to the transfer of authority to representatives' and downwardly accountable actors such as elected local government. Decentralization includes 3ds which are deconcentration, delegation and devolution. Chapter 14 of the constitution outlines the concept of devolution.

## **2.2. Legislative frameworks governing the operations of local authorities in Zimbabwe.**

### **2.2.1. The Zimbabwean Constitution**

The Zimbabwean constitution which is the supreme law of Zimbabwe is one of the legislative frameworks governing the operations of urban and rural councils in Zimbabwe. A new era for the local government system was witnessed in 2013. This is where local authorities were constitutionally recognised for the first time in Zimbabwe. Thus marking a departure from the previous era where local government was enabled through legislation which was administered by the Ministry of Local Government and National housing. Local authorities in Zimbabwe derive their powers from the 2013 Zimbabwean constitution chapter 14 which confers them with powers through devolution of governmental powers and responsibilities. The whole chapter is devoted towards the independence of the local government system in Zimbabwe. As the supreme law of the land, the constitution provides provisions that place emphasis on local authorities' autonomy and not necessarily on the benevolence of the minister of Local Government. Chapter 14(274-279) outlines functions local authorities are expected to perform to include the right to govern on its own initiative the local affairs of the people within the area, power to make by-laws, power to levy taxes and rates for economic developmental purposes and effective carrying out of duties and responsibilities. Section 277 highlights elections to local authorities in which it states that election of councillors to represent ward residents.

### **2.2.2. Urban Council Act (29:15)**

The Urban Council Act is another legislative framework that governs the operations of local authorities. It is a standout and main act of parliament regulating operations and managing activities for urban local authorities in Zimbabwe. Local authorities ensure a national face and serve as a bridge and fill in as an extension between the central and local government in this way there is requirement for stipulated roles, rules local authorities must adhere to so as to promote political and economic development.. The Act 29:15 unmistakably outlines how urban local authorities should operate. Section 64 traces the role of the mayor as the senior politician and section 136 layouts the role of the town clerk as the senior manager.

Notwithstanding their distinctive parts, these two officials should work hand in glove in quest for local advancement. The act also highlights the need for local authorities to avail meeting minutes to the public for in doing so they encourage citizen participation. Powers which local authorities are conferred with are also outlined in the act for instance the power to make by-laws and regulations. The Urban Council Act through outlining the functions of the town clerk and mayors as the senior official determines the political role of urban local authorities. The act contains provision that gives the minister of Local government power to control local authorities in Zimbabwe.

### **2.2.3. The Rural District Council Act (29:13)**

The Rural District Council Act is another piece of enactment that administers and governs the operations of rural local authorities in Zimbabwe (Chakaipa 2010). The Rural Councils Act 29:13 replaced the RDC act of 1988. Section 8 outlines the establishment of a rural district council by the president if it is competent to carry out stipulated functions. The act confers rural local authorities with a wide range of powers from development powers to acquisition and maintenance powers. The act also gives local authorities to have control over recreational facilities, agricultural services, and roads educational facilities and youth centres. The act clearly defines the developmental roles rural councils should partake. These developmental functions are outlined in section 284-307 of the act. The act allows the intervention of the minister of local government stating that the parent ministry has an oversight role for rural local authorities

### **2.2.4. Legislative provisions which urges local authorities to promote development**

Section 264 of the Zimbabwean constitution intends to give powers to local government so as to enhance politico-economic development at grassroots level. Chapter 14 therefore has provisions that are crucial and compels local authorities to promote sound politico- economic development. The constitution compels local authorities to promote and ensure that all local communities have equitable access to resources so as to promote development in the local areas. The constitution itself does not give the meaning of the word “development” rather it contains provisions that provides an understanding of what local authorities are expected to do in terms of promoting politico-economic development.

### **2.2.5. Defining development**

The term development is not easily defined as most scholars define the term in terms of economic expansion leaving out aspects of socio-economic development. An attempt was made by the UNDP (2010) to define the term in a more far reaching and encompassing way, hence the term is defined as a status that prompts long and sound life to the general citizens, to be learned, to have equal opportunities to assets and resources required for a fair way of life and having the capabilities to be involved in the political life of a society. This definition includes all aspects of development be it socio-economic and political development (Centre for Applied Legal Research 2013).

The preamble of chapter 14 states that local authorities should ensure the democratic participation of all citizens in their jurisdictional areas, the equitable allocation of resources whilst promoting the participation of residents in pursuit of development priorities within their areas. The preamble therefore expects all local authorities in Zimbabwe to promote development in a manner that befits all residents making sure that all resources are shared equally. Section 264(2d) further states that the main purpose of devolution as a form of decentralization is to recognise the right of communities to manage their own affairs so as to further development.

Section 265 compels local authorities to promote political development through the perseverance of peace, national unity and the indivisibility of Zimbabwe. The section also states that local authorities have a sole responsibility of ensuring the fair and equitable representation of people within their jurisdictional areas and ensuring that members of local authorities (councillors) must be elected by registered voters within which local authorities are established (Constitutional Watch 2016). Section 274 is fully dedicated to urban local authorities stating that they should be local authorities to manage and represent the affairs of the people in urban throughout Zimbabwe. Elected councillors manage urban local authorities; section 277 further articulates elections to local authorities thus promoting political development through representation. It is important to note that section 276 outlines the functions of local authorities and powers granted to them to make by laws and level taxes as a means of raising adequate revenue to back up their developmental activities.

Although the constitution does not give the definition of development that is supposed to be promoted by local authorities, it is important to note that the repeatedly reference to the term “development” clearly indicates that the referred development is broader than economic

growth alone, rather the term embrace all aspects of socio-politico- economic development for the betterment of people's livelihoods (Centre for Applied Legal Research 2013).

On the other hand, it is important to note that the Urban Councils Act (29:15) provides developmental functions to urban local authorities. Part x-xv outlines the developmental functions urban local authorities are expected to perform. Whereas the rural district council defines the functions for local authorities as advancing development through monitoring and executing developmental plans within the council area. These two pieces of legislation largely dwells on the functions of local authorities in Zimbabwe. These functions however, after being analysed shows that they lead to development at local level. This therefore shows that the legislative frameworks governing the operations of local authorities are expected to clearly define the meaning of development in a way that encompasses politico-economic and social aspects.

#### **2.2.6. Inconsistencies between the legislative frameworks governing the operations of local authorities and its implications towards politico-economic development.**

#### **2.2.7. The 2013 Zimbabwean Constitution, the Urban Councils Act 29:15 and the Rural District Council Act 29:13**

It is important to note that the irregularity between the constitution, the RDC and the UCA has produced a ton of open debate in the local government sector. So many provisions which are outlined in the UCA and RDCA have been pointed out by scholars as an impediment or hindrance towards achieving sustainable politico-economic development. This therefore shows that there is need for the UCA and RDC to be upgraded and redesigned so as tally with the supreme law of the land, the constitution. Both acts are inconsistency with the constitution in many respects. The following are some of the provisions from the UCA and RDCA which have been pointed out as inconsistent with the supreme law of the land and its impact on politico-economic development.

##### **a) Appointment of councillors.**

The Minister of Local Government and National Housing has the power to appoint councillors; this power is allowed in the section 411 and 320 of the Urban and Rural District Acts respectively, whereas section 256 of the constitution clearly states that all members (councillors) of a local authority must be chosen by enlisted voters who reside within the

council areas in which local authorities are established. This is unconstitutional as resident's rights to vote are undermined thereby affecting political development (Constitutional Watch 2016). This shows that both acts undermine the constitutionality of the constitution thereby making the legislative frameworks confusing.

b) Excessive and illegal ministerial control

Ministerial intervention has contributed largely to the ineffectiveness of local authorities in Zimbabwe. Section 276 of the constitution gives every local authority the privilege to govern its local undertakings all alone with no impedance. Sadly, the parent minister has continued to interfere greatly and meddling in the affairs of local authorities for instance, section 66 of the RDC empowers the parent minister to choose officers for RDCs. On account of the UCA, section 124 enables the parent minister to give arrangements to the local government board and verifying the procedure of the appointment of senior ranking staff, for example the town clerk posts is very critical in Zimbabwe as one has to be in a good relationship with the parent minister to occupy the position.

Both acts allow and enable the minister to reverse, revoke the resolutions and choices that would have been made by local authorities. These powers are granted to the minister through section 52(3) of the UCA and section 53 of the RDC. The act additionally gives the minister powers to have control on the financial frameworks of local authorities through supporting or disliking their long and short time borrowing or opposing their projects that would generate funds. These powers to intrude in local authorities' financial frameworks are outlined in section 290 of the UCA and section 22 of the RDC.

Lastly, the most dubious one is the issue of powers granted to the minister to suspend councillors and mayors. These suspension powers granted to him has generated a lot of conflicts in the local government sector. The parent minister has been said to be targeting Mdc led councillors and mayors this is evidenced by the firing of Harare and Gweru mayors over the past years on corruption charges. The minister who is from the Zanu Pf has used his powers to disguise interference as oversight. If the mayors are inconsistent with the Zanu Pf ideology the next thing is suspension. This therefore shows that elections, the only viable weapon available to local government residents are now being rendered useless as the minister with his impunity remove the elected officers and deny the electorate an opportunity to replace the dismissed councillors and mayors undermining political development.

To this end, many scholars have arrived at a conclusion that the two pieces of legislation the UCA and RDCA subjects local authorities under a strict ministerial impedance. Such provisions are inconsistent and conflicting with the new constitution which advocates for a devolved local government system.

Due to the selfish human nature, there is need for oversight hence local authorities should not be granted full autonomy as it can result in decentralized corruption. Hence some provisions needs to be amended so as to tally with the supreme law of the land unless it can be rendered useless and there need for re-alignment of the local government legislation with the constitution (Constitutional Watch 2016). The slow pace in the realignment has however given rise to the un-ending conflicts between the central and local government. The above mentioned legislation have been largely seen as an impediment to local development(Local Government Paper 2012) since they promote upward accountability as opposed to downward accountability that seeks to open opportunities for greater citizen involvement in local development.

### **2.3. The role of local authorities in promoting economic development**

The Ugandan president once commented that centralization is hostile to development since it denies residents access to essential basic services, therefore the central government should be a facilitator in the economic political advancement procedure since development can only be realized through the participation of residents. Local authorities are therefore drivers for both political and economic development. With a great arranging, proficient and viable administrative system, local authorities have the capability of enhancing politico-economic development. Therefore local authorities should be able to work collectively with its council residents in crafting ways so as to meet sustainable politico-economic development.

Local authorities have a role of enhancing economic needs and requirements for its local inhabitants. The measures of economic development and improvements within a community include employment creation for citizens, either by creating a platform for entrepreneurship or integrating the informal sector. Local authorities should be able to integrate the informal sector in this indigenization era. For the past decade, Zimbabwe witnessed an era of massive high rate of unemployment due to company closures. Local authorities are therefore tasked and entrusted with a role of fostering a business environment which promotes entrepreneurship. In line with the indigenization policy which advocates for black empowerment, local authorities especially urban councils should create platforms to cater for

informal sector through the creation of flea markets, second hand clothes markets (mabhero) amongst others. To this end local authorities have a key role in creating a suitable environment for economic development. Local authorities also have a role of coordinating business associations and relevant development groups so that they can collectively work together in pursuit of local economic development. Together strategies, plans and models that stimulate locally driven economic growth through the use of assets, opportunities and exploitation of local potential (Combined Harare Residents 2014).

Another measure of economic development is infrastructure development. Offering basic services to citizens enables local authorities to develop infrastructure in its jurisdictional areas. Offering educational training and research facilities to inhabitants do not only enhances infrastructural development, rather it also incapacitates human development. The Gweru City Council Housing Department meeting minutes dated 26 February 2016 stated that the organization was playing a larger role in the construction of schools, clinics, hospitals and roads reconstructions .this therefore results in infrastructural development and provision of basic social services.

### **2.3.2. The role of local authorities in political development**

### **2.3.3. Promoting political development through local democracy**

Chikerema (2013) alludes that citizen participation is enabled through representational democracy by councillors from different wards. Firstly resident's involvement is empowered through allowing eligible voters to elect their ward councillors who will represent them and their respective areas. If the voters lose interest in political participation, political development declines. It is therefore the duty of councils to promote citizen participation through civic education on elections and voting within their areas of jurisdiction, peaceful electoral campaign, creating deliberative platforms that provide linkages between elected leaders and their constituencies.

### **2.3.4. Encouraging and promoting political participation**

According to Chikerema (2013), citizen participation is an important aspect that should facilitate development. As indicated by ACPD (2006), participation entails taking part as an individual and as a society in all stages of development in a society. This entails that citizens should be able to participate actively in the local democracy process for any development

process to yield fruitful results. Local authorities in Zimbabwe have promoted citizen participation through various means. As outlined by Chikerema, (2013) the following are different platforms in which local authorities allow citizen participation; local government elections, local development committees such as ward development committees (WADCO), participatory budgeting (through annual budget consultative ward meetings), and public hearings. Local authorities have a role of promoting political development through ward elections, residents who are over 18 years are able to participate through representational democracy thus residents vote for their councillors and will be still able to influence the decision as residents are allowed to attend full council meetings and are able to access council meeting minutes (Chikerema 2013).

The general results of politico-economic development ought to be in accordance with the goals of a devolved state outlined section 264 of the constitution. The measures of politico-economic development should include local economic-politico development and provision of world class social services.

#### **2.4. Challenges being faced by local authorities in Zimbabwe**

Local authorities in most African developing countries increasingly play key roles in promoting politico-economic development through the creation of a conducive and suitable environment that favours development. The role of local authorities in promoting politico-economic development is however facing multiple challenges to include rampant corruption, inadequate funding, increasing urbanization, lack of supervision for employees among others. These challenges which are militating against the operations of local authorities will be analysed below.

##### **2.4.1. Corruption**

Most scholars have argued that devolution of powers to local authorities has led to what has been termed “decentralized corruption” (Centre for applied legal research 2013).Corruption has become the 21<sup>st</sup> century ulcer in developing countries and it is one of the main challenges militating against local authorities operations. According to the Transparent International UK (2013), corruption can be defined as the misuse of power for private gain. Due to corruption, most local authorities are failing to advance sound politico-economic development and this is because assets would have been misused by senior top administration officials and councillors of such local authorities. Chirisa (2012) states that a high rate of fraud implies



that local authorities are being robbed of fortunes that must be used for backing up development initiatives.

As indicated by the Transparency International UK (2013), there are various forms of local government corruption which include nepotism, cronyism and bribery. The following table outlines and explains the aforementioned forms of corruption happening in Zimbabwe’s local authorities and how it has affected development.

**Table 2.4.1.: forms of corruption**

Type of corruption	Definition and explanation
Nepotism and cronyism	Nepotism as a type of corruption entails a situation where favouritism takes place. It is a process where a senior management official within a local authority provides a job to a family member (Transparent in UK 2013). Cronyism unlike nepotism is whereby a job is given to someone basing on friendship (Balle 2008). Both nepotism and cronyism have negative effects on development as unqualified and inexperienced individuals are appointed to positions they cannot run effectively, this therefore results in poor planning management and underdevelopment. For the past years, due to low employment rate in the country, local authorities were seen engaging in nepotism hence employment was now based on relationship rather than academic qualifications and experience.
Bribery	By definition, bribery entails offering, or giving gifts or money for an unscrupulous act or illegal breach of law. The urban act 29:15 empowers local authorities to make by laws and to charge penalty fee for breach of the

	<p>bylaws made. Examples of penalty fee charged by urban local authorities include illegal bus stops and parking. Bribery has become a daily activity between residents and local authorities' officials. A good example can be drawn from council officials who close water for not paying bills, instead officials accepts bribes in forms of cash and gifts from the ratepayers. Bribery has a negative effective on revenue collection leading to poor service delivery, infrastructure and local development.</p>
Vote rigging	<p>This is unlawful intrusion of the electoral process. It has an effect on political development within the area. Councillors in order to win the election, influence the results outcome and this demoralize the residents as they will lose faith in their representations</p>

#### **2.4.2. Inadequate funding**

According to Pycroft (1996) deficient and unavailability of human and monetary possessions in some local authorities make development and provision of service delivery challenging. It is important to note that normally the residents expects local authorities to develop its council area, however if there are no traits of development and improvements in service delivery in an area, ratepayers in Zimbabwe's local authorities normally have a tendency of not paying their bills on time. Local authorities at times also depend on central government fiscus in the form of grants. This dependency syndrome has led to the poor maintenance of roads, public and social amenities. Notably, some developmental projects of local authorities are left uncompleted due to lack of financial resources. Raising adequate revenue has become a mammoth task for local authorities in Zimbabwe, hence inadequate funding has become a major challenge militating against enhancing development.

### **2.4.3. Increasing urbanization**

Increasing urbanization is another challenge being faced by local authorities in Zimbabwe. Increasing urbanization often leads to city expansion and challenges and problems arise from the lack of adequate infrastructure for new and current integrated areas. Urbanization is therefore challenged with the lack of sufficient infrastructure. Fast growth in population however leads to low levels and skills in education due to shortage of facilities as schools (this is evidenced by hot sittings in both primary and secondary schools owned by local authorities). According to the Sunday mail reporter (Nov 13 2011),the Harare Metropolitan Council's engineering services director said that the sewer systems in Harare were being strained by the increase in population, the sewerage system had been calculated to cater for 1.5 million people and was now catering for approximately 2.5million people in 2015. High crime rates are usually recorded due to massive urbanization; presence of felony and urban gangs further make matters worse for the improvement of service provision and development. Absence of development in the communities and societies often leads to political demoralization among residents hence leading to low political participation.

### **2.4.4. Lack of supervision of employees.**

Monor (2010) articulates that some causes ineffectiveness and inefficiency of local authorities can be blamed on weak and low supervision of local authorities' employees. Bare (2015) stated that the low morale on employees can be blamed on poor remuneration the workers receive. To Bare, it is a well known fact that employees of Harare metropolitan councils at times goes for months without receiving their salaries as a result they slack when it comes to job doing. Machingauta (2010) argues that the paying facilities for revenue in most local authorities are poorly designed. This is evidenced by long queues which are worsened by shortages of workers in most municipalities. As a result, local authorities lose revenue hence leading to inadequate financial capacities.

### **2.5. Sources of finance for local authorities**

The constitutional requirements for local development require high levels of financial autonomy to local authorities. It is important to note that the developmental provisions which are outlined in the constitution requires a huge financial plan, a strong base of financial capacity and modern ways of financing developmental initiatives. Post 2008 saw the emergence of a multi-currency system enabling local authorities to have more practical yearly

budgets. Zhou and Chilunjika (2013) are of the view that local authorities have internal and external sources of finance to include revenue from services rendered and inter-governmental transfers respectively.

The sources of revenue collection systems vary from council to council. This is because local authorities in Zimbabwe have different sizes, levels of business nature and extent of industrialization. The UCA (29:15) and RDCA grants power to local authorities to collect revenue for developmental purposes through various means to include leasing or selling of land, service charges made for any amenities, penalties, fines etc. Finance is the most important aspect to politico-economic development as there is need for financing different projects that will be undertaken. Section 298 (1) states that public funds must be used in a transparent, prudent and effective manner meaning that the constitution advocates for using resources economically.

### **2.5.1. Internal sources of finance**

#### **2.5.2. Revenue from services being rendered for**

Revenue from services being rendered for has become one of the major sources of finance for all local authorities in Zimbabwe. Local authorities provides for services such as water, refuse collection amongst others. The word revenue generally refers to all incomes from taxes, fees fines loans which local authorities mobilize from within and outside their own council area. Collection systems to local authorities on services being rendered for differs from council to council and at most depending on the size of the council area (Larson 2004) local authorities relies on revenue for development purposes. This revenue collected often serves for economic developmental and service provision purposes.

#### **2.5.3. Water**

Water has largely contributed to the revenue for most urban local authorities in Zimbabwe. Local authorities in the past years were given the mandate to provide water in their council areas by ZINWA. Revenue collected from water has added up to 40% of the budget local authorities(Machingauta 2010).Taking for instance, the Harare City Council Housing Director reported that of their 2010 budget, 40 % was to come from water whereas to Masvingo town council, water normally contributes up to 24% to their yearly budget in 2008 (Machingauta 2010). However, it is important to note that local authorities have not been able

to collect all revenue from water because of their incapability to maintain and provide best waters services to ratepayers. It is important to note that residents go for days without water, water pipes bursts and left unattended for days in return residents either boycotts or leaves their debts unpaid. To add on some council workers accepts bribes from residents hence hindering effective revenue collection. Bulawayo Metropolitan Council has been applauded for installing water pre-paid metres and this has resulted in effective revenue collection.

#### **2.5.4. Income generating projects**

The Rural and Urban Councils acts allow local authorities in Zimbabwe to engage into income generating projects. Most scholars have argued that the main purpose of revenue generating projects is to recompense local authorities for its inability to fully collect revenue. Feltoe (2002) in Chilunjika and Zhou (2013), states that local authorities may engage themselves in different revenue generating project be it commercial projects or agricultural projects. Many local authorities saw themselves engaging in income generating projects. Taking for instance, the Bikita RDC in the past years engaged itself into various projects to include gardening so as to add on to its revenue (Zhou and Chilunjika 2013).

#### **2.5.5. Fee charged**

This is another internal source of finance to local authorities in Zimbabwe. Most local authorities have amenities such as schools, flea markets, parks among others. It is important to note that due to a rise in informal sector, flea markets have become another major source of revenue. Various uses of council amenities by citizens enable local authorities to collect revenue. For instance, Nyanga Town Council charges \$5(five dollars) to informal traders per day for using the flea markets space. The health services fees are obtained from the money which adults and kids pay in exchange of health services. The Manica post (2016) reported that Mutare District Council had increased health fee for adults from \$5 dollars to \$10. Residents were dissatisfied by the move arguing that there was a misappropriation between the fee charged and the services being offered.

#### **2.5.6. Penalties and fines**

Revenue in local authorities of Zimbabwe is also collected through penalties fines. The UCA and RDCA empower local authorities to make by-laws and the right to charge any breach of these by-laws. Examples of by laws that result in paying penalty fee when breached include illegal parking which normally result in clamping of vehicles, illegal selling points, pollution

among others. Penalty fines is an effective method of collecting revenue however corruption amongst penalty fee collectors remains a stumbling block to development in local authorities especially in Zimbabwe. The vehicle clamping and towing services of Rusape Town Council were fired after reportedly engaging in corrupt activities (The Manica Post 2016).

#### **2.5.7. Leasing and selling of land**

This is another way of source of finance to local authorities. Urban councils with large vast of lands tends to have a bigger advantage as compare to other urban councils. Local authorities are given permission to sale or lease land to various organizations or individuals. The housing department is given the mandate to sell land for residential or commercial purposes. The Housing Committee meeting minutes dated 11 July 2015 indicated that Mutare City Council was able to get extra funds through leasing land for commercial purposes to various business owners.

#### **2.5.8. External sources of finance.**

#### **2.5.9. Intergovernmental transfers**

There are programs which requires coherent development at times in the country, thus in a bid to promote uniform development in the country, the central government provides for intergovernmental transfers to local authorities. There are three kinds of transfers (Green Paper on Local Government 2014) and these are service payment, capital transfers and operations transfers. Mainly, these grants cater for definite purposes and in most cases they cater for infrastructural development. Taking for instance, all urban local authorities have been receiving direct funds from ZINARA for roads rehabilitation purposes. It is however sad to note that local intergovernmental transfers have resulted in decentralized corruption this is witnessed by poor and unmaintained roads meaning to say the funds would have inappropriately used. The Green Paper on Local Government (2014) argues that these central transfers lacks answerability and follow ups by the parent ministry and this has given top officials a chance to dwindle these grants. It is important to note that due to economic doldrums in the country the central government has not been able to make transfers to local authorities. To this end local authorities have relied heavily on their own internal sources of finance.

### **2.5.9.1. Borrowing and direct assistance**

Both acts allows local authorities to have borrowing powers although they have to meet certain conditions first for them to borrow, for example the parent ministry, which is the Ministry of Local Government allows local authorities to borrow if the loan is for purchasing of equipments or construction purposes. On direct assistance, local authorities may receive direct assistance from organizations such as the UNDP, Word Bank among other organizations. The Herald (2009) reported that the Chitungwiza municipality was once funded by the government of Japan. 2008-2009 saw many local authorities in Harare receiving funds to curb the cholera outbreak.

## **2.6. Theoretical framework**

### **2.6.1. Fiscal decentralization theory**

Development of the theory

According to Bhattacharjee (2012), theories gives an explanation on the reason things come about hence theories gives details to enable one not to just describe events. The issue of fiscal decentralization dates back from the 17<sup>th</sup> and 18<sup>th</sup> century with philosophers such as De Tocqueville. Initially the theory was formulated by James Edwan Kee(1990) after noticing that mid 1990s marked a new era where some developing embarked on some form of fiscal decentralization. Fiscal decentralization became part and parcel of the world reform agenda with the desire for local discretion in devolution of power. Thus Fiscal decentralization is considered as a vital aspect that is influencing the local government system and development today. This theory was used by the study to assess the role of local authorities in promoting politico-economic development.

Fiscal decentralization is defined by Edwan Kee as the transference process by the central government to local government (local authorities) of specific duties and functions with the managerial power and right and adequate revenue to perform stipulated functions. The theory identifies three (3) reasons following fiscal decentralization;

1. Central government incapable of meeting various communities needs hence an attempt to devolve power to local authorities so that they would respond quickly to local needs

2. Central government requiring assistance from local authorities in terms of national economic development.

3. The need to give local political more independency and financial powers so as to promote political development.

### **2.6.2. Arguments of fiscal decentralization**

This argues that fiscal decentralization places allocation decision making closer to people thus local officials should be responsive and accountable to the citizens. Through fiscal decentralization, there is accountability through local elections as they are driven by issues of local desires. The theory further states that fiscal decentralization enhances political participation at local level and this enhances political stability and democratic values at local level. This theory also argues that it provides a platform for local debates about local priorities to this end grooming future national political leaders (Kee 1990).

The theory therefore raises two important questions

1. How much autonomy should be granted to local governments?
2. To what extent do the central government should interfere in the activities of local governments?

The study focused on the role of local authorities in promoting politico-economic development in Zimbabwe. The fiscal decentralization theory underpinned and tallies up with the research since it calls for devolution of powers by the central governments who finds it difficult to response quickly to the needs of local people, the theory mentions that national governments looks up to local governments to assist them on national economic development strategies. This shows that local authorities ensure a national face at local level through various development initiatives. It is important to note that the theory raises interesting questions which clearly marries up with the study. The levels of discretion given to local authorities are clearly outlined in chapter 14 of the Zimbabwean constitution. To this end, the fiscal decentralization theory underpinned the study.

### **2.7. Country experiences**

For the sake of comparing, the researcher used selected countries to draw differences and similarities on the subject matter. Two countries were used by the study and these are Zambia



(African continent) and Romania (European continent). Country experiences helped the study to have a deeper understanding on the role of local authorities in promoting politico-economic development in a country.

### **2.7.1. Zambia**

Zambia is a southern African nation which split its borders with Zimbabwe. It is a self-governing country that gained its independence in 1965. The country like Zimbabwe has got two systems of government that is the central and local government. Post independence era in Zambia witnessed the eradication and elimination of the local governments structures that permitted racial segregation. Hence the central government saw the need to have a room for a multi-political system thus the new Local Government Act of 1991 had to be crafted so as to replace the 1983 act which was no longer in line with the multi-party system. Local authorities in Zambia have a role of promoting politico-economic development through improving the general living standards for residents, creating a suitable environment that favours business expansion and economic growth (Mukwena 1998).

The legislative framework that governs the operations of Zambia's local government is the Zambian Constitution, the Local Government act of 1991 and the Local Government Elections Act of 1992 (the election act was meant for enhancing political decentralization). At present there are 99 local authorities (to include city councils, local boards and rural district councils). Just like Zimbabwe these local authorities are overseen by the ministry of local government and housing (Local Government Act 1991).

Local authorities in Zambia have a sole responsibility of promoting development at a local level since they are too close to people. Hence the city councils are responsible for establishing and maintaining infrastructural development through roads rehabilitations, street lighting, environmental and health services by building adequate clinics and hospitals with relevant equipment. Social amenities and recreational facilities to include libraries, youth centres museums among others. After adapting to the decentralization system, the country engaged in political decentralization through the provision of the Local Government Election Act of 1992. The act provides fully described details on how local elections for councillors are to be conducted as to ensure free and fair election. The Local Government Act of Zambia has a decentralization policy that covers aspects of empowering local people through setting up sub-district structures and clearly defined roles and responsibilities for local authorities. It

states that the ultimate goal of decentralization is to enhance participation by giving citizens more authority and power in decision making at the local level.

#### Ministerial oversight

The parent ministry for Zambia's local authorities is the Ministry of Local Government and housing is responsible for overseeing and act as a watchdog to the local government. The ministry has a mandate or a goal to promote decentralization and a more autonomy democratic local government system and facilitate the provision of efficient delivery of quality housing, infrastructure and other political and social services needed by residents.

#### Sources of finances by Zambia's local authorities

Local authorities in Zambia have many sources of finance to include locally raised revenue in exchange of service provided, fee and penalties. The central government has also a role of providing finances to local government in form of grants from respective ministries. The local government act states that the government must take grants to local authorities for water, sanitation, agricultural, health and educational purposes. For instance the restricting grant is given to Zambia's local authorities for roads rehabilitation purposes. Most African developing country's local authorities are facing a number of challenges, In Zambia local authorities are facing a number of challenges amounting to problems currently haunting local authorities. Notable among is the lack of financial resources. Most local authorities are beset with perpetual financial problems to the extent of not being able to provide social services such as refuse collection thereby leading to outbreaks of diseases such as cholera and typhoid (Makome 2009).

The country is also facing a challenge of attracting and retaining qualified and skilled personnel and this is due to unattractive remuneration offered by various local authorities in Zambia. To this end skilled individual retires to private sectors for greener pastures. Just like Zimbabwe, Zambia local authorities are facing a challenge of financial incapacity due to macro-economic challenges facing the country. One can note that Zambia's local authorities have a role to play in promoting politico-economic development in Zambia despite the fact that they are operating against a number of challenges militating their progress.

### **2.7.2. Romania (European continent)**

Romania was another country from the European continent that was used by the study. Like other countries in Europe, the Romanian constitution which was adopted in 1991 established the local administrative autonomy as the main element of governing. The law of Local public administration no 69/91 together with the law of local election no 70/91 created the framework for local authorities to extent their local autonomy. The Sandtown local authority which is one of the biggest local authorities in Romania was used as a case study for comparing purposes.

Local development process represents a development process with actors and local institutions trying to utilize the local resources for maximum efficiency. The goal of this strategy in Romania was to create new jobs and to improve the overall climate in the area. Actors should work in partnership with one another to make substantial impact in the local area. The main actors which are involved in Romania's local development include; local authorities with central representations, representatives of economic activities (such as developers, private entities, banks and trade unions), educational institutions such as schools and universities, Nongovernmental organizations, mass media with an important role in educating the community.

At first the local government system of Romania, like Zimbabwean local faced a number of challenges in promoting development some of the challenges included lack of finances to fund different projects, absence of citizen participation and lack of awareness to citizens on their role in the process of local economic development. Sandtown local authority however came up with an initiative named Community building in partnership (cbp) in 1990s. The CBP represented the task force that the mayor appointed to guide the strategic planning. There was cooperation as the Sandtown-winchester task force was composed of community residents, city officials and representatives. This whole cooperation showed how unity between residents and local authorities could promote development in a country

In 1992, as a result of development programs expansions many different organizations became involved and new ones were created to fulfil some developmental projects that promoted development in the country. The local authority had variety sources of finances to include public, private and non-profit grants sources etc. The role of local authorities became more feasible in promoting development as the following notable achievements has been made since 1990; viable employment opportunities for all, created a safe crime free nurturing

neighbourhood, responsive private and public education, access to health care and needed family and individual social services for all residents, promoted economic development opportunities for the community, decent affordable housing for all residents

It is important to note that local authorities in developed countries are a backbone for development especially economic development this is because their constitutions enshrined them with full autonomy and full decentralization giving them opportunities to extract own local resources for local economic development hence plays crucial roles as they act as a national face at local level. This therefore shows that local authorities in developing countries like Zimbabwe need to be more strategic in the formulation of their policies so as to achieve sustainable development.

## **2.8. Chapter summary**

The chapter was mainly concerned with reviewing existing literature with regards to the role played by local authorities in promoting politico-economic development in Zimbabwe. Themes and sub-themes were formulated from the research objectives and this enabled the study to have rich information relating to the subject matter. Fiscal decentralization theory was used by the study. For comparison purposes, the chapter used Zambia and Romania experiences indicating how their local authorities have managed to promote political and economic development in their countries.

## **CHAPTER 3: METHODOLOGY**

### **3.0. Introduction**

Strauss and Cobin (1998) defines methodology as a technique and skill of studying about social actuality. Research methodology is concerned with the manner in which the study was conducted by the researcher and looking at the ways which was used to collect data. The study used a case study approach in assessing the role of local authorities in promoting politico-economic development in Zimbabwe, the case study which was used by researcher is Mutare City Council. The study also used the triangulation technique that is the use of both qualitative and quantitative research methods so as to substantiate and assemble dependable facts. Thus this chapter focused on the research methodology that was engaged by the study to include the research design, sample selection ,methods of data collection that were used, data analysis and ethical considerations. The core targets of the research respondents were Mutare city council councillors including the mayor, various departmental directors and residents. Instruments of data collection used included interviews, documentary reviews and questionnaires.

### **3.1. Research design**

Durnheim (1999), defines a research design as a tactical framework that serves as a connection linking research questions and the carrying out of the research. A research design can also be defined as an arrangement, a means of exploratory and obtaining answers to research questions and recognized problems (Keringler2004).Scholars such as Durnheim are of the view that a research design must comprise four variables that is the rationale of research, theoretical concept informing the study, circumstance in which research is conceded out as well as research means used to gather and analyze information. Research design has got three approaches which are quantitative technique, qualitative technique and mixed methods. The benefit of using a research design is that it provides an approach of collecting and analyzing data with diverse research instruments which minimize mistakes in data collection and it ensures that the information collected rally up with the objectives of the research. In the interest of this study, the research design that was used by the researcher combined both qualitative and quantitative methods. The researcher used a case study approach whereby she combined both qualitative and quantitative research methods so as to gather dependable data that could add on to already existing knowledge.

According to Foodrisk (2016), mixed methods research refers to a process of conducting data that involves gathering, analysing and integrating quantitative and qualitative approaches. The most important reasons why the researcher used mixed methods approach was because it provided strengths that compensate the weaknesses of both qualitative and quantitative denoting that the strengths of each approach was able to make up for the limitations of the other or in simpler terms to recompense for shortcomings of each approach. Mixed method approach methodology provided a more inclusive and full understanding of the research than either quantitative or qualitative alone and it provided an approach for developing an enhanced, more perspective and precise instruments to be used.

### **3.2. Sampling**

Haralambos and Holborn (2004), defines a sample as a fraction of a big group usually selected to be an agent of that population. Kothari (2004) defines a sample design as a specific arrangement for obtaining an illustration from a specified population. It can be also a process that includes listing of the elements from which the sample will be drawn. Sampling is primarily focused with choosing subsets of individuals inside a populace so as to estimate characteristics of a population. The major benefits for using sampling in this study included: enhancing speed in the collection of data and it was cheaper since sampling is involved with lesser costs. Sampling was done so as to draw conclusions about population from samples through the usage of inferential statistics thus enabled the study to determine a population characteristic by directly observing a portion of the population. The two types of sampling are non-probability and probability. Since the researcher used a case study method that combined qualitative and quantitative approaches, the study used both probability and non-probability sampling techniques to include convenience sampling, purposive sampling and stratified sampling.

### **3.3. Non-probability sampling**

#### **3.3.1. Convenience sampling**

This sampling technique can also be referred to as accidental or haphazard sampling technique. This sampling technique was used by the study, Tshuma and Mafa (2013), propound the view that convenience sampling entails the assortment of respondents that the researcher has access to in terms of accessibility. According to Saunders etal (2012), convenience sampling involves getting participants wherever you can find them and normally

where it is convenient. The researcher engaged the convenience sampling technique because it was simple to gather information from Mutare ward residents on how development has been improved in terms of infrastructural development. The researcher was capable of finding residents and ward councillors conveniently therefore it was cheap, simple and time saving.

### **3.3.2. Purposive sampling (judgemental)**

Marre (2007) defines purposive sampling as a process of selecting the respondents who have an idea on the reason behind the study. Neumann (2000) argues that if the needed population is not readily available, purposive sampling is the only possible option. In purposive sampling, the selection process of respondents is based on skills and knowledge. To Babbie (1997), this sampling technique involves selecting a sample basing on own familiarity of a population, components and nature of research aims. Since this sampling technique's respondents are based on expertise and skilled personnel, the researcher used it because the study had to find skilled respondents thus making it easier for her to collect correct information. The researcher was able to select skilled personnel (that is heads and deputies directors of departments).

### **3.3.3. Probability sampling**

### **3.3.4. Stratified sampling**

This is a method of probability sampling that entails that population is divided into sub groups or strata or classes, a random sample is then selected from each sub group. Each class is then sampled as an independent sub-population (Malle 2014). The researcher divided the population into classes and collected information from each group. Each stratum was sampled as an independent sub-population. Hence bias was reduced and made sure that no class was over-represented.

## **3.4. Data collection**

Data collection can be understood as a procedure of collecting and measuring data on variables of awareness in a well recognized organized manner that enables one to respond to stated research questions, test and hypothesis and assess outcomes (Crook 1994), to this end, the methods for data collection that was used by the study were in-depth interviews, questionnaires and documentary reviews. These methods enabled the study to yield rich

information from the targeted respondents. The data that was used for this research was derived from primary and secondary sources.

#### **3.4.1. Documentary review**

Bailey (1994) states that the use of documentary review involves analyzing relevant existing documents with information about the subject matter under study. The researcher made use of books, journals, government publications among other sources. Archived reports and Mutare City Council minutes were also used by the researcher since she was given permission to have access on various minutes. More articles and journals which were used were acquired on the internet and books from MSU library. The researcher also used government publications to include the Zimbabwean constitution, of 1999 and 2013, Urban Council Act 29:15, the Rural District Council Act among others. The researcher used documentary reviews because it was time saving and inexpensive since related literature was readily available. Documentary review enabled the researcher to compare findings of those that are in already existing literature.

#### **3.4.2. Questionnaires**

The researcher used questionnaires as a way of collecting data on the role of local authorities in promoting development in Zimbabwe. A questionnaire is a document containing questions in relation to the research under study so as to gather suitable information for analysis. To Punch (2004), a questionnaire is a paper that seeks accurate information, understandings and includes measures of attitudes, standards, viewpoint and opinions. A questionnaire can also be defined as a list of questions to record respondent's thoughts and conduct towards the subject matter. The researcher took into consideration the points to consider when designing a questionnaire and was availed to Mutare city council heads of departments, ward councillors and residents. The researcher gave ample time for respondents to complete the questions. The respondents were assured anonymity for this reason was more truthful upon responding to the questionnaires. Using questionnaires was also advantageous to the study as results collected were easy to enumerate with large amounts of information collected over a short period of time.

#### **3.4.3. Interviews**

An interview is a qualitative research technique that involves conducting intensive individual interviews with a small number of respondents to explore their perspectives on a particular



subject matter. Cohen (2006) defines an interview as a reciprocal dialogue or oral questionnaire initiated by an interviewer for the accurate purpose of obtaining research associated information and to learn about the facts, viewpoint and opinions of interviewees. There are two types of interviews namely structured and semi-structured interviews. Structured interviews according to Haralambos and Holborn (2004), are a list of prearranged questions in which the respondent is not allowed to diverge from the subject at hand whereas semi-structured interviews allows the researcher to let the respondent talk about other things at some point in the course of the interview before redirecting them to the topic for dialogue. The study selected to interview heads of departments, residents and ward councillors. The researcher was able to set convenient dates for interviews with the targeted population using an interview guide. These key informants were selected because they possessed in depth knowledge and much required information on the role of local authorities in promoting politico-economic development in Zimbabwe.

Using interviews as a means of collecting data was advantageous to the researcher because the researcher was able to seek clearness on questions that she felt were not answered adequately and properly and was able to correct misinterpreted questions by respondents, the researcher was able to yield the richest data as illiterate individuals were able to contribute without facing any difficulties The researcher was able to dictate acts of deceitfulness and exaggerations through facial expressions since the technique permitted face to face with the respondents. Also through the use of semi-structured interviews, the researcher was able to give the respondents opportunity to explore the research topic in greater detail.

### **3.5. Data analysis**

It can be defined as the process of obtaining, recitation and succinctation of data (Judd etal 1989).The most important purposes of data analysis is to have access to utilizable and constructive information, to explain and recapitulate data and evaluate variables. In simpler terms data analysis is the process of bringing order, arrangement, organization and sense to the mass of data collected. The three things which occur during data analysis are; data is ordered, data is condensed through summarization and lastly data is recognized and correlated. The study used thematic analysis, content analysis and statistical package for social science techniques for analysing data.

### **3.5.1. Thematic analysis**

Thematic analysis is a method of recognizing, investigating and reporting patterns or themes within data (Braun and Clarke 2006). It is a qualitative expressive technique that emphasizes the assessment and documentation of themes within data. This data analysis method was used by the study as a way of examining secondary data through the use of themes and sub themes that were formulated in the study from the research objectives. Interview records were also translated through thematic analysis and this was important to the study as the researcher was able to reach widespread conclusions and justified some explanations.

### **3.5.2. Content analysis**

Vaisimorad et al (2013) defines content analysis as an orderly coding and classifying approach used for exploring large amounts of documented information to conclude trends and patterns of words used. Content analysis has a goal of unfolding the features of the document. It can be also be defined as an organized replicable method for reducing and compressing many words of text into smaller amounts category bases on explicit rules of coding for purposes of arrangement, summarization and tabulation. The study pointed the major themes of the research that came out from the description given by the respondents. A code was thus allocated to each theme. The researcher used this data analysis technique because it was less time consuming hence enabled the study to have full access to related matter.

### **3.5.3. Statistical package for social sciences**

This is a software package used for numerical analysis; it is a computer based package for analyzing statistical and quantitative data (Bore 2014). Since the study embraced a mixed method approach that triangulated both quantitative and qualitative, SPSS was applicable for managing, controlling and analysing data which was obtained from questionnaires. This led to the formulation of tables, graphs and pie charts after the data was analyzed.

### **3.6. Ethical considerations**

Frank (2000), defines ethics as the process of determining what one regard as right and wrong. They can also be defined as norms and principles of behaviour that guides ethical choices about one's behaviour and relationship with others. Observing ethics was an important aspect of this research because research aims of integrity were promoted thus they served as a cornerstone for concluding research activities and ensured that no one was

harmed or suffered adequate consequences from research activities. With the confirmation details from the Underwriter University, cooperation and coordination between the researcher and respondents was encouraged. Parties in the research included the researcher and the respondents. The researcher hold on to four closely related ethical principles of confidentiality, anonymity, informed consent and honesty.

### **3.6.1. Informed consent**

This essential ethical standard was put into thoughtfulness by the researcher and it means giving fitting information to the respondents about their contribution and input towards the research (Aderson and Goodey 1998). This is supported by Homan (1991), who states that contributors must be given a full description on the subject under study and should be able to understand what the research is all about. The participants should be selected freely, the researcher must make sure that participants know nature of the process, what they are expected to do, level of privacy and discretion, the right to refuse involvement and the right to take out from the study any time. According to Babbie (1998), involvement in a social research disrupts the participant's usual activities as a result it oblige the participant's considerable portion of time and liveliness hence forcing respondents would be considered as unprincipled. The researcher was able to uphold this principle by ensuring that heads of MCC departments ward councillor and residents were given an explanation on what the research is all about and were able to understand the purpose of the research before making their contributions.

### **3.6.2. Confidentiality**

This ethical standard denotes safeguarding and protecting the image of participants and this principle is aligned to privacy (Teddie 2005). It also refers to the responsibility of an individual or association to protect and safeguard entrusted information. Confidentiality ensures that the researcher ought to guard information by the respondents from theft, illegal access, use and loss. The researcher was able to protect data from revelation to unauthorized persons and ensured that information gathered was for educational purposes only. To this end, the researcher cemented trust with the targeted respondents.

### **3.6.3. Anonymity**

Another ethical principle which the researcher upheld was anonymity. According to the UNH (2005), this ethical code entails that identities such as names and addresses of the participants

should not be revealed and should be protected. This can be done through the use of fake (pseudo) names or the use of lettering to symbolize respondent's names. The researcher guaranteed anonymity by pledging that the identities of the individual participant's remains anonymous hence the study made use of fake names and alphabetical letters to represent names of respondents. Respondents were able to participate freely as their names and identities were not included in the research. Personal information about the respondents such as addresses of individuals was not included.

#### **3.6.4. Honesty**

Honesty was another ethical principle the researcher adhered to. Max (2011) defines honesty as the capability of being truthfully upon collecting information from the respondents. The researcher was honest with respondents as she ensured that respondents were not misinformed in terms of the intention of the research. Hence honesty enabled the researcher not to use personal viewpoint, principles and interests to direct the research.

#### **3.7. Chapter Summary**

The chapter looked at the methodology that was used by the researcher. The study used a mixed method approach that is the use of both qualitative and quantitative research paradigms. Sampling techniques used by the study were put in place. Research instruments which were used for collecting were brought out. The research tools for data analysis were also expressed and explained. Closing chapter 3 were ethical considerations.

## 4.0. CHAPTER FOUR: PRESENTATION AND ANALYSIS OF FINDINGS

### 4.1. Introduction

The chapter presented analysis and research findings on the role of local authorities in promoting politico-economic development in Zimbabwe. The researcher formulated themes and sub themes in relation to the research questions and objectives. The themes which were formulated included the legislative frameworks governing the operations of Mutare City Council, the role of Mutare City Council in promoting politico-economic development, sources of finance for local authorities and challenges being faced by Mutare City Council. Data was collected from the targeted respondents which were Mutare City Council heads of departments, ward councillors and residents. The techniques of data collection which were used included documentary reviews, in depth interviews and questionnaires.

#### 4.2.1. Research findings

The respondents were chosen from Mutare City Council H.ODs, residents and ward councillors. 40 questionnaires were dispersed amongst the respondents, 29 were answered whilst 11 were not answered hence giving 72.5% success rate. According to Mubenda (2003), 50 % response rate is adequate for analysing data while 60 and 70 percent response rates are fine and tremendous respectively.

#### 4.2.2. Questionnaire response and analysis

Table.1

Respondents	Number of questionnaires distributed	Number of questionnaires answered	Percentage	Number of questionnaires not answered	Percentage
Heads of departments	10	7	70%	3	30%
Ward councillors	19	16	84.2%	3	15.8%
Residents	11	6	54.5%	5	45.5%
Total	40	29	72.5%	11	27.5%

*Source: raw data*

The above table shows the overall number of questionnaires which were dispersed amongst the respondents. The table clearly shows the total number of questionnaires which were answered and those that were not answered. This shows that data which was collected is authentic and diverse

#### 4.2.3. Interview response rate

Table 3, 4.2.3.: total number of people interviewed

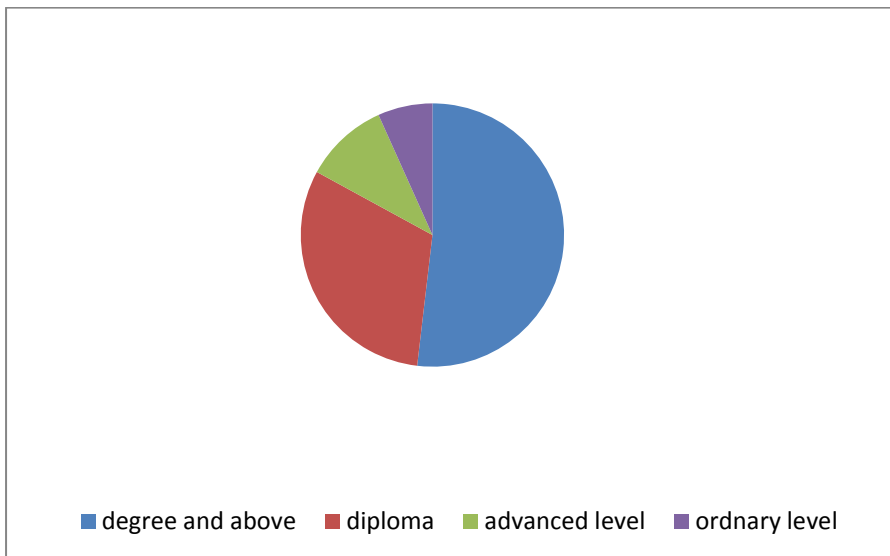
Targeted interviewees	Total number of people who were supposed to be interviewed	Total number of people who were interviewed	Percentage	Total number of people who were not interviewed	Percentage
Heads of departments	10	8	80%	2	20%
Ward councillors	10	6	60%	4	40%
Residents	10	5	50%	5	50%

*Source: raw data*

The above table shows the targeted interviewees with regards to the subject matter. On interviews, 30 were targeted and the study was able to interview 19 respondents giving a percentage of 63.3% response rates. This shows that the study was able to yield rich data as the researcher incorporated the main actors involved in the day to day business of Mutare City Council.

#### 4.2.4. Respondents level of qualification

Fig.1



The study also wanted to figure out the respondent's level of qualification. The above pie chart showed that 6.7% of the respondent reached ordinary level whilst 10.3% of the respondents show that they had reached advanced level. 31% of the respondents displayed to have diplomas while 51.7 pointed that they had attained degrees, masters and PhDs. This shows that the study encompassed all levels of education hence enabled the researcher to analyse the data in a comprehensive manner.

#### 4.3. Legislative frameworks governing Mutare City Council operations

As a tier of government, Mutare City Council has two main legal frameworks that administer its operations. These frameworks are the 2013 Zimbabwean Constitution and the Urban Act 29:15. The constitution states that it is the ultimate law of the land, thus any regulation, practise, habit or norm in contradiction with it is unacceptable therefore becoming the main framework for MCC. According to Midlands State University Local Government department (2013), the constitution is a conclusion of governance struggle that seek out good local and national governance by and for Zimbabwe. Chapter 14 dwells on provincial and local government with important provisions that are crucial in promoting politico-economic development in Zimbabwe. Chapter 14's preamble clearly points out how local government should promote politico-economic development as it states that they should guarantee the impartial distribution of the country's resources and the involvement of local society in the determination of development main concerns within their areas.

Section 264 deals with the transference of governmental command and responsibilities to local authorities, to give authority of local governance to the people and increase their contribution in the implementation of powers and constructing resolutions disturbing them and to be acquainted with the right of societies to administer their own dealings and to promote their development. This section points out important issues in relation to politico-economic development. Section 274 deals with urban local authorities stating their functions and how they are controlled by ward councillors chosen by registered voters. In promoting political development, section 277 deals with how local elections are to be conducted and the eligible voters.

In an interview that was held concerning the legislative framework governing MCC operations, respondent A said

*“The 2013 constitution was a welcomed development to most local authorities including MCC. The constitution enabled local authorities to decide whatever they would see fit for their residents without any interference from the central government. The constitution has initiated political development as sections 266 pointed out the call for collaboration amongst employees as no local authorities’ employees may exercise their functions in a partisan way or in the welfare of any political party”.*

This view shows that the constitution provision sought to promote participation despite one’s political party. This tally with MSU Local Governance Department (2013) that states that section 266 entails those local authorities must serve all inhabitants in their jurisdiction in an unprejudiced manner. This therefore suggests that the constitution made local government an effective instrument for political involvement hence promoting political development.

Respondent B remarked

*“The constitution was a rescue to local authorities as minister interventions was creating confusion between local authorities and its residents. This is evidenced by unlawful suspension of councillors and mayors, taking for example former MCC mayor was once fired and reinstated by the minister. Ever since the inclusion of local government in the constitution, MCC has not witnessed another suspension.”*

The Zimbabwean Institute (2005) had advocated for legal acknowledgment of Zimbabwe’s local government system in the constitution arguing that there was supposed to be a constitution that would assure the sovereignty of local authorities, to make local government



a free position level of government so as to make local authorities liberated from ministerial intrusion. In addition, the Green paper on local government paper in Zimbabwe (2014) supports this view arguing that chapter 14 of Zimbabwe's constitution signified the disappearance from the preceding period where local government was fashioned through legislation which was controlled by the ministry of local government. These constitution provisions place emphasis on the independence and sovereignty of local authorities.

Respondent C was of the view that

*Despite the recognition of local government system in the constitution, there are so many traits of lack of constitutionalism. This has overshadowed the role of local authorities in promoting politico-economic development. Though the constitution advocates for independence of local authorities, there is continuous involvement of the minister in the day to day running of mutare city council business. Partisan politics affects our operations. Currently there are 19 councillors of them 13 are of the MDC party. This political structure has affected economic development as some activities are delayed.*

This shows that there is need for a law that separates and sets parameters of local government operations and recognise the devolution of powers to local authorities as stipulated by the constitution.

Respondent D was of the view

*Chapter 14 section 264 of the constitution on devolution of powers states that wherever appropriate, governmental powers and responsibilities must be devolved to provincial and local authorities which are competent to carry out responsibilities efficiently and effectively. This statement raises very interesting questions as terms such as appropriate and competent are subject to debate. When is appropriate? Who decides the competence of a local authority? These terms should be clearly defined so as to avoid misconceptions.*

This tally with the Local Government Paper (2013), which argues that chapter 14 of the constitution subsection 264, states that whenever appropriate, governmental powers have to be delegated to local authorities which are capable to carry out those tasks resourcefully and efficiently. The words appropriate and competent are open for wonder on who come to a decision that a local authority is competent to carry out the tasked responsibilities. The

criterion for establishing the capability of a local authority is not outlined. This suggest that the legislation should be clear on the issue of local authorities capabilities hence the legislation should be clear on the set criteria so as to avoid future ambiguities.

#### **4.3.1. The Urban Council Act 29:15**

The Urban Council Act is another core piece of legislation governing the operations of local authorities. It is the major and central act of parliament regulating operation of Mutare City council. Functions and roles are clearly stated out by the act ranging from managerial to economic and political roles. Part 11 deals with the creation or abolishment of a local authority with the president being approved to do so. In a bid to ensure political decentralisation part V of the act states that every council must be managed by voted ward councillors whilst the mayor guarantees the control and management of a local authority. Councillors are mandated to oversee and synchronize the dealings of a local authority and the improvement of the council area. Part v deals with citizen involvement in council activities and it states that every meeting of a council shall be open to the community and the press. The act also confers urban council power to formulate by laws that would be of assistance in generating revenue to backup developmental activities.

It is important to note that the Minister of local Government through the act is given powers so as to act as a watchdog against urban councils. For instance, the minister may give instructions or inflict circumstances relating to the management control and administration of the local government concerns. The minister is also approved to defer a mayor or councillor whom he thinks on sensible basis of having been on the wrong side of the law of any conduct.

In an interview, respondent A said

*The Urban Council Act 29:15 clearly articulates the roles and functions local authorities are expected to perform. This has enabled the organization to mobilize its resources in line with stipulated roles so as to promote development. The issue of bylaws has enabled MCC to have financial backups in this era of economic doldrums.*

Respondent B remarked

*The powers which are conferred to the minster through the Urban Act have caused confusion between residents and urban councils. This demoralizes the participation*

*morale amongst citizens. Residents are not even consulted if the minister is to suspend the mayor yet they are the voters. This affects politico-economic development in our area as evidenced by poor turnouts in local elections. (Councillor)*

The above interviewee is supported by Sibanda (2016), who states that there must be a comprehensible procedure whereby voted councillors and mayors are capable to work autonomously with no intervention of central government. Councillors have a purpose of serving the public's interests making them public servants meaning that they have a sole responsibility of serving the general populaces in their constituencies. Sibanda further argues that the central government through the parent ministry at times wrongly view opposition led councillors as perpetrators of corruption.

Respondent C was of the view that

*Masimba akapihwa minister ekudzinga mayor nema councillor edu anofanirwa kubviswa. Handiti tisu tinenge tavhota here kuratidza kuvimba navo dai vachimbotibvunzawo kuti todzinga here kana kurega manje kungofuma tichiudzwa kuti mayor kana councillor vadzingwa isu vamwe next time hatipedze nguva kunovhota. (The provisions which gives minister of local government powers to suspend or fire councillors must be altered. We are the voters and we must be consulted whenever the minister wants to exercise his/her powers.)*

This view is substantiated by the Daily news (26 June 2016), that reported the unlawful removal from office of Harare and Gweru mayors (Manyenyeni and Hamutendi respectively). The reporter quoted

“The dismissal of Harare and Gweru mayors by Kasukuwere is unconstitutional, the new constitution spells it out clearly that there should be devolution of powers so that councils operate independently, we do not know why government still holds in and this is stifling progress in councils and we think this is deliberate that they are refusing to align local government laws to the constitution”

Respondent D had to say

*We once saw one of Mutare City council mayor being fired by the minister and I have drawn conclusions that the minister only targets mayors of the opposition party that is the MDC. The question here is where political development now is? Residents knows*

*what's best for them and as a result the central government through their minister do what is in their interest*

Mwaida (2014), comes in to say post 2008 saw most urban authorities being managed by elected MDC councillors which is the opposition party. The parent minister is of the ZANU PF party. This background has created a lot of animosity between the minister of Local government and MDC led councillors. According to Moyo (2014), in Zimbabwe Zanu Pf and the government are inseparable thus Zanu Pf in the name of government always do what is in their interest. Bland in Local Government Paper alludes that an assessment of the coordination between the minister of Local Government and councillors revealed that above 70% of the mayors viewed the relationship as pitiable, 69% of councillors considered the relationship between them and the parent minister as poor. These rated responses pinpointed out the intrusion of the minister in councillors affairs.

Respondent E said

*The minister has powers to cancel the decisions that would have been made by City Councils if he or she considers that the decisions are not in line with public or national interests. However, it should be noted that local authorities are much closer to people than the central government hence will always act in the interests of people so there is no need for invalidating Mutare City Council resolutions.*

In relation to the above, section 314 of the Urban Council Act 29:15 empower the minister to withdraw any decisions that would have been made by any local authority in Zimbabwe. If the minister of LG views the already made decisions and resolutions as not in the interest of the council area residents, the minister has the power to nullify the decisions that would have been made by the council. Mushanga (2014) further articulates that these provisions raise fascinating lawful questions which incorporate; when is it in the public interest to nullify a resolution? Does the minister consult first the council area residents before nullifying a resolution?

From the above responses, interference by the minister has been largely blamed on the poor performance of local authorities. This argument is cemented by the Green paper on Zimbabwe's local government (2014) which argues that the powers and levels of prudence given to the minister have generated a lot of ponder inside the local government sector.

Oversight is now used as a smokescreen for intrusion. As a result there has not been a clear line between oversight and interference.

#### **4.4. Challenges militating against the operations of MCC**

Although there is a strong local government custom in Zimbabwe, the presently operation and functionality of local government structure is pathetic and affected by plentiful challenges as evidenced by serious underdevelopment and disfunctionality in terms of service delivery, infrastructure development and feeble presentation and citizen involvement. These challenges are militating against the promotion of politico-economic development in Zimbabwe. The following challenges were pointed out by MCC employees, councillors and residents through interviews and questionnaires.

##### **4.4.1. Rampant Corruption**

Respondent A fumed that

*I view corruption as one of the major challenges affecting MCC. So many cases of corruption have been unfolded since 2008. Public funds are being used for personal gain by senior management officials. It is a well known fact that the former town clerk for MCC was fired due to corrupt acts he had committed. What then picture does it gives to the general employees if the senior administrators became the very perpetrators of corruption. The most worrisome part is that there are no criminal charges being granted to perpetrators. The responsible authorities such as the Anti-Corruption Commission together with audit committees should come to our rescue or else no traits of development would be witnessed.*

This respondent's view is substantiated by scholars such as Jonga (2013), who reported that for several years local authorities have been said to practice corruption and fraud at its highest level. Numerous audits reports for local authorities including MCC have shown uncontrolled misuse of ratepayers' money, misappropriation and negligence of public finances and extravagant spending has turn out to be the DNA of urban local authorities (Jonga 2013). It is not only splendid to fire out those perpetrators but should be prosecuted to send out a significant message headed for corruption perpetrators.

Another female respondent raised the issue of nepotism and cronyism as forms of corruption happening at MCC thus she remarked

*We have witnessed a scenario whereby 4 related personnel occupying big positions at MCC. This is clear evidence of nepotism. Recently there was certificate review of academic qualifications and shockingly about 15 people were stripped down off their positions due to lack of proper qualifications. Some senior officials did not even possess any academic qualification. So the question now is can an un-qualified personnel run office effectively? This has resulted in incompetence hence under-development.*

The argument that was put forward by the respondent is cemented by the Manica post of 19 September 2017 that ascertain that one of the senior management employee was about to lose her life after taking poison fearing to be thrown into prison ever since she had no any qualification to hold a position she was currently having. According to the transparency international UK (2013), favouritism and cronyism are some of the challenges faced by most local authorities in developing countries.

Questionnaire responses on challenges militating Mutare City Council operations.

#### **4.4.2. Corruption**

Through a questionnaire, 40% of the respondents viewed corruption as the main challenge facing MCC. Corruption which has been described as the 21<sup>st</sup> century ulcer and is said to have contributed largely towards poor performance by the organization. 5% stated that increasing urbanization vs resources is another challenge. It is important to note that the indigenization policy has contributed largely towards the rise in the informal sector. This has resulted in rural urban migration with citizens seeking greener pastures. The MCC public works meeting minutes dated 19 September 2015 shows that infrastructure (that is schools, hospitals, and clinics) was being strained due to a subsequent rise in population. According to Manica post (2016), in January the estimated population for Mutare urban residents was 900-000 but by the year end the population had increased to 2, 2 million people. As a result schools began to witness shortages of furniture, hot sittings, and sewer blockages among other factors.

#### **4.4.3. Partisan politics**

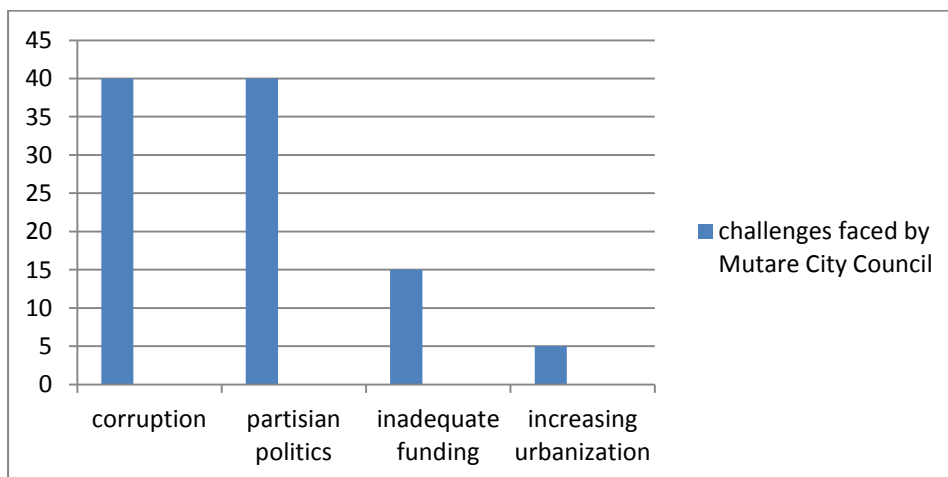
Through the questionnaire, 40% of the respondents articulated that partisan politics is another challenge militating against the effective operational of MCC. Peck (2009), defines partisan politics as preferential treatment shown to supporters of one's personal following party,

group or faction. Currently there are 19 ward councillors at MCC of which 13 are of the MDC party whilst 6 are of Zanu Pf. Given such background it is important to note that central government is of the Zanu pf. This difference in ideology has created so many problems in economic-politico development. The News day (2010) reported that the weakening of eminence service delivery in most towns has been considered to be because of issues of partisan politics. According to Bulawayo 24 news, since 2008 when the preponderance of present councillors were chosen into administrative centres on MDC label, the minister of local government through the absolute powers bestowed to him through the Urban Act 29:15 has been undermining the functionality of the MDC led councils through suspending the democratically elected councillors on corruption allegations. The only viable weapon local residents possess is now rendered useless as the minister suspends MDC councillors due to issues of partisan politics. This affects citizen participation in local election leading to political underdevelopment and confusion.

#### 4.4.4. Financial capacity

Inadequate financial capacity was also pointed out by 15% of the respondents as another massive challenge being faced by MCC. Pycroft (1996) argues that the lack and deficiency of financial resources in local authorities makes development unattainable. The UN Habitat (2014), supports this view arguing that many local authorities in developing countries face the impossible task of funding the infrastructure and services required to meet the basic need for growing urban population. This shortage in financial capacities is often caused by delays of ratepayers in paying up their bills, ineffective revenue collection systems amongst others.

**Fig 2 Challenges militating against MCC operations.**



#### **4.5. The role of Mutare city council in promoting politico-economic development**

Mutare city council roles and functions should ensure politico-economic development in its jurisdictional area. The main core fundamentals of local economic development include; drawing external investment for interior development, both which are chiefly apprehensive with employment creation, retaining existing jobs and permanence of employment and recuperating the quality of life for inhabitants. The Green paper on local government (2014) states that the local government custom can only be efficient if there is collective convention between ratepayers and a local authority based on answerability and liability. A devolved local state should take process to guarantee local economic development with local authorities having a clear vision for the local economy. Therefore Mutare City Council has a role of fostering a business user friendly environment which encourages entrepreneurship and incorporation of informal sector, building new infrastructure which ropes industrialization and industry development. On political development, it is the fundamental role of local authorities to offer platforms for citizens to contribute in the planning and liberation of local authorities services so as to promote local democracy. From the data collected on the role of MCC in promoting politico-economic development through interviews, respondent A remarked that

*The role of MCC in promoting entrepreneurship and integration of the informal sector is quite notable. Since the coming of the indigenization era, MCC made efforts to usher in informal sector through the establishment of The Green Market and flea markets such as kubhero/kukotamayi to capacitate the informal traders. Such initiatives are pleasing as this has reduced the unemployment rate amongst citizens*

On developing new infrastructure which support which supports industrialization, respondent B remarked that

*There is nothing much to talk about the role of MCC in economic development. Taking for example on infrastructural development there are poor networking roads which have potholes, absence of adequate clinics schools and hospitals, dilapidated social amenities*

Most respondents like respondent B said that they do not have any idea with regards to the role of Mutare city council in developing the area. This remarks indicated that MCC is failing to steer economic development in the area. Another respondent viewed the organization as



barbaric with corrupt employees who focuses on re filling their pockets instead of initiating development.

#### **4.5.1. Political development through local democracy**

Chikerema (2013), states that there is an assortment of ways in which local authorities can encourage local democracy, and it can be through permitting appropriate voters to participate in the electoral process, providing consultative forums and public hearings and conducting annual budget consultative meetings in different wards so as to listen to their grievances.

Thus respondent A fumed that

*MCC should be applauded for promoting an effective political decentralised system. This can be evidenced through the local elections which allow residents to elect their ward councillors. Currently there are 19elected councillors. Annually the organization holds budget consultative meetings in different wards. This allows the citizens to raise issues of concerns. Lastly MCC allows citizens to attend full council meetings and at times meeting minutes are made available to the public.*

In relation to the above, Chikerema (2013) states that local democracy (political development) can only be attained through citizen involvement in council's political and economic activities. ACPD (2006) in Chikerema defines participation as taking part as an individual and as a community in resolution creation at every development level. Lisk (1985) observes that the idea of contribution transmit to the participation of the broad accumulation of the inhabitants to manipulate decision making in favour of popular requirements and objectives. Makumbe (1996), observe that vigorous involvement of citizens need time to attend meetings, take part in an elections and notifying residents about development issues. On elections, Murrisa (2007) said that local government system enables people to voice their needs and have the right to use certain resources through their voted representatives (councillors) and enhancing competence through reduced administration. Local authorities also enhances participation through participatory budgeting as citizens are given the platform to effect amendments and inputs which results in effervescent development. The Urban Act (2006) states that budget consultative platforms is an overall intentional attempt to encourage local democracy in local authorities hence promoting good corporate governance through accountability and transparency.

In light with the above, respondent B articulated that

*Despite efforts by the organization in promoting local democracy it is worrisome to note that local elections are often characterised by low turnouts of voters. A poor attendance characterizes annual budget consultative meetings and lastly few citizens are seen attending full council meetings. This implies two things; either the residents are ignorant or there is lack of knowledge amongst the citizens on their right to participate.*

The above respondent's view shows that Mutare City Council has a role of educating the citizens on their right to access meeting minutes, right to attend full council meetings and the right to vote for their councillors in their wards. Residents should also be concerned with the activities which are initiated by the organization so as to steer development in the council area. The Mutare City Council Consultative budget overall meeting minutes dated 11 November 2016 concluded that there were poor turnouts towards consultative meetings.

#### **4.6. Major sources of finance for MCC operations**

The Green Paper on Local Government (2014) states that for local authorities to be successful there is need for sufficient financial resources to back up their targets for functioning costs, assets investment and provision of delivery obligations. The legislation allows for a range of revenue mobilization for local authorities. Section 298(1) states that public money should be used plainly, cautiously, efficiently and successfully therefore signifying that the constitution advocates for resource competence and proficiency. The study found out that the main sources of finance for Mutare city council includes intergovernmental transfers, taxations, finance from income revenue generating programs and revenue from service delivery.

##### **4.6.1. Intergovernmental transfers**

Through the interview, respondent A was of the view that,

*Intergovernmental transfer is one of the sources of finance for MCC. The local authority receives direct funds from the central government for specific purposes. For the past years the organization has been receiving funds from ZINARA for roads rehabilitations. These transfers have enabled the organization to foster development in the area.*

This view is supported by Chilunjika and Zhou (2013), who articulated that intergovernmental transfer as an outside source is one of the major sources of finance for

local authority. They are grants which come from the central government to local authorities. As mentioned by the respondent, the purpose of such grants is to recompense local authorities for boundaries of their tax sources and they have to be spent on specific purposes (Rotachild 1996). Taking for example, the intergovernmental funds that are given to MCC by ZINARA are for roads rehabilitations purposes only and they are meant to promote national development. According to the Public Works Towns and lands committee minutes of 28 February 2015, the study noted that the organization had received an amount of 15 thousand to cater for roads rehabilitations. However, other scholars have pointed out the issue of lack responsibility to these grants. In most cases the long term loans received from the central government has not been properly accounted for by both the central government and local authorities hence there is no strict monitoring of the use of funds by the central government (Coutino no date). This has resulted in abuse of funds by senior top management leading to under-development.

#### **4.6.2. Income generating projects**

Respondent B was of the view that

*Due to economic doldrums in the country, MCC has relied largely on its internal sources that are revenue collected from the service being rendered by the organization to its ratepayers for example water and sewerage reticulations, fee from health services provided at various hospitals and refuse collection. However the organization is facing a challenge of delays by residents in paying up their bills and ineffective revenue collection mechanisms*

This response showed that MCC has been using revenue collected from service being provided to the residents since 2009. The observation is substantiated by the Green paper on local government (2014) that states that due to economic challenges in the country over the last decade, local authorities have received slight or no financial transfers from the central government and to this end had to rely on their own sources and have to create own strategies. Thus generally revenue from service delivery has been the most common source of finance the organization has been relying on.

Responded C fumed

*The organization has been engaging in income revenue generating programs and partnering with various organizations such as CBZ holdings in a bid to raise its own*

*revenue.MCC for the past years has been getting financial backup from the KMP project. This project has helped the organization to fulfil some of its targeted goals.*

This response showed that MCC has engaged in some income generating projects so as to sustain its organizational goals. Local authorities should be able to have projects that would be of assistance to local authorities in raising funds (Chilunjika and Zhou 2013).According to Feltoe (2002); a council may generate revenue through various means for example engaging in commercial, industrial and agricultural activities. The Housing committee meeting minutes dated 24 June 2016 stated that the KMP housing project which was an agreement between CBZ holdings, Kubatana Lawyers Association and MCC was meant to reboots the organizational purse with a mandate to develop the newly created Gimboki location. This shows that income generating projects are very crucial and should be considered by many local authorities as a major source of finance to back up developmental activities

Respondent D had to say

*I view taxation as a major source of finance for local Mutare council especially property tax. Property tax enables the city to fulfil some of its duties the only problem is that majority of the users do not pay in time thus some of the organizations programs are prolonged.*

#### **4.7. Chapter summary**

The chapter in general presented data and analysed research findings. The study noted that the legal frameworks need to be amended so as to guarantee the self-government of local authorities. Independence of local authorities may lead to development within jurisdictional areas. The study established that Mutare City Council role in promoting politico-economic development is not that convincing and this might be due to a number of challenges the organization is facing. Major challenges which were observed included rampant corruption, inadequate funding, partisan politics and increasing urbanization. The major sources of finance which back up developmental activities were identified and they included intergovernmental transfers, taxation, revenue generating programs and revenue from services rendered to ratepayers.

## **CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS**

### **5.0. Introduction**

After analysing and presenting data, this chapter focuses on giving conclusions and recommendations. This chapter also summarizes the previous chapters and come up with conclusions. Recommendations with regards to the role of local authorities in promoting politico-economic development in Zimbabwe will be provided. Country experiences which were used by the study clued-up some of the recommendations that were made by the researcher.

### **5.1. Summary of findings**

#### **a) Legislative frameworks**

Through the use of documentary reviews interviews and questionnaires the study found out that the legislative framework governing the operations of MCC (The 2013 Constitution and the Urban Council Act) needs to be visibly revised. This is because of the powers and levels of discretion given to the ministry of local government over local authorities. The unconstitutional involvement of the minister has caused a lot of debate within the local government sector and has been blamed for politico-economic underdevelopment.

#### **b) Challenges being faced by MCC**

The study also revealed that amongst the challenges militating against the operations of Mutare City Council, corruption and partisan politics are the major challenges. Corruption in the form of bribery, nepotism and cronyism is the ulcer eating up Mutare city council and has led to economic underdevelopment. Given that of 19 councillors at MCC, 13 are of the MDC party partisan politics has affected the organization negatively as some activities and programs are politicized by Zanu Pf which is the central government leading to delays of some developmental activities.

#### **c) The role of MCC in promoting development**

The role of MCC in promoting politico-economic development received widespread perceptions. In a bid to promote political development, MCC has been seen conducting local elections of councillors, holding annual budget consultative meetings and availing meeting minutes to the public. To Chikerema (2013), this has promoted local democracy as citizen

participation is allowed. The organization has made some efforts to promote economic development through informal sector engagement as evidenced by the creation of flea markets. It is however important to note that others were of the view that in terms of economic development, the organization is still lagging behind as evidenced by obsolete infrastructure, high levels of unemployment rate in the city.

#### d) Major sources of finance

The major sources of finance which back up Mutare city council operations were identified as intergovernmental transfers in forms of grants for example ZINARA disbursements funds. Other respondents pointed out that due to economic doldrums in the country; revenue from service delivery had become a major source of finance for local authorities.

## **5.2. Conclusions**

The main thrust of the study was to assess the role of local authorities in promoting politico-economic development in Zimbabwe. A case study approach was used with Mutare city council heads of departments, councillors and residents being selected as a sample so as to provide data for this study. Through the use of documentary reviews, in depth interviews and questionnaires the study concluded that the legislative frameworks governing MCC operations needs to be redesigned in order to guarantee the autonomy of MCC from the central government. Although chapter 14 of the constitution guarantees the independence of local authorities, the Urban Act empowers the minister with too many powers thereby undermining the meaning of the constitution. The study revealed that ministerial intervention has affected organization's operations negatively hence the legislation should be re-dressed.

The research also recognised that corruption (in the form of bribery, nepotism and cronyism), inadequate financial capacity, partisan politics and increasing urbanization are some of the major challenges militating against MCC operations. Corruption in the form of nepotism has led to incompetence of employees; bribery has contributed largely to underdevelopment as public funds would have been embezzled by top management officials. Partisan politics also has contributed in destabilizing MCC operations. The study noted that difference in ideologies has caused problems for instance government funds are always delayed due to partisan politics. Inadequate funding is another challenge which has led to underdevelopment. Absence of financial resources has made it impossible to fund the basic services such as infrastructural development and service delivery. Increasing urbanization as another

challenge has militated the organization's operations as resources will be strained to cater for the growing population

The major sources of finance to back up MCC operations were identified as intergovernmental transfers, revenue from services provided and taxation. Grants which are given to MCC as intergovernmental transfers were identified as one of the major sources. To this end, these grants such as ZINARA funds have helped the organization promote development at local level. However, issues of concern towards grants were raised since at times grants are delayed and this can be blamed on economic meltdown in the country. Revenue from services provided was identified as another major internal source of income. MCC receives revenue from services rendered such as refuse collection, water and sewer reticulation. However this source of finance according to the study at times suffers from the inability of ratepayers to pay up their bills on time hence leading to delays of some projects.

The study also concluded that Mutare city council has put on some efforts to promote political development since 2008. This is evidenced through the fair and free local elections which are held in the city. This has promoted representational local democracy. The organization also promotes citizen participation through holding annual budget consultative meetings in different wards. The study however noted that elections are often characterized with poor turnouts meaning to say either the citizens are ignorant or they do not have knowledge on their political rights. The role of MCC in promoting economic development was rated poor by respondents as evidenced by poor services being supplied by the organization. Hence the study conclusively noted that MCC is failing to steer maximum economic development in its jurisdictional area.

### **5.3. Recommendations**

#### **i. Revising the legal framework governing local authorities**

The study noted that the current legal framework governing MCC operations (the constitution and the urban council act 29:15) needs to be amended if the government is to achieve full decentralization. The recognition of the local government system in the constitution (chapter 14) was a plausible move towards the independency of local authorities in Zimbabwe. However the Urban Council Act 29:15 through some of its provisions does not tally with the supreme law of the land. The act grants too much power to the Minister of local government

hence as a result there is too much encroachment .Local authorities should be granted autonomy as they are more close to people than the central government. Some of the provisions should be repealed so as to draw the line between oversight and interference.

#### ii. Transparency

Since corruption was ranked as the major challenge militating against the operations of Mutare City Council, there is need for an effective audit committee internally and externally. These committees should be in a position to deter corruption in local authorities. To this end there should be implementation of strong sanctions to the perpetrators of corruption. Whistle blowers should be able to raise every concern of misconducts within the organization and should be able to trigger rapid investigations and prompt follow ups on all allegations made. Financial statements should be made available so as to ensure confidence to the central government and local ratepayers.

#### iii. De-politicisation

It is important to note through the Minister of Local Government, the central government is able to politicise some of the local government activities. The central government should have faith in MDC mayors and councillors hence should not act in an un-professional manner. Politicization of the local government undermines the independency of local authorities. Wards which are represented by ZANU Pf councillors are often granted favours by the minister enabling the party to secure political support. Development should be equal and uniform hence there is need for depoliticizing.

#### iv. Financial capacity

Orbet etal (2016) states that without financial injection, local authorities do not have the ability to promote economic development. This shows that for development to take place there is need for adequate finance injection to local authorities activities. In this era of economic hardship, local authorities does not have to rely on intergovernmental transfers to back up their operations, rather they should formulate own income revenue projects to back up their operations. Also local authorities should note that poor service delivery results in poor revenue collection. Hence there is need for improvement in terms of service delivery as this could stimulate ratepayers. Engaging the local community on the importance of paying bills on time may also result in effective collection of revenue.



## **5.5 Conclusion**

The chapter focused on concluding the important aspects of the research. The intend of the study was to assess the role of local authorities in promoting politico-economic development in Zimbabwe using City of Mutare as a case study from 2008 to 2016. The study proffered recommendations for enhancing the politico-economic development of local authorities. Chapter 1- 3 generally covered background of the study, statement of the problem, objectives, literature review that is studying of existing writings, theoretical framework and methodology. Chapter four focused on presentation and analysis of findings of the information that was gathered. Graphs, tables and pie charts were used to present data. Chapter 5 basically concluded the research giving relevant recommendations.

## REFERENCE LIST

- Aderson, P and Goodey, C (1998), Theories of consent. British Medical Journal.
- Africa Community Publishing and Development Trust (2006), Strengthening citizen participation in local decision making. Fingerprint Cooperative Ltd, Cape Town; South Africa.
- Babie .E (1998), The practise of social research .Wadworth publishing company.Belmark
- Bhattacharjee, A. (2012),Social Science Research: Principles, Methods and Practices.2ndEdition. University of South Florida: Tampa, Florida.
- Bhunu, T. (2017), Mutare city council employee makes a tough decision. Reported by Bhunu .T, The Manica Post, 13 September 2017.pg 3.
- Boab,J. (2008), Defining delimitations in Research. Journal of humanities and social sciences.
- Borg, P. (1996), Corruption in developing countries. Journal of political science.
- Borg, W. R. and Gall, M. D. (1983), Research Methods: An Introduction, New York: Longman.
- Braun, V. and Clarke, V. (2006), Using thematic analysis in Psychology. Qualitative psychology.
- Centre for Applied Legal Research. (2013), Law and development making the law and development.
- Chakaipa, S. (2010), Local government Institutions and elections. In: J. De Visser, N. Steytler& N. Machingauta, eds (2010) Local Government reform in Zimbabwe, A policy dialogue. Cape Town: Community Law Centre, pp. 31-68.
- Chatiza, K. (2010), Can Local Government Steer Socio Economic Transformation in Zimbabwe? Analyzing Historical Trend and Gazing into the Future. In De Vessr,In :J.DeVisser,NSteytler and N.Machingauta,eds(2010)Local Government reform in Zimbabwe, A policy dialogue. Cape Town: Community Law Centre, pp. 31-68.
- Chikerema A, F. (2013), Citizen Participation and Local Democracy in Zimbabwean local government system. IOSR Journal of Humanities and Social Science, 13(2), 87-9.

- Churchill P.M. (1995), Practical Research Methods. UBS Publishers Distributors: New Delhi.
- Cohen, D (2010) Key Issues In Local Economic Development in South Africa And Potential Role for Salga, Available at [www.salga.org.za](http://www.salga.org.za) (Accessed on 06 October 2017).
- Combined Harare Residents Association. (2014), The Green Paper on Zimbabwe's Local government.
- Constitutional Watch. (2016), Constitution alignment. The local government law. Amendment bill part ii.
- Cooper, D.R. and Schindler, P.S. (2011) Business Research Methods. 11th Edition. McGraw-Hill International.
- Creswell, J. (1998), Research Design: Quantitative and Qualitative Approaches, McGraw-Hill, London.
- Crook, R. and Manor, J. (1998), Democracy and decentralization in South Asia and west Africa. Cambridge university press.
- Daily news. (2016), Dismissal of mayor unconstitutional. Reported by Sibanda M on 26 June 2016 pg2.
- Dewa, D. Dziva, C. and Mukwashi, K. (2014), Exploring local government challenges in Zimbabwe under the government of national unity era and beyond. Mambo press Gweru.
- Durnheim, K. (1999), Research Design in Blanche, (ed) Research in Practice: University of Cape Town Press, pp 29-53.
- Feltoe, G. (2002), A Guide to Zimbabwean Administrative Law. Harare: Legal resources Foundation.
- Frank, K, S. (2000), Ethical considerations and obligations. In V.N. Gordon, W.R. Habley & Associates, Academic advising, a comprehensive handbook. (p. 44-57). San Francisco, CA: Jossey Bass.
- Haralambos and Hollborn (2004) Sociology themes and Perspectives 6th ed : Harper Collins Ltd, London.
- Homan, R. (1991), The ethics of Social Science research .Longman: London.

- Jones, G.W. (2015), Corruption in local government. The Spectator, old queens, London
- Jones,W. (2010), The concept of political development. Journal of political science.A reflective analysis.
- Jonga, P. (2013), Corruption in Zimbabwe's local authorities. University of Zimbabwe publications. Harare, Zimbabwe.
- Kee,E.J. (1990), Fiscal decentralization theory as a reform.
- Kerlinger, F. (2004), Foundations of behavioral research (2nd Ed.).New York: Holt Rinehart and Winston.
- Larson, C, M. (2004), Management Policies in Local Government Finance, 5th Edition. Washington D.C: International City/ County Management Association (ICMA).
- Leedy, P. and Omrod, L. (2001) How important are limitations? A guide to a successful research.
- Lisk, F. (1985) Popular participation in Planning for Basic Needs, Blackmore Press, Longhead.
- Local Government Association of South Africa 2012.
- Machingauta, N. (2010), Can Local Government Steer Socio Economic Transformation in Zimbabwe? Analyzing Historical Trend and Gazing into the Future. In De Vessr,In :J.DeVisser,NSteytler and N.Machingauta,eds(2010)Local Government reform in Zimbabwe, A policy dialogue. Cape Town: Community Law Centre, pp. 31-68.
- Makumbe, J. (1996), Participatory Development, University of Zimbabwe Publications, Harare .
- Malle,H. (2014),Social sciences data analysis techniques. The various ways to data analysis.
- Maree, K. (2007), First steps in Research: Van Schaik , Pretoria.
- Matunhu, J. and Mago, S. (2013), Rural Banking for Rural Development in Zimbabwe, Stud Tribes Tribal, 11(1):43-48(2013).
- Max, R. (2011), Social science ethical considerations. Sage publications

Mbeki, T. (2010), Centralization and how it affects socio-economic transformation. A critical analysis of decentralization. Cape Town.

Midlands State University Local Governance Department. (2013), The constitution of Zimbabwe as a basis for local government transformation. A reflective analysis.

Moyo,S. (2014), Regime Survival strategies in Zimbabwe after independence.Journal of international relations and foreign policy.

Mukwena, R.M. (1992), Zambia's local government act of 1980. A critical appraisal of the interrogation objection public administration volume 12 no 3.

Mukwena R.M. (1998) The role of local council in rural development .A case of Gwewee and Kakmo district councils in Zambia from 1981-95.

Muriisa, R.C. (2007), NGOs and Rural Development in Uganda, MPhil thesis, monograph: University of Bergen; Norway.

Mushamba, J. (2016), The powers and functions of local government authorities. Local government working paper series no.5 law centre University of Western Cape.

Mwaida,S. (2014), The intrusion of the minister of local government versus MDC led councillors in local authorities.

Neuman, W.L. (2000), Social science research methods, qualitative and quantitative approaches. Boston, London sage.

Orbert.S.O, Madzorera, S and Chavhunduka, M.D. (2016), Towards improving service delivery in local authorities. A case of Chegutu municipality in Zimbabwe.

Peck, T. (2009), An investigation into the implications of partisan politics. A critical appraisal of the causes and impact of partisan politics.

Punch, K.F. (2004), Introduction to social Science research: Quantitative and Qualitative approaches. Sage Publications.

Pycroft (2000), The challenge of local government financing in developing countries.New York University.

Rothschild, A. (1996), Africa in New Societal Order, Lynne Reimen Boulder, Colorado.

Saunders, M. Lewis, P. and Thornhill, A. (2012), Research Methodology for business studies .6<sup>th</sup> edition pearson education ltd.

Sibanda, M. (2016), Dismissal of mayor unconstitutional. Daily News. Reported by Max Sibanda, 26 June 2016 page 2.

Straus, L. and Cobin, M. (1998), Basics of Qualitative Research :Techniques and Procedures for Developing Grounded Theory ,(2nd ed.): Sage Publications.

The Sunday Mail. (2011), Effects of population growth in Harare. Nov 13 pg 2.

The United Nations Habitat. (2014), The challenge of local government financing in developing countries.

The Zimbabwean Institute. (2005), Local government review.

Tshuma, R and Mafa, O. (2013), Research Designs: in Tichapondwa, S. M (ed) (2013) Preparing your Dissertation at a Distance: A Research Guide: Virtual University for Small.

U.N.H. (2005), Institutional review board for the protection of human subjects in research available at <http://education.research.human.subject>.

UNDP. (1996), The role of participation and partnership in decentralized governance .New York Prentice hall.

Urban Councils Association of Zimbabwe. (2006), Best practises of participatory budgeting for five cities in Zimbabwe. UCAZ publications. Harare.

Vaismoradi, M. Turumen, H. and Bonda, S. (2013), Content analysis and thematic analysis. Implications for conducting a qualitative descriptive study.

Zhou, G. and Chilunjika, A. (2013), The challenges of self-financing in local authorities. The case of Zimbabwe.

Zimbabwe Institute. (2005), Local Government Policy Review. Cape Town, Zimbabwe Institute.

#### Government documents

Local government act of Zambia 1991

Local government association of South Africa 2013

Local government election act of Zambia 1992

Local government paper of Romania 2012

Mutare city council's strategic plan for 2015-2018

The republic of Zimbabwe: 1999 Constitution

The Republic of Zimbabwe: 2013 Constitution.

The Republic of Zimbabwe: Rural District Councils Act (Chapter 29:13).

The Republic of Zimbabwe: Urban Councils Act (Chapter 29:15).

Transparency in U.K government paper 2013

Transparency in UK 2013

## **Appendix**

### Interview guide

My name is Mubure Tanyaradzwa , a fourth year student at Midlands State University currently studying Politics and Public Management .I am carrying a research entitled an assessment of the role played by local authorities in promoting politico-economic development in Zimbabwe. The case of Mutare City Council from 2008-2016.The targets for this research includes Mutare City Council heads of departments, residents and ward councillors. Your participation will be greatly appreciated. I do pledge confidentiality and anonymity by all means necessary. This research is for academic purposes only.

Date-----

Sign-----

#### Category A

1. Are you a Mutare City Council Head of department, ward councillor or resident?
2. What are your educational qualifications?
3. How long have you been working at Mutare City Council?

#### Category B

1. How has the legislative frameworks (the constitution and urban council act) enhanced or destabilised MCC operations?
2. To what extent do the legislative frameworks granted local authorities independency?
3. What are the major challenges affecting the operations of Mutare City Council?
4. What has been the role of Mutare City council in promoting local democracy and economic development?
5. What have been the major sources of finance to back up political -economic development initiatives by MCC?
6. Do you have solutions or recommendations that you think might enhance political and economic development?



## Questionnaire

My name is Mubure Tanyaradzwa, a fourth year student at Midlands State University currently studying Politics and Public Management. I am carrying a research entitled an assessment of the role played by local authorities in promoting politico-economic development in Zimbabwe. The case of Mutare City Council from 2008-2016. The targets for this research includes Mutare City Council heads of departments, residents and ward councillors. Your participation will be greatly appreciated .I do pledge confidentiality and anonymity by all means necessary. This research is for academic purposes only.

### Section A

N.B tick were appropriate

Sex [   ]

Age [   ]

Are you a MCC H.O.D [   ]      Councillor [   ]      Resident [   ]

Level of education

Degree and above [   ]      Diploma [   ]      Advanced level [   ]      Ordinary level [   ]

### Section B

1. In your view do you think that the legislative frameworks governing MCC are strong enough to enhance the effectiveness of local authorities in Zimbabwe?.....  
.....  
.....

2. What do you think is the major challenge affecting Mutare City Council? Tick one answer you think is the major one from below

Corruption	
Partisan politics	
Increasing urbanization	

Inadequate funding	
None of the above	

3. In your opinion, what can be done to overcome the above-mentioned challenges.....  
.....  
.....

4. What recommendations do you think can enhance the effectiveness of City of Mutare in promoting politico-economic development?.....  
.....  
.....

Thank you.

## Appendix B: Marking Guide

MIDLANDS STATE UNIVERSITY

FACULTY OF SOCIAL SCIENCES

DEPARTMENT OF POLITICS AND PUBLIC MANAGEMENT

GUIDELINE FOR MARKING DISSERTATION

ITEM UNDER OBSERVATION	COMMENTS	SCORE
<b>Title [10 marks]</b> <ul style="list-style-type: none"><li>• Is the title clear and precise?</li><li>• Does the title expose the problem under investigation?</li></ul>		
<b>Abstract/Introduction [10 marks]</b> <ul style="list-style-type: none"><li>• Does the abstract successfully bridge the gap between the title and subject?</li><li>• Does the student demonstrate knowledgeability about the nature, problem and purpose of study?</li><li>• Have the objectives of the study been clearly stated?</li><li>• How relevant is the literature reviewed and theories used?</li></ul>		
<b>Content [50 marks]</b> <ul style="list-style-type: none"><li>• Are the chapters well laid out and coherent?</li><li>• Does the work show the use of relevant research methods?</li><li>• Is the evidence authentic?</li><li>• Is there evidence of research?</li></ul>		

<b>Conclusion/ Recommendation [10 marks]</b> <ul style="list-style-type: none"> <li>• Has the work been resented?</li> <li>• Does the conclusion answer the objectives?</li> </ul>		
<b>Reference [10 marks]</b> <ul style="list-style-type: none"> <li>• Have the references been accurately presented?</li> <li>• Has the referencing style been consistent?</li> </ul>		
<b>Layout, Presentation and Editorial Assessment [10 marks]</b> <ul style="list-style-type: none"> <li>• Is there continuity in the style of writing?</li> <li>• Is there correct use of English in terms of consistency?</li> </ul>		
<b>TOTAL SCORE (100 MARKS)</b>		

Signature of the Supervisor.....

Comment on Submission.....

Signature of the Marker.....Date.....

Signature of the Moderator.....Date.....