



MIDLANDS STATE UNIVERSITY

FACULTY OF SOCIAL SCIENCES

DEPARTMENT OF LOCAL GOVERNANCE STUDIES

IMPACTS OF CENTRAL GOVERNMENT SUPERVISION ON RURAL LOCAL GOVERNANCE AND DEVELOPMENT CASE STUDY OF ZAKA RURAL DISTRICT COUNCIL

BY

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A dissertation submitted in partial fulfilment of the requirements of the requirements for the Bachelor of Social Sciences Honors Degree in Local Governance Studies.

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NOVEMBER 2014

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DEGREE TITLE: BACHELOR OF SCIENCE HONORS DEGREE IN LOCAL GOVERNANCE STUDIES.

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DEDICATION

This work is dedicated to my parents Mr. and Mrs. R. Mutangamhazha who always taught me that hard work leads to a brighter life. Also special dedication goes to my three lovely sisters Tumai, Lindah and Esther.

ABSTRACT

The research topic is based on the impacts of central government supervision on rural local governance and development using Zaka rural district council as the case study. Central government supervision has proved that it can run in two ways either producing positive or negative impacts in as much as rural local governance and development is concerned. Zaka rural district council has not been spared when incompetent rural local authorities are being counted. The district has been characterized by poor performance, salary backlogs for employees, incapability in the delivery of services, poor road networks, poor living standards, slow rate of rural urban development. All these deteriorating standards have played a center stage whilst central government claims to be responsible for regulation, monitoring and intervention in local authorities. The central question in place is whether these forms of supervision are bringing effectiveness and efficiency in the day to day operations of Zaka RDC and in its effort to fight against the deteriorating service delivery standards. The researcher used both qualitative and quantitative research methods in trying to collect data relating to the forms of central government supervision instruments being used to monitor the activities of Zaka RDC and the impacts born by these instruments on rural local governance and development. Data was collected using both purposive and simple random sampling to collect data from the population which included the District administrator, government ministries, local authority management, employees and councilors. The findings were presented using graphs, tables and charts in a bid to clearly illustrate on the findings. Key findings showed that central government supervision have got both positive and negative impacts on rural local governance and development but the negative impacts are many than the positive ones. Conclusions were presented and a list of possible recommendations on the impacts of central government supervision was outlined.

ACKNOWLEDGEMENTS

First and foremost my tender gratitude goes to the Almighty God for me power, life and spiritual wisdom during the course of my studies to this degree level. My sincere gratitude goes to my academic supervisor Mr. Banga for he allowed me to lean on his shoulders academically, he was always there for me rendering his unwavering support to me, I don't hesitate to call him a responsible tutor for he communicated with me openly and giving me chance to present my challenges and suggestions. Thank very much for the job well done will forever cherish your help and efforts.

It is so much vital for me to isolate my relatives for the unlimited support they gave unto me. Your help and assistance is of much value to my triumph 'thank you'. To my friends Oscar and Costantine I wish to extent my tender regards for they allowed me to use their laptops 'Be blessed guys'. Once again I wish to thank my family for their support financially and morally towards my success may the good Lord continue sanctifying all your endeavors.

Lastly I am thankful to all my lecturers at Midlands State University in Local governance studies Department who assisted me since 2011 on the commencement of my degree till date "Long live to you all"

DECLARATION

This dissertation is a result of my own hardworking in research and investigation, serve for the extend indicated in the acknowledgements, references, and comments included in the body of the text. This dissertation has never been submitted in part or in full for any other degree program to any university.

Date

October 2014

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Mutangamhazha Amon

Signature

.....

ABBREVIATIONS

| | |
|------|-----------------------------|
| CEO | Chief Executive Officer |
| DA | District Administrator |
| NGO | Non-government organization |
| RDC | Rural District Council |
| ZRDC | Zaka Rural District Council |

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CHAPTER I

INTRODUCTION

1.0 INTRODUCTION

Chapter one provides background information of the study seeking to introduce the location of the study in general and narrow down to the specific sample selected in particular. Chapter one also provides the statement of the problem, the purpose of the study and the objectives which the researcher dwells on, in carrying out the research. The same chapter incorporates the research questions derived from the specific objectives and key assumptions to the study. The significance of the study is also given in an effort to clarify on how the research can be of importance to various stakeholders. In an effort to ensure the feasibility of the study, delimitations and limitations of the study are also looked into. In conclusion this chapter gives a list of defined key terms which will always be referred to throughout the study.

1.1 Background of the study

The history of local governance in Zimbabwe dates back to the 1890s with the coming of the British South African Company (BSAC) and the later establishment of the first formal local authority, the Salisbury Sanitary Board (Jordan, 1984). Rural local government existed before the coming of the colonial settlers, in its basic form, consisting of the traditional structures of kings, chiefs, headmen and kraal heads however contemporary day rural local government was introduced in the 1920s when the first Native Boards were established (Chakaipa 2009).

The attainment of independence in 1980 paved the way for the creation of a single local government Ministry and the amalgamation of African Councils into District Councils and the establishment of new legislation (Rural District Councils Act and the Urban Councils Act). In spite of Zimbabwe's sovereignty from the colonial regime, the new legal and institutional framework of local government did not overthrow nor loosen the central government's dominion over local authorities (Madhekeni 2012). This means supervision of local authorities can be rooted back to the time when the country attained independency. The intervention by central government has been referred to by scholars as the 'Achilles Heel' of local authorities and this presents a major weakness in the administration and supervision of local government affairs in the country. Since independence local government in Zimbabwe have been managed through legislative instruments however the year 2013 marked a transition from this through the referendum which marked the capturing of local government in the supreme law of the land the Zimbabwe constitution amendment number 20 of 2013. According to Blunt (2011), Ministry of Local Government can investigate councils and issue out act against them on almost any matter, this means that even though councils are democratically elected, they are more of de-concentrated units of the Ministry of Local Government rather than autonomous local authorities.

Zaka is one of the seven administrative districts in Masvingo Province, with its administrative local authority being Zaka Rural District Council (ZRDC). It is situated along Masvingo-Chiredzi highway and is bordered by Masvingo district in the North and West, Bikita district in the East and Chiredzi district in the South. A drought prone area Zaka, is in ecological region three and four with a landscape which is largely mountainous though there

are patches of open flat terrains.

According to Machingauta N (2009) local authorities in Zimbabwe are creatures of statute; implying that they can only do that which the enabling legislation says they can do. In other words they operate under a system commonly referred to as delegated authority. Zaka Rural District Council also is a semi-autonomous body and a legal unit meaning it can sue or be sued on its own. Zaka Rural District Council is enacted by the Act of Parliament which is the Rural District Council's Act Chapter 29:13. According to Zaka Rural District Council strategic plan for 2012 to 2016 the council serves 34 wards and it has a vision of providing and promoting quality, equitable and sustainable economic, social and infrastructural services in the district.

Zaka RDC is working in line with the provisions of the RDC Act chapter 29:13. Section 2 of the RDC Act 29:13 place the administration of the RDC Act in the hands of the Minister of Local Government. Central government Supervision in Zimbabwe can take place in various forms which include establishment of local government institutions like provincial councils, urban local government, rural local government and traditional leadership and regulating their legal frame work, organizing local government functions through laws and continuous monitoring. These forms may include request for information and investigations over suspected cases of corruption, suspension or removal from office of elected officials and appointment of commissioners and caretakers (Machingauta N 2010). The central question is whether the supervision brings efficiency and effectiveness in rural local governance and development? Are there any mechanisms to prevent excessive interference by central

government into local government operations?

According to Chatiza (2010) Sub-national local governance spaces have been tolerable to interaction between development organizations within and outside the public sector, state to citizen and citizen to citizen relations, post and pre independence, a number of non-state development organizations have interacted to articulate and execute development activities. However sub national government in paving way for development exercise delegated authority and thus central government will be providing checks and balances in facilitating F development.

The core of social sciences is to investigate whether social situations are bearing any significance to a particular variable. In this case the focus of the study will be on analyzing the forms of local government supervision and their impacts on rural development with Zaka Rural District council as the case study.

1.2 Statement of the Problem

Effective rural local governance and development has been a major deficit in Zaka with the district being characterized by poorly administered sources of funds, backlogs on staff salaries inadequate and incompetent staff. The district is also characterized with poor road networks, no productive industries poor few health facility centers, poor standards of living slow rate in rural urban development and many others. Central government possesses power to supervise rural local authorities as enshrined in the acts of parliament. Rural Local authorities are agents of rural development at local level and initially central government

vests power and confidence to these local tiers however the forms of supervision from the center is disrupting rural local governance development.

1.3 Research Objectives

1. To identify the forms of central government supervision instruments being used to monitor the activities of ZRDC
2. To identify the impact posed by central government supervision on rural local governance in ZRDC
3. To analyze the effects of central government supervision on rural development in ZRDC
4. To make recommendations on the impacts of central government supervision on rural local governance and development in ZRDC

1.4 Research Questions

1. What are the types of central government supervision instruments being used to monitor the activities of ZRDC?
2. Is central government supervision bringing effectiveness and efficiency in rural local governance and development in ZRDC?
3. What challenges are being faced in the implementation of central government supervision activities in ZRDC?

1.5 Significance of the study

The significance of this research cannot be accredited to one stakeholder but rather to different stakeholders who include:

1.5.1 To the Midlands State University

This research can be regarded as the researcher's little way of contributing to the data bank of the University. This study may also be crucial to the Midlands state University for it create room for further research on central government supervision and its impacts on rural local governance and development.

1.5.2 To the Researcher

This research is a prerequisite for the researcher to meet the requirements of the BSC (Honors) Degree in Local Governance studies. The study is also important in the sense that, the researcher will be equipped with knowledge on central government supervision and the impacts it bears on rural local governance and development.

1.5.3 To Local Government Institutions

The recommendations proposed in this research can be useful to both central government and local authorities in improving local government supervision and in turn improve rural local governance and development within the communities.

1.6 Delimitations

This study is specifically confined to Zaka Rural District Council. The council is a rural local authority situated at Jerera Growth Point. The study will focus on the forms of local government supervision by central government and the impacts they bear on rural development. The targeted population for the study is 65 people, making the study manageable. The target population shall comprise of residents, NGOs, government ministries, councilors, the district administrator and council management. The implication is that after the application of central government supervision either effectiveness or inefficiency on rural local governance and development can

be noted.

1.7.1 Assumptions

- It assumes that central government supervision can bring efficiency to rural local governance and development if it is undertaken properly.
- It also assumes that if there are no checks and balances to avoid undue interference local government supervision can bring forth disruption in rural development.
- Another assumption is that, local government supervision does not mean reducing local authorities to appendages of central government but checking whether there is compliance with the general law and national policies provisions thereby ensuring effective rural development.

1.8 Limitations of the study

a) Financial Constraints- The researcher faced financial problems in meeting the expenses including transport, photocopying, airtime, stationary and binding. As a remedy the researcher looked up to colleagues, friends and family for him to try and work within the precincts of the budget.

b) Confidentiality - A lot of information was top secret, both from the councilors, residents and at the local authority offices. To get rid of this the researcher created harmonious relations with the participants in the research so as to get the required information.

1.9 Definitions of key Terms

Central government supervision is defined by Machingauta (2010) as a process where central

government watches over local government to ensure appropriate performance. This means that central government expects local tiers to behave as stipulated in the acts of parliament hence it keeps on checking for the behavior of local authorities to see whether they are adhering to the provisions of the law.

According to the World Bank (1975) **Rural development** refers to the process of humanizing the economic and social living conditions of people living in rural communities. This means the process aims at meeting local needs of people residing in the rural localities.

1.10 Summary

This chapter focuses much on the introduction of the study and the logistical issues pertaining to the study and these encompasses its significance, the background information and the specifications of the study. This same chapter also dealt with areas on the statement of the problem, hypothesis and assumption as well as delimitation and limitation of the study. The following chapter will review literature related to the study.

CHAPTER 2

LITERATURE REVIEW

2.0 INTRODUCTION

The focus of this study is on analyzing central government supervision and its impacts on rural local governance and development. This chapter is going to focus on the literature review, reviewing the concepts to be studied and scholarly evidence. According to Burns and Grove (1997) a review of related literature is undertaken to review what is known and not known about a particular situation, literature helps the researcher with tools and approaches used by other researchers in carrying out their researches. This chapter will gather up past and present information setting the foundation for the research. Sources of literature to be used by the researcher shall be from the councils and from the office of the district administrator, ministry circulars, in house documents, books and the internet. This chapter shall look on other scholarly views on local government supervision, the various forms of supervision, rural development and the impacts of local government supervision on rural development.

2.1 Local government supervision

Local authorities can best be referred to as lower tiers of government responsible for providing such services which are supposed to have been rendered to the public by central government. In other words local authorities act on behalf of the central government thus they exercise what is so called delegated authority. This means that central government delegates some duties to local levels and to ensure that those duties are undertaken effectively central government will in turn

supervise the local authorities. De Visser (2005) identifies three broad form of local government supervision namely regulation, monitoring or evaluation and intervention.

2.1.1 Regulation

According to Machingauta (2009) Regulation refers to the establishment of the institutional frameworks for the operation of local government as well as its functions. National governments perform a regulatory function in streamlining local government functions through the laws that set up local government, and others that have a practical relationship with local government Machingauta (2010). These laws which govern the operations of local authorities include the Urban councils Act 29:15, Rural district councils Act 29:13, Provincial councils and Administration Act 29:11, Traditional leaders Act 29:17. According to Johann Mettler (2009) the word “regulate” refers to the exercise of a legislative and executive power of both state and provincial governments in respect of municipal executive authority and this type of control could therefore include legislation that require municipalities to adhere to standards in the exercise of their administrative authority.

According to Ikhide (1999) argues that the rate at which any local authority is able to provide services is highly related to the efficiency with which the political and administrative mechanisms are in place. According to Chakaipa (2010) the government of Zimbabwe has put into place the obligatory legal framework and institutional provisions to operationalize a local government system. This entails that if the operational framework of a country is well-organized

local authorities can be able to offer services effectively without any obstruction from the provisions of the legislation.

According to the Republic of Tanzania president's office regional administration and local government the institutional and legal framework, which regulates the relations between national and Local Government in Tanzania was complex and was somewhat unclear and fragmented. There were also overlaps and conflicts between major pieces of legislation. Some of the problems originated from the framework set up during the decentralization era, which remained intact despite the restoration of Local Authorities. The Central Government continued to exercise extreme controls over Local authorities such as approving their revenue sources and budgets, and their by-laws. The researcher seems to agree with this in the sense that despite the government of Zimbabwe having adopted the concept of decentralization it continues to impose excessive control over local authorities which sometimes lead to conflicts and sower relations between central and local government.

According to Chakaipa (2010) The Ministry charged by the executive with the local government function stands at the top of the local government system, and has been assigned to manage the various statutes that establish and operationalize local government in Zimbabwe. Chakaipa (2010) added that while local government may lobby for legislative changes, the establishment and issuing of enabling instruments is the Ministry's duty and the Ministry is finally answerable to the Nation, Parliament and the Executive for the efficient function of local government. However Crython (1993) thus remarks that control by central government over local

governments is through the law of the country, but government is also able to manage the actions of council by negotiation, instruction, direction and policy declaration’.

Another critical area in the field of regulation of local authorities by central government is the District administrator’s office. The District Administrator is responsible for supporting and regulating the Rural District Councils (RDCCBP Workshop 2001). The District Administrators are operating as chief implementers, government regulators and monitors of ministerial policies in the various districts to which they are assigned Metyszak (2010). Chakaipa (2010) outlines the regulatory role of the District Administrator citing that the Rural District Development Council RDCC puts critical resources in the district at the disposal of RDCC to help in planning and execution of projects, however, councils have not been happy with them, mainly because of the role of the District Administrator as chairperson. Chakaipa (2010) added on that this is a committee of council, chaired by a civil servant and dominated by civil servants, thus, in such an arrangement the wishes and aspirations of the Council may not always carry the day.

Regulation can also be seen in the area of employment, recruitment and selection. According to Chakaipa (2010) The employment of Chief Executive Officers in terms of section 66 (1) specifically requires the approval of the Minister and the Minister may also appoint a Chief Executive Officer from the positions of the public service in terms of section 66 (2), if the office of Chief Executive Officer is unoccupied for any reason section 159 (1) (f) of the RDC Act chapter 29:13 give the Minister power to make guidelines relating to the conditions of service of officers and employees of council including in particular the credentials, salary and allowances, punishment, suspension and dismissal of employees and officers of council.

Central government can also regulate the operations of a local authority through the appointment of auditors. According to Chakaipa (2010) Section 134 (1) outlines that the accounts of local authorities shall be audited by a person appointed by the Urban Development Corporation, this also eliminates the power of council to act in areas within their responsibility. From this note one can see that appointment of auditors can be best done by the local authority since they have been given the powers to manage their finances through fiscal decentralization hence by doing this it can be easily seen that decentralization is still an unfinished business.

According to the local government project (2008) it is argued that the current legal frameworks may be guilty of strangulating local government, thwarting it from executing its developmental mandate. This means that central government is being accused of overregulating local authorities. Local government project (2008) further states that overregulation can be seen where a rule commands a municipality or a municipal Manager to behave in a prescribed manner in an area that debatably could have been left to the latter's discretion. The researcher seems to agree with this in the sense that in the Zimbabwean context there is more of the Minister "May" and "Shall" leaving no much room for local authorities or local authority managers to exercise their responsibilities to in ensuring rural development.

2.1.2 Monitoring

According to De Visser (2005) Monitoring refers to the establishment of mechanisms expected to continuously look at the general performance of local government to see whether there is adherence with the law. De Visser (2005) goes on to say monitoring is an ongoing exercise by

central government and will always include the practical mechanisms to assess local government performance coupled with mechanisms for intervening into local governments if the evaluations produce proof of serious problems. From the above statements one can argue that since local authorities are creatures of statutes and are supposed to enjoy delegated authority they are supposed to work as to the provisions of the law hence central government must keep on checking whether local authorities are operating as stipulated in the law.

Machingauta (2009) argues that local policies may not be in sync with national policies and often there are accusations of corruption or misappropriation of council funds or property, or local authorities may be executing activities that do not profit the local communities in which they operate and when this happens it is the obligation of senior governments to ensure that local authorities observe the law. The researcher seems to agree with this idea in the sense that local rural development policies need to be aligned with the national policies for them to get funding from above. Also local authorities have a tendency of undertaking development projects that are of little or no benefit to the public hence the need for monitoring from the center. At the local level, the district administrator is the representative of the Minister of Local Government, though they are not provided for in the statutory instruments they form the mantle of the management team that helps the Minister monitor the Local Authorities (R B Z 2004).

Machingauta (2009) added that central government monitors local government in various ways, it may take the form of access to records of council section as provided for under 51 (8) RDC Act, the use of self-reporting mechanisms as provided for under Section 137 (6) (a) and section

154 RDC Act, request for information as requested for under section 153 of the RDC Act 29:13, investigation into suspected wrong as provided for under section 154(1) RDC Act, the suspension and dismissal of councilors as well as the appointment of caretakers and commissioners to act as council among others.

In South Africa The constitutional basis of the monitoring power is set out in the Constitution where section 155 (6) of the South African constitution provides that “each provincial government ... by legislative or other measures, must provide for the monitoring and support of local government in the province.”

2.1.2.1 Access to records of council

Machingauta (2010) argues that the right to access to records of local authorities by the Minister enables him to keep well-informed of what is happening in councils hence all local authorities are obliged to allow the Minister this unlimited access. In rural district councils the RDC Act on section 51(8) states that a copy of all proceedings shall be sent to the Minister within six weeks of the date on which the meeting to which they relate was held. Madhekeni and Zhou (2012) commented on the unrestrictive powers of the Minister saying the governing legislation treats the Minister as the ultimate unrestricted decision maker on local authorities matters as witnessed by statements like, “The Minister shall”, “If it is in the Minister’s best interest” and “shall hold office during the pleasure of the Minister” hence such provisions provide the Minister with unrestricted discretion over how best he/she wants to manage local authorities. The researcher seems to agree with these scholars in the sense that the unrestrictive powers of the Minister are

reducing local authorities to appendages of central government and they act as to the wishes of the Minister but sometimes to the detriment of rural development.

Johann Mettler (2009) argues that in South Africa a more intrusive device used to monitoring of local government is the right of a competent authority to have physical access to the records, books and other documentation of a local authority. Johann Mettler (2009) further outlines that section 5(b) of the Auditor-General Act 12 of 1995 makes provision for the right to make citations from any source or document of an institution under audit.

2.1.2.2 Self reporting

The Rural district councils Act provides for the various self-reporting methods which rural district councils can adapt to in their operations. Section 137 (6) (a) local authorities are required to submit financial statements and audited accounts to the Minister. According to Machingauta (2010) the submission of financial statements and audited accounts to the Minister will enable the Minister to see how local authorities intend to fund their operations and to see if the estimates have taken into account concerns of the downgraded and underprivileged groups in the community, including the elderly, orphans, women and children as well as poor households. The researcher seems to go in line with this provision in the sense that it enables central government to know whether the estimates for funding are in line with the intended development projects thus avoiding under budgeting or over budgeting on development projects.

In South Africa it is a fairly basic monitoring requirement to be supplied with information and, in general, local authorities are legislatively bound to either provide reports or to make specified documents readily accessible, in this regard, the Auditor-General Act section 5 (a) makes provision for persons to be subpoenaed and to attend with certain documents under their control and the Health Act section 23, 28 and 29 is another example of where the Medical Officer for Health of a local authority is required to compile a series of reports to the national-, provincial- and local authorities on certain specified topics Johann Mettler (2009).

2.1.2.3 Requests for information.

According to section 153 of the RDC Act “The Minister may from time to time need a council to submit to him copies of records of its proceedings, statistics and other documents and such other information as he may consider necessary for the active discharge of his responsibilities in terms of this Act, and the council shall observe such requirement”.

2.1.2.4 Investigations

According to Blunt (2011), the Ministry of Local Government can investigate councils and take action against them on almost any matter, implying that even though local authorities are democratically elected, they are more of de-concentrated beings of the Ministry of Local Government rather than independent local governments. Machingauta (2010) the power to monitor the performance of councils must be joined with the power to cause investigations into suspected acts of misconduct and non-compliance. Section 154 (1) allows the minister to appoint

investigators into a council affairs if the Minister considers it necessary or desired in the public interest to appoint investigators to look into issues relating to or arising out of the affairs or conduct of a council or any of its committees.

2.1.3 Intervention

According to De Visser (2005) Supervision may also include intervention into the matters of local government in order to correct recognized problem. Lewis et al (2007) says defines an intervention as an action or an act of coming between or interfering, especially so as to adjust or prevent a result, Lewis et al (2007) argues that from the point of view of the local authority, intervention is viewed as interference aiming at preventing negative results. Lewis (2007) went on to say in general intervention is where a government department or ministry takes action that it would not otherwise have taken as a result of a critical inspection report or other external evidence of service failure. According to Mapuwa and Muyengwa (2004) be it in federal and unitary countries local governance is overwhelmed with political interference to the extent that citizens are either not consulted adequately or central government simply disseminate laws and regulations without consulting the general populace. The Zimbabwe Institute (2005) added that the RDC Act alone provides for more than 250 instances where the Minister can intervene in the day to day operations of Rural District Councils, there is simply too much of the “Minister shall” concept in Zimbabwean local government and this has entrenched undue central executive intervention.

According to the Zimbabwe Institute (2005) government in Zimbabwe has commonly intervened in local authorities affairs through simple reminders to local authorities, informal discussions and meeting, issuing of guiding circulars, instructions such as instructing local authorities to rescind their resolutions, stringent reporting conditions, warnings, suspension of councilors and actual dismissal. According to Machingauta (2010) in Zimbabwe the power to intervene in the business of local authorities is provided for in both the urban councils Act 29:15 and the rural district councils act 29:13. Machingauta (2010) goes on to say power to intervene involves powers to pass out ministerial directives, to make or adopt bylaws on behalf of councils suspend or rescind council resolutions and decisions and to suspend and or dismiss councilors. However central government have been accused of interference into local authority operations rather than to intervene

2.1.3.1 Ministerial directives

According to Machingauta (2010) central government intervenes in rural local councils through Ministerial directives. Machingauta (2010) goes on to say the Minister may give directions from time to time to make sure that the council, when building or repairing roads, dams or water works, makes use of the services provided by the government, any state corporation, the District Development Fund (DDF), or any other government agency.

Section 155 of the rural district councils act chapter 29:13 provides that the Minister has powers to make directions to certain actions. However the types of directives are not clearly stated in the Act. The year 2013 is marked with one of the Ministerial directives where the Minister directed all local authorities to write off all debts owed by residents to them dating back from 2008.

2.1.3.2 Making or adoption of bylaws on behalf of councils.

According to section 94 b (i) and (ii) whenever the Minister considers that any matter should be controlled or regulated by by-laws he may direct the council to make by-laws or to adopt model by-laws in relation to that matter within such period as he may specify, and if the council fails to do so the Minister may, subject to this section make by laws on behalf of the council in respect of that matter; or make by-laws adopting the appropriate model by-laws on behalf of the council.

2.1.3.3 The power to reverse, suspend and rescind council resolutions

According to Madhekeni (2012) section 52(3) of the Rural District Councils Act (RDCA) allows the Minister to direct a council to reverse, suspend or rescind any of its resolutions or decisions if the Minister considers that the resolutions or decisions are not in the interest of the inhabitants of the area, or in the national or public interest. Madhekeni (2012) goes on to say section 53 (1) and (2) of the RDCA also provides that certain resolutions shall require the Minister's direct approval failing which any such resolutions are invalid. According to Machingauta (2010) this provision takes away the authority of the council to administer its council area and it is a classic example of the imbalance between the need to provide oversight and the need for local discretion. Machingauta (2010) further argues that the increasing effect of the Minister's powers to repeal council resolutions and decisions may demoralize the council's ability to provide local solutions to local problems.

2.1.3.4 Suspension or dismissal of councilors

According to the Zimbabwe Institute (2005) the President is empowered by legislation to intervene in a variety of cases, the ultimate being the dissolution of a council and dismissal of councilors and Executive Mayors. According to section 157 (1) of the rural district councils Act chapter 29:13 the minister may suspend or dismiss a councilor if he/she has breached any provision of the Prevention of Corruption Act Chapter 9:16, has committed any offence involving fraudulence in connection with the funds or other property of the council, has been responsible through serious negligence, for the loss of any funds or property of the council or for gross misuse of the funds, property or affairs of the council.

According to Machingauta (2010) the provision for the suspension and dismissal of councilors raises attention-grabbing legal questions like when is it in the public interest to suspend a councilor?, when is it in the interest of the populaces of the area for the President to suspend a councilor? And is the President required to consult the inhabitants of the area before suspending the councilor? Machingauta (2010) further argues that while the President is not obliged to give reasons of the suspension, it is opposing to the concepts of administrative justice that a public officer can be suspended from his or her position without any explanation or investigation.

2.1.3.5 Intervention in local authority finances

The Zimbabwe Institute (2005) added that local government also suffers from ministerial intervention in the area of spending and income rising. According to the RDC Act chapter 29:13 section 125 a local authority may acquire advances from a commercial bank in the form of

overdrafts, however the Minister of local government with the approval of the Minister of finance should approve the amounts to be so acquired and the conditions on the basis of which such funds are acquired. The Zimbabwe Institute (2005) added that the Minister of Local government also sets ceiling on the amount of the budget that can be allocated on certain budget item notably salaries, rural local authorities have also narrow revenue raising powers as central government controls the high yielding tax factors such as vehicle licenses, electricity services taxes which are administered by local authorities in countries like South Africa.

Makumbe (1996) points out that development levy is a tax levied by the central government for payment by the local inhabitants to enhance local development of roads, bridges, schools, hospitals construction among others, however this source of revenue is often condemned on the basis that the level of taxation is determined by the central government rather than by local councils who are really aware of what should be done to develop their localities. According to Wekwete (1987) in Zimbabwe people who live in certain areas resist paying development levy due to the fact that payments and development on the ground is usually disproportional.

2.2 Overview of rural local governance

The concept of rural governance can best be understood after defining governance itself. According to Nancy Stark (2008) Governance refers to a process of making and carrying out out decisions. Nancy Stark (2008) goes on to say in its most common use, governance refers to the management operations of governments, including cities, counties, special districts, school systems, regional governments and states. Generally rural local governance refers to the management practices of governments at local levels particularly in the rural areas.

According to the Zimbabwe Institute (2005) rural local government is controlled by two legal institutions namely Rural District Councils and traditional leaders and these are provided for under the Rural District Council Act 29:13 and the Traditional Leadership Act 29:17. According to the Zimbabwe Institute (2005) other key players in rural local governance includes political parties non-governmental organizations (NGOs), community-based organizations (CBOs) and the structures provided for under the decentralization program.

According to Chakaipa (2010) rural local authorities are established under section 8 of the Rural District councils Act 29:13 and the same piece of legislation provides for the appointment of committees of councils notably committees to manage urban land under the rural district council. Chakaipa (2010) further outlines other committees which help in rural local governance and these include, the road committee, the ward development committee, and the rural district development committee.

The committee system of rural local governance pave way for grass root participation. According to the Zimbabwe Institute (2005) Ward development committees and Village development committees are expected to be chief planning authorities in the ward, managing and coordinating development plans in their area of authority. The Zimbabwe Institute (2005) goes on to say practically, the role of Village development committees seems to be that of receiving information and directives from above rather than that of acting as a canal for bottom-up initiatives.

Rural local governance is characterized with the provision of services to the local inhabitants residing in rural areas by the local authority in the area. According to the Zimbabwe Institute (2005) the Rural District Act directs Rural District Councils to provide various social and infrastructural services such as the construction and repairs of sewage works, roads and dams. Zhou and Chinjulika (2013) further outlined that sources of revenue in the provision of services include taxes on landowners, mining locations, licensed dealers, permit holders and levies, rates and rents paid to council for services provided by government such as refuse collection, water and sewer reticulation. Zhou and Chinjulika (2013) cited the issue of central government supervision in rural local authorities particularly the ministerial intervention with regards to the revenue raising and spending powers. According to Zhou and Chinjulika (2013) most of the internal revenue raising powers are under central government direction and control, section 125 of the RDC Act 29:13 permits a council to obtain advances from any commercial bank in the form of overdrafts with the approval to do so being established by the Ministry of Local Government and the Finance Ministry. Zhou and Chinjulika (2013) goes on to say Ministerial approval is required for rural local councils to borrow from external sources and such overarching practices limit the fiscal autonomy, initiative and flexibility of Rural District Councils thus paving way for ministerial intervention. Zhou and Chinjulika (2013) suggested that Rural District Councils must be empowered institutionally, resource wisely and legally to independently collect and control their financial resources.

Rural local governance have been accused of being inefficient and ineffective. Mbetu (1997) argues that, Rural District Councils are incapable to collect, manage and allocate revenue due to

restraining barriers ranging from central government control, weak technical skills base and lack of strong legal instruments to support their efforts.

2.3 Overview of rural development.

To understand better the concept of rural development it can be of much importance to start by defining development. According to Todaro and Smith (2006) is a multidimensional process comprising of deviations in structures institutions and attitudes as well as the acceleration of economic growth, the decrease of inequality and the eradication of absolute poverty. Thus rural development can be a process aiming at changing the structures, institutions and attitudes as well as accelerating economic growth and reducing inequality and eradicating absolute poverty targeting the people residing in rural communities.

According Youmanc (1982) rural development comprises of activities to identify and resolve local distresses of public interest in communities strongly influenced by natural resources. Youmanc (1982) goes on to say in this public policy context rural development focuses much on citizen participation, leadership development, problem identification, analysis, decision making, resolutions and evaluation all of which are necessary to deal with the issue at hand. The World Bank (1975) defines rural development as an approach aiming at the upgrading of economic and social living conditions focusing on a specific group of poor people in a rural area, it assists the poorest group among the people living in rural areas to benefit from development.

According to a report by the Pan Afric (2000) decentralization can be regarded as the major challenge facing Rural District councils in stimulating rural development. The report by the Pan Afric (2000) further outlines that the first schedule of the RDC Act provides for RDCs to undertake up to 64 separate functions however the central government departments currently undertake up to 64 separate functions. According to a report by the Pan Afric (2000) functions like social welfare, education, health and road maintenance never culminated in the adoption of a clear decentralization program, failure by local government to fully operationalize the decentralization program led RDCs and government to clash over duties with most of them being taken by sector ministries.

Rural development can target agricultural development since agriculture is the main production activity in rural communities. According to Niki (2002) Rural development comprises of agricultural development activities, however it is one of the means of economic revitalization for active farmers and targeted rural villages.

Central government have got a significant role to play in facilitating and supervising rural development. According to De Visser (2001) the role of central government is guiding and facilitating development, rather than being responsible for direct management and central government should be a facilitator, because sustainable development can only be locally driven and supported.

2.4 Impact of central government supervision on rural local governance and development

Central government supervision allows the national government to identify and correct failures and to make sure that local policies and national policies are integrated. According to Machingauta (2009) in the exercise of their delegated power, local authorities often fail to undertake those functions or to execute those powers which they are required to exercise in terms of the law. Machingauta (2009) added that local policies may not be in harmony with national policies and often there are suspected cases of corruption or misuse of council funds or property, or local authorities maybe carrying out activities that are beneficial to local communities in which they operate hence it is the responsibility of senior governments to ensure that local authorities comply with the law. Mushamba (2010) argue that the powers of Central government to intervene and not the politically incorrect reference to interference are necessary to rein in incapable and corrupt councils.

Central government supervision helps in the safeguarding of the local needs in rural local governance and development particularly those of the marginal groups. Machingauta (2010) argues that monitoring of local authorities through self-reporting is essential, for example submission of financial estimations enables the Minister to see how local authorities intend to finance their operations and to see if their estimates have taken into account needs of the marginalized and underprivileged groups in the community, including the elderly, orphans, women and children as well as poor households.

According to the Zimbabwe Institution (2005) central government supervision is also predicated on the need to protect ratepayers against possible financial misuse by local authorities, by means of government loan sanction and audit.

Central government supervision can destroy the participatory powers of the local residents. According to the Zimbabwe Institute (2005) suggested that the role of the district Administrator as the principal advisor to council, chief implementer, government regulator and monitor have reduced the local communities to become mere observers of state and donor funded operations in their area of jurisdiction. The Zimbabwe Institute (2005) goes on to say rural people have generally felt powerless as they have slight input in decisions affecting their lives and the Rural District Councils have remained an appendage of central government with no meaningful decentralized functions.

Central government supervision can stifle innovation, experimentation and local responsiveness. According to the Local Government Project (2008) regulation may directly close up the space for self-government. If not directly, the weight and complication of a number of provisions may make local initiative too tough and costly to attempt. This means that regulation from central government can hinder rural local authorities from innovating, experimenting development needs or from being responsive to the local necessities due to fear of crosscutting the rules and regulations.

Machingauta (2010) argues that the cumulative consequence of the Minister's powers to act on behalf of councils or to adopt by-laws or rescind council resolutions and decisions may weaken

the council's ability to provide local solutions to local problems. This means that the Minister can rescind some council resolutions which the local authority could have made after realizing the need for attention hence if it so not please the Minister he may decide to rescind it. Also power to make resolutions and by laws should be given to local authorities for they know the local needs.

Central government supervision can bring confusion in the exercising of duties and responsibilities whether by central or local government since there is no clear definition of roles and responsibilities. Olowu (2001) explains this confusion as expanded "centralization through decentralization" where central government purports to promote the principles of decentralization by transferring tasks and responsibilities to local authorities whilst retaining decision making power and authority.

Intervention in local authority operations dilutes the accountability of rural local authority staff. According to Chakaipa (2010) The Minister may also appoint a Chief Executive Office from the ranks of the public service in terms of section 66 (2), if the office of Chief Executive Officer is vacant for any reason, of note is that that District Administrators were Chief Executive Officers of council until 1993. Chakaipa (2010) suggested that such officers do not always work in the best interest of council, as accountability for such officers lies elsewhere.

Rural local authorities seem to be enjoying less autonomy due to central government intervention in the operations of local tiers. According to Chatiza (2010) the autonomy of local authorities is far much less because President and Minister responsible for local government have substantial

powers and legally empowered to intervene to pursue public interest. Chatiza (2010) added that rural local authorities are shackled by line Ministries in regard to service provision and Ministry of Local Government also has functionaries at province and district levels whose work overlaps with that of Council.

Central government powers can hamper local participation whilst local governance calls for the participation of the local inhabitants in matters that affects their lives. According to De Valk and Wekwete (1990) there are conditions in local government where central government poses a lot of powers, the conditions open up the possibility that the Council can be used by central government institutions for the purpose of implementing their priorities. De Valk and Wekwete (1990) added that these conditions form important restrictions in exercising decentralized powers, thereby hampering the process of participation.

2.6 Statutory provisions for central government supervision rural governance

Table. 1 statutory provision for central government supervision

| Statutory instrument | Reference | Intervention |
|-----------------------------------|------------|--|
| Rural District Councils Act 29:13 | Section 53 | Minister's approval is required for certain resolutions. The Minister may by notice in writing to the council concerned, direct that any resolution of a council dealing with such matters or such class of matters as are specified in the notice shall be submitted to him for |

| | | |
|--|------------|---|
| | | approval. |
| Regional, Town and country Planning Act1 | section 10 | RDCs and Local Boards not Local Planning Authorities for Parts IV and VI unless Minister has authorized them as such by statutory instrument. |
| Rural District Councils Act 29:13 | Section 94 | Minister's powers to make bylaws on behalf of councils. |
| Rural District Councils Act 29:13 | section 87 | Bestows powers on the Minister to act on behalf of Council in estate development. |
| Rural District Councils Act 29:13 | s 90 | Minister approves by-laws of RDCs |
| Rural District Councils Act 29:13 | s 94 | Minister's powers to make by-laws on behalf of councils. |
| Rural District Councils Act 29:13 | s 124 | Rural District Councils require the Minister to approve their borrowing powers. |
| Rural District Councils Act 29:13 | s 138 | Gives powers to the Minister to conduct financial inquiry of any council. |
| Rural District Councils Act 29:13 | s 154 | Inquiries by Minister and appointment of investigators. |

| | | |
|--|--------------|--|
| <p>Councils Act 29:13</p> | | <p>Minister may, if he considers it necessary, appoint one or more persons as investigators, to inquire into any matter which relates to good government, failure of council to undertake any function or matters related to municipal partnerships and relationships and intergovernmental relations. The costs of such investigations are borne by the council investigated.</p> |
| <p>Rural District Councils Act 29:13</p> | <p>s 155</p> | <p>Minister may direct certain actions. The Minister may from time to time give a council such directions as he considers appropriate to ensure that the council, when constructing or repairing roads, dams or waterworks, or carrying out any other activity, makes use of service provided by the state, any statutory corporation, the District Development Fund or any other agency of the government.</p> |
| <p>Rural District Councils Act 29:13</p> | <p>s 157</p> | <p>Suspension of councilors. If at any time he considers it necessary or desirable to do so in the public interest or in the interest of the inhabitants of the council area, the Minister may, by statutory instrument, suspend all or any of the councilors, and if the suspension is not lifted within thirty days, then the seats of the councilors shall become vacant and the councilor removed from office is disqualified from being nominated for election as a</p> |

| | | |
|-----------------------------------|-------|---|
| | | councilor until such time that the Minister, by statutory instrument, has removed the disqualification. |
| Rural District Councils Act 29:13 | s 158 | Minister may appoint a caretaker to act as a council if there are no councilors or where the councilors have been dismissed from office. |
| Rural District Councils Act 29:13 | S 161 | Refusal to obey orders, requirements or directions of the Minister: any person who contravenes any order, requirement or direction which is given, made or issued by the Minister in terms of the Act shall be guilty of an offence and liable to a fine not exceeding 500 dollars or imprisonment for a period not exceeding six months or both the fine and the imprisonment. |

Source: Mushamba (2010)

2.7 Summary

In this chapter all the various literature relating to this research has been touched upon. The literature review began with elaboration of the three forms of local government supervision which are regulation, monitoring and intervention. All this literature was being related to the topic, impact of central government supervision on rural local governance and development. The chapter gave an overview of rural local governance and development. The same chapter outlined the impact of central government supervision on rural local governance and development. The

chapter also clearly illustrated the statutory provisions of central government supervision on rural development. The next chapter will look at the methodological framework to be used in the research.

CHAPTER 3

RESEARCH METHODOLOGY

3.0 INTRODUCTION

The superiority of a research is determined by the methodology used in conducting the research. According to Coolican (2004) methodology refers to the conceptual logic and research procedure by which facts are developed. In simple terms research methodology refers to the various methods used in collecting and analyzing data with the aim of explaining how one aims to achieve the research objectives. This chapter discussed the data collection methods that were used by the researcher in gathering the relevant information regarding the impact of central government supervision on rural local government and development. The chapter also discussed the methods that were used in analyzing the data as well as the data presentation plan. The chapter looked at the sources and the reliability of the research instruments used. Additionally aspects like research design, research sample and analysis plan were also discussed. The researcher used both quantitative and qualitative data collection methods.

3.1 Research Design

According to Balsley (1970) Research design is defined as a planned procedure of for analysis and collection of data in a manner that aims to combine relevance to research purpose with the

economy procedure. The researcher will use qualitative and quantitative research design paving way for an interpretative analysis and descriptive attitude towards the research.

Kerlinger S. (2003) defines a research design as the plan, structure and strategy of investigation conceived aiming to obtain answers to research questions and to control variance. The plan refers to the complete scheme or program of the research, including an outline of what was used by the researcher from writing the hypothesis for their operational implications to the final analysis of data. Tyler (1993) supported this assertion saying a traditional research design is an outline or detailed plan for how a research study is to be accomplished operationalizing variables so that they can be measured, selecting sample of interest to study, collecting data to be used as a basis for testing hypotheses and analyzing the results. This research will use a descriptive design and case study strategy.

According to Burns and Grove (1997) a case study is a design that is focused on a particular institution of interest. One of the advantages of using a case study is that meaningful findings are obtained due to correct procedures which are followed. However one of the weaknesses of using a case study is that findings may be biased if conditions of the case study are not observed correctly. The researcher has chosen to use the case study strategy because the area of study is limited to Zaka Rural District Council hence minimal resources consumption needed since a case study will be small and meaningful results are attained in a short space of time.

According to Brown and Gay (1995) a research design operate in two paradigms, which are quantitative and qualitative. According to Matveev (2002) the qualitative research approach uses

symbols and words trying to reveal the presence or absence of phenomena or categorize them into different types. Qualitative research is subjective and descriptive in nature that gives interpretation of events. Qualitative approach is less time consuming because interviews and questionnaires are directed to officials and individuals who have the required information about the area of study. This method assisted the researcher in assessing the beliefs and attitude of respondents towards the topic being researched.

According to Martveev (2002) the quantitative research approach applies a number of indicators to establish the relative size of a particular communication phenomenon. Quantitative research involves the application of statistical data for example the use of numbers. The use of formulas pave way for higher levels of reliability when using this method and using a computer is faster and reduce the chances of making errors. This method assisted the researcher in quantifying the responses acquired from respondents through the use of interviews and questionnaires. However it is difficult to use this method in social or political issues which cannot be quantified.

3.2 Population

According Strauss (2002) the population is any group of individuals possessing one or more characteristics in common that are of interest to the researcher. A target population is defined by Punch (2003) as the entire group of people, events or items which the researcher targets to collect data from during the research. Castillo (2009) defines a target population as generally a collection of individuals or objects that are the main agenda of a scientific query and can also be known as a research population. Castillo (2009) goes on to say that a target population should be

a well-defined collection of individuals or objects known of possessing similar characteristics. According to Welman (1999) the size of the population usually makes it impossible and uneconomical to incorporate all the members of the population in a research project. The population of the study includes the citizens of Zaka, district Administrator of Zaka, government departments in Zaka, employees of Zaka RDC, development workers in Zaka, development activities being undertaken in Zaka and the management team of Zaka RDC. According to the Zimbabwe National statistics agency (2012) Zaka district has got a total population of 181301 people.

3.3 Sample

Kumar (2011) defined sample as the process of picking a few from a larger group to represent the whole population that will be used to respond to the research questions. According to Churchill (1995) a sample design is a process that includes listing of the population elements from which the sample will be drawn, the selection process and determining the size. Sidhu(2003) outlined the importance of sampling as that, if the population is very big, it can be reasonably covered through sampling. The advantages of sampling include, its use is more time economic and tabulation analysis uses much less time in the case of a sample than in the case of population. It is also economical of costs because data is collected from the sample, which is only a fraction of the whole population. According to Creswell (2003) sampling involves selecting sufficient number of elements from the population such that by studying the sample and understanding the characteristics and properties of the sample subjects it would be possible to generalize the properties and characteristics to the population elements. In this research simple

random sampling will be used to come up with the sample size of the population. Simple random sampling gives each member of the target population a known and equal probability for selection.

3.3.1 Sample size

According to Polit and Hungler (1995) a sample is a subsection of a population selected to take part in a study. In this study, a sample size of 70 participants was used as respondents to questionnaires and interviews. The researcher selected 70 respondents by distribution of 70 questionnaires. The researcher also used observations because he once participated in the affairs of Zaka RDC during the work related learning period. The sample or target population will be District administrator, government ministries, Zaka RDC staff members, residents and councilors with the knowhow of local government supervision and rural development.

Table 2: Sample Size

| <u>Designation</u> | <u>Population size</u> |
|------------------------|------------------------|
| District Administrator | 1 |
| Zaka RDC management | 4 |
| Residents | 53 |
| Councilors | 4 |

| | |
|-----------------------|---|
| Government ministries | 4 |
| Council employees | 8 |

Source: Field data (2014)

3.3.2 Sampling techniques

According to Punch (2009) sampling techniques are procedures of selecting and obtaining a sample in such a way that all members of the population gets an equal opportunities of being selected. Priest (1995) suggested that sampling techniques can be categorized into two that is probability and non-probability techniques. According to Priest (1995) a probability sampling technique whereby every element has an equal opportunity of being chosen for example the simple random sampling and non-probability sampling relies on the judgment of the researcher and only illustrative as far as the researcher's skills permit and it is called judgmental or purposive sampling. In this research the researcher used both purposive or judgmental sampling and simple random sampling methods to acquire data from respondents.

3.3.2.1 Purposive or judgmental sampling

Punch (2009) states that judgmental or purposive sampling method is used when there are few people with the know-how in the area under study. In this regard the researcher chose to use purposive sampling because most individuals are not aware of the legislative provisions and the aspects of central government supervision and the impacts it bears on rural local governance and development. The researcher believed that government ministries, council management and Councilors had the required depth of knowledge and understanding for the topic under study to

provide useful responses. According to Denzin and Lincoln (2005) purposive or judgmental sampling allows the researcher to select the sample which will best deliver the best information in order to satisfy the research objectives and questions.

3.3.2.2 Simple random sampling

According to Straits (1999) random sampling is a sampling technique under probability sampling which involves the process of random collection at some stage done without plan or choice in a hit-or-miss and non-deliberate way. Black (1999) suggested that there are two basic procedures in random sampling and these include, the lottery method that is picking numbers out of a hat or bag and the use of a table of random numbers. The lottery method or hat system is undertaken through the following steps, each member of the population is assigned a unique number. Number tags bearing the same numbers assigned to members are placed in a bowl or a hat and mixed thoroughly. The blind-folded researcher then picks the numbered tags from the hat all the members bearing the numbers picked by the researcher are the subjects for the study. The use of a table of random numbers is done using a computer by just letting a computer do a random selection from your population. It is advisable to use the lottery or hat method if the population is composed of a small number however if the population has many members, a computer-aided random selection is preferred.

3.4 Sources of data

Sources of data can be classified into two, which are primary sources and secondary sources

3.4.1 Primary sources

Gergen (1992) argues that primary sources are those sources of data that provide first hand illustration, direct evidence, raw or original data about a topic. Leedy (1999) added that primary data is information collected to address a specific issue or problem at hand. In this regard primary sources are those sources which provide the necessary information so as to fulfil the research objectives and to provide the solutions to the problem statement. Gergen (1992) suggested that primary sources include interviews or surveys, questionnaires, field notes or other types of original data that is collected by a researcher. In this research primary data was collected from the council executives, traditional leaders, councillors, government departments, NGOs and the community. To come up with this data the researcher used interviews, questionnaires and observations. Collection of information direct from the field makes it to be likely relevant and accurate to the subject under study which is impacts of central government supervision on rural local governance and development in Zaka RDC.

3.4.2 Secondary sources

Blaikie (2004) defines secondary data as fresh data collected by somebody else either for some general information purpose or another official purpose or for a specific research project. Generally secondary data refers to formerly gathered data, published or unpublished by other researchers in line with the area of study. Secondary data may be retrieved in written, typed or in

electronic forms. Secondary sources of data can be in the form of minutes of proceedings, textbooks, journals, reports, maps, Internet newspaper articles among others. The researcher made use of in-house documents such as monthly reports, council minutes, text books, journals, internet articles and newspaper articles. However the major challenge of using secondary sources is that as a result of poor record keeping by the local authority some relevant data could not be recovered making the research difficulty.

3.5 Research instruments

Pilote and Hungler (1995) defined a research instrument as a device used by the researcher to gather data. This section generally refers to the methods which were used in collecting data for the study. Instruments which were used in the research are questionnaires and field observations.

3.5.1 Questionnaires

Gilbert (2002) defined a questionnaire as a document containing questions designed to implore in-depth information appropriate for analysis. Kumar (1999) describes questionnaires as a formalized schedule used to obtain and record particular and relevant information with acceptable accuracy and completeness. There are two types of questionnaires which are the closed type whereby answers to the questions are availed and the open-ended type questionnaire which gives room for the respondents to further explain and describe one's feeling about the issue being asked.

Advantages of using a questionnaire are, the use of closed questions make tabulation easy, they can be completed during leisure time hence they place less force on the respondents for

immediate responds. They can be directed to many people concurrently thereby saving time. Questionnaires provide unprejudiced responses because respondents are given a chance to give their personal feelings without other people's influence.

Disadvantages of using questionnaires include, there are chances of misconception of questions leading to provision of irrelevant information. This can be minimized by the use of simple language. There are chances of low return of completed questionnaires, however follow up is needed to guarantee that all questionnaires are filled and returned.

In this research questionnaires were designed and distributed to council management and employees, residents, the District Administrator, government ministries, NGOs, traditional leaders and councilors.

3.6 ETHICAL CONSIDERATIONS

According to Cooper and Schindler (2003) the main objective of ethics in research is to ensure that no part can be maltreated or experience adverse consequences because of the research activities. In conducting a research the researcher must vitalize the safety of members as well as acquiring the participants' fully informed consent. Participants must be provided with adequate information regarding the study to enable them to freely decide whether or not to take part. According to Best and Khan (2006) the researcher must ensure that participants get full understanding of the objective and procedures to be used in the study, the dangers involved and all other demands placed upon them as participants. In this research the researcher informed

participants that since their undertaking in the study was purely voluntary, they had a right to withdraw from the study at any point.

According to Pittenger, (2003) privacy can be considered as a right that must not be compromised in research. The research sought to ensure privacy by not naming the participants and by not providing space for writing names for participants on questionnaires. The researcher also assured participants that their information was going to be used strictly for academic purposes only.

Another ethical consideration to be taken into account is the issue of deception. According to Keller and Lee (2003) deception consist of omission or commission. Omission refers to a situation whereby the researcher withholds information about certain aspects of the study. Commission refers to a situation whereby the researcher misleads participants by giving them false information about the study. In line with this the researcher provided participants with all the required information regarding the objectives and the techniques used during the study.

In trying to fulfill the ethical considerations permission to carry out the study was sought from the Chief Executive Officer (CEO) of ZRDC. The purpose of the study was fully explained to all prospective subjects. The study subjects were informed that participation in the research was voluntary and the criteria for participation. The subjects were also informed that they are free to withdraw from the study any time they want to and that refusal to participate will not subject them to prejudice in any way. All the completed questionnaires were kept secure in a locked cupboard to maintain privacy.

3.9 Summary

The chapter outlined the general methodology used in the study, the researcher's paradigm was highlighted outlining the available research strategies together with the researcher's choice for a suitable strategy for this study. A discussion on the population and sampling procedures adopted was done. A discussion on the data collection methods employed was also done. Finally the researcher discussed ethical considerations which he came across during the research and shade light of how these were dealt with. The next chapter will dwell on data analysis, presentation and discussion of the research findings.

CHAPTER 4

RESEARCH METHODOLOGY

4.0 INTRODUCTION

This chapter focuses on the presentation of data which was collected from Zaka district. The respondents were made up of the District Administrator, government ministries, residents, councilors, Zaka RDC management and staff members. The main research findings are on the impacts of central government supervision on rural local governance and development. The researcher sought to know whether people have knowledge about the forms of central government supervision, the impact of central government supervision forms on rural local governance and development and the recommendations and stakeholder perceptions put forward by respondents. This chapter will also look into the composition of respondents with regard to sex, age, duration of stay in the district and educational qualifications.

4.1 Overall responses

The table below breaks down the overall response as according to the respondents and from which sample unit they belong.

Table 3. Overall response rate

| Sampling Unit | Dispatched Questionnaire | Returned Questionnaire | Percentage of responsible % |
|------------------------|--------------------------|------------------------|-----------------------------|
| District Administrator | 1 | 1 | 100 |

| | | | |
|-----------------------|----|----|-----|
| Council management | 4 | 4 | 100 |
| Residents | 53 | 49 | 92 |
| Employees | 8 | 8 | 100 |
| Councilors | 4 | 4 | 100 |
| Government ministries | 4 | 4 | 100 |
| Total | 74 | 70 | 95 |

Source: Field data (2014)

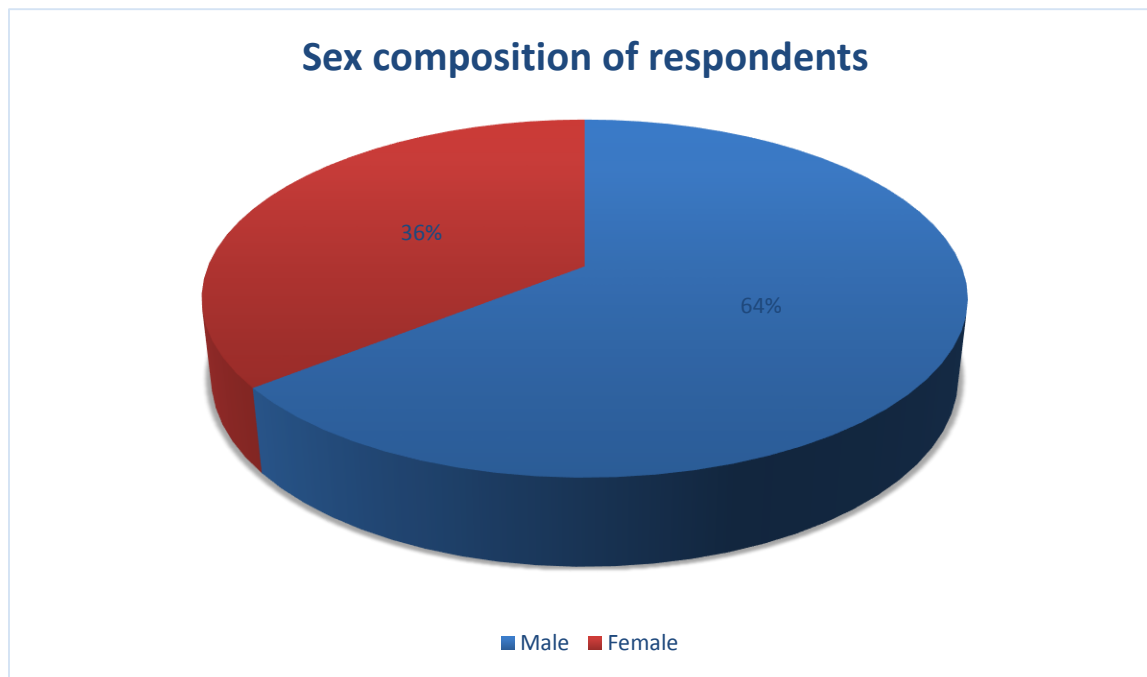
A response of 95% was considered to be a reasonable basis for drawing recommendations and conclusions. The response rate showed that the respondents were so much interested with the area under study hence willing to participate. Out of the 53 questionnaires which were distributed to residents only 49 were returned hence the researcher believes that some residents failed to fill in the required information and decided not to return the questionnaire.

4.2 Demographic characteristics of respondents

4.2.1 Respondents to Questionnaires by sex

Questionnaires were administered to the respondents of Zaka RDC. Residents were selected using simple random sampling. 53 questionnaires were dispatched and 49 were returned. Adding up all the respondents they are 70 composing of 45 males and 25 females. Respondents by sex can be illustrated using a pie chart from the findings male participation was high 64% (45). However their female counterparts had a lower rate of participation which is 36% (25). This implies that the researcher is likely to acquire more relevant information because male respondents are more brave enough even to release information that is a bit political.

Figure 1. Sex composition of respondents

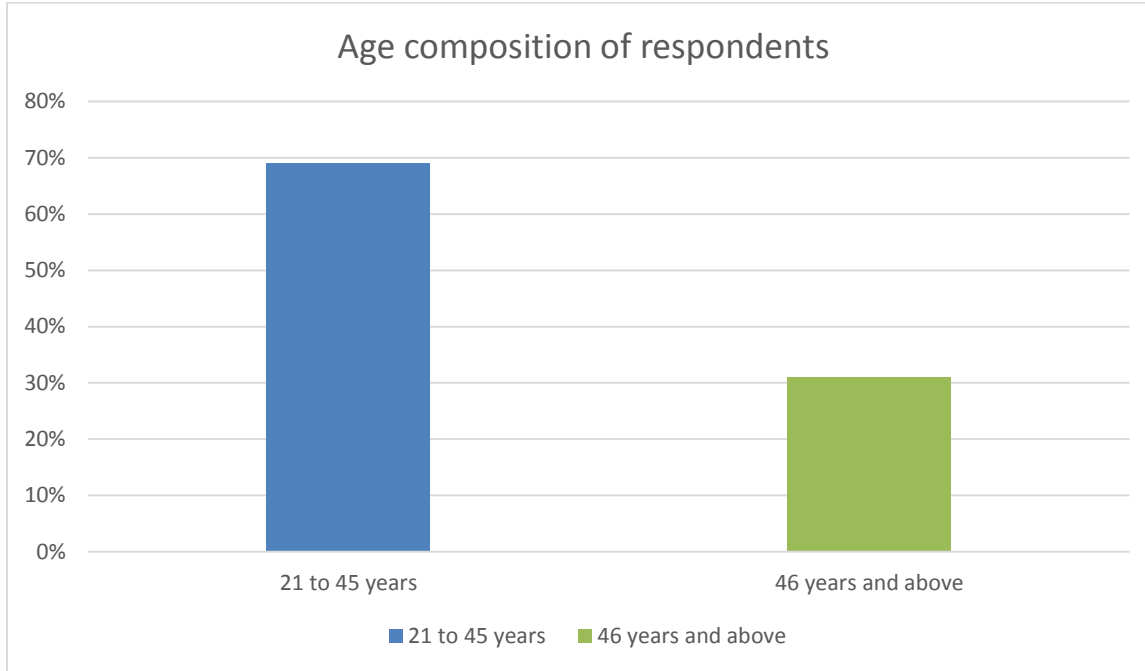


Source Field data (2014)

4.2.2 Respondents to Questionnaires by age

Of all the total respondents 48 of them are aged between 21 to 45 years and 22 are aged between 46 years and above. Converted to percentage rate 69% are aged between 21 to 45 years and 31% are aged between 46 years and above. This shows that most of the respondents were mature enough thus being in a better position to give accurate information. The researcher noted that most of the respondents were older thus having witnessed many events of central government supervision thus making the research more prone to relevant data collection. Respondents to questionnaires by age can be illustrated using a bar graph.

Figure 2. Age composition of respondents



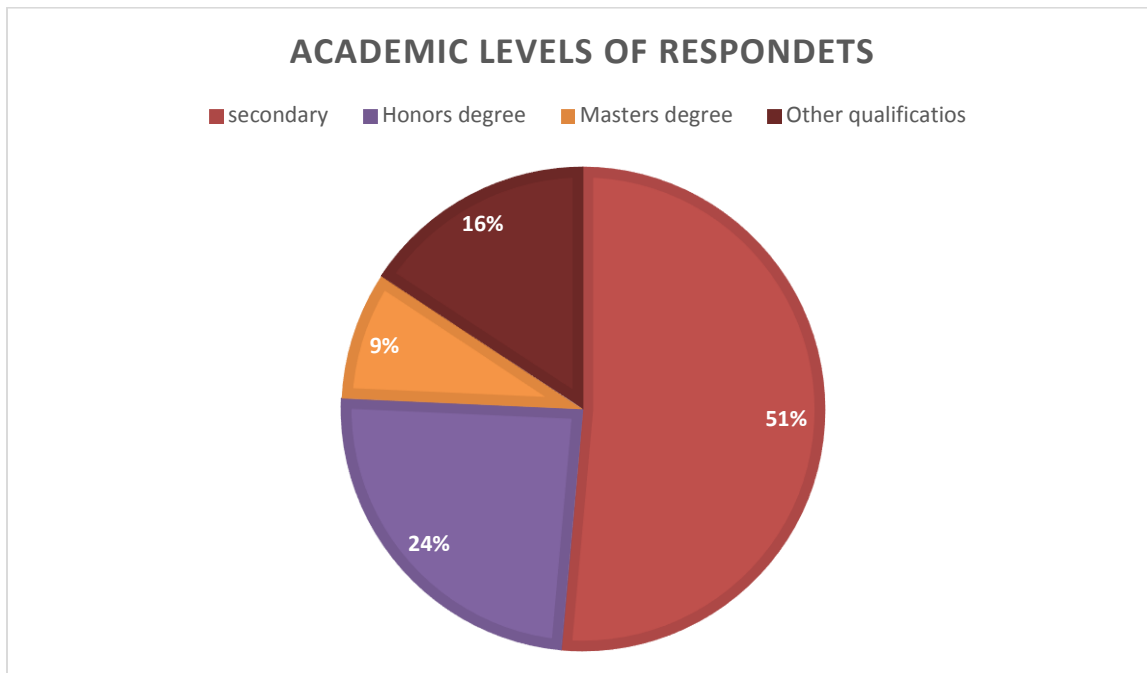
Source: Field data (2014)

4.2.3 Respondents to Questionnaires by academic level

Educational levels were grouped into five with the assumption that the level of education for respondents contribute to the quality of data to be provided by the respondent. These five groups of educational levels include primary, secondary, honors degree, master’s degree and any other qualifications. In the sample 53% had attained their secondary education, 24% possess honors degrees, 9% had their master’s degrees and 16% possess other qualifications. The researcher noted that most of the respondents have attained their secondary education and above making them to be in a position to interpret the questions on the instruments on their own and thus being in apposition to provide relevant information. The high educational qualifications of the respondents showed that most of them may be well positioned to understand the current affairs in

the governance issues thus being able to provide relevant data. Educational levels of respondents can be illustrated with the aid of a pie chart.

Figure 3. Academic level composition of respondents



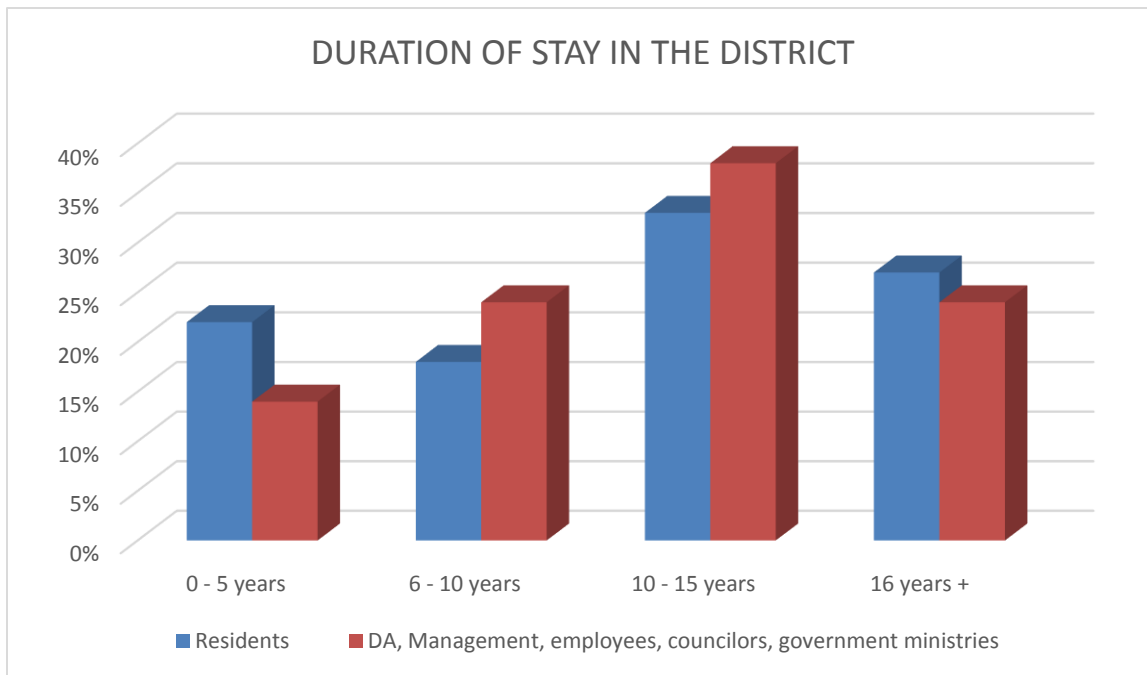
Source: Field data (2014)

4.2.4 Duration of stay in the district

Duration of stay in the district was established on the basis of number of years a person has spent residing in the district. The duration of stay in the district encompasses the number of years which some officials who are respondents have stayed on current positions. The duration of stay have been classified into four categories which are 0 – 5 years, 6- 10 years, 10- 15 years and 16

or more years. Of the 49 residents 22% fall under the 0 – 5 years category, 18% falls under the 6 – 10 years category, 33% falls under the 10 – 15 years category 27% falls under the 16 years or more category. This makes the data collected to be more relevant because many respondents have spent many years in the district hence possessing much knowledge and evidence. For the District Administrator, council management, council employees, government ministries and councilors the categories of duration of stay on current positions are as follows.14% falls in the 0 – 5 years category, 24% falls under 6 – 10 years category, 38% 10 – 15 years category and 24% falls under the 16 years or more category. The duration of stay in the district can be illustrated using a graph.

Figure 4. Duration of stay in the district for respondents



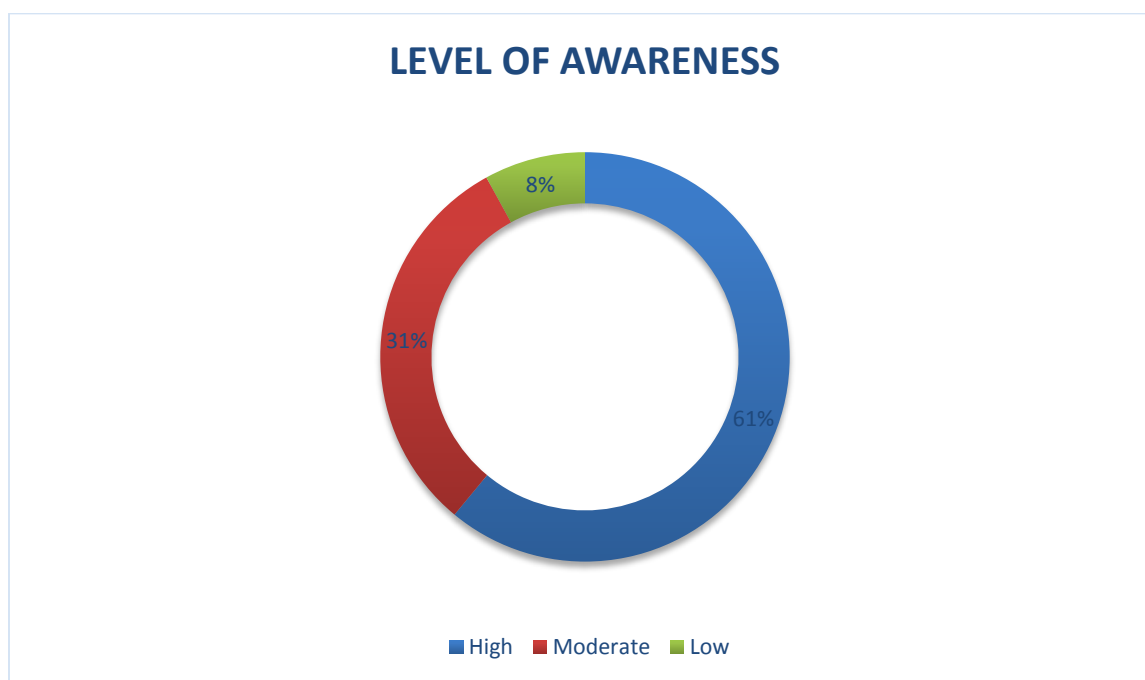
Source: Field data (2014)

4.4 Level of awareness on central government supervision.

The researcher sought to identify the level of awareness of residents to test whether they can

provide quality data. The levels of awareness were grouped into three categories high, moderate and low. The researcher chose to identify the level of awareness to residents only leaving out other respondents like the District Administrator, government ministries officials, council management, employees and councilors because all other respondents are already in the field of public administration hence they have got day to day experience with the supervision. The level of awareness can best be illustrated using a doughnut chart. Of the 49 residents 61% (30) had high level of awareness, 31% (15) had a moderate level of awareness and 8% (4) had low level of awareness making it fit for the researcher to acquire quality data

Figure 5. Level of awareness on central government supervision



Sources: Field data (2014)

4.4 Responses on the central government supervision instruments used in Zaka RDC

The first objective was to identify the central government supervision instruments being used to

monitor the activities of Zaka RDC. Question on the central government supervision instruments being used in Zaka RDC was posed and the findings are presented using a table below. Respondents were given a chance to tick Yes or No on each and every supervision instrument and the questionnaire for the residents had a space for those who are not sure. The supervision instruments are grouped in three categories namely monitoring, regulation and intervention. Monitoring consists of instruments like Minister's right to access of records, self-reporting, and request for information and investigations. Intervention consist of instruments like ministerial directives, making or adoption of bylaws on behalf of council, reversing, suspension or rescinding of council resolutions and suspension and dismissal of councilors. Having many respondents who tick on the Yes space means that the instrument is being used in the district however the researcher came to understand that some respondents were ticking NO or NOT SURE whenever they have no idea of the instrument.

Table 4. Response on the central government supervision instruments being used in Zaka RDC.

| Central government instrument | YES | NO | NOT SURE |
|--|------------|-----------|-----------------|
| Minister's right of access to records of council | 64 | 5 | 1 |
| Self-reporting | 67 | 3 | - |
| Request for information | 60 | 6 | 4 |
| Investigations | 14 | 54 | 2 |
| Ministerial directives | 70 | - | - |
| Making or adoption of by laws on behalf of council | 50 | 10 | 10 |
| Reversing suspension and rescinding of council resolutions | 49 | 9 | 2 |
| Suspension or dismissal of councilors | 4 | 60 | 6 |

| | | | |
|--|----|----|---|
| Use of legislation (acts of parliament, bylaws, constitution etc.) | 69 | 1 | - |
| Appointment of Auditors | 30 | 32 | 8 |
| Staffing and recruitment | 55 | 10 | 5 |

Source: field data (2014)

From the above findings the researcher found out that many respondents indicated that investigations are not being used as a central government instrument in Zaka RDC. However from the researcher’s understanding maybe it is because investigations are conducted in case of need, meaning to say whenever the Minister considers it appropriate or suspects any misconduct he may cause for the investigation of a local authority hence with the case of Zaka as of yet no investigations have been made. Moreover the findings indicated that the suspension or dismissal of councilors has never been done hence the respondents showed that the instrument is not being used in the district.

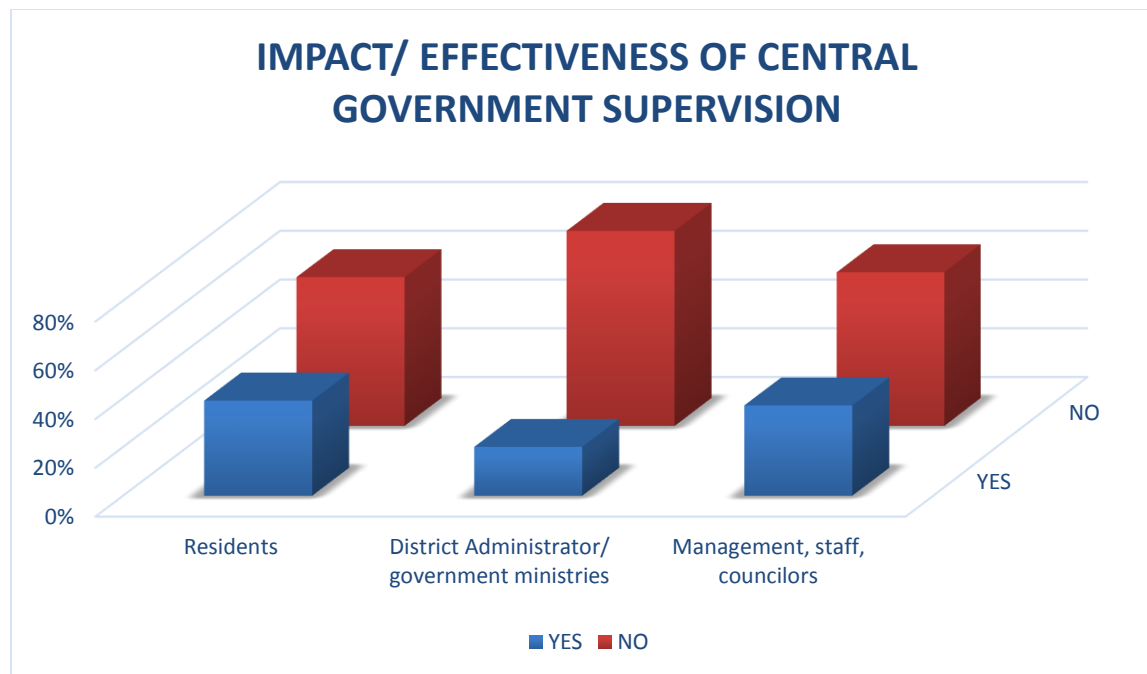
4.5 Responses on the impact of central government supervision on rural local governance in Zaka RDC

4.5.1 Effectiveness/ impact of central government supervision in rural local governance

The first question on this objective was trying to implore whether central government supervision is bringing effectiveness in rural local governance or on the management of Zaka RDC. Of the 49 residents 39% (19) respondents believed that it brings effectiveness and 61% (30) believed that central government supervision does not bring effectiveness. From the District Administrator or government ministries 80% (4 respondents) disagreed with the fact that central government supervision brings effectiveness and 20% (1 respondent) was in agreement. From the management, employees and councilors 63% (10 respondents) believed that central

government supervision does not bring efficiency in rural local governance and 37% (6 respondents) believe that supervision brings effectiveness in rural local governance. This information can be best illustrated using a column chart below

Figure 6. Effectiveness of central government supervision in rural local governance



Source: Field data (2014)

4.5.2 Effectiveness/ impact of each and every central government supervision instruments on rural local governance in Zaka RDC

From the findings the researcher found out that respondents were giving both positive and negative impacts of these supervision instruments. These impacts are going to be presented using narrative analysis and a graph will be used to show the variance in positive and negative impacts being posed by central government supervision instruments on rural local governance in Zaka

RDC.

4.5.2.1 Minister's right to access of records of council.

Positively the respondents outlined that the right of the Minister to access all council records ensures that the local authority will be mandated to keep updated records thus enhancing transparency and accountability on all recorded issues. The respondents also outlined that this instrument enhances transparency since all employees will be aware that they will be held accountable to all their actions hence they are obliged to keep up to date records. Access to financial records helps in the exposition of corruption acts by local authorities since the Minister at any given period can access the financial books to check for accuracy. This instrument also enhances adherence to the provisions of statutes, the local authority is obliged to operate as stipulated by the legislation since the Minister at any point can access records of their operations.

Negatively the Minister's right to access of records of council can degrade the local authority's autonomy. The respondents outlined that access of the Minister to the council records reduces them to appendages of central government. Some respondents indicated that it seems as if the Minister does not have confidence in the local authority hence the local authority employees will be tempted to forging of records trying to keep up only those records which do not paint the negative picture of the local authority. From the findings the respondents indicated that local authorities should be responsible for the confidentiality of their records hence this supervision instruments wipes away this right. Also the Minister can take this right as a passport to castigate local authorities particularly when the local authority is highly dominated by councilors from the

opposition party he can take this instrument as a leeway to dissolve or dismiss the council

4.5.2.2 Self Reporting.

Positively this instrument gives room for self-explanation for councils to explain to central government on the challenges they are facing in their operations. The respondent also outlined that self-reporting assist in the monitoring and evaluation of projects and programs being undertaken by the local authority through submission of monthly situational reports. The respondents also outlined that self-reporting ensures that central government deduces the strength and weaknesses of Zaka RDC and be able to provide possible solutions. The respondents also outlined that self-reporting can be used as a measure to monitor and improve performance by managers. This is because when the local authority reports through self-reporting each and every departmental manager is supposed to submit his / her departmental reports hence paving a way for their performance to be reviewed. The respondents also indicated that self-reporting ensures that central government check whether local programs are in sync with national policies. Self-reporting enable the Minister to be aware of how the local authority intents to finance its operations.

Negatively the respondents outlined that the mandatory way of self-reporting can lead to formation of sower relations between the local authority and the District Administrator who is the agent of central government responsible for receiving the reports and submit them to central government. From the researcher's observation during his internship the local authority only produce monthly situational reports as a way to fulfill the mandate but submitting false information. There is a tendency of resubmission of reports from the previous submissions which

are not that much edited. Also the District Administrator take this self-reporting instrument as a way of exerting his or her powers over the local authority rather than just advising the local authority to submit the reports in time he then try to force the local authority through the use of harsh words and commands hence in return local authority managers can boycott. Submission of financial estimates to the Ministry is now being viewed as a way to give the Minister a chance to reverse proposed budgets whilst the local authority is the one aware of the local demands.

4.5.2.3 Request for information.

Positively the respondents indicated that due to the prompt nature of this instrument enforces that management should have all the information that may be needed readily available. This is because the Minister may at any time request for such information hence it must be readily in place all the times.

Negatively the respondents indicated that the legislation does not provide how the information should be requested hence in many instances a letter is just sent from the Ministry requesting for such information hence no legal standing on the way to request or submit such information. The respondents also indicated that this instrument can be seen as a way by the Minister to target local authorities whereby he may ask for information which he knew is not available hence failure to produce the information is a sign of misbehavior by a local authority.

4.5.2.4 Investigations.

The respondents did not give much information on this instrument because it has never been used on Zaka RDC. However some respondents gave a general impact of investigations saying it

helps in the exposition of corruption and other unethical things. This means that since the Minister can cause for investigations of any suspected misconduct it means if local authority officials are involved in any cases of corruption or misconduct then they can be exposed whenever the Minister cause for investigations.

4.5.2.5 Ministerial directives.

Positively the respondents indicated that this instrument act as a measure to control operations and ensure that statutory regulations are followed, effective use of resources in development thus improving performance. This is because the Minister can give directives to rural local authorities in issues like the construction of infrastructure for the to use expertise from responsible departments like DDF and any other agencies and also the Minister can give directives whenever the local authority finances are in deficit thus promoting effective use of resources and improving performance. The respondents also indicated that Ministerial directives can help in boosting citizen morel and participation citing an example of the writing off of debts directive of 2013. Respondents indicated that the writing off of debts relieved the burden from local residents hence they felt a sense of belonging.

Negatively the respondents indicated that Ministerial directives can disrupt the revenue inflows of Zaka RDC. Respondents cited the 2013 debt cancellation directive that it only focused on relieving the residents ignoring that the local authority was owing other parastatals like ZIMRA large amounts hence up to date the local authority is failing to clear up the debts. Some respondents viewed Ministerial directives as not meant to help the people but as political

gimmick instruments used to gain political mileage at the expense of service delivery. The respondents cited that the 2013 debts cancellation directive was a move by the Minister to gain support in the elections ignoring the need for survival of rural local authorities. Respondents also indicated that Ministerial directives may not be in sync with their local plans hence most local plans will be forced to be wiped away hence the question being “does the Minister know the local demands? Why could his directives affect the local driven plans which are believed to be meant to address local problems?”

4.5.2.6 Making or adoption of bylaws on behalf of council.

Positively the respondents indicated that making or adoption of bylaws on behalf of the local authority is beneficial to local authority because bylaws empower local authorities on various governance issues hence this tool can be viewed as an empowerment tool. Other respondents indicated that this tool can help in bringing order in the district and in attaining the sustainability of various aspects of livelihoods in the district. Such respondents cited examples like bylaws which deals with solid waste management which are currently not in place in Zaka RDC saying that if they are put in place they can help to prevent poor refuse disposal which have hampered the district. In addition other respondents cited that environmental conservation by laws are not yet in place hence the district has been characterized with illegal sand extractions without any payments being made to council.

Negatively respondents indicated that there is a lot of confusion on this instrument whereby Central government is denying to approve some of the bylaws which they submit for example

the conservation bylaws which were denied approval in 2010. Respondents indicated that some bylaws which the local authority is denied are so much useful especially in revenue raising and maintenance of order in the district. Respondents also indicated that local authorities are the ones on the ground who know the local needs hence no much need for central government intervention on bylaws because it is not the one closer to the people and it does not know such of the local needs. Some respondents indicated that adoption of bylaws on behalf of council clearly shows that central government have got little trust and confidence in local authorities and they indicated that it's a great sign of centralization of power whilst central government pretends to be calling for decentralization.

4.5.2.7 Reversing, suspension and rescinding of council resolutions.

Positively the respondents indicated that this instrument ensures the formulation of sound decisions and resolutions because meaningless decisions maybe rescinded or reversed. This is because the Minister can rescind, suspend or reverse council resolutions if they go in contrary with the national interest or if they do not address the local needs hence local authorities will be obliged to make resolutions which are sound and meaningful. Respondents also suggested that management as technocrats have got a tendency of manipulating councilors who are in most cases uneducated in rural councils. Usually management manipulates councilors to make resolutions which are of much beneficial to the staff at the detriment of service delivery for example making resolutions of salary increment without proper justification for the increment. Thus the Minister if he may consider such resolutions to be fit can suspend or rescind them.

Negatively respondents stated that reversing or rescindment of resolutions by central government takes away the power of local authorities to govern their local areas. The local authority is responsible for governance of the local area of Zaka and all its inhabitants and it is responsible for making resolutions for the proper governance of the district hence if central government reverses its resolutions hence it will be left powerless in as far as governance of the local area is concerned. The respondents also indicated that this instrument undermine the power of Zaka RDC to provide solutions to the local needs. The local authority is responsible to provide solutions to all the local problems in the district hence it make resolutions aiming to solve such problems however how can Central government know that such resolutions are not in line with public interest while it is an upper tier of government. The respondents also indicated that there is a tendency of politicizing such resolutions whereby during the time when Zaka RDC was mainly dominated by councilors from the opposition party while the Minister is from the ruling party councilors could feel that rescindment of their resolutions was as a result of their political differences.

4.5.2.8 Use of legislation (acts of parliament, bylaws, constitution etc.).

Positively the respondents suggested that legislation gives direction to the day to day operations of council, direction in control of revenue and all aspects of governance. Respondents indicated that legislation helps to hold managers in Zaka RDC accountable for their actions and they are guided by the statutes for them not to act outside the confines of the law. The respondents also indicated that the use of legislation in Zaka RDC helps in bringing order in the operations of the local authority because no one is bound to act as according to his or her will but within the

confines of the law. Respondents also indicated that provision of the obligatory roles of the local authorities in the statutes makes it mandatory for Zaka RDC to strive to provide such services.

Negatively respondents indicated that the use of legislation has reduced local authorities to appendages of the Minister. Respondents indicated that the legal frameworks vests may powers in the hands of the Minister and he sometimes misuses such powers. Respondents indicated that the legal framework does not promote innovation and flexibility in decision making and some provisions in the legislation does not allow local authorities to adapt to environmental changes hence making it difficult for Zaka RDC to cope with such changes. From the researcher's observation the legal provisions are just on paper and central government itself is failing to fulfill some of the provisions it has put in place in the legislation. For example the RDC Act provides for the benefiting of RDCs from central government grants for them to meet their obligations however for the past decade Zaka RDC has never received any grant from central government but still central government expects the local authority to meet its obligations.

4.5.2.9 Appointment of auditors.

Positively the respondents said the appointment of auditors helps in the exposition of any fraud or misuse of resources within the local authority. Thorough auditing of books of accounts lead to the detection of any misuses of public funds in the local authority. The respondents indicated that auditing enhances that Zaka RDC follows the generally agreed accounting principles when working out their finances. This is because if books of accounts are not being properly managed the auditor will then advise in his/her report.

Negatively the respondents suggested that the auditors usually do not detect or advice much but rather they are becoming an expense to the local authorities. This is because whenever central government appoints and auditor to audit the books of accounts for a local authority the local authority being audited will be responsible for all the expenses involved during the process and for the payment of such auditors. Some respondents viewed the appointment of auditors as nothing other than duplication of work because central government mandates all rural local authorities to appoint internal auditors hence the appointment of external auditors will be nothing other than creating expenses on duplicated work.

4.5.2.10 Staffing and recruitment of managerial employees.

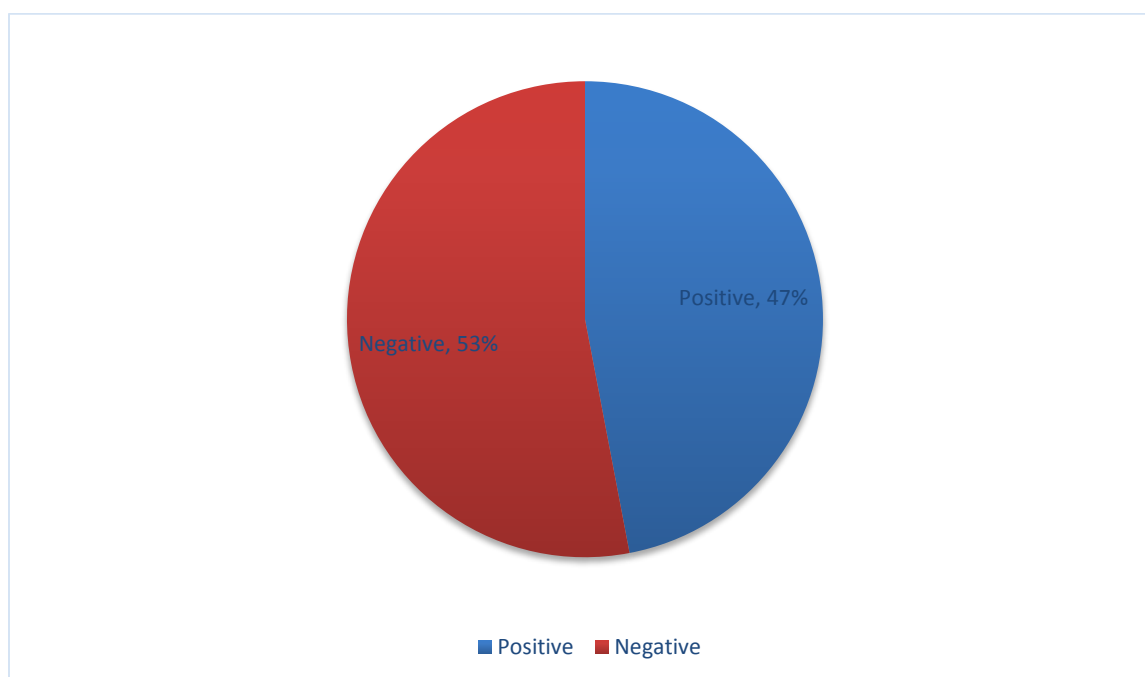
Positively the respondents outlined that this instrument promotes the recruitment of highly skilled labor in local authorities hence leading to effectiveness. This is because central government before approving the appointment of someone to a managerial position can start by analyzing his/her credentials thus paving way for appointment of people with better qualifications. The respondents also outlined that this instrument ensures that staff members are employed upon merit thus avoiding nepotism

Negatively this instrument paves way for party politics to come into play where by the minister can appoint senior officials and the appointment sometimes may be on political party basis. The power of central government even to appoint senior officials for a council can lead to appointment of political party puppets who represents political party politics and interests of the

minister rather than public interests. From the researcher's observation the process tends to be cumbersome, for example in Zaka RDC the recruitment of the Administration Officer has now reached two years before completion because in 2013 the local authority submitted the names and they were rejected by the ministry. Latter the same year they advertised the post again and the provincial administrator's office delayed the shortlisting processes and later commanded the local authority to advertise again. Such delays have led to failure of the local authority to fill this post to date.

From the findings the variance in positive and negative impacts of central government supervision on rural local governance can be illustrated using a below. The variance are as follows, total impact 58, positive impacts 27 and negative impacts 31. In percentage 47% positive and 53% negative impacts

Figure 7. Impacts of central government supervision on rural local governance

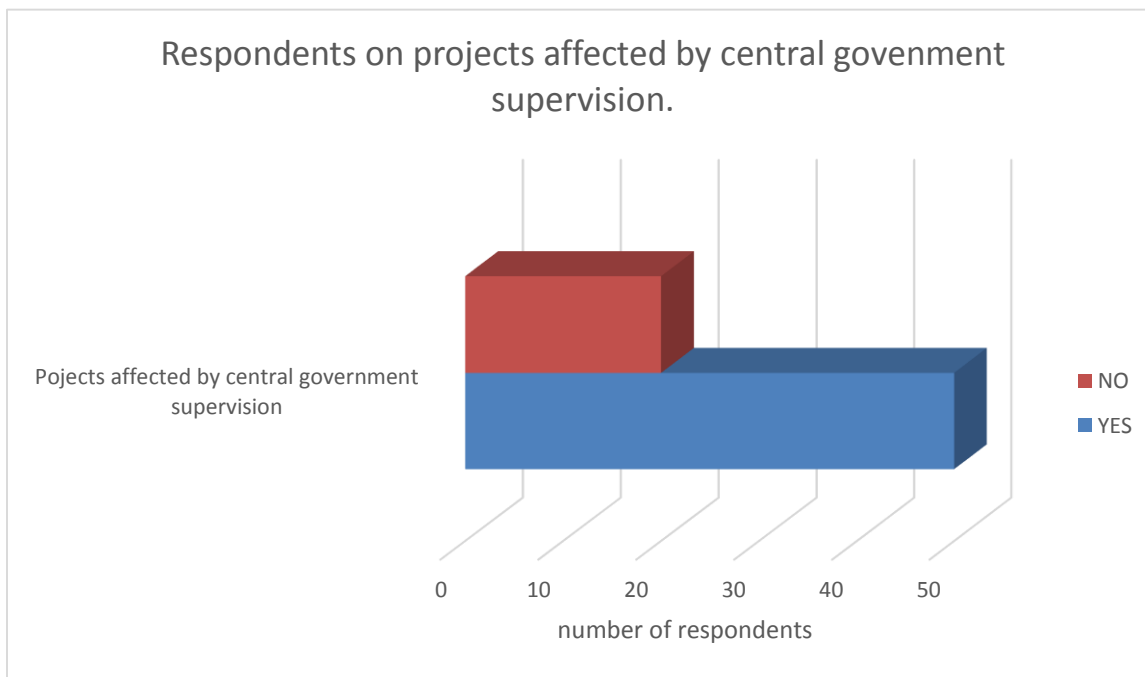


Source: Field data (2014)

4.5 Responses on the impact of central government supervision on rural development in Zaka RDC

The first question under this section was asking whether there are any development projects which were once affected by central government supervision in the district. The findings are 71% (50 respondents) said YES and 29% (20 respondents) said NO. The researcher realized that most of those who said there are no projects which were affected are not aware of what actually is transpiring in the local authority.

Figure 8. Projects that were affected by central government supervision.



Source: Field data (2014)

The second part of this same question demanded an explanation of the projects which were affected by central government supervision. The respondents stated that there is the Renco mine

share ownership trust establishment resolution which was suspended by the minister. It is said that Renco mines have now crossed boundaries underground from the area under Masvingo RDC into Zaka district. This has been witnessed by cracks which are developing at Mushaya school and clinic buildings. The council resolved that the mine should plough back to the community of Zaka since they are extracting minerals from the district hence the need for a community share ownership trust. The Minister in turn suspended this resolution suggesting that unless the local authority produces enough evidence that the mine has crossed boundaries such recommendation will not be considered. From the researcher's observation central government was supposed to help the local authority to acquire evidence rather than just suspending the local authority.

Respondents also indicated that Zaka RDC once tried to borrow money aiming to purchase road construction services and Central government did not approve it. From the respondents' views Zaka RDC wanted to develop its transport networks but however when they submitted their application for borrowing powers the Minister did not approve it and up to now the local authority is failing to raise funds for road equipment.

Respondents also indicated that central government also rescinded a resolution of reposition of all undeveloped stands. Council had resolved that all the stands which had five years or more without being developed were supposed to be repossessed and be sold to residents who are able to develop them. This was a move aiming to improve infrastructural development in the district. However central government rescinded this resolution citing reasons that the period under review was a period of economic hardships hence most residents could not afford to develop their stands.

Positively the respondents indicated that in 2013 the Zaka RDC submitted a resolution that it wanted to purchase a motorized grader using development levy fees. In return Central government responded to this resolution by helping Zaka RDC in acquiring the motorized grader from ZINARA. The Minister then gave a directive that the funds which were supposed to be used in purchasing the grader was now supposed to purchase a frontend loader machine as part of the road construction machinery.

4.6 Stakeholder perceptions on the impact of central government supervision on rural local governance and development in Zaka RDC

4.6.1 Comments on the relationship between central government and ZRDC

The first question on this section was requesting respondents to generally comment on the relationship that exists between central government and ZRDC. The respondents gave many comments which include the following. The relationship is not as bad save for a few times that ZRDC's proposals may be delayed, disapproved or edited. These include issues like approval of budgets and politics seems to be playing on center stage especially during the period 2008 to 2013 where ZRDC was dominated by councilors from the MDC there happened to be friction between the council and central government.

The respondents commented that the relationship that exist between central government and ZRDC is supervisory in nature as central government tents to be coordinating all the activities of the local authority. The respondents added that the supervisory relationship however stifles the

flexibility of ZRDC in performing its functions because there is too much control from Central government.

The respondents also commented that the relationship between central government and ZRDC is slope sided whereby one part dominates the other and putting the dominated part under subordination. This means that through subordination ZRDC have been reduced to an appendage of central government hence the principles of decentralization are just left on paper not in practice. The respondents added that ZRDC is only rubberstamping decisions from central government hence its power to govern the area under its jurisdiction has been wiped away.

The respondents also commented that the relationship that exist between central government and ZRDC is mounted by with clashes as central government often interfere in ZRDC deliberations hence the council feel to be powerless and feel as if central government has no confidence in it. Some respondents indicate that it seems as if central government is there to reverse and disrupt council opinions and resolutions hence the relationship ends up being sower.

Respondents also commented that there is no balance of power between central government and ZRDC. The statutes seem to be giving the Minister excessive powers hence leading to high levels of intervention in the local authority activities by the Minister.

4.6.2 Suggested recommendations on the impacts of central government supervision in ZRDC

The last question of the questionnaires was asking respondents to suggest their recommendations on the impacts of central government supervision in ZRDC. Respondents recommended that there must be checks and balances on the Ministerial powers to prevent interference in local authority business. Respondents also recommended that autonomy of local authorities must be improved, thus giving ZRDC autonomous powers to govern their area of jurisdiction and to run their affairs without much influence from the outside.

Respondents indicated that decentralization must be fully implemented in ZRDC. Respondents added that the principles of decentralization must be adhered to and ZRDC must be given a chance to manage all its affairs and finance for the betterment of its communities.

Respondents also recommended that there is a need for separation of powers between central government and ZRDC. Respondents added that the powers must be clearly spelt out stating the actual boundaries where each part should start and end. The respondents similar to this note recommended that parliament must set the necessary standards to prevent the Minister from bullying local authorities.

Respondents also recommended that ZRDC must be given discretionary powers for it to make binding and meritorious decisions on matters that affect its inhabitants. Respondents added that the relationship between central government and ZRDC must be advisory rather than regulatory. This means that central government must only try and advise ZRDC on how to perform its functions rather than to come down to the drawing board.

4.7 SUMMARY

The chapter focused on views of various respondents on the impact of central government supervisor on rural local governance and development. The researcher presented the findings on the forms of central government supervision instruments being used to monitor the activities of ZRDC, the impacts of the forms of central government supervision on rural local governance, the impact of central government supervision on rural development, stakeholder perceptions on the impacts of central government supervision as well as recommendations from respondents. The researcher presented data through the use of charts, graphs and tables. The next chapter shall present the summary, conclusion and recommendation

CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 INTRODUCTION

This chapter gives a summary of all the previous chapters and the conclusions of the entire research. Lastly this chapter gives recommendations which the government or any other stakeholders can adopt in as much as the impacts being posed by central government supervision on rural local governance and development is concerned. Such recommendations can be used in trying to combat some of the impacts of central government supervision on rural local governance and development.

5.1 SUMMARY

The research focused on the impacts of central government supervision on rural local governance and development. The statement of the problem to this research states effective rural local governance and development has been a major deficit in Zaka with the district being characterized by poorly administered sources of funds, inadequate and incompetent staff. The district is also characterized with poor road networks, no productive industries poor few health facility centers, poor standards of living slow rate in rural urban development and many others. However all these are in place whilst central government is responsible for monitoring, intervention and regulation of local authorities

This means that the forms of central government supervision have got a role to play in the attainment of effective rural local governance development. Thus the research sought to assess the impacts of central government supervision on rural local governance and development. The research objectives were; to identify the forms of central government supervision instruments being used to monitor the activities of ZRDC, to identify the impact posed by central government supervision on rural local governance in ZRDC, to analyze the effects of central government supervision on rural development in ZRDC and to make recommendations on the impacts of central government supervision on rural local governance and development in ZRDC.

Chapter two focused on the literature review. This chapter tried and articulate the views of other scholars on the impacts of central government supervision on rural local governance and development. Chapter two also outlined the forms of local government supervision which are regulation, intervention and monitoring. The researcher tried to explore abroad on the scholarly views of the local government supervision instruments. Chapter two also gave a review of the also gave a review of scholarly ideas on the impacts which the forms of central government supervision instruments bear on rural local governance.. However the researcher realized that all the legislative provisions give exercise powers to the Minister hence the need to provide checks and balances to avoid undue interference. Chapter two also gave an outline of rural development citing factors that affect it and central government supervision was cited as one of the factors.

The researcher employed both qualitative and quantitative research designs. Questionnaires were used as instruments of data collection. The research population consisted of citizens of Zaka,

district Administrator of Zaka, government departments in Zaka, employees of Zaka RDC, development workers in Zaka, development activities being undertaken in Zaka and the management team of Zaka RDC. The researcher used both purposive and simple random sampling to select relevant respondents. Ethical considerations were undertaken in order to reduce conflicts during field visits.

Chapter four outlined and presented the research findings and analyzed the data collected. The researcher realized that most respondents are well educated because they attained at least secondary to masters level. This gave the researcher assurance that the respondents were giving him relevant data. The researcher found out that central government supervision has got both negative and positive impacts on rural local government and development.

5.2 CONCLUSION

The researcher concluded that the following instruments are used by government to supervise Zaka RDC operations, Minister's right of access to records of council, self-reporting, request for information, ministerial directives, making or adoption of bylaws on behalf of council, reversing, suspension and rescinding of council resolutions and, use of legislation (acts of parliament, bylaws, constitution etc.), appointment of Auditors and staffing and recruitment. The researcher concluded that the following supervision instruments have never been used to monitor the activities of Zaka RDC, suspension or dismissal of councilors and investigations. However the researcher concluded that these supervision instruments are considered are ineffective because they undermine the power of local authorities to be responsible for governing their areas of jurisdiction, they degrade local participation, decisions are often politicized and they give the

Minister exercise powers paving way for the abuse of such powers they reduce local authorities to appendages of council and they delay projects development.

The researcher also concluded that there are positive impacts posed by local government supervision and these include maintaining transparency and accountability, preventing corruption and nepotism, making sure that local governance are covering the needs of the public, making sure that local policies are in sync with national policies and objectives. However politicization has hampered the positivity of these impacts such that supervision is now being viewed as a necessary evil.

5.3 RECOMMENDATION

Following the research findings some recommendations were made on the impacts of central government supervision on rural local governance and development. These recommendations are as follows:

5.3.1 Amendment of legal framework

The researcher recommends that the legal framework in Zimbabwe be amended to curb undue interference. The legislative frameworks in the local government sector calls for their amendment for example the Rural district council's act 29:13 needs to be amended to reduce some of the Ministerial powers thus reducing undue interference.

5.3.2 The ministerial office must be independent from politics

The researcher recommends that there should be separation between the Ministerial office and politics whereby the Minister will be a full time administrative office rather than him being responsible for administration and political guru hood. This will reduce politicization of supervision.

5.3.4 Depoliticizing local government

The researcher recommends that there be de politicization of local government affairs and proposals to improve administrative efficiency and improve service delivery. Central government must treat all local authorities equally despite political party dominance

5.3.5 Parliament must spell out boundaries on the ministerial powers

Parliament must spell out the boundaries for the ministerial powers to reduce undue interference and politicization of issues. There must be clear demarcations between intervention and interference thus improving efficiency and effectiveness in rural local governance and development

5.3.6 Strengthening local government powers

The researcher recommends that Central government must not be much involved in the operations of local authorities because local authorities are the ones closer to the people hence it knew best the local needs thus they must be empowered to address such needs.

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APPENDIX I

Questionnaire for Zaka District Administrator's Office/ Government Ministries

This questionnaire is part of a study that Mutangamhazha Amon is carrying out in partial fulfillment of a Bachelor of Social Science in Local Governance Studies Honors Degree at Midlands State University. The title of the research is: **“The impact of central government supervision on rural local governance and development”**. Participation in this research by providing information is voluntary and information written on this questionnaire is confidential. Your cooperation is highly acknowledged.

Instructions to Respondents

Fill in all the gaps provided.

Gender Male

Female

1. Department

2. Number of years in the current position.....

3. Age Below 20 years

21 to 45 years

46 and above

4. Highest level of Education

| | |
|--------------------|--------------------------|
| Primary | <input type="checkbox"/> |
| Secondary | <input type="checkbox"/> |
| Honors degree | <input type="checkbox"/> |
| Master's degree | <input type="checkbox"/> |
| Any otherAny other | <input type="checkbox"/> |

SECTION A: Central government supervision instruments being used to monitor the activities of ZRDC

4. Are the following systems of central government supervision used to monitor the activities of ZRDC?

a). MONITORING

| | YES | NO |
|--|-----|----|
| Minister's right of access to records of council | | |
| Self-reporting | | |
| Request for information | | |

| | | |
|----------------|--|--|
| Investigations | | |
|----------------|--|--|

b). INTERVENTION

| | YES | NO |
|---|-----|----|
| Ministerial directives | | |
| Making or adoption of bylaws on behalf of council | | |
| Reversing, suspension and rescinding of council resolutions | | |
| Suspension or dismissal of councilors | | |

c). REGULATION

| | YES | NO |
|--|-----|----|
| Use of legislation (acts of parliament, bylaws, constitution etc.) | | |
| Appointment of Auditors | | |
| Staffing and recruitment of managerial employees | | |

SECTION B: Impact of central government supervision on rural local governance in

ZRDC

5. Is central government supervision bringing effectiveness in rural local governance and development? YES

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NO

6. What is the impact/effectiveness of the following central government supervision instruments on rural local governance and development?

a. Minister's right of access to records of council

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b. Self-reporting

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c. Request for information

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d. Investigations

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e. Ministerial directives

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f. Making or adoption of bylaws on behalf of council

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g. Reversing, suspension and rescinding of council resolutions

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h. Suspension or dismissal of councilors

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SECTION D: Stakeholder perceptions on the impacts of central government supervision on rural local governance and development in ZRDC

9. Generally comment on the relationship that exists between central government and ZRDC?

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10. What recommendations do you suggest on the impacts of Central government supervision in ZRDC?

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APPENDIX II

Questionnaire for Zaka RDC management/ staff members/ councilors

This questionnaire is part of a study that Mutangamhazha Amon is carrying out in partial fulfillment of a Bachelor of Social Science in Local Governance Studies Honors Degree at Midlands State University. The title of the research is: **“The impact of central government supervision on rural local governance and development”**. Participation in this research by providing information is voluntary and information written on this questionnaire is confidential. Your cooperation is highly acknowledged.

Instructions to Respondents

Fill in all the gaps provided.

| | |
|-------------|--------------------------|
| Gender Male | <input type="checkbox"/> |
| Female | <input type="checkbox"/> |

1. Department
2. Number of years in the current position.....
3. Age
Below 20 years
21 to 45 years
46 and above

4. Highest level of Education

| | |
|-----------------|--------------------------|
| Primary | <input type="checkbox"/> |
| Secondary | <input type="checkbox"/> |
| Honors degree | <input type="checkbox"/> |
| Master's degree | <input type="checkbox"/> |
| Any other | <input type="checkbox"/> |

SECTION A: Central government supervision instruments being used to monitor the activities of ZRDC

5. Are the following systems of central government supervision used to monitor the activities of ZRDC?

a). MONITORING

| | YES | NO |
|--|-----|----|
| Minister's right of access to records of council | | |
| Self-reporting | | |
| Request for information | | |
| Investigations | | |

b). INTERVENTION

| | YES | NO |
|---|-----|----|
| Ministerial directives | | |
| Making or adoption of bylaws on behalf of council | | |
| Reversing, suspension and rescinding of council resolutions | | |
| Suspension or dismissal of councilors | | |

c). REGULATION

| | YES | NO |
|--|-----|----|
| Use of legislation (acts of parliament, bylaws, constitution etc.) | | |
| Appointment of Auditors | | |
| Staffing and recruitment of managerial employees | | |

SECTION B: Impact of central government supervision on rural local governance in

ZRDC

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e. Ministerial directives

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f. Making or adoption of bylaws on behalf of council

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g. Reversing, suspension and rescinding of council resolutions

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h. Suspension or dismissal of councilors

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i. Use of legislation (acts of parliament, bylaws, constitution etc.)

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j. Appointment of Auditors

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k. Staffing and recruitment of managerial employees

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SECTIONC: Effects of central government supervision on rural development in ZRDC

8. Are there any development projects which were once affected by central government

supervision in the district? YES

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NO

9. Explain

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SECTION D: Stakeholder perceptions on the impacts of central government supervision on rural local governance and development in ZRDC

10. Generally comment on the relationship that exists between central government and ZRDC?

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11. What recommendations do you suggest on the impacts of Central government supervision in ZRDC?

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APPENDIX III

Questionnaire for Zaka Residents

This questionnaire is part of a study that Mutangamhazha Amon is carrying out in partial fulfillment of a Bachelor of Social Science in Local Governance Studies Honors Degree at Midlands State University. The title of the research is: **“The impact of central government supervision on rural local governance and development”**. Participation in this research by providing information is voluntary and information written on this questionnaire is confidential. Your cooperation is highly acknowledged.

Instructions to Respondents

Fill in all the gaps provided.

| | |
|-------------|--------------------------|
| Gender Male | <input type="checkbox"/> |
| Female | <input type="checkbox"/> |

1. Number of years staying in the district.....

| | | |
|--------|----------------|--------------------------|
| 2. Age | Below 20 years | <input type="checkbox"/> |
| | 21 to 45 years | <input type="checkbox"/> |
| | 46 and above | <input type="checkbox"/> |

3. Highest level of Education

| | |
|-----------------|--------------------------|
| Primary | <input type="checkbox"/> |
| Secondary | <input type="checkbox"/> |
| Honors degree | <input type="checkbox"/> |
| Master's degree | <input type="checkbox"/> |
| Any other | <input type="checkbox"/> |

SECTION A: Central government supervision instruments being used to monitor the activities of ZRDC

4. Level of awareness on central government supervision forms

| | |
|----------|--------------------------|
| High | <input type="checkbox"/> |
| Moderate | <input type="checkbox"/> |
| Low | <input type="checkbox"/> |

5. Are the following systems of central government supervision used to monitor the activities of ZRDC?

a). MONITORING

| | YES | NO | NOT SURE |
|--|-----|----|----------|
| Minister's right of access to records of council | | | |
| Self-reporting | | | |

| | | | |
|-------------------------|--|--|--|
| Request for information | | | |
| investigations | | | |

b). INTERVENTION

| | YES | NO | NOT SURE |
|---|-----|----|----------|
| Ministerial directives | | | |
| Making or adoption of bylaws on behalf of council | | | |
| Reversing, suspension and rescinding of council resolutions | | | |
| Suspension or dismissal of councilors | | | |

c). REGULATION

| | YES | NO | NOT SURE |
|--|-----|----|----------|
| Use of legislation (acts of parliament, bylaws, constitution etc.) | | | |
| Appointment of Auditors | | | |
| Staffing and recruitment | | | |

SECTION B: Impact of central government supervision on rural local governance in

ZRDC

6. Are the forms of central government supervision bringing effectiveness to local participation in rural local governance and development?

YES

NO

7. What is the impact/effectiveness of the following central government supervision instruments on rural local governance and development?

a. Minister's right of access to records of council

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b. Self-reporting

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c. Request for information

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d. Investigations

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e. Ministerial directives

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f. Making or adoption of bylaws on behalf of council

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g. Reversing, suspension and rescinding of council resolutions

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h. Suspension or dismissal of councilors

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SECTION D: Stakeholder perceptions on the impacts of central government supervision on rural local governance and development in ZRDC

10. Generally comment on the relationship that exists between central government and ZRDC?

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11. What recommendations do you suggest on the impacts of Central government supervision in ZRDC?
