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**DEPARTMENT OF POLITICS AND PUBLIC MANAGEMENT**

**Dissertation**

**For**

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**Policy Making and Citizen Participation in Zimbabwe: the Case of ZIMASSET**

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the Bachelor of Science in Politics and Public Management Honours  
Degree.**

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**APPROVAL FORM**

**Midlands State University**



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The undersigned strongly certify that they have read and made recommendations to the Midlands State University for acceptance of a research project entitled: **Policy making and citizen Participation in Zimbabwe: The case of Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET)**. The project was submitted in partial fulfilment of the requirements of the Honours Degree in Politics and Public Management.

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## **DECLARATION**

I Fact Dudzai Mazundu declare that all material presented for examination in this study is my own work. Any quotation or paraphrase from the published or unpublished work of another person has been duly acknowledged in the work which I present for examination

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## **DEDICATION**

I dedicate this work to my beloved parents and siblings. And also not forgetting my brother who passed on a week before the February – June 2016 Semester commenced.

## **ACKNOWLEDGEMENT**

My heartfelt gratitude and appreciation goes to my supervisor Mrs F Mutasa. Her suggestions, knowledge and comments shaped this project and made it what it is. I extend my gratitude to Government departments especially Ministry of Local Government Bulawayo Province and Midlands province (Mberengwa, Gweru district and Zvishavane District) for the services rendered which include time, cooperation making this research a success.

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## **ABSTRACT**

The issue of citizen participation in policy formulation in Zimbabwe has been a bone of contention since independence. High sounding policies and blueprints have been implemented since 1980 but have not been beneficial to majority of the citizens of Zimbabwe. ZIMASSET is one of these policies that have lacked citizen participation as revealed by the findings of this research. Predecessor policies of ZIMASSET such as ESAP, ZIMPREST and MERP have faced the same fate of ignoring the views of the general citizens and were unsuccessful in addressing the actual needs to the citizen's welfare needs. This research aimed to unravel whether the citizenry was engaged in the policy making processes of the ZIMASSET policy. This research was conducted using a descriptive method which encompasses both quantitative and qualitative methods of research. Questionnaires were distributed and interviews were conducted in the provinces of Bulawayo and some districts of Midlands province. The research unraveled that ZIMASSET policy was implemented without the consultation of the general citizens public forums and consultative meetings were not organized by the government or public authorities in a bid to find out the real problems faced by the citizens and how they think the problems can be solved. Majority of the respondents got to know about this policy through the media rather than through the policy makers themselves.

## Acronyms

CAADP.....	Comprehensive African Agricultural Development Programme
COMESA.....	Common Market for East and Southern Africa
CSO.....	Civil Society Organizations
ESAP.....	Economic Structural Adjustment Programme
SADC .....	Southern Africa Development Committee
MDC.....	Movement for Democratic Change
ZANU PF.....	Zimbabwe African National Union Patriotic Front
ZDI.....	Zimbabwe Democracy Institute
ZIMASSET.....	Zimbabwe Agenda for Sustainable Socio-Economic Transformation
ZIMPREST.....	Zimbabwe Programme for Economic and Social Transformation



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## **CHAPTER 1**

### **1.1 Introduction**

Across the world Governments thrive to achieve quality service delivery to its citizens through effective policy making mechanisms. As such the Zimbabwean Government has formulated and implemented various policies since 1980 that seek to alleviate problematic issues that concern the welfare of the Citizens of Zimbabwe, these policies include the ZIMPREST, ESAP, Land reform and the most recent ZIM-ASSET which this researched focused on.

Various definitions of public policy have been propounded by scholars in a bid to unravel what exactly a policy is. According to Dye (1978) public policy is, 'What government chooses to do or not to do'. Dye's definition is likewise this view is upheld by Anderson (1975) who also argues that a public policy is a purposive course of action or inaction chosen by public authorities to address a given problem or interrelated set of problems. By these two definitions one may argue that public policy is an action taken by the Government to resolve problematic issues affecting the population in its jurisdiction. Hence in the case of ZIMASSET the Government came up with this policy as a solution to the socio- economic problems bedeviling faced the citizens of Zimbabwe since year 2000 when sanctions were imposed on Zimbabwe.

For a policy to achieve its set targets and goals they are various stages of policy making that public authorities have to go through. The policy making stages are problem identification and agenda setting, policy formation, adoption, implementation and evaluation. However the last two steps are primarily concerned with putting the policy into action hence one may argue that the first three steps are the ones that are involved in crafting a policy. Problem identification is when the authorities come together to establish what will be the main problem or root cause of a

problem in a particular community or nation at large. The policy formulation stage involves public authorities or the government coming up with a set of ideas on how to tackle a problem that has been identified this stage also includes the ideas being argued upon in parliament. Then the adoption stage is when a policy is signed in to power by the President. However in the case of ZIMASSET one may argue that it did not go through some of these stages as it was born out of a political campaign. Therefore for a policy to be a success in resolving problems affecting the society the policy making processes must be thoroughly followed by the policy makers.

The participation of citizens is also essential in the policy making process is also essential for a government to produce an effective policy that can solve a particular problem being faced the same people in that society. According to Allegretti (2007) participation is an activity that may be motivated from an administrative perspective or a citizen perspective on a governmental corporate or social level from administrative viewpoint, participation can build public support for activities. Citizen participation helps to educate the public about the Government's activities. Information exchange regarding local conditions between the citizens and public authorities is facilitated by citizen participation through public hearings and consultative forums. Furthermore, participation empowers individuals and groups to influence policy maker's decisions in a representational manner on how well participation can influence the relation between citizens and their local government, how it increases trust and boosts people's willingness to participate. Participation is a contributory process towards strategizing, planning, formulation, implementation, monitoring and evaluation of different policies and projects by different parties. Participation can also mean engaging other stakeholders in the operations of an organisation such as decision making among other things. In this case the concerned stakeholders in the participation process are the residents or the community at large.

According to the IDSA (2002) the significance of community/public participation means galvanizing communities behind their municipalities. Grassroots structures have been over years been viewed as the corner stone of development in a democratically grounded manner. Chatiza (2010) highlights the fundamental aspect of participation mentioning that where collection of levies, rates and taxes is followed by participatory policy making, budgeting, and prioritization of local needs, citizens develop a sense of belonging, essential for effective citizenship, which is critical for community and nation building. These views entail the importance of citizen participation in policy as it gives the public the feeling or sense of ownership of a policy.

ZIMASSET is an economic blueprint or policy that was crafted by the government of Zimbabwe in 2013. It is a policy that the government of crafted as a way or tool to eradicate and alleviate poverty in Zimbabwe and it expected to be achieved by the year 2018. ZIMASSET policy has four clusters in which the government of Zimbabwe wants to deal with in a bid to eradicate the economic meltdown being faced by Zimbabwe. These four clusters are Food Security and Nutrition, Social Services and Poverty Eradication, Infrastructure and Utilities and Value Addition and Beneficiation. These clusters seek to address the various economic and social problems prevailing in Zimbabwe.

## **1.2 Background of the study**

The main aim of coming up with development plans was stated in the first government policy document, Growth with Equity, and that objective still remains the same to date as argued by the Government of Zimbabwe (1991) that is to “achieve sustainable high rate of economic growth and speedy development in order to raise incomes and standards of living of the people”. Zimbabwe’s economy has been juxtaposed to a patient on the death bed in the intensive care unit

by a wide section of both economic and political analysts. ZIMASSET was crafted in an endeavor to provide a solution to the economic hardships being faced by the country. The policy has four clusters which seek to achieve Food Security and Nutrition; Social Services and Poverty Eradication; Infrastructure and Utilities; and Value Addition and Beneficiation. According to the Government of Zimbabwe ZIMASSET (2013) the clusters are interdependent and mutually reinforcing although under each cluster are measurable short term and long term results to be realized. According to Zimbabwe Democracy Institute (2014), ZIM ASSET is therefore a two-pronged approach the quick fix (2013-15) and the long term of dealing with the woes confronting the economy.

The ZIMASSET policy is a blueprint policy that was rolled out to the people by the government after a landslide victory by ZANU PF in the 2013 harmonized elections. This policy was crafted as a party campaign manifesto hence there was little consultation from the citizens. According to the Zimbabwe Democracy Institute (2014), “public policies are as successful as the extent to which they are co-owned and executed by the public and government. Citizen’s knowledge levels, attitudes and perceptions are a window to determining the level of buy in to the policy, and ultimately its success”. Hence one may argue that the participation of citizens in policy making in Zimbabwe is not recognized as the government chooses what to do when and how without the advice of the affected. This also leaves citizens without a sense of ownership in the policies that are meant to better their lives and welfare.

Post-independence policy making in Zimbabwe was highly centralized and top-down, but their positive point is that they had a social face; Zhou and Zvoushe (2012) note that, “The public good motive was apparent in both policy making and action. Policy choices and action pointed to some visible organic link between the political leadership and the grassroots.” However, in the



third decade of independence, as a result of socio-economic and political challenges, policy-making became dictatorial and was driven by political expediency and survival rather than long term socio-economic welfare. Furthermore Zhou and Zvoushe (2012) argue that this has continued to this fourth decade where one continues to witness policies created with the motive to control the state apparatus and protect the political ground of the incumbent ruling ZANU PF party with the ZIMASSET policy being the latest example. Subsequently, the government has become notorious for making policies that misfire and lack citizen participation in the designing and planning of the whole policy process.

### **1.3 Statement of the problem**

The research is an investigation into the ZIMASSET policy amid to claims that not much was done by public authorities to engage the citizenry in the processes of crafting ZIMASSET for example setting up public hearings and consultative forums. Therefore this research aims to asses and address the problems, perceptions and attitudes of citizens pertaining lack of participation in the making of ZIMASSET policy.

### **1.4 Objectives of the study**

- 1) To find out if citizens were involved in the crafting of the ZIMASSET policy.
- 2) To find out the key actors in formulating ZIMASSET policy
- 3) To find out on the Citizen's knowledge levels towards ZIMASSET policy

### **1.5 Research questions**

- 1) Were citizens involved in the crafting of ZIMASSET?
- 2) Which were the key institutions in crafting ZIMASSET policy?
- 3) Do the citizens know about ZIMASSET?

## **1.6 Justification of the study**

The research seeks to fill the knowledge gap in Zimbabwe in relation to the participation of ordinary citizens in public policy making processes and the importance of citizen participation in the formulation and implementation of a quality and sustainable policy. The research will help in future policy formulation in terms of gathering relevant information on the needs of the citizens.

### **i. Civil Society Organizations**

This study will go a long way in mending the relationship between CSOs and the government as the two will work hand in hand to better the welfare of the people. This research will also add value to CSOs in Zimbabwe when pursuing further researches on poverty alleviation and eradication.

### **ii. Public authorities**

This study is useful to improve dialogue and other communications channels between public authorities and citizens. It will also go a long way in improving the quality and relevance of policies.

### **iii. Citizens**

This research will help the citizens to be aware of the ZIMASSET policy and understand that they play a pivotal role in the policy making processes.

## **1.7 Limitations**

There are many challenges associated with social science research exercise and these include:

- Fear of political victimization: there was fear that some information might be sensitive hence leading to political victimization. Hence the researcher convinced the people

interviewed confidentiality and the questionnaires distributed did not require the respondents to fill in their name.

- Propaganda: the research was prone to getting biased information because of different political orientation and lack of information. Thus this problem was tackled by randomly distributing questionnaires and also interviewing various people who have different political orientation and opinions.
- Coverage: the coverage of the research was limited because of resources thus the research was not able to cover the whole country. However this particular problem was tackled by employing surveys in data collection, analysis and sampling.

### **1.8 Delimitation**

- The research focused on citizen participation in the policy making processes of the ZIMASSET policy mainly in the provinces of Bulawayo and Midlands. In the Midlands province respondents were drawn up from three districts namely Gweru urban, Zvishavane urban and Mberengwa district.

### **1.9 Methodology**

According to Williams (2011) research methodology is a way to find out the result of a given problem on a specific matter on problem that is also referred as research problem. Industrial Research Institute (2010) alludes that methodology is the way of searching or solving the research problem in order to find possible solutions.

Due to limited time of research and limited access to information, the research was carried out using a mixed method approach to obtain the necessary information on the level of citizen participation in the ZIMASSET policy. It entails methods to use to access data, sampling techniques and come up with ways to limit challenges. The research was carried out using a

descriptive method as the research design. A descriptive study is used in a bid to understand the nature and scope of a particular phenomenon under a specific problem. Descriptive research encompasses both quantitative and qualitative methods, as the researcher seeks to compile data that entails the description of the situation that is under study. According to Ortinam (2003), descriptive research is typically determined by revealing the occurrence and nature at which something takes place or the connection among variables. Therefore the investigation on the level of citizen participation in the ZIMASSET policy entails for better understanding of the effects of a strait jacket approach in policy making.

### **1.9.1 Qualitative research**

Houser (2008) argues that qualitative research is all about understanding the meaning of the phenomena of interest. Qualitative research is useful when the research context or nature of the problem is poorly understood. Borrego et al (2009) argues that qualitative research involves the careful planning of research design that encompasses all the aspects of the study, from questions of research to sampling, from sampling to data collection and analysis. Qualitative research is characterized with the collection and analysis of textual data (surveys, interviews, focus groups, conversational analysis and observation). Lyingberg and Douglas (2008) argue that qualitative research is easier and less rigorous than quantitative. It involves its own set of data collection and analysis methods that ensure the trustworthiness of findings. For instance this research should provide an in-depth analysis of the level of citizen engagement in policy making processes and the participatory governance system in Zimbabwe. Knowledge gained through qualitative investigations is more informative, richer and offers enhanced understandings compared to that which can be obtained via quantitative research. It involves emerging questions and procedures, data typically collected in the participant's setting.

### **1.9.2 Quantitative research**

Phoofolo (2008) argues that quantitative data can be analyzed manually or by a computer. Data analysis entails that the analyst breaks down data into constituent parts to obtain answers to research questions and to test research hypothesis. Quantitative research options have been predetermined and a large number of respondents are involved Anderson (2006). By definition, objectives must be measurable, quantitative and statistically valid. In simple terms, it is about numbers and hard data. The sample size for a survey is calculated using formulas to determine how large sample size will be given from a given population in order to achieve findings with an accepted degree of accuracy. Many surveys are designed to produce a smaller margin error. According to Creswell (2008) quantitative research is a means of testing objectives by examining the relationships among variables, these variables in turn can be measured, typically on instruments so that numbered data can be analyzed using statistical procedures. Those who engage in this form of inquiry have assumptions about testing theories deductively, building in protections against biases, controlling for alternative explanations and being able to generalize and replicate findings.

### **1.9.3 Data collection sources**

Data collection is the process of gathering and measuring information on variables of interest, in an established systematic fashion that enables one to answer stated research questions, test hypotheses, and evaluate outcomes. The researcher will use primary sources in collecting data. Primary sources will provide valuable data that is pertinent in the area that is under study environment.

Case study was also another technique employed to gather data used by the researcher.

Secondary data was also used to supplement data in the research and they included the survey of literature on the subject matter. Secondary data refers to the information that was there before the research was started and this is basically written newspapers and books as well as journals in relation to policy making and citizen participation in Zimbabwe.

## **1.10 Methods of collecting data**

### **1.10.1 Questionnaire**

According to Phoofolo (2008) a questionnaire is used as a quantitative data collection instrument and its main priority is to collect useful information. Questionnaires were used to extract information from respondents such as citizens, civil society organizations and some government departments. The main topics in literature review were reflected and captured in the questionnaire used. Questionnaires enabled the investigator to be consistent in asking questions and data yielded was easy to analyze. Research respondents were interviewed directly to avoid misinterpretation and have clarity. The questionnaire had both close ended and open ended questions. There was accurate and careful phrasing of each question to avoid ambiguity and leading respondents to a particular answer this brought reliability tool and respondents were enlightened to respond honestly and truthfully. This method can be adopted for the entire population or sampled sectors.

### **1.10.2 Advantages**

- It concentrates on specific areas of a particular problem under study.
- They give respondents adequate time to respond as compared to other methods like interviews that could strain the minds of respondents.

- A questionnaire provides empirical information that it can be presented quantitatively and qualitatively.
- It guarantees the respondent anonymity hence he/she can provide information without influence from the researcher.

### **1.10.3 Disadvantages**

- Respondents sometime are not certain of security of the information thus they tend to be reluctant to exercise.
- Respondents may fail to interpret the questions, resulting in respondents giving irrelevant answers.

### **1.11 Interviews**

Interviews were also used as a key strategy in unearthing information. Interviews with key informants were conducted largely targeting ordinary citizens, civil society organizations, and some relevant government departments. In the interviews information was obtained through inquiry and recorded by enumerators. Structured interviews are performed by using survey forms, whereas open interviews are notes taken while talking with respondents. The notes are subsequently structured (interpreted) for further analysis.

As in preparing a questionnaire, it is important to pilot test forms designed for the interviews. The best attempt to clarify and focus by the designer cannot anticipate all possible respondent interpretations. A small-scale test prior to actual use for data collection will assure better data and avoid wasting time and money. Although structured interviews can be used to obtain almost any information, as with questionnaires, information is based on personal opinion.

### **1.11.1 Advantages**

- Provide the opportunity to generate in-depth data.
- Data obtain could be analysed in various ways.
- It was convenient because most people preferred talking to writing and people tended to take interview questions more serious than questionnaires due to the presents of the interviewee.

### **1.11.2 Disadvantages**

- Sensitivity effect, some personal issues were so sensitive that participants were reluctant to discuss them Face to Face with an interviewer.
- It requires much training and practice especially nonverbal communication skills
- Time consuming and expensive due to note taking and use of Information Communication Technology for recording information.
- Denscombe (2007) argues that response of the audience depend on the interviewer, this is called the “interviewer effect” which means audience’s own perception of the researcher. Moreover sex, age and the ethnic origin of the researcher or interviewer has a bearing on the amount of information people are willing to divulge and their honesty about what they reveal.



### **1.12 Case study**

Case studies are analyses of persons, events, decisions, periods, projects, policies, institutions, or other systems that are studied holistically by one or more method. The research also relied on secondary sources that involved the survey of literature on the subject matter. These would include books, speeches, newspaper reports and online articles. A Case study is one technique which the research used, targeting those areas where lack of citizen participation affected a policy. A case study involves an in-depth and detailed examination of a subject (the case), as well as its related contextual conditions. Case studies appear with great frequency throughout popular works, with nearly anybody able to claim to have done one. Case studies also can be produced by following a formal research method.

### **1.13 Secondary sources**

The researcher used secondary sources in the research such as the constitution, ZIMASSET policy document, ZANU PF 2013 manifesto and newspaper articles on ZIMASSET.

#### **1.13.1 Advantages of secondary sources**

- secondary data is authentic
- Secondary data was available and provided three important qualities.
- Convenient because texts such as books and journals are available on the internet and in libraries.
- Cheapness- because sources are available in one place in the library and on the internet.

### **1.14 Population**

According to Levin (1994), population is assemblage of elements used to acquire data. According to Cooper and Schindler, (2003:179) population is a total element needed by the researcher in making some interference with. Population of research therefore is the total group that the researcher is concerned in carrying out an investigation. Hence it is essential for one to carefully identify the specific people or organizations that will be helpful in obtain relevant information. The chosen population for this research included ordinary citizens, CSOs and government department charged with the mandate of engaging ordinary citizens in policy formulation and the implementing the ZIMASSET policy.

### **1.15 Sample**

This refers to part of population representing the population targeted that will represent the rest of the whole population; therefore, it is also part that represent a target population. Levin (1994:52) alludes to the view it is a collection of selected elements of targeted population that is being studied. Sample of the study was then taken from four groups of people who influenced the crafting of ZIMASSET or thought to be involved .The researcher picked ten people from each group randomly which includes politicians, CSOs, ordinary citizens and government officers.

#### **1.15.1 Simple random sampling**

Simple random sampling has a paradoxical meaning it refers to the assortment of respondents in a way that every respondent in a selected population has an equal prospect to be chosen or selected. From the entire target population, each individual is exposed equally to the chance being selected O'Leary (2004). The main reason why random sampling was done is that the

researcher wanted to find out facts from different classes of people in society so that triangulation could be done and bias of facts based on political affiliation was reduced.

### **1.15.2 Sample size**

Table1. Sample size

Category	Population	Population sample	Sampling method
Government departments	-	10	Purposive sampling
Civil society organization	-	10	Random sampling
Citizens	1 042 189	30	random sampling
<b>TOTAL</b>		30	

Source: Research Data 2014

NB: The overall population of the people those who work in civil service and the actual number of CSOs were not known.

### **1.15.3 Pilot Testing**

The research distributed four questionnaires to fellow students, two Trade Union questionnaires and two employees questionnaire. The pilot testing helped the research in correcting areas where the pilot respondents pointed out that needed clarity. Interview guidelines were also analyzed through pilot testing ad adjustments made there on.

### **1.16 Data presentation and analysis**

Content analysis and textual analysis will be used to analyse data. The analysis will also be based on grounded theory where the task of the researcher is to understand what is happening, and why there is limited citizen participation in Zimbabwe. This will be achieved through surveys, observation, conversation and interview. After each session of data collection the researcher will notes down key issues which will enable the researcher to make recommendations. To have an analytical view point the researcher will compare data collected from different collection methods. The results of this comparison are categorized according to themes or variables. After each session of data collection the researcher notes down key issues. The process involves firstly comparing interview and other forms of data and comparison is done to theoretical approaches that will be employed. The results of this comparison are categorized according to themes or variables and their properties.

### **1.17 Summary**

Chapter 1 highlighted on the background of citizen participation in Zimbabwe, the research objectives and possible guideline questions as well as the importance of the study to various institutions and actors. The researcher emphasized on the delimitations, limitations, and methodology used to obtain enhanced quality output of the research. This chapter gave an outline of the background of the study. The chapter also gave an overview on the methodology used by the researcher to carry out his research and highlighted the possible strengths and weaknesses of each method used. It illustrated on the presentation and analysis of data.

## **2 CHAPTER TWO**

### **2.0 LITERATURE REVIEW**

#### **2.1 Introduction**

This Chapter is a review of relevant literature from various authors and other scholars who wrote about the field of policy making and citizen participation. The literature relates to the levels of citizen engagement in the crafting of the ZIMASSET policy. Controversy especially regarding to issues of top down or straight jacket approach of decision making have always been a bone of contention as some scholars regard citizen participation in policy making as a fundamental aspect to the success of a policy. The most fundamental principle of democracy is participation of citizens in choosing how they want to be governed and in this case being involved on how a particular issue can be addressed. Issues discussed in this topic in one way or the other affect the processes of citizen participation and also influence decision making processes. Therefore this chapter will discuss on the policy making environment and the influence of politics in policy making in regards to why citizens were not engaged in the making of the ZIMASSET policy. The chapter will also unravel factors such as the governance system in Zimbabwe and the political ideology as to how and why citizen participation is taken likely. The issue of lack of funding for the policy is also examined in this chapter.

## **2.2 Policy making process and stages**

### **2.2.1 Problem identification**

This is the first stage of formulating a policy whereby a particular phenomenon is identified by public authorities, citizens and CSOs as issues of concern and needs urgent solutions.

ZIMASSET was crafted to address the economic meltdown faced by the country as well as poverty eradication and alleviation and the high unemployment. According to Professor Moyo in an interview by the Herald (2014) says that the background that led to the formulation of this policy was that of a sustained devastated economy and physical and social infrastructure. Hence one may argue that the Government had identified issues of socio-economic that include hyperinflation, unemployment, and poverty and infrastructure development as a problematic issue to Zimbabweans. Citizens at this stage are very important in that they are the ones directly affected by these problems hence they are the ones who can help public authorities in identifying the exact problem. CSOs work with various communities directly almost on a daily basis thus they are important in helping policy makers to identify problematic issues.

### **2.2.2 Agenda setting**

According to USAID agenda setting refers to actually getting the “problem” on the formal policy agenda of issues to be addressed by stakeholders, cabinet ministers, legislators, and the president.

At this stage public hearings and consultative forums should be organized in a bid to come up with solutions towards the identified problem. Citizens at this stage share various views on how the problem can be solved and public authorities take note of such views. CSOs are equally important in giving their views on how to mitigate the problematic issue since they work directly with communities in eradicating poverty amongst many other projects.

### **2.2.3 Policy formulation**

At this stage the various views compiled by the public authorities are discussed and debated by policy either in the parliament or cabinet meetings. Zwizwai argues that in Zimbabwe policies are discussed and debated by the inter-ministerial committees, committee of permanent secretaries, and the cabinet then lastly in the parliament. According to the constitution of Zimbabwe (2013) the Zimbabwe's legislation is comprised of two houses the Senate and the Parliament. The senate comprises of 60 legislators while the parliament has 210 elected legislators from 210 constituencies, 60 women for proportional representation 6 per province, 10 chiefs and 10 non constituent legislators. These legislators are chosen by the citizens represent them in their constituencies and communities hence the debates in house of assembly are based on the views of the citizens through their representatives they chose. These people come up with a policy from the various and different views from the people .

### **2.2.4 Adoption**

This stage is when one possible solution has been agreed upon by the legislators is signed into power by the president or the head of state. At this stage there is no citizenry participation.

### **2.2.5 Implementation**

This is the stage at which the policy is rolled out to the people through various government agencies and departments. According to the government of Zimbabwe ZIMASSET (2013), the office of the President and Cabinet will play the leading role in implementing the policy. At this stage citizens do not directly participate but only their co-operation is needed.

### **2.2.6 Evaluation**

Evaluation is the stage whereby the policy is reviewed to see whether the policy is meeting the set short term targets, what needs to be adjusted and will the policy achieve its objectives of addressing the particular problem. Citizens can participate at this stage as they can be engaged through public hearings were they can give their views as to what is lacking in a policy or why the problematic issue is not being solved.

### **2.3 What is ZIMASSET?**

According the ZIMASSET policy document 2013 is a results based policy that seeks to address the country's socio economic challenges. ZIMASSET is a policy that is divided into four main clusters that seeks to address on issues that pertain to the socio-economic challenges being faced by the country. However they are other sub clusters that under the four clusters. The objective of the policy according to the GoZ ZIMASSET (2013) is to enable Zimbabwe to achieve economic growth and as one of the strongest economies in the region and Africa. According to ZDI (2013) ZIMASSET policy was born out of an election campaign manifesto. ZIMASSET was used by the ruling ZANU PF to charm the electorate in the 2013 harmonized elections and after winning the election the manifesto was subsequently made a national policy by the ruling party.

### **2.4 ZIMASSET clusters**

#### **v. Food Security and Nutrition**

According to GoZ ZIMASSET (2013) the aim of the Food Security and Nutrition Cluster is to create a food surplus and self- sufficient economy that will see Zimbabwe re-emerge as the "Bread Basket of Southern Africa". Zimbabwe has faced low rain falls for the past decade or so and the policy seeks to provide counter strategies to make sure that people won't die from hunger and starvation. The cluster programmes are aligned to and



informed by COMESA and SADC Food and Nutrition Frameworks, the Draft Comprehensive Agriculture Policy Framework, Comprehensive African Agricultural Development Programme (CAADP), the Zimbabwe Agriculture Investment Plan and the Food and Nutrition Security Policy,

vi. **Social Services and Poverty Eradication**

According to ZIMASSET (2013) this cluster will enable the Government of Zimbabwe to improve the living standards of the citizenry for an empowered society and a growing economy. This will address to the effects of hyperinflation and high unemployment rate in the country in process improving the public service delivery.

vii. **Infrastructure and Utilities**

Infrastructure and utilities cluster focuses on the rehabilitating infrastructural assets and the recovery of utility services in Zimbabwe. According to GoZ ZIMASSET (2013) these services relate to:

- i.; Public Amenities
- ii. Energy and Power Supply
- iii. Water and Sanitation infrastructure
- iv. Information Communication Technology (ICT);
- v.; Transport (road, rail, marine and air).

viii. **Value Addition and Beneficiation**

This strategy is anchored on the private sector taking a key role in the funding and execution of the activities contained therein with Government providing the necessary support in terms of alignment, consistency and cohesion of policies

## **2.5 POLICY MAKING AND CITIZEN PARTICIPATION**

### **2.5.1 Citizen participation**

Chikerama (2013) notes that Citizen Participation is a desired and necessary part of community development and should be encompassed in any policy formulation process. This entails that all citizens should be able to participate actively in the local democratic process for any development process to yield fruitful results. By this one may argue that by actively involving the public in formulating a policy it gives the citizens a sense of ownership. Makumbe (1996) also viewed beneficiary citizen participation as only being meaningful for the masses if they are effectively involved at the various levels of the development process. A classic example is that if the poor are engaged in policy planning together with local governments more proactive and efficient policies to address the concerns of the marginalized citizens can be identified.

### **2.5.2 Policy making**

Do, (2012) argues that, Policy formulation clearly is a critical phase of the policy process which also is an explicit subject of policy design. Public policy formulation is an embodiment of pre-decision stage of policy making including crafting the goals and priorities and options, costs and benefits of each option, externalities of each option. It encompasses identifying a set of policy alternatives and public policy tools to address a problem as a result that a prepared set of solutions is done for the final solutions from which decision makers actually choose by judging the feasibility, political acceptance, costs and benefits. Howlett and Ramesh, (2003) argue that in public policy making, “the actors and institutions exist in a mutually relationship. State actors are included: elected and appointed officials, business actors, labor, public, think-tank and research organizations, political parties, mass media, and interest groups”. In observing roles of actors in developing countries in various cases and sectors, it is shown that there is a difference

at roles and motivation and participation in the community discourse analysis while the state and business often keep their dominant roles in the policy process.

### **2.5.3 Citizen participation in ZIMASSET**

According to a survey by Zimbabwe Democracy Institute (2014), the citizenry was not engaged in the policy formulation processes. Zimbabweans are not being engaged in the implementation of the policy despite the rhetoric by the government that the policy is extremely all-encompassing both at formulation and implementation stages and is thriving on buy-in from citizens. The survey further notes, whilst the name ZIMASSET might have gained popularity on social media, there exists a dearth of information as to what ZIMASSET really is, how it is going to bring economic turnaround and the roles of the different stakeholders. The lack of information and failures of preceding policies by the same ZANU PF regime to breathe life to the ailing economy, have dented the image of the new policy and created lack of expectation, optimism and enthusiasm over the new policy.

## **2.6 ROLE AND INFLUENCE OF POLITICS**

### **2.6.1 Politics**

Politics intervenes at every stage of the policymaking process and in the crafting of the ZIMASSET policy one may argue that it is the reason why the Government did not seek consultation from the general public, civic society and the private sector. The Zimbabwe democracy Institute (2014) argues that ZIMASSET came about as an election manifesto for ZANU PF in 2013 harmonised elections and it was implemented a few months down the after ZANU PF had claimed victory in the elections and the mandate to form the government.

According to the Government of Zimbabwe (2013) ZIMASSET policy would ensure Zimbabwe's re-engagement with the international and multilateral finance institutions and other financing options, focusing on Brazil, Russia, India, China and South Africa (BRICS). ZIMASSET will focus on these countries because of the political background and tense relationship between Zimbabwe or ZANU PF and the Western countries who at once were the economic backbone of Zimbabwe. Engaging the civil society and the general public in the crafting of the ZIMASSET policy would have dented the ZANU PF ideology as there is a section of the population wanting Zimbabwe be part of the common wealth again and re-engage with Britain and her allies as evidenced by the MDC manifesto (2013) and recently ZPF manifesto (2016).

Zwizwai et al (1998) argues that Zimbabwe at independence adopted a partocracy system of policy making. Zwizwai et al(1998) further notes, 'Partocracy can best be said to mean the omnipresence and all-embracing character of a party in power with no contesters or watchdogs'. In this partocratic system, formal state structures were crossed with, and subordinated to party structures. This ended the separation of party, government and state, giving supremacy to the party. Party office bearers, some of whom held established state posts. This view clarifies the influence behind the crafting of the ZIMASSET policy without the concert of the general public. The ZIMASSET policy was crafted as a ZANU PF campaign manifesto for the 2013 harmonised elections and it was implemented soon the party victory in the elections. This shows that there was little or no consultation of the citizens on this policy as it was initially crafted as an election winning tool hence it did not go through the necessary policy making processes such as engaging citizens.

## **2.6.2 Political ideology and culture**

According to Mclellan(1986) Political ideology is a certain ethical set of ideals, principles, doctrines, myths or symbols of a social movement, institution, class, and/ or large group that explains how society should work, and offers some political and cultural blueprint.

The Zimbabwean government seems to follow an authoritarian type of political ideology despite its claims that it is totally socialist-democratic. According to shorten(2012) Authoritarianism is a form of government characterized by strong central power and such governments place constraints on political institutions and groups like legislatures, political parties and interest groups. The exemption of the citizens in the making and implementation of ZIMASSET entails the type of political ideology the government follows which is authoritarian as the means to how society should be organized rests in the ruling party or government officials. Chikerema (2013) argues that citizen participation in policy making processes is a very fundamental aspect of democracy. Malena (2009) notes, 'effective democracy requires informed, empowered, active participation from all citizens, especially those whose access to voice, assets, and power are limited'. Therefore the reason why policies in Zimbabwe have been unable to yield successful results maybe a result of the political ideology of the government and ZIMASSET seems to be affected by the same ideology just as its predecessor policies. Hence lack of democracy was one of the key factors that led to the government to partially or not involve the general citizens.

### **2.6.3 Political will**

According Charney (2009) Political will is the ghost in the machine of politics, the motive force that generates political action. One may also further argue that political will is the level of commitment shown by political leaders in initiating policies or programmes that yield to the social welfare of the citizens.

In the case of ZIMASSET the political leadership skipped necessary steps in formulating the

policy as it was a campaign manifesto turned into government a policy. Hence when the policy was crafted by the ruling party was preoccupied with how to win the election and forgot to consult the citizens. Malena (2009) alludes that indicators of lack of political will, include failing to initiate participatory governance practices, refusing to accept or support participatory governance initiatives proposed by citizens or Civil society organisations. This entails that the citizenry was not engaged in the crafting of ZIMASSET as government was not fully committed to go through these citizen participatory procedures.

Furthermore the factionalism in the ruling party has led to lack of political will as the in house fights wage on policy makers and implementers find themselves linked to one of the factions and hence the political leadership of the country is preoccupied with championing the interests of their respective factions at the expense of the national good. This has led to other government officials partially committing themselves in government activities and hence leading to the omission of holding consultative forums on crafting ZIMASSET. Therefore one may argue that lack of citizen participation in the making of ZIMASSET was caused by lack of political will and factionalism by the ruling party.

## **2.7 LEGAL AND POLICY ENVIRONMENT**

### **2.7.1 Constitution**

According to Development Governance Institute (2014) the 2013 constitutional reform and general election set the motivation for legislative, structural and institutional reform which promotes citizenry involvement in policy making. The constitution of Zimbabwe (2013) demands that people be involved in the formulation of development plans and programs that

affect them (Section 13.2). Chapter 14 primarily focuses with provincial and local government and its preamble gives powers of local governance to the people to enhance their participation in the exercise of the powers of the State and in making decisions affecting them (GoZ, 2013a: 103). The new constitution therefore empowers citizens and communities to hold local authorities to account through their democratic participation in government. The constitution of Zimbabwe clearly outlines and supports citizen participation in policy making which makes ZIMASSET liable for consultation with the citizens. ZDI(2014) argues that The citizenry was not engaged in the policy formulation processes of ZIMASSET and Zimbabweans are not being engaged in the implementation of the policy despite the rhetoric by the government that the policy is extremely all-encompassing both at formulation and implementation stages and is thriving on buy-in from citizens. Therefore despite the supreme law of the country entailing the importance of citizen participation the Government went on to implement the policy without the relevant concert of the key stakeholders including the general public and the civil society.

### **2.7.2 Consultative forums and public hearings**

According to Chikerema (2013) Consultative forums in the Zimbabwean local government system also ensure that participation is encouraged and this greatly boosts administrative decentralisation which involves deconcentration and delegation of power from central to local government. According to Saito (1999) in councils there are consultative forums for local decision making. These consultative forums are very efficient in the local government setup in Zimbabwe rather than at national policy making level hence answering to the question why ZIMASSET policy did not engage key stakeholders such as the civil society and the general public in its formulation stages.

### **2.7.3 National Economic Consultative Forum**

The National Economic Consultative Forum was born launched on 17<sup>th</sup> July, 1997. It came into existence with the mandate to create and ensure the attainment of socio-economic goals based on the concept of smart partnership between the public and private sectors.

Zwizwai et al (1998) argues that the shift to the National Economic Consultative Forum appears to be a temporal survival measure as the forum is a tripartite policy discussion structure and it is not, constitutionally, a formal and binding national structure through which national policy must pass. The forum is comprised of the President, Cabinet ministers, top civil servants and representatives of labour, industry and commerce. Since the forum has no legal binding one may argue that the Government is prone to side-line this forum when crafting policies because it is not mandatory and hence ZIMASSET was crafted in this manner were the government ignored this forum.

### **2.8 Economic environment**

The Zimbabwean economy has suffered several harsh blows especially from the economic sanctions and her allies and also hyperinflation. Zimbabwe also owes international funders almost 8 billion dollars.

According to the Zimbabwe Independent newspaper (2015) Zimbabwe needs at least US\$30 billion implement key critical infrastructure projects in the country an amount at least twice more than its GDP — to revamp its aging and dilapidated infrastructure. This reveals that it is a mammoth task for the government to fully implement the third cluster of ZIMASSET that seeks to revive Infrastructure and utilities. Professor Moyo (2014) argues that the background that led to the formulation of ZIMASSET is that of a sustained devastation of the economy, physical and



social infrastructure. Therefore one may argue that by this bleak background of the Zimbabwean economy the government had no adequate resources to fully engage citizens and the civil society in the policy making processes of ZIMASSET and took it upon itself that since the policy was first introduced as an election manifesto then and won the harmonised election it means the people had full understood and acknowledged the economic blueprint.

## **2.9 Issues of governance**

According to the Commonwealth Foundation participatory governance is about how the state, the market and Civil Society interact to effect change. These interactions involve the inclusion of Civil Society in decision-making processes, enabling citizens to exercise voice and vote, and engaging in policy formation among others.

Despite the calls by the Government of Zimbabwe (2013) that ZIMASSET is an economic blueprint that was developed through a consultative process involving political leadership in the ruling ZANU PF Party, Government, Private Sector and other stakeholders. The citizens of Zimbabwe are clueless and not knowledgeable about the policy in place. The Zimbabwe Democracy Institute (2014) in a snap survey argue that citizens are neither knowledgeable nor convinced of the policy especially that it has been unleashed on a system supported by disintegrating public and private institutions and the citizenry was not engaged in the policy formulation processes. The engagement of Civil Society Organisations and citizens in government development projects and programmes can improve their operational performance by promoting relevance to needs, contributing local knowledge, providing technical expertise, and leveraging social capital. Furthermore CSOs can bring innovative ideas and solutions, as well as participatory approaches, to solving local problems. This therefore entails that the governance system of Zimbabwe does not include Civil Society Organisations and the general

public in formulating policies and the government follows the doctrine of Dye (1987) that a policy is what a government chooses to do or not to do.

## **2.10 CITIZEN EMPOWERMENT**

Rappaport (1999) as cited by Perkins and Zimmerman (1995) argues that Citizen empowerment is an intentional, on-going process centered in the local community, involving mutual respect, critical reflection, caring and group participation through people lacking an equal share of resources gain greater access to control over those resources.

Policies are or rather should be co-owned by community at large and one tool of empowering the citizens is through creating effective measures that incorporates the citizens in decision making.

The survey findings by ZDI (2014) reveal that citizens are neither knowledgeable nor convinced of the policy especially that it has been unleashed on a system supported by disintegrating public and private institutions. Thus the citizens were not involved in the crafting of the policy as they are not knowledgeable of the policy. Despite the fact that government of Zimbabwe (2013) argues that ZIMASSET's guiding Vision is, "Towards an Empowered Society and a Growing Economy". The ordinary citizen was not empowered as they were side-lined by the Government in the very policy that they are supposed to co-own.

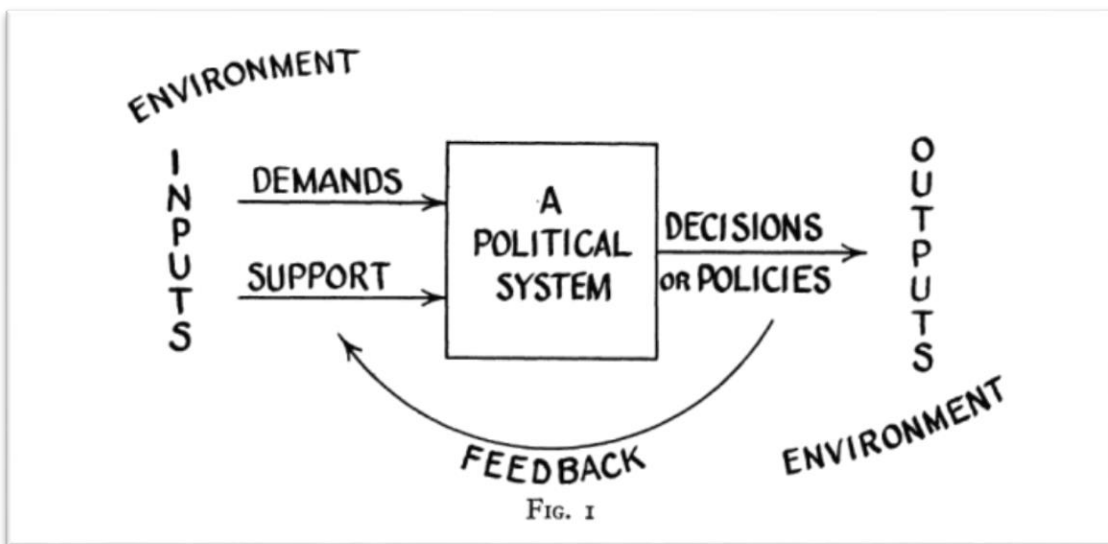
## **2.11 THEORETICAL FRAMEWORK**

According to the business dictionary theoretical framework is defined as a group of related ideas that provides guidance to a research project. Swanson (2013) argues that theoretical framework is the structure that can hold or support a theory of a research study therefore it introduces and describes the theory that explains why the research problem under study exists.

There are various theories that have been propounded by various scholars that explain policy making and citizen participation. These theories will explain how the citizenry is or can be engaged in the policy making process as well as how and why citizens are sidelined in policy making. This research focused at Political systems theory, Elite theory and the participatory democracy theory.

### 2.11.1 Political systems theory

#### Political systems theory



*Source: notesontheory.wordpress.com*

This theory was propounded by David Easton, Easton (1965) views policy process as a political system responding to the demands arising from the environment. Inputs into the system are provided by outside interests – pressure groups, consumer groups, interest groups. This theory explains in this study that it is essential for citizens to provide the necessary information pertaining to a particular problem to the political system which in turn will come up with

possible solutions in this case a policy. In this study it was important for citizens to be engaged in the formulation processes as citizens were most likely to give the policymakers adequate information about the problems they are facing. Hence Easton's theory gives one an insight that public authorities engage citizens and CSOs in policy as he argues that information should be provided by people from outside the political system.

### **2.11.2 Participatory democracy theory**

#### **Citizen participation**

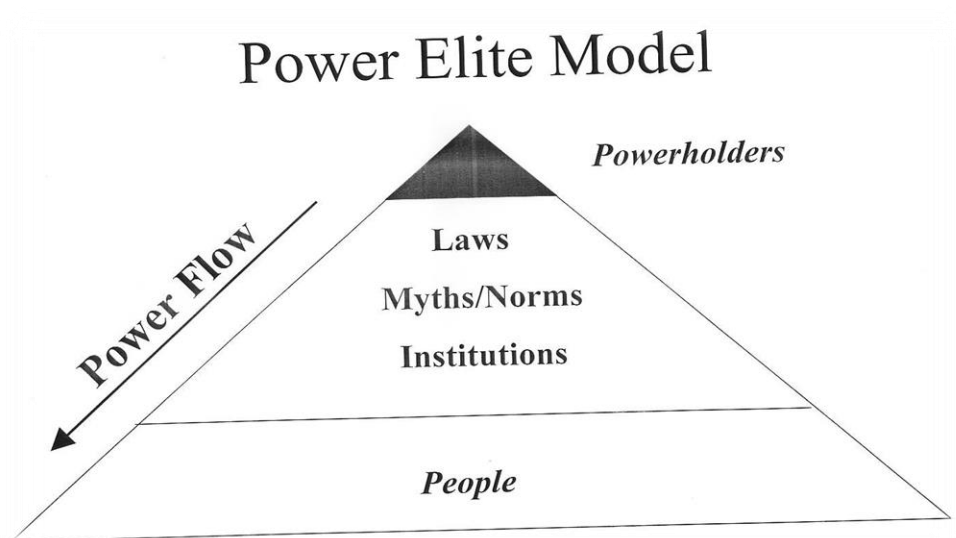


*Source: Gaventa (2004)*

This theory helps one to understand that views from various stakeholders if combined help the politicians to come with viable and sustainable policy that addresses the actual problematic issues affecting people. According to Holmes (2011) the adoption of a citizen-centric worldview in policymaking and service design is a manifestation of the fundamental commitment to citizens' participation in governance that characterizes a democratic polity. Makumbe (1996) observed that the democratization of the development process, by which we mean the

empowerment of the people, their involvement in decision making, in the implementation process is a “condition sine qua non” for socio-economic recovery and transformation. Thus a good relationship between the citizens, CSOs and the government results in good policy making. This simply means that the involvement of people in decision making results in the democratization of the development process. Hence one may argue that the participation of citizens in policy making is a fundamental aspect of democracy.

### **2.11.3 The Elite theory**



*Source: [www.zerohedge.com](http://www.zerohedge.com)*

The researcher incorporated the elite theory in the study as a tool to justify the lack of citizen participation in policy making in Zimbabwe. The elite theory makes one understand who influences policies, according to ZDI (2014) in crafting ZIMASSET citizens where not engaged in the policy making processes therefore entailing that the main actors in making the policy where the ruling class (elite). Dye (2000) in his book Top down Policymaking argues public policy does not result from the "demands of the people", but rather from elite consensus. Hence

the theory entails that elites actually shape mass opinion on policy questions more than masses shape elite opinion, Policies flow downward from elites to masses; they do not arise from mass demands.

## **2.12 Summary**

Chapter 2 covered a wide range of literature pertaining to issues of policy making and citizen participation in the crafting of the ZIMASSET policy. Literature on issues of participatory governance, the legal and policy environment, economy and the role and influence of politics were critically analyzed in a bid to find out what other scholars have said in comparison to this this research on policy making and citizen participation. This chapter also included the theoretical frameworks which are the participatory democracy theory, Elite theory and the political systems theory. These theories were helpful in giving an insight of why this particular problem of citizen participation exists.

## CHAPTER 3

### 3.0 DATA ANALYSIS AND PRESENTATION

#### 3.1 A detailed analysis of the citizen's voice

The purpose of this study is to find out if citizens of Zimbabwe take part in policy formulation paying particular attention to the ZIMASSET policy. This chapter will focus on both questionnaire and interviews responses and also the overall response rate. Findings of this research will be presented qualitatively and quantitatively through the use of graphs, tables and descriptions. As such the researcher is going to give an analysis from the findings that entail whether citizens participated or not in the making of the ZIMASSET policy.

#### 3.2 POPULATION

To appropriately judge whether the ZIMASSET policy embraced the concept of citizen participation at its formulation stages interviews were conducted and questionnaires were distributed to three districts in Midlands province and in Bulawayo province as a whole.

District/province	Total	%	Sample
Gweru urban district	157 865	15.14%	6
Zvishavane urban district	45 230	4.33%	13
Mberengwa districts	185 757	17.82%	7
Bulawayo province	653 337	62.68%	15
Total	1 042 189	100%	41

*(Adapted from Zim Stat Census Preliminary Report 2012)*

The table above shows the total population of people who reside in the various districts where research was conducted. The table also shows the number of respondents in each of the districts and province.

### **3.3 RESPONSE RATE**

RESPONDENTS	TARGET POPULATION	SAMPLE%	ACTUAL RESPONSE	RESPONSE %
CITIZENS	30	60%	24	48%
GOVT DEPTS	10	20%	8	16%
CSO	10	20%	9	18%
TOTAL	50	100%	41	82%

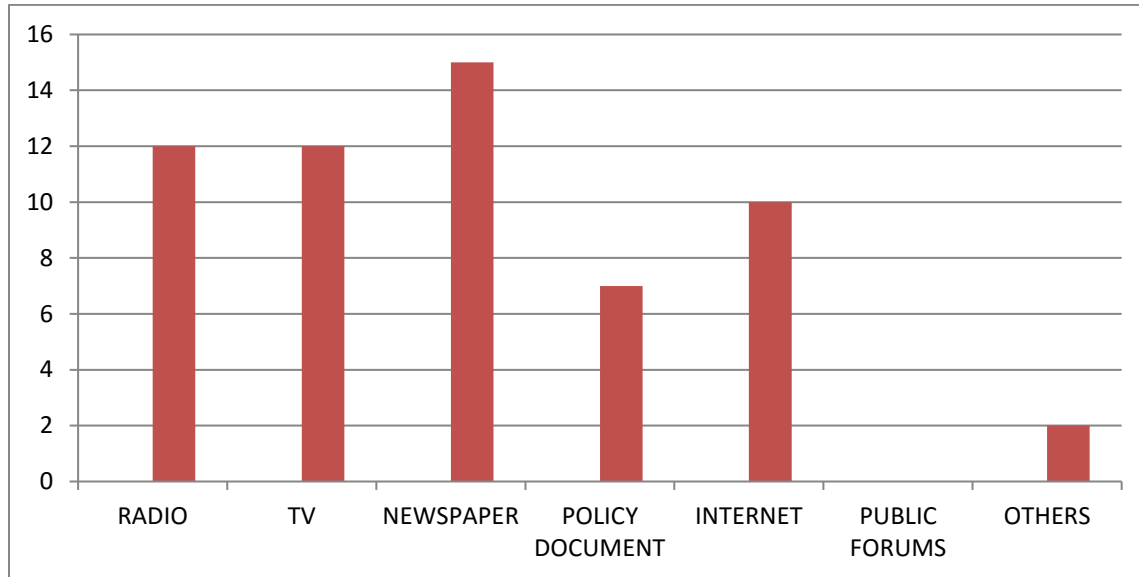
The table above presents the results of the questionnaires distributed 30 from randomly chosen citizens of Zimbabwe, 10 to government departments as they are responsible of collecting ideas from citizens and also implementing policies and 10 to civil society organizations because they work with the communities almost on a daily basis. Of the targeted population only 82% managed to fill in the questionnaires.

### **3.3 Sources of information on ZIMASSET policy**

The study recorded a large number of people who got to know about the ZIMASSET policy through the media. 15% of the respondents got to know about the policy through newspapers, 12% for both television and radio, 10 % got to know about it through the internet, only 7% got to know it through reading the policy document, 2% through other means such as familiarization workshops especially those in the civil service and none of the respondents knew about the



policy through public hearings and consultative forums. The graph below presents the statistics of the source of knowledge of the policy.

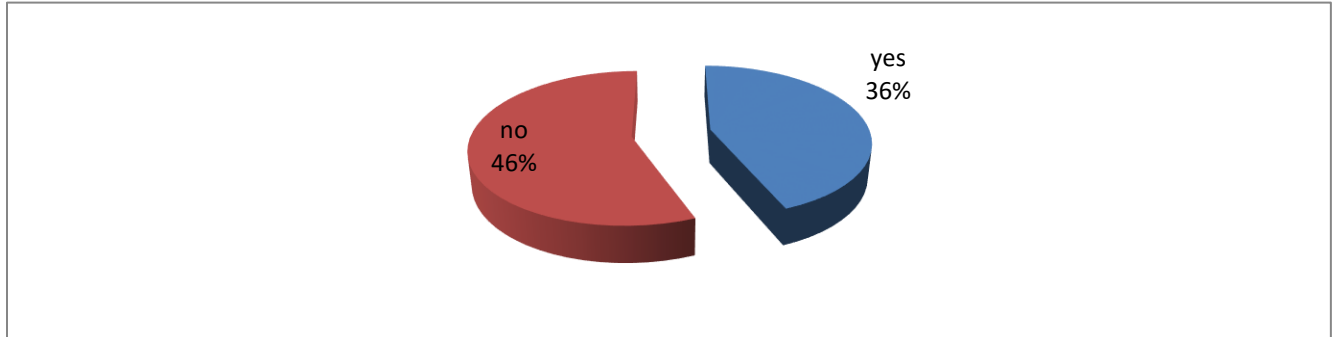


The results shown by the graph above entails that they were no public hearings and consultative forums in the crafting of the ZIMASSET policy as respondents stated that they only got to know about the policy through other means of communication such as the television, radio, newspaper and the internet. Only a few read the policy document. Hence one may argue that there was no citizen participation in the crafting of the ZIMASSET policy as the figures are revealed in the graph above.

### **3.4 Effects of the economy**

In the research it was very critical to analyze the economic situation that Zimbabwe is going through as a factor that might had led to the omitting of public hearings and consultative forums

as they were inadequate funds to host such meetings.



Findings in research reflect that 46% of the respondents thought that the economy did not affect anything in the participation of citizens in the ZIMASSET policy but a tendency of the government to sideline the views of ordinary citizens. The respondents believe that the government took it into consideration that by voting them into power also means that people have voted for the policy. However 36% of the respondents believe that if the economy was conducive the government could have held these public hearings and consultative forums.

### **3.5 The voice of the citizens**

In relation to the findings about the sources of informing the citizens about ZIMASSET in interviews held respondents seemed to be aware of the existence of the policy media platforms such as radios, television, newspapers and the internet but they do not understand the policy in detail. Respondents do not have a clear picture of the goals and objectives of ZIMASSET policy. They are also not sure on what they (citizens) will benefit from the policy since their views were not considered in the first place as the policy was formulated. Hence one may argue that citizens do not feel politically empowered by the current system of governance.

### **3.6 The Elite VS National interest**

On the question whether the ZIMASSET policy was crafted by the Elite for the Elite or rather for the nation at large to benefit, 18 (44%) respondents answered that the policy caters for the elite. However 6 (15%) of the respondents argued otherwise saying that the policy is meant to serve national interests. The table below shows how the respondents answered to this question.

INTERESTS	RESPONDENTS	Percentage
ELITES	18	44%
NATIONAL INTERESTS	6	15%
TOTAL	24	59%

#### *Research data*

These findings entail that the citizens were not consulted in the formulation processes of the ZIMASSET policy as they would be no need to approach people of the middle class and lower class for their views on the policy. This also entails that if the citizenry is excluded in policy they tend to lose confidence in the ruling class and quickly disown the policy. Therefore one may argue that the citizens were not engaged in the policy making process of ZIMASSET.

### **3.7 Constitutional awareness**

In both interviews conducted by the researcher and questionnaires reveal that citizens of Zimbabwe are not aware of what the constitution states in terms of citizen participation in policy formulation. Citizens, CSOs and government officials seem not to be aware of this provision that grants the citizens the right to be consulted and participate in policy formulation. Hence there is need that the citizens are clearly familiarized with the constitution as much as they should be familiarized with any new policy before they are implemented.

### **3.8 Summary**

Chapter 3 of this study comprised of the findings the researcher got during the research. The findings mainly focused on issues of the constitutional awareness of the citizens about participating in policy making, to find out whether the citizens were engaged in public hearings or consultative forums during the making of ZIMASSET policy and how the citizens came to know about the policy. The data that was presented in this chapter came from respondents who responded to questionnaires and interview questions. This data entails the number of respondents and how they responded to the questions surrounding the issue of citizen participation. This chapter provided and gave evidence to the problem under study of citizen participation in ZIMASSET.

## CHAPTER 4

### Recommendations and conclusion

#### 4.1 Recommendations

- Government should establish a dialogue network between government authorities and the electorate to ensure smooth flow channelling grievances and receiving feedback. As such the government should create public consultative forums at least from ward level up to national level where the citizen's problematic issues would aired out and also where citizens can contribute their views and thoughts in light of solving issues.
- Government should adjust to the changing nature of technological world and prioritise the use of electronic governance (social media) to communicate with stakeholders. Government should take advantage of morden technology to inform citizens about public meetings. Also through these new communication tools the government should create platforms were they are able to interact with the public for example a twitter or Facebook page were citizens can pose questions to them at anytime and anywhere.
- Government should cultivate trust with the citizenry by creating free political space, enabling conditions, structures and processes to enable meaningful participatory policy making implementation. National policy must not bear the name of a particular as a country is comprised of many people with different political views and ideologies. Hence the government should make sure that every citizen feels that he or she owns the policy or part of the policy. A policy doesn't belong to a party but to the nation at large.
- Government should actively engage civil society organizations in policy making with the roles of raising civic awareness, community organization and mobilization towards

consultative, participatory policy making and implementation to close the existing information gap. There should be more civic policy information sharing in the rural areas by stakeholders

- Beyond ZIMASSET, there is need for the Government to ensure citizenry engagement in policy making and implementation so as to achieve accountability, transparency and active citizenship.
- There is need for a structured engagement of all stakeholders, both rich and poor, in all social, economic, environmental and political decision making process. Participation at all public meetings should be balanced in terms of age and gender.
- There is need for the Government to engage special groups of people in the community such as the deaf and the blind. There should be sign language communication in meetings. The ZIMASSET policy document should also be produced in braille version so that the blind are incorporated into the system of the policy.

#### **4.2 Conclusion**

In a nutshell the research explored and examined the absence or little citizen engagement in Zimbabwe's policy making processes critically looking at the ZIMASSET policy. The research also focused on the importance of engaging the public in policy making. The research findings managed to pin point the views of the citizens on what they think by their exclusion in decision making. The attitudes, perceptions and knowledge of citizens towards the ZIMASSET policy were unraveled through this research paper. The failure of the ZIMASSET to meet its short term targets thus far is another problematic issue that was critically analyzed by the researcher caused by not including the citizenry in policy

making. The implications of not involving the citizens in making the ZIMASSET policy will also be examined in this research paper. Recommendations were also pointed out in this research paper and the way forward of policy making and citizen participation in Zimbabwe. This information is important for policy makers because they, alone, do not have the capacity, knowledge and legitimacy to solve complex public policy problems. The reserch output will go on to show huge variations in the levels of cittance engagement in the making of the ZIMASSET policy.

# APPENDIX

## Request letter for research



Dear Sir/Madam

I am Fact Mazundu a Bachelor of Science (Honours) Degree student at Midlands State University majoring in Politics and Public Management. In partial fulfilment of the degree requirements, all level 4.2 students are required to write a dissertation project. I am undertaking a research project titled, **“Policy making and citizen participation in Zimbabwe: in the case of the Zimbabwe Agenda for Sustainable Socio-Economic Transformation policy”**. To this end I am carrying out data collection on the subject by way of questionnaire. Please complete the questionnaire noting that your answer would be used exclusively for academic purposes only.

I assure you that the information given will be treated with extreme confidentiality between the student and the examiner.

Your co-operation on this matter will be greatly appreciated.

NB: Please note that your name should not appear anywhere on this questionnaire.



NB: You are required to tick the appropriate box, and if there are any comments, put them on the space provided. Thank you,

**APPENDIX A. QUESTIONNIRE GUIDE FOR CITIZENS**

**SECTION A: DEMOGRPHIC INFORMATION**

SEX                      FEMALE [  ]                      MALE [  ]

AGE                      [  ]

Are you active in politics?

YES                                            NO                     

Province or district of residence

.....

**SECTION B: Research questions**

Do you know the ZIMASSET policy?

YES                                            NO                     

Do you understand the ZIMASSET policy in detail?

YES                                            NO                     

Where public hearings/consultative forums held in your ward/constituency during the formulation process of ZIMASSET policy?

YES  NO

Besides ZIMASSET policy have you ever been consulted, involved or participated in national policy making?

YES  NO

Do you see ZIMASSET as the best solution to addressing the problems faced by your community and the nation at large?

YES  NO

Do you know about a provision in the constitution that gives you that to participate in policy making (Section 13.2)?

YES  NO

Do you think government's political ideology has affected citizen participation in policy formulation?

YES  NO

**SECTION C: PERSONAL OPINION**

What do you understand about ZIMASSET policy?

.....  
.....  
.....

How did you get to know about ZIMASSET? (For example from the television, newspaper, friends, radio, internet, read the policy document etc.)

.....

In your view do you think the economic situation of Zimbabwe affected citizen participation in the crafting of ZIMASSET? Support your answer.

.....

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.....

In your view does ZIMASSET address to issues of National interest or it serves the Elite? And what you think is Zimbabwe's National interest at the moment?

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In your view what should be done by the Government to improve citizen participation in policy making.

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**APPENDIX A. QUESTIONNIRE GUIDE FOR GOVERNMENT DEPARTMENTS**

**SECTION A: DEMOGRPHIC INFORMATION**

SEX                      FEMALE [ ]                      MALE [ ]

AGE                      [ ]

**SECTION B: Research questions**

Did you consult the public during the process of formulating the ZIMASSET policy?

YES                                            NO                     

Where public hearings/consultative forums held wards/constituencies during the formulation process of ZIMASSET policy?

YES                                            NO                     

Do you know about a provision in the constitution that gives citizens the right to participate in policy making (Section 13.2)?

YES                                            NO                     

Does the Government have mechanisms in place that caters for public hearing and consultative forums when it comes to national policy making?

YES                                            NO

Does the Government have a reserved budget solely aimed at stakeholder meetings, public hearing and consultative forums to effect citizen participation in national policy making.

YES

NO

**SECTION C: PERSONAL OPINION**

What do you understand about citizen participation?

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.....  
.....

What do you understand about participatory governance?

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.....

How were the citizens and civil society organisations engaged by the government in formulating ZIMASET?

.....  
.....

What methods of communication have been used by the Government of Zimbabwe to enhance citizen participation?

.....  
.....  
.....

How efficient are your channels of communication with the public when it comes to public policy making?

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.....  
.....

In your view what mechanisms can be adopted to increase efficiency or promote citizen participation in the future?

.....  
.....

**APPENDIX C. QUESTIONNIRE CIVIL SOCIETY ORGANISATIONS**

**SECTION A: DEMOGRPHIC INFORMATION**

SEX                      FEMALE [ ]                      MALE [ ]

AGE                      [ ]

**SECTION B: Research questions**

Do you know the ZIMASSET policy?

YES                                            NO                     

Do you understand the ZIMASSET policy in detail?

YES                                            NO                     

Where consultative forums for stakeholder held during the formulation process of ZIMASSET policy?

YES                                            NO                     

Besides ZIMASSET policy have you ever been consulted, involved or participated in national policy making?

YES                                            NO                     

Do you see ZIMASSET as the best solution to addressing the problems faced by communities and the nation at large?

YES

NO

Do you know about a provision in the constitution that gives you that to participate in policy making (Section 13.2)?

YES

NO

Do you think government's political ideology has affected citizen participation in policy formulation?

YES

NO

**SECTION C: PERSONAL OPINION**

What do you understand about ZIMASSET policy?

.....  
.....  
.....

How did you get to know about ZIMASSET? (For example from the television, newspaper, friends, radio, internet, read the policy document etc.)

.....

In your view do you think the economic situation of Zimbabwe affected citizen participation in the crafting of ZIMASSET? Support your answer.

.....  
.....  
.....



In your view does ZIMASSET address to issues of National interest or it serves the Elite? And what you think is Zimbabwe's National interest at the moment?

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In your view what should be done by the Government to improve citizen participation in policy making.

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