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DEPARTMENT OF LOCAL GOVERNANCE STUDIES

"US AND THEM"- A DISENGAGED COMMUNITY OF STAKEHOLDERS. AN ASSESSMENT OF COUNCIL AND COMMUNITY RELATIONS IN ENSURING GOOD URBAN GOVERNANCE. A CASE OF BULAWAYO CITY COUNCIL.
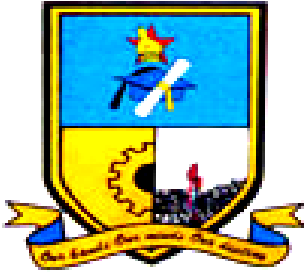
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A dissertation submitted in partial fulfillment of the Bachelor of Science Honours Degree in Local Governance Studies

May 2015

APPROVAL FORM

The undersigned confirm that they have supervised and recommended to Midlands State University for acceptance the dissertation entitled: **"Us and Them" – A disengaged community of stakeholders. An assessment of Council and Community relations in ensuring good urban governance. A case of Bulawayo City Council.** The project was submitted in partial fulfillment of the requirements of the Bachelor of Science Honours Degree in Local Governance Studies.

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DECLARATION

I Busani Marshall Nyathi do hereby declare that this research is my original work and all the sources used have been extensively acknowledged in full and that this research has not been submitted to any other learning institution before.

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Signature   …………………………….

DEDICATION

This research is dedicated to my family, my father Charles Nyathi and mother Joyce Marcy Nyathi. Your vision and sacrifice to see me achieve the impossible has and will always be my strength. I live that you may say "we raised a great man". To Reetsang (Retmone) Nyathi, Vusumuzi Nyathi, Kedibone Nyathi and Lulu (Karulo ya morena) this was all for you.

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ABSTRACT

Over the years due to a myriad of factors inter alia the lack of adequate funds and workforce capability constraints, the phenomenon of down spiraling service provision standards has continuously baffled urban local authorities. Although these components highly depict the nature of local government in Zimbabwe, the relationship between the urban local authorities and their local community of residents has been less appreciated as a valuable dogma for enhanced service provision. As such local authority and resident community relations had suffered from a series of non-collaborative efforts. Amidst such theorems of concern the study sought to assess the relationship between the City of Bulawayo and its resident communities in light of the "Us and Them" division as a phenomenon which depicted a disengaged community of stakeholders. The lack of social responsibility, lack of community interest to participate in Council organized programs, the failure to pay Council rates and rent, and the need to measure the level and extent of the "Us and Them" dichotomy were the core instigating factors behind the study. Henceforth the study explored and assessed the relationship between Bulawayo City Council and its community of residents by means of examining the roles and responsibilities of both Council and communities in ensuring good urban governance, measuring the level of civic responsibility and common purpose between the communities and Council, evaluating the extent of the "Us and Them" dichotomy between the Council and its community of residents, assessing the level of public participation in local governance issues and most importantly determining ways of harnessing the relationship between Council and its community of residents as a means of galvanizing service provision. The phenomenon of Community engagement was greatly explored indepth and most importantly the evolvement and classification of the "Us and Them" dichotomy as a social structure and its impact on local governance. The study from a population sample of 10 wards out of a total of 29 and through purposively selected personnel gathered data through interviews, questionnaires and observations and concluded that a tenuous relationship between the Council and its residents existed within Bulawayo. As a study that was anchored on qualitative research, varying reasons for the disengagement were all added up to poor service provision, lack of adequate information dissemination tools and the politicization of Council organized public forums. The study recommended valuable antidotes to the feeble Council and Community relationship, by means of galvanizing community engagement through a workable community engagement model to ensure sustainable and collaborative service provision.

TABLE OF CONTENTS

List of figures

List of tables

List of acronyms

BCC…………………………….……Bulawayo City Council

BUPRA………………………….……Bulawayo Progressive residents association

BURA………………………….……..Bulawayo United Residents Association

BSAC……………………….…………British South Africa Company

CSPRO……………………….………City Senior Public Relations Officer

DLGN…………………………….…...Decentralized Local Governance Network

LGCE……………………….............Local government and Community Engagement

MFSH………………………………Manitoba Family Services and Housing

NASPF………………………………..The National Association of State Personnel Executives

NUST…………………………………National University of Science and Technology

SDN…………………………...........Social Development Notes

SDC………………………………..School development Committees

SDA…………………………………School development associations

UNDP………………………………..United nations development programme

VIDCO……………………………….Village development committees

VFM………………………………...Value for Money

WADCO…………………….............Ward development Committees

List of appendices

CHAPTER I

INTRODUCTION

1.0 Introduction

Over the years the problems of inadequate resources and the lack of skilled manpower have topped the list of challenges affecting governance in Zimbabwe's urban local authorities. However a more corrosive challenge has been less appreciated in the governance arena but is a major determinant in sound urban governance. It is now a question of community and local authority relations that provides a more dynamic yet coherent detriment to good urban governance. The vibrancy of the relationship between a local authority and its resident communities signifies a thorough engagement of the two actors in urban governance issues a paramount feature that ensures a collaborative effort towards ensuring good urban governance. Among a plethora of challenges at BCC, the lack of community goodwill and social responsibility, community apathy to participate in Council programs and nonpayment of rates by residents form the core for this study. The failure to take care of council property and general vandalism of council premises and infrastructure is an icing on the cake to what can be termed the "Us and Them" dichotomy which spells out the division between urban local authorities and their resident communities. Amidst such local governance insights there was need to assess the Council and community relationship to make meaningful headway in enhancing collaboration and common purpose for service provision sustainability.

This chapter focused on the background of the study, the research objectives, the research questions, and the justification of the study, the limitations and delimitations of the study.

1.1 Background of the study

Bulawayo is the second largest City in Zimbabwe with a population estimated above 1,5million people (BCC Strategic Plan 2013-2017). The rich cultural history of the Ndebele state and the Rozvi dynasty at the Khami ruins and the colonial historical development of local government dynamics shaped what is now called Bulawayo *"Konthuthu Ziyathunqa"* synonymous with the rich industrial and manufacturing sector. Bulawayo City Council has a total of 29 wards with each ward having an elected councilor voted by the electorate in the respective wards for a 5 year term. The Sanitary Board of 1894 marked the modernisation of Bulawayo and was created under a Town Management Ordinance which applied under the provisions of the Cape of Good Hope Municipal Act of 1882. The Board conducted local government work and was responsible to the Administrator of the BSA Company Earl Grey who was also referred to as the government. The meetings were attended by the three principal officers -, the Secretary, the Sanitary Inspector and the Town Engineer. In November 1897 the municipal ordinance declared Bulawayo a Municipality. Bulawayo accounted for its first Mayor in 1897. The Municipality had three elected councillors and three nominated by the government. Under the Municipality status Bulawayo's growth became characterised by a number of economically viable enterprises and relative town planning expansion. In 1913 the first brewery for the production of African beer was opened. From a number of nine councillors that were elected the number increased to 12 and the term of office from three years to 4 years. Significant increases in population of both white settlers and the black labourers in townships contributed immensely to the attainment of the City status in 1943 (Hamilton and Ndubiwa 1994)

The City status indicated the significant growth of Bulawayo which was characterised by increases in population of both whites and the indigenous populace. The growing population of

the black triggered an adoption of a management act in the form of the Native (urban areas) Accommodation and Registration Act. Considerable to note is that each and every bylaw and legislation adopted emanated from deep racial discriminate factors. The act made Advisory Boards a prerogative and this witnessed the election of the 12 board members in 1951 voted by 350 qualified voters (Council minutes in Hamilton and Ndubiwa 1994). In total there were three Advisory Boards and one Joint Board that was formed of nominees of the Township Board meant to discuss matters of common concern and to give each new Township its own representation. The dimensions of governance during the 1950s and 60s became increasingly versatile under the political unrests which sparked a gradual enhancement of the Advisory Board's powers increasing the delegation of decisions of the Board. The council membership expanded in the 1950 to 16 from four wards. The critical element to take note was the establishment of seven committees namely Finance, Works, Public Health, Water and Electricity, Town lands and African Administration. Six departments within the City of Bulawayo were formed some of which are still standing to date. These departments were the Town Clerk's, City Engineer, Medical Officer of Health and the Director of African Administration which was later renamed the Director of Housing and Amenities (Hamilton and Ndubiwa 1994). In 1961 Bulawayo proposed for the direct representation of Africans in council which was in clear defiance of the 1960 Local Government act which had proposed for an establishment of separate development of African Townships. However the policy was abolished by the Rhodesian government ensuring the continual existence of a racially segregated central government policy. The year 1964 marked the formation of a pressure group known as the Bulawayo United Residents Association (BURA) which sought to represent the interests of the masses in council affairs.

The independence of 1980 ushered in a new dimension in local government politics. However the Africanisation of public local authorities was less hurried by BCC. After independence Bulawayo City Council went through a series of operation changes, in June 1881 the old council of 15 members was replaced with a new council of 23 members with 15 members in the western areas and 8 in the town and eastern areas with councillors elected for a term of 4 years. An additional ward was added in 1984 and for the 1991 elections there was a bounder review resulting in 25 wards. The committee structure which had been consolidated from eight to five committees in the 1970s remained unchanged through the 1980s. It is critical to note that local authorities in the urban sphere were still governed by the 1973 urban council's act. There were departmental changes that came in as a result of the 1985 review of the Administration committee of HODs. The changes were the transfer of functions such as revenue collection and water, sewage and road maintenance from the Housing and Community services department to the treasurer's and Engineering departments. In 1984 BCC had its first black Town Clerk Mr Mike Ndubiwa who held the position from 1984 to 1999. The structural adjustment era (ESAP) extended its scope of rearrangement to BCC by downsizing the staff and abolishing the building and amenities department and the distributing functions to other departments. Prior to 1995 the role of the Mayor was traditionally a combined ceremonial function and political leadership. The post of the ceremonial mayor came to a brief halt after the adoption of the 1995 urban council's act chapter 29.15 which ushered in the post of the Executive Mayor. Executive Mayors required some academic qualifications and were elected into full-time positions. The Executive Members were introduced in a bid to provide focus and accountability in municipal governance. They were well-resourced with ministerial type vehicles, mansions, good pay packages, and domestic servants. The executive mayors were required to have at least five ordinary levels, including

English language, and two advanced level subjects, or a post-ordinary level qualification completed after at least two years. The Executive Committee was also introduced with the 1995 legislation. The Executive Committee comprised chairpersons of standing committees to assist the mayor carry out his functions. BCC's executive mayors were Mr A N T Siwela (1996-2000) and Mr Japhet Ndabeni Ncube (2001-2008). Nonetheless in 2008 the amendment number 16 of the urban council act abolished the executive mayoral post and replaced it with the ceremonial mayor. Chakaipa (2010) points out that the changes were a result of the cost of running the executive mayoral office and the poor performance of some Executive Mayors.

The role of the communities in governance issues is a major call to involve and enhance the participation of the public in the affairs of decision making and governance of the City. Over the years the role of resident associations such as BUPRA (Bulawayo Progressive resident association) and BURA (Bulawayo united residents associations) has played a facilitative role of seeking to harness and buttress relations between the City and its resident communities. Public participations forums have been noted through the budget consultative meeting in accordance to with the ministerial budget guidelines. The budget consultative forums have been the most discussed concept of public participation, however although encompassing the broader aspect of consultation the roles and duties of the communities have been mystified in as far as urban governance is concerned. The roles of community workers in ensuring solid waste management have played an unparalleled effort towards effective service delivery. Ktpatzer (2006:3) notes that the roles and duties of the resident communities in a local government area compliment the efforts of the local authority and they are equally a vital input in the planning, implementation

and practice of good urban governance Nonetheless negative public attitudes have been noted over years highlighting huge urban governance boulders.

1.2 Statement of the problem

Mitullar (2010) purports that, citizens are the pillars of local governance, however due to the dissatisfaction with local government performance citizens greatly disengage from local processes put in place to address local development. As such the problem is characterised by the lack of responsible citizenship, the unwillingness of residents to pay council rates and bills, lack of community goodwill, the failure to take care of council property and premises by the communities and general community apathy to participate in Council programs by resident communities of Bulawayo City Council. The "Us and Them" dichotomy explains the disengaged society. As a result of the "Us and Them" dichotomy there are implications on service delivery and the general governance of the city. The unwillingness to pay rates by residents has had severe effects on the council's development endevours by means of financial capacitation in its effort towards fulfilling its mandate of service delivery. The community apathy to participate in Council programs points out a participation dilemma a major bolder in ensuring public participation and involvement in the decision making process.

In line with this argument, NASPF (2012) exerts that reduced engagement and low morale, whether manifested via apathy or attrition has a notable impact on the organisation as a whole. Henceforth amidst the rift and social division provided by the "Us and Them" dichotomy it is therefore the thrust of this research to explore and assess the relationship between the Council and its resident communities and seek ways of harnessing the relationship to be mutually

beneficial towards ensuring and enhancing urban governance. The magnitude of the problem is on the implications of the disengagement of the resident communities on urban governance.

1.3 Research Objectives

- To examine the roles and responsibilities of both Council and the communities in ensuring good urban governance.

- To evaluate the extent of the "Us and Them" dichotomy between Council and its communities.

- To measure the level of public participation of communities in local governance issues.

- To examine the level of civic responsibility and common purpose between the communities and Council.

- To determine ways and strategies of harnessing the relationship between Council and its resident communities.

1.4 Research questions

- How vibrant is the existing Council and community relationship in ensuring good urban governance?

- How vibrant and articulate is community participation in Council related activities?

- What are the roles and duties of communities in relation to responsible citizenship?

- Are the existing Residents Associations, councilors and the public relations office enabling good inter- relations between Council and its resident communities?

- What measures have been put in place to harmonise the relationship between Council and its resident communities?

1.5 Significance of study

According to Ktpatzer (2006:3) "community engagement has emerged as an important dimension and understanding the value of community engagement and community governance in policy, planning and decision making within local authorities is of critical importance". As such in light of this argument the thrust of this research is of paramount significance as a phenomenon of harnessing good relations between urban local authorities and their resident communities in the realization of good urban governance practices. Vibrant community participation is a norm in each and every local government area as such the study of the "Us and Them" dichotomy between Council and communities is of valuable aid to Bulawayo City Council as a means of strengthening its corporate relations with its resident communities and ensuring a collaborative effort in ensuring good urban governance and the service delivery thrust. The study is foreseen to contribute to a greater understanding of community engagement in urban local authorities in Zimbabwe on an attributed focus on public value governance as a means for enhanced and sustainable service provision. The study is important for local government planners to prioritise collaborative efforts in informing the public to harness local participation for enhanced local decision making and participatory processes. Paramount to note the study provides valuable knowledge on good urban governance, roles and duties of the community, public participation and the vitality of harmonious relations between local authorities and their resident communities in ensuring good urban governance. Most importantly it provides valuable guidelines on the importance of community engagement and overlays the significance of communities in service provision not as beneficiaries but as benefactors to the service provision endevours. Above all the study underlines the need for urban local authorities to tap into community engagement practices for collaborative efforts for better service provision.

1.6 Limitations

- The 29 wards that encompass Bulawayo offered a broad and wide area of research which provided a limiting task to survey and gather data. With the wide scope of a research area the travelling expenses and the time management factors were the core challenges.

- The study wasn't spared from biased information from target respondents and some of the respondents were unwilling to provide information.

1. 7 Delimitations

- The vastness of the study area provided variety and authenticity in the collection of data paramount in coming up with a fairly accurate and sound research.

- Full utilisation of the time management grid to manage activities, time and resources was extensively used.

1.8 Summary

The first chapter of the research outlined the statement of the problem, the background of the study, the research objectives, research questions, and best described the area under study, with the utmost thrust being to assess the Council and community relations in ensuring good urban governance within Bulawayo City Council.

<div align="center">**CHAPTER II**</div>

<div align="center">**LITERATURE REVIEW**</div>

2.0 Introduction

The thrust of reviewing literature is to explore, summarize, compare and critically analyse what has been written by other scholars (Eriksson and Kovalainen 2008). This chapter explains the fundamentals of community engagement in local governance, the roles of communities in urban governance and service provision, participation, community engagement approaches in selected country case studies and most importantly dissects the conceptual framework of the "us and them" dichotomy. It further on propounds on the importance of harmonious relations between the two urban actors in governance that is, the community of residents and the local authorities as a measure of achieving sustainable service provision and good urban governance practices.

2.1 The conceptual framework of community engagement

The concept of community engagement can take many forms and has over time been viewed as a continuum of community involvement (McCloskey et al 2010). According to the CDCP (1997) Group engagement is a procedure of including, at different levels of interest, strengthening and limit, gatherings of natives partnered by geographic closeness and/or exceptional interest and/or comparative circumstances to address issues influencing the prosperity of those nationals. Community engagement is further articulated as a process based on interpersonal communication, respect and trust, a common understanding and purpose. It strengthens the potential of communities to have a sustained effort that produces positive changes locally and in the long run enhancing and facilitating good community engagement practices through the

making of policies and delivery of services. Most importantly the aspect of community engagement as a phenomenon fosters the collaboration of both governmental departments and the community in issues relating to the community's quality of life. Ronaldo (2013) propounds on the phenomenon of community engagement as an important component of local governance and public administration. He articulates that good partnering, informing, consulting, involving, nurturing values, collaborating with and empowering citizens in public policy formulation, and service delivery can be connected more directly to decision-making processes and result in more responsive local participatory governance. This phenomenon underlines the vitality and necessity for community engagement within a local government area. This view is further propounded by Ktpatzer (2006:3) who purports community engagement as an important dimension and exerts the fundamental value of understanding the worth of community engagement and community governance in policy, planning and decision making within local authorities as of critical importance. These arguments underpin the concept of community engagement as a fundamental dimension not only necessary but equally the epitome in achieving a sustainable framework for good urban governance and service provision sustainability.

In studying the dimensions in community engagement in three cities of Manila Metropolitan, Ronaldo (2013) concluded that involving the community encouraged collaboration and inclusion and most importantly community representatives in the participatory process helped to build trust and become supportive of projects being done. This conclusion by Ronaldo (2013) is further elaborated by Mohammadi, et al (2011)'s study of the relationship between community participation in local government, public engagement and good governance in Iran, he concluded that effective citizen participation in local government and their involvement in civic activities had a direct bearing in the promotion of the quality of local governance within a spherical

boundary. According to Kim (2012) in Ronaldo (2013) a closer link in transparency was often seen where there was greater level in citizen engagement in participation programs. In his study of Seoul Metropolitan government's link between citizen engagement and transparency, he concluded that citizen engagement in participation programs was positively linked with transparency. These points unearth the vitality of community engagement in ensuring good urban governance as a norm that not only fosters the practice of good governance tenants such as transparency but most notably enabling a two way facilitated effort between a local government and its resident communities in ensuring good urban governance and most importantly service provision sustainability.

2.1.2 The concept of good governance

The concept of good governance is a phenomenon which is underpinned by 8 valuable elements in the form of participation, consensus orientation, accountability, transparency, responsiveness, effectiveness and efficiency, equitability and inclusiveness and the rule of law (UNESCAP 2011). These components are the core values of good governance. Lutz et al (2004) exert that good governance ensures that public consensus overshadows politics, social and economic fibres for greater social inclusion. The figure below beams the trajectories of good governance.
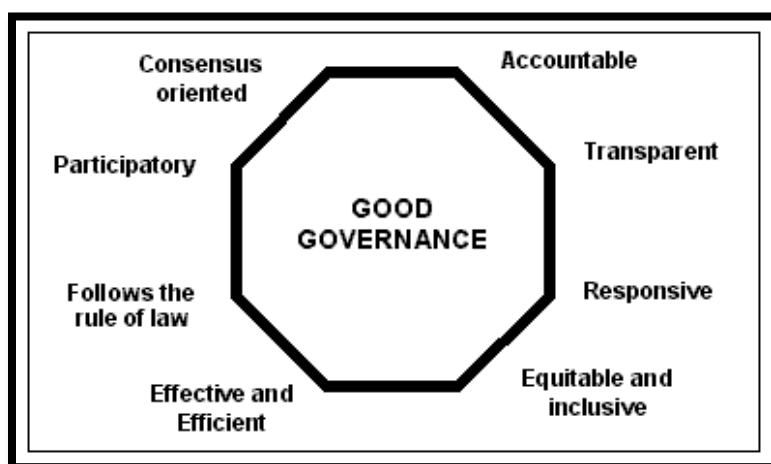
Source: UNSCEP (2011) what is good governance?

2.1.2.1 Participation

The phenomenon of good governance is characterised by the participation of both men and women in the decision making process, this underpins the very aspect of having well organized and well informed public participation platforms within states and their local government area. In the absence of participation which is the cornerstone of good governance the very essence of good governance is largely compromised.

2.1.2.2 Consensus oriented

The very essence of mediation, negotiation and consensus agreement on any decision unmasks the existence of good governance within an area. The involvement and adherence to different views and perceptions from various representatives within the spheres of the society allows for the crafting of tailor made community strategies to address both immediate and long term needs. The existence of this phenomenon in any local government area highlights the interconnection link between various actors and stakeholders within the society, a prefix of good governance.

2.1.2.3 Accountability

According to Ktpatzer (2006) local governments and the state are accountable to the public. The decisions made by responsible authorities have a direct bearing on the inhabitants of the area. Whether manifested through varying dimensions of accountability such as upward, downward and political accountability to mention but a few the phenomenon of accountability forms a key requirement for good governance. The elected leaders are accountable to the electorate for they operate on delegated authority. In the case of Zimbabwe local authorities accountability has been a compromised aspect characterised by local leaders struggling to be accountable to their electorate. The UNDP (2004) report on good governance propounds that the phenomena of

accountability exist through three forms of accountability that is, political accountability which is a component explained through frequent electoral processes, administrative accountability which is expresses through vertical and horizontal processes between local governments and other actors in governance and finally social accountability which underpins local institutions and state agencies accountable for citizens' needs.

2.1.2.4 Efficiency and effectiveness

This vital aspect spells out the level of responsibility by institutions to adhere and react to public needs and service provision vacuums by means of utilising the available resources (UNSCEP 2011). According to the UNDP (2004) this component of good governance is underpinned by sound public service provision and quality public service provision outputs.

2.1.2.5 Transparency

The concept of good governance further covers valuable aspects in the form of transparency. The UNDP (2004) good governance report propounded that the prevalence of local government trust has a direct bearing on civic engagement. This phenomenon exerts that local government undertakings ought to be clear, transparent and demystified to enable sound community engagement. In the absence of trust which is a direct result of the level of transparency, community engagement and direct participation by communities becomes a highly compromised effort. The UNDP (2004) report on good governance further exerts that through transparency community engagement is augmented not only covering the public sphere but also engages the interest of the civic community, the private sector and in the process aiding a more collaborative effort in spearheading community development initiatives.

2.1.3 The concept of local governance defined

The phenomena of local governance is an all encompassing principle which includes the processes of various local government stakeholders, the state, local government, civic organisations and private organisations which determine how decisions are made and implemented within local levels (Local government training manual- Sudan 2011). The concept of local governance involves all stakeholders within an area from traditional leaders to resident communities for they too have a direct bearing in the processes of governance within the local area. As a phenomenon which is cushioned by institutions and processes the pivotal elements of good governance are expressed through enhanced transparency in the decision making process a critical element in improving the quality and gravity of governance. According to the UNDP (2004) the concept of local governance through its framework of greater stakeholder engagement has a direct influence on the improvement of the quality of urban governance.

2.1.4 The concept of urban governance

The concept of urban governance has had several descriptions and varying dimensions. Rashid, (2009) propounds that efficient urban governance is characterised by sustainability, equity, efficiency, transparency and accountability, civic engagement and citizenship.

According to the UN Habitat (2001) urban governance is the sum of many of many ways individuals and institutions, public and private, plan and manage the common affairs of the City. It is further a continuous process in a local government area through which diverse interests may be accommodated and cooperative action taken. It includes formal and informal institutions and as well as the social capital of citizens. The concept of good urban governance is characterised by the principle of civic engagement, efficiency, accountability and transparency. Kraas and Martins (2008) purport that good urban governance involves a multitude of methods and actors

in the form of governmental (formal) as well as nongovernmental (informal) actors. The Concept of governance entails the understanding of a set of rules made by society and all its institutions (Mhlahlo 2007). The concept of governing according to Mubvami (1997 in Mhlahlo 2007) follows a set of conditions. The conditions include accountability, transparency, efficiency and responsiveness to the needs of the public and offer of choices to the governed. The responsibility of urban governance in Zimbabwe is directly under urban councils whose duties and functions are spelt out in the Urban Councils act chapter 29:15.

The vibrancy of urban governance within an area is determined by the level of public participation in urban governance issues, this is further cemented by (Tiabaijuka in Mhlahlo 2007) who purports that inadequate urban governance enhances exclusion. As such lack of transparency, accountability and bureaucratic and complex structures within a local area adversely affects the governance within that administrative area in the process sidelining the citizens to the periphery zones of deprivation and lack of participation. These impacts of poor administration practices described by the unlucky deficiency of good urban administration inhabitants, for example, investment, responsibility, adequacy, and straightforwardness bring in for more prominent comprehensiveness of the residents, expanded straightforwardness and improved metro engagement (UN Habitat 2004).

(Rwechunga 1987 in Mhlahlo 20017) eludes that, the credibility and legitimacy of urban governance rests on the support of the citizens who should identify what urban governance is and does. As such the relationship between an urban local authority and its resident communities has to be bolted on trust. Clarke (1998) purports that local authority and resident community relations should be a network of interpersonal association and exchange, engaging people in civic life and creating cooperation.

2.1.5 Benefits of Community Engagement

According to the Manitoba Family services and Housing (2008:14) "through a more noteworthy comprehension and consciousness of the quality and focal points that originate from cooperating all the more collectively and through involvement with successful group engagement procedures, key group engagement advantages can be accomplished" and among numerous incorporate;

• The assistance for the evaluation of group needs, empowering better recognizable proof and comprehend nearby needs and issues and serves to organize administrations.

• There is better utilization of constrained assets and more effective conveyance of administrations by tending to group concerns right on time in the process and by supporting the advancement of administrations that tackle genuine issues and addresses main problems.

• The help and advancement of arrangements and projects that are better educated, more receptive to the group needs, and more prone to pick up acknowledgement and accomplish better results.

• The lessening of contention with group and scatters myths about an issue, strategy or program by method for empowering the group to be better educated about operations.

• Builds trust and validity with groups and shows openness and responsibility and lessens the level of misguided judgment or deception.

• Fosters group limit and sound groups that is it adds to a group that takes up a dynamic part in recognizing and addressing its own particular needs, creates systems and associations, and shows aptitudes and enables the individuals who are locked in.

. Fosters a more full feeling of citizenship of people and in the process engages subjects and group associations to achieve their maximum potential

• The help and energy about undiscovered group assets and vitality that can be assembled

2.1.6 Community disengagement

Mitullar (2010) purports that, citizens are the pillars of local governance, however due to the dissatisfaction with local government performance citizens greatly disengage from local processes put in place to address local development. This phenomenon underlines the consequence of compromised efficiency and effectiveness in the delivery of basic services to urban governance. This view is further highlighted by the BCC Strategic Plan (2013-2017) which highlights that, years of service delivery challenges have over years strained local authority and community relations culminating in disengagement. Disengagement in its very form means detachment, removal and lack of involvement. This concept is a direct opposite of engagement which means involvement, participation, consultation and empowerment. NASPF (2012) exerts that reduced engagement and low morale, whether manifested via apathy or attrition has a notable impact on the organisation as a whole. This notes the unwarranted and often consequential dilemma that the community disengagement exerts upon good urban governance.

2.2 Models and theories of community engagement

Community engagement comes in different forms that encompass concepts such as collaboration, consultation, participation and involvement. According to Ktpazer (2006) community engagement involves interpersonal trust, communication, and collaboration. The fundamentals of community participation have proven over years to be the norm in local governance. Participation as a concept of community engagement has been a global phenomena

with advocacy for greater public inclusion in governance issues through participation being the most discussed concept.

Alison, (2012) elaborates that two types of community engagement exist, that is vertical and horizontal engagement. She explains that vertical citizenship involves active citizenship in terms of engagement with the state for example through voting and being involved in consultations while horizontal citizenship involves active citizenship through being engaged with the local community for example volunteering, acting out civic duty and active membership in local institution by citizens. Through vertical community engagement elements of community engagement can be noted through budget consultations. Vertical engagement has varying applications within its framework. First as a framework it utilizes the top- down approach where responsible authorities engage with the community to consult and collaborate in planning for a development project. From this analysis both vertical and horizontal engagement are equally paramount forms of engagement, however the founding elements of horizontal engagement through greater emphasis on community interaction and social cohesion fundamentally highlights the valuable essence of responsible citizenship and community engagement in local governance. This fundamental phenomenon is further propounded by Conn (2010) who eludes that, horizontal community engagement is often associated with community building and community development.

2.2.1 Vertical Community Engagement
The figure 1 below shows vertical engagement between the community and various stakeholders including local government. Vertical community engagement entails the
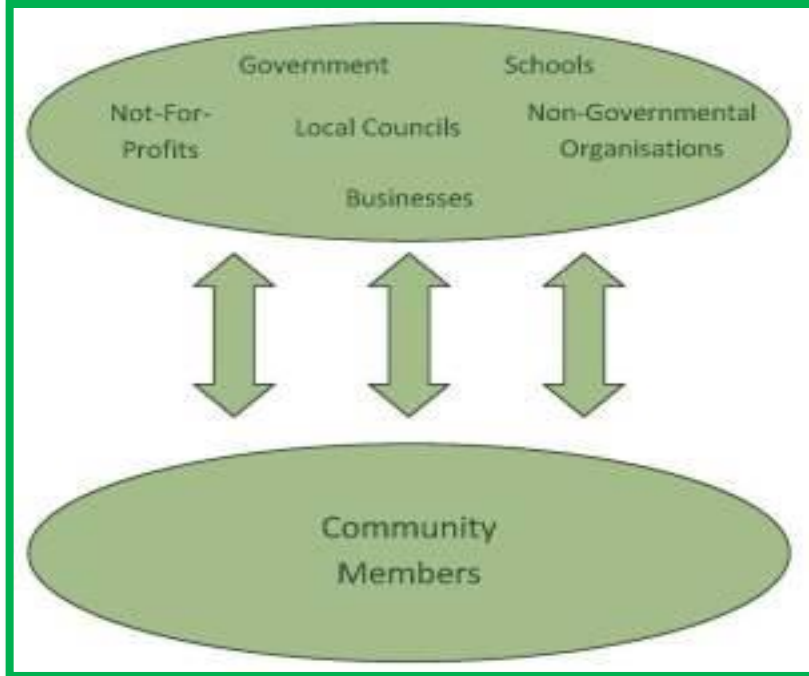
Figure 1: Vertical community engagement

Source: *http://sustaining/community.wordpress.com/2012/05/24/vertical & horizontal community engagement, accessed on 04 March 2015*

2.2.2 Horizontal Community Engagement

The figure 2 below shows the interconnectedness of communities and local governments in horizontal engagement.

Figure 2: Horizontal community engagement

Source: *http://sustaining community.wordpress.com/2012/05/24/vertical & horizontal community engagement, accessed on 04 March 2015*

2.2.3 Community Engagement Approaches: Selected Case Studies

2.2.3.1 Bangladesh

In Bangladesh community engagement approaches have been greatly highlighted through its disaster risk reduction efforts. These community engagement approaches have sought to build disaster resilient communities and counter the perpetual effects of the monsoon flooding, a living reality in the country of Bangladesh. Local governments and the civic organisations have played a facilitative role in enhancing collaborative efforts with the communities within Bangladesh both rural and urban communities. According to the CEREBELLA project (2002) the involvement of communities in designing disaster risk reduction (DRR) frameworks and climate change adaptation initiatives is to develop a strong local information base on hazards, vulnerability and risk of the community. Constant community engagement processes in Bangladesh such as interviews with communities, focus group discussions with both the local communities and local policy makers have been classic elements of active community engagement practices in buttressing the disaster preparedness structures and initiatives in the area.

Apart from building disaster resilient communities, Bangladesh has an enhanced community engagement approach in the form of the Sharique Initiative an outcome monitoring initiative for rural communities. Its main focus is to set local governance benchmarks and accesses the performance of local authorities through 17outcomes that measure the level of community engagement in leadership, organizing community capacities, participatory budgeting, bottom up planning and decision making. Through the Sharique initiative emphasis is on women and marginalized groups, empowering communities to better benefit from service provision. Below is the model of the Sharique initiative which seeks to support the lowest tiers of government that

is the Upazilla Parishad and the Union Parishad (the smallest political and administrative units) so as to manage resources in a participatory, inclusive and accountable way. The DLGN (2012) states that, the Sharique initiative is an empowerment approach for both men and women to know their rights and to make valuable decisions in the planning and decision making process.
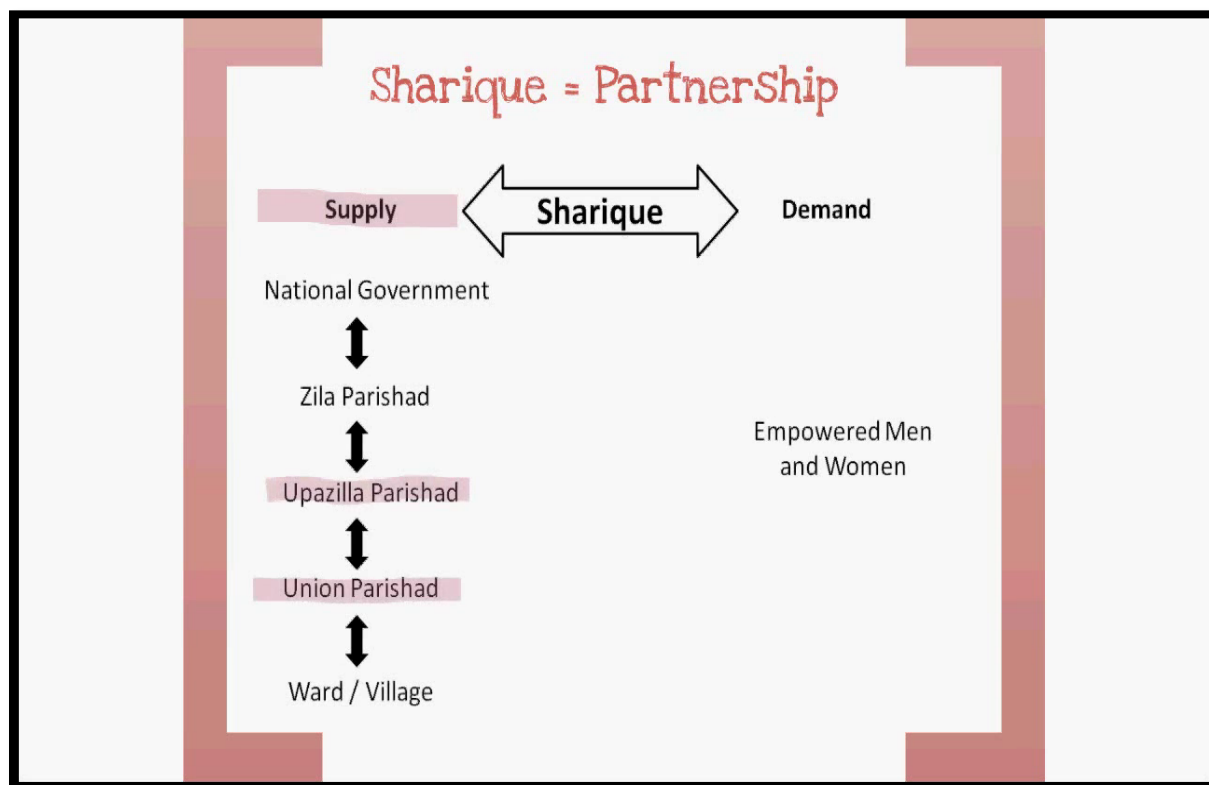
Figure 3*: The Bangladesh community engagement approach (The Shariq Initiative)*
Source: Decentralisation and local governance network:

2.2.3.2 Brazil

The community engagement approaches of Brazil took shape and form through its popularly known constitution of 1988 know as the "people's constitution". It ushered in elements/ fundamentals of participatory budgeting, citizen engagement in decision making and most importantly the phenomenon of citizenship and democratization. The constitution of Brazil lays out founding principles in the democratic circle of governance identifying vital elements that

surround the phenomenon of inclusive approaches in governance. Most notable community engagement approaches in Brazil are significantly noted in its public budget participation framework in notable areas such as Porto Alegre. Debates from analysts and scholars have pinpointed that Brazil has a strong form of community engagement strengthened through its constitution of 1988. Heller (2001) propounds that the aspect of participatory budgeting has provided thousands of Brazilians with a completely new way of engaging in municipal governance, a phenomenon which has seen a rise in citizenship through gained access to budget participation.

2.2.3.2.1 The Porto Alegre experience (Brazil).

The fundamentals of participatory budgeting in Porto Alegre Brazil have had significant impact on urban governance in the locality. Through enhanced community engagement approaches bolstered upon sound budget participation approaches, the citizens of Porto Alegre have directly and intensively engaged with their municipality in efforts towards ensuring service provision sustainability and efficiency and effectiveness. According to the Social Development Notes (2003) significant changes in public (community) attitude has been greatly noted in Porto Alegre owing to budget participation, the middle class has been actively involved in garbage collection and cleaning of public spaces.

Paramount to note is that the Porto Alegre model of participatory budgeting owing to its transparency had been a motivating factor behind the rise in increased rates payment from members of the community by nearly 50% from 1989-1996 (SDN 2003). The Porto Alegre community engagement approach success in urban governance has been a point of reference and a model to follow for some local authorities in Brazil such as the City of Viamma.

2.2.3.3 The Australian Case Study.

Australia has been at the forefront of improving and enhancing community engagement approaches in its locality and closely encouraging other developing countries to follow its replica of community engagement. In a bid towards ensuring service provision sustainability the Victoria local government in Australia devised a community engagement approach that encapsulated elements of participation through a six way policy known as the "best value Victoria". The policy's six components are the principles of quality and cost standards, accessibility, responsiveness, continuous improvement, community consultation and reporting, the main aim being to consult and engage with the communities at the right time and ultimately utilise the use of Information Communications Technology to inform and extensively consult with the community of residents. Although the use of ICTs is a new global trend it offers a new and redefined element of community engagement possibilities (Best Value Victoria 2001).

Local community engagement approaches in Australia are engraved in local government blueprints, best describing their community engagement approaches and initiatives all aimed at providing an enabling environment for public input in planning and decision making.

2.2.3..3.1: Table 1: Selected examples of Council and community engagement approaches

Local government area(Australia)	Community engagement policy
New South Wales	Sutherland Shire Community Engagement Policy (2009)
Victoria	Colac Ottway Shire Community Engagement Policy (2010)
Western Australia	Freemantle community Engagement Framework (2010)

Source: Local Government and community engagement in Australia (2011)

These community engagement frameworks among many are fundamentals in Australia's community engagement approaches. Australian local governments have been at the fore front in terms of community engagement with mechanisms of community engagement being diverse and unique in each local government area. The diverse nature of community engagement mechanisms has prompted conclusions from researchers to label communities in Australia as, "over consulted" (local government and community engagement in Australia 2011). (Hoffer et al 2009 in local government and community engagement in Australia (2011) argued that community disengagement in Australia still existed through the existence of "hard to reach" groups such as the youth and indigenous social clusters. However his argument is submerged by the extensive community engagement mechanisms such as regular (quarterly) magazine (Creative Community), regular media releases and briefings, efficient Council website, Community forums and stakeholder meetings, Market research or surveys, questionnaires and circulars at Council offices and focus groups (randomly chosen, targeted stakeholders or voluntary). This phenomenon points out the strengths of Australia's local government driven community engagement approaches that have surfaced above disengagement tendencies and enabled a workable and enabling inter relationship between the local authorities and their resident communities.

2.2.3.4 The Tanzanian experience (The Ujamaa village system)

Tanzania's community engagement approaches have been a greatly discussed phenomenon in literature, most notably through its Ujamma village system which sought to build a self reliant economy and founded on collective hard work and cooperation (Lal 2012). The Ujamaa experience was a defining hallmark in Tanzania although in its initial phase sought to build a collectivized foundation of land acquisition through village coordination, participation and

involvement, the intrusion of bigger players into the land acquisition at the expense of the indigenous people questions the success of the Ujamaa initiative., subsequently calling for its reversal (Moyo 2002). According to the Ujamma community resource team (2010) Tanzania has a progressive policy and legal framework for strengthening local communities' collective land and resource tenure, based on local government institutions developed in the 1970s and land reforms carried out in the 1990s. Fundamental to note is that the (PLUP) initiative seeks to engage with communities within Tanzania ranging from pastoralists, agro-pastoralists to hunter-gatherers and seek ways of avoiding conflict emanating from land distribution. This phenomenon underlines the prolonged motive of the PLUP initiative to strengthen the voice of communal groups in land use planning and inherent threats from external appropriation and encroachment on indigenous land and natural resources.

2.2.3.5 Grassroot participation and development structures in Zimbabwe

2.2.3.5.1 The 1984 Prime Minister's directive

Chikerema (2013) highlights that the Zimbabwean local government system structures for popular participation in development planning were outlined in the Prime Minister Directive of 1984/85 which provided the basis for a hierarchy of representative bodies at the village, ward, and district, provincial and national level. The government of Zimbabwe through the 1984 prime minister's directive of decentralisation facilitated the concept of participation by formalizing grassroots participation structures in the decision making process and spear heading locally driven development initiatives. Chatiza (2010) propounds that the 1984 Prime Minister's Directive guided the establishment of grassroots participation structures, and provided a framework for co-ordination of government institutions' participation in rural development. This

initiative was the first in the democratic system of the government of Zimbabwe to provide a platform for a participatory bottom up approach of rural communities in Zimbabwe. Although it mainly focused on the formation of grassroot structures for the rural areas such as village development committees (VIDCOs), ward development committees (WADCOs) and provincial development committees (PDC) it was nonetheless a vital component that initiated the vitality of good governance through participation and community engagement. Chikerema (2013) further propounds on community engagement/participation aspects that encompass participatory budgeting, public consultation forums and public hearings and most importantly local government elections. Through SDC and SDAs effective community engagement has been greatly noted in Zimbabwe and for decades proven to work. Rural schools in Zimbabwe are a result of self help initiatives epitomized by self mobilised communities to ensure vibrancy in the education sector by means of building classrooms, purchasing furniture and school buses.

2.2.3.5.2 Participatory budgeting

The aspect of participatory budgeting in Zimbabwe's local authority has been the most defined element of community engagement. As a phenomenon, participatory budgeting focuses on strengthening the distribution of the local fiscas and allows the citizens to decide how the public funds will be spent in a financial year. According to the budget ministerial guidelines which are circulated to local authorities by the parent ministry of local government, public works and national housing, stakeholder budget consultative forums are a "must conduct" as an effort towards filling the public engagement gap.

2.2.3.5.3 Pressure groups -Residents Associations

In urban local authorities residents associations and rate payers associations have been vital urban actors in governance. They facilitate consultative meetings mainly in annual budget consultation meetings and this is a fundamental form of community engagement. Chakaipa (2010) purports that these associations have improved service delivery by pointing out services slippages and resources wastage. They have most importantly advocated for transparency, accountability and probity in the operations of local government. As such residents associations are a central feature in the civic groups in terms of community engagement by means of being active players in urban governance to facilitate and enhance ownership, transparency and full resource utilisation for service delivery sustainability. In the research area in question the Bulawayo progressive residents association (BUPRA) and the Bulawayo United residents association (BURA) have both been at the fore front in terms of facilitating community engagement and buttressing local authority – community relations. However like all other residents associations operational deficiencies have been noted highlighting major faults in the full performance of their duties and functions. To solidify this argument Chatiza (2010) argues that, Residents Associations have had recurring series of mistrust, strained financial muscles and have been barred by local authorities in their areas of function access to information. This argument brings in a phenomenon that questions their credibility let alone the viability and efficiency of residents associations in buttressing local authority – community relations and most importantly in enhancing good urban governance.

2.3 The roles of communities in local governance

Communities have a role to play in local governance. Through community groups and voluntary based groups communities actively engage in spearheading service delivery provision. Their

roles are encapsulated through organized community structures and ward committees. The local government of South Africa (2010) explains two important roles of citizens and their organisations in a local government area in the planning an implementation of municipal service planning. These are:

a) Assisting the district to precisely choose which administrations to be extended and enhanced, particularly amid the arranging stages through direct conference.

b) Communities straightforwardly or in an indirect way through their delegate boardies assess potential administration suppliers and can adequately screen the execution of administration suppliers. This is a critical means of galvanizing bottom up accountability standards.

In the context of Zimbabwe urban local authorities, the role of communities in environmental management has been greatly advocated for, as a means of ensuring environmental sustainability through responsible citizenship. Active community waste management groups have become a vibrant part of the solid waste management efforts of urban local authorities. However not the same line can be said about other residents in terms of active and responsible citizenship. The BCC Strategic Plan (2013-2017) highlights the fundamental roles and responsibilities of local communities in harnessing sustainable good urban governance and better still augmenting service delivery sustainability. It points out active participation of citizens as a global phenomenon in the planning of programmes of local authorities and as such becomes a comprehensive hallmark of good governance. It further eludes that in areas such as environment and solid waste management, civil protection, social security and community health care services meaningful community participation and citizen responsibility is the norm.

2.4 Healthy local authority and community relationships

The concept of local authorities and communities working together and sharing one common purpose and goal bolstered upon mutual benefit is a result of a series of workable efforts and tasks of Intergrating the two actors through cooperation, collaboration and coordination of shared objectives. In carrying out a research on the standing of communities and local governments working together, the Ontario Healthy Communities Coalition (2003) elaborated that healthy communities provided a way of thinking about communities and a process for working together towards self defined goals. The coalition further propounded through the healthy communities model, four fundamental keys to crafting healthy communities, in the form of wide community participation, multi sectoral partnership, healthy public policy and local government commitment.

2.4.1 The four elements of healthy communities
2.4.1.1 Wide community participation

A platform of interaction and exchange is a critical component in ensuring health and vibrant communities. The Ontario Health Communities Coalition (2003) explains that communities are called health where there is wide participation and the exchange of information about needs and resources. Through wide community participation resident communities become engaged in the planning and decision-making processes that affect them, and work together to achieve the common goal of creating a healthy community. Different activities are encapsulated in wide community participation which among many includes community tree planting, learning and sharing information at organized community conferences, coaching youth sports most importantly participating within municipal advisory committees.

2.4.1.2 Multi sectoral partnerships

Most community development inadequacies are a result of incapacitated multi sectoral partnerships between the resident communities and several other local governance players such as the business and civil society groups. This gross multi sectoral engagement with resident communities spells out disengagement as a root cause of unhealthy communities. The Ontario Healthy community Coalition (2003) indicates the multi sectoral partnerships as an indicator of healthy communities. It further highlights the fundamental aspect of the multi sectoral approach in tackling community ills through the direct involvement of the business, labour, religious organizations, social services, planners and environmental groups. Most importantly communities have resources and unexploited capacities, henceforth there is need to ensure that these resources and capacities are used effectively for sustainable local governance.

2.4.1.3 A Healthy Public Policy

A healthy relationship is based on mutual benefit. According to the Ontario Healthy Communities Coalition (2003) the existence of a healthy public policy, points out a healthy relationship between the communities and their local governments. The very existence of a healthy public policy provides a framework and supportive environment easier for citizens to make healthy choices in critical governance issues.

2.4.1.4 Local Government Commitment

The Ontario Healthy Communities Coalition 2003:4 propounds that involving the community in local governance is and has always been a mammoth task. Local governments have the direct bearing in affecting and effecting wellbeing and livelihoods of communities. Through their roles and responsibilities in the socio-economic fabric of both rural and urban communities they

therefore form the core in defining healthy communities. The commitment of local government to engaging with communities signifies a healthy community and most importantly a healthy relationship between the two actors.

To further solidify this argument the Ontario Healthy Communities Coalition (2003:10) exude that "as the relationship between group individuals and their neighborhood governments are reinforced, the feeling of "us" versus "them" has a tendency to fall away. Through more prominent comprehension, the offering of obligations, expanded responsibility and shared exercises, "us" and "them" get to be incorporated into "we." This announcement focuses and coordinates the center of sound local government and resident communities upon the "Us and Them" dichotomy.

2.5 The Conceptual Meaning of the "Us and Them" dichotomy

The "Us and Them" dichotomy takes form and shape in defining relationships that exists within the society. Berman et al (2001) exerts that the division of "Us" refers to a source of closeness, partnership and togetherness and views "Them" as an opposing group, different and a potential enemy.

2.5.1 The "Us and Them" dichotomy as a social structure

According to Freud (1925) on social behaviour, the opposing groups of "Us and Them" are a basic structure in the social organisation of human beings. He further exerted that the "Us and Them" phenomenon has a potential of fuelling hostility between groups and cut all existing forms of communication and cooperation

Bauman (1990) clusters the "us and them" dichotomy as a social phenomenon and explain it through sociological lens of insight. He propounds on the processing of the "Us" and "Them" categories explaining alongside fundamental notions of belonging and the emanation of "in-groups" and "out groups". Bauman (1990)'s categorisation of the "Us" and "Them" concepts rests upon the need to construct boundary margins by groups and actively guarding those boundaries (Unknown 2002). Bauman (1990) further exerts that human beings interact and live in the company of other people most importantly in groups where they understand and largely depend on each other. Berman et al (2001) propounds on the psychological rationale of the "Us" and "Them" division arguing that it functions as a group defense mechanism that offers an identity and a sense of belonging. In light of this argument Berman et al (2001) concludes by defining the division into "us" and "them" as a real social instrument, a type of social association that has protective and in addition formative capacities.

Berman et al (2001) further highlights the critical two way component in the use of the "us" and "them" dichotomy in social structuring, arguing that there are universal blind spots when the human society tends to instinctively divide itself into groups of 'Us and "Them". The "Us" and "Them" division both has a benefit and an error. Berger et al (2001) explains that the division has survival quality communicated through a feeling of social cohesiveness inside a gathering comprising of a feeling of regular objectives and solid inspiration for collaboration. Nonetheless the division provides a platform for predatorship among groups in the form of hostility.

In the classification of the "Us" and "Them" division the concept of interdependence is completely ignored with each group operating within its own boundaries. In light of this argument Gutmann et al (2001) exerts that disconnection and hatreds towards gatherings has a

value, bunch cohesiveness seals the limits around "Us" and erects a divider against "Them". Hence every group gets to be limited in its dividers of false autonomy.

2.5.2 The "Us and Them" dichotomy as a global phenomenon

As a global phenomenon, the classification of belonging presented by the "Us and "Them" division has often ransacked the geopolitical and religious fields across countries, which has seen acts of terrorism, extremism and conflict emanating from the position of belonging whether based on race, geopolitics or religion. Talbot (2008) propounds that the construction of "self" and "other" dichotomies are frequently utilized as instruments for command, self completion and assembly inside talks of terrorism and security.

2.5.3 Its role in extremism, geopolitics and terrorism

Recent and long standing atrocities in terrorism and extremism have pinpointed the global dilemma in the form of the "Us" and "Them" division – "victim versus perpetrator". From ISIL terrorists in Syria, Al-Qaeda militants in Yemen, Taliban militants in Pakistan, Alshabab militias in Sudan and parts of Kenya to the growing of gross extremism in Nigeria over Boko Haram militants, the concept of group belonging has bred terror upon humanity. The "Us and Them" dichotomy has played a significant part in exacerbating terrorism and extremism. Synonymous acts of belonging have been spelt out in hate speeches prior to bombings and executions. For example the quest for the Boko Haram militants has been fuelled by efforts of establishing an Islamic state, the "Us" and "Them" dichotomy positions itself in "Us" referring to the so called Islamic militants and Muslims untainted by western education and the "them" concept representing the enemy which stands for the Christians and those who have accepted western education. Paramount to note in the Arabic states of Syria, Yemen, Iraq and Afghanistan are the

Al-Qaeda and ISIL militants whose atrocities have been imbedded in a severe thrust of terror against western politics and Europe, henceforth much to the widespread demonization of Islam as a religion bolstered on terror and extremism by the global community.

Talbot (2008) argues that the construction and maintanance of polarised collective identities has a tendency to homogenize populations, but also create antagonistic and conflict oriented relationship resistant to resolution. Arguing on the motivation factors behind terrorism, Borum (2004) and Horgan (2005) explain that different personality types, mental illnesses and psychological deviance are the core instigation factors. However (Kibble 2002 in Talbot 2008) highlights religious ideology, socio economic and political inequalities as explanations for global terrorism. On a more opposing note, in concluding his research on terrorism, conflict and other discursive formations, Talbot (2008) concluded that the use of doubles in the context of "us" and "them" aided the development of a dehumanized other that cannot be understood thus revoking calls for arrangement and in the process lessening the likelihood to comprehend distinction.

2.5.4 The "Us and Them" dichotomy in local governance

The "Us and Them" dichotomy between local authorities and their resident communities facilitates the likelihood of a virtually nil transparent and accountable system of governance and in the process undermines the broader urban governance framework. This view is further propounded by Nyalunga (2006) who highlights that in an attitude of "Us and Them" public participation is severely deterred from flourishing in local governance.

In his research on service provision problems in Nigeria's cities Omar (2009) concluded that the lack of serious interaction between the urban local-government councils and urban residents not only means the failure to mobilise abundant local resources, but it also means the lack of a local mechanism for ensuring public accountability and encouraging greater transparency in urban

governance. Omar (2009) further propounded that in an environment based of a relationship characterized by group divisions, the level of openness, accountability and transparency is greatly compromised. This highlights a delimiting factor that undermines good governance as a result of the "Us and Them" dichotomy.

The implications of the "Us and Them" dichotomy have far reaching consequences in the management of the local government area. The relationship between urban local authorities and their resident communities ought to be reoriented to make meaningful headway in terms of service delivery and urban governance (Akin 1995 in Omar 2009).

2.5.5 The implications of the "Us and Them" dichotomy on local governance

2.5.5.1 South Africa

In researching on the provisions of an enabling environment for public participation in South Africa's local government, Nyalunga (2006) propounded on the fundamentals of public participation through legislative provisions namely the South African constitution (act 108 of 1996). He highlighted that although the South African constitution in particular section 152 advocates for thorough involvement of communities and community organisations in matters of local government, the practices on the ground proved otherwise. He pointed out that, due to lack of commitment by municipalities to prioritise public consultation, the general lack of capacity amongst stakeholders, access to information and the failure by local governments to recognise and work closely with community based organisations, an enabling environment for public participation became greatly compromised. Critical to note is that Nyalunga (2006) pointed out that, all these gross participation shortcomings were exacerbated by the "Us and Them" antics and the relationship of mistrust that still continues to haunt local government stakeholders.

2.5.5.2 The Nigerian experience

Omar (2009) propounded on the fundamental provisions and effects on the "Us and Them" dichotomy in Nigeria's cites and concluded that the relationship between the local authorities and the residents became characterised by animosity owing to greater exclusion of the communities in the planning, implementation and monitoring of developmental projects. In the City of Lagos the "Us and Them" syndrome had been perpetuated by the lack of openness in local government work with secrecy being the utmost factor that had not only undermined the key concepts of good governance in the form of accountability and transparency but had aided the relationship to be tenuous. The "Us and Them" syndrome in Nigeria's local government had grown to an extent that communication between the citizens and the local authority perpetually suffered from in-efficiency in the dissemination of information to enlighten the public on local government issues. In light of these classic features of the "Us and Them" dichotomy Omar (2009) emphasised the need for the total reorientation of the local government and community relationship to be based on making accelerated strides in accomplishing service delivery benchmarks.

2.5.5.3 The Zimbabwean Experience

In the context of Zimbabwean urban local authorities the "us and them" syndrome has manifested in varying dimensions of apathy, mistrust and disengagement of local communities. The BCC strategic plan (2013-2017) points out the manifestation of the syndrome to years of poor service provision by the local authority to its resident communities. Henceforth in light of this observation it concludes that "residents are best disengaged or at worst antagonistic". To further solidify the proponent, Freud (1925) propounds that opposing groups of "Us and Them" are a basic structure in the social organisation of human beings with the "Us and Them"

phenomenon holding a potential capacity of fuelling hostility between groups and worse still cutting all existing forms of communication and cooperation. According to Dr Chombo (2009) the acts among other issues define the mandate of Local Governments and in the process define the legal and functional relationships between and among the various actors in Local government, who in essence are the key enablers to development, to the extent that some have to proffer safe landing to all development initiatives. This notion by the minister of local government of Zimbabwe underlines the key feature in having functional relationships in local government as central to development. During the speech on the policy dialogue, Dr Chombo stressed several valuable questions on;

- The kind of state-citizen and citizen-citizen relations a local government should steer?

- The way in which the citizen agencies should be dealt by political parties and state institutions?

- The type of changes that need to be made regarding the 'ownership structure and culture' of local government in Zimbabwe?

Source: Local government reform in Zimbabwe: A policy dialogue (2010)

In raising these questions the minister of local government Dr Ignatius Chombo sought to highlight the need for the distribution of socio-economic benefits and provision of basic services with community participation. As such the presentation strengthened the utmost need for reformed changes of state-citizen and citizen-citizen relations at various local government levels to be aimed at enabling the meeting of local needs, economic and physical infrastructure, services and employment, and thus improving living conditions and the quality of life.

2.5.6 The concept of centre-local relations and its link with the "Us and Them" division

Vibrant centre-local relations are vital in having satisfactory development. Centre-local relations in Zimbabwe have over years been criticized by scholars such as Machingauta (2010) as characterised by unfettered ministerial involvement, supervision, interference and control of local authority affairs. Nonetheless the traits in the Zimbabwean centre – local relations amidst the much criticism have aimed at maximizing service provision sustainability and most importantly facilitating good governance practices. Chakaipa (2010) highlights the need for centre and local levels to work together to satisfy their respective constituencies. He further highlights the need for the central government and local government relationship to be grounded upon professionalism, role clarity, transparency and integrity and most importantly devoid of mistrust and negative perceptions on responsibilities.

This phenomenon as propounded by Chakaipa (2010) subsequently highlights what a local authority and community relationship ought to resemble, that is devoid of all forms of negative perceptive nuggets and mistrust which are the elements cushioned by the "Us and Them" dichotomy but rather be a fusion of collaborative roles, responsibilities and cooperative efforts towards sustainable service provision and good urban governance.

2.6 Summary

In this chapter literature revolving around dimensions of community engagement, participation, the roles of communities in local governance, the characteristics of healthy communities in light of good urban governance and most importantly the paradigms in the conceptualization of the "Us and Them" dichotomy were greatly explored. It was discovered that community engagement is a norm in attaining a workable relationship between a local authority and its residents and as such the roles and responsibilities of communities are equally important in the planning,

implementation and monitoring of good urban governance practices. It was observed that the concept of the "Us and Them" division predates upon identity and most importantly fuels hostility, mistrust and general apathy between the groups divided by the two notions, as such there is greater need to eliminate all forms of negative perceptions provided by the "Us and Them" dichotomy and embrace forms of co-existence, collaboration and cooperative engagement in spearheading initiatives aimed at ensuring good urban governance.

CHAPTER III

RESEARCH METHODOLOGY

3.0 Introduction

The research methodology refers to the use of methods, approaches, techniques and tools to conduct a scientific enquiry. The research used observations, questionnaires, interviews, and secondary data documents and intensively used the qualitative research technique. The extensive use of the qualitative research method was useful for gaining a fuller picture of local participatory governance in its context, exploring complexities in community engagement and disengagement issues, understanding indepth the reasons underlying certain views and behaviors in the Council and community relationship in light of the "Us and Them" dichotomy.

3.1 Research Design

O'Leary (2004) explains that, the research design refers to the plan, structure and strategy of investigation conceived so as to attain answers to research and to control variance. Kumar (2011) exerts that the research design is the arrangement of conditions for collection and analysis of data with an aim to align the relevance of the research purpose with the economy in procedure.

The researcher in this study used qualitative research as a means of providing a descriptive analysis of the area under study. This was done through the extensive use of questionnaires, interviews, observations, focus group discussions and secondary data. The thrust of the rich descriptive research design in the form of qualitative research was of great relevance to the subject under study. By intensively broadening the research design over qualitative analysis the ideal concepts of the study covering the roles and responsibilities of Council and communities was greatly explored and most importantly the qualitative approach provided a convincing

analysis of the existing relationship between BCC and its resident communities with greater elaboration on the extent and magnitude of the "Us and Them" dichotomy.

3.1.2 Qualitative Research

According to Cresswell (2001) the qualitative research design involves an interpretative naturalistic approach. The focus of qualitative research zeroes in on the descriptive analysis of interactions and roles of participants, physical setting elements which are impossible to manipulate and document in statistical and numeric presentation. This type of research provided a more holistic approach in the study to explain and document the group perceptions and interactions in line with the "Us and Them" dichotomy. The use of qualitative research aimed at providing tangible perceptions and thoughts of respondents on the relationship between Council and communities, the reasons behind the disengagement and most importantly ways of harnessing the relationship as a salient measure towards ensuring a collaborative effort in ensuring good urban governance. This study was therefore based much on the use of qualitative research.

3.2 The target population

The study population is any group that is under subject of research interest (Goddard and Melville 2001). BCC consists of 29 wards and has an estimated population of 1, 5 million people (BCC Strategic Plan 2013-2014), from the total of 29 wards the research used a sample of 10 wards in line with the Council quorum as provided for by the urban council act chapter 29:15 section 85(1) "one-third of the total membership of a council, together with one other councilor, shall form a quorum at a meeting of the council". From the 10 wards, 10 randomly selected households were targeted as respondents. Data was also gathered from purposively selected personnel from residents associations, councilors, the City's public relations office and the rates

section. Table 2 below expresses the target population and the total number of respondents that were targeted by the study.

3.2.1 The target population

Category	Size	Targeted Respondents
Councilors	29	10
Residents	600 000 (National census statistics 2012)	100 households (10 in each of the 10 selected wards)
Residents Associations	2	2
City's Public relations Officer	1	1
Rates section (legal section)	1	2
Total		115

Table 2: Target population

3.3 Sampling techniques

Involving all the members of the population in carrying out research is a mammoth task. Therefore sampling provides an achievable basis of conducting research through the use of population samples to enhance speed and other limiting factors such as costs (Leedy 2004).

With a total of 29 wards Bulawayo City Council was wide and broad therefore the research fully utilised the use of stratified random sampling and simple random sampling in the research. The use of purposive sampling was greatly used to gather information from selected council officials, councilors and the heads of resident associations that is the CSPRO and the chairperson of BURA.

3.3.1 Simple Random sampling

Through this sampling technique all subsets and targeted respondents were given an equal opportunity for selection. With the targeted households set at 10 in the ten selected wards, simple random sampling was used to hand pick them.

3.3.2 Stratified random sampling

Leady (2005) highlights that stratified random sampling works in a population composed of various clearly recognizable sub populations (strata). The use of stratified random sampling was to ensure full representation of the population in the study. The study from the total of 10 targeted wards divided the wards into social stratus that is according to the nature of the residential areas that is high, medium and low density areas. This was of valuable aid in identifying the varying income disparities of the residential areas and their significance in addressing the objectives of the study. The use of random sampling was then used to pick the areas of research in the different stratus. Through the use of stratified random sampling the research collected data from five wards in western areas (high density suburbs), two wards in eastern areas (low density areas), two wards in medium density areas and lastly from one ward in the central business district. This is a critical point in engaging all social actors in good urban governance. Table 3 explains the areas that were selected for research through stratified random sampling.

3.3.2.1 Selected residential areas for research

Area of study	Number of wards
High density suburbs- *Nkulumane 5, Nkulumane 12, Emganwini, Pumula*	Five

South, Nketa 8	
Low density areas- *Famona and Burnside*	Two
Medium density areas- *Barham Green and Bellevue*	Two
Central business district	One

Table 3: Areas of research

3.3.4 Purposive sampling

According to Cresswell (2007) purposive sampling is a sampling technique that is mainly used in qualitative research. This technique involves the purposive selection of targeted respondents and individuals for the research. Through the use of purposive sampling the research targeted the Chairpersons of the Bulawayo United Residents Association (BURA) and BUPTA, the councilors, and the City's public relations officer. The paramount feature of using purposive sampling was to acquire first hand information from selected respondents with information that subsequently addressed the objectives of the study.

The collective use of these three sampling techniques namely, simple random sampling, stratified sampling and purposive sampling in the study effectively encapsulated data through these techniques to provide fair representation of various social clusters existing within BCC's communities and most importantly in using them, all the study findings encapsulated the insights of various social structures in the understanding local governance issues.

3.4 Data collection instruments

There are a wide range of data collection instruments that can be used to carry out research and gather data. Instruments such as questionnaires, interviews, and observations are some of the paramount instruments of capturing and gathering data. The research utilized the use of these entire data collection instruments and not withstanding secondary data.

3.4.1 Questionnaires

Cresswell (2007:10) opinionates that, "questionnaires are a list of questions to which respondents are expected to answer out of honesty, good faith and objectivity". The research utilised the use of questionnaires to collect data in the form of open ended questions to capture elaboration, analysis and subjectivity all relevant to the study in question. The respondents of the questionnaires were 100 household respondents selected from 10 wards and two council officials from the Legal section (summons/rates). The household questionnaires were administered in a sequence of dropping one questionnaire after every count of two houses in a targeted area. This sequence was applied in each and every area that was selected for study.

3.4.1.1 Advantages of using questionnaires

The use of questionnaires had a number of advantages among many included time and cost utilisation. Questionnaires were effective in acquiring well balanced responses for they provided respondents with enough time to respond to questions at their own time of convenience. As such the use of questionnaires came in handy to cover the ten targeted wards in a cost effective manner.

- The questionnaires provided the respondents with ample time to reasonably respond to the questions asked.
- Managed to gather subjectivity and objectivity from different respondents and this was of vital input in substantiating the findings.

3.4.1.2 Disadvantages of using questionnaires

Although the study utilised the use of both closed and open ended questions to balance the information gathered to be both specific and elaborate, it nonetheless proved futile in gathering subjective and reasonable data. Some of the disadvantages in using questionnaires were:

- Some of the respondents preferred close ended questions to open ended questions. This provided lack of clarity on the subject questions.

- Questionnaires failed to address the intellectual gap and social disparities of different societies within various communities. As such some questionnaires were not filled owing to the intellectual gap.

3.4.2 Interviews

An interview is a dialogue between an interviewer and interviewee. Punch (2009) defines an interview as a two way conversation initiated by an interviewer to obtain valuable information from a targeted respondent. The study fully utilized two types of interviews that is- unstructured and structured interviews to gather data from councilors, the chairperson of BURA and the CSPRO.

3.4.2.1 Advantages of using interviews

- One advantage of using interviews in data collection was that it facilitated the collection of clarified answers.

- In this study there was greater need for clarification and extensive explanation, as such the use of the above identified two types of interviews provided the study with credible information that aided the research in coming up with valuable data on the nature of local authority – community relations at BCC.

- The intensive engagement with interviewees provided greater exploration on subject questions and references to other alternative yet interlinking concepts and practices in governance. This provided the research with accurate and viable information which aided sound conclusions to the study.

3.4.2.2 Disadvantages of using interviews

The major delimiting factor in using interviews was the interview timing complexities which were characterised by intensified efforts of coping with work schedules of officials especially the meetings laden councilors' work schedule. As such it impeded the research to cover the all of the targeted officials. Through the use of interviews the answers deduced from the interviews were generally mild and in defense of corporate image, this had tenets of sweeping under the carpet the core issues of the study. As such the interview schedule was therefore set up of mainly open ended questions to engage with the interviewee in an indepth conversation to fully address the main objectives of the study.

3.5 Observations

The research required the assessment of the level of responsible citizenship within communities, as such through observing the researcher noted valuable community and individual traits in environmental management, proper solid waste disposal, the responsibility of council infrastructure and social responsibility.

3.6 Data presentation and analysis

The study fully engaged in an intensive use of the qualitative research technique for data analysis. The qualitative research technique sought to present data through narrative and descriptive analysis to capture content and dimensions in the type of the existing Council and community relationship. It fully captured varying dimensions in community engagement and participation antics.

3.7 Ethical considerations

According to the Institute of Public Relations (2012) the duty of professionals engaged in research, measurement, and evaluation for public relations is to advance the highest ethical

standards and ideals for research by means of abiding by the principles of intellectual honesty, fairness, dignity, disclosure, and respect for all stakeholders involved. In carrying out the study the researcher abided under the principles of;

- Anonymity and confidentiality – The researcher was cognizant of the principle of ensuring anonymity of the respondents in carrying out data collection. Anonymity enhanced the level of respondent's honesty as such the questionnaires were devoid of self identification.

- Research authorization – All intended research was done under due authorization from all respectable authorities to ensure legal acquisition of information.

3.8 Summary

This chapter highlighted the research tools and methodology that the researcher used. Qualitative research was intensively used to gather data through questionnaires, interviews, observations, focus group discussions and secondary data sources to capture the objectives of the study. The chapter highlighted the intention of the research to gather data from 10 selected wards within BCC through the above identified data collection techniques and analyse the data through the qualitative method to provide rich narrative description of the findings of the area under study.

DATA PRESENTATION AND ANALYSIS

4.0 Introduction

This chapter serves to analyse and present data from research findings collected from 10 wards within Bulawayo City Council through interviews, questionnaires and observations. As a study primarily based on qualitative research analysis, rich descriptive analysis of survey findings was greatly utilized and made articulate to unmask the community engagement panorama, indepthly focusing on the existing relationship between Council and its resident communities, and most importantly the root causes of the "Us and Them" division. Critical to note is that the extensive use of qualitative analysis is of valuable use in understanding in depth the reasons overarching certain views and behaviors of communities in relation to nonpayment of rates, lack of civic responsibility and community apathy to participate in Council organized programs.

4.1 Number of household respondents.

Number of household respondents.

	Ward 1	Ward 2	Ward 8	Ward 10	Ward 20	Ward 22	Ward 23	Ward 24	Ward 26	Ward 27	Total
Number of household respondents.	4%	12%	12%	13%	13%	8%	12%	8%	8%	12%	52%
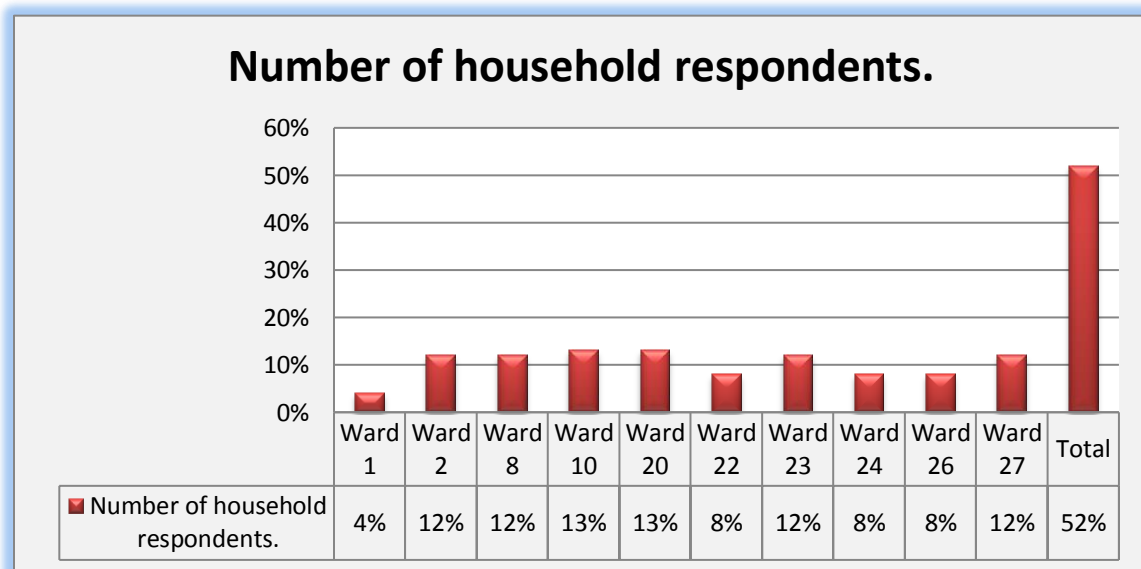
Figure 4: Number of household respondents

Fig 4 above shows the 10 wards of which data was gathered from. Out of a total of 100 household questionnaires distributed in the 10 selected wards, a total of 52 questionnaires were returned and collected for data presentation and analysis with an overall response rate at 52%. The disparities in the number of questionnaires distributed and collected was a result of lack of interest to participate by some respondents and improper responses to questions asked in the questionnaires. The survey and distribution of household questionnaires unearthed a more concerning dimension from the resident communities of Bulawayo, that is lack of interest to participate and let alone engage in local governance discussions. This was characterised by the politicization of the entire process of data collection by much of the residents in the 10 wards selected. These observations are the concrete reasons in the disparities in the number of returned household questionnaires.

4.2 Interviews carried out

Interviews carried out

	Councilors	City Public Relations officer	BURA
Number of respondents	6	1	1
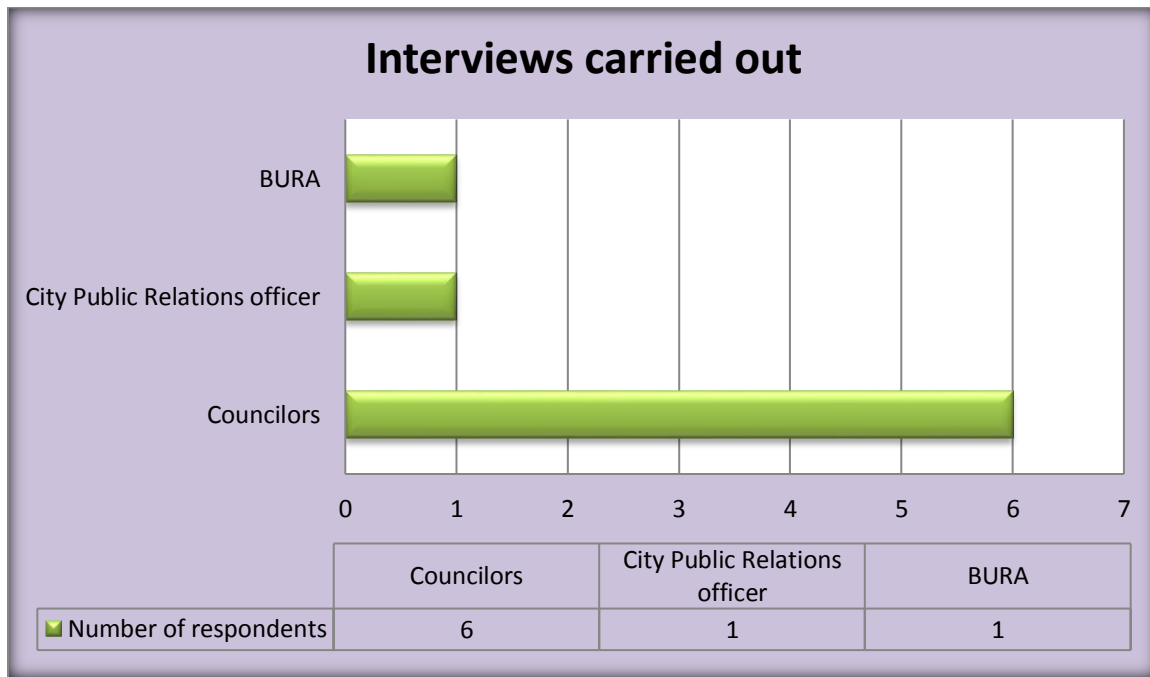
Figure 5 Number of interviews carried out

The study carried out interviews from purposively selected officials, that is, the councilors, the City's Public Relations Office and the residents associations within Bulawayo. The study had targeted 10 councilors from the 10 selected wards, but successful interviews added up to six councilors. From the two existing residents Associations, in the form of BURA (Bulawayo united residents association) and BUPTA (Bulawayo Progressive Residents associations) only one interview was successful for the Bulawayo United residents association (BURA) through the chairperson of the organisation Mr W Dube. An interview was conducted with the City senior public relations officer. Fig 5 above shows the number of successful interviews that were carried out in the study.

4.3 Community participation and engagement

The study findings revealed that community engagement and participation issues where greatly advocated issues by the officials from both the Council and the Bulawayo United residents association. The study through interviews from the City public relations officer, councilors and the chairperson of Bulawayo united residents association concluded that community engagement in Bulawayo was notably exercised through consultative forums such as budget consultation meetings. These public forums were meant to increase ownership from the resident community and provide a platform of emphasizing a shared responsibility in the articulation of service provision strategies. The study further exhumed the fundamental aspect of grassroot community structures in existence within the wards of Bulawayo. The nature of these grassroot community structures such as township community structures, community cleaning groups, *Simunye* (Together) community groups provide formal sub-committee structures of community engagement within various wards of Bulawayo City council. Critical to note is that through the Bulawayo United residents association formal community engagement platforms oriented in

public and community participation have been initiated numbering a convincing 62 affiliate community structures all anchored at facilitating information to communities resident within their sphere of influence. The study further unearthed the roles of councilors in facilitating community engagement platforms, by means of organizing the communities for public forums, disseminating information and augmenting the existing community structures to be vibrant in engaging with the community. However from the responses from the household questionnaires 88% of the respondents highlighted that they did not know their councilors and 12% indicated their cognizance of the councilors as expressed in figure 6 below. This unmasked the lack of involvement of residents in local governance issues, a major boulder to good urban governance.
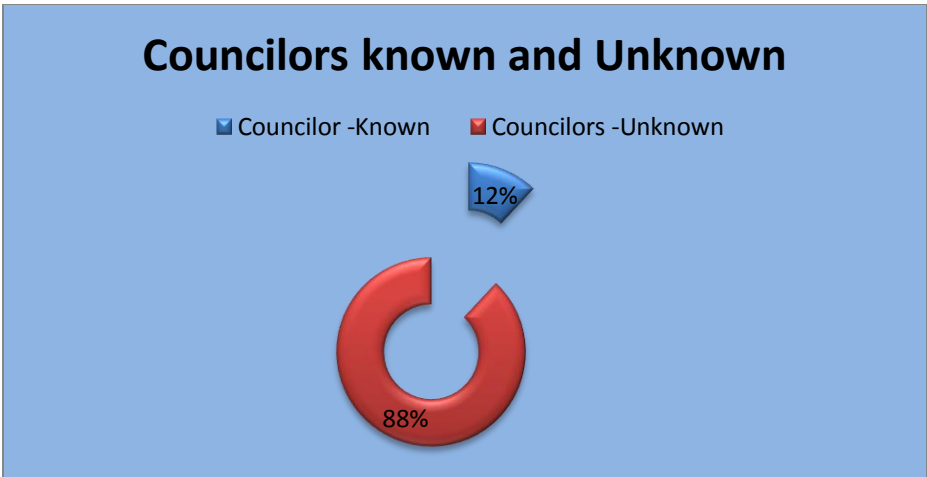
Figure 6 Percentage of Residents cognizant of their councilors

Fig 7 below shows the community participation dynamics within the City of Bulawayo: 64% of the respondents when asked on how often they participated in Council organized programs indicated that they occasionally attended and 28% indicated that neither do they attend or participate at all in Council organized programs. Only a mere 12% indicated that they participated on a regular basis in Council organized programs. These findings unearthed a major concern over community participation fortifying the sour presence of community apathy.
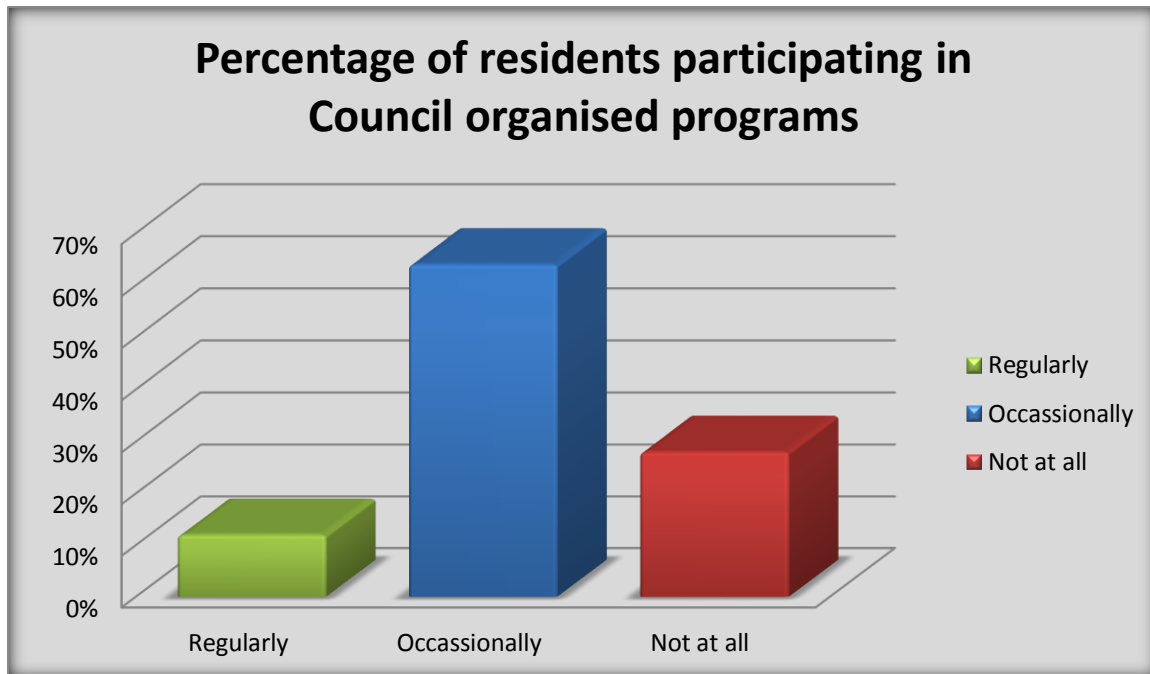
Figure 7: Community participation in Council programs

To complement the community engagement dynamics figure 8 below expresses the level of community awareness to Council organized programs and ward feedback meetings. From the study, 73% of respondents were unaware of feedback meetings and consultative forums while 27% were aware. These pertinent findings unmasked a major community engagement dilemma.

Figure 8: Residents awareness to ward feedback meetings and consultative programs

The study through household questionnaires further revealed valuable reasons of community apathy to participate in council organized activities. The fundamental reasons anchored on the politicization of Council programs, poor information dissemination and the passive role of councilors all of which have been detrimental to the participation and engagement of resident communities in Council organized programs.

From the interviews conducted the study gathered the most important causes behind the lack of interest of resident communities to participate in Council programs. The interviews yielded that some of the consultative programs, such as the budget consultation programs were rushed programs which grossly affected the coordination and proper effective information dissemination mediums. Paramount to note, the City Senior Public Relations Officer indicated that time and adequate financial resources were some of the major elements in carrying out well organized public participation and engagement forums.

4.3.2 Roles of the City Public relations office in relation to community engagement

From the research findings the major role of the Public relations office is to communicate with stakeholders by means of disseminating accurate information timely and help engage them to participate in Council programs. All these roles are a collaborative effort of both the Civic community in the form of residents associations namely the BURA and BUPTA and the ward councilors.

The residents association and the councilors are the pillars of the information dissemination system of Council to communicate with its community of residents and engage them in consultative forums and participation forums such as the "Day of prayer".

4.3.3 The roles of residents associations in relation to community engagement.

Residents associations have been a major highlight in urban areas as civic watch groups, as such research findings identified that indeed the residents association play a major role in enabling a vibrant Council and community relationship and most importantly involving the community in governance issues. Among many of its functions, the Bulawayo United residents Association (BURA) acts as a watchdog in local governance by means of making sure that the responsible authorities are made cognizant of service provision vacuums. Most importantly it informs the public and resident communities on Council undertakings and seeks their input. Therefore the study can conclude that residents associations in Bulawayo have played a valuable role in augmenting Council and Community relations and ensuring the emergence of strong, participative, collaborative and responsible communities.

4.4 The assessment of the roles and duties of communities in relation to responsible citizenship

Responsible citizenship is the norm in any local government area as a mechanism of complementing the local authority efforts in service provision. As part of the statement of the problem for this study, the failure to take care of Council property and infrastructure and irresponsible solid waste disposal characterised the lack of social responsibility among resident communities of Bulawayo City Council. The research findings concluded that the lack of social responsibility was as a result of lack of understanding and education on civil responsibility. Nonetheless the study found out that residents had been fourth coming in terms of cleaning up their environment through organized community cleaning groups and most importantly in water conservation campaigns across Bulawayo. Data gathered from household questionnaires

indicated that 60% of the residents were oblivious of their roles and duties as active citizens. Fig 9 below unmasks the trend in social responsibility.
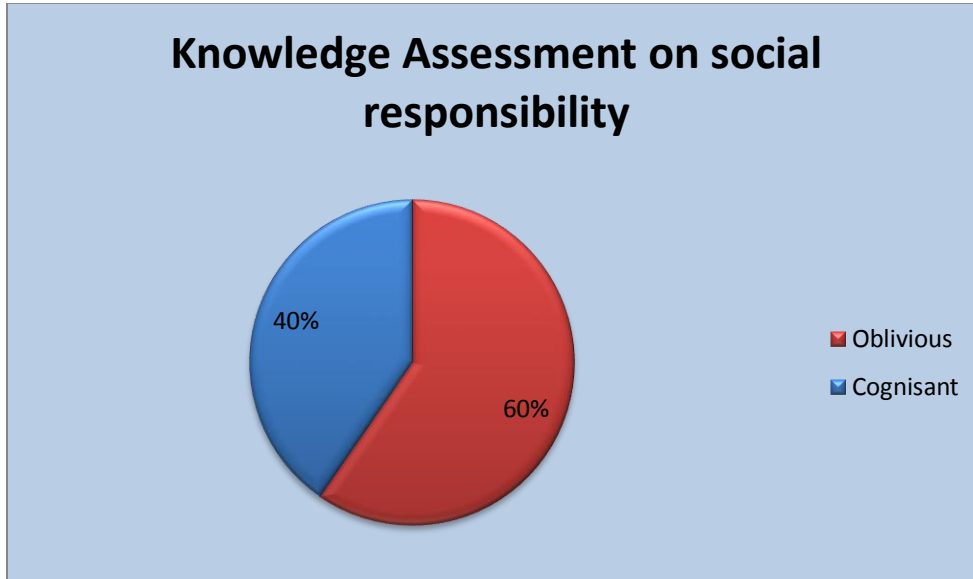
Figure 9: Knowledge assessment on social responsibility

The above figure presents that social responsibility roles and duties are unknown by the respondents compared to being known. From this assessment survey, 60% of the respondents were oblivious of their roles and duties as citizens in relation to active social responsibility. This was a direct result of inadequate information dissemination and education from the responsible authorities. A total of 40% of the household respondents indicated that there were aware of their social responsibilities such as solid waste management. From observations of community social responsibility, one ward in particular ward 23 Nkulumane, active community activities in road maintanance were noted through youth pothole filling exercises, a clearly defined element of social responsibility. Below is fig 10, a snapshot of active social responsibility in practice.

Figure 10: A snapshot of active social responsibility from the community youths of Nkulumane (Ward 23)

4.5 The reasons why residents desist from rates payment
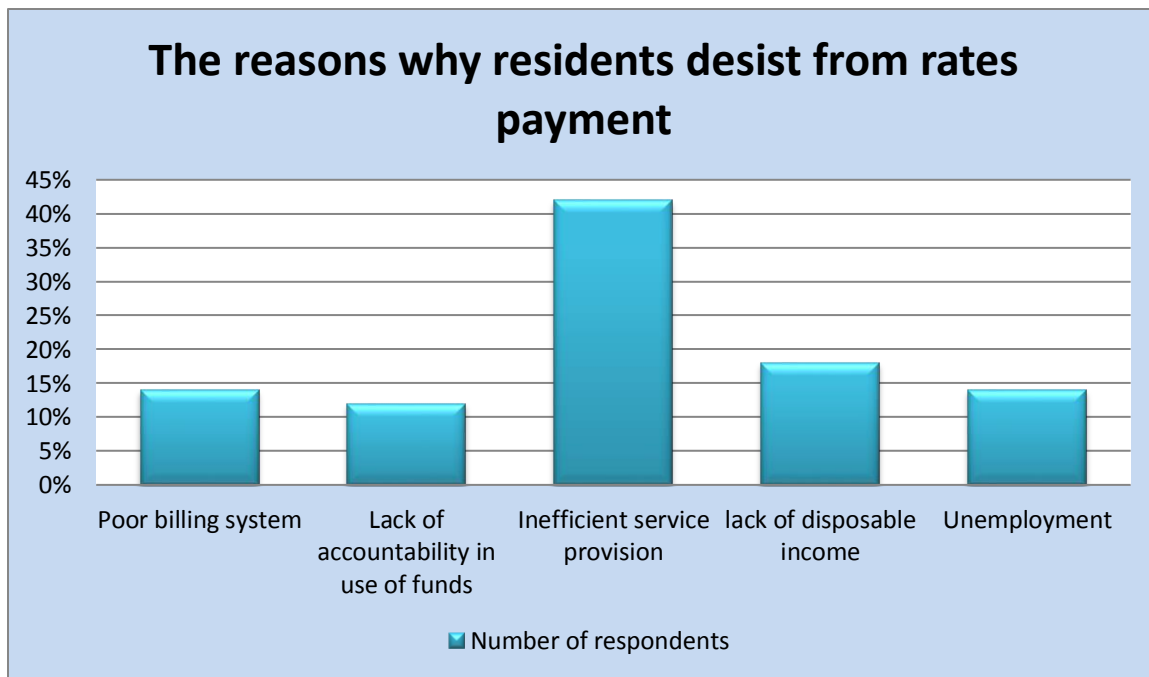
Figure 11: Reasons why residents desist from rates payment

The study found out that five major causes identified above in figure 11 formed the base for non-payment of rates by residents. A total of 14% of the respondents indicated Poor billing and lack of disposable income as some of the causes behind the nonpayment of rates. A total of 12% of the respondents indicated the lack of financial accountability as the factor behind the nonpayment of rates. Nonetheless the study from resident communities identified the inefficient service provision of services as the cause for nonpayment of rates with a striking margin of 42%. The inefficient provision of services by Council had compromised the value for money principle (VFM) subsequently rendering residents passive in rates payment.

A resident' service provision assessment survey was conducted and revealed the following findings as depicted in figure 12 below;
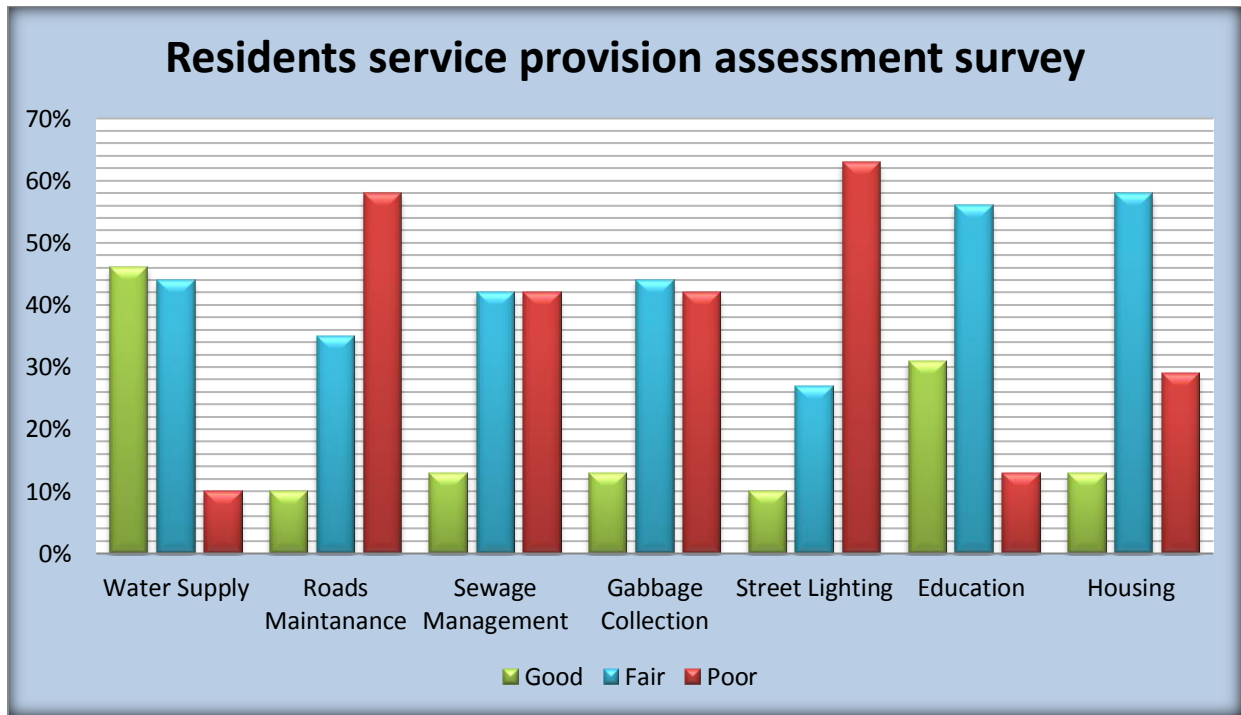
Figure 12: Residents Service provision assessment survey

The findings pointed out that residents were unsatisfied with the quality of services provided by the City Council with a clear exception on water supply which was rated as good. 58% of the respondents rated roads maintanance as poor while 63% rated street lighting as poor, while sewage management, garbage collection, housing and education were interchangeably rated between poor and fair as depicted in the figure above. These findings formed the base of the relationship between the Council and its resident communities and had.

4.6 The nature of the Council and community relationship

Amidst the unsatisfactory service provision standards present within Bulawayo the ripple effects of such standards have not spared the relationship between the Council and its resident communities. Years of compromised service provision have rendered the relationship to be non-complementary. Research findings rated the Council and community relations as bad with 68% of household respondents branding the relationship as feeble. Figure 13 below provides the findings clarifying the kind of relationship between Council and its resident communities.

Nature of the Council and Community relationship

	Good	Bad
■ Number or respondents	32%	68%

■ Good ■ Bad
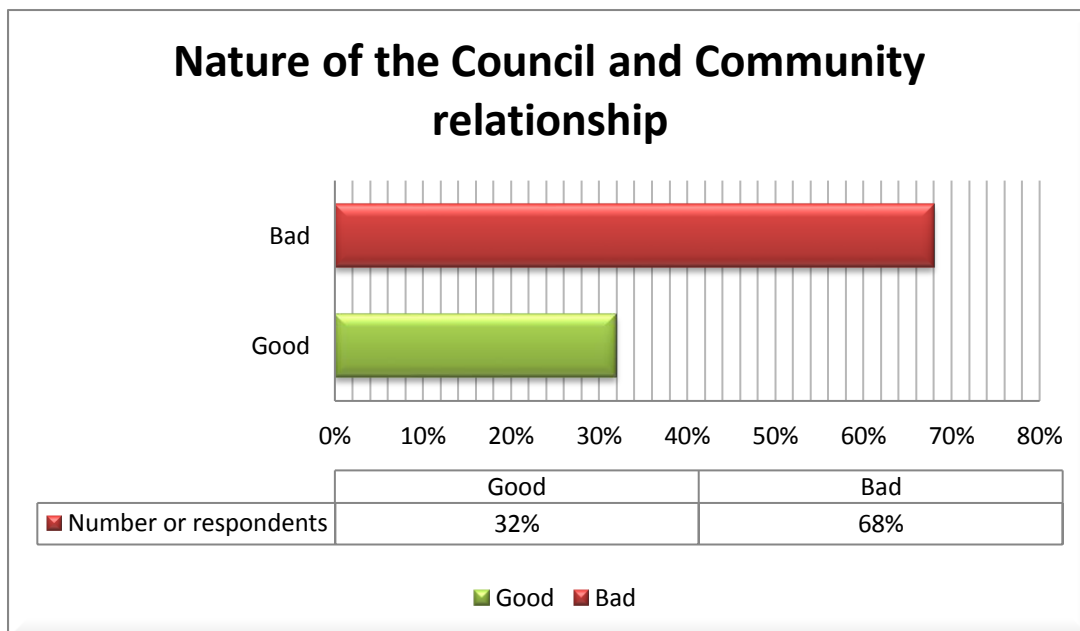
Figure 13: The depiction of the Council and Community relationship

A total of 32% of the household respondents rated the relationship with Council as good. From the findings the nature of the relationship between the Council and its resident communities had been a direct outcome of the service provision barometer. Inefficiency in the provision of quality services had made the relationship between Council and its resident communities generally bad. The resident service provision assessment survey identified the level of disgruntlement from resident communities on Council undertakings. This was the fuelling factor behind the characterization of the current Council and Community relationship as bad. The research findings concluded that the relationship was a direct interface of service provision versus consumer/citizen satisfaction. Interviews with the City Public relations officer indicated that the relationship was greatly compromised by the politicization of Council activities by the councilors and the same can be said from the BURA. The politicization of Council related activities which had seen most Council organized programs failing to buttress sound Council and community relations. This phenomenon concurred with Chakaipa (2010) that there was need for role clarity between elected officials and public officials to enhance efficiency within local authorities. Miscommunication and lack of education were seen to be the major boulders between the Council and its community of residents. Such aspects pointed out to a widening rift of the "Us and Them" division within the local government area of Bulawayo City Council.

4.8 An introspection into the "Us and Them" dichotomy

The classification of the relationship between Council and its resident communities as bad as per the research findings overwhelmingly pointed the magnitude of the "Us and Them" division as grim let alone a living reality within Bulawayo City Council. The interviews yielded valuable traits and fundamentals into the existence of the "Us and Them" dichotomy. When asked on the existence of the dichotomy within Bulawayo, the City Public relations officer pointed out that a

mutual relationship existed between the Council and its resident communities. However the question over the payment of rates had hoisted the "Us and Them" phenomenon into the limelight. She argued that the issue surrounding the payment of rates had fuelled hostility between the Council and its resident communities. Residents had to nonetheless honor their side of shared responsibility by paying their dues. The critical challenge that had facilitated the "Us and Them" dichotomy was concluded to be emanating from the lack of youth engagement. This finding concurred with Hoffer et al (2009)'s findings on community disengagement in Australia, that the lack of serious interaction with the youth within the community created "hard to reach" clusters within the society and this was a major boulder to sound community engagement. The lack of youth participation forums had been a major highlight of disengagement among the youths who through questionnaires responded that they felt not part of the local governance franchise. This aspect submerged the concept of community engagement and worst still fortified the corrosive urban governance challenge in the form of the "Us and Them" dichotomy. To further exacerbate the issue, the work of the legal section (summon handing section) although playing a vital role in ensuring effective debt collection had nonetheless through its roles and responsibilities fuelled hostility between the Council and its resident communities. Findings from the study as expressed in figure 14 below indicated that the deteriorating quality in service provision was the leading factor behind the "Us and Them" division with a response rate of 42%.

The interview with the Bulawayo United residents association yielded a political dimension into the twist of the "Us and Them" division within Bulawayo. The existence of political connotations in public forums had relegated the relationship to the periphery zones devoid of co-habilitation mutual understanding and collaboration. The interview gathered that politicians in the form of Councilors politicized Council organized residential meetings, not only did these acts

compromise the turnout of residents to meetings but further created sub divisions within communities of political and non partisan groups (groups of social belonging) a major trait of the "Us and Them" dichotomy. Tattermount to that, 35% of household respondents indicated the lack of proper information dissemination tools to augment and inform the resident communities on Council undertakings as one of the factors that had fuelled non complementary roles between the Council and its resident communities. The resident service provision assessment survey elaborated in figure 10 propounded on the residents' perception on the Council's articulation of services within their areas. The inefficient service provision mainly noted through irregular garbage collection, ballooning housing waiting lists, debatable sewerage management and the sore eye roads maintanance offered an alluvial ground for the perpetuation of the "Us and Them" dichotomy. This finding concurred with Omar (2009)'s conclusion that tenuous relations between a local authority and its residents existed where service provision had downscaled to unfathomable margins.

4.8.1 Summary of factors behind the "Us and Them" dichotomy
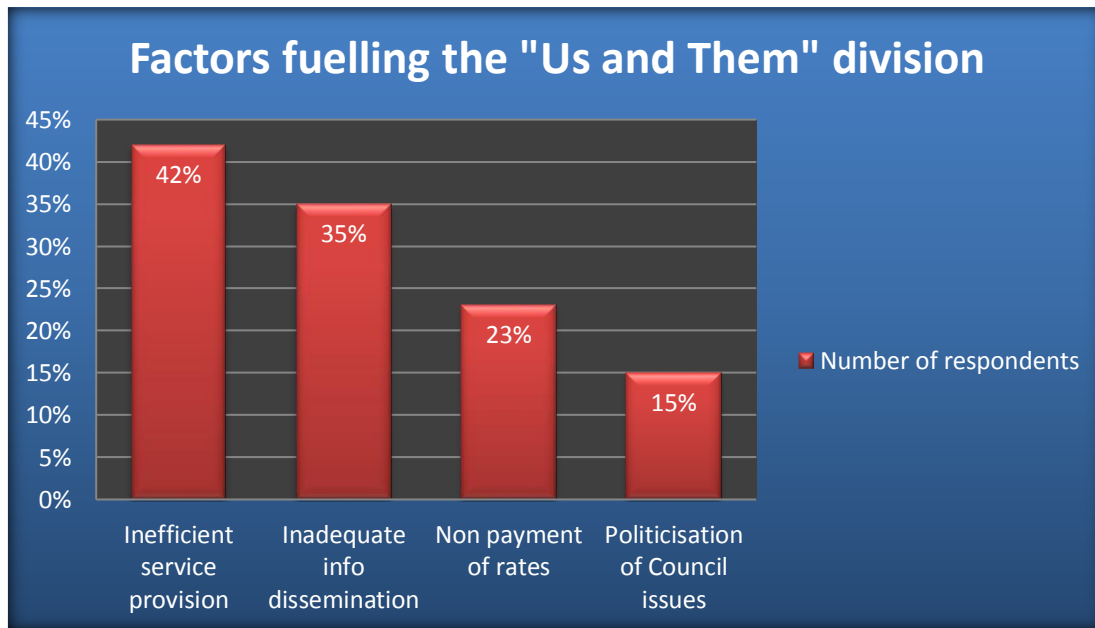
Figure 14: Factors fuelling the "Us and Them" division

4.9 The existing ways of enhancing community engagement

Interviews carried out with the councilors, the City public relations office and BURA concluded that effective community engagement approaches existed to buttress and galvanize the Council and community relationship. The City Public relations office exhibited clearly defined responsibilities and inter-linked roles with various stakeholders including the residents association. To further fortify this argument the research findings concluded that the relationship between Bulawayo City Council and the Bulawayo United residents association had over the years starting from 2009 improved through the use of both extensive and intensive Council-BURA consultations, involvement and engagement with one intended goal "taking the relationship with residents to another level". This phenomenon although sandwiched by traits and nuggets of the "Us and Them" division points out vibrant roles of the Councilors, Residents associations and the City public relations office all pledged and fully geared for the attainment of a mutually beneficial relationship between the local authority and its resident communities.

4.10 Summary

This chapter has presented and analysed data gathered within the wards of Bulawayo and interviews from purposively selected officials. The findings concluded that the concept of social responsibility and responsible citizenship still remained a partially known aspect within communities of Bulawayo. Even though notable community involvement in solid waste management, water conservation campaigns and roads maintanance (pothole filling) have been a major highlight of social responsibility, the lack of community education on social responsibility had greatly compromised ways of complementing Council efforts in service provision. The phenomenon of community engagement throughout the study was exhibited as a well practiced

aspect, and greatly advocated for by the responsible authorities. However the findings concluded that the lack of information dissemination and lack of youth engagement forums compromised the level of community participation and engagement in local governance issues. To further cement these findings the study revealed that a large number of respondents equaling 78% were unaware of ward feedback meetings and yearly budget consultation programs, hence submerging the very practice and essence of vibrant community engagement. Through the resident's service provision assessment surveys carried out by the study, factors behind the non-payment of rates were noticed among many including poor service provision and poor billing systems. All these factors had culminated in the classification of the Council and Community relationship as feeble and greatly fuelled by the larger extent of the "Us and Them dichotomy. Therefore the need to synthesize and much are do, to redefine the relationship between the Council and the community as a means of achieving sustainable service provision and standard good urban governance becomes the norm.

CHAPTER IV

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0 Introduction

Community engagement is a vital component in this modern day of urban governance, the citizen's input and roles not only compliment the effort of local authorities in ensuring vibrant service provision standards, but it is equally a direct interface of a mutually beneficial and healthy local government- community relationship. The study of the assessment of the Council and community relationship within Bulawayo City council indepthly scrutinized the level of participation, the extent of the "Us and Them" dichotomy, the efficiency of the Public relations office, councilors and the residents association in strengthening Council and community relations. Therefore this chapter summarises the study, its findings and most importantly provides recommendations to address the problematic areas identified in the assessment of the Council and community relationship

5.1 Summary of findings

Omar (2009) acknowledges that, in order for community engagement to strive the relationship between urban local authorities and their resident communities has to be reoriented to make meaningful headway in service provision. The study focused on assessing the Council and community relationship in light of the "Us and Them" dichotomy. The objectives of the study entailed the need to identify the reasons behind community apathy to participate in Council programs, the factors for the non-payment of rates, lack of social responsibility to take care of Council infrastructure, and most importantly to dissect the extent of the "Us and Them" division. The study from a population sample of 10 wards found that a cocktail of factors such as poor

billing systems, lack of vibrant communication mediums, passive roles of councilors, years of poor service provision and the politicization of Council matters had aided the Council and community relationship to be non complementary worst still to be best described as partially bad. Inefficiency in the provision of quality services has made the relationship between Council and its resident communities generally bad. The resident service provision assessment survey conducted identified the level of disgruntlement from resident communities on Council undertakings. This was the fuelling factor behind the characterization of the current Council and Community relationship as bad. The research findings concluded that the relationship was a direct interface of service provision versus consumer/citizen satisfaction. These research findings concurred with Omar (2012)'s research on urban service provision in Nigeria's Cities. He found out that the lack of serious interaction between urban local authorities and their residents was a direct conundrum of poor service provision.

The study found out that the level of social responsibility within Bulawayo's resident communities to take care of Council infrastructure was *"work in progress"*. It was observed that communities seldom engaged themselves in solid waste management through community organized clean-up campaigns, water conservation campaigns and road maintenance through pot hole filling exercises. However the study findings noted that the level of social responsibility was low with most respondents failing to identify their roles and responsibilities as active community members in local governance. This finding pointed out the lack of proper community education and awareness on social responsibility, a factor which was concluded to be the intricate source of lack of social responsibility within communities of Bulawayo.

The sources of finance for urban local authorities in Zimbabwe among many flow from rates on ratable property and dues, however the non-payment of rates had for years compromised the

collection of adequate revenue. The study sought to undress the reasons behind the non-payment of rates by residents. The study found out that five major factors formed the base for non-payment of rates by residents. Years of massive de-industrialisation and souring unemployment margins had rendered most households incapable of paying their rates, but rather bread and butter issues had become the priority. Unemployment, lack of disposable income and inefficient service provision were further identified as the other core causes for nonpayment of rates. The inefficient provision of services by Council had compromised the value for money principle (VFM) subsequently rendering residents passive in rates payment.

The study undertook to assess the roles of the Councilors in light or ensuring vibrant Council and community relations. The findings pointed out a dilemma in the execution of roles and responsibilities of Councilors, a major accountability disaster. The findings concluded that most residents only participated in local governance issues by means of electoral participation. It was found out that most residents did not know their councilors. In an environment characterised by most residents unaware of their local leaders, the relationship between the Council and its residents had suffered. Councilors were pointed out to have a tendency of politicizing Council organized programs of public interest. This phenomenon had further increased the level of community apathy to participate in Council programs.

5.2 Conclusions

i) The "Us and Them" dichotomy was a result of service provision inadequacies and poor information dissemination to timely inform residents on Council undertakings. The relationship between the Council and its residents in Bulawayo City Council was a direct result of the drop of the service provision barometer and the level of community satisfaction. The actors who are

responsible for galvanizing the relationship between the Council and its residents such as the City's public relations office, councilors and the residents associations (BURA and BUPRA) acknowledged that the lack of adequate communication to directly engage with the residents had been a major challenge in enabling good relations between the City and its resident communities. This was a major challenge which had taken root through inadequate resources to carry out timely community engagement campaigns throughout the City.

ii) The findings concluded that the concept of social responsibility and responsible citizenship still remained a partially known aspect within communities of Bulawayo. Even though notable community involvement in solid waste management, water conservation campaigns and roads maintanance (pothole filling) have been a major highlight of social responsibility. The lack of community education on social responsibility greatly compromised ways of complementing Council efforts in service provision.

iii) The phenomenon of community engagement through the study was exhibited as a well practiced aspect, and greatly advocated for by the responsible authorities. However the findings concluded that the lack of information dissemination and lack of youth engagement forums compromised the level of community participation and engagement in local governance issues. To further cement these findings the study revealed that a large number of respondents were unaware of ward feedback meetings and yearly budget consultation programs, hence submerging the very practice and essence of vibrant community engagement.

5.3 Recommendations

5.3.1 Prioritizing community/ward grassroot participation structures

According to Omar (2010) the relationship between urban local governments and residents needs to be reoriented in order to make meaningful headway in terms of service delivery. He further propounds that the governance of the cities has to be creative, integrating urban residents and grassroots organisations in policy implementation. Within Bulawayo's residential areas are ward based/community grassroot participation structures such as *Simunye* (Togetherness), *Zibuthe* (Together organized) which are first help community structures. These community based structures are a vital platform of closely working with the community and effectively informing the residents of Council undertakings. Ronaldo (2013) having concluded his findings on participatory governance in the Philippines recommended that the existence of local group public gathering can be a beneficial measure to discuss transparency strategies in urban city governance. He further explained that the approach can further involve channeling discussions through groups to discuss alternative views to specific issues and to exchange ideas information and policy recommendations with local government officials. Therefore BCC has to fully utilise the potential of the ward grassroots participation structures as a platform of directly engaging with its community of residents and enabling the accurate dissemination of information to enhance transparency and accountability.

5.3.2 Education and awareness on social responsibility

The lack of outstanding social responsibility among communities within Bulawayo was discovered to be a direct outcome of lack of proper community capacity building. The challenge of inadequate financial resources has stalled most Council designed frameworks for community building. Workshops are a vital component within the governance sphere to be carried out for increased citizen awareness to Council/local authority undertakings and most importantly for the building of community ownership to Council programs. This is a major factor for service

provision sustainability an absent phenomenon within resident communities of Bulawayo City Council. The Sharique initiative of Bangladesh is a critical point of reference for an outcome monitoring initiative for rural communities. Its main focus is to set local governance benchmarks and accesses the performance of local authorities through 17outcomes that measure the level of community engagement in leadership, organizing community capacities, participatory budgeting, bottom up planning and decision making. The Shariq initiative organizes community forums for awareness and capacity building of core local governance issues of participation. This vital reference can effectively address the major traits of disengagement such as the community apathy syndrome to participate in Council organized activities and fully conscientise the community on responsible citizenship on solid waste management, water conservation and eco friendly initiatives.

5.3.3 The politics-public interest separation/depoliticizing public engagement forums

The politicization of Council organized activities and matters of civic concern by councilors had a major contributing factor to the "Us and Them" dichotomy and the classification of the Council and community relationship as non collaborative. The politicization of public forums undermines the level and magnitude of community engagement. In order to address the shortcomings and gross impacts of the intrusion of political connotation in public meetings there is need for a clear separation of political party partisanship in service provision, by means of educating the local elected leaders (Councilors) to separate politics from service provision. Local leaders have been known to capitalize on civic/public organized forums to spearhead political manifestos and agendas. This had affected the turn out by residents to Council meetings. Hence the call for the need for the separation of politics from civic matters is vital in augmenting the Council and community relationship to be collaborative, mutually beneficial and aimed towards spearheading

community development enabling proper service delivery anchored on sustainability efficiency and effectiveness.

5.3.4 The call for legislation review

A fully informed, healthy community and active community is a direct result of leadership commitment, resilience, integrity and determination. The findings pointed out the lack of leadership commitment from local elected leaders in spearheading community building as one of the causes for a disjointed local authority and community relationship. Over the years the call for academic provisions in the statutory provisions for local leaders have been greatly emphasised by scholars such as Chakaipa (2010), who opinionates that there is need for the legal framework to set minimum academic qualification for local leaders as a means of enhancing competence within local governance. The study observed that some councilors were young and inexperienced in local governance issues, yet some were mature yet lacked the necessary credentials of competence. Amidst such coherent influences of incompetence, there is therefore need for the review of legal provisions such as the electoral act, and the urban council act chapter 29:15. This recommendation over years has become a *"swan song"* among local governance practitioners. This takes the effort of the City of Bulawayo to lobby for legislative review as a means of strengthening its urban governance.

5.3.5 Engaging the youth in separate community youth engagement forums

There is a greater need for the BCC to build meaningful youth engagement forums which encapsulate the interest of the youth. Greater calls from community engagement advocates have noted the need to engulf the "Hard to Reach" groups within the society which are in the form of disadvantaged community groups such as the physically challenged and the youth. The junior

council at BCC although being a major highlight of youth engagement has however been a major highlight in schools the major question will be "what about the school leavers and the unemployed youth? This rhetoric raises the need for vibrant non partisan youth engagement structures to be set within the 29 wards of Bulawayo as a measure of raising awareness on Council undertakings, social responsibility and youth participation in Council organized programs. This can be done through fully utilising Council halls to host youth engagement forums and fully boosting the community youth empowerment workshops such as the Mzilikazi arts and craft centre to fully engage with the community youths. Emphasis can be made on prioritizing funding on reach out campaigns to Bulawayo's youths

5.3.6 Prioritizing Information dissemination tools

The global age of reformed and highly defined communication mediums offers diverse opportunities for local authorities to reach their resident communities. E-government through functional websites offers direct communication portals between local authorities and their communities. BCC was the first local authority in Zimbabwe to have a functional website, however although the development was a ground breaking success, its efficiency has nonetheless been questionable. The now defunct *Masiye Phambili* (Moving Forward) newspaper print was a direct communication and informative medium of BCC with its communities. As such amidst the information dissemination conundrums the relationship between BCC and its residents had been greatly compromised. This therefore calls in for the prioritisation of the Masiye Phambili newspaper print and establishment of a stable and functional website, much of it can be directly tapped from the local knowledge base of IT and computer science departments of NUST.

5.3.7 The need for a workable community engagement model

Community engagement models are a paramount feature in a workable relationship between a local authority and its community. According to the MFSH (2008) the community engagement model is a framework and interconnections of interlinking processes of involving groups of citizens such as communities, at various levels of participation, empowerment, and capacity to address issues affecting the well being of those citizens. The community engagement approach in Australia is anchored on existing community engagement models which seek to galvanize the community-local government relations to be mutually beneficial. The local authorities of Australia adopted community engagement models and intergrated them into their strategic plans. This has seen the level of community engagement in Australia being one of the most discussed, with (LGCE 2011) concluding that communities in Australia are "over engaged".

Figure 15: The proposed community engagement model for BCC

Level 1 Sharing Information	Level 2 Consultation	Level 3 Planning Together	Level 4 Acting Together	Level 5 Community Directed

←——————————————————————————————→

Less Empowering	More Empowering
Less Active Community Participation	Active community participation
Less Community Capacity/Often less Participants	More Community capacity/Often more participants
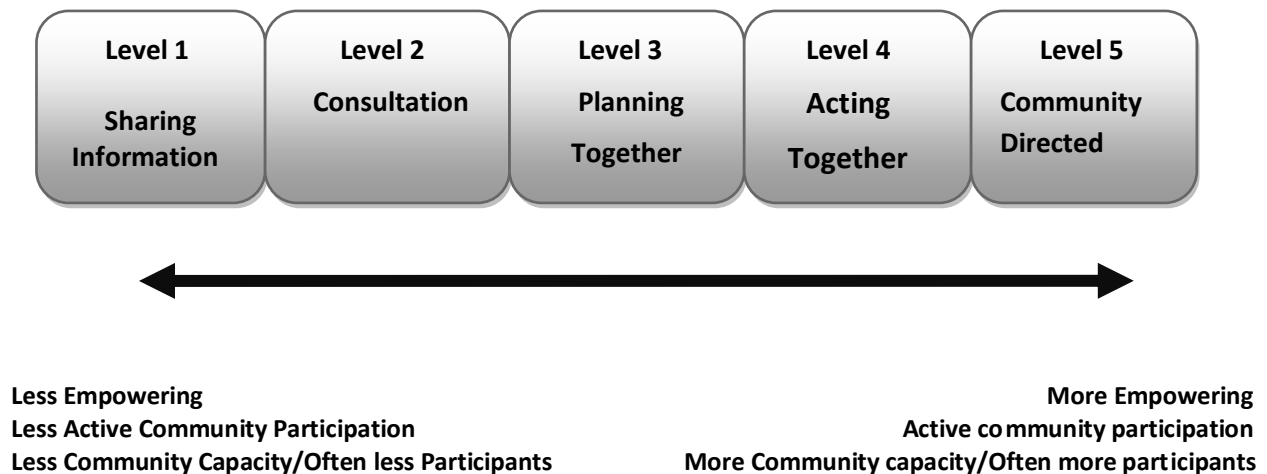
Source: MFSH (2008)

Fig 15 above proposes a five step community engagement model which depicts the levels of community engagement which at each stage require time and commitment from the communities. The first level depicts the need to inform the community through vibrant

communication mediums on Council undertakings. The second level is the level for a direct interface with the community through consultation on developmental projects. The level 3 to five advocates for greater community participation by means of directly involving the community in every project cycle through planning and acting together with the community. Level 5 fully gunners for more community capacity by ensuring the responsibility of community projects and developments on community hands as a means of ensuring sustainability and buy in. Cross examining with Australia, in a bid towards ensuring service provision sustainability the Victoria local government in Australia devised a community engagement approach that encapsulated elements of participation through a six way policy known as the "best value Victoria". The policy's six components were the principles of quality and cost standards, accessibility, responsiveness, continuous improvement, community consultation and reporting, the main aim being to consult and engage with the communities at the right time and ultimately utilise the use of Information Communications Technology to inform and extensively consult with the community of residents. Therefore drawing lessons from Australia's sublime community engagement approach, the proposed community engagement model for BCC offers a direct antidote to the community engagement vacuum omnipresent within BCC' spherical boundary, by means of strengthening the local capacity of residents communities, demystifying Council undertakings and enabling a collaborative Council and community franchise bolted on strengthening mutual understanding and galvanizing sustainable service provision practices and good urban governance.

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APPENDICES

Appendix 1   **Household questionnaire**

My name is Busani Marshall Nyathi, a final year student at Midlands State University studying for a Bachelor of Science Honours Degree in Local Governance Studies. Iam carrying out a research which reads, **"Us and Them"- A disengaged community of stakeholders. An assessment of Council and community relations in ensuring good urban governance. A case of Bulawayo City Council.**

You are kindly requested to participate by responding to the questions below. The information gathered will be used for academic purposes only. Your cooperation will be highly appreciated.

✓ *Tick where appropriate*

Area of residence………………………………………… Ward………………………..

1. How often do you participate in Council organized activities?

Frequently ☐   **Occasionally** ☐ **Not at all** ☐

2. Do you know your roles and duties as active community members in local governance?

Yes ☐   **No** ☐

Explain your answer

……
……
………………………………………………………………………………………………

3. Do you know your councilor   **Yes** ☐   **No** ☐

4. Do you think councilors are playing their active roles in enhancing good governance in your area?

Yes ☐   **No** ☐

Explain your answer

……
……
………………………………………………………………………………………………
………………………………………………………………………………………………

5. Are you aware of ward feedback meetings and yearly budget consultation programs?

Yes [ ]　　　　**No**　　　[ ]

6. What do you think are the causes of community apathy/lack of interest to participate in Council related activities?

………
………
………………………………………………………………………………………………………

7. What can you say about the relationship you have as a community with the Council?

Good [ ]　　　　**Bad**　　　[ ]

Explain your
answer………………………………………………………………………………………………………
………
………
…………………………………………………………………………………………………

8. How often do you pay your Council rates and rent?

Regularly [ ]　　　**Not at all**　　　[ ]

9. What do you think are the reasons why residents desist from rates payment?

………
………
………
………………………………………………………………………………………………………

10. What do you advance as the reasons for lack of social responsibility and responsible citizenship among Bulawayo's resident communities (that is failure to take care of Council infrastructure and proper waste disposal)

………
………
………
………………………………………………………………………………………………………

11. Are you satisfied with the level of service provision in your area?

Yes [ ]   **No** [ ]

Explain your answer…………………………………………………………………………….

………………………………………………………………………………………………………

………………………………………………………………………………………………………

……………………………………………………………………………………………

Residents Service Provision Assessment Survey

SERVICE	GOOD	FAIR	POOR
Water Supply			
Roads maintanance			
Sewerage management			
Garbage collection			
Street lighting			
Education			
Housing			

12. Do you think the Council has made valuable efforts in harnessing its relationship with its resident communities to be mutually beneficial?   **Yes** [ ] **No** [ ]

Explain your answer
………………………………………………………………………………………………………
………………………………………………………………………………………………………
………………………………………………………………………………………………………
…………………………………………………………………………………………

13. What do you think should be done to have vibrant Council and Community Relations?

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………………………………………………………………………………………………………
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Appendix 2   **QUESTIONNNAIRE FOR THE LEGAL SECTION**

My name is Busani Marshall Nyathi a fourth year student at Midlands State University studying for a Bachelor of Science Honours Degree in Local Governance Studies. Iam carrying out a research which reads, **"Us and Them"- A disengaged community of stakeholders. An assessment of Council and community relations in ensuring good urban governance. A case of Bulawayo City Council**.

You are kindly requested to participate by responding to the questions below. The information gathered will be used for academic purposes only. Your cooperation will be highly appreciated.

✓ *Tick where appropriate*

Position at work …………………………………………………..

1. What are the roles and responsibilities of the legal section with regards to nonpayment of rates?

……
……
……
………………………………………………………………………………………………

2. Have your roles and responsibilities enabled good inter-relations between Council and its resident communities   **YES** ☐   **NO** ☐

Explain your answer

……
……
…………………………………………………………………………………………………

2. How often do you interact with the residents and under what circumstances?

……
……
…………………………………………………………………………………………………

3. What do you think are the reasons why residents desist from rates payment?

……
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………
……………………………………………………………………………………………………

4. What implications does the nonpayment of rates have on the Council's undertakings?

 ……..

……

……

5. What can you say about the current relationship between the Council and its resident communities? Is it

Vibrant [   ]   **or Otherwise?** [   ]

Explain your answer

………

………

………

………

6. The BCC strategic plan 2013 – 2017 points out the existence of the "Us and Them" concept best describing community disengagement. To what extent is the "Us and Them" division between the Council and its residents?   **Greater** [   ]   **Lesser** [   ]

Explain your answer

………

………

………

………

7. What measures do you propose should be initiated to have vibrant collaborative and harmonious relations between the Council and its resident communities?

………

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………

………

Appendix 3   **Interview guide for the City's Public Relations Office**

1. What are your roles and responsibilities as the City's public relations office in relation to resident community engagement?

2. What do you presume are the causes behind community apathy to participate in Council related programs?

3. What are the information dissemination tools that you use to engage and communicate with residents on Council related programs? And how effective are they?

 3. Can you comment on the type of relationship you have with the resident communities of Bulawayo City Council? Is it functional and effective or otherwise dysfunctional?

4. The BCC strategic plan 2013 – 2017 points out the existence of the "Us and Them" concept best describing community disengagement. To what extent is the "Us and Them" division between the Council and its residents?

5. What do you advance as the reasons for lack of social responsibility and responsible citizenship among Bulawayo's resident communities (that is failure to take care of Council infrastructure and proper waste disposal)?

6. Currently, what are the efforts you have on the ground that you have initiated as Council to enhance community engagement in Council related activities?

7. What long term measures do you propose as solutions for achieving vibrant, collaborative and harmonious Council and Community relations?

Appendix 4   **Interview guide for Residents Associations**

1. What are your roles and responsibilities as Residents Associations?

2. How often do you interact with Council over issues of local governance?

3. What kind of relationship do you have with the Council? To what extent is it vibrant?

4. What is your opinion on the view that resident communities are "best disengaged?"

5. What are the reasons for community apathy/lack of interest to participate in Council programs?

6. The BCC strategic plan 2013 – 2017 points out the existence of the "Us and Them" concept best describing community disengagement. To what extent is the "Us and Them" division between the Council and its residents?

7. What do you advance as the reasons for lack of social responsibility and responsible citizenship among Bulawayo's resident communities?

8. Are councilors playing their active roles in facilitating good Council and resident community relations?

9. As an organisation what efforts have you made to actively engage the communities in local governance issues and in enhancing harmonious relations between the Council and its resident communities?

10. How effective is the three way information dissemination that is from the Council through your organisation and to the residents?

11. What long term measures do you propose for active citizen engagement in local governance issues and having a vibrant, harmonious and collaborative relationship between the Council and its resident communities?

Appendix 5   **Interview guide for the Councilors**

Personal information

Ward………………… Councilor………………………………………………………………………

1. Are residents actively involved in local governance issues?

2. How often do you conduct community feedback meetings in your ward?

3. Overally what is your comment on the relationship between Bulawayo City Council and its resident communities?

4. To what extent is the rift of the "Us and Them" division between the Council and its residents?

5. What efforts on the ground have been made by Council to harness its relationship with its residents?

6. What do you think are the causes of community apathy to participate in Council Programs?

7. What do you think are the reasons that have caused the residents to desist from rate payment?

8. Are there any key Council related programmes where you have noticed active citizen engagement and participation?

9. What impact have community disengagement antics had on good urban governance?

10. What have been the roles and responsibilities of residents in your ward in terms of playing active roles in taking care of Council infrastructure and ensuring service delivery sustainability?

11. Are the traditional grassroot community participation structures still active in your ward?

12. Generally what can you say about the residents, are they "best disengaged" or simply misunderstood?

13. What do you propose should be done to enhance sound Council and community relations?