MIDLANDS STATE UNIVERSITY

FACULTY OF SOCIAL SCIENCES

DEPARTMENT OF POLITICS AND PUBLIC MANAGEMENT

EXPLORING THE EFFECTIVENESS OF PUBLIC POLICY IN ENHANCING SUSTAINABLE SERVICE DELIVERY BY LOCAL AUTHORITIES: THE CASE OF MUTARE RURAL DISTRICT COUNCIL, 2009-2016

A Dissertation By

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Dissertation submitted in Partial fulfillment of the requirements for the Bachelor of Science Degree in Politics and Public Management in the Department of Politics and Public Management

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DEDICATION

To the dreams we dream, the people we become if we dare. To wisdom and pursuit of dreams, beyond fears, from hope to what we seek. To Needmore Nzwatu.

ACKNOWLEDGEMENTS

ACRONYMS

|	
DDF	District Development Fund
EMA	Environmental Management Agency
GoZ	Government of Zimbabwe
LA	Local Authority
MLGPWNH	Ministry of Local Government, Public Works and National Housing
MRDC	Mutare Rural District Council
MRDPPNCH	Ministry of Rural Development Promotion and Preservation of National Culture and Heritage
MSF	Medecines Sans Frontieres
PPP	Public Private Partnership
RDC	Rural District Council
REA	Rural Electrification Agency
RLA	Rural Local Authority
RBF	Results Based Finance
RBM	Results Based Management
SOI	Sphere of Influence
ZIM-ASSET	Zimbabwe Agenda for Sustainable Socio-Economic Transformation

CONTENTS PAGE

CHAPTER ONE

INTRODUCTION

1.0   INTRODUCTION

The study examines the effectiveness of local authorities and their efforts in bringing about sustainable service delivery in their respective areas of jurisdiction thus, enhancing socio-economic development throughout the country. For Rural Local Authorities (RLAs) in Zimbabwe, service delivery is of paramount importance in a bid to improve the quality of life of the communal residents and correct the developmental imbalances.

State frameworks define and determine the character of national policies. National policy is synonymous with public policy. Bozeman (1960:60) is of the view that the 'public interest' value cluster underlines that the fundamental purpose of public policy is to promote the public good which is what MRDC aims to achieve. Arguably, such interests are best served when national policy systems comply with nationally agreed procedures and the promotion of equality in service provision. RLAs such as MRDC are striving to eradicate marginalization of rural communities which is where the bulk of the Zimbabwean population resides because there has always been that rural-urban divide. Census data (2012) showed that 67% of the Zimbabwean citizens reside in rural areas, leaving the remainder (33%) as urbanites, meaning that two-thirds of the population lives in rural setups. For Mutare district, these rural areas include communal lands (Marange-Zimunya area), resettlement areas (Odzi Commercial lands and Arda Transau) and farming areas (Nyanga farmlands).

There is need for a clear public policy on service delivery, the role of local government on emphasising the urgency of bringing about sustainable service delivery by municipalities throughout the country. Just as Kwandayi and Thakhathi (2013:87) contend that South Africa's 'people first' policy should be used as a service delivery tool and African states should emulate it thus, bringing about sustainability in service provision. In this case, focus will be on sustainable service provision in the communal areas since their rate of sustainable development is far behind than that of the urbanites.

In Zimbabwe, much is said about sustainable public service delivery yet little is done about it because of varied reasons. The major problem in this country's' local government system is that they do not "walk the talk", they cease to practice what they preach, hence rendering the administrative policies redundant. Although having policies such as the Rural District

Councils Act [Chapter 29:13] is not enough, it is at least indicative of the direction the government means to take.

Not only is it about the public policies in place but other challenges faced by RLAs which include the crisis of local governance funding, rampant corruption, low institutional capacity, low revenue bases and poor financial management. This research is an investigation into the public policies put in place for local authorities and how effective they are in enhancing sustainable service delivery, the gaps within them, as well as the alternative strategies RLAs employ in enhancing service delivery thus ensuring sustainability. Special reference will be made to Mutare Rural District Council for the period 2009 to 2016 marking the introduction of the multicurrency system in a bid to restore financial sanity and stability within the country.

This research was aimed towards examining the role of public policy in promoting sustainable public service delivery in Mutare district by MRDC.

1.1 BACKGROUND OF THE STUDY

Mutare Rural District Council is mandated to provide services, plan and promote the development of its area of jurisdiction as stipulated in the Rural District Council's Act [Chapter 29:13] Section 74. Subject to this Act, a council shall have power and authority to promote the development of its area; and formulate policies, both long and short-term. This is a policy meant to provide for the establishment of, to confer and impose functions upon rural district councils; for the administration of their areas, closely monitored by the Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage.

Whilst a lot has been done to deliver basic services to once marginalised groups in the communal areas, there is still more to be done. Provision of basic services has been the responsibility of RDCs in the country dating back to the colonial era whereby the office of the Native Commissioner saw to these needs.

For MRDC, these services include: electricity and clean water supply, educational facilities and primary health care, housing, community services and infrastructure development, refuse collection, security, and recreation facilities as well as social amenities. It is worth noting that Zimbabwe inherited the dual system from the white settler colonial regime which in this case, has numerous effects on how state institutions operate. This research investigated how successful these public services have been delivered by the local authority under investigation

since it is the responsibility of government institutions. However, challenges in the course of duty for council officials were highlighted as well as the general attitude of the populace as it has a significant role to play towards service delivery and being a responsible citizenry.

A certain position developed whereby the Ministry views local authorities as generally defaulting whilst the LAs view the Ministry as overzealous and conformists out to control them to the point of asphyxia. However, as stipulated in the Local Government Capacity Assessment Report (2013:13) this relationship between the Ministry and the local authorities was created to ensure effective local governance, determine the development of their respective areas, drafting of clear development plans as stakeholders as well as creating a system of checks and balances in a bid to minimize corruption, ensuring transparency and accountability and bring about sustainable service delivery for the betterment of all Zimbabweans, especially the majority rural poor.

The mission of Mutare Rural District Council is to be a financially viable Council providing quality services for the development of the district. This research is essential in that it will look closely at the mandates of the RLA which are derived from twenty-three legal instruments, the main one being the Rural District Councils Act [Chapter 29:13] but are not being fulfilled effectively as a result of numerous challenges.

Public policy is clear on service delivery but is not sustainable in the sense that there are hindering factors which result in the RLAs resorting to alternative strategies in ensuring sustainable service delivery. One can then note that there are other ways in which RLAs can ensure sustainability in service delivery. For instance, PPPs, contracting, e-government, performance contracts and budget consultations. It is important to secure the security of a nation and it begins by ensuring that the populace has its basic necessities available consistently. Failure to do as such will jeopardize the nation's wellbeing. This research will contribute to the positive development of the service delivery discourse as well as highlighting the importance of the policy framework guiding service provision in the country. It will bring out the positives on the alternative strategies to sustainable service delivery by RLAs in this environment with scarce resources and civil unrest. It sketches through the lenses of Zimbabwe's RDCs, acknowledging that Zimbabwe has a history and development trajectory which fits numerous countries.

Rapid population growth carries with it a host of rural based challenges in service provision that still have to be delivered by MRDC which is what this research seeks to highlight and

how the same may be curbed. Mutare has two chiefs namely; Zimunya and Marange. They are worth mentioning since traditional leadership may have some of the information crucial to this study.

The study of public policy in Zimbabwe helps to enhance institutional memory for the benefit of the various institutions and the wider public. Zimbabwe also provides a significant example tool for other developing nations. This research study seeks to bridge the gap as noted in RLAs' operations on service provision, examining why sustainability is still an issue, taking note of the challenges encountered whilst seeking for solutions.

1.2 PROBLEM STATEMENT

The research attempts to investigate the challenges met in service provision by RLAs which hinder sustainability and why the guiding policies are not curbing the problem. This is because there are trailing effects of the Rural Local Government policy (RDCs Act) on the structures and operations of MRDC besides it being the main policy in which mandate has been derived. As such, further investigations will be on MRDC to try and find out if it works well with the Ministry and if its services meet the standards set by Government; to what extent?

1.3 Objectives Of The Research

This research study seeks to fulfil the following objectives:

1. **To examine** the effectiveness of established public policy in promoting sustainable service delivery throughout the district by MRDC.
2. **To reveal** the state of infrastructure at Mutare Rural District Council, that is, council roads, water and electricity supply as well as health care facilities.
3. **To explore** the strategies and approaches used by MRDC in service delivery in the Marange-Zimunya area highlighting the challenges faced.
4. **To review** the public service delivery programmes and related initiatives undertaken by MRDC towards fulfilling the mandate of sustainability in service delivery.

1.4 Research Questions

1. How effective is public policy in promoting sustainable service delivery by Rural Local Authorities in Mutare district?
2. What is the state of roads, water and electricity supply systems, health care facilities in Mutare District?
3. What are the strategies used by MRDC in service delivery throughout the district and what challenges has it faced?

4. Why are the public service delivery projects undertaken by MRDC aimed at sustaining service delivery ineffective?

1.5 Limitations

Firstly, the core focus of this research was on RLAs' performance in enhancing sustainable service delivery guided by relevant policies. It dwelt on challenges faced and why they prove difficult to curb when guiding regulations are in place. Secondly, it structured the interaction between Councils and government ministries in a bid to improve policy coherence which seemed to be an obstacle. Thirdly, its scope was on alternative strategies formulated so as to bring about sustainable service delivery throughout the country. To avoid the challenge of poor co-operation from respondents, the significance of the research was clearly clarified to the respondents and it proved effective.

The study was carried out with particular reference to Mutare Rural District Council. In conformity with the RDCs Act [Chapter 29:13], the leadership consists of elected councillors as well as technically experienced staff; located in Manicaland province (Mutare district) and consists of six departments.

1.6 Delimitations

The research did not dwell much on other local authorities' performance considering that they are all guided by the same policies even though socio-economic dynamics differ. A research of such magnitude requires financial resources which proved to be problematic. However, with proper planning and budgeting, the research study was a success.

1.7 Literature Review

According to Perry (2003:5) the literature review provides more detail about what others have done in the area under study, and what the researcher proposes to do.In this case, it is important to state on the onset that available pieces of literature on public policies and service delivery focus primarily on outlining the concepts and attempt to establish their applicability.

According to Masharawata (2016:15), *literature review is an account of what has been published on a topic by accredited scholars and researchers*. It is an evaluative report of information found in the literature related to a selected area of study. Tsvere (2008) defines it as a descriptive, critical analysis and evaluation of what other key authors or researchers have written on the topic under study. For this study, its importance was to stimulate potential insights and it provided ideas of the chosen approaches to the research.

Grindle and Hildebrand (1995:443) noted that institutions and trained individuals do not perform in a vacuum, and that their ability to carry out assigned responsibilities is a function of the broader context within which they operate. As such, ECDPM (1998:74) has it that *the capacity of local authorities in ensuring sustainable service delivery depends on the presence of viable leadership and vision plus a competent monitoring local government system, adequate financial and material resources, skilled human resources, and effective work practices – systems, procedures and appropriate incentives.*

Also, the Zimbabwe Human Development Report (2003:13) provides that the achievement of most objectives of the public policies used by RLAs prove to be a major challenge due to resource constraints. It has proved difficult for the local authorities to ensure effective public service delivery despite numerous efforts since the financial, material and human resources are either limited or unavailable. Ibid notes that, in line with the Strategic Plan for the period 2015-2018 which guides Councils in Mutare districts' operations, sustainable service delivery in some areas such as the goal of "health for all" previously brought forward by the 2000 MDGs turns out to be too ambitious for a nation still struggling with nation building issues. Arguably, the same has been the case in the infrastructural development issue in terms of educational and health care facilities across the district.

Even Zhou and Chilunjika (2013) point out that LAs have the major problem of self-financing to cater for service provision yet the central government does not fund them as it should because of prioritization of issues to do with high politics resulting in inconsistency in service provision. Basically, sustainability in RLA's services is somehow unattainable at this point because MRDC amongst other LAs suffers from unfunded mandates. Ibid are of the view that most LAs' lack of financial support from central government resultantly impedes upon local authorities' service delivery capacity. Their paper titled: *Challenges of Self-Financing in Local Authorities, The Case of Zimbabwe* focuses on challenges of self-financing in local authorities even though it does not focus on other reasons why LAs are failing and is a good article in enhancing understanding on issues of funding at rural local government level.

In designing the system of rural local government, care was taken to ensure that government put in place a framework for progressively doing away with the consequences of a system

which ushered inequality in Zimbabwe, to vastly different socio-economic environments. The continuing challenges faced therefore, are those of ensuring that all local authorities develop the requisite capacity to translate those resources into instruments with which to confront problems of poverty and underdevelopment. Mufamadi (2005:01) notes that the interventions must make positive impact on the way LAs meet such challenges as: public participation, programme management as well as creating conditions for sustainable service delivery and economic development. This statement underscores the significance of sustainable service delivery in an effective local government system.

According to the Local Governance Report (2010:47), the fact is that support from the centre is mostly non-existent (indeed, as noted and according to many officials, the Ministry of Local Government's interference makes life more difficult for the RLAs). Also, some of GoZ's policies such as the Non-Governmental Organizations Bill make it difficult for development partners to assist the RLAs in issues of joint programmes and projects that seek to improve the lives of the rural populace through basic service provision initiatives which RLAs are failing or struggling to complete. Therefore, this study will dwell on how civil societies are working towards fulfilling some of the RLAs objectives and obligations since the service providers are struggling to do so because of financial incapacity or asphyxia caused by the Local Government ministry.

Despite all mentioned gaps with regards to public policy and service delivery in RLAs, further gaps were identified in reviewed literature focusing on explaining why some alternatives are important in the quest to achieving sustainable service delivery. Local authorities are not supposed to be entirely responsible for the provision of all aforementioned services—meaning that, central government ministries are supposed to be supporting public service provisions. This would create a balance and maximize efficiency in service provision. Also, considering how Zimbabwe is struggling in terms of resources and capacity, shared responsibility would lessen the burden on RLAs.

Most importantly, the reviewed literature does not mention how the general behaviour of the communities under discussion is unbecoming since the populace tends to be generally irresponsible. As such, efforts made by Councils may not even be recognized. Vandalism, ignorance, extreme dependency as well as corruption have driven the efforts of significant work carried out by the local authorities into the mud. Even scholars are quick to point out

the difference in service delivery initiatives in pre-colonial Zimbabwe and modern day. The attitude and sense of responsibility of the white and black man are totally different even if resources are scarce. As such, the greater part of the blame is dumped on RLAs without considering the part played by the communities they serve. Such oversights have been areas of interest in the research. Other relevant scholarly works, unpublished papers and journals on public policy and service delivery were scrutinized for additional insight.

1.8 Theoretical Framework

For purposes of this paper, a theory on socio-political accountability mechanisms and access to sustained public service delivery in communal areas was the most appropriate. More particularly, in terms of the exposition and application of the Retro Advanced Leadership Model developed by scholars Bogdan and Biklen, this study represented an observational case study, meaning participant observation supplemented by interviews and documents focusing on leadership at the MRDC, a multi-case study in which more than one of the officials at the RLA were studied, and an analysis whereby leadership qualities and departmental operations were investigated. This model is aimed at assisting local authorities meet their goals through various means despite challenges.

1.9 Research Methodology

As cited in Masharawata (2016:37) this is the process used to collect information and data for the purpose of making decisions with regards to the chosen area under study. It describes the broad philosophical field underpinning the chosen research methods hence, bringing to the fore various steps generally adopted by the researcher in undertaking the social research along with the logic behind. According to Mogalakwe (n.d) social research involves the systematic collection of data about such a social phenomenon for the purpose understanding patterns and regularities. The research techniques to be employed by the researcher to obtain information in the field of inquiry shall be described in detail. As such, focus will be on explaining the research design, sample population and techniques as well as the data collection tools.

The set of methods used in collection and analysis of data for this study were aimed towards explaining how the researcher intended to achieve the research objectives and to answer research questions. Rationale behind the application of specific procedures or techniques was to help in identifying, selecting and analysing information gathered or observed so as to understand the research problem. As for selection of participants, the study was conducted in

a district municipality located in Zimbabwe's Manicaland province, Mutare Rural District Council. There are 60 RDCs across the country and MRDC will be the case to represent the others as they are guided by the same policies and principles.

1.10   Research Design

According to Punch (2003:142) research design is the overall plan for the research study which includes the strategy, conceptual framework, a question of what shall be studied as well as the tools used for compilation and analysis of data. For this research study, Hawkins' (1993) definition is most applicable as he classified research design as exploratory, descriptive and casual. The exploratory research is concerned with the nature of the problem and the variables in the problem model. This was a case which also took the form of a desk study in which there was archival and documentary analysis to bring forth conclusions of the subject under study. It represented an observational case study in which there was participant observation supplemented by interviews and documents focusing on leadership and services within the municipality.

The study considered the views of both the employees, these being the service providers and elected officials of MRDC. This study has in some instances used an exploratory research design as well as anecdotal evidence which were drawn from the researcher's experience as a local government intern. Marshall (2005) elaborated that the main purpose of the exploratory research design is to gain familiarity with a phenomenon then acquire knowledge and insight into a study area in order to formulate a more precise problem and develop a relevant hypothesis. The research design allowed the researcher to gather the relevant information that would assist in trying to understand what Mutare Rural District Council has done to ensure that public policy promotes sustainability in service provision. Data was subjected to qualitative and quantitative analysis.

i.   Qualitative Research Design

Creswell (2007:37) defined qualitative research as a situated activity that starts with the assumptions, a world view then the possible use of theoretical lens and the study of research problems inquiring into the meaning of how groups ascribe to a problem. As cited in Dube (2010:52) Scates notes that qualitative research enables the researcher to get an insight into attitudes, beliefs and behaviour of a targeted population. Gall et al (2005:35) outlines that qualitative research is concerned with finding the answers to questions which include why,

how, when and what, which therefore is most appropriate in seeking the answers to this research's questions.

The results of qualitative research are descriptive rather than predictive as compared to the quantitative design. Qualitative research in this specific case was primarily an explanatory research used by the researcher to gain understanding of underlying reasons why service provision in Mutare rural district is inconsistent, opinions of the service providers, clientele and motivations of the local authority in wanting to ensure sustenance in service delivery.

ii.   Quantitative Research Design

Punch (2003:4) added that quantitative research is empirical research where the data is encoded numerically. Quantitative research design was used in the research to lay out the exact figures or percentages relating to the progress made by MRDC in sustaining service provision as well as other findings which were laid out numerically or through visuals. Quantitative data collection methods were used to complement qualitative methods since they have much more structure and can be easily comprehended.

iii.   The Case Study Technique

The researcher adopted the case study technique. Creswell (2009:13) defined a case study research as a strategy of inquiry in which the researcher explores in depth a program, process or policy. The researcher chose this since it avoids generalization, provides a contextual and complex understanding towards the subject under investigation. Reardon (2006:63) states that the case study technique is potentially the most valuable method of research known for obtaining a comprehensive picture of individuality. Thomas (2011:4) explains that a case study is an analysis of events, projects, institutions or policies studied holistically by numerous methods. It improves the understanding of complex issues and increases knowledge on specific challenges faced in a particular context and locality. In this case, the chosen technique justifies how understanding will be gained in the discourse of public policy and service delivery focusing on the performance of MRDC in sustaining through policy guidelines, service provision in line with accepted government standards. It cannot be assumed that the findings obtained at MRDC represent the cases in all other RLAs but it somehow gives a picture of what these authorities face in provision of services, identifying the gaps in guiding policies.

I.   Sampling

Bryman (2012:11) defined sampling as a principle used to search for a sample which can represent and act as a microcosm of a wider population. Sampling is the process of selecting units from the population of interest to represent the whole population. Surveying the entire population would have been ideal but the costs may be too high which is why the researcher resorted to sampling. Also, since the data set is smaller, it is possible to ensure similarity and improve accuracy and quality of the data.

II.   Sample Population

According to Hassan (2014), a research population is generally a large collection of individuals that is the main focus of a scientific query. It is impractical and inefficient to involve all members of the population in the research project. Sample representatives provide the image or characteristics of the whole population.

For this study, it is a group of individuals that have common characteristics which are of interest to the researcher and participants were chosen in terms of proximity to the researcher. In this case, the research population is that of the communal area residents in the Marange-Zimunya area. Focus will be on the LAs' clients, ranging from communities, business people, and government departments to the vendors, mining companies, schools and clinics; as long as they are within the Council's area of jurisdiction.

III.   Sampling Procedure

Considering that this work was a desk study, purposive sampling was used and mainly targeted people who had information concerning the issue under scrutiny. Random and expert sampling were used to take samples of council officials from the local authority under discussion.

IV.   Non-Probability Sampling Method

According to Doherty (2005), Non-Probability Sampling is whereby some elements of the population have no chance of selection or probability of selection cannot be accurately determined. Criterion for selection of potential participants was based on the researchers' assumptions regarding their experience, expertise and population of interest. In this case, the sample size of a target population was not selected randomly but was chosen because of the researcher's judgement regarding convenience. This sampling method proved to be quick, inexpensive, convenient and useful when descriptive comments about the sample itself were needed.

V.   Purposive / Judgemental Sampling

According to Annum (2016), this is a non-probability technique where the researcher uses his judgement to select from the population members whom he feels will give the accurate information. For the researcher, judgemental sampling involves the choice of subjects who are well equipped with information that will be most relevant to the research.

The researcher used this technique to select the heads of departments at the LA basing on the fact that they had more knowledge on service delivery as required by the community for the fulfilment of the institutions' functions as a service provider.

VI.   Data Collection Tools

According to Annum (2016), these are the fact finding strategies. They are tools used for data collection. They include questionnaires, interviews, observations and reading widely. Systematic, consistent data collection and encoding is critical to successfully conduct a research. Essentially, the researcher must ensure that the instruments chosen are valid and reliable for the validity and reliability of any research project as it depends on the appropriateness of the instruments used to collect data.

This research made use of two key sources of data which are primary and secondary data. These greatly assisted the researcher in obtaining objective and valid information on the effectiveness of public policy in promoting sustainable service delivery by RLAs in Zimbabwe. Singleton and Straits (1999) state that primary data is constituted as eye witness accounts of events and processes as they occur. This is done through data collection techniques such as questionnaires, interviews and field observation that is less prone to bias. Whereas, secondary sources consist of indirect evidence obtained from primary sources through earlier researches conducted. For this research, the researcher used questionnaires and interviews with semi structured questions to collect data.

VII.   Questionnaires

Gilbert (2002) explains that a questionnaire is a data collection tool consisting of a series of questions used for the purpose of gathering data from respondents. The data collected was used to capture and address the objectives of the study. Harper (2001) points out that a questionnaire is an important instrument for observing and encoding data with the aim of recording information being researched upon.

The researcher made use of both open and close ended questions when questionnaires were administered. Open ended questions were structured in such a way that they provided choices

for the respondent to say anything however within the context of the question; whereas close ended questions had possible answers given which limited the respondent's choices in providing their response. These questionnaires were responded to by the staff members of MRDC as they are responsible for service provision and have the necessary information regarding challenges encountered in the course of duty as well as how to ensure sustenance. Questionnaires were labour intensive since the respondent could even complete it with the researcher absent. Resultantly, she managed to collect vast amounts of required data over a short period of time and findings were easily quantified. However, the open ended questions somehow generated large amounts of data which could have taken long to process and analyse so the researcher limited the spaces available for the respondents to fill in as a way of limiting the amount of data generated. Refer to the appendix for the questionnaire and interview samples.

VIII.   Interviews

An interview is a verbal technique used for obtaining data. Walliman (2011) defines an interview as a face to face or telephone conversation between the interviewer and interviewee. It was the researcher's observation that face to face interviews on a one on one basis give elaborate information as the interviewed people can be more specific on issues being asked. However, some council officials were too discreet hence, the researcher conducted semi structured interviews in order to obtain more information.

The major purpose of conducting these interviews was to obtain a full context of the interviewees' opinions on the subject matter and discover more fundamental reasons underlying one's attitude towards the subject. It was an attempt to discover if they even understood public policy and its essence in service provision. Usage of interviews was meant to provide options to the employees to answer the questions and add their views pertaining to issues surrounding public policy and sustainable service delivery. The researcher interviewed the HODs from the six departments at MRDC as well as senior staff as they are at the helm of council operations. The researcher was able to discover in detail the background of the problem hence, involving the interviewee in the analysis of the problem thus, securing the cooperation of the interviewee.

1.12   Data Collection Procedures

According to Kotler (2010), data collection procedures entail how the primary and secondary data will be collected. They are procedures that a researcher follows before and during data collection.

As a pre-requisite, the researcher considered pretesting research instruments and sought permission from relevant and responsible authorities as well as making arrangements for conducting interviews and administering questionnaires. The researcher first collected data from the employees at MRDC before proceeding to schedule interview sessions with the HODs, CEO and the Administrative Officer at MRDC.

1.13   Ethical Considerations and Original Contribution To Existing Literature

For increased knowledge in the specified area of study, this research will aid other scholars who may need to explore on related topics in the public policy discourse in politics and public management.

The study of service delivery in Zimbabwe helps to enhance institutional memory for the benefit of various institutions and the public. Zimbabwe also provides a significant example tool for other developing countries which may find themselves in similar situations, as well as, the donor community.

Each research project is confronted with an ethical question, that is, the right to privacy or confidentiality. According to ESRC (2007), ethics in social science research pertains to moral principles guiding research from time of inception to completion and publication of results. The researcher abided by proper procedures ensuring the protection of rights of individuals who participated in the research.

The issue of ethics becomes more apparent in surveys involving employees, management and employers. For purposes benign to this research, the respondents were guaranteed confidentiality. The researcher sought for permission to carry out the research by writing to the management of the respective organisations seeking permission before embarking on the study after explaining and justifying beyond reasonable doubt the need to collect this data.

1.14   Operational Definitions

Public Policy- According to Dye (2002:4) public policy is what government chooses to do or not to do. So in this context, it is the action the Zimbabwean government decides to take with respect to service delivery.

Service delivery- Kwandayi and Thakhathi (2013:88) define public services as acts of assistance provided by governments (local, municipal or national) to the public and provision of these services is what is referred to as service delivery. Conceptualization of services in Zimbabwe is in relation to the functions of rural local authorities and specifically the roads, education, health, water, sanitation, land and housing.

Public Services – Du Toit et al (2001) notes that public services are a variety of services (benefits) that the public receive directly or indirectly from government institutions and service providers, for example, security, electricity, water and health services. It is the responsibility of government institutions to provide such services.

Local Authority- In accordance with the RDC Act [Chapter 29:13] local authority means a municipal council, including a rural council established under the Rural Councils Act and a district council under the District Councils Act [Chapter 40:01].

Sustainability - Contextually, it is the ability to maintain a service consistently.

1.15   Chapter Breakdown

Chapter 1 contains the introduction of the study highlighting the background of the study, statement of the problem, objectives of the study, theoretical framework, limitations and delimitations, the review of relevant literature and research methodology.

Chapter 2 contains the various definitions of public policy and all that it entails which is relevant to this study, focus being on Zimbabwe as well as tools for service delivery in rural local authorities.

Chapter 3 comprises of the services offered at MRDC, the structure of the organization itself and the situational analysis leading towards the direction in which the research study seeks to take for the reader to understand.

Chapter 4 presents the data compiled and the analysis thereof, showing through research findings the level of effectiveness of MRDC's service provision also, highlighting the challenges it faces during the course of its operations.

Chapter 5 then summarizes findings and provides recommendations. The conclusion is drawn from research findings from previous chapters.

CHAPTER TWO

PUBLIC POLICY AND TOOLS FOR SERVICE DELIVERY IN ZIMBABWE

2.0   Introduction

This chapter explores concepts, developments and theory surrounding Rural Local Authorities and sustainable service delivery in detail. It will delve into the definitions of public policy and its impact in terms of enhancing service delivery, legal framework, factors which enhance effectiveness as well as tools for service delivery in Zimbabwe. PESTEL factors will be taken into consideration with citation of empirical examples whilst drawing analogies from three case studies from other countries. Also, the constraints faced in service delivery will be explored and strategies that can be implemented by RLAs to ensure sustenance in service delivery ultimately promoting rural development.

2.1   Definitions Of Public Policy

The term public policy has been given various definitions as there are many writers on the discourse. Kwandayi (2013:157) has it that there is no generally accepted definition given to the term. Meaning that each author who attempts to define the term thereby does so to match the context which considers various factors before subscribing to a given definition or assumption. As such, Anderson (2005:4) one of the most celebrated authorities in the field of public policy analysis points out that all definitions of the term seem to boil down to the same thing, that is, a government's chosen course of action.

Dye (2002) defines public policy as that which a government chooses to do or not to do with regards to service delivery initiatives. Concern that inspires this research is based on the notion of the effectiveness of public policy in enhancing service delivery, meaning that the target population will be the rural populace. In line with Dye's definition, the researcher defines public policy as an adopted course of action by an incumbent government in dealing with the needs of its citizenry. According to Sapru (2004:04) who is in agreement with Dye's line of thought; a policy denotes guidance to action. Notably, most administrative policies take shape in that order, for instance, the RDCs Act [Chapter 29:13] by the GoZ as well as the Local Government Act of SA.

In view of the above definitions, public policy can therefore be defined as the courses of action, laws and regulations, programmes and other projects undertaken by government in a bid to address problems affecting citizens. Kwandayi (2013:158) has it that through public

policy, government strives to advance the collective well-being of society with respect to its socio-political and economic aspirations.

2.2   Elements Of Public Policy

Fox, Scwella and Wissink (1991) take note of the following elements of public policy:

- It is policy developed by government role players even though non-governmental players, for instance interest groups, can influence the formulation and development of policy.
- It is not random but is a goal oriented action.
- Policy generally consists of a series of decisions taken collectively by politicians and other officials rather than individual decisions.
- Policy is what a government does, for example, protecting the public and environment.

2.3   Rural Local Government

Section 8 of the RDCs Act [Chapter 29:13] provides for the establishment of RDCs by the president in the same manner as Urban Councils. RDC boundaries coincide with boundaries of administrative districts.

Before colonisation, local government in the rural areas of Zimbabwe existed in the form of traditional leadership. As presently defined, however, rural local government can be traced to the Native Boards established in the 1920s. According to Chakaipa (2010) through the District Councils Act of 1980, the 241 African Councils were amalgamated into 55 District Councils. Large scale commercial farms, mines and small urban centres were administered by Roads Councils. Road Councils were transformed into Rural Councils through the 1966 Rural Councils Act and were under European control. The then Prime Minister's Directive of 1984 introduced Village and Ward Development Committees concerned with bottom-up planning and development. Rural Councils and District Councils were amalgamated through the RDCs Act of 1988. However, take note that the new RDCs only became operational in 1993. Challenges identified at amalgamation led to the RDCs capacity building programme aimed at developing the capacity of RDCs to plan, manage and implement their own development.

Native Councils had both elected councillors and traditional leaders. The same structure which RLAs have in present day, with technocrats at the helm of administration and

managing operations of Councils and the recently created MRDPPNCH playing the oversight role. In previous years, it was the responsibility of the MLGPWNH.

2.4   Rural Districts Councils Act [Chapter 29:13]

The RDC Act is a policy passed by Parliament, the last 15th amendment being of 1994 which is currently the guiding policy framework for RLAs all over Zimbabwe. It has provisions for establishment of RDCs, imposing functions upon them and the administration of their areas. It is the main and most important guiding policy for rural local government. Section 8 of the RDCs Act [Chapter 29:13] provides for the establishment of RDCs by the President in the same manner as Urban Councils (UC).

As for budgeting in RLAs, under the RDC Act, budgets are prepared by the RDC and approved by the Minister of Local Government. Annex 2 of the paper by MLGNH (2003) highlighted the problem of overbearing ministerial control, as the minister must approve borrowing, the markets and banks are closed off from determining the creditworthiness of RDCs. However, of late there has been confusion over reporting structures and stakeholder participation. This was as a result of the creation of the MRDPPNCH in September 2015. The functions of the ministry have somehow gotten mixed up with those of the MLGPWNH and the dilemma is that of RLAs being stuck between the two ministries with the former not being well acquainted to what its functions really are in LAs.

Apart from stating the terms of establishment, the RDCs Act also provides for the appointment of committees of council, powers and duties in Part X, provisions for by-laws (Part XI) as well as financial (Part XIII) and general ones (Part XV). Section 57 of the Act has provisions for the appointment of a Town Board for each town area of the council.

However, the Town Board has no power to impose council levies, special rates, rents or charges. It is first and foremost a committee of the RDC but can assume Town Council and Local Board status when it has grown in size. For instance, Gokwe and Beitbridge have now graduated to Town Council status from Area Committee and Town Board respectively.

In terms of Section 71 of the RDCs Act, sixty-four powers have been allocated to RLAs. Chakaipa (2010) has it that the powers range from acquisition, maintenance, development and disposal of property to other relevant statues. The powers of RDCs largely reflect their areas of operation and because of resource constraints; councils have just as well taken a backseat and allowed sector ministries to operate as they deem fit. The reluctance by sector

ministries to lend support and embrace the decentralisation drive is rooted partially in this arrangement. This has derailed sustainable service delivery initiatives.

2.5   Factors Promoting Effectiveness In Service Delivery

For the researcher, these are agents responsible for encouraging the achievement of desired results in public service delivery. Ultimately, this is the goal for RLAs, effectiveness in delivery of services to its clientele in all countries focused on rural development and sustainability in public service delivery. For instance, the mission of MRDC is to provide quality services for the development of Mutare District. It can be resolved that when service delivery does not comply with certain principalities, it not only lacks efficiency, effectiveness and economy but also professional conduct. Numerous factors enhance effectiveness in service delivery and these include legal, socio-political as well as environmental. It is the responsibility of both RLAs and the citizenry to ensure that that is achieved and sustained.

Parasuraman et al., (1985) has it that in today's global competitive environment, the service industry plays an increasingly important role in the economy of many countries; therefore, delivering quality service is considered an essential strategy for prosperity and survival. Promoting service delivery is primarily about improving the effectiveness and efficiency of the way in which services are delivered.

According to a report by the World Bank (2009) it stated that cities are faced with many urgent challenges which have necessitated the implementation of new intelligent service delivery systems to tackle problems. The reason for this strategy is that, in the developed world, cities are increasingly becoming the driving forces of their national economies, for example Tokyo and Oslo all produce about a third of their countries' GDPs. As such, it would be an excellent strategy if provision of services in communal areas is somehow elevated. As a result, the communal areas will also contribute towards their national economies, at the same time developing their own areas for the better. With our highly globalised community, it should become a priority to do away with the marginalization of rural areas in any country.

a. Legal Factors

It must be taken account of that the international community is actually making efforts to alleviate poverty in communal areas and ensure that service provision is done sustainably. In line with internationally agreed standards, countries adopt such agreements as common law or policies absorbed into the principle guidelines of public and private organizations. In such

a way that the desired result is achieved, change should be visible in the standards of lives of the general populace since such policies are drafted for the people. According to recent developments, Sustainable Development Goals (SDGs) have been adopted as domestic policy guidelines in terms of the provisions of the Constitution (2013) Section 34. These SDGs are supposed to be achieved by 2020 and now guide Council operations in service delivery. Most Southern African countries have adopted these just as they did the preceding Millennium Development Goals. They entail issues such as, poverty alleviation, health promotion, food security and nutrition, water and sanitation, reliable and sustainable modern energy.

b. Institutional

However, sound human resources in RLAs with the right attitude promote not only effectiveness in service delivery, but also efficiency and economy. In the discourse of public policy and service delivery, it is largely mentioned that there is need for a model of service delivery in any local authority; it somehow differs with countries and ideology since there are different structures and modus operandi in rural local government. According to the Constitution of South Africa (1996), a municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation. In such a scenario then, members of staff in any municipality should emulate good servitude skills and maintain a positive attitude at all times.

However, taking the case of Zimbabwe's LAs, they are mostly understaffed which is a major hindrance in achieving sustainability in service provision. This may be as a result of shortage of financial resources because for a worker to meet goals and work efficiently, they need to be properly motivated by employment benefits and conducive working environments. In addition to that, there have been cases of employment based on patronage, not merit with red carpet interviews instead of equal opportunity and unbiased selection and recruitment. This directly affects provision of services because there would be incompetent staff and a corrupt leadership.

Moreso, Makanyeza (2013) notes that a complex combination of strategies is needed to ensure that council employees are willing and able to deliver quality services and that they stay motivated to perform in customer-oriented, service-minded ways just like the South African Batho Pele approach (which means 'people first'). Continuous motivation of employees to be customer-oriented will enhance service quality. Also, *in order to build a customer-oriented, service-minded workforce, organizations must hire the right people,*

develop people to deliver quality services, provide the needed support systems, and retain the best people (Jooste, 2008).

Contracting and leasing council land, structures and other properties is another strategy of enhancing effectiveness in service delivery. There is no way a single organization can do everything by itself. Most of the Zimbabwean service providers are failing to deliver as a result of scarce financial, material or human resources. The end result being the suffering of citizens.

However, inasmuch as service providers try to achieve goals, they still lack in many ways. As such, they should contract eligible companies or organizations which are capable of delivering the services consistently, leasing out property such that it becomes a source of revenue. Also, structures will not degrade and dilapidate as a result of lying idle lacking maintenance. According to the Local Government Report (2013), most RLAs have resorted to let eligible businessmen rent Council structures such as beer halls as they have a contemporary way of managing and a more hands on approach which attracts customers than when Council ran the businesses with most officials being corrupt thus, short-changing the organization; recording more losses than gains.

In Jooste (2008) it is indicated that the use of public values, institutions, and service market in contracting can actually improve service delivery. They insist that stakeholder preferences and democratic processes establish the values to be optimized in sustainable service delivery. Furthermore, Makanyeza et al., (2013) are of the view that public law and organizational arrangements determine the contracting tools available for balancing competing values; and the characteristics of service markets influence which contracting tools and vendors are best suited to achieve stakeholder values.

MRDC operates in line with the Local Governments' Client Charter which outlines that RLA's staff should provide quality services, ensuring that things are run smoothly at all times. A clear organizational vision and able leadership will undoubtedly steer such authorities in the right direction ensuring that there is sustainability in service provision. It is worth mentioning that the RLA under scrutiny represents an ideal model of service provision through a well groomed workforce even when Council undergoes financial constraints in an environment with scarce resources. Good public management lies within the fact that an organization manages to operate in an environment with scarce resources and does not use scarcity as an excuse for non-performance.

Public accountability is another factor which promotes effectiveness in service delivery by RLAs. According to Du Toit and Waldt (1999), public accountability means that government and its service providers should accept responsibility for what they do and as such, they are accountable to society or the taxpayers rather. It is a basic right for any taxpayer to be in the know regarding revenue expenditure in their respective areas. This is a way of encouraging responsibility amongst citizens and ensuring that there is contentment.

For both Zimbabwe and South Africa, the Office of the Auditor Comptroller General (ACG) and that of the Public Protector (Ombudsman) exist to ensure that transparency and accountability remains in public institutions. The ACG and Ombudsman are state institutions meant to ensure accountability. For instance, the Public Protector has a right to investigate any conduct in state affairs or sphere of government. Same goes for the Zimbabwean institutions as stipulated in the Constitution (2013) Section 309(a) which provides for the establishment of the ACGs office whose main function is to safeguard the national purse in all spheres of government.

However, it may be so in theory but a completely different story practically. The ACG does not have the machinery to ensure that there is regulatory compliance and or that LAs operate in line with the dictates of the Public Finance Management Act [Chapter 22:19] or Treasury regulations. There have been cases reported of embezzlement of public funds, wastage of resources, the list is endless but the ACG's hands are tied as that office lacks resources to carry out investigations. It has become the order of the day for most LAs to waste financial and material resources thus, derailing sustainability especially since the rural communities are marginalized and are not spared much attention. Rural communities have been passive for time immemorial and rely on the DA to represent their interests, voicing out their concerns. It is a pity now because over the years, the DAs office has turned more into just an honorary office without much influence and power to control the activities of RLAs. Like the ACG, the DA can only recommend in lacking areas and cannot enforce an action as he does not have legal provisions conferred upon him to do so. Therefore, there is need for the reviewing of policy instruments to address such gaps. One would expect that after so many amendments to these policies, such gaps would have been bridged but alas! Zimbabwe needs to address such policy gaps to ensure the safeguarding of funds within government institutions.

Value systems are very important in any government institution as they promote effectiveness in service delivery and if observed religiously, sustainability can be assured. According to

Fraenkel in Du Toit et al (2001), a value is what people consider important in life, something worth having. In this regard, Kwandayi and Thakhathi (2013) conclude that society expects government institutions, especially service providers to adhere to their value systems. It therefore means that any policy initiatives undertaken by RLAs should comply with what communities deem to be good and desirable for them. In this manner, Du Toit and Waldt (1999) note that public institutions should adhere to social values. These include; fair treatment, non-discrimination, reasonableness, balanced decision making-with grassroots support and thoroughness.

c. Normative guidelines

Prioritizing the needs of the people in line with legal rules is an excellent combination for promoting effectiveness in service delivery. RLAs are service providers, not profit making organizations as such, the needs of the people come first before considering returns. Also, in provision of services, legal rules provide a code of conduct in terms of which public officials have to execute their duties. Whenever government policies are made or when decisions are made for certain actions are to be taken, rules and principles are observed. According to Cloete in Du Toit et al (2001) some of these rules include the fact that public officials must always perform their work in good faith (bona fide act) and all work should be done within the restrictions of powers granted which is the ultra vires doctrine. Feltoe (2012: 08) explains the doctrine in that the delegate can only create legislation on matters upon which it has been empowered to legislate. However, if it creates legislation on matters on which it has not been given power, that is acting ultra vires.

It means that in this case, public officials are the delegates and can make decisions or take action within the constraints of the power conferred upon them. However, acting otherwise and overstepping boundaries means they would have acted in excess of the powers granted, that is, ultra vires. It is intolerated in government institutions since it hinders sustainability in service provision. This issue is debatable given the allegations of corruption levelled against public officials and line ministries across Africa.

2.6.1 Public Policy on Service Delivery in South Africa

According to Kwandayi and Thakhathi (2013:88), an outstanding feature about service provision in South Africa is that public policy is aimed at guiding delivery of services; public policy is clear, well-articulated and publicised. Unlike some Southern African countries, SA

has a working policy document on public service delivery which brings about sustainability. After all, half a loaf is better than none.

In addition to the above, SAs issue of public service delivery is always on the lips of many senior government officials unlike in some African countries in which the issue is side-lined and rarely addressed as much as political issues are. All this is happening despite the fact that public officials are there to serve the people first before pursuing other goals. With regards to the role of leadership in service delivery, Pretorius and Schurink (2007:20) have it that there is, however, a critical institutional development challenge, which constitutes the crux of the success or failure of municipal leadership. Meaning that, to achieve sustainability in service provision, specific leadership skills are needed to improve service delivery.

Kwandayi and Thakhathi further explain that these principles focus on consultation, provision of information, redress, and service standards, courtesy. Openness and transparency, increase access and value for money. In terms of the White Paper on Transformation of Public Service Delivery (1997), citizens of SA have the legitimate right (as is the case in Zimbabwe in accordance to the dictates of Administrative Law)to be treated with dignity and courtesy as well as to receive quality and sustainable services. Other African countries should emulate the same policy initiatives and raise Africa in terms of sustainable development through provision of services in marginalized communal areas.

Much may be said with regards to all that has been alluded to beforehand but Waldt and Du Toit (1999: 109) contend that the public experts in local authorities need to adhere to these normative principles in service delivery. They further observe that they can be divided into four categories namely, guidelines emanating from social values, the body politic, legal regulations and Batho Pele principles.

All this comes as a result of continuous unrest in South Africa. SA being a multi-racial country, popularly dubbed, 'the rainbow nation' is also action oriented. Whenever the needs of the people are not met, they take to the streets and the end results are undesirable. Pretorius and Schurink (2007) have it that from local newspapers, as well as news bulletins appearing on national television, it became clear that demands were made by South African communities for service delivery. Local government was on the news, sometimes for days on end particularly, in areas where communities made forceful requests for improved services. Complaints and demands were made for services such as water and electricity and houses from local government and they were well within their rights. Residents then embarked on

mass action to underline their demands. In the light of these events, it became crucial for the South African Government not only to ensure that practical steps are taken to implement "Vision 2014" and the "Apex Priorities" as announced by President Thabo Mbeki (Mbeki, 2008) but also to pacify the masses by improving service delivery consistently thus bettering the lives of the populace hence, the Batho Pele approach which has worked in so far as it has been maintained.

2.6.2 Public Policy on Service Delivery in Kenya - Kijiado Local Authority

Most literature available on the service delivery discourse in Kenya largely centres on the causes of poor service delivery and the strategies to improve service delivery in local authorities. Makanyeza et al (2013) showed that the major causes of poor service delivery even though there are good public policies include, councillor interference, manipulation, corruption and poor monitoring & evaluation. These are also pains in Zimbabwe's LAs with an addition of interference from central government, poor budget planning and numerous others.

However, according to Kwandayi et al., (2013) the main strategies to improve service delivery were found to be increasing citizen participation in the affairs of the local authority and partnership with the community in service delivery, flexible response to service user complaints, offering value for money and ensuring that service users pay utility bills on time, strategic public service planning, sound human resource policy that includes capacity building and employee motivation, managing change, dealing with corruption and improving accountability, segregation of duties between councillors and management of the local authorities, and partnering with other players and outsourcing services.

A study at Kijiado Municipality which was conducted by Aminuzzaman (2010) revealed that some of the critical institutional challenges in service delivery in rural local authorities included limited manpower and resources. Considering the work load and responsibilities, local authorities are understaffed. The author further clarifies that local authorities also lack logistic support like computers and transport, managerial capability, resources to design and run innovative service delivery in areas like employment generation, health and education.

Other challenges noted were: lack of appropriate regulations, accountability and transparency, ineffective monitoring, political manipulation, non-cooperation from central-government, bureaucracy, limited community understanding, exclusion of women, insecure

revenue bases, highly centralized projects and programme design, poor relationship between administration and elected representatives.

2.7   Tools For Service Delivery

For the researcher, these are means by which sustainability can be promoted in service delivery by RLAs. As such, there is need for an ideal and practical model for enhancing service delivery initiatives by RLAs and the Retro Advanced Leadership Model is ideal for this study as explained in the theoretical framework subsection.

According to Pretorius and Schurink (2007), the Retro Advanced Leadership Model presents key components for enhancing service delivery in local government identified in the study, namely; management of leadership performance, legislative imperatives, and achievement of realistic goals, continuous maintenance and monitoring of achievements which have been identified.

This model is to a large extent governed by the views and input of the participants which are to be mentioned in chapter four as part of this research. As such, it does not imply that the model could be implemented only as a general tool to enhance service delivery in all elements of rural local government. It can also be shaped to address the needs of other local government institutions and service providers, provided that their specific culture, political viewpoint and service delivery objectives form the core elements for adaptation.

2.8   Theoretical Framework On The Effectiveness Of Public Policy And Other Tools In Promoting Service Delivery

Some theoretical models have been proposed to explain sustainability in the service delivery discourse and attempting to curb the numerous challenges met by RLAs in their course of duty. The Retro Advanced Leadership model has been derived from the participants' viewpoints and experiences of service delivery in local government and how it could be enhanced. According to Schurink and Pretorious (2007), the model places its focus on performance management which strengthens a culture of performance excellence, having relevant legislation that stipulates rural local government's responsibility and accountability in terms of service delivery and the need for continuous monitoring and evaluation to maintain and enhance the quality of service provision.

The outcome of a research carried out by Pretorious and Schurink (2007) was the development of the above mentioned model, which is aimed at assisting municipalities to meet their goals which include; good governance, developing human resources,

environmental stability, economic development, public participation and good project management.

The model thus enables the RLA to address management and leadership performance, set clear, realistic goals to meet the basic service needs of the people, form the policy framework and general basis on which annual budgets must be based and make provision for continuous monitoring of achievements to monitor the rate of sustainability.
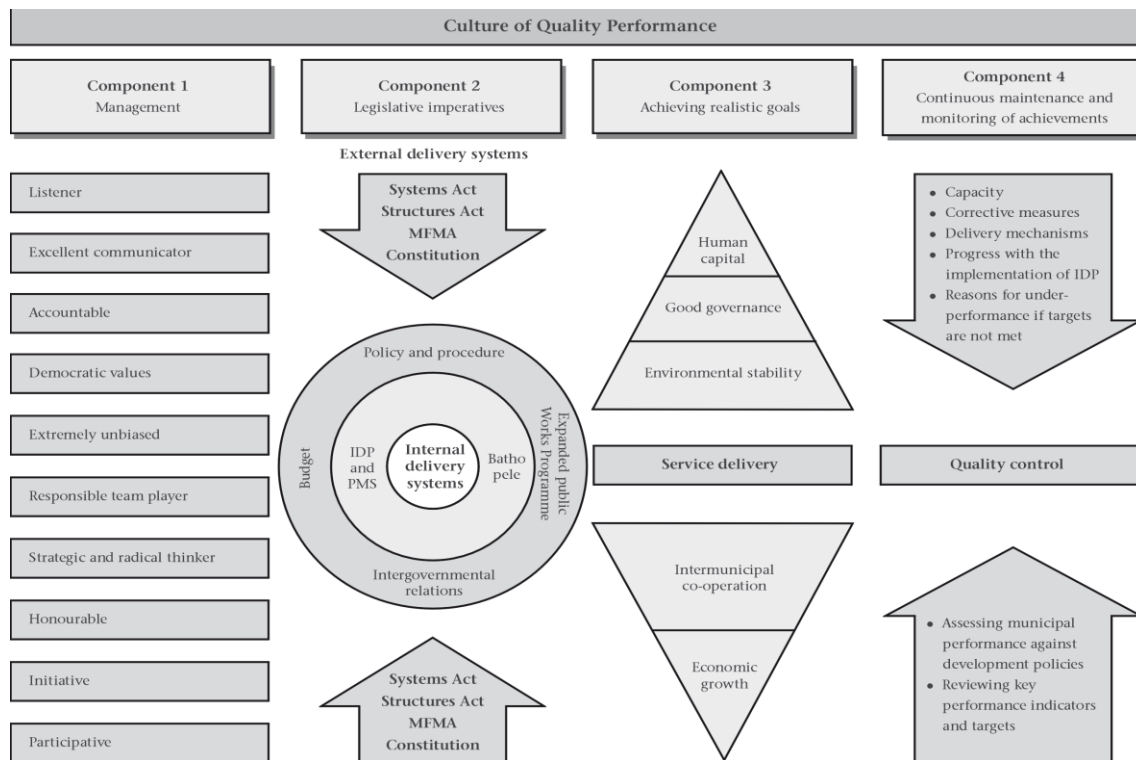
Figure 1: Retro Advanced Leadership Model

Source: Pretorious and Schurink (2007:09)

2.9   Major Hindrances on Service Delivery in Zimbabwe's RLAs

RLAs in Zimbabwe are faced with the task of provision of basic services to its communal citizens. It is therefore their responsibility in partnership with various stakeholders to ensure that the peoples' needs are met. As part of the government's decentralization initiative in public policy discourse, the Constitution (2013) has it that, whenever appropriate, GoZ's responsibilities and powers must be devolved to provincial and local councils competent enough to carry out those responsibilities effectively and efficiently. According to Section 264 (2a) of the Constitution, the objective of the aforementioned in this case is to ensure that powers of local governance are given to the people to enhance their participation in decision making concerning matters affecting them in their respective areas of jurisdiction. Inasmuch

as this is an ideal situation, there are shortcomings in the course of duty by officials when services are meant to be delivered. They may be voluntary or involuntary alike but they still get in the way of achieving effectiveness and sustainability in public service delivery.

The challenges associated with service delivery shall be explained in detail in ensuing chapters. However, these are; incompetent staff, low institutional capacity, clashes between Councillors and Council officials, natural disasters, bureaucracy and centralization of power despite efforts meant to separate and balance it. Strategies have been suggested in order to improve and sustain service provision and these are; local planning and community participation, PPPs, budget consultations, contracting, registered codes of conduct, revamping revenue collection and debt management strategies

2.10   Chapter Conclusion
All the literature made use of in this chapter proved to be very useful in providing insight on the discourse of public policy and service delivery with particular reference towards sustainability and related sub-themes. Therefore, in the following chapters, the researcher endeavoured to pay attention to other gaps identified in the relationship between public policy and sustainability in service provision.

CHAPTER 3

SERVICES AT MUTARE RURAL DISTRICT COUNCIL

3.0   Introduction
This chapter contains the situational analysis which will provide a brief explanation of where the study came from, hence, providing the direction. Also, the departments within MRDC as well as their functions as derived from its mandate as a RLA shall be dwelt upon in detail and its relationship with clientele and stakeholders. The importance of this being the structures of the LA as derived from the mandate and how they affect operations. This will address corporate governance issues as well as how clients are addressed by the LA in line with its mandate and accepted government standards. Specific services offered by the municipality will be outlined.

3.1   Situational Analysis
Since 1999, Zimbabwe has gone through a very rough period, both politically and economically. The popularly dubbed, 'Zimbabwe Crisis' has been well documented and has affected all spheres of life for many Zimbabweans. The political crisis triggered related crises; from food security, the fuel crisis to the rule of law which escalated to unprecedented

levels that service delivery dropped drastically. Zimbabwe's local authorities were reeling as they failed to deliver essential services such as water, refuse collection, navigable roads, drought mitigatory measures or even proper healthcare for its clientele.

The drought somehow made things worse since food insecurity became rife. As if that was not enough, in Chief Marange's area-Chiadzwa, the discovery of diamonds could have greatly boosted MRDC's operations considering the financial benefits. However, this was not the case as a result of central government continuous intervention and MRDC always had to clean up the mess made by the mining companies thus placing it in a position whereby the RLA does deliver effectively but sustainability became questionable. However, as a result of mismanagement of funds, improper debt collection strategies, unsustainability of policies, tall structures or poor budget planning and a myriad of other reasons, Councils were not able to deliver and the effects have only gotten worse.

Zimbabwe's local authorities were reeling as they failed to deliver essential services. Mandiyanike (2013) has it that infrastructure broke down, qualified and experienced personnel absconded in large numbers, joining the private sector or emigrating to the diaspora. As seen in many posters in the RDCs visited across Zimbabwe – 'my take home is not enough to take me home.' Meaning that there was some kind of erosion in public officials' salaries and such a situation dampens the morale of the workforce negatively. When workers are demoralized, it becomes a driving force for them to thrive on venal activities instead of wages. This became the order of the day in Zimbabwe during that period.

RDCs are treated as homogenous entities. It is according to Mandiyanike (2013) that they are expected to implement numerous projects at the same time effectively not considering the fact that it may be strenuous as much as it is also dependent on the available resources. When they fail to deliver however, they are labelled inefficient and corrupt which could proves questionable in some instances.

Since 2000, elected members in the RDCs were no longer the preserve of Zimbabwe African National Union – Patriotic Front (ZANU-PF) and were increasingly being dominated by the opposition Movement for Democratic Change (MDC). Hammar et al (2003:39) argued that the reality for many RDCs was that they were assuming their authority at a moment of national economic decline, reduction in public sector spending and growing popular

discont with the government in general. Over time, there was increasing pressure on the RDCs to generate local revenue for their own administration and local development activities, placing severe strain and in some cases bringing them into outright competition and conflict with their constituents. There was also growing unease about the question of authority itself, and local political tensions mushroomed as ZANU-PF's hegemony waned and it feared losing its grip on long dominated RDCs.

A few local councils became laggard during that period. From the literal meaning as defined in the English Oxford Dictionary (n.d) 'hanging behind', laggard councils are those which are not doing well as much as they usually did and service delivery is so far behind that serious changes would be crucial, they are suspended in the end. Opposite to those are the progressive councils, meaning those that are doing well.

3.2   Staff Of The Rural District Council

MRDC appoints its own staff and so does other RDCs. The appointment the Chief Executive Officer in terms of section 66 (1) specifically requires the approval of the Minister. The Minister may also appoint a CEO from the ranks of the public service in terms of section 66 (2), if the office of CEO is vacant for any reason. As noted, DAs were CEO of council until 1993. According to Chakaipa (2010), such officers do not always working the best interest of council, as accountability for such an officer lies elsewhere. Section 134 (1) specifies that accounts of council will be audited by an appointee appointed by the Urban Development Corporation. This somehow removes the power of council to act in areas within their responsibility.

MRDC has thirty six (36) elected councillors with thirteen headmen and two chiefs namely, Marange and Zimunya to represent the Traditional Leadership in rural local government which also play a critical role in administration of the district and looking after the people's welfare. As is the case in all RLAs across the country, RDCs are made up of elected officials who are the policy makers (councillors) and the appointed officials (implementers) who have the technical expertise to run the Council's day to day business and provide services effectively and sustainably for the people. However, these two have to work hand in glove for sustainability in service provision to be realised even though there have been clashes between them.

3.3 Organogram For The Staff At Mutare Rural District Council

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                        Mutare Rural District Council

         COMMITTEES:                              Chief Executive Officer
         -Human Resources
             Dvlpmnt
         -Environmental Mgt                          TREASURER:
         -Community Services                        -INTERNAL AUDITOR
         -Road,Planning &Works                      -DEPUTY TREASURER
             -Audit                                  -REVENUE OFFICER
         -Finance Committees                         -ACCOUNTS CLERKS
                                                     CEO'S SECRETARY

  OFFICERS WITHIN THE RDC DEPARTMENTS:        ENGINEERS:
         -ADMIN OFFICER                        -ROADS OFFICER
     -HEALTH & EDUCATION OFFICER               -WORKSHOP FOREMEN
         -CS OFFICER                       -SUPERVISORS AND MECHANICS
         -SUPRITENDENTS                       -PROJECT PLANNING
         -ASSISTANTS                              SUPERVISOR
         -NURSES                           -PEGGERS,GENERAL HANDS,etc
         -CLERKS
         -CLINIC STAFF
         -DRIVERS
         -GENERAL HANDS
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3.4 Powers Of Mutare Rural District Council

The powers of the local authority are allocated in terms of the RDC Act Chapter 29:13. This is the enabling piece of legislation which mainly guides Councils' operations and explains its authority in various terms. According to Section 71 of the RDC Act [Chapter 29:13], Council is to have power to undertake or carry out all of the matters set out in the First Schedule, however subject to this act and any law to the contrary. Taking a closer look at this provision, the powers of RDCs mainly reflect the areas of operations of decentralised offices of national government, as a result of resource constraints, RLAs have taken a backseat and allowed sector ministries to operate as they see fit. Yet the reluctance by sector ministries to lend support and embrace the decentralisation drive is rooted partially in this arrangement.

3.5 Departments And Their Functions

With reference to MRDC's organogram, the LA has got each department stemming out of the committees such that each is represented and functions as well as goals are set in such a manner. All the departments have differing functions and they report to the CEO. They are responsible for ensuring that there is effective and sustainable delivery of services. However varied their services may be they are under an obligation to ensure that there is provision of quality, consistent and affordable services. Where there is consistency, sustainability will

eventually become the norm. There are six departments at MRDC namely: Administration, Finance, Health and Education, Internal Audit, Community and Technical Services.

Considering the issue of resource constraints, MRDC amongst all the services RLAs are expected to provide, it gives priority to water and sanitation, navigable roads, health and education and appropriate infrastructure.

3.6   Service Delivery

Services offered by the LA are guided by the RDC Act and other policy instruments and it is a service provider for the communal communities within Mutare. Through research findings, it can be recommended that the Internal Audit department has to prepare a guideline which is in line with the DAs Systems Audit Guide such that it specifies the need to have provision of services in line with the standards set by the government. As such, goals have to be met to meet the set standards. The following are the services offered at MRDC for its vast clientele:

Road Maintenance- It is the duty of the LA to ensure that roads in the communal areas of Mutare are navigable throughout the year despite various constraints. As such, there is the committee for Roads, Planning and Works which specialises in this area making sure that roads remain in good condition, whether tarred or dust roads. Related works associated with this type of service are verge clearing, drains clearing, grading, protection works and culvert construction. Some of these services are shared responsibilities with parastatals and other government departments such as ZINARA and the Ministry of Transport.

Provision of clean and safe water sources- It is a fundamental right for the people to gain access to clean and safe water as it is the very source of life. As such, the responsibility rests upon the LA to ensure that the citizens get that without much effort. Considering that the focus is on the RLA, Mutare rural district does not have tapped water at homesteads. Instead, the municipality has ensured that there are drilled boreholes close to the communities so as to avoid walking for long distances in search for water. Other than boreholes, there are also deep wells as another source. Tapped water can only be found at recently constructed clinics (2013 onwards). Council has been moving with the times. The Technical Services department is responsible for such services. It is also responsible for water and sanitation programmes, sometimes in partnership with development partners such as MSF and government departments like DDF.

Health and Education Facilities- The department of health and education is responsible for ensuring that there are proper facilities for healthcare and education for its clientele. Also, they make efforts as has been the case in recent years to construct as many clinics, healthcare centres, schools and pre-schools as well as recreational areas such that it becomes convenient for the communities and that concern of people walking for long distances to access what they need is greatly minimized. Planning for spheres of influence is this department's specialty.

Food Security and Nutrition- This LA is in charge of the administration of the rural district. As such, it is in line with the provisions of the economic blueprint, the ZIM-ASSET for the municipalities to work effectively with other stakeholders in ensuring that the rural communities have access to enough food for sustenance as well as to engage in programmes or projects with development partners who have the requisite skill and know how on how to promote nutrition and health in rural communities in a way that these citizens can afford considering how poor their means of livelihood are. If it is a case of diseases in livestock or agriculture, they are in charge of ensuring that the proper officials with the expertise are engaged thus minimizing problems. The experts in this case whom they work with are the government departments of livestock and veterinary services or Agritex.

Protection of the Environment- MRDC works towards protecting the environment, conserving it and at the same time ensuring civil protection by means of working with relevant stakeholders and agents such as the MLGPWNH, EMA or MRDPPNCH amongst others. It is the duty of the municipality to engage the communities and enhance community participation in such issues. The elected officials are there working with the community on behalf of the LA to ensure that every grievance is heard and every need is met.

Refuse Collection- This is a service crucial towards preserving the environment and keeping it clean. One might think that refuse collection is only necessary in urban areas but that is not the case. For sustainability to be realised in service delivery throughout Mutare rural district, consistency is needed in collecting refuse across the district.

Pegging of Stands- Council is in charge of communal land. As such, there is the pegging of stands namely: residential, commercial, business stands as well as those for social safety (police camps). Others are pegged for recreational purposes and as vending sites.

Electricity- It is the responsibility of the LA to co-ordinate the Rural Electrification Programme which has been going on for a few years. Council could have done it itself yet resources do not permit so it is in charge of preparing Memorandums of Understanding with appropriate stakeholders, in this case, Rural Electrification Agency (REA). As much as this is a basic service, the progress made is somehow quite plausible considering how much the necessary resources needed are minimal.

Licensing- The municipality has the power to issue various licenses for different purposes in its area of jurisdiction. This ensures that illegal operations are at a minimal and everything is in line with government standards hence, promoting regulatory compliance. It is also a means of collecting revenue for the LA.

Conclusively, the above mentioned services are in line with the dictates of the RDC Act and the mandate of Council. For some of these services, residents and the business people are charged for them as stipulated in Section 75 of the RDC Act. According to Section 76, these charges, rents and deposits may vary in terms of payments and periods for payment. Failure to comply has repacations. It is worth noting that the Administration department makes sure that there is effective operationalization of policies guiding Council and proper procedures for the varied operations and service delivery initiatives undertaken.

3.7   Relationship With Stakeholders

MRDC does not operate in a vacuum. This means that the LA has numerous stakeholders crucial in the effective provision of services. They may have a certain amount of input towards service provision, partnerships or just assisting in co-ordination. They vary these stakeholders and are as important as MRDC's clientele is to the municipality. They are categorized as follows:

Development Partners- These are the Non-Governmental Organizations (NGOs) geared towards the sustainable development of the district and improving the lives of the developmentally marginalized rural populace. In recent years, rural communities have been on the map in terms of sustained development in rural local government. These are great strides towards the ultimate development of the country. Such organizations are donor funded by the international community surrounding much controversy and allegations have been directed towards Zimbabwe being unfair in terms of its reception of humanitarian aid of such kind. What may bear witness to such allegations includes the Indigenization and Economic Empowerment Act (IEEA) which has the 51-49% provision and the NGO Bill amongst

others. Considering the work they carry out and their services, they are not profit making organizations but are only aimed towards providing humanitarian aid and improving the livelihoods of the rural communities in partnership with MRDC.

Line Ministries- MRDC is a government entity at local level. As such, there is that relationship with other line ministries who are essential stakeholders in ensuring that the standards of government are maintained at local level in all operations, assisting in every possible manner. The municipality reports to the MLGPWNH and the recently created MRDPPNCH. Policy will be maintained simultaneously with corresponding ministries since it guides public service delivery initiatives and programmes.

Government Departments- Considering the issue of resource constraints, some service delivery responsibilities are shared amongst the LA and other government departments at district level who also operate in Mutare rural district carrying out various projects. Officials at the LA do not have all the technical expertise and as such, there is need to engage other departments with the needed capabilities so that provision of services to the people is both effective and sustained.

Quasi Government Institutions- These include parastatals and other related institutions and agencies. For instance: ZINARA, REA, IOM and EMA.

3.8   Clients Of Council

Article 21(2) of the United Nations Declarations of Human Rights has it that every citizen has the right to equal access to the basic public services in one's country. According to Feltoe (2012), in simpler terms everyone is entitled to have equal access to the services offered by government and its institutions, regardless of gender, political affiliation, race or ethnicity. Councils' clientele is the ordinary populace in need of basic services and is divided into two namely, external and internal.

CHAPTER 4

EFFECTIVENESS OF MRDC IN SERVICE DELIVERY INITIATIVES

4.0   Introduction

This chapter's focus will be on presenting the effectiveness of MRDC in service provision through data presentation and analysis. The data obtained through observations and other methods as recorded in the methodology section in chapter 1 will be interpreted and analysed to show the effectiveness of the LA in its operations and measure the rate of sustainability as

well as other efforts made to ensure its services are sustained. Special focus shall be given to the population of the district and clientele of the LA. Findings were obtained and shall be drawn from the observations and experience of the researcher as a local government intern as well as responses gathered from the staff at MRDC and the DA. These are to be revealed through statistical tools such as tables, pie charts and graphs. Some have been given through explanations with evidence of visuals. As such, qualitative research design shall mostly be used to explain the effectiveness of MRDC's adopted public policies in enhancing sustainability in service provision throughout the district. Usage of this research design is mainly because most of the issues surrounding this discourse in this study are descriptive and explanatory. The findings have been presented in line with the research questions for easy understanding and interpretation. The chapter ends with a conclusion.

4.1   Response Rate

Response rate refers to the percentage of people who respond to a researcher's survey. Response rates are one of the key quality indicators of a survey. For a research study to be valid, the response rate ought to be high. The profile of the employees includes gender, age, department and designation. Table 1 below shows a summary of the profile of the respondents.

Table 1: Response Profile of the Respondents

Employees	Frequency	Percentage
Male	9	70%
Female	3	30%
Age		
Below 25	0	0
26-35	2	4%
36-45	8	54%
Above 46	2	4%
Department of Respondent		
Admin	2	40%
Technical Services	3	90%
Finance	1	10%
Health and Education	2	40%
Community Services	1	10%
Internal Audit	1	10%

Position of Respondent		
Head of Department	5	80%
Senior Manager	1	10%
Field officer	1	10%

Of interest to note about employee respondents from Table 1 is that there are more male respondents (70%) than females; with majority (58%) of the respondents aged between 26 and 45; for each department, there was a respondent except for the Internal Audit office and in terms of designation, the majority (80%) of the respondents were the targeted HODs and employees who completed the questionnaires.

4.2   Findings And Discussion

Interviews were administered to the sampled HODs at MRDC and questionnaires were distributed to the employees within the various departments. A total of 19 MRDC staff members were participants to the research. The 5 HODs and 2 senior officials as representatives were interviewed, 12 employees (2 from each department) answered the questionnaires as well as the Council Chairman who was interviewed with the same set of questions administered to the HODs. The researcher then compiled the responses from the questionnaires and the interviews together since responses gathered were basically similar.

4.3.1   Questionnaire Response Rate

Questionnaires were administered amongst the employees at MRDC and the rate was as follows;

Table 2: Questionnaire response rate

Respondents	Distributed Questionnaires	Returned Questionnaires	Response Rate %
Staff members	12	12	100

The results presented in the table above show that, of the targeted 12 employees, all of them participated in the exercise and answered the questionnaires, resulting in 100% response rate. It can be noted that commitment was good as the respondents accommodated the researcher and administering of the questionnaires making the research topic a matter of urgency.

4.3.2   Interview Response Rate

The table below represents the response rate for the interviews conducted with the HODs at MRDC.

Table 3: Interview Response Rate

Strata	Targeted Respondents	No. of persons interviewed	Response Rate %
HODs	6	5	90

Interviews were conducted to 5 of the 6 targeted HODs at the LA. The response rate was 90% since the other HOD was unavailable for the interview. Booth (1998:45) states that a response of less than 33% is unacceptable no matter who says what; whilst 75% and above is reasonable and acceptable. Therefore, the response rate given above is generally acceptable.

Fig 2: population in Mutare rural district
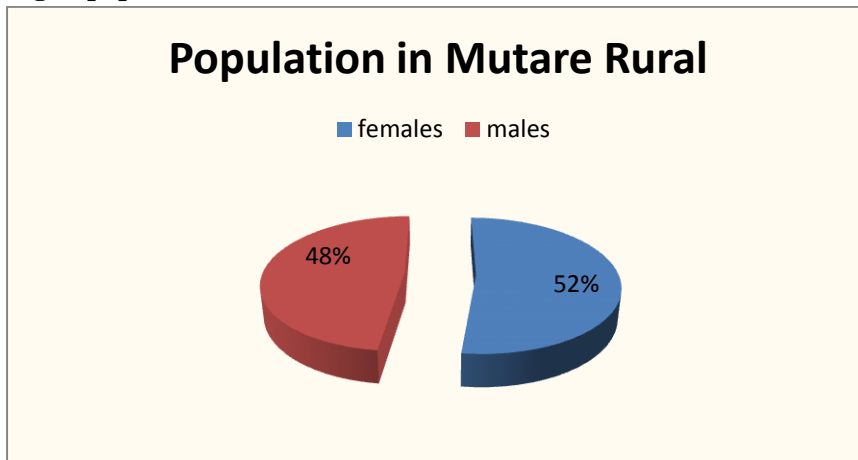
Source: research 2016

In line with the National Gender Policy, MRDC together with its partners consider the provisions of the policy and consider the needs of both genders in programming, implementation and evaluation of projects. As can be deduced from the chart, women constitute the highest number of population of the district with figures of males at 125 547 and women at 135 020. As such, failure to consider the needs of women and men in service provision leads to discriminated development of the district which is why even in selling of stands, both commercial and residential, the LA offers equal opportunities. Research has shown that if women had equal access to agricultural services and land; if they controlled these resources and their benefits, production could increase significantly.

4.4   Rating the state of the infrastructure in Mutare Rural District

Fig 3: State of Infrastructure
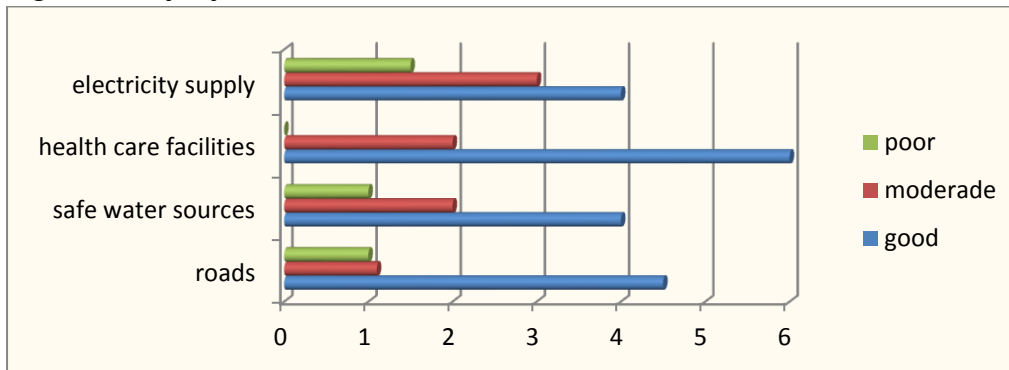
Source: Research 2016

HODs were asked to rate the infrastructure at in Mutare rural district. 85% of the respondents specified that roads are good, whilst 14% said that roads are moderate and 1% believes that they are in poor condition. The above statistics in Fig 3 reveal that the majority of the respondents are confident that the state of roads is good throughout the district. The statistics are somehow contradictory to Aikaeli (2010:10) who stated that rural roads are usually poor. Through the responses of the CEO, MRDC has been aiming towards making the roads not only temporarily navigable but ensuring that they remain in such a state so as to ensure safety for motorists and trucks that ferry food across the district.

Fig 4: A road connecting the Red Zone Areas in Chiadzwa Mining Concession and the Business Center at Bambazonke (Marange)

Source: field research 2017

Whilst some of the roads are not tarred because of lack of adequate resources, the dust roads are properly graded to make them navigable.

Fig 5: Graded road at Bambazonke Business Centre

Source: Field research 2017

Council's maintenance teams from the Technical Services department carry out routine maintenance works across the district to ensure sustainability in the maintenance of the road network. However, for an area in which the nation as a whole was extracting diamonds to develop the nation, this is extremely poor because the revenue raised from the diamonds at Chiadzwa should have at least catered for investment in proper infrastructure in Marange. This was never the case since allegations of embezzlement were rife as well as the controversial 'Disappearance of the 15 billion'. Below is a tabularised routine example for the month in which the maintenance teams carry out their duties:

Table 4: Routine work for road maintenance

Road Name	Motorized Grading (km)	Towed Grading (km)	Verge Clearing(m)	Drains Clearing(km)	Culvert Constructi on	Protection Works (No)
Nyangani Access	5	6	1500	2	1	3
Kuhudzai-Nyangani	8	-	-	2	-	1
Bazeley Bridge D.S.C	3	5	2000	-	2	1
Derembwe	-	5	4000	-	-	7
Riverside	-	4	1800	-	-	3
Total	**16**	**20**	**9300**	**4**	**3**	**15**

Source: DA's Weekly Report 2015

Generally, a total of 307, 75 km of roads are graded every month with Council investing money in its roads. According to a report to the DA for the month June 2016, routine

maintenance of the 1st and 2nd Quarter for the year 2016 was done. Funded to the tune of $54-577.68 which largely consisted of the replacement or repair of culverts, verge clearing, gravel patching, towed grading and ditching and slopping were done. Marange is a rich area in terms of minerals so by maintaining the roads, the RLA could also attract good investors for the benefit of the communities.

4.4.1 Water Supply

Respondents were also asked to rate the water supply systems in the district. 60% of the respondents specified that the water supply systems are good and safe as well as convenient for the communities, whilst 30% were of the view that the system is moderate 10% believes that it's a poor affair. The statistics in Fig 3 reveal that the majority of the respondents are satisfied in Council's ability to supply and maintain good water sources for the good health of the people.

Council documents revealed that the communal residents still use borehole and well water as a main source. The LA has been making efforts to have treated tap water as a main source for its clients. These efforts have not been in vain since most areas under the jurisdiction of MRDC but close to Mutare urban now use tap water alongside boreholes and deep wells. Awareness programmes have been properly conducted by the LA together with stakeholders so as to raise awareness on how to safeguard their water sources and to keep them covered at all times.

Water related diseases such as typhoid and cholera are not problematic in Mutare as compared to other provinces and areas such as Harare city. Liu (2001) is of the view that such diseases are mostly rife in the communal areas because of the people's ignorance. However, this is not the case considering how the districts' residents are quite conscientious and are properly aware of what is good and bad for their health.

It has been the duty of Council in partnership with its stakeholders to have awareness campaigns and educative forums on how best to take care of the respective communities and the peoples' health. Also, Council has been making small efforts at a time to ensure that a safe water source is available every 5 kilometres such that villagers do not walk long distances to access clean water. Most areas have become spheres of influence (SOI) across Mutare rural district as a result of the boreholes drilled every 5 kilometres.

The RLA contracted a Chinese company in accordance to the provisions in Section 79 of the RDC Act (contracts and tenders of council) in September of 2015 up to July 2016 to drill boreholes across the district and a total of 67 were successful and are currently functional. These contractors were taken aboard during the dry spell in early 2016. Through research findings, the district has a total of 1 082 boreholes across the 36 rural wards and of these, only 31 are not functional due to compounded effects, ranging from mechanical breakdown to simply drying up as a result of the dry spell especially in Marange area (an extremely hot area with little or no rainfall). Also, the district has a total of 288 deep wells fully functional. Council partners with the DDF concerning maintenance work to do with the rehabilitation of non-functional boreholes.

In peri-urban areas such as Zimunya Township and Chigodora, Council has made sure that the residents use tap water as a main source. So out of the 36 wards, 8 of these have tap water and the LA is still making such efforts. As a result, the residents are required to pay for water charges in accordance with the provisions of the RDC Act Section 76. The 8 wards include; Gombakomba, Odzi Commercial, Burma Valley, Rowa, Odzi Township, Zimunya Township, Vumba and Chishakwe.

Table 5: Selected service delivery programmes from 2011-2016

Increased access to public service	2009	2016
h/h with tap water as main source	11,1%	38%
h/h with borehole water as main source	15%	84,3%
h/h with both borehole and well water as main sources	34,4%	97%

Source: based on quarterly report to the DA (2016)

One of the major challenges faced by the RLA is that of non-payment of charges and development levies by the communal residents. It is becoming a growing concern and major hindrance towards the sustainability of Council's operations. As it is, the LA is already in a financial dilemma, instead of finding ways to raise more revenue to complete projects and provide services consistently, it is now faced with clients who fail to pay charges yet still expect to receive basic services on time every time. Council is considered inefficient if it does

not deliver thus, rendering Dahl's view useless, that of operating even in an environment with scarce resources. Failure to pay charges has slowed down operations of weekly refuse removal, rehabilitation of boreholes and servicing of stands.

4.4.2 Electricity

According to Section 76 (1) of the RDC Act, Council may fix charges for connection or supply of electricity. Whilst most communal areas have no electricity connection, MRDC has had this project together with REA for 6 years. It has been slow as a result of financial constraints but Council has prioritized supplying electricity to rural healthcare centres, schools, police stations and business centres before it can focus on households.

Respondents were asked to rate the electricity supply in Mutare rural district. 70% of the respondents specified that it is good considering the objectives of the project, whilst 20% said that it is moderate and 10% believes that supply is poor and went further to remark it is a waste of resources. The statistics in Fig 3 reveal that the majority of the respondents are confident that the supply of electricity is good throughout the district and the community should be responsible enough to maintain the standards set by Council to ensure sustainability even in water supply.

The only set back is vandalism by the communal residents. Community participation in Council's initiatives is crucial for sustainability and community development. From the interview with Chinaka (2016), community development was defined as a process where a community comes together to take collective action and generate solutions to common problems. It actually begins with community members becoming responsible enough to safeguard their resources and equipment for it does not belong to the municipality but to them.

Fig 6: Chipendeke Clinic at Himalaya

Source: field research 2017

Chipendeke clinic was one of the first healthcare centres to be supplied with electricity. The staff was happy to share that most of its work has been made easier by having electricity as a main source of lighting as well as usage for the storage of medication, some of which needs cold-rooms. As such, they have cut costs in terms of expenditure as they do not have to purchase fuel for generators anymore. For the resettlement areas such as Odzi, MRDC has been working with numerous stakeholders to make the project viable and another electricity plant is currently under works in Mpudzi/Murare under Chief Zimunya. The LA has been in partnership with the IRC and Practical Action.

In terms of electricity supply, respondents cited that the challenge faced by Council is that of resource constraints. The RLA is struggling to keep the project going yet it has been engaging in other income generating projects in accordance to the provisions of Section 80 of the RDC Act to raise enough money to supply electricity throughout the district thus, enhancing sustainability.

4.4.3 Health and Educational Facilities

Through responses given by the participants at MRDC, it is clear that the RLA has been making efforts to sustain service provision in the health and education sector. There are Munyarari and Marange Hospitals as well as clinics and rural health centres in addition to the health workers in the communities. This was done such that healthcare is easily accessible for the communal residents. As for the pregnant women, shelters have been constructed at every clinic such that when their time of delivery is almost due, they can go and await their due dates at those shelters where food and accommodation are offered for USD$2 per month. It is

a very small fee set by Council since the majority of communal residents are unemployed and may be unable to pay. Another reason for these shelters is to reduce home births which were on the rise in rural areas. A significant change has been seen and respondents were confident in the sustainability of healthcare service provision by the RLA.

4.4.4 State of infrastructure at Healthcare Centres
Refer to Fig 6.

In addition, construction has been on going in recent years for teachers' houses at the various schools across the district. The RLA has been working with the community in the construction of classroom blocks for the schools. However, Council has taken it upon itself to have adequate housing facilities for the teachers and procurement of building material or school furniture for the children, from ECD to grade 7. As noted from the Report to the DA (2016):

4.4.5 Construction of Waiting Mother's Shelter
Waiting Mothers' Shelters and toilets were completed in eleven wards and their respective clinics.

4.4.6 Construction of Teacher's Houses
Takunda Primary School teacher's houses constructed in partnership with IOM, it is a standard F14 house that has gone a long way in alleviating the teachers' house shortage in this newly resettled area. The house is now complete and it cost $34-000 with the local community providing locally available material and labor. In this case, there is good community participation in Council's efforts to provide services in a sustainable manner. What brings about the effectiveness is that aspect of a responsible community which also invests in the projects or initiatives initiated by the municipality. Instead of the residents vandalizing its surroundings as is the case in most urban areas, the community is assisting Council with free labor thus saving financial resources which can be allocated for other projects.

However, some projects of construction in the Council's area of jurisdiction have been undertaken by development partners yet they could not be completed for lack of funding. As such, Council's dilemma becomes that of continuously sourcing for funds or raising money to complete such projects which becomes a hindrance in terms of attempting to achieve sustainability.

4.4.7 Pegging of Stands

It is a major function of Council to provide stands for its clientele, be it the residents, general dealers or other ministries. Though Council has not been able to adequately service the stands as required, it has pegged residential stands and sold business stands as well or leased some of them. Also, to ensure the safety of its residents, Ministry of Home Affairs has been given stands in numerous areas of the district such that security of the people is guaranteed. The presence of the police force instils a sense of tranquillity among the communities and anti-social behaviour decreases. Illegal activities are quickly solved since there would be a nearby police station instead of victims having to travel long distance to report a crime.

Fig 7: Marange Police Station near Bambazonke Business Centre

Source: field research 2017

Vending sites are also a part of this exercise and in the rural areas; observation has proved that it is a lucrative business and source of livelihood for the communal residents in Mutare. As such, considering how the people pay their monthly levies to the RLA, the vending structures have to be constructed by the Council and should be conducive enough for the business.

Fig 8: the retail outlets in Mutare rural district

Also, business centres have been pegged and by having these in the communities, it would be convenient for the residents as they would no longer need to travel to town to purchase what they need. Such projects sustain these areas and gear the communities towards economic development as well as promotion of livelihoods. The most thriving businesses in such marginalized areas as sources of income for such residents include the above retail outlets as well as vending in which MRDC has not managed to erect proper vending stalls. As such, the vendors have temporary structures, commonly referred to as plastic 'shacks' which are not accepted by government standards. Such structures were demolished during the Murambatsvina programme which saw the destruction of unsightly shacks.

Fig 9: Bambazonke B/C

Source: field research

Through research findings, on average, per month Council pegs and approves 25-30 building plans. The following table is a sample of the RLAs activities on a weekly basis:

Table 6: weekly activities of MRDC

Subject	Works Undertaken By Local Authority
Community Services Committee	**Refuse Removal** A weekly refuse removal routine is being carried out at the Forbes Border Post. **Residential Stands Allocation** Zimunya Township stands allocation sale is progressing.
Stands	**Pegging of stands** ❯ 1 church stand was pegged at Mhandambiri Business Centre in Dora Ward 35. ❯ 1 community hall was pegged at Mwatipedza Business Centre, Mudzimundiringe Ward. ❯ 1 commercial stand was pegged at Nyangani Business Centre, Mafararikwa Ward. ❯ The building plan of Mafararikwa B/C (General Dealer) has been recommended for approval by the District Engineer.

Source: DAs weekly narrative report 2015

4.5 Effects of the Central Government Policy on the Sustainability of Service Provision and Investment Attraction

The respondents were asked to state whether the Indigenisation and Economic Empowerment Policy has a positive or negative effect on the efforts made by Mutare Rural District Council in service provision and investment attraction. It is essential for MRDC to attract investors such that there is ample development throughout the district and the living standards of the communal residents are elevated. Investment opportunities in the Marange- Zimunya area are numerous, be it in terms of agriculture, mining or tourism sectors. By having an influx of investors, Council will have its revenue base boosted and service delivery will be greatly enhanced. The results from the respondents are shown below.

Fig 10: Effects of Policy
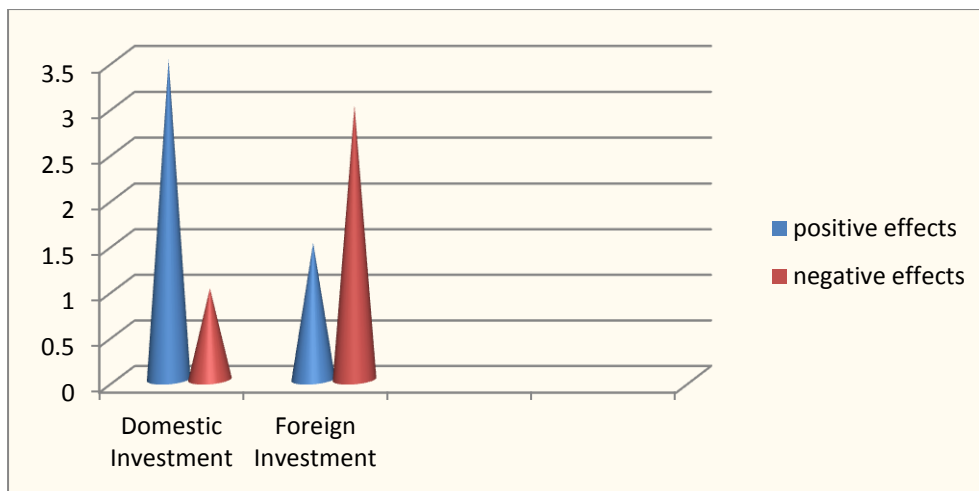
Fig 10 illustrates that 90% of the respondents mentioned that the IEE Policy has a positive effect on the efforts made by Mutare Rural District Council to attract domestic investment whilst 20% of the respondents indicated that the policy has negative effects on the efforts of the council to attract investment which could sustain service provision. The findings reflect that the Policy promotes domestic investment since 90% of the respondents are of the view that the Policy is vital in attracting domestic investors. The findings correspond with Kasukuwere (2010:10) who observed that the Indigenisation and Economic Empowerment Policy was meant to ensure the participation of the local people in investment through partnering them with the foreign investors and development partners.

4.6   Public Service Delivery Programmes Undertaken by MRDC in partnership with Stakeholders

Food Distribution Programmes- The RLA in a bid to ensure food and security in accordance with the ZIM-ASSET clusters has been engaged in numerous food distribution programmes with its stakeholders since it does not have the capacity to do so alone.

Grain distribution programme- Through findings in the DAs report of 2015, residents in Mutare district have been beneficiaries to the Social Welfare Drought Relief Grain Distribution Programme. It has been administered by various government departments with MRDC, Social Services and the DA co-ordinating, monitoring and evaluating the whole exercise from its conception up until now. According to research findings, vulnerable households throughout the rural district amount to 13 091 households and it has been the responsibility of the government to ensure that they are secured with food during the dry spell beginning August 2015 and the programme is still on-going (Monthly Report to the Minister

of Local Government 2015). Per month, for all the 36 wards, a total of 420 MT (metric tonnes) is distributed to the beneficiaries. Such programmes even if they are not the brainchild of the LA, being co-ordinated efficiently produces desirable results and ensures the well-being of the RLAs clients; a good governance initiative.

Irish Aid and SIDA Cash Transfer Projects- In an MOU between MRDC and PLAN Zimbabwe, for a period of 8 months, the latter's donor was to provide humanitarian assistance in the form of cash such that vulnerable households in the district could benefit from it during the drought of 2016. As noted earlier, Marange is a very dry area and is drought prone, of which it has the highest population and can be affected the most in cases of drought. As such, relief was channelled there so that the effects of the dry spell will not have a negative impact. In terms of co-ordination, the results have somehow been mixed up, there seems to be some sort of fragmentation in the delivery approach and the task of synergizing is a challenge for the RLAs and some of its stakeholders.

However, cases of corruption not only in this project but numerous others have not gone unnoticed and are increasingly becoming a cause for concern. As a result, employees have gone for months without their salaries and are tempted to resort to unscrupulous ways thus going against organizational policy.

4.7   Service Delivery Challenges
Clashes between Councillors and Staff Members

Through the responses obtained from employees at the RLA as well as observations and the archived documentation, it was revealed that even though the LA has structured and formal frameworks and strategies for conducting its operations in service delivery. It is continuously losing its skilled staff and some of the employees are de-motivated as a result of the financial crisis it is now facing. Problem is, reflecting a few years back, this was not the case and it was a financially viable LA. There were disturbing findings of corruption, nepotism, fraud and a rising desperation amongst the staff.

Respondents were very sentimental about this issue citing that in some issues involving service provision, the elected officials and the appointed officials do not agree in terms of operations and expenditure. Arguably, the main bone of contention in this is disrespect between the two parties. However, they should complement each other for the benefit of the communities involved as well as the development of the district. This is because the

councillors are the policy makers whereas the employees of council are the ones with the requisite technical expertise needed to sustain service provision. When there is a hostile work environment and continuous disagreements between a team, service provision is challenged negatively and is greatly affected because of fragmentation of the team.

Crisis of local governance

The issue of bad governance in local authorities is increasingly becoming rife. There are spill over effects from the bad conduct of urban local authorities and in this case, many have the question of how exactly Mutare City Council went wrong and as soon as its problems escalated, MRDC has been going down the same route. According to the Local Government Report (2009), effective functioning of a LA begins with its local political leadership (councillors). As pointed earlier on, assessment somehow exposed that the causal reasons for such challenges are the clashes between the administrative and political interface. As a result, communities are disregarded but in this regard also, there would be a crisis of expectation. Arguably, the tension is generally caused by politicians who seek to continuously interfere in administrative affairs.

Naidoo (2009) proposed that Management Development Institutes should play a leading role in leadership and management training. Zimbabwe should emulate as such because the researcher observed that there is unsustainability in service delivery as a result of the poor governance systems and a skills deficit maybe because of the brain drain back in 2009 whereby most of the skilled staff left the country in search of greener pastures in the diaspora. In this regard, some of the RLAs in Zimbabwe lack the managerial, financial, administrative and even institutional capacity to meet the basic needs of the people.

Poor Financial Management

According to the Public Finance Management Act [Chapter 22:19], LAs are required to take reasonable steps to ensure that Council's resources are used efficiently, effectively and economically. This means that prudent financial management is the best way to ensure sustainable service delivery. However, it is evident that most LAs are associated with bad financial management. In this respect, observation has pointed towards corruption, financial mismanagement, and non-compliance with Treasury regulations being common in RLAs and other Urban Councils. For instance, in 2010, it was alleged that the RLA used unbudgeted funds to pay salaries as retention salaries for critical staff. Accordingly, financial

mismanagement has hindered sustainability in service delivery and even promoted poor performance in some of Council's initiatives.

Corruption

It is clear from observation that corruption is most likely a major factor that will threaten Zimbabwe's path towards achieving sustainability in service delivery and development through its LAs. Pillay (2004) has noted that corruption has become a 'common cold' of Africa's social ills and an impediment to effective and sustainable development. More specifically, corruption and nepotism has imposed constraints on the quality of services in Mutare district. For instance, the district map has it that the link road from Chikanga 3 (Jeff Road) to Aerodrome is tarred yet its state is disastrous. It is not even graded so potholes and ditches render the road unavigable. Funds were embezzled within the local authority and no one was held accountable and even though investigations were carried out, nothing concrete came out of it. Respondents were of the view that the more systemic corruption is, the more difficult it becomes to even identify, deal with and penalize for corruption kills the development spirit of a society.

Through research findings, many LAs in Zimbabwe and across Africa are in a state of dysfunction and paralysis. Issues of embezzlement, nepotism and fraud have become the order of the day but offenders go unpunished so it is a situation spiralling out of control yet the blameless citizens are at the receiving end. There is need for transparency in RLAs plus community participation in all levels of planning for development of the communal areas as this would minimize and discourage unbecoming behaviour by public officials.

Low Revenue Base to adequately finance service delivery initiatives

Through an interview with Simbini (2016), a weak financial base at the RLA has hindered sustainability. According to a Monthly Report to the Minister (2015), the Admin Officer at MRDC noted that the basis of income generation may not sustain sufficient funding for delivering the services expected of Council. This means that the sustainability of service provision has to be called into question. Some of the functions of MRDC as stipulated in Section 74 of the RDC Act cannot be performed due to financial distress. The reality is that some of the burden given the LAs is too much for them to carry as they depend on the grants from central government of which it now stands at 5% of their total budget. The other 95%, they have to raise for themselves. IDASA (2009) observed that the magnitude of fiscal

problems within RLAs is a cause for concern. This has caused most of the LAs to be reduced to laggards.

4.8   Chapter Conclusion

This chapter gave the findings that were identified on the field. It reflected the state of the infrastructure in Mutare Rural District, the projects and efforts made by the RLA in aiming towards sustainability in service provision, the effects of the central government policy on initiatives of the council to attract investors which would increase revenue for Council, challenges faced by the organization and how they affect service provision. The next chapter contains the summary of the research, conclusion and the recommendations made in the research.

CHAPTER 5

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0   Introduction

This chapter contains a summary of the whole research. The major highlights of all the previous chapters are going to be outlined. The purpose of the study was to examine the extent of effectiveness in the service provision of RLAs and how public policy can actually sustain it. The research findings that sought to answer the research questions and fulfil the objectives are also going to be discussed in a manner of summarising. Conclusions to the research shall be outlined, as well as some recommendations that can be adopted to curb the challenges encountered by Council and bridge the gap left by the policy instruments.

5.1   Summary Of Findings

The purpose of the research was to investigate the challenges encountered in service delivery by RLAs, paying particular attention to MRDC which was meant to be the case thus reflecting the common problems challenging other authorities in service provision which hinder sustainability. In the first chapter, the researcher identified the nature of the problem under study. The problem under study was that, even though RLAs have good regulations and guiding local policies in place to guide their operations for development's sake, sustainability is still a pipeline dream. Hence the research sought to investigate these hindering factors, how they came to be as well as their effects on sustainability and consistency in service delivery.

The background of RLAs was outlined in the first chapter as well as that of what transpired in rural local governance dating back to the colonial era. The basic information of the district

under study was also outlined for a better understanding of the area administered by the RLA under observation. The objectives of the research and the research questions were also outlined for a clear picture and vision of the direction the research study seeks to take. The objectives were derived from the statement of the problem whilst the research questions were derived from those objectives. The significance of the study was given as well as the delimitations and limitations of the study which the researcher was bound to face whilst undertaking the investigation.

The major limitations experienced by the researcher were those of time and financial resources. The research was supposed to be carried out over a period of two months and the researcher having other commitments which required her full attention thereby posed a huge challenge for her. However, the researcher managed to utilize every minute that she got making sure that the research was completed within the given timeframe. Good time management skills and financial handling came in handy in the successful completion of this study.

In chapter 2, a detailed explanation of public policy and service delivery was given both in a manner of definitions as well as reviewing other scholarly works to enhance understanding. As such, literature was reviewed with scholars whose work resembled the discourse of public policy and service delivery initiatives in local government. A number of authors were in agreement with the fact that there is need for LAs to have quality management systems in line with the RLA Model for service delivery initiatives to be sustained and achieve the ultimate goal of social development in the communal areas of our country. They also posed as agents advocating for LAs to formulate strategies which would ensure that basic services are provided for consistently. Such community services include: education and health facilities, housing, security, safe water sources, and refuse removal amongst others. In areas were communities are denied of these physical components and services, problems are bound to arise in their health, nutrition, literacy and livelihoods. Case studies from other countries were included to ensure understanding and a better picture of the topic under observation.

Chapter 3 of the research highlighted the services offered at MRDC and the structure of the LA in general for an investigation cannot take place within an organization one knows nothing about. Out of the information explained with regards to this LA, the research methodology was crafted to suit the environment in which the study was to be undertaken. The research methods and techniques which the researcher used to collect data from the field,

analyse and present it were justified in this chapter. The sole aim was to precisely prove how the objectives were to be achieved. In selecting the respondents, the researcher used Probability Sampling Methods which included Purposive/Judgemental Sampling. This was done to save time and resources as the researcher did not have the ample time and resources to carry out the investigation as well as to seek out the assistance of the individuals with the much needed information and expertise on the topic under study. A sample size of 19 employees from MRDC in total was used.

Questionnaires and interviews were used as data collection tools by the researcher and the advantages and disadvantages of these data collection tools were highlighted as well as the contingency measures to their disadvantages. These too helped when the researcher was actually faced with the dilemma she had anticipated before carrying out the research. Interviews were used to gather data from the Heads of Departments from MRDC as they formulate the strategies to be used in their day to day operations in service provision and out of the 6 targeted households, the researcher managed to interview 5. Questionnaires were administered to gather the attitudes of the employees in service delivery and to analyse if they even understood the significance of public policy in their operations.

The research findings obtained from the field were explained and presented in Chapter 4. The data collected was analysed and quantified in the form of tables, pie charts and visuals for better assimilation. Both qualitative and quantitative research designs were used to analyse and explain the research findings. The response rate of the questionnaires was 100% and that of interviews was 90%

Based on the findings, the researcher concludes that public policy is effective in promoting service provision since the RLAs formulate their principles and guiding strategies based on the provisions of such frameworks. However, sustainability cannot be realised by simply applying these provisions considering how some of these policies fail to even sustain themselves. Also, taking a closer analysis at some of these policies, they have been amended so many times that they now seem contradictory. Others such as the adopted MDGs are ideal yet the LAs in this country, considering their unsound revenue base still have a long way to go in actually achieving them and ensuring sustainability in service delivery by RLAs.

Research findings and responses from the employees at the RLA make it clear that the state of infrastructure in Mutare district is generally good, whilst some seem to believe it is generally moderate and only a percentage is of the view that it is poor, this infrastructure

includes roads, health and educational facilities, water supply systems and electricity supply. It is worth noting that if MRDC maintains consistency, sustainability will not remain a pipeline dream for long but will become a reality throughout the district.

Also, strategies used to provide services effectively by MRDC if employed correctly and consistently will ultimately promote the much sought for sustainability. The issue of contracting and leasing as obtained through responses from the participants is an excellent strategy aimed towards boosting the revenue base as well as promoting sustainability in public service delivery. As noted under Section 82 of the RDC Act, local authorities can enter into co-operation agreements with the state, another local authority or any other entity or person as long as the contracting parties are mutually interested. The Minister may also enter into such agreements with other parties on behalf of council.

5.2   Conclusion

In line with the ZIM-ASSET cluster on improved service delivery and planning in the public sector to ensure sustainability in service delivery, the researcher concludes that there is need for reconstruction in the development and implementation of the Capacity Building Programmes on Client Service Charters, a robust RBM compliant plan produced in line with Council principles as well as the introduction of PPPs in implementing projects to do with the development of rural communities.

In terms of staff and management development in promoting sustainable service provision, results from the research tend to point towards the direction of improving public sector performance and in this case, the service providers. This can be done through developing strategic human resources policies such as RBM and RBF and reintroducing induction programmes at all levels.

Also, research findings revealed that corruption is rampant and accountability is lacking in RLAs. They have tall bureaucratic structures in that some of the decisions they need to make have to be approved by the minister before action can be taken. Too much of the 'Minister shall' concept derails progress and hinders sustainability. As such, the researcher concludes that improving transparency and accountability systems as well as having zero tolerance towards corrupt tendencies will ensure that transparency prevails at all times thus promoting efficiency in service provision by RLAs. Partnership with the community is another strategy to achieving this.

5.3   Recommendations

Basing on the summary and conclusions of the study's major findings, the following recommendations were made:

It is essential that the RDC's Act [29:13] be amended in line with the new 2013 Constitution of Zimbabwe which contains provisions on how local authorities are to be administered right from the election of leaders to the financing of the local authorities. The amended provisions should be practical, not idealistic considering the state of affairs in the country at present since it does not seem to be headed for the better in the upcoming years but is actually taking a turn for the worst if the situation is not contained. For example, the new Constitution of Zimbabwe, under chapter 17, section 301(3), stipulates that no less than 5% of the national revenue raised in any financial year must be allocated to the provinces and local authorities as their share in that year. Also the new Act should curtail the powers of the Minister of Local Government such that the level of political intervention will be minimised and autonomy to local authorities will be guaranteed with less compromise considering that the, 'Minister-shall' concept has been subject to debate in the local governance discourse.

As such, it is crucial that central government aligns the guiding legislative frameworks with the constitution so as to clearly outline the legislative mandates of the rural local authority in such a way that it is able to provide services effectively and sustainably with as much minimal supervision as possible from central government.

Since the issue of corruption has been a major challenge towards realising sustained effectiveness in service delivery. The researcher recommends strengthening of anti-corruption institutions such as the Anti-Corruption Commission, Toll-Free Anti-Corruption Centres and the Auditor General's Office and having them equipped with the necessary resources to carry out their investigations without undue influence. This is because disturbing findings of nepotism, fraud and misappropriation of funds have been revealed through observation, mainstream media and experience working with such officials. Such conditions are not conducive for effective service provision. In fact, there is need to introduce a results-based management strategy in which officials need to account for results and the decisions they make, especially the accounting officials, councillors and even the land planning engineers.

As a major component of preserving good corporate governance principles of probity and safeguarding of feasible business practices and integrity, the major by-laws of MRDC need to

be updated in line with the current environment. Bylaws are generally locals customs or laws particular to a district or settlement. This should be done through a relevant stakeholder's consultation forum that involves for example communal citizens, line ministries, the business community development partners, legal institutions, experts in the corporate governance field and numerous others.

Considering findings which revealed that there is a crisis in local governance systems, as well as vandalism and an increased sense of irresponsibility amongst communal residents; the researcher recommends effective public participation in partnership with RLAs. The community needs to be a real partner in governance. It must be noted that by encouraging a culture of public participation, it will promote inclusive participation and incorporate the communities' input on vital governance issues including those of consistent delivery of services. Also, to ensure effective community participation, it is advisable to enhance community awareness of rights and obligations such that these residents can play an essential role in Council operations.

Most importantly is the need to fully implement the Council's service charter (social contract) between residents and the RLA that binds the two parties to fully oblige to the terms and conditions of stipulated service provision. In this case, parties will have the power and will to make litigations against the party at fault.

With regards to clashes between the elected and appointed officials, a good working environment free from political and administrative tension is crucial in ensuring that there is efficiency in Council's operations. The ability of people and institutions to do what is required of them efficiently is exactly what RLAs should strive to do. It is important to conclude that the relationship between politics and administration should not in any way compromise the latter which is critical for effective and sustainable service delivery. This relationship should guarantee that councillors do not exert pressure on officials to act in the interest of particular constituencies especially if those officials are not aligned to the ruling party which seems now to be more of a partisan battle in local authorities inasmuch as who tells what to do and how. It has greatly affected the smooth running of council operations.

In terms of budget expenditure, it is highly recommended that the central government in consultation with both the RDC and residents should assist in regulating the wage bill of all the high ranking administration staff receiving hefty salaries to making them reasonable such

that revenue mobilised will not only be consumed in wage benefits for the management but can also be channelled towards delivering the required quality of services, not only that but ensuring sustainability. They could even create a remuneration committee which could have its structure and functionality in line with relevant Treasury regulations thus ensuring the prevalence of financial prudence amongst the regulating of senior management's salaries and allowances.

In relation to the theoretical model used in this research, it has been identified that a major challenge to achieving sustainable service delivery is the quality of leadership. Arguably, most of the African leadership is western-biased, maybe these are some of the colonial inheritance issues affecting service delivery today. Effective service delivery which is sustained calls for servant leadership which is responsive to the needs of the people in a non-discriminatory manner. There is need for a vision which emphasizes stability, efficiency and, developing technical skills and above all strengthening rural local government structures so that they can govern their own communities in a way that sustains them through initiatives solely controlled by themselves with their own resources with as minimal central government interference as possible.

5.4   Summary

In summation, chapter one was the introduction of the research. Chapter two with issues of public policy and service delivery, chapter three highlighted the services at MRDC whereas chapter 4 encampused research findings. Chapter five has the summary of the research as well as recommendations. Through research findings, in order for RLAs to reach their goals and enhance sustainability in service provision through adherence to set guidelines as stipulated in relevant public policies, they should be able to identify their shortcomings, address the identified challenges and consistently monitor their progress. Recommendations were proffered in a bid to try and enhance the effectiveness of MRDC's operations and structures as well as, strengthening its fiscal capacity through the identification of numerous gaps within the guiding policies and principles used by RLAs.

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INTERVIEWS

i. Interview with Chinaka, S. D. (CEO-Mutare Rural District Council) 17 January 2017.

ii. Interview with Nengoma, C. 21 (Engineer-Mutare Rural District Council) November 2016.

iii. Interview with Simbini, G. M. (Administrative Officer-Mutare Rural District Council) 17 January 2017.

Appendix 1

Questionnaire for the employees at Mutare Rural District Council

My name is **Makomborero Yolanda Nzwatu,** an undergraduate student at Midlands State University currently studying for a BSc Honours degree in Politics and Public Management. I am carrying out a research entitled: **EXPLORING THE EFFECTIVENESS OF PUBLIC POLICY IN ENHANCING SUSTAINABLE SERVICE DELIVERY BY LOCAL AUTHORITIES. CASE OF MUTARE RURAL DISTRICT COUNCIL. 2009 - 2016.** I have identified you as the key informant in some areas of my study.

The aim of this research is to analyse whether public policy is effective in promoting sustainability in provision of services by Rural Local Authorities. Please assist by answering **all t**he questions. Your answers will be treated with utmost confidentiality and can only be disclosed with your permission.

Your cooperation is greatly appreciated.

INSTRUCTIONS

    i)   Tick [√]   where applicable.
    ii)   Write your answers on the spaces provided below.
    iii)   Do not write any names on the questionnaire.

SECTION   A

Background Information

Tick [√] the appropriate responses.

1. Gender
   Female [   ]   Male [   ]
2. Academic
   ZJC   [   ]   'O' Level   [   ]   'A' Level   [   ]
3. Professional Qualifications
   Certificate [   ]   Diploma   [   ]   Journeyman   [   ]
4. Department worked
   Administration [   ]   Technical Services [   ]   Finance [   ]   Social
   Services   [   ] Audit [   ]
5. Working experience
   0-5 years [   ]   5-10years [   ]   11- 15years [   ]
   15years and above [   ]

   SECTION B

   EXPLORING THE EFFECTIVENESS OF PUBLIC POLICY IN ENHANCING
   SUSTAINABLE SERVICE DELIVERY BY LOCAL AUTHORITIES.CASE OF
   MUTARE RURAL DISTRICT COUNCIL. 2009-2016.

6. What do you understand by the term, Public Policy?
   ....

7. What are the strategies used by MRDC in service delivery since 2009 throughout the district and what challenges has it faced?

....

....

8. Who is to blame for the problems encountered at Mutare Rural District Council?

....

9. Are there any participation forums that Mutare Rural District Council has in place in a way of trying to engage employees in the importance of public policy and issues of sustainable service delivery?

....

....

SECTION C

Steps that should be taken by Mutare Rural District Council in enhancing employee participation in decision making

10. What measures can be put in place by both employees and Mutare Rural District Council in ensuring that efforts are invested towards realizing sustainability in service delivery throughout Mutare District?

....

....

Appendix 2

Interview guide for Heads of Departments at Mutare Rural District Council

My name is **Makomborero Yolanda Nzwatu**, an undergraduate student at Midlands State University currently studying for a BSc Honours degree in Politics and Public Management. I am carrying out a research entitled: **EXPLORING THE EFFECTIVENESS OF PUBLIC POLICY IN ENHANCING SUSTAINABLE SERVICE DELIVERY BY LOCAL AUTHORITIES. CASE OF MUTARE RURAL DISTRICT COUNCIL.2009 – 2016.** I have identified you as the key informant in some areas of my study.

The aim of this research is to analyse whether public policy is effective in promoting sustainability in provision of services by Rural Local Authorities. Please assist by answering **all t**he questions. Your answers will be treated with utmost confidentiality and can only be disclosed with your permission.

Your cooperation is greatly appreciated.

Position held…………………………………………………… Grade……………………...

Date of interview…………………………………………. Signature…………………..

INTERVIEW QUESTIONS

1. What do you understand by public policy? Can you give examples of public policies which guide operations at MRDC?

2. How effective is public policy in enhancing sustainable service delivery?

3. Do the rural communities contribute towards the costs of public services provided?

4. What are the strategies used by MRDC in service delivery since 2009 throughout the district and what challenges has it faced?

5. What are some of the public service delivery programmes or projects undertaken by MRDC? Even in partnership with stakeholders?