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An Overview of the Local Government System of Zimbabwe

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Abstract

An overview of the local government system in Zimbabwe. Focus is placed on the challenges faced by local authorities in their endeavour to provide housing services, current housing policies, implementation of performance monitoring systems and why local authorities provide housing services the way they do. The review informs the study by reviewing the literature, that addresses the research problem and objectives. In the discussions, the study consults relevant information from current published scholarly works as in journals, media articles, the Internet and the official documents provided to direct the focus on the research. In Zimbabwe, there are three tiers of government namely the National Government, Provincial and Local Authorities. The national government is responsible for the formulation of policy and is accountable for the efficient operation of all local authorities in Zimbabwe. Furthermore, the national government provides sound local governance provision of sustainable housing delivery. The provincial government is responsible for monitoring and regulating local authorities, facilitate the operation of traditional leaders, promote and coordinate development efforts and manage housing and estates. Local authorities are divided into urban and rural councils. Urban councils represent and manage the affairs of people in urban areas whereas rural councils are responsible for managing the affairs of people in the rural areas as enshrined in the constitution of the Republic of Zimbabwe, 2013.

Keywords: Evaluation, government, local, monitoring, national, policies, provincial

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1.0. Introduction

2.0. THE SYSTEMS THEORY

The systems framework propounded by von Bertalanffy (1968) provides a general analytical framework (perspective) for viewing an organization. This research utilises the framework of the system because it deals with complexity, precision and takes a holistic approach. This systems approach seeks to explain “synergy”, interdependence”, “interconnections” and change in one element that affects the development of the organisation’s behaviour. Real systems are open to and interact with their environments so that they can acquire qualitatively new properties through emergence, resulting in continual evolution, Bertalanffy (1968).

The systems theory is most applicable to this study because it emphasises relationships amongst component elements and dynamic tension between structures, thus the housing department does not work in isolation. The housing department as a system depends on the engineering department for the surveying and servicing of stands, the finance department for funding housing projects and central administration for administrative services. The systems theory is based on the structure and patterns of the relationships emerging from interactions among components Lai and Lin (2017). The systems theory is relevant to this study because it provides a framework for understanding housing issues, projects and programmes are monitored and evaluated. For instance, housing delivery is a complex issue and local authorities are political organisations, thus the influence of the political, environmental, sociological, economic and legal environment. For instance, a change in the political environment will influence housing delivery.

According to Maull and Yip (2009:14), a system is an entity, which is a coherent whole with a boundary perceived around it in order to distinguish internal and external elements and to identify input and output relating to and emerging from the entity. Systems occur in different forms. For instance, nature, ecology, society and information systems. A systems theory is utilised in this study because it is a theoretical perspective that analyses a phenomenon seen as a whole and not as simply the sum of elementary parts (Mele, Pels and Polese, 2010:126-135). von Bertalanffy (1956) cited in Mele et al (ibid) defines a system as a complex of interacting elements. Politicians usually use housing projects for political gains.

The housing system environment includes actors, processes, instruments, resources, interests, needs and rights of residents. In this study, the environment also includes the legal framework, political structures, economic performance and levels of authority. Systems include housing policies, routines, relationships, resources and power. The systems theory helps in making sense of a complex world, for instance, the understanding of the complexity of the housing system derives from the fact that different managers in local authorities have different goals and preferences when it comes to housing service delivery. Different local authorities may involve different actors who have different perceptions on the monitoring and evaluation of housing programs and projects in the provision of housing. Rapid changes in the environment force

organizations to adapt to the changing environment in order for the organisation to survive and grow.

The systems theory is relevant to this study as resources such as housing management staff, residents, private developers and funding for housing projects feed into social processes. This calls for interaction between all stakeholders. There is need for appropriate resources and proper organisation of the resources for the success of the housing projects. The systems-based approach is applicable in this study since managerial and decision-making processes are influenced by the organisational structure and culture and personal inclinations of managers (Yurtseven and Buchanan, 2016:77-75). This study uses the systems theory to substantiate the effectiveness of existing housing policies.

3.0. RESEARCH PARADIGM

The philosophical basis for this study is pragmatism. Feilzer (2010:8) is of the view that pragmatism is a deconstructive paradigm that advocates the use of mixed methods in research, sidesteps the contentious issues of truth and reality and focuses instead on what works as the truth regarding the research questions under investigation. The researcher used the pragmatic paradigm because as Greene (2008:208) and Johnson et al (2007) contend pragmatism is only one of many stances that underlie mixed research. Pragmatists base knowledge on practical outcomes and what works (Denscombe, 2007:117). They regard knowledge to be useful when applied to practical problems. Pragmatists also believe that knowledge is provisional and that absolute truth is dynamic as it changes with time. In addition, Morgan (2007) argues that pragmatists emphasize creating knowledge through lines of action points to the kinds of joint actions or projects that different people or groups can accomplish together. Pragmatists rely on a version of abductee reasoning that moves back and forth between induction and deduction, first converting observations into theories and then assessing those theories through action (ibid). The main philosophical assumptions that guided this study are ontology, epistemology, axiology and methodology.

3.1. MIXED METHOD

This study combined qualitative and quantitative methods to constitute mixed methods. Terrell (2012:257) opines that the origins of the mixed method lie in two major research paradigms, namely the positivist paradigm and the Interpretivist paradigm. On one hand, the positivist paradigm is employed by the researchers advocating for the elimination of their biases, remaining emotionally detached and uninvolved with the objects of study and test or empirically justifying their stated hypothesis (Johnson and Onwuegbuzie, 2004:14).

On the other hand, purists contend that multiple constructed realities abound; that time and content-free generalisations are neither desirable nor possible. The integration of these two paradigms resulted in the mixed-method approach, which calls for the use of the pragmatic paradigm. Tashakkori and Teddlie (2009) opine that mixed-method studies combine the qualitative and quantitative approaches within different phases of the research process.

The mixed-method approach involves the combination or integration of qualitative and quantitative research data in a research study, Creswell (2014:43), (eg: on instruments), as well as text information (eg: on interviews) so that the final database represents both quantitative and qualitative information. Greene (2005:7-22) opines that a mixed-method research approach actively includes and even welcomes, multiple methodological traditions, multiple ways of knowing and multiple value stances. This mixed methods research study investigated the effect of the monitoring and evaluation of housing service delivery in local authorities in the Midlands Province of Zimbabwe.

There are six major research designs in mixed methods, namely the convergent parallel design; exploratory sequential design; explanatory sequential design; embedded design; transformative design and the multiphase design. This study utilised the convergent parallel mixed-methods design to collect qualitative and quantitative data at the same time and mixed the results during the overall interpretation (Creswell, 2014:71). Qualitative and quantitative data were collected in a parallel manner, analysed separately and then merged.

The researcher used quantitative data to test the systems theory that predicts that independent variables positively/negatively influence the dependant variables for research participants in local authorities. The qualitative data explored whether performance monitoring and evaluations systems are effective or not for participants at the research site. The major reason for collecting both quantitative and qualitative data was to develop a broader understanding of a problem; develop a complementary picture; to compare; validate or triangulate results; to provide illustrations of the context for trends, or to examine processes/experiences along with outcomes (Plano Clark, 2010:). The researcher was in a position to integrate the collected data as well as analyse and interpret the data concurrently with the same sample.

	Quantitative	Qualitative
Sampling	Non-probability sampling	Purposive sampling
Sample size	47	13
Data collection	Likert scale Questionnaire	Interviews
Data Analysis	SPSS	Themes

3.2. Sample size for this study

The researcher used the convergent parallel design, thereby concurrently timing the implementation of the qualitative and quantitative strands simultaneously during the research process, independently keeping the strands and finally mixing the results during the overall interpretation (Creswell et al 2013:45).

4.0. Research Findings

4.1. THE ZIMBABWE NATIONAL HOUSING POLICIES

The Government of Zimbabwe (2012:3) has a housing policy called “Restrictions to black homeownership except long-leases from 1960s”. This policy only allowed blacks to rent and not to own any properties. Local authorities provided hostel apartments for single or unmarried people in cities, especially to accommodate employees while their families were living in rural areas. They allocated rental housing of varied designs (flats, semi-detached) for couples. They prohibited those with families because they were too costly for black people, prompting them to opt not to stay with their families in cities. Local authorities and companies introduced self-help on-site and service schemes from 1935 and resorted to employer-built accommodation only. Besides, they upgraded informal settlements. The above housing policies restricted indigenous people from moving from low to higher-income areas. Working black people were to accommodate in hostels for single people whereas couples were encouraged to rent houses. Black people only allowed having long-leases, as there were limited home ownership schemes.

4.2. POST-INDEPENDENCE ERA

The post-independence era witnessed the conversion of rental houses into home ownership schemes. The new government offered affordable loans to people and built low-cost housing. The new policies witnessed the upgrading of houses built during the colonial period. The government’s role was to reverse colonial housing policies, which disadvantaged black people from owning houses and introduced rural housing programs and mobilised the World Bank and USAID to support its goal to achieve housing for all by the year 2000. The current scenario in 2018 is that the World Bank supports housing finance through the mobilization of longer-term sources of funding to create sustainable and effective housing finance by 2030 (The World Bank Group 2013-2018:1). The World Bank focuses on both rental and owner-occupied housing.

4.3. CRITIQUE OF HOUSING POLICIES

Housing policies during the colonial period were too limited in scope. For instance, the “Restrictions to black homeownership, except long-leases, from the 1960s” target specific people, and hence could not address the housing problems faced by local governments. The homeownership scheme introduced after independence in 1980 only identified a specific housing development responsibility of local authorities of a certain group of people. This failed to solve the housing delivery problems faced by local authorities. The World Bank and USAID funded some housing projects, but the withdrawal of the World Bank in 2004 during land invasions had a negative impact on housing service delivery, which resulted in the colossal housing backlog in the country. Local authorities cannot provide efficient and effective housing services without funding from the central government and external funds. Hence, should be good co-ordination within all the three tiers of government.

The National Housing Policy recently introduced in 2012 by the government of Zimbabwe was primarily to address housing service delivery problems and local authorities complimented this

policy with the ZIMASSET document, which calls for sustainable housing and reduced housing backlogs. The local authorities had to implement the ZIMASSET document even though they had not done any consultation. There was a need for clarity on how the government and local authorities should implement the national housing policy. Although the government had designed the national housing policy, residents still face problems because they cannot access mortgage loans from banks to construct houses due to high-interest rates. Local residents find difficulties in obtaining building plan approvals and certificates of occupation from building inspectors despite the adoption of the policy due to rent-seeking tendencies by some inspectors before approval of plans. Inadequate infrastructure in the Midlands Province jeopardized the implementation of the national housing policy hence these policies failed to some extent.

5.0. GOVERNMENT STRUCTURE AND LOCAL GOVERNMENT

5.1. THE NATURE OF THE SYSTEM OF GOVERNMENT IN ZIMBABWE

In Zimbabwe, there are three tiers of government namely the National Government, Provincial and Local Authorities. The national government is responsible for formulation of policy and is accountable for the efficient operation of all local authorities in Zimbabwe. Furthermore, the national government provides sound local governance provision of sustainable housing delivery. The provincial government is responsible for monitoring and regulating local authorities, facilitate the operation of traditional leaders, promote and coordinate development efforts and manage housing and estates. Subject to Constitution of Zimbabwe Amendment No.23 (2013), local authorities are divided into two, urban councils to represent and manage the affairs of people in urban areas whereas rural councils represent and manage the affairs of people in the rural areas.

The figure below shows the three tiers of government in Zimbabwe.

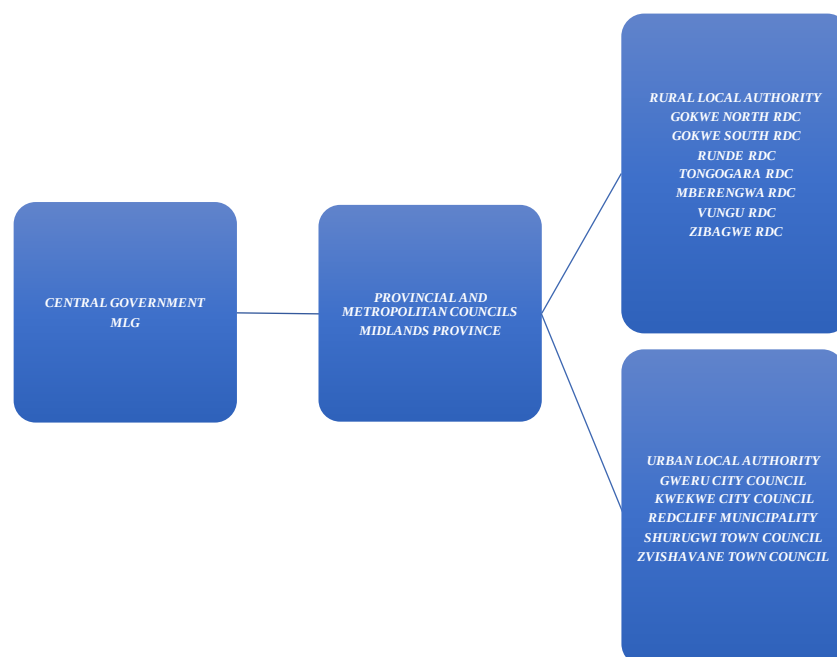


Figure 1: Three Tiers of the Government of Zimbabwe

Source: Adapted and modified from CHRA (2014:26)

Figure 1.1 indicates the relationships amongst the central government, provincial and local authorities. The three tiers of government should establish a good rapport for the successful implementation of housing programs and projects. The central government/Ministry of Local Government, Public Works and National Housing (MLG) is responsible for establishing a legislative framework and providing a framework for capacity building.

According to Govender (2014:59), the policy, practice and systems relative to monitoring and evaluation have been cascaded to all three tiers of government. It is the duty of the state to support interaction and co-operation amongst the three spheres of government on a regular basis for the improvement of housing service delivery in local authorities. The three tiers of government have the mandate to provide effective, efficient, transparent and coherent government (Coetzee and De Villiers, 2010:86).

5.2. CRITIQUE OF THE THREE TIERS OF GOVERNMENT

The three tiers of government in Zimbabwe, have a shared responsibility and authority for the provision of housing services in which the central government is responsible for policy formulation and funding, is no longer providing funding to local authorities. According to Jonga (2014:84), the central government is no longer committed and has no power to fund local authorities for them to provide effective and efficient housing services, thus incapacitate provincial governments to fulfil their mandate to provide housing services.

Finally, the local governments' main responsibility is the actual delivery of various housing projects. Sometimes, politicians hijack resources and channel them to their constituencies and ward in-order to gain political mileage thereby slowing the progress of servicing housing projects in local authorities. According to Madzivanyika (2011:33), the central government meddles in the decision-making of local authorities. The central government appears to be responsible for the actual delivery of services, while, on the contrary, they play political games in order to buy votes into power from the general populace. The central government stalls the housing activities in local governments. Nevertheless, all the three levels of government should work in liaison for the physical production and delivery of housing services in all the provinces. There should be clear-cut responsibilities and clarity in the roles of the central government, provincial government and local government to avoid duplication of responsibilities.

Subject to the Constitution of Zimbabwe Amendment No. 20 (2013), the state must adopt and implement policies and legislations to develop efficiency, competence, accountability, transparency, personal integrity and financial probity in all institutions and agencies of government at every level and in every public institution.

The government's human resource recruitment of personnel bases appointments to public offices on merit and ensure the naming and shaming of erring political/public officers. There is also need

for the government to eradicate all forms of corruption. Good governance will assist local authorities to shun corruption and solve housing problems in a transparent manner. The constitution mandates the Government of Zimbabwe (GoZ) to provide adequate resources and facilities to local authorities in-order to enable them to carry out their function conscientiously, fairly, honestly and efficiently.

There are numerous definitions and approaches to governance, depending on countries' and groups' ideological persuasions (Hunt and Smith 2006). Global governance refers to 'the institutions, organisations, networks and processes generated by global actors to guide and restrain the behaviour of themselves and others in both national and international domains' (Musingafi, Dumbu and Chadamoyo (2012:38)). The following are the key players in global governance: Non-governmental organisations, governments, Multilateral or inter-state organisations and the private sector and they influence governance in developing countries and it is sad to note that developing countries are not involved in decision-making, thus there is need to restructure global governance for developing countries by introducing renewed strategies and institutional re-configurations.

According to the UNDP (2007: 41), governance is the exercise of economic, political and administrative authority to manage a country's affairs at all levels, comprising the mechanisms, processes and institutions through which that authority is direct. Hence, one can be justified to argue that governance is a multi-faceted system since it covers the political, administrative, cultural, sociological and ecological aspects of concerned communities. The World Bank (2002:5) defines governance as the exercise of political authority and the use of institutional resources to manage society's problems and affairs.

The word 'governance' has different meanings and usages. For instance, Arapoglou et al (2015:3) define governance as the processes of co-ordination between state, civil, and market agencies, operating at different policy scales, steering toward common objectives. In other terms, governance refers to interaction among structures, procedures and practices that regulate the exercise of power and responsibilities, decision-making procedures and the involvement of citizens and other stakeholders in decision-making. The definition of governance above indicates that governance is all about power, relationships and accountability. This definition is not conclusive as it encompasses two key principles of good and bad governance. Therefore, there is plenty of room to accommodate different traditions and values in the definition of good governance (The Canadian Institute of Governance cited in Musingafi 2012:6).

Jreisat (2012:3) argues that governance can be analysed through its constant rudiments of structure, which are the standard features and forms of the authority system in practice. *Process* defines the rules and operational methods of decision-making. *Outcome* is the measured quality and quantity of the overall results of governance performance, particularly in serving the collective interest, delivery of public services, managing sustainable development and improving the effectiveness of a civil society. Hyden et al (2002:18) points out that governance becomes a way of looking at a problem in the context of the "big picture", of adapting systems of rules to changes in the environment.

The legal environment influences housing service delivery programs. Statutory, customary and common law are influential in housing delivery. Based on Islam (2013:6), the legal environment in Zimbabwe sets operating conditions ranging from regulation to prohibition and these may impede development programs as some legal restrictions may have an indirect effect on housing issues. For instance, some local authorities are still using by-laws crafted by colonial masters. There is need for local authorities to review these by-laws.

The *political* environment is crucial to housing program success and government plays a major role in changing perceptions about housing delivery. For instance, actions by politicians in government positions positively influence different communities. Political commitment to housing delivery issues improves housing policies and programs whilst gatherings help move government agendas on housing.

Furthermore, international politics may also affect the environment for housing policies. For instance, international relations with other countries in the region can hinder or strengthen housing projects. Donors and lenders may affect the seriousness with which government approaches housing programs. Zimbabwe is a member of the Southern Africa Development Community and these political relationships help the country to be politically stable.

The *economic* environment is important in that housing policies and projects are justified on economic grounds. Kanyenze et al (2017:3) uphold the view that the state of the economy affects competition for resources and the allocation of human, monetary and infrastructural resources. Economic empowerment is the key to solving housing problems.

The *ecological* environment, according to Laurent (2015:4), refers to the social ecology of an organization. This refers to how local authorities relate with other organisations nationally and internationally. For instance, participation and alliances in international organizations may influence housing development programs in the country. Local authorities should play an active role in international meetings.

The *socio-cultural* environment also plays a significant role in housing service delivery. Giving cultural influences attention as well as to local priorities on housing issues. Policy-makers should take into cognisance norms, values and beliefs about housing needs in different communities. For instance from a religious point of view, husbands are the household's heads, hence register properties in their names, making them superior over women.

The *technological* environment affects the operation of many organisations and changes in technology can be a barrier to housing programs. For example, local authorities should be well acquainted with changes in engineering, research and recruitment of with new ideas and innovations in communication technologies. Local authorities should embrace the use of computers and the internet.

Governance occurs in three broad ways, namely, through networks involving Public-Private Partnerships (PPP) or with the collaboration of community organisations; through market mechanisms whereby market principles of competition serve to allocate resources while operating under government regulations; and lastly through top-down methods that primarily involve governments and the state bureaucracy. Government plays a significant role in creating a supportive environment for the operation of public-private partnerships and community-based organisations. Public-private organisations and community organisations sign memoranda of understanding with the government. International organisations are key players in housing provision. The constitution provides these organisations with the mandate to follow government laws and they complement local authorities in housing delivery.

5.3. THE TRADITIONAL VIEW OF GOVERNANCE

Political and administrative theorists of public administration (Assaduzzaman, 2009; Jreisat, 2004; and Musingafi, 2012) propound the traditional view of governance. This view shows that both central and local governments should guide the people on public issues. This view upholds the idea that it is the government only, which has the power and prerogative to define, explain and interpret public interests. This view is controversial given the changes in modern societies.

5.4. THE CONTEMPORARY VIEW OF GOVERNANCE

The think-tank and philosopher behind the contemporary view of governance, Aristotle, argues that if liberty and equality, as is thought by some, are chiefly to be found in democracy, they will be best attained when all persons alike share in the government to the utmost (ANON, 2002). The term and concept are not new, hence the range of views on what governance entails. There is consensus that governance refers to the development of governing styles in which the boundaries between and within public and private sectors have become blurred (Stoker, 1998). Stoker came up with the following propositions regarding theories of governance:

- Governance refers to a set of institutions and actors that are drawn from, but also, beyond government;
- Governance identifies the blurring of boundaries and is responsible for tackling social and economic issues;
- Governance identifies the power dependence involved in the relationships between institutions involved in collective action;
- Governance is about autonomous self-governing networks of actors, and
- Governance recognizes the capacity to get things done which does not rest on the power of government to command or use its authority.

Briefly, Assaduzzaman and Stoker's models paved the way for Peter's models of contemporary models. These are *The Market Model*, which claims that the private sector can provide better services than the traditional public sector. The second one is *The Participatory State Model* that places greater emphasis on individual and collective participation by segments of governments of organisations commonly excluded from decision-making. The third is *The Flexible Government Model*, which emphasises that government should be contextual and flexible and, lastly, *The Deregulated government model*, which focuses on less bureaucratic control, more

managerial freedom and recommendations based on societal needs and collective decision-making. The four models aid governments to design policies that assist in speeding up the rate of housing delivery in local authorities. Collective participation of all stakeholders will help in solving the housing problem facing local governments.

5.5. CRITIQUE OF GOVERNANCE ISSUES

A change in government affects the implementation of housing policies and continuity in the implementation of housing programmes. The coming in of a new government will lead to policy inconsistencies, poor co-ordination and duplication of responsibilities. Good governance funds projects and sources external funding in order to deliver affordable housing to everyone. Local authorities need to capacitate their staff and build good leaders and also need to emphasise good Information management. Similarly, local governments need to jointly monitor and evaluate policies.

5.6. LOCAL GOVERNANCE IN ZIMBABWE

Chakaipa (2010 cited in De Visser 2010: 33) advances the point that local government is a decentralised level of government, democratically established, charged with a service delivery mandate, comprised of legal entities with defined powers, charged with jurisdiction over a particular area within the limits set by national legislation and largely self-financing. Local government according to Irwin (2015:8), means a statutory or home-rule charter for cities, counties, townships (towns) and qualifying co-operative agreements. Local government is the creation of participatory and democratically elected structures that can identify with the needs of the people at grassroots level and ensure the translation of those needs into actual provision and maintenance of essential services and infrastructure on a sustainable basis (Musingafi, 2012). From the two definitions, local government is embedded in the community, and strategically responds to people's needs at the local level quickly.

Mabika's (2015:3) work, *"Liquidity Crisis and Service Delivery in Zimbabwe Local Authorities"* evaluates the unprecedented levels of incapacitation reached by Zimbabwe's local authorities due to cash shortages. The author reveals that local authorities cannot afford to pay salaries and allowances. As a result, credits have accumulated. Mabika (2015:3) argues further that the situation was a result of low revenue collections, dry traditional sources of revenue and lack of assistance from the Government. Mabika (2015) also insists that the liquidity crises had a negative impact on service delivery.

In Zimbabwe, there are two main categories of local authorities: Urban Councils and Rural District Councils. There are ninety-two (92) councils in all the provinces of Zimbabwe. There are thirty-two (32) urban local authorities, which are categorised according to a hierarchy of status, structure and capacities. Furthermore, urban councils constitute hierarchical divisions into Local Boards, Town Councils, Municipalities and City Councils. This study focuses on the following local authorities located in the Midlands Province: Chirumanzu, Gweru, Gokwe North, Gokwe South, Kwekwe, Mberengwa, Redcliff, Rune, Shurugwi, Tongogara, Vungu, Zibagwe and Zvishavane.

5.7. RESPONSIBILITIES OF COUNCIL EXECUTIVES

The appointment of Town Clerks and Chamber Secretaries designates them to work with mayors and councillors for administrative purposes. A chairperson elected by fellow councillors runs town councils and Town Boards. Town clerks/Town Secretaries and Chief Executive Officers' main functions are to provide administrative direction to the council's affairs. The housing director reports to the Town Clerk, who also supervises the director of engineering, director of health, director of finance and the chamber secretary.

The town clerk reports to the Provincial Governor within this framework. The role of the town clerk is to disseminate information of housing services. This scenario creates problems if the town clerk is not from the ruling party, as that clerk will not get any support from the central government, thereby leading to poor service delivery. This poor linkage on political grounds leads to staff shortages, an unskilled work-force and inadequate logistical support from the Ministry of Local Government.

There are sixty "(60)" rural district councils (RDCs) in Zimbabwe. Rural district councils consist of village assemblies and ward assemblies, and which are the policy -makers. The headman, village heads and the Councillor for the ward make up the ward assembly. The headman chairs the ward assembly and works hand in glove with the Ward Development Committee (WDC). The ward councillor chairs the ward development committee. Development organisations' representatives in the ward are members of the ward development committee.

The Rural District Councils' *modus operandi* is different from that of Urban Councils. The Rural District Councils Act and the Traditional Leadership Act govern the rural authorities. Unlike urban councils, a chairperson elected by councils runs rural local authorities. Rural local authorities do not work independently of political parties, non-governmental organisations (NGOs) and community-based organisations (CBOs). The Rural District Councils Act, Chapter 29:13 (GoZ, 2005:9) notes that there are five mandatory committees: finance committee, roads committee, rural district development committee, environment committee and ward development and village development committees. Chief Executive Officers provide direction to council affairs. These rural district councils cover areas in the countryside.

Of the seven (7) cities in Zimbabwe, only two cities, Gweru and Kwekwe, are in the Midlands Province. There are eight (8) municipalities in Zimbabwe and only Redcliff is in the Midlands Province. Nine (9) town councils are in Zimbabwe and three (3) fall under the Midlands Province. The last levels of Local boards are found in other provinces and there are no local boards in the Midlands province.

In accordance with the constitution of Zimbabwe local authorities have powers to make by-laws, regulations or rules for the effective administration of the areas falling under their jurisdiction. In Zimbabwe, the constitution classifies local government into Urban Local Authorities and Local Authorities for Rural Areas Section 267 of the Constitution (2013) articulates the functions of local authorities as follows:

Plan and implement local development, manage water and sanitation, provide and maintain roads, manage education and health, manage refuse removal, provide housing and serviced stands, manage cemeteries and carry out social welfare. Local authorities are responsible for the regulation of land use and address issues such as housing, zoning and infill development. Municipal zones range from residential, commercial, civic, industrial and open spaces to agricultural land zones.

6.0. KEY INSTITUTIONS IN THE MONITORING AND EVALUATION OF LOCAL GOVERNMENT

Key institutions in the monitoring and evaluation of local authorities include state and non-state actors. State Actors include the Legislature, the Judiciary and the Executive. Non-State-Actors include the United Nations, Non-Governmental Organisations, Religious Organisations, Development agencies, Diplomatic Community in Zimbabwe, Monitoring and Evaluation Champions, the Private Sector, Associations and Unions.

6.1. THE PRESIDENCY

The Presidency is responsible for capacitating and strengthening the M & E Department, ensuring that the M & E department in the Office of the President has a clear and separate budget, creates effective linkages with Ministerial Monitoring and Evaluation Units and ensures that non-state actors align and report their programmes to government.

6.2. THE OFFICE OF THE PRESIDENT AND CABINET (OPC)

The OPC as the leading Government Agency is responsible for:

- Providing leadership and guidance in the formulation, implementation, monitoring and evaluation of public sector policies, programmes and projects;
- Ensuring transparency, accountability for, and oversight of Government performance and results;
- Developing, adopting and implementing a National Monitoring and Evaluation system for Public Sector Programmes;
- Keeping under review the operations of the Government and evaluate Government programmes on a regular basis;
- Ensuring the establishment of M & E units and collaborate with M & E practitioners;
- Capacitating the staff in the M & E units to enable them to effectively monitor and evaluate projects and programmes;
- Developing an adaptable M & E framework for all Public Sector entities; and
- Developing a logical M & E framework (matrix) which is RBM compliant.

Ministries, Local Authorities and Public Entities are responsible for establishing and maintaining respective M & E Units as guided by OPC, develop and implement and review M & E plans. They also ensure that there is a budget allocation for the M & E of projects and programmes, educating staff on the importance of M & E projects and programmes generate and disseminate M & E reports and create effective linkages between M & E Units and those in respective Local

Authorities and Public entities. From the above details, it is apparent that local governments have a significant role to play in housing delivery.

6.3. THE LEGISLATURE

The Legislature is responsible for creating an enabling legislative environment for the effective implementation of M & E; monitoring and evaluating Public sector projects and programmes through the Parliamentary Portfolio Committees; and ensuring that there is a separate M & E budget for programmes and projects. The technical structure involves Ministry structures from OPC to village structures on housing development issues.

Local authorities created the following structures responsible for producing M & E reports.

1. The Village Development Committee (VIDCO) at Village level;
2. The Ward Development Committee (WADCO) at Ward level;
3. The District Development Committee (DDC) at District Level; and
4. The Provincial Development Committee (PDC) at Provincial Level.

All M&E focal persons at all levels will compile reports and disseminate them to all key stakeholders up to national level. The dissemination of information will follow the communication structure from village level to provincial level. For instance, on issues concerning housing delivery, the Ministry of Local Government communicates with OPC through Cluster structures whereas the co-ordinative structure uses local government in communicating with OPC. Monitored and evaluated reports on housing service delivery published monthly, quarterly or annually.

6.4. CRITIQUE OF THE ACTORS INVOLVED IN THE M&E OF LOCAL GOVERNMENT

The above linkages concerning the key players in the monitoring and evaluation of housing services is problematic because sometimes the roles and responsibilities of the various key players of government contradict on certain developmental issues. All key players involved in M&E should participate in all housing issues. The presidency should avail funds for M&E housing projects. Furthermore, the Office of the president and cabinet should capacitate all councillors and staff in order for them to effectively monitor and evaluate housing projects and programmes.

6.5. HOUSING IN ZIMBABWE AND ITS CHALLENGES

Housing is one of the basic needs in any society. Henilane (2016:168-179) defines housing as a building or part of a building where a household can live all year round and which meets certain statutory requirements, including a residential address. Housing is a dwelling place that gives shelter, security and warmth, constructed as a home for one or more persons hence it is of paramount importance as it denotes the socio-economic status of a person. Definitions of housing refer to a home, a house or any place, which is habitable to human beings (Henilane 2016). Housing in the 21st Century refers to accommodation. From the above definition of housing, it is more than mere shelter since it embraces all the social, political and economic services and utilities that make a community or neighbourhood a liveable environment. Thus, the provision of

housing, permanent structures in particular, is crucial because it brings sanity into any community and offers stability in government.

6.6. HOUSING IN ZIMBABWE

Policies are courses or principles of action adopted or proposed by an organisation or individual in order to achieve set objectives (Torjam, 2005:2). The definition of policy in politics refers to the basic principles that guide a government whereas in management it is a set of basic principles and associated guidelines formulated and enforced by a governing body of an organisation to direct and limit its actions in pursuit of long-term goals. Policies embrace political, management, financial and administrative mechanisms in order to achieve objectives. GoZ (2015: *xii*) holds that a policy refers to a guiding statement that will provide direction and thrust on what should be done to either solve a problem or to accelerate certain developments in a given sector. In basic terms, a policy is a plan of action, a statement of aims and ideas.

Largely, scholars agree that some housing policy decisions (written or implied) express the overall past work of government, while others are goal statements or prescriptions of elemental rules for the conduct of personal or organisational affairs. Housing policies are well crafted by governments in order to guide and control key players in the housing sector in order to solve the housing need problem. The Constitution mandates Government to have sound housing policies and be responsive to housing backlogs, provide housing and meet the housing needs of specific inhabitants. The UNCHS (2000:4) argues that housing policies are an essential component of the foundation needed by every individual to participate fully in society and that the government should play a significant role in housing provision and the allocation of adequate resources.

Gukurume (2011:183-193) explores the dollarization of the economy and its influence on service delivery. As Gukurume notes, the quality and quantity of service delivery offered by council has perpetually deteriorated due to economic and political challenges. The author highlighted the impact of the economy on municipal social service delivery, which includes uncollected refuse and waste; power and water outages; potholes in the middle of the town, and running sewage leading to under-provision of housing.

Murimoga and Musingafi (2014:94-107) analyse local governance and service provision in Zimbabwean urban communities, using Harare and Masvingo municipalities as case studies. The authors reveal patterns of municipal service provision and residents' access to these services. The authors argue that poor governance of urban local authorities affects service delivery in the municipalities. The study focuses mainly on the extent to which residents are involved in the service provision decision-making processes and the challenges faced by the two cities. The study concludes that municipal authorities lack in terms of the involvement of residents in municipal governance issues and service delivery which leads to housing problems.

Mangizvo and Dzikiti (2009:41-55) reveal that urban areas have been hit by a critical housing shortage. The authors argue that the housing backlog in the city resulted from rural-urban migration, Operation Restore Order ("*Murambatsvina*"), colonial building standards and harsh economic conditions. Finally, the study concludes by recommending that local authorities should

co-opt insurance companies in a bid to provide accommodation. Furthermore, there should be facilitation of the operation of building co-operatives and promotion of the building of flats as a way of reducing housing backlogs. Operation Restore Order executed in May 2005 affected some urban communities and households negatively as this resulted in the loss of shelter as government demolished purportedly low standard urban dwellings. The Government of Zimbabwe introduced the policy and destroyed all illegal structures. Operation Restore Order created problems as this resulted in the urban housing waiting list ballooning as well as the relocation of some families to the rural areas.

Musekiwa and Chatiza (2015:16-17) examines the decline of service delivery in urban councils in post-independence Zimbabwe to a rise in levels of associational life. The study focuses on three things that residents' associations should do to escape poor public sector service delivery, namely:

- Confront councils and pressure them to restore delivery capability;
- Produce those services that councils are unable or unwilling to provide; and
- Defend residents against the predatory actions of council.

In Zimbabwe, these help in providing housing to disadvantaged groups in the community. Residents' associations engage in dialogue with local authorities and pressurise them to provide affordable housing to residents

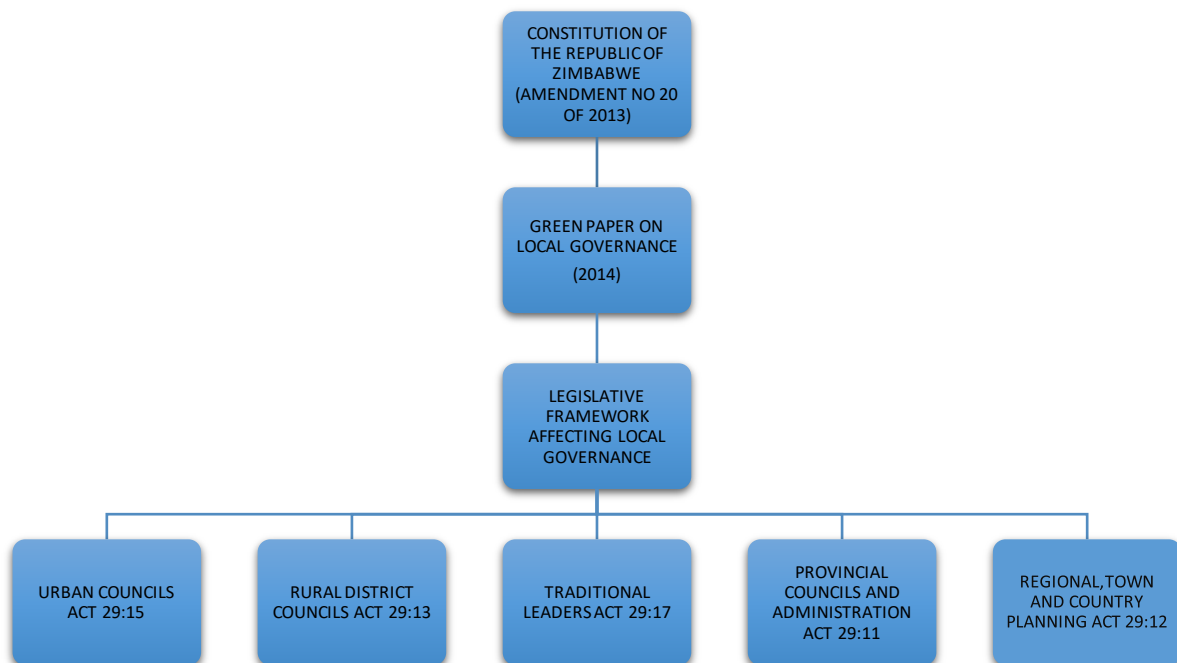
6.7. THE LEGISLATIVE FRAMEWORK INFLUENCING HOUSING SERVICE DELIVERY IN ZIMBABWE

Principally, there are several pieces of legislation governing local authorities, namely:

The Rural District Councils Act (Chapter 29:13); the Urban Councils Act of 1995 (No.24 of 1995) and the Urban Councils Amendment Act (Chapter 29:16); Traditional Leaders Act (Chapter 29:17); Provincial Councils and Administrative Act (Chapter 29:11); and the Regional Town and Country Planning Act (1996).

Furthermore, there are other statutory instruments governing local governments in housing delivery, namely the Provincial Councils and Admin Act, Housing Standards Control Act (Chapter 29:08), Land Acquisition Act (Chapter 20:10) and The Land Survey Act (Chapter 20:12).

The figure below highlights the legislative framework governing local authorities.



The Legislative Framework for the management of Local Authorities in Zimbabwe

Source: Adapted and modified from de Visser et al (2010: 36)

The Government of Zimbabwe (1988:4) provides for the declaration of districts and the establishment of rural district councils. The Act also confers and imposes functions upon rural district councils and provide stipulations on how local authorities must run their administration. The Act stipulates that rural councils should have a ward development committee comprising the councillor for the ward, the chair and secretary. The Government of Zimbabwe (1995:7) provides for the establishment and administering of municipalities and towns and local boards. The Act clearly stipulates on the administration of local government areas by local boards. The Urban Councils Act provides for the services local authorities must render.

Furthermore, the Government of Zimbabwe (2000:2) provides for the appointment of village heads, headmen and chiefs. This Act also calls for the establishment of a Council of Chiefs and village, ward and provincial assemblies, clearly defining the functions of Chiefs. Additionally, the Act provides for village assemblies, ward assemblies and development committees. The village assembly headed by the chair ensures good governance of the village and resolution of all issues pertaining to land, as well as the supervision of village development committees. The ward assembly ensures good governance and development plans for the village.

The Government of Zimbabwe (1995:2) provides for the declaration of provinces within Zimbabwe. There are eight (8) provincial councils in Zimbabwe. The Act defines the appointment of provincial governors for such provinces, as well as the functions of provincial

councils. Provincial councils foster and promote the activities of various Ministries and organs of central government through the implementation of development plans. The provincial councils are also responsible for the formulation of short and long-term policies for the province. In addition, the constitution mandates provincial councils to review and evaluate the implementation of development plans and policies, thereby promoting development in their provinces.

The Government of Zimbabwe (1976) provides for the planning of regions, districts and local areas. The law mandates regions to promote health, safety, order, as well as efficiency and economy in development plans. The regions should also authorize the making of regional plans, master plans and local plans for both urban and rural local authorities. Furthermore, the Act provides for the improvement of communication networks and the preservation of buildings, and the use of land and buildings, thereby regulating the sub-division and consolidation of pieces of land.

7.0. THE CONSTITUTION OF THE REPUBLIC OF ZIMBABWE

In accordance with the Constitution of Zimbabwe (2013) Section 194, the basic principles and values governing public administration include the following: promotes professional ethics; local economic development; efficient and equal distribution of resources; timeous responses to people's needs; inclusive service delivery; transparency and accountability; good public relations; and the training and development of human resources. The Constitution of Zimbabwe on Monitoring and Evaluation (2013) Chapter 2 Section 9 (1) clearly states that, "the state must adopt and implement policies and legislation to develop efficiency, competence, accountability, transparency, personal integrity and financial probity in all institutions and agencies of Government at every level and in every public institution..."

The Bill of Rights clearly articulates that every person has a right to privacy by having a home, premises or property. Government mandates local authorities to provide housing to all citizens. In accordance with the Constitution of the Republic of Zimbabwe (2013) Section 28 paragraph one, The State and all institutions and agencies of government at every level must take reasonable legislative and other measures, within the limits of the resources available to them, to enable every person to have access to adequate shelter. The Green Paper establishes the basis for a new democratic developmental local state based on devolution (CHRA 2014:1).

7.1. CAPACITY BUILDING

Capacity is defined by the (UNDP (2002:5) as the ability of people, institutions and societies to perform functions, solve problems, set and achieve objectives. The GoZ (2015:33) regards capacity development in monitoring and evaluation refers to a participatory needs-based enhancement of the knowledge, skills and abilities of individuals. In other words, capacity building assists human resources to achieve the organisation's goals, objectives and mission,

thereby improving service delivery. One can therefore argue that if a person is capacitated or empowered, it will lead to commitment in delivering efficient and quality service to residents.

This study is important for attempting to develop a capacity development M&E framework for the improvement of housing service delivery in local authorities.

The following are key role players in capacity development:

- Ministers and Members of Parliament;
- Permanent Secretaries;
- Government Planners and implementers;
- State Enterprises and Parastatals;
- Local Government Structures;
- Private Sector;
- Institutions of Higher Learning;
- Civil Society; and
- Development Partners.

There is need to capacitate all key players in order to deepen appreciation of M & E in the implementation of Government programmes and projects. The Office of the President and cabinet shall ensure that Ministries and Commissions place emphasis on the training of staff in monitoring and evaluation GoZ (2015:33).

7.2. HOUSING IN ZIMBABWE AND ITS CHALLENGES

Performance management closely links with monitoring and evaluation since housing service policy and management programs need to be sustainable in order to improve service delivery. Mutsau and Chihambakwe (2012:78) define performance management as the generation of, use and application of performance information for continuous improvement. It ensures that employees meet goals effectively and efficiently. Furthermore, performance management helps project managers to evaluate project goals by taking appropriate action.

A review of literature shows that the term ‘performance measurement’ is more widely researched than ‘performance management’. Performance Management, according to Kloot and Martin (2000:231-251), refers to individual performance management or appraisal schemes. On one hand, Performance Management focuses on the individual rather than the individual and organisation. On the other hand, performance measurement is pre-occupied with the measurement process without being vexed about the context within which measurement occurs. Aguinis (2013:2) defines performance management as a continuous process of identifying, measuring and developing performance in organisations by linking each individual’s performance and objectives to the organisation’s overall mission and goals. Performance management in local governments is significant, as they have been mandated to continuously plan by setting goals and objectives and achieving good results by observing best performance. Performance management in local government requires managers and politicians to be accountable and to link employee performance to organisation goals. Local authorities have performance management systems, which are important in that employees will be intrinsically

motivated to perform their duties. This will help managers to gain insight into the functions of their subordinates in general and their own self-insight in particular. When performance management systems are in place, there will be clear organisational goals and staff will be competent to do their work and will embrace change amicably (Aguinis, 2005). Performance management systems can be a very good vehicle to drive organisational change. This is in line with the Development Dimensions International study which noted that performance management systems influence “financial performance, productivity, product or service quality, customer satisfaction and employee job satisfaction” (Loew 2015:5).

Performance management closely links with monitoring and evaluation in that capacity building programs and management programs need to be sustainable in order to improve service delivery. Mutsau and Chihambakwe (2012:78) define performance management as the generation, use and application of performance information for continuous improvement. It ensures that employees meet goals effectively and efficiently. Furthermore, performance management helps project managers to monitor and evaluate project goals by taking appropriate action.

7.3. THE ROLE OF PERFORMANCE MANAGEMENT SYSTEMS IN HOUSING SERVICE DELIVERY

Notwithstanding the fact that salary adjustment mechanisms frequently use performance management systems for performance feedback and the identification of employee strengths and weaknesses, several organisations also use performance management systems to achieve organisational goals. In addition, performance management systems can help the organisation with administrative matters, such as making sound reward systems like allowances and incentives, thereby boosting the morale of employees. Hence, employees will be intrinsically motivated to carry out their mandates. Good communication is a prerequisite in an organisation; hence performance management systems act as an important communication device.

Performance management systems serve a developmental purpose by creating two-way communication and giving feedback to employees, thereby providing information on workforce planning. Aguinis (2005:13) argues that workforce planning is the talent inventory of, for example, the skills, abilities, promotional potential and assignment histories of current employees. This will help managers to evaluate the efficiency and effectiveness of Human Resource interventions implemented by the organisation. Therefore, performance management systems are a cornerstone of good organisational performance as they aid in the collection of performance data for documentation purposes. Concisely, the purpose of performance management is to improve the job performance of staff with the use of performance planning processes through coaching, mentoring and continuous feedback.

7.4. PERFORMANCE PROGRESS REVIEWS

All clusters, Ministries and Local Authorities shall conduct periodic reviews of physical and financial performance. For development to take place in the Midlands Province, local authorities are to set out key performance indicators. These local authorities should align key performance indicators to local circumstances, goals and priorities of local communities. They should consult

citizens when producing performance indicators doing consultative meetings in communities in order to increase transparency and accountability in the local communities.

A review of literature shows that the term ‘Monitoring and Evaluation (M&E)’ is used as if it depicts one thing, yet in fact they are distinct sets of organisational activities, related but not identical (Shapiro, 2006:3). Monitoring and evaluation are terms that are sometimes used alongside each other, but in reality, they mean different things and one can say they are two sides of the same coin. In this study, the researcher will first define the concepts and attributes of monitoring and evaluation.

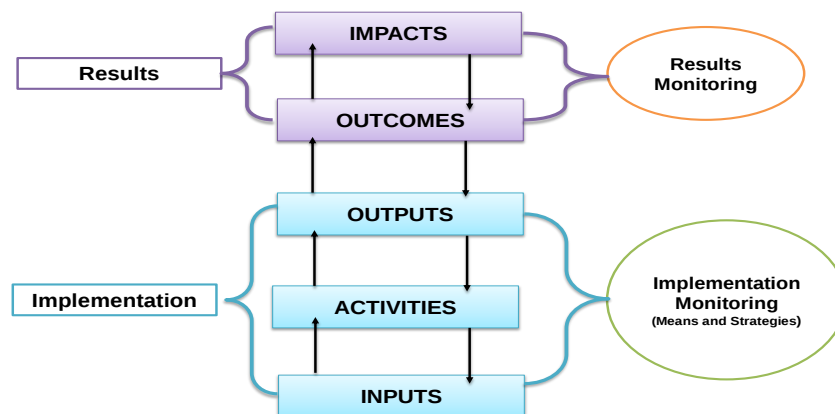
The GoZ (2015:ix) defines monitoring as keeping track of how the project aligns itself to established goals with respect to quality, time, resources, costs, causes and consequences of deviation from policy, programme or project objectives. Monitoring provides the management and main stakeholders of an ongoing project with early indications of progress, or the lack thereof, in the achievement of results. Monitoring involves the systematic collection and analysis of information as a project progresses. The IFRC (2011:11) defines monitoring as the routine collection and analysis of information to track progress against set plans and to check compliance with established standards. The main aim of monitoring is to improve project or organisational efficiency and effectiveness. According to DAC (2002:27-28), monitoring is a continuous process of systematic information-gathering based on indicators to give the managers and stakeholders of a development activity an idea of what progress has been made, what goals have been achieved and how funds have been used. This is a comprehensive definition, especially when looking at the monitoring and evaluation of housing service delivery.

From the above definitions, one can deduce that monitoring, in conjunction with evaluation, is very significant insofar as the success story of any projected programme is concerned. All local authorities in Zimbabwe are mandated to comply with the National Monitoring and Evaluation Policy in order to ensure the effective implementation of Government policies, programmes and projects (GoZ 2015:35). Related literature on monitoring and evaluation systems will also shed light on how local authorities can build capacity to improve performance. The Monitoring and evaluation of housing service delivery requires a holistic examination, especially when dealing with organisations facing political and socio-economic challenges. Good leadership is crucial for a housing service delivery policy or program to be successful. Well-capacitated personnel can monitor and evaluate programs for projects, leading to high performance, and in this case, excellent housing service delivery. It therefore follows that an effective communication strategy should be in place for successful housing service delivery policies/ programs in local authorities.

7.5. TYPES OF MONITORING

Different categories of monitoring assist local authorities to deliver effective and efficient housing delivery. For instance, *results monitoring* tracks effects and impacts, thereby leading to an accelerated delivery of housing opportunities. The constitution mandates local authorities to use resources economically and they can only achieve this if they do process monitoring by tracking activities.

Compliance monitoring helps project managers to eradicate corruption and fraud by adhering to local government regulations and laws and following proper ethical standards. *Context monitoring* provides facts about housing demand and delivery by tracking the setting in which the project operates. Local authorities should also do *beneficiary monitoring* by the allocation of stands and houses to qualifying beneficiaries on the housing waiting list. *Financial monitoring* is crucial, as local authorities should design budgets to cater for housing projects. Finally, there should be *organizational monitoring* which tracks the sustainability, institutional development and capacity building of housing project partnerships leading to effective and efficient housing delivery.



Levels/ types of Monitoring

Source: Adopted from the RBM Handbook for Local Authorities (2014:81)

From the above analysis, one can deduce that there are different types of monitoring and they do not work in isolation. Some work concurrently in order to achieve intended results. *Inputs* in this diagram refer to all the resources that are needed for housing service delivery, namely finances, personnel, equipment, land and buildings. *Activities* in housing service delivery include all the processes or plans of action in order to produce desired outputs. An *output* indicator refers to the final product or service produced for delivery. For instance, in housing the final product could be houses or buildings. It is not always a direct output of housing service delivery.

Outcomes refer to what the local authorities intend to achieve. Outcomes can be immediate or intermediate. *Impacts* are results of achieving outcomes by determining how certain housing projects have influenced local communities. Monitoring helps to identify the risks of the project and tracks the sustainability and cost of the project. *Results monitoring* and *implementation monitoring* is relevant to this study because they lead to more efficient land utilisation by local authorities. In addition, this can prompt local authorities to upgrade informal settlements, thereby meeting the current and future backlog.

7.6. CRITIQUE ON LEVELS OF MONITORING

There are different types of monitoring, namely, which inputs, activities, outcomes and impacts. Implementation focuses on inputs, activities and outputs. The model emphasises implementation monitoring. Sometimes implementation monitoring will miss important inputs for a project to be successful. Hence the need to put in large numbers of monitoring indicators. This increases the

number of monitoring resources needed, thereby affecting the evaluation process. Monitoring model is also silent on how to execute and implement. This model maybe of limited use in supporting implementation monitoring. The monitoring model should take into cognisance that many factors come into play when monitoring housing policies and programs. There is need for the model to provide the actual financial and human resources required before implementation monitoring takes place. The model should also explain what actually constitutes activities in the context of a housing policy. Nevertheless, the levels of monitoring and linkages are important.

7.7. EVALUATION

The GoZ (2015: x) refers to evaluation as a process of assessing the achievements of a policy, programme or project. Evaluation is a systematic, objective assessment of a current or completed project, programme or policy; of its conception and implementation; and of the results it achieved. Evaluation is the comparison of actual project impacts against the agreed strategic plans. Evaluation looks at the project proposal and assesses what it achieves and how it accomplishes that. Evaluation is an assessment, as systematic and objective as possible, of an ongoing or completed project, programme or policy, its design, implementation and results (IFRC 2011:13). The above definitions are indicative of the fact that evaluations are crucial in any project and evaluators should do them expeditiously. It is apparent that the evaluation of housing projects helps local authorities to find out whether the project was completed or not, as well as what needs to be done to overcome the problems encountered. This links with the research objective, which addresses the need for the evaluation of existing performance monitoring and evaluation systems for housing service delivery.

Evaluation of housing service delivery focuses on causality and unanticipated results. In some cases, the results after completion of housing projects may be unanticipated as these impacts negatively on performance evaluation. Evaluation targets finding out whether housing programmes continue to meet the needs of the beneficiaries. The above question, “what do we evaluate?”, answers Objective Three which seeks to evaluate existing performance monitoring and evaluation systems for housing service delivery.

The Rapid Participatory Appraisal originally used in rural areas is qualitative in nature. This type of evaluation is crucial in that it is flexible and interactive and collects data from those who should benefit from the project/programme. In rural local authorities, council officials and community development workers are trained in order for them to work collaboratively with non-governmental organisations. The management information system which shows linkages between Programme performance (KRA-KPI), performance tracking, monitoring, evaluation, performance data capture, and recording, performance reporting to stakeholders, performance information, information utilization for decision- making, timely and informed policy/programme decision-making and feedback for programme adjustment/improvement.

The *Management Information system* (MIS) helps local authorities to organize the information required in order to execute housing projects successfully by monitoring progress. Poor management information systems will result in the abortion of some of the projects. The

Management Information System uses the systematic collection of data on specified indicators to provide management and stakeholders with some valuable information on the progress or failure of an ongoing development intervention.

The MIS documents the progress of the project and establishes whether the project achieves its objectives, as well as whether those responsible for allocating funds used the money for the intended project. Performance tracking, monitoring and evaluation will also determine the relevance and fulfilment of objectives thereby providing the efficiency, effectiveness, impact and sustainability of housing projects. The housing managers monitor on a monthly to quarterly basis, outputs, activities and the use of resources such as staff, time and funds.

Input indicators are part of the MIS. Hence, a good accounting system in local authorities is relevant in order to keep track of expenditures and provide cost data for the performance analysis of outputs. Housing managers use the following indicators on a daily or weekly basis: vehicles operating costs for housing projects, financial contributions from the government, the appointment of staff, the provision of buildings and the status of enabling legislation.

7.8. CRITICAL SUCCESS FACTORS IN THE MONITORING AND EVALUATION OF HOUSING SERVICE DELIVERY

A project is a planned undertaking which is a set of interrelated and co-ordinated activities designed to achieve certain specific objectives within a given budget and time-frame (GoZ 2015:xii). Different projects have different sets of critical success factors. Project management critical success factors include project mission, top management support, project schedule/plans, client consultation, personnel, technical tasks, client acceptance, monitoring and feedback, communication and troubleshooting (Pinto and Slevin 1988 cited in Ofori 2013:17). For any project to be successful, the goals and objectives of the project should be clearly stated. The top managers are the drivers of projects and they should be willing to provide information and resources for project successes. The top managers should also hold consultative meetings with all stakeholders in all the communities in order for the project to be successful.

Local authorities should train the housing staff and avail to them the required technology and expertise. They also need to constantly monitor housing projects and give feedback appropriately, hence ensuring communication with all key actors involved in project implementation. Project management is relevant in this study since it helps housing managers to handle unexpected crises and deviations from the project goals and allows them to trouble shoot to ensure that the project is on track. Housing departments plan and come up with Critical Success Factors (CSFs), also referred to as Key Result Areas (KRAs), in order to achieve the goals of the organisation. KRAs in housing focus on social service delivery and sound corporate governance. The KRA on the social service delivery goal will be to increase access to residential accommodation in local authorities, resulting in increased access to accommodation ownership for residents. KRA on sound corporate governance goal will aim to improve local governance systems thereby improving accountability in local authorities. From the above analysis, the success of housing projects depends solely on the project manager.

Related literature on monitoring and evaluation systems will also shed light on how local authorities can build capacity to improve performance. The Monitoring and evaluation of housing

service delivery requires holistic examination, especially when dealing with organisations facing political and socio-economic challenges. Good leadership is crucial for a housing service delivery policy or program to be successful. Well-capacitated personnel can monitor and evaluate programs for projects leading to high performance. In this case, excellent housing service delivery. It therefore follows that an effective communication strategy should be in place for successful housing service delivery policies/ programs in local authorities.

8.0. RECOMMENDATIONS

This study is grounded on the Systems Theory, which is the cornerstone of public administration and management. The recommendations are based on the various systems within local government.

8.1. NEED FOR NEW STRATEGIES AND INTERVENTIONS TO SOLVE THE CHALLENGES FACING LOCAL AUTHORITIES

In order for Local Authorities to solve challenges they are currently facing, there is need for new strategies and interventions. Housing service delivery must be done taking cognisance of 21st century innovations. The New Public Management Theory requires local authorities to implement e-government principle. Housing departments should computerise housing data and set up computer networks. Management Information Systems are important for data capturing, processing and analysis. Local authorities should create websites so that they offer online housing services to residents. This results in the ease of doing business with residents, thereby improving the efficiency and effectiveness of housing service delivery.

8.2. PLANNING AND SETTING UP M & E UNITS AND THE RECRUITMENT OF M & E SPECIALISTS

Local authorities should set up teams to be involved in the M & E of housing projects. Local authority departments should interface in the implementation of M & E systems. Local authorities should ensure the establishment of M & E units. There is need for local authorities to capacitate employees in different M & E Units in order for them to efficiently and effectively monitor and evaluate housing projects and programs. Local authorities should recruit qualified and experienced M & E specialists, which will create efficient and effective housing service delivery.

8.3. ENHANCING GOOD INTER-GOVERNMENTAL RELATIONS TO MONITOR AND EVALUATE PERFORMANCE IN LOCAL AUTHORITIES

Local authorities should enhance good inter-governmental relations (IGR) to monitor and evaluate performance. In Zimbabwe, the ruling party has a large influence on IGR at national, provincial and local government level. The major challenge is that IGR is dominated by the executive arm of government, resulting in tension between the efficiency and effectiveness of housing service delivery. The Zimbabwean government does not possess the financial and human

resources to conduct IGR effectively, hence the need to ensure budget allocation for monitoring and evaluation.

8.4. STRENGTHENING GOOD GOVERNANCE AND CAPACITY BUILDING IN LOCAL AUTHORITIES

Local authorities should allocate resources strategically to all departments. Local authorities should strengthen good governance. Local authorities should enhance transparency and accountability, thereby strengthening good governance. A successful M & E should include training programmes, induction programmes, motivation for employees and an adequate budget. This can only be achieved through dynamic leadership. Local authorities should develop expertise on issues affecting residents concerning housing issues. Council managers should be responsible for monitoring and initiating housing service improvements in their departments.

8.5. ESTABLISHING M & E STRATEGIES FOR LOCAL AUTHORITIES TO BE CENTRES OF EXCELLENCE

Monitoring and evaluation is effective for effective housing service delivery. This study established that local authorities cannot afford to carry out local economic development schemes without carrying out at least some M & E activities. Council managers should think and reflect on the changes taking place in housing projects. In addition, M & E improves the performance of local government officials through closely monitoring the external environment. Informal M & E contributes to improved governance and enhances the effectiveness of Local authorities in Zimbabwe. M & E assists local authorities towards achieving the council's development goals. Local authorities should implement a robust M & E system in order to ensure efficient and effective housing service delivery.

8.6. PROPOSED HOUSING SERVICE DELIVERY FRAMEWORK

From the discussion of the results above, the deduction from the analysis is that local authorities face challenges when monitoring and evaluating housing projects and would like to access funds and tools to improve housing service delivery.

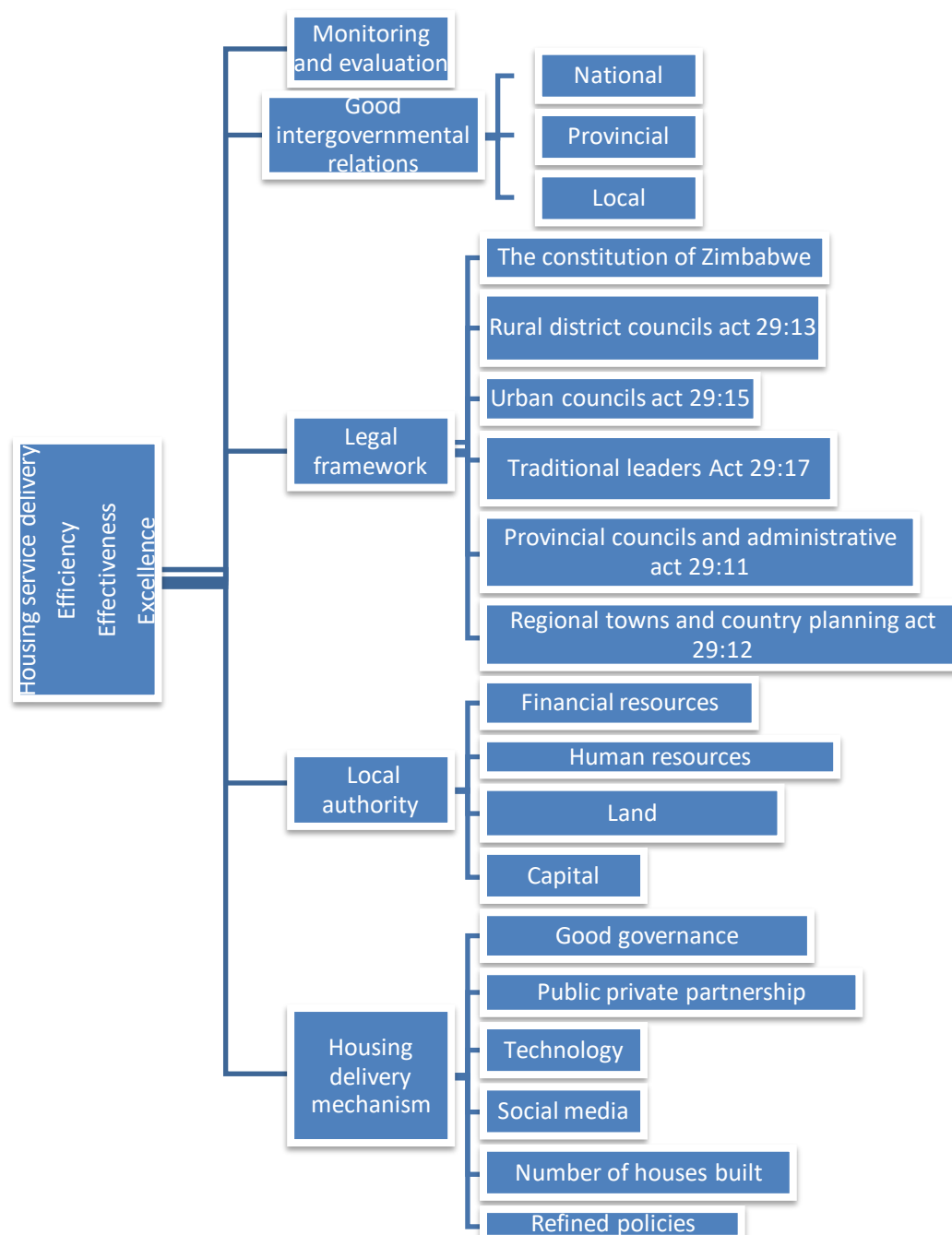
The proposed framework for housing service delivery emanates from the interviews and questionnaires. The design of the housing framework is based on the following points:

- User-friendly;
- Enabling conditions;
- Inputs;
- Housing service delivery implementation;
- Housing service outputs; and
- Housing service outcomes.

Council employees can easily use the proposed housing model because it is easy to implement. Council departments will be in a position to understand how the model works. Enabling conditions in local authorities are situations which must occur simultaneously with a given

housing project in order to produce good results. Local authorities are responsible for implementing housing programmes. Housing service outputs is another factor. Local authorities focus on the number of private developers and employees trained in the organisation. Housing service outcomes here focus on reduced overcrowding and a decrease in housing backlogs.

8.7. PROPOSED HOUSING SERVICE DELIVERY FRAMEWORK



Source: Mlambo, 2019:180

As shown in the framework above, local authorities makes known their housing needs to the provincial government. Working together, the local government and provincial government

define the housing needs of residents and communicate to central government. The central government then approves housing projects and gives local authorities the mandate to provide housing services to residents.

8.8. COMPONENTS OF THE HOUSING SERVICE DELIVERY FRAMEWORK

The components of the framework as shown above are as follows:

8.8.1. LOCAL AUTHORITIES (RURAL/URBAN)

The role of local authorities is in identifying the housing needs, services and access funds from central government. Local authorities consult residents on housing needs and wants. The housing department ensures that it keeps an updated housing waiting list.

8.8.2. PROVINCIAL GOVERNMENT

The provincial government acts as agents of housing service delivery from the central government to residents and housing needs delivery from residents to the central government. The central government should support local authorities financially for delivering on their mandate.

8.8.3. CENTRAL GOVERNMENT

The major role of the central government is to ensure that the housing needs of residents are clear to define and meet. Housing needs should be top priority for central government.

8.8.4. HOUSING SERVICES

The housing department supplies housing information to the central government on housing needs and requirements. The government then designs housing policies to suit the residents' needs.

8.8.5. HOUSING INPUTS

The framework emphasises housing inputs like funding (capital), human resources (housing managers) and technology and proper M & E systems. For instance, the identification of beneficiaries through the housing waiting list and needs analysis are crucial in detecting whether housing service delivery is sensitive to the needs and demands of local authorities. The identification of beneficiaries helps local authorities in fighting the housing backlog. By consulting residents, local authorities will be integrating residents' voices in housing development programs, thereby achieving organisational results. Residents should be included in housing policy formulation, housing service planning, designing and monitoring. Local authorities should gear towards demand-side governance, thereby increasing the voice of the residents.

Housing waiting list information should include all the demographic attributes like gender, age, disability and ethnicity. The demographic information will assist managers when planning for accessibility and affordability of houses. Local authorities need to collect disaggregated data, which is important in project monitoring. Human capital is important in that it detects whether housing directors have the capacity to deliver housing programs. Housing managers should deliver housing services efficiently and effectively. Managers should capacitate in order to give appropriate housing service delivery programs.

8.9. HOUSING SERVICE DELIVERY IMPLEMENTATION

The delivering of housing services an important component in the framework. This framework proposes the devolution of power from the central to provincial governments. The Constitution of Zimbabwe Section 2 calls for the central government to cede more powers to provincial councils for them to spearhead local development programs. This framework proposes that the central government should be clear on the administrative responsibilities of the central and provincial government. The central government should not meddle in provincial council's local economic development plans. The central government should surrender powers to provinces for the provinces to manage the housing issues of that province. Political will was lacking, especially in implementing housing policies. Hence, the housing projects will not be financially sustainable. Public-private partnerships should also implement housing programs.

Accountability is important in housing delivery implementation. The central government, provincial government, local government, housing directors, housing managers, councillors and residents should be accountable. Accountability influences positively or negatively on housing directors, councillors and residents on the efficiency of housing services and policies.

8.10. HOUSING SERVICE OUTPUTS

The housing framework proposes that residents and housing managers experience housing provision differently. Local authorities' interactions with the three tiers of government are individualised and nuanced. Despite the difference in housing provisions in local authorities, it is important to understand how local authorities experience the delivery of housing services. This calls for key performance indicators of housing managers and the presence of housing service monitoring tools. Residents should provide feedback to local authorities in order to improve housing services.

9.0. HOUSING SERVICE OUTCOMES

This framework emphasises the aspect of housing service delivery as it focuses on outcomes. Outcomes are important in that local residents will be in a position to tell what they achieved from the housing services. Housing services must deliver in such a way that the beneficiaries will be content with the service. The advantage of the housing service delivery framework is that it is user-friendly and that the central government will be aware of the housing needs in all the provinces. Local authorities will also be empowered to communicate what they want to the

provincial councils, which cuts down on bureaucracy each time a housing service is required. The housing service delivery framework developed in this study can be general and applied to analyse the housing needs in Africa.

The housing service delivery model is not a panacea to all housing service delivery challenges experienced by local authorities. The researcher recommends that there is need for further research on the housing service delivery model focusing on challenges and possible solutions to housing problems.

9.1. MONITORING AND EVALUATION

In order for local authorities to achieve efficient, effective and excellent housing service delivery, monitoring and evaluation systems should be implemented. This can only be achieved if there is political will and key stakeholder and senior management buy-in. There should be an adequate budgetary allocation for all M & E activities. In addition, adequate human resources with requisite skills should be recruited. There should also be clear roles and responsibilities for implementing M & E with management and councillors.

9.2. GOOD INTER-GOVERNMENTAL RELATIONS

The National and Provincial governments should provide oversight and strategic guidance in the implementation of M & E and housing service delivery.

9.3. LEGAL FRAMEWORK

The legislature should create a supportive environment for effective housing service delivery and the implementation of M & E. The role of local government in housing service delivery and M & E is guided by the Constitution of Zimbabwe, Acts and policies.

9.4. LOCAL AUTHORITY

Local authorities are mandated to support housing departments materially and to financially provide skilled human resources for effective housing project/programme implementation of M & E activities.

9.5. HOUSING SERVICE DELIVERY MECHANISMS

Local authorities should develop monitoring and evaluation housing service delivery mechanisms that will assist housing departments to come up with strategies to assess their projects, programmes and evaluate them.

9.6. HOUSING SERVICE DELIVERY

Local authorities should come up with strategic plans and interventions to be followed in monitoring and evaluation highlighting inputs, activities, outputs, outcomes and impacts. Furthermore, local authorities should be accountable to all stakeholders. Additionally, public and

private partnerships should be capacitated in order to deepen their appreciation of M & E in the implementation of housing programmes and projects.

10.0. MINISTRY OF LOCAL GOVERNMENT AND NATIONAL HOUSING

The researcher recommends that:

- The parent Ministry treats housing issues as an urgent service delivery problem and also fund housing schemes for people with disabilities;
- The Ministry should resuscitate the National Housing Fund in order to finance housing projects;
- The Ministry should have a register of all people owning land and houses in all the LAs, which calls for the computerisation of housing data by all the LAs;
- All stakeholders involved in housing service delivery should have a computerised monitoring register linked to the parent Ministry;
- The Ministry should not interfere in the making of by-laws;
- Constant changes to mayoral systems: executive versus ceremonial mayors. To some extent, the power bestowed to ceremonial mayors show that there can do little to reshape local governments;
- There should be a full time political leader in council who would guide and direct both elected and appointed officials in the administration of urban councils;
- The Minister should not just dismiss mayors and councillors for under-performing before engaging them in dialogue;
- Commissioners should not be appointed to run councils since they are handpicked by the Minister and must be ZANU PF;
- The cancellation of all debts owned by residents in 2008 paralyzed service delivery in LAs leading to a deterioration on infrastructure and services in such cities. Hence, government should not meddle in council business;
- There is need to encourage political parties to choose candidates for election such as councillors who have higher qualifications;
- The Urban Councils Act should go beyond political demands and therefore demand higher academic and professional qualifications;
- Councillors should train in order to be well acquainted with council business; and
- The government should be an investor in people in order to build capacity to deliver housing services.

11.0. CONCLUSION

In conclusion, monitoring and evaluation is not a panacea for curing all the problems associated with project/programme success. A review of a new innovative programme or project may help to determine whether to apply the approach with confidence elsewhere (IUCN, 2004). The Monitoring and evaluation (M&E) of development activities provide government officials, development managers, and civil society with better means for learning from past experience, improving service delivery, planning and allocating resources, and demonstrating results as part of accountability to key stakeholders (The World Bank, 2004:5). Lahey (2010:9) argues that building monitoring and evaluation systems helps strengthen governance in countries by improving transparency, strengthening accountability relationships and building a performance culture within governments to support better policy-making, budget decision-making and management.

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