



Midlands State University



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Management

**DISSERTATION TOPIC: AN ANALYSIS OF THE ROLE PLAYED BY
DECENTRALISATION IN PROMOTING GOOD GOVERNANCE IN AFRICA-
CASE OF ZIMBABWE 1990-2016**

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Bachelor of Social Science in Politics and Public Management Honours
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I solemnly declare and affirm that the research entitled **AN ANALYSIS OF THE ROLE PLAYED BY DECENTRALISATION IN PROMOTING GOOD GOVERNANCE IN AFRICA- CASE OF ZIMBABWE 1990-2016** is as a result of my own work and has never been presented and submitted before any academic institution. The sources that I have used in this research have been acknowledged accordingly.

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ABSTRACT

Governance in Africa has been since driven by poor policy formulation and lack of political will by leading officials. Decentralisation has mainly been used to bribe the masses given that African states are a product of colonialism and for redistribution of resources to mean equality in accessing them. African states has decentralised power of which decentralisation as a process suffered incompleteness in practice. Since 1980 the government have been aiming at eradicating poverty through empowerment programmes that has also been part of the decentralization process. From 1990 to date Zimbabwe have faced an advantageous move in governance where new political parties came into existence, the legal framework have been changed to suit democratic or good governance demands through decentralization of which the process then faced challenges in proper implementation and political will. The researcher used Zimbabwe through the Masvingo city council to outline how decentralisation have affected good governance. The country is divided into ten provinces according to the 2013 constitution where the provinces are governed by local governments according to section 264. The local authorities have only managed to help counter the disadvantages set by the white regime or colonialists but have little or no power as they only enjoy delegated autonomy. Decentralisation has been used to regain political power evidenced by lack of participation of citizens and education concerning participation in policy formulation and access to information through the local authorities. Local authorities have tried to provide information to stakeholders and high levels of ill political will are being realised. The researcher has used qualitative research method so as to unearth the significance of decentralisation concerning good governance.

Contents

DECLARATION FORM	i
RELEASE FORM.....	iv
ABSTRACT.....	v
1.1 INTRODUCTION.....	1
1.2 Background of the study.....	2
1.3 Statement of the problem	3
1.4 Objectives.....	3
1.5 Research Questions	3
1.6 Justification of the study.....	3
1.7 Ethical considerations	4
1.8 Limitations.....	4
1.9 Delimitations.....	5
CHAPTER II: LITERATURE REVIEW& THEORETICAL FRAMEWORK	6
2.0 Introduction	6
2.1 Decentralization:.....	6
2.1.1 Transfer of responsibility and authority.	7
2.1.3 Legality	9
2.1.4 Centre local relations in Zimbabwe.	9
2.2Decentralisation in Africa.....	10
2.3Good governance in Zimbabwe.	12
Fig2.1 The relationship in good governance	14
2.4 Decentralization facilitating accountability, transparency, participatory policy formulation, equal resource distribution, rule of law and local government independence(good governance). 15	
2.4.1 The creation of local authorities in Zimbabwe: <i>foundation management structures</i>	16
2.4.2 Strong citizen participation:.....	18
2.4.3 Strong and active representative democracy:.....	19
2.4.4 Accountability and transparency:.....	20
2.4.5 Free and easy access to correct information:.....	21
2.4.6 Partnership relationship in governance:.....	22
2.5 Theoretical Framework.....	23
2.5.1 Systems theory:.....	23
2.5.2Interdependency theory:.....	24
Chapter III: Methodology.....	26
3.0 Introduction	26
3.1 Research approach.....	26

3.2 Research design:	26
3.3 Study population:.....	27
table 3.1	27
3.4 Sampling:.....	27
3.5 Data collection:	28
Chapter IV: Data analysis, presentation and discussion.	30
4.1 Introduction	30
Table 4.1 target population	30
4.2 The role played by Local authorities in National development.....	30
fig 4.1 role played by local authorities in national development	30
4.3 The relevance of citizen participation and all stake holders in policy formulation:.....	33
Fig 4.2 reason behind citizen participation	33
4.4 The essence of easy access to information.....	37
Table 4.1gender and age of general citizens and informal traders interviewed	37
Table 4.2 age and field/work experience of informal traders interviewed.....	37
Table 4.3 the respondents classified according to their responses concerning effects of access to information	38
Chapter V: Conclusions and Recommendations.....	41
5.1 Introduction	41
5.2 Conclusions	41
5.3 Recommendations	43
BIBLIOGRAPHY.	44

CHAPTER I

1.1 INTRODUCTION

Every state has its own government that runs its affairs throughout and the government are people organised to bring common good to the people they rule over and in so doing mechanisms of governance are developed. Decentralisation as an element of democracy defines governance from grass roots including citizen participation, accountability and transparency. It promotes development through harmonising political, economic, social and religious diversities. In Zimbabwe it has only stayed as a concept or an idea with no realism, existing as a bribe to the international community and the citizens of Zimbabwe given that local authorities are suffering from unfunded mandates, budgets takes long to be approved, citizens are just mere subjects with no contribution to economic and political affairs, lack of uniformity of development resulting in poor resource allocation and management and also difficulties in accessing information.

This research seeks to outline the essence of citizen participation in Zimbabwe, the essence of the independence of local authorities in local development and the significance of easy information accessibility in Zimbabwe so as to promote good governance. Checks and balances between governmental institutions must be a priority and concerning local governance chiefs and mayors must be constitutionally empowered and desist from playing a ceremonial role. Also this research is in a quest to unveil the role played by easy information access through the independence of some governmental parastatals and the government to also prioritise electronic ways to access information concerning issues that affect citizens. More so the essence of consultation at every stage as a way of promoting accountability and transparency through involvement of citizens, the civil society and even international organizations is to be assessed by this research on how it best enhances proper management and distribution of the common good. Also coming from colonial backgrounds, sovereignty became a concern to governments in Africa and now decentralization comes as an answer and not a threat to sovereignty protection. Responsibility distribution, total independence of local authorities, rule of law and separation of powers and how it help in promoting transparency and accountability in governance are issues to be exposed by this research.

Centre local relations are diverse creating hard economic foundations in the state, the synergy of national policies with local independent programs and policies is to be encouraged. Though it is a unitary devolved state, devolution and the unitary system has to be revised and

redefined to suit the Zimbabwean political and economic system for the realisation of the nation state potentials and easily counter economic disparities in provinces and realise uniformity of development leading to actual state productivity. The legal framework that governs the local authorities needs amendments on various sections to empower the individuals who are in control of the authorities such as the Town Clerk and the Mayor who consult the minister on a routine.

1.2 Background of the study

Democratisation brought decentralisation in Africa in the 1990^s, in a bid to rebuild economic and social relations that had been divided during the colonial era, democratisation is a European driven system of governance that started as an ideology in the eighteenth century and then spread to developing countries in the 1980^s so as to counter first slave trade and monarchism that had lost its value in terms of governance Uwizeyimana (2012). Coming from the colonial era, governments in Africa had to adopt some of the foreign or western systems of governance and decentralisation through democracy became a concern as a process. Decentralization describes the allocation of responsibilities for resource distribution and uniformity of development, it came as a concern to Africa in the 1990^s given that governments were now in a race for development and equitable distribution of responsibilities for resources became a strategy. A few states like South Africa, Botswana and Ghana has fully adopted the system. Governments in Africa adopted it so as to boost citizen participation and build the national economy through independent local development. Most governments in Africa have seen it as a threat to power and unity given that some states are divided through ethnic and tribal issues including countries like DRC, Rwanda, Kenya and Somalia amongst others who are still being controlled by tribal conflicts in terms of national power. Also religious matters are also of great concern against decentralisation in Africa. More so some states in Africa are still being governed along the lines of authoritarianism and the implementation of decentralisation has become a political concept used to bribe the national community and citizens resulting in poor policy formulation and implementation in countries like Zimbabwe, Uganda and DRC.

The system of institutions such as municipalities and city councils started in Germany and just after independence in most African states they adopted the system in a bid to distribute the common good equally and quickly realise social economic potential of any localities. The system began to develop due to political environmental change that is in diplomatic areas mostly which saw power from the municipalities being limited by the central governments.

The municipality system was to create an independent society with its own goals and laws that suit that given environment and help to peruse the national goals as well. Zimbabwe as well adopted the system on various stages with support from the legal framework but perused the devolved unitary system where control is directly from the central government according to section 264 of the 2013 new constitution. The system faced challenges in the economic struggle and created differences in the provinces of the state as development became concentrated in some regions neglecting some provinces given that they lacked independence legally in economic expansion affairs.

1.3 Statement of the problem

Poor policy formulation, funding and power centralisation has led the country to economic underdevelopment and personalization of governmental institutions which has become a major disadvantage to the decentralization process. Local authorities are mere subjects of the central government and they do not enjoy total independence in governance, creating circles of poor resource allocation and management. More so, citizens are being deprived of their right to access to information.

1.4 Objectives

- i. To understand the essence of local authorities in national development.
- ii. To provide a better understanding on the relevance of the inclusion of citizens in policy formulation from grass root level.
- iii. To understand the importance of easy access to information by all citizens
- iv. To recommend to central government to promote total independence of local authorities and ensure participation of every citizen in matters that affect them.

1.5 Research Questions

- i. What role is played by local authorities in national development?
- ii. How relevant is the inclusion of citizens and all stake holders in policy formulation?
- iii. Is access to information an issue of concern to good governance and economic transformation?
- iv. What recommendations are there for both the central and local government to provide the common good?

1.6 Justification of the study

This study will benefit the universities and schools at most given that it will help students in research concerning decentralization in Africa, how it came into existence and what are the

benefits of decentralization to good governance. This research seeks to expose the Zimbabwe centre local relations and the major actors there in, such that the citizens have a better understanding on how their localities are controlled and at least try to clarify on who exactly controls the system. Moreover it will help the citizens to understand better how relevant or how essential they are in taking part in decision making processes and have knowledge on the channels of participation so as to promote good governance. In addition accessibility of information is a right to every citizen and it is in the objective of this research to bring out how access to information leads to transparency and accountability to citizens at large.

1.7 Ethical considerations

In collecting the needed data the research used voluntary or willing participants in focus group discussions and interviews as well, where participants were informed concerning the ongoing research and their willing to contribute through the interviews and focus group discussions. Acknowledgement of the work of other authors was also a major priority in this research given that other sources of data were used like books from different authors and documentaries. The research avoided discriminatory and offensive questions by all means possible in conducting interviews and focus group discussions as participants were informed on the area to be covered by the questions and their willingness to participate. Protection of information will also be guaranteed through the Midlands State University.

1.8 Limitations

The following are the limitations of the study:

(i)Scope of the study

The fundamental limitation of this study is that it is focused on Masvingo City Council and Masvingo city only rather than all cities of Zimbabwe who are under the same operations which help bring out the required information.

(ii)Time limitation

The researcher had to work under specified limited time which also limits the broader range of the study given that the time required was not for a wider range of study. To counter the limitation the researcher had to access available information only determined by time allocation.

(iv) Communication limitation

Language is also another barrier given that not all target groups are familiar with Shona and English, concerning interviews and discussions some participants were finding it difficult to respond to questions properly given that they were not familiar with other languages used. However the researcher had to remodel the questions to align them with the language used for a particular target group and it took time as well.

(v) Confidentiality of information by the organisation

Also due to organisational professionalism information from respondents may be classified hindering some objectives of the research.

1.9 Delimitations

Conceptual delimitation of the study

The study focuses on the role played by decentralization or how exactly does decentralization influence or promote good governance in Africa using Zimbabwe: Masvingo City Council.

Geographic delimitation.

The study is conducted in Masvingo using Masvingo city council, in Zimbabwe.

Demographic delimitation

The study focuses on a population of 37 which comprises of members of the Masvingo City Council and general citizens.

Time delimitation

The study focused on the period of 1990-2017 and will be completed in 2017.

CHAPTER II: LITERATURE REVIEW & THEORETICAL FRAMEWORK

2.0 Introduction

The aim of this chapter is to review critically the existing research on the role played by decentralisation in promoting good governance in Africa. The chapter contains the definition of decentralisation and good governance. It reveals the description of good governance in Africa and the legal framework that covers good governance in Africa. This chapter also aims at outlining the existence of local authorities in Zimbabwe and how has it affected local development. Also the chapter provides information concerning the gaps that have been left out in literature and how the researcher will fill the gap in literature.

2.1 Decentralization:

As implied by Vansant (1997) the functional activities over which authority is transferred consists of: What kind of powers have been transferred, the level(s) or area(s) to which that kind of power is conveyed and the legal or administrative means by which authority is moved. It involves a change in the organisation of activity institutionally in which political, social and economic decisions are influenced and implemented and with regard to the public sector the idea consists of the relationship between the roles of the central government and their responsibilities and subnational and local governments.

Smith (1985) states that it involves the transfer of authority and power to plan, make decisions and manage resources from higher to lower levels of the government in order to facilitate efficient and effective service delivery. Stacey White (2011) states that decentralization deals with three broad concepts that mainly describes it that is de-concentration, delegation and devolution. De-concentration is when the central government disperses responsibilities for certain services to regional branch offices without any transfer of authority and it is just the establishment of field offices.

Delegation is the transfer of responsibility or decision making and administration of public functions to local governments and the local governments will not be fully controlled by the central government but are accountable to them. Devolution is the transfer of authority for decision making, finance and administrative management to quasi-autonomous units of local government.

Hussein (2004) also alluded that discourses in development studies show variations in the meaning, purpose and forms attributed to the concept of decentralization. For instance concepts such as delegation, participation, divisionalism, de-concentration and devolution

are associated with decentralisation and also believes that it is a generic concept for various forms of structural arrangements in government and organisations.

Decentralisation is a broad term and subject that has led to various conclusions by scholars. However in this view it is more than just a process rather it is the end product of the process, given that as pointed out by scholars above it deals with four major areas that describes it that is the transfer of authority and responsibility, its legality (how legal is it), the relationship of two dominant parties in development and lastly the measure of the transfer. The above scholars have left a gap concerning the transfer of power (how the power will be exactly transferred) which explains the legal framework that covers the power transfer and who exactly is responsible for the transfer of power given that the scholars above have only highlighted that decentralisation is a responsibility of the central government which then neutralises decentralisation. This research seeks to uncover the real authority behind decentralisation of power. Decentralisation is best described as a **constitutional mandate** that propounds the independence of all types of government for effective, service delivery and performing closer to the people, by the people and for the people. Concerning it being a constitutional mandate it means that it is derived from the people or that it is the duty of the constitution to describe directly and clearly concerning the independence of the local authorities from the central government and only leave them to be accountable but not subjects of the centre. The constitutionality of decentralisation then goes beyond local governance but also to the three arms of the state that is the executive, legislature and the judiciary and their independence as well. Decentralisation goes beyond the central government as the authority with the mandate to distribute power but to the rule of law as the supreme authority of the state.

Below is a scrutiny of four major aspects of decentralization and their impact on good governance that is *the transfer of authority and responsibility, its legality (how legal is it), the relationship of two dominant parties in development and lastly the measure of the transfer.*

2.1.1 Transfer of responsibility and authority.

(i) of responsibility

Generally responsibility only deals with delegatory and de-concentration powers where as one party takes care of a given property or given business in a given manual (administration

law) where the responsible party makes no changes in terms of responsibility, rather it is only answerable to an above authority so its limited in its functionality. In governance it is when the local authority takes care of the business mandated to it by the central government, in terms of the centre and the centre local relations in this matter are master and servant relations this falls under de-concentration and delegation of powers. White (2011) has stated above that in delegation of powers decision making and administration of public functions are the role of the local authorities and in de-concentration it is only the establishment of the field office of the centre.

(ii) *of authority*

Authority only deals with the right to give orders or make decisions or official permission. It also describes the legal right of an individual. In governance the transfer of authority means that although one maybe accountable to the power above him after taking action mostly and bureaucracy is reduced. The local authorities at this level can make decisions at any time in terms of finance and administrative management. Brosio (2000) alludes that in Africa concerning decentralisation Ethiopia, South Africa and Uganda are proceeding fast. In South Africa the local authorities have direct authority over their budgets, social-political and economic life even though they are accountable to the centre. Authority explains the ability to legally influence changes as a local authority without the interference of a second party. Given that it is a local authority, its capacity of authority is in local matters only and thus in terms of local livelihoods which include resource management and capacity building for investment.

2.1.2 Measure of the authority or power transferred

Concerning the degree of the transfer of power it is only about how authoritative is the authority given? How constitutional is the constitution? Are the powers delegated, de-concentrated or devolved being used freely without fear of the centre? **How authoritative is the authority given?** The given authority is measured by its impact on the eco-socio-political affairs of its jurisdiction, it now deals with applicability and impact as decentralisation stretches from theoretical measures to functionality. As stated in section 264 of the Zimbabwe 2013 constitution it is not clear concerning the delegation of powers to the local government, the power explained by the constitution is only the central powers being the direct custodian of the local government where the local depends on the centre for all its powers and functionality and not the constitution which is the supreme law.

2.1.3 Legality

Legality is only the area covered by the legal rights concerning the powers of a local authority or regional authorities. In governance a legal right to the arms of governance is power and not only having a legal right is power but how right is the legal right? The depth of the legal right that gives it value and consistency. Legal rights are obtained from the constitution and acts of parliament. The local authorities cannot perform above their constitutional right. In the constitution of Zimbabwe amendment (No 20) the powers of the local authorities are found in chapter (14) section (264) where decentralisation is described in devolution of powers. Vansant (1997) Clinton “Empowerment means not only having choice but having the capacity to exercise that choice”, so the contents of the constitution or acts of parliament matters the most.

2.1.4 Centre local relations in Zimbabwe.

A relationship describes the way in which two or more parties manage their affairs or includes the dealings between these parties or the way and manner in which they co-operate. Concerning centre local relations, it is the way in which the two co-operate in distribution or management of the common good as they are under one mandate of management of state affairs though one party is obliged to govern a small community. Are they connected along master and servant lines? Is it father and child? Is it a partnership relationship? In the devolution of powers, the two parties seem to use a partnership relationship where each party enjoy its autonomy that is not delegatory. The father and child relationship is more of delegation and the master and servant relationship describes the deconcentration kind of decentralisation. Also concerning the above four(4) aspects of decentralisation above Vansant (1997) alludes that

Decentralisation is the functional activities over which authority is transferred, the type of authority or powers which are transferred, the level(s) or area(s) to which such authority is transferred and the legal or administrative means by which authority is transferred.

Bevir (2009) describes centre local relations as political administrative relations that are in existence between the central government and the local government within the same territory. The Zimbabwe centre local relations are based on delegatory measures where the centre directly controls the local government through the ministry of local government, public works and national housing. Chirisa and Jonga (2009) through directives good governance was suffocated by political advantage (political interests) and the ministry therefore came

heavily on urban councils thereby frustrating the remaining elements of freedom, good governance, commitment and initiative among councillors and council employees. Nyikadzino and Nhema (2015) stated that the top management and commissions are appointed by the central government and it also fires elected councillors and they go on to state that bureaucratic pathology limits innovation, creativity, responsiveness and flexibility. Directives by the central government and appointments have created damaged centre local relations in Zimbabwe leaving behind the fact that the legal framework has created an open door for poor centre local relations and despite the legal framework, ill political will has also been the reason behind these relations given that section 264 also states the devolution of powers thus this research seeks to fill the gap left in literature as mentioned above.

A central government is a government of a nation state and it reaches out to other parts of the state through the local authorities Mapuva (2015). The local government now becomes the hands on of the central government on distribution of the common good and Devas (2004) states that South Africa, Zimbabwe and Namibia adopted the decentralisation policy as a move geared toward dismantling systems of racial segregation and discrimination in the distribution of the national cake. The distribution of the national cake became the reason behind the creation of the local government such that the responsibilities of the central government are limited for efficiency. Chikerema (2013) postulates that citizen participation entails the involvement of citizens in decision making for community development and they should be encompassed in any policy formulation and Nyikadzino and Nhema (2015) states that the central government intervention limits citizen participation. The scholars above have managed to bring out that decentralisation was undertaken for resource distribution in Africa against the colonial systems and citizen participation as the means of contribution to governance issues by individuals, however not only the above mentioned has been the reason for decentralisation but also for power centralisation through decentralising via delegation and personalisation of national resources as well, participation is viewed in partisan measures only where nationalism is at the centre of all governance issues and not development. The stated above are going to be covered by this research.

2.2 Decentralisation in Africa

Due to colonialism backgrounds Africa has faced difficulties in development following poor policy formulation and trying to counter harsh political backgrounds. So in a bid to try and overcome the pre-colonial era effects decentralisation came into existence. Olowu (2004)

postulates that decentralisation in Africa focuses on the promulgation and revised rules and responsibilities for administrative and political personnel and on establishing the framework for some sort of local accountable political institutions, most African states were or had centralised governments during the colonial era 1945-1950. Olowu (2004) goes on postulating that due to longer periods of power centralisation by colonialists after independence the central government lacked the will power to cede authority and power to regional and local governments and only de-concentrated power.

. A few countries Ethiopia, South Africa and Uganda are proceeding fast as pointed out by Brosio (2000) who also goes on to say that Ethiopia and South Africa have chosen a federal or quasi-federal system, Nigeria adopted a new constitution that maintains the federal framework and gives to subnational governments. Political decentralisation has greatly prevailed in Africa where the centre controls the whole system with the local governments only being subjects in the matter, in Zimbabwe that has resulted in the creation of chieftainships, the headman and provincial governments through democratization. It must be understood that African people have been backward concerning economic development and trying to decentralise they were also competing with other continents who had established systems and that became the reason behind centre local structures of government which this piece of research will try to fulfil.

Zimbabwe as stated by the 2013 constitution in section 14 states that the country have adopted devolution of powers and this has seen the country being divided into urban councils and rural district councils and also chiefs who manage their localities under urban councils and rural district councils act. Though the proper practice of decentralisation in Africa may not be followed, almost all African states are in the process of decentralisation citing different objectives for decentralisation. The information above have remained a theory and the distribution of resources have been the major concern as pointed out by scholars as follows. Devas (2004) points out that decentralisation was adopted in Africa mostly for resource distribution and counter racial segregation, Crook (2003) states that “decentralisation in Africa was adopted as a strategy for mobilising and maintaining regional power bases” and in agreement Devas (2005) also states that it was adopted in Africa so as to harmonize regional groups that were always in conflict citing the FRELIMO and RENAMO of Mozambique. However the above scholars have left out the view that not only resource distribution led to the decentralisation of power but countering colonial set

systems which gave authority only to the white man and control the government through the nationalisation of institutions and also the politicisation of government institution.

So due to the above views African decentralisation can be defined across resource distribution through administrative roles only and counter the pre-colonial era and maintaining peace along regional lines but with less legal and fiscal power.

2.3 Good governance in Zimbabwe.

There has not been consensus amongst scholars concerning good governance, however there are characteristics of good governance. A government are selected officials either through election by the general populace or through appointment to manage the affairs of a state on behalf of all the people. Their duties include resource allocation and diplomatic management of state affairs in the international arena, and how these two are conducted by the selected officials (government) describes good or bad governance and also enacting and implementing public policy. It also goes to the definition of politics according to Lasswell (1936) who states that politics is who gets what? When? And how? And also as postulated by Easton (1965) that it is the authoritative allocation of resources which describes the way in which authority is executed. When governments are created by the people the main agenda following their creation is for the safeguarding of the lives of the people who have created them and the way in which they are governed defines good or bad governance. It is more of a theory where the execution of good governance defines it. Thang (2013) propounds that good governance include eight (8) major characteristics that is: participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. He goes on to allude that good governance requires the existence of checks and balances (horizontal accountability), participation and elections (vertical accountability) and respect for basic human rights.

Noral (2004) postulates that “good governance means the sound administration of financial resources, a responsible economic policy and active efforts to combat corruption”. The constitution of Zimbabwe amendment (20) 2013 chapter 2:9,1 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*. Good governance is seen interplaying in characteristics. Vengroff and Salem (2013) propounds six(6) factors

upon which the quality of governance depends upon and these are: transparency of budgeting, access to opportunities for participation, public initiatives, government responsiveness to populace and or representatives, free flow of ideas and information and regular and open procedure of selecting leaders (regular free and fair elections). However gaps have been discovered in this literature concerning the inclusion of the three arms of the state which are the executive, legislature and the judiciary on good governance. The scholars above have only described good governance as a concept lacking practicability whereas the three arms of government now brings in the practicability of good government. Thus good governance can now be described as the enactment and implementation of a public policy involving the minority on participation in an agreed upon foundation by all, being answerable for each and every decision taken openly and being subjects and custodians of the rule of law and not acting above the rule of law.

It is a subject of democracy given that citizens and the government are the major concern in terms of their relationship in response to their state. Good governance now describes the way in which all centres of power act upon their authority that is the central, regional and local government. This is now how they conduct their duties supported by their relationship which is decentralisation and the art or way of the distribution of resources now describes how good and how bad the governance is. Good governance can only or can best be described in function not theoretically. However good governance as described by scholars above have left out the fact that in good governance there is co-operation of conduct between the arms of the state independently that is the legislature, judiciary and the executive of which in Africa there is no consistence in co-operation of the arms of the state. In Africa the constitutional provision is unclear concerning the independence of the arms of the state in countries like Zimbabwe and Uganda.

Fig2.1 The relationship in good governance

The state

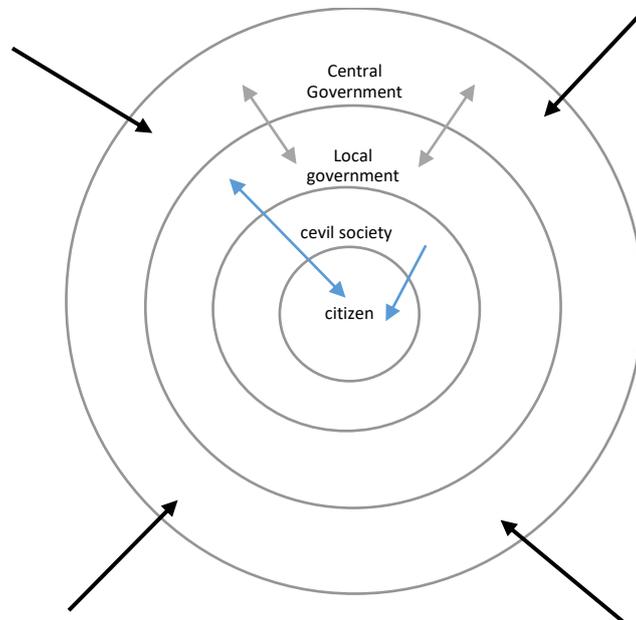


Fig 2.1 describes the relationship that is found in good governance. The citizen(s) is (are) seen being the origin of the state itself and the state is formed by the central government, local government, civil society and the citizen. Concerning the central government there are influences from the international community or pressure. The citizen selects the central government which governs the citizen but through stages that are indirect, the central government comes back via the local authorities. The local authority and the central government have a partnership relationship that contains co-operation, the local government then governs its local circles with co-operation with the citizens through citizen participation concerning decision making. The citizen is then influenced by the civil society and the environment who plays a key role in governance. More over the central government plays a management role given that within its area of authority it carries all aspects of the state but it does not have absolute power given that it is limited by the local government, citizen and the civil society.

Noral (2004) states that good governance is “the legitimate, accountable and effective ways of using and obtaining public power and resources in the pursuit of widely accepted social goals”. Noral describes good governance in line with three major concepts which are rule of

law, accountability and transparency. Good governance is then an aspect that includes two major players which are the state and the citizens, this postulates the way power is executed by the centre in agreement with the values of the citizens. However in Zimbabwe good governance is an unknown given that the characteristics of good governance are fully established only lacking political will and thus practicability. In Zimbabwe good governance is a theory for image management only and the information postulated above have left gaps in the individual capacity to good governance as it stretches from the governmental institutions to individuals. Individual concern on good governance as a tool of enhancing good governance, but there are certain characteristics of good governance that are seen in play in countries like South Africa where rule of law is greatly considered, the citizens and the civil society are given a solid platform to air out their demands (participation), the central government doesn't directly control local governments and Ghana. Zimbabwe, Zambia, Nigeria, Malawi and Uganda also carry some characteristics of good governance.

2.4 Decentralization facilitating accountability, transparency, participatory policy formulation, equal resource distribution, rule of law and local government independence(good governance).

As alluded earlier on decentralization broadly deals with three major factors which are de-concentration, delegation and devolution. De-concentration is the establishment of a field office by the central government where there are no independent local structures. Delegation deals with responsibilities that are ceded to the local government by the central government for decision making and local administration, but they will be directly answerable to the central government and will only work in line with delegated authority. Devolution is the direct ceding of authority from the centre to the local authorities for decision making, fiscal management and administration of the local entity. The 2013 constitution of Zimbabwe section 264 points out that Zimbabwe is a devolved state where as power will be devolved when need arise.

Good governance deals with how the government governs or controls the day to day running of the state there is no a conclusion concerning good governance. It is the correct, accountable and effective ways of gaining and implementing public power and resources perusing the public good, Johnston (2001). There are principles that define good governance given that good governance is not an ideology or just a concept, rather it is a concept of governance that can only be distinguished in practice. The practice of the concepts of good

governance or the correct use of the principles of good governance is good governance. Section 9 of the Zimbabwean 2013 constitution brings efficiency, competence, accountability, transparency, personal integrity, financial probity and funding. In terms of good governance elections are of a great importance and the rule of law, they are major drivers of good governance.

Decentralization reduces the work load of the central government giving room for participation in governance affairs to non-central government actors: Gaps have been found in literature above where as the development of good governance was viewed as revolutionary where as it is evolutionary and in Zimbabwe during the colonial era the white government centralised power as a means of total control of the black community. The post-colonial era views the black government trying to speed development in terms of governance through decentralization and that's empowerment. Efforts by the government were made through various amendments of the Lancaster House Constitution. More so in 2000 the constitutional convention's proposed constitution was defeated in a referendum of which referendum refers to voting. The constitutional system that was provided by the government in the post-colonial era gave room for participation of other powerful actors in the state affairs such as the civil society. Other political parties came into existence such as MDC (Movement for Democratic Change) and the establishment of the trade unions such as the ZCTU (Zimbabwe Congress of Trade Unions) who then mounted up pressure on the central government for a new more democratic constitution. Proving that through decentralisation these actors were now able to interplay within state affairs and introduce competition between the central government and the civil society to improve their quality of governance.

2.4.1 The creation of local authorities in Zimbabwe: *foundation management structures*

As postulated by White (2011) that decentralisation is when some duties of the central government are given to local bodies to directly conclude concerning their own economic affairs. In governance the central government may find it difficult to directly reach all parts of the state and initiate change, rather it then give room to the creation of structures of governance in the state. The structures of governance are rural sub-divisions, constituencies and towns/cities Mapuva (2014). These governance structures are the sources of contact for the local authorities which divides them and uses them as cells for governance. Chapter 14

of the 2013 constitution states the existence of provincial and local authorities and divides the country into ten provinces.

Germany is the first to introduce the municipal and council system of local management and African states copied the system just after independence Mapuva (2014). Zimbabwe is a unitary state and in a unitary state, the central government is the only recognized legitimate authority directly by the laws. The central government dictates the way in which all forms of governance are to be managed, and the local authorities directly depends on central governments for authority, resource allocation and fiscal management. Section 4a of the urban councils act of 2008 gave the minister the power to appoint councillors as well and the 2013 constitution now gives the appointment of councillors to the people through free and fair periodic elections.

Mamadou (1996) states that a local government is a body that administers a small geographical area that makes up a state such as city, town, country or state. However the views of the researchers above have left a gap in showing that local authorities are citizen driven brains responsible for local development and are empowered by the acts of parliament. Local authorities provides governance from the grass roots level where the authorities are able to manage the resources that are in the area of their jurisdiction. The Masvingo city council is the authority of the urban area of the province governed by the urban councils act Chapter 29:15 for service provision in Masvingo urban and resource allocation. The council establishes its own means of revenue collection so as to sustain the budget that is done via consultancy with the citizens and the Ministry of local government. The local authority only suffers from direct control from the central government where its jurisdiction is only a paper work.

Decentralisation involves the dispersion of power from where it is concentrated to lower levels to perform those duties. The 2013 constitution deals with the establishment of the local authorities through devolution who work through urban councils and rural district councils. The local councils perform closer to the people (grass roots governance) through resource allocation and management. They also consult the citizens through participation in their wards via representative democracy thus councillors and also direct participation with the authorities through budget consultations. Concerning national development, the local authorities control their resources for the attraction of investors thus job creation and poverty eradication. The central government controls the affairs or is the general overseer of

all state affairs who are to work hand in hand with the local authorities for local driven development leading to national development. Decentralisation describes real power ceding to lower structures transferring functions, responsibilities, services and work load reduction Kiwanuka (2012), the transfer of power to these structures is a complex system that can only be simplified by how the power is ceded. Given that the power maybe ceded to local authorities through their creation but how the power is transferred describes good governance. In terms of functionality power maybe transferred through the supreme law (the constitution) or through appointment of personality by the central government. The 2013 constitution section 264 is the constitutional creation of the local government of Zimbabwe and its functionality. The power behind the local authority is vested in the constitution which is the supreme law and they are to perform via the supreme law.

Masvingo City Council or the local authority of Masvingo found its existence in the 18th century when a sanitary board was established called the Fort Victoria in 1953 it then attained a Municipal status and was now called the Municipality of Fort Victoria A twinning protocol was signed between the City and Kernen Im Remista of Germany in 1990 as a way of sharing development ideas among other twinning benefits. In 2002 the town then gained a city status and the city council was established under the urban councils act 29.15.

Good governance also describes the ability of a government to consider all citizens despite their social, political and economic background and the constitution is a people driven supreme law that governs the people who created it. The constitution enables the existence and functionality (jurisdiction) of the local authority.

2.4.2 Strong citizen participation:

Participation is the inclusion of all stake holders in state affairs for accountability and transparency. It is when the citizens contribute to all policies that affect them through being included in policy formulation processes and also through their participation after adopting the policy they formulated. Citizen participation is the involvement of citizens in decision making for local development that is the active system of the citizens in governance Chikerema (2013). After the establishment of the local government the local councils become the centre of interference between the citizens and the state leaders. Citizens participate in governance issues through the ballot (elections) where representative democracy is born. Muriisa (2007) states that hierarchy governance or governance from above is reduced as the voices of the citizens are greatly aired through an election.

As participation is the involvement of all stake holders constitutionally, citizens must be engaged in the creation of any government that affect them. The issues identified by the scholar which have been left out in the study above show that the first stage of participation is through education concerning what is a local authority, representative democracy and voting. Participation goes far beyond inclusion in governance issues but knowledge as well, it creates the roots of participation. Little or no action has been undertaken by both the central government and the local government to educate the citizens concerning participation and its implication or effects in the society.

The citizens elect leaders in their localities the councillors who then governs the urban councils and the rural district councils. Elections then creates representative democracy where the people elect an individual giving him all power to speak, decide and question on their behalf. So election is the partial transfer of one's freedoms to an individual through organised and democratic means for representation in governmental affairs. The establishment of the local authorities is a platform that brings the government to perform closer to the people as also alluded by White (2008) that decentralisation allows the government to perform closer to the people. The Masvingo city council conducts consultations every year concerning the budget of the local authority, this gives the citizens a hand in the day to day running of their community. Chikerema (2013) postulates that there is participatory budgeting where citizens engage in the enactment of a sound economic plan of their community where accountability and transparency are the end products. As also viewed in fig1 the citizens also work with the civil society who are the guards of the agreements between the local authorities and the citizens who are the reason why the local authority exists. In the Devolution of powers, authority is given from the central government through delegation or authority may stand as empowered by the supreme law fully where independence from the centre is granted.

2.4.3 Strong and active representative democracy:

Democracy is the government that has power in the people with the people who have trust in the government they have established freely and fairly on the basis of constitutionalism. Representative democracy is when the people entrusts an individual with power to govern them and to represent them in state affairs. Strong representative democracy started in the 17th century during the French revolution. In local governance this is a position that is then assumed by the councillors who denote their powers from their wards and those wards vote

for people who will collaborate and create the foundation on which the community will rest upon. The Urban councils act of 2008 gave the minister the authority to appoint councillors which was a great move in damaging representative democracy and the new 2013 Constitution gave the right to appoint councillors to the people through elections, which then gave representative democracy power again.

The councillors voted in by the people now elect a mayor who will lead the city council an arm of the local government that performs closer to the people. The councillors are answerable to the people on each and every decision made on behalf of the people, they are entrusted by the people on their behalf to make decisions, deliberate on governance issues, plan and protect the mass individually. However the mayor does not have any constitutional power given that he only operates in a ceremonial role, this means that the voice of the people as well are ceremonial as the mayor is a product of the voters. Representative democracy is only empowered by the law and the content of the constitution determines how strong representative democracy is. The mayor is the voice of the people and to render his position ceremonial is to strip off all the powers of the people and leave them as followers or mere subjects of the state yet in governance the government itself is a creation of the citizens which gives the people the position of a god.

The central government through the office of the minister directly controls the local authorities who only stand on by laws through delegation. Active representative democracy demands the participation of the mayor constitutionally without limits from the central government and the full autonomy of his position above the town clerk. The local authorities in Zimbabwe only wait for the decisions made by the centre and longer channels are taken for decisions to be made. The local governments only play a role of being managers of their given localities and not leaders of those local areas of the nation state, they identify problems and opportunities of growth and forward to the central government through either the office of the minister e.g the local budgets take long before approval which hinders productivity in the councils as projects will also wait given that the powers of the councillors and mayor are ceremonial only or are limited and ceremonial.

2.4.4 Accountability and transparency:

Accountability is generally accepting responsibility and transparency is maintaining clarity of activity following all designated procedures without fail. Accountability in governance gives the citizens or any interested group to question all the policies or the moves of those in authority without fear of the law or any personality controlling the system. It involves all

stake holders where there is willingness of both the subjects and the authority. Following decentralised systems the government carries all duties with the follow up of its citizens as they are the people behind the existence of a government. Mapuva (2015) talks about the master and servant activity in accountability where the master (citizens) demand how the servant (government) have used the provided resources. The citizens on accountability play a more critical role where they become the overall auditors of state affairs through the local authority.

Accountability or demand for responsibility is taken on different platforms where the local authorities and the citizens collide for clarification (transparency). There are various platforms such as participatory budgeting meetings, ongoing project update and pre-planning meetings. This depends on the will of the authority as well to create platforms where they are to update citizens and also become answerable to them. Accountability also functions within transparency, given that for them to be accountable there must be transparency such that all activities are traceable. There are also various platforms of transparency such as newspapers, newsletters, the social media (facebook, company website and the television), and participatory budgeting meetings. However in Zimbabwe it seems as if there are violations of these platforms where they can be fully used for clarity to citizens.

2.4.5 Free and easy access to correct information:

Information is to have knowledge concerning the surroundings or everything that concerns a citizen. Governance is a broad issue that involves a large number of stake holders of which the citizens are the foundation of the whole system as they are the creators of a state. To inform is to empower as the citizens are now able to decide concerning which policies are needed to counter any state situation together with the government. As alluded earlier on in accountability that there is the interplay of two players and of information as well there is the interplay of two players as well. The one who provides correct information and the one who access the correct information. There are channels that are put in place by the central government such that information is easy to access. The government have provided area offices for almost all urban councils such that information is easy to access by individuals of that community.

The Masvingo city council has managed to decentralise into three area offices with different functionality and also providing information to citizens whenever possible. There are also governmental offices that have been decentralised for information, for instance the high court of Zimbabwe has decentralised into some cities in 2016 giving the citizens an ability

to access information concerning the legal issues. There are also platforms such as the website where the ten provinces of Zimbabwe with their urban councils, town councils and rural district councils provide information on their websites concerning different issues. Information accessibility must always be free and easy to get, this gives all watchdogs (civil society) and citizens in general an ability or the power to decide on all measures that are taken by the government given that the local authority is also a reflection of the central government and its ability to perform closer to the people is bringing the centre closer to the people where it can be easily understood by the citizens. However information is not essential until it becomes correct information. In governance there is the fear of the mass where at any given time it becomes easy for the citizens to mobilise against the government if correct information is distributed to the people.

2.4.6 Partnership relationship in governance:

Centre local relations are critical to any state given that they are the ones which shape any community. The relationship between the central government and the local government is denoted from the constitution where the state finds its existence. It describes the way in which the two interplay to deliver one goal which is the common good. Both the central government and the local government are only in existence because of the common good and the way they relate to each other describes how the public cake will be distributed. In the correct devolution of powers where powers of the local authority depend mostly on the constitution and not through the delegation of powers the centre local relations are more of partnership where independence of the local authority is a guarantee. In a partnership relationship the central government and the local government carry the same share in governance and they work hand in hand to provide the common good. Chapter 14 of the 2013 constitution provides for the relationship between the central and local government, where it starts from the creation of the local authority and how it functions in governance issues.

2.5 Theoretical Framework

2.5.1 Systems theory:

A system in general is the way things occur at different intervals but in the same sequence. Laszlo and Krippner (1998) describes it as a set of things that affect one another within an environment and form a longer pattern that is different from any other parts. The systems theory explains the processes in which decisions are then made and also it consists of the environment, input, transformation, output and feedback. This explains how things occur mostly in policy formulation up to implementation of such policies. The decision making process is a complex process where there is need to understand who exactly makes the decisions and how are they remodelled to fit in the current environment. In the systems theory the black box is the place where decisions are made yet no one exactly knows who makes the decision. The local government and the central government are all stake holders as well in terms of influencing decisions made for the state.

- Input:

Inputs describes the collection of information concerning the ongoing policies and how they are affecting the environment which is comprised of the citizens, civil society, and the government as well. It is when the information is gathered and the main aim is to decide on who exactly makes the decisions for governance. The information is gathered by the citizens who either react in a positive or negative way to their authorities, also the input maybe the outcome of the ongoing policies. The projects like the housing projects that are in action where the local authorities are to monitor the interplay of the land developers and the environment so as to decide on which measures to take. Concerning inputs it describes the participation of citizens in governance matters as well also in platforms such as the participatory budgeting processes.

- Processing and Output:

It then describes the making up of decisions and how they then influence the community. There are actors in terms of decision making and the actors are the central government, the local government, civil society and the citizens of which there is no clarity on who exactly impact the decisions. On all matters that arise in a community through representative democracy the councillors gather with other officials of the local authority and they debate and decide upon matters they are entitled to decide upon through delegation. The black box in the systems theory the black box represents where decisions are made and the question

that remains is who makes them. Is it the centre? Or the local authorities? The local then deliberate through delegation and in Zimbabwe the local authority only make by-laws of which they are controlled by the central government who delegates power to the local authorities.

- Feedback and environment:

After the output (decisions made) there is an ongoing checking of such decisions such that decisions can be changed to suit the rising problem. There is also the environment which describes the players in the system. The players which are individuals, political parties, the government and the environment in general. All the decisions that are made are there for humanity and the people may react positively or negatively such that the decisions made maybe changed early. The local authorities and the central government all constitute the environment and their relationship shapes the decisions that are to be made in the line of the system of governance.

2.5.2 Interdependency theory:

The interdependence theory was first developed by John Thibaut and Harold Kelley in 1959 and it is a theory that explains interactions and relationships on how they are influenced through interdependency. On this research the interdependence theory explains the interaction of actors in the state that is the citizens and their government, institutional interaction within the state that is the central government and the local government on how they best influence the outcomes of good governance. postulates that individuals in the pursuit of personal goals and motives they independently influence the outcomes of one another, and concerning the above assertion it then proves that in the struggle for personal development both institutions and individuals influence the outcomes of either other institutions or individuals positively or negatively.

In decentralization and good governance in line with the assertion of Rusbult and Van Lange (2003), the actions of the central government concerning local authorities and governance are then responsible for the eco-socio-political status of individuals in the state and the state as well. Concerning information as well Kelley et al (2002) in Rusbult and Van Lange (2003) also alludes that the flow of interaction is only challenged by the presentation of information concerning a matter. Information and its accessibility is a tool in governance that determines good or bad governance.

The state is made up of various structures that depend on each other for survival. The interdependency theory explains how survival is a matter of belonging, it describes how institutions need other institutions for survival in a political arena. In decentralisation the central government depend on the local governance through policy formulation and implementation, support and resource allocation and management for the uniformity of development. Also the local government depend on the central government for legal support such that the local government is given power to be independent to raise its finances and manage its own affairs. The two arms of governance depend on the citizen who forms the government from the centre to local through an election and support as well and in that context the Masvingo City Council as a local authority responsible for the city of Masvingo then depends on the central government concerning the legal issues on how to distribute resources and policy facilitation from below through the Urban councils act and the administration law. In turn the central government also depends on the Masvingo City Council to mobilise support for the central government through service provision such as sanitation, refuse collection and others.

For any entity to survive no matter how weak or powerful it is it depends on another individuals to survive. The central government depend on the local government for support both from below and in policy implementation. Support from below: This involves the participation of the local authority in bringing the central government closer to the people through various activities. Given that the nation state is comprised of provinces who are controlled by local authorities. Provinces contain constituencies, wards and rural subdivisions, the local authorities uses these smaller units to present the national government's demands even politically as the ruling party will be in control Mapuva (2014). The local government is the face of the central government to its localities and to win support from the local people and institutions is to secure support for the central government. Support from above: Zimbabwe is a unitary devolved state and the central government enacts policies and for implementation they are broken down to understandable programs by the local authorities. The central government also finances the local government and delegates authority to the local authorities such that they make their own bylaws. Given that there is institutional dependency there is also individual dependency.

Chapter III: Methodology

3.0 Introduction

This chapter aims at analysing the methods that were used by the researcher in obtaining information concerning the research. The chapter provides the research designs that were used by the researcher and the definition concerning qualitative research. Qualitative research is the non-numerical method of collecting data. The sampling size and the target population is also an issue of concern in this chapter.

3.1 Research approach.

This describes the research methods that are going to be carried out so as to achieve all the pre-set objectives. It also shows how data will be presented in a bid to explain further concerning the variables in context. The study will carry a qualitative research method in a bid to explain or expose the objectives of this research. Qualitative research method is the gathering of non-numerical data to help explain or develop a theory about a relationship. Hanock, Ockleford and Windridge(2009) *propounds that it is concerned with developing explanation of social phenomena, that is to say it aims to help us to understand the social world in which we live and why things are the way they are? And why people behave the way they behave?*

Qualitative research involves the study of behavioural patterns of a group of people, it includes the real world and it is also a method that focuses on data collection that cannot be expressed in numbers Hanock, Ockleford and Windridge (2009). The study will use Masvingo city council in bringing out the objectives of the study. Qualitative research helped the research in understanding the centre local relations of the two local governments and how the legal framework is essential in good governance.

3.2 Research design:

The research design describes the way or how the research is going to be carried in order to obtain the desired data. Vaus (2001) states that it is a set of approaches that are chosen by a researcher to create a synergy of different set of ideas of the study coherently and trying to solve the research problem and include the collection, measurement and data analysis. The first step is to identify what exactly is to be researched about and the justification of the study which defends the research and its benefits. The researcher is to then select the research questions which are the guidelines of the research and also are modelled to bring out the desired objective by the researcher. They are later used in interviews as guidelines as

well to obtain the desired information. Furthermore the research is going to be carried mainly in two research designs that are causal research design and descriptive design.

Causal design: It involves the understanding of a phenomenon using conditional statements and is mostly used to determine change in a specific range of existing values.

Descriptive design: It helps to obtain data concerning the existing situation and also is used to answer questions such as who, what, when, how and where.

3.3 Study population:

The population of the study constituted to 87.886 people in Masvingo urban according to the 2012 census. In the 7 districts of Masvingo, the research was then limited to the targeted population only. The target population was the Masvingo City Council management and area officers and general citizens. The procedure of sampling is highlighted below:

table 3.1

Targeted population	Total
General citizens: Masvingo	10
Masvingo City Council: management	2
Masvingo City Council: area officers	2
Informal traders	10
Total	24

3.4 Sampling:

After selecting the targeted group for obtaining the desired information, the number of the targeted group is then reduced to a more realistic and manageable group for the study. Sampling saves time and generally a sample is a small part of a whole that represents the whole part. There are various techniques that may be used which are called purposive and snowballing techniques and bellow are the used techniques.

- Purposive/Judgemental sampling

This technique is mainly advantageous to the researcher. This was used by the researcher for a targeted group of people according to knowledge. The researcher selects individuals according to their knowledge of the phenomenon and obtains information from them. Purposive sampling saves time given that only selected individuals will be interviewed according to agreement, it also limits resource consumption and the researcher collects data

as designed. Using purposive research design the researcher selected 2 city council area officers, 2 city council managers. The fore mentioned technique gave the researcher the ability to acquire the desired information concerning the functionality of their organisation in terms of decentralisation.

- Random sampling

Random sampling is a technique used to choose an element without judgement but a selection that has no boundaries determining the way it is conducted. It allows the researcher to flexibly acquire information from individuals differently given that the targeted personnel selected at random have different views. The researcher used random sampling in choosing to interview 10 informal traders and 10 general citizens.

3.5 Data collection:

The research will use different means of collecting data which includes focus group discussion, interviews, documentaries and observations. Data collection is a system that is used to obtain the desired information that will be used for the research.

Focus group discussion: Hanock, Ockleford and Windridge (2009) describe it as interviews involving a large number of people but with topic guides and not questions specifically. A focus group discussion may include eight or more people with a facilitator and an observer. The main mandate of a focus group is to bring different people with different perspectives together so as to collect vital information. In a discussion topic guides are used to make the discussion remain focused, there is also a facilitator who will be conducting the discussion such that the discussion follow the desired path of research. The main focus of a focus group discussion is to make the participants debate over an issue and interfere on each other's ideas for a powerful evaluation and examination of information. Also there is an observer who will not be a participant but just observing for proper collection of data. As it include more than two people confidentiality is a requirement as well for proper participation of the participants.

- Interviews:

These are conducted between two or more people where there is an interviewer and an interviewee, this means that the researcher will be using various questions to obtain information from various people that are targeted. An interview includes structured questions which will be asked to the people involved in the interview, and an interview

requires flexibility where there is also need for the prompt questions such that the desired end will be met. In an interview the ideas of the participants are the desired end and this means that the research questions that are to be used are to be modelled with topic guides as well such that they maintain the main focus of the interview. Interviews are conducted on targeted groups and for that matter the researcher desires to interview individuals in the local government, civil society organisations, citizens and business organisations such that they come up with a different set of answers concerning the topic in question.

- Documentaries:

This involves the collection of documented materials and the documented materials are very useful given that they carry the exact information concerning an organisation. The documented materials include letters, minutes, company profiles and pictures. There are also written documents that are going to be used in the research that will allow the researcher to develop powerful and clear set of ideas. The company profiles, minutes and photographs greatly help in developing a set of ideas concerning history and on that matter the researcher will use Masvingo City council and the Central government so as to present the relationship developing from historical backgrounds.

- Observation:

An observation is used mainly to supplement all data collection methods given that in qualitative research it involves the study of the behavioural patterns of a particular group of people and observation is used to study them without any involvement of a group of people to be studied. After carrying out other data collection methods observation then follows to gather left out information concerning how people behave.

Chapter IV: Data analysis, presentation and discussion.

4.1 Introduction

This chapter involves the evaluation and examination of collected data so as to combine inter-related ideas and arguments. It also encompasses the categorisation of verbal or behavioural data using graphs and pie charts. The chapter shows the methods that the researcher used to obtain data so as to fulfil all the pre-set objectives. The objectives to be fulfilled by this chapter are understanding the essence of local authorities in national development, Understanding the relevance of the inclusion of citizens in policy formulation from grass root level and to understand the importance of easy access to information by all citizens.

Table 4.1 target population

Targeted population	Total
General citizens: Masvingo	10
Masvingo City Council: management	2
Masvingo City Council: area officers	2
Informal traders	10
Total	24

The researcher conducted interviews with four council officials and also used documentaries to acquire the desired information and conducted interviews with ten general citizens and ten informal traders of which 11 were male and 13 were female

4.2 The role played by Local authorities in National development.

fig 4.1 role played by local authorities in national development



75% of the people interviewed postulate that local authorities creates the environment for national development, 10% believe that they help through the realization of local potentials, another 10% believe that they create local development programmes and 5% believe that local authorities only contribute through resource allocation. All of the interviewed respondents believe that national development is a broad term that include the social and economic change for the advantage of the citizens through the independent contribution uniformly of the provinces that make up a state, thus improving livelihoods of citizens educationally, gross domestic product and availability of better health care.

- **Creates an environment for national development, realize local potentials, allocate resources and create local development programmes:** Respondent 1 “local authorities are major drivers concerning national development as they provide local services, create local based projects, prioritize resources through the budget and identify various opportunities in their localities”. Respondent 2 also alludes that the local governments from the literal meaning “local government” describes the authority of a local community that controls the eco-socio-political environment of that community leading to stagnant or improved status of community livelihoods. Local authorities are the custodians of a community and its economy, they determine the way in which resources are allocated and provide room for transparency. As national development is marked by the contribution of provinces or communities to the national cake, according to respondent 1 local provision of services is a vital contribution concerning local to national development. Local services provided by the Masvingo City Council are housing, primary health care services, water treatment and reticulation, solid and liquid waste disposal, road network and road maintenance, education, general welfare and recreation facilities.

The respondents argued that without services that enhance lives there is no development, given that development also includes good health facilities. Smith (1985) states that decentralisation involves the transfer of authority and power to plan, make decisions and manage resources from higher to lower levels of the government in order to facilitate efficient and effective service delivery. As stated above the power is transferred to the lower levels of governance which is the local authority, which makes decisions locally and provides for a manageable number of people entrusted to it in governance. For development in all ways that is economic, social and political there are system drivers which enhance the system and locally

these are services. The local authority (MCC) provides housing services that is the provision of accommodation through providing serviced stands. Shelter is a major component concerning development that is the protection of local livelihoods. Respondent 2 also alluded that Masvingo City Council through the department of housing has an equal task of providing education and recreation to the community. The services provided attract local and international investors and the ability of the local authority to deliver effectively determines the ability of the state to develop uniformly.

Though the local authority enjoys delegated autonomy it is responsible for local productivity and how it interplays with the powers delegated to it determines local development. Respondent 3 states that the local authority only enjoy delegated autonomy as stated by section 264 of the constitution and the urban councils act as well. He goes on to allude that the local authority makes bylaws which are locally crafted laws by the local authority which are in-line with delegated autonomy, for improved services. The only disadvantage is that the bylaws are only crafted in-line with the delegated autonomy where there is no room for the local authority to enjoy autonomy over resources in a locality.

Respondent 4 states that “national development can only be realized through the success of community based or local based developmental programmes which are the wheels of development nationwide, however in Zimbabwean context the legal framework is not very much flexible for local authorities as they are the ones to identify local problems, create policies and programmes for development” community based driven programmes are programmes that start through the identification of problems affecting a community and to create an opportunity for the betterment of the local livelihoods means the coming together of all stakeholders concerned and solve the problem through the creation of community or local based driven programmes. On that account the city council now drives the system leading to the realisation of potentials as well. In a foreword on the Masvingo strategic planning for 2012-2017 the mayor stated that “we are expected to contribute to the growth and development of our residents and **ultimately, the nation**”

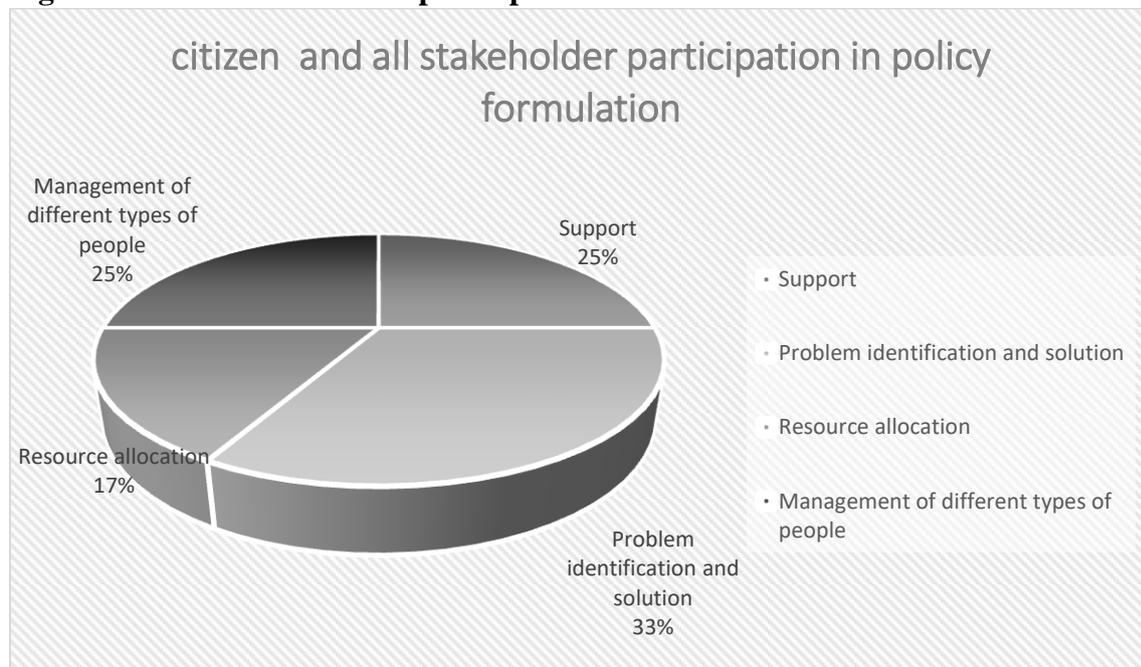
- **Realization of local potentials:** Potentials are capabilities, abilities or capacity of the local authority towards development. The realization of local potentials is a serious economic driven system that includes a lot of planning and participation said

respondent 1, he went on to state that as Masvingo city council potentials are realised through various programmes for instance housing and infrastructure maintenance of Masvingo city road networks. This also helps community lives through job creation and contribute to the national cake for development as well and in terms of planning it includes strategic planning and for Masvingo City council it was held in Beitbridge for 2012-2017. There are goals set for the locality facing development. Respondent 4 stated that the local authorities are the roots of the central government as they play the hands on role for the central government but the realization of potentials is only limited given that the local authorities does not have flexibility in fiscal aspects there is a lot of bureaucracy so they only identify but face difficulties in realising the potentials.

4.3 The relevance of citizen participation and all stake holders in policy formulation:

To achieve this objective the researcher used interviews and documentary reviews in Masvingo city council. All the respondents believed that all stakeholder participation is a key element concerning good governance at a local level. The researcher had to present the below pie chart according to the responses given by the interviewees.

Fig 4.2 reason behind citizen participation



Of all the four classes of people that were interviewed 33% of them greatly believed that the essence of participation in policy formulation is specifically correct problem identification and smart possible solutions are given, 25% believed that the main agenda is for support both in implementation of policies through compliance of citizens and participating in various

local programmes, the other 25% also believed that given that a urban community is made up of people of different racial and tribal background participation is clearly essential for management of different types of people and lastly 17% of respondents believed that the reason behind participation in policy formulation is also for resource allocation.

Problem identification and solution: Respondent 1 *For any prosperous community there is mutual agreement on decisions from both the citizens and the leaders of that particular community at any level and for the Masvingo city council the local authority has taken participatory budget formulation, representative democracy through councillors, reports through area offices and the creation of community halls for participation in various activities as platforms of participation* and in support of the above view Devisser, Steytler and Machingauta (2010) state that stakeholders are forces which monitor work in, with, for and are beneficiaries of the local authority. They go on to state that through various platforms that are created by them and the local authority they interplay to make decisions that affect them. The citizens are the main reason why any local authority exist and to neglect them from any decision made for them is simply working against them and the core existence of the local authority as an organization.

The participatory budgeting formulation process is an initiative used by the Masvingo city council to identify potential resources and for distribution with the help of the affected who are the citizens and different personality, this is a clear indication of performing closer to the people where individuals contribute through identifying a problem and sit together with community leaders in a bid to solve the risen problem citing possible solution from an individual perspective as individuals are the ones affected.

Respondent 2 stated that given that the Masvingo City Council provide services such as housing primary health care services, water treatment and reticulation, solid and liquid waste disposal, road network and road maintenance, education, general welfare and recreation facilities and for that matter service delivery is improved through participation of various individuals from different perspectives through the platforms of participation. The respondent went on to articulate that for instance the day to day complains and inquiries made by the citizens either through the local area offices such as Chesvingo, Rujeko and Muccheke area offices is an indication of citizen participation in trying to improve service delivery. Chikerema (2013) states that “formal structures within the local government also enhance citizen participation as well as fostering local democracy”, he goes on to say that consultative

forums are essential in encouraging participation and Satio in Chikerema (2013) states that consultative forums in councils are for decision making.

Support, resource allocation and management of different types of people: In governance the only power behind the existence of any governing board is support. As stated above in the systems theory that for problem identification, policy formulation and implementation there are players that contribute and the citizens contribute largely. Respondent 1 stated that citizen participation is vital given that it gives room for them to support the local authority beginning with problem identification at various stages that is through complains via legit channels or reports at the council offices. The Actionaid report of (2014) states that decentralisation is a way in which governments operate closer to the people strengthened constitutionally so as to address day to day needs and requirements. The Actionaid report goes on to state that consultations and responsiveness improves on service delivery as local authorities function only for service delivery.

The Rural district councils act and the urban district councils act all state that councillors are to have meetings at least once a month with the citizens for feedback and decisions made to council meetings. The legal provision concerning the meeting of the councillors with the people is a platform that allows people to interplay with their authorities and bring out issues that affect their community and try to bring out possible solutions. However in Zimbabwe this has been largely theoretical given that the councillors are elected from various political parties and for that matter they tend to largely bring the ideology of their political party only that is to deal with the supporters of the political party and forgetting the mandate of the local authority.

Respondent 5 stated that for support elections are the most critical as citizens come together and organise a governing board that is to locally influence decisions. Local elections are elections held to select officials through casting votes and the winning candidates become the councillors who represent wards and the Actionaid report (2014) state that councillors are the face of the government. Councillors are selected from wards which are small fragments of a community which directly make it easier to identify a problem. Respondent 2 stated that “elections and voting for councillors to citizens is support to local politics through electing officials on the basis of effectiveness and accountability”. Representative democracy is when a community agree to cede power to one individual who will make decisions on their behalf with their concern as well but empowered by the citizens Sibanda (2013). Citizen

contribution or the creation of citizen contribution platforms is an indication of the essence of a citizen and it empowers different personnel in the community to participate willingly and bring out change in a community. Chikerema (2013) also postulates that most citizens are have ill will concerning participation as they discover poor efforts by the government to take action concerning their concerns. In Zimbabwe most of the citizens, civil society(interest groups) and companies have lost will in participating in local government issues given that there is little or no efforts carried by the authorities to effect changes concerning their desires and the main reason is the devolution of powers as stated in section 264 where local authorities on enjoy or dance according to the drum played by the central government only. Concerning budgets there is high bureaucratic systems where it takes longer for them to be approved and in some cases the financial year begins when the budget have not been approved and citizens loose the morale of participating in governance issues.

“Participation during the formulation of a policy is participation during its implementation”, this means that where stake holders have participated in identification of a problem and in stages that may be taken to counter the problem, there is higher probability in them complying even if it costs them. Complying is one serious problem in local governance given that citizens are reluctant to take action on imposed decisions of which they identified the problem. Respondent 3 stated that Masvingo city council gets its own revenue from: Waste removal tariffs, General rate and unit tax, Water and Public Health tariffs, Sale of land, Pest control and spraying, Supplementary charges, Cession charges, Hiring and leasing of Council properties, Loan facilities (Local Banks, Twinning cities, Central Government), Permits and trading licenses, Rentals, Income generating projects (Liquor undertaking and prepaid parking), Clamping and tow away charges, Flea markets and market stalls, Sewage charges, Sundry services, Prepaid parking, and on revenue collection compliance is determines the success of any project carried out. Due to weak consultative and responsiveness systems citizens are also reluctant in Zimbabwe to comply and this weakens all the projects for development that may want to be carried out by the local authority. Resources are also another reason behind citizen participation. Respondent 4 states that as the citizens equal distribution of resources gives an open door for individual development and therefore community development that leads to local development which also result in national development. Periodic consultations by a local authority gives the government an extra eye concerning need and improvement Savory (2007). Respondent 5 “as citizens we know what affect us and inequalities that have been created in resource allocation and having

opportunities created for us to meet with our representatives, it becomes easier to air out our concerns from individual perspectives through those ward meetings”. Local authorities are constitutionally trusted with local resources to create equal opportunities for all its citizens and thus through the services they deliver to the people. Respondent 4 states that opportunities seem to be too political as citizens have to join a certain political party to enjoy constitutional rights and through citizen participation need maybe discovered but little all no action is taken because of partisan systems that have been long back created. Citizens largely reasoned out that at various platforms they interact with the local leaders through ward meetings, community project platforms and individual platforms at area offices or information released by the local authority. An urban council is a board that manages affairs of urban districts that are created through wards who develop from cells. These units are comprised of different people from different backgrounds and their participation leads to proper management of these units by the local authority Chirisa, Muzenda, Manyeruke (2013).

4.4 The essence of easy access to information

To achieve this objective the researcher used documentary review and interviews with the city council officials, general citizens and informal traders. Generally information describes the collection of facts or the availability of all that can be known for different reasons. The researcher then presented the information acquired by means of the responses given by the people interviewed, where the researcher used age and gender concerning interviews with the general citizens and informal traders and the period they have worked in the informal sector as well.

Table 4.1gender and age of general citizens and informal traders interviewed

Respondents & Gender	Age: 15-25	Age:25-35	Age: 35-45	Age:45-55
General citizens	2	3	3	2
Informal traders	1	3	5	1
Male	2	2	3	-
Female	1	4	5	3

Table 4.2 age and field/work experience of informal traders interviewed

Respondents & field experience	Age: 15-25	Age:25-35	Age: 35-45	Age:45-55
Informal traders	1	3	5	1
Field experience	1 year	1-6 years	1-12 years	12 years

Table 4.3 the respondents classified according to their responses concerning effects of access to information

Effects of easy access to information	Number of respondents
Active citizen participation	10
Transparency and Accountability	5
Improved service delivery	4
Citizen empowerment	5
Total	24

Of the interviews carried amongst general citizens and informal traders 65% were female and 35% were male and the responses which were driven from the interviews carried are:

Active citizen participation: Respondent 1 *“as the citizens we only participate according to the facts that has been put in place for us to be aware of any ongoing issue around us even concerning the bills that affect us, tariffs and budgets”* Smith in Chikerema(2013) states that it is a mandate of the local authority concerning the determination and implementation of local public policy to fully inform citizens about programmes and activities that must include them. Informed citizens have a better understanding concerning their government and all programmes that may be in play by the government and to them participation becomes easy given that they have a better understanding concerning their environment.

The council officials believe that in local governance it is a priority to inform citizens and all stake holders at large given that the citizens are the number one reason why they exist and even constitutionally, city councils are for service provision to communities they govern and the communities are formed by people. Respondent 2 a council official stated that *“At all levels citizens must have a clear understanding concerning all activities that are put in place for them by us as a local authority and their platforms in which the Masvingo City Council has put in place such that access to information becomes easy and at all levels improve service delivery through citizen participation and the platforms are: the city council website which is www.masvingocity.gov.zw , the city council newsletter, main and area offices, newspapers, telephone lines and water statements”* The platforms stated above are the for the free and easy accessibility of information by citizens where everything concerning their

surroundings and opportunities may be obtained and enhance participation of the citizens. Chikerema (2013) states that there is active and passive participation.

Transparency and accountability, improved service delivery and citizen empowerment: Respondent 1 stated that accountability is when the public officials are answerable to the decisions they take on each and every stage and transparency describes clarity of all activities that maybe undertaken by the public officials and that when correct information is accessed by everyone all activities that may have been done by the public officials is understood by the public and becomes traceable. Given that for local authorities revenue is mainly obtained from their subjects who are the citizens, companies and other interested groups and upon every cent that is used by the local authority the citizens ought to know when and how was the funds used such that they comply on every stage. Respondent 2 stated that due to ignorance by some citizens to access information they fail to comply upon programmes that are initiated by the local authority. *“Information only is of no use to stake holders but correct and easy access to it is empowering them given that the local authority have set platforms such that correct information is obtained and that the local authority is transparent and accountable on each and every stage of governance”* Respondent 3. Johnston (2001) transparency is the availability of substantive and procedural information and understandable to people and groups in the society and accountability are procedures that are to be followed by officials and those who follow them making sure that the procedures have been followed.

Respondent 4 stated that accessibility of information is also an advantage greatly to the local authority for service delivery and improving it in terms of citizens getting to know first what the services that are provided for them are by their local authority and how best can they contribute. Service provision and service delivery are one of the major concerns of any local authority given that communities in which they govern are transformed either economically, socially or environmentally by the services that are offered by the local authorities. Accessibility of information by stake holders brings the government more closely to the people which they govern but in Zimbabwe correct information seems to an unknown. Empowerment is power, authority or right that is essentially given to an individual or group for defined purposes. Responses from women and the youth mainly pointed out empowerment where they argued that where information is correctly given to the women and the youth they become more aware of the environment they live and it becomes easier for production and even participation in governance issues as they understand from a better position. The youth and the women are able to co-operate and are able to be involved in

various social activities like the libraries that are provided by the local authority and community based development programmes.

Chapter V: Conclusions and Recommendations

5.1 Introduction

The chapter deals with the findings concerning the study by the researcher on the role played by decentralisation in promoting good governance in Africa. This chapter looks at the objectives of the study and the information that has been obtained by the researcher and also comments from the researcher in relation to the objectives. The chapter ends by the researcher giving recommendations concerning the findings to the government and also the recommendations that has been put forward by the respondents.

5.2 Conclusions

Decentralisation is the empowerment of the local authorities by the central government so as to govern or to decide concerning local issues and deliberate on them with the people affected. Delegation is the foam of decentralisation that has been adopted in Zimbabwe dividing the country into ten provinces with urban councils and rural district councils as stated by section 264 of the new constitution. The Zimbabwean provinces are governed by councils as adopted from the German system. Findings show that local authorities are only enjoying delegated autonomy or are subjects of the central government where they cannot decide on their own concerning fiscal issues. The local authorities are entrusted with the mandate of local service delivery and revenue generation to support themselves according to the urban councils act and the rural district council's act. The local authorities are created as a way of presenting the central government to the people that it becomes acceptable only without power to stand on its own. The study above show that local authorities have little constitutional power as section 264 does not have clarity concerning the devolution of powers to the local authorities. The relationship between the central government and the local authority is master and servant given that bureaucracy in all matters of governance between the local authority and the central government is highly experienced. Bureaucratic systems have led to delay in projects by the local authorities given that budgets take long before they are approved and even concerning fiscal issues corruption is the order of the day, also even proposals for developmental projects are delayed.

Citizen participation is greatly limited as the citizens interplay during elections so as to select local leaders who will represent them and govern them in eco-socio and political issues given that the mayor plays a ceremonial role which is silencing the voice of the people. The mayor and all councillors represent representative democracy where through consultations made in their wards they converge with council officials and deliberate so as to solve arising problems in their wards or as a community. The mayor is constitutionally powerless which means the

voice of the people as well is silent. There is little interplay of the government and the citizens at local level as the demands of the people after converging with their authorities are not taken into consideration. Little effort is taken by the local authorities to increase citizen participation through educational programmes on participation with their subjects. The local authorities have no legal power to independently conclude concerning resources of their locality as they are to make consultations with central government which takes little or no action in approving matters.

The local authorities are playing a great role in the easy accessibility of correct information by the citizens through providing platforms on which the authentic information can be obtained by the citizens and that is bringing the government closer to the people through the council newsletter, local and national newspapers, the council website, central and area council offices and use of telephone numbers for inquiries and queries. However the information provided seem to be benefiting only a little given that the citizens lack education concerning the essence of participation and how information is obtained. Also the legal framework does not empower the local authorities and they only play a maintenance role where they only manage the resources that are entrusted to them by the central government and only wait for the delegation of the centre such that they take action. Uniformity of development in Zimbabwe is facing great challenges given that the local authorities have little or no power in determining the end concerning their resources.

However as decentralization is a process the government of Zimbabwe has gone a step ahead in the decentralization process. Since 1990 to date changes in the legal framework has been noticed and it includes the new constitution which propounds that Zimbabwe is a devolved unitary state and the creation of local authorities through the acts of parliament as a requisite movement concerning the empowerment of local authorities. Local authorities have also gone further in decentralization process as well as evidenced by the Masvingo City Council through the creation of a website with vital information to all Masvingo citizens given that globalization demands. Masvingo City Council has also created an open door system through the creation of local area offices and the council newsletter.

5.3 Recommendations

- ❖ Section 264 of the new constitution should be amended such that it brings clarity concerning the devolution of powers directly bringing out how the power is to be devolved as it includes the statement that “*the powers of the central government are to be devolved where ever possible*”.
- ❖ The local authorities should be constitutionally empowered so as to independently deliberate concerning resource allocation and fiscal issues
- ❖ The ceremonial role of the mayor to be constitutionally removed such that representative democracy is strengthened.
- ❖ The local authorities should partner with the civil society in educating the citizens concerning key societal issues such as citizen participation, organise programmes and create platforms where citizens are educated concerning local governance issues.
- ❖ The central government posts concerning local government such as minister of state, provincial administrator, district administrator and minister of local governance to be restructured or limited to avoid bureaucracy and corruption.
- ❖ The constitution must be amended concerning the minister shall concept and councillors should be highly equipped with knowledge concerning local governance and constitutionally empowered.

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