

CHAPTER 6: EVIDENCE FROM GWERU CITY

This chapter focuses on presentation, discussion and synthesis of the findings. For purpose of systematic analysis, this chapter is divided into two broad areas: (i) lived experiences of Gweru residents and (ii) discussion and synthesis of findings. Two distinct but related techniques were used: thematic analysis and critical discourse analysis (CDA). Braun and Clarke (2006) argue that thematic analysis is a rarely acknowledged yet widely used qualitative analytic method which is highly flexible and emphasising a rich description of the data set. In the same context critical discourse analysis as viewed by McGregor (2010, 2) 'challenges us to move from seeing language as abstract to seeing our words as having meaning in a particular historical, social and political condition' and hence concerned with real, and often extended, instances of social interaction which take particularly in linguistic form. The justification for the selection of these techniques to this study is laid out in the previous chapter. The purpose of the study was to analyse service delivery challenges at sub-national level with particular reference to Gweru city council in Zimbabwe. Twenty in depth interviews complimented by 10 focus group discussions were conducted with respondents of varied experiences and from different tiers of government, civil society and the private sector. This meant diverse responses particularly reflecting the uniqueness of each sector and its leverages, constraints and opportunities in service delivery engagement. The findings are an expression of the views of the key informants on the basis of experience, researches and studies conducted and their general perceptions on local government service delivery in Zimbabwe complimented by secondary data sources.

An understanding of the first-hand data is very essential in understanding detail of what is happening (Marvel, 2015). Citizens and people who live and are on the sites help in understanding the position and needs of service recipients (Van de Walle & Bouckaert, 2003). This perception of the public also helps in understanding certain nuanced dynamics like failure of public to honour their debts and other kinds of resistance (Rule, 2000). It is from these opinions that public confidence on their government can be derived (Stoker,

2006). From institutional approaches and opinions on service delivery in Gweru, the chapter delves into the public opinion of the operations of the GCC in the context of service delivery. It gathers evidence in relation to the situations and reactions of the public in light of how service delivery is rendered within the GCC jurisdiction.

This section articulates the demographic characteristics of study participants in terms of relevant experience (years in government service) (Table 6.2.1) and educational qualifications of the research participants (Table 6.2.2). Table 6.2.1 and 6.2.2 presents the respondents' responses. For the other category of respondents (Focus Group Discussions) the researcher wanted their perceptions on the services they got from councils as consumers. Their responses were, therefore, not influenced by their academic backgrounds or experience either in government or the private sector. The researcher only sought to establish the gender factors as it was found prudent to achieve a balanced gender mix. In the same context, the research also sought to establish the number of years they have stayed in Gweru. This influenced their responses particularly relating to the changes that have been brought by the different political parties running council and changes in the administration of council. The working experience of research participants is a fundamental factor in determining the extent to which they appreciate the changing contexts of service delivery in response to changes in the political parties and administrative systems at the GCC. Different political regimes had different approaches to the policy and administrative configurations of council and such differences had varied ramifications on the capacity of council to deliver services at any different time. For example, two research participants who worked under the colonial system gave a detailed insight and comparative analysis of service delivery under the colonial system, on one hand, and the range and quality of services under the independent government, on the other hand. This allowed for cross-referencing to determine major changes, conformities and departures that have happened to the system including the underlying philosophies and ideologies. Table 6.1 presents the years of experiences which is another talking point.

Table 6.1: Experience of study (interviews) participants (in years) (: Findings, 2019)

Experience of participants	Frequency	Percentage
Below 5 years	4	20
6-10 years	2	10
11-15 years	6	30
16-20 years	4	20
Over 20 years	4	20
Total	N=20	

As shown in Table 6.1, most research participants had more than six years' experience, with only four research participants having less than five years of experience. This wider experience allowed for the diverse articulation of the service delivery system, reflecting on changes that have occurred over years and the bearing of that historical context on the current state of services. On the basis of their experiences, research participants extensively articulated the transformation of the service delivery system of the GCC and the major drivers of the changes and suggested ways of improving the current state of the services.

At the same time, academic qualifications were found to be a key factor in influencing the quality of responses through broad articulation of the key variables of the research and extrapolation of the service delivery discourse beyond conjecture. In most interviews where research participants had a post-graduate qualification, the researcher noted that such research participants gave key insights into the study beyond asked questions, for example they ended up raising key methodological issues thereby helping to shape many aspects of the research. From Table 6.2, 85% of the research participants were holders of a university degree, with 10% having doctoral degrees while only 10 percent of the research participants are holders of a diploma

Table 6.2: Classification of interview participants on the basis of qualifications (Findings, 2019)

Qualification	Frequency	Percentage
Diploma	3	15
University first degree	8	40
Master's degree	7	35
Doctoral degrees	2	10
Total	N=20	

The next table (Table 6.2.3) is of the findings in relationship to focus group discussions. It highlights the number and the gender distribution of the participants in the focus group discussions.

Table 6.3: Classification of focus group participants on the basis of gender (Findings, 2019)

Sex	Frequency	Percentage
Male	54	45
Females	66	55
Total	N=120	

The analysis of the gender aspects factors of the research participants allowed the study to streamline the level of participation of women in the study. This is particularly important to the study given the size of the urban population that is constituted by women. National statistics places women at 52% of the national population. At the same time, gender studies have indicated that women are the most affected by the quality of urban services. The study also looked into the years' research participants have spent in Gweru. This allowed them to relate particular changes to the service quality and quantity to given times. There appears to have been notable changes in service quality with the changing political systems.

Table 6.4 Classification of focus group participants on the basis of years in Gweru (Findings, 2019)

Years of stay in Gweru	Frequency	Percentage
Below 1 year	15	12.5
1-5 years	30	25
6-10 years	40	33.3
Over 10 years	35	29.2
Total	N=120	

Service delivery in Gweru is an emotive topic. Most people who have lived in Gweru for a long period have various opinions of what the council is doing and how it should go about its business. Having experienced the failures and success of the council in terms of service delivery in Gweru, every respondent in this study had his/her opinion. This section seeks to explore the various

opinions of the general public in relation to service delivery in the context of water and sewer, waste management, public participation and road infrastructure services among others.

All research participants from FGDs confirmed erratic water supplies in the city. 30% indicated that they reside in places that do not receive water during the day because of alleged gravity issues against pumping capacity. These are residents particularly in Mkoba 19 and Ridgemont Suburbs. Mkoba 19 Suburb, for instance, receives water late into the night or in the early hours of the day usually before 3 am when water consumption in the city is low. 70% of the study participants from the FGDs complained about receiving dirty water that is not safe for drinking and falling below the minimum health standards. In June 2017, Gweru city was hit by a typhoid outbreak that was blamed on the poor quality of the water in the city. This was followed by a cholera outbreak that hit the entire country and again blamed on the quality of water and poor sanitary facilities. An interview with an engineer from the water section of the GCC revealed that the council was facing challenges with financing its operations and the problems also had repercussions on water delivery. He said that the water account was being used to sustain other areas of council such as the Health Services Department. Government has since directed that the water account of urban councils be ring-fenced to avoid abuse or diversion of funds from the water account to sustain other departments.

In the same context, the city has been facing challenges in reticulating sewerage. 75% of the study participants in FGDs confirmed experiencing a burst sewer leading to sewer overflow. This is rampant in high density suburbs where 89% of such cases have been recorded. The cases of burst sewer have been on the rise because of the exponential rise in the population of the city. The current sewer system was established for a small population whose growth was controlled by the restrictive urban laws of the colonial system. However, a surge in the city population after independence exceeded the carrying capacity of both the water and sewer system. The GCC has been blamed by residents and EMA for offloading raw sewerage into the Gweru River threatening aqua life.

The poor state of roads is one critical issue in Gweru. The quality of the roads and road infrastructure is disheartening. The city has become a haven for potholes with the local authority failing to providing adequate rehabilitated roads for the suburbs in Gweru. In a comment, one Gweru citizen observes that:

“The city fathers have failed us. Imagine we pay taxes through licenses to use these roads. What do they do? They take that same amount of money and they squander it on salaries and we get nothing...”

This discussion did not end like that. The citizens were further enraged making emotional comments that could not be typed but another resident also raised a very important concern for most residents, he observes that:

Due to the quality of the roads in some of the locations in Mkoba and parts of Senga, kombis no longer get there as they point the roads to be unnavigable...The area has pools rather than holes, you can hide in them.

This situation of quality of roads was not only affecting residents who did not own cars but also those that had cars. The potholes in the roads were very unfriendly to the kind of cars that most of Gweru residents owned. As such, one pointed out that car maintenance; particularly the suspension was one thing that had become so regular to them yet very expensive.

Housing shortages and a housing lag has befallen the GCC leading to the Gweru Residents Forum arguing that the city is no longer worthy of the name ‘City of Progress’. Land developers have been known of coming in and allocating land but failing to service the land giving the pressure to the local authority. In a comment the director said that:

Council is expected to provide amenities such as roads, water, sewer to a cooperative that enriched a land baron. The land barons did not pay to the local authorities to have the requisite infrastructure installed, for instance the State land surrounding hawks like River Valley. Suburbs like Woodlands do not have services yet they are now more than five years old.

Health provision in Gweru has not been spared from being one of the neglected services to be delivered to the residents of Gweru. In recent cases, Gweru hospital has been turning away patients who were in need of intensive

care if they do not have cash on them. One of the residents' association observes that:

"A patient was turned away on the basis that he did not have cash but was willing to pay with Ecocash."

This situation highlighted a potential problem linked to negligence by the government and health sector employees in Gweru. Regardless of the attitude of the health sector employees, the GCC's health system is also ill-prepared for most health emergencies. This could be evidenced by the typhoid outbreaks in Gweru that led to the death of 9 people. This led to a finger-pointing on who was responsible for the services and the health sector. A citizen asked to question on the preparedness of Gweru pointed out that the GCC has poor health systems, they do not have adequate hospital beds, medication, staff and the staff has some negative attitudes towards people seeking their services (humorously but seriously stated).

The residents of Gweru did not appear happy about the council's approach to refuse collection and management. In a recent case in September 2018, a dumpsite in Gweru went ablaze posing risk to the residents of the area.

The residents who commented on the issue observes that: Woodlands suburb was covered by thick smoke which has potential harm on the risk of the residents in that area and parts of Mkoba. Furthermore, the GCC has also allowed a continuation of a system of not collecting litter with some areas going for a month or more without collection of litter. This has led to the disposal of solid waste in undesignated areas of Gweru. One resident observes that:

"in areas like Ascot, Ascot extension and Woodlands, the garbage has not yet been collected in the past month. Therefore, residents are now dumping waste on street corners."

All the responses elicited from the interviews carried out were concerned with the poor capacity of most of council's systems of revenue collection largely due to the irregular revaluation of council property. This unfortunate situation deprives the council of sustained revenue. Council has not updated its valuation roll for over 10 years to date. While the financial reports show evidence of the shrinking revenue base, the urban dwellers are getting poorer by the day due to the current economic meltdown of the country. The

responses from both interviews and questionnaires attributed the declining service delivery in local authorities to declining revenue due to a wide array of factors, such as; the 'unfunded' mandate (20%), the disappearance of funding under the Public Sector Investment Programme (PSIP) (28%), the failure by government to honour debts to local authorities (30%), legislative impediments (5%), broader city activities and weak management systems (17). While three academics interviewed argued that the major principles of taxation are fairness and equity, a significant number of research participants in FGDs (80) stressed that it is vital to mention that people should pay tax according to their capacities to do so. The majority of the residents are now in the informal sector earning an average RTGS\$300 per month which is not sufficient to cover their wide tax obligations. This was cited as a factor behind high tax non-compliance among this category of research participants.

Urban Councils derive the bulk of their revenues from property, receipts from trading accounts, tariffs or fees for services rendered, education, health and road grants (Zhou & Chilunjika, 2013). While the above assertion reflects some truths in the management of urban local governments, it is important to realise that the sources of revenue for most urban councils have been stifled by the central government which in the last decade have 'rolled back' sub-national governments revenue sources including road taxes and the fact that vehicle licenses now under ZINARA and that the land development levy is now under the Ministry of Lands and Rural Resettlement. This development has starved urban local governments of the much-needed revenue to champion the public service delivery system including road construction. This comes amid the central government's reluctance to plough back to local authorities' sufficient resources earmarked for road construction. Revenue from central government is in the form of general and specified funds in respect of capital projects like water and sewerage reticulation, storm water drainage, among others (Chakunda, 2015).

Economic progress picked up as dollarisation truncated runaway hyperinflation and workers started receiving hard currency incomes. In the year 2008, the government of Zimbabwe engaged a unity government that was run by ZANU PF and MDC. This led to the uptake of a multi-currency system that saw the removal of the Zimbabwean dollar. From that period,

everything was paid and received in form of hard currency (United States Dollars and South African Rand). Schools and hospitals managed to resume operations despite staff shortages and inadequate salaries for staff. The situation then calmed to the extent that most local authorities managed to draft budgets which were not to be disturbed by the galloping inflationary environment. The most primary issues which the civil organisations cry for include public participation in preparing budgets, respect of human rights, accountability and improved service delivery among others.

Citing the example given above where an organisation contested the legitimacy of the government-appointed commission to ensure transparency, accountability and rule of law in the running of the affairs of Harare, the organisation threatened the local authority. It told residents and ratepayers to withhold payments of rates as there was need for a democratically-elected leadership at the Town House that respects the needs and will of the people. Apart from transparency and accountability, rule of law has been another burning issue that Gweru Residents Forum and Gweru Residents and Ratepayers Association have been more vocal on to have good governance in the management of the GCC, and the country at large.

The 2013 Constitution of Zimbabwe entrusts Parliament with the responsibility of an oversight role in holding the Executive accountable. Section 107(2) requires,

every Vice- President, Minister and Deputy Minister must attend Parliament and parliamentary committees to answer questions concerning matters for which he or she is collectively or individually responsible.

Thus, there is a constitutional obligation placed on every member of the Executive to answer questions before Parliament. In their capacity as representatives of the people in their constituencies, parliamentarians should not simply toe the party line, but should represent the concerns and relay the questions of their constituents to hold government to account. Additionally, section 140(4), states the President must attend Parliament at least once a year to give an address on the state of the nation. This represents an improvement on the previous constitution, under which the President had no obligation to attend Parliament at all, but section 140(3) also observes how the President “may” attend Parliament to answer questions on any issue. This

shows that the President is not required by the Constitution to answer questions in Parliament. This still limits Parliament's ability to hold the Executive to account. This scenario compels the Ministry responsible for local government to supervise the operations of councils because their actions can be questioned in Parliament through the responsible portfolio committee on local government hence the 'people's voice and will' will be reflected in the accountability mechanisms since the legislature is elected by the people hence its operations cascade to the local authority level.

Looking at the responses and the opinions of the Gweru citizens of their council, it is mind-boggling as to why their opinion is so gloomy. Studies carried out have shown that citizen confidence is key to the success of the local authority and as such has ripple effects on service delivery in the area (Sims, 2001; Heintzman *and* Marson, 2005). As the citizens lose confidence in the local authority, they consequently lose their willingness to pay what they owe (Kampen *et al.*, 2006). This failure of citizens to honour their tax obligations implies that the local authority becomes incapacitated to be able to finance the services that they should render to the residents. This goes back to further damage the image of the council and the cycle of bad governance and poor service delivery becomes perpetual (Brewer, 2007). This idea can be evidenced by the fact that the GCC has accrued salary debts and fail to finance augmentation of roads, sewer and water. This can also be seen in the context of planning. Master Plans that are supposed to last for a maximum of 15 years have now stretched for more than 20 years making them less relevant. Plate 1 is a copy of the old but still operational Gweru Master Plan extracted from the City Planner's office. As such, emotions behind service delivery in the GCC jurisdiction can be justified and criticised. From the ideas above, Gweru residents have been digging their own graves by owing the GCC \$52 million dollars.

The services that citizens are supposed to get are now clouded within the issues of funding. In the same vein, Gweru residents are doing injustice to themselves while the GCC has also been responsible for the failure to quench the fire they started. Issues of capacity are then pointed out in the failure of the GCC to respond to the needs of its citizens. In response to this, the GCC

officials brought about another interesting dimension to the issues of service delivery. One official observes that:

Citizens of Gweru baffle us, they continue to expect feeding without having to work. When the government cancelled the debts, they were very happy and we lost more than \$30 million of service delivery funds. That blow to our coffers continue to haunt the people of Gweru. If they had paid what they owed, we wouldn't be having this discussion...

This response by a city official further cements the idea of funding being the major blow to service delivery in Gweru. The GCC was supposed to fund services with resources they were deprived of by the government. This created the lag that the GCC is fighting to date.



Plate 6. 1: Part of the CBD Master Plan (Gweru City Planner's office, 2019)

Chakunda (2015) argues that the hierarchical nature of the relationship between central and local government allows central government to supervise local government with a view to bringing it into harmony with national

policies. Supervision enables the supervising authorities to prevent the unlawful use of the funds and other property of local authorities, to prevent corruption, or to improve the performance of local authorities, among others. However, in many scenarios, political supervision in Zimbabwean urban councils have become the order of the day with some decisions made by the state appearing to be political expedience at the expense of robust local government administration. A case in point is the the GCC's suspension of councillors and replacing them with a Tsunga-Mhangami-led Commission and after several months reinstating the majority of councillors after they were found not guilty with their monthly allowances paid in retrospect while the Commission, during its tenure, was handsomely being paid monthly (Mazorodze, 2017). This double expenditure has an adverse financial bearing on a council that is already reeling under a huge debt and ultimately hampers efficient service delivery. In addition, spending half of income generated on employment costs cripples the service delivery capacity of a local authority. Therefore, local authorities are urged to conduct employee rationalisation schemes pivoted on the fact that their core business is to deliver services in a cost-effective way (We Pay You Deliver, 2017).

Furthermore, there is need for political will from the city fathers, where there is will things move but where there is no will, there cannot be any progress. Thus, political will is necessary for the city fathers to execute their mandate satisfactorily. On the side of the civil society, specifically the residents associations, there is need for platforms for regular engagement, with the local government and all stakeholders, especially, residents and ratepayers to register remarkable progress. After those engagements there is need for ensuring that all the points raised and priorities identified during the consultations are considered in the general operations of the GCC, for example on budget and planning.

The ability of a local authority to provide services depends on the revenue it collects. This is the basic fundamental fact that residents, ratepayers, business and government need to appreciate. Council has been making frantic efforts to recover debts owed. However, the major challenge is that the most residents and ratepayers are incapacitated to settle their bills with the GCC.

In light of this situation, the GCC has made provisions for debtors to make payments plans spelling out how they intend to clear their arrears.

In essence, the reasons as to why residents do not directly participate in the budgeting process revolve on two things, namely; substantive and procedural issues. On substantive issues, residents require capacity development on budget issues, setting priorities, budget lines, reviewing budgets among others. This is the role RAs/CSOs need to do. For procedural issues, local authorities, RAs and CSOs need to invest in wide dissemination of dates and venues for budget consultations and the process of raising objections to the budget (Muchadenyika, and Williams 2018).

There is need to ensure some improvement in the attendance of the budget meetings being conducted by the GCC, since finance is the backbone of efficient service provision they should come and have an appreciation of the council's expenditure. Attending such meetings enables residents and ratepayers to give some input that informs policy and planning in the operations of the GCC. The Gweru City Director of Finance noted that:

The challenge I see at the present moment is the people who are on some big organisations because when we invite, when I talk of the big people, I talk of the management in some organisations. I talk of the industry. When we call for a budget meeting, we wouldn't see a bank financial manager or Bata ichitumdzira their finance director apa and even with the MSU.

Regular reporting and regular consultation are very critical in the running of the affairs of the GCC or any other urban local government.

One research participant argued that:

I see Bulawayo has been able to do is keeping constant dialogue with their residents. You see, keeping constant dialogue with their residents even when they want to do something their residents are quite updated, that like now we are doing this road and finances for this we have taken from this portfolio to do this... live dialogue between the residents and the city is always there. When you don't have dialogue and you don't know what your residents want, then they also hold scanners to your works so that you don't move forward.

Usually residents and ratepayers express their disgruntlement through non-payment of service charges and rates as the service delivery protests take a more practical way which cripples the service delivery thrust of councils. Muchadenyika and Williams (2018) argues that more than 75% of the research participants do not have confidence and trust in the budgeting process. Partly, this is because councils do not provide information concerning the performance of the previous budget (77.3%) (We Pay you Deliver, 2017).

Residents and ratepayers are disgruntled with the way the local authority conducts its business. Engaging residents and ratepayers in constant dialogue makes them feel included in the general operations of the GCC. This encourages the active participation of residents and ratepayers, and all stakeholders in council business. However, political interference impacted negatively on the way local authorities conduct their business. The GCC is no exception to this unfortunate development.

Discussing and synthesising issues is a process of outlining issues and mapping out issues during the study (Bell, 2014). When discussing issues, the researcher has to clearly iron out main issues that emanate from the study and the issues that are interlinked to it (*ibid*). This process then moves to synthesis where the researcher links the study to existing scenarios and studies. This section of the study presents the synthesis on how the GCC has been operating and how the issues interlink with existing theoretical stances. Service delivery in Gweru is a serious issue and various issues have been raised on service delivery in Gweru. The previous six chapters presented existing data on service delivery in Gweru. All the data that was presented maps certain patterns in relation to service delivery in Gweru. The chapter presents a synthesis of the findings guided by the findings in the previous chapters. It tries to map patterns, images and relate them to existing literature.

The study presents various issues that have been acting as stumbling blocks to service delivery in Gweru. This study is informed by four specific objectives that present various issues that relate to each objective. The issues, however, are not new to Gweru and neither are they unique to Gweru. The literature

presents how issues like those in Gweru have affected service delivery in other parts of Africa. As such, an understanding of the context of Gweru and the issue in other contexts can help highlight the implications of the matter at hand. Table 7 is a summary of the objectives and issues per objective in tabular form. It guides the synthesis as to issues that are to be raised in the discussion.

Table 6.5: Emerging Issues per objective (Author, 2019)

Objective	Issues Mapping
To examine the service delivery challenges of sub-national governments using the GCC as a case study	Corruption-Corruption is one of the major issues riddling the GCC. Corruption is bad as it enriches individuals at the expense of services Budgeting-Public budgets are done in closed offices such that priorities that are made are for individual benefits. Revenue Collection-Local Authority does not have enough capacity to collect revenue. Ratepayers' Trust-Rate payers no longer trust the local authority
2. To explore political and administrative systems and mechanisms required to broaden the scope of sub-national governments for improved service delivery	Devolution-Fiscal power centralisation is the major issue coming out. Local authorities become financially incapacitated. Political interference is also another issue as councillor's override decisions.
3. To explore the indicators of efficient service delivery at sub-national level.	Good governance-is one of the most efficient indicators of service delivery. This is absent in the operations of the GCC. Services-Not having informal systems operating is an indicator of efficient service delivery. The GCC is becoming a hub of informality.
4. To identify and discuss options for addressing service delivery challenges at sub-national level	Devolution framework is one of the most significant aspects to look at in service delivery.

In the context of service delivery challenges, various issues emerged from the discussion. The issues range from national issues affecting local authorities' ability to deliver services and the GCC specific issues. The study identified issues like national policies, national economy being the major challenges at

national level while corruption, budgeting, exclusion and resident trust being issues specific to the local authority. These issues have had their bit on the ultimate efficiencies in terms of service delivery in the City of Gweru.

One major determinant of performance in any business is the national climate both financial and political. The financial climate in Zimbabwe has been very turbulent. Since the year 1997, the economy of Zimbabwe has never been stable. Many austerities and economically detrimental decisions were made. This saw local authorities failing to properly sustain their roles of service delivery. The GCC, whose place nickname is the 'City of Progress' began to see pilling up of solid waste, council vehicles began to run without being serviced and this later led to what is happening today. In the year 2013, the Government of Zimbabwe, as a political move decided to slash all rates, transferring all service burdens from the residents to the local authorities. This had a detrimental effect on the quality of services. Most local authorities are yet to recover from that blow.

This kind of approach introduces what can be termed government's hand in service delivery. In theory, the government can come in business with an invisible hand that facilitates economy and ensures that the citizens are catered for and reduce market failure (Banana *et al.*, 2015). On the other hand, the government can come in to take away from the poor through corruption and other forms of bad governance. In this instance, it is termed the Grabbing Hand Model (Bevir, 2008). The Grabbing Hand Model entails a system where government intervention has a negative implication on the delivery of services. The government's political statement on the slashing of fees saw local authorities losing large sums of money. As such, the government took large sums of money from the local authorities indirectly and gave it to the residents.

At local levels, the GCC has been implicated on corruption from the lowest member of the employees. This has had a detrimental effect on the delivery of services. Corruption has been described as a cancer cell that grows slowly but once established is not easy to get rid of (Chirisa, 2013). This issue has also been discussed in the context of human factor decay. In this instance, when the ethical fibre of an organisation is depleted, it loses its essence and

becomes less efficient. Corruption can be good corruption or bad corruption (Mumvuma, 2016). Good corruption helps speed up processes that are marred by legislative bureaucracies whereas bad corruption is that kind of corruption that slows processes down to ensure that one pays to reinvent the efficiencies of an organisation (Resnick, 2014). This kind of corruption benefits individuals and stifles organisational development. The GCC has been having bad corruption where local authority employees have been slowing down processes to ensure that the residents pay to speed up processes. As such, in this context, service delivery becomes compromised. Local authority employees will not be willing to engage in the duties allocated to them by the local authority and focus on personal business.

Budgeting is one of the most significant components in service delivery particularly in local authorities. This is a process of ensuring that resources are allocated efficiently according to need. This is a public process as it entails the determination of the use of public funds (Beyers, 2016). This process, in countries like America, where there are high levels of devolution and participation are open to public input and this does not only happen on paper but practically (Rule, 2000). In developing nations, this is not the same, particularly in Africa. The levels of corruption together with bureaucracies make it hard for citizen to access budget documents, let alone, in making their contributions on the use of the funds. This has allowed local authorities to misuse public funds as they do not account for the resources to anyone (Chigwata *et al.*, 2017). The GCC has been pointed to be very secretive with budget documents. This has seen the local authority over spending on salaries and not delivering services. These issues point to issues of self-interests (Bevir, 2008). Not having to account to anyone affects the quality and even the delivery of services. The GCC can be seen to have less accountability in terms of service delivery that emanate from secret budgets. This reduces the services and the push for local authorities to deliver services.

Public participation is key in the delivery of services. Global institutions have been pushing towards increased public participation through policies like inclusivity in urban planning and service delivery (World Bank Group, 2016). Service delivery has been seen to be very effective if the public is involved. Furthermore, people can only participate in building the city if they are

included (The GCC, 2013). The GCC has been pointed out for excluding the residents as such failed to actually deliver the services. Developing without the people has been discussed as one of the most flawed development approaches in scholarship (Bratton, 2012). People slowly lose confidence if they are not included in the development of policies and programmes. This implies that: in most cases, they end up not participating. While participation is a broad and used word, there are various kinds of participation that included but not limited to tokenism and full engagement (Resnick, 2014). The other kinds all lie within the listed continuum. In most countries, participation is provided for in a tokenistic approach (legislation provides for participation as such we have to engage them). This is the kind of participation is the kind that most local authorities have. Citizens are not fully engaged and they are used as tools for legitimisation process rather than as the patrons. This kind has been seen in Gweru where the planning permits issued out at points do not concur with resident needs but are done and processes with the public in the periphery. In retaliation, residents withdraw participation in their own way (paying rates). This affects service delivery as the local authority will not be capacitated enough to finance the projects and the delivery of services.

Financial stability has also been seen to be another issue that has been affecting the efficiency of service delivery in African local authorities. Local authorities tend to be incapacitated enough to mobilise financial resources (Banana *et al.*, 2015). This is largely because of human resources and citizen trust. If the citizen trust is very low, residents do not pay and the local authority becomes financially incapacitated. On the same vein, a local authority can also fail to fund the process of collecting revenue. All this reflects on the services as the local authority becomes less capacitated. In Gweru, local financial management frequently suffers from lacking technological infrastructure, capacity and opportunities for revenue generation are often restricted by inadequate regulatory frameworks and disadvantageous political structures. Lagging public-sector spending takes a toll on urban efficiency and local economic activity, creating a vicious cycle of budgetary shortfalls, choking urban conditions and economic stagnation. However, strategic governance and financing systems can provide hope for the struggling local authority. There are opportunities for matching local

needs with institutional frameworks and revenue-generation tools. Appropriate financial management can tap into strategies that improve efficiency of revenue collection, win public support, capitalise on urban economies of scale, curb land speculation and sprawl, incentivise economic activity and improve urban affordability for the poor. The resulting budgetary improvements can allow Gweru City Council to make strategic investments in their cities, stimulating a virtuous cycle of growth, revenue generation and prosperity.

Informality is one issue that has been raised in Gweru in relationship to service delivery and efficiencies. Informal food vending provides a convenient space for the accessing of affordable and customised sources of food that meet their daily food requirements. In light of these considerations and issues, issues of hygiene also come into place some of the actors in the urban food vending cycle have no training in hygienic handling of food or even knowledge of the risks associated with urban food trading. At the same time, about 90% of the vending public are of the view that the council does not want to engage the vendors in mainstreaming their activities more formally. Accordingly, the vendors resort to hide and seek with the municipal police to survive the economic meltdown. Resnick (2014) argues that the importance of the informal food economy also varies between cities from a low of 29% of households sourcing food in Gaborone to a high of almost every poor household in cities such as Harare, Blantyre, Lusaka and Maputo. Nickanor (2014) further contends that in the informal settlements, the informal food economy plays a vital role. Without it, the food insecurity situation of these households would be even worse. Daily food needs are mainly met by the informal economy. In the Zimbabwean scenario, even in the formal settlements such as Highfield in Harare, Ascot and Mkoba in Gweru and Sizinda in Bulawayo, the trend has been that the generality of the population, over 64% prefer to purchase their food from the urban food vendors because the food is affordable and the vendors are found within their proximities.

Politics and administrative mechanisms in service delivery are some of the most enhancing or detrimental systems in service delivery in any nation. Studies have shown that nations with local authority autonomy, to some degree, have the highest efficiencies less or more than that can lead to reduce

inefficiencies. Local authorities need freedom in financial aspects but need to be kept to book to ensure accountability (Beyers, 2016). This introduces political and administrative mechanisms. In Botswana, there is the *Kogthla* system that allows residents to participate in the development of local authority systems, as such, influence planning within the local authorities. In Zimbabwe, the law that is used in planning and management of cities are the Regional Town and Country Planning Act (RTCPA) [Chapter 29:12], the UCA [Chapter 29:15] among other acts listed in chapter 3. All these give administrative systems parameters as to how local authorities should operate. However, the powers that the acts accord to local authorities are not sufficient enough to ensure efficiency in service delivery. Local authorities are not allowed to borrow substantial amounts of money and they do not collect road revenues. Due to these unfortunate circumstances, most local authorities lack substantial funding needed to operate and deliver services. This is proving that the current legislation that regulates the operations of the GCC is restrictive rather than progressive. The government legislations are milking rather than protecting public funds and incapacitating operations.

Politics has become the enemy of development in African countries. African politics has created what is termed “bigmanism” (Chirisa & Mavhima, 2018). In this case, political bigwigs permeate in all the processes in local governments. In this instance, political power is abused and it determines all processes. In the GCC, political power has been seen to be pervasive in all the processes. The politicians in council tend to override technical power and decisions affecting the local authority’s ability to deliver adequate services to the residents in the process. Politicians in African cities, just like Gweru, tend to advocate for selfish projects. Research has established that whenever political power is abused, it becomes autocracy (Chimuniko & Chazo, 2016; Mumvuma, 2016; Bel *et al.*, 2018). This kind of abuse often leads to market failures and the poor and services are often neglected (Resnick, 2014). This can be evidenced in Gweru where political power has been determining development particularly in the context of land development (Chimuniko and Chazo, 2016). Land developers have been allocated land according to political affiliation than capacity. This has resulted in poor servicing of the land. Against these realities, there exist various indicators that have brought about by many organisations in relation to efficient service delivery. These

indicators also inform various service delivery models that have been developed across the globe. Indicators of efficient service delivery include good governance features such as transparency, accountability and citizen participation. The other indicators have been pegged against issues of liveability. This relates to questions like; how liveable is the area? If it is liveable then service delivery is efficient.

Good governance is one major indicator of efficiency in service delivery. Good governance entails a system of systems with high levels of accountability, transparency in operations and high levels of public engagement. This situation is largely ideal that real. In studies and articles written, all aspects of good governance have never been found in one place. However, there exists a level of skewing towards good or bad governance (World Bank Group, 2016). In African countries, bad governance is the order of the day. The area of study has been concerned with all aspects of bad governance from corruption, exclusion, among others. It goes against all the indicators of efficient service delivery (Chirisa, 2013). This system of service delivery creates a lag in services within the jurisdiction of Gweru. This also highlights how the GCC is operating in terms of services and service delivery. Transparent operations have been alien to the GCC with cases like failure to account for fuel given to the local authority by Traffic Safety Council of Zimbabwe on the rise. This also affects issues of accountability where the administration of the GCC could not account for the fuel. Participation is also an efficient indicator of service delivery. In a local authority with high public participation, service delivery is efficient. This can be seen in highly developed nations (Rule, 2019). Participation is one attribute of efficiency and is critical when it is highly skewed towards full engagement. Another indicator of efficiency in service delivery is the actual condition of services. In an efficient system, the technology is modern, the waste management is very sustainable while the general service delivery framework is generally laid out and open for public improvement. This system operates within a scope of its works and is largely informed by the need and demand of its citizens (Beyers, 2016). The GCC has had issues highlighting inefficient service delivery.

Having discussed the issues emanating from service delivery at Gweru sub-national authority, there are certain aspects and trends that emanate from the

patterns of service delivery. From that service delivery issues directs the city into certain issues that the city is to face and aspects that can change the operations in the GCC. This section indicates the issues that can be emerging from the discussion and that can be derived.

The first issue that emanates from this issue is that legislation in Zimbabwe has been playing a crucial role in undermining service delivery. Zimbabwean legislation is more inclined towards empowering the government and centralising fiscal power. This is an issue that has had effect on the delivery of services. Legislation implies that all the resources are collected by the government but local authorities are supposed to deliver services to the people. This presents an issue as the policies have finally incapacitated the sub-national levels. Legislation in Zimbabwe, therefore, is one of the major stumbling blocks to service delivery in Zimbabwe's sub-national levels.

The other issue that seems to be stifling service delivery is corruption. If the corruption is not dealt with, it has the potential of worsening the situation. The bad corruption that is happening in the GCC has seen enrichment of the council officials at the expense of services. A continuation of such behaviours can lead to outbreaks of diseases such as cholera, typhoid.

Furthermore, participatory budgeting is another direction that is emanating from the discussion. The GCC has been carrying out exclusive budgeting which has seen the loss of citizen uptake in services. This kind of budgeting has seen residents pointing to the local authority as irresponsible. This is because residents do not understand the need for finances as it is done in closed doors. The local authority will finally become financially grounded if the system continues operating this way. Another direction that is coming from this direction comes from informality due to service deficiency. The citizens can end up operating in a world that is open to them, the informal sector, if they experience systematic exclusion in the day-to-day operations of council. This will lead the GCC to continuously fail to deliver services. This is due to the fact that the urban residents who operate in the informal sector want to enjoy the services that local authorities provide without having to pay for them.

This chapter has constituted a synthesis of the existing situation in the GCC. It has presented a case on the issues that came up during the study. It identified that politics, corruption, and governance related issues have riddled the GCC leading to inefficiencies in service delivery. These issues include national policies, politics, sub-national government policies and the human factor decay. The chapter also identified that: of the existing indicators of efficient service delivery, the GCC have been failing across the board. This situation, if left unattended, will imply a continuation of the poor service delivery systems and might reflect in the health sector as the effects of the poor service delivery. To manage this, the next chapter provides the conclusions and proffer recommendations.