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An Analysis of the Impact of Good Corporate Governance on Service Delivery in Mashonaland Central Rural District Councils

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Abstract:
This research is an analysis of the Impact of Good Corporate Governance on Service Delivery by Mashonaland Central Rural District Councils. It first established what good corporate governance is and then identified its characteristics in Rural District Councils. As if this is not enough, it ascertained what service delivery in local authorities is and its relationship to good corporate governance. It also sought to establish if there are any other factors which affect service delivery in RDCs other than good corporate governance.

For this research four (4) Mashonaland Central Province Rural District Councils out of eight were sampled randomly. The selection was done randomly to avoid a bias towards certain councils as opposed to others. The sampled councils included Mazoe, Bindura, Pfura and Rushing a. Of these Rural District Councils, forty participants were again sampled to complete questionnaires and be interviewed to get the desired data. Questionnaire respondents and interviewees were a mixture of both councilors and council employees so as to cast the net for data wider. As a follow up for this, questionnaires and interviews were used as research instruments. Participant observation of the researcher as a former council employee also came into play here. In addition the descriptive survey method was used to ascertain the Impact of Good Corporate Governance on service delivery by councils.

The research revealed that there was a positive correlation between good corporate governance and service delivery by councils. It shows that good corporate governance ensured a full staff complements in a council and this promoted integrity, transparency, accountability and efficiency in councils. These factors would make stakeholders have faith in their councils, hence would cooperate with them which makes it easy for the later to provide services. A full staff compliment means presence of implementers for council policies. Other factors that affect RDC service delivery like inconsistent economic policies and lack of government funding were also identified.

After concluding that there was a positive correlation between good corporate governance and service delivery and on the need to have a full council staff compliment, many recommendations were also made. It was recommended that the same research be also done in urban local authorities so that it will be easy to compare and contrast the impact of good corporate governance on urban and rural councils service delivery. It was also recommended amongst other things that councils should have a full staff complement if service delivery to communities is to be guaranteed. Establishment of internal audit departments and embracing other revenue source by RDCs were the other recommendations. Lastly it was revealed that other than good corporate governance, other factors like government policies, natural disasters and politics also had an impact either negative or positive on service delivery by Rural District Councils.

Keywords: *Accountability, transparency, compating corruption, stakeholder participation, enabling legal and judicial framework*

1. Background /Introduction

This research is an analysis of the Impact of Good Corporate Governance on Service Delivery by Mashonal and Central Rural District Councils. It first established what good corporate governance is and then identified its characteristics in Rural District Councils. As if this is not enough, it ascertained what service delivery in local authorities is and its relationship to good corporate governance. It also sought to establish if there are any other factors which affect service delivery in RDCs other than good corporate governance.

Corporate Governance is increasingly becoming a more topical, broadly relevant, but also under-researched enterprise. Responsible Corporate governance, corporate disclosure, and transparency, have given rise to concern and public debate not only in developed countries such as UK, America and other European countries, but also to developing countries such as Zimbabwe and Kenya.

Good corporate governance is a concept that has recently come into regular use in political science, public administration and more particularly development management. According to Agere (224:1), "It appears alongside such concepts and terms as democracy, civil society, popular participation, human rights and social sustainable development." Equally true within the public management discipline or profession, it has been regarded as an aspect of the New Paradigm in Public Administration which emphasizes the role of public managers in providing high quality services that citizens value.

2. Objectives of the Study
- To find out what corporate governance was all about and enumerate its tenets.
- To establish if good corporate governance existed in Zimbabwe's Rural District Councils during the period of the study.
- To assess the impact of good corporate governance on service delivery by Mashonaland Central Rural District Councils.
- To recommend on what is needed If Rural District Councils were to deliver services to their respective communities.

3. Research Design and Research Techniques

3.1. Multiple Data Collection Methods
The sources of data were four randomly selected rural local authorities in Mashonaland Central Province. These Rural District Councils are Mazoe, Bindura, Pfura and Rushinga to be specific. In fact, their councillors, managers and other employees again randomly selected were interviewed and they also responded to questionnaires, councillors who participated in this research were those who visited their respective council offices on the days the researcher and his research assistants visited their councils.

The researcher used various methods to collect data from the councils. With the help of Research Assistants, the researcher used interviews in which selected people were interviewed and their responses were written down for analysis. More importantly, the researcher also used questionnaires which were distributed and collected after completion by respondents. In this instance, the researcher was again assisted by research assistants. Responses from interviews were tabulated then compared with those from the questionnaires. This data collection methods were also complimented by observation by the researcher in the field of study during the period 2014-2017which this research had interest kin. According to Tuckman (1994:7), "All participants in human research have that right to remain anonymous." The use of multiple methods in a complex research such as this is referred to by Creswell (2008) as mixed methods. It is critical to highlight that the researcher had to employ mixed methods which include the quantitative and qualitative methods given the multidisciplinary and complex nature of the study. It is imperative to mention that a 'mixed approach' technique is important in obtaining data as well as triangulation of information in order to authenticate research findings known as data validation. For the qualitative data collections, discussions and in-depth interviews were used. Quantitatively, data was obtained using questionnaires.

3.2. Rationality for a 'Mixed' Approach
There is a common understanding among researchers that no one best way of gathering research data is perfect, and each one of them has its pros and cons in any research. Hence, Creswell (1998:15) advocates for researchers to be innovative in applying methods that yield them best scientific results.

As such, the researcher will adopt a mixed research paradigm in which the qualitative and quantitative research approaches are seen as very relevant and useful for an interdisciplinary study dealing with tourism business and political issues. Of great interest, Creswell (2008) cited in Creswell and Plano Clark (2007) stipulates that:

> "Mixed methods research is a research methodology with philosophical assumptions as well as methods of
> inquiry. As a methodology, it involves philosophical assumptions that guide the direction of the collection and
> analysis of data and the mixture of qualitative and quantitative approaches in many phases in the research
> process. As a method, it focuses on collecting, analyzing, and mixing both quantitative and qualitative data in
> a single study or series of studies. Its central premise is that the use of quantitative and qualitative
> approaches, in combination, provides a better understanding of research problems than either approach
> alone".

Furthermore, Creswell (2008) stated that 'mixed methods research,' means adopting research strategies by employing more than one type of research method. These methods may be a mix of qualitative and quantitative methods constituting a strategy in its right or may be subsumed in another research strategy such as when one adopts a case study design where a number of different methods are needed.

Mixed research methods therefore imply working with different types of data collection techniques concurrently, and in this study, it proves to be the most effective strategy to adopt. In research literature, this is often referred to as multi-strategy when one deals with complex range of research questions and complex research designs (Bryman, 2001; Brannen, 2005:4). The above assertions primarily entail that as a researcher, I was compelled to use mixed approaches at fundamental levels, which are the data collection stages and the data collation stages.

To start with, the qualitative method is defined as "a process of understanding based on distinct methodological traditions of inquiry that explore a social or human problem. The researcher will build a complex, holistic picture, analyses words, reports detailed views of informants, and conducts the study in a natural setting" (Creswell, 1998:15). This shows that qualitative approach is an important research process and has parameters for inquiry.

On the other side, the quantitative approach is defined as a technique of testing and verifying explanations from typically statistical information obtained in order to produce numerical scores (Creswell et al., 2003:18; Gravetter and Forzano, 2009:147). As such, the application of two approaches helps to yield incredible data and capturing holistically, complex and fluid issues, processes and relationships in their 'social realities' (Neuman, 2004:41).

More importantly, stakeholders, draw general conclusions on a range of statistical information (Stenbacka, 2001:551; Johnson and Harris, 2002:101; Thomas, 2004:22; Struwing and Stead, 2004:4; Leedy and Ormrod, 2005:183), and in this instance, the study will leverage that existing secondary data and empirical evidence from other countries to present issues especially in the literature part of the study. In the same vein Turner (2004) and Figurehosa (2009:128), argued that mixed methods demand that in any researcher should endeavour to utilize multiple methods that have complementary strengths and non-overlapping weaknesses to ensure that valid information is obtained. Based on this observation, information gathered qualitatively and quantitatively can easily be triangulated and simplified. Another advantage noted in literature is that the mixed approach can be useful to capture beliefs and motivations into account of the research. One can qualify and quantify data and extrapolate results to the broader population (Hennink et al., 2011:16). Perhaps, such results can be generalised, and in the end give correct outcomes of complex relationships regarding the effects of skilled workforce migration.

To summarize this discussion, it is critical to highlight that the qualitative research approach looks at issues holistically by addressing specific scenarios that produce details when people respond to the 'why,' 'how' and the 'what' questions (Hennink et al., 2011:16). The choice for using the qualitative and quantitative mixed methods is premised on the researcher's consideration of the interactive, humanistic and interdisciplinary nature of this research that made it critical to adopt the two-pronged approaches. Cognizant of the fact that migration is not a value free phenomenon as argued by Neuman (2004:42), it was important to avoid bias. In fact, information gathered qualitatively, would be classified as quantitative data and presented together as one body of knowledge.

As such, Creswell et al., (2003:212) would then argue that this simultaneous use of the two approaches known as concurrency or consecutive process, which is important in interdisciplinary studies. Concurrency, in that case means a combination of elements of qualitative and quantitative research approaches (Johnson et al., 2007 quoted by Figurehosa, 2009:22). This persuaded the researcher to introduce a framework that conceptualized the processes articulating the path that was adopted in the study as shown below.
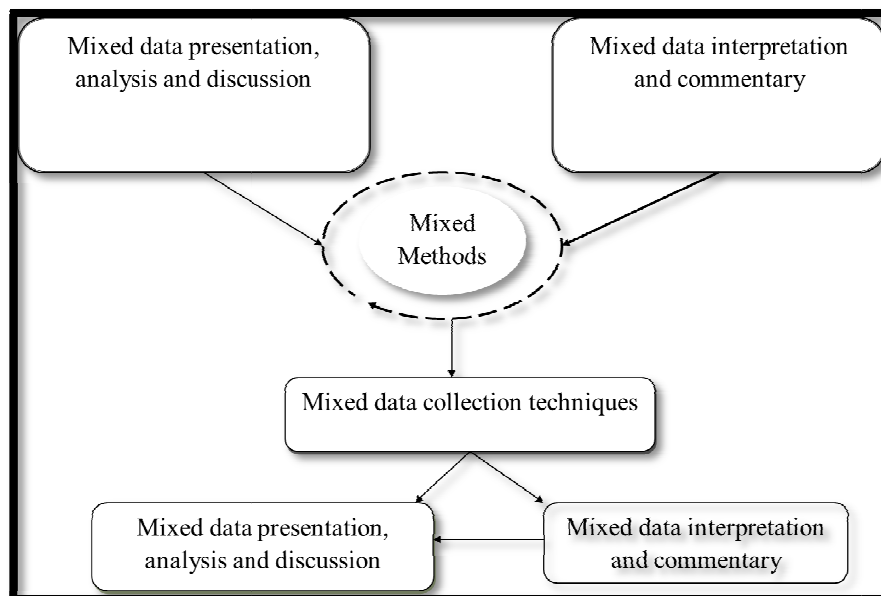

Figure 1: Mixed Research Methods Conceptualized

The multi-disciplinary nature of this study determined the need to use mixed approach, which Leedy and Ormrod (2005:12) argued that this facilitate the ultimate goal of research to lead to conclusions from a body of data and discover of what was unknown. It is important to highlight that there exists abundant literature that demonstrate a long-standing debate on whether one should rely on one approach or both. Lincoln and Guba (1985) put across that two approaches are incompatible. However, each model is best suited to certain research questions. In many instances, a combination of two approaches is most viable. In line with the mixed approach used in this study, Hussey (1997:55) stated that it is possible for a qualitative paradigm to produce quantitative data and vice-versa. As noted by Patton (1990) and Bryman (1988), the nature

and content of the research determines use and application of each approach. Thus, influences the choice of two methodologies. Further to that, Berg (1989); and Goertz and LeCompt (1984) concur with the idea of using two methodologies because a combination of two approaches offer considerable benefits since the strengths of one method can counter the weaknesses of the other approach. Based on these arguments, the researcher adopted the two methods, infused them in data collection, and applied concurrency approach in data presentation, analysis and discussion of the research findings. Clearly, the use of a mixed method has advantages. It is argued that it allows researchers to gain richer and contextual understanding of the phenomenon (Gray, 2009:204). The mixed approach helps also to analyse information in local particularity (Flick, 2006:13). In addition to that, the approaches also help researchers to capture perceptions, views, actions, practices and the worldviews of stakeholders using a number of techniques to record generally complex issues, which Gray (2009:204) says, are embedded in local contexts and should be investigated as such.

3.3. Simple Random Sampling

Simple random sampling was first used to identify Councils from which managers, councillors or other employees were drawn from randomly as well. Random sampling gave Councils and candidates for questionnaires or interviews an equal chance of being selected for the research. Makandigora (2002:24) points out that anything between 10% and 20% of the total population would be adequately represented. A small sample whilst a very large sample is most likely to exhibit characteristics closest to the target population. Thus, selecting an appropriate sample size involves a trade-off between breadth and depth.

3.4. Need for the Study

One of the greatest motivations in carrying out this study was the magnitude of the problem. Local governance has been falling apart in Zimbabwe particularly in local authorities especially in the last decade. Service delivery which is the mandate of Local Authorities in terms of the Urban Councils Act and the Rural District Councils Act, has become a facade. Cases of fraud, nepotism, embezzlement of funds by Councillors and Officers, corruption amongst other things is rampant in Councils at the detriment of service delivery to the people. This explains why the Minister of Local Government, Public Works and National Housing, issued a press statement to that effect in February 2012. It is no secret that of late, the local authorities have been lambasted as inefficient, rigid and are accused of lacking accountability – a clear indication of failure of good corporate governance practice by these lower governmental entities.

It also needs to be pointed out that top managerial employees and Councillors in many parts of Zimbabwe have been accused of awarding themselves hefty salaries and allowances at the expense of service delivery. For example, Harare City Council. Huge suspensions and dismissals of senior Council officials has been the order of the day in local authorities. Cases in point include Chitungwiza Municipality, Bindura Town Council, Wedza Rural District Council to mention just but a few. This has been due to a myriad of reasons. Almost all Rural District Councils were hit by high staff turnover, especially in the managerial level between 2009 and 2013. Chombo (2012:9) has termed this, "---management and corporate challenges". All this happened during a period when service delivery by local authorities in Zimbabwe was at its lowest ebb. Could this have been a result of insincerity on the part of Council officials, incompetence, a turbulent Zimbabwean economy, lack of funds and equipment to use, the list of questions is endless. Thus, this study became critical in seeking the underlying factors, problems and provide sustainable interventions as answers to the problem besetting these strategic public service institutions, and the central focus is on corporate governance. This especially holds water if one considers Kasya (2009:6)'s assertion that, "governance is a critical tenet for service delivery through ensuring correct representation and therefore decisions."

It was therefore in the interest of this study to find out what role good corporate governance could play in service delivery by rural local authorities in Mashonaland Central Province. The research was based on four selected Rural District Councils in Mashonaland Central Province. These are Bindura, Mazoe, Pfura and Rushinga. It is expected that this study findings would be representative enough of all Rural District Councils in Zimbabwe to provide information on corporate governance predicaments of these entities.

4. Theoretical Significance

There is lack of information on corporate governance and this has resulted in limited understanding of the subject and therefore impacts on its application in public management in Zimbabwe. Many scholars in various institutions in Zimbabwe and Africa in general have had this subject eluding them and at the theoretical level relevant to Zimbabwe, the study will provide the much-needed knowledge, providing clarity on corporate governance practices that can close the gap of literature in public institutions in Zimbabwe for learning. Apart from that, this study opens an opportunity in the intellectual discourse for more researches to be conducted. In other words, this research suggestions also help to provoke academic thought processes that culminates in further intellectual engagements and consequently provide platforms for refinement of thoughts on corporate governance going forward.

Essentially, this research builds on existing global data bank thereby widening or increasing the literature base in libraries, particularly in local universities, colleges and polytechnic colleges. Thus, students at these institutions of higher learning would thereafter be able to use the research materials as a source of information when they do further studies and write assignments on good corporate governance or when they write dissertations on the same.

5. Practical Significance

To the researcher this analysis was earmarked to widen his understanding of what corporate governance is all about. As a former middle manager of a rural local authority himself he has to know how to uphold and maintain good corporate governance in the Council.

To other researchers, this research was to lay a foundation for further research on the subject as it could be utilised as literature review or springboard into other forms of research.

To the public sector this research was supposed to act as a planning tool whether they have good corporate governance or otherwise. If they have it this study was to help them to perfect it and if they do not have it, this study was to guide them on what is expected of them if they are to have good corporate governance. In the same vein this study helps the private sector to improve on what they already have in as far as good corporate governance is concerned. It helps them to have other new aspects of the institution previously unheard of in the private sector.

6. Review of Related Literature

As already mentioned in the preceding sections, embarking on any form of research there is need for literature review to find out what others have written about the subject under research. This literature review has thus been understood as selection of available documents, published or unpublished on the topic with information, ideas, data and evidence written from a particular perspective to fulfil certain aims. Likewise, this research focused on what others wrote concerning the subject of corporate governance. This was explained through literature related to the research problem. It is important to know what corporate governance and, in this regard, Monks and Minow (1995:1) define it as "---the relationship among various participants in determining the direction and performance of corporations".   In unison Hart (1995:678) says "Corporate governance is the set of processes, customs, policies, laws and institutions affecting the way a corporation--- is directed, administered and controlled". These two definitions combined view corporate governance as the system by which a corporation is governed.

Corporate governance also includes the relationships among the many stakeholders involved and the goals for which the corporation is governed. Principal stakeholders are the shareholders, management, and the board of directors. Other stakeholders include employees, suppliers, customers, bank, and other lenders, regulators, the environment and community at large. Tricker (2008:32), governance is "the act of governing by the board of directors". Management is concerned with day to day running of an organisation while governance is concerned with full and effective control of the company on behalf of stakeholders. Therefore, corporate governance acts as the watchdog of shareholders' interests and assets, so that they are protected from company foes.

In the case of Zimbabwe in terms of local government authority corporate governance, this entails a system by which Councils direct, monitor and control their functions and relate to their communities. Basing on such a definition, four fundamental principles of corporate governance are openness and inclusivity, integrity and accountability. Pavlicevic (2003:26) cited by Tricker (2008:33) says that the work of governance includes:

- Giving direction to the organisation.
- Deciding how the organisation will be managed.
- Holding the final authority and responsibility for the organisation.
- Planning on how to get and allocate scarce resources.
- Being the last court of appeal or decision-making body when management reaches a deadlock.

Good corporate governance therefore is regarded as a tool for socio-economic development. As noted in literature (http://en.wikipedia.org/wiki/) East Asian economies collapsed in the late 20th century, and the World Bank's President warned those countries that for sustainable development to materialise, corporate governance has to be good, embraced and practised at all levels. The health of a country's economy depends substantially on how sound and ethical business practices are.

It of great interest to note that there are theories of corporate governance. According to Hawley and Williams (1996:21) in the Simple Finance model, the central problem is to construct rules and incentives to effectively align the behaviour of managers with the desires of principals or owners. In this regard, rules and incentives refer to those established by the firm rather than the legal/political/regulatory system and culture of the host economy or the nature of the owners.

Still on the models of corporate governance, there is the stewardship model. According to Donaldson and Davis (1994:153) "mangers are good stewards of the corporations and diligently work to attain high levels of corporate profit and shareholder returns". Managers here are motivated by achievement and responsibility needs. When applied to service delivery by organisations, the model can help explain why managers as stewards may boost service delivery as they have intrinsic motivation. It however needs to be explained that the inclination of individuals to act as stewards or self-seeking agents may be contingent upon the institutional context or culture here has no universal application.

On the stakeholder model of corporate governance, the purpose of the firm is to create wealth or value for its stakeholders by converting their values into goods and services. In support, Blair (1995:322) notes "that the goal of directors and management should be maximizing total wealth creation by the firm". To achieve this there is need of providing voice and ownership like incentives to critical stakeholders.

Lastly the political model recognizes that the allocation of corporate power, privileges and profits between owners, managers and other stakeholders is determined by how governments favour their various constituencies. Here, governance is based on politics rather than finance. What this means when related to services to their communities, it is important to note that the political aspects take cognisance of the value and aspirations of the dominant political dispensation of the day.

In other dimensions, Hollindsworth, Schmitter and Streeck (1994:6) also provide an example of a cultural anthropological perspective when assert that "---transactions are conducted on a basis of mutual trust and confidence sustained by stable, preferential, particularistic, mutually obligated and legally non-enforceable relationships". Williamson (1979:104) accepted that trust can transcend opportunism when he stated, "that transactions - can accrue at the interface between supplier and buyer as contracts are successively adapted to unfolding events and as periodic contract-renewal agreements are reached". Here, familiarity permits communication economies to be realized which is cultural in its own right. It however needs to be mentioned that no one theory is likely to be sufficient for understanding or evaluating the impact of good corporate governance on service delivery by organizations. A holistic approach is needed, and it is imperative therefore to examine the key elements of good corporate governance.

7. Key Elements of Good Corporate Governance

While there may be no best ways of achieving good corporate governance Agere (2004) pointed out the following as the most common elements;

7.1. Accountability

Accountability can be defined as holding responsible elected or appointed individuals and organizations charged with a public mandate to account for specific actions, activities or decisions to the public from whom they derive their authority. In a narrow sense, accountability focuses on the ability to account for the allocation, use and control that is budgeting, accounting and auditing. If applied to the RDC scenario, it can be a situation when councillors become answerable to the electorate which voted them into office and the council executive become answerable to ratepayers who pay rates and taxes to Council.

7.2. Transparency

It can broadly be defined as public knowledge of the policies of government and confidence in its intentions. This requires making public accounts verifiable, providing for public participation in government policy-making and implementation and allowing contestation over choices impacting on the lives of citizens. On the other hand, it can also be viewed as making available for public scrutiny accurate and timely information on economic and market conditions.

7.3. Combating Corruption

Agere (2004:8) defines corruption as the abuse of public office or public trust for private gains. Poor governance and corruption are major constraints to the pursuit of economic development which in RDCs can be regarded as service delivery. For example

- Bribery increases the costs of Council development programmes and spawn's projects of little economic merit.
- Corruption undermines revenue collection capacity, contributing to fiscal weaknesses and macro-economic difficulties.
- Diversion of resources from intended purposes distorts the formulation of public policy.
- The use of bribes to gain access to public services undermines stated allocation priorities, benefitting the few at the expense of the many.
- Widespread corruption brings Rural District Councils into disrepute and encourages cynicism about politics and public policy.

In public management, weaknesses in public administration result in a deadline in probity of Council employees and inadequate legislative oversight of Council. In addition to this corruption erodes the authority and effectiveness of public institutions into which Rural District Councils fall. Hence outright effectiveness and transparency of economic policies and administrative reform can contribute powerfully to the fight against corruption as well as enhance good corporate governance.

7.4. Stakeholder Participation

Participation refers to when stakeholders exercise influence over public policy decisions and share control over resources and institutions that affect their lives, thereby providing a check on power of Council. It is all about the creation of an enabling regulatory framework and economic environment, which generates legitimate demands and monitors Council policies and actions. Stakeholder participation occurs at various levels; at the grassroots, through local and civic institutions; at regional and national levels through flexible and decentralized from government; and also, in the private sector.

7.5. Enabling Legal and Judicial Framework

A pro-governance and pro-development legal and judicial sysstem is one in which laws are clear and are uniformly applied through an objective and independent judiciary. It is also one in which the legal system provides the necessary sanctions to deter or penalise breach. It promotes rule of law, human rights and private capital flows. It then follows that in

its absence or when it is weak, private capital flows may be discouraged, transaction costs are distorted and rent-seeking activities become rampant. Enforcement involves firm action against corrupt behaviour at all levels.

8. The Concept of Good Corporate Governance in Development

It is important to also examine the concept of good corporate governance in development in view of local authorities. This is primarily important for the purposes of understanding the role that corporate governance plays in rural development.

9. Good Corporate Governance

It is the hope and the ultimate desire of every person, tribe and people to enjoy a level of good/quality life whenever such people find themselves particularly in his home country. Democracy, good governance and protection of human rights/interests have therefore become the sole means of actualizing the basic hope of man. Governance has been defined as the sum total of ways common and general affairs are being managed. "It is a continuing process through which conflicting and diverse interests and needs may be accommodated and where cooperative actions are taken. It includes formal institutions and regimes empowered to enforce compliance, as well as informal arrangement that people and institution either have agreed to or perceived to be in their interest". It is also essentially a political process whereby decision and policies are taken for the benefit of the citizenry. Webster specifically defines governance as the act or process of governing, the manner or method of governing.

In short, governance refers to tradition and institution that determine how authority is exercised in a particular country. This includes the process by which governments are selected, held accountable, monitored and replaced the capacity of government to manage resources efficiently and formulate implement and enforce sound policies and regulations; and the respect of citizens and the state for the institutions that govern economic and social interactions among them. (Daniel Kanfmann et al 2000 in Finance and Development by IMF) Viewed in this context, governance could be good or bad depending on the manner and method of governing. Essentially good governance is that method of governing which is focused as the welfare of the citizenry.

9.1. Development

One of the most ambiguous terms in social sciences today is 'Development'. It has always and perhaps continued to generate debate among various scholars. Development inhuman society is not a one-sided process but rather multi-sided issue. Individuals perceive development as increase in the skill and ability, they view ii as maximum freedom, the ability to create responsibility etc. In the view of (Seer 1977), development involves not only capital accumulation and economic growth but also the condition in which people in a country have adequate food and job and the income inequality among them is greatly reduced. It is the process of bringing about fundamental and sustainable changes in the society. It encompasses growth and embraces such aspects of the quality of life as social justice, equality of opportunity for all citizens, equitable distribution of income and the democratization of the development process.

It is all about "the capacity of members of the society to actualize themselves by participating actively in the social engineering of their life and destiny. It entails the ability of the individuals to influence and manipulate the forces of nature for their betterment and that of humanity". Beyond the conception of development at the level of individual of people's enhancement, it is important to note that development (economic, political or social) implies both more output and charges in the technical and institutional arrangement by which it is produced. From the above discussion, it is imperative to mention that development is a multi-dimensional concept and in spite of the various conceptions, development is basically about the process of changes which lies around the spheres of societal life.

9.2. Bureaucracy, Good Governance and Development

Bureaucratic practices have existed as work systems at least since the Chinese and Assyrian cultures of some five thousand years ago. Notwithstanding the long existence of bureaucratic administration, the growth of bureaucracy can be explained within the context of the emergence of the modern state. Bureaucracy as the notion of rationality derives its prominence, interpretation and conceptual usefulness from the works of Marx Werber who presents bureaucracy as a better and efficient way by which the society can be improved. Weber made an emphatic statement or conclusion that "bureaucracy is by far the most efficient known method for the performance of complicated tasks of administration". (Ibid) Taiwo; specifically describes Werber's definition as an expression of the "ideal type" bureaucracy. And that with the emergence of modern nation states in the ordinary business life of citizens, it has assumed not only an omnibus character but also a ubiquitous status.

In the view of Konjolas, bureaucracy is a form of organisation which is indispensable to the efficient operation of any complex structure while Hague et al described bureaucracy as "the" institution that carries out the functions and responsibilities of the state: It is the engine room of the state ". Bureaucracy notwithstanding its qualities and differences is an administrative body of "appointed officials". The term has been primarily used to denote the apparatus consisting of professional, full time officials subject to hierarchical supervision and carrying out their functions in a well-ordered way based on rules, regulations and orders coming from above. The bureaucrats are therefore seen as actors within the form and content of bureaucratic system. (J. Appl. Sci. Res, 2 (10), 2006)

Amuru, (2005) argued that Local government has at once been an extension of central state power and also a means to organise or steer sub-national development. Before 1980 the latter role of local government found more expression and generated real economic development outcomes in European Areas while the former (penetration of state power) was evident in its blunt form in African Native areas. Africans' experience of such blunt state power inspired, among others, the liberation struggle with local government being seen as a symbol of colonial maladministration. Given such a history it is critical to ask whether local government at present can initiate alternative models for Zimbabwe's social, political and economic development. What kind of state-citizen and citizen-citizen relations should local government steer? How should the appropriation of citizen agency by political parties and state institutions be dealt with in local government? Can local governments mobilise relevant local traditions of participation in their steering of local development processes? What changes need to be made regarding the 'ownership structure and culture' of local government in Zimbabwe?

The above questions are raised as a contribution to a search for post-crisis 1 local government legitimacy regarding the generation and distribution of socio-economic benefits and provision of basic services with community participation. The notion of transformation used in the 'title question' refers to radical alteration of the state-citizen and citizen-citizen relations at sub-nation level aimed at enabling the meeting of local needs (welfare, social, economic and physical infrastructure services and employment) and thus improving living conditions or quality of life. The pursuit of improved living conditions is what has been define in this paper as development. Where local governments steer such an agenda (within and cross their areas of jurisdiction) they become developmental. We return to these issues in later parts of the paper but suffice to mention that the discussion on law and institutional reform in local government is approached from the perspective of creating developmental local government.

Before and after independence Councils were used to transform and/or 'develop' Zimbabwean society. This role is therefore an historical one although the outcomes of such transformation have always fallen below public expectations; Councils have progressively failed to effectively govern and develop their areas. That Councils can and should perform better in this role is not in doubt. Debate rages on whether the constraints to such transformation potential reside within individual Councils, the whole sector, central government or in society. It is true that all factors hold true to varying degrees and depending on a Council, Council type (rural or urban, new or old in terms of establishment), political culture and resource endowment. From experience, local government's role in facilitating development relates to:

- Grooming of politicians, facilitating sound political participation and local democratic processes.
- Most successful political actors are 'trained' at this level.
- Local government structures are also critical in terms of facilitating participation in decentralized development planning. In this way allow meeting of local needs form local resources while also acting as a conduct for securing local access to national resources and participation in national programs.
- Nurturing citizenship and civic mindedness particularly through levying/charging fees and taxes locally, which revenues are then used to meet local needs? Where collection of levies, rates and taxes is followed by participatory policy making, budgeting and prioritization of local needs citizens develop a sense of belonging essential for effective citizenship, which is critical for community and nation building.
- Local authorities are the closest and locally accountable and accessible public institutions with a role to represent local interests and deliver locally relevant services.
- Meeting community welfare needs and facilitating local economic development are critical Municipal functions critical to development. The potential of local authorities is considerable but is presently not fully tapped.
- In Zimbabwe's case, local authorities can also become more effective than currently n terms of monitoring and coordinating the work of other development organisations. This, as noted by Chatiza (2008) can be through providing relevant information to their residents and implementing organisations to allow effective participation in development activities.
- Local authorities also have role in facilitating community organisation. Good example includes facilitating the formation of and access to land for housing cooperatives that was done by relevant departments in the Municipalities of Harare and Bulawayo, among other Councils. Urban and rural Councillors are also regularly involved in convening community meetings in their wards that are critical to development facilitation.

The empowerment of local government is undeniably critical to transforming society.

9.2.1. Local and Central Government Power Differentials

Powers of Local Government/Authorities	Powers of Central Government
1. Plan and implement local development.	1. Establish, abolish or alter local government status.
2. Manage water and sanitation.	2. Fix the area of a local authority (number of wards and thus Councillors).
3. Provide and maintain roads.	3. Approve the getting or taking over of lands by the local authority.
4. Manage education and health.	4. Carry out planning and estate development.
5. Manage refuse removal.	5. Appoint the Local Government Board.
6. Provide housing and serviced stands.	6. Appoint a Valuation Board.
7. Manage cemeteries.	7. Appoint auditors.
8. Carry out social welfare	8. Appoint an investigating team where an inquiry is needed.
	9. Suspend or dismiss councillors who have committed serious offenses.
	10. Appoint a commissioner to run the affairs of a Council when there are no councillors.
	11. Give general direction on policy.
	12. Authorise anything not covered by the Act.
	13. Publish model by-laws, direct Councils to adopt specific by-laws and approve Council developed by-laws.
	14. Suspend a Council resolution when it goes against the interests of residents.
	15. Correct any omissions.
	16. Establish bus steps.
	17. Regulate accounting and loans.
	18. Prescribe amounts beyond which Councils should seek tender.
	19. Approve income generating projects and cooperatives.
	20. Direct Councils to pay their debts and reduce deficits.
	21. State what types of local charges can be raised without approval.

Table 1: Comparison of Roles of Central Government and Local Authorities

Comparison of roles of central government and local authorities may help to understand the assessment of the impact of good corporate governance on service delivery by RDCs as the government has influence on local authorities. If government enacts legislation which hinders performance by RDCs even if they have good corporate governance in operation, service

delivery to their communities will remain a dream. A good example would be a situation when government freeze the employment of senior staff in Council if posts are vacant. It follows that Councils with those vacancies may lack implementers of policies passed by councillors (good corporate governance), thereby doing down service delivery.

The United Nations Centre for Human Settlements (Habitat) and the secretariat of the Commission on sustainable development in an endeavour to promote issues of the environmentally sustainable socioeconomic growth and development in Africa introduced a program called Agenda 21 in 1992 as part of sustainable cities program of the United Nations Centre for Human Settlements (Habitat) (Chapter 7:16) after realizing sustainable development challenges in Africa such as inadequate shelter, poor human settlement management, poor sustainable land use planning and management, lack of support for sustainable construction industry activities. The program then came up with recommendations for improving human settlement institutions, expertise and public participation with emphasis on integration of the environmental management development in decision making in the activities of local authorities. The above case of a program meant to assist Tanzania's sprawling city to develop in a sustainable manner was also used as a case study of the development challenges in the developing world including the East and Southern African region, the challenges are also common in Latin America and Asia in countries such as Brazil and India and most of the recommendations from the Sustainable Dar-es Salam Project (SDP) implementing Agenda 21 can also apply to the development challenges faced in the rest of the developing world like Southern Africa, Asia and Latin America.

The period 2002 to 2012 has been characterised by economic recession which shook the whole world with, to some extend exception of mainland China which had healthy reserves of American dollars. During the period under study local authorities in Zimbabwe have faced insurmountable sustainable economic development challenges in areas like sewer and water reticulation, solid waste disposal, provision of housing or shelter to all, land use planning and management, human settlement institutions such as schools, hospitals, clinics and offices. This period is the one which caught the local authorities flatfooted because the land reform program became a burden to them as their limited vehicles and fuel were used to support the program which they had not budgeted. Economic Structural Adjustment Program (ESAP) had taken its toll on the Zimbabwean economy since a majority of traditional industries like mines, manufacturing, services and agriculture crumbled leaving most people in local authorities without jobs, earnings and even pensions rendering them poor and a burden to both the international community, central government, and to a large extend the local authorities. The Zimbabwean economy no longer received the much-needed balance of payment assistance from the international finance institutions because of the land reform program which was viewed as land grabbing and invasion and an international crime. Zimbabweans ended up resorting to the informal sector where buying and selling of scarce commodities and vending because the order of the day and in the process crime rate increased, congestion in local authority areas, illegal settlements increased, loss of revenue to local authorities since most businesses operated without licences.

The government responded to the chaos of the period by instituting the famous "Operation Restore Order/Murambatsvina and Operation Garikayi which prompted the United Nations to send the United nations Centre for Human Settlement (Habitat) Team led by (Tibaijuka, UN Report: 2005). On a fact-finding mission in order to try and reduce human suffering and coming up with mitigatory measures through local authorities and Non-Governmental Organisations (NGO)

Between 2005 and 2008 poverty and human suffering increased because of the hyperinflationary economic environment (with inflation figures ballooning to a world record 6 billion percent/ 6000000000%). The Zimbabwean Local authorities which heavily depended on central government grants suffered the most because no budget worked even it was carried out hourly, people and business stopped paying licences and rates to local authorities since the budget figures were meaningless and they lost skilled manpower through brain drain to neighbouring states and the diasporas causing total collapse of the service provision and the important sustainable economic development in their areas of jurisdiction and their people looked up to the Non-Governmental Organisations to dish out food handouts and small conservation farming programs. 2008 was the height of economic, social, political, technological and development meltdown compounded by the harmonised local Government, Parliamentary and Presidential elections which results were considered as "unfree" and "unfair" by the international community which immediately responded by imposing crippling economic sanctions.

The end result of the above was that Zimbabweans realized that they needed to engage each other to come up with Government of National Unity with the assistance of the Southern African Development Community (SADC) which brought about the complete withdrawal of the Zimbabwean dollar currency from circulation and the adoption of the multicurrency economy. The multi-currency economy brought about change and hope among the Zimbabweans and Local Authorities who started to re-strategize in order to reinvigorate the development process. The Zimbabwean local authorities are beginning to work up from the economic slumber and from a period characterised by rampant corruption and crime among the society and its lean and demotivated workforce and policy makers who might be tempted to continue with crime and vice versa as well as to try and turn the local authorities into their private enterprise where they and their families siphon the rates and licences without paying any attention to service provision and economic development in their constituencies. Mazoe Rural District Council as a local authority now faces a daunting task in this fast-changing environment and uncertain future of spearheading sustainable economic, social, democratic, technological and environmental development in the following areas;

- Social services, childcare, schools, hospitals, clinics, orphanages, old people's home, HIV/AIDS, social psychiatry, libraries, culture, sports and recreation.

- Agriculture support and planning, environmental protection, monuments and tourism, water supply and solid waste management.
- Infrastructure development; the local road networks, housing development.
- Industrial and entrepreneurial development; creation of conducive environment for the growth of small to medium business ventures and investor confidence environment creation and sustainable exploitation of local resources for the benefit of Mazoe district.

9.3. Understanding Local Governance in Zimbabwe

Zimbabwe is a unitary state (Hlatshwayo 1998) divided into 10 administrative provinces. Eight of the provinces are rural and two are urban. The urban provinces (Bulawayo and Harare) were established in 2005. Rural provinces are made up of a number of urban and rural local authorities (Councils). Councils are divided into wards (and villages in rural and neighbourhoods in urban areas) with each ward represented by a Councillors elected on a simple majority.

According to Zimbabwe Local Government Association [ZILGA] (2009) The main structures include a Ministry, a provincial layer and local authorities (Councils). The Ministry is responsible for administering local government legislation, which in practical terms entails coordinating policy formulation, implementation and evaluation. The Ministry's functions entail leading the development and management of the local government sector, representing the sector's interests at national and sub-national levels in relation to other arms of government. For instance, at provincial and district levels, Ministry staff (the Provincial and District Administrators) are the most senior representatives of central government with a responsibility to coordinate multi-agency development planning and management through chairing the Provincial and Rural District Development Committees (PDCs/RDDCs).

Local authorities (Rural District and Urban Councils) form the local government structure closest to citizens. Zimbabwe currently has sixty (60) rural and thirty –one (31) urban local authorities. Council areas are divided into wards, each represented by an elected Councillor. Local authorities function and are structured on a committee system. In rural local authorities, policy making spaces are the village assemblies, wars assemblies and full Council in ascending order. The ward assembly is made up of all headmen, village heads and the Councillor of the ward. The ward assembly is chaired by a headman and its technical work is undertaken by a ward development committee, which is chaired by the ward Councillor with representatives of development organizations operating at the level as members. De Valk and Wekwete (1990) note that some civil society institutions have found the village and ward development structures useful as they represent the local grassroots institutions.

Existing local government structures and their operation illuminate the status of local governance and its potential to address the socio-economic development deficit. Local Government legitimately spearheads the generation and distribution of socio-economic benefits and provision of basic services with community participation in rural Zimbabwe.   The Local Government is, thus, aimed at enabling the meeting of local needs (welfare, social, economic and physical infrastructure, service and employment) and thus improving living conditions or quality of life. The pursuit of improved living conditions is what is referred to in this evaluating research paper as socio economic development against which the performance/contribution of Local Government Councils is assessed.

10. The Governance Process in Rural District Councils: The Policy Agenda

Carrel (1983:18) notes that the policy agenda is a Rural District Council's responsibility and details what follows;
- The Rural District Council should meet four to six times per year.
- If four hours are reserved in every Council meeting for the consideration of policies, for making policy decisions and for evaluating the performance of policies, only 16 to 24 hours per year will have been spent by Council on the essential purpose of Council.
- With about four hours per Council meeting devoted to policy matters, Council will spend less than 100 hours in a full term to deliberate policy, make policy decisions and evaluate the results of their decisions. That is the job citizens expect their Council to do after being elected.

The policy agenda, therefore, has to accomplish two objectives:
- Maximize the time devoted to policy consideration, policy decision and policy performance evaluation, and
- Minimize the time spent on everything else.

11. Symptoms of Inadequate Performance Management in Rural District Councils

Carrel (1983:4) detailed the inadequate Performance Management in Rural District Councils as follows;
- Poor project management by Council.
- Unclear line of responsibility between officers.
- Roles of Council and Committees are confused.
- Poor communication between the Chief Executive Officer and Committees.
- No documentation of systems.
- Funds not utilized as projects not ready for implementation.
- No noticeable concern about delays from committees and Council.

- Ignorance by Council and Committee members of their role.
- Lack of understanding of implications of delays.
- Weakness in understanding of implications of delays.
- Lack of appreciation of financial matters.
- No sign of any effect of training sessions.
- Finance becoming more and more complex.
- Procedures unknown to Chief Executive Officer.
- Need to improve co-ordination within departments.
- No flow of information between Chief Executive Officer and departmental heads.
- Acting Chief Executive Officer lost and unaware of goings on.
- Management meetings serve co apparent purpose.
- No trust of proper financial management within Council.
- No trust by Council in the community.
- No trust by the Community in Council.

It is important to mention that the scenario above depicts a picture of poor corporate governance by an RDC.

12. Sectoral Corruption and Malpractices in the Zimbabwe Economy

Gono (2005:6) mentioned that there was rampant corruption in the country and it was disturbing service delivery to communities by Councils. In the public sector where Councils fall into, corruption raised its ugly head during the period under review amongst other things through diversion of resources flouting of tender procedures and bribery. Suggested interventions for the public sector and parastatals were given as below;

- Appointments to senior positions should be based on qualification and experience.
- There should be minimum Government interference in the operations of parastatals.
- Setting up of purchase committees and the strengthening of the internal audit function within the parastatals.
- Setting up of performance targets for senior management and improvement of working conditions.
- Centralized issuance of visas at Zimbabwean Embassies.
- Secondment of Reserve Bank official to selected Boarder posts and airports to enforce Reserve Bank controls and to assist ZIMRA officials.

13. The Chief Executive Officer (CEO) of Today

Just like the importance of understanding the Zimbabwe local government system, in the assessment of the impact of good corporate governance on service delivery by Mashonaland Central Rural District Councils, knowledge of the caliber of the administrative heads (CEOS) who should steer such Councils needs to be analyzed. It is the Chief Executive Officer of today who can ensure that good corporate governance prevails within an RDC. Mundoma (2011) in his presentation at the RDC CEOs' conference addressed the issue of characteristics and traits of the particular CEO of today.

Mundoma (2011:1) said, "I wish to express my appreciation for the privilege given to me to address CEO's who are at the helm of Rural District Councils on the challenging topic of the CEO for Today. This topic is appropriate and relevant as it comes at a time when some local authorities are operating under difficult circumstances and others even facing viability challenges."

Local authorities have in the past decade been affected by the poor macro-economic environment that has prevailed in the country in the past decade. The main problem of local authorities had been characterized by poor service delivery due to a system collapse. Among other factors this situation has been worsened by poor leadership in some councils.

The days of an iron fisted CEO are gone. Today's CEOs needs a bag of new skills to cope with the challenges of globalization, empowerment and technological innovation. Today CEOs are facing challenges in the dynamic world of business. He is responsible for making difficult and crucial decisions. It is therefore important for the CEO of today to have adequate information on which to base his decisions. The key issues facing the CEO for today requires him to have some knowledge of a wide range of disciplines which include finance, human resources, information, risk management, public relations and insurance among other things.

In addition, today's CEO needs to constantly keep abreast with legal, political and socio-economic changes taking place in the environment in which he operates. It is therefore important for the CEO for today to appreciate his core function that makes him unique in his organization, important competencies, pitfalls and possible solutions in the execution of his duties.

14. The Core Functions of Today's Chief Executive Officer (CEO)

The CEO is ultimately responsible for the success or failure of his organization. In fact, the CEO's function consists of those duties which he actually performs and cannot delegate which are: -

- Setting the vision and strategy of the organization
- Creating the organizational culture
- Team building and indeed

- Delegation

15. Setting Vision and Strategy

The first responsibility of the CEO is to set the vision and strategy of his council. The senior management may help, councillors may adopt but the CEO ultimately sets the direction on how the organization fulfils its mandate. As the chief strategist and visionary of council the CEO sets the future course of the organization.

16. Shaping the Organization Culture

Organizational culture refers to the existence of a discernible consistency in an organization's approach to decisions and problems. The CEO's second duty is building the organization's culture. Work gets done by people and people are profoundly affected by culture. A lousy working place can drive away high performers and a great place to work in can attract the very best. Culture is built in many ways and the CEO sets the tone. His action or inactions sends cultural messages. The CEO's personal time keeping for example sets the tone for the organization. If he is always punctual, punctuality becomes a respected value in the organization, needless to explain the consequences of poor time keeping by the CEO. The manner in which the CEO treats mistakes sends signals about risk taking in the organization. The type of person hired of behaviour rewarded by the CEO shapes the culture of an organization. The culture of a council determines how that council operates in the process of fulfilling its mandate.

17. Team Building

Team building is the third responsibility of the CEO for today. The CEO leads the management team. The CEO must be able to fire non-performers. He must be able to resolve differences between senior team members and keep them working in a common direction. The CEO sets the direction by communicating the vision and strategy of the organization i.e. where the organization is going. Strategy sets the direction. With a clear direction the team can rally behind its CEO and make it happen. The CEO conveys values through his actions and inactions. Subordinates develop values like trust, openness, honesty, etc from their CEO. The culture of an organization determines how the organization operates in fulfilling its mandate. If vision indicates where the organization is going then organizational culture tells us how the organization gets there.

18. Delegation

According to Wikipedia, the free encyclopaedia Delegation (or deputation) is the assignment of authority and responsibility to another person (normally from a manager to a subordinate) to carry out specific activities. However, the person who delegated the work remains accountable for the outcome of the delegated work. Delegation empowers a subordinate to make decisions, i.e. it is a shift of decision-making authority from one organizational level to a lower one. Delegation, if properly done, is not abdication. The opposite of effective delegation is micromanagement, where a manager provides too much input, direction, and review of delegated work. In general, delegation is good and can save money and time, help in building skills, and motivate people. Poor delegation, on the other hand, might cause frustration and confusion to all the involved parties.

19. Competences the Chief Executive Officer of Today should have

A competency is a set of knowledge, skills, behaviour or attributes that a CEO needs to manage successfully. Firstly, the CEO of Today should strive to have the right people in jobs. The CEO should have the following competencies to manage staff effectively:
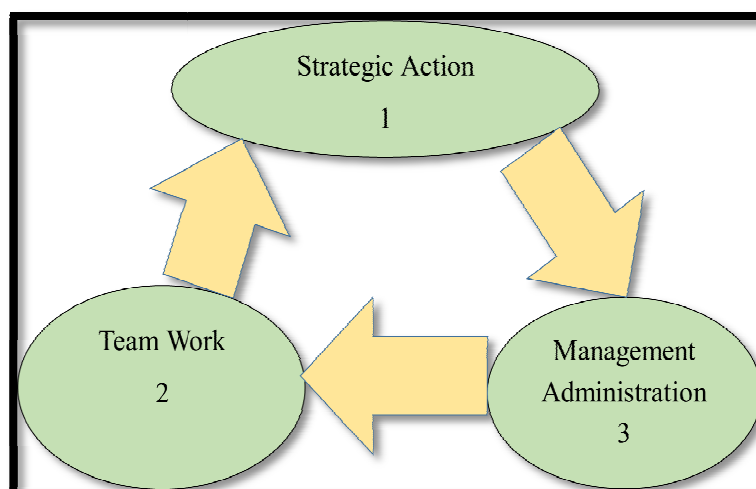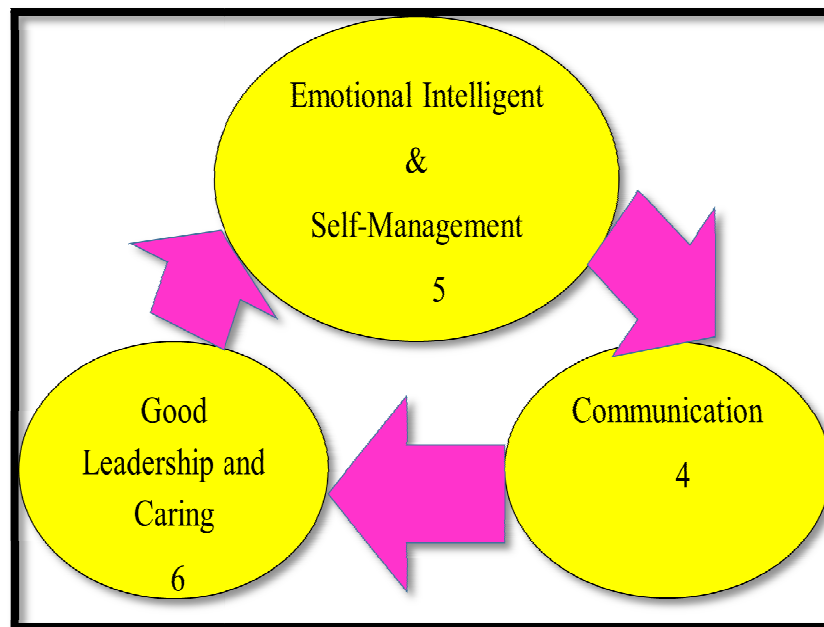

Figure 2: A Model of Competences

Figure 3: A Successful Organization
Source: Porter, M. E. 1992

20. Strategic Action Competency

Understanding the overall mission and values of the organization and ensuring that your actions and those to the people you manage are aligned with them involves Strategic Action Competency. Strategic action competency includes:

- Understanding the political and socio-economic environment in which the organization is operating
- Understanding the organization structure and dynamics
- Taking strategic actions to achieve success

21. Management and Administration Competency

The planning and Administration competency involves deciding what tasks need to be done, determining how they can be done, allocating resources to enable team to be done and then monitoring progress to ensure that they are done. This competency includes:

- Overseeing the operations of the organization
- Implementing plans
- Managing the human resources of council
- Managing financial and material resources of council.

22. Team Work Competency

Accomplishing tasks through individuals or small groups of people who are collectively responsible and whose work is interdependent requires the team work competency. The CEO for today has to go through the following motions in order to achieve team work.

23. Information Gathering, Analysis and Problem Solving

- Monitors information and uses it to identify symptoms, underlying problems, and alternative solutions.
- Makes timely decisions. It has been said that it is better to make a poor decision than not to make one at all.
- Takes calculated risks and anticipate the consequences.

24. Planning and Organizing Activities

- Develop plans and schedules to achieve specific goals efficiently
- Assigns priorities to tasks
- Determines, obtains and organizes necessary resources such as materials, people and funds.
- Delegates responsibility for task completion

25. Time Management

- Handles several issues and activities at one but does not spread self too thinly
- Monitors and keeps to a schedule or negotiates changes in the schedules when necessary

- Works effectively under pressure
- Knows when to permit interruptions and when to screen them

26. Budgeting and Financial Management
- Follows economic trends and understands budgets, cash flows, financial reports, etc and regularly uses such information
- Keeps accurate and complete financial records
- Creates budgetary guidelines for other and works within the guidelines given by others

27. Designing Teams
- Formulates clear objectives that inspire team members and engender commitment
- Constitutes the team, taking into account the value of diverse perspectives, technical skills needed and development goals
- Defines responsibilities for the team as a whole, and facilitates the allocation of tasks and responsibilities to individual team members as appropriate
- Creates systems for monitoring team performance

28. Creating a Supportive Environment
- Creates an environment characterized by empowerment, in which effective teamwork is expected, recognized, praised and reward.
- Assists the team in identifying and acquiring the resources it needs to accomplish its goals.
- Acts as a coach, counsellor and mentor being patient with team members as they lean.

29. Managing Team Dynamics
- Understands the strengths and weaknesses of team members and uses their strengths to accomplish tasks as a team
- Bring conflicts and dissent into the open and to enhance the quality of decisions, while at the same time facilitating co-operative behaviour and keeping the group moving towards its goals
- Decides or guides courses of action in staff operations

30. Communication Competency
- The term communication competency refers to the effective transfer and exchange of information that leads to understanding between yourself and others.

31. Formal Communication
- Promotes two-way communication by soliciting feed-back, listening, seeking contrary opinions and creating a give-and take conversation
- Is flexible and varies approach in different situations and with others from diverse backgrounds
- Builds strong interpersonal relationships with a diverse range of people, shows genuine sensitivity to the diverse needs, opinions and feelings of others and is tolerant of unusual but harmless behaviour

32. Informal Communication
- Informs people of relevant events and activities and keeps them up to date
- Makes persuasive, high-impact public presentations and handles questions well
- Writes clearly, concisely and effectively using traditional as well as electronic media

33. Negotiation
- Negotiates effectively on behalf of the team over roles and resources
- Is comfortable with the power of the managerial role
- Is skilled at developing relationships and exercising influence upward with superior, laterally with subordinates as well as externally with other stakeholders
- Takes decisive and fair actions when handling problem subordinates.

34. Emotional Intelligence and Self-Management Competency
- Emotional intelligence (EI) is the capacity to process emotional information accurately and efficiently including the capacity to perceive, assimilate, understand and manage emotions.

35. Integrity and Ethical Conduct
- has clear personal standard that serve as a foundation for maintaining a sense of integrity and ethical conduct even in the face of strong pressure to the contrary
- Is honourable and steadfast, projects self-assurance and does not just tell people what they want to hear
- Is willing to admit mistakes
- Accepts responsibility for own actions

36. Personal Drive and Resilience
- Accepts responsibility and is willing to innovate and take risks
- Is ambitious and motivated to achieve objectives but does not put personal ambition ahead of the organisation's goals
- Works hard to get things done
- Shows perseverance in the face of obstacles and bounces back from failure

37. Development Challenges Emanating from the Local Government Structures Inherited from the Colonial Government and Those Created at Independence

The Prime Minister's Proclamation of 1980 created two parallel structures in each district (District Councils Act 1980) for the administration of local government matters, with rural councils set up to administer issues in commercial farming areas owned by a majority of whites and just a few blacks who afforded to contribute a lot towards user road maintenance charges and district councils which administered the communal areas of the districts where the majority or all were poor and impoverished blacks who contributed very little towards the maintenance of their infrastructure since they did not have the resources. Hughes (1974) the levels of development in the above mentioned two areas of the districts were miles apart (unequal development) The amalgamation of Rural councils and District Councils through the Rural District Councils Act 1988 helped in the administration of rural areas especially with the harmonisation of the elected councillors and the traditional leadership structures (traditional Leaders Act 2000). The two acts were meant for the harmonisation of the elected institution and traditional leadership so that they bring about sustainable development in the rural areas instead of having the institutions fighting over control of the resources and the rural communities as highlighted by Hughes (1974)

The central government did not have funds to support the above structures at the attainment of independence while there were high expectations from the jubilant veterans of the liberation struggle, ex-detainees, and war collaborators as well as the majority of formally oppressed rural communities who also bore the brunt of the war of liberation, who expected self-governance and very high deliverables which would not be achievable in the short term (tarred roads service centres in their areas, schools, bridges, dip tanks and dams) destroyed during the long protracted war of liberation.

As a result of high expectations and demands there was an era of brain drain which left a vacuum in the local authorities leaving only a skeletal in-experienced junior staff to run the affairs of the local authorities (Chicken run school of thought). Most of the whites who used to run the councils went to South Africa, Australia, Britain, the private sector and so on leaving the local authorities in the hands of clerks and novice form the war who had no knowledge, experience or technical expertise.

38. The Institutional Challenges

Professionals, whether in NGOs, government departments training institutes and universities or donor agencies, have been slow to see that the fine words "participation", "ownership" and "empowerment", by and for the poor, demand institutional change "by us". Participation "by them", will not be sustainable or strong unless we too are participatory. "Ownership" by them means non-ownership by us. Empowerment for them means disempowerment for us. In consequences, management cultures, personal interaction and procedures all have to change. One indicator of the orientation of an agency is the composition of its staff. Middle-aged economist, often Northern and male, still dominate international development organisations and the development discourse. In contrast, social anthropologist, social development advisers and psychologists remain few. Modest increases in their numbers are patchily achieved: numbers of social anthropologists and sociologists working in their professional capacities for the World Bank are hard to estimate but they are outnumbered by their economist colleagues by perhaps between 20 and 50 to one. (53) In contrast, the ratio of economists to social development advisers in the Overseas Development, Administration of the British Government is of the order of three to one, (54) still high, but dramatically lower than in the Bank. Gains in the numbers and influence of non-economist social scientist are also vulnerable. The International Potato Centre earlier demonstrated the big contributions social anthropologists could make in agricultural research but has now reduced their number. Astonishingly, the International Crops Research Centre for the Semi-Arid Tropics (ICRISAT) is reported to have no anthropologists at all. The institutional challenge for all development agencies is to become learning organisations. (56) It is to flatten and soften hierarchy, to develop a culture of participatory management, to recruit a gender and disciplinary mix of staff committed to people, and to adopt and promote procedures, norms and rewards which permit and encourage more open-ended participation at all levels. Project procedures, textbooks and training all require revision. Top-down targets, drivers to disburse funds fast, rewards for big spenders, and rushed visits, meeting and decisions have all to be restrained and reversed. Rural district councils are such animals which hardly change in

order to give their citizens the power to determine their own destiny especially because the laws which create them are not changing accordingly. Development ends up dragging rural district councils along instead of the Government to initiate reforms in the Rural District Councils Act in order to align it with the current development theories and concepts such as Community Based Planning which requires any development partner to disempower themselves in order to empower the communities for sustainable development; it's a serious challenge for local authorities.

Other rural institutions like the traditional leadership (chiefs, headmen and village heads) are also dragged along by development because they believe in conservatism rather than dynamism, they believe in maintain their traditional ways rather than taking on board any new ideas which end up usurping their powers to preside over their communities and in return get favours and respect regardless of the fact that they may be failing powers to preside over their communities and in return get favours and respect regardless of the fact that they may be failing to serve their communities. Traditional leadership institutions are failing to change with the times in order to serve communities; instead they remain symbols of oppression just like they were regarded by the black Africans during the colonial period. Traditional leaders have not embraced the tenants of development even if the Traditional Leaders Act Chapter 29:17 which is supposed to be their bible states their roles in development, they are not least interested in development but rather want to spend most of their time being in functions where they dine and wine and care less of the communities they are supposed to lead in development. The Traditional Leaders Act does not compel traditional leaders to take the development role seriously so this institution will remain a development burden instead of an asset since traditional leaders are more preoccupied with trying to gain from programs instead of initiating programs for the benefit of communities. The Traditional Leadership Act does not allow for the mainstreaming of gender especially when the majority of chiefs in Zimbabwe are men and culture does not recognise the importance of women in development and society in general. The Traditional Leaders Act stands in the way of the MDG goal of empowering women in order to create equal opportunities for men and women, Millennium Development Goal 3. The Zimbabwe Millennium Development Goals (MDG) Report of 2004 fails to realize the institutional challenges in the traditional leadership act and institution and how the institution and the Act can be harmonized with the MDGs and find a way forward.

In Uganda the government adopted a decentralization policy that sought to establish a system of governance underpinned by strong local governance. Subsequent constitutional and legal reforms established district and sub-district structures as key pillars of local governments through which effective service delivery and local governance is to be attained. The author says even though decentralization had been pursued over the last two decade, there is widespread consensus that the performance of local government is less than desirable.

The revenue base of local governments has diminished substantially, rendering them heavily dependent on central government disbursements, mainly through conditional grants.

The quality of service is less desirable with key services such as health care, water sanitation, education, access to agricultural advisory services dismal.

Citizens who are supposed to benefit from decentralization do not seem to have an idea on how they can effectively demand accountability and better performance form the elected leaders and council staff.

Over the years the Ugandan government has sought to improve the functioning of local governments through regular monitoring and inspection processes as directed by the Local Government Act and other legislation. The councils themselves have also established systems at corporate level where the chairperson, the councillors and staff formed the units of analysis for self-introspection.

39. Local Government Councils Performance and Quality of Service Delivery in Zimbabwe

For a better understanding of the Influence of good corporate governance on service delivery by Mashonal and Central RDCs, it is important to first understand the general performance and quality of service by these RDCs during the years 2013-2017. It was highlighted by the Ministry of Economic Development in a document, Zimbabwe Economic Development strategy (ZEDS 2009-2013) that Zimbabwe continues to face a number of challenges in reducing poverty and improving the standard of living of its people. Real Gross Domestic Product declined by 35.5% during the period 2000-2006 and the economy was projected to decline by about 5% in 2007 giving a cumulative decline of 40% since 2000. Annual inflation rose to 14 860.1% in October 2007. High inflation rates during the period 2000-2006 have been associated with widening budget deficits, high money supply growth, depressed industrial output and entrenched speculative activities. Critical productive sectors like agriculture, manufacturing and mining continue to operate below their full capacity levels due to foreign currency constraints for importing critical raw materials. Poor export performance, reduced foreign direct Investment inflows and the absence of Balance of Payments Supports led to a decline in agriculture, manufacturing, mining output by 12.1%, 7.6% and 10.7% respectively in 2009, coupled with deterioration in the infrastructure base and social delivery systems.

The poverty challenge has been compounded by persistent droughts, floods and the raging HIV and AIDS pandemic, with national HIV prevalence rates estimated at 24.6% in 2010, declining to 20.1% in 2011 and further to 18.1% in 2011/2, though the figures show a decline the double-digit figure is still too high. The intricate HIV/AIDS, gender equality and poverty nexus is one of the greatest development challenges facing the country, ZEDS (2012). In response to the above socio-economic challenges, Government developed a number of policy frameworks for turning around the economy which included the Vision 2020, 2015 Millennium Development Goals Report, Zimbabwe Millennium Economic Recovery Programme (2000-2002), National Economic Recovery Programme (2003), Macroeconomic Policy Framework 2005-2006,Zimbabwe Agenda For

Sustainable Socio-Economic Transformation -2013 [ZIM-ASSET], Fiscal and Monetary Statements and other Sectorial Policy Announcements such as the Land Reform Programme.

Shortcomings of the policy efforts are that they were sometimes not holistic; Lacked institutional and legal mechanisms for their implementation, monitoring and evaluation; Sometimes relied more on marker forces ignoring indicative planning; Mostly lacked widespread consultations and hence national ownership; Many were short term policies thereby not allowing enough time for implementation, and there was a generally weak link between the national budgetary resources and the economic policy frameworks.

Despite the Government implementing the above stated programmes and strategies, the country continued to face many challenges reflected in the worsening of welfare of the general population ZEDS (2011). The above challenges cascaded down to the local government authorities which relied much on disbursements from the fiscus. Land development levy and unit taxes from farms performed dismally. No funds were received from ZINARA (Zimbabwe National Road Authority), hence no road work budgeted under this grant were carried. The four Councils under research's 2013 Budget statements bore testimony to this. As if this was not enough strategic development targets denied the Councils the opportunity to operate in a more strategic manner and to measure their performance on the basis of clearly defined development and service delivery benchmarks given the macroeconomic environment especially during the period under study.

40. Local Authorities under Spotlight in Zimbabwe

Quoting the newspaper article entitled, "Councils face government audit", (www.herald.co.zw) asserts that all Midlands local authorities were being audited to ensure that they were operating at required standards, starting with Vungu Rural District and Gweru City Council. The audit team was expected to give feedback to councillors and council officials who were tasked with implementing recommended adjustments, if any before the next audit. There have been numerous reports of alleged gross mismanagement and abuse of public funds, leading to a decline in service delivery, and the audit was seen as a shortcut to correct these shortcomings before they became wayward. Here Minister Chombo was quoted saying, "If policymakers do their work and those who implement stick to their responsibility, then good corporate governance will be guaranteed."

In the national paper (www.herald.co.zw), again notes that the abovementioned minister urged local authorities to abide by the government policy of 30:70 employee costs to service delivery with council officials awarding themselves hefty allowances for sitting and salaries, despite presiding over collapsed service delivery. His ministry had to be tough on this as these were cost drivers that inhibited quality service delivery in most local authorities.

41. Chirumanzu: Death of a Once Lively District

Kugwa (2005:10) says, "When people talk of the Midlands Province, they would actually be referring to Gokwe, Shurugwi, Gweru and Kwekwe. Other regions like Chirumanzu, are forgotten because of their backwardness in terms of development." Chirumanzi is known for its bad roads, lack of development.

Dying growth points and most of all, inadequate and unreliable means of transport. At Charandura growth point refuse was an acute problem as the council was failing to collect it as shown on Figure 2.2 below. People here questioned why development was concentrated in other parts to the province other than theirs. People in the area have complained that the transport situation has been deteriorating since independence and they attributed their plight to their former member of parliament (MP), Innocent Chikiyi who they saw as egocentric. The new MP, Edwin Muguti pointed out that one big reason for the general underdevelopment in Chirumanzu was the lack of industrial infrastructure and limited business ventures. He talked of diversification as the ultimate solution for Chirumanzu's economic woes. Kugwa (2005:11) quoting Muguti says;

"it is not possible for towns like Mvuma and Lalapanzi to survive on mining alone. We feel that there must be diversification of industry and we intended to open a clothing factory, a commercial bank and we also intend to bring in business people particularly those from within the constituency to accelerate the pace of development. People were disgruntled because of lack of such innovation.

The District administrator for the area concurred with the above-mentioned sentiments. He also added that companies like Lonrho and ZIMASCO which mined in Mvuma and Lalapanzi respectively did not leave behind any meaningful investment or development in the area. The Chirumanzu RDC was said to be a backbencher in developing its district because it lacked funds.

In concluding this part, the literature review has shown that corporate governance is complex and has tenants that can assist local authorities to improve their systems and processes. It gave insights in what good corporate governance entails in relation to local authorities' administration.

42. Presentation and Discussion of Findings

This section focuses on data presentation, analysis and interpretation. It is the part which brings out the findings of data collected in the field by the researcher and it is summarized for better understanding. The data presented herein is in the form of pie charts, tables and graphs, analysed both qualitatively and quantitatively then interpreted.

43. Response rates

The following is the response rate, of what was in the questionnaire and interview questions. It is important to first look at what transpired in the questionnaire distribution.

Council	Sample Size	Questionnaires Distributed
Mazoe Rural District Council	5	5
Bindura Rural District Council	5	5
Pfura Rural District Council	5	5
Rushing Rural District Council	5	5

Table 2

44. Questionnaire Distribution

All questionnaires sent were collected. This research therefore had a 100% questionnaire return.

45. Questionnaire and Interview Data Presentation and Discussion

Twenty {20} respondents, employees and councillors inclusive participated in completion of the research questionnaires. These were drawn from four Rural District Councils and five respondents were drawn from each council. The aim was to establish what good corporate governance is, then ascertain its impact on service delivery by Mashonaland Central Rural District Councils. Lastly suggestions for good corporate governance were made and these can be adopted by other local authorities in Zimbabwe.

The question on definition of the term corporate governance was a yes/no type.

Can You Define Corporate Governance?			
Council	Yes	No	Total
Mazoe RDC	100%	100%	100%
Bindura RDC	100%	100%	100%
Pfura RDC	100%	100%	100%
Rushinga RDC	80%	20%	100%

Table 3

46. Definition of Corporate Governance

As shown in Table 3 above, 100% of respondents from the following councillors were able to define the term corporate governance, Mazoe, Bindura and Pfura. only 80% of respondents from Rushinga Rural District Council were able to interpret an inability to define the term, possibly by a Councillor respondent who was not well versed with corporate governance. The general picture from these findings showed that respondents from these councils knew what good corporate governance is and could identify its existence in their respective organizations. This was supported by interview findings where the first question sought for the definition of corporate governance as well. 80% of interviewees from Rushinga RDC, 67% from Pfura RDC, 100% from Mazoe RDC and Bindura respectively were able to define corporate governance. In fact, others even went to the extent of mentioning the purpose of good corporate governance as to facilitate effective, entrepreneurial and prudent management that can deliver the long-term success of their Council. Only 20% of interviewees from Rushinga RDC, and 33% from Pfura RDC, failed to define corporate governance. What is pleasing from the interview findings is that the majority managed to define the concerned term.

To show that generally people in Rural District Councils have knowledge of good corporate governance other than simply defining it, all interviewees that is 20 were able to give indicators of good corporate governance in Councils, question 2b of the interview questions. Some of the good corporate governance indicators which were given include timeous response to clients' requests, presence of a legal framework, reduction of corruption, use of the public tender system, audited books of accounts, low staff turnover, accountability, transparency, independence and holding of Committee meetings to mention just but a few. Other interviewees even went to the extent of mentioning that accountability, transparency and reduction in the incidents of corruption were essential conditions for securing effectiveness in the use of public resources, promoting of Boards of directors as stewards of a corporation and their behaviour should be focused on adding value to those assets by working with management to build a successful corporation and enhance shareholder value.

Public welfare, Council responsiveness and therefore enhancing the overall   legitimacy of the political system within Councils. As if this is not enough an enabling legal framework was said to have the ability to foster order and maintenance which are key conditions for the creation of a stable economic environment, which are key conditions for the creation of a stable economic environment and the stimulation of private sector development. This is evidence enough to show that good corporate governance was no stranger to Mashonaland Central Rural District and was crucial in fostering service delivery which would bring with itself economic development in the Mashonaland Central Province.

| Can You Define Service Delivery by a Rural District Council?			
Council	Yes	No	Total
Mazoe RDC	100%	-	100%
Bindura RDC	100%	-	100%
Pfura RDC	100%	-	100%
Rushinga RDC	1000%	-	100%

Table 4

47. Definition of Service Delivery

The question on the definition of service delivery by a Rural District Council just like the one above was also yes/no type. Its purpose was to measure the respondents' knowledge of service delivery. As shown in Table 4 above all respondents from the four sampled Councils on question six of the questionnaire was able to define the term 'service delivery' in a Council which constituted 100% on average. As if this is not enough 100% of respondents from the four sampled Councils on question six of the questionnaire were able to mention what their Councils were doing under service delivery. Results from the twenty interviewees who were also sampled for this research gave a similar result to the questionnaires. Testimony for this is from the following interview percentages where 80% of the interviewees from Pfura RDC, 100% from Rushinga RDC, Mazoe RDC and Bindura RDC respectively managed to define the term 'service delivery' .as if this is not enough, 100% of the 20 interviewees managed to give the service delivery indicators on interview question number 2a. Some of the indicators given include short stand waiting lists, road grading, clean water and construction of schools as well as clinics. In fact, Figure 3a and b bear testimony of public toilets and a clinic which were built by Mazoe Rural District Council during the period of study to show delivery of services to the communities. This may be interpreted to mean that in these council's people really know what service delivery is. Thus, one would not be punished for pointing out that their acknowledge of both good corporate governance and service delivery might mean they also know how the two can influence or affect each other, which was the reason for undertaking this research.

On the questionnaire, question three which asked on whether or not Councils had ever received petitions from residents concerning their failure to provide services, the researcher sought to establish if that could be a product of corporate governance issues. All respondents from Bindura, Mazoe and Pfura Rural District Council said during the period under study 2009-2013 their Councils did not receive any petition of that sought. This may on one hand mean their residents are not disgruntled as they may possibly be getting adequate service from these local authorities. On the other hand, the researcher using his experience as a former employee in one of the Councils under study, this non-use of petitions by residents may be due to that residents do not know about the use of petitions as a way of expressing disgruntlement. This especially holds water if one considers that currently Zimbabwean local authorities are struggling to deliver adequate services to their communities. Like in the above three Councils 80% of respondents from Rushinga RDC also said their Council has never received the said petitions. 20% of the Rushinga respondents answered in the affirmative. Basing on the game of numbers, this 20% could have said so erroneously or ignorantly as it is the same 20% which failed to define corporate governance by leaving their questionnaires blank on the question which asked them to define corporate governance. That Councils are not providing adequate services can be revealed especially by the third interview question where it was shown that councils failed dismally to do any meaningful capital projects during the period under study. The same goes to interview question four where 100% of interviewees stated that their Councils were failing to provide services due to poor revenue inflows, mostly coupled by that they were not involving ratepayers in the budgetary process.
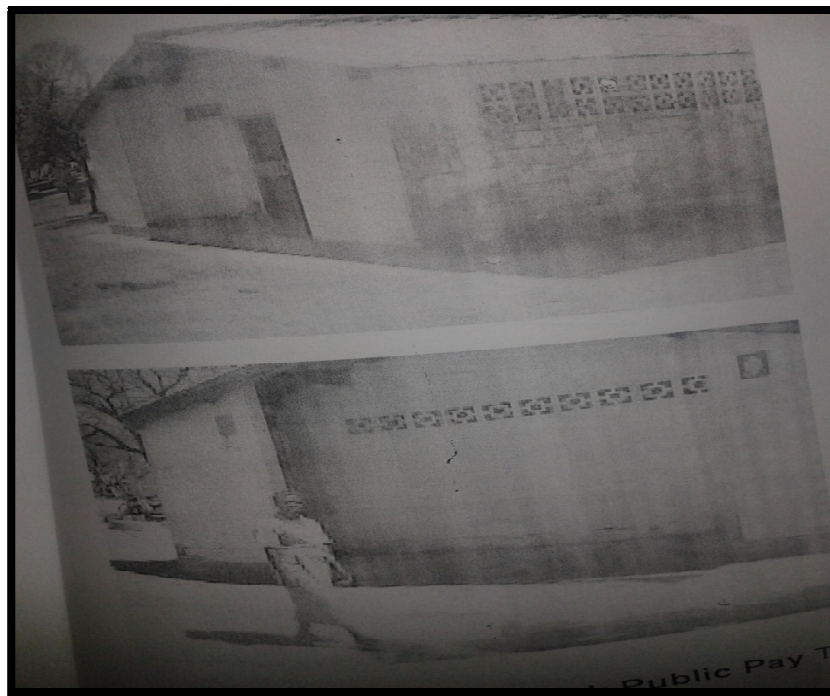
Figure 4: Mazoe Park Public Pay Toilets

The picture above shows a public toilet at Mazoe District Service Centre. According to Mazoe Rural District Council (2014), for people to use the toilet shown they have to pay for this service first and also the toilet is a flash toilet which uses a septic tank and soak away system. As already mentioned above building of these public pay toilets were built with consultation of stakeholders which is a sign of good corporate governance. Ratepayers agreed to have these toilets erected and be used for a fee so that council can supplement other services like refuse collection and road grading.
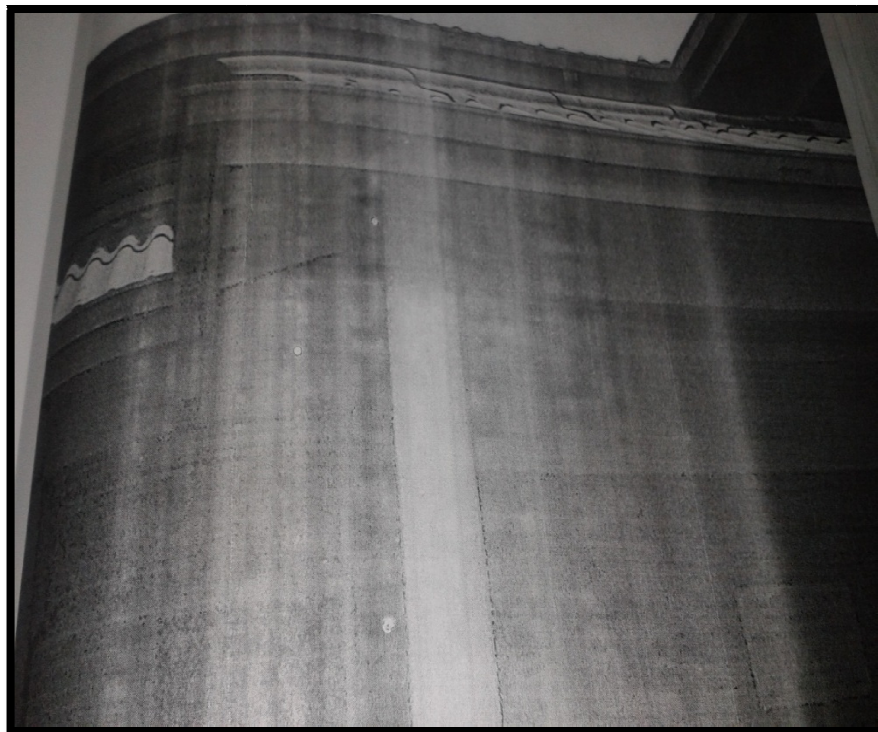
Figure 5: A Clinic Which Was Built in Mazoe District to Show Service Delivery

Question four of the questionnaire was after finding out if Councils consult stakeholders when budgeting and why 67% of the Bindura respondents, 100% from Mazoe, Rushinga and Pfura respectively pointed out that they consulted stakeholders when budgeting. This is shown in Figure 5 below. Only 33% of respondents from Bindura RDC said they did not

consult stakeholders when budgeting but did not give reasons for their response. This may be interpreted as meaning these respondents were lying or were just ticking on the multiple choice structured questionnaire, ignorant of why they were ticking where they ticked.
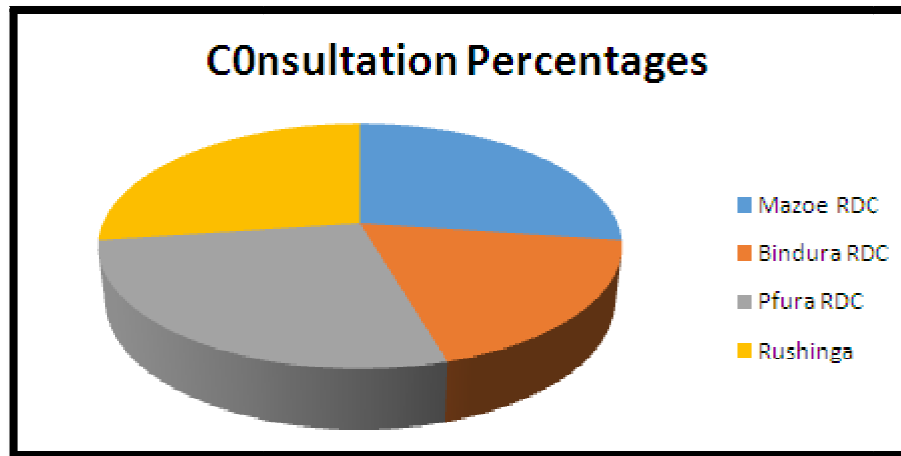

Figure 6: Budget Consultation Percentages

The majority of the respondents who answered in the affirmative as shown in Figure 6 above said they consulted for the reasons given below.

- Stakeholders are consulted so that they own the budget after their input. That way the budget will perform as defaulters will be minimized by that ownership. This will translate into Councils having funds for service delivery.
- No objectors will be received on advertising such a budget.
- For essential and relevant services to be budgeted for.
- For mutual trust between Council and the stakeholders to be established.
- For buying in of projects.
- To tap in different ideas.
- It was a legal requirement.

On this instance the impact of corporate governance on service delivery by Councils is revealed as lack of consultation of stakeholders would mean no money for service delivery by Councils. As supported by the interviewees' response on question four of the interview, most services provided by Rural District Councils subscribe to the user-pay principle. Examples of such services include refuse collection, road grading and provision of water and sewer reticulation. Again, to show the impact of good corporate governance in service delivery by Councils on interview question three, Bindura RDC interviewees pointed out that their Council did eight successful CAMPFIRE projects as a result of community involvement.

Participation of stakeholders was also revealed by that even after consulting ratepayers, the Council Executive and Councillors attended Provincial Council (PC) meetings that were chaired by the Mashonaland Central Provincial Governor as shown in Figure 6 below. It is at these Provincial Council meetings that they discussed further projects from various districts and came up with plans which will be used to source for funds for example the Public-Sector Investment Fund (PSIP) from government. Holding of such meetings at provincial level is also a sign of good corporate governance. The success of the eight Bindura RDC CAMPFIRE projects above were a result of these PC meetings. This can help to show how crucial good corporate governance can be in service delivery by Mashonal and Central Rural District Councils.

It however needs to be mentioned here that there are other reasons why Councils fail to provide service other than to involve stakeholders in the budgetary process. Interview findings on question four show that some other reasons include the liquidity crunch in the national economy, polarized communities, failure to lure investors, incompetent council officials and councillors and lack of government assistance. On question three of the interview questions, 40% of Rushinga RDC interviewees said their Council failed to do any capital project during the period under study because it was embroiled in a labour dispute which cause council property to be attached and auctioned by the messenger of court. The impact of good corporate governance on service delivery here surfaced because councillors had dismissed employees 'enmasse' without following laid down procedures which led them to lose the labour case. Hence funds from service delivery were directed towards legal fees and compensation for reinstated workers.

The fifth question on the questionnaire was after ascertaining the presence of code of conduct for councillors and staff in the Rural District Councils. 100% of respondents from Mazoe, Rushinga, Pfura RDC affirmed that their Councils had codes of conduct for both staff and councillors. However, 100% of the Bindura RDC respondents said their Council had a code of conduct for staff only and nothing for councillors. Hence their councillors were somehow 'wayward'.

Presence of codes of conduct signifies good corporate governance. With a code of conduct in place councillors and staff will operate 'intra-vires', so they will address service delivery issues as per the Rural District Councils Act's stipulations.

Research findings revealed that in the presence of code of conduct, litigations will be reduced, so Councils will not waste money there or in conducting by elections in cases where councillors will have been dismissed for wrong conduct. Resources for service delivery will therefore be saved. Codes of conduct promote transparency and accountability, hence that way service delivery by Councils was guaranteed.

Figure 7: RDC Councillors and the Executive of Mashonal and Central Province
Attending a Provincial Meeting in Bindura

Question seven of the questionnaire wanted to have personal views of the respondents on good corporate governance in Rural District Councils, that is whether it is important or otherwise and why a summarized picture of the responses is shown in Figure 8 below. It can be seen that on average more than four respondents per Council saw good corporate governance as essential in Rural District Councils for transparency, accountability and efficiency purposes. This figure on average constitute 80% of the sampled respondents. If there was transparency in a Council it can be interpreted as signifying the image of Central government at local level. As this is not enough, accountability will mean Councils will be compliant with what they are expected by law. This compliance will come with it efficiency. Combining all this will translate into that good corporate governance will enable Rural District Councils to provide services to residents in an efficient, accountable and transparent manner as shown in figure 8.
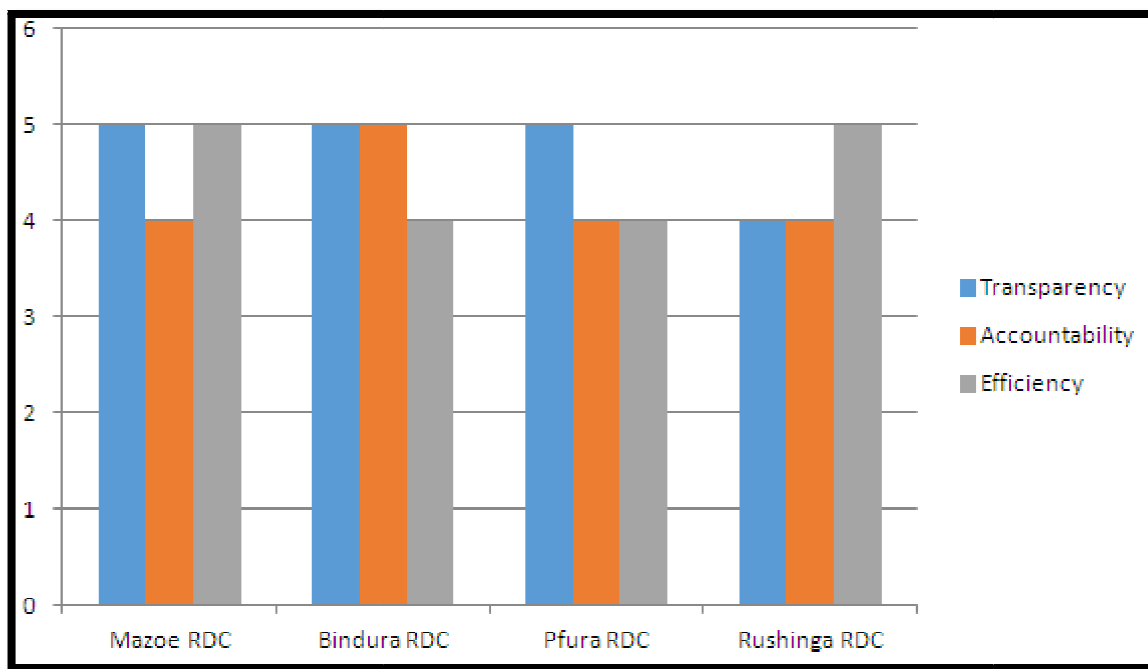
Figure 8: Importances of Good Corporate Governance in Councils

Councillors and Council employees will know that they are there for the people, hence will deliver, if good corporate governance is operationalised. Responses of interviewees on question eight of the interviewees from Rushinga and Pfura RDC pointed out that good corporate governance and service delivery are inseparable. One even went to the extent of saying, "Good corporate governance is the breeding ground for good service delivery." Another mentioned that if a Council is transparent and accountable to public funds, ratepayers will payrates out of trust that their money will be put to good use. 20% of the interviewees from these two councils mentioned above failed to say anything on this question. Same sentiments were echoed by all interviewees from Mazowe and Bindura RDC who said good corporate governance enable Councils and their communities to coexist, communities will provide funding and Councils will in turn provide service to these communities.

Question eight on the questionnaire which asked if there were any challenges being faced by Councils in service delivery aimed at ascertaining whether these challenges had any link with good corporate governance. 100% of respondents from Rushinga RDC answered in the affirmative. They conceded that several challenges were being faced by their Council in service delivery. This brings out the fact which has already been alluded to, that is not only good corporate governance that an effect on service delivery by Rural District Councils. 80% of respondents from Mazoe RDC said residents and farmers were not paying their dues and their Council lacked plant and equipment to deliver service. As if this is not enough, they also cited the failure by government to disburse the loans and the grants it used to give to Councils. Donor fatigue was also presented as another factor affecting service delivery by RDCs other than good corporate governance 20% of the Mazoe respondents said their Council had no challenges concerning provision of services. Using his experience as a former Council employee, the researcher found this as not telling the truth as no Council in Zimbabwe is providing service to their communities without any hassles. This especially holds water if one considered that interviewees from the same Council on question four of the interview questions pointed out that their Council was failing to provide services due to shortage of funds. 100% of Bindura RDC respondents cited lack of financial resources as a hindrance to service delivery. The same goes to Pfura where 100% of the respondents also conceded that they were failing to deliver service to the people due to a myriad of factors. A closer look at this failure to deliver service by these Rural District Councils points to lack of good corporate governance in a way. For example, evidence from the interviews showed that Councils like Bindura had a high staff turnover of around 64% such that during the period under study they did not have any Head of Department. This thus means there was no one to implement Council policies or to oversee the delivery of services. Again, evidence from interviews especially on question 11b and 11c of the interview questions showed that generally Councillors in these Councils were of low caliber and the quality of Council meetings was poor as will be shown later in this chapter. All these are pointers to lack of good corporate governance. Hence that service delivery was stifled that way would be no surprise.

Responses from question nine of the questionnaire was the last nail on the coffin. This question sought to establish if there was any relationship between good corporate governance and service delivery by Councils. 100% of respondents from Mazoe, Pfura and Rushinga said there was a link. Of these only 20% failed to explain the link. On the link or relationship these respondents pointed out that good corporate governance entails.

- Good quality and relevant policies which create a conducive environment for full scale service delivery to materialize.
- Timeous implementation of Council resolutions, which translates into no delays in availing services to communities.

- Achievements of Councils vision, mission, objectives and set goals which carries with it provision of service to the people.
- Efficiency and effectiveness which ensures that resources will be rationally put to good use thereby benefiting residents.
- Accountability which guarantees quality service provision to residents.

To crown it all, 100% of respondents from Bindura RDC postulated that good corporate governance stands for transparency. Hence creates a conducive environment for service delivery. This means residents will be involved in Council programmes, such that they will trust their respective Council at the same time complementing the Council endeavours to deliver services.

Question ten of the questionnaires was after finding the respondents' personal ratings of their Councils in as far as provision of service is concerned. The average ratings are shown in Figure 3 below. On average respondents from Rushinga Rural District Council rated their council service delivery as 50% of what they expected Mazoe RDC was rated as giving 45% service delivery while Pfura was rated as giving 40% service delivery. On the other hand, Bindura was rated as giving 30% of the expected service delivery. The general picture shown by these percentages show that there is poor service delivery in the Mashonaland Central Rural District Councils. This has already alluded to was a result of dire financial constraints, lack of plant and equipment and poor corporate governance.
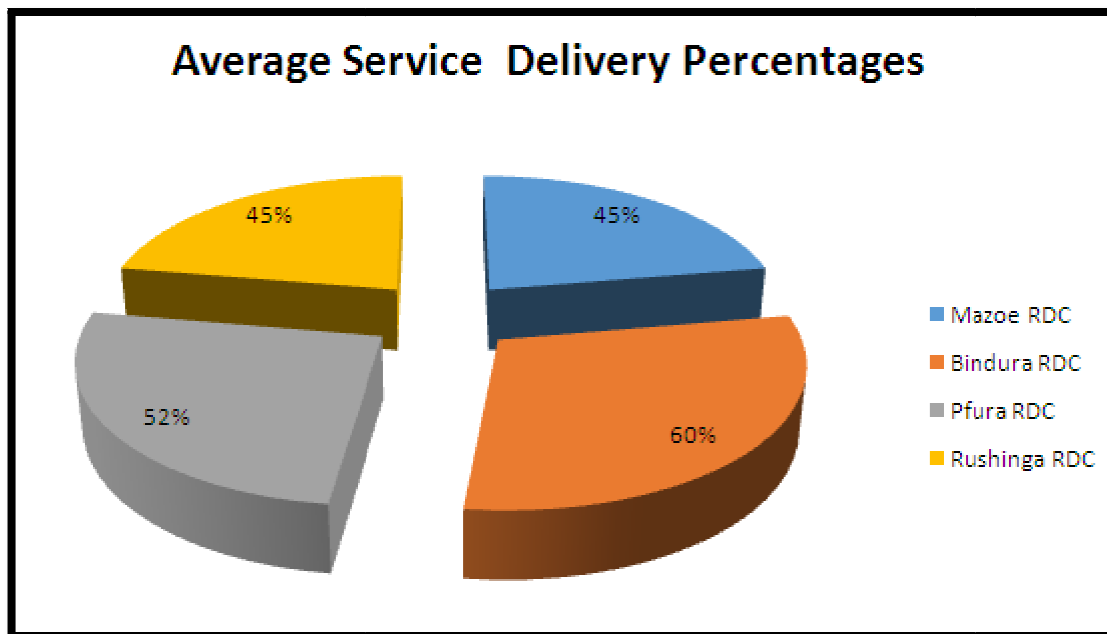
Figure 9: Average Service Delivery Percentages by Councils

This especially holds water of these statistics are juxtaposed with the average good corporate governance statistics in Figure 10 below. Questionnaire responses on question eleven reflected that the average good corporate governance percentages were as follows: Rushinga 45%, Pfura 52%, Mazoe 60% and lastly Bindura RDC 45%. The general picture in figure 10 is as gloomy as that in Figure 8. In fact, one respondent from Rushinga asserted that there was poor corporate governance in his Council due to that there was too much interference by Councillors in Council administration as they want to run the show instead of remaining policy-makers. In fact, on question 11c of the interviews. 80% of the interviewees from Rushinga RDC rated their councillors as of low caliber and did not know their terms of reference, hence needed training.
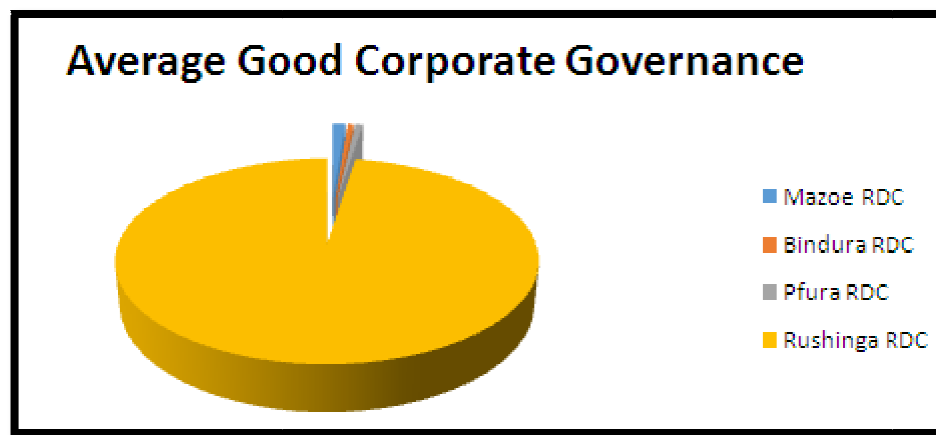
Figure 10: Average Good Corporate Governance Percentages in Councils

Only 20% of the Rushinga RDC interviewees rated their councillors as of high caliber because they interacted with employees. The question to ask here is that, is this interaction enough? Definitely it is not and it also depends on what they will, be interacting with staff for possibly it may be for shady deal purposes. Respondents from Bindura Rural District Council who rated their Council's average good corporate governance as 45% pointed out that there was need for training of both councillors and staff on good corporate governance. Though 100% of interviewees from Bindura RDC rated their councillors as of high caliber as some were business people and professionals on question 11c of the interview questions, they had a serious shortage of senior staff. This resulted in a situation whereby Council resolutions were implemented but at times not expeditiously due to shortage of human resources. Again, on this question 60% of interviewees from Pfura RDC and 100% of interviewees from Mazoe RDC despite having 100% staff of high caliber responded by saying their councillors were a mixed bag but generally of low caliber. Despite having codes of conduct, these councillors usually operate ultraviresly. Those interviewees pointed out that it is these councillors who have power to decide and they can choose not to listen to the staff's technical advice which explains the poor corporate governance shown in figure 9. It was generally seen that councillors in almost all the councils promoted nepotism in the employment of council staff, which this researcher has termed the 'homeboy concept or the 'mwanawekumusha' hypothesis. This was when they would want only those they know to be employed so that they would connive with them, for example in awarding tenders to their cronies. This showed the low caliber of the councillors as in most cases they ended up failing to control these employees as they later took each other as buddies. This was mainly evident in Mazoe and Bindura RDC. According to Chombo (2012:7);

The Chemistry between Councillors and Council officials is critical for the optimal functionally of the local authorities Councillors ought to make implementable resolutions on the basis of sound technical advice proffered by the Chief Executive Officer. Town Clerks and Secretaries.

This thus translates into that the relationship between Councillors and staff ought to be professional, if it is to be coined good corporate governance.

A comparison of Figure 8 and Figure 9 shows that there is a correlation between good corporate governance and service delivery by Councils. Figure 9 shows a low percentage of good corporate governance in Councils, the same with Figure 8 which reflects poor service delivery. Thus, it can be interpreted that if good corporate governance increases, so will delivery as the two factors seem to affect each other.

Still searching for good corporate governance in Mashonaland Central Rural District Councils, question twelve of the questionnaire asked for the presence or otherwise of a strategic plan and how it was promoting or hindering service delivery provision. 80% of the Rushinga RDC respondents said the strategic plan was in place and was guiding council to achieve desired objectives thereby enhancing service delivery. One respondent even went to the extent of saying a strategic plan was a milestone for service delivery. 20% of the Rushinga Council left their questionnaires blank on this question possibly due to that they did not know what a strategic plan is. 100% of respondents from Pfura and Mazoe respectively said they had strategic plans as watchdogs for deviations. These strategic plans were assisting in resource allocation. However contrary to the above 100% of respondents from Bindura RDC said their Council did not have a strategic plan, so they were moving blindly. This may partly explain their Council's poor service delivery to its community. Presence of a strategic plan is a sign of good corporate governance in practice. Thus, on this instance the impact of good corporate governance on service delivery is shown if one looks at the Bindura RDC scenario.

Auditing of Council's books of accounts and availability of policies in a council are also signs of good corporate governance. On question nine off the interview questions, 100% of interviewees from all the four Councils pointed out that auditing of their books of accounts was up to date in compliance with, Section 135, of the Rural District Council Act, Chapter 29:13. They pointed out that auditing Council books is a pre-requisite for any council to get loans or grants for service delivery. Thus, here the effect of good corporate governance on service delivery is reflected.

On the issue of availability of policies 60% of Rushinga RDC interviewees mentioned that they had a Human Resources policy, a Housing then a Funeral policy and these policies were being fully utilized. 20% of these interviewees said their Council did not have any policy and the other 20% did not specify, possibly because they were Councillors who were not well versed with Councils administrative issues. Those who said Rushinga RDC did not have any policies failed to realize that on interview question 11b they were part of the 80% who said their Council meetings were fruitful. They did not know that resolutions from these Council meetings are some form of policies. Policies here were shown as guides to service delivery by Rushinga RDC. All interviewees from Mazoe and Pfura Rural District Council said their Councils had the following policies, transport, housing, recruitment and selection procedures, and, tender procedures. Likewise, all Bindura RDC interviewees said their Council other than the abovementioned also had these other policies, Tender procedures, Council Committees policy and a Disposal of   Council Assets policy. It was revealed that policies enable Councils to provide service to residents 'intravires' which shows the impact of good corporate governance on service delivery by Councils.

In the Questionnaire, question thirteen sought to find out if all critical posts were filled by substantive incumbents. Filling all posts with requisite staff can be viewed as good corporate governance. Table 5 below show results of the responses which were obtained on the question.

Are all managers/staff posts filled by substantive incumbents? Why is this so?			
Council	Yes	No	Total
Mazoe RDC	100	-	100
Bindura RDC	-	100	100
Pfura RDC	100	-	100
Rushinga RDC	80	20	100

Table 5: Critical Staff Posts Statistics

As shown in Table 5, 80% of Rushinga RDC respondents said all critical posts were filled by substantive incumbents, while 20% responded in the negative. Possibly those who responded in the negative were confused by the meaning of the term substantive, hence that answer as the researcher later found out from interviews and browsing through this Council's organogram that all critical posts here were filled. Respondents said this full staff complement means availability of implementers of Council policies, which may mean smooth service provision, thus good corporate governance at a play here. The state of affairs in Rushinga RDC is however not pleasing though currently they have a full staff complement during the first two years of the period under study, year 2009 and 2010 according to interview results, they lost most of their senior staff to greener pastures most of which are fellow Councils. This was mainly due to that this Council had no proper staff retention policies. That the current Rushinga RDC senior employees (HODs) will also leave, is certain, given the lack of staff retention strategies.

Of the 100% of respondents from Mazoe and Pfura RDC when responding to the questionnaire's thirteen question mentioned that their Councils had a full complement of critical managers. These explains why service delivery from these two Councils was relatively satisfactory, with Mazoe RDC having 60% and Pfura RDC 25%. Some of the respondents here explained that their Councils filled all these critical posts so that their Councils become competitive. This competitiveness stems from that these critical managers will ensure that all Council policies are executed. This is because these are highly qualified employees who can understand that Councils are there for service delivery. Thus, that service delivery is assured with this full staff complement. Going back to the research question, having a full critical management complement is a sign of good corporate governance whose impact will be assuring a definite service delivery by Councils. This was supported by interviewees' responses on question 11e of the interview questions where 100% of Mazoe, and, 80% of Pfura RDC interviewees pointed out that implementation of Council resolution in their Councils was above average and timeous.

100% of respondents from Bindura, gave an opposite view from that of Mazoe and Pfura RDC respondents. They pointed out that key staff posts were vacant. This in essence meant there were no drivers of Council programs in place, hence poor service delivery. In a way too, many vacant posts in council especially of critical staff is a sign of bad corporate governance. This poor performance by Bindura Council was shown by interviewees on question 11e when they said council resolutions were being implemented but sometimes not expeditiously due to shortage of resources like human. Thus, this lack of good corporate governance has resulted in Bindura RDC having a poor service delivery of 30%.

On the questionnaire's fourteen question which sought to ascertain if there were instances when respondents felt service delivery failed in their Councils due to lack of good corporate governance, there were mixed responses from one Council to the other. Figure 10 bears testimony to this 60% of Rushinga RDC responds said there was no instance when their Council failed to provide service due to lack of good corporate governance. In fact, they pointed out that service delivery failed due to donor fatigue and council bankruptcy.   Prior to the period 2009-2013, Rushinga was regarded as a disadvantaged district, hence benefited lots from donor funding and the Global Fund in service provision like water and sanitation. This 60% also blamed the failure to provide services by their Councils to economic sanctions which were imposed on Zimbabwe by the West. 30% said 'yes' and the remaining 10% did not respond. They left their questionnaires blank. Those who said 'yes' cited instances when councillors interfered with administrative duties of officers much to the detriment of service delivery. A case in point

was when Rushinga RDC failed to collect refuse because Councillors had grabbed the one and only functional tractor the Council had, to go and plough their fields in 2015.

Figure 10 shows the illegally dumped litter which could not be collected by the Rushinga Council. In fact, coupled with this lack of refuse collection by Rushinga RDC, it was said there was an outbreak of cholera in this district at Chimhanda during the year 2013 and about twelve residents were decimated. Here an element of bad corporate governance by Councillors caused this.
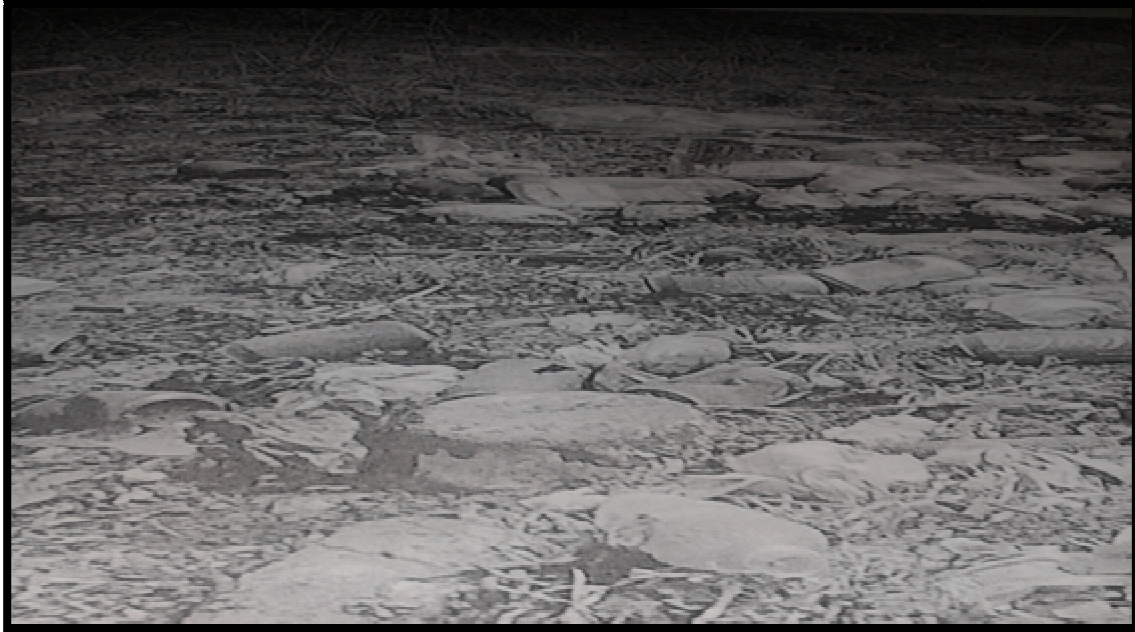
Figure 11: Illegal Dumping at Chimhanda, Rushinga District

Again, in Rushing district service delivery was said to have failed due to lack of good corporate governance during the period of the study, when, Councillors fired Council employees without following proper procedures. These employees appealed against their dismissal at a Labour Court and won their case. This resulted in them attaching Council property through the Messenger of Court to auction so that they could be paid what Rushinga RDC owed them for the period they were laid off. Due to that Council property was auctioned. Council was left with no money even to collect refuse as shown in Figure 10 or to grade roads. This failure to provide service was due to bad corporate governance.

Again, as shown in Figure 11, 67% of Bindura RDC said 'no' whilst 33% did not respond. For the respondents who did not respond or left their questionnaires blank it can be assumed that they either did not understand the question or they did not or were still new in their Councils such that they either did not know what had transpired during the period 2011-2016 which was covered by this research. The 67% Bindura RDC who said there were no instances when service delivery failed due to poor corporate governance, like their Rushinga counterparts, they blamed the failure of service in their district to economic sanctions which were imposed on Zimbabwe by Western countries. They even mentioned that as their district was a ZANU PF stronghold they were hard-hit by theses economic sanctions because the West wanted them to change their mentality and support the opposition parties.
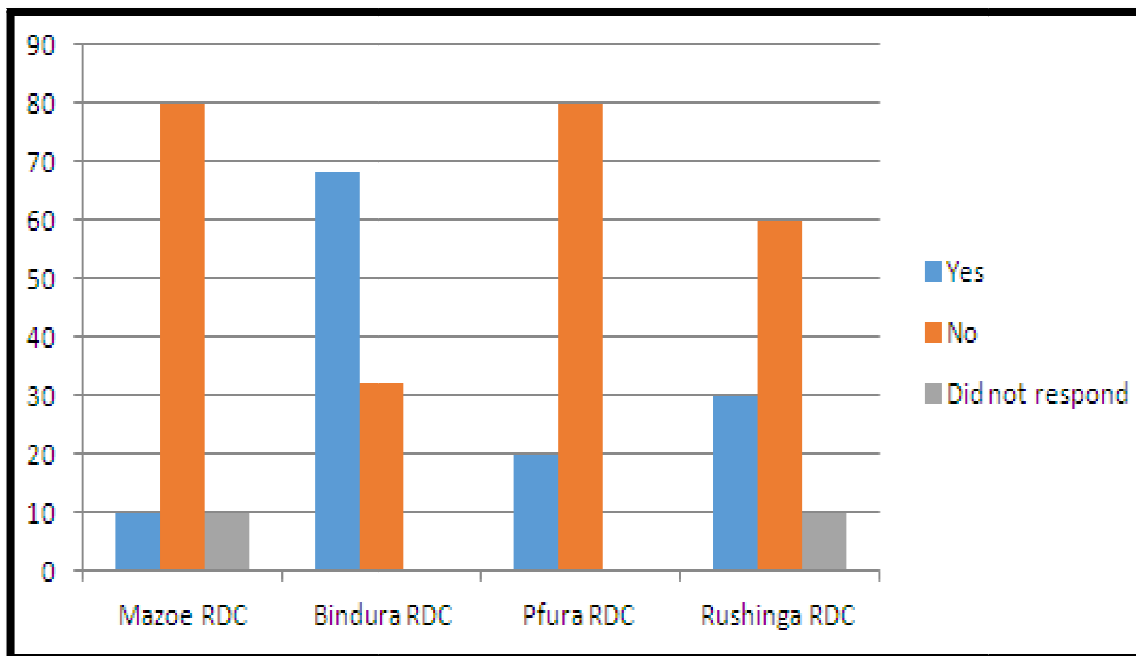
Figure 12: Responses on Service Delivery Which Failed Due to Lack of Good Corporate Governance

Still as shown on Figure 12, 80% of the Pfura respondents said 'no' while 20% said 'yes'. 80% of Pfura who said 'no', blamed failure in service provision to a hash micro-economic environment which was characterize by unstable economic policies during the period 2009-2013. Also lack of government funding and cancelation of debts which were owed to council by rate payers in 2013 during ZANU PFs general elections campaigns left council's coffers dry. They also blamed the drying of government coffers, as councils no longer had access to such grants as Administration, Recurrent and Medical and Surgical grants as well as loans like PSIP funds. The 'yes' response from Pfura RDC cited the ineptitude of Councillors to come up with smart policies, maybe due to lack of education or due to a deliberate ploy to create confusion for political reasons which left the 'learned' officers with nothing to implement. Thus, here service delivery failed due to lack of good corporate governance.

Lastly Mazoe RDC, 80% of respondents said 'no' 10% said 'yes' and the remaining 10% did not respond. The 'yes response from Mazoe RDC quoted the Councils failure to service the Glendale mixed density stands as staff did a shortcut in consulting residents on the said area, which is communal. This caused the said residents to resist the move of servicing these stands on their land as there was poor corporate governance in practice by the said Council when it failed to consult them. The 'no; response by respondents from all the four sampled Councils, putting aside reason mentioned above may also be interpreted to mean that all was well in Councils' corporate governance, and consequently service delivery was okay. This may also be interpreted as meaning service delivery failed not due to lack of good corporate governance but to some other reasons like Councils losing their revenue cash cow for years in the form   of vehicle licenses to Ministry of Transport, which left them with no adequate resources to fund service delivery, which can be termed 'poor' government policies. This resembled the Zambian scenario in this research's literature review when the government abolished crop levies which had proved to be revenue mainstay for Zambian rural local authorities leaving them without adequate finances to fund service delivery. However, if findings from these questionnaires and interviews are taken to another level, the 'no' response could have been due to ignorance on the part of respondents and interviewees.

The questionnaire's fifteenth question was an opposite of the fourteenth question as it sought to establish if there were instances when service delivery by respondents' councils materialized due to good corporate governance. The responses which were obtained are summarized in Figure 4.6. 80% of respondents from Rushinga RDC said no service delivery materialized, due to good corporate governance in their council. This response ended up giving a confusing picture due to that the majority of respondents from this Council, on question fourteen had said no service delivery failed due to lack of bad corporate governance (60%). If there was service delivery which happened in Rushinga what caused it, they did not specify. However, 20% of these Rushinga RDC respondents said there were instances when their Council managed to provide service due to presence of good corporate governance. They pointed out projects like the upgrading of Chimhanda Bus Terminus where stakeholders were consulted to give their input. Figure 13 also shows that 90% of respondents from Pfura RDC, just like in Rushinga conceded that there were projects which were done successfully by their Council due to good corporate governance that is they consulted stakeholders. An example of such projects was the informal traders' market as well as the tarred road patching project at Pfura Centre. These respondents pointed out that due to that residents were consulted through their area committee some of them even volunteered to patch their roads which had become impassable

due to pot-holes. During the period under study many accidents had occurred at Pfura Centre due to these pot-holes. The road patching project was also done to spruce up that area's image in the face of their application to attain town status by 2010. Figure 14 shows the Pfura road Patching project
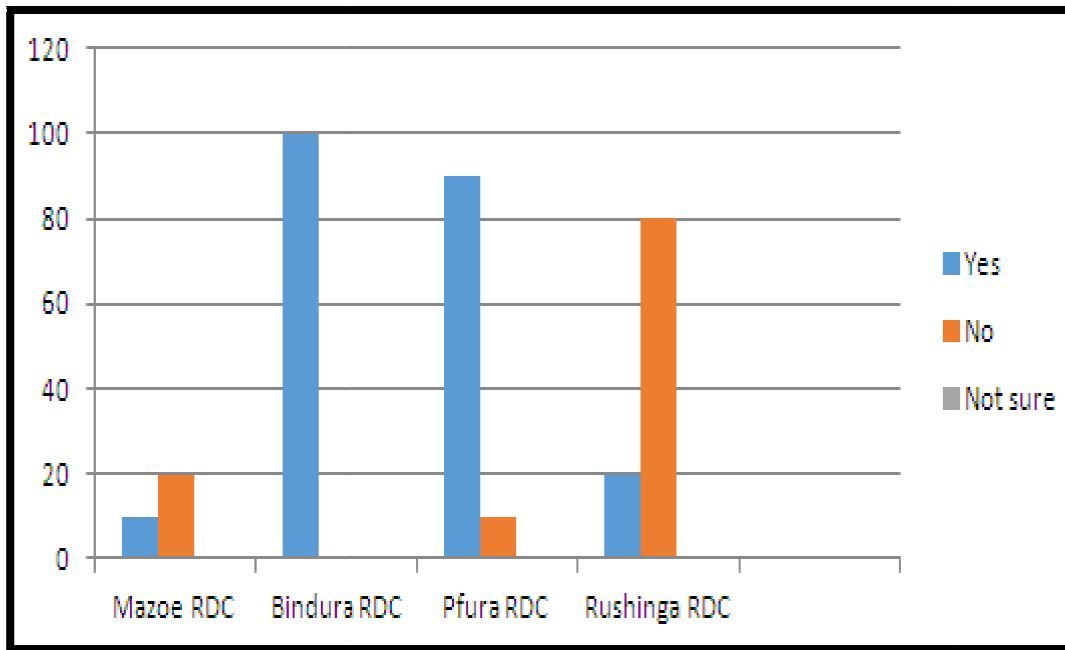

Figure 13: Responses on Service Delivery Which Materialized Due to
Good Corporate Governance

10% of the Pfura respondents said there was no service delivery which occurred due to bad corporate governance, though they did not specify what caused the 40% service delivery response by some of their Pfura colleagues on question ten of the questionnaire 80% of respondents from Mazoe RDC consented to that there was service delivery which materialized in their district due to good corporate governance. They cited the Glendale Water Reticulation Project in Mazoe where they consulted beneficiaries for them to pay special levies for the project. The project kick-started but it is still incomplete. Figure 14 below bears testimony. The same goes to the cemetery relocation in concession and dumpsite relocation in Mazoe. The 20% who said 'no' like their Pfura counterparts failed to explain where he 45% service delivery response by them on question ten came from.

Figure 14: Glendale Water Reticulation Project Mazoe District

Unlike in the above three Council's Respondents from Bindura RDC were a bit confusing in their response. Yes, they consented to a 30% service delivery rating by their Council on question ten of the questionnaire but failed to clearly specify what caused that service delivery between presence of good corporate governance or otherwise. Their responses were clumsy as they were not sure of what powered their Council's service delivery as shown in Figure 14. In fact, they said, where service delivery succeeded, it was because councillors will have bulldozed which not a sign of good corporate governance is as councillors are not supposed to be implementers. However, on close analysis these councillors may be forgiven for that as findings from this research confirmed that this Council had a high staff turnover during the period under research, 2010-2013, hence, lacked implementers of Council policies. Those councillors did what they did to fill up that void.

Figure 15: Pfura Road Patching Project

48. Summary, Conclusion and Recommendations

As mentioned previously, this chapter focuses on summary, conclusions and recommendations of the research that was undertaken. After coming up with the research problem and why it is important to investigate, this section clearly brings out what can be done in the form of recommendations.

49. Summary

This research was an analysis of the impact of good corporate governance on service delivery by Mashonaland Central Rural District Councils from the period 2011 to 2016l. The researcher noted the crumbling of service delivery by local authorities in Zimbabwe. Thus, amongst a host of possible reasons of this poor service delivery, this research ascertains the absence of good corporate governance in these Rural District Councils. Findings from the research were as follows:

That during the period 2011-2016, there were good corporate governance challenges in Bindura, Mazowe, Pfura, Rushinga RDC due to lack of clear cut and stable economic policies and councils' liquidity crunches and a high staff turnover as especially senior Council staff migrated to greener pastures.

That there was deterioration of service delivery in all the sampled four local authorities, poor service delivery in housing, roads maintenance and construction, refuse collection, telecommunications, agricultural, production, health recreation, drought mitigation.

That there was over dependency on central Government and donors by local authorities for their budgetary financing and development programs such that withdrawal of the support by the two crippled operations of the said local authorities like what happened when the international community withdrew funding of development projects and programmes because of poor relations with central government and withdrawal of Public Sector Investment Programme (PSIP) funding because of lack of balance of payments support from the multilateral institutions such as the World Bank and International Monetary Fund (IMF) and the Donor Community.

That local authorities lacked good corporate governance during the period under the study when they were faced with a serious liquidity crunch, lack of fuel, cash, agricultural inputs, and finance capital. The councillors, council staff

and other stakeholders spent most of their time chasing for the scarce commodities and rent seeking activities, instead of service delivery. There was rampant corruption in the local authorities during the period because central government which was supposed to regulate the local authorities was also busy with the rent seeking activities and writing off customers' bills at the expense of councils' much needed revenue base during the period under study.

That there was poor community and stakeholder integration and participation in local authority development issues because of Councils' bankruptcy which rendered planning and budgeting worthless since there was nothing in their revenue base/coffers. For a council to invite stakeholders and the community for planning and budgeting, was a waste of time and even when central government disbursed funds to assist the local authority in serve delivery of development projects and programmes the funds were consumed by debts before withdrawal from the bank by the councils. Therefore, there was no more stakeholder and community participation in councils' plans and programmes and resultantly no development at all. In fact, no evidence of vibrant ward meetings in virtually all the sampled Councils was found and at district level no RDDC meetings took place. What went to Provincial Development (PDC) meetings and Provincial Council (PC) meetings which were attended were merely desk products by Council Engineers and Planners. It was in few instances where residents were consulted resulting in vibrant projects like clinics and roads.

That there was lack of policy framework for the development of agriculture by the local authority even though it is the economic mainstay of the majority of the over 70% of people living in communal areas, councils do not have any plans in place in all its documents like mission, vision, budgets, reports and reviews to show its commitments towards agricultural development in irrigation development to avert droughts, dam construction, financial support towards inputs procurement or extension services.

That non-payment of rates from the dollarization era made local authorities worthless to their communities because whatever they budgeted for or planned to do during the period of study was impossible because the budgeted funds were not available, the time they intended to receive the funds. Non-payment of rates caused untold suffering for the poor rural communities who were vulnerable to diseases such as cholera, HIV & AIDS, hunger, poor water and sanitation facilities, crumbling social services infrastructure like schools, clinics and halls after withdrawal of balance of payments support by the international financial institutions and donors because of perceptions about the politics of the government and risk factors.

That there was and there is still lack of development in rural local authorities because of lack of policy frameworks and legislations which compel local authority policy makers and their staff as well as other stakeholders to perform, failure or which there would have been sanctions against the offenders be it councillors or council staff as well as other stakeholders to perform, failure of which there would have been sanctions against the offenders, be it councillors or council staff. This was seen in instances when Councils did not have codes of conduct for staff and councillors in the majority of cases.

The research shows that generally the Mashonaland Central Rural District Councils were not effectively employing strategy management concepts which enhance projects implementation. This was especially evident when in some RDCs they did not have strategic plans. Hence one would be forgiven for wondering how these RDCs were operating, without crucial documents like strategic plans and Results Based Management [RBM] schedules.

This research proved that there are other factors that inhibit the implementation of service delivery like water and sanitation projects in RDCs other than lack of good corporate governance, such as shortage of funds, sanctions and unfavourable government policies like not giving councils the autonomy they deserve if service delivery is to materialize.

The strategy management process was not effectively used, resulting in councils failing to provide services to their respective communities. Though there was evidence of presence of dumpsites in some districts there was a lot of illegal dumping of refuse for example at Chipadze Bus Terminus in Bindura District. Again, refuse was not collected in all the residential areas of Glendale and Mt Darwin Centres.

Information technology was not being utilized. Considering that all the studied local authorities are in a global village where information Communication Technologies (ITC) is the order of the day, it was a challenge for them to perform well their function of service delivery as stipulated in the Rural District Councils Act. This surfaced in that of the four studied Councils there was no single Council that was computerized. Only Mazoe and Bindura Rural District Councils had plans to purchase the Afropak software from Afrosoft to computerize.

From the data collected, there was no alignment of Council projects in the majority of RDCs to the overall organizational goals and objectives. This was true of the RDCs, which did not have strategic plans, as they operated blindly.

Training and development tended to be for senior staff and councillors only. There was virtually no evidence in all of the four studied Councils of support or shop floor staff which were sent for staff development. For example, in Mazoe and Pfura RDC only senior management staff has access to study loans. In instances where some councillors were trained they did not utilize what they were taught. A case in point is Rushinga RDC where councillors bulldozed staff.

The researcher intended to get information from council minutes of the period from 2011-2016, in all the studied RDCs to verify on some of the responses he got from interviews and questionnaires. The files could not be availed in most cases. The councils in the majority of cases no longer had the required minutes and files for that period. Some interviewees informed this researcher that the minutes he required were sent to the National Archives.

The four sampled Rural District Councils had no internal audit departments for monitoring, supervising and evaluation of its systems. This was a glaring handicap which made it difficult for them to check whether their system was effective or otherwise. This was termed lack of good corporate governance.

The technical departments in the four Councils were inadequately staffed. Not even one of these Councils had a District Engineering during the period of study. Considering that it is these technical departments that undertake most of the service delivery by RDCs, the absence of the desired technocrats left the RDCs in a quandary. They could not therefore come up with designs for bridges, as well as water and sewer reticulation. Outsourcing was out of question considering that these RDCs had financial challenges during the period of this study.

Annual reviews, half year reviews were done yearly but they were not assisting in improving the situation. This was because they were done simply as a duty but could not be aligned to the RDCs strategic intents as most of the sampled RDCs lacked strategic plans.

The RDC Act which governs operations in Council is rigid and some of its parts are outdated. It promotes bureaucracy and vests most of the powers in the local government minister. This Act did a de-service to RDCs during the period of study, 2011-2016, in that whilst decisions needed to be fast tracked for service delivery to materialize in a bankrupt and lack of funding council environment, this Act influenced RDCs to first advertise for tenders to supply for example water reticulation pipes. By the time all tender procedures were through, council will not have funds, thereby stifling kick-starting such projects. This RDC Act forced Councils to apply for borrowing powers first from the ministry before borrowing from banks which delayed projects. This was termed poor government policy as this act was not responsive to the lack of funding and the liquid crunch environment which engulfed Zimbabwe for the greater part of the period 2011-2016.

The same goes in design manuals for standards being used in Zimbabwe and the model building by-laws and other pieces of legislation being used which seem to contradict in such a way that they do not put some ground water pollution issues into consideration. For example, the Department of Physical Planning states that the latrines should be constructed 30m away from water sources. On this case they do not look at the issue of water table variations such as with nature or seasons whereby soak ways and latrines contaminate ground water.

Stakeholders were not fully involved by Councils in the planning issues of projects. This has resulted in residents objecting to the RDC budgets thereby delaying their approach by the Minister of Local Government, Public Works and National Housing. For example, the Bindura and Rushinga RDC 2014 budgets were objected by residents which delayed the ministerial approval of these budgets till mid-2014. This stifled service delivery in these districts in that the RDCs were not allowed to collect rates for service delivery before their budgets were approved. This was poor corporate governance affecting service delivery negatively.

The Council's data base was inadequate and in shambles and the filing system proved to be bad considering that the RDCs were not computerized. Thus, they could not collect all the revenue except for service delivery.

Stands with no water and sanitation facilities or roads were allocated in almost all the sampled RDCs due to financial woes, they had stands as their only hope for survival. This unservicing of stands left beneficiaries at health risk, as they ended up residing in areas without water or sewer. In fact, there was a cholera outbreak in Mazoe's Glendale high density residential area in 2013, due to this and Council had to channel funds for other services towards containing this cholera outbreak, thereby killing those other services which were left without funding. This was an effect of the macro-economic environment on service delivery by RDCs.

50. Conclusions

After presenting, analyzing and interpreting data in Chapter four, the following conclusions were made;

There is a strong positive correlation between good corporate governance and service deliver. Where there is good corporate governance in most cases there will be satisfying service delivery by a rural local authority, due to that all council systems in such an environment will gear up for that function.

Good corporate governance promotes the spirit of accountability, transparency, stakeholder's participation and integrity, amongst other things within Rural District Councils, which is the mainstay of service delivery. Accountability, transparency and integrity are essential conditions for securing efficiency and effectiveness in the use of public resources, promoting public welfare, enhancing RDC responsiveness and therefore enhancing the overall legitimacy of RDCs. Council staff where corporate governance is good will be motivated to give it their best shot in service delivery.

Stakeholder participation is crucial in engaging the energies and commitment of residents for sustained development and in fostering equity of distribution of the benefits of development. In the context of divided districts, it generates social capital and societal cohesion as trust and reciprocity will be fostered between residents and their Rural District Council. Therefore, Councils must fully involve stakeholders in their programs from project identification, implementation, till project completion. Effective communication should be done for plans to be known by the communities.

The Simple Finance Model of corporate governance when applied to rural local authorities may explain why there are usually clashes between agents and principals which derails service delivery by these authorities as it seems to uphold the supremacy of the firm over the principals. In Rural District Councils involvement of the general populace in decision making for example through budget consultations can make a Council score high on its plans and objectives as these people will not resist paying rates. With these rates Council will be able to provide service which goes to the credit of good corporate governance in relation to service delivery.

Councillors have a fiduciary duty to safeguarding the interests of those who elected them into office. Juxtaposing this with service delivery in Rural District Councils it means in looking after Councils, councillors will be ensuring

interests of the general populace, that is service delivery is guaranteed. The mere fact of having councillors is a sign of good corporate governance which brings dialogue/discussions and implementation of developmental projects of various areas within a Council's area of jurisdiction at a central point. This will ease service delivery to all as they will be having presentation.

Whims and caprices of councillors should not be entertained if high levels of good corporate governance are to be upheld thereby guaranteeing service delivery to communities. There is lack of capacity building of both Council staff and Councillors on good corporate governance, which enables Councils to deliver services to their communities.

The 'homeboy concept' or 'mwanawekumusha' hypothesis is a sign of bad corporate governance and was prevalent in the studied Rural District Councils' employment of workers. It stifles service delivery by RDCs as it undermines meritocracy and employee performance. Also added to this is the employing of people on partisan lines, that only those affiliated to a certain party will be employed by council, reflects bad corporate governance. RDCs have elements of good corporate governance in the form of holding of meetings, tender procedures and stakeholder involvement in RDC programs amongst other things.

Bankruptcy, lack of a sound revenue base and funding is an ill which destroys the economic life in any organization and increases vulnerability of the poor community members as indicated by the difficulties faced by the poor during drought periods, lack of revenue, shortage of essential medicines in clinic and hospitals, outbreaks of chronic diseases like cholera, shortage of transport, food, transport costs, default in rentals and during the   invoking of harsh policies such as Operation Restore Order/Murambatsvina of 2005 which promoted the United Nations to send a team to investigate human suffering related to the displacement of people from undesignated areas in business and residential areas. Other policies such as the Land Reform Program did not go down well with the Western World who are the International Financiers of donor agencies, all over the world ,and the multilateral finance institutions like IMF and World Bank as they quickly responded by imposing punitive economic sanctions on Zimbabwe, causing unsupported International funding because of lack of balance of payments to finance food supply during droughts, financing agricultural development, financing social services, financing infrastructure, and employment creation in the country and local authorities. The researcher concluded that lack of funding / sound revenue base caused skilled manpower flight from the local authorities as this resulted in poor service delivery and deterioration of education, health, infrastructure, water and sanitation leading to the outbreak and spread of communicable diseases and high crime rates in the local authority areas and the country in general. Inflation led to the contraction of central government fiscal space and it ricocheted to local authorities leading to incidence of poverty in local authority areas and the whole country. RDCs lack ICTs which can ease the creation of databases for revenue collection.

51. Recommendations

Having concluded as shown above, the researcher is left with no other option but to come up with the following recommendations;

That further research be done on the impact of good corporate governance also on urban local authorities' service delivery so that findings can be compared with their rural counterparts. This will enable creation of universal solutions to the problem of service delivery in both Councils.

That further research be done to find out how the 'home boy' concept or 'mwanawekumusha' hypothesis can be used to improve service delivery by Rural District Councils. That the Government of Zimbabwe capacity build Council staff and Councillors on good corporate governance if service delivery in Councils is to improve.

The local authorities can reverse the increasing levels of poverty, hunger and, malnutrition by supporting the land reform program through invoking policies supporting agricultural development in the resettlement areas given that the reform is irreversible. The local authorities should pursue governance reforms which include the marginalized and poor communities like youths and women to create an environment conducive to sustainable development in their areas of jurisdiction and Zimbabwe and the region.

Local authorities should pursue policies which strengthen bilateral and multilateral partnerships such as twining with local authorities from the developed world such as China, India, Japan, Agentine and Canada in order to benefit economically and in capacity building of their staff, councillors and communities. Public – Private Partnerships or the triple Ps need to be pursued by local authorities in order to close resource gaps and improve on the participation of private partners in the development of local authorities and the communities.

The Anti-corruption commission should strive to prosecute council official, councillors and development stakeholders staff who engage in corruption activities during their course of duty according to the Prevention of Corruption Act chapter 29:15 sections (1) (a) and (b) and the Minister of Local Government ,Public Works and National Housing, should not be partisan when required to invoke sections 107, 108 and 109 of the Urban Councils Act and section 157 of the Rural District Councils Act Chapter 29:16 in order to eradicate corruption in local authorities in Zimbabwe and strengthen the supervisory role of the Ministry of Local Government ,Public Works and National Housing .

Local authorities have good systems in place for planning, implementation and evaluation but there is need to introduce reforms, capacity building, institutional strengthening and injection of financial resources to enable their plans and programs to be meaningful and implementable. The inclusion of communities and other stakeholders need to be practical through resourcing of the plans and programs from the grassroots upwards (bottom-up approach and Community Based Planning Approaches).

There is need for environmental capacity-strengthening of the law enforcement agencies such as the Police and the judiciary in order to protect the environment from veld fires, stream bank cultivation, pollution by motorists and industrialists as well as policy strengthening to make local authorities for environmental degradation in their areas.

Local authorities need to halt the breakdown and poor maintenance of water and sanitation infrastructure through large capital investments in order to deal with outbreaks of diarrhoea diseases such as cholera. Introduction of policies in local authorities such a combination of quotas, proportional representation to pave way for increased representation of women in decision making positions in local authorities for meaningful sustainable development to occur in local authority areas. Local authorities also need to implement the National Gender Policy.

Rural District Councils must adopt a new philosophy in that they should take leadership for change. Change must start with top leadership for a culture of continuous improvement and this goes a long way in promoting the RDCs' ability to provide service to their respective communities. RDCs must evaluate their current situation and define their objectives then plan to achieve those objectives fully taking corrective action where necessary. RDCs should take serious retention strategies for Human Resources. They should aim at goal congruence if service delivery is to materialize. Human Resources are the implements, so they need to be retained.

Capacity building of RDC leadership that is councilors and all staff members (shop floor included) on service delivery issues should be done. This can start by Councils reviewing their performance followed by continuous improvements at individual level, team level, and at departmental level. Information Communication Technologies should be embraced if district databases are to be created to ease the RDC's follow ups of their revenue from residents for service delivery. RDCs are recommended to create internal audit departments for monitoring, supervising, and evaluating their systems.

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