

# UNIVERSITY OF ZIMBABWE



FACULTY OF ENGINEERING

DEPARTMENT OF CIVIL ENGINEERING



## **ANALYSIS OF WATER GOVERNANCE IN URBAN LOCAL AUTHORITIES OF ZIMBABWE**

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M.SC. THESIS in Water Resources Engineering and Management (WREM)

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## **ANALYSIS OF WATER GOVERNANCE IN URBAN LOCAL AUTHORITIES OF ZIMBABWE**

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**A thesis submitted in partial fulfilment of the requirements for the degree of Master of  
Science in Water Resources Engineering and Management of the University of Zimbabwe**

**December 2013**

## DECLARATION

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I, **Vimbai Pachawo**, declare that this research report is my own work. It is being submitted for the degree of Master of Science in Water Resources Engineering and Management (WREM) of the University of Zimbabwe. It has not been submitted before for examination for any degree in any other University.

Date: \_\_\_\_\_

Signature: \_\_\_\_\_

The findings, interpretations and conclusions expressed in this study do neither reflect the views of the University of Zimbabwe, Department of Civil Engineering nor of the individual members of the MSc Examination Committee, nor of their respective employers.

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## **LIST OF SYMBOLS AND ABBREVIATIONS**

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AMCOW	African Ministers Council on Water
CC	Catchment Councils
CHRA	Combined Harare Residents Association
CSO	Civil Society Organisation
GWP	Global Water Partnerships
GDP	Gross Domestic Product
JPOI	Japanese Plan of Implementation
ICT	Information Communication Technology
ISO	International Standards Organisation
IUWM	Integrated Urban Water Management
IWRM	Integrated Water Resources Management
MDGs	Millennium Development Goals
MLGPWNH	Ministry of Local Government, Public Works and National Housing
NWI	National Water Initiative
NWA	National Water Act
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Overseas Development Association
PAC	Public Affairs Centre
SADC	Southern African Development Community
SCC	Sub Catchment Council
SLB	Service Level Benchmarking
SPSS	Statistical Package for Social Sciences
UCAZ	Urban Councils Association of Zimbabwe
UN	United Nations
UNDP	United Nations Development Program
UNICEF	United Nations Children and education Fund
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WB	World Bank
WFD	World Framework Directive
WHO	World Health Organisation
WSP	Water and Sanitation Program
ZINWA	Zimbabwe National Water Authority

## **DEDICATION**

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*To my sons; Marcus Takudzwa and Malvin Tafadzwa, you endured the hardships during my studies, I owe this to you!!!*

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# ABSTRACT

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Urban water governance practices have a great influence on the quality of water services delivered. Infrastructural developments need to be complemented by effective management practices in order to realise full benefits of the intended improvements in water services management. This research aimed at analysing governance in urban water services management in Zimbabwe. In particular, the study analysed the legal framework on urban water governance and its implications on resident participation and citizen feedback in urban local authorities. The study was carried out in all 32 urban authorities in Zimbabwe which are classified into 4 categories: cities, municipalities, towns and local boards. The research was carried out as part of World Bank funded Service Level Benchmarking (SLB) exercise. Formal interviews were held with council employees whilst administering a structured questionnaire. Data collection was done between January 2013 and April 2013 which was the period preceding the harmonised elections of 2013.

The results of the study showed that in Zimbabwe there are no sound regulations on water service delivery standards. The legal framework focused on stipulating the powers of urban councils in relation to water supply. It does not go deeper into issues of accessibility, affordability, quality and quantity of the water to be provided. The study found that the current legal framework is weak in that The Urban Councils Act does not have anything on citizen involvement. There is no mandate on public consultations or citizen feedback. There is no provision for standing committee on water related issues. In all the clauses, the Act states that the council 'may' make by-laws and thus does not make it mandatory for councils to make by-laws. The legal framework does not give councils a mandate, but option to make by-laws. There are no statutory instruments on the conditions of implementation of the by-laws. There are no clauses on the penalties if a council fails to make by laws or adhere to the by-laws provided by the Minister.

Consequently, the urban councils are reluctant to involve water users in urban water service delivery. Elected ward councillors rarely report back to the electorate. Citizen participation structures are there but there are no monitoring mechanisms in place. The study revealed that in the urban local authorities there are channels in place for citizen involvement including suggestion boxes, complaints desks, stakeholder meetings, customer satisfaction surveys and customer call centres although the legal framework is silent on the issue. Some of the implications of such a weak legal framework are reflected in the existence of ineffective feedback mechanisms and a low rate of redressal of customer complaints.

Based on the findings of the study, it is recommended that there is need for the legal framework to address water governance issues such as service delivery standards and citizen involvement aspects. The elected ward councillors should reach out to the residents and hold feedback meetings at least quarterly. Urban local authorities should conduct customer satisfaction surveys regularly, and have citizen score cards to monitor their performance in relation to customer expectations. Customer care should be prioritised, complaints desk with dedicated customer relations official should be put in place, and complaints should be addressed on time.

*Key words: legal framework, urban water governance, citizen participation channels, citizen feedback mechanisms, Zimbabwe urban councils*

# **1. INTRODUCTION**

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## **1.1 Background**

Governance in the water sector has not received the same attention as technical and infrastructure developments (Tropp, 2007). Lack of access to safe water and sanitation is a major challenge affecting the sustainability of human urban settlements globally (WHO/UNICEF, 2010). The recognition by the UN General Assembly in 2010 of water and sanitation as a human right (United Nations, 2010) provides additional political impetus towards the ultimate goal of providing everyone with access to these vital services. In his speech on World Water Day in 2011, the UN Secretary General Ban Ki Moon urged governments to recognize the urban water crisis for what it is — a crisis of governance, weak policies and poor management, rather than one of scarcity (United Nations Department of Economic and Social Affairs, 2011). Coping with the growing needs of water and sanitation services within cities is one of the most pressing issues of this century. Sustainable, efficient and equitable urban water management has never been as important as in today's world (United Nations, 2012).

Water resources management has undergone a major paradigm shift over the years (Allan, 2005; Pahl-Wostl, 2011). The paradigms have shifted from water resources development towards Integrated Water Resources Management (IWRM). The water resources development paradigm was characterised by the construction of large water infrastructure, to meet the water needs of expanding industries (Allan, 2005). In the current paradigm, water resources management is considered to be a political process (Pahl-Wostl, 2011). This makes water governance an important aspect of urban water resources management. In her review of the Australian experience on Integrated Urban Water Management (IUWM), Mitchell (2006) highlighted the inclusion of all stakeholders in planning and decision making processes as one of the principles of IUWM. Moe & Rheingans (2006) cite the tendency to implement water and sanitation interventions without community involvement as one of the universal barriers to progress in water and sanitation access. Alexander, 2002, supports the notion that the

looming water crisis in many parts of the world is as a consequence of a governance crisis rather than shortage or lack of technology.

The 6th World Water Forum 2012 prioritised guaranteeing access to water for all and emphasized the involvement of all stakeholders particularly water users and water consumers since water is not an end in itself but a tool for the development of societies and of livelihoods (World Water Forum, 2012). Chiplunkar *et al.*, (2012) highlighted that sound governance could help create a favourable environment to increase both public and private sector investments and to ensure that much needed investment is used correctly and efficiently. In India, the city of Bangalore achieved real progress in improving the quality and cost effectiveness of its public services after implementing social and participatory approaches to water governance (Paul, 2007). African countries lack human, economic and institutional capacities to effectively develop and manage water resources sustainably (WHO/UNICEF, 2006). The continent faces huge challenges in achieving the Millennium Development Goals (MDGs), (UNDP, 2013).

At independence in 1980 Zimbabwe inherited a well-developed urban sector. Access to urban water supply decreased from 97% in 1990 to 60% in 2008, and the availability of water dropped from 24 hours to 6 to 8 hours a day (WHO ; UNICEF, 2010). This could be a result rising urban population without corresponding improvements in water infrastructure. The African Minister's Council on Water (AMCOW) 2012 report on Zimbabwe listed the increase in accountability of urban service providers to consumers as one of priority actions of urban water supply.

Manzungu & Mabiza (2004) studied how stakeholder participation was being implemented in urban areas in Zimbabwe, focusing on Upper Manyame sub-catchment, particularly Harare. The study was limited and meant to obtain information for the design of a more comprehensive study. The results of the study showed that communication between water institutions and the stakeholders was flawed. Wellington & Chirisa (2009) highlighted that Zimbabwe has a great task in restoring the confidence of the ordinary residents in the urban council. Murinda (2012) carried out a study to compare the management of urban water supply systems under different management models in small towns. The findings showed that there is poor customer care service from water service management institutions which have also contributed to the poor

service delivery. The current problems in urban water governance in Zimbabwe need both technical and social approaches to solve them. Participatory management and stakeholder involvement are becoming increasingly important and new management practices that involve many stakeholders must be adopted.

The Urban Councils Act of 1996 provides guidelines for councils to make by-laws on water governance. The by-laws encompass the duties of consumers and the mandate of the council towards supply and distribution of water. The aim is to ensure provision of adequate supplies of water (Government of Zimbabwe, 1996). The water policy of 2013 describes urban councils as water service authorities who have a duty to ensure efficient, affordable and sustainable access to water services for current and potential consumers (Government of Zimbabwe, 2013). It stipulates that water service providers should have service targets and performance standards together with monitoring schedules and penalties for non-delivery and non-compliance.

## **1.2 Problem Statement**

The economic crisis in Zimbabwe in the past decade affected urban councils' ability to provide adequate continuous water supply. In return, water users and consumers were reluctant to pay their tariffs. This worsened the already deteriorating situation. There is need to improve accountability of urban service providers to consumers (AMCOW, 2012). The previous studies on urban water management (Manzungu & Mabiza, 2004; Wellington & Chirisa, 2009; Murinda, 2012) highlighted the need for urban local authorities to restore customer confidence. The studies focused on the problems being experienced in water services delivery and management authorities. They did not explore much on the legal framework on urban water governance. There is therefore a need for studies to analyse urban water governance in relation to the prevailing legal framework and its impact on stakeholder participation and citizen feedback mechanisms in urban water supply in Zimbabwe's urban local authorities.



## **1.3 Research Objectives**

### **1.3.1 Main Objective**

The main objective of this research is to analyse the legal framework in urban water governance and its implications on resident participation and citizen feedback in urban local authorities.

### **1.3.2 Specific Objectives**

- 1) To analyze the existing legal framework on service delivery standards on urban water services delivery in the urban councils.
- 2) To analyze the existing legal framework on citizen involvement in urban water services delivery in the urban councils.
- 3) To analyse the implications of the legal framework in improving urban water services delivery.

## **1.4 Research Questions**

- 1) What is the existing legal framework on urban water governance?
- 2) What are the channels used for residents' participation and citizen feedback mechanisms in urban water services delivery?
- 3) What are the effects of the legal framework on urban water governance?

## **1.5 Scope and Limitations**

The study analyses water governance in urban local councils of Zimbabwe. The focus is on the existing legal framework in the country on service delivery standards and citizen involvement in water governance as well as the implications of the legal framework on water service delivery. The research was carried out in all 32 urban councils of Zimbabwe but does not cover rural councils. The study covers water governance in urban water services delivery. Although it is difficult to separate water from sanitation issues, the study dwells on water supply only and does not include sanitation services. The information was obtained from the council employees only and no information was sought from water users or representatives of the residents such as councillors or residents associations. Governance is a broad subject but the study concentrated on participatory management and the legal framework in urban water services delivery.

## **1.6 Structure of the thesis**

This thesis is divided into five parts. The first chapter starts with the background on the challenges in the urban water sector. It highlights the universal call for stakeholder involvement in urban water management. The chapter then includes research problem, research objectives, research questions and scope and limitations. Chapter two has literature review on management approaches in water resources management, cases and methodologies of stakeholder involvement and feedback mechanisms in urban water management. Chapter three describes the study area, the materials and methods used to collect and analyse data for the study in order to fulfil the objectives. Chapter four gives a presentation of the results and discussions, according to the objectives. It also includes statistical analysis. Chapter five gives conclusions and recommendations. It ends with recommendations for further studies.

## **2. LITERATURE REVIEW**

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### **2.1 Introduction**

This chapter focused on the review of existing relevant and existing and recent information about water governance. It assesses challenge in urban water management, the approaches to water governance, resident involvement in water management as well as the legal framework guiding water governance. Literature used includes books, internet, journals and other relevant articles. The literature provides the basis for discussion and recommendations based on established schools of thought.

### **2.2 Challenges in urban water management**

There is a direct correlation between the countries most lacking in water services and those with poor governance (World Bank, 2004; UN, 2005). Governance in the water sector has very little responsiveness to citizens and the emergence of IWRM has led to a transformation from state centred to more inclusive and pluralistic ways of making decisions within the water sector (Tropp, 2007). The same sentiments were also supported by Plummer & Tom (2009) who emphasized that future efforts to improve levels of access to water will depend on addressing the underlying crisis of governance in water services. Baietti & Ginneken (2006) attempted to explain the urban water management challenges in the vicious spiral of performance decline of utilities shown in Figure 2.1.

In Figure 2.1, the role of consumers has a great impact on the performance of water utilities. Low tariffs coupled with low revenue collection can lead to inefficient water use by the consumers resulting in high usage and system losses translating to high maintenance costs. As a consequence, service delivery deteriorates and the consumers become unwilling to pay even the low cost, in the end the council relies mainly on subsidies from the state, which usually fail to materialise. Utilities eventually fail to pay wages and other costs, and the system assets go down the drain leading to a crisis which needs huge rehabilitation costs.

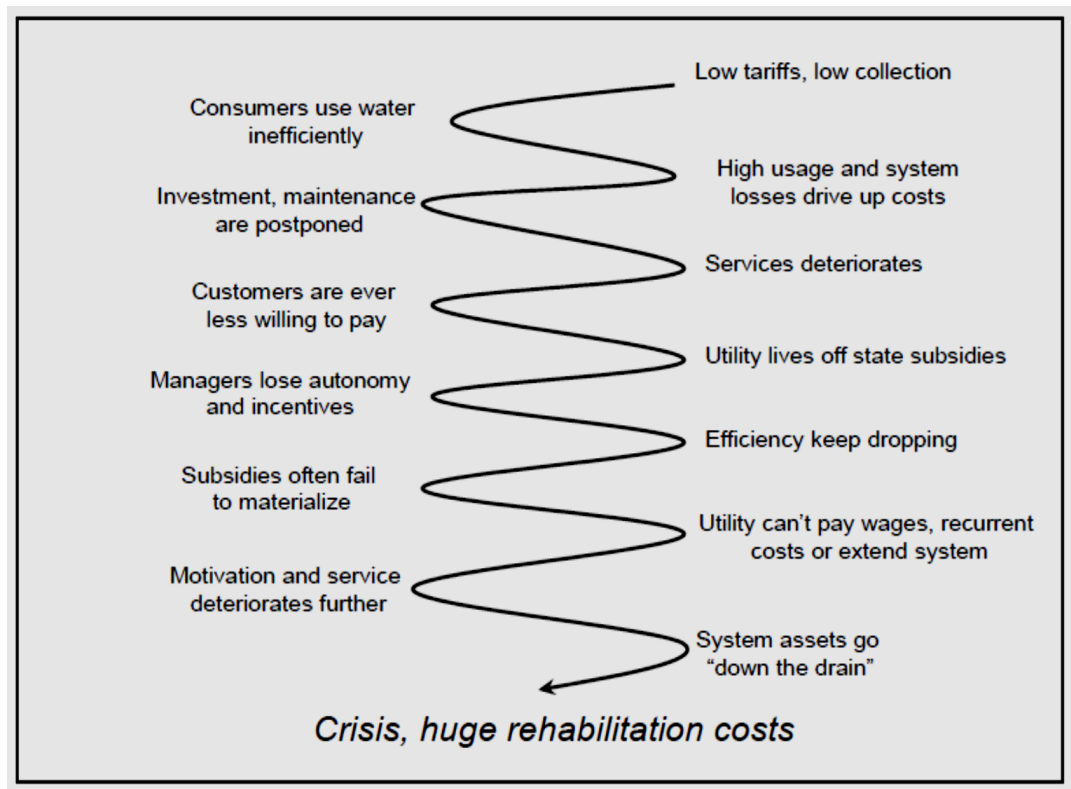


Figure 2.1: The vicious spiral in urban water management

Adapted from: Baietti & Ginneken (2006)

For effective water governance, approaches have to be transparent, inclusive, and coherent. Integrative operations should be accountable, efficient, responsive and sustainable (Rogers & Hall, 2003). Additional finances in the water sector are unlikely to translate into improved service outcomes unless wider governance issues are addressed. Winpenny, & Camdessus, 2003 described that governance in water services is about engaging civil society and establishing a functioning social contract between the government and its citizens to bring about effective basic services. Tropp (2007) highlighted the need for new knowledge and capacity development. In response to water governance challenges, he emphasized the need to shift from technocratic approach and adopt the socio-cratic approach. The two approaches are summarised in Table 2.1.

*Table 2.1: Techno-cratic and socio-cratic approaches to water governance*

<b>Conventional knowledge and capacity (Technocrats)</b>		<b>New knowledge capacities that need to be further developed (Socio-crats)</b>	
1)	Managing things	1)	Managing people and processing
2)	Top down approach	2)	Bottom up approach
3)	Blue print	3)	Knowledge sharing
4)	Measurement	4)	Mediation/interpretation
5)	Construction oriented	5)	Process oriented
6)	Standardisation	6)	Diversity
7)	Disciplinary knowledge based on technological know-how and natural sciences.	7)	Multidisciplinary knowledge based on understanding of society and nature that can facilitate integrative approaches.
8)	Physical information is produced pertaining to hydrology, geology etc.	8)	Socio economic information is produced pertaining to income levels and consumption patterns.

Adapted from Tropp (2007)

The socio-crats approach focuses on governance. In 2000, the Second World Water Forum addressed governance as the issue that must be addressed to deal with shortages of water resource and services (World Water Forum, 2000).

### **2.3 Approaches to water management**

The increasing awareness of the complexity of environmental problems and of human–technology–environment systems has encouraged the development of new management approaches (Pahl-Wostl, 2002). The approaches are based on the insight that the systems to be managed are, in broad terms, complex, non-predictable and characterized by unexpected responses to intervention. When an engineer analyses a water stress situation, he is most likely detect technical problems such as inefficient use of available technologies whereas a social scientist will perhaps see the problem as rooted in the perceptions of individuals or in a lack of awareness of declining water resources. Some efforts have been made to develop specific participatory decision-making approaches for water resources management. Hoffmann & Bruce (1998) report about the ‘RESPECT’ model that argues for the importance of research, equity, sustainability, participatory decision making, education, communication and trust. Water management has undergone paradigm shifts with the new water management paradigm emphasising the importance of the human and governance dimensions that were largely neglected in the previous technical- dominated approach (Pahl-Wostl, 2011).

Allan (2003) offered a particularly rich understanding of the influence of paradigms on water management, describing five dominant water management paradigms relevant to the history of water-scarce economies. The **first paradigm** is associated with pre-modern communities with limited technical or organisational capacity. The **second paradigm** is that of industrial modernity. Industrial modernity manifested as the hydraulic mission of the mid-twentieth century. The **third paradigm** is the change of water allocation and management priorities inspired by the environmental awareness of the green movement. The **fourth paradigm** was inspired by economists who had drawn the attention of water users in the North to the economic value of water and its importance as a scarce economic input. The environmental and economic phases are still in train. It is argued here that they are being supplemented by a new **fifth paradigm**, which is based on the notion that water allocation and management are political processes. It has brought forward approaches, which include participation, consultation and inclusive political institutions to enable the mediation of the conflicting interests of water users and the agencies which manage water. The inclusive political process of the fifth paradigm requires that the interests of civil society, hierarchy (government), social movements and the private sector are included in the policy making discourse (Thompson, *et al.*, 1990). A summary of the water paradigms is shown in Table 2.2

Table 2.2: Paradigm shifts in water resources management

<b>Water management paradigm</b>	<b>Inspiration</b>	<b>Sanctioned assumptions &amp; sanctioned evidence/ paradigm information/ approaches for water policy and reform</b>
<u>Pre-modern</u> <u>Paradigm 1</u>	Local secure provision	Domestic & livelihood water
<u>Industrial Modernity – in water management the late nineteenth century</u> <u>Paradigm 2</u>	Hydraulic mission	Nature can be controlled
<u>Late modernity</u> <u>Late 1970s and 1980 is a relevant moment in the water sector in the North</u> <u>Paradigm 3</u>	Environmental security	Nature cannot be controlled <b>Environmental considerations are prime.</b>
<u>Significant from about 1990</u> <u>Paradigm 4</u>	Economic efficiency	Water is an economic resource. <b>Economic principles are prime.</b>
<u>Significant from the late 1990s</u> <u>Paradigm 5</u>	Participatory, inclusive, integrated approach	Integration of professional discourse is a political process. Water allocation and management is a political process

Adapted from Allan (2003)

Gleick (2000) attempted to explore the changing water paradigm, looking at 21<sup>st</sup> century water resources development. Water resources development around the world has taken many different forms and directions since the dawn of civilization. From the 1990s, the emphasis focused on water management for socio-economic development, physical planning and environmental protection. The approach shifted to sustainability and public participation. Today, IWRM is the talk of the day with emphasis on stakeholder participation. At the global level, the United Nations (UN) has held several summits on water since its formation in 1945 and a number of declarations have been made. The summits relevant to IWRM are summarized in Table 2.3

*Table 2.3: World Summits in support of IWRM*

<b>Year</b>	<b>International Water Policy Sector Developments</b>	<b>Key principles/issues/ targets agreed upon</b>
1992	International Conference on Water and Environment, Dublin	Harmonization of development and environment; participatory approach to management ; gender mainstreaming in the provision and management of water; recognition of water as an economic good; management of international watersheds endorsed and backed by international agreements.
2000	2nd World Water Forum, The Hague	Call for coherent national and, where appropriate, regional and international policies to overcome fragmentation, and for transparent and accountable institutions at all levels for IWRM.
2002	World Summit on Sustainable Development, Johannesburg	By 2005 each state should prepare its IWRM policies including its efficient use of water plan.
2003	3rd World Water Forum, Kyoto	By 2005 each state is encouraged to prepare its plan of IWRM and its water efficiency plan.
2005	World Summit on MDGs	Added an important proviso to the 2002 WSSD Plan of Implementation (JPOI): foreign assistance should be provided to developing countries in preparing IWRM and water efficiency plans as part of comprehensive national development strategies to achieve the MDGs.
2006	4th World Water Forum, Mexico	Expressed awareness and responsibility of local and regional leaders concerning water and sanitation and called on national governments for a more effective partnership in IWRM implementation.
2009	5th World Water Forum, Istanbul	UNESCO IWRM Guidelines on Consensus for Local and Regional Authorities for water management in the face of global changes.

Adapted from Gupta 2012

## 2.4 Integrated Water Resources Management

The fifth paradigm brought about IWRM. The IWRM concepts promote good governance. The IWRM principles and relations to governance are summarized in Table 2.4

Table 2.4: IWRM concepts and relations to water governance

IWRM concept	Relation to water governance
Water is a finite and vulnerable resource	Water is required for many different purposes, functions and service, so there is need for a holistic approach to management
Real participation only takes place when stakeholders	Participatory approach is the only means for achieving long lasting consensus and common agreement
Women play a key role in the collection and safeguarding of water	Gender needs should be part of the overall policy framework which can ensure that policies on programs and projects address the differences in experiences and situations
It is vital to recognize first the basic right of all human beings to have access to clean water and sanitation at an affordable price	Water tariffs affect behavior towards efficient water usage and reflects consumers' willingness to pay for additional investments in water services

Adapted from GWP (2004)

## 2.5 Approaches to stakeholder involvement in urban water management

Several approaches have been implemented in urban water governance. This study looked into detail three management approaches. These are action based approach, accountability tools approach and social accountability approach.

### 2.5.1 Action based approach

Bill Todd (2004) defined action based approach which outlines specific roles that each actor performs. There are three actors in the model; the citizen, the government and the service provider. The roles of each actor and how they relate are summarised in Table 2.5.

Table 2.5: Action combination approach

ACTORS	ACTION	TOWARDS OTHER ACTORS
1) Citizens	Delegate Finance, Enforce	Government Service Providers
2) Government	Delegates, Informs Finances, Enforces Informs	Service Providers Service Providers Citizens
3) Service Providers	Perform Inform	Citizens Governments

Source: World Development Report (2004)



There are basically two routes; the short route and the long route. The short route is the direct link between the citizens and the service provider. The long route links the citizens to the government then the government to the service providers. Delegation is the assignment of responsibilities. Financing is the ability and willingness-to-pay including taxation. Performing considers standards and benchmarks, professional and technical competence and accountability for public expenditure. Informing includes public hearings, citizen score cards, tracking surveys. Enforcing encompasses complaints mechanisms and management authorities' electoral processes. In the short route, the citizens delegate to and finance both service provider and government. They also enforce the government through electoral process and the service providers are enforced through consumer choice and feedback and management. In the long route, citizens' finance and delegate to government. The government then funds service providers and enforces performances. It has to perform for and inform its citizens, in terms of what they have delegated to it and what it has done with the financing. Service providers have to perform and inform citizens and service users. They also inform government which has been entrusted by citizens to organise public service delivery (WDR, 2004). The Zimbabwean set up fits into the action based approach with the MLGPWNH representing the government and local urban authorities and ZINWA being service providers.

## 2.5.2 Accountability tools approach

Muller *et al.* (2008) designed a model which takes into consideration, social accountability tools. The model is summarised in Table 2.6:

Table 2.6: Accountability tools model

Social accountability tool	Relevant action
Information	Community outreach and specific user meetings. Publication of performance data. On demand information provision.
Consultation	Forest surveys. Retrospective performance and perception surveys. Structured consultation processes. Membership on advisory bodies.
Participation	Membership in decision making bodies. Involvement in the execution of specific utilities' activities. Participatory budgeting. Ownership of utility.
Redress/ recourse	Utility complaint mechanisms. Legal recourse and redress.

Adapted from Water Notes (2008)

Information on water delivery services can be disseminated in various ways including; brochures and posters at service centre, publishing of annual reports, attaching information to bills and outreach programs. Consultation involves seeking and listening to user opinions, undertaking appropriately designed customer satisfaction surveys, public hearings and advisory committees. Participation includes formal voting rights for consumer representatives in decision making bodies. Redress encompasses complaint systems. In order for the approach to be successful, the relevant tools and actions should match the utility and its environment (Muller *et al.*, 2008).

### 2.5.3 Social accountability approach

Velleman *et al.* (2010) suggested mechanisms for joint action. The mechanisms enhance social accountability, thereby leading to improvement of services. The method is shown in Table 2.7

Table 2.7: Social accountability approach

Elements	Activities		Linking mechanisms for joint action
	Users	Providers	
Information and consultation	Gathering information	Sharing information	Dialogue and joint needs
Standards setting and regulations	Generating indicators	Self-regulation	Assessment mechanism Agreed/ defined regulatory functions and performance indicators e.g. citizen charter
Performance monitoring and feedback	Collective monitoring	Seeking user opinions	Implementation of partnership approaches and participatory monitoring e.g. user membership in decision making bodies
Redress and recourse	Complaints/legal recourse	Grievance mechanism	Third party complaints mechanism

Adapted from Water Aid Report (2010)

The method is participatory in that both users and providers have specific roles for each objective and corresponding mechanism.

## 2.5.4 Levels of stakeholder participation

The nature of stakeholder involvement can range from being ignored to self-management (Biggs & Grant, 1998). Stakeholders can be ignored, controlled or manipulated informed, consulted, or reach self-management stage where the community makes its own decisions. The gradations of stakeholder participation are shown in Figure 2.2.

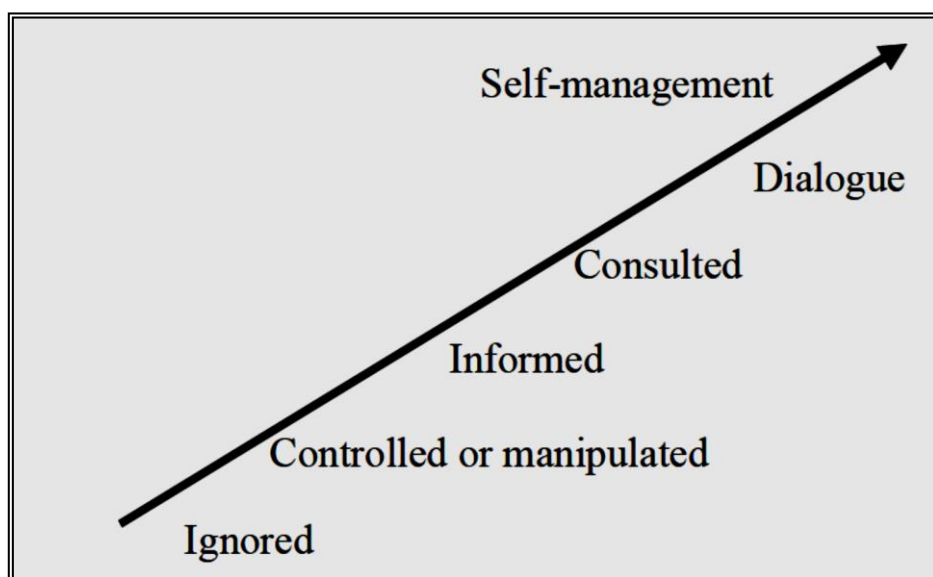


Figure 2.2: Gradations of stakeholder participation

Adapted from Van de Kerkhof & Wieczorek, (2005)

At the initial stage, when stakeholders are ignored, they are not involved at all. The top-down approach dominates. The next stage when stakeholders are controlled or manipulated, decisions are made on stakeholders' behalf without input from stakeholders. The other stages are explained in the toolkit in Table 2.8.

Table 2.8: Toolkit for stakeholder participation

Goal	Public Participation
Inform	To provide citizens with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and solutions.
Consult	To obtain citizen feedback for decision makers. To work directly with citizens throughout the process to ensure that their concerns are consistently considered in decision making processes.
Dialogue	To partner with stakeholders in each aspect of decision making including the development of alternatives and the identification of the preferred solution.
Self-management	To place final decision-making in the hands of the citizens.

Source: Stakeholder engagement toolkit (2007)

## **2.6 Residents involvement and citizen feedback mechanisms case study**

Many countries have adopted different methodologies in stakeholder involvement. The World Bank carried out a study on well performing public utilities (World Bank, 2006). The study revealed the most common channels for residents' participation and feedback mechanisms as outlined in Table 2.9.

*Table 2.9: Residents' participation channels and feedback mechanisms*

<b>Participation channels</b>		<b>Feedback mechanisms</b>	
1)	Suggestion boxes	1)	Press
2)	Customer surveys	2)	Radio
3)	Ward committee meetings	3)	Authority's website
4)	Alliance meetings	4)	Newspaper adverts
5)	Focus groups	5)	Flyers
6)	Feedback forms	6)	Alliance meetings
7)	Point of service surveys	7)	Ward committee meetings
8)	Customer advisory committees	8)	TV
9)	Public meetings	9)	Letters to households
		10)	Internet
		11)	Speaker car
		12)	Public notices
		13)	Local media
		14)	Public meetings
		15)	Flyers sent with customer bills

Adapted from World Bank 2006

The detailed results from the study are shown in Table 2.10

Table 2.10: Results of case studies on participation channels and citizen feedback mechanisms

Country and Authority	Channels for residents participation	Feedback mechanisms	Nature of complaints	Complaints addressed (%)
Poland, AQUA	Anonymous poll held every few years	Press, Radio, Company's website	House connections	100
Vietnam, HPWSC	Suggestion boxes	Newspaper adverts, Radio, Letters	House and block connections	95
South Africa, JNB Water	Customer surveys, Suggestion boxes, Ward committee meetings	Press, Radio Ward committee meetings	House connections	----
Uganda, NWSC	Customer surveys, Suggestion boxes, Alliance meetings.	Flyers, Radio Newspaper adverts, Alliance meetings	House and bulk connections, Water kiosks	95-100
Burkina Faso, ONEA	Customer surveys	Newspaper adverts, Radio Television	Bulk water, House connections, Public stand post	-----
Singapore, PUB	Customer surveys, Focus groups, Suggestion boxes, Feedback forms	Notices, Internet, Newspaper adverts, Radio and TV announcements	House connections	99
USA, PWD	Point of service surveys, Customer Advisory Committee	Flyer sent with bill, Letters to households, Adverts in local newspaper	Household connections	100
Brazil, SANASA	Customer Surveys	Newspapers, Internet, Radio, Speaker car	House and block connections	100
UK, Scottish Water	Customer and point of service surveys, Focus groups, Public meetings, NGOs	Public notices, Local media, Public meetings, Mail, Internet	Metered or unmetered house connections	100
Mexico, SIMAPAG	Customer surveys, Suggestion boxes at the utility's office	Flyers sent with customer's bill, Newspapers, Radio, Speaker car	House connections, Block connections	100
Tunisia, SONEDE	Customer surveys, Suggestion boxes	Newspaper adverts, Radio, TV	House connection, Public stand post	90

Adapted from Baietti et al., (2006)

The findings from the case studies have shown that the well performing urban authorities in the world carry out customer surveys and have suggestion boxes as channels for resident participation. The print and electronic media is the major form of feedback mechanisms. The well performing public utilities prioritise redressing of customer complaints which are mainly household connections.

## 2.7 Zimbabwean legislation on urban water governance

The Zimbabwean legislature has guidelines on urban water services management. These are contained in the Constitution of Zimbabwe 2013, The Urban Councils Act (29.15) of 1998 and the Zimbabwean Water Policy of 2013. The guidelines are summarised in Table 2.11

Table 2.11: Zimbabwe legislature on urban water governance

Concept	Constitution of Zimbabwe (2013)	Urban Councils Act (29.15)	Zimbabwe Water Policy of 2013
The human right to water	Every person has the right to safe clean and portable water; the state must take legislative and other measures within the limits of the resources available to it, achieve the progressive realisation of this right.	Urban councils should ensure adequate supplies of water.	All urban water users should enjoy adequate, continuous, readily accessible, safe, hygienic, sustainable and affordable domestic water and sanitation services provided by accountable, efficient, coordinated, funded and capacitated institutions.
Water management guidelines	Local authorities have a power to make by-laws, regulations, or rules for the effective administration of the areas for which they have been established	The council is expected to make by-laws on regulations of supply and distribution of water, these include:., 1) fixing the duties of consumers in respect of settlement of disputes as to the amount of water or tariff applicable 2) the maximum quantity of water that may be consumed on any specified premises during any specified systems 3) cutting off the supply of water after not less than 24hours notice on account of failure to pay charges in contravention of any by-laws relating to waste misuse or contamination of water	Urban local authorities can contract water service providers, the contracts should include service targets and performance standards together with monitoring schedules and penalties for non-delivery and compliance
Urban governance	Urban local authorities are managed by councils composed of councillors elected by registered voters in the urban voters concerned and presided over by elected mayors and chairpersons	Council meetings should be held at least once a month and should be open to the public and press	Designates urban councils as water services authorities who have the duty to ensure efficient, affordable and sustainable access to water services for current and potential consumers

Source: Zimbabwe Government Printers (2013)

## **2.8 Chapter summary**

Governance presents a major challenge to water services delivery. The chapter reviewed the challenges in urban water governance and explored the some of the approaches to water management. It reviewed the role of consumers in the success of urban water services delivery. It explored the paradigm shifts in water resources management over the years from pre-modern infrastructural development to present day IWRM. The chapter also looked at the case studies on residents' involvement and citizen feedback mechanisms in well performing urban authorities of the world. It winds up a review of the legal framework on urban water governance in Zimbabwe.

## **3. MATERIALS AND METHODS**

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### **3.1 Research design**

The research centred on the legal framework on urban water service delivery standards and consumer participation channels including citizen feedback mechanisms. It focused on the analysis of water governance in urban local councils of Zimbabwe. It was carried out in all the 32 urban councils in Zimbabwe. Preliminary sampling was not done. A comprehensive study of all the urban councils was carried out. This was due to anticipated possibilities of variation in governance. The guiding legal framework, The Urban Councils Act, Chapter 29:15 of 1996 allows every council to make its own by laws in matters concerning water governance, thus leaving room for non-uniformity in urban governance.

Formal interviews were held with council employees whilst administering a structured questionnaire. No information was sought from the citizens or their representatives. Data collection was done in the period preceding the 2013 harmonised elections making it sensitive and risky to hold meetings with the public as they could be mistaken for political meetings.

### **3.2 Description of study area**

Zimbabwe is a landlocked country in Southern Africa with an approximate population of 13 million people (ZIMSTAT, 2012). The population of the study areas constitute about 31.1% of the national population. The urban local authorities are classified into four categories. These are cities municipalities; town councils and local boards. The classification is according to Statutory Instrument 50 of 1997 (Government of Zimbabwe, 1997). The classification is based on:



- 1) Size and population of town
- 2) Extent to which a town provides employment opportunities,
- 3) Total valuation of property,
- 4) Extent of use of the local board or growth point as a district centre for commercial, industrial, mining, agricultural, financial and administrative purposes,
- 5) Centre for state services, road network, postal and telecommunications, tourism,
- 6) Standard of marketing and shopping facilities
- 7) The range of specialist, professional banking and other services and growth rate.

The largest is called city, followed by municipality, then town council and lastly local board. The urban councils studied and their populations are shown in Fig 3.1.

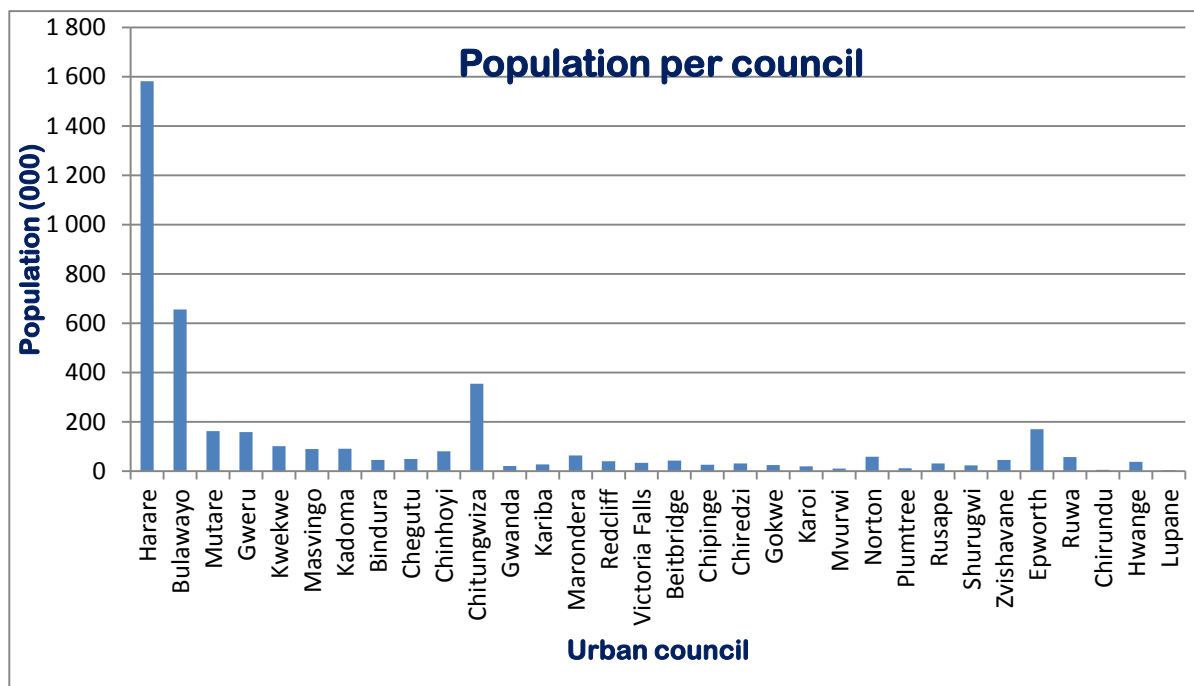


Figure 3.1: Population for the councils under study

Source: ZIMSTAT Census 2012

The geographical location of the study area is shown in Figure 3.2

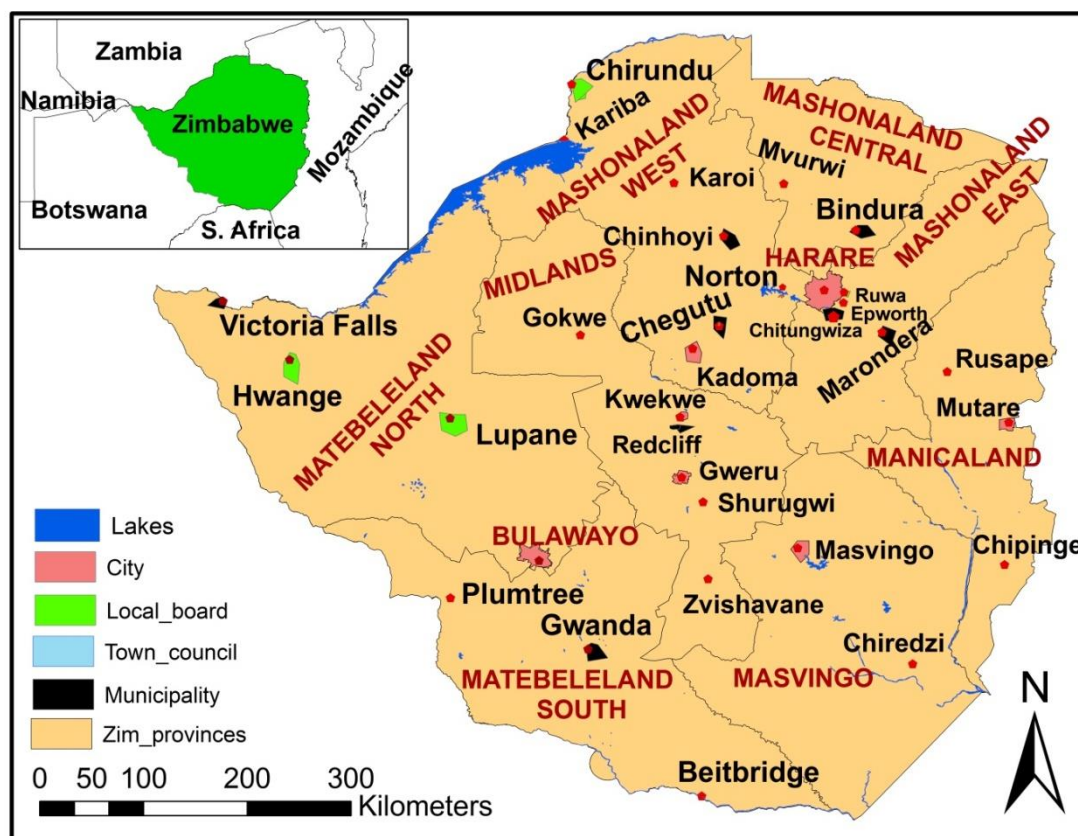


Figure 3.2: Map showing geographical location of the councils

Source: Drawn by Pachawo (2013)

The figure excludes Chirundu and Lupane whose population could not be ascertained as the wards were considered rural during 2012 census enumeration. Of the 32 urban councils of which seven are cities, nine municipalities, 11 town councils and five local boards. There are ten provinces in Zimbabwe. The respective councils per province and their categories are shown in Table 3.1.

Table 3.1: Categories of urban local authorities in Zimbabwe

Province	City	Municipality	Town Council	Local Board
Harare	Harare	Chitungwiza		Epworth, Ruwa
Bulawayo	Bulawayo			
Midlands	Gweru, Kwekwe	Redcliff	Shurugwi, Zvishavane, Gokwe	
Manicaland	Mutare		Rusape, Chipinge	
Masvingo	Masvingo		Chiredzi	
Mat. North		Victoria Falls		Hwange, Lupane
Mat. South		Gwanda	Plumtree, Beitbridge	
Mash. West	Kadoma	Chinhoyi, Chegutu, Kariba	Karoi, Norton	Chirundu
Mash. Central		Bindura	Mvurwi	
Mash. East		Marondera		

Source: CSO 2012

The local urban councils get raw water from Zimbabwe National Water Authority (ZINWA). The councils then treat the water and distribute to the consumers. However, in areas like Gokwe, Hwange, Lupane, Plumtree, Beitbridge, Karoi, Chirundu and Mvurwi, ZINWA manages the whole water distribution network. In Gwanda, ZINWA supplies bulk treated water to the council and then the council distributes to the consumers. Redcliff gets bulk water from Kwekwe city council.

### 3.3 Research Instruments

A structured questionnaire was used in the study, (Appendix 1). The framework of the questionnaire was adapted from Urban Governance Index (UGI), (Appendix 6) as outlined by the UN Global Campaign for Urban Governance. The questionnaire was then designed to suit the purpose of the research. The questionnaire had six indicators; five were adopted from the 25 indicators in the UGI. The sixth indicator was adopted from the SLB questionnaire on Water Supply. The indicators used per objective are shown in Table 3.2

*Table 3.2: Indicators used in the study*

Objective	Indicator	Description
To analyse the existing legal framework on water services delivery	Existence of published performance delivery standards	Presence or absence of a formal publication of performance standards for water services delivery by the local authority.
	Existence of citizens charter on right of access to basic services	Presence or absence of a signed, published statement (charter) which acknowledges citizens' right of access to basic services.
Analysis of the existing legal framework on citizen involvement in water governance	Public forum	Gatherings like public consultations, councillor's feedback meetings, advisory committees, stakeholder meetings
	Facility for citizen complaints	The existence of a facility established within the local authority to respond to complaints and a local facility to receive complaints and information on corruption.
	Customer satisfaction surveys	The existence and frequency of a survey on consumers' satisfaction with the local authority's services.
To analyse the implications of the legal framework on citizen involvement in urban water governance	Customer feedback mechanisms	These are facilities established within the urban local authority to respond to complaints.
	Efficiency in redressing of customer complaints	The total number of water supply related complaints redressed within twenty four hours of receipt as a percentage of the total number of water supply related complaints received within the 24 hours.

Adapted from United Nations Habitat (2003)

The questionnaire was designed such that the responses could be analysed using appropriate statistical tools.

### **3.4 Data collection procedure**

This study was done as part of World Bank-funded Service Level Benchmarking (SLB) exercise. Data collection was done between January and March 2013. The information collected was for the period January 2012 to December 2012. Interviews were conducted with council officials from each local authority. Some of the photographs taken during data collection are shown in Figure 3.3.



*Figure 3.3: Data collection in Ruwa and Chitungwiza*

Pictures by Mangoro (2013)

The key informants included the town clerk/town secretary, the chamber secretary, the town engineer, director of finance, director of health services, director of engineering, director of housing, public relations officer and other senior personnel. These officials were selected on the basis that they are responsible for decision making and day to day running of council activities. During the interview sessions the researcher recorded the responses.

### **3.5 Data Presentation and Analysis**

Statistical Package for Social Sciences (SPSS) was used to process the data. Data was presented in the form of tables, pie charts and bar graphs. Data from interviews was enumerated in preparation for analysis in SPSS.

## 4. RESULTS AND DISCUSSION

The chapter presents the findings of the study. It starts by presenting the analysis of the existing legal framework on service delivery standards in Zimbabwe which is indicated by the existence of published performance delivery standards and existence of citizen charter on the rights of citizens. It then shows the analysis of the legal framework the promote citizen involvement in water governance and this is shown by indicators such as the existence of channels for citizen involvement participation in the urban councils including public forums and customer satisfaction surveys. Finally the chapter presents an analysis of the implications of the legal framework on citizen involvement in urban water governance and this is indicated by the existence of feedback mechanisms and the efficiency in re-dressing of citizen complaints.

### 4.1 An analysis of the existing legal framework on service delivery standards in Zimbabwe

#### 4.1.1 By laws on service delivery standards at national level

The Urban Councils Act (1996) Chapter 29:15 has provisions on urban water supply. The findings are summarized in Table 4.1

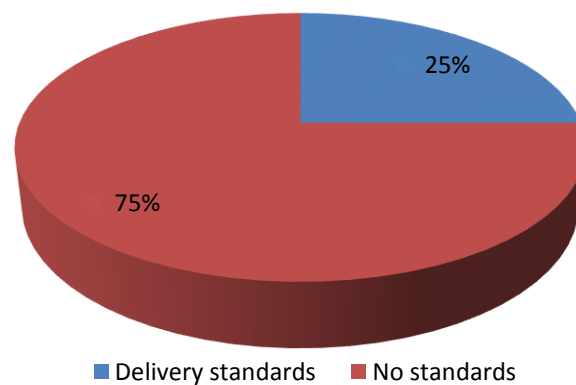
Table 4.1: Legal provisions on water services delivery standards

SECTION	PROVISION
69	A council may make by laws on the following: 1) The regulation and rationing of the supply and distribution of water. 2) Maximum quantity of water that may be consumed on any specified premises during any specified period. 3) The purposes for which, the manner in which or the periods during which water may not be used or applied. 4) Cutting off the supply of water, after not less than 24hrs notice, on account of; failure to pay any charges which are due and the contravention of any by laws relating to waste, misuse or contamination of water. 5) Testing and inspecting of water mains. 6) Fixing the duties of consumers in respect of meters and the settlement of disputes as to the amount of water supplied or the tariff applicable.
183 (1)	A council may provide and maintain a supply of water within the council
183 (2)	A council may enter into agreements for the purchase and sale of water and for any other thing necessary in connection with the maintenance and supply of water
233	The Minister may make by laws on behalf of the council if the council fails to do so.
308	A council shall ensure that a copy of the Urban Councils Act, together with any regulations and by-laws made or deemed to have been made in terms of the Act which are applicable to the council area, are available for inspection by any person at the office of the council during office hours

In all the clauses, the Act states that the council ‘may’ make by-laws and thus does not make it mandatory for councils to make by-laws. It goes on further to state that the Minister may make by-laws if the council fails to do so. There are no clauses on the penalties if a council fails to make by laws or adhere to the by-laws provided by the Minister. There are no guidelines on the conditions of implementation of the by- laws.

#### **4.1.2 Existence of published performance delivery standards in councils**

Urban councils may publish performance delivery standards. These are formal publications by the local authority of performance standards for key services delivered. These regulations are by- laws drafted by urban councils and approved by the respective minister to provide a good framework for defining roles and responsibilities of all stakeholders in water services delivery. The findings of the study are shown in Fig 4.1



*Figure 4.1: Existence of published performance delivery standards*

The results indicated that the majority of the local authorities (75%) do not have published performance delivery standards while few (25%) had published performance delivery standards.



#### **4.1.3 Existence of citizen charter on right of access to basic services**

A citizen charter spells out to citizens the level and quality of services they are entitled to receive. The study found that none of the authorities had a citizen charter. The results indicate the complete absence of published formal regulations on the expected standard of services in Zimbabwe's urban authorities.

The results of the study showed that in Zimbabwe most urban authorities do not have the by-laws on service delivery standards and that not even one urban council have a service charter on the right of access to basic services. This is mainly due to the clauses in the legal framework on the issue of making by-laws by the councils which does not make it mandatory for the authorities to make by laws for water governance.

Paul (2002), undertook a study to review the existence of citizen charters in the state government of India. His study revealed that the Tamilnadu State Government introduced 'Citizens Charter' in all the urban local bodies as part of its commitment to enhance the responsiveness and effectiveness of the civic services rendered by the urban local bodies. The citizen charter improved the transparency and effectiveness of the local body administration in India. Similarly, (Kidjee., 2012) in a study to investigate the impact of implementing citizen charters in the urban councils of Philippines showed that after 3 years of implementation the citizen charters contributed much to increasing transparency and promotion of integrity in urban councils as such the Zimbabwean government should emulate from India and Philippines and improve on water governance.

## 4.2 An analysis of the existing legal framework on citizen involvement in Zimbabwe

### 4.2.1 By laws on citizen involvement at national level

The Urban Councils Act (1996) Chapter 29:15 has provisions on meetings and standing committees. The findings are summarized in Table 4.2

Table 4.2: Legal provisions on citizen involvement in urban water services delivery

SECTION	PROVISION
87	<p>Subject to subsection (2), every meeting of a council shall be open to the public and the press;</p> <p>i) If at any meeting, a council considers that any matter to be discussed at that meeting can be more conveniently and advantageously discussed in private, the council may, resolve itself into committee and exclude the public and the press, and any resolution adopted whilst in committee shall have full effect as a resolution to the council.</p> <p>ii) Provided that the council in the committee may invite representatives of any authority or board concerned with local government functions to attend meetings of the council in committee as observers.</p>
96	<p>Subject to this section and section 97, a council may appoint one or more standing committees and vest in the committees such of its function as it thinks fit;</p> <ul style="list-style-type: none"><li>• every council shall appoint a finance committee which shall be responsible for regulating the financial affairs of the council in accordance with standing orders and by-laws of the council</li><li>• every council shall appoint a health and housing committee which shall be responsible for health and housing matters relating to the council</li><li>• Every council shall appoint an environmental management committee which shall be responsible for environmental matters relating to the council.</li></ul>
308	<p>A council shall ensure that a copy of the Urban Councils Act, together with any regulations and by-laws made or deemed to have been made in terms of the Act which are applicable to the council area, are available for inspection by any person at the office of the council during office hours</p>



The Urban Councils Act does not have anything on citizen involvement. It is silent on the issue of public meetings. Only council meetings are specified. Council meetings are open to the public and the press but may be held privately if the council considers it more convenient and advantageous. There is no mandate on public consultations or citizen feedback. The Act also gives room for standing committees for finance, environmental management and health and housing. There is no provision for committee on water related issues. The committee members are from elected councillors.

#### 4.2.2 Existence of channels for citizen involvement

In Zimbabwe's urban local authorities there are channels for citizen involvement. These are facilities established within the local authority to involve the citizens in water governance issues. The issues include facilities such as suggestion boxes, complaints desks, stakeholder meetings and customer call centres. The outcome of the study is shown in Figure 4.2

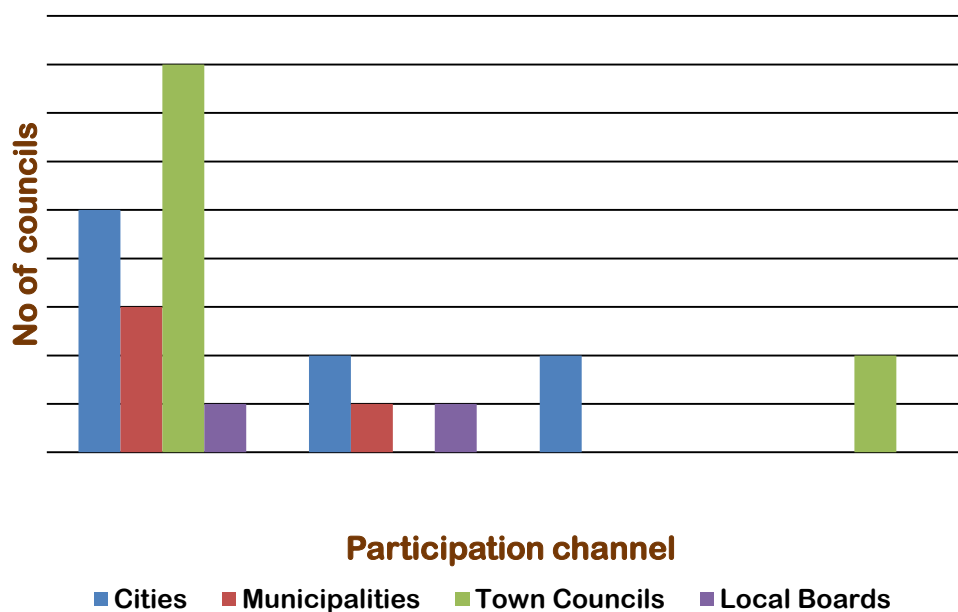


Figure 4.2: Citizen Participation channels in urban local authorities

The results indicated that suggestion boxes are the most popular with 53% of the urban local authorities having them. The cities dominated consumer satisfaction surveys whilst none of the town councils ever undertook any survey. The complaints desk was less popular with only 22% of the councils using them. Customer call centres were established in Bulawayo and only. The urban local authorities did not have dedicated officials for customer care.

### 4.2.3 Existence of stakeholder meetings at council level

Stakeholder meetings also known as public fora are open meetings that can be conducted by various bodies with concerned stakeholders of their communities. They provide a platform for citizens to voice their needs and concerns regarding their community. These include budget consultative meetings, councillor's feedback meetings, crisis meetings and ward development meetings. The results of the study are shown in Figure 4.3:

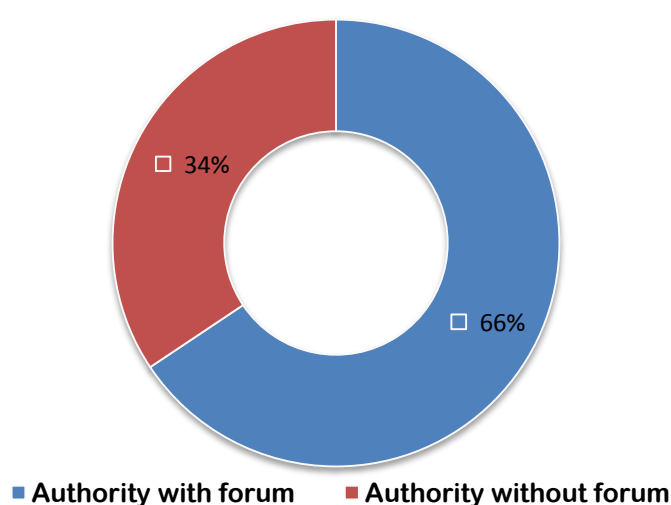


Figure 4.3: Existence of Public Forum

Sixty six percent (66%) of the authorities had public fora as channels for customer involvement whilst thirty four percent (34%) did not have public forum. Different categories of the fora are presented in Table 4.4:

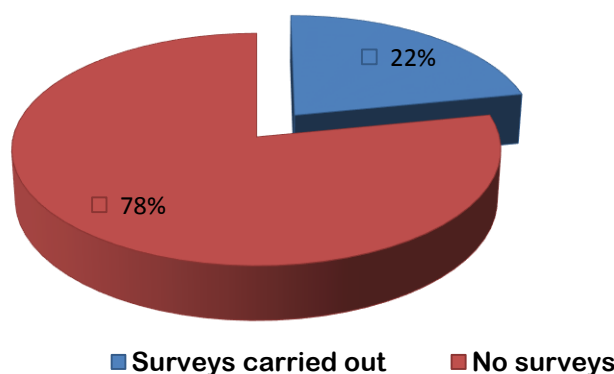
Table 4.3: Public Forum type and frequency of meetings

Type of forum	Urban Authorities	Frequency
Budget consultations	21 authorities	Once a year
Councillor feedback meetings	Bulawayo and Harare	When there is need
Ward consultation meetings	Beitbridge, Bindura, Bulawayo, Gweru, Harare, Marondera, Mvurwi, Plumtree and Victoria Falls	Quarterly
Crisis meetings	Bulawayo	When need arises

The interviews indicated that 21 urban councils carry out budget consultations once a year. The key informants revealed that they adhere to the Zimbabwe Public Finance Management (PFM) Act, (2009) Chapter 22:19. This Act stipulates that the councilors supported by the council officials, should conduct public hearings to elicit the opinions of as many stakeholders in the public budget as possible otherwise the budget will not be approved. The respondents highlighted that the purpose of the budget consultations were to review expenditure of the current year and propose a budget for the following year. The general audience which include ordinary residents, business people, politicians amongst other stakeholders, would seek clarification on council expenditure. It was noted that, most of the budget consultative meetings that were aimed at reviewing service charges upwards was characterised by low turnouts and some ended prematurely as people were of the perception that the council was abusing their funds.

#### **4.2.4 Consumer satisfaction surveys**

The study analysed the type and frequency of surveys carried out by the authorities to find out whether residents are satisfied with water services provided. Customer satisfaction surveys are tools used to assess citizen involvement in water governance. The results from the study are presented in Figure 4.4.



*Figure 4.4: Customer satisfaction surveys*

The study revealed that seventy eight percent (78%) of the urban local authorities did not conduct customer satisfaction surveys. The authorities cited financial constraints and lack of

capacity to carry out the surveys. Twenty two percent (22%) of the urban authorities in Zimbabwe conducted customer satisfaction surveys. The breakdown of the local authorities who conducted customer satisfaction surveys is presented in Table 4.5:

*Table 4.4: Customer satisfaction surveys with respect to council categories*

<b>Authority category</b>	<b>Percentage of customer satisfaction surveys</b>
Cities	71%
Town councils	9%
Local Boards	20%

The study revealed that in the urban local authorities there are channels in place for citizen involvement although the legal framework is silent on the issue. It was also noted that most of the channels for citizen involvement are consultations and not feedback meetings as evidenced by high incidence of consultation meetings in most of the urban authorities while only Harare and Bulawayo holding feedback meetings where there is need. It seems that the traditional model of local governance in which representatives were elected to make decisions on behalf of citizens with little or no input from those citizens still prevails in the country. The meetings were characterised by low turnout of citizens. This could be an indication of resistance to the change from the traditional water governance or lack of awareness of the existing channels for citizen participation in water management. Devas & Ursula (2003), undertook a governance study in Uganda. Their study revealed that in Uganda, there was much greater scope for citizen participation at the local level but there were still many problems of local accountability as is the case in Zimbabwe as such the legal framework should be improved to promote participatory approach in water governance.

### 4.3 Analysis of the implications of the legal framework on citizen involvement in urban water governance

The Urban councils Act is silent on the role of citizens on the water governance in urban councils. However there exist several channels that promote citizen involvement in the urban councils. The implications of such a weak legal framework are noticed on the absence or existence of weak feedback mechanisms. Citizen feedback mechanisms are used to complete the two way communication between the water users and the urban council. Redressing of the customer complaints by the urban councils is an indication of communication between the service provider and the customer.

#### 4.3.1 Existence of citizen feedback mechanisms

These are facilities established within the urban local authority to respond to complaints. The outcome of the study is shown in Fig 4.5

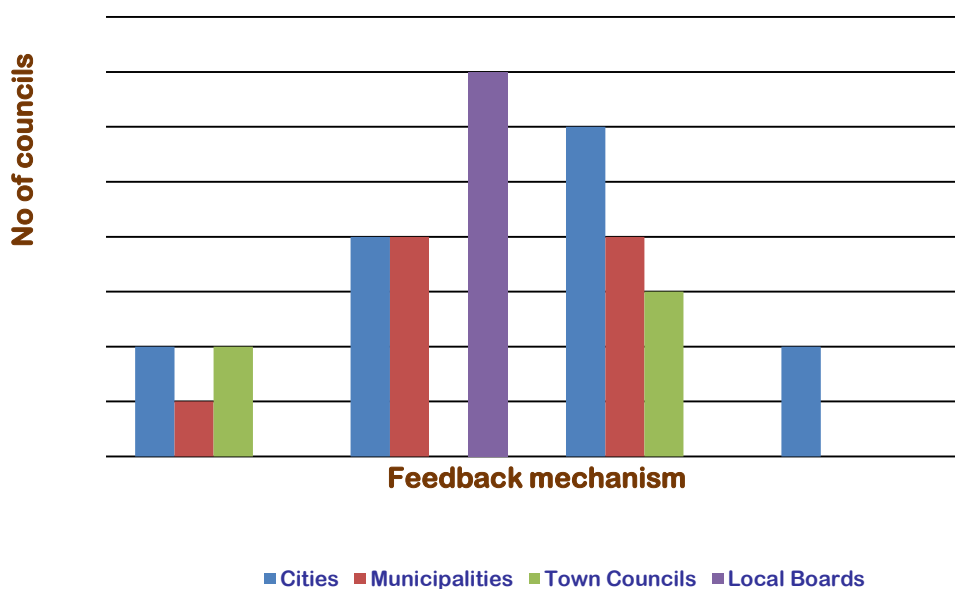


Figure 4.5: Citizen Feedback mechanisms in urban local authorities

The study revealed that only 16% of the urban local authorities provide feedback through the press or local media. Notices on operational premises seemed to be the most common feedback mechanism with 47% of the urban local authorities utilising them. Public meetings were implemented in 31% of the urban local authorities. Websites were the least common with only two cities with updated websites which are Harare and Mutare.

#### 4.3.2 Efficiency in redressal of customer complaints

Efficiency in re-dressing of customer complaints is defined as the total number of water supply related complaints redressed within twenty four hours of receipt as a percentage of the total number of water supply related complaints in a given period. The efficiencies for different categories of urban local authorities are summarised in Figure 4.6:

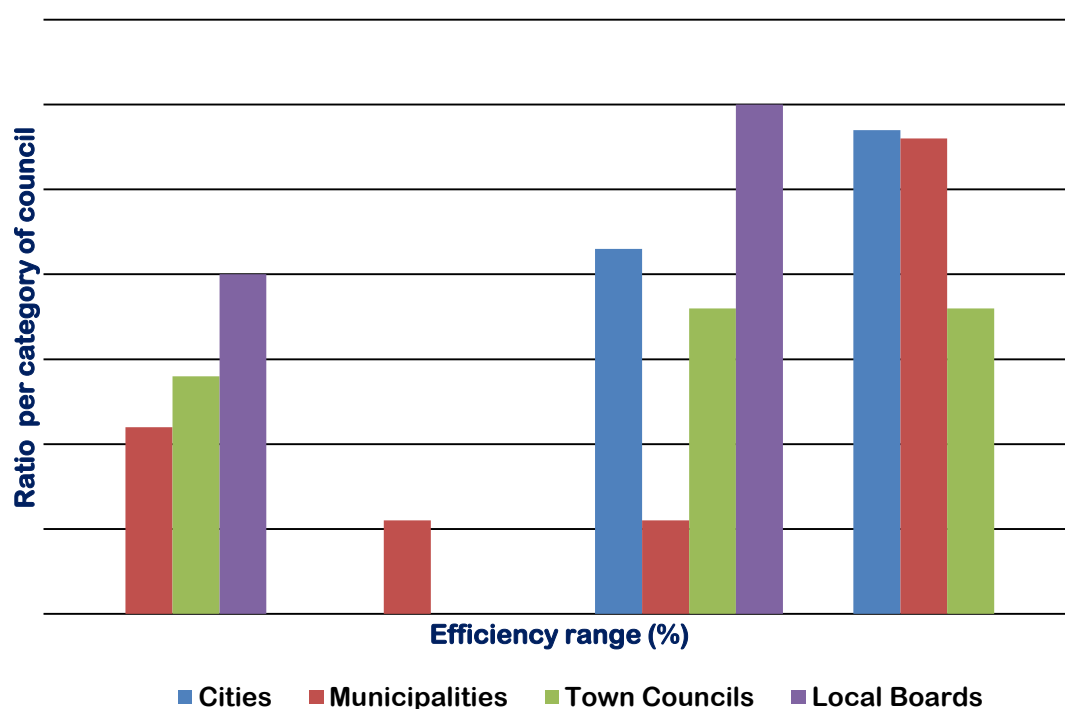


Figure 4.6: Efficiency in redressing of customer complaints

No local board had a customer redressal efficiency above seventy five percent (75%). This shows that the customer redressal is still to improve and reach the international benchmark on efficiency of redressal of customer complaints is 80%, (Mugabi & Castro, 2009). The average rate of redressal for customer complaints for Zimbabwe urban authorities is only 68%.

The effectiveness of citizen participation channels and feedback mechanisms is questionable. They are in place but there is weak enforcement and no monitoring measures are in place. This is a major implication of a weak legal framework. Lack of citizen involvement as indicated by the vicious spiral in urban water management by Baetti and Gieneken (2006) may be a major contributor to the collapse of the water supply system in an urban authority. Councils lacked initiative to conduct consumer satisfaction surveys. The surveys carried out by seven councils were an initiative of external organisations such as UNICEF. The average rate of redressal for customer complaints for Zimbabwe urban authorities is only 68% which is below the international benchmark of 80%. The channels for citizen participation were just in place and not fully utilised. It also reflects the implications a weak legal framework has on service delivery. Urban councils take advantage of the “may” in the law and choose not to make by laws. Consequently, the responsible ministry seldom makes follow ups on the manner in which urban councils are governed thus leaving the citizen vulnerable with no law to guide or protect them.

## **5. CONCLUSIONS AND RECOMMENDATIONS**

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### **5.1 Conclusions**

- 1) The Urban Councils Act lacks important and necessary details on urban water governance. The few clauses encompassed do not give councils a mandate, but option to make by-laws. It focused on stipulating the powers of Urban Councils in relation to water supply. It does not go deeper into issues of accessibility, affordability, quality and quantity of the water to be provided.
- 2) The silence of the legal framework on citizen involvement results in the reluctance by the urban councils to involve water users in urban water service delivery. The elected councillors rarely consult the citizens they are representing or get back to the people to give them feedback on the decisions and agreement made on their behalf.
- 3) The effectiveness of citizen participation channels and feedback mechanisms is questionable. The rate of redressal for customer complaints of is still low compared to international best practices. Complaints facilities are in place but there are no monitoring measures in place.

### **5.2 Recommendations**

- 1) There is need for the legal framework to address water governance issues such as service delivery standards and citizen involvement aspects.
- 2) The elected ward councillors should reach out to the residents and hold feedback meetings at least quarterly.
- 3) Urban local authorities should conduct customer satisfaction surveys regularly, and have citizen score cards to monitor their performance in relation to customer expectations.
- 4) Customer care should be prioritised, complaints desk with dedicated customer relations official should be put in place, and complaints should be addressed on time.



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## APPENDICES

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### APPENDIX 1: Stakeholder Involvement Questionnaire

#### Section 1: BACKGROUND

Name of interviewer .....

Name of local authority .....

Category of local authority                      City/Municipality/Town Council /Local Board  
(Tick the applicable)

Province .....

#### Key informants:

Informant	Present/Not Present
Town Clerk	
Chamber Secretary	
Finance Director	
Housing Director	
Town Engineer	
Director Of Health Services	
Public Relations Official	

## **Section 2: Existence of published performance delivery standards**

**Definition:** Presence or absence of a formal publication by the local government of performance standards for key services delivered by the local authority.

1. Is there currently a formal publication of performance standards for water services delivery?    Yes ☐    No ☐
2. If NO give reasons  
.....  
.....  
.....
3. What is the medium of publication of the Published Performance Delivery Standards?  
.....  
.....
4. Additional comments  
.....  
.....  
.....

### **Section 3: Existence of Citizen's Charter on Right of Access to Water Services**

**Definition:** Presence or absence of a signed, published charter or statement from the local authority or a representative people's association which acknowledges citizens' right of access to water services.

- 1) Does The Local Authority have a signed Published statement that acknowledges citizen's rights of access to basic water services? Ye ☐ No ☐
- 2) If NO give reasons  
.....  
.....  
.....
- 3) If Yes at what Institutional level was the statement published  
.....  
.....
- 4) Additional comments  
.....  
.....  
.....

#### Section 4: Public Forum

**Definition:** problem-solving session where citizens discuss important issues. Public forum can include, inter alia, people's councils, city consultations, neighbourhood advisory committees and town halls.

- 1) Does any public forum exist in which Stakeholders can express their views?

Yes ☐ No ☐

- b) If yes fill in the following table

Type of public forum	Frequency per year

- c) If No give reasons

.....  
.....  
.....



## Section 5: Facilities for citizen complaints

**Definition:** The existence of a facility established within the local authority to respond to complaints and a local facility to receive complaints and information on corruption.

- 1) Are there any facilities/mechanisms to receive citizen complaints or grievances?

Yes ☐ No ☐

- b) If Yes, name them

.....  
.....  
.....

- c) If No, give reasons

.....  
.....  
.....

- d) Is there any permanent official appointed to receive or respond to complaints made against the authority? Yes ☐ ☐

- e) Additional Comments

.....  
.....  
.....

## Section 6: Efficiency in Redressal of Customer Complaints

**Definition:** The total number of water supply related complaints redressed within twenty four hours of receipt as a percentage of the total number of water supply related complaints received in a given period.

### 1. Average number of water related complaints received within a month

Range	Tick appropriate
0-10	
11-50	
51-100	
101-200	
Above 200	

### 2. Average number of water related complaints redressed within 24 hours in a month

Range	Tick appropriate
0-10	
11-50	
51-100	
101-200	
Above 200	

### 3. Redressal efficiency

**a/b\*100**.....  
 .....

**4. What is the nature of complaints received and redressed**

Number	Received	Redressed
0-10		
11-50		
51-100		
101-200		
Above 200		

**5. What are the reasons for not redressing some complaints within 24 hours?**

.....  
 .....  
 .....  
 .....

## Section 7: Customer Satisfaction surveys

**Definition:** Existence and frequency of a survey on consumers' satisfaction with the local authority's services. Data can be availed at individual government departments, consumer courts, and/or in consumer satisfaction surveys

- 1) Has the local authority undertaken a survey of consumer satisfaction with water services delivery in the past year?    Yes       ☐       No       ☐

- 2) If Yes how often?

Frequency	
Weekly	
Monthly	
Quarterly	
Twice a year	
Once a year	

- 3) If No give reasons

.....  
.....  
.....

- 4) What were the main issues covered in the surveys?

Issue	Tick the applicable
Water quality	
Water availability	
Water billing	
Customer Care services	
Other (Please Specify)	

## APPENDIX 2: Summary of results on residents participation channels and citizen feedback mechanisms in cities

Appendix Table 1: Summary results for cities

City	Channels for residents participation	Feedback mechanisms	Nature of complaints	Complaints addressed (%)
Bulawayo	24 hour toll free centre Consumer surveys	Press, Notices Public meetings	Property connections	80
Gweru	Suggestion boxes Consumer surveys	Public meetings	House connections	49
Harare	Customer surveys, Suggestion boxes, Customer call centre	Press, Website Residents' meetings Notices	House connections, Non availability of water, Pipe bursts	99
Kadoma	Suggestion boxes	-----	-----	60
Kwekwe	Customer surveys Complaints desk	Public meetings Notices	Bulk water, House connections,	58
Masvingo	Customer surveys, Suggestion box	Notices, Website Public meetings	House connections Pipe bursts	65
Mutare	Customer surveys Suggestion box Complaints desk	Public meetings	Household connections	75

### APPENDIX 3: Summary of results on residents participation channels and citizen feedback mechanisms in municipalities

Appendix Table 2: Summary results for municipalities

Municipality	Channels for residents participation	Feedback mechanisms	Nature of complaints	Complaints addressed (%)
Bindura	Budget meetings	Public meetings	House connections	70
Chegutu	Suggestion box	Public meetings	Household connections	90
Chinhoyi	-----	Notices	Non availability of water	60
Chitungwiza	-----	-----	-----	60
Gwanda	Suggestion box	Notices	-----	27
Kariba	-----	-----	-----	35
Marondera	Consumer surveys	Notices	Household	3
	Suggestion boxes	Public meetings	connections	
Redcliff	-----	-----	-----	90
Victoria Falls	Budget consultation meetings	Public notices	Property	15
	Customer complaints desk	Local media	connection and blockages	
		Public meetings		

## APPENDIX 4: Summary of results on residents participation channels and citizen feedback mechanisms in town councils

Appendix Table 3: Summary results for town councils

Town Council	Channels for residents participation	Feedback mechanisms	Nature of complaints	Complaints addressed (%)
Beitbridge	Customer care desk Suggestion box	Notices Public meetings	House connections, Pipe bursts	-----
Chipinge	Budget consultations Suggestion box	Notices	-----	40
Chiredzi	Complaints desk Suggestion boxes	Notices Public meetings	-----	9%
Gokwe	Suggestion boxes	Notices	-----	----
Karoi	All stakeholder meetings Ward meetings by councillors	Press Local media	House connections	20
Mvurwi	Suggestion box	Notices	-----	10
Norton	Suggestion box	Notices	Pipe bursts	23
Plumtree	Complaints desk Suggestion box	Council newsletter Local press Public meetings	Household connections	5
Rusape	Suggestion boxes Budget consultations	Notices	Household connections	30
Shurugwi	-----	-----	-----	5
Zvishavane	-----	-----	-----	30

## APPENDIX 5: Summary of results on residents participation channels and citizen feedback mechanisms in local boards

Appendix Table 4: Summary results for Local Boards

Local Board	Channels for residents participation	Feedback mechanisms	Nature of complaints	Complaints addressed (%)
Chirundu	-----	-----	House connections	10%
Epworth	Suggestion box	Notices	-----	16%
	Consumer surveys			
HWange	Councillor's meeting	Notices	House connections	-----
	Budget consultations	Local media		
Lupane	-----	-----	No data	-----
Ruwa	Budget consultations	Notices	House connections,	20
	Complaints desk	Messages on bills	Non-availability of water	



## APPENDIX 6: The Urban Governance Index

Appendix Table 5: The urban governance index

SUB-INDEX	INDICATOR
Effectiveness	1) Local government revenue per capita
	2) Ratio of actual recurrent and capital budget
	3) Local government revenue transfers
	4) Ratio of mandated to actual tax collection
	5) Predictability of transfers in local government budget
	6) Published performance delivery standards
	7) Consumer satisfaction survey
	8) Existence of a vision statement
Equity	1) Citizens' Charter: right of access to basic services
	2) Percentage of women councillors in local authorities
	3) Percentage of women councillors in key positions
	4) Pro-poor pricing policies for water
	5) Incentives for informal businesses
Participation	1) Elected council
	2) Selection of Mayor
	3) Voter turnout
	4) Public Forum
	5) Civic Associations per 10,000 population
Accountability	Formal publication (contracts and tenders; budget and accounts)
	1) Control by higher levels of government
	2) Codes of conduct
	3) Facility for citizen complaints
	4) Anti-corruption Commission
	5) Disclosure of Income/Assets
	6) Independent audit

