



**Monitoring and Evaluation of housing service delivery: A case study
of the Midlands Province, Zimbabwe**

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Abstract

This research investigated the monitoring and evaluation of housing service delivery in the Midlands Province in Zimbabwe and highlighted the challenges experienced in housing delivery, evaluated current housing policies and programs and elaborated on existing performance monitoring and evaluation systems. Government mandates local authorities to provide housing services and amenities to their stakeholders commonly known as residents. In order to fulfil these mandates, local authorities should be accountable, transparent, exhibit good corporate governance and be responsive to the changing operating environment. The capacity building of managers and its contribution towards effective housing service delivery is critical, but cannot be viewed in isolation from the legislative framework that influences how local authorities operate both at the central and local government levels. Most local authorities operate with by-laws, which have a significant influence on effective or ineffective housing service delivery. The political dispensation is also a factor affecting how performance monitoring and evaluation systems contribute to housing service delivery.

Zimbabwe has been experiencing poor housing service delivery due to a number of challenges experienced by local authorities. The Midlands province is characterised by a colossal housing backlog and poor quality housing projects. Furthermore, there is poor information dissemination and unavailability of funds. Poor relationships within the three tiers of government, namely Central, Provincial and Local, together with overcrowding, are some of the major challenges facing the province. In addition, the province experiences poor monitoring and evaluation processes. Different legislative frameworks govern the operations of local authorities in the provision of housing services and monitoring and evaluation systems. It is the mandate of the Provincial government to support, monitor and evaluate housing projects in the province.

In 2015, The Government of Zimbabwe introduced monitoring and evaluation tools in all public institutions as a way of achieving good governance and effective housing service delivery. The implementation of monitoring and evaluation

systems in local authorities assisted in addressing the housing problems experienced in the province.

This exploration investigated challenges experienced in housing service delivery and also evaluated the effects of current and future housing policies on the intended beneficiaries of housing projects. Furthermore, the enquiry evaluated existing performance monitoring and evaluation indicators for housing service delivery and developed a framework for housing delivery. The study revealed that local authorities face challenges when providing housing services, namely the, lack of motivated staff, lack of housing finance, inadequate houses the low-income earners, no new partnerships, and social media influence. There is a lack of support from government; a lack of suitable land to construct houses; a lack of community participation; bribery in housing departments; rapidly evolving technologies; a lack of support from government and a lack of technical capacity to deliver housing services. Housing directors find it difficult to deliver and complete housing projects.

This systematic investigation recommended a new housing model based on the basic premises that each sphere of government has specific managerial responsibilities to fulfil and that the M & E system should be utilised effectively. The housing model provides a reference point against which any local authority can consider its own practice and identify areas of improvement in terms of process and outcomes. The study also recommended that the three tiers of government should work collaboratively in order to solve housing service delivery problems.

This paper proposed a holistic approach to solving housing delivery issues. The investigation is critical for local government performance management and addressed the need for robust monitoring and evaluation strategies for the improvement of housing services.

Declaration

Dr Ivan Govender as the candidate's supervisor agree to the submission of this thesis for examination. The thesis is primarily the student's work and references have been acknowledged.

Signature: _____

Supervisor: Dr I. Govender

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I hereby declare that this thesis is my original work and has not previously been submitted for a degree at any other university.

.....

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Dedication

This thesis is dedicated to my late parents, Dorcas and Aaron Mlambo, whose life and love was a gift from God and to my one and only son, Idaishe, and grandson, Darrell Francis Taropafadzwa Chinembiri.

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List of Acronyms

DA	District Administrator
GCC	Gweru City Council
GWMES	Government Wide Monitoring and Evaluation System
GoZ	Government of Zimbabwe
KRA	Key Result Area
KPI	Key Performance Indicator
KPA	Key Performance Area
LFA	Logical Framework Approach
MLGRUD	Ministry of Local Government, Rural and Urban Development
M & E	Monitoring and Evaluation
MES	Monitoring and Evaluation Systems
MP	Member of Parliament
NGO	Non-Governmental Organisation
HRM	Human Resources Management
HRD	Human Resources Development
MIS	Management Information System
PA	Provincial Administrator
PCA	Provincial Councils Act
PMS	Performance Management System
PPS	Personnel Performance System
PSC	Public Service Commission
PT	Performance Targets
RBB	Results - Based Budgeting
RTCPA	Regional, Town and Country Planning Act
RSA	Republic of South Africa
SDGs	Sustainable Development Goals
SPSS	Statistical Package for Social Sciences
UCAZ	Urban Councils Act
USD	United States Dollar
ZANU	Zimbabwe African National Union
ZANU PF	Zimbabwe African National Union-Patriotic Front

ZANLA	Zimbabwe African National Liberation Army
ZAPU	Zimbabwe African People's Union
ZAPU-PF	Zimbabwe African People's Union-Patriotic Front
ZIPRA	Zimbabwe People's Revolutionary Army
ZTC	Zvishavane Town Council

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Chapter One Study overview and background

1.1 Introduction

This chapter highlights the background information on housing during the colonial era, as well as the challenges faced by local authorities in housing service delivery. A brief analysis of housing service delivery within the context of public administration is discussed. The chapter describes the research problem, justification, research methodology and the target population.

1.2 Background to the study

During the colonial era, Zimbabwe faced problems of housing shortages, but this was unnoticed because of harsh economic policies which, quarantined blacks and made them live in the countryside (de Visser et al 2010:4). After independence in 1980, the new black-led government of Zimbabwe geared towards the provision of decent, affordable housing and security to all, but continued to face challenges in sourcing enough funding to ensure housing service delivery.

The economic challenges faced by Zimbabwe during the period 2000-2008 affected service delivery in urban and rural areas of the country. This resulted in the failure by local authorities to provide clean water, collect refuse and service key infrastructure such as roads and housing. The rate of unemployment in the country soared, resulting in rural and urban residents failing to pay municipal bills, thereby greatly constraining the operational budgets of local authorities. According to Mabika (2015:1-3), there is a deterioration of services provided by local authorities.

The new Constitution of the Republic of Zimbabwe (2013) clearly articulates that local authorities throughout Zimbabwe should represent and manage all the affairs of the people in their areas. In addition, the Urban Councils Act, Chapter 29: Section 13 and the Rural Development Councils Act, Chapter 29: Section 13, are the legal frameworks governing the operations of local authorities, although

there are other statutes/circulars and by-laws that are also used to run the affairs of local authorities. Most of the by-laws used by local authorities were designed during the colonial era and are outdated, without review.

Local residents accuse authorities' managers of being corrupt (Combined Harare Residents Association, 2014:4). There is no trust between residents and local authorities. Corruption in housing comes in the form of fraud; bribes; illegal sale of land; inflating of government tenders; nepotism and forging documents. Corruption in local authorities has also resulted in the shortage of housing (CHRA, 2014:4). According to Mabika (2015:3), the current managers are corrupt to the point of being indifferent to the plight of local communities.

In order to address the housing backlog, the government of Zimbabwe introduced the following policies: the National Housing Policy (NHP) of 2000, the National Housing Policy (NHP) of 2012 and programmes like the National Housing Delivery Programme (NHDP) of 2003, and Operation Garikayi/Hlalani Kuhle (Operation 'Live Well') of 2005. In addition, there are other statutes that influence housing service delivery, namely the Regional Town and Country Planning Act Chapter 29:12 (RTCP) of 1996, the Housing and Building Act of 1996 and the Housing Standards Control Act Chapter 29:08 (HSCA) of 1974.

1.3 Housing service delivery within the context of public administration

The government of Zimbabwe is responsible for the provision of public services in a transparent, honest and fair manner. Public services that the government provides for its citizens include education, infrastructure and social amenities. Public administration is the implementation of government policies through the public sector. In terms of Section 194 of the Constitution of the Republic of Zimbabwe (2013) public institutions must be governed by the democratic values and principles enshrined in the Constitution. The three tiers of government follow clearly laid down professional standards to promote local economic development and should use resources efficiently and economically. In addition, local authorities should provide services fairly, equitably and without bias for the

timeous provision of services needed by residents in urban and rural local authorities. Local authorities should provide housing service delivery in a sustainable manner and must involve communities and community-based organisations.

It is therefore against this challenging background that there is need for research, especially in the area of performance monitoring and evaluating systems for efficient housing service delivery. This study will also assess whether local authorities have the capacity to monitor and evaluate housing service delivery policies, programs and projects. This researcher approaches this study from the perspectives of both the local authorities who are the service providers and residents who are the recipients of the service.

1.4 Research problem

Councils in Zimbabwe face operational challenges caused by inefficiency, corruption and deteriorating infrastructure, leading to poor service delivery. This is a very sad chapter in the history of local governance (UKaid 2015:1). Jonga (2014:75-98) argues that the local government system in Zimbabwe experienced many challenges during the colonial period and after independence in 1980. He argues further that local government was divided based on race, where both urban councils and rural local authorities favoured the interests of the white Europeans. The local government authority segregated against Black Africans as far as housing provision was concerned.

According to Mabika (2015:1-3), local authorities in Zimbabwe are experiencing a deterioration of service delivery. For instance, deep potholes beset most roads, traffic lights rarely work and litter is strewn all over the streets. According to Murimoga and Musingafi (2014:94-107), allegations centred on poor service delivery, mal-administration, abuse of public funds, abuse of authority or office, fraudulent dealings and corrupt tendencies could also have led to the current national housing backlog of approximately one million units. The current national housing backlog resulted in the mushrooming of illegal housing structures in urban areas and a demand in re-settled areas (GoZ, 2013:21).

Moyo (2014:356-365)) asserted that the provision of housing in Zimbabwe has been one of the most critical issues of government social policy, especially since independence in 1980. Moyo (2014:356-365) further concedes that the government is confronted with keeping pace with the demands for low-income housing hence, the introduction of the urban housing policy as a way to alleviate problems associated with the provision of housing.

The Green Paper view on Zimbabwe Local Government, according to the Combined Harare Residents Association (CHRA, 2014:4), pointed out that local authorities suffered from deep polarisation amongst all the country's institutions. The Green Paper further argued that this problem is aggravated by the levels of discretion given to the Minister of Local Government and President as stipulated in the Urban Councils Act and the Rural District Councils Act. Furthermore, new local councillors are inexperienced; there is weak citizen involvement and failure to promote local democracy. The Green Paper on Zimbabwe's Local Government also observed that financial aid from central government to local authorities ended long ago, resulting in poor monitoring practices and the under provision of housing in local authorities.

The prevailing scenario is that there is poor service delivery by local authorities probably due to a lack of effective monitoring and evaluation mechanisms. Capacity building of the personnel operating local authorities is lacking, leading to current poor service delivery by these local authorities. Maune (2015:168) contends that this is compounded by corporate scandals, poor corporate governance systems, a lack of accountability and transparency. Arapoglou et al (2015:2) argue that there is a significant rise in visible homelessness and unwarranted hidden poverty, housing inadequacy and insecurity. This means that most countries in Africa are facing shelter crisis challenges, hence the need for introducing performance monitoring and evaluating systems in local authorities.

The GoZ (2012:1) statement on the challenge argues that most poor Zimbabweans lack access to decent and secure housing. Others live in settlements that lack basic infrastructure and sustainable services. Some

neighbourhoods are overcrowded and infrastructure constantly falters. The national housing policy indicates problems faced by the people in local authorities. The government of Zimbabwe faced challenges in the implementation of policies, programmes and projects because of the absence of a National Monitoring and Evaluation Policy since Independence in 1980. According to the GoZ (2015:2), the weakest link in the implementation of policies, programmes and projects has been the absence of a National and Evaluation Policy to give guidance and credence to the achievements of results through correct diagnosis. The absence of a national monitoring and evaluation policy affected the achievement of tangible results (outputs, outcomes and impacts). In order to address performance issues in the public sector, the Government of Zimbabwe designed the National Evaluation Policy in 2015, which provided a framework for monitoring and evaluation in the public sector. This study will investigate whether the National Monitoring and Evaluation Policy has contributed to improved governance and housing service delivery in local authorities. The late introduction of the Monitoring and Evaluation Policy shows that M & E is an emerging concept in Zimbabwe, which local authorities need to develop fully.

The above scenario motivated the researcher to carry out a study to investigate current monitoring and evaluation systems for housing service delivery for local authorities in the Midlands Province of Zimbabwe in order to ensure good governance and efficient housing service delivery.

1.5 The main research objective and question

The purpose of this study is to investigate the effectiveness of monitoring and evaluation systems for housing service delivery in local authorities in the Midlands Province of Zimbabwe. In so doing the research, will be responding to the following key research question:

How effective is the monitoring and evaluation systems for housing delivery in local authorities in the Midlands Province, Zimbabwe?

1.6 Research objectives

The following objectives guided the study:

- To investigate challenges experienced in housing service delivery by local authorities;
- To establish the effects of current housing policies on implementers of housing policies; and
- To evaluate existing performance systems for housing service delivery.

1.7 Secondary research questions

- What are the challenges faced by local authorities in providing housing services?
- How effective are the current housing policies in delivering the intended housing services?
- How effective is the implementation of performance monitoring and evaluation systems for housing service delivery?
- Why do local authorities provide housing services the way they do?

1.8 Justification for the study

Literature on public administration has alluded to service delivery and performance measurement in general, but little is said about monitoring and evaluation systems enhancing housing service delivery in local authorities in Zimbabwe. A study by Govender (2013:811-823) revealed that the absence of proper performance management systems and accountability mechanisms diminishes the value of monitoring and evaluation initiatives. The article further proposes that monitoring and evaluation audits be undertaken through a cost-benefit analysis in-order to ascertain their value in improving performance management and service delivery, as well as that the government undertake accountability reforms to ensure the demand and sustainability of monitoring and

evaluation systems. Hence, this research is critical for local government performance management.

Pallangyo and Rees' (2010:728) study revealed that the Local Government Reform Program (LGRP) led to the introduction of training programs, upgraded working conditions and revised management procedures. The researchers interviewed chief executive officers, held focus group discussions with lower level employees and used participant observations. The study showed that Local Government was experiencing a lack of autonomy in the general area of human resource management. Hove, Ngwerume and Muchemwa (2013:7) provide a detailed analysis of problems of urbanisation, namely inadequacy, inefficiency and deterioration of services in Zimbabwe's urban areas. The above study is different from the current study in that it focused on housing finance in urban areas, while this study focuses on housing service delivery in both urban and rural local authorities. This study will add value to the existing body of literature on the monitoring and evaluation of housing service delivery.

There is great need for robust monitoring and evaluation strategies in order to improve housing service delivery. Acquired skills in housing project management will enable employees to carry out their mandate effectively and ably, leading to residents' satisfaction and the development of core competencies for effective M & E systems. An investigation into the effectiveness of monitoring and evaluation of non-governmental organisations and development agencies will shed light on how local authorities should monitor and evaluate housing programs and projects. A comprehensive study of performance monitoring and evaluation systems enhancing housing service delivery in local governance in Zimbabwe should assist in understanding the housing delivery challenge. The study will also help politicians in decision- making in adopting national housing policies and national monitoring and evaluation policies. The research will contribute immensely to the international body of knowledge.

Monitoring and evaluation (M & E) remains a critical component in establishing the effectiveness and efficiency of government, not only in the implementation of public policies, but also in the delivery of goods and services, generally in

gauging government functionality. The delivery of housing continues to present a conundrum for government especially in developing regions. In India, the issue of government functionality and its impact on the delivery of houses has been well documented. Similarly, the impact of government functionality on the delivery of houses in Brazil is also documented. Closer to the case under investigation, the situation of corruption in the delivery of houses within South Africa has been investigated. While there are also number of studies that examine housing service delivery in countries in southern Africa, the current study adds a new dimension by looking at M & E systems in the delivery of houses within the context of Zimbabwe. While much research has been done into M & E, the study offered opportunity to examine the systems being used within Zimbabwe. In this regard, the study is relevant, and contributes to the body of knowledge around E-Systems in the delivery of houses.

1.9 Challenges facing local authorities in housing service delivery

Local authorities in Zimbabwe are facing challenges in the provision of affordable housing. Zimbabwe is facing political and economic challenges due to economic sanctions that have gripped the country. Mabika (2015:1-3) argues that such economic crises, especially liquidity crises, affected service delivery in Zimbabwean local authorities, which incapacitated them from efficiently providing meaningful service delivery to residents in the provision of affordable housing, and these aborted housing projects. According to the Combined Harare Residents Association, (2014:4) local authorities face challenges that include poor social service delivery; poor relationships amongst the three tiers of government; a poor resource base for rural councils; a lack of dynamic leadership; corruption; and politicization of the local government structure. The government mandates local authorities to monitor and evaluate policies, programs and projects, thereby demonstrating results. The Midlands Province faces the following challenges: housing delivery failures, squatter problems, poor housing quality, housing prices, the absence of a monitoring and evaluation culture and failure by managers to set performance targets. Such challenges

motivate the need to examine the role that performance monitoring and evaluating systems can play in housing service delivery.

Performance management closely links with monitoring and evaluation since housing service policy and management programs need to be sustainable in order to improve service delivery. Furthermore, performance management helps project managers to evaluate project goals by taking appropriate action. Managers in local authorities sometimes fail to set realistic targets for housing programmes and projects, leading to poor performance and the incompleteness of work activities.

Capacity development in monitoring and evaluation is a participatory needs-based enhancement of the knowledge, skills and abilities of individuals (GOZ, 2015:33). In other words, capacity building assists human resources to achieve the organisation's goals, objectives and mission, thereby improving service delivery. One can therefore argue that capacitating and empowering a person will translate to employee commitment in delivering efficient and quality housing services to residents. In addition, capacitated managers will effectively and efficiently monitor and evaluate housing delivery performance, housing policies and projects. This study seeks to investigate current and future monitoring and evaluation systems for housing service delivery in local authorities. It focuses on monitoring and evaluation as a driving force to improve the effectiveness and efficiency of housing service delivery in the Midlands Province.

1.10 Research methodology

The researcher will utilise the mixed-methods approach with a case study research design on four urban and nine rural local authorities in the Midlands Province in Zimbabwe. In addition, the researcher interviewed thirteen (13) Directors of Housing and distributed forty-seven (47) Likert-Scale questionnaires to respondents. According to Creswell (2014:43), mixed methods research involves the collection and 'mixing' or integration of both quantitative and qualitative data in a study. In this research project, the mixed method approach addressed the research problem and the challenges faced in housing delivery.

The case study approach enabled the researcher to employ a wide variety of research methods and to explore a program, an event, an activity, a process or more individuals in-depth (Creswell 2009:13). Yin (2014:282) defines a case study as an empirical inquiry that investigates a contemporary phenomenon in depth and within its real-life context. This study utilised a single case study.

1.11 Population and sampling

In the Midlands Province of Zimbabwe, there are two (2) city councils, one (1) municipality and nine (9) rural councils.

1.12 Target population

Forty-seven (47) questionnaires distributed to respondents who were housing superintendents, housing officers and clerical assistants in the housing department in the Midlands Province. These respondents were chosen since directors of housing are obligated to implement the housing policies needed for the study. There was also selection of housing superintendents, housing officers and clerical assistants, since they are the people dealing with housing service delivery on a daily basis. The researcher held thirteen (13) interviews with the Directors of Housing. The researcher chose Directors of Housing since they are responsible for housing service delivery in local authorities in the Midlands Province.

The researcher distributed forty-seven (47) questionnaires to respondents and (13) interviews were carried out in the Midlands Province. The researcher distributed forty-seven (47) questionnaires to housing superintendents, housing officers and clerical assistants. The researcher interviewed thirteen (13) housing directors. The sample size for this study was sixty (60) local authority officials. The reason why the researcher conveniently chose Directors of Housing, housing superintendents and housing officers and clerical assistants is that they are responsible for the provision of housing services and deal with housing policy issues during the execution of their duties. The study adopted a purposive sampling method and chosen respondents addressed the first three research

objectives since local authorities are facing challenges in housing service delivery. Local authorities collaborated with private developers in order to address the housing backlog.

According to Etikan et al (2016:1-4) purposive sampling is crucial since the selection of research subjects is based on their relevance to the study. The researcher used purposive sampling to select housing directors, housing superintendents and housing officers responsible for housing service delivery in local authorities. In public administration effective housing management is the responsibility of senior public managers.

1.13 Location of study

The figure below shows the location of the research study, i.e. the Midlands Province.

Figure 1-1 The Midlands Province of Zimbabwe



Source: Google Maps.

The Midlands Province of Zimbabwe has a population of 1,614,941 according to the 2012 population census. The capital of the province is Gweru. The Midlands province is centrally located and has Shona, Ndebele, Tswana, Suthu and Chewa people. It is divided into seven (7) districts, namely Chirumhanzu, Gokwe, Gweru, Kwekwe, Mberengwa, Shurugwi and Zvishavane. There is a local authority in every district.

1.14 Delimitations

The researcher carried out the study in local authorities of only the Midlands Province in Zimbabwe, considering performance monitoring and evaluation on housing service delivery. Only employees involved in housing service delivery would be included in the study.

1.15 Limitations

Related issues that this study did not address are the actual construction and quality of houses built. The other limitation was that of access. Some local authorities refused to give written permission for the researcher to carry out the study and some took several months before granting permission to carry out the research.

1.16 Ethical considerations

The researcher ensured that participants were free to decline or participate in the research and were free to withdraw from the research, either temporarily or permanently without explanations. The researcher asked participants whether they wanted the researcher to use a digital voice recorder or camcorder and explained the main elements of the research to participants. The researcher focused on free and informed consent in this study. Participants were free to disclose any information they thought they wanted to discuss without putting them under pressure. The researcher protected the confidentiality and anonymity of participants and thanked participants for the time and effort they had given to

the research study. The researcher ensured keeping the data collected from participants in a secure place and that the identities of the participants remained a secret.

1.17 Outline of thesis chapters

Chapter 1: Introduction

The introduction summarised the key issues addressed in this research study. For instance, a synopsis of the study, monitoring and evaluation systems, housing service delivery and the contextual aspect of the research. The research problem, aims, objectives, questions, limitations, delimitations and outline of the thesis was expounded in this chapter.

Chapter 2: Review of related literature

This chapter reviews related literature on monitoring and evaluation and its relevance within public administration and how these contribute to effective governance and various strategies that can be used to engage in M & E. Chapter Two also discusses on M & E as a tool to be used for the achievement of good governance.

Chapter 3: Theoretical framework

This chapter focuses on discussing the various theories used by the researcher to frame the investigation. The following theories (systems thinking, the logical framework and models for M & E assists in answering the research questions. This chapter discusses best practices in the United States of America, Europe and Africa. The researcher highlights whether there are similarities, differences and lessons learnt from regional and international experiences.

Chapter 4: Monitoring and evaluation of housing service delivery in Zimbabwe

Chapter 4 highlights the legislative frameworks, and challenges faced by local authorities in housing provision. The chapter also discusses monitoring and evaluation in relation to the provisions of the Sustainable Development Goals and the implications and challenges for the Zimbabwean government.

Chapter 5: Research methods and design

Chapter Five highlights the research design, research methodology, data collection procedures, piloting, the sample, the interview questions, reliability and validity. The researcher also provides a detailed analysis of the main philosophical assumptions.

Chapter 6: Data presentation, analysis and interpretation of the results of the study findings

This chapter focuses on data presentation, analysis and interpretation. Data is analysed using SPSS.

Chapter 7: Conclusions and recommendations

This chapter highlights conclusions, theories stemming from findings and recommendations for future research.

1.18 Conclusion

Chapter one has summarised key issues in this study. This included a synopsis of the study, monitoring and evaluation systems, housing service delivery and context of the research. This chapter expounds on the research problems, aims, objectives, questions, limitations, delimitations, significance of the study and outline of the thesis

Chapter Two Literature review

2.1 Introduction

This chapter reviewed literature related to the study and also provided an overview of monitoring and evaluation and its relevance within public administration. The chapter also discussed on the applicability and relevance of M & E within public administration. The chapter gave a detailed analysis of implementation of performance monitoring systems and why local authorities should come up with various strategies that can be used to engage in M & E. The literature review benefits the research by reviewing literature, which addressed the research problem and research objectives.

This study utilised published books, scholarly journals, media articles, internet and other official documents in order to give clarity to the research problem.

2.2 Conceptualisation of the study

This study provides a definition of the concepts monitoring and evaluation since they form the conceptual framework for this study.

2.3 Monitoring and evaluation

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

2.3.1 Monitoring and evaluation concepts, definitions and attributes

The GoZ (2015: ix) defines monitoring as keeping track of how the project aligns itself to established goals with respect to quality, time, resources, costs, causes and consequences of deviation from policy, programme or project objectives.

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

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

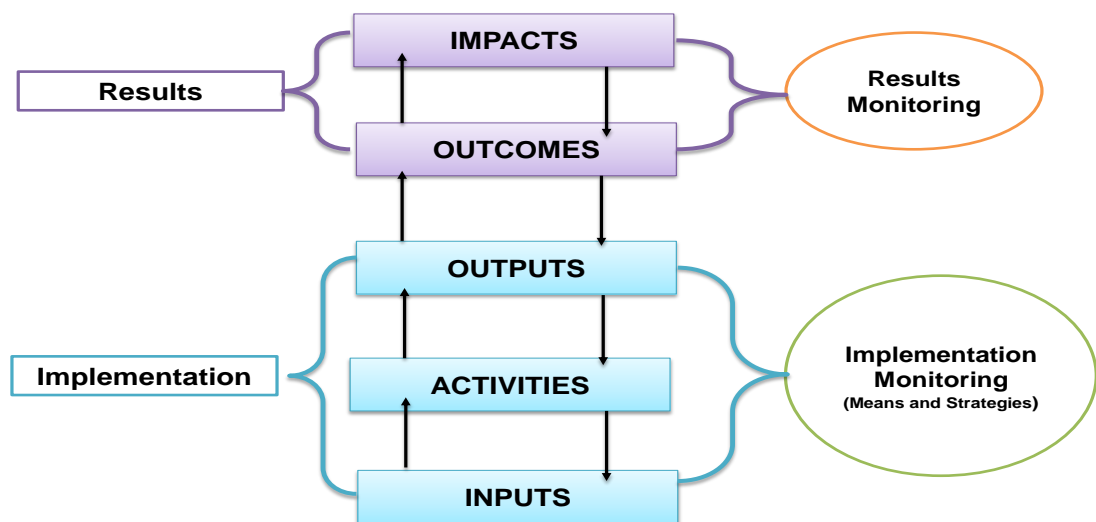
2.3.2 Types of monitoring

Different categories of monitoring assist local authorities to deliver effective and efficient housing delivery. For instance, *results monitoring* tracks effects and

impacts, thereby leading to an accelerated delivery of housing opportunities. The constitution mandates local authorities to use resources economically and they can only achieve this if they do process monitoring by tracking activities.

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

Figure 2-1 Levels/ types of Monitoring



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

From the above analysis, one can deduce that there are different types of monitoring and they do not work in isolation. Some work concurrently in order to achieve intended results. *Inputs* in this diagram refers to all the resources that are

needed for housing service delivery, namely finances, personnel, equipment, land and buildings. *Activities* in housing service delivery include all the processes or plans of action in order to produce desired outputs. An *output* indicator refers to the final product or service produced for delivery. For instance, in housing the final product could be houses or buildings. It is not always a direct output of housing service delivery.

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

2.3.3 Critique on levels of monitoring

Figure 2.1 includes the types of monitoring, namely, which inputs, activities, outcomes and impacts. Implementation focuses on inputs, activities and outputs. The model emphasises implementation monitoring. Sometimes implementation monitoring will miss important inputs for a project to be successful. Hence the need to put in large numbers of monitoring indicators. This increases the number of monitoring resources needed, thereby affecting the evaluation process. Monitoring model is also silent on how to execute and implement. This model maybe of limited use in supporting implementation monitoring. The monitoring model should take into cognisance that many factors come into play when monitoring housing policies and programs. There is need for the model to provide the actual financial and human resources required before implementation monitoring takes place. The model should also explain what actually constitutes activities in the context of a housing policy. Nevertheless, the levels of monitoring and linkages are important.

2.4 Evaluation

The GoZ (2015: x) refers to evaluation as a process of assessing the achievements of a policy, programme or project. Evaluation is a systematic, objective assessment of a current or completed project, programme or policy; of its conception and implementation; and of the results it achieved. Evaluation is the comparison of actual project impacts against the agreed strategic plans. Evaluation looks at the project proposal and assesses what it achieves and how it accomplishes that. Evaluation is an assessment, as systematic and objective as possible, of an ongoing or completed project, programme or policy, its design, implementation and results (IFRC 2011: 13). The above definitions show that evaluations are crucial in any project/programme and evaluators should do them expeditiously.

Figure 2-2 Things to Evaluate



Source: RBM Handbook for Local Authorities (2014:83)

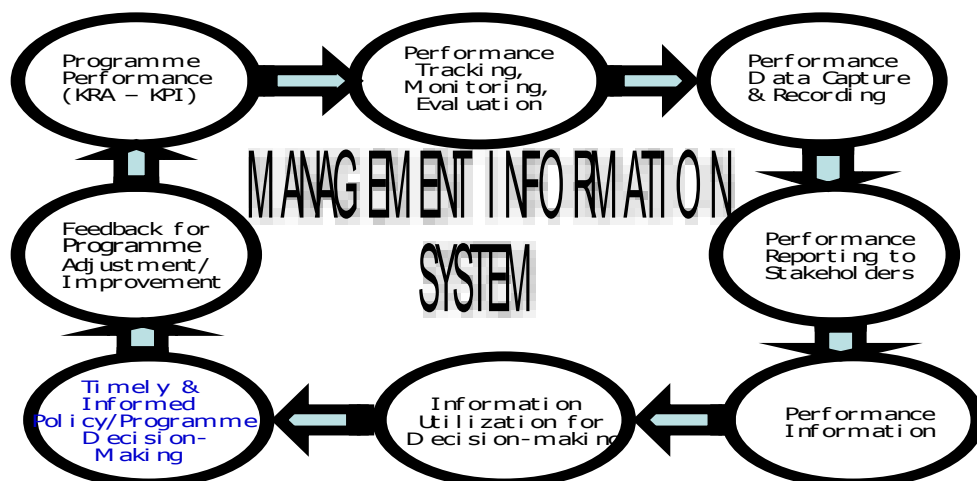
From Figure 2.2 it is apparent that the evaluation of housing projects helps local authorities to find out whether the project was completed or not, as well as what needs to be done to overcome the problems encountered. This links with the research objective, which addresses the need for the evaluation of existing performance monitoring and evaluation systems for housing service delivery.

Evaluation of housing service delivery focuses on causality and unanticipated results. In some cases, the results after completion of housing projects may be

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

The Rapid Participatory Appraisal originally used in rural areas is qualitative in nature. This type of evaluation is crucial in that it is flexible and interactive and collects data from those who should benefit from the project/programme. In rural local authorities, council officials and community development workers are trained in order for them to work collaboratively with non-governmental organisations.

Figure 2-3 Results Based MIS Framework



Source: RBM Handbook for Local Authorities (2014:105)

Figure 2.3 illustrates the management information system which shows linkages between Programme performance (KRA-KPI), performance tracking, monitoring, evaluation, performance data capture, and recording, performance reporting to stakeholders, performance information, information utilization for decision-making, timely and informed policy/programme decision-making and feedback for programme adjustment/improvement.

The *Management Information system* (MIS) helps local authorities to organize the information required in order to execute housing projects successfully by monitoring progress. Poor management information systems will result in the abortion of some of the projects. The Management Information System uses the systematic collection of data on specified indicators to provide management and stakeholders with some valuable information on the progress or failure of an ongoing development intervention.

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

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

2.4.1 Common goals for M & E

Monitoring and Evaluation focuses on three main parameters namely, efficiency, effectiveness and impact. Therefore, monitoring and evaluation calls for proper planning as a platform to assess project/program progress and achievements. M & E can assist to check the relevance of project initiatives, strategies, policies, programmes or Projects designed, specifically to reduce housing backlogs and housing shortages. M & E also helps project managers to reflect critically on their projects/programs. Monitoring and evaluation is important in that it provides very useful data and insights, thereby improving performance and achieving desired results.

According to Mutsau and Chihambakwe (2012:13), monitoring and evaluation helps to:

- Complete the project within the budgeted resources and time and to check on wastage;
- Maintain focus on objectives by checking on performance specificity;
- Know when to terminate the project if something goes wrong; and
- Identify areas which need change or improvement.

Therefore, monitoring and evaluation results are useful in informing decision-making to improve housing service delivery.

2.4.2 Critical success factors in the monitoring and evaluation of housing service delivery

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

Local authorities should train the housing staff and avail to them the required technology and expertise. They also need to constantly monitor housing projects and give feedback appropriately, hence ensuring communication with all key actors involved in project implementation. Project management is relevant in this study since it helps housing managers to handle unexpected crises and deviations from the project goals and allows them to trouble shoot to ensure that

the project is on track. Housing departments plan and come up with Critical Success Factors (CSFs), also referred to as Key Result Areas (KRAs), in order to achieve the goals of the organisation. KRAs in housing focus on social service delivery and sound corporate governance. The KRA on the social service delivery goal will be to increase access to residential accommodation in local authorities, resulting in increased access to accommodation ownership for residents. KRA on sound corporate governance goal will aim to improve local governance systems thereby improving accountability in local authorities. From the above analysis, the success of housing projects depends solely on the project manager.

Related literature on monitoring and evaluation systems will also shed light on how local authorities can build capacity to improve performance. The Monitoring and evaluation of housing service delivery requires holistic examination, especially when dealing with organisations facing political and socio-economic challenges. Good leadership is crucial for a housing service delivery policy or program to be successful. Well-capacitated personnel can monitor and evaluate programs for projects leading to high performance. In this case, excellent housing service delivery. It therefore follows that an effective communication strategy should be in place for successful housing service delivery policies/ programs in local authorities.

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

2.4.3 Good governance

According to the Constitution of the Republic of Zimbabwe (2013), the State must adopt and implement policies and legislation to develop efficiency, competence, accountability, transparency, personal integrity and financial probity in all institutions and agencies of government at every level and in every public institution. The government's human resource recruitment of personnel bases appointments to public offices on merit and ensure the naming and shaming of erring political/public officers. There is also need for the government to eradicate all forms of corruption. Good governance will assist local authorities to shun corruption and solve housing problems in a transparent manner. The constitution mandates the Government of Zimbabwe (GOZ) to provide adequate resources and facilities to local authorities in-order to enable them to carry out their function conscientiously, fairly, honestly and efficiently. Good governance is a prerequisite for all local authorities in Zimbabwe.

2.4.4 Global governance

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

2.4.5 Governance

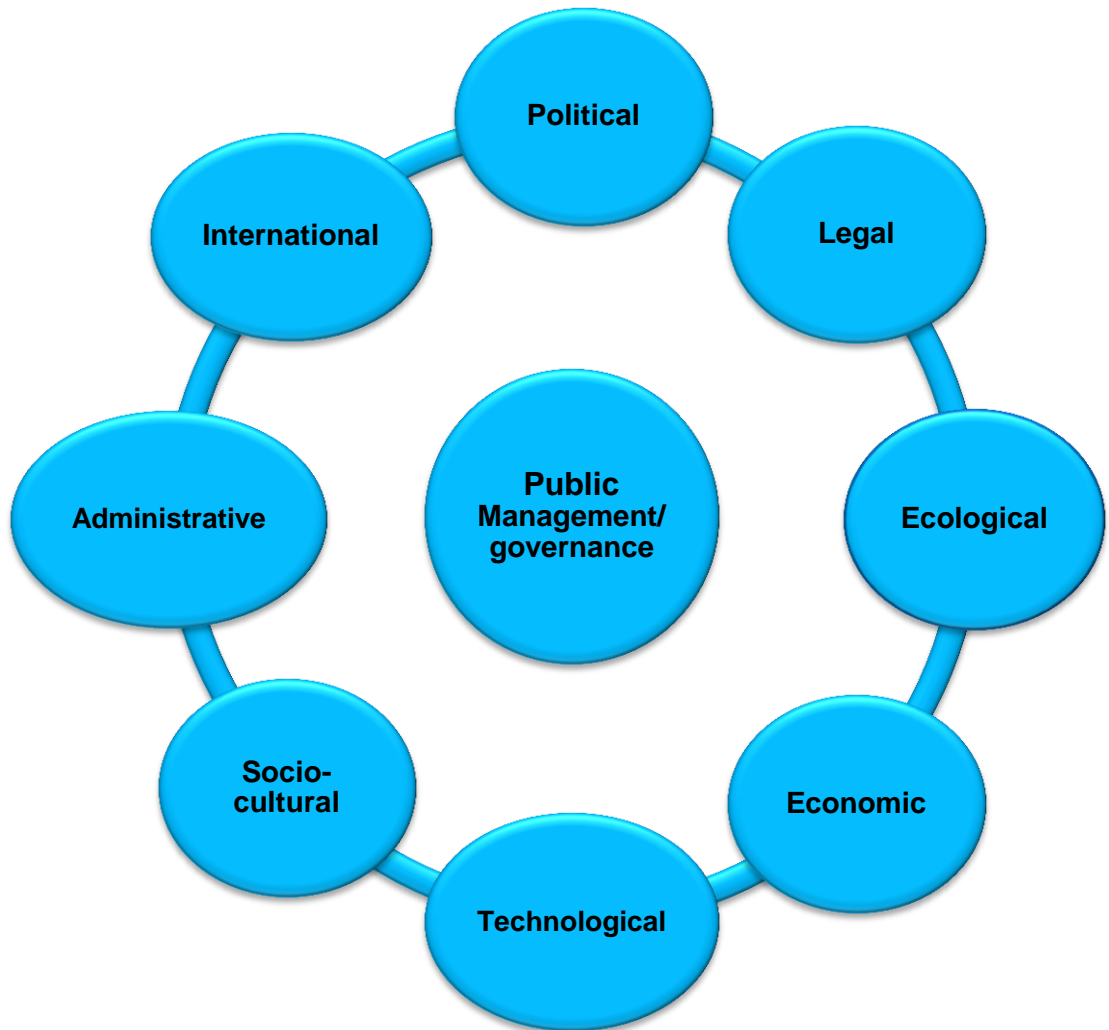
According to the UNDP (2007:41), governance is the exercise of economic, political and administrative authority to manage a country's affairs at all levels,

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

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

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

Figure 2-4 Forces influencing and influenced by governance process



Source: Adopted from Musingafi (2010:34)

Figure 2.4 above summarises the forces influencing and influenced by the governance processes. For instance, the legal environment influences housing service delivery programs. Statutory, customary and common law are influential in housing delivery. According to Islam (2013:6), the legal environment in Zimbabwe sets operating conditions ranging from regulation to prohibition. These laws and regulations may impede development programs as some legal restrictions may have an indirect effect on housing issues. For instance, some local authorities are still using by-laws crafted by colonial masters. There is need for local authorities to review these by-laws.

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

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

The *economic* environment is important in that housing policies and projects are justified on economic grounds. According to Kanyenze et al (2017:3), the state of the economy affects competition for resources and the allocation of human, monetary and infrastructural resources. This affects resource allocation by diverting resources from other national priorities. Economic policies on remunerations lead to high a demand for housing. Economic empowerment is the key to solving housing problems.

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

The *socio-cultural* environment also plays a significant role in housing service delivery. Giving cultural influences attention as well as to local priorities on housing issues. Policy-makers should take into cognisance norms, values and beliefs about housing needs in different communities. For instance, the role and influence of both the matrilineal and patrilineal family systems in acquiring

properties. From a religious point, husbands are the household's heads, hence register properties in their names, making them superior over women.

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

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

2.4.6 The traditional view of governance

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

2.4.7 The contemporary view of governance

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

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

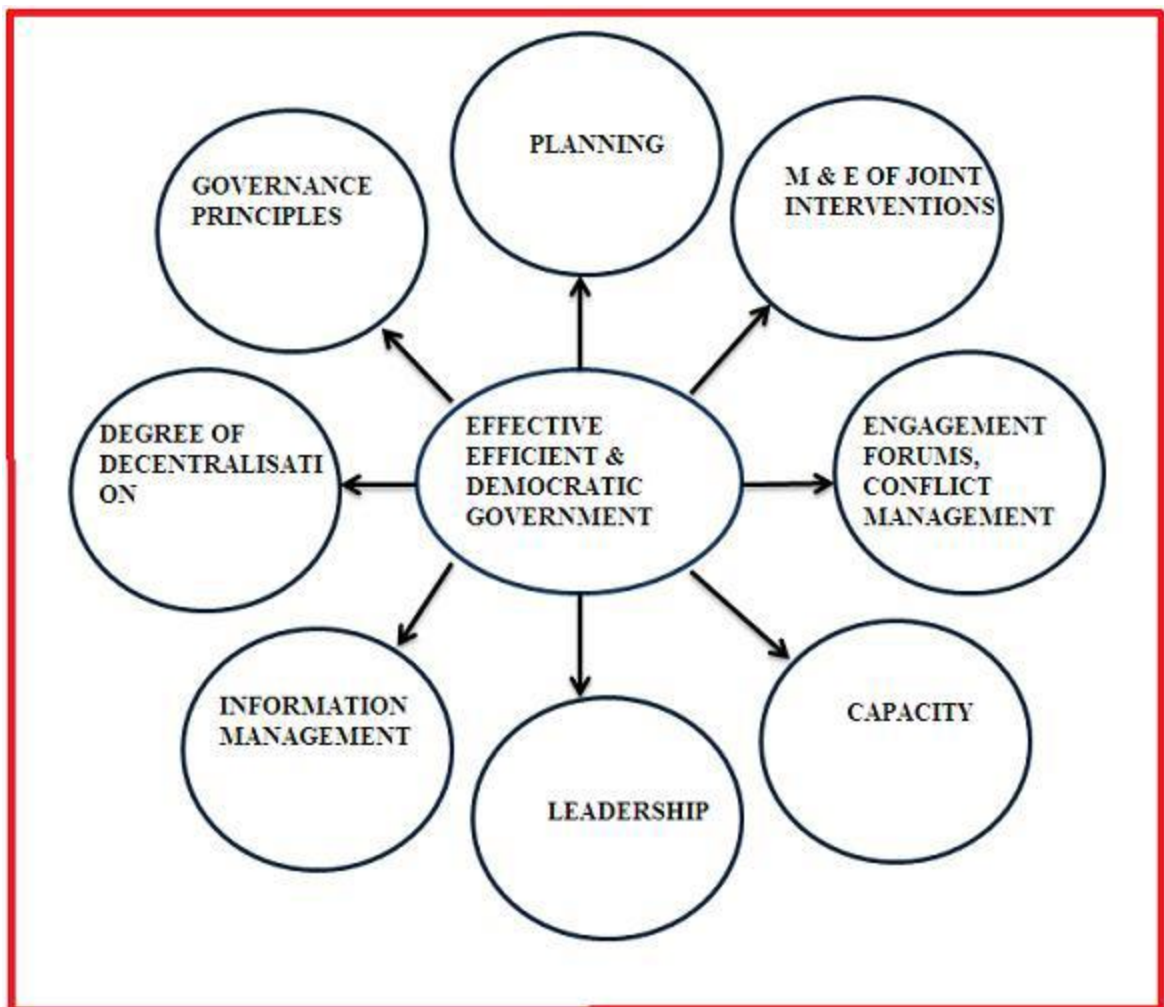
Briefly, Assaduzzaman and Stoker's models paved the way for Peter's models of contemporary models. These are *The Market Model*, which claims that the private sector can provide better services than the traditional public sector. The second one is *The Participatory State Model* that places greater emphasis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

delivery in local authorities. Collective participation of all stakeholders will help in solving the housing problem facing local governments.

2.4.8 Critique of governance issues

A change in government affects the implementation of housing policies and continuity in the implementation of housing programmes. The coming in of a new government will lead to policy inconsistencies, poor co-ordination and duplication of responsibilities. Sometimes new governments will ignore policies from the previous regime and hastily create new housing policies, resulting in poor policy formulation and implementation. Good governance funds projects and sources external funding in order to deliver affordable housing to everyone.

Figure 2-5 Good Government Principles



Source: Govender (2011:31)

From Figure 2.5, democratic governance focuses on good government principles, decentralisation and conflict management. Local authorities need to capacitate their staff and build good leaders and also need to emphasise good Information management. Similarly, local governments need to jointly monitor and evaluate policies. Good governance is a goal for effective and efficient government which can be achieved through focussing on monitoring and evaluation. M & E is a useful tool for the achievement of good governance.

2.5 Performance management

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

A review of literature shows that the term 'performance measurement' is more widely researched than 'performance management'. Performance Management, according to Kloot and Martin (2000:231-251), refers to individual performance management or appraisal schemes. On one hand, Performance Management focuses on the individual rather than the individual and organisation. On the other hand, performance measurement is pre-occupied with the measurement process without being vexed about the context within which measurement occurs. Aguinis (2013:2) defines performance management as a continuous process of identifying, measuring and developing performance in organisations by linking each individual's performance and objectives to the organisation's overall mission and goals.

Performance management in local governments is significant, as they have been mandated to continuously plan by setting goals and objectives and achieving

good results by observing best performance. Performance management in local government requires managers and politicians to be accountable and to link employee performance to organisation goals.

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

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

2.5.1 The role of performance management systems in housing service delivery

Notwithstanding the fact that salary adjustment mechanisms frequently use performance management systems for performance feedback and the identification of employee strengths and weaknesses, several organisations also use performance management systems to achieve organisational goals. In addition, performance management systems can help the organisation with administrative matters, such as making sound reward systems like allowances and incentives, thereby boosting the morale of employees. Hence, employees will

be intrinsically motivated to carry out their mandates. Good communication is a prerequisite in an organisation, hence performance management systems act as an important communication device.

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

Concisely, the purpose of performance management is to improve the job performance of staff with the use of performance planning processes through coaching, mentoring and continuous feedback.

2.5.2 Tenets of an ideal performance management system

Performance management systems should be practical, meaningful, reliable and valid in order to help organisations to achieve goals. In addition, performance management systems should be all-inclusive, standardised and ethically correct. Therefore, performance management systems serve multiple roles and their implementation helps organisations to monitor and evaluate critical information related to human resources issues and organisational goals. Monitoring and evaluation practitioners in housing delivery need to generate and use performance information in order to make value judgements concerning programmes/projects.

According to the GoZ (2015:23), a performance monitoring system consists of the following:

- A monitoring strategy based on a matrix of performance indicators;

- A management information system to facilitate the capturing, processing, analysis and use of monitoring data within each sector, including its relevant Ministries;
- Staffing for monitoring, commensurate with the Cluster requirements. All clusters are to establish a Secretariat with a M & E function; and
- Sufficient budget for monitoring at Public Sector Investment Project Level as well as Ministry and Local Authority and Public entities.

2.5.3 Performance progress reviews

All clusters, Ministries and Local Authorities shall conduct periodic reviews of physical and financial performance.

For development to take place in the Midlands Province, local authorities are to set out key performance indicators. These local authorities should align key performance indicators to local circumstances, goals and priorities of local communities. They should consult citizens when producing performance indicators doing consultative meetings in communities in order to increase transparency and accountability in the local communities.

2.6 Conclusion

This chapter reviewed literature related to the study and also provided an overview of monitoring and evaluation and its relevance within public administration. The chapter also discussed on the applicability and relevance of M & E within public administration. The chapter gave a detailed analysis of implementation of performance monitoring systems and why local authorities should come up with various strategies that can be used to engage in M & E. Monitoring and evaluation (M & E) is critical for public managers and a tool for administrators to use in order to achieve good governance. The literature review benefits the research by reviewing literature, which addressed the research problem and research objectives.

Chapter Three Theoretical framework

3.1 Introduction

This chapter discussed on the various theories that facilitate an understanding of models for M & E and current housing policies. The theories provide insights and concepts especially for understanding housing service delivery issues. The theories add value to the research by addressing the research problem and objectives. The chapter also included the best practices in other countries.

3.2 Theoretical framework of the study

There are three theories of housing, namely Marxism or Radicalism, Liberalism or non-Marxism and Positive theories. This study utilises the Positive theory of housing. Positivist theorists view housing from a socio-economic and environmental dimension. The theory upholds the economic status of households as important in determining housing improvement. Furthermore, Positive theorists argue that suitable housing supplies the basic services of clean drinking water and housing quality improves health. Positivists view housing as an item of consumption for all social groups and that it is the duty of the government to make housing available to all community members in order to achieve justice (Siljeg et al, 2018:51-84). There should be justice in the provision of housing as failure to provide adequate housing will result in socio-political unrest, as witnessed in countries such as South Africa and Zimbabwe.

The Positive theory is useful to this study because Zimbabwe is a democratic country, hence the need for transparency and accountability in housing service delivery. There should be a link between economic and political democracy in order for efficient housing delivery to take place. Furthermore, there should be equal access of citizens to housing projects.

3.3 The Systems Theory

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

The systems theory is most applicable to this study because it emphasises relationships amongst component elements and dynamic tension between structures, meaning that the housing department does not work in isolation. The housing department as a system depends on the engineering department for the surveying and servicing of stands, the finance department for funding housing projects and central administration for administrative services. The systems theory is relevant to this study because it provides a framework for understanding housing issues as well as how housing projects and programmes are monitored and evaluated. For instance, housing delivery is a complex issue and local authorities are political organisations. Hence the influence of the political, environmental, sociological, economic and legal environment. For instance, a change in the political environment will influence housing delivery.

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

interacting elements. Different elements in the system will influence housing projects. Politicians usually use housing projects for political gains.

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

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

3.4 Results -Based Management

Results based management is a management strategy and monitoring and evaluation tool that can be utilised especially to assess the outcomes and impacts of project implementation. According to the UNDP, (2011:2) results-based management ensures that their (actors) processes, products and services contribute to the achievement of desired results (outputs, outcomes and higher-

level goals or impact). Implementation of results-based management will help managers to monitor and evaluate housing service delivery policies/ programs in local authorities. According to Madhekeni (2012:122-129), Zimbabwe adopted the results-based management system in 2005. Implementation of results-based management will help managers to monitor and evaluate housing service delivery policies/programs in local authorities. The results-based management system is relevant to this study since it acts, as a guiding principle in the implementation of programmes and projects, thereby producing intended results. These two definitions show that RBM advocates systematic performance and accountability and is result-oriented. Earlier discussion on monitoring and evaluation show that monitoring and evaluation is a fundamental component of RBM. Many international organisations have adopted The RBM approach.

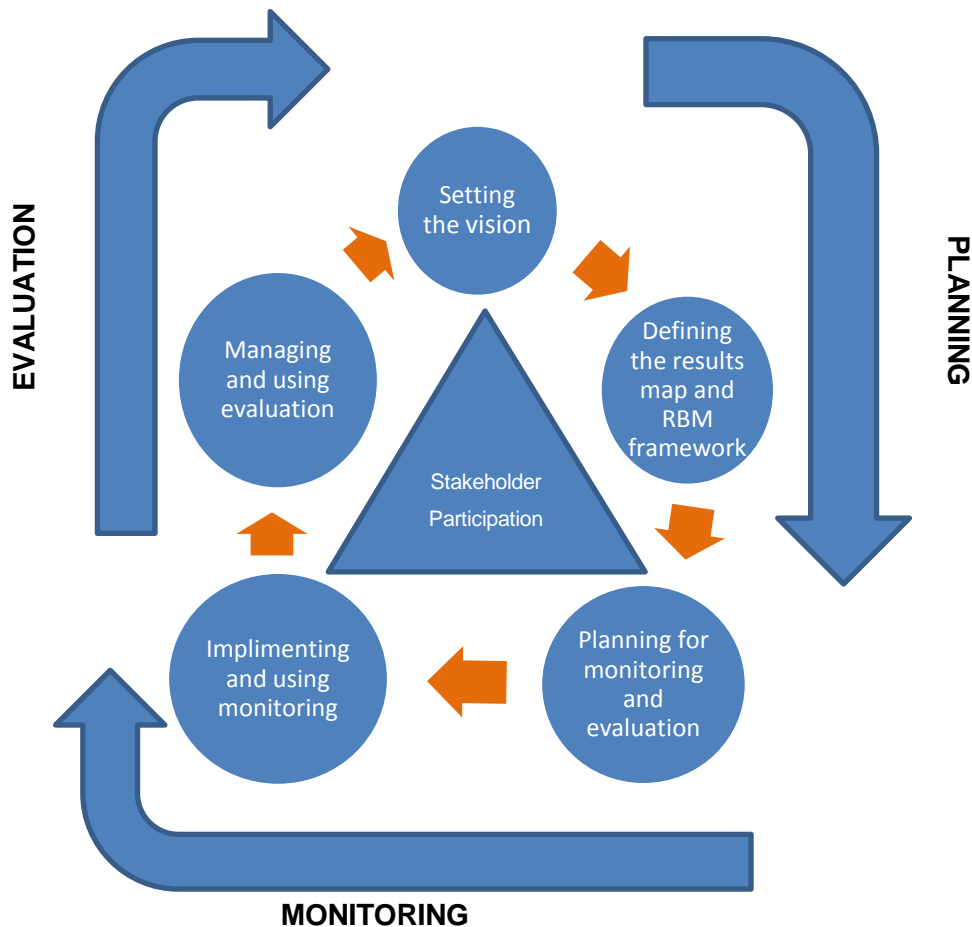
The UNDP (2009) highlighted the following principles of results-based management:

- **Goal-orientedness:** setting clear goals and results provides targets for change and opportunities to assess whether change has occurred;
- **Causality:** various inputs and activities lead logically to outputs, outcomes and impact, also called the “result chain”; and
- **Continuous improvement:** periodically measuring results provides the basis for adjustment (tactical and strategic shifts) to keep programmes on track and to maximise their outcomes.

In short, the key principles of RBM are accountability, national ownership and inclusiveness (UNDG, 2011:3), implying that governments are the primary owners of projects/programmes and should involve all stakeholders and be accountable.

Figure 3-1 Results-based management life-cycle approach

The figure below indicates the Results-Based Management Life-cycle approach.



Source: UNDP, Handbook on Planning, Monitoring and Evaluating for Development Results (2009)

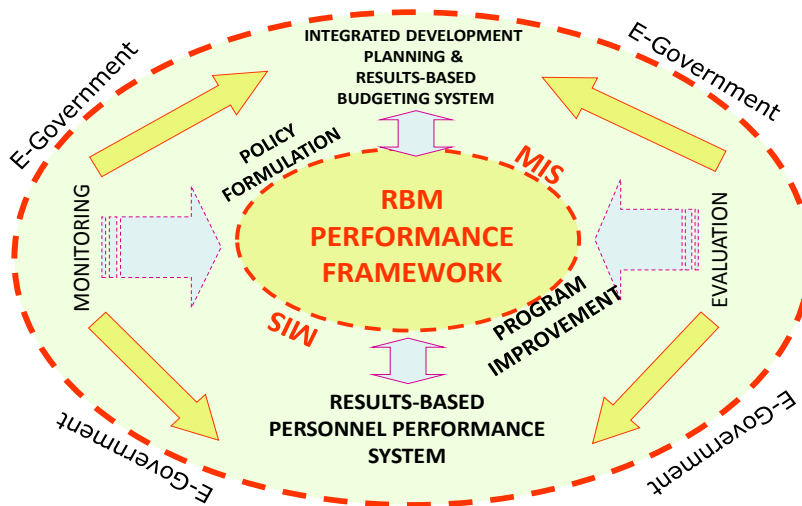
Madhekeni (2012:122) argues that a RBM system is a powerful tool that helps policy-makers and decision-makers to track progress and demonstrate the impact of a given policy, programme or project. The RBM life-cycle assists local authorities to come up with realistic vision statements that help in defining the results map. Local authorities are to plan for the monitoring and evaluation of housing projects before the implementation of programmes. All housing projects need evaluation before and after project completion as this will assist project managers to track changes and make recommendations for future projects.

The Government of Zimbabwe implemented Integrated Results-Based Management in all government sectors, but there is still a problem with housing

service delivery. The four constituents of the Integrated Results-Based System are Results-Based Budgeting (RBB), Personnel Performance System (PPS), Results-Based Monitoring and Evaluation (RBME) and E-Government (E-G). In conclusion, RBM is a powerful tool in developing countries and the challenge of designing and building an RBM system in developing countries needs not to be underestimated (Kusek and Rist, 2004:32).

Figure 3-2 RBM Performance Framework

The figure below highlights the RBM components



Source: RBM Handbook for Local Authorities (2014:105)

The implementation of RBM in local authorities is a problem in that local authorities face organisational and technical challenges. Local governments are conservative and they usually resist changes. In addition, they face technical challenges in monitoring housing projects. Expertise is required, especially in performance management and budgeting. The RBM components also shed light on the challenges faced by local authorities when tracking programme improvement. According to the GoZ (2015:27), all Public Sector agencies including Local Authorities, should embrace RBM with all its components. From Fig.3.2, the RBM components are as follows:

- Integrated Strategic Planning;
- Results Based Budgeting;
- Monitoring and Evaluation;
- Personnel Performance System;
- Management Information System; and
- E-Government.

Integrated strategic planning is critical in order for local authorities to plan strategically and fulfil their mission and mandate. Strategic planning helps organisations to provide relevant, high quality and cost-effective information. Strategic planning helps council managers to make sound decisions for good housing service provision. Results-based budgeting is a very useful planning and management tool (Besrest 2012:1). The mandate of Local authorities is to implement the results-based budgeting tool in order to produce good results by justifying resource requirements. Financial auditing is a link to management monitoring and performance auditing. RBB helps local authorities to match resources with objectives and expected results.

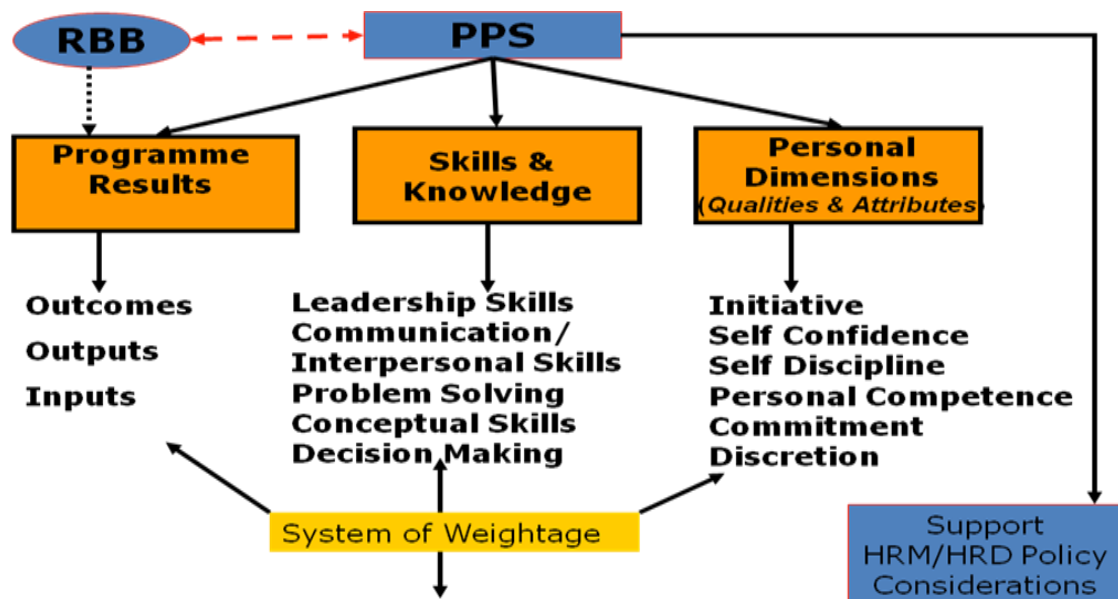
Monitoring and evaluation is an important component of the RBM performance framework as it focuses on improving performance and achieving expected results. Monitoring and evaluation assists in the improvement of housing outputs, outcomes and impact. Housing managers will be able to track housing programmes and come up with good management decisions. The Personnel performance system is a major element in the RBM performance framework. Performance management helps supervisors and subordinates to gain a shared understanding of work-related expectations and goals. The drawing of an evaluation of performance results ensures a conducive workplace environment. Local government managers and councillors should come up with robust practical and effective performance systems.

A Management information system (MIS) is a good tool to study people, information and organizations. Information systems should be managed in a proper way in order to serve the needs of council managers, staff and clients. In

local authorities, the IT department is responsible for the installation and maintenance of hardware devices and software for the smooth running of MIS. Management information systems help organisations to identify their strengths and weaknesses through financial reports. E-governance is the application of information and communication technology (ICT) for delivering governance services (The World Bank, 2002:2). E-governance focuses on efficiency, effectiveness and affordability of services to clients. E-governance addresses the needs of the public.

There should be a clear linkage amongst RBM components, as shown in Figure 3.3 below.

Figure 3-3 RBM Integrated Performance Framework



Source: *RBM Handbook for Local Authorities (2014:61)*

The RBM framework is a powerful tool used by housing project managers and residents. This aids in improving efficiency and effectiveness through organizational learning and performance reporting. From the diagram, housing authorities, private developers, financial resources, land, administrators and staff constitute *inputs*. *Outputs* are the residents or adults who sign up for housing programs and services. Initial *outcomes* are the increased number of residents

on the housing waiting list and intermediate outcomes are completed housing projects, thereby leading to long-term outcomes that are improved housing services in local authorities.

Implementation of results-based management will help managers to monitor and evaluate capacity-building programs in local authorities. Results-based management is a management strategy and monitoring and evaluation tool that can be utilised especially to assess the outcomes and impacts of project implementation. According to the UNDP (2011:2), results-based management ensures that their (actors) processes, products and services contribute to the achievement of desired results (outputs, outcomes and higher-level goals or impact).

3.5 Critique of the RBM performance framework

The RBM performance framework is regarded by development practitioners as donor-oriented and requiring a much time, energy and resources (Hatton and Schroeder (2007:426-432). In other words, the framework is easily affected by resource constraints faced by governments in developing countries. Service delivery protests are on the increase as residents seek quality services. However, politicians lack the political will to expedite development programmes. The private sector is also feeling the pinch of the economic environment and demand for better housing services. Donors have withdrawn their services because of accountability and corruption.

3.6 The Logical Framework

Project/programme monitoring and evaluation uses various management tools. The Logical Framework Approach (LFA), developed in the late 1960s, is of much significance. The European Integration Office (2011) defines the Logical Framework Approach as an analytical process and set of tools used to support objectives-oriented project planning and management. In the same vein, the World Bank (2000) argues that the Logical Framework (Log Frame) helps to clarify the objectives of any project, program or policy. Jensen (2010:2) defines

the Logical Framework Approach (LFA) as a project design methodology that provides a systematic structure for identifying, planning and managing projects.

The Logical Framework Approach influences the theoretical framework for this research. The logical frame's hierarchy of objectives is crucial when looking at monitoring and evaluation planning. The Log Frame is important in providing systematic analytic tools during project planning and management. Concisely, the Logical Framework Approach helps in finding solutions to important questions, identifying weaknesses and making sound decisions in housing service delivery.

The Logical Framework is relevant to this study since it is the pillar of the project's M & E system. The Logical Framework uses indicators that point to desirable outcomes. In addition, the Logical Framework will further detect the appropriateness of M & E tools and processes, thereby responding to new priorities. From the three definitions, one can deduce that the Log Frame is of paramount importance insofar as planning, management and evaluation of projects, programmes or policies is concerned. The European Integration Office (2011) argues further that, the Logical Framework Approach developed in the US Agency of International Development in order to address the following:

- Planning was too vague, without clearly defined objectives that could be used to monitor and evaluate the success or failure of a project;
- Management responsibilities were unclear; and
- Evaluation was often an adversarial process because there was no common agreement as to what the project was really trying to achieve.

The Logical Framework Approach describes a project in a logical way, showing its design. One can describe and evaluate it objectively because of it being clearly structured.

The Logical Framework Approach is an important instrument of project cycle management as it:

- Ensures asking fundamental questions, while weaknesses are analysed in order to provide decision-makers with better and more relevant information;
- Guides systematic and logical analysis of the interrelated key elements that constitute a well-designed project;
- Improves planning by highlighting linkages between project elements and external factors;
- Provides a better basis for the systematic monitoring and analysis of the effects of projects;
- Facilitates common understanding and better communication between decision-makers, managers and other parties involved in the project;
- Benefits Management and administration through standardised procedures for collecting and assessing information; and
- Ensures, using LFA and systematic monitoring, and continuity of approach when original project staff are replaced (European Integration Office, 2011:11).

The main drive for building capacity is improvement of the organisation's service delivery performance as mentioned the Logical Framework Approach, influences the theoretical framework for this research. According to Chaplowe cited in Mutsau and Chihambakwe (2012:43), the Log Frame or Logical Framework is a tool that shows the conceptual foundation upon which the project's M & E system is build. In other words, a logical frame in a matrix is objective-oriented and uses indicators. The Logical Frame's hierarchy of objectives is crucial when looking at monitoring and evaluation planning. The Log Frame is important in providing systematic analytic tools during project planning and management. According to the Government of the Republic of Serbia (2011:10), the Logical Framework approach is a manner of describing a project in a logical way that ensures successful designing in order to enable evaluation and objective description owing to its clear structure. Briefly, the Logical Framework approach helps in finding solutions to important questions, identifying weaknesses and making sound decisions.

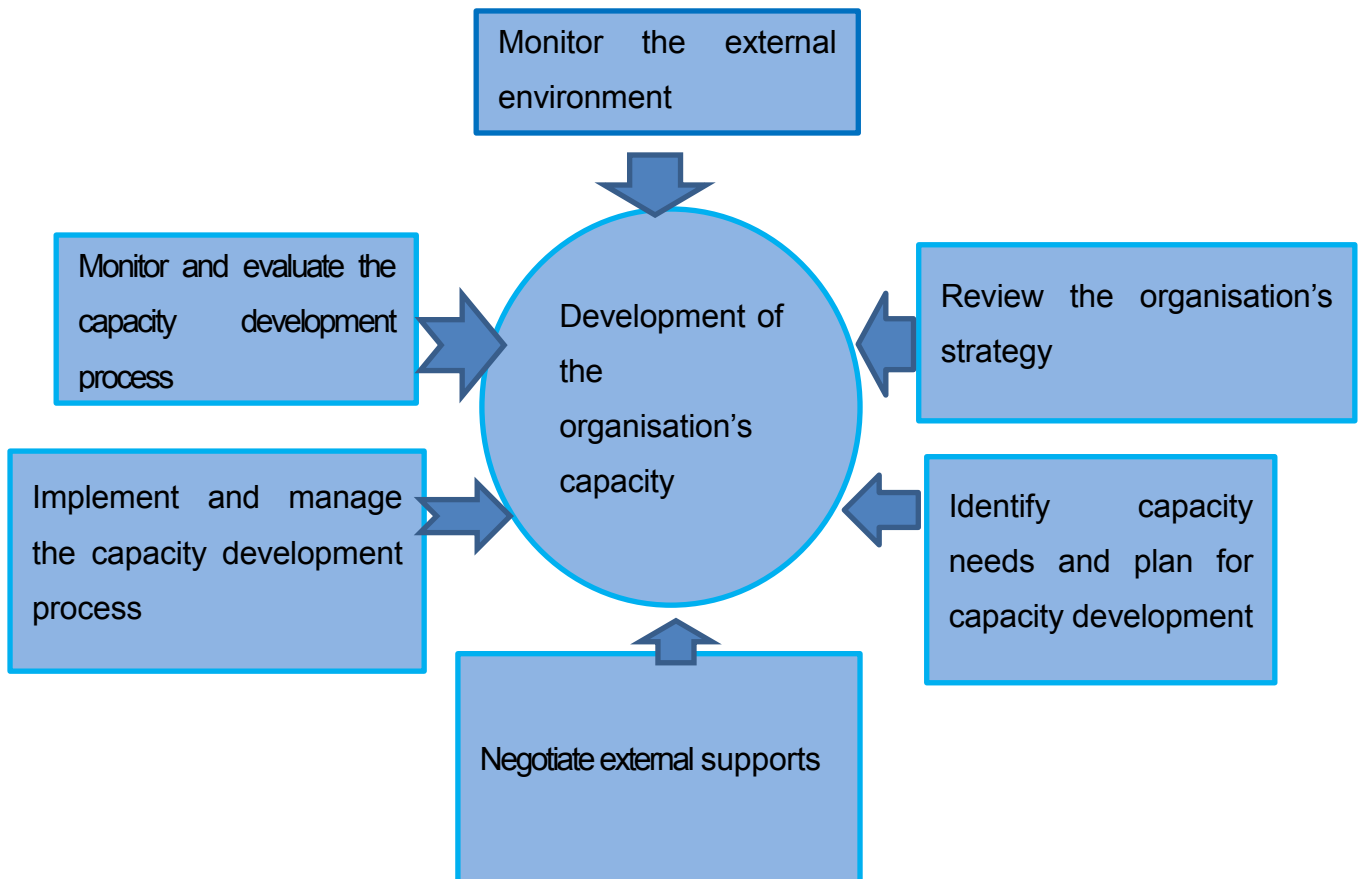
The Logical Framework is useful in this study because it conceptually describes the link between project elements and external factors. Furthermore, the logical framework is relevant to this study because it enables better understanding and communication between council policy-makers, council managers and other stakeholders involved in housing projects. This study has adopted the Logical Framework since it helps project managers in local authorities systematically and logically as it provides key elements of a well-designed housing project. Additionally, the framework assists management, council employees and private developers to systematically monitor and evaluate housing projects. The Logical Framework is relevant to this study as it also includes key inputs, outputs and expected outcomes.

However, although the LFA is a very good analytical tool, it has some demerits. For instance, it leads to bottlenecks and it is rigid. Since LFA is a general analytical tool, it is policy-neutral and calls for training and follow-ups.

3.7 Capacity Building Framework

The figure below illustrates the capacity-building framework.

Figure 3-4 Capacity-building framework



Source: Horton et al (2003:59)

The capacity-building framework illustrates six steps in a holistic approach to capacity development, which entails: monitoring the external environment; reviewing the organisation's strategy; identifying capacity needs and plan for capacity development; negotiating external supports; implementing and managing the capacity development process; monitoring and evaluating the capacity development process (Horton et al 2003:59). This is a systems approach where a change in one element affects the development of the organisation's capacity.

The capacity-building framework is relevant in this study since local authorities need to motivate their employees for capacity building. The success of projects depends solely on well-capacitated and trained personnel. Trained managers will disseminate information to key stakeholders like private developers and non-governmental organisations. Local authorities' personnel need to train on the evaluation of performance. Evaluated housing programs and projects shall monitor for compliance with agreed upon work plans.

The preceding discussion on previous studies and literature on the challenges faced by local governance in terms of service delivery in diverse environments showed relation to the current research topic. Scholarly writings and studies show that scholars have undertaken various studies under this particular theme but this one is unique in that it focuses on the monitoring and evaluation of housing service delivery with particular reference to the Midlands Province in Zimbabwe.

3.8 New Public Management (NPM) Theory

The transformation of public organisations has witnessed the emergence of the New Public Management theory. The public sector, regarded as conservative, is ineffective and inefficient in terms of cost and quality improvement (Govender, 2011:149). The new public management theory focuses on results. Government expects its managers to be results-oriented in order to meet the national housing target. Anderson and Hussey (2000:1) argues that the New Public Management theory envisages changing the style of governance and administration in the public sector. Public institutions should be accountable, transparent and development-oriented.

The public sector introduced information technology to improve governance and administration. Hence the introduction of e-governance in local authorities. Decentralizing management is a product of the New Public Management Theory. Ingraham (1996:255) contends that decentralising management aimed to de-bureaucratize the public services. The New Public Management Theory calls for managers to be results-oriented and produce good results. Housing project managers should embrace the New Public Management theory by focusing on

measuring performance by setting indicators and standards. For instance, the Key Result Area for housing output performance is social service delivery. The local authorities' goal is to increase access to residential accommodation ownership, thereby providing decent and affordable accommodation to all citizens.

The New Public Management theory calls for interaction with public and private sector institutions. Local authorities have collaborated with private land developers in order for them to complement councils in the provision of housing. The Midlands Province Zimbabwe Agenda for sustainable Socio-Economic (Zim-Asset) target is fifty-six thousand seven hundred and sixty (56760) housing units. So far, the province has achieved sixty-four thousand seven hundred and forty-five (64745) housing units as at June 2016. The Midlands has done remarkably well in the provision of housing and has exceeded the provincial target by twenty-four thousand two hundred and seventy units (24270) units. Provision of housing stimulates local economic development. Local authorities incorporated value-added strategic partnerships for increasing efficiency through manageability. Local authorities in order to accelerate the provision of housing implemented Public Private Partnerships as a strategy to improve housing service delivery.

3.9 Two theoretical M & E models

A review of related literature establishes that there are two basic M & E models, namely conventional and participatory. A study by Sebahara (2004:2) observed that development agencies and their partners commonly use conventional forms of M & E in order to evaluate projects. Sebahara further argues that outside experts assess performance based on pre-defined indicators, using standardised procedures and tools. The study concludes by analysing the limitations of conventional M & E. Development actors feel it is too rigid and hierarchical. Top-down communication hinders development, especially when dealing with capacity development issues focusing solely on quantitative data and favouring a linear approach, which fails to take account of change (ibid). Another limitation is that it is a tool used to control the use of funds, thereby justifying expenditure. Hence the need for new robust approaches to M & E.

3.10 Participatory M & E

Participatory M & E is a new model which involves radically re-thinking the theory and practice of M & E. This new approach to M & E suggests new ideas to management about learning who is responsible for change. The Participatory M & E has four key principles, namely participation, negotiation, learning and flexibility. This new model asks who initiates and pilots the process and who learns and benefits from the results.

The Participatory M & E model is useful in this study because it reinforces the accountability of housing projects and programme expenditure to beneficiaries and organisations. Furthermore, the Participatory monitoring and evaluation model is useful in this study because it assists management decision-making to execute corrective actions on housing projects. The model is vital in this study as it calls for the involvement of many stakeholders in project M & E, thereby building local capacity and ownership to manage housing projects. Although this model is useful in this study, it has some demerits. For instance, it requires more time and cost to capacity build local staff and community members, leading to a delay in housing activities. In addition, participatory monitoring and evaluation requires experts to train locals and demands genuine commitment and support of the donor community.

3.11 Monitoring and Evaluation Alignment Model (MEAM)

Govender (2011:254) proposed the Monitoring and Evaluation Alignment Model. As per this model, the three tiers of government operate in macro-environments, implementing their own M & E systems. For the three tiers to be effective, efficient and economical in service delivery, they should be unity. The GMWES, PWMES and MWMES all have political and administrative sub-systems. There should be balance within the various departments, sections, divisions or units for them to institutionalise M & E systems. Local authorities will be able to achieve excellence through efficient, effective and economical interventions to provide service delivery. There is need to create a sustainable M & E system in order to

achieve the desired impacts for the municipality. According to Govender (2011:254), the municipal-wide monitoring evaluation system model is a systematic M & E system that manages the performance of the whole municipality. The organisation should be stable and adapt to environmental changes in order to ensure synergistic outcomes. Similarly, the essence of the Monitoring Evaluation Alignment Model (MEAM) coincides with this study, “Monitoring and Evaluation of housing service delivery in local authorities: The case of the Midlands Province of Zimbabwe”. Moreover, the MEAM model denotes housing service delivery and M & E based on synergies within sub-systems.

3.12 The Systems Performance Model

The Systemic Performance Analysis Model (SPAM), according to Govender (2011:254), assesses inputs, activities, outcomes and impacts of policies, programmes and projects. The Political Monitoring and Evaluation Systems (PMES) could have a council, committee and ward committee Monitoring Evaluation System (MES). The SPAM has an Administrative Monitoring and Evaluation System (AMES) which is a cluster, unit, department or division that has performance indicators and set targets and responsible people for each key performance indicator. In this model, organisational and individual performance information forwarded to the Municipal Performance Management Information System (MPMIS) ensures the generation of performance management reports. This model is applicable to local authorities as housing departments are mandated to have performance indicators and set targets for housing service delivery. The poor performance of local authorities calls for a systemic M & E planning and implementation strategy for effective, efficient and sustainable housing service delivery M & E system. Since all local authorities are unique, they should implement policies to suit their needs.

3.13 Best practices in Monitoring and Evaluation Systems for housing service delivery

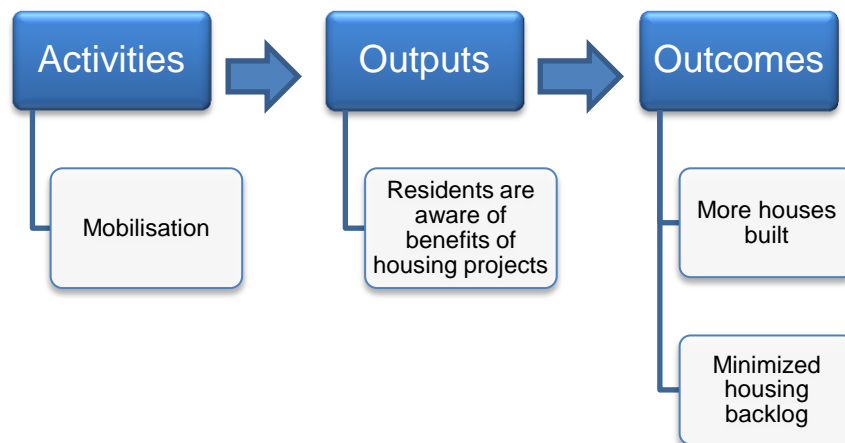
The researcher discusses international experiences in the monitoring and evaluation of housing service delivery globally. The focus of the chapter is on monitoring and evaluation for housing service delivery in developed countries,

namely the United Kingdom (UK), Switzerland and the United States of America (USA) and developing countries, especially Sub-Saharan African countries.

3.14 Housing M & E system

A robust housing service delivery monitoring system is the driving force of local authorities in order for them to improve effectiveness, efficiency and produce results and impacts to stakeholders, especially residents. The following diagram shows the components of the M & E System: The Results Chain

Figure 3-5 The Results Chain



Source: Adapted and modified from GOZ (2015:27)

In Figure 3.5, *outputs* are the direct results from the implementation of *activities*. For instance, residents will be aware of the benefits of the completion of housing projects. People owning houses minimize the housing backlog, a goal that local authorities can achieve if they implement effective, efficient and transparent housing programmes. A robust M & E system will help local authorities to measure short-and medium-term changes and monitor housing activities and results on a continuous basis. In addition, project managers will be in a position to evaluate the actual results against the intended goals periodically. The results chain is relevant to this study because it allows local authorities to understand how short-and medium-term results contribute to longer term impacts of projects.

M & E activities form a critical component of local authorities' performance management systems.

M & E systems are used by housing managers as management toolkits for tracking the progress and getting feedback on the impact of projects. Management toolkits help managers in decision-making pertaining to the success, failure, relevance, efficiency and effectiveness of programmes (Zvoushe and Zhou, 2017 cited in Tshombe and Basheka, 2017:204-232). Zvoushe and Zhou argued further that Monitoring and evaluation systems monitor and evaluate at all levels (macro, meso and micro) of policies, programmes and projects by the nature of their design (ibid). M & E systems are critical in project cycles as they could detect potential and actual problems and help managers to solve problems, thereby promoting greater transparency and accountability in local authorities.

Monitoring and evaluation systems are deeply rooted in results-based management approaches. Results-based monitoring and evaluation (RBME) also tracks and manages the progress of housing programmes and projects. According to Fukuda-Parr and Ponzio (2002:11), results-based management monitoring and evaluation systems capture data on the success and failure of development programmes in achieving desired outcomes, and there is systematic reporting on the progress towards *outcomes*.

3.15 M & E systems in Australia

This study draws on case experiences of M & E systems in Australia, South Africa and Zimbabwe. Case experiences will highlight the factors affecting successes and failures in the setting up and management of M & E systems.

3.15.1 Australia

In 1987 Australia, pioneered in developing monitoring and evaluation systems. The factors that contributed to the success story of Australian M & E systems were budgetary constraints of the government that forced them to come up with strategies of achieving greater value for money. Another contributory factor,

according to Moira et al 2009:53), was that the Australian Department of Finance and the Australian National Audit Office are the institutional champions for evaluation. The M & E system was successful because it had support from cabinet members and key ministries who placed importance on using evaluation findings to inform decision-making comprehensively (Zvoushe and Zhou, 2013:70). Although Australia managed to set up M and E systems, they experienced the following challenges:

- Uneven quality of evaluations due to a lack of evaluation training, and
- A natural inclination by civil servants towards avoiding evaluations, which they viewed with grave suspicion (Zvoushe and Zhou 2013:70).

3.15.2 A critique of M & E systems in Australia

Although the case of Australia faced some challenges in setting up M & E systems there are numbers of lessons drawn from the case. For M & E systems to be successful, there is need for resources to be available, strong political will, organizational capacity, structural solidity and strong M & E systems. Since Zimbabwe has not fully installed a comprehensive monitoring and evaluation system, it can learn from the Australian experience. For instance, Zimbabwe can borrow from the Australian experience by implementing strategies that support budgetary systems and M & E systems.

3.16 M & E system in Chile

The government of Chile adopted the idea of M & E systems way back in 1990. According to Guzman, Irarrazaval and de los Rios (2014:1), the Chilean Management Control and Evaluation was co-ordinated by the Ministry of Finance's DIPRES, which is responsible for the administration and management of public finances. The Chilean government developed M & E tools in order to address administrative and managerial challenges within central government. These tools assisted the central government in assessing the performance of public programs and the effectiveness of government policies, as well as how to monitor the use of public resources (The World Bank 2011).

Chile's M & E system focused on performance: firstly, on processes, outputs, intermediate and final results and secondly, on efficiency, effectiveness, economy and quality. Guzman et al (2014:8) argue further that other M & E initiatives for improving public management included exercises in strategic management; the introduction of information and communication technologies; the installation of information and complaints offices, new procedures for personnel training; mechanisms for salary-based performance initiatives; the creation of a high-level public management system; and standards on transparency and integrity.

The Chilean M & E system has eight (8) tools, that namely:

a. Monitoring Tools

- Strategic definitions;
- Performance Indicators;
- Comprehensive Management reports; and
- Programs for Management Improvement.

b. Evaluation Tools

- Government program evaluations;
- Impact evaluations;
- Comprehensive spending evaluations; and
- Evaluations of new programs (Arenas de Mesa and Berner 2010 cited in The World Bank, 2011).

3.16.1 Lessons from the Chilean Case

The major lesson the Chilean case demonstrates is that the M & E system was successful mainly because it was anchored on the political will and credibility of the institutions and received a reasonable amount of support from executive authorities and congress (Guzman et al, 2014:14). The Evaluation instrument, the Executive and Legislative branches crafted, led to the success of the M & E

system. The Chilean M & E system used government programs evaluations, comprehensive spending evaluations and evaluated new programs. The system also offered training opportunities in tertiary institutions. Additionally, the system used a diversity of instruments and methodological alternatives, thereby responding to different types of demands. The other lesson was that the Ministry of Finance, through DIPRES, played an important role in providing direction and co-ordination. The installation of a culture of evaluation within government was another success story of the Chilean M & E system.

3.16.2 Critique of the M & E System in Chile

Local authorities in Zimbabwe can also draw lessons from the government of Chile's M & E system by introducing the organisation's mission, strategic objectives and products, clients, users and beneficiaries. Local authorities will have strategic plans for the whole year, thereby improving housing service delivery. Local authorities will also be in a position to set out process-oriented, product-oriented or results-oriented indicators to measure effectiveness, efficiency, economy or quality of service factors (The World Bank 2011). Comprehensive management reports, as a monitoring tool, help organisations in providing information on the organisational structure, strategic definitions, human resource management, financial management and budgetary resources utilised. Programmes for management improvement (PMIs) are useful because they closely link with salary increases. The Chilean M & E system was the first to develop a "measurement-orientated" culture in all its ministries and agencies.

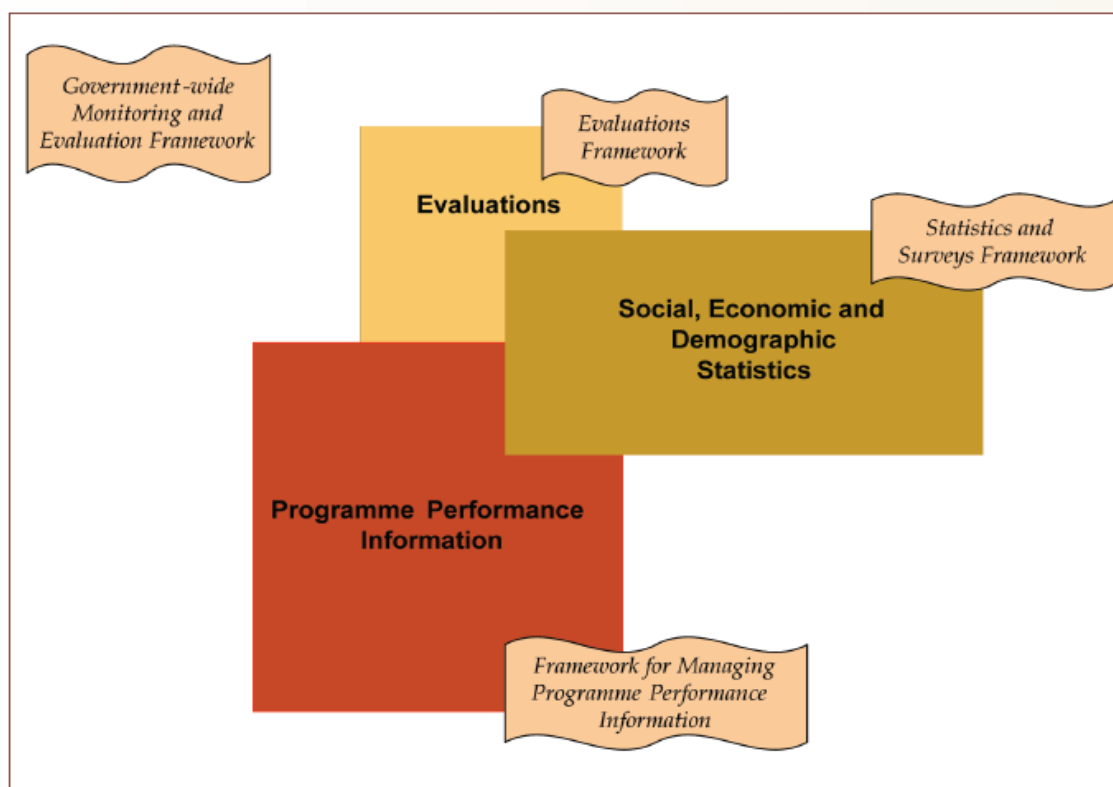
However, although the Chilean monitoring and evaluation system is regarded internationally as a successful example of how to put an M & E system in place (The World Bank 2011). There are limitations associated with the system. For example, there was a high level of centralization exerted by DIPRES. This resulted in diminished and insufficient motivation for capacity building and integration of instruments (Guzman et al 2014:38). The Chilean government also experienced problems in disseminating information as the system failed to disseminate information to key stakeholders- for example, universities, media houses and public opinion centres- because of a lack of new information

systems. These constraints could act as guidelines to local authorities to improve their own M & E systems. The Chilean experience is a good example on which to build the process of an M & E system.

3.17 M & E systems in South Africa

The Government of South Africa, through its Cabinet, introduced strategies for an M & E system. The Government-Wide Monitoring and Evaluation System (GWMES) was implemented in South Africa in order to ensure good governance, promote service delivery improvement and compliance with statutory and other requirements, as well as a learning culture in the different departments, (Govender, 2011:5). The Zimbabwean government can learn from South Africa's GWMES, which focuses on good governance. The Government-Wide Monitoring and Evaluation System (GWMES) aimed at improving the performance of public sector organisations and governance issues. The figure below illustrates GWMES:

Figure 3-6 Government-Wide Monitoring and Evaluation System



Source: National Treasury, *Framework for Government Wide Monitoring and Evaluation System* (2007: 3)

3.17.1 Lessons from the South African Case

From the South African case, other countries could learn that for the M & E system to be successful, the country should appoint a Minister of Performance Monitoring and Evaluation. The implementation of the GWMES was successful for it aligned the three tiers of government development goals by providing reliable data. At provincial level, local authorities implemented the Provincial Wide Monitoring and Evaluation System (PWMES) and Municipalities implemented the Municipal-Wide Monitoring and Evaluation System (MWMES).

However, the GWMES had its problems. South Africa failed to implement the GWMES successfully because the system was not clear on *what* to monitor and evaluate. Another challenge that the Southern African government faced in the implementation of the system was the lack of political will and accountability. Furthermore, there was a lack of capacity to implement the GMWES by politicians, public administrators and leadership. There is need for all government departments to have the M & E systems to be in place in order to improve service delivery.

3.17.2 Critique of the M & E system in South Africa

The government of Zimbabwe can improve governance by drawing lessons from South Africa, especially the Government-Wide Monitoring and Evaluation System and the Municipal-Wide Monitoring and Evaluation System. Zimbabwe can only achieve this through political will and accountability. All government departments should have functional M & E systems.

From the three international case studies, Zimbabwe will draw lessons from other countries on best practices of monitoring and evaluation of housing programs and projects.

3.18 Housing service delivery

There are different types of housing delivery policies practised in developed countries and housing markets in the United Kingdom (the UK), the United States

of America (the USA) and Switzerland. Furthermore, the researcher will discuss housing experiences in Africa, South of the Sahara, especially South Africa, Nigeria and Zimbabwe.

3.18.1 Housing policy experiences in developed countries

The researcher selected three developed countries because they represent two opposite ends of the spectrum with respect to their fiscal and land-use planning policies, different housing policies and institutional settings (Hilber and Schoni, 2016:3). Developed countries face challenges in housing service delivery; namely housing-related demands of an ageing population; changing housing tenure preferences; pervasive economic and social changes; urbanisation; and socio-spatial segregation of urban areas (Lawson and Milligan, 2007:12). This means that housing policy-makers in developed countries will have to design policies geared towards solving the above challenges. The policies will be a guideline for other countries to learn.

3.18.2 Housing policy experiences in the United Kingdom

The UK is a highly politically and fiscally centralized country, with a rigid planning system focused on urban containment and oriented towards home-ownership (Hilber and Schoni, 2016:5, Lawson and Milligan, 2007:22). The present UK national government's major mandate is housing policy reforms. The main thrust in housing policy reform in the UK is to look into the social housing stock provided by council, housing associations and remedying social exclusion. Political systems in the UK are dynamic. There is a unitary state, shifting from centralised to decentralised power through regional assemblies and co-ordinating mechanisms within which local governments have diverse and changing roles (Lawson and Milligan, 2007:12). The present government's political concern is housing shortages and a lack of affordable housing. The devolution of the housing policy assisted the government to shift from council to not-for-profit social property owners and from loans and grants to capital market financing (Derbyshire and Derbyshire, 1996 and Martznetter, 2001). This relates to the

Zimbabwean situation where the government is in gear towards addressing housing shortages through low-income housing projects.

There are different institutional arrangements for housing service provision in different countries. The key agents in the UK include the National and Regional and Local government, Housing Corporation, Registered Landlords (RSLs), Arm's Length Management Organisations (ALMOs) and Housing Partnerships Lenders to RSLs and ALMOs. These listed agents helped in addressing the housing shortage and affordability crisis. In Zimbabwe, public-private partnerships complement local authorities in housing service delivery issues. For example, the Ministry of Local Government Public Works and National Housing, banks and other private developers collaborated with council to improve on housing provision in the Midlands Province.

In order to address housing affordability issues, the UK implemented the following housing policies: social housing, rent to buy, help to buy and housing related tax policies. The main drivers of social housing are local authorities. Local authorities by law are required to provide so-called "council housing"/council estates (Wheeler, 2015). Councils provided social housing until 2008 when housing associations come into play and became the main provider of social housing in the UK (Hilber and Schoni, 2016:11). Social housing helped to address housing shortages by targeting low-income earners and vulnerable groups to get adequate housing. However, this policy was not without its problems. The Zimbabwean government introduced policies in 1980 targeting low-income earners. The policy aimed at the provision of adequate, affordable and sustainable housing to people.

The new political dispensation under Margaret Thatcher introduced a new housing policy, "Rent-to-Buy". Hilber and Schoni (2016:13) argue that the policy allows social tenants to purchase their homes at significantly subsidized prices. This resulted in private ownership of properties. However, although the Rent-to-Buy housing policy increased home ownership attainment, it failed to solve the affordability crisis for the entire population. In Zimbabwe, the rent-to-buy policy began after independence in 1980, in order to address urban housing problems. This policy increased the number of people on the home ownership programme,

which resulted in the introduction of the Help-to-Buy policy in 2013 in order to stimulate housing demand (Gov.uk 2015). Hilber and Schoni (2016:13) admit that Help-to-Buy consists of four instruments, namely equity loans, mortgage guarantees, shared ownership and a “new buy” scheme that allows one to purchase a newly-built home with a deposit of only 5% of the purchase price. The policy aimed at addressing supply-demand issues and increasing home-ownership. However, this policy failed to address affordability issues since taxes financed the Help-to-Buy schemes. This inevitably meant over-burdening the taxpayer and steep price increases for housing.

Housing-related tax policies were in order to address affordability issues. Central government grants to local authorities where the funds were needed most. Some would-be local authority politicians used the grants for personal gain, thereby inhibiting development issues. The council tax in the UK, which is a tax based on the value of the property, is not enough to aid development programmes. Stamp duty land tax (SDLT), which was on land and property, did not solve the affordability problem because there were anomalies and the tax created a disincentive to move house (Hilber and Schoni 2016:16).

The UK has very small dwellings, some of which are the oldest in Europe, and the country faces inadequate and expensive infrastructure to facilitate developable land, as well as opposition to urban expansion into rural areas (Lawson and Milligan, 2007:53. This is related to the study, which focuses on rural local authorities in the Midlands Provinces, especially on development projects.

3.18.3 Critique of housing policy experiences in UK

Zimbabwe can learn from the UK, especially on the devolution of powers from central government to local government. This devolution improves housing service delivery. Small dwellings help local authorities to fight housing backlogs, as residents will afford to purchase small pieces of land to construct houses. Home-ownership scheme implemented in Zimbabwe in 1980, helped local authorities to fight the housing backlog in cities.

3.19 Housing Policy Experiences in Switzerland

Switzerland, like the UK, is also experiencing ageing populations and declining household sizes. Scholars as Hilber and Schoni (2016:17) admit that Switzerland has one of the most decentralized governments in the world, reflected in the political autonomy of regional (cantons) and local (municipalities) administrative units. This is advantageous in that it lures new taxpayers, thereby resulting in individual private landlordism and an increase in new home purchasers. The government has a minimal role to play in housing service delivery.

3.19.1 Key agents in housing service delivery

The key agents in housing service delivery in Switzerland are the Federal Office of Housing, Canton owned banks, Pension Funds, Non-profit-builders and Central Issuing Office of Non-profit Builders (EWG). There is no tradition of home ownership in Swiss cities. Hilber and Schoni (2016:20) insist that Switzerland has the lowest home ownership rate amongst all developed countries, due to high house prices and imputed rent taxation (Bourassa et al, 2010).

Two key housing policies have an impact on the Swiss housing market, namely rent control and a ban on second (investment) homes namely the Second Home Initiative (SHI). It is the duty of the government to protect the renters and property owners. The property owners do just increase rent without informing tenants. Rent levels adjustments are based on the rent reference index and the Swiss consumer price index (CPI). Rent control protects tenants from untimely termination of contracts and unnecessary evictions. The Second Home Initiative (SHI) implemented in Switzerland to curb immigration inflows and protect the country's beautiful landscape as well as the destruction of the countryside by second-home investors, which created ghost towns in mountainous areas and inflated local housing costs (Hilber and Schoni, 2016:24). This initiative introduced to protect property rights of existing home-owners in the local municipalities affected.

3.19.2 A critique of housing policy experiences in Switzerland

Housing policies in Switzerland did not solve all the affordability problems since rent control resulted in rent increases of unregulated units and disturbed optimal allocation mechanisms (Caudill, 1993; Glaeser and Luttmer, 2003). Housing policies resulted in affordability problems that saw the increase of rentals, thereby worsening the situation. This is the same policy introduced in Zimbabwe, leading to land barons parcelling land to their relatives.

Europe experienced a different scenario from USA. In Europe, the government played a very extensive role in the housing sector by building and allocating housing units. This has changed in European countries as the states moved to greater reliance on the market in the provision of housing. Zimbabwe drew from the developed countries some lessons that later helped in addressing informal settlements and allocation of houses to the urban poor. The government of Zimbabwe, after independence, emphasised home-ownership schemes that were a complete departure from colonial housing policies and practices.

3.20 Housing Policy Experiences in the United States of America

Green and Malpezzi (2003) examine the current state of housing policy in the United States and its historical background. The federal government plays the dominant role of the provision of low-income housing. The federal government provides three types of federal rental housing assistance, namely public housing, tenant-based assistance privately owned and private housing-housing allowance and housing voucher programmes.

The United States of America's national housing system, geared towards the promotion of home ownership via government regulated financial intermediaries, insurance agencies and subsidy programmes, extended that tenure to minority groups and lower-income households (Lawson and Milligan, 2007:22). This implies that the national housing policy advocates home ownership. The Tax Reform Act, introduced in 1986, stimulated home ownership. The Housing Assistance Tax Act (HATA) provides a tax credit of 10% of the purchase price of a property for first-time homebuyers (Hilber and Schoni 2016:30).

The national government of the United States of America has fifty (50) states with separate constitutions and it is the duty of the federal (central) government to coordinate and interpret inter-state concerns. The government devolved housing responsibility to states via block grants. The key agents in the provision of housing in the USA are Department of Housing and Urban Development (HUD), Ginnie Mae, Freddie Mac and Fannie Mae, State and Local Governments, Private Developers of affordable housing, Public Housing Agencies, Not-for-profit organisations and Native American housing organisations. The national housing policy promotes access to mortgage credit and funding through government institutions. The state authorities provide minimal public housing. Lawson and Milligan (2007:39) contend that there are rising rates of ownership among the minority groups, leading to persistent racial differences, rising prices and affordability problems. The majority of poor quality houses remain privately owned.

3.20.1 Lessons from United States of America

The government of Zimbabwe implemented the following programs in order to enhance credit conditions: the Making Home Affordable (MHA) program resulting in the Home Affordable Modification Program (HAMP) and the Home Affordable Refinance Program (HARP). The two programs were only there to reduce foreclosure and they ended in 2016. The Obama Administration approved the Hardest-Hit-Fund (HHF) program to assist households in states affected by global financial crisis in 2010 (Hilber and Schoni 2016:31). The problem facing the USA is that of high land costs and constrained housing supply.

From the above analysis of the three developed countries, Hilber and Schoni (2016:33) argue that the US provides a good example of the spatial dependence of supply constraints and of the consequences of neglecting them when making policies.

3.20.2 A critique of housing policy experiences in USA

The federal government plays a significant role in the provision of low-income housing. Housing policy formulation and funding of housing programs is the mandate of the federal government. Zimbabwe can also learn from the USA on the devolution of powers to provinces. Devolution of housing responsibilities improves housing service delivery in local authorities. The Zimbabwean government should implement programs to enhance credit conditions to speed up completion of housing projects.

3.21 Housing policy experiences in developing countries

Most scholars agree that housing policy in developing countries is poorly documented hence the reliance on well-documented reports from the World Bank. The earliest evidence on housing policy is the report *“Housing: Enabling Markets to Work”*, published in 1993, which observed that the evolution of the World Bank’s housing policy through two decades can be divided into three stages: sites and services and slum upgrading, housing finance development and housing policy development loans.

Senegal was the first country in 1972 to implement sites-and-services and slum upgrading projects. There was a shift from total public housing provision to public assistance in private housing construction. The main goal of the World Bank’s housing was physical provision of low-cost housing units in line with the first objective. Developing countries still implement slum-upgrading projects. In Zimbabwe since urban housing failed to meet the demands of the local boards, this resulted in mushrooming of informal settlements and outbuildings. This led to the government to undertake major clean-up programs in 1991, 1993 and 2005 (GOZ, 2012:4).

Al-Shareem et al (2014:1-12) explores how governments in developed and developing countries have tried to tackle the problem of housing discrepancy over the last three decades. The article explores the notion of housing problem in most developing countries due to increase in housing demand. The authors concluded the article by exploring the materialization of poverty signified in poor

housing and depleted living conditions of the urban poor in developing countries including Yemen.

There was a shift in housing policy, especially in the 1980s. In the 1980's, they focused on housing finance institutions. The World Bank observed that the informal housing sector has significant contributions to make and that projects have limited impacts and that attention should continue to shift from projects to institutional reform.

Odaro (2012:34-45) argues that the factors affecting service delivery in Sub-Saharan Africa compares public services provision to private sector service delivery and assesses the impact of both on development. The author argues that service delivery remains a pressing issue throughout Sub-Saharan Africa. According to Odaro, governments focused on meeting Millennium Development Goals and this has increased attention on better provision of services. The author further highlights the factors contributing to the current state of services and concludes by making some credible recommendations.

A study carried out by Jones et al (2014:7) questions the vast amount of literature on delivery of health and education in developing countries, but with no strong distinctions between rural and urban areas. The authors note that common governance constraints to service delivery range from policy (in) coherence, bottom-up and top-down performance monitoring and oversight and space for local problem-solving as postulated. The authors provide many useful insights on problems of urban service delivery.

3.21.1 Housing policy experiences in Nigeria

Ugochukwu and Chioma (2015:42-49) highlights the phenomenal rise in population, number and size in cities which manifested in the acute shortage of dwelling units and resulted in overcrowding, high rents, poor urban living conditions, low infrastructure services and high crime rates. The study examines the various programs that local authorities have implemented to address housing problems in the city of Nigeria and notes that the problems remain intractable.

The authors observe that Nigerians need to survive the wounds of near-homelessness by engaging in good governance, increased access to land, credit, affordable and environmentally sound and serviced human settlements. Furthermore, the authors examine the national housing need and housing provision and the major constraints in delivery of low-cost housing in Nigeria. Finally, the authors recommend locally produced building materials and intermediate technology as a solution to low cost housing in Nigeria.

Jiboye (2011:121) examines the challenge faced by the Nigerian Government in making housing adequate and sustainable. According to Jiboye, a rise in population led to acute shortage of decent and affordable dwellings. The author notes that a rise in population resulted in urban problems of overcrowding, homelessness, deplorable environment and living conditions, inadequate infrastructure and homelessness. The study further analyses the need for good governance and application of appropriate developmental strategies as a solution to effective housing delivery. The study concludes by encouraging renewed collaboration and commitment among stakeholders in housing and urban development in Nigeria.

The above case studies show that housing policies differ and that housing problems are varied and multifaceted. The problems differ within cities and rural communities.

3.21.2 A critique of housing policy experiences in Nigeria

Nigeria faced challenges in implementing public housing policies and programs due to human and political factors. The human and political factors resulted in huge waste of resources for housing. Housing problems in Nigeria are almost similar to those experienced in the Midlands Province of Zimbabwe like overcrowding, poor urban living conditions and high rents. There is need for Zimbabwe to come up with robust housing strategies in order to solve the housing problems.

3.22 Conclusion

In conclusion, this chapter discussed on relevance of the positivist theory; the systems theory; the results-based management approach; the Logical Framework approach and the capacity-building framework to this study. The positivist theory is relevant to this study because it focusses on economic and political democracy. The system theory is useful because it helps in making sense of a complex world. The RBM approach was relevant since it focusses on accountability and inclusiveness. The logical framework approach uses indicators that point to desirable outcomes. Hence, it is the pillar of the project's M and E system. Finally, the capacity-building framework was relevant since local authorities personnel need to train on the evaluation of performance.

Monitoring and evaluation systems used in developed countries differ from those used in developing countries. Countries like Australia, Chile, and South Africa have managed to set up M & E systems although they are facing challenges. Housing in the United Kingdom, Switzerland, and United States of America face housing problems to do with ageing population, changing housing tenure preferences, pervasive economic and social changes, urbanisation and socio-spatial segregation of urban areas.

Chapter Four M & E and housing service delivery in Zimbabwe

4.1 Introduction

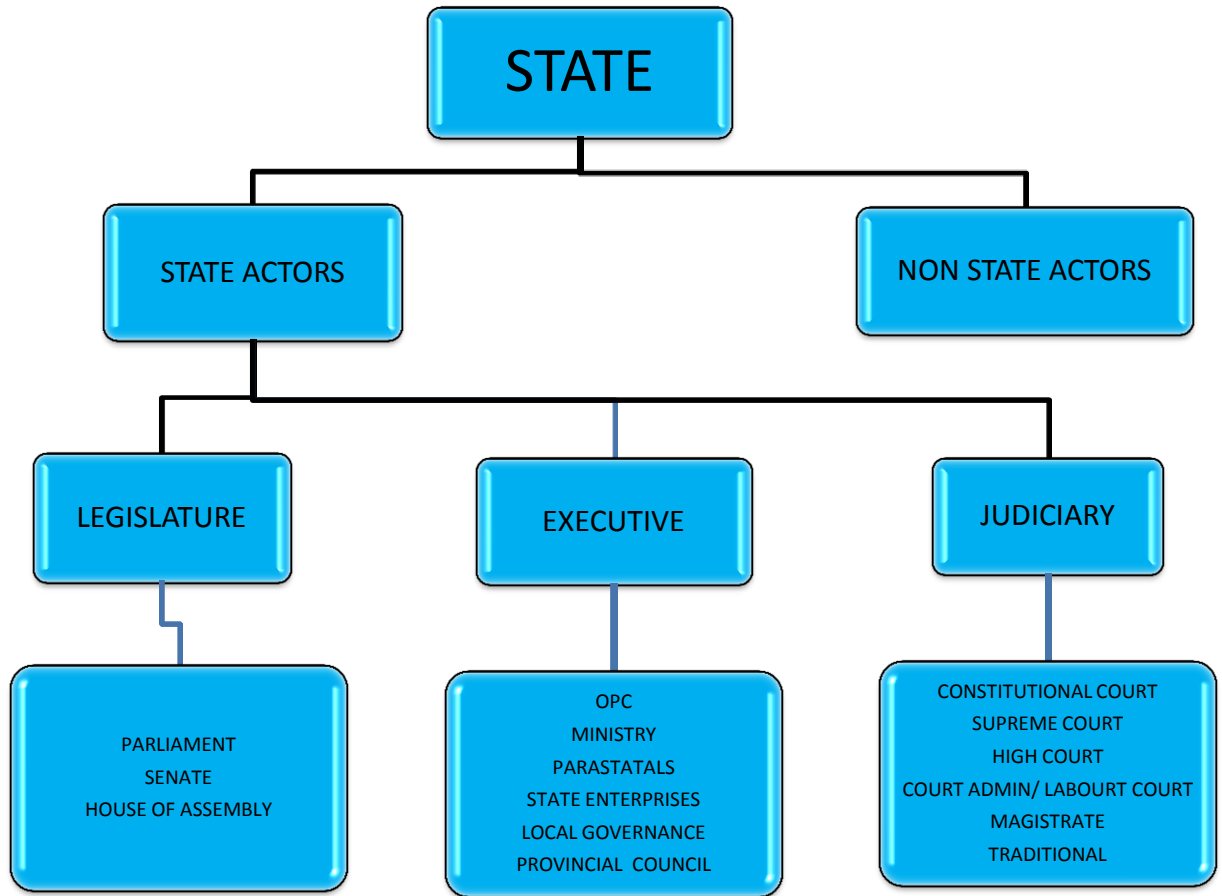
Chapter 4 highlights the legislative frameworks, and challenges faced by local authorities in housing provision. The chapter also discusses monitoring and evaluation in relation to the provisions of the Sustainable Development Goals and the implications and challenges for the Zimbabwean government.

4.2 Housing legislation and policies

4.2.1 Key Institutions in the Monitoring and Evaluation of Local Government

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

Figure 4-1 Actors involved in the M & E of Local Government



Source: Adapted from GoZ (2015:12)

The figure 4.1 above illustrates the linkages amongst the actors involved in the M & E of Local Government.

4.2.2 The presidency

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

4.2.3 The office of the president and cabinet (OPC)

The OPC as the leading Government Agency is responsible for:

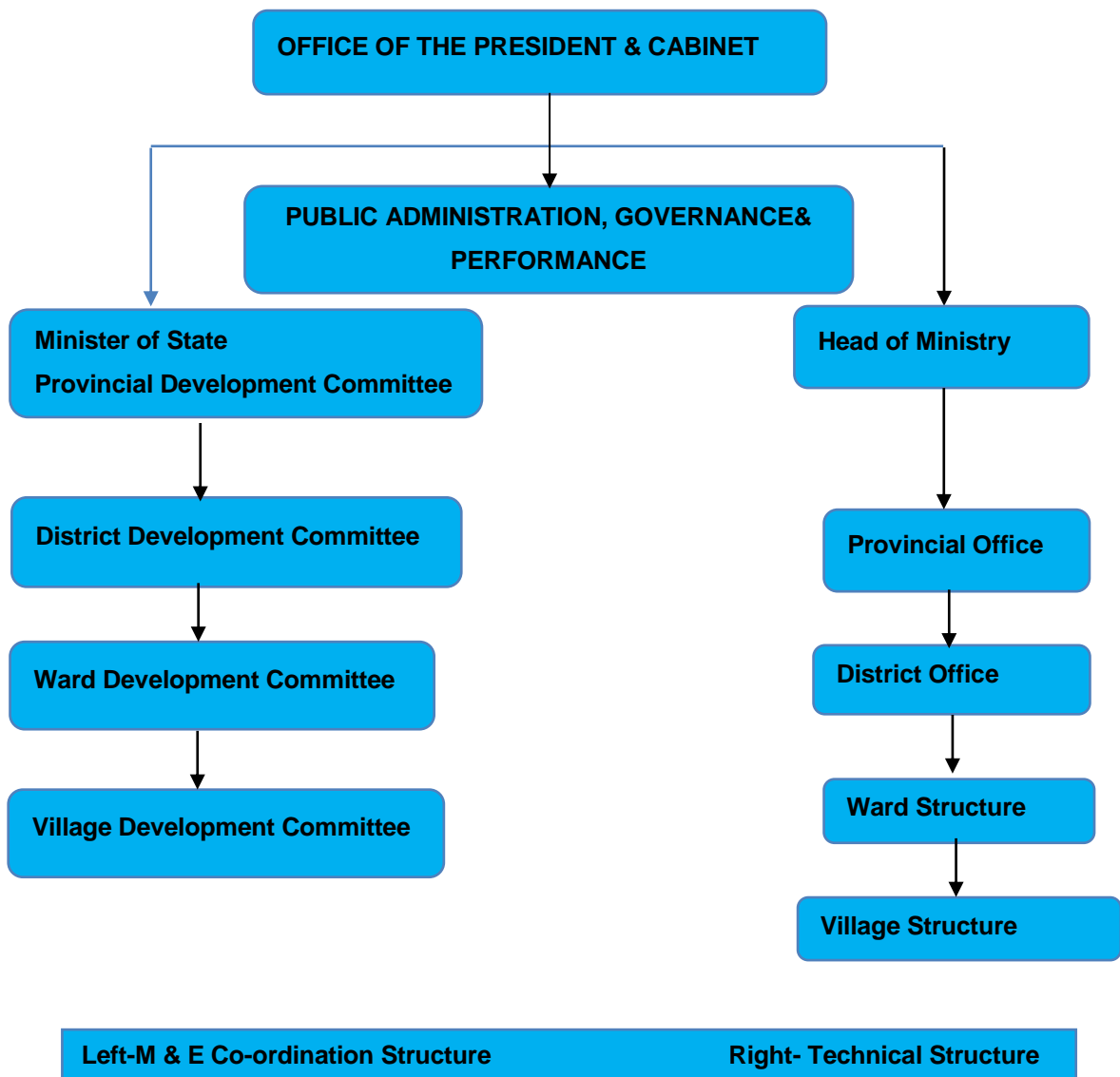
- Providing leadership and guidance in the formulation, implementation, monitoring and evaluation of public sector policies, programmes and projects;
- Ensuring transparency, accountability for, and oversight of Government performance and results;
- Developing, adopting and implementing a National Monitoring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

Ministries, Local Authorities and Public Entities are responsible for establishing and maintaining respective M & E Units as guided by OPC, develop and implement and review M & E plans. They also ensure that there is a budget allocation for the M & E of projects and programmes, educating staff on the importance of M & E projects and programmes generate and disseminate M & E reports and create effective linkages between M & E Units and those in respective Local Authorities and Public entities. From Figure 2.3 above, it is apparent that local governments have a significant role to play in housing delivery. They need support from the central government when providing housing services to local communities. Institutional arrangements influence housing service delivery in local authorities.

4.2.4 The legislature

The Legislature is responsible for creating an enabling legislative environment for the effective implementation of M & E; monitoring and evaluating Public sector projects and programmes through the Parliamentary Portfolio Committees; and ensuring that there is a separate M & E budget for programmes and projects.

Figure 4-2 Communication Structure for M & E



Source: Adapted and modified from the GoZ (2015:20)

Figure 4.2 above illustrates the communication structure involving a technical and co-ordinated approach to Monitoring and Evaluation. The technical structure

involves Ministry structures from OPC to village structures on housing development issues.

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

- The Village Development Committee (VIDCO) at Village level;
- The Ward Development Committee (WADCO) at Ward level;
- The District Development Committee (DDC) at District Level; and
- The Provincial Development Committee (PDC) at Provincial Level.

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

4.2.5 Critique of the actors involved in the M & E of local government

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

4.3 Capacity building

Capacity is defined by the (UNDP (2002:5) as “the ability of people, institutions and societies to perform functions, solve problems, set and achieve objectives”. According to the GoZ (2015:33), capacity development in monitoring and evaluation refers to a participatory needs-based enhancement of the knowledge, skills and abilities of individuals. In other words, capacity building assists human resources to achieve the organisation’s goals, objectives and mission, thereby improving service delivery. One can therefore argue that if a person is capacitated or empowered, it will lead to commitment in delivering efficient and quality service to residents.

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

The following are key role players in capacity development:

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

There is need to capacitate all key players in order to deepen appreciation of M & E in the implementation of Government programmes and projects. The Office of the President and cabinet shall ensure that Ministries and Commissions

place emphasis on the training of staff in monitoring and evaluation GoZ (2015:33).

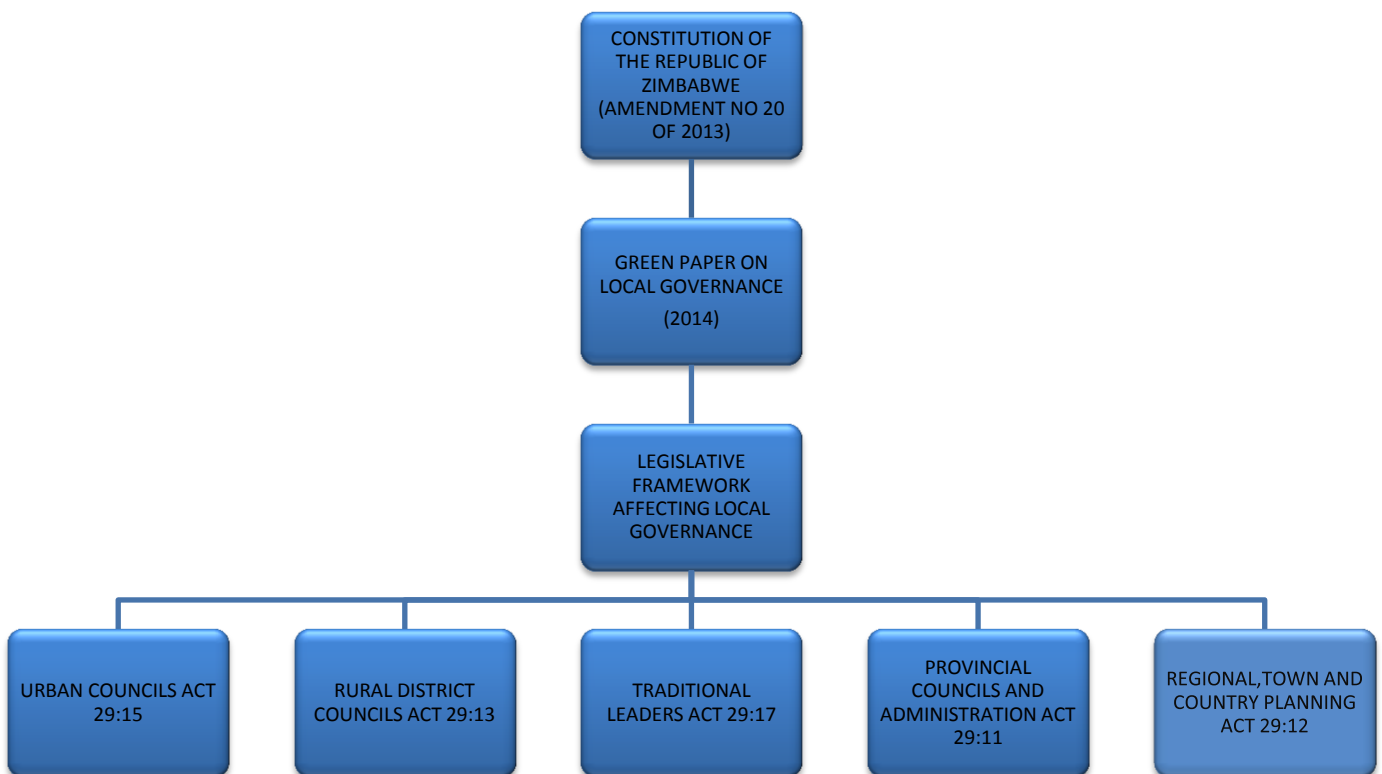
4.4 The Legislative Framework influencing housing service delivery in Zimbabwean local authorities

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

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

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

Figure 4-3 Legislative Framework for the management of Local Authorities in Zimbabwe



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

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

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

The Government of Zimbabwe (1995:2) provides for the declaration of provinces within Zimbabwe. There are eight (8) provincial councils in Zimbabwe. The Act defines the appointment of provincial governors for such provinces, as well as the functions of provincial councils. Provincial councils foster and promote the activities of various Ministries and organs of central government through the implementation of development plans. The provincial councils are also responsible for the formulation of short and long-term policies for the province. In addition, the constitution mandates provincial councils to review and evaluate the implementation of development plans and policies, thereby promoting development in their provinces.

The Government of Zimbabwe (1976:3) provides for the planning of regions, districts and local areas. The law mandates regions to promote health, safety,

order, as well as efficiency and economy in development plans. The regions should also authorize the making of regional plans, master plans and local plans for both urban and rural local authorities. Furthermore, the Act provides for the improvement of communication networks and the preservation of buildings, and the use of land and buildings, thereby regulating the sub-division and consolidation of pieces of land.

4.4.1 The Constitution of the Republic of Zimbabwe

In accordance with the Constitution of Zimbabwe (2013) Section 194, the basic principles and values governing public administration include the following: promotes professional ethics; local economic development; efficient and equal distribution of resources; timeous responses to people's needs; inclusive service delivery; transparency and accountability; good public relations; and the training and development of human resources.

The Constitution of Zimbabwe on Monitoring and Evaluation (2013) Chapter 2 Section 9 (1) clearly states that, "the state must adopt and implement policies and legislation to develop efficiency, competence, accountability, transparency, personal integrity and financial probity in all institutions and agencies of Government at every level and in every public institution..."

4.5 The Bill of Rights

The Bill of Rights clearly articulates that every person has a right to privacy by having a home, premises or property. Government mandates local authorities to provide housing to all citizens.

4.6 Shelter

In accordance with the Constitution of the Republic of Zimbabwe (2013) Section 28 paragraph one, The State and all institutions and agencies of government at every level must take reasonable legislative and other measures, within the limits of the resources available to them, to enable every person to have access to adequate shelter.

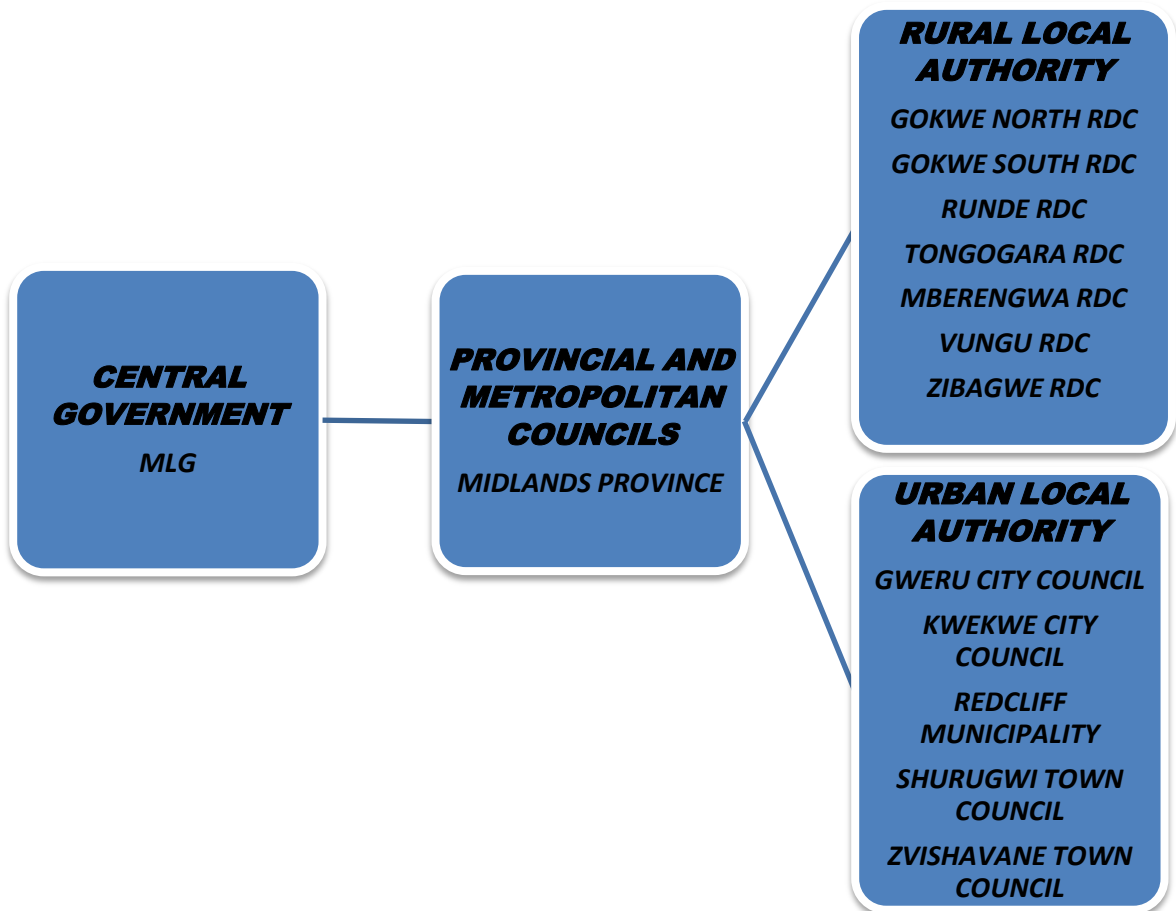
4.7 The Green Paper

The Green Paper establishes the basis for a new democratic developmental local state based on devolution (CHRA 2014:1).

4.8 The nature of the system of government in Zimbabwe

In Zimbabwe, there are three tiers of government namely the National Government, Provincial and Local Authorities. The national government is responsible for formulation of policy and is accountable for the efficient operation of all local authorities in Zimbabwe. Furthermore, the national government provides sound local governance provision of sustainable housing delivery. The provincial government is responsible for monitoring and regulating local authorities, facilitate the operation of traditional leaders, promote and coordinate development efforts and manage housing and estates. Local authorities divide into urban and rural councils. Urban councils represent and manage the affairs of people in urban areas whereas rural councils represent and manage the affairs of people in the rural areas as stipulated in the Constitution of the Republic of Zimbabwe, 2013).

Figure 4-4 Three Tiers of the Government of Zimbabwe



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

Figure 4.4 above indicates the relationships amongst the central government, provincial and local authorities. The three tiers of government should establish a good rapport for the successful implementation of housing programs and projects. The central government/Ministry of Local Government, Public Works and National Housing (MLG) is responsible for establishing a legislative framework and providing a framework for capacity building.

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

provide effective, efficient, transparent and coherent government (Coetzee and De Villiers, 2010:86).

4.9 Critique of the three tiers of government

The three tiers of government in Zimbabwe, namely the central government, provincial and local government have a shared responsibility and authority for the provision of housing services. The central government, which is responsible for policy formulation and funding, is no longer providing funding to local authorities. According to Jonga (2014:84), the central government is no longer committed and has no power to fund local authorities for them to provide effective and efficient housing services. The provincial governments had the mandate to provide housing services but they face financial problems to improve accountability and performance.

Finally, the local governments' main responsibility is the actual delivery of various housing projects. Sometimes, politicians hijack resources and channel them to their constituencies and wards. They could divert resources outsourced for housing projects to cater for other infrastructure in-order to gain political mileage. Local authorities are not autonomous as they are centrally controlled. According to Madzivanyika (2011:33), the central government meddles in the decision-making of local authorities. The central government appears to be responsible for the actual delivery of services, while, on the contrary, they play political games in order to buy votes into power from the general populace. Politicians give housing stands free as a vote buying strategy, thereby slowing the progress of servicing housing projects in local authorities. The central government stalls the housing activities in local governments. Nevertheless, all the three levels of government should work in liaison for the physical production and delivery of housing services in all the provinces. There should be clear-cut responsibilities and clarity in the roles of the central government, provincial government and local government. There should be no duplication of responsibilities.

4.10 The Zimbabwe National Housing Policies

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

4.11 Post-independence era

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

4.12 Critique of housing policies

Housing policies during the colonial period were too limited in scope. For instance, the “Restrictions to black homeownership, except long-leases, from the 1960s” target specific people, and hence could not address the housing problems faced by local governments. The homeownership scheme introduced after independence in 1980 only identified a specific housing development responsibility of local authorities of a certain group of people. This failed to solve the housing delivery problems faced by local authorities.

The World Bank and USAID funded some housing projects, but the withdrawal of the World Bank in 2004 during land invasions had a negative impact on housing service delivery, which resulted in the colossal housing backlog in the country. Local authorities cannot provide efficient and effective housing services without getting funding from the central government and external funds. Hence, should be good co-ordination within all the three tiers of government.

The National Housing Policy recently introduced in 2012 by the government of Zimbabwe was primarily to address housing service delivery problems. The local authorities complimented the National Housing Policy with the ZIMASSET document, which called for local authorities to provide sustainable housing and reduce housing backlogs. The local authorities had to implement the ZIMASSET document despite the fact that they had not done any consultation. There was need for clarity on how the government and local authorities should implement the national housing policy. Although the government had designed the national housing policy, residents still face problems because they cannot access mortgage loans from banks to construct houses. The banks that are offering loans charge high interest rates. Although the national housing policy calls for effective and efficient housing services, local residents find difficulties in obtaining building plan approvals and certificates of occupation from building inspectors. Some building inspectors ask for bribes before approving plans and inspecting buildings. Inadequate infrastructure in the Midlands Province jeopardized the implementation of the national housing policy. The housing policies failed to deliver housing programmes and projects to residents in local authorities.

4.13 Government structure and local government

4.13.1 Local governance in Zimbabwe

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

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

In Zimbabwe, there are two main categories of local authorities: Urban Councils and Rural District Councils. There are ninety-two (92) councils in all the provinces of Zimbabwe. There are thirty-two (32) urban local authorities, which are categorised according to a hierarchy of status, structure and capacities. Wards make up Local authorities. Furthermore, urban councils constitute hierarchical divisions into Local Boards, Town Councils, Municipalities and City Councils.

This study will focus on the following local authorities located in the Midlands Province: Chirumanzu, Gweru, Gokwe North, Gokwe South, Kwekwe, Mberengwa, Redcliff, Runde, Shurugwi, Tongogara, Vungu, Zibagwe and Zvishavane.

4.13.2 Responsibilities of Council Executives

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

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

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

The Rural District Councils' *modus operandi* is different from that of Urban Councils. The Rural District Councils Act and the Traditional Leadership Act

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

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

Thus, local authorities have the right to govern, on their own initiative, the local affairs of the people within the area of their establishment. Furthermore, these have all the powers necessary to do so in accordance with the constitution of Zimbabwe. Furthermore, local authorities have powers to make by-laws, regulations or rules for the effective administration of the areas falling under their jurisdiction.

In Zimbabwe, the constitution classifies local government into Urban Local Authorities and Local Authorities for Rural Areas Section 267 of the Constitution (2013) articulates the functions of local authorities as follows:

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

residential, commercial, civic, industrial and open spaces to agricultural land zones.

4.14 Housing in Zimbabwe and its challenges

4.14.1 Housing

Housing is one of the basic needs in any society. Henilane (2016:168-179) defines housing as a building or part of a building where a household can live all year round and which meets certain statutory requirements, including a residential address. Housing is of paramount importance as it denotes the socio-economic status of a person. Housing is a dwelling place that gives shelter, security and warmth, constructed as a home for one or more persons. Definitions of housing refer to a home, a house or any place, which is habitable to human beings (Henilane 2016). Housing is permanent shelter or temporary shelter for man, which automatically gives him identity. Housing gives privacy and shelters people from harsh weather conditions and unwarranted disturbances. Housing in the 21st Century refers to accommodation.

From the above definition of housing, it is more than mere shelter. Housing embraces all the social, political and economic services and utilities that make a community or neighbourhood a liveable environment. Housing is a human solution to health and accommodation problems. It is also an indicator of economic growth.

Thus, the provision of housing, permanent structures in particular, is crucial because it brings sanity into any community and offers stability in government

4.14.2 Housing experiences and challenges in Zimbabwe

Policies are courses or principles of action adopted or proposed by an organisation or individual in order to achieve set objectives (Torjam, 2005:2). The definition of policy in politics refers to the basic principles that guide a government whereas in management it is a set of basic principles and associated guidelines formulated and enforced by a governing body of an organisation to direct and

limit its actions in pursuit of long-term goals. Policies embrace political, management, financial and administrative mechanisms in order to achieve objectives. According to the GoZ (2015: *xii*), a policy refers to a guiding statement that will provide direction and thrust on what should be done to either solve a problem or to accelerate certain developments in a given sector. In basic terms, a policy is a plan of action, a statement of aims and ideas.

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

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

Murimoga and Musingafi (2014:94-107) analyse local governance and service provision in Zimbabwean urban communities, using Harare and Masvingo municipalities as case studies. The authors reveal patterns of municipal service provision and residents' access to these services. The authors argue that poor governance of urban local authorities affects service delivery in the municipalities. The study focuses mainly on the extent to which residents are involved in the

service provision decision-making processes and the challenges faced by the two cities. The study concludes that municipal authorities lack in terms of the involvement of residents in municipal governance issues and service delivery. The lack of involvement of communities in housing issues leads to housing problems in local authorities.

Mangizvo and Dzikiti (2009:41-55) reveal that urban areas have been hit by a critical housing shortage. The authors argue that the housing backlog in the city resulted from rural-urban migration, Operation Restore Order (“*Murambatsvina*”), colonial building standards and harsh economic conditions. Finally, the study concludes by recommending that local authorities should co-opt insurance companies in a bid to provide accommodation. Furthermore, there should be facilitation of the operation of building co-operatives and promotion of the building of flats as a way of reducing housing backlogs. Operation Restore Order executed in May 2005 affected some urban communities and households negatively as this resulted in the loss of shelter as government demolished purportedly low standard urban dwellings. The Government of Zimbabwe introduced the policy and destroyed all illegal structures. Operation Restore Order created problems as this resulted in the urban housing waiting list ballooning as well as the relocation of some families to the rural areas.

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

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

Residents’ associations play a pivotal role in complimenting local authorities in housing provision. In Zimbabwe, these help in providing housing to disadvantaged groups in the community. Residents’ associations engage in

dialogue with local authorities and pressurise them to provide affordable housing to residents.

4.15 Housing challenges in the Midlands Province

The Midlands Province of Zimbabwe is the third largest province in the country. The province has a wide variety of economic activities and hence attracts people from all lifestyles. Rural to urban migration has resulted in housing problems in the province. Housing in the Midlands has been viewed by the government as the barometer for the state of the economy. Local authorities are responsible for the provision of affordable housing, which results in the creation of jobs and stimulates local economic development in the province. According to the GoZ (2015:21), the provincial housing provision target is fifty-six thousand seven hundred and sixty (56 760). The province is experiencing challenges in housing provision. For instance, there is a land shortage in the province and some places are swampy, thus not suitable for housing construction.

The province is facing a challenge, especially in terms of the ballooning housing waiting list. Although local authorities engaged private land developers to compliment housing provision, private developers failed to provide adequate, affordable and sustainable housing services. Private developers in the province aborted housing projects. The private developers failed to monitor these housing projects.

In rural district councils, there was a challenge especially absence of a governance and leadership hierarchy (CCMT, 2014:17). Duties and responsibilities are not very clear. This makes it difficult for residents to know whom to consult when they need housing services. Another challenge is political patronage. In rural areas, there are always tensions between political party structures and local government structures. ZANU (PF) is the dominant party as compared to opposition party MDC. The ZANU (PF) party feels they own the land. The Village Development Committees (VIDCOs) and Ward Development Committees (WADCOS) selection is on partisan ties, which creates confusion and conflict in rural areas.

The Midlands Province experience challenges as it contends that the government's priorities are upside down. Residents feel that both the central and local government do not prioritise their housing needs. Housing is a basic human right, hence residents feel the government should do more to provide sustainable housing. The other challenge faced in the Midlands province is that there is no co-ordination or integration across departments in local authorities. The Finance department feels that all the council revenue belongs to them. This creates significant challenges for council staff making it harder for council employees to collaborate with co-workers and restricts their ability to efficiently housing service enquiries.

The economic crises in Zimbabwe have led to rising housing prices and demand outstripping supply, resulting in housing backlogs. The central government stopped funding local government housing projects. Consequently, a lack of funding is a problem in the Midlands Province.

4.16 M & E in relation to the provisions of the sustainable development goals (SDGs) in Zimbabwe

Zimbabwe has devoted itself entirely to implement sustainable development goals by 2030. Goal 11: is about *making cities and human settlements inclusive, safe, resilient and sustainable* and the target is to *ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums*. In order to achieve the SDGs Zimbabwe, put a clear institutional framework which consisted of a monitoring and evaluation policy including prioritised SDGs targets and indicators and thematic clusters for mainstreaming and localising the SDGs.

In Zimbabwe, rapid growth of cities due to rural – urban migration rising populations has resulted in population increase and growth of slums. Goal 11 of making cities sustainable means providing affordable housing. People lack suitable homes and there is overcrowding in cities. Local authorities are mandated to provide affordable housing to residents who are low income earners and those who live in slums. UN-Habitat (2017) calls for inclusive housing service delivery and that for Zimbabwe to achieve SDGs , the New Urban Agenda should

place housing policies at the centre of urban policies by ensuring shelter for all. There is need for commitment from the global community.

However, although Zimbabwe is geared towards achieving SDGs, there are challenges will regard to the implementation process. For instance, the economic meltdown in Zimbabwe has impacted negatively on the implementation of SDGs. Local authorities are indebted due to fiscal revenues going towards funding recurrent expenditures.

The other challenge faced in implementing SDGs in Zimbabwe is failure to bring the right stakeholders at the right time and place. To achieve sustainable development goals stakeholders should operate at local, provincial, national levels and globally. There is a challenge especially to bring the private sector, national governments, non-governmental organisations and communities together.

The other challenge is that there are gaps in terms of policy implementation and coherence. Zimbabwe has prioritised only ten SDGs 8,7,2,9,6,13,13,17,3,4,5. The new dispensation focused more on “Command Agriculture” than housing issues. The government of Zimbabwe should implement all the seventeen SDGs as these are all important to the country.

4.17 Conclusion

This chapter discussed on M & E and housing service delivery in Zimbabwe. The chapter also highlighted on the legislative frameworks and challenges faced by local authorities in housing service delivery. Monitoring and evaluation is vital component in the provision of the sustainable development goals. Zimbabwe is facing challenges in implementing sustainable development goals.

Chapter Five Research design and methodology

5.1 Introduction

The main purpose of this chapter is to analyse the research design, research methodology, and data collection procedures, piloting, the sample, the interview questions, Likert Scale Questionnaire, reliability and validity. The researcher addressed the following research questions:

- What are the challenges faced by local authorities in providing housing services?
- How effective are current housing policies in delivering the intended housing services?
- How effective is the implementation of performance and monitoring and evaluation systems for housing service delivery?
- Why do local authorities provide housing services the way they do?

The researcher employed the mixed-method research approach, with a case study research design. Pragmatism, as a paradigm, was utilised. In addition, this chapter gave a detailed analysis of the main philosophical assumptions and research approach, methodologies, methods of data collection and data analysis procedures that helped answer the research questions, scope and objectives of this study. The researcher carried out the study in the Midlands Province of Zimbabwe. There are thirteen local authorities in the Midlands Province. The researcher also used primary and secondary data sources.

The target population in this study is 60 council employees in the housing department in local authorities in the Midlands Province. The researcher used the purposive sampling strategy. Data was analysed using SPSS and narrative analysis. According to Morse (1994:23-24), qualitative analysis involves comprehending the phenomenon under study; synthesising a portrait of the phenomenon that accounts for relations and linkages within aspects; theorising

about how and why these relations appear as they do and re-conceptualising or putting the new knowledge about phenomena and relations back into the context of how others have articulated the evolving knowledge.

5.2 Research paradigm

The philosophical basis for this study was pragmatism. According to Feilzer (2010:8), pragmatism is a deconstructive paradigm that advocates the use of mixed methods in research, sidesteps the contentious issues of truth and reality and focuses instead on what works as the truth regarding the research questions under investigation. The researcher used the pragmatic paradigm because as Greene (2008:208) and Johnson et al (2007) contend pragmatism is only one of many stances that underlie mixed research.

Pragmatists base knowledge on practical outcomes and what works (Denscombe, 2007:117). They regard knowledge to be useful when applied to practical problems. Pragmatists also believe that knowledge is provisional and that absolute truth is dynamic as it changes with time. In addition, Morgan (2007) argues that pragmatists emphasize creating knowledge through lines of action points to the kinds of joint actions or projects that different people or groups can accomplish together. Pragmatists rely on a version of abductee reasoning that moves back and forth between induction and deduction, first converting observations into theories and then assessing those theories through action (ibid). The main philosophical assumptions that guided this study are ontology, epistemology, axiology and methodology.

5.3 Ontological and epistemological positions

Ontology is concerned with the view of how one perceives a reality, whereas epistemology refers to the beliefs on the way to generate, understand and use knowledge that are deemed to be acceptable and valid (Wahyuni, 2012:69). In this study, the ontological and epistemological stance directed the researcher on data collection and analysis. Ontology is a worldview of what is, what exists and

what it means for something or somebody to exist. Ontology is mainly concerned with the nature of the social world and human beings in social contexts.

The first philosophical assumption guiding this study is ontology, that is how one perceives reality. Tashakkori and Teddlie (2010) argue that pragmatists refuse to join the “paradigm war” between the positivist and interpretivist. Pragmatist research philosophies utilise both positivist and Constructivist or interpretivist paradigms. Terrell (2012:257) argues that the positivist paradigm is the cornerstone of social-science research. Reality, as we know it, is constructed inter-subjectivity through the meanings and understandings developed socially and experientially.

Reality is indirectly constructed based on individual interpretation and is subjective. Participants interpret and make their own meaning of events. Hence, there are multiple perspectives of one incident. Creswell (2014:472) opines that pragmatist researchers focus on the “what” and “how” of the research problem, places “the research problem” as central and applies all approaches to understanding the problem. For instance, in this investigation the research questions are “what” and “how”. The researcher’s ontological position helped giving answers to research questions. There is also the issue of intersubjectivity in connection with issues of incommensurability. Pragmatists believe that there is a single “real world” and that all individuals have their own unique interpretations of that world (Morgan, 2007). Intersubjectivity is the cornerstone of understanding social phenomena. Participants’ views helped the researcher to interpret data subjectively.

The second philosophical assumption guiding this investigation is epistemology. Epistemologically, the researcher is dependent on the object of investigation, as suggested by positivists. Creswell (2014) notes that the researcher is part of the social world that she or he seeks to study and thus seeks to bridge the distance between him and the participants. The epistemological assumptions of the researcher helped in framing the research output, depending on the ontological view. The researcher’s approach was subjective, since knowledge is something which is interpreted by individuals and is socially constructed. Consequently, the researcher’s ontological and epistemological positions influenced this study.

Onwuegbuzie and Collins (2007:118) argue that the pragmatist paradigm offers an epistemological justification via pragmatic epistemic principles and standards and logic (i.e. combining approaches that help researchers optimally frame, examine and provide tentative answers to one's research questions for mixing approaches and methods). Epistemology pertains to views of how one acquires knowledge; where knowledge comes from; whether it is possible to know something beyond the shadow of a doubt; and what counts as knowledge (Creswell, 2014). Klinger and Boardman (2011:211) contend that researchers who adopt pragmatism are not necessarily interested in attempting to sort out epistemological/ontological issues. Rather, their interest lies in doing research that yields useful results (or results that work). They embrace various methodologies and perspectives.

5.4 Axiology

The third philosophical assumption guiding this study is axiology, that is the role of values in research. The researcher discussed the role of values (axiology) by adopting the etic (outsider position) and emic (insider position) approaches in gathering data (Wahyuni, 2012:70). The researcher, as an outsider, will not have any direct influence on the quantitative data to be collected, while in qualitative data collection the researcher will be the insider (emic approach) who will immerse herself in data collection, thereby embracing subjectivity in the interpretation of data (Guba & Lincoln, 2005; Morgan, 2007; Wahyuni, 2012:70).

The researcher's ontological position helped in giving answers to the research questions. Participants' views helped the researcher to interpret data subjectively. Values assisted the researcher to interpret results since the researcher played the emic and etic roles. A Likert Scale questionnaire collected quantitative data that addressed the first and second research questions, while the interview schedule collected qualitative data pertaining to the remaining research questions. A combination of ontology, epistemology and axiology helped the researcher to choose the appropriate research methodology and understand the research problem.

5.5 Methodology

According to Wahyuni (2012:72), methodology refers to a model to conduct research within the context of a particular paradigm. Methodology, in social research, refers to techniques and epistemological presuppositions that contribute to how the researcher identifies information and analyses it in relation to a research problem. Principally, ontological and epistemological positions/assumptions influence the methodology. This research, as already mentioned, utilised the mixed method case study approach in order to address the research problem and research questions. Since pragmatists rely heavily on quantitative and qualitative data collection methods, as already indicated, the researcher employed interviews and the Likert Scale questionnaire to collect data. The aim of the researcher was to describe and better understand the social reality.

5.6 Mixed method

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

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

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

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

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

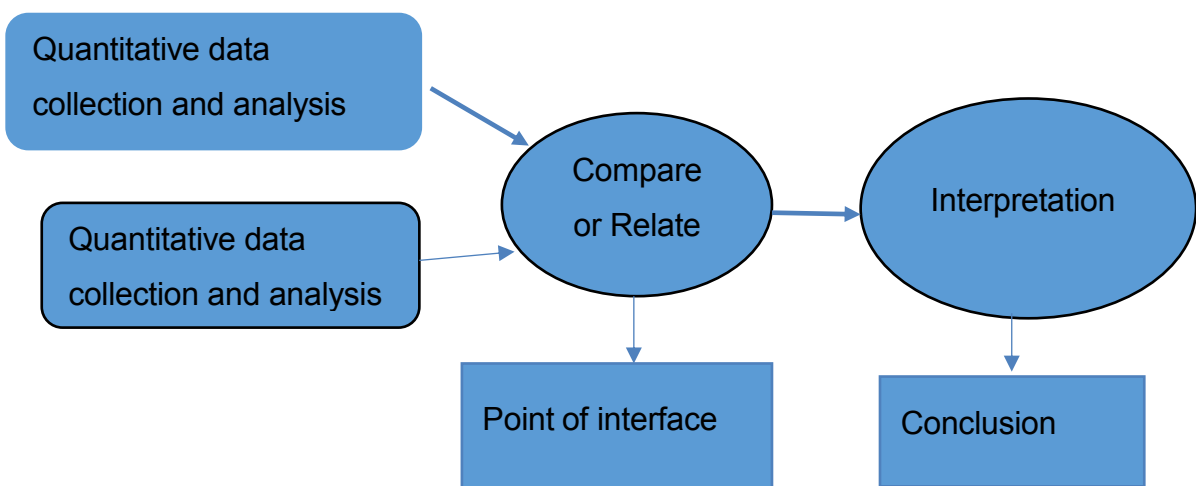
Table 5. 1 : Sample size for this study

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

The target population for this study was purposively sampled. The study adopted the purposive sampling method based on the research questions and study objectives.

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

Figure 5-1 The convergent parallel design



Source: Adapted from Creswell and Plano Clark (2011:69)

The researcher used the convergent parallel design as shown in Figure 5:1 in order to compare research findings from both the qualitative and quantitative data sources. The collected data was assessed using parallel constructs for both quantitative and qualitative data. In addition, the collected data was analysed separately and the researcher compared the results. For instance, the researcher collected qualitative data in order to assess the personal experiences of local authority officers involved in the monitoring and evaluation of housing projects and also gathered information on the effectiveness of local authorities in housing service delivery through the Likert scale questionnaire. In Figure 5.1, researcher added the conclusion part that highlighted the findings from the qualitative and quantitative data.

5.7 Research design

5.7.1 Case Study

There are controversial debates pertaining to the definition of a case study. This is mainly because of the complexities of the concept 'case', which may refer to an individual, group, institution or community. Given such a scenario, the researcher first defined a case and then gave a working definition of case study. According to Gillham (2000:1), a case is a unit of human activity embedded in the real world, studied or understood in the context that exists in the here and now, and merges with its context so that precise boundaries are difficult to draw.

A case study is therefore a strategy of inquiry in which the researcher explores in-depth a program, event, activity, process or one or more individuals. Denscombe (2007:35) argues that the defining characteristic of the case study approach is its focus on just one instance of the thing that is under investigation. Case studies tend to be "holistic", rather than dealing with "isolated factors". The researcher utilised the case study method because this study investigates an issue in depth in real-life settings. Yin (2014:18) defines a case study as an empirical inquiry that investigates a contemporary phenomenon in depth and within its real-life context. This study employs the case study method since it collects data from local authorities where the monitoring and evaluation of housing service delivery is taking place.

5.7.2 Importance of case study in this study

The reason for the researcher utilising the case study is that it is very useful as a method over other research methods. Since the study is an investigation into the monitoring and evaluation of housing service delivery in local authorities, the case study method was the best approach for the topic and answers the research questions. Yin's (2014:18) definition of a case study calls for an empirical investigation of a particular phenomenon using multiple sources of evidence. Simons (2009:14) argues that a case study is an in-depth exploration from multiple perspectives of the complexity and uniqueness of a particular project, policy, institution, programme or system in a real-life context.

The purpose of this study is not theory building per se but because of the timescale needed to complete the study, to generate an in-depth understanding of the monitoring and evaluation of housing service delivery in local authorities. The research expanded the reader's knowledge of the case study methodology as it related to the design and execution of such a study. Although the case study, as a method, has been criticised for lacking objectivity, rigour and generalisability, it remained relevant for this study as it allowed the researcher to examine the research problem and research questions in a practical, real-life situation.

5.8 Target population and sampling

The population for this study are all rural and urban local authorities in the Republic of Zimbabwe. The target population in this study referred to local authorities in the Midlands Province. The local authorities are of interest to this research. The study population are two urban cities, one municipality, two town councils and eight rural district councils. The study population helped the researcher to evaluate and draw conclusions about the target population. There are two cities in the Midlands Province, Gweru and Kwekwe; one municipality, which is Redcliff and eight rural councils, namely Chirumhanzu, Gokwe North, Gokwe South, Mberengwa, Runde, Shurugwi, Tongogara, Vungu, Zibagwe and Zvishavane.

5.9 Mixed methods (MM) sampling techniques

Four types of sampling techniques are used in mixed methods studies, namely basic MM sampling strategies, sequential MM sampling, concurrent MM sampling and multi-level MM sampling. Purposive sampling techniques are primarily used in qualitative (QUAL) studies and may be defined as selecting units (for example, individuals or institutions) based on specific purposes associated with answering a research study's questions (Teddlie and Yu, 2007:78).

In this study, the researcher selected research sites, and people who provided important information to answer research questions. Tashakkori and Teddlie (2009) argue that purposive sampling techniques involve selecting certain units or cases based on a specific purpose rather than randomly. This study used purposive sampling for qualitative data collection especially interviews and the sampled participants are relevant to the research questions. The council managers purposively sampled because of their in-depth knowledge of the organization's M & E systems and housing service delivery issues.

Participants were sampled using purposive sampling because of their knowledge and experience in the monitoring and evaluation of housing service delivery policies/programs. In this scenario, the participants generated knowledge or vital information concerning the project. Panneerselvam (2014:15) contends that in "non-probability sampling", there may be instances that certain units of the population will have zero probability of selection because of judgement, biases and convenience. Hence, the use of interviews was the relevant criteria for the selection of sample units. Purposive sampling was relevant to this study because of its design to generate a sample that will address research questions and seeks a form of generalisability (transferability) (Teddlie & Yu, 2007).

5.9.1 Sample size

A sample is a subset of the population that is under study. The sample should be sufficiently large enough to be representative of the entire population.

Researchers use a sample to conduct their research because in many cases, it is practically not viable to study the whole population. The other issue is that there are many errors to control when dealing with the whole population, but this of course depends on the size of the population. When a sample is representative of the population, the results of the study can be generalised to the population.

A study that has a large sample, randomly selected, or a carefully selected sample, has external validity. A general rule about making a sample is that the bigger, the better. Teddlie and Yu (2007:77-100) argue that the sample size should be typically small (usually 30 cases or less). This study will interview thirteen (13) participants within the housing departments. Crouch and McKenzie (2006) propose that the “sweet spot” sample size for many qualitative research studies is 15 to 20 homogeneous interview participants. Yin (2009:55-56) disagrees and dismisses the use of sampling logic in case studies. He argued further that any application of a sampling logic to case studies would be misplaced. In this study the researcher aims to gain an in depth understanding of the case rather than to generalise findings (Auriacombe 2017:76) Hence, this study had a convenience sample size of 13 participants, which helped the researcher to build and maintain a good rapport with all the interviewees and reach saturation.

Forty-seven (47) questionnaires distributed to respondents and thirteen (13) interviews carried out in the Midlands Province.

5.9.2 The study area

The Midlands Province of Zimbabwe is 49,166 square kilometres with a population of 1,614,941. Gweru is the provincial capital and third largest city, followed by Kwekwe. There are manufacturing and mining activities in these two cities, hence the need for accommodation for workers. It is the duty of the provincial administrator to oversee the eight districts in the province, namely Gokwe South, Gweru, Kwekwe, Shurugwi, Zvishavane, Chirumhanzu, Gokwe North and Mberengwa. The Midlands Province has urban district councils and rural district councils. In this study, the urban city councils in the province are

Gweru and Kwekwe municipalities and town councils are Gokwe, Shurugwi and Zvishavane. The rural district councils are Gokwe North RDC, Gokwe South RDC, Mberengwa RDC, Runde RDC in Zvishavane, Tongogara RDC in Shurugwi, Takawira RDC in Chirumhanzu, Vungu RDC in Gweru and Zibagwe RDC in Kwekwe.

5.10 Research instruments

5.10.1 Questionnaires

There are two types of questionnaires: open-ended and closed-ended. This study used the Likert Scale questionnaire. The researcher used the Likert scale questionnaire to elicit respondents' preferences or degree of agreement with statement/statements. The study used the questionnaire to extract extensive data from respondents.

The forty-seven (47) respondents in this study indicated their level of agreement by way of an ordinal scale. The Likert scale questionnaire comprised questions related to local authorities, monitoring and evaluation, housing delivery, performance monitoring and housing policies. Questionnaires were sent to respondents in order to identify the real problems or challenges in terms of housing service delivery.

5.10.2 Likert Scale Questionnaire

According to Robinson (2018:739-750), a Likert scale asks how strongly respondents agree or disagree with a statement or opinion, usually on a 1 to 5/7-point scale from 1 (= strongly agree) to 5 or 7 (=strongly disagree), with the middle figure being a neutral feeling or category.) A Likert scale is a psychometric response scale primarily used in questionnaires to obtain participants' preferences or degree of agreement with a statement or set of statements. Nemoto and Beglar (2014:2) define a Likert scale as a psychometric scale that has multiple categories from which respondents choose to indicate their opinions, attitudes or feelings about a particular issue. A Likert scale was used in this study because it allowed respondents to indicate whether they strongly agree (SA),

agree (A), are undecided (U), disagree (D) or strongly disagree (SD). The Likert scale technique was originally developed by Dr. Rensis Likert in 1931.

It can be noted that the scale moves from a weaker endorsement (strongly disagree) to a strong endorsement of the item (strongly agree). Gay, Mills and Airasian (2009:150-151) argue that each response given by a respondent is assigned a point value, and an individual's score is determined by adding the point values of all the statements. The researcher found a very useful and reliable instrument when looking at the monitoring and evaluation of housing service delivery in local authorities. Likert scales are useful in this study since the scale provides a range of responses to a statement or series of statements. The Likert scale helped the researcher to analyse responses using different analysis methods, thereby producing rich data. The Likert scale was easy to construct and user-friendly to respondents. It is a reliable instrument.

Nemoto and Beglar (2014:2) summarised the major strengths of the Likert scale questionnaire as follows: Firstly, the researcher can gather data relatively quickly from large numbers of respondents. They can provide highly reliable person ability estimates and establish the validity of the interpretations made from the data through a variety of means. Lastly, the researcher can profitably compare and contrast the data provided combining qualitative data-gathering techniques such as open-ended questions, participant observation and interviews.

The Likert scale was useful in this study because it has become the most popular attitude scale for measuring public opinion on any issue. (Joshi et al, 2015:396-403). The researcher avoided the use of double-barrelled questions.

5.10.3 Interviews

A research interview is a two-person conversation initiated by the interviewer for the specific purpose of obtaining relevant information and focused by him or her on the content specified by the research objectives of systematic description or explanation (Cohen et al 2013:274). According to Boeije (2010) cited in Wahyuni (2012:73), participants who are practitioners in their field will definitely pass on

their knowledge to the researcher through the conversations held during the interview process. The researcher undertook in-depth semi structured interviews with housing directors. The researcher interviewed thirteen (13) participants in the Midlands Province and this allowed interviewees to give their opinions freely.

5.10.4 The qualitative research interviews

A qualitative research interview is an interview whose purpose is to gather descriptions of the life-world of the interviewee with respect to the interpretation of the meaning of the described phenomena (Kvale, 1983:174 cited by Opdenakker, 2006). The main forms of qualitative interviews are semi- and structured interviews. In this study, the researcher used an interview guide and probed for more information where necessary. The major strengths of qualitative interviews are summarised by Mason (2002:3-4) who argues that through them, one can explore the texture and weave of everyday life; understandings, experiences and imaginings of research participants; and understand social processes, institutions, discourses or relationships at work, as well as the significance of the meanings that they generate (Mason cited in Edwards and Holland 2013:90).

Although the qualitative research interview has some limitations, for instance it is anecdotal, illustrative, descriptive, lacks rigour, is unsystematic, biased, impossible to replicate and not generalizable (Edwards and Holland, 2013:91), it remained a powerful approach in this study given the research problem and questions. According to Tracy (2013:130), qualitative interviews provide opportunities for mutual discovery, understanding, reflection and explanation as the researcher speaks with individual respondents. Qualitative interviews helped the researcher to monitor and evaluate projects and gain insight into outcomes and impact.

5.10.5 Face- to- face in-depth Interviews

According to Boyce and Neale (2006:3), in-depth interviewing is a qualitative research technique that involves conducting intensive individual interviews with a small number of respondents to explore their perspectives on a particular idea,

program or situation. For instance, this mixed methods research used face-to-face interviews, which employed an interview schedule with the same questions for all interviewees. Face-to-face interviews helped the researcher to probe further, thereby getting in-depth data on the monitoring and evaluation of housing service delivery in local authorities. The study undertook interviews because they are flexible and allowed participants to contribute on the subject under discussion. For instance, the last interview question asked interviewees if they had any contributions to make concerning the topic. Although critics of in-depth interviews argue that the interview is prone to bias, can be time-intensive and are not generalizable (Boyce and Neale, 2006:3-4), the researcher considered this a very useful interviewing technique which provided richer data than other data collection methods, such as instant surveys. In-depth interviews were useful in that the researcher relied on multiple sources of information from community members, councillors, project/program managers or politicians.

Firstly, the researcher designed an interview schedule with key questions. In this research study, she conducted all thirteen (13) interviews as face-to-face qualitative interviews lasting about 20 to 25 minutes, with some housing directors in Local Authorities. The researcher carried out mock interviews with work mates in order to fine-tune the research instrument. The researcher allowed interviewees to ask questions, make comments or add any information they thought was relevant to the topic. Gomm (2008) argues that semi-structured interviews act as a fact-producing interaction. The rationale is that by developing intimate, trusting and empathetic relationships, respondents feel able to disclose the truth. Semi-structured, in-depth interviews were utilised in this qualitative study since the researcher interviewed individuals to gather in-depth knowledge on the monitoring and evaluation of housing service delivery.

Individual in-depth interviews were utilised to co-create meaning with participants by reconstructing insights of procedures and practices related to the monitoring and evaluation of housing service delivery in local authorities. The interviewees' responses helped the researcher to answer the research questions. According to Bloom and Crabtree (2006:314-321), the in-depth interview is meant to be a

personal and intimate encounter which is open and direct. The use of verbal questions helped to elicit detailed narratives and stories.

Interviews were utilised in this study because they provided the opportunity to generate rich data; the language used by participants was essential in gaining insight into their perceptions and values; contextual and relational aspects were seen as significant to understanding other's perceptions, and data generated was analysed in different ways (Newton, 2010:2).

5.10.6 Piloting

The purpose of a pilot study is to test research instruments, re-phrase questions for ambiguities and help the researcher to focus on information that answers the research questions and achieves the desired objectives. A questionnaire was sent to a very small sample of the population. The researcher carried out three interviews in the housing department, that is, with the housing director and two assistant directors. Participants in the pilot study excluded from the real survey.

5.11 Data analysis

Quantitative and qualitative data was analysed separately. The researcher analysed both data sets using techniques that 'mix' the quantitative and qualitative data and results (Creswell and Plano Clark, 2011). Data analysis in the mixed method involves the use of both quantitative and qualitative analytical techniques within the same framework, which is guided either *a priori*, *a posteriori*, or iteratively (representing analytical decisions that occur both prior to the study and during the study) (Onwuegbuzie and Combs, 2011). The researcher used methodological triangulation to analyse data. Farquhar (2012:47) defines triangulation as a process of bringing together the methods or data sets in case study research to support arguments.

The researcher used Statistical Package for the Social Sciences (SPSS) and thematic analysis. According to Bloom and Crabtree (2006:314-321), qualitative data analysis ideally occurs concurrently with data collection so that investigators

can generate an understanding of research questions, which in turn informs both the sampling and the questions being asked. The researcher presented in-depth interviews in many different ways, since there is no specific format. Qualitative data thematically examined, using sequence analyses and other statistical and visualization tools such as clustering, multi-dimensional scaling, heat maps and correspondence (Onwuegbuzie and Collins, 2007:281-316). When analysing the Likert scale questions, the researcher used ordinal data, for example, bar charts and frequency tables.

5.11.1 Validity and reliability/ trustworthiness

Silverman (2009:472) defines validity as truth interpreted and the extent to which an account is accurately representing the social phenomena to which it refers. The researcher ensured the validity and reliability of the study by employing Lincoln and Guba's (1985), cited in Wahyuni (2012:77), namely credibility, transferability, dependability, conformability and trustworthiness. Qualitative researchers are very concerned with issues of validity, reliability and rigour. It is the duty of a case study methodology researcher to prove that the data is reliable and valid. Leung (2015: 324-327) defines validity in qualitative research as the "appropriateness" of the tools, processes and data. The researcher increased internal validity by accurately recording, analysing and interpreting the data.

Reliability in quantitative research is the degree of consistence, with which the researcher assigns instances to the same category by different observers or by the same observer on different occasions, or the exact replicability of the processes and the results (Leung, 2015:324-327). The study ensured dependability/reliability by giving a full description of the study to enable future researchers to repeat it in different contexts, giving a detailed account of the research methodology and data generation. In order to improve on reliability and validity, the researcher used a literature survey, questionnaires and in-depth interviews as the main data collection methods for this research. The questionnaire was reliable because the responses to the questions were consistent and the questionnaire gathered information on the concepts it claimed to measure (validity).

The researcher assessed the reliability of the questionnaire by carrying out a pilot study. The researcher also used a literature survey as the main secondary data collection method, while the qualitative interview and multiple sources of evidence (triangulation) served as both primary data collection and data validation methods in this study. Patton (2002) argued that triangulation assists the researcher not only to collect more comprehensive relevant information, but also to cross-check their consistency in order to enhance the robustness of findings.

In this study, the researcher used site triangulation in order to ensure the participation of informants from several organisations. Since the researcher employed in-depth interviews and questionnaires for triangulation purposes, she examined the findings from the two to find out if they corresponded. This removed bias. Hence, the use of more methods or instruments helped the researcher to justify whether important issues identified.

Qualitative researchers are very concerned with issues of validity, reliability and rigour. It is the duty of a mixed methods researcher to prove that the data is reliable and valid. Thus researcher ensured the validity and reliability of the study by employing Lincoln and Guba's (1985) criteria, comprising credibility, transferability, dependability, conformability and trustworthiness (Wahyuni, 2012:77). Silverman (2009:472) argues further that validity is the extent to which an account is accurately representative of the social phenomena to which it refers. The researcher increased internal validity by accurately recording, analysing and interpreting the data. Onwuegbuzie and Johnson (2006) propounded nine (9) types of validity or legitimation for mixed methods research) namely, inside - outside, integration, weakness minimization, sequential, conversion, paradigmatic mixing, commensurability, multiple validities and political validity (Johnson et al, 2007:112-133).

Reliability is the degree of consistence with which instances assigned to the same category by different observers or by the same observer on different occasions (ibid). The study ensured dependability/reliability by providing a full

description of the study to enable future researchers to repeat it in different contexts and also gave a detailed account of the mixed methods research approach and how data was generated. In order to improve on reliability and validity, the researcher used the literature survey, Likert scale questionnaires and in-depth interviews as the main data collection methods. The questionnaire was reliable because the responses to the questions were consistent and the questionnaire had the ability to gather information on the concepts it claimed to be measuring (validity). The researcher assessed the reliability of the Likert Scale questionnaire by carrying out a pilot study.

A literature survey used as the main secondary data collection method while the qualitative interviews and multiple sources of evidence (triangulation) served as both primary data collection and data validation methods. Patton (2002) argues that triangulation assists the researcher not only to collect more comprehensive, relevant information, but also to cross-check their consistency in order to enhance the robustness of findings. Triangulation enhances the validity or credibility of evaluation findings by comparing information from different methods of data collection (Bamberger et al 2010:3). The validity and credibility of research findings from quantitative and qualitative data, when converged, increased the validity and credibility of findings or data interpretation. Zohrabi (2013:258) argues that using different types of procedures for collecting data and obtaining information through different sources can augment the validity and reliability of data interpretation. The views of the participants showed that the quality or validity issue could have subjective, intersubjective, and objective components and influences (Onwuegbuzie and Johnson, 2006:48). The researcher used the Likert Scale questionnaire and interviews, as well as interpreted the data. Data collected from housing directors, housing superintendents, housing officers and clerical assistants to augment the validity and reliability of the collected data.

In this study, the researcher used site triangulation and ensured the participation of informants from several organisations. Since the researcher employed in-depth interviews and Likert scale questionnaires for triangulation purposes, the findings from the two examined to find out if the two corresponded thereby removing bias.

The use of more methods or instruments helped the researcher to justify whether identifying the important issues was successful. The researcher jotted notes on all the interviews and analysed survey literature which improved reliability, validity and trustworthiness. Lastly, the researcher did an audit trail of the whole research process.

5.11.2 Delimitations of the study

The study covered local authorities only in the Midlands Province in Zimbabwe and only covered performance monitoring and evaluation on housing service delivery. Furthermore, only employees involved in housing service delivery were included.

5.11.3 Limitations of the study

The cross-cutting issues that this study did not address are as follows, housing finance and housing markets; urban growth and building technology. The researcher faced methodological limitations related to the research methodology and research process. The number of the units of analysis used in this study, directed by the research problem under investigation, constrained the researcher, sometimes failing to obtain reliable data and sometimes there was no available data at all. The researcher persisted in collecting the data. The other limitation was that of access. Some local authorities refused to give written permission for the researcher to carry out the study and some took several months before granting permission to carry out the research. Some generalisations in this study are not applicable to other provinces.

5.11.4 Ethical issues

The researcher communicated, well in advance, the purpose of the research and the interviewees consented and participated in the investigation. The researcher ensured that participants were free to decline or participate in the research and to withdraw from the research, either temporarily or permanently without explanations. The researcher also asked participants whether they wanted the researcher to use a digital voice recorder or camcorder and explained the main

elements of the research to participants. Free and informed consent was a prerequisite in this study.

Participants were free to disclose any information they found important. The researcher protected the confidentiality and anonymity of participants and thanked participants for the time and effort they had given to the research study. The researcher was ethically indebted and ensured that data collected from participants was kept in a secure place. Identities of the participants remained a secret and were not exploited for personal gain. Terrell (2012:276) argued that participants must understand that they have the right to a copy of the results.

The researcher obtained permission from relevant authorities and participants. The researcher sought permission from the Ministry of Local Government, Public Works and National Housing. The researcher applied for Ethical Clearance from the Durban University of Technology's Research Ethics Office.

Therefore, the main ethical issues the researcher adhered to, included reducing the risk of unanticipated harm; confidentiality by protecting the interviewee's information and confidential information; honesty by not fabricating, falsifying or misrepresenting data and effectively informing interviewees about the purpose of the study, and participants freely participated or withdrew from the research at any time which reduced the risk of exploitation (David and Pensik 2015).

5.12 Conclusion

This chapter discussed the research paradigms, research methodology, research designs, data collection procedures, piloting, the sample, the qualitative interview, interview questions, Likert Scale questionnaire, reliability, validity and ethical considerations.

Chapter Six Data analysis and interpretation and discussion of study findings

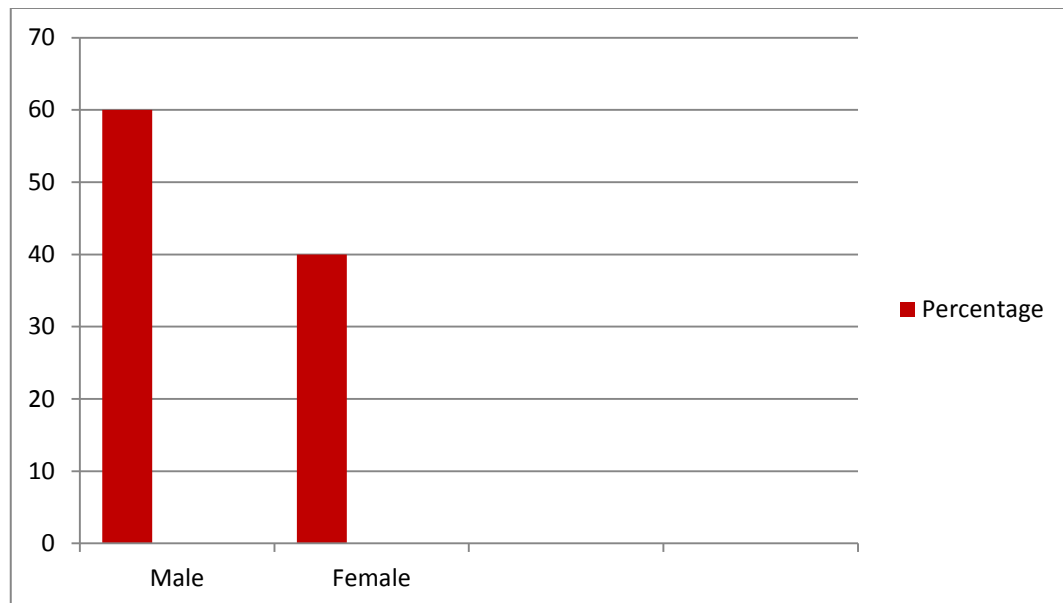
6.1 Introduction

The purpose of this study was to investigate the effectiveness of monitoring and evaluating systems for housing service delivery in Local Authorities in the Midlands Province of Zimbabwe. The objectives of this study focused on challenges experienced in housing service delivery by local authorities; the effects of current housing policies on intended beneficiaries of housing projects; existing performance monitoring and evaluation indicators for housing service delivery; and developing a framework for housing service delivery. The key themes of this study emanated from the stated objectives. Therefore, data presentation, analysis and interpretation forge links to the key themes.

This chapter presents and discusses the study findings revealed by the Likert Scale questionnaire. The collected data from the respondents' answers are analysed using SPSS version 20.0 and substantiated with findings in literature. The study presents results in the form of frequency tables, figures and bar graphs.

6.2 Gender of respondents

Figure 6-1 Gender of respondents



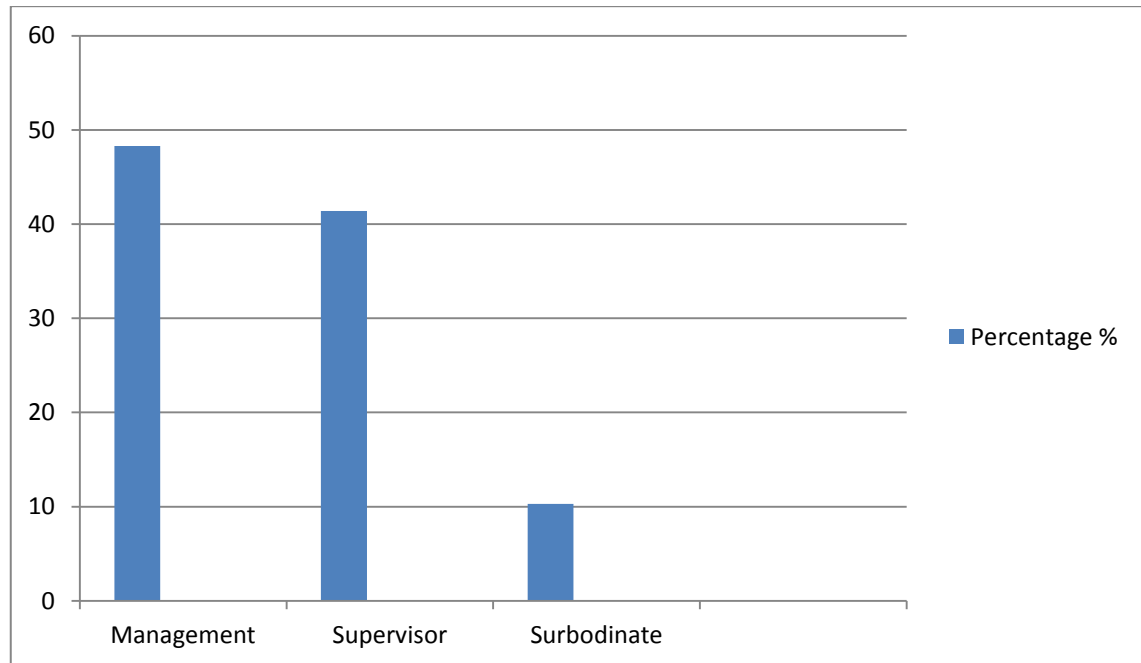
The figure above illustrates the gender of the respondents

Males are the majority (60%), while female respondents comprise 40% of the sample. This indicates a continued dominance of Local Authorities by males. This could reflect that females still lack equal employment opportunities as given to their male counterparts, reflecting how marginalised they are in society. Cultural practices set top management positions to be held by men, while females' role is to take care of children. According to Cook (2014:91-103), the transformation of the public sector is low as females remain under-represented in top leadership positions. Caillier (2014:218-239), contradicts and argues that transformational leadership efforts fail because they lack buy-in from political and administrative leaders, but the author also presents this view. Transformational leadership influences individual work performance.

6.3 Designation

The figure below highlights the posts of council employees.

Figure 6-2 Designation of Respondents



The responses indicated that almost half of the respondents (48.3%) are in management positions, 41.4% are supervisors and 10.3% constitute subordinates. The management team provided rich data for the study and other designations were included to substantiate qualitative and quantitative data.

6.4 Age profiles of management staff

The figure below illustrates the age profile; of management staff.

Figure 6-3 Age group (Years)

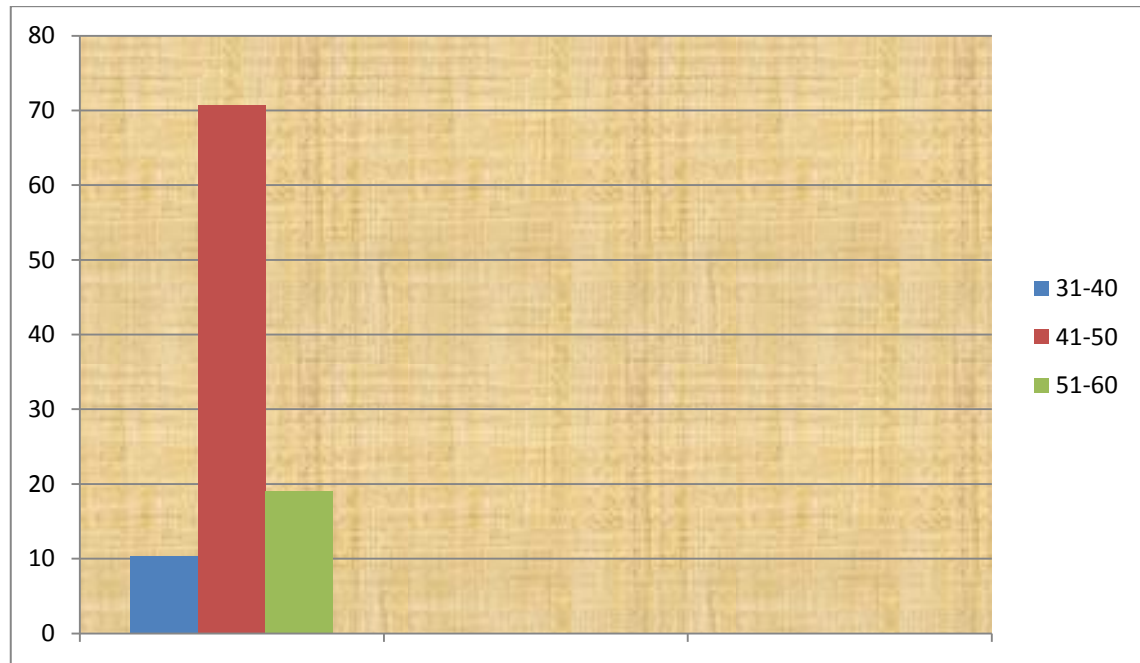


Figure 6.3 showed that the majority (70.7%) are in management positions and are between 41-50 years old (19%), while the rest are thirty-one to forty years (31-40), constituting only 10.3%.

From interviews carried out in the study, it was revealed that those who are between forty-one and fifty (41-50) and fifty-one to sixty (51-60) years old are responsible for housing delivery service in Local Authorities. Most of the people in the 41-50- and 51-60-years age category are war veterans to whom the government gave jobs as compensation for the service they provided in the war of liberation. In addition, Local Authorities are not recruiting new employees because of economic hardships faced by the country. Additionally, opposition parties manage Local Authorities, hence the reluctance by the government to recruit new employees.

6.5 Educational level of management staff

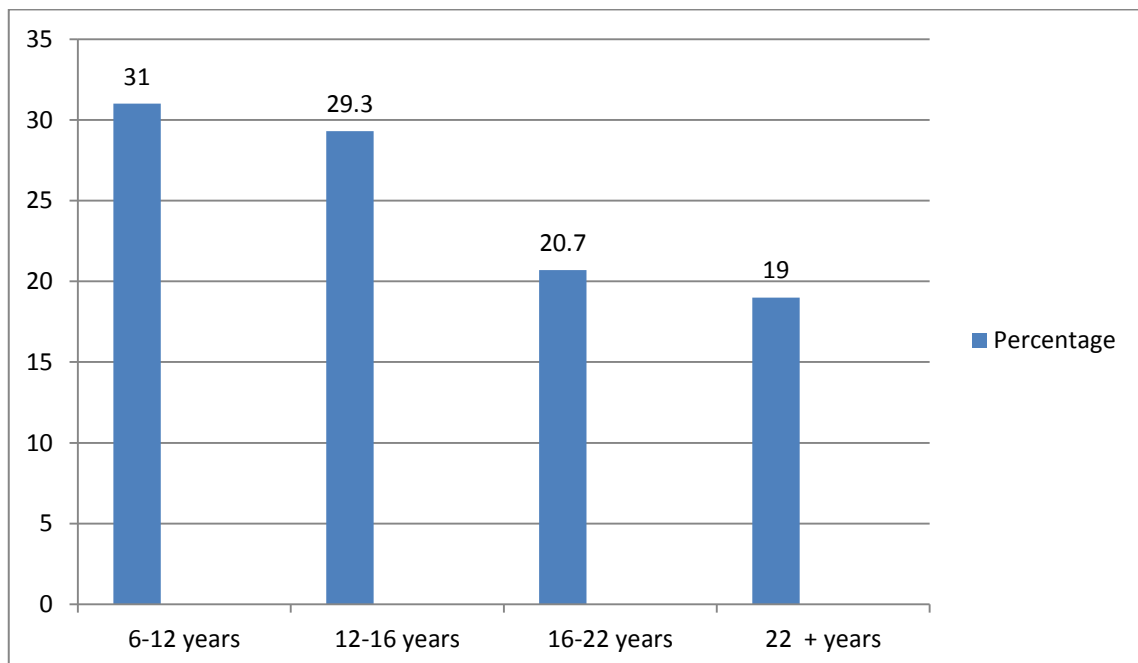
The researcher asked a question in terms of the level of education in order to assess the human and institutional capacity of Local Authorities to monitor, evaluate and deliver housing services. The question was important as it indicated management's intellectual capacity to solve housing service delivery problems.

Findings in terms of management's level of education from the questionnaire revealed that fifty-nine percent (59%) have degrees, thirty-one percent (31%) are postgraduates and 10% have diplomas. The current national economic blueprint, ZimAsset, advocates for competent human resources in order to turn around the economy (Government of Zimbabwe, 2015:118). The study established that Local Authorities have highly qualified staff with the institutional capacity to monitor and evaluate housing delivery systems.

6.6 Length of service

The figure below indicates the length of service of respondents.

Figure 6-4 Length of service



Respondents who had six (6) to twelve years (12) work experience constituted 31%, while those with 22 years and above are 29.3%. Those with 12 to 16 years'

length of service constitute 20.7%, while those between 16 and 22 years constitute 19%.

According to Das (2016:59), proper employee retention by organisations motivates employees to expend maximum effort to achieve organizational goals. Kossivi et al, (2016:1) also presented this view, agreeing that a conducive work environment aids employee retention. This indicates that increased tenure in Local Authorities links with employee well-being and employee performance. Local Authorities design Human Resource Management policies and practices in order to retain their staff. However, the circumstances in Local Authorities indicate that the war veterans are reluctant to leave their jobs due to political reasons. Despite the length of service, LA performance has achieved the goals.

6.7 Findings of the study

6.7.1 Objective 1: To investigate challenges experienced in housing service delivery by local authorities;

6.7.1.1 Lack of motivated staff

Figure 6-5 Lack of motivated staff

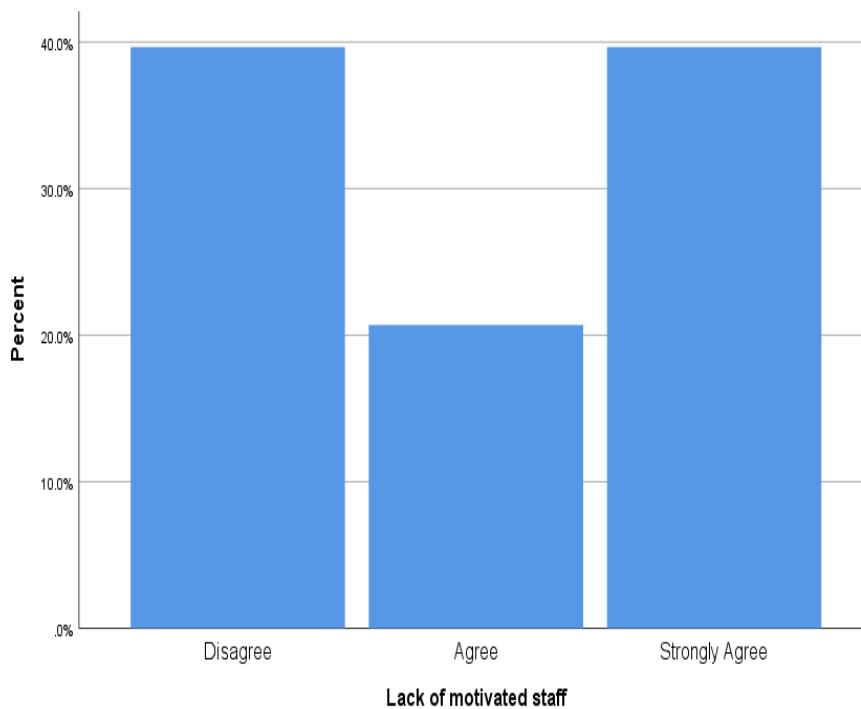


Figure 6.5 above indicates a lack of motivated staff as a challenge facing local government.

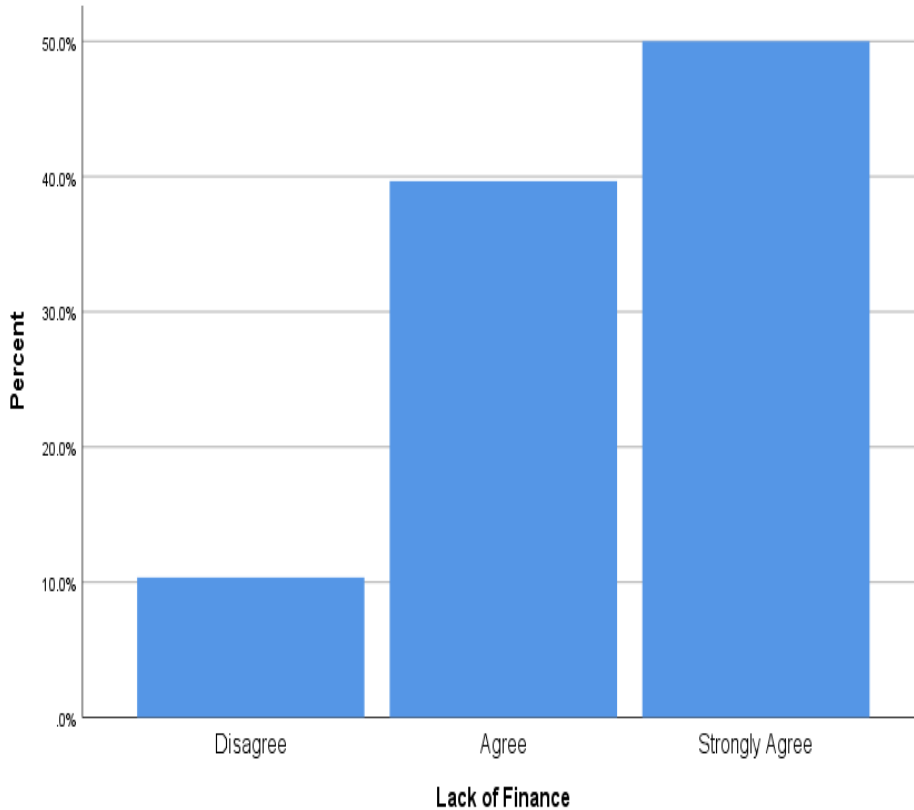
The questionnaire administered to management staff, supervisors and subordinates. It was established that 39% of the management staff disagree on the fact that lack of motivated staff is one of the challenges faced by local authorities in housing service delivery. Thirty-nine percent (39%) of respondents agreed and twenty two percent (22%) strongly agreed that a lack of motivated staff impacts housing service delivery in local authorities. Housing service delivery in local authorities could be a result of poor motivation of staff, hence the poor performance of their duties. If employees are motivated, this increases their confidence and improves work performance. If employer-employee relations are bad, residents do not get good services from council staff. Housing service delivery anchors on employee motivation. Highly motivated employees are likely to achieve organisational goals as they will be acquainted with the organisation's mission and vision.

In addition, the relationship between managers and subordinates affect their attitude about the job itself. Good leadership and management skills motivate employees to perform well, while poor management de-motivates staff, leading to low productivity (Naile and Selesho, 2014:175-182). Treating employees equally motivates them to work very hard and formal communication systems impact positively on housing service delivery. Good working conditions and job security motivates staff to perform well.

6.7.1.2 Lack of housing finance

The figure below indicates the lack of housing finance as a challenge to housing service delivery.

Figure 6-6 Lack of housing finance

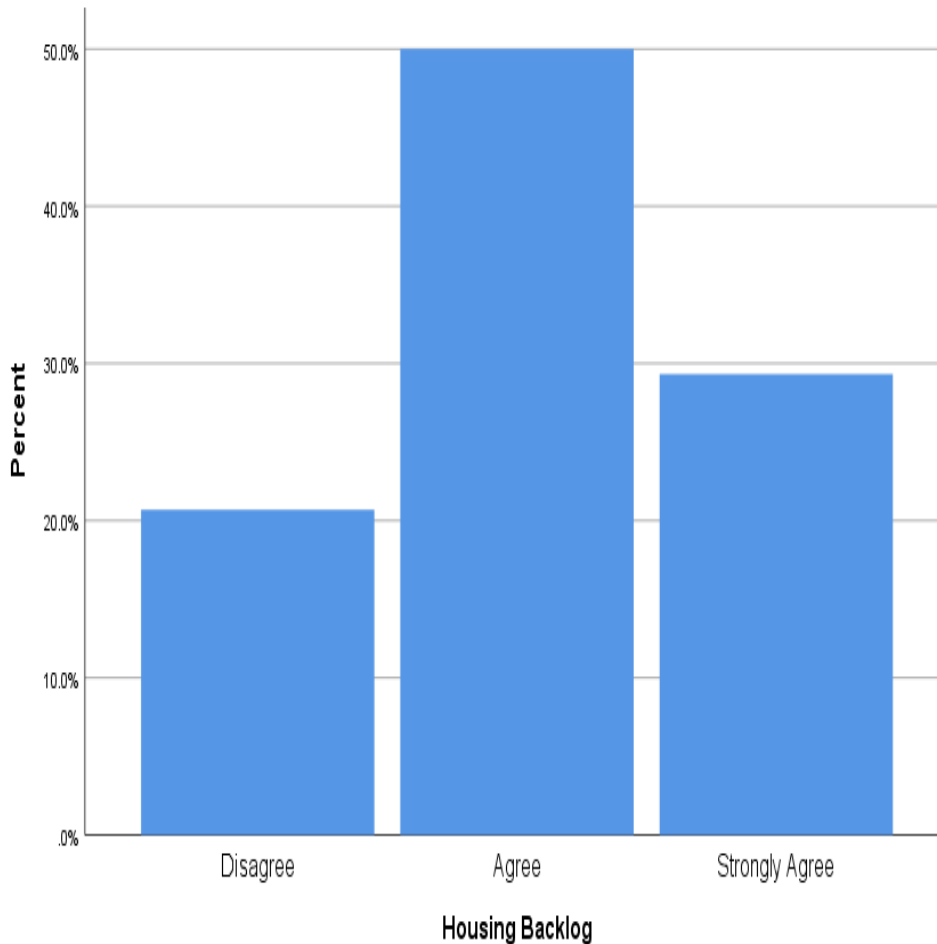


The findings showed that 50% of the respondents strongly agreed that a lack of housing finance affects housing service delivery, whereas 39.7% agreed that a lack of finance affects housing service delivery and only 10.3% indicated that they disagree. This indicates that inadequate financial resources have a negative impact on the provision of housing services. The study also revealed that some Local Authorities aborted some housing projects due to financial constraints as councils only rely on revenue they collect from their areas of jurisdiction. For instance, in terms of Section 133 of the Rural District Councils Act Chapter 29.13 and Section 303 of the Urban Councils Act Chapter 29.15, local authorities were directed to write off debts in respect of rentals, unit tax, development levies, refuse charges, water and sewer fees in June 2013. This jeopardised housing service delivery systems as the majority of local authorities lacked the financial resources to deliver housing services.

6.7.1.3 Insufficient constructed houses for low-income earners

The figure below illustrates insufficient constructed houses for low-income earners.

Figure 6-7 Insufficient constructed houses for low-income earners

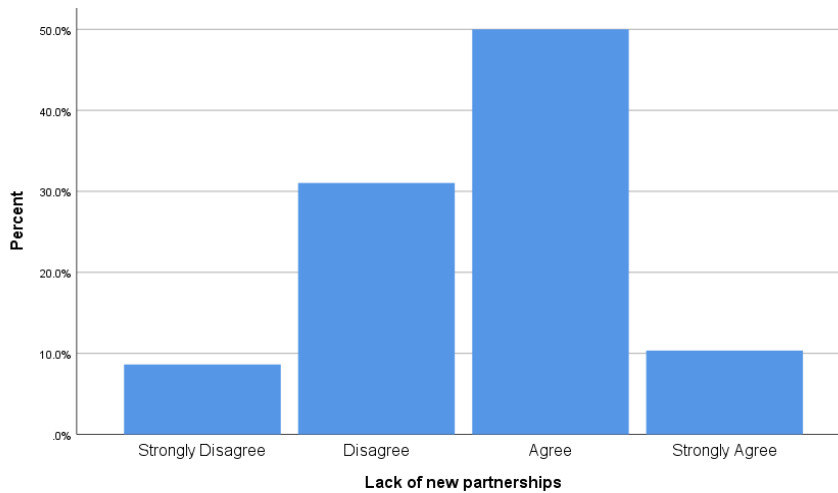


Approximately 50% of the respondents agreed and 29.3% strongly agree that housing backlogs are a major challenge facing local authorities. Only 20.7% disagreed that housing backlogs are no longer an issue for local authorities to worry about because of the re-settlement programme initiated by the government. According to GoZ (2013:21), housing backlogs; are a major problem in Zimbabwe and the housing backlog is about 1.25 million nationwide.

6.7.1.4 Problems in winning new partnerships

The figure below indicates the absence of new partnerships as a challenge facing local authorities.

Figure 6-8 Problems in winning new partnerships



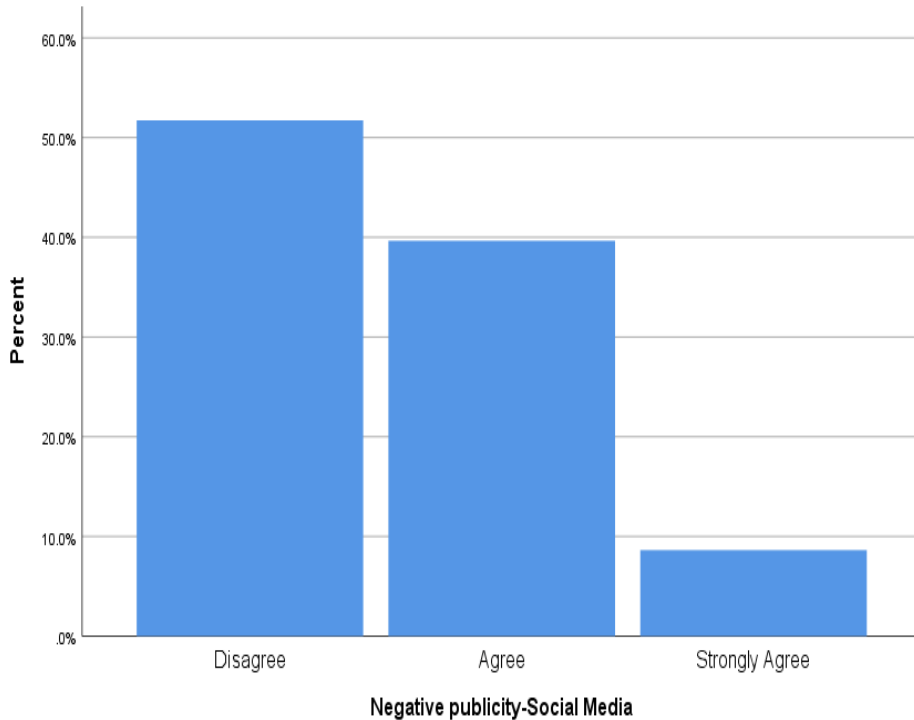
The provision of housing services is becoming difficult for local authorities in the Midlands Province because of the absence of new partnerships. The study noted from the questionnaire given to management staff that fifty percent (50%) of the respondents agreed that a lack of new partnerships is a big challenge facing local authorities and 10.3% strongly agreed with this idea as compared to 30% who disagreed and 9.7% who strongly disagreed.

For housing projects to be successful, there is need for private sector partnerships with non-governmental organisations, the business community and civil society organisations to support local authorities. They noted that local authorities are failing to get new players in housing provision. For example, International Organisations like the IMF, World Bank and other voluntary organisations withdrew their services in 2000 during the Fast Track Land Reform Programme (Matondi, 2012:7). These strategic alliances or partnerships are important in that they strengthen the advocacy efforts of local authorities dealing with housing provision.

6.7.1.5 Social media influence on housing delivery

The figure below indicates that social media influence housing service delivery.

Figure 6-9 Social media influence on housing delivery



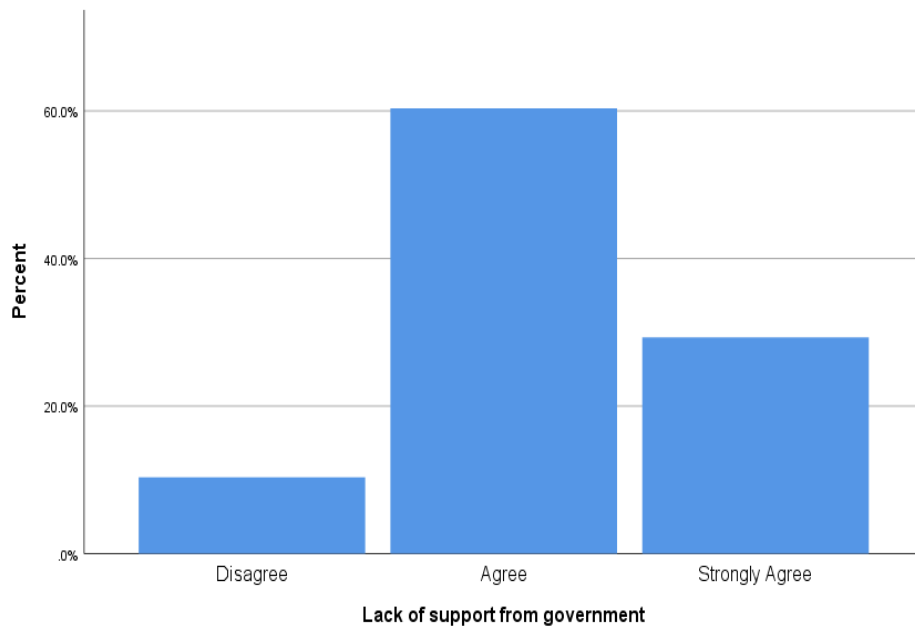
Drawing on research findings, 51.7 % disagreed that social media influences housing delivery issues; 39.7% agreed, and 8.6% strongly agreed. The growth of social media through blogs and sites such as Facebook, Email, YouTube, WhatsApp, Twitter and Instagram improved the dissemination of information. Information communication technologies (ICTs) or social networking sites inform the public of current issues happening in the country. Research findings clearly established that media coverage on housing delivery issues is limited as the media is currently only focusing on the public interest of political campaigns.

This study noted that local newspapers play a significant role in news coverage. It was noted that the media namely, television; the press; and online news play a central role in communicating to the public what happens in the world (Happer and Philo 2013:12-16). In Zimbabwe, The Herald, The Chronicle, The Daily News and Newsday newspapers sometimes report on housing issues.

6.7.1.6 Lack of support from government

The figure below highlights the lack of support from national government as a challenge in housing provision.

Figure 6-10 Lack of support from national government

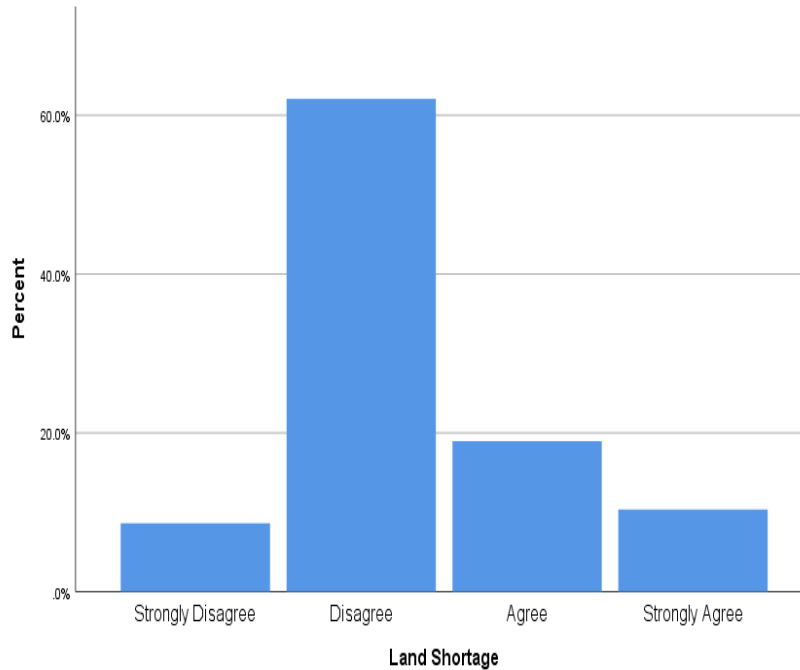


The findings from the questionnaire administered to housing management staff show that 60.3% agreed and 29.3% strongly agreed that a lack of support from government affects housing delivery, while only 10.3% disagreed. This indicates the need for financial support from the national government in order for local authorities to deliver housing services to residents. The lack of financial support dedicated to housing is evidence in local authorities in many ways, including the lack of accommodation, overcrowding and the lack of management and supervision (Jonga, 2014: 75-98).

6.7.1.7 Lack of suitable land to construct houses

The figure below shows the lack of suitable land to construct houses as a challenge to housing delivery.

Figure 6-11 Lack of suitable land to construct houses

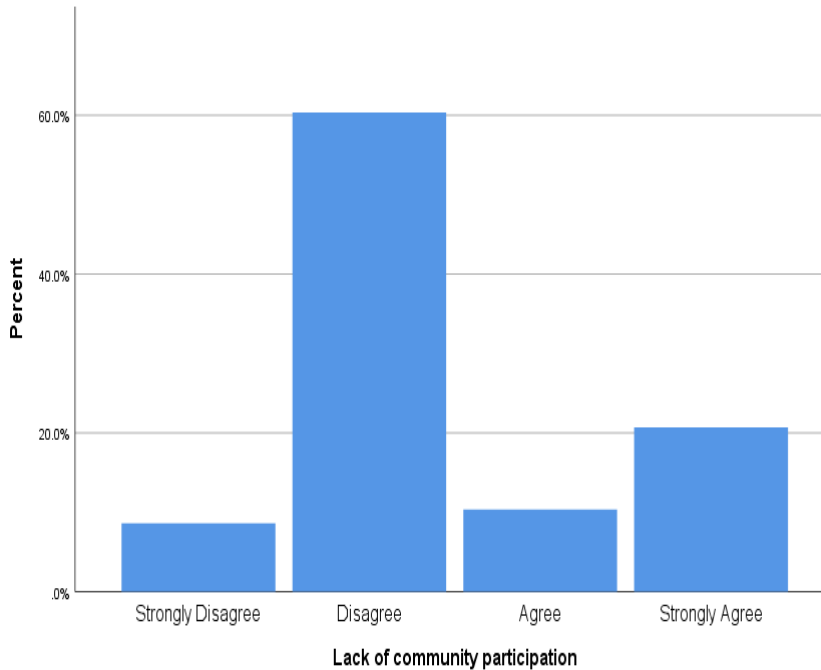


The land issue is a problem in Zimbabwe's midlands province. The majority of respondents (62.1%) disagreed and 8.6% strongly disagreed that land is a challenge in Zimbabwe and only 19% agreed that land shortage is a problem. This indicates that respondents are of the idea that there is still vast land belonging to the government. The land is not suitable for housing construction since some areas are wetlands and some are only suitable for cattle ranching and are mosquito infested (Muchadenyika, 2015:1-20).

6.7.1.8 Lack of community participation

The figure below shows a lack of community participation as a challenge to housing service delivery.

Figure 6-12 Lack of community participation



The research established that 60.1% disagreed and 8.6% strongly disagreed that a lack of community participation affects housing service delivery. Only 21% strongly agreed and 10.3% agreed. Communities are involved in decision-making, hence the improvement of service delivery through public engagement. Community engagement is of paramount importance in dealing with issues such as housing backlogs, overcrowding and service delivery protests.

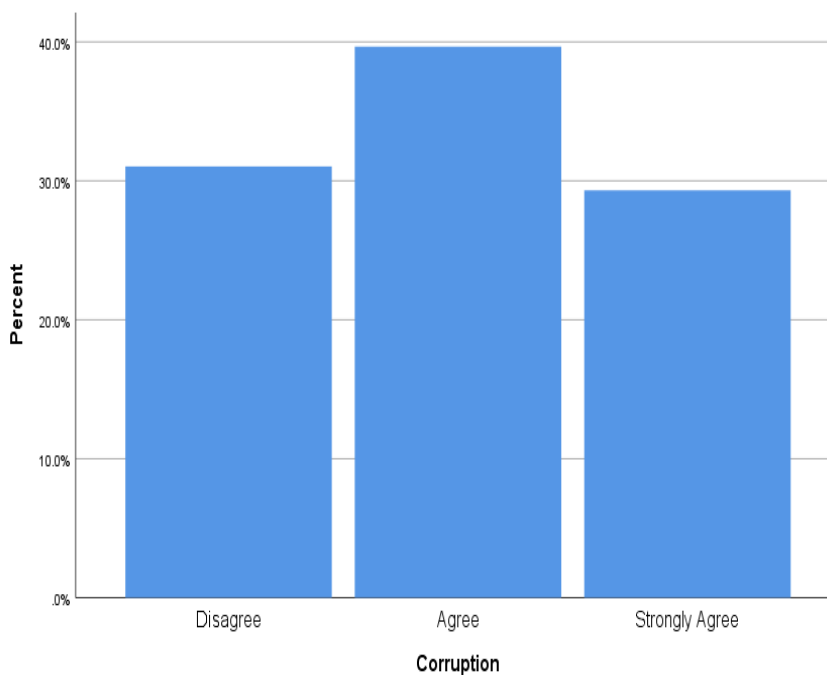
The study noted from the questionnaires administered to council employees that in order to involve communities in public participation in housing service delivery, local authorities initiated awareness campaigns by holding consultative meetings with residents. Consultative meetings give residents an opportunity to participate in decision-making processes and contribute to discussions pertaining to accommodation issues, problems and the types of house services they need. The unfair dismissal of mayors and councillors due to service delivery issues

affected local authorities negatively (<https://zimlil.org>). Local communities have no faith in local authorities, hence a resistance by ratepayers to pay for services offered by councils (Musekiwa and Chatiza, 2015:1219-1238). The above scenario resulted in poor housing service delivery and corruption.

6.7.1.9 Bribery in housing departments

The figure below shows bribery in housing departments as a major challenge in housing service delivery.

Figure 6-13 Bribery in housing departments

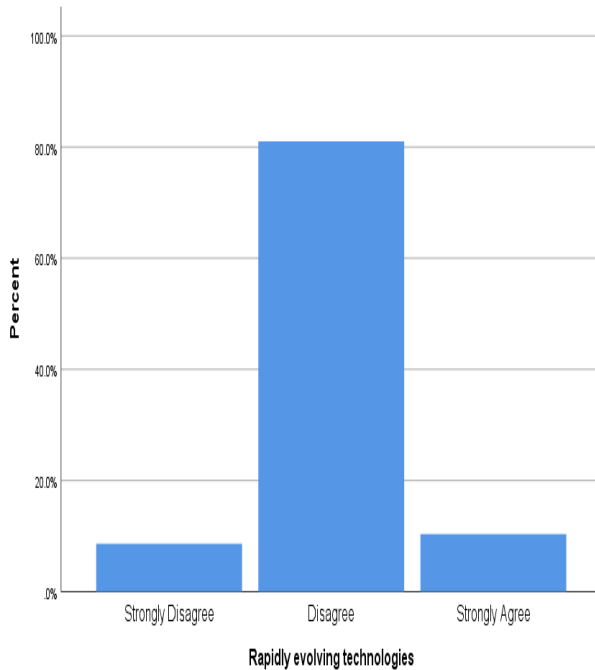


Residents accused local authorities of being involved in corrupt activities, especially in the housing departments. The majority of the respondents (39.7%) agreed and 29.3% strongly agreed that bribery is a big challenge facing local authorities, while only 31% disagreed. This indicates that local authorities are still failing to stop bribery activities in their organisations. Corruption is very harmful and unacceptable, especially in local authorities where it manifests itself in fraud, bribery, abuse of power, extortion, nepotism/favouritism and embezzlement (Nyoni, 2017:285-291).

6.7.1.10Rapidly evolving technologies

The figure below shows that rapidly evolving technologies are not a major factor affecting local authorities.

Figure 6-14 Rapidly evolving technologies

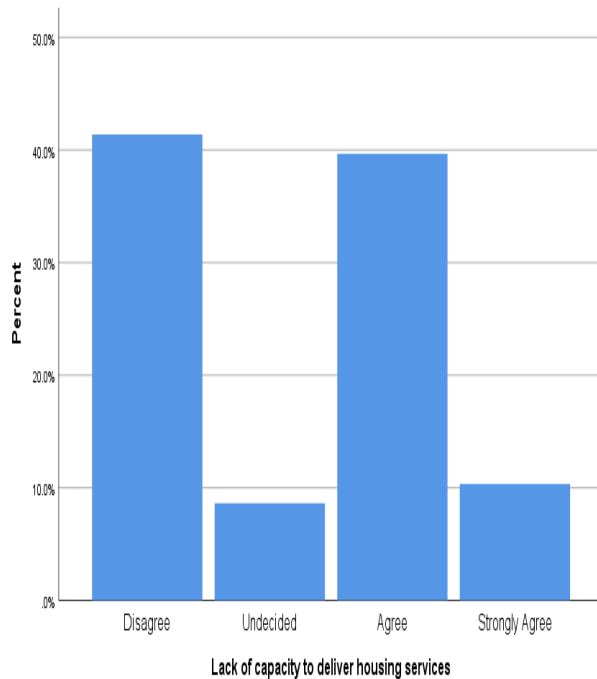


Rapidly evolving technologies are not a challenge affecting local authorities as indicated by 81.1% (the majority) respondents who disagreed, 8.6% strongly disagreed, and only 10.3% agreed that it is a challenge. The findings indicate that rapidly evolving technologies is not a major challenge affecting local authorities. They base their opinions on the premise that they are receiving training. The study indicates that there is a need to change the way council business competes and operates and follow President Emmerson Dambudzo Mnangagwa of Zimbabwe’s business mantra “Zimbabwe is open for business” and that “It’s no longer business as usual” (Dore, 2018:1).

6.7.1.11 Lack of technical capacity to deliver housing services.

The figure below indicates the lack of technical capacity as a challenge when delivering housing services.

Figure 6-15 Lack of technical capacity to deliver housing services



The findings from the questionnaires showed that 39.7% agreed and 10.3 % strongly agreed that there is lack of capacity to deliver housing services by council employees, whereas 41.4 % disagreed that there is a lack of capacity to deliver housing services and 8.6% were undecided as to they whether or not there is lack of capacity.

Council employees have the capacity to deliver housing services since they train in computers, GIS and customer care. From the questionnaire administered to management staff, they acknowledged that administrative authorities including mayors, councillors and managers train using computers. Capacity building of staff in the housing department is of vital importance for better resident services (Gillespie and Popkin, 2015:2). All housing personnel should be trained in housing delivery services such as waiting lists, cession administrations, allocation of

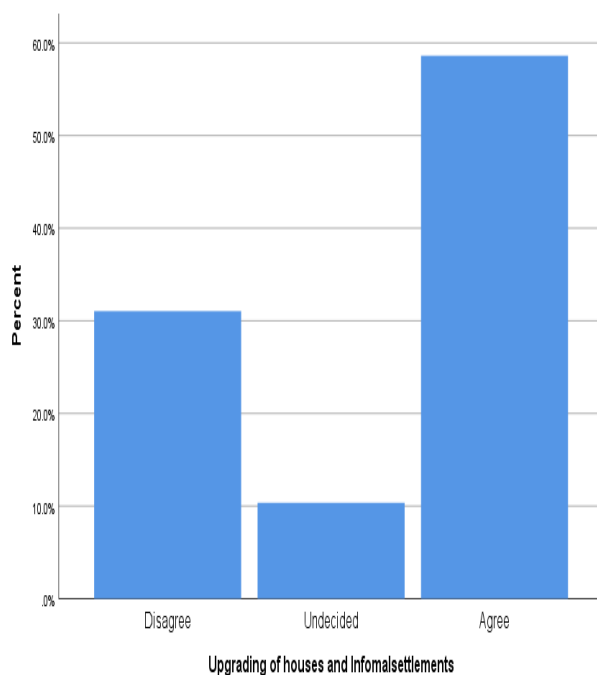
stands and housing standards. This will raise awareness of existing legislation, policy guidance and professional standards in housing service delivery.

6.7.2 Objective 2: To establish the effects of current housing policies on the implementers of housing policies

6.7.2.1 Upgrading of slums

The figure below shows that the current policy focused on the upgrading of slums.

Figure 6-16 Upgrading of slums



More than half of the respondents (58.7%) agreed that the housing policy addressed this issue and 31% disagreed because some local authorities have not yet addressed the issue. The remaining 10.3% were undecided, meaning they are not aware of the current developments undertaken by local authorities in upgrading houses and informal settlements.

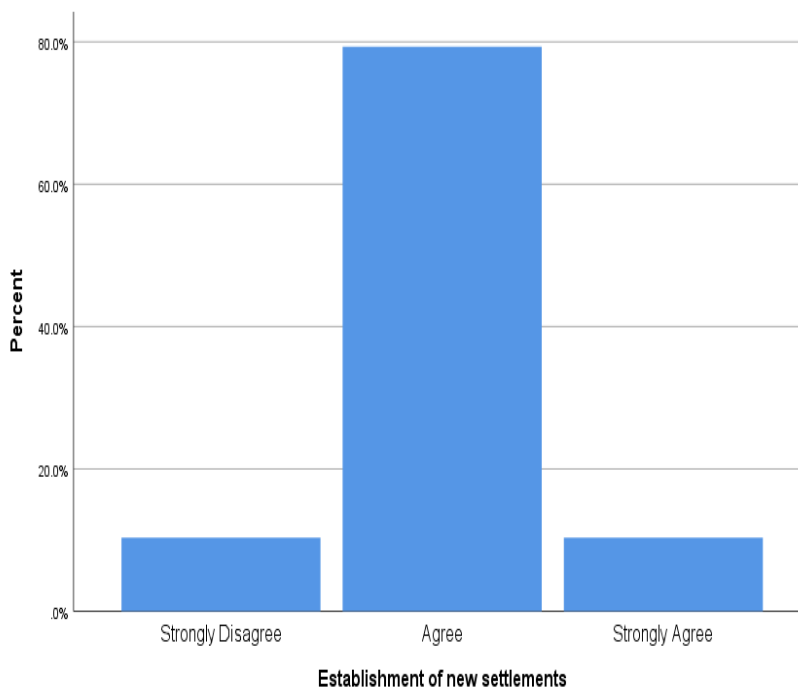
Urban local authorities upgraded houses and informal settlements by the implementation of upmarket designs and construction activities, which promoted inclusive municipal governance (Muchadenyika, 2015:1). The current housing policy targeted the construction of more houses in order to reduce overcrowding in slums. Crowded living conditions increase the risk of infectious diseases, crime

and prostitution, which are aggravated by a lack of adequate sanitation, potable water and electricity. The urban poor are slum dwellers. The current housing policy focuses on the eradication of slum dwellers by improving the living conditions of slum dwellers. Interviews carried out with management staff noted that *“Room occupancy of 8-15 per room leads to overcrowding”*. According Chirisa (2014:1-26), households resort to overcrowding. Slums are overcrowded. One family could be using one room as a kitchen and for sleeping.

6.7.2.2 Establishment of new settlements

The figure below shows establishment of new settlements

Figure 6-17 Establishment of new settlements



Local authorities well position themselves to establish new settlements. In this study, 79.4% of the respondents agreed and 10.3% strongly agreed that the new housing policy led to the establishment of new settlements, whilst only 10.3% disagreed. There is need for local authorities to harmonise housing policies and strategies in order to establish new settlements. A change in government has resulted in new housing strategies. Interviewees revealed that *“Landowners should partner with local communities and private land developers to establish new settlements”*. This is important in that local authorities should work collaboratively with private developers in order for them to establish new

settlements. Private developers can assist local authorities in servicing the land and constructing core houses.

6.7.2.3 Rising levels of urbanization

The figure below indicates that rising levels of urbanization problems address by the current housing policy.

Figure 6-18 Rising levels of urbanization

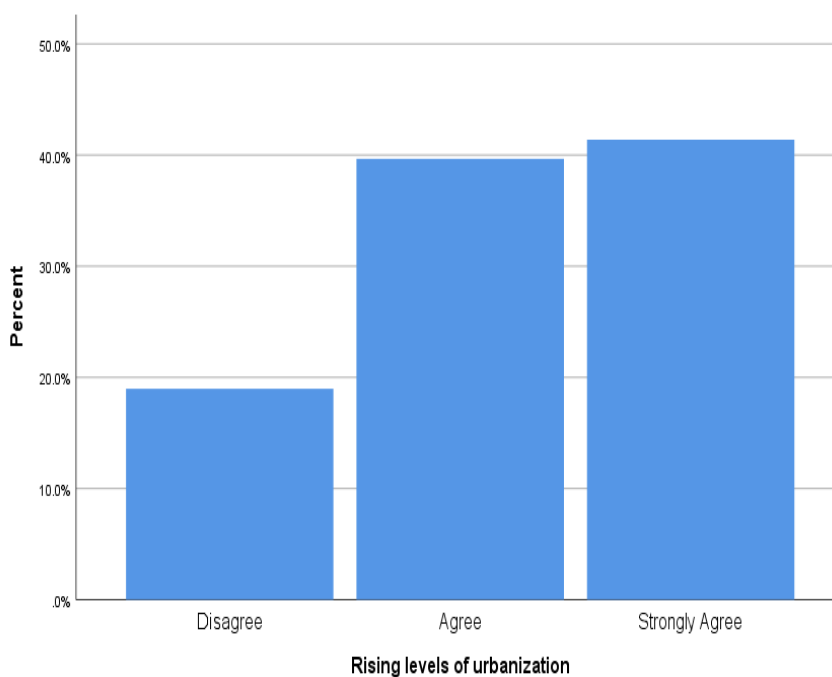
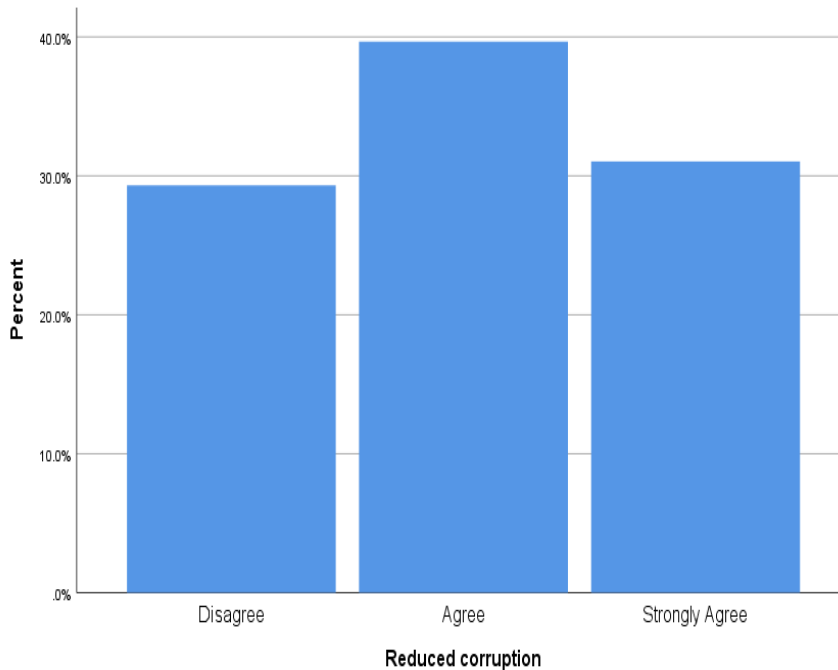


Figure 6.18 indicates that 41.4 % strongly agreed and 39.6% agreed that rising levels of urbanization are a challenge to housing service delivery. Only 19% disagreed. According to Farrell, (2017:1), cities took surplus work force from the countryside, leading to a large proportion of the population being urban. Rural district councils are an important source for providing manpower, especially those who will work in industries manufacturing bricks, carpenters and builders. People migrate from rural local communities looking for better job prospects, higher incomes and are sometimes running away from food shortages.

6.7.2.4 Reduced corruption

The figure below shows that the new housing policy targeted to a reduction in corruption in local authorities.

Figure 6-19 Reduced corruption



The majority (70.7%) of the respondents agreed and strongly agreed that the new housing policy managed to reduce corruption, as compared to only 29.3% who disagreed because they think that local authorities can achieve the goal of reducing corruption. This indicates that Local Authorities should detect and stop corruption. Corruption thrives in local government when officials take advantage of inefficient bureaucracies. According to Moyo (2014: ii), the prevalence of corruption in Zimbabwe is chiefly a consequence of a lack of political will to address the problem. One of the interviewees had this to say, “*Making elections transparent can end corruption and improve government performance by public officials*”. Local governance systems in Zimbabwe should be transparent, Effective governance improves the management of housing services. Transparency in elections improves government performance and ends corrupt activities by council employees. Councillors and management should commit to zero tolerance of corruption and put strategies to end it.

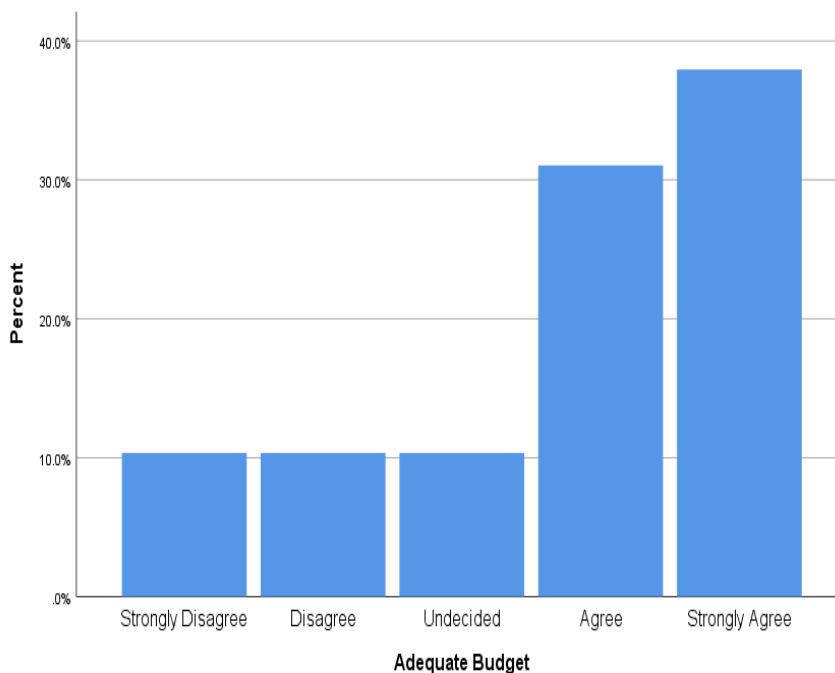
6.7.3 Objective 3: To evaluate existing performance systems for housing service delivery

The third objective evaluates existing performance monitoring and evaluation indicators for housing service delivery. There are different stakeholders supporting current M & E systems in Local Authorities.

6.7.3.1 Resources put in place in organisations to monitor and evaluate housing projects

The figure below highlights adequate budgets as a useful resource put in place to monitor and evaluate housing projects.

Figure 6-20 Adequate budgets for managing housing projects



The management staff (68.9%) agrees and strongly agreed that central government should provide the necessary financial support to Local Authorities while 20.8% disagrees and strongly disagrees and 10.3% are undecided.

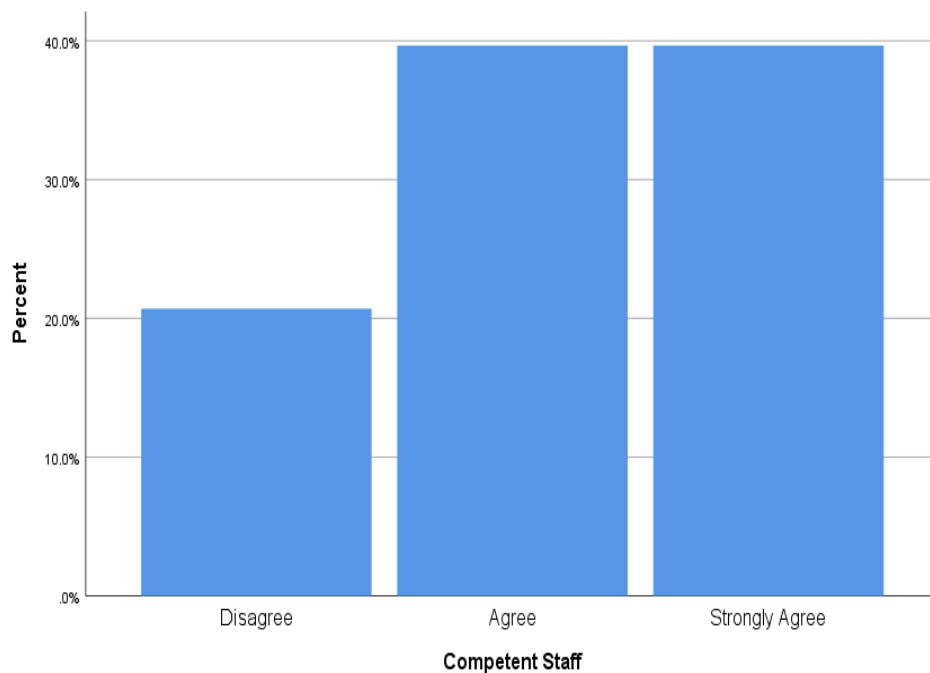
Local authorities face formidable challenges of ineffective fiscal transfer frameworks from the central government. The central government is responsible for the provision of financial support to local authorities. The interviewees noted that there is need for central government to re-capitalise Local Authorities in order

to restore their credibility and relevance with residents. Continued unfunded mandates by central government result in poor housing service delivery.

6.7.3.2 Competent staff to M & E IT systems

The figure below indicates that competent staff are capable to M & E IT systems.

Figure 6-21 Competent staff

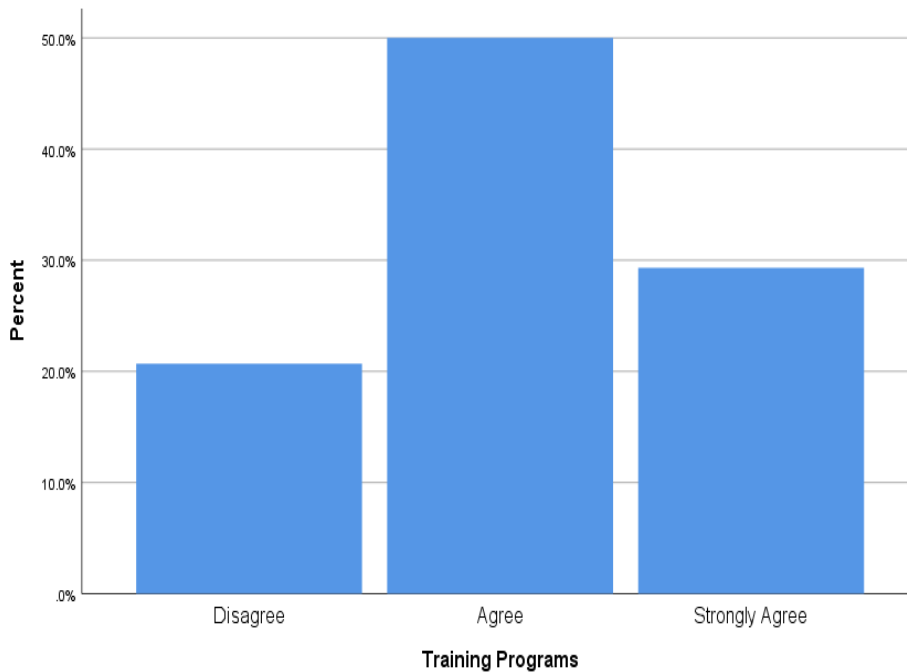


The majority of respondents (79.3%) agreed and strongly agreed that only competent staff are capable of monitoring and evaluating ICT systems as opposed to 20.7% who disagreed. Osei and Ackah (2015:2) argue that a competent and competitive workforce is essential, especially in rapidly changing environments. Local authorities should develop programs which motivate and retain their staff. Employee retention strategies should be implemented by local authorities in order to improve performance.

6.7.3.3 Training in housing programs and projects.

The figure below indicates the importance of training in housing programs and projects.

Figure 6-22 Training in housing programs and projects

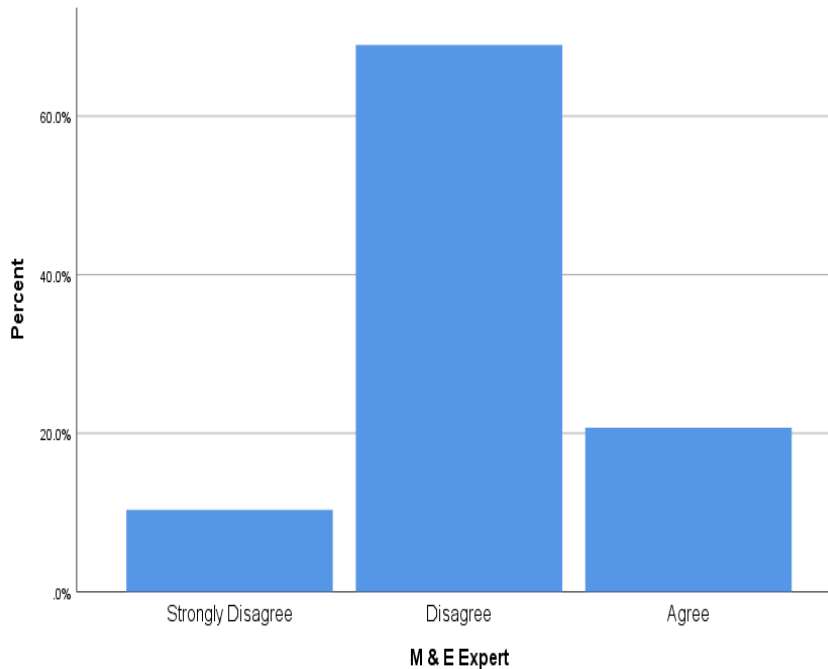


Local Authorities need to train their staff on housing management issues. This is supported by 50% of the respondents who agreed and 29.3%, who strongly agreed that capacity building of staff on housing projects and programs should be done whereas only 20.7% disagrees. According to Osei and Ackah (2015:2), training provides employees with job satisfaction and increased job efficiency, whilst decreasing waste. From the interviews carried out with management staff, workshops on property management, housing policy development, low-income housing schemes and housing rights be held on a regular basis.

6.7.3.4 M & E Experts

The figure 6 below highlights the importance of having M & E experts in housing.

Figure 6-23 M & E Experts



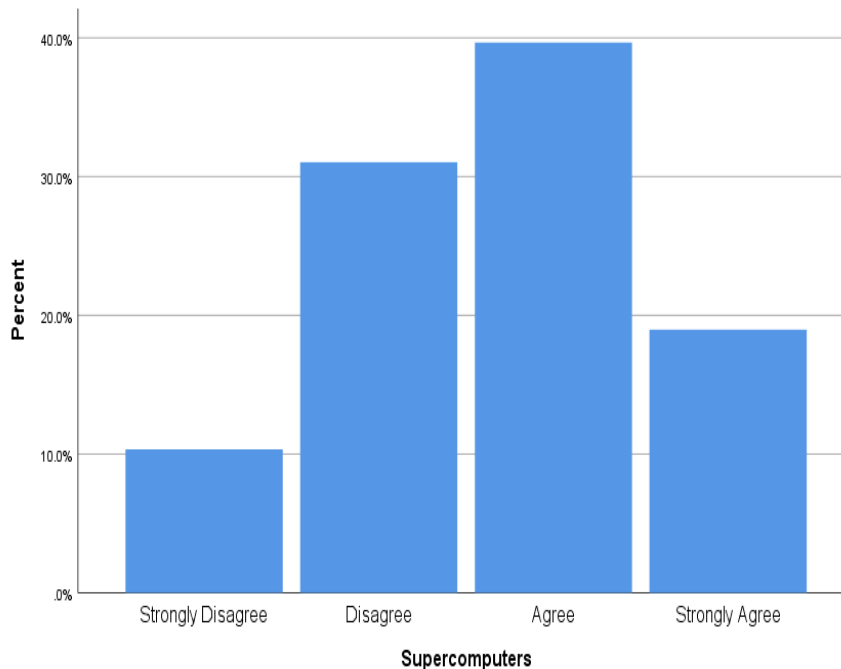
This study reveals that 20.7 % of the respondents agreed that M & E experts provide expertise in M & E planning whilst the majority (79.3 %) disagreed. M & E experts play a significant role in housing provision because they know what and how to measure in housing projects. The majority of the respondents disagreed with the idea that M & E experts affect housing projects. Interviewees revealed that they do not understand the role played by M & E experts.

Professionals in M & E sometimes referred to as M & E specialists, M & E managers, or M & E officers. They play a significant role in project management and M & E experts are responsible for capacity building of employees in local authorities. From interviews, M & E experts are there to monitor housing project activities, outputs, train staff and disseminate evaluation findings to all stakeholders. M & E Experts track best practices in M & E, thereby contributing positively to institutional learning processes. From literature survey chapter states that recruitment of qualified staff should be done for monitoring and evaluation of housing projects (GoZ, 2015:23).

6.7.3.5 Technology-based applications for project monitoring

The figure below indicates that supercomputers are important in housing delivery.

Figure 6-24 Technology-based applications for project monitoring



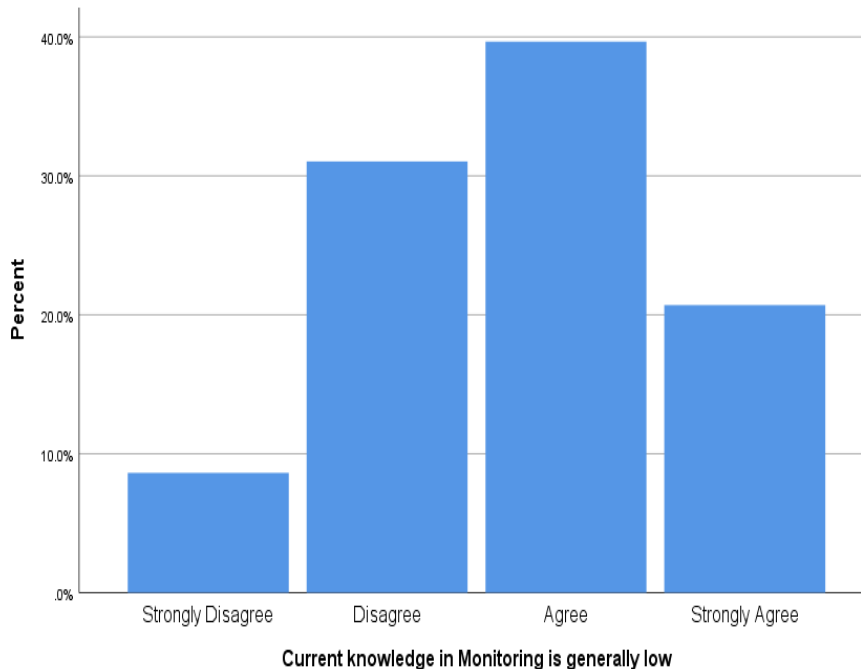
In this study, 39.7% of the respondents agreed and 19% strongly agreed that supercomputers are indicators of performance monitoring and evaluation. However, 31% disagreed and 10.3% strongly disagreed implying that, they are not well vexed with the use of technologies. ICTs plays a significant role in improving the performance of M & E for housing service delivery.

Local Authorities need computers in order to capture housing data. Aadamsoo (2010:4) argues that web-based project management systems are important in managing and storing project information. Super computers assist organisations to get things done faster, cheaper and better. Interviewees reveal that “*LAs do not have supercomputers hence the people have mixed feelings on their relevance*”. Computers are very significant in the daily operations of local governments as they assist the housing departments in assessing ways of improving the efficiency of housing delivery. The significant role of computers in local government is in storing administrative, budget and project information. A computerised housing system is vital in modern governments in Zimbabwe.

6.7.3.6 Existing Knowledge on monitoring and evaluation

The figure overleaf shows the existing knowledge on monitoring.

Figure 6-25 Current knowledge on M & E



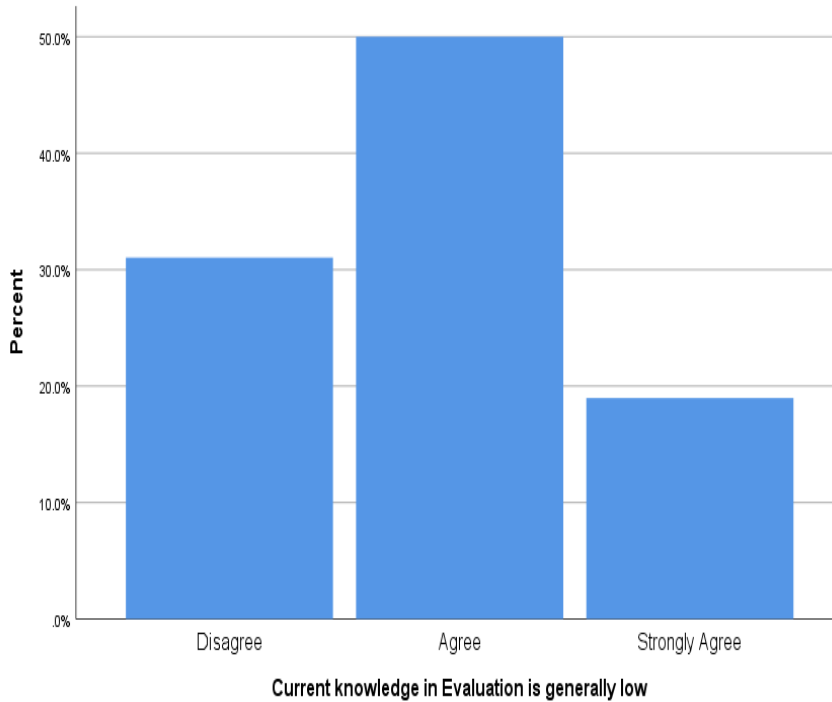
Current knowledge on monitoring in local authorities is generally low. The evidence to corroborate this is by 39.7% of the respondents who agreed and 20.7% who also strongly agreed that current knowledge in monitoring of housing projects is generally low, whilst 31% disagreed and 8.6% strongly disagreed. From the interviews, staff lack knowledge on what is useful and what is not.

Apparently, the uses of M & E generate new knowledge on how to improve project performance. Knowledge management is a cornerstone of project performance and project managers should incorporate it into every stage of the project cycle. Council employees should train in M & E planning, financial management, supervision and human resources. Interviewees revealed that M & E is low because project staff automatically are not aware of the benefits of housing programmes. According to Masuku and Ijeoma (2015:5-25), only a few government officials only M & E. Council employees who are knowledgeable in M & E were exposed to the practice by donor agencies

6.7.3.7 Current knowledge on evaluation

The figure below indicates existing knowledge on evaluation.

Figure 6-26 Current knowledge in Evaluation

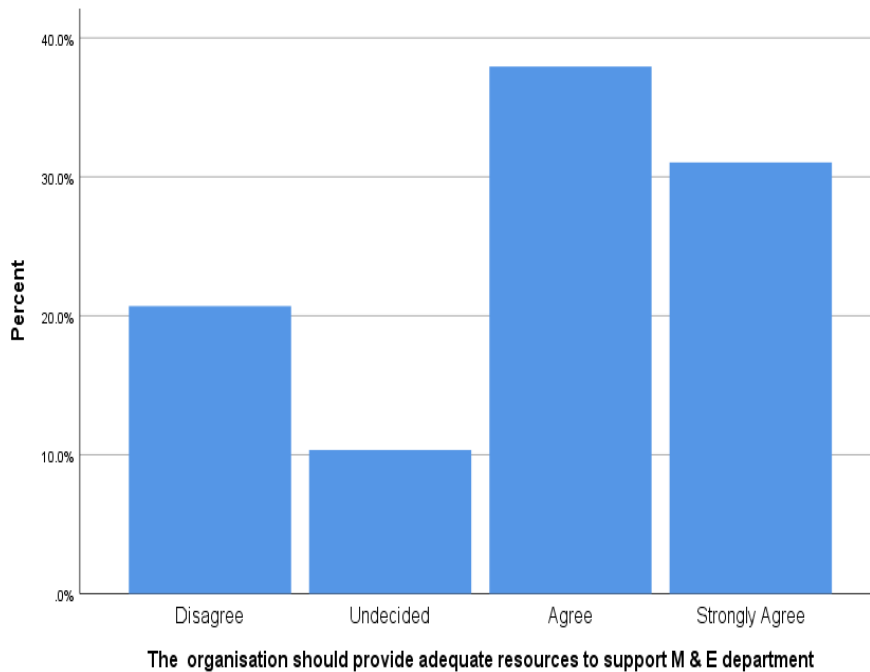


Current knowledge on evaluation systems is generally low as evidenced by 50% of the respondents who agreed and 19%, who strongly agreed. Only 31% of the respondents disagreed. If council staff are knowledgeable on evaluation work that can increase effectiveness. Project performance will definitely improve, as staff will learn from past successes and failures. From interviewees' evaluations, project officers can extract invaluable information that helps them to come up with new ideas to use in new project designs. Knowledge on evaluations helps policy-makers to think outside the box. According to Kule and Umugwaneza (2016:159-177), evaluations assist project officers to adjust actions to real-world situations, thereby building and enhancing partnerships. Knowledge on evaluations assist council employees to determine whether they have achieved objectives, thereby facilitating good decision-making on resource commitment.

6.7.3.8 Adequate resources to support the M & E department

The figure below indicates that organisations should provide adequate resources to support the M & E.

Figure 6-27 Adequate resources to support the M & E department



A functional M & E system is important in local authorities for improving housing service delivery. Monitoring improves work performance as 37.9 % of the management staff respondents agreed, and 31% strongly agreed. There is need for adequate staff to support an M & E unit. Only 20.7% disagreed and 10.3% are undecided on the provision of adequate resources to support the M & E department. Njama and Kyalo (2015:19) argue that resources allocated to projects are limited and use them economically.

From the interviews carried out, staff should have the necessary M & E technical expertise and experience of the current M & E system. Adequate staff with technical expertise will achieve the expected results. M & E technical support is required at all times for the successful implementation of housing projects. Trained staff will use project funds strategically, coming up with new ideas and

solutions. Trained staff will work with all stakeholders innovatively and disseminate relevant information about project activities and results.

6.7.3.9 Motivated staff support M & E

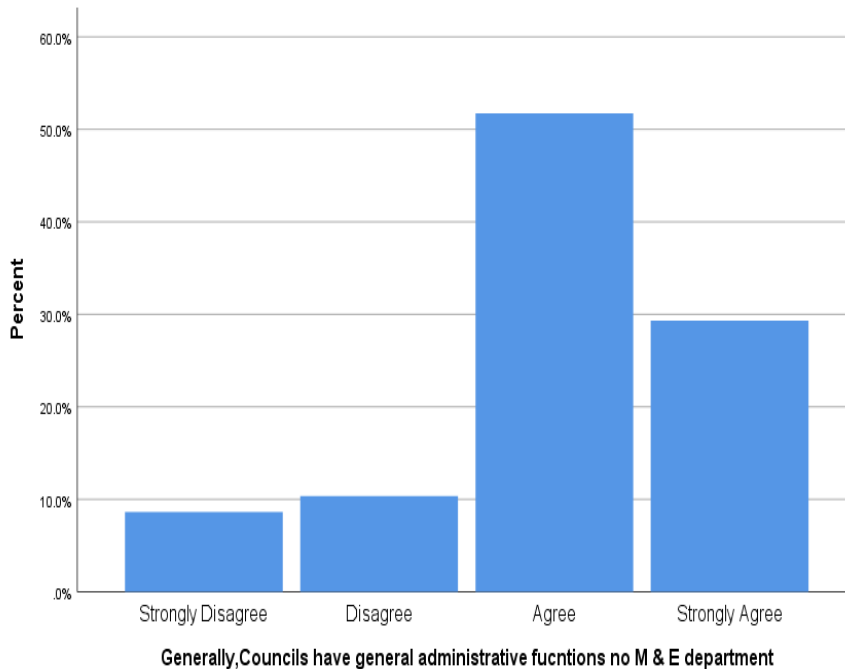
Most local authorities request support to strengthen their M & E systems as 58.7 % of the respondents agreed and 31% strongly agreed that if employees are motivated, they would support M & E systems. Only 10.3% disagreed that motivated staff do not support M & E.

Interviews revealed that low motivation to report leads to a lack of support from team members and that good team performance leads the team to objectively monitor and execute quality evaluations of housing projects. According to Hellriegel and Slocum (2007) cited in Mensah and Tawiah (2016:255-309), low job satisfaction results in costly turnover, absenteeism, tardiness and poor mental health. The housing department should focus on how to achieve high levels of performance through human resource management. Local authorities should increase the motivation and morale of staff by giving them incentives, rewards and favourable working conditions.

6.7.3.10 Councils have no M & E department

The figure below highlights that councils have no M & E department.

Figure 6-28 Councils have general administrative functions

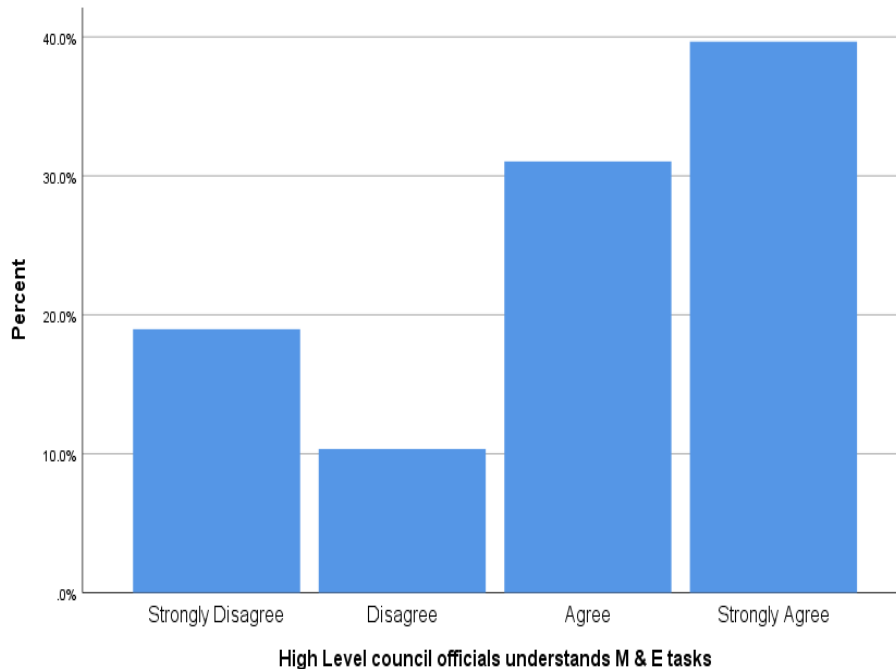


Local authorities should establish an M & E unit in a department. The majority (51.8%) agreed and 29.3% strongly agreed that LAs should establish an M & E unit in a department in order to improve on organisational performance. Only 10.3% disagreed and 8.6% strongly disagreed with the fact that it is important to have an M & E unit in the department. Interviewees believe that there is a risk that managers are of the opinion that it is no longer their responsibility to monitor and report on housing projects since the establishment of an M & E unit. From interviews, it is the responsibility of the Heads of Department to educate all subordinates that it is still the responsibility of all managers to monitor housing projects, despite the establishment of the departmental M & E unit. It is the responsibility of every Head of Department to carry out monitoring and reporting responsibilities. The role of the departmental unit is to collect and analyse housing data from sections.

6.7.3.11 High-Level council officials understand M & E tasks

The figure below shows that council officials should understand M & E tasks.

Figure 6-29 High-level council officials understand M & E tasks



Evaluation is critical as it generates in-depth evidence for improving performance and decision-making. This is shown by 31% who agreed, and 39.7% who strongly agreed that high-level council officials understand M & E tasks as compared to 19% who strongly agreed and 10.3% who disagreed. Highly skilled human resources are required to evaluate M & E tasks. Interviewees revealed that high-level council officials had the mandate to apply M & E knowledge to policies, plans, programmes, projects or the organisation. Council officials are obligated to be accountable to the Town Clerk. They should perform their duties with a high degree of knowledge of M & E tasks.

6.7.3.12 Each department should have an M & E unit

The majority of the respondents (80%) agreed and 10% strongly agreed that each department should have an M & E unit, as compared to only 10% who disagreed. Study findings reveal that the M & E unit should work with Heads of Departments and managers to improve the quality of housing projects. The rationale for establishing an M & E unit is to improve local government

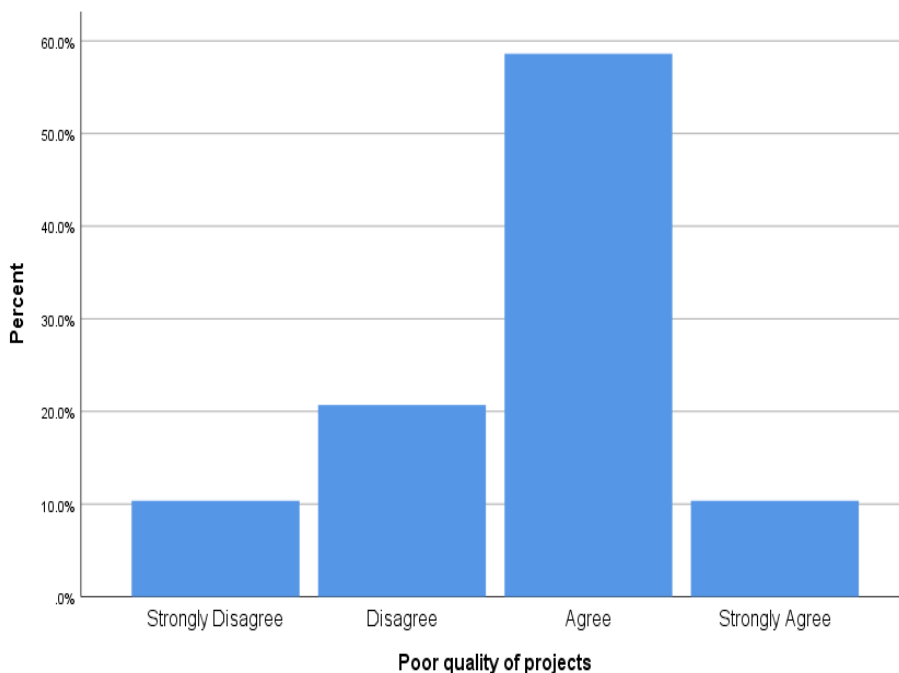
performance. The M & E unit provides technical support and coordinates all council M & E capacity development initiatives. When local authorities are establishing M & E units, the Head of departments need to make it clear that it is the duty of all housing officials to monitor and evaluate all housing related issues. According to Mthethwa and Jili (2016:102-113) in order to improve service delivery, municipalities must design and implement comprehensive M & E systems. Hence the need for each department to have an M & E unit.

6.7.3.13 Obstacles faced by local authorities when monitoring and evaluating housing projects

Poor quality of housing projects

The figure below indicates poor quality of housing projects as an obstacle faced by local authorities.

Figure 6-30 Poor quality of housing projects



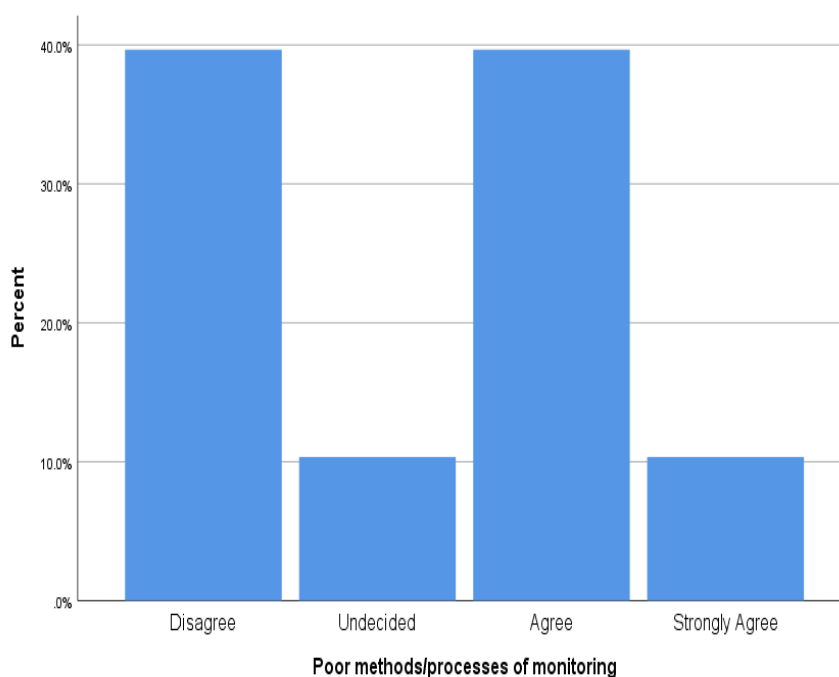
Local authorities face a number of obstacles when monitoring and evaluating housing projects, as indicated by 58.6% of the respondents who agreed and 10.3% strongly agreed that there is poor quality of housing projects. Only 31.1% of the respondents disagreed and strongly disagree that poor quality of projects is not a major obstacle. Interviewees noted dissatisfaction with the quality of

housing projects. Public housing projects have deteriorated badly due to a combination of hasty construction; poor design and insufficient maintenance (Rahman, 2015). Responses to failed programs often focus on establishing new programs and sub-departments, worsening co-ordination and increasing fragmentation.

Poor methods/processes of housing service delivery monitoring

The figure below highlights poor methods as an obstacle in M & E.

Figure 6-31 Poor methods/processes of housing service delivery monitoring

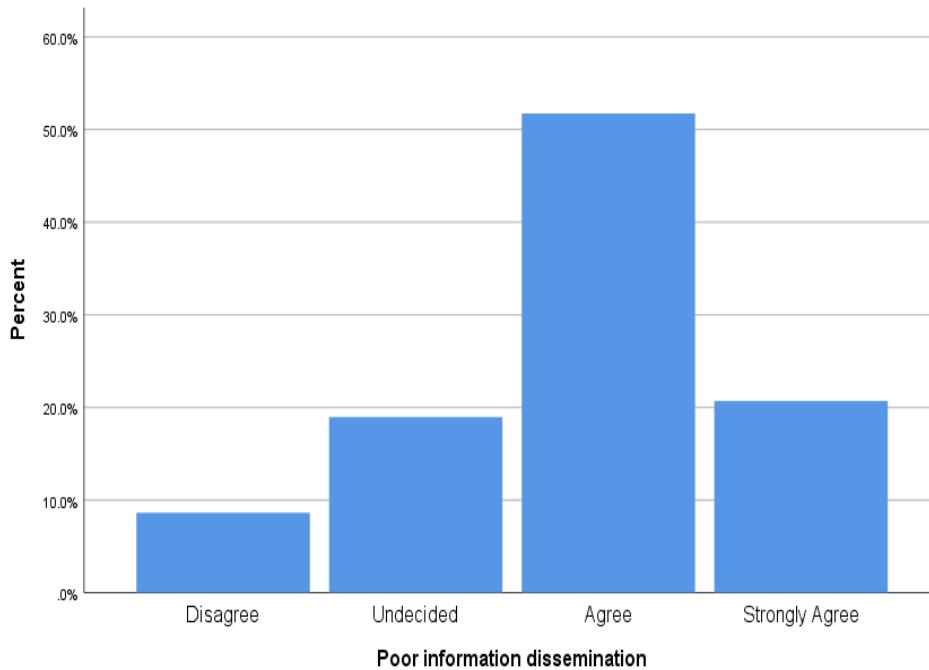


Poor monitoring processes are responsible for problems in M & E housing projects. The Monitoring of housing projects calls for routine checks and daily assessments of ongoing activities and progress. Results show that 39.7% of respondents agreed and 10.3% strongly agreed that poor monitoring processes affect housing service delivery; 39.7% disagreed and 10.3% were undecided. Local authorities should use interviewees' participatory monitoring and evaluation methods to improve performance. The poor levels of housing service delivery should be closely monitored, in order to capacitate local authorities to deliver housing services to poor communities.

Poor Information dissemination in local authorities

The figure below indicates poor information dissemination as an obstacle in local authorities.

Figure 6-32 Poor Information dissemination in local authorities

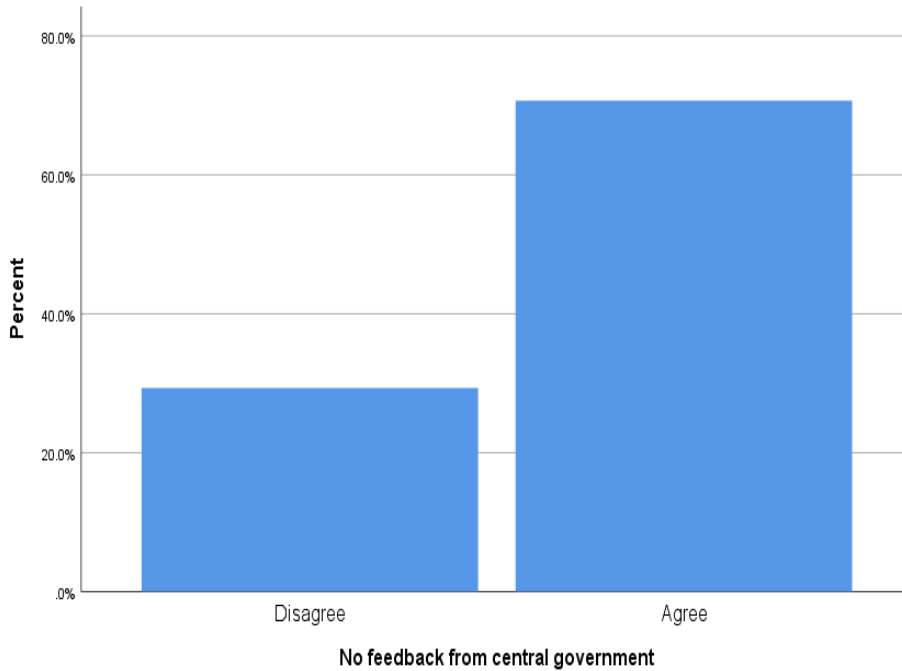


Information dissemination constitutes an important and critical factor for the success of housing projects. The majority of respondents (70.4%) agreed that poor information dissemination affects housing delivery and only 29.6% disagreed. Interviewees revealed that information on services should be available at the point of delivery. According to Daudu and Mohammed, (2013:235-241) there is poor information dissemination to the rural people. The local authorities should provide proper information channels to residents.

No positive feedback from central government

The figure below indicates that there is no feedback from central government.

Figure 6-33 No positive feedback from central government

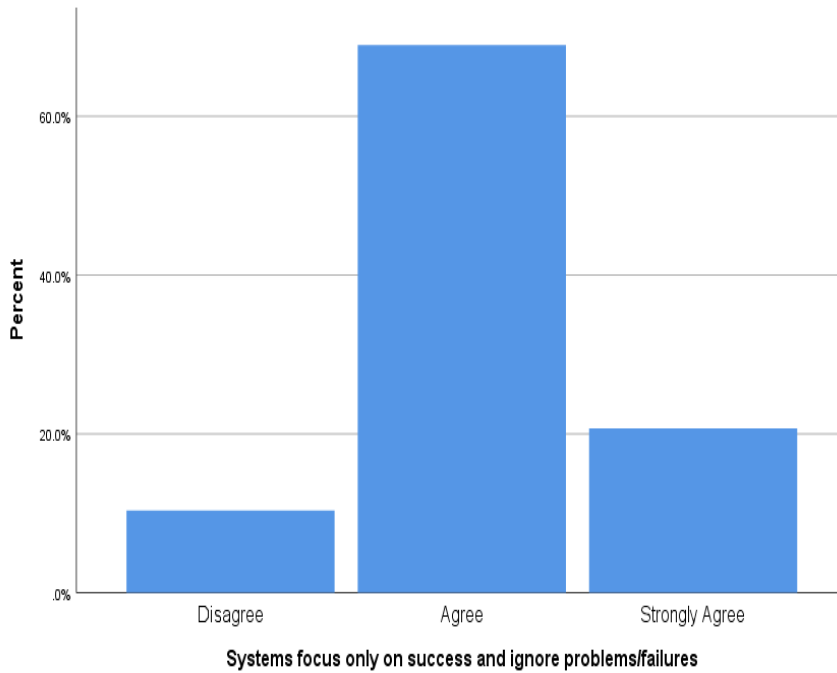


Effective feedback is very useful in any organisation. Positive and negative feedback is useful in making important decisions. In this study, 70.7% of the respondents agreed that there is no feedback from central government. Only 29.3% disagreed. From interviewees' feedback, feedback from central government is important because it motivates employees to perform better. Feedback will also force organisations to align to goals, create strategies and improve working relationships. Feedback from central government needs to be frequent and of high quality in order to boost the morale of council employees. According to Jones, (2002:27-55) there should be greater partnership and co-operation in the regulation of local government by central government.

Systems focus on success and ignore problems/failures

The figure below shows that systems focus only on success and ignore problems/failures of housing programs.

Figure 6-34 Systems focus on success and ignore problems/failures

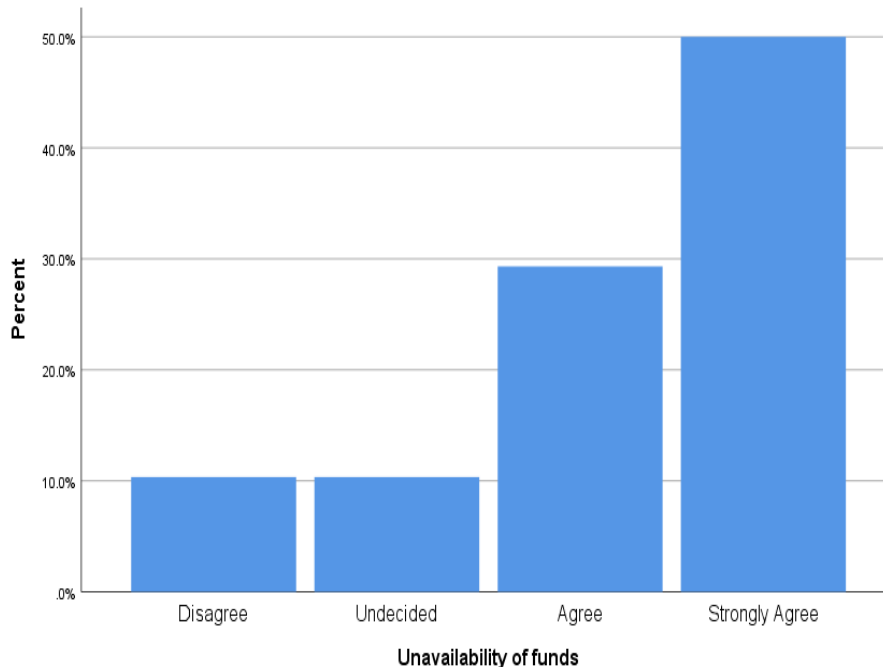


Local authorities' systems are not user-friendly, as indicated by 69% of the total respondents who agree and 20.7% who strongly agree that systems focus only on successes of housing projects and ignore problems/failures. Of the total respondents, only 10.3% disagree. As a result, there is a tendency for people to build houses and other buildings without applying for planning permission and construction takes place without adhering to the approved plan (Malalgoda et al, 2016:628-648). All the successes and failures by local authorities should be well documented.

Unavailability of funds

The figure below indicates that the unavailability of funds is an obstacle when monitoring and evaluating housing projects.

Figure 6-35 Unavailability of funds for housing projects



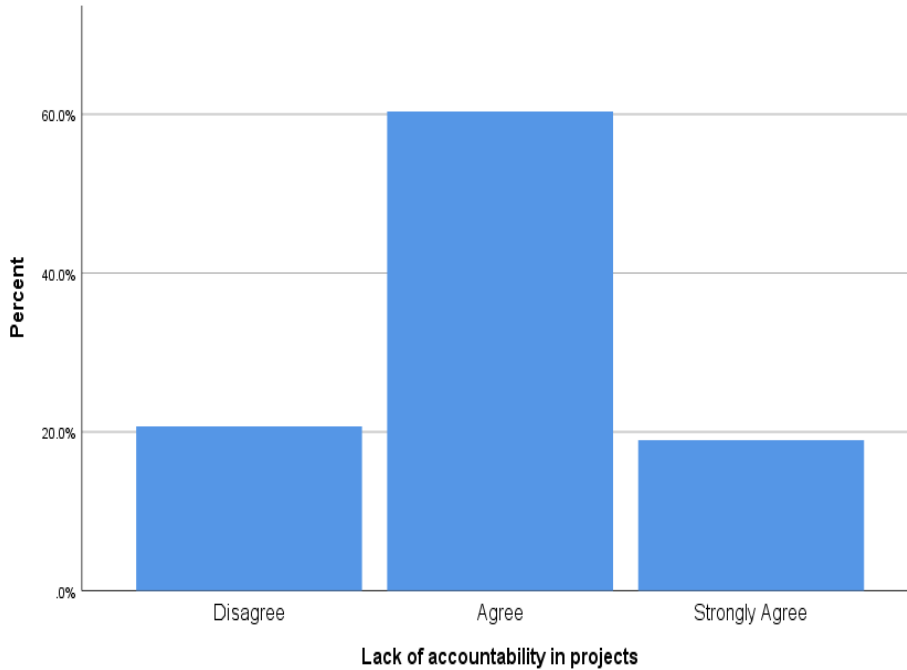
The majority of the respondents 79.4% strongly agree and agree that the unavailability of funds is an obstacle. Only 10.3% disagree and 10.3% were undecided. This indicates that the unavailability of funds negatively influences housing projects. The lack of funds is a major problem in local authorities.

The availability of funds is a major obstacle faced by local authorities when delivering housing services. Housing projects cannot be complete without sufficient financial resources. Half (50%) of the respondents strongly agree and 29.4% agree that the unavailability of funds affects housing projects, whilst 10.3% who disagree and 10.3% were undecided. Funds unavailability results in abandoned housing projects. Interviewees revealed that since residents have lost trust in local authorities, that are now avoiding paying rates, fines, penalties or building extension fees. Local authorities should have proper monitoring and internal control systems in place. Another interviewee noted that since local authorities divide into wards, housing provision could focus on one ward, thereby ignoring other housing projects in other wards. According to Malalgoda et al (2016:628-648), insufficient revenue is a barrier to resilience building.

Lack of accountability in housing projects

The figure below indicates that a lack of accountability affects housing projects.

Figure 6-36 Lack of accountability in housing projects

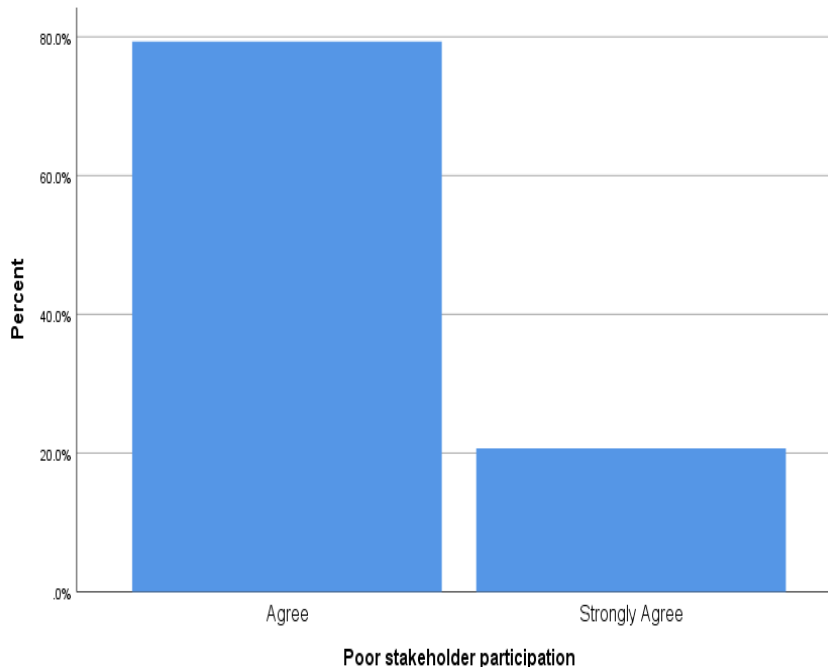


Accountability is lacking in most housing projects. The majority of respondents (60.3%) agree and 19 % strongly agree that the lack of accountability is another major obstacle and 20.7% disagree. Transparency increases public trust, especially if residents receive information about what the project will cost, the source of funds and the accountability measures in place. Unclear accountability measures will result in a lack of trust. From interviewees, residents should know how local authorities operate and how well they manage resources, as well as the person responsible for projects. Good accountability will improve housing service delivery in local authorities.

Poor stakeholder participation in housing projects

The figure shows poor stakeholder participation in housing projects.

Figure 6-37 Poor stakeholder participation in housing projects

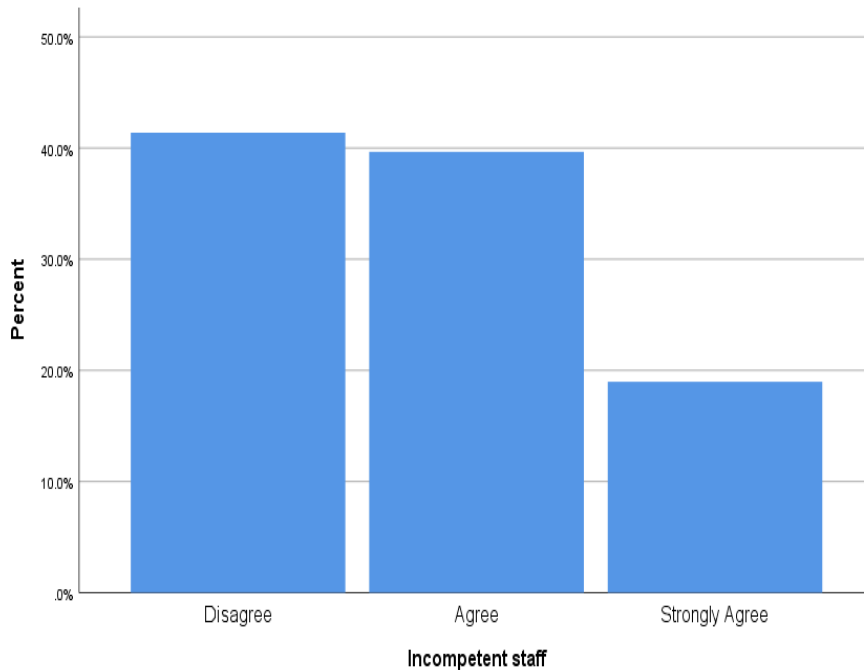


Local authorities should engage all stakeholders in housing service delivery. The respondents (79.3% and 20.7%) agree and strongly agree respectively that poor stakeholder participation is a major obstacle. Interviewees noted that there is poor stakeholder participation in entities such as the three tiers of government, private sector, community-based organisations and NGOs. According to Tengan and Aigbavboa (2017:630-637), poor stakeholder participation in the monitoring and evaluation of housing projects has resulted in slow housing delivery. Poor participation of stakeholders resulted in council officials lacking commitment to housing programs. Stakeholder engagement and participation in monitoring and evaluation should be a priority for all local authorities.

Incompetent staff in housing departments

The figure below indicates incompetent staff in housing departments.

Figure 6-38 Incompetent staff in housing departments



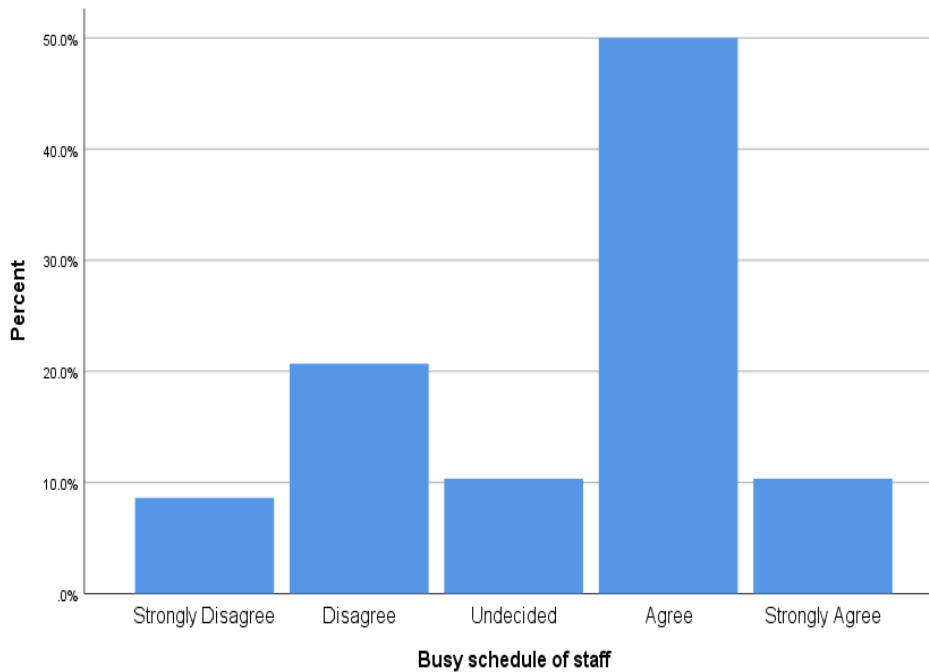
Housing project staff lack commitment to monitoring, leading to delays in implementation and a limited availability of M & E information by project managers. In this study, 39.7% and 19% agree and strongly agree respectively that incompetent staff are an obstacle to effective housing service delivery, whilst 41.3% disagree. Good leaders and competent staff contribute to employee growth as well as achieving the organisation's mission and objectives. The interviewees indicate that incompetent staff or under-performers should be motivated to perform better. Competent leaders should be able to work with difficult or annoying staff. Competent staff members should survive when working with incompetent staff by communicating clearly and explicitly. Local governments are seriously resource deficient in terms of skills, competencies and manpower (Malalgoda et al 2016:628-648). Interviewees noted that local authorities do not have qualified people, hence the provision of housing is a challenge without qualified and experienced personnel. Adding to this, some interviewees highlighted that some qualified staff only work in urban councils and are not

willing to migrate to rural areas. The lack of M & E capacity continues to cause unsustainable outcomes of housing projects in Zimbabwe.

Busy schedule of staff in housing departments

The figure below indicates that staff in housing departments are always busy.

Figure 6-39 Busy schedule of staff in housing departments

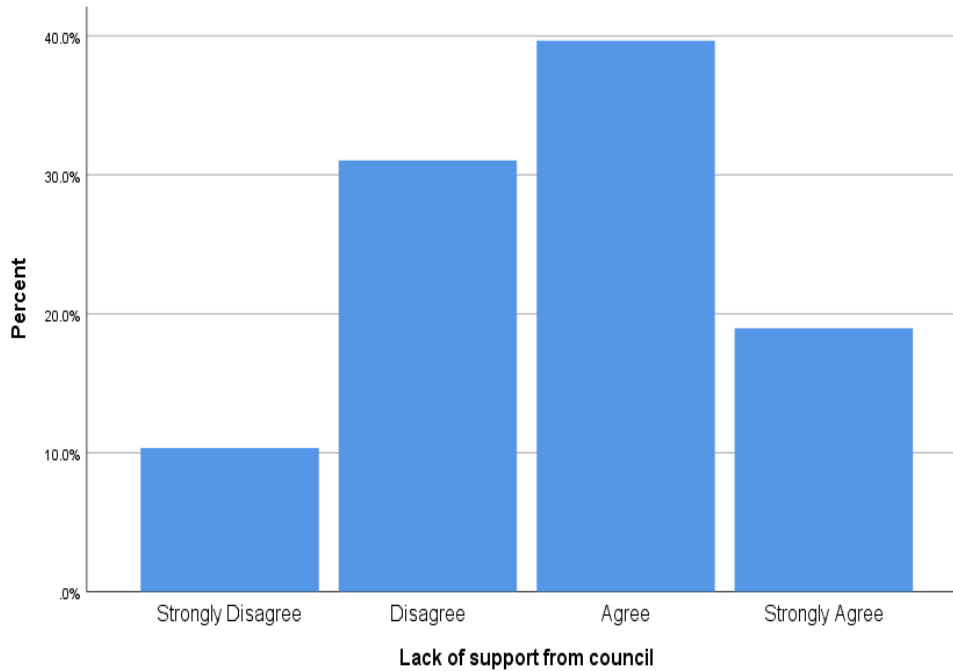


Departmental M & E must be reformed as indicated by 50% of the respondents who agrees and 10.3% who strongly agree that council employees have busy schedules. In this study, 20.8% disagree, 8.6% strongly disagree and 10.3% were undecided on this issue. This indicates that management have busy schedules. For instance, they have to attend full council meetings, attend to clients and write memorandums. All departments in local authorities have M & E units, but have separate functions. Many housing departments know little about which policies and programs are working or not.

Lack of financial support from council finance departments

The figure below indicates the lack of financial support from council finance departments.

Figure 6-40 Lack of financial support from council finance departments

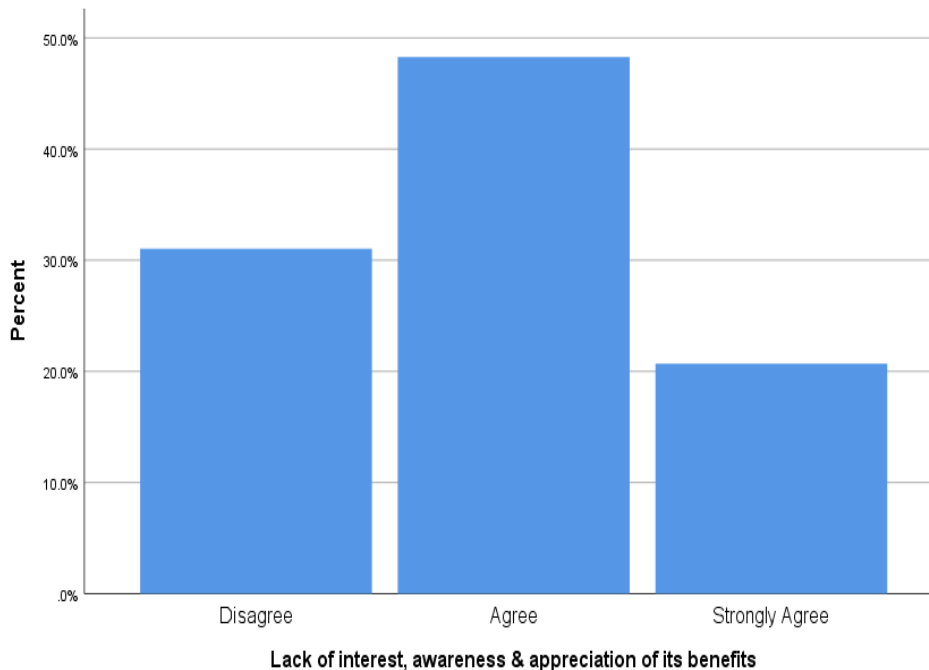


All the departments in local authorities depend on funding from the finance department, as indicated by 39.7% and 19% of the respondents who agree that there is a lack of support from council. In this study, 31% of the respondents disagree and 10.3% strongly disagree on this this statement. Interviewees noted that when departments want to procure items, they offered first preference to the finance department to purchase its items. Sometimes, the finance department does not avail funds for housing projects. According to Frumence et al (2014:39), there is a shortage of financial resources for council to support local needs.

Lack of interest, awareness and appreciation of housing projects benefit

The figure below shows a lack of interest, awareness and appreciation of housing projects benefits.

Figure 6-41 Lack of interest, awareness and appreciation of housing projects benefits



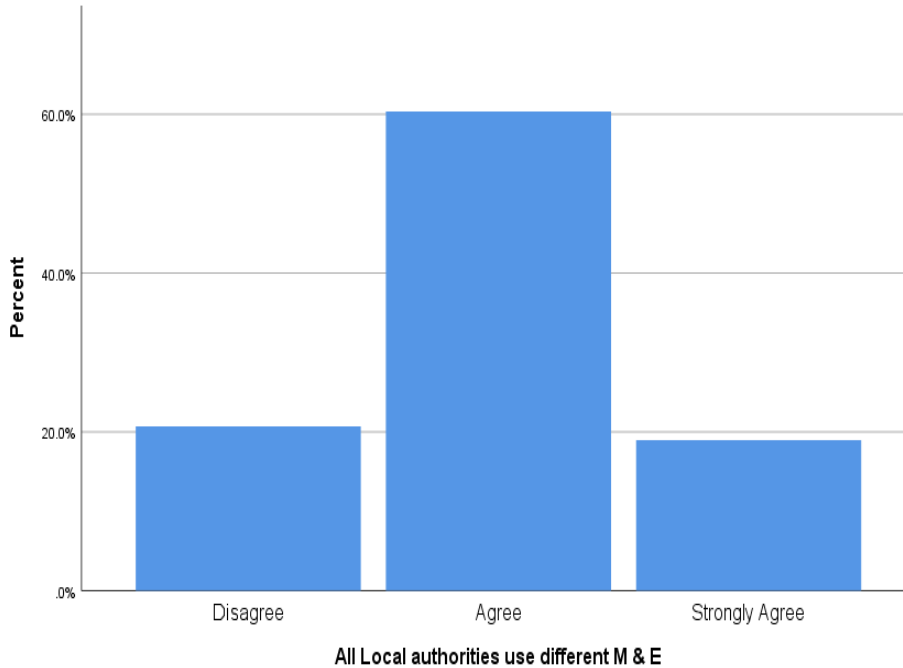
Drawing on the research findings, 51.7% disagree that social media influences housing service delivery issues; 39.7% agree; and 8.6% strongly agree. Institutions are not organisations by definition but by the rules that govern the interaction between service providers and beneficiaries. Another obstacle pointed out by 48.3% and 20.7% of respondents is a lack of interest, awareness and appreciation of housing projects by beneficiaries. These respondents agree that such as a lack of interest, awareness and appreciation affects the M & E of housing projects. Only 31% disagree.

The interviewees indicated that some local government officers are not interested in dealing with housing construction. They think it is the role of the central government to provide houses. Some managers think building houses is not their responsibility. This lack of awareness can create a barrier to effective housing provision.

All local authorities use different M & E procedures

The figure below shows that local authorities use different M & E procedures.

Figure 6-42 All local authorities use different M & E procedures

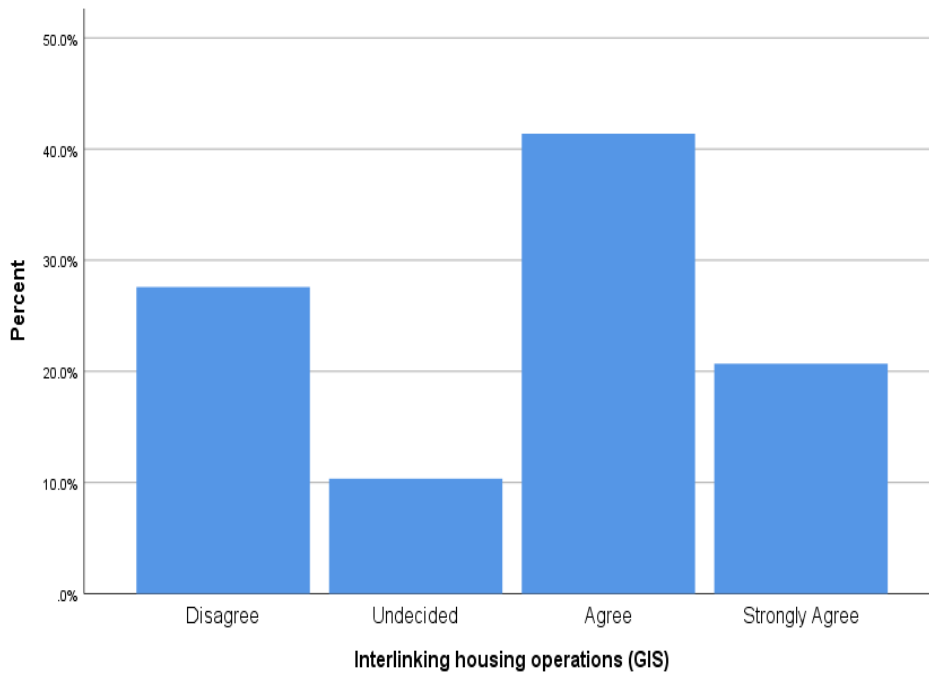


Local authorities use different M & E procedures in evaluating performance, thereby identifying the factors that contribute to its services, as indicated by 60.3% of the respondents who agree and 19% who strongly agree that all the local authorities use different M & E procedures. Only 20.7% disagree. Interviewees noted that some local authorities use M & E policy implementation or staff performance. The use of different perspectives on the monitoring and evaluation of housing delivery results in the creation of comprehensive M & E systems.

6.7.4 Geographical Information Systems (GIS) improve housing service delivery

The figure below indicates that geographical information systems improve housing service delivery.

Figure 6-43 Geographical Information Systems (GIS) improves housing service delivery

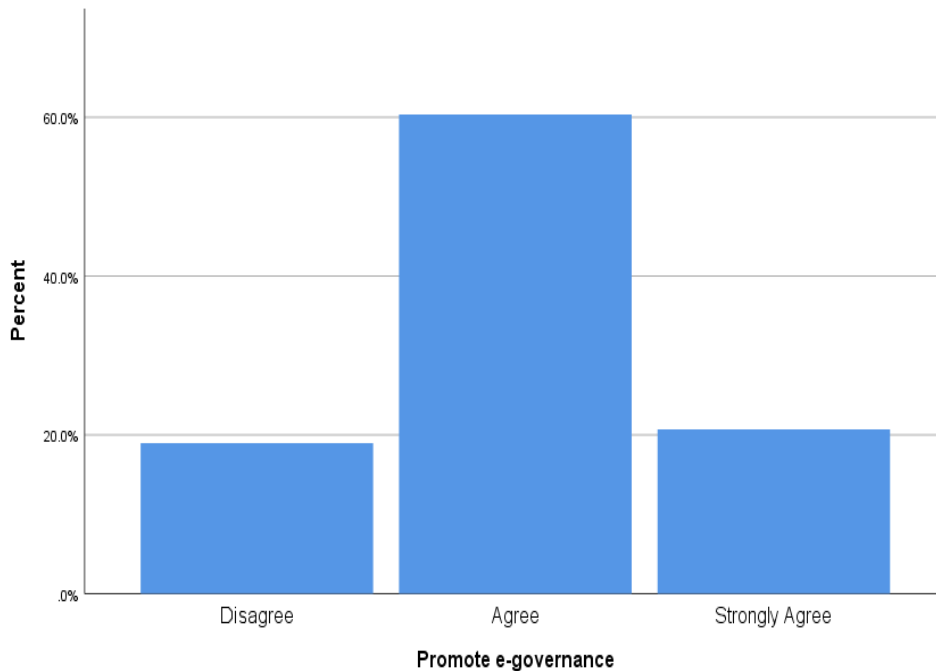


Local authorities in the Midlands province seem to lack interest in geographic information systems, as indicated by 41.4 % of the respondents who agree and 20.7% who strongly agree that GIS is an M & E procedure used by local authorities in project management, as compared to 27.6 % who disagree, while 10.3% are undecided. From the interviewees responses GIS can suffer from a lack of awareness especially if there are no marketing strategies by the GIS team. Some local authorities lost GIS champions due to poor remuneration. Local authorities should provide organisational GIS training and market GIS services, thereby making GIS relevant to all council employees. Personal digital assistants (handheld computers) is one of the channels through which housing information is communicated to council employees in rural local authorities, thereby facilitating housing information management.

6.8 Significance of e-government in the provision of housing service delivery

The figure shows the significance of e-governance in the provision of housing service delivery.

Figure 6-44 The significance of e-government in the provision of housing service delivery



There is need for LAs to promote e-Governance at the local level. Local authorities are mandated to improve on e-service delivery through office automation. A significant 60.3% of respondents agree and 20.7% strongly agree that there is need for the promotion of e-governance in order to improve house servicing delivery. Only 19% of respondents disagree. Interviewees noted that the introduction of ICT and E-government have improved the efficiency and effectiveness of housing service delivery.

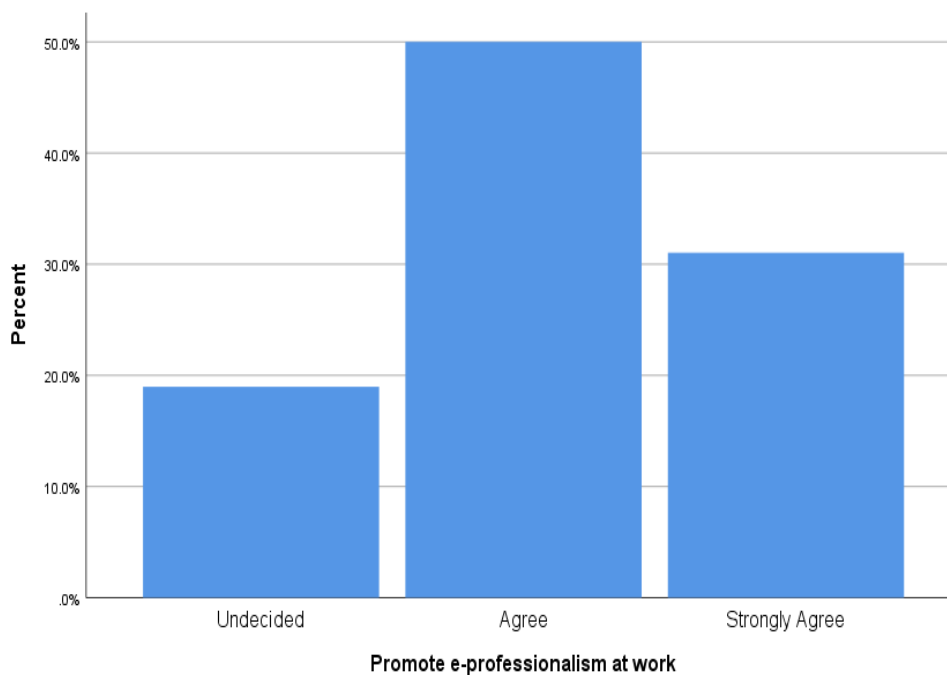
Local authorities are at the forefront of promoting e-governance, leading to paperless governance. Interviewees noted further that local authorities are under pressure to provide quality public services that are responsive to people's needs, choices and access. E-governance is the in-thing and local authorities should deliver e-services. Interviewees noted that there are still only a few

computers in local authorities since there are still using old manual machines and most departments have not yet computerised their data. There is need for all housing processes to be automated, for instance clerical functions. Housing departments should create new methods of housing service delivery. Heeks (2001:3) argues that local authorities should understand e-Governance in order for development to take place.

6.9 E-professionalism

The figure below shows responses to e-professionalism.

Figure 6-45 E-Professionalism



E-professionalism is the professional way you engage yourself online in relation to work ethics, as indicated by 60.3% of the respondents who agree that e-professionalism is important in M & E; 20.7% strongly agree that e-professionalism improves communication whereas only 19% are undecided. From the interviews, e-professionalism focuses on the following core values: honesty, integrity, reliability, responsibility and respect. The use of social media provides networking opportunities and engages partners and stakeholders, including residents and service users. According to Heeks (2001:3), e-

Governance helps to improve processes, connect citizens and build interactions with and within civil society.

6.10 Qualitative data analysis

Interviews were conducted in the boardrooms of the local authorities, which is a neutral territory. Permission was obtained from the Town Clerks to conduct the interviews and use the venues. The interviews allowed the researcher to probe participants on issues pertaining to housing service delivery and monitoring and evaluation in local authorities. The researcher decided to take notes during the interviews rather than make audio recordings, since the participants refused the use of audio tapes as they felt intimidated. Note-taking allowed the researcher to record the key points, which aided future categorisation and analysis (Wellington, 2000).

The researcher used the narrative analysis and included verbatim quotations from Housing Directors in order to add richness to the research data. During interviews, the housing directors indicated that they had plenty of experience in working in local authorities. Some had twenty years' work experience. This showed that housing directors have experience in housing management and indicates that they have the right professional skills in dealing with housing issues.

6.10.1 Role of the housing department in housing service delivery.

Participants in this study discussed the role of the housing department in housing service delivery. The Directors of housing clearly outlined that *"The housing department's major role is to avail land for housing projects"* and *"manage housing projects"*. For this to be true, Local Authorities should avail more land to construct houses. Land shortage has affected local authorities. Although local authorities apply for land through the Ministry of Local Government, the process is cumbersome. Chirisa (2013) argued that the parent ministry is totally against the idea of boosting a council, which belongs to the opposition party (MDC).

6.10.2 Influence of the national housing policy in local authorities

Interviewees indicated that the national housing policy aimed at redressing inequalities in the provision of homeownership schemes, eased accommodation woes and promoted public-private partnerships (PPPs) in housing development. From the above, the national housing policy should gear towards the development of a policy that promotes the provision of adequate affordable housing to all low-income groups. The major thrust of the national housing policy was to address the colossal housing backlog and promote an effective housing delivery system in local authorities.

6.10.3 Challenges experienced in housing service delivery

The housing directors interviewed had this to say: *“The major challenge facing local authorities in housing service provision is economic meltdown. Here I am talking about a nation with no money in the banks, potholed roads, ballooning housing backlog and no service delivery of any sort”*.

From the housing directors' interviews, one can deduce that the Zimbabwean nation is in distress with its “lack” of values and beliefs. The country has a ZANU-led government and this ZANU led government no longer represents the whole nation. This is a clear example of not only a mismanaged economy, but also an abused electorate overseen by an MP with a mismanaged common sense.

The other serious challenge faced by local authorities is an unfriendly political environment. The present government is not willing to provide adequate support to the implementation of some housing programs initiated by MDC-led councils. Some of the schemes were abandoned. In addition, the lack of continuity in government policies and programs is a challenge. A housing director interviewed commented that, *“the coming in of new dispensations with new policies and programs leads to the abortion of previous programs”*. This leads to failure by local authorities to address the housing problems. Furthermore, the lack of continuity in government policies and programs results in poor implementation of housing programs, leading to the large-scale wastage of state resources.

Another serious challenge is the shortage of tradesmen in the employment of public housing agencies. The building construction industry has witnessed a

shortage of bricklayers, carpenters, plumbers, electricians and tilers because of economic hardships. There is a lack of highly experienced professionals and skilled labourers for efficient public housing provision. Inefficient housing service delivery in local authorities results from local authorities' failure to use available time and resources. Council employees that are notorious for not being time conscious worsen that inefficiency. They always delay in starting meetings and programs. They think time is not a scarce economic resource. Lack of expertise of council employees exacerbates the situation. Some employees are untrained and are mere political figureheads chosen on political grounds and are not qualified administrators.

6.10.4 How local authorities, individual clients, ratepayers and central government enhance housing service delivery

Local authorities should provide infrastructure and maintain existing ones. Local authorities are responsible for land-use management. One of the housing directors interviewed said this: *"local authorities are responsible for local economic development and the issuing of land leases and sales"*.

The Central Government should provide funding to local authorities. Payments by Central government to local government should not be erratic. Furthermore, Central Government should be loyal to funding Local Authorities' housing projects.

Rate-Payers' Associations or residents' associations influence service delivery. A Director of Housing said, *"Residents' associations are influential in that they influence residents not to reject certain policies"*. Residents' associations are important in building local communities by shaping the delivery of housing services. Residents' associations have the potential to initiate housing projects within their localities.

6.11 Current housing policies

6.11.1 Challenges faced in implementing current housing policies

There is an implementation deficit in the current housing policy. One of the housing directors had this to say, *“Policy makers themselves face problems because they are not in a position to exercise stringent control over the implementation of their policies”*. Another housing director said: *“The content of housing policies is symbolic, and may contain a multitude of goals which is not applicable to real-life situations”*.

From the foregoing description by the directors of housing, one can argue that inadequate resources affect policy objectives on the provision of free housing. For instance, local authorities do not have the requisite work-force and financial resources to implement housing policies effectively. Sometimes, the central government does not budget adequately to enable local authorities to implement formulated housing policies properly. Local authorities have inadequate human resources due to the frozen of all posts on political grounds. The government is totally opposed to the recruitment of new employees since the opposition party runs the majority of local authorities. They know that council authorities recruit employees based on political affiliations. In addition, if local authorities do not like certain policies, they will not approach its implementation with the enthusiasm and zeal that its effective implementation may require.

Another challenge indicated by directors of housing is undue pervasive political influence on local authorities. For instance, the new dispensation rarely pursues the housing policies of the Mugabe regime and pays little attention to the issue of the maintenance of housing projects or programmes initiated by the previous regime. The new dispensation has come up with new housing policies known as “Command Housing”.

6.11.2 Existing housing programmes in the Midlands Province

All the housing directors indicated that they have *“low-income housing projects”* and some still have *“council-rented properties”*. The authorities have not yet

converted council-rented properties to home-ownership. The major problem facing local authorities is that orphans occupy most council houses. These orphans are failing to raise enough funds to pay the conversion fees.

6.11.3 Promotion of housing delivery by local authorities

From the interviewees housing directors indicated that, *“local authorities need to promote local development schemes thereby stimulating housing supply”*. Another housing director said, *“Councils should provide serviced land in order to promote housing provision”*. The current housing policy, if implemented, can boost local authority capacity and capability to deliver decent affordable housing. In addition, local authorities should promote smaller, more compact apartments.

6.12 Existing performance monitoring and evaluation systems

6.12.1 Results Based Monitoring and Evaluation System

Housing directors indicated: *“All local authorities are implementing the Results-Based Monitoring and Evaluation System”*. Local authorities use the RBME system to monitor and evaluate housing service delivery projects. The RBME system is important in that it helps the organisation to report changes made in projects. The RBME system focuses on achieving the desired impact through monitoring project activities and financial resources.

6.12.2 Challenges with current M & E systems

Current M & E systems like the RBME system lack financial resources. One of the housing Directors had this to say, *“Local authorities’ budgets fail to allocate sufficient resources towards M & E”*. Poorly funded housing projects sometimes only a small percentage that will go to housing, yet the housing department is the department that generates a large percentage of the total revenue.

6.12.3 Role of housing managers in M & E

One of the Housing Directors said, *“As heads of department, we are mandated to develop and maintain a strategic housing plan which includes need, demand,*

supply and performance.” Housing directors are to come up with yearly strategic plans that clearly stipulate how they intend to supply affordable housing in local authorities. They can achieve this through new builds, conversions of dual occupancy houses to home-ownership and infill developments.

One manager said, *“My role as a manager is to implement and monitor the local authority’s housing strategy, including sub-strategies, delivery plans and policies.”* Housing managers play a very significant role in housing service delivery. They are responsible for monitoring and commissioning housing services and projects. A housing manager clearly outlined the other role of housing managers in the following excerpt, *“My major role as a housing director is to create an enabling housing supply environment through partnerships with private and public housing providers and developers, in particular those registered with Council”*. Public and private partnerships are key in housing delivery in local authorities. These expedite housing supply in local authorities.

Housing Directors are also responsible for stakeholder management in local authorities. As a Housing Director, *“I should engage all the residents in housing projects by consulting and communicating with residents before implementing certain policies”*. Consultations with community-based organisations are crucial. There is need to manage relationships with key housing providers. Monitoring the performance of housing delivery against strategic plans is important.

6.13 Strategies to improve the M & E

There are strategies adopted to improve the effectiveness of the monitoring and evaluation of housing service delivery. One of the housing Directors said that, *“There is need to strengthen human and organisational capacity to manage the M & E system”*. Local authorities can improve the effectiveness of the monitoring and evaluation of housing service delivery through organizing short-term M & E workshops on the fundamentals of housing delivery. In addition, local authorities should facilitate communication and information exchange on M & E. Some metropolitans like Harare and Bulawayo have well-established M & E units, they should be engaged to participate and share experiences in workshops, and conferences organised in the provinces. There is need for on the job training and supervision of employees on M & E.

6.14 Challenges faced when providing housing services to residents

6.14.1 Inadequate funding for housing projects

Funding is vital for housing projects to succeed. During the interviews, one housing manager noted that, *“Inadequate funding leads to abandoned housing projects”*. Poor funding would result in serious problems associated with housing projects.

6.14.2 Bottlenecks in housing service delivery

Local authorities faced bureaucratic bottlenecks. Interviewees revealed that Local Authorities had five departments namely, Housing and Community Services, Engineering, Health, Chamber Secretary and Finance. One of the interviewees has this to say, *“Local authorities face challenges, especially red tape, and this leads to inefficiency and a lack of initiative by council employees”*. Another major bottleneck stopping effective housing service delivery is housing finance. Local authorities experience red tape, especially rules, taxes, manuals of procedures and paperwork.

6.14.3 Land scarcity

Local Authorities are experiencing land shortage problems since they cannot automatically invade land around urban centres that belongs to the Ministry of Lands and Agriculture. Interviewed managers agree that land scarcity is a major challenge facing local authorities in housing service provision. The respondents agree that land scarcity is a major challenge bedevilling local authorities in the Midlands province. Interviewees revealed that, *“urban councils need to make applications to the Ministry of Lands and Agriculture, but the process of releasing land is very cumbersome”*. Some people will lose hope in the application for land.

6.14.4 Politicisation of local government structure

The political situation in Zimbabwe always affects the completion of housing projects in Local Authorities. Unstable political conditions induce a lot of pressure

in the housing sector. Interviewee results reveal that, *“Politics affects both private and public land developers, leading to abandoned housing projects.”* Political decisions override planning regulations. Political pressure and influence sometimes lead local authorities to grant development permits.

6.14.5 Unavailability of serviced land

Local authorities are selling raw land to private developers, as indicated by the management staff interviewed. They agreed that serviced land is not available. Interviewees revealed that *“Local authorities are selling land in its natural state without first of all developing it”*. The selling of un-serviced land is becoming popular in the Midlands province. Un-serviced land is relatively cheaper when compared to serviced land.

6.14.6 Poor relationships with the 3 tiers of government

Interviewees agreed that poor relations impede housing service delivery. The Constitution of Zimbabwe (Amendment no.20 of 2013) Section 5 clearly stipulates that the three levels of government are National, Provincial and Local Government. Respondents feel that politics are getting in the way of national, provincial and local authorities. Interviews revealed that *“The majority of local authorities have MDC councillors who reports to a ZANU PF Minister”*. These political differences have affected the administration of local authorities.

Another interviewee noted that *“Ad hoc meetings by politicians are held only to address urgent service delivery problems”*. In addition, *“Politicians should stop meddling with the administrative issues of local authorities”*. The Ministry of Local Government needs political will to improve housing service delivery.

6.14.7 Inability to cope with the demands of rural –urban migration

Management staff noted that migration negatively affects the rural economy thereby forcing urban councils to address social service delivery issues. In this modern world, local authorities face problems stemming from the migration of people from rural to urban areas in pursuit of greener pastures. Rural-Urban

migration poses problems both in the rural and urban areas. Interviewees noted that rural-urban migration places pressure on limited appropriate housing, leading to squatter settlements. The urban population is growing rapidly and meeting its housing demands calls for more robust housing policies.

6.14.8 Incoherent policy

Interviews with management staff revealed that the current housing policy is incoherent and unfair. The research findings established that the current housing policy has no real impact on housing service provision. One interviewee noted that *“The current national housing policy does not tackle housing issues holistically”*. Another interviewee noted that *“The current housing policy still bears colonial footprints as it failed to solve national issues”*.

6.14.9 Lack of dynamic leadership

Good leadership is another factor in housing service delivery. Management staff interviewed agreed that a lack of dynamic leadership affects housing delivery. A good leader ensures that housing projects are well organised and are completed within stipulated times within budget. Interviewees noted that *“Lack of dynamic leadership manifests itself in inexperienced leaders and leadership failure”*. From the results, it is apparent that dynamic leadership is vital in housing service provision becomes an entailed conclusion. Good leadership help organisations to achieve organisational objectives.

6.14.10 Problems in managing internal development projects

Local authorities face internal organisational problems that affect housing service delivery. This indicates that Local Authorities have control over these internal problems, leading to respondents disagreeing on the fact that it is not a problem. The interviewees revealed that *“Managers should value employees, communicate effectively and use an open-door policy to solve these internal problems”*. The internal processes and relationships between and within departments automatically lead to improved effectiveness and efficiency.

6.14.11 Lack of policy clarity

Interviewees had the following to say on the issue of policy clarity on housing service delivery: *“Local authorities experience challenges because of lack of clarity in policy documents”*. Local Authorities have housing policies in place to secure affordable housing through the planning system. From the interviews, participants noted that changes in housing policy might adversely affect their capacity to meet affordable housing objectives. This shows that different LAs have different policies when dealing with housing programs.

6.14.12 Corrupt council officials

Corruption in local authorities is a major issue that affects housing service delivery. Bribery and corruption are the two vices, which affect decision-making in local authorities. From the interviewees, responses because of strict building controls and restrictions, residents prefer to offer bribes to building inspectors so that they approve their plans quickly and they proceed with house construction sooner rather than later.

6.15 Conclusion

This chapter described the research findings of the study. The study revealed that local authorities face challenges in the provision of housing services that include inadequate funding for housing projects; land scarcity; politicisation of Local Government structures and the unavailability of serviced land. There are poor relationships amongst the three tiers of government, an inability to cope with demands of rural-urban migration; incoherent policy; a lack of dynamic leadership; internal organisational problems; a lack policy clarity and corrupt council officials.

The researcher then concluded that local authorities faced challenges when monitoring and evaluating housing services. A poor monitoring and evaluation process lead to problems when local authorities provide housing services in the Midlands Province of Zimbabwe.

Chapter Seven Summary, conclusions and recommendations

6.16 Introduction

The aim of this study was to investigate the effectiveness of monitoring and evaluating systems for housing service delivery in local authorities in the Midlands Province of Zimbabwe. Research findings highlighted the role of local authorities in the provision of housing services. Local authorities also experience problems in the M & E of housing projects. This study demonstrated significant improvements in housing service delivery and the capacity building of employees in local governance. This chapter sums up points raised by the research findings and draws conclusions based on the outcomes of the questionnaires and interviews. Recommendations for future research will follow in order to come up with possible solutions to the challenges bedeviling local authorities.

6.17 Key/main findings

This study generated a number of key findings:

6.17.1 Findings with respect to challenges faced by local authorities

Several challenges face local authorities in housing service delivery, such as a lack of motivated staff, a lack of housing finance, inadequate houses for low-income earners, no new partnerships and social media influence. There is a lack of support from government, a lack of suitable land to construct houses, a lack of community participation, bribery in housing departments, rapidly evolving technologies, a lack of support from government and the lack of technical capacity to deliver housing services. Housing directors find it difficult to deliver and complete housing projects.

6.17.2 Staff

The study revealed that poorly motivated employees do not perform their duties well because they lack confidence as compared to highly motivated staff who will

perform well to achieve organisational goals. Good working conditions and job security motivate staff to perform well. Bribery in housing departments is a challenge affecting housing service delivery. This study indicated that council officials are corrupt and they ask for bribes from clients in order to speed up for instance the processing of papers. There is need for housing personnel to train in housing delivery services like waiting lists, cession administration and the allocation of stands and houses. The study revealed that competent staff are capable of monitoring and evaluating ICT systems.

6.17.3 Land

The study indicated that local authorities experience land shortage problems since they cannot utilise land around urban centres belonging to the Ministry of Lands and Agriculture. The selling of unserviced land is popular in the Midlands province because it is cheaper to sell unserviced land. The study revealed that some local authorities do not have suitable land to construct houses. Some local authorities have wetlands that are not suitable for the construction of houses.

6.17.4 Finance

The findings indicated that inadequate financial resources have a negative impact on the provision of housing services. Local authorities aborted some housing projects due to financial constraints. They cited lack of funding as the biggest challenge facing local authorities. There was a consensus that there is a lack of finance and a reluctance by government to prioritise housing delivery. The study revealed that there are inadequate constructed houses for low-income earners.

6.17.5 Media

The study revealed that media coverage on housing delivery issues is limited as the media is currently only focusing on public interest in political campaigns. Local authorities should support communities to set up their own websites; WhatsApp groups; video messaging; Facebook chat groups and twitter.

6.17.6 Technology

The study revealed that employees expressed shock at the rate at which technology is penetrating local authorities. This investigation revealed that the digital revolution will result in the increase of use of social media by residents. There is need for employees to train in order for them to catch up with rapidly evolving technologies.

6.17.7 Partnerships

The findings showed that local authorities are failing to get new players involved in housing provision. Voluntary organisations withdrew their services. Strategic alliances or partnerships strengthen the advocacy efforts of local authorities dealing with housing provision.

6.17.8 Inter-Governmental Relations

The study revealed that poor relationships affected the administration of local authorities. The other challenge revealed by the study is the politicisation of local government structures. Unstable political conditions induce a lot of pressure in the housing sector. Politicians need to stop meddling with the administrative issues of local authorities. The study also revealed that there are bottlenecks in housing service delivery. The red tape leads to inefficiency and a lack of initiatives by council employees. The study indicated that a lack of support from government affects housing delivery. Directors of Housing feel there is a lack of support, but it is difficult to identify a significant body of hard evidence. The study indicated that communities are involved in decision-making through consultative and ward meetings. The local communities have no faith in local authorities, hence the reluctance of ratepayers to pay for the services offered by local authorities.

6.18 Effects of current housing policies on implementers of housing policies

The study established from the interviews with Directors of Housing that the current housing policy is incoherent and unfair. The study appears to support the argument that the current housing policy achieved an eradication of land-related bottlenecks and reduced corruption.

6.19 Existing performance monitoring and evaluation systems

The study established that councillors, government, politicians and senior management undertake M & E activities but commend that there are few resources in organisations to monitor and evaluate housing projects. A performance M & E should link to the Management Information System to facilitate the capturing, processing, analysis and use of monitoring data within each department.

6.20 Monitoring & Evaluation

6.20.1 Role of M & E

The participants did not understand the role played by M & E experts in housing delivery because there are no M & E experts in these local authorities. M & E improves the implementation of housing policies, programmes and projects in order to achieve effective and efficient service delivery. The findings revealed that M & E improves communication channels between local government and residents. This study established that M & E ensures an equal distribution of resources in a transparent and accountable manner and M & E assists local authorities to achieve organisational goals.

6.20.2 Knowledge on M & E

Current knowledge on M & E is generally low because project staff automatically are not aware of the benefits of housing programmes. Current knowledge on evaluation is generally low, but evaluations assist project managers to adjust actions to real-world situations, thereby building and enhancing partnerships.

6.20.3 Resources

Local authorities should provide adequate resources to support M & E projects in order to achieve expected results. Highly skilled human resources are required to evaluate M & E tasks and apply M & E knowledge to policies, plans, programmes, projects or organisations. M & E experts track best practices in M & E. Local authorities should have a budget allocation for M & E.

6.20.4 Capacity building

Capacity building of staff in housing projects and programs needs regular execution. Local authorities should capacitate all key players in housing in order to appreciate M & E in the implementation of housing projects. Local authorities require supercomputers (laptops and computers) to capture housing data. Heads of departments should train sub-ordinates on M & E and carry out monitoring and reporting responsibilities. Lack of support from team members impacts negatively on housing projects.

Good team performance leads the team to objectively monitor and execute quality evaluations of housing projects. Each department should have an M & E unit that provides technical support. Key institutions in M & E should interface in the implementation of housing policies. While local authorities in the Midlands Province form a larger proportion of local authorities in Zimbabwe, M & E of housing service delivery is important for all. Local authorities should develop more strategies that are robust for M & E.

6.21 Key success factors of M & E

6.21.1 Political Will

Effective M & E calls for political will and key stakeholder and senior management buy-in.

6.21.2 Adequate resources

There should be an adequate budget for all M & E activities. There is a need for an adequately skilled work force and financial resources for M & E activities.

6.21.3 Clear performance standard and targets

Local authorities should set clear performance standards and targets and should have good performance reporting channels. There should be an inculcation of a culture of achieving results in local authorities. There should be clear roles and responsibilities for implementing M & E between councillors and management.

6.21.4 Conducive environment

Local authorities should create a conducive environment for learning and adaptability.

6.22 Significance of technology in improving housing service delivery

6.22.1 Use of mobile phones/computers

The use of mobiles and computers improves information dissemination across departments and to residents. The highlights of this research reveal that the use of mobile phones and computers enhances housing delivery, improves transparency and eradicates corruption.

6.22.2 Geographical information systems

Local authorities lag behind in technological issues. Local authorities should provide organisational GIS training and market GIS services. The use of geographical information systems allow residents to access information, housing services and communication at affordable prices.

6.22.3 E-professionalism

E-professionalism is very important as it increases the effectiveness of housing service delivery. Housing managers and housing officers should apply professional knowledge when solving housing problems. E-professionalism helps managers in decision-making and helps them understand how to interact with residents and other staff members. Housing professionals should focus on helping residents.

6.22.4 E-governance

Local authorities should deliver e-governance. The majority of local authorities are still using old manual machines. E-governance is important in improving housing service delivery. Citizens will get easy access to government information thereby solving community problems. In addition, citizens with the help of internet services will reach government services through innovative ways.

6.23 Monitoring & Evaluation of housing service delivery

6.23.1 A good M & E system

A good M & E system provides correct and quick action to resolve implementation hurdles. A good M & E system provides feedback as to whether or not the intervention is achieving its target by assessing the inputs, processes and outputs. An M & E system detects problems early and suggests possible solutions as well assists managers to keep track of progress and to adjust activities accordingly.

6.23.2 Housing service delivery

Monitoring and evaluation is an important element in key housing policymaking processes. M & E assists project managers to assess whether housing programmes are under-performing or over-performing. Some local authorities had excellent monitoring systems, but no evaluation systems.

6.23.3 Key institutions involved in the M & E of housing service delivery

M & E activities help the three tiers of government and policymakers to find out whether the implementation of housing programmes progressed as planned. An M & E system helps managers to assess whether the project benefited the targeted beneficiaries as it measures the efficiency of housing projects by assessing the internal and external accountability of the resources used and the results obtained. Monitoring systems offer input indicators and information that support evaluation processes. Local authorities face challenges in proving that the benefits of a proper M & E outweigh its political costs (i.e. political will).

6.24 Key conclusions

6.24.1 Local Authorities face challenges when monitoring and evaluating housing service delivery

The three tiers of government are driving Local Authorities to implement monitoring and evaluation systems through the development and submission of Strategic Plans, Capacity Building Plans and the dissemination of Monitoring and Evaluation reports monthly, quarterly or annually.

6.24.2 Local Authorities in the Midlands Province of Zimbabwe are ready to set up M & E units and recruit M & E Specialists

Approximately half of the Local Authorities in the Midlands Province are able to provide housing services and establish M & E units and recruit M & E specialists, but the challenge is that of inadequate resources.

6.24.3 Poor Inter-governmental Relations result in inefficient and ineffective housing service delivery

Poor relationships between National, Provincial and Local Government affect housing service delivery efficiency and effectiveness, thereby resulting in stalled local-economic development and bad governance. There is need for good inter-governmental relations in order to promote efficient and effective housing service delivery.

6.24.4 Implementation of M & E Systems by Local Authorities improves good governance and capacity building

Good governance and capacity building can only be strengthened by the implementation of M & E systems. The lack of a comprehensive housing service delivery framework and the absence of capacity building plans limit the provision of housing services.

6.24.5 Local Authorities can be Centres of Excellence through the implementation of different M & E systems

Different M & E systems implemented by Local Authorities as performance measures are failing to make Local Authorities Centres of Excellence. Local Authorities in pursuit of excellence can emulate and implement housing service delivery models in developed countries.

6.24.6 Housing service delivery framework

A robust housing service delivery model is not yet available to guide Local Authorities on good inter-governmental relations, challenges faced when implementing M & E systems and interventions for institutionalising proper M & E systems.

6.25 Recommendations

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

6.25.1 Need for new strategies and interventions to solve the challenges facing Local Authorities

In order for Local Authorities to solve challenges they are currently facing, there is need for new strategies and interventions. Housing service delivery must be done

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

6.25.2 Planning and setting up M & E units and the recruitment of M & E specialists

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

6.25.3 Enhancing good inter-governmental relations to monitor and evaluate performance in local authorities

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

6.25.4 Strengthening good governance and capacity building in Local Authorities

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

6.25.5 Establishing M & E strategies for Local Authorities to be Centres of Excellence

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

6.25.6 Proposed housing service delivery framework

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

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

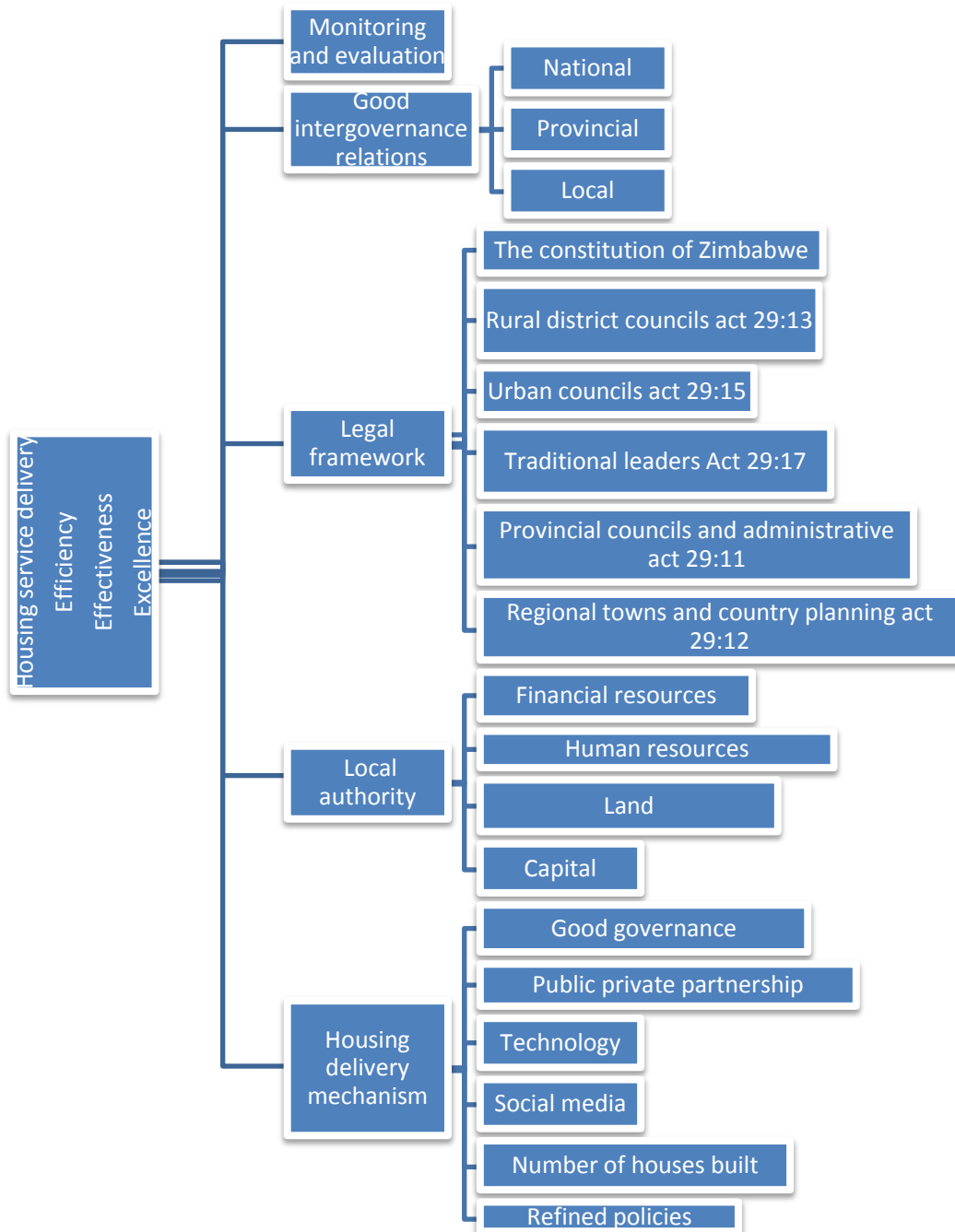
- User-friendly;
- Enabling conditions;
- Inputs;
- Housing service delivery implementation;
- Housing service outputs; and
- Housing service outcomes.

Council employees can easily use the proposed housing model because it is easy to implement. Council departments will be in a position to understand how the model works. Enabling conditions in local authorities are situations which must occur simultaneously with a given housing project in order to produce good results. Local authorities are responsible for implementing housing programmes. Housing service outputs is another factor. Local authorities focus on the number of private developers and employees trained in the organisation. Housing service outcomes here focus on reduced overcrowding and a decrease in housing backlogs.

6.26 Proposed Housing Service Delivery Framework

The figure below shows a proposed housing service delivery generated from study findings.

Figure 0-1 Proposed Housing Service Delivery Framework



Source: Researcher's own perspective

As shown in the framework in Figure 7.1, local authorities makes known their housing needs to the provincial government. Working together, the local government and provincial government define the housing needs of residents

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

6.27 Components of the Housing Service Delivery Framework

The components of the framework as shown in Figure 7.1 are as follows:

6.27.1 Local authorities (rural/urban)

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

6.27.2 Provincial government

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

6.27.3 Central government

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

6.27.4 Housing services

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

6.27.5 Housing Inputs

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

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

6.27.6 Housing service delivery implementation

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

housing policies. Hence, the housing projects will not be financially sustainable. Public-private partnerships should also implement housing programs.

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

6.27.7 Housing service outputs

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

6.27.8 Housing service outcomes

This framework emphasises the aspect of housing service delivery as it focuses on outcomes. Outcomes are important in that local residents will be in a position to tell what they achieved from the housing services. Housing services must deliver in such a way that the beneficiaries will be content with the service. The advantage of the housing service delivery framework is that it is user-friendly and that the central government will be aware of the housing needs in all the provinces. Local authorities will also be empowered to communicate what they want to the provincial councils, which cuts down on bureaucracy each time a housing service is required. The housing service delivery framework developed in this study can be general and applied to analyse the housing needs in Africa.

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

6.28 Monitoring and Evaluation

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

6.28.1 Good Inter-governmental Relations

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

6.28.2 Legal framework

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

6.28.3 Local authority

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

6.28.4 Housing service delivery mechanisms

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

6.28.5 Housing service delivery

Local authorities should come up with strategic plans and interventions to be followed in monitoring and evaluation highlighting inputs, activities, outputs, outcomes and impacts. Furthermore, local authorities should be accountable to all stakeholders. Additionally, public and private partnerships should be capacitated in order to deepen their appreciation of M & E in the implementation of housing programmes and projects.

6.29 Ministry of Local Government and National Housing

The researcher recommends that:

- The parent Ministry treats housing issues as an urgent service delivery problem and also fund housing schemes for people with disabilities;
- The Ministry should resuscitate the National Housing Fund in order to finance housing projects;
- The Ministry should have a register of all people owning land and houses in all the LAs, which calls for the computerisation of housing data by all the LAs;
- All stakeholders involved in housing service delivery should have a computerised monitoring register linked to the parent Ministry;
- The Ministry should not interfere in the making of by-laws;
- Constant changes to mayoral systems: executive versus ceremonial mayors. To some extent, the power bestowed to ceremonial mayors show that there can do little to reshape local governments;

- There should be a full time political leader in council who would guide and direct both elected and appointed officials in the administration of urban councils;
- The Minister should not just dismiss mayors and councillors for under-performing before engaging them in dialogue;
- Commissioners should not be appointed to run councils since they are handpicked by the Minister and must be ZANU PF;
- The cancellation of all debts owned by residents in 2008 paralyzed service delivery in LAs leading to a deterioration on infrastructure and services in such cities. Hence, government should not meddle in council business;
- There is need to encourage political parties to choose candidates for election such as councillors who have higher qualifications;
- The Urban Councils Act should go beyond political demands and therefore demand higher academic and professional qualifications;
- Councillors should train in order to be well acquainted with council business; and
- The government should be an investor in people in order to build capacity to deliver housing services.

6.30 Limitations of the study

The findings of this study are limited to participants who were from the housing department only. This study has been primarily concerned with conclusions drawn from housing council officials only. Therefore, the conclusions drawn from this study are only applicable to housing departments in local authorities. Conclusions drawn from this study cannot be applied directly to other departments without further consideration.

All the respondents for this study were voluntarily selected. This researcher selected respondents who had a vast experience in working in local authorities and who may have developed negative attitude towards council operations. The

findings described in this study might be limited by this selection of participants. This needs to be taken into consideration when these conclusions are extrapolated to other departments in which participants are less knowledgeable about housing issues.

6.31 Problems encountered during the research

The researcher encountered problems during data collection. One problem was the failure to obtain audio recordings from participants, which led to note-taking. This resulted in limited evidence, since the researcher had to concentrate on taking notes. This was a great disappointment because it limited the possibility of transcription.

The other problem was that the local authorities took their time to grant permission to the researcher to carry out the research. Some of them thought that the researcher was commissioned to carry out an inquiry on poor housing service delivery by local authorities. The researcher later used the approval letter from the Ministry of Local Government to gain access to local authorities.

6.32 Implications for future research

Future research is needed to examine the applicability of the research findings to other departments. There were no interview questions for residents, which suggests a direction for further research. There is also need to develop the research instruments further. The Likert scale used in this study, which focused on its applicability to the Midlands Province, should be applied to other provinces on a very large-scale. The findings from large-scale Likert type questionnaires will give policy-makers, as well as private developers, information about potential strengths and weaknesses of the various kinds of challenges with respect to M & E. In addition, it might be interesting to examine the influence of NGOs on housing service delivery through the use of other research methods.

This study offers suggestive evidence that local authorities should share housing services. For example, Gweru City Council and Vungu Rural District Council can provide housing services to residents on a joint basis. This study appears to

support the argument for a change in housing policies and the sharing of services between local authorities in different provinces. The legislative authority for Local authorities to share services should be included in the Constitution of Zimbabwe.

Different local authorities should share administrative, professional and technical services. The three tiers of government should work in unison in order to solve housing service delivery problems affecting LAs. Despite the current legislative housing policies and strategies introduced by the Zimbabwean government, implementation remains a challenge. The central government is very good at designing policies but implementation is a major challenge. There is thus a need for the devolution of power to provincial councils for effective housing service delivery.

6.33 Significance of the study

Be that as it may, although the study has highlighted directions for future research, this study has made three major contributions to the literature on housing service delivery, monitoring and evaluation and capacity building. Related literature in these areas is still limited. Firstly, the participants in this study were housing directors with experience and knowledge on housing delivery. This study contributed to the understanding of the housing service delivery process and how to mitigate the challenges faced by local authorities in monitoring and evaluation. Secondly, the central government meddles in local governance programs. As a result, the findings of this study enhance knowledge on excellent housing delivery strategies and suggest devolution as a solution. Finally, the researcher's proportion of the framework of housing service delivery increased the originality of this study. Therefore, the findings of this study could attract other departments and countries to implement the Housing Service Delivery Model.

6.34 Conclusions of the study

LAs are facing challenges in housing service provision, such as a lack of motivated staff, a lack of housing finance, inadequate houses for low-income earners, no new partnerships, and social media influence. There is a lack of

support from government, a lack of suitable land to construct houses, a lack of community participation, bribery in housing departments, rapidly evolving technologies, a lack of support from government and a lack of technical capacity to deliver housing services. Housing directors find it difficult to deliver and complete housing projects. There are poor relations amongst the three tiers of government. The local government structure is heavily politicised. Devolution of powers will help solve problems affecting local authorities. Unstable political conditions in the country affect housing projects. The current housing policy is incoherent as it fails to solve housing problems.

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List of appendices

Appendix 1: Urban and Rural Local Authorities in Zimbabwe

Level i: Harare, Bulawayo, Gweru, Masvingo, Kadoma, Kwekwe, Mutare

Level ii: Redcliff, Chegutu, Chitungwiza, Victoria Falls, Chinhoyi, Gwanda, Marondera, Bindura

Level iii: Chiredzi, Norton, Shurugwi, Zvishavane, Gokwe, Beitbridge, Rusape, Karoi, Chipinge

Level IV: Ruwa, Chirundu, Epworth, Hwange,

Rural District Councils: Beitbridge, Bindura, Bubi, Bulilima, Bikita, Binga, Buhera, Chegutu, Chimanimani, Chikomba, Chipinge, Chirumhanzu, Gokwe S, Gokwe N, Goromonzi, Guruve, Gutu, Gwanda, Hwange, Hurungwe, Hwedza, Insiza, Kusile, Makonde, Mangwe, Marondera, Matobo, Mberengwa, Mhondoro, Murewa, Mutasa, Muzarabani, Manyame, Masvingo, Mbire, Mudzi, Mutare, Mutoko, Mwenezi, Mazowe, Nkayi, Nyanga, Nyaminyami, Pfura .

Appendix 2: Contact details of local authorities in the midlands province

Folio	Name of LA	Manager	Telephone
1.	Chirumhanzu Rural District Council	The Chief Executive Officer	+263-32-266/7
2.	Gweru City Council	The Town Clerk	+263-52-224071/9
3.	Gokwe North Rural District Council	The Chief Executive Officer	+263-59-2361
4.	Gokwe South Rural District Council	The Chief Executive Officer	+263-59-2202
5.	Kwekwe City Council	The Town Clerk	+263-55-22127/22301
6.	Mberengwa Rural District Council	The Chief Executive Officer	+263-517-276/7
7.	Redcliff Municipality	The Town Secretary	+263-55-62372
8.	Runde Rural District Council	The Chief Executive Officer	+263-51-2438
9.	Shurugwi Town Council	The Town Secretary	+263-54-6827
10.	Tongogara Rural District Council	The Chief Executive Officer	+263-52-6707

11.	Vungu Rural District Council	The Chief Executive Officer	+263-54-24131/26515
12.	Zibagwe Rural District Council	The Chief Executive Officer	+263-55-23041
13.	Zvishavane Town Council	The Town Secretary	+263-51-2184/2119/2234

Appendix 3: Research Consent Form



20 January 2018

Questionnaire for Respondents

Dear Respondent

My name is Nyemudzai Mlambo, a PhD student at the Durban University of Technology. I am carrying out a study on the monitoring and evaluation of housing service delivery in the Midlands Province in Zimbabwe. I am therefore requesting your participation in the research by completing this questionnaire and returning it to me through your Human Resources Office by 30 July 2017. The completed questionnaire will be collected by hand at your offices. The questionnaire is part of the instruments I am using for preparing a thesis entitled: *“Monitoring and Evaluation of housing service delivery: A case study of the Midlands Province, Zimbabwe”*.

Your participation will be greatly appreciated as the data collected will be used to improve service delivery in local authorities. You are therefore encouraged not to write your name on the questionnaire as data will be treated with the utmost confidentiality.

Your timeous response to the questionnaire will assist me to analyse data and meet submission deadlines for the thesis. Completion of the questionnaire only takes about 15-20 minutes of your time.

Thank you very much for participating in this survey. May you kindly put the completed questionnaire in the envelope provided and seal it. I hope to receive the completed questionnaire as soon as possible. You are free to participate or

withdraw from the research anytime and the gathered information will not be used for other purposes.

Yours faithfully

Nyemudzai Mlambo (Student Registration number: 21557509)

Cell: +263 773475852/712087520

Tel: +263542250705

Appendix 4: Likert-Scale Questionnaire

Section A

Demographic Information

Tick the appropriate box.

1.Gender	Male			Female	
2.Designation					
3.Age Group (years)	18-30	31-40	41-50	51-60	60+
4.Level of Education	Primary School	Secondary school	Diploma	Degree	Postgraduate
5.Length of service	<5	5 to 10	11 to 15	16 to 20	>20 years

Section B.

Challenges faced by local authorities in providing housing services

Below are possible factors which affect housing service delivery in the Midlands Province. Indicate your view by ticking an appropriate box.

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1. Lack of motivated staff					
2. Lack of housing finance					
3. Inadequate constructed houses for the low-income earners					
4. Absence of new partnerships in housing					
5. Social media influence on housing delivery issues					
6. Lack of support from government					
7. Lack of suitable land to build houses					
8. Lack of community participation					

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
9. Bribery in housing in housing departments					
10. Rapidly evolving technologies					
11. Lack of technical capacity to deliver housing services					
12. Lack of project management skills in housing					
13. Government monopoly in housing production					
14. Shortage of trained personnel in project management					
15. Political interference in housing service delivery					
16. Lack of trust in local authorities by residents					

Please provide any additional comments on the challenges faced by local authorities in housing service delivery -----

Section C

Influence of Current Housing policies for housing service delivery

1. Indicate with a tick the effectiveness of the national housing policies on housing service delivery

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1. Makes provision of adequate housing for low income earners					
2. Reduced crowding in Slums					
5. Upgrading of Slums					
6. Reduced housing backlogs					
7. Establishment of new settlements					
8. Rising levels of urbanization					
9. Eradication of land-related bottlenecks					
10. Reduced corruption					

2. Indicate with a tick the challenges faced when providing housing services to residents

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1. Inadequate funding for housing projects					
2. Bottlenecks in housing service delivery					
3. Land scarcity					
4. Politicisation of local government structure					
5. Unavailability of serviced land					
6. Poor relationships with the 3 tiers of government					
7. Inability to cope with demands of rural-urban migration					
8. Incoherent policy approach					
9. Lack of dynamic leadership					
10. Problems in managing internal development					

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
projects					
11. Lack of policy clarity					
12. Corrupt council officials					

Section D

Stakeholders supporting current monitoring and evaluation systems in Local Authorities

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1. Councillors support current M & E systems					
2. Government supports current M & E systems					
3. Politicians support current M & E systems					
4. Senior management supports current M & E systems					

Section E

The following resources are put in place in my organisation to monitor and evaluate projects.

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
Adequate Budget for managing housing projects					
Competent staff to M & E IT systems					
Training on housing programs and projects					
M & E Experts					
Technology-based applications for project monitoring					
Laptops, Computers					

Section F

Existing key performance indicators for housing service delivery monitoring and evaluation.

1. Rank the key performance indicators for housing service delivery monitoring and evaluation in the Midlands province.

	Very Important	Important	Moderately Important	Slightly Important	Not Important
1. Land use in urban areas					
2. Population in urban areas					
3. Tenure type in urban areas					
4. Housing of wetlands					
5. Housing destroyed					
6. Overcrowding					
7. Housing shortage					
8. Homelessness					
9. Land availability					
10. Permanent rural housing					
11. Rural homeownership					

12. Evictions					
13. Public housing stock					
14. Privatised public stock					
15. Vacant dwellings					

2. Indicate the extent to which you agree with the statements below by ticking an appropriate box:

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1. Current knowledge in Monitoring is generally low					
2. Current knowledge in Evaluation is generally low					
3. The organisation provides adequate resources to support M & E					
4. Motivated staff support M & E					
5. Councils have general administrative functions					
6. High level council officials understand M & E					

7. All council staff are trained in M & E					
8. Each department should have an M & E unit					

3. The following are challenges/obstacles faced by local authorities when monitoring and evaluating housing projects

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1. Poor quality of housing projects					
2. Poor methods/processes of housing service delivery monitoring					
3. Poor information dissemination in local authorities					
4. No positive feedback from central government					
5. Systems focus only on success and ignore problems/failures of housing programs					
6. Unavailability of funds for housing projects					
7. Lack of accountability in housing projects					
8. Poor stakeholder					

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
participation in housing projects					
9. Incompetent Staff in housing departments					
10. Busy schedule of staff in housing departments					
11. Lack of financial support from council finance department					
12. Lack of interest, awareness & appreciation of housing projects' benefit					
13. All Local Authorities use different M & E procedures					

Section G

The significance of e- government in the provision of housing service delivery

Indicate whether you agree with the statements below on the role of e- government in housing service delivery:

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
Wireless technology					

improves housing service delivery					
Mobile technology improves housing service delivery					
Mobile Internet connections improves housing service delivery					
Use of Laptops improve housing service delivery					
Geographical Information Systems (GIS) improves housing service delivery					

Thank you very much once again for taking your time to complete this questionnaire.

Appendix 5: Interview Schedule



Faculty of Management Sciences

Department of Entrepreneurial Studies and Management

Date 20 January 2018

Dear Participant

INTERVIEW SCHEDULE FOR COLLECTING DATA ON MONITORING AND EVALUATION OF HOUSING SERVICE DELIVERY: A CASE STUDY OF THE MIDLANDS PROVINCE, ZIMBABWE.

1. Opening
- 2.

A. (Shake hands)-My name is Nyemudzai Mlambo. I am a PhD student with the Durban University of Technology. I am going to interview you in order for me to get first-hand information on the monitoring and evaluation of housing service delivery by local authorities in the Midlands Province of Zimbabwe.

B. Purpose-The objective of this study is to first of all investigate challenges experienced in the provision of efficient housing service delivery in your local authority. Firstly, I want to acquire information about the role the housing department plays in housing service delivery. Secondly, I would like to tap into your knowledge in order to get further understanding on the challenges the housing department faces in the monitoring and evaluation of housing projects and related matters.

C. Motivation- Your contribution is going to make it possible for the researcher to suggest courses of action that need to be taken by local

authorities for the improvement of housing service delivery. Your contribution is going to be valuable for this research as from today.

D. Time Allocation- This interview will only last 25 minutes maximum. Are you available to respond to some questions at this time?

E.

11. Body: A: (Topic). General demographic information

1. Biographical and general information

1. How long have you been working in this organization and in what capacity?
2. What is the role of this housing department in housing delivery?
3. How do you see the influence of the national housing policy in local authorities?

B: Investigating challenges experienced in housing service delivery in local Authorities.

1. What is the role of the government in providing service delivery?
2. What are the challenges experienced in the provision of housing service delivery in your local authority?
3. In your own opinion, explain how factors cause inefficient housing service delivery in your local authority?
4. What needs to be done by local authorities, individual clients, ratepayers' associations and central government to enhance housing service delivery?

C. "To evaluate current housing policies and programmes".

1. How does the current housing policy affect housing service delivery?
 2. What are the challenges faced in implementing the housing policy?
 3. What are the existing housing programs for improvement of housing service delivery in your local authority?
 4. What needs to be done by local authorities in order for the current housing policy to further promote housing service delivery?
- D.** "To evaluate existing performance monitoring and evaluation systems for housing service delivery".

1. What M & E systems are in existence in your organisation to monitor and evaluate housing service delivery?
2. What are the challenges with the current M and E system?
3. Are the existing performance monitoring and evaluation systems on housing service delivery effective?
4. What is your role as a manager in the monitoring and evaluation of housing service delivery?
5. What is the role of the government in providing housing service delivery?
6. What performance indicators are used in the M and E for housing service delivery?
7. How could the performance monitoring and evaluation system enhance housing service delivery?
8. How could the current M and E system be improved?

E. “To develop an effective housing service delivery framework for local authorities in Zimbabwe.”

1. Which strategies can be put in place in order to improve the effectiveness of the monitoring and evaluation of housing service delivery?
2. What are your recommendations for improvement in future housing service delivery?
3. What effective housing service delivery competencies can be identified which may be applicable in most local authorities in Zimbabwe?

IV. CLOSING:

A. SUMMARY

We have discussed much about the challenges faced by managers in housing service delivery, monitoring of housing service delivery, performance monitoring systems and strategies to improve housing service delivery. I really do appreciate your input which shed light on the complexities of monitoring and evaluation for housing service delivery. I do not need to over-emphasise that you will remain anonymous and that confidential information is going to be kept in a secure place.

B. Maintain Rapport: I appreciate the time you took for this interview.

C. Action to be taken: I have gathered all the information I need. Thank you once again for participating in this interview.

Appendix 6: Ethical Clearance Letter



MANAGEMENT SCIENCES: FACULTY RESEARCH ETHICS COMMITTEE (FREC)

19 May 2017

Student No: 21557509

FREC No: 10/17FREC

Dear Ms N Mlambo

PHD IN MANAGEMENT SCIENCES (PUBLIC MANAGEMENT)

TITLE: MONITORING AND EVALUATING OF HOUSING SERVICE DELIVERY: A CASE STUDY OF THE MIDLANDS PROVINCE, ZIMBABWE

Please be advised that the Faculty Research Ethics Committee has reviewed your proposal and the following decision was made: Ethics Level 2

Approval has been granted for a period of two years, after which you are required to apply for safety monitoring and annual recertification. Please use the form located at the Faculty. This form must be submitted to the FREC at least 3 months before the ethics approval for the study expires.

Any adverse events [serious or minor] which occur in connection with this study and/or which may alter its ethical consideration must be reported to the FREC according to the FREC SOP's.

Please note that ANY amendments in the approved proposal require the approval of the FREC as outlined in the FREC SOP's.

Yours Sincerely

Prof JP Govender
Chairperson: FREC

Appendix 7: Letter of approval from the Ministry of Local Government

MINISTRY OF LOCAL GOVERNMENT, PUBLIC WORKS AND NATIONAL HOUSING

Telephone +263 4 793700, 794166,
791470
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ZIMBABWE

The Office of The Secretary
P. Bag 7755
Causeway
HARARE

Ref: ADM/23/8

29 July 2016

Ms Nyemudzai Mlambo
Durban University of Technology
P.O. Box 1334
Durban 4000
South Africa



REQUEST FOR PERMISSION TO CARRY OUT A RESEARCH: MS NYEMUDZAI MLAMBO: STUDENT: DEPARTMENT OF ENTREPRENEURAL STUDIES AND MANAGEMENT: DURBAN UNIVERSITY OF TECHNOLOGY.

The above subject refers.

I am pleased to inform you that the Head of Ministry has granted your request to carry out a research in the Ministry of Local Government, Public Works and National Housing in Midlands Province.

Please note that you are to sign an Official Secrecy Act before you commence your research. Information gathered is confidential and should not be divulged to any unauthorised members of the public.

The Ministry will be grateful to receive a copy of the end product.

M. Yanganani
FOR: SECRETARY FOR LOCAL GOVERNMENT, PUBLIC WORKS AND NATIONAL HOUSING.

c.c: Dr Ivan Govender, Senior Lecturer – Economics and Management