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**PUBLIC PARTICIPATION AND COLLABORATIVE GOVERNANCE IN
ZIMBABWEAN FLEA MARKETS: A CASE STUDY OF THE CITY OF HARARE**

By

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Degree of Doctor in Administration**

**School of Management, Information Technology, and
Governance, College of Law and Management Studies**

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DECLARATION

I, ***Linos Mapfumo***, student number 216076975 declare that:

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Signed



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LISTS OF ACRONYMS AND ABBREVIATIONS

ACDP	African Capacity and Development Programme
CBD	Central Business District
CoH	City of Harare
CSOs	Civil Society Organisations
CHRA	Combined Harare Residents Associations
ESAP	Economic Structural Adjustment Programmes
FMMCs	Flea Markets Management Committees
GDP	Gross Domestic Product
GoZ	Government of Zimbabwe
HCC	Harare City Council
HTA	Harare Traders Association
ICTs	Information and Communications Technologies
IMF	International Monetary Fund
ISD	Informal Sector Department
LGB	Local Government Board
MAT	Military Assisted Transition
MCs	Management Committees
MHACH	Ministry of Home Affairs and Cultural Heritage
MLGPWNH	Ministry of Local Government, Public Works and National Housing
MWACSMED	Ministry of Women Affairs, Community, Small and Medium Enterprises Development
MDC	Movement for Democratic Change
NAVUZ	National Vendors Association of Zimbabwe
NVA	Nehanda Vendors Association
NTA	Nehanda Traders Association
NGOs	Non-Governmental Organisations
NIMBY	Not In My Back Yard
OGHKHP	Operation Garikai/Hlalani Kuhle Housing project
OM	Operation Murambatsvina

ORO	Operation Restore Order
PoZ	Parliament of Zimbabwe
RAMP	Research ICT Africa Mobile Pricing
RDC	Rural District Council
SADC	Southern African Development Community
SENT	South East New Territories
UCA	Urban Councils Act
UNDESA	United Nations Department of Economic and Social Affairs
UNYF	Unemployed Mobile Youth Foundation
VIDCOs	Village Development Committees
VISET	Vendors Initiative for Social and Economic Transformation
WADCO	Ward Development Committee
ZANU PF	Zimbabwe African National Union-Patriotic Front
ZCIEA	Zimbabwe Chamber of Informal Economy Associations
ZCTU	Zimbabwe Congress for Trade Unions
ZIMCODD	Zimbabwe Coalition on Debt and Development
ZISO	Zimbabwe Informal Sector Organization

ABSTRACT

Public participation can play an important role in addressing developmental, governance and administrative challenges being faced by local authorities. Studies have shown that a highly participatory and engaged public determines the county's level of development and this enhances participatory democracy. Drawing upon Sherry Arnstein's typology of the ladder of participation and Mathew A. Crenson's democratic model of public participation, the study explored public participation in the City of Harare. It also looked at Harare's public participation framework and the role of stakeholders in the governance of the informal sector. It argues that participation is far from being achieved due to a multiplicity of factors. The study employed a mixed-methods approach which involved documentary analysis, in-depth interviews (32), and survey methods (165 questionnaires). By employing qualitative and quantitative methods of enquiry, I attempted to illuminate how Zimbabwean local government policymakers utilise public participation legislation within the context of collaborative governance. Furthermore, through the use of mixed methods design, the study sought to provide evidence for the validity of the hypothesis and find solutions to the inherent weaknesses that currently exist in Zimbabwe's local government sphere when it comes to public participation. The results indicate that despite the introduction of a progressive constitution and the existence of various participatory mechanisms, various challenges continue to inhibit public participation in Harare. These include lack of funding, continued central government intervention, re-centralisation of governance due to loss of political power by the ruling party, political polarization, resistance by administrators to co-opt the public in decision-making processes and failure to adapt to change. The findings will be of interest to local government practitioners and scholars alike as they have a number of practical implications. The results of this study indicate that there is a need to put in place a robust legislative framework that promotes citizenry involvement and de-link party politics with development and governance of local authorities. A key policy priority should, therefore, be to inculcate a culture of inclusivity, tolerance, and de-centralisation of power and governance. Overall, this study strengthens the idea that public participation is sacrosanct and vital for political and economic development.

Keywords:

Collaborative governance, development, governance, flea market, local governance, informal sector, vendors, public participation, polarisation

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CHAPTER ONE: INTRODUCTION AND OVERVIEW OF THE STUDY

1.0 Introduction

Flea markets catering for informal traders in the Zimbabwean urban landscape have a lengthy history that can be traced back to the colonial era. However, the adoption of a new public management strategy instigated by the International Monetary Fund's (IMF) *Economic Structural Adjustment Programmes (ESAP)*, had a significant effect, particularly on deregulation and unemployment. It also brought with it new challenges for how Zimbabwean urban communities were to be administered. Although different patterns of urban informality, as Muranda (2011: 5) has shown, were part and parcel of the urban geography dating back to the 1890s, flea markets were only officially introduced in 1994 as part of the ESAP-inspired deregulation of the formal economy. Flea markets can be described as a form of economic activity within the informal economy that includes street trading and hawking where goods and services are exchanged. Prior to 1994, the city of Harare, thriving on economic imbalances and devoid of African entrepreneurs, had highly aestheticized landscapes that earned it the name Sunshine city. The introduction of informal markets challenged this configuration of the city thereby introducing two conflicting descriptions of the flea markets. The first one was that these were markets put in place with a view to indigenising the national economy by inducting formerly marginalised groups into the general economy. The second image associated flea markets with unsanitary conditions that might threaten public health in the city and, in effect, this criminalised informal traders. It is in this context that self-introspective and robust questions are being raised by the many facets of the Zimbabwean crises that demand a more nuanced understanding of the politics and governance of, and aggression towards flea markets in Harare.

Markets are not only economic spaces, but they are also contested space involving a number of actors seeking to eke out a living in a struggling economy. Over the past few years, official Zimbabwean "economic data indicate that eight out of every ten Zimbabweans are working outside the formal employment system; and the majority of these are youths and women" (Bonga, 2014: 9). The absence of formal job opportunities has led to the proliferation of the informal economy. Furthermore, the post-2000 socio-political history has largely viewed the Zimbabwean crisis

through the prism of national politics by focusing on high politics, official ideology, and the Big Men phenomenon. The concept of Big Men is often associated with the situation where power is centred on one person and where the distribution of ill-gotten gains predominates over formal state commitments and this, in turn, limits the ability of public officials to be servant leaders who make policies for the benefit of the general population. It is also premised on corrupt autocratic rule and patronage. Due to this convoluted and poisoned political system, the result has been that the voices of people at the grassroots or those at the local level have been drowned out. Much remains to be seen as to how local forces and interests have shaped, and have also been shaped by, national politics as well as public or local government systems.

There has been a proliferation of vendor organisations such as the *Harare Traders Association (HTA)*, *National Vendors Association of Zimbabwe (NAVUZ)*, *Vendors Initiative for Social and Economic Transformation (VISET)*, *Zimbabwe Informal Sector Organization (ZISO)*, *Unemployed Mobile Youth Foundation*, and *Nehanda Vendors Association (NVA)*, all with the aim of influencing local government authorities' policies that affect vendors. Contestations and running battles between vendors and municipal police emanating from the conflicting positions of the public managers and those of the ratepayers in Harare reveal the urgent need to make local governance broadly representative and easily accessible to the general public. It has also revealed the need for the collection of community input and for this to be used to influence policy decisions. Zimbabwe is urgently in need of policy-sensitive research that unpacks the theory of collaborative governance and public participation as well as how this can be made part of the strategy and legal framework of collaborative governance. In addition, since control over flea markets among many actors (state and non-state alike) characterise the conflicting discourse over city spaces, it, therefore, remains important to examine how the local government authorities have or have not incorporated public participation into their systems. Thus, a study of public participation provides an important indicator in the understanding of how the municipal authorities in Harare deploy public participation aimed at improving service provision.

1.1 Background of the Study

Most contemporary democratic states have institutionalised public participation and collaborative governance in their governance systems aimed at involving citizens in administrative processes as there has been a realisation that “decision-making without public participation is ineffective” (Berner, Amos & Morse., 2011). By including groups as well as persons that are representative of diverse values and disparate interests, public participation and network governance have built social capital and created a dialogue that makes citizens feel involved, appreciated and they ultimately accept decisions made on their behalf. It has also led to the building of institutional capacity and to the building of interactions leading to the successful implementation of programmes and projects. It has also led to the resolution or diffusion of conflict as it elicits lay knowledge and perspectives which could otherwise not have been available to planners, public officials and experts and this leads to the development of more creative and innovative solutions.

The Constitution of the Republic of Zimbabwe provides for a platform for citizens to participate effectively politically or economically at the local level. For example, *Section 194 (e)* obligates the state to “respond to people’s needs timeously and to encourage public participation in policy-making” (Zimbabwe, 2013: 96). Similarly, *Section 13:2* stipulates that Zimbabwean citizens must be involved “in the formulation and implementation of development plans and programmes that affect them” (Zimbabwe, 2013: 19). Additionally, the *Constitution* provides for the “participation of local communities in the determination of development priorities within their areas” (Zimbabwe, 2013: 213). The same *Constitution* also implores the complete participation of the disadvantaged, women and youth in all sectors of the Zimbabwean society. Furthermore, *Section 264 (a)* considers public participation by local authorities, provincial and Metropolitan councils as a vital component of the devolution of power (Zimbabwe, 2013: 124). This entails that the informal sector is an integral part of the Zimbabwean economy. Despite public participation being provided for in the *Constitution*, it is seldom practiced on the ground. Preliminary investigations suggest that public administrators have been cherry-picking or ignoring tenets of public participation when it suits them. Since there is a little discussion between city planners and the communities in Harare, communities rarely get the opportunity to contribute to how municipalities are administered (Quick & Feldman, 2011). To this end, public participation and collaborative

governance provide useful lenses for understanding how the Municipal authorities in Harare deploy or fail to deploy public participation strategies that improve service provision.

1.2 Research Problem

Although the *Constitution of Zimbabwe* provides for collaborative governance as well as the crafting and rolling out of policies by co-opting the citizenry in decision-making, there is a severe crisis of flea market governance currently facing Zimbabwean cities which requires urgent attention. Unfortunately, the reality on the ground is different from what is provided for in the *Constitution* where “participation of local communities in the determination of development priorities within their area is sacrosanct” (Zimbabwe, 2013: 123). There is very little, if any, that has been done to incorporate the public into the crafting and rolling out of informal sector policies. Furthermore, for instance in Harare, there is reluctance on the part of the local Municipality to realize fully the enactment of civic participation architecture as enshrined in the *Constitution* for fear of losing power and influence. There are also misperceptions that the citizenry is less educated and poorly informed in the sphere of governance. In fact, public participation in Zimbabwe is primarily one-way communication between citizens and local authorities. More importantly, most of the public participation strategies currently being employed by authorities in Harare are all about manipulation as postulated by Arnstein (1969). There is, therefore, no real effort at genuine citizen participation through collaborative governance.

To make matters worse, the Zimbabwean political situation has exacerbated the already strained relations between various stakeholders. The environment is characterised by intolerance, subjugation, and rule through fear which makes it difficult for collaborative governance to operate. There is a pervasive mistrust among the citizenry in the political system resulting in them not wanting to participate in local government affairs. There is also a general feeling among citizens that government at the local level has failed them in terms of service delivery especially in the regulation and operation of flea markets. Citizens feel that local authorities do not respond to their concerns and complaints. As a result, policies end up being implemented without their input. In cases, where citizen input has been sought such as when the authorities in Harare were deciding to decongest the inner city of informal traders, public hearings were convened only with the sole purpose of conveying government and local municipalities’ decision to move flea markets to the

outskirts of the Harare Central District. This deficit in terms of communication and public participation has led to incessant conflict and mistrust between all stakeholders and to the stalling of development.

The introduction of policies without community participation has contributed to the low confidence among city-dwellers in local government's responsiveness to their needs as well as its commitment to developing a systematically well organized, constructive, and accountable public management process that is open to citizen participation (Sachikonye, 2011; Raftopoulos & Mlambo, 2008; Bond & Manyanya, 2003; Hammar, Raftopoulos & Jensen, 2003; Raftopoulos, 1995; Raftopoulos & Phimister, 2004). If not managed properly, the (mal)administration and mismanagement of both public and local government authorities may lead to clashes and protests especially with the urban 'poor' or with those that are at the margins of the urban societies, resulting in an unprecedented level of political struggle, aggression, and violence. In addition, if this continues unabated, the Zimbabwe government's economic growth and emancipation policies, as well as the fulfillment of the *United Nation (UN)'s Millennium Development Goals (MDGs)* and the *African Union (AU)'s Agenda 2063*, will remain all but an unachievable dream. Thus, immediate corrective measures need to be implemented if these communities are to meet international standards for municipal governance. Since the content of this research topic dovetails with the national development priorities, regional, and global agenda, it will contribute to knowledge on the public participation which is increasingly being recognised as one of the critical aspects in public governance. From this knowledge, society stands to benefit from an improvement in the quality and standard of decisions.

Although there is a good deal of scholarship on Zimbabwe's urban history including civic involvement, there is a paucity of literature that illuminates the complex dynamics of citizenry participation in informal trade. This is despite the fact that it affects many people and many families rely on it for their daily sustenance. A few scholars such as Mataruse (2013) and Tamukamoyo (2010) have, to a limited extent, attempted to discuss public participation and flea market governance. In his study, Mataruse (2013) looks at the factors limiting public participation in Zimbabwe. He, therefore, looked at public participation from the viewpoint of the debilitating political and socio-economic challenges in Zimbabwe. But, he only looked at participation from the perspective of human rights and governance whereby he notes that statutes such as the *Public*

Order and Security Act (POSA) are providing impediments to effective citizen participation. He also attributes limited public participation in Zimbabwe to “high levels of poverty and economic deprivation which have left citizens without a voice as they have become predominantly preoccupied with issues of basic survival” (Mataruse, 2013: 25). Tamukamoyo (2010), on the other hand, focuses his study on the economic activities of flea markets in Harare whereby he describes their work histories, social characteristics, the recording of their daily precarious lives as well as their “social relations of trust and reciprocity which enable them to source their goods”. In addition, various facets of the Zimbabwean crisis have also been discussed in historical accounts including the rise of the ‘kukiya-kiya (not straight) economy’ as recorded by Jones (2010:286) and vending, and yet important nuances of how the public can be incorporated into modes of running the cities have largely escaped the attention of scholars such as Musoni (2010). In addition, most public participation literature on Zimbabwe is largely theoretical and speculative due to its rudimentary understanding of flea markets governance as there has been no research on the matter. There is, therefore, need for the provision of adequate knowledge through evidence-based policy making in informal trading in Harare, which this study will attempt to provide.

1.3 The Broad Aim of the Study

Drawing on Ercan, Hendriks & Dryzek’s (2019:1) concept of ‘communicative plenty’ as well as Kalandides (2018) theory that public participation is an institutional setting and a right, this study’s objective was to analyse critically the level and scope of participatory processes in Harare as well as the role of stakeholders in the city’s initiation and execution of flea market policy. The study also aimed to determine key issues that can be considered and evaluated in the development of policies that can assist local government authorities in managing efficiently and effectively the informal sector. Furthermore, the study also aimed to add to the philosophical debate on informal sector governance, participation and development by mooted a methodological structure through which urban informal economic policies can be developed, assessed and evaluated. Furthermore, the study provided recommendations that can be used to enhance the role of stakeholders in the governance of the flea market sector. Insights from this study will also be used to help design a

model of good practice for collaborative governance and participation in the informal sector. Finally, this study also indicates the limitations or gaps for future studies to address.

1.4 Research Questions

Key questions to be asked are:

1. To what extent does the City of Harare provide a favourable environment for public participation and collaborative governance in the administration of flea markets?
2. What are the mechanisms being employed by Harare local government entities in their pursuit of ways to incorporate the public in the crafting and implementation of flea markets policy?
3. What are the roles of stakeholders and the impact of participatory governance processes in flea markets in Harare?; and
4. What theoretical propositions to public participation and collaborative governance can be founded on this study?

1.5 Research Objectives

The main research objectives of this thesis have the fundamental aim of assessing levels, mechanisms and the role of stakeholders in the governance of Harare's flea market sector. To this end, the objectives of this study are:

1. To examine whether or not the Harare Local Government provides a favourable environment for public participation and collaborative governance in the administration of flea markets;
2. To investigate and analyse the impact of public participatory governance processes in the administration of flea markets in Harare;
3. To assess the mechanisms being employed by Harare local government entities in their effort to incorporate the public in the policy formulation and implementation of the governance of flea markets; and

4. To suggest theoretical propositions on public participation and collaborative governance founded on the study.

1.6 The rationale of the study

There has been criticism that local authorities in the majority of cases do not inform the general public of their intentions and, as a result, there has been public apathy and antipathy towards participating in the local government systems. However, if the public continues not to participate in Harare's local governance, the vicious cycle of contestation will continue to manifest itself and it is going to be problematic for the populace to understand the problems that administrators are striving to solve. It is therefore important to involve the citizenry through participation and consequently, if this is not addressed, only the more informed, or more interested people, will involve themselves in local governance thereby leaving the majority of the population on the sidelines.

1.7 Definition/clarification of Concepts

Public Participation: Scholars have used various definitions and different terminologies in conceptualising public participation. As a result, public participation has often been referred to as either public engagement, civic involvement or citizen participation. These terms mean the same and have been used interchangeably in this study. Despite the use of different terminologies, public participation has been broadly and generally defined as the provision of opportunities for citizens to take part in governmental decision-making or planning processes. Kalandides (2018) defines participation as both a “democratic right and a process through which citizens engage in the public sphere to shape policy” (Kalandides, 2018: 160). Grabow, Hilliker & Moskal (2006:23), on the other hand, define it as a process whereby “people affected by or interested in a public decision (those with a stake in the outcome) get a chance to influence its content”. *The European Institute for Public Participation*, also described public participation as a “deliberative process by which interested or affected citizens, civil society organizations and government actors are involved in policy-making before a political decision is taken” (Nanz, 2004: 318). Mapuva (2014) citing Spiegel (1969) defines citizen participation as the process of meaningfully tying people to public

programmes that affect their lives. Glass (1979), on the other hand, comments that through civic involvement, participants help in influencing and sharing responsibilities of decisions. Relatedly, public participation is defined by Roberts (2015:401) as “citizen involvement in making service delivery and management decisions.” It entails a voluntary engagement of different stakeholders in the day-to-day governance of an organization or an institution. Chikerema (2013), on the other hand, describes it as the immersion of affected stakeholders in decision-making processes. Nabatchi (2016) also argue that public participation is also known as public engagement. To them, it entails the formulation and implementation of strategies and methods aimed at bringing stakeholders together in order to address issues of importance to the generality of the population. From these definitions and conceptualisation, it can be noted that public or citizen participation is any process whereby the public is involved in policy planning and setting, problem-solving and their input is central to decision-making. Meanwhile, scholars such as Ross, Baldwin & Carter (2016) have argued that the terms community engagement and public participation are different but related concepts. They argue that public participation originally centres on specific decisions by industry and government organisations whilst community engagement refers to the broader concept and is seen as “an ongoing, two-way or multi-way process, in which relationships rather than decisions may be the focus” (Ross et al., 2016: 15).

Collaborative governance: Scholars and practitioners alike have defined collaborative governance in a number of ways and have also introduced a plethora of terms for describing various collaborative governance arrangements. Collaborative governance is described by Gash & Alison (2007: 543) as a new form of governance that “brings public and private stakeholders together in collective forums with public agencies to engage in consensus-oriented decision making”. The authors have identified critical variables such as the previous history of cooperation or conflict, the inducements for stakeholder participation, leadership, resource imbalances and power, as well as institutional design in having a sway for a successful collaboration or not. Meanwhile, Emerson & Nabatchi (2015) describes collaborative governance as an arrangement, methods and structures of communal policy decision-making that allows citizens to engage meaningfully across boundaries. Collaborative governance is, therefore, a governance arrangement that allows a singular or a multiplicity of public agencies to openly engage non-state actors in a formal, deliberative and consensus-oriented manner with a view to making a collective

decision. Through collaborative governance, public bodies or agencies can, among others, prevail over established conflicts resulting in the acceptance and trust of decisions that have been made (Tomo, 2018). The aim is to arrive at a mutually fulfilling and acceptable decision and the sharing of resources and integration of distinctive types of intelligence into decisions. This will eventually lead to the process whereby there is going to be the development of resources, capacity, and leadership.

Flea markets: Ligomeka (2019) defines flea markets as places where people meet to buy and sell products, whilst Ha (2014) cited by Hazlan, Ismail & Jaafar (2019), define a flea market as an open or closed place where merchants sell varied items from non-partitioned booths. They can also be defined as an informal or unconventional business entity that operates in a unique way different from traditional retailers (Hazlan et al., 2019). Flea markets are either government or privately owned and operated. They are sometimes located indoors whilst others are outdoors where they offer a variety of different products. Meanwhile, Appelgren & Bohlin (2015) note that, compared to traditional stores, the most distinctive characteristic of flea markets is that they amalgamate retail exhibition features from periods that precede and are consequent to the advent of open exhibition practices.

1.8 Limitations of the Study

The word ‘limitations’, in the context of research, denotes to circumstances and events which are beyond the researcher’s control that may result in the study not achieving its ultimate aims and objectives. This viewpoint is amplified by the argument made by Simon & Goes (2013) that every study has its own limitations irrespective of the nature of the study, research methodology, research design and data collection tools. Thus in the context of Harare, the size of the city which is both large and expansive is further compounded by a sample population that is highly mobile and as such, it is not known. The researcher was forced to purposively sample the population as he could not adequately cover the whole city. The major limitation of this research study is that it will not be representative in nature and due to limited resources and time, this study may not be ideally comprehensive.

1.9 Thesis Layout

This study is comprised of six distinctive chapters. Chapter 1 primarily concentrated on the study's introduction, the layout of chapters and discussed in detail the background of the study. It also spelled out the study's research problem, questions and objectives. Chapter 2 covered the conceptual framework of Public Participation and Collaborative Governance by outlining the available literature. This second chapter also discussed in detail various theories underpinning the study, namely the public participation and collaborative governance theories. Meanwhile, the third chapter primarily enumerated the context in which Public Participation and Collaborative Governance are implemented in Zimbabwe. Furthermore, it unpacked various legislative instruments that are crucial to the formulation and implementation of public participation and collaborative governance in Zimbabwe. This chapter also focused at great lengths, the challenges being faced the implementation of public participation and collaborative governance policies in Zimbabwe, especially in the local government sector. Chapter 4 looked at the study's methodology as well as the research design and the data collection methods that were utilised during the study. Consequently, it concluded by looking at various ethical considerations that were used in conducting this study. The fifth chapter examined as well as interpreted the data on whether or not Harare provides a conducive environment for public participation and collaborative governance to flourish. Using both graphs and tables, Chapter 6 analysed Harare's public participation mechanisms in the governance of the informal sector whilst Chapter 7 focused on the role of the metropole's plethora of stakeholders and their effect on the governance of the informal sector. Chapter 8 summarised as well as discussed various recommendations of the study. The recommendations are aimed at assisting the Zimbabwean and Southern African local government sectors to fill the gaps in the implementation of public participation and collaborative governance policies. The penultimate chapter also provided the study's conclusion.

1.10 Chapter Summary

The chapter outlined the background to the study. It discussed in detail, the study's research problem and definition of terms. The study's research questions and objectives were also enumerated and discussed whilst the rationale and the study's limitations were also briefly

outlined. Lastly, the chapter provided the structure of the thesis. In the next chapter, special attention will be placed on various literature and theoretical frameworks that underpin this study.

CHAPTER TWO: LITERATURE REVIEW AND THEORETICAL FRAMEWORKS

2.0 Introduction

The theoretical underpinnings of public participation and collaborative governance are going to be succinctly presented in this chapter. Furthermore, various definitions, justifications, objectives, limitations and advantages of public participation and collaborative governance will be discussed. The chapter will also trace the evolution and historical background of public participation and collaborative governance.

2.1 History and the Evolution of Public Participation and Collaborative Governance

Various literature shows that the notion of citizenry participation emerged in the middle of the 20th century and was popularised by Sherry Arnstein in 1969 who proposed the theory of public participation (Arnstein, 1969). Since then, public participation has dominated discussions and debates among academics and practitioners as well as citizens. Furthermore, the concept has become an integral part of the majority of governments where, for example in the United States, there are various programmes that place the populace at the centrality of various governance processes. Konisky (2001) argues that prior to the 20th century, major decisions were made only by powerful people and community leaders without the input of the people. This has, however, changed over time with citizens' realisation that, as a collective, they not only have the right but the power to participate in public affairs and influence processes. This transformation is attributable to the growing influence of the theory of public participation. According to Miroshnikova (2014), the theory of public participation describes how the community, acting as a unit with participation in the planning process, can contribute to comprehensive tactics by bringing new perspectives and ideas into the planning process.

As public participation continues to evolve, scholars have developed new models and proffered new approaches towards improving public participation. Innes & Booher (2004) came up with a refreshingly different approach of conceptualising public participation and engaging the populace

in planning processes and decision-making. Based on effective collaboration, their approach entails incorporating everyone from pressure groups, residents, companies, civil society organisations, planners as well as bureaucrats are incorporated into the planning process. Innes & Booher (2004) further argue that despite the fact that these groups interact and influence one another, they act independently of each other, as one group may not succumb to the pressures of another group. According to the two authors, independence in public participation is an important way of circumventing antagonism with members of the public to facilitate effective engagement. In addition, they further contend that civic participation should never be dualistic where citizens are separate to government, but rather should be viewed in a pluralistic way. Furthermore, Innes & Booher (2004) argue that effective participatory methods should be an inclusive involving collaboration, dialogue and interaction of various stakeholders. Where there is effective public participation, stakeholders should not only be self-organizing but should strive to seek an agreement or at the minimum strive to build shared knowledge in order to achieve collaborative action. Such a system can be flexible instead of deadlocked, building communal capacity and producing inventive responses to seemingly uncompromising problems. In spite of the glaring deficiency of close collaboration within the Zimbabwean body politic, this study draws on the work of Innes & Booher especially their arguments regarding the importance of collaboration and shared vision to argue that Harare can overcome divisive politics and a polarised society by focusing on issues of mutual interest, that already have a buy-in of the public such as how the country's highly informalised economy could become a catalyst for development and harmony. Thus, Innes & Booher's emphasis on pluralism wherein all stakeholders are important in the planning process is especially useful to this study's analysis as it allows one to think how collaborative governance and public participation in the informal sector can bridge divisions whilst at the same time bringing about development and accountability. To this end, the two authors' conceptualization especially on collaborative effort as well as the importance of shared knowledge is generative in grasping how the flea market sector can play a meaningful role at both macro and micro levels vis-a-vis shared development and mutual respect.

Meanwhile, public participation and/or engagement takes place across all spheres in government as well as the private, public and non-governmental sectors. However, it is more pivotal and pronounced at the local government level and this thesis will locate it in the context of local

government management. It can be noted that public engagement is primarily focused on enhancing generating support, building communities as well as building consensus in addressing complex governance problems. According to Chirisa (2007), the public can be engaged, at local government level, in all planning processes such as governance of schools, crime prevention initiatives, refuse collection, budget formulation and waste disposal, just to mention but a few. Planning for these social issues requires the input of the public. There is, therefore, the need for public engagement and, for local authorities, to engage its local constituents as customers, partners and citizens in their pursuit of delivering public goods and services.

In addition, local government public meetings shape, inform and influence public engagement as well as participation. Consequently, civic leaders, public officials and elected officials progressively utilise direct public consultations to ascertain, give precedence to, and attempt to resolve pressing matters. According to Amsler & Nabatchi (2016), there are two forms of civic engagement at the local government level. These are direct and indirect public engagement. Direct public engagement denotes to situations where the public, in the planning process, are individually and actively engaged as opposed to situations where through intermediaries, are indirectly engaged. Thus, direct citizenry engagement in local government is a method that allows residents, through the voicing of their ideas, wishes, concerns, values and interests, to directly and vigorously contribute towards policy formulation and decision-making (Amsler & Nabatchi, 2018; Thomas, 2012).

Meanwhile, although there is a general consensus that public involvement in governmental decision-making processes is a noble idea, there are emergent differences over the best possible way to achieve meaningful involvement as highlighted by Callahan (2007). Furthermore, there is a number of difficulties and dilemmas that are linked to direct citizen participation when designing the participation process. These include among others, timing, nurture of participants, and gathering of sincere preferences. Timing is paramount as contributions that are received late rarely have a significant effect on results. Another important aspect of the design component in public participation is the selection of participants. Kathlene & Martin (1991) suggest that participation should be accessible to all and sundry and the majority of public participation techniques have been adjudged to be inadequate tools for informing policymakers about the will of the people.

They further argue that citizen panels can overcome a number of limitations to effective civic participation if they are randomly selected from a sample of community members. Meanwhile, Johnson, Ivan-Smith, Gordon, Scott-Villiers & Pridmore (1998:12) advocate that “participants should also be representative of the community in order to give wide access and not close anyone out of the process” who wishes to be part of it.

There are generally five objectives of citizen participation as enunciated by Glass (1979). The first is information exchange, which entails bringing planners and citizens together with the aim to share concerns and ideas on how to solve socio-economic and political problems. Citizen participation also has an educational objective which involves the propagation of detailed information about proposed projects and policy ideas. Furthermore, it also facilitates a formal and direct interface between the government and the governed. The implication is that citizens become alive to developments, aware of government’s plans, details and reasons for the plan thereof and their role in everything.

In addition, citizen participation is also designed to afford citizens with an opportunity to provide critical information as to their contributions to the planning process. It is, therefore, appurtenant to preparation as it affords both policymakers and implementors with an opportunity to reflect and take into account various inputs. Moreover, citizen participation enhances the representative input of all the stakeholders when planning decisions are made. Representative input refers to an effort of identifying the views of society on particular issues that creates the possibility of subsequent plans reflecting community desires. Thus, through citizen participation, participants are consulted with the ultimate objective of ensuring that their views are considered along with that of government in terms of planning. Citizen participation, therefore, becomes a database for planning and it is from this standpoint that it can be argued that citizen participation gives citizens a strategic role of policy determination as argued by Selznick (Fung, 2015).

Meanwhile, there are two models that help in driving citizen participation. These are the administrative perspective and the democratic model. The administrative model, which was conceived by Rossi in 1969 and later developed by Benz in 1975, contends that the purpose of citizen participation is to empower and amplify the voice of citizens in both the planning and

decision-making processes resulting in the enhancement of plans, implementation of sound and well-thought decisions and efficiency in service delivery, among others (Glass, 1979). Consequently, the administrative perspective explains citizen participation as a way of incorporating citizens' opinions into the overall planning by the government which results in new or improved service provision. On the other hand, the democratic model which was developed by Crenson (1974) contends that the purpose of public participation is to incorporate the public in the planning processes of government and implementation of publicly acceptable decisions. As a result, this increases the public's confidence and trust in the government resulting in the acceptance of plans and decisions. It also results in having citizens work in conjunction with the government to solve problems.

There are primarily five purposes for effective public participation. Innes & Booher (2004) identify them as, namely, to ascertain the public's preferences with the aim of having these preferences playing a part in their decisions, incorporating public knowledge into the decision-making process, equitable justice and advancement of fairness, public decisions acceptability and it is a requirement that encumbers public officials to abide with. As such, efficient city councils are important in addressing people's needs. Meanwhile, Irvin & Stansbury (2004) also remind us that civic involvement is an effective educational tool in government decision-making. They argue that through public participation, informed and involved citizens become experts. They will start to understand technically difficult situations and begin to envisage a comprehensive society-wide solution that enable administrators to justify succinctly their decision that led them to pursue certain policies which at face value appear inadvisable, unpopular and outrightly wrong.

Moreover, increased public participation in local government decision-making processes is perceived to be highly beneficial. Suffice to note that where there is citizen participation, the dissonance is usually muted as such processes usually lead to mutually beneficial outcomes. This is achieved through collaboration among citizens, resulting in a consensus that is both positive and progressive. The fundamental assumption is that if citizens are actively participating, the governance decisions emanating this process would be more effective and democratic. In fact, Jurlina Alibegović & Slijepčević (2018) claim democracy is usually strengthened if there is citizenry involvement in the political decision-making process. It can, therefore, be argued that,

unlike a passive citizenry, an active citizenry that is always engaged brings about progression and development as concluded by Beckett & King (1998), Nabatchi & Jo (2018); Jurlina Alibegović & Slijepčević (2018); Ronoh, Mulongo & Kurgat (2018); UNDESA (2018); Blair (2018); Simonsen (2018) and Arnstein (1969). Because the citizens feel a sense of purpose and involvement in the plans that will incorporate their input, citizens will feel engaged in the policy process. The possible outcome of citizen participation is a policy well-grounded in citizen preferences. With citizen participation, the public will most likely become increasingly sympathetic to the challenging decisions that government representatives are forced to decide upon or implement that are at a tangent with people's expectations and aspirations. Thus, support from the public has the potential to result in a public that is less combative and divisive to govern and regulate. Such well-grounded policies also has the potential to be cost effective and smoother to implement due to the fact that the public becomes more amenable and positive to the policy that is about to be implemented as they were involved in its planning and crafting (Thomas, 1995). Resultantly, as argued by Jurlina Alibegović & Slijepčević (2018), citizenry participation result in the attainment of better public services, the realisation and enactment of high-quality decisions, and a more nuanced and progressive collaboration. Jurlina Alibegović & Slijepčević's emphasis on the centrality of the electorate in decision making, is especially useful this study's analysis as it allows one to think through how a society that is coming from a highly contentious and divisive past could be able to participate meaningfully on developments that greatly affect them without putting much spotlight on themselves that may result in victimisation and retrogressive developmental trajectories within the flea market sector, the subject of this study.

Recently, a considerable body of literature has centred around the argument that in the developed and developing world, have shown that results from countries where the emphasis has been on affording citizens an opportunity to participate in decision-making processes have been enormously encouraging (Grabow et al., 2006: 32). According to democratic theory, better decisions for effective governance are usually attained when there is citizen participation. Furthermore, informed decisions that accommodate and incorporates the interests of citizens are usually attained when citizens are taken in their confidence and if there is a deliberate decision to tap on their expertise and knowledge. Moreover, legitimisation and implementation of various plans is easier when citizens are to their satisfaction appreciative that, to some extent, their voices

have been heard and their interests as well as concerns have adequately addressed. According to Thomas (2012), citizen participation enables citizens to assume certain responsibilities in policy formulation and decision making. Furthermore, it not educates and commits citizens to decisions made but also empowers and make them responsible. According to Glass (1979), public participation is justified due to its agreement with the philosophies of democracy. He further argues that citizens participation programmes are tailor-made to provide citizens with the ability to speak and engage competently on the planning process followed by a thorough identification of the preferred objectives and the appropriate citizen participation technique to be used.

Meanwhile, democratic decision-making technique is premised on the hypothesis that everyone has an inviolable right to participate in a decision that affects them by making it. The technocratic approach, on the other hand, involves “the application of technical knowledge, expertise, techniques and methods of problem-solving with a key belief that trained staff (experts) are best suited to make complex technical decisions” (Amsler & Nabatchi, 2016:1629). However, it is difficult to apply the technocratic approach to social problems due to the conflicting, complex and ambiguous phenomena of social goals. In this regard, authorities who disregard people’s beliefs and ethos are more likely to discover that they will be dealing with citizens who become skeptical, resistant, angry or indifferent. The basic assumption is that people do not like being manipulated or patronised. Thomas (2012: 15) argues that the limitations of the technocratic decision-making approach justify citizen participation whereby the participation of the majority is safeguarded through an all-encompassing planning process that regularly keeps people informed. Such a process, therefore, leads to the accomplishment of better decision-making processes and eventually, to people’s commitment, confidence and trust to the plan that is being mooted.

Having observed the above-mentioned variables and in Harare for example, participation is dependent on political affiliation where participants are handpicked with the objective of manipulating them in order to arrive at a certain desired outcome. Furthermore, people are only co-opted into the final stages of the decision-making process. Consequently, when looking at the Zimbabwean informal sector participation, Mkandawire (1986: 63) argues that, due to lack of adequate participation, there has been sweeping recommendations on the sector without consideration of the incidence of benefits and costs to different individuals and groups in the sector.

It is therefore paramount that how various role players are incorporated, interact, relate, collaborate, synergise and influence one another whilst at the same time act independently of each other. The authors bring to the fore the greatest debate on whether or not citizens should propagate for their own self-interest or that of the community.

Having enumerated the public participation plethora of dilemmas, Innes & Booher (2004: 419) advocate for its reframing based on experiences and emerging practices around the world arguing that it has the potential to resolve the dilemmas and can also mitigate concerns of all the parties. They also argue that participation should be approached in a pluralistic way that unpacks and interrogates the inner feelings and desires of citizens, government as well as the influence of special interests groups who through their access and money have a tremendous influence on elected officials. Innes & Booher (2004) further argue that effective participatory methods should be inclusive and collaborative. They argue that collaborative participation is a panacea to public participation challenges and bottlenecks as it includes every stakeholder participating in the dialogue. Every interested party should be afforded an opportunity to express their viewpoints and having their views explored. They argue that every participant, including public entities, underprivileged groups, powerful elitist groups, should during discussions, be treated equally to enable the cross-pollination of ideas, knowledge, the emergence of innovations as well as the resolution of conflicts. They argue that collaborative participation helps in solving communication challenges through joint fact-finding missions where data are questioned and people are allowed to present new ideas. Furthermore, Innes & Booher (2004) also argue that “participation should be seen as a multifaceted interaction in which citizens and other players work and talk in formal and informal ways to influence action in the public arena before it is virtually a foregone conclusion.”

It is therefore argued that Innes & Booher (2004) approach public participation in a succinct and balanced manner where they bring to the fore the pros and cons of collaborative participation especially interdependencies compared to conventional public participation. It shows that methods such as having an assortment of participants, an exchange of ideas, involvement of participants from the outset, collective and knowledge as well as constant engagement allow decision-makers to learn about preferences due to the fact that there is greater representation among participants

and they have an ample opportunity to provide well-informed, concise and thoughtful input. The authors also acknowledge the shortcoming of the approach arguing that there may be situations where collaborative methods are inappropriate.

Meanwhile, there is existence of a plethora of scholarly work that evaluates participatory design and methods and in so doing they unpack the pros and cons involved. Methods that have been used to elicit participation include among others, simulations, public meetings, focus groups, surveys and committees. Focus groups, for example, are an important element in the public participation process design. Ebdon & Franklin (2006: 440) argue that they “have three fundamental strengths, namely; exploration and discovery, context and depth, and interpretation.” Individually these strengths are of immense value to local authorities that aspires to include citizens' preferences. They are, however, susceptible to groupthink as well as to the contagion effect. Furthermore, they are infamous for being selective and are sometimes non-representative. In addition, Adams (2004: 43) claims that public meetings are also an important element in participation design although they “are frequently attacked as useless democratic rituals that lack deliberative qualities and fail to give citizens a voice in the policy process.” Furthermore, the major constraint of most is timing and attendance is generally low unless it is a topical issue that is under discussion. Public meetings are crucial as they can be used to set an agenda and convey messages and information to officials. As such, their role is important as they offer an avenue that citizens may exploit to deliver a political message, thereby making a government more responsive and accountable.

Another fundamental element in process design is the use of citizen surveys. This is important as it enables the researcher to get a useful appreciation of citizen concerns, satisfaction and needs with regards to the informal economy policies and relations between informal traders and local government authorities. Surveys are important as they are representative. However, the one disadvantage is that if the questionnaires are not properly worded, it could lead to insufficient information thereby rendering the citizens unable to formulate educated opinions. In addition, surveys are expensive to administer.

Citizen participation is useful in raising public awareness resulting in the comprehensive planning of projects that governments wish to embark on. It also provides the public with objective and

balanced information that capacitate them in understanding better various planning process steps. Alinsky (1974: 35-37) argues that public participation also helps to “obtain public feedback on issues, alternatives and decisions.” In addition, citizen participation enhances direct collaboration between policy-makers and the public throughout the process resulting in the resolution of issues and concerns that the public may be in a better position understand them and issues that considered emotive and important by those who are affected by them. It can, therefore, be concluded that citizen participation apportions greater responsibility of policy and decision-making on the public. Arnstein (1969) notably stated that citizenry control in the decision-making process is the primary goal of public participation. In essence, public participation can be defined as the process whereby private individuals are given an opportunity to influence decisions. This process has been a longstanding cog or element of the democratic decision process as it is essential to a fully functioning democratic system of governance. According to Thomas (2012:15), “where government officials are elected to represent citizens, it is also true that elected officials need to inform, to be informed by, and to interact with citizens on an on-going basis if their representation is to be meaningful.” It is extremely undemocratic and unconstitutional to govern, strategise, arrange and impose programmes without communicating with the targeted population whom the policy is designed for. Every citizen has the potential to become an important contributor in the planning process. There are pragmatic and normative principles of public involvement in planning decisions. These are co-opting local knowledge into planning decisions, legitimising the right to plan by a government and making certain that traditionally marginalised groups’ policy preferences and issues are prioritised. Furthermore, participatory processes should strive to level the playing field through power transfer from the governing elite and authorities to ordinary citizens, including previously marginalised groups.

In addition, Burby (2003: 33) asserts that “public participation protects citizens’ basic rights, including the right to be informed of decisions impacting their lives and to be consulted regarding their opinions on these decisions.” Consequently, planning decisions become increasingly democratic through elevated and wide-ranging representation. Furthermore, Laurian & Shaw (2009) argues that public participation enhances broad representation in the governance process which, in turn, legitimises the government’s right to plan. Public participation also helps to build trust between the governors and the governed. Open participatory processes help in cementing

citizens' confidence in their government and is also a vital element of legitimacy. It can be noted that disillusionment, skepticism, and even pessimism occurs when there is little consultation, failure to incorporate citizens' viewpoints or sidelining of this important constituent when decisions are being discussed and considered. Thus, involvement in the planning process is viewed as "improving decisions through joint learning by stakeholders and experts" (Susskind & Cruikshank, 1987: 277), "identification of common ground solutions" (Forester, 1999: 163), and "leading to higher quality agreements" (Burby 2003:409). Therefore, as argued by Brody (2003: 409), "engagement opportunities should feature two-way information-sharing, encourage collaboration rather than confrontation, and be on-going rather than episodic" so that pragmatic and collaborative planning decisions are made.

However, despite the benefits of citizen participation, it can be noted that integrating citizen alienation into governmental or institutional policymaking an inexpensive process without significant financial implications. There are several bottlenecks to citizen participation which makes community disaffection from the process of the civic matter. Firstly, the process of citizen participation is time-consuming and can even be regarded as dull or pointless resulting in public input being ignored when the final decision is made. Most often, the participants have little decision-making control when the ultimate decision is made. As a result, the final decision will still reflect the interests of the governors and not the governed. Secondly, it is also difficult to mobilise citizen goodwill and to win their hearts and minds without meeting with them regularly.

This study borrows heavily on the scholarly work of Berner et al. (2011: 121) who, in turn, drawing upon Wang (2001) seminal work that argues that "public participation in local government has been advocated as a way to improve communication between government and citizens, and to build public support for local government goals, and the development of public trust." Thus, it has been observed by Wang (2001) that public participation is a competitive technique aimed at moderating the degree of cynicism and help in enlightening citizens about administrative activities. This is especially important to understand the genesis and application of public participation in order to develop a knowledge of how it is being applied in Zimbabwe. In order for Zimbabwe's local government system, particularly in Harare, to function properly, citizens must, at all levels of governance, be actively involved. In looking at the Zimbabwean local

government system, Chikerema (2013: 88) argues that citizen participation is essential and an important aspect of public progression and ought to be included in every policy initiation process. He further argues that this entails that participant should be vigorously be involved in localised democratic processes in order for any developmental progression to produce productive results. Chikerema (2013: 88) argues that the “history, tradition, and development patterns of local government in Zimbabwe is based on a belief that a responsive and responsible citizenry will maintain a vigorous, informed and continuous participation in the processes of local government.”

There are various avenues which Zimbabweans can get actively involved in their local government affairs and systems. These include joining among others; public consultative forums, municipal participatory budgeting, public meetings and hearings, council meetings and parliamentary portfolio committees, residents and pressure groups such as the *Combined Harare Residents Associations (CHRA)* as well as local development committees such as the *Ward Development Committee (WADCO)* and participating in local government elections.

Furthermore, *Section 264 (a) of the Zimbabwean Constitution*, provides for the autonomous involvement in public affairs of all citizens and “gives powers of local governance to the people and enhances their participation in the exercise of the powers of the State and in making decisions affecting them” (Zimbabwe, 2013: 124). Decentralisation, therefore, should enable people to voice their needs. In addition, the *Urban Councils Act (2006)* affords communal participation through a budgetary consultative process as all budget proposals are, at law, required to be published in three editions of a local newspaper in order to give the public an opportunity to reflect on, input and critique the budget. This is meant to inculcate the culture of public involvement at the local level through which emphasis is placed on transparency and accountability in municipal finance as well as the promotion of the general public’s interest in matters that directly affect them. The same Act also provides for consultative forums and public hearings which will lead to the attainment of administrative decentralisation whereby power is redistributed through delegation from national to local government.

However, despite all the above-mentioned provisions, public participation remains elusive in Zimbabwe’s local government system, especially in Harare. Public administrators do not consult

the public in their decision-making processes and in the implementation of a policy that affects this important constituency. The current ruling élite is also opposed to public participation as they believe the citizenry should be subordinate to their viewpoints. In addition, Chikerema's seminal work does not go into detail to unpack the application of public participation in a political system where the *Constitution* is subordinate to politics. Chikerema (2013) fails to unpack what is actually happening on the ground, where one's political affiliation is more important than what is provided for in the *Constitution*. This study explores among others, the population size of Harare, structure and form of government in local government systems, its political structure as well as the sections of the *Constitution*, statutory instruments and by-laws that attempt to address public participation deficiencies in local governance, with the aim of improving what is already happening on the ground.

2.2 The International Experiences of Public Participation and Collaborative Governance

Recent literature is awash with scholarly work indicating that public participation and collaborative governance emerged from the developed Western economies particularly Germany, the United States of America and the United Kingdom. This has since cascaded to emerging economies such as China and the Asian Tigers; Indonesia, Malaysia, Singapore and South Korea, where both concepts have taken root. Furthermore, they are also becoming increasingly influential in developing countries, with Ethiopia, Kenya and South Africa taking the lead. The growing influence of both collaborative governance and citizenry participation shows that these concepts are now universally accepted and are part of the new global governance architecture.

Contemporary evidence suggests that the international experience of collaborative governance and public participation has brought about new perspectives, norms and models of governance that puts citizenry inclusion at the core of economic development and governance (Jurlina Alibegović & Slijepčević, 2018; Nabatchi & Jo, 2018; Wang, 2001; Hall, 2018; Ronoh et al., 2018; Blair, 2018; Mothepu, 2013; Simonsen & Robbins, 2000; Haruta & Bianca, 2010; Kalandides, 2018; Radtke, Holstenkamp, Lars, Barnes & Renn, 2018; Liu et al., 2018; Rasheed et al., 2018; Bryson, Quick & Slotterback, 2013).

Drawing from the American experience, Beckett & King (1998) looks at ways to engender effective, satisfying and authentic public participation in public decision-making and administrative systems based on a committed, trustworthy, focused, open and honest discussion where citizens are involved in decision-making processes rather than merely reflecting or assessing them critically. Using northeast Ohio, the authors examine the challenges to conventional public participation arguing that citizens end up finding themselves in antagonistic positions that force them to move from possibly cooperative to combative situations. They maintain that this is so because of the nature of the public participation processes that are currently framed where the citizen is placed far away from the issue resulting in the administrator, falsely playing the role of expert and limiting the ability of citizens to progressively influence processes or situations. As a result, participation ends up being ineffectual and conflictual as administrators become territorial and parochial whilst citizens, on the other hand, becoming reactive, judgmental and often sabotaging administrators' best efforts. To this end, Beckett & King (1998) attempt to reframe participation by postulating that this can be achieved if public managers are able to confine themselves to both process and outcome in which they view participation as a vital component of administration rather than a mere addition to existing practices or irritant to their duties. The authors further argue that citizens, on the other hand, should from the onset be part of both the planning and deliberative process until a decision is made. Moreover, an administrator should become an 'interpretive mediator' whose role is to assist in the evaluation of citizens' needs and interests, whilst at the same time collaborating with them with the aim of arriving at decisions that are fair and authentic. They further note that authentic participation results in public managers being less dependent on technology and expertise models of administration but towards mutually beneficial and productive participatory processes that places civic involvement at the centrality of decision-making. Beckett & King (1998) went on to identify barriers to authentic participation which they classified into three categories, namely the, processes of administration, contemporary participation norms and methods and the nature of social order.

Similarly, whilst analysing the attitudes of local councilors in a number of developed economies, namely, Austria, Belgium, Croatia, France, Greece, Norway, Switzerland, the Netherlands, Italy, Sweden, Poland, the United Kingdom, Spain, and Israel, Jurlina Alibegović and Slijepčević (2018) conclude that citizen participation is integral as it, *inter alia*, enhances local economic

development, influences the quality of service, enhances and strengthens skills development and strives that the public's needs and aspirations are met.

Furthermore, using a Cincinnati case study, Innes & Booher (2004) shows how collective participation has helped neutralising ethnic tensions and helped to build mutually beneficial consensus through year-long facilitated dialogues involving all stakeholders leading to the opening of communication channels and trusts. This was achieved after the killing by a policeman of a black US national and had the potential to stir racial tensions. Innes & Booher (2004: 423) further argue that "participation should be seen as a multi-way interaction in which citizens and other players work and talk in formal and informal ways to influence action in the public arena before it is virtually a foregone conclusion." They argue that when there is participatory inclusion there is bound to be "authentic dialogue, where all are equally empowered and informed and where they listen and are heard respectfully and when they are working on a task of interest to all, following their own agendas, everyone is changed" (Innes & Booher, 2004: 423). Consequently, new ideas are learnt, divergent viewpoints are recognized, accepted and considered legitimate, issues are worked through and there is a possibility of having joint action. Thus to them, "when the conditions for authentic dialogue are met, genuine learning takes place, trust and social capital can be built, the quality of understanding and acceptance of information can be increased, jointly developed objectives and solutions with joint gain can emerge and innovative approaches to seemingly intractable problems can be developed" (Innes & Booher, 2004: 424).

In addition, Innes & Booher (2004) argue that "even if conditions are not met, social capital and trust begin to develop through inclusion, deliberation, social learning and cooperation which can lay the foundation for further outcomes." Innes & Booher analyse public participation in a succinct and balanced manner as they bring to the fore the pros and cons of collaborative participation especially interdependencies compared to conventional public participation. Their expose shows that methods such as dialogue, being involved from the outset and having diverse participants as well as having mutually shared knowledge and continuous engagement enables policy-makers to understand with certainty citizens' preferences as participants had an opportunity to contribute well thought out and informed input and they are also representative. However, the major

shortcoming of this approach, as has been highlighted before, not all situations are appropriate for collaborative methods.

The arguments by Beckett & King (2002), Innes & Booher (2004) as well as Alibegović & Slijepčević (2018), are convincing to the extent that they place the citizen at the centre as an important player in public participation with administrators playing a subordinate role. Their arguments stand a chance of capturing the attention of the reader as the reader can hopefully relate to the concept of authentic participation with control over processes and outcomes. It also subordinates the role of more influential members in society by placing them on par with those that do not have resources and there is no one group that is preponderant over the other as all are equal. Reflecting on the arguments made by Beckett & King (2002), their thesis illumines and brings to the fore the challenges and failures of the current public administration discourse. They also speak to challenges where administrative systems and processes are more important in the Zimbabwean context than the citizens themselves. Furthermore, their arguments give a clear outline of what authentic participation is all about as it touches all three components of public participation, namely the administrative structures and processes as well as the relationship between the citizenry and public managers. Thus, by addressing the triad of components this could lead to the achievement of holistic and authentic participation.

2.3 Germany's experience in Public Participation and Collaborative Governance

Recently, a considerable body of literature has looked at best practices of participatory democracy and collaborative governance in Western countries. Germany provides an important litmus test as the country has been extensively involved in the reformation of Zimbabwe's legislative process. Thus, it offers a chance to evaluate the extent of Germany's influence in Zimbabwe's local government participation. The scholarly work of Kalandides (2018) and Drazkiewicz, Challies & Newig (2015) provides the basis of this comparative analysis. The author looks at Berlin's participatory urban development history wherein he argues that the German planning law places great importance to proper urban planning participation and any deviation or failure to conform will result in the invalidation of planning results. He further argues that in complementing national requirements, Berlin has, since the 1980s, been experimenting with various methods of citizen

involvement such as the ‘gentle’ urban renewal in order to enhance its urban development programme.

Kalandides (2018) goes on to describe the public participatory mechanisms and processes currently in use in Berlin which he said is a result of what is commonly referred to as the *2016 Coalition Agreement (Koalitionsvereinbarung)*. The *Koalitionsvereinbarung* is an agreement that was signed by three political parties led by the Social Democrats (SPD), which led to the consummation of a new government guided by the underlying principles of participation. This agreement primarily has five chapters and participation, especially online participation features prominently in several sections of the agreement. Participation appears in every aspect of planning. The agreement also introduced new formats of participation. Kalandides (2018) succinctly highlighted that the focus of Berlin’s participatory governance lies mostly on the institutional framework as well as on recognising participation as a right in the public sphere. However, he brings to the fore that the major weakness is that participation in practice remains weak. He noted that the agreement is silent on exactly how the Senate deals with “non-institutional or even anti-institutional forms of participation, such as social movements” (Kalandides, 2018: 160). Kalandides’s seminal work is important to the study as it is juxtaposed with the existing situation in Harare in order to understand inherent weaknesses and to offer solutions especially in radically reviewing participation as a right that is founded on the principle of integrity, inclusion, impartiality and all the attendant rights such as the right to shelter, education and employment. Furthermore, the seminal work is important in unpacking how participation has been embedded into societies through a mixture of institutional adaptation, resilient social movements and key stakeholders. Furthermore and as argued by Kalandides (2018) himself, his comparative work “may reveal place-specific particularities that define not only the width, depth and form but also the outcomes of participation”.

Meanwhile, another scholarly work that looks at German participatory experiences is that of Drazkiewicz et al. (2015)., The authors looked at four policymaking case studies whereby an analysis was made to establish whether and how the involvement of the public can influence the quality of decisions and its implementation management of the environment in Germany. Drazkiewicz et al. (2015: 5) argue that the success of participation is dependent upon numerous aspects of the broader framework within which processes are located. Using four case studies in

localised environmental participatory planning in Germany's *Munich Isar Plan*, *Werra/Wessrer Water Protection and Potash Production Round Table*, *Spreewald Riparian Land Project*, and the *Main River Valley Grunne Mitte Project*, Drazkiewicz et al. (2015) have managed to showcase how public participation, in each case, using a variety of approaches, transformed things in a positive way and actually improved a decision relative to 'what could have happened' without participation. They managed to reveal that public participation through the observance of factors outlined above can progressively improve decision-making processes as well as the actual implementation. For example, a high-quality decision was implemented in the case of Spreewald, due to the immense influence of environmental interests, the ambitious objectives of the project initiators were minimised without compromising the ecological quality of the decision. Meanwhile, despite the fact that ecological interests were not as influential in affecting decisions as was the case in Spreewald, Maintal or Munich, the *Werra Potash Project*, proved to be successful in terms of implementing sound decisions that surpassed by far the environmental goals that were set by initiators. This was largely attributable to the inclusion of environmental groups and the ability by the initiators to pacify conflict even though the possibility of conflict was very high.

Drazkiewicz et al. (2015) emphasis on the centrality of decision-making is particularly useful to the study as it affords one to critically reflect and analyse the significance of public participation and collaborative governance in the supervision of the informal sector economy. It also managed to show the pitfalls of public participation by arguing that the compromises that were made between various contesting parties resulting in the watering down at varying degrees of environmental measures. It also shows that sometimes heightened civic awareness may result in resistance to rigorous environmental measures. The study by Drazkiewicz et al. (2015) also managed to show how important public participation is to governance. They noted that in three out of the four case studies, public participation contributed to the breaking of deadlocks and to creating conditions more conducive for implementation. However, Drazkiewicz et al. (2015) work have some informational gaps such as in locating contextual factors and surprises which may be addressed by this author's study on Harare flea markets decision-planning and implementation. Further research has to be conducted to ascertain various factors that may add to the success of planning and decision-making processes through the participation of the public if they are

subjected to different settings especially in a developing country where democratic governance is in its infancy.

Moreover, public participation has been observed to work quite well in a developed economy and democracy but has not been properly tested in a perceived failed economy and state as is the case with Zimbabwe where the economy over the past decade has metamorphosed from a formal to a largely informal economy. Thus, contextual settings, exigencies of the time and extenuating considerations have to be made in interrogating whether or not public participation has an integral role to play in a post-independence Zimbabwe. Using well thought out case studies where their conceptual ideas are supported by real-life experiences, the reader is likely to be able to follow the debate as well as to understand the strengths and weakness of public participation.

2.4 The Chinese experience of Public Participation and Collaborative Governance

Public participation in China has, over the past decade, become a key instrument in addressing public dissatisfaction over the country's governance system. Empirical studies also show that public participation has become endemic to that society and is quickly becoming an important catalyst for local economic and political development (Sun, Zhu & Dajian, 2016; Liu, Wang, Xia & Ni, 2018). Using two case studies, namely the *Shanghai Hongying Substation Project* in Shanghai and the *South East New Territories (SENT) landfill* in Hong Kong, Sun et al. (2016: 166) presented two juxtaposed outcomes noting that timing, the gradation of participation, participation approach as well as government's aptitude to deal with a myriad of issues from key actors, have the potential to positively or negatively impact on conflict and conflict management. The authors also revealed diverse forms of participation that were employed by the respective authorities. In the case of Shanghai, they used four categories of participation namely, therapy, manipulation, informing and consultation whilst in Hong Kong, city authorities used informing, consultation and placation type of participation.

China is important when assessing the level of civic involvement processes in Zimbabwe given the fact that, like Zimbabwe, it is one of the countries that is facing criticism over its lack of democracy and implementation of best practices in governance. Furthermore, the country is

modelling its governance system along with the Chinese model through its *Look East Policy*. It is therefore important to compare Zimbabwe with other countries in a similar bracket on how, despite these challenges, the public is still involved in governmental processes. Sun et al. (2016), in particular, articulates important public participation tenets which can be used when analysing public participation of Harare residents in the formulation and implementation of flea market policies. Issues raised by the authors such as citizen-initiated contacts and citizens surveys are important mechanisms and approaches in looking at how public participation can help governments in having their policies accepted by the general public. It also helps in evaluating whether or not ‘bottom-up’ or ‘top-down’ participation through the use of petitions, informal participation through protests, postings online, advisory committees and citizens surveys can work in a heavily polarised and politically toxic society like Harare. Their study helps in understanding that despite local authorities not consulting the public at the planning stage all hope is not lost as there is still time for local councils to engage the public and to implement decisions that are acceptable and devoid of conflict. Timing as well is important as it can make a government recognise public concerns and enable it to factor in their concerns in their final decisions.

Furthermore, the emphasis made by Sun et al. (2016) on the importance of public participation in conflict management is quite illustrative. As mentioned above, two case studies were used, namely the *Shanghai Hongying Substation Project* in Shanghai, China and the *South East New Territories (SENT) landfill* in Hong Kong, China. In the case of Shanghai, they argue that despite holding a public consultation approach in public participation as well as strong protestations from the residents against the substation, the Shanghai authorities went ahead with the construction of the substation. In contrast and in Hong Kong, due to public participation, the government was able to modify its original plan and factor in the concerns of the residents which enabled the public to accept the *Not In My Back Yard* (NIMBY) project. But in both cases, the public was not involved at all during either the substation or the landfill policy-making stage.

Despite encouraging anecdotes aimed at showing the advantages of public participation in the administration of cities, there have been serious limitations in this regard especially in Zimbabwe where public participation in many ways is frowned upon by politicians and public administrators alike. Furthermore, despite the invaluable insights provided by the scholarly work of Sun et al.

(2016), very few scholars have managed to draw any systematic investigation into public participation and collaborative governance in Zimbabwe which leaves both researchers and practitioners clutching on the straws. The participatory and collaborative governance history of Zimbabwe is still littered with several information gaps. There is a deficiency of empirical data that looks at public participation in local authorities. This study, therefore, hopes to fill in some of those gaps.

2.5 Theories underpinning Public Participation and Collaborative Governance

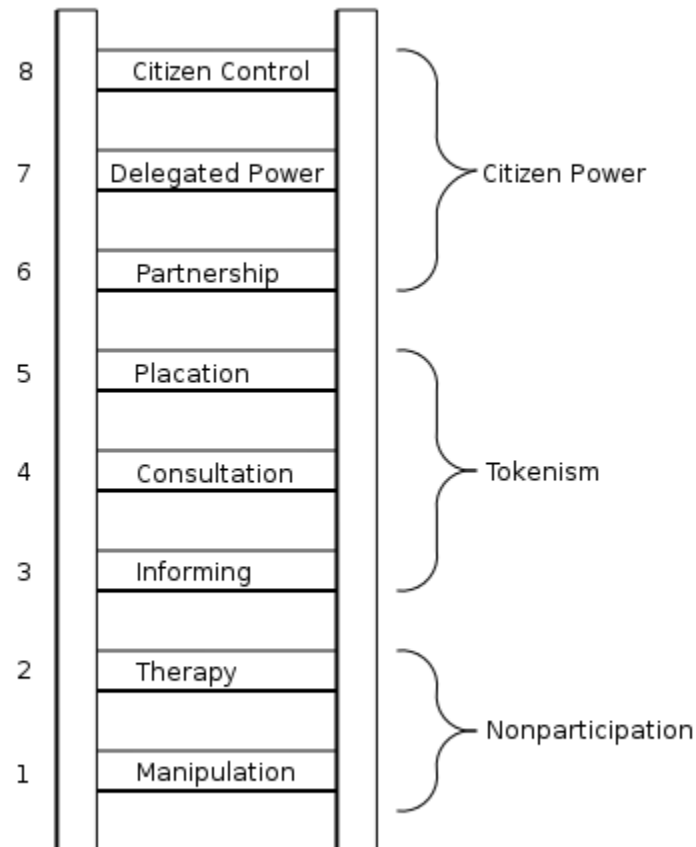
This study has adopted three public administration theories, namely, the keys elements of participation, democratic theory and the Ladder of Participation. The above-mentioned theoretical frameworks underpin this study as they inform the different global models and systems of collaborative governance and public participation.

2.5.1 Arnstein's Model of Public Participation

This study is underpinned by the theory of the ladder of public participation which emerged in the United States in the 1960s and was based on Sherry Arnstein's work on urban planning management that provided distinctions between various degrees of power. The term 'public participation' can sometimes be used interchangeably with community engagement, citizen participation and lately collaborative participation. A large volume of literature unpacks *Arnstein's Ladder of Participation* which it is generally claimed, consists of eight 'levels' or gradations of participation which are classified under three categories, namely, Non-participation, Tokenism and Citizen Power (Radtke et al., 2018; Arnstein, 1969; Reardon, 1998). These are highlighted in Figure 2.1 below. According to Arnstein (1969), "participation without redistribution of power is an empty and frustrating process for the powerless." Furthermore, the involvement of the public in decision-making, among other mechanisms, improves the quality of decisions, reduces conflict among stakeholders and enhances service delivery and collaboration (Wondolleck, Manring & Crowfoot (1996), Protik, Nichols-Barrer & Berman, (2018), Collins & Ison, 2009; Connor, 1988; UNDESA, 2018; Chikerema, 2013; Blair, 2018; Radtke et al., 2018). Arnstein's emphasis on power structures in society and how they interact by showing who has dominion and authority

when vital decisions are being conducted is principally useful to my study as it allows me to think through the various stages which local government authorities can constructively engage the citizenry in, by involving them in their policy formulation processes.

Figure 2.1: Eight gradations of citizen participation



Source: Arnstein (1969)

The ladder in Figure 2.1 above consist of three degrees of participation, namely, non-participation comprising Manipulation and Therapy; tokenism that involves Informing, Consultation and Placation; and citizen power comprising Partnership, Delegated Power and Citizen Control. The initial level of participation which has two rungs implies that citizens have no role in the decision-making process as their actions are influenced by the élite and technocrats (Gershman, 2013; Wengert, 1976). In fact, these two are both non-participative. The goal of these stages is to educate the participants where the planners, in their own opinion, are convinced that their suggested plan

is pre-eminent and that the job of participation is the attainment of the support of the citizenry through public relations (Miroshnikova, 2014).

The next level is tokenism that comprises informing, consultation and placation stages. Haruta & Bianca (2010) argue that although this stage allows the disadvantaged groups to participate in policy-making processes, power remains with the chosen few and the upper class. With regard to the rung of informing, it is argued that this is the first crucial step to the legitimization of participation, but too often it has been argued that its major drawback is that it is a 'one-way' flow of information with no feedback channel (Haruta & Bianca, 2010; Miroshnikova, 2014). The consultation rung, on the other hand, is viewed as another legitimate step dominated by processes such as community meetings, surveys and public enquiries (Nabatchi & Jo, 2018; Protik et al., 2018; UNDESA, 2018). Under this rung, the citizens have rights including providing advice but the decision-making functionality still remains with the 'haves' (Lane, 2005). However, Arnstein (1969) opines that this is merely cosmetic and goes on to propose the fifth rung of citizen participation, in this case, placation where there is co-option of hand-picked individuals into committees. This rung allows citizens to plan or give advice with no end in sight but with those in power retaining their right to review the acceptability or practicability of the advice being given. Suffice to note is that placation is the highest degree of tokenism.

The last gradation in the ladder of participation is citizen power and is comprised of partnership, delegated power, and citizen control. This last rung, according to Tritter & McCallum (2006) allows for the participation of citizens in all decision-making processes. In terms of the Partnership stage, Arnstein argues that power is "redistributed through negotiation between citizens and power holders with planning and decision-making responsibilities shared for example through joint committees"(Miroshnikova, 2014:14). With regard to the Delegation rung, citizens have delegated powers to make decisions and hold an absolute majority of seats on decision-making committees. In this rung, the public wields the considerable authority to demand the accountability of everything (Haruta & Bianca, 2010). Finally, the last rung is citizen control. This stage, according to Mapuva (2014) is led by the previously disadvantaged groups, who occupy the majority seats and have complete managerial power, are in control the entire planning process, policy formulation

and programme management. In this phase, the citizens have total control of the decision-making process and have the power to guide policy.

The scholarly work of Arnstein (1969), especially her conceptualization of the ladder of public participation, has been utilized by a number of scholars in various disciplines. Mapuva (2014) used Arnstein's Ladder of Citizen Participation to look at the nature of relations between the governed and the governors in Zimbabwe whilst Wang (2001) used it to assess the nature of participation in US cities. Likewise, Blair (2018), utilises the ladder of public participation in addressing policy-making and political accountability in India. Mothepu (2013), on the other hand, used it to look at policy and planning processes in Lesotho's local government authorities whilst Haruta and Bianca (2010) used Arnstein's ladder in looking at the decision-making processes in Romanian public institutions. Meanwhile, Tritter & McCallum (2006) utilized the ladder in assessing the role of multi-stakeholders in the healthcare systems of most of the developed countries.

However, despite its extensive use in a number of disciplines, the public participation ladder as enunciated by Arnstein (1969) has been heavily criticised for various reasons. Scholars such as Bruns (2003) and Carpentier (2016) have criticised the ladder over issues of power-sharing and citizen engagement. Nonetheless, Arnstein's ladder is useful to this study as it is used to unpack the power relations that exist within the City of Harare's political system, especially the relationship between elected officials and residents. Arnstein's conceptualisation of public participation is generative in grasping how citizenry participation and the power they wield can play an active and meaningful role in how they are governed by local government authorities. In this case, how city councils govern the flea markets to the mutual benefit of the citizenry and the councils themselves. By looking at all the gradations, namely manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control, Arnstein provides researchers and practitioners alike with the conceptual tools to improve governance. It is of immense value especially in informing the relevance of collaborative governance and public participation. Furthermore, the public involvement and engagement literature helps to conceptualise relationships between government, the governed and other sectors, either as potentially collaborative or adversarial. Thus, by looking at Arnstein's (1969 seminal work, it helps to contextualise Harare's governance framework.

2.5.2 Theories of planning, key elements of citizen participation and the multi-dimensional approach to public participation

Planning practitioners maintain that there is an existence of a relationship between engagement and implementation. According to Burby (2003: 36), implementation of plans can be successful through the participatory planning process by bringing together a broad spectrum of stakeholders with a view to come up with sustainable solutions to an identifiable problem. Public participation can accelerate the development process and with an almost certainty guarantees a long-term accomplishment of plans. According to Kinzer (2016: 300), “understanding the impact of public participation on planning is a critical step towards leveraging participation to improve implementation outcomes.” Therefore, collaborative planning is crucial to the effective execution of public policies and the advice of the public is a fundamental element that public and elected officials can really on. Kinzer (2016) also argues that public participation helps in the assimilation of public input and opinion into governmental decision-making as it offers an opportunity for collaboration between stakeholders in a system known as deliberative democracy. It is also a useful way of integrating the public’s anxieties into public policy debates resulting in higher-quality decisions.

Meanwhile, the theory of planning contends that when plans are conceptualised through a strong civic involvement process, enactment of policies is likely to be relatively successful as the resulting plan will be supported by the majority of the affected communities. This is because when residents and stakeholders are involved, they “are less likely to come out of the woodwork to oppose implementation in the future” (Day, 1997: 421). Furthermore, a network of support that guarantees a successful implementation emerges as stakeholders get to know and understand each other. This also results in the emergence of a well-organised and crafted participatory process that brings together key players in implementation into the problem-solving process. Resultantly, through the discussion of solutions, a road-map for implementation begins to emerge (Williamson and Fung, 2004: 7).

In addition, according to (Day, 1997: 427) “when the professionals orchestrating the planning process bring in local knowledge, the information used to formulate plans improves, leading to a

greater likelihood that the decisions made will solve the problems that necessitated planning in the first place.” Neglecting public participation in planning may halt the relationship between civic involvement in the planning process and the prospect of a successful implementation. Beierle and Cayford (2002: 112) also advocate that “a strong participatory planning process has a positive relationship to implementation progress.” According to Brody (2003), public participation increases accountability for and ownership of a plan, often bringing about successful implementation.

Meanwhile, using Ebdon & Franklin's (2006) key elements of citizen participation as outlined in Table 2.1, this study looks at how the existing socio-economic and political situation in Zimbabwe is influencing the participation processes of citizens in the area of flea markets.

Table 2.1: Modified adaptation of Ebdon & Franklin’s key elements of citizen participation

Elements	Variables
Environment	<ul style="list-style-type: none"> • Organisation and form of government • Political Configuration • Legal Requirements • Population size
Process Design	<ul style="list-style-type: none"> • Timing • Participants (selection method, numbers, representation)
Mechanisms	<ul style="list-style-type: none"> • Public Meetings • Focus Group Meetings • Advisory Committees • Surveys
Goals and Outcomes	<ul style="list-style-type: none"> • Reduction of cynicism • Educate participants about policies • Gather input for decision-making

Source: Ebdon and Franklin (2006: 438), Researcher 2017

Table 2.1 above clearly outlines that the disparity in the structure and the form of local government greatly influences the prospect of the utilisation of public participation. Ebdon & Franklin (2006:439) argue that they also found that “communities with the council-manager form of government are more likely to seek citizen input” and are likely to encourage citizen participation.

This is attributable to their employment of a professional and such a city manager will be more inclined to focus more on facilitating participation through the utilisation of methods such as public hearings, consultative forums and surveys. Political culture is also an important variable in the environment's influence on public participation. Kweit & Kweit (1981: 31) note that the history of civic participation “is a good predictor of the forms that participation will take.” Thus participation is dependent on whether a particular government desires or seeks it. Consequently, residents will not partake in local policymaking initiatives and processes if the political environment is not conducive enough and is unwilling to accept their contributions (Ebdon & Franklin, 2006: 439).

Another important component that is integral to public participation relates to the objectives and outcomes of participation. Ebdon & Franklin (2006: 441) note that goals should be clearly established prior to the commencement of any public participation process, whilst “outcomes should be assessed and compared to what was expected when the goals” were initially formulated. Simonsen & Robbins (2000) also maintain that goals should be properly articulated by the policy-makers prior to the commencement of the process. The most notable goals in any participatory process are; providing proper advice leading to improved decision-making processes, teaching participants on a particular process, creating a sense of belonging by gaining people’s support on identified project proposals, enhancing trust and influencing decision-making.

Meanwhile, Khan and Begum (1997: 260) using a theoretical framework that is systematically evaluated the SF project in Bangladesh indicate that education is also important in eliminating doubts and animosity towards policy especially for those that are complex and would require trade-offs. Thus, participation is especially advantageous as it educates citizens about these intricacies. Finally, one of the fundamental goals of citizen participation is to provide requisite guidance in decision-making. Numerous reports are available highlighting public officials’ testimonies attesting to the fact that inputs from the public have been influential in their final decisions and have been used to confirm proposals (Simonsen & Robbins, 2000: 564; Ebdon & Franklin, 2006). In this context, the study by Rowe & Frewer (2000) is important. In a bid to measure the effectiveness of public participation, Rowe & Frewer (2000: 2) evaluated various methodologies in public participation processes arguing that its success is dependent upon two fundamental criteria namely, acceptance and process criteria. They argue that for the public to accept any

decision, a number of key aspects of acceptance criteria have to be met. These range from having a sample that is largely representative and participation being conducted in an unbiased independent way. Furthermore, once value judgements became pronounced, the public should be involved immediately and there should be a genuine impact on policy as influenced by the output of the procedure. In addition, the process should be crystal clear to enable the populace to witness developments and how decisions are being made.

In a multi-dimensional approach to public participation, various techniques and approaches are evaluated and explored from public hearings to focus groups. Rowe & Frewer (2000) have managed to address some of the criticisms of the theory where some scholars have argued that human inadequacies coupled with their attitudes, beliefs, value systems, and motivations are undermining the credibility and effectiveness of the public to be involved in complex decisions as well as to grasp and contextualise the nature, concepts and complexities of the subject under discussion. By incorporating various methods, the two authors are able to show that public participation can enhance decision-making to the benefit of both contesting parties as misunderstandings, objections and even wrong assumptions might be overcome leading to the implementation of a well thought out decision.

However, Rowe & Frewer (2000) have themselves acknowledged that their scholarly work fails to address in totality the vexatious issues of what constitutes effectiveness and how to determine this either theoretically or empirically as to what constitutes a good outcome and what processes contribute toward these is difficult to determine. The major weakness in Rowe & Frewer (2000) work is that their research is based on literature and suggestions from academics and practitioners rather than on findings from empirical studies. This study does not only incorporate Rowe & Frewer's multi-dimensional methods but also borrows and includes certain characteristics and elements from other notable scholars such as Crosby, Kelly, Nell and Prystup where they argue that an effective public participation method in policy decision is achieved if procedural and not substantive steps are taken.

Meanwhile, borrowing heavily from Wengert's (1976) article entitled *Citizen Participation: Practice in search of a Theory* which argues that whilst the participation phenomenon may be a

universally accepted concept, its function, role, meaning and importance vary from political system to political system and culture to culture. Wengert (1976:23) further argues that “the drive or reasons for seeking more participation vary, depending on the perspectives from which the subject is approached, the institutional, political, economic context, and the personal interests and points of view of those opposing as well as of those supporting participation.” Added to this is an argument made by Rowe & Frewer (2000: 5-7), that for the public to accept any decision, a number of key aspects of acceptance criteria have to be met. They also took a multi-dimensional approach to public participation whereby they evaluated and explored various techniques and approaches. However, one of the major weaknesses of Rowe & Frewer’s work is its failure to take a holistic approach to public administration especially on issues to do with strategic management.

In spite of the stated weaknesses, this study borrows heavily from Rowe & Frewer’s (2000) multi-dimensional approach to argue that public participation can enhance decision-making to the benefit of both contesting parties as misunderstandings, objections and even experts’ sometimes wrong assumptions might be overcome leading to the implementation of a well thought out decision. Thus, looking at Harare’s public participation mechanisms and how they are being applied, this study identifies the role players vis-à-vis multi-stakeholder participation, namely experts, elected officials, public administrators and residents. It should also be noted that literature from the last two decades has seen the progression of citizen-public administration interaction. Citizens are now being regarded as clients or customers whilst government and public administrators are being seen as managers who are reactive to citizen-clients’ needs. The era of seeing citizens as voters and government as trustees is now past (Berner et al., 2011: 133).

Furthermore, as has been highlighted previously, this study draws its argument from Innes & Booher’s (2004) analysis on collaborative governance as it allows one to argue the concept is a panacea to public participation challenges and bottlenecks being faced. Using Arnstein (1969) Ladder of Citizen Participation as well as Ebdon & Franklin’s (2006) key elements of citizen participation, one can see that there are varying degrees of participation in Harare and that both policy and decision-making processes are skewed. As such, this informs the study to contextualise Zimbabwe’s participatory processes whether or not it conforms to the ladder of participation’s conceptualization of participation or non-participation.

2.6 Chapter Summary

The primary objective of this chapter was to understand the international trends of public participatory and collaborative processes by looking at its global application. Furthermore, this chapter commented on the number of theories that underpin this study based on a myriad of literature in order to guide the study. Thus, the strengths and weaknesses of the theories of the ladder of participation, democratic model, key elements of participation and the multi-dimensional approach to participation were unpacked in order to provide insights into their application and relevance to the governance of the flea market sector in Harare.

CHAPTER 3: CONTEXTUALISING PUBLIC PARTICIPATION AND COLLABORATIVE GOVERNANCE IN ZIMBABWE

3.0 Introduction

It is evident, in both developed and developing countries, that citizen participation has been playing a fundamental role in delivering a proficient and effective service delivery among local authorities. Public participation encourages both the governors and the governed to take responsibility for the successes and failures of their local authorities. This chapter looks at various participation trends in local government management particularly on the planning and management of flea markets in Harare from the period 2000-2019. It also critically looks at the role of women and civil society organisations in facilitating civic involvement at the local government level.

3.1 A Reflection of the history of Public Participation in Zimbabwe

In its paper entitled *Vending in the streets of Harare*, the Research Advocacy Unit argues that the history of public participation in urban governance in Zimbabwe can be traced from the colonial to post-colonial Zimbabwe (Nani, 2016). It further argues that in the colonial era, public participation and decision-making in local governments was done along racial lines. The indigenous black majority of Zimbabweans were restricted from participating in urban planning by the white colonial regime. Thus, 'public' participation was limited to the white minority and a few black élites. This was largely because of the institutionalisation of a segregation system in which the white minority established public participation platforms along discriminatory racial lines. In order to curtail the chances of blacks from participating in urban planning, the whites established dual settlement arrangements where the blacks had two different modes of settlement (Njaya, 2014). The blacks had a permanent rural homesteads whilst the urban one was based on impermanence. According to Njaya (2014), this move was deliberately done to ensure that the blacks do not gain an interest in the governance of urban centers since they were only there on a temporary basis. Blacks were regarded as temporary urban settlers hence they were not

expected to meddle in the planning process of urban governance regardless of them being the majority of the populace.

Voting in regular elections at the local level has been the major traditional feature of citizen participation. In colonial Zimbabwe, voting in local elections was highly restricted against the black majority. The system largely restricted universal suffrage as the blacks were not regarded as constituting a suitable electorate to participate in selecting the governors of the cities. As a result, blacks lost interest in how local authorities were governed. The situation changed slightly with the dawn of independence in 1980. When Zimbabwe attained its independence in 1980, the local government system was reorganised so that every citizen would participate in public affairs (Chikerema, 2013; Wiseman & Taylor, 2013). Independence brought about a glimpse of hope for the citizens to partake in the planning and management of local governments. In 1984, for example, there was a landmark development regarding public participation (especially in the countryside and later in cities) when the Prime Minister's directive was passed. *The 1984 Prime Ministerial Directive* was a massive development which brought a bottom-up development planning system in local government (Mothepu, 2013). According to Mothepu (2013), while the Prime Minister's Directive was specifically targeted at rural development planning, it had the effect of encouraging local governments to adopt participatory approaches and methodologies even in the urban areas. Therefore, this new approach allowed development plans to commence at the grassroots level such as wards and constituencies in urban areas.

However, over the years, it has been noted that there have been little resources to support any significant number of the demands that emerge from local levels. As a result, public participation remains an effort in vain especially as there is limited fiscal space to incorporate public demands into the government agenda for possible remedial courses of action at the municipal level. This situation is compounded by the absence of an institutional mechanism to support participatory planning initiatives which is a barricade to public participation in planning in urban governance (Aikins, 2013). Of interest to note also is the nonexistence of a robust legislative framework to support and foster public participation. As will be discussed in detail below, the *Constitution of Zimbabwe* is not succinctly clear on citizen involvement among Municipalities. Thus, it can be noted that where the citizen or public participation is not sanctioned by law, it is not easily enforceable.

The second decade of independence also brought new experiences and new implications with regards to the growth of the informal sector and citizen participation in localised planning and management. This epoch resulting in Zimbabwean government abandoning its socialist command economic policy and replacing it with liberal market-led economic policies in the 1990s. These manifested themselves under the *Economic Structural Adjustment Programme (ESAP)*. The introduction of ESAP led to the loss of formal employment by the majority of workers who were employed in the civil service. This resulted in a reduced role of the public sector and the emergence of a giant private sector which was mainly characterised by informal traders, especially in urban areas. There were more vendors and flea market traders in urban areas than in the first decade of independence. Informal trading became the primary source of employment for the vast number of employees who had been retrenched from the public sector. This was largely because the economy did not have an already existing net to absorb those who lost their jobs during the retrenchment programme undertaken by the government as part of restructuring initiatives under ESAP. As a result, the retrenched workers opted to embark on income generating vending initiatives and this led to the emergence and establishment of flea markets in urban areas (Nyikadzino & Nhema, 2015; Madzivanyika, 2014). However, the participation of residents in planning for flea markets and vending space remains limited in most urban contexts due to a plethora of contextual variables.

Experience shows that citizen participation in local government planning and management in Zimbabwe remains a myth, an abstract and ideal. This is because of undermining factors which stem from the political, socio-economic, legal and technological milieu that local governments operate in. Despite the enthusiasm displayed by citizens to participate openly or circuitously in the planning and management of local governments, it has been noted that their role, contribution and influence in planning and decision-making remains highly subdued. The *Zimbabwean Constitution* has provided for good governance in *Section 9(1)* which 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 and every level and in every public institution” (Gideon & Alouis, 2013; Zimbabwe, 2013). These tenets of good governance can only be achieved if citizens are engaged in the planning and management of local governments. Citizens and local authorities should play a

‘principal-agent relationship’ in which there is feedback to the citizens (Chirisa, 2007; Chirisa & Bandauko, 2015). However, where citizen participation in planning is suppressed, good governance at the municipal level become very challenging to attain.

Acting upon citizen input is of paramount importance. Failure to act on citizen inputs may affect citizen participation. Noteworthy, policymakers must instill confidence among citizens convincing them that they are willing to listen to their concerns, implement these concerns and are genuine in their desire to share decision-making authority (Aikins, 2013). The local authorities must act upon the concerns of the citizens and the vendors so that they have a reason to attend a meeting or a consultative forum. One will attend a meeting if his or her concern is likely to be addressed. In the case of Harare, the local body rarely responds to the inputs of the citizens. This has led to a reduction in the number of people who attend meetings. It is argued that the council does not take into consideration, the views of the citizens and citizens are forced to obey the tailor-made decisions of local authorities.

Citizens should organise themselves and identify leaders who possess relevant skills to lead the participatory process. It should be noted that in Harare not all councillors are knowledgeable and educated to lead the participatory process. Madzivanyika, (2014) notes that citizens must have access to relevant information for meaningful participation to take place. Possession of knowledge and information is a necessary condition for successful citizen participation. According to Njaya (2014), citizens must be aware of the issues to be discussed and the opportunities so that they can get involved. Implied is that for meaningful participation to take place, there must be information. *Section 62 of the Constitution of Zimbabwe* endows citizens with the right to access information in the custody of any state institution including municipalities. In the event that local authorities refuse to willingly provide this information, citizens can seek legal recourse demanding access to such information. However, the CoH has abdicated on this responsibility as it is failing to make available information to vendors in order for them to participate fully in the flea market planning and management.

In addition, citizen participation is intrinsically linked to democracy. From the holding of regular free and fair elections to the rule of law, one can note that public participation cannot be discussed

outside the confines of democracy. This is also complemented in the preamble of *Chapter 14 of the Constitution* which guarantees “democratic participation” in governmental affairs as well as the “equitable allocation of natural resources and the participation of local communities in the determination of development priorities within areas...”(Zimbabwe, 2013). This means that citizen participation may be viewed from two distinct angles, that is, citizens may decide to participate or opt not to do so, but governmental institutions, local governments precisely, are obliged to engage citizens in their operations (management and planning). Thus, it is a mandate that institutions should comply with such legal provisions.

Meanwhile, the *United Nations Development Plan Programme*, notes that citizen participation creates prospects that allow individual community members and communities, themselves, to meaningfully influence and equitably share rewards of developmental processes (Mothepe, 2013). Implied is that everyone is able to contribute and is involved in the planning processes and governance of flea market regardless of his or her political, social and economic status. In this case, citizens and vendors are to be involved in the planning and management of flea markets in Harare. Vendors and citizens should not adopt tailor-made decisions but should be consulted first and they should contribute to the planning and management processes. The lack of a consultative process when it comes to the crafting of laws that govern the vendors and flea markets has thus resulted in endless battles between the CoH, municipal police and vendors.

Citizen participation also provides a platform where citizens are educated about relevant rules and policies. Mothepe (2013) acknowledges that participation is a means of including and teaching members of the public thereby facilitating cross-sector dialogue. The benefit of educating and involving the public at the preparation and planning stages they end up being committed to a project or policy. This may also reduce conflicts and clashes between the citizen and the local authorities. This may also lead to increased responsibility and may create a spirit of unity between local authorities and citizens resulting in a reduction in vandalism of property. It is argued that in the process new ideas may come from the citizens or civic organisations. Thus, citizen participation provides an educative platform that results in citizens being progressive participants the planning and management of flea markets. However, in Harare, citizens are being forced to rubber stamp tailor-made decisions.

Citizen participation also provides information to the locals. If a citizen participates in any planning and development process, he or she will be aware of the action being taken. Implied is that they will have information concerning what is going to be done when and by who. If they are involved in by-law formulation, citizens are more likely to obey and comply with the by-laws. However, in Harare, there are cases where laws are crafted without the knowledge of citizens resulting in vicious resistance. There have also been cases where flea market stalls and sites are established without consulting the citizens. For example, the City of Harare did not consult the public when they came up with a decision to put a flea market near Copacabana. Residents only came to know about it through the media resulting in the public resisting such a noble initiative. Meanwhile, Madzivanyika (2011) also argues that citizen participation tends to be time-consuming. He argues that considerable time is taken to gather citizens and to strategise developmental initiatives regardless of provisions of the *Urban Councils Act Section 84* which calls for meetings in public. This, according to Madzivanyika, has delayed processes on urgent city business where there may be the need to address issues urgently. For example, the CoH was forced to throw away the rule book and its statutes, during the Typhoid outbreak in most high-density suburbs, to implement instead tailor-made decisions since it was an emergency.

The section below briefly reflects on the political, social, economic and legal barriers to citizen participation in the planning and governance of flea markets in Zimbabwe drawing experiences from Harare.

3.1.1 Social Barriers to Effective Public Participation in Zimbabwe

The success of public participation in planning and management of local governments depends on well-structured social networks to foster cooperation and inter-linkages between the governors and the governed. Citizens also need to have platforms to share ideas on their own for the success of the local authorities. Where there is social capital, citizens can properly organise their views and submit ideas to the governing authorities for possible incorporation into the local government's grand strategy when planning decisions are made. However, in the case of Harare, there are no proper social capital networks to promote public participation in the planning and management of

flea markets. There are no proper communication channels to relay information between the city planners and the public. Lack of information amongst citizens is a barrier to effective citizen participation. Madzivanyika (2014) notes that in order for citizens to participate effectively in planning and development, access to relevant information including information held by the local government becomes important as it brings about public accountability. Implied is that access to information is important for effective participation to take place.

3.1.2 Political Limitations to Public Participation

Political interference in local government planning and management hinders effective public participation. A report by *Zimbabwe Coalition on Debt and Development (ZIMCODD)* suggested that there is undue interference by politicians in the allocation of flea market and vending places in Harare and Chitungwiza (ZIMCODD, 2016). It is argued that those who support and sympathise with the ruling ZANU-PF party are given priority when it comes to vending and flea market spaces. The report also disclosed that on several occasions, major flea markets like Mupedzanhamo have been closed because of political rallies. In these frequent cases, all flea market traders and vendors would be required to attend ZANU-PF rallies. Thus, there is so much political interference which has implications on effective citizen participation as the affected citizens would not feel free to express their views or desires due to fear and coercion to tow a particular line.

Furthermore, public participation has, in recent years, been greatly marred by exclusionary politics in urban councils especially in major cities such as Harare, Bulawayo, Masvingo, Mutare and Gweru. According to *ZIMCODD (2016)*, this is mainly attributable to the emergence of a visible opposition which tries to oppose any plans emerging from the ruling party in the guise of providing checks and balances to the incumbent government. Moreover, local government planning analysts such as Madzivanyika (2014) believe that despite the dawn of independence, planning at central and local government levels remains a top-down activity. Experiences have shown that local government plans are formulated by the governing authorities and super-imposed on people without their input. For example, the adoption of the pre-paid water metre system was done without consultation with the residents who were expected to embrace the system without question. It can, therefore, be argued that the largely insignificant public participatory culture in Zimbabwe has a traceable record. Public participation has steadily declined with time from the year 2000.

According to Madzivanyika (2014), following the visible failure of the government to deliver services, there were massive demonstrations led by the late Morgan Tsvangirayi, the former Secretary General of *Zimbabwe Congress for Trade Unions (ZCTU)* and founding President of the main opposition *Movement for Democratic Change (MDC)* party, which were aiming to alarm the government on its failure to promote socio-economic development. In response, in May 2005, the Zimbabwean government launched a campaign to, inter alia, bring order and sanity on the mushrooming informal settlements, reduce pressure on social amenities as well as to neutralize the growing calls for political change and mass action in the country's urban areas which is popularly known as *Operation Murambatsvina (OM)*. The affected individuals resorted to moving to rural areas whilst some started lodging in locations near the Central Business District (CBD) and established flea markets in the city center (Sachikonye, 2006; Sachikonye, 2011). OM shall be discussed in the subsequent sections.

3.1.3 Legal Constraints to Effective Public Participation

Neither the *Zimbabwean Constitution* nor the *Urban Councils Act (UCA)* is clear on public participation. *Section 87 of the Urban Councils Act* (Chapter 29:15) provides for local government bodies to conduct meetings open to the public. For example, *Section 87 (1)* stipulates that subject to provisions in *Subsection (2)* all council meetings shall be accessible to members of the public and the media. However, this provision is vague as it does not give clarity on the roles of the public in these meetings. Moreover, there is reluctance by the state to align the *Urban Councils Act* with the new *Constitution* that was enacted in 2013 in order to incorporate public participation provisions into the main *Constitution*. Madzivanyika (2014) argues that the *Urban Councils Act* tenets provide for the participatory process including but not limited to electoral participation, obligatory participation, by-laws formulation, policy formulation, master-plan design and development plans.

However, Madzivanyika (2014) went on to argue that the *UCA* does not impose any obligation on local government to engage citizens before crafting by-laws and development plans. The public is only required to inspect already crafted by-laws and development plans. As a result, citizens rubber-stamp tailor-made decisions or processes by the council. On the other hand, the

Constitution stipulates that citizens should initiate the citizen participatory process. Citizens are seen as core planners together with local authorities. However, it is arguable that citizens cannot initiate the participatory process when there are no proper communication channels and public participation platforms established to enhance public engagement. Citizens need to attend meetings knowing what is going to be discussed as this will give them time to prepare adequately for such meetings. In addition, central government interference through legislative provisions also hinders public participation. For instance, the *Statutory Instrument (SI) 101 of 2016* which banned demonstrations which according to Madzivanyika (2014) are a means of participation. *SI 101* banned all forms of demonstrations without consulting the public on the banning. The development was a tailor-made one and it affected citizen participation in the form of demonstrations. Thus, the argument that has dominated local government planning debates is that the colonial government was replaced by a socialist command economy in which centralised planning is even more entrenched. The incumbent government has greatly subdued citizens from participating in local governance. The centralist tendency filtered down to urban local governance as well which limited participation by ordinary citizens in local governance.

4.1.4 Economic Challenges to Public Participation

Citizen participation is costly. According to Madzivanyika (2011), adequate funds need to be in place for meaningful citizen participation to take place. Implied is that for effective participation to take place there must be adequate funding. Considering the fact that Zimbabwe is facing economic hardship, it is difficult for one to use the little available resources to elicit the participation of citizens in the planning and management of flea markets. Harare is not fully capacitated to fund citizen participation and the little available resources that are at its disposal are being channelled towards service delivery. There is, therefore, an urgent necessity for the central authority to avail adequate grants to local authorities with the objective to increase citizen participation and to get the best out of citizen participation.

3.2 A Peep into Informal Trading Experiences in Harare

As the economy of Zimbabwe continued to decline from 2000 to date, flea market trading has taken over as the major source of income and livelihood for the majority of Zimbabwean citizens. The reason for the tremendous growth in informal trading can be broadly viewed from two distinct perspectives: (a) it is a result of innovative entrepreneurial gymnastics by business persons seeking to escape stringent regulations and registration processes imposed upon by government on business enterprises; and (b) the need to adapt to economic downturn and rising unemployment by the unemployed. In other words, the exponential increase in the cost of living, dwindling of the productive sector, the stagnation and underperformance of economy which has hit rock bottom and other various factors have triggered the sharp increase in vending. The majority of urban dwellers do not have an alternative source of formal employment and this has left them with little option other than to engage in informal trading either as vendors or as flea market operators in the various parts of Harare. Most of the flea market operators are cross-border traders who regularly cross borders to neighbouring countries such as South Africa, Botswana and Zambia to purchase goods and commodities such as clothes, shoes and other cosmetics for resale at their flea market stalls. These traders expect the council to obtain their input when planning decisions on flea market spaces are made. Nevertheless, the council has not yet established proper platforms to engage these traders in the planning process.

Researchers have shown that 50-60 per cent of vendors who are involved in the trade are sufficiently educated holding at least 5 Ordinary level qualifications (*ZIMCODD, 2016*). In addition, previous researchers proved that those involved in vending are of the age group 30- 45 but since 2016 vending has attracted citizens from the age of 15-45 years. A sad statistic is that of those belonging to the employable age group, the majority of them were previous formally employed but were retrenched due to a variety of reasons ranging from companies shutting down due to operating challenges to capital flight. Thus, faced with looming hunger and failure to pay their rentals, this group had been forced to join the growing ranks of the unemployed in the flea market sector. Flea market trading in the streets of Harare (Mbare Mupedzanhamo and Mbare Musika) took all forms of trade with no goods excluded, from jewelry, shoes and clothing. Of late there has been a massive proliferation of street food vending of groceries particularly in areas such as Copa Cabana, Speke Avenue and Mbuya Nehanda Street in the Harare CBD. However, food

legislation, regulation and enforcement have constantly failed to reflect these changing variables and these have not been incorporated into town planning reflecting the efficacy and advantages of street vending as well as its contribution to sustainable development.

3.3 Public Participation and Political party influence

Since the year 2000, urban centres have increasingly transformed into strongholds for the labor-backed *Movement for Democratic Change (MDC)* as the electorate opted for MDC councillors to bring about change among local authorities. As a result, MDC councillors and mayors took the political leadership realm and this has had implications on decision-making as councils are under the jurisdiction of a Minister who is appointed from the ruling party. This has had a significant impact on party political influence on public participation in urban areas. According to McGregor (2013), public participation in Zimbabwe's local authorities changed with the dawn of the entrance of the MDC in the political landscape in most urban areas, especially in Harare and Chitungwiza. The public has become more determined to be engaged in public affairs whilst the authorities have tightened the screws on public participation.

Nevertheless, the Minister of Local Government remained a ZANU PF appointee due to the Presidential appointment of Ministers from the winning ruling party members of parliament. This has turned urban governance into a battlefield as there is a power struggle for control of the urban opposition run councils. The struggle has escalated into contestations on who controls the central markets and peri-urban land. Thus, contestations over urban authority and urban space have dominated political debates. Although the elected councillors and mayors were the *de jure* authority in local governments, the Minister remains the *de facto* authority with the final say on all policy decisions. This has had a debilitating effect on public participation and flea market trading. Party political affiliation suddenly became a passport through which one can have access to both flea market stalls and land for housing. The former Local Government Minister, Ignatius Chombo found it necessary to meddle in the minutiae of daily council matters, trying to block and discredit MDC-T controlled councils' every move.

To make matters worse, in May 2005, the government of Zimbabwe unleashed a clean-up campaign, dubbed *Operation Restore Order (ORO)* or *Operation Murambatsvina (OM)*.

According to analysts such as Chatiza (2016), the Operation was widely seen as a punitive action against opposition-supporting city dwellers. This operation saw the demolition of illegal structures in the opposition run urban councils. It can be asserted that OM was planned and executed without exhaustive public participation as most residents and traders were shocked by the council's move to demolish their market stalls and settlements.

In an article, which shows the death of public participation in Zimbabwe's governance system, Hammar (2005) argues that in late May and June 2005, urban dwellers in their thousands were overnight made destitute by arbitrary destruction and scorching of illegal lodgings and flea market structures in almost all country's urban areas, resulting in massive emigration into the countryside through *Operation Murambatsvina (OM)* (Hammar, 2005; Hammar et al., 2010; Hammar & Rodgers, 2008). OM was a disruption of the landscape of local participation in most parts of the country. The operation led to violent displacement and exclusion of residents from formal planning for local authorities (Chibisa & Sigauke, 2008). Another major characteristic of OM, that had a negative impact on participation, was the arbitrary removal of flea market operators, even with licenses, who were accused of creating health hazards, operating illegally, generating crime and violence or stealing foreign currency from the state.

Commenting on OM developments, critics such as Sachikonye (2011) viewed it also as a form of political retribution against opposition members and sympathisers in the cities which had become the melting pot of key MDC constituencies (Sachikonye, 2011; Sachikonye, 1995; Sachikonye, 2002; Sachikonye, 2006). The operation produced unprecedented levels of hunger, vulnerability and destitution with both instantaneous and long-term effects. In response to international pressure for OM justification, former President Robert Mugabe defended the entire operation as having been well designed and was to be followed by a reconstruction programme aimed at providing appropriately planned housing, factories and vending stalls. Some commentators termed this a campaign of 'electoral cleansing'. Because of these expositions, it can be argued that OM was a serious limitation to public participation in Harare. This is also despite the fact that Government embarked on *Operation Garikai/Hlalani Kuhle Housing project (OGHKHP)* was conceived as a successor programme to provide decent and low-cost housing as well as to provide adequate vending, factories and small and medium business units for the poor and vulnerable, but with the

primary objective of addressing the needs of the victims of *Operation Murambatsvina* (Mufema, 2006; Mhiripiri, 2008).

Meanwhile, in the majority of urban authorities across the globe, municipalities are given the responsibility of circumventing chaotic urban development through the development of sustainable urban planning frameworks and measures. (Kamete and Lindell, 2010; Kamete, 2006)) argue that urban planning should be informed, guided and managed in the public interest. A proper urban planning process should be all-encompassing, non-partisan and should serve the interest of the generality of the public. As a result, it is rational to enhance public participation in urban planning. However, most often urban authorities apply forceful measures (non-planning interventions) to remove unplanned settlements and market places. Usually, non-planning strategies are adopted as political measures by those in power seeking to consolidate and reinforce their political control over urban areas. Consequently, where such strategies are deployed, planning is usually manipulated and designed to serve certain interests in society at the expense of others.

Public involvement in planning results in planning essentially for public interest. Thus, proper urban design, zoning and regulations should be done in consultation with the public who are directly affected by the plans to be made. Public participation in planning is, therefore, a useful strategy to curtail the exponential incidences of unlawful and extra-legal invasions and use of urban spaces. In cases where public participation is encouraged, planning becomes “more democratic in approach and broader in focus” (Kamete & Lindell, 2010; Kamete, 2006). However, in most developing countries planning has lost its potency due to the lack of public input when planning decisions are made. As a result, urban authorities have little control of urban space.

It is also important to include citizens whose sources of income are informal and are unprivileged when plans are made for local government development. This is mainly because the bulk of these people are informal traders who require urban space for their businesses to prosper. As a result, it is critical for local authorities to engage this section of the public when planning for urban space. There is a symbiotic relationship between urban economy and national economies. They are tied to the hip and as such, public participation at the local government level contributes significantly

to planning at the national level. It, therefore, follows that by ignoring the opinions of the public at the municipal level is tantamount to neglecting public input at the national level.

The public should not be passive when planning decisions affecting them are made. However, circumstances beyond the control of the public may act as a barricade to public participation in urban planning. In Harare, for example, flea market economic activities have become entrenched since the turn of the millennium. This entrenchment has coincided with the unparalleled transformation in the country's body politic, both locally and nationally. This situation has been worsened by overpopulation in the capital city which can be attributed to the exponential rate of rural to urban migration. In Harare, these changes have resulted in muddled and marked contestations in municipal management. The period soon after OM was especially chaotic in terms of urban planning. Council officials lost control of the planning process which was high-jacked by politicians. As a result, planning for urban space became highly politicised as market stalls were allocated on a political patronage basis. The majority of Harare residents who had voted resoundingly for the MDC were denied a platform either to participate in urban planning or to occupy urban spaces in a move regarded by analysts as an act of electoral cleansing. Market stalls at major places such as Mbare Musika were allocated to ZANU PF party loyalists. This was a solid barricade for the opposition majority in terms of civic involvement in local government planning and management. Planning for the Harare City Council seemed to follow a sharp political trajectory which favoured the ZANU PF supporters in the City of Harare. As a result, public participation in planning for urban space (especially marketing space) was greatly marred.

In addition, parallel institutions to the council were developed allegedly by ZANU PF. These structures held cell meetings with residents to try to stop people from participating in council meetings. During this crisis period, urban land and property development became central to the politics of accumulation and patronage in the allocation of space for urban markets. There was severe politicisation of the allocation of market stalls. In Harare, a ZANU PF militia known as Chipangano (frequently referred to it as a 'vigilante group in the press) was at the center of allocation of urban land on the basis of political allegiance to ZANU PF. Chipangano became infamous for hijacking council functions and property in Harare, where it controlled the city's major markets. It has been argued that Chipangano's penchant for violence in a bid to control over

urban space, allowed ZANU PF to extract rents and to dominate livelihood opportunities in the running of council business. Chipangano controlled the main trading hubs, farmers' markets and flea markets in Harare. As a result, Mbare is unusual because of Chipangano's strong presence and control over markets, which ZANU PF used to develop a client force and to gain votes. Even during the Inclusive Government era, Chipangano exercised increasingly close surveillance over Mbare markets, dividing them into sections and creating a cell structure to monitor activities by traders. The markets were regularly closed, and traders were forced to go to ZANU PF rallies and other events, with attendance, monitored through registers.

Elected councillors were regarded as insignificant when it comes to urban planning. On several occasions, council official tried to redress partisan allocation of market stalls but their efforts were in vain. Mbare traders living in other parts of Harare were thus instructed to register on the Mbare voters' rolls and were used to try to spread ZANU PF support in the suburbs where they lived. Chipangano also had a smaller presence in other residential districts, and in other minor markets around the city, it was common for ZANU PF youth or women's groups to demand that people have ZANU PF cards to trade, thus achieving parallel taxation of market stalls. The extent to which ZANU PF set up parallel structures such as Chipangano or was able to control urban economic opportunities was thus variable.

When Mbare markets were rebuilt after the demolitions of *Operation Murambatsvina*, Tendai Savanhu was City Commissioner, and then rose to head the Commission running Harare. The reorganisation provided the opportunity to expel the MDC, and to allocate stalls preferentially to ZANU PF supporters. Chipangano also stripped the council of its revenue collection authority. The *Combined Harare Residents Authority (CHRA)* exposed internal council documents showing that Harare City received only 1 per cent of proceeds from market stalls. CHRA also highlighted that influential politicians such as the then Minister of Local Government owned multiple stalls and were profiting from illegal sub-letting of council land.

To confirm all these developments, the then Mbare councillor, Paul Muleya, revealed that several opposition activists had their livelihoods as traders banned. He further highlighted that a legal trader was supposed to have a licence from the City of Harare, but because of Chipangano, one

needed a ZANU card to be regarded as a *bonafide* owner of a market stall. The councillor also reflected that a chaotic situation prevailing in the council, as the council came under attack for harassing vendors and failing to solve the problems of market stalls. Councillors claimed to have mobilised traders to refuse ZANU PF donations in some places, through campaigns instructing that market fees should be paid only to the City of Harare. All these developments led to the subsequent emergence of illegal vending in Harare as formal trading seemed impossible. Opposition supporters who are regarded as constituting the majority of Harare residents were denied the freedom of public participation in planning and running of Harare urban space especially land for flea markets at Mbare Musika and Mupedzanhamo flea markets. Such was the height of politicisation of urban planning in Harare.

3.4 The role of Civil Society Organisations in Zimbabwe

Public participation functions well when it is spearheaded by energetic nongovernmental organisations. Matters and concerns are adequately dealt with if they are sponsored by highly influential and well-organized civic society organisations as they are in a position to properly articulate and contextualise issues to governing authorities. Civil society organisations play a number of roles in buttressing public participation in local governance. Some of their primary roles include regulation and monitoring of state performance, advocacy and policy analysis as well as the activities and behaviour of public officials. This helps in building, among others, a strong and efficient state, social capital as well as in allowing residents to categorise and articulate their ideals, philosophies, norms and democratic practices. It also helped in the collective definition of the public good, the mobilising of the underprivileged with the view to participate more fully in local politics, public matters and in the reduction of social issues that stunts development or social action in communities. They help in the development of social capital through trust and tolerance resulting in people being able to collaborate for the common good. However, in Harare, the *Combined Harare Residents Association (CHRA)* has not been effective in promoting public participation.

3.5 Gender Mainstreaming in Public Participation and the role of women

Focusing on gender issues as well as adopting policies and plans with a bias towards women is critical for democratic local government management (Mothebu, 2013). In this context, gender-centric and sensitive best practices are important in the maintenance of open communications channels and also helps in fostering instruments for dialogue with organisations and groups that represents women. The establishment of links with women's groups is important as it helps both sets being kept abreast and also sensitised. The involvement of non-governmental organisations is also paramount as they assist in the propagation and defense of women's interests. Women's groups also play a critical role in influencing and recruiting women to participate in political leadership and polling. They also play a recruitment role and also forms a pool for political posts. According to Njaya (2014), in the interest of equality, democracy and even legitimacy, women should always participate in political decision-making. It can, therefore, be argued that the enhancement and empowerment of women be it in the economic, social and political domain as well as their autonomy is crucial for the attainment of transparency and accountability in government administration and sustainable development.

Participation of women at the local level is oftentimes easier to achieve than at the national level as the admissibility criteria are less rigorous at that level. Furthermore, there are cohesions between local government and the activities of women. Additionally, women are immersed in local politics resulting in them being more conversant with developments within their community. They are also energetically involved in developments and groups within their neighbourhood. It is, therefore, relatively easy to facilitate collaboration between women and these organisations in highly politicized and localised policy-making processes. Of importance to note is that there are numerous requirements needed for women to participate in the decentralisation design process in order to make decision-making relatively easy. These include among others, flexibility in using the desired language when conducting council business, right to a non-partisan local government system and the discretion in creating additional sub-committees. The participation of women in local politics is constrained due to inadequate finances to campaign and time constraints due to domestic responsibilities, that politics is not for women as it is dirty, among others. Consequently, they are precluded from participating properly in the planning process. Women have also been

disenfranchised by not being voted for due to toxic politics that glorify machismo and that it is best managed by men. Families, especially husbands are reticent in having their women being in the public spotlight. As a result, women end up lacking public arena skills and, in the majority of cases, complain of intimidation from their male opponents (Mukumbiri, 2016).

Inside the local government set up, women are yet to make their mark and be felt. Sadly, in spite of them being in the majority population-wise and lately, due to their continued increase in their numbers following a government directive aimed at affirmative action, the performance of women has remains muted. This is largely attributable to a lack of self-esteem, communication challenges due to language barriers and a general lack of understanding of council procedures, among others. Lastly, women that are employed in a formal set up also point to difficulties of combining their jobs with communal responsibilities as it is difficult to secure time off from their employment to attend to community and assembly business.

3.6 Chapter summary

The main aim of this chapter was to look at the nature of public participation and collaborative governance in Zimbabwe and particularly in the City of Harare. The developments, policies, controversies and prescripts pertinent to collaborative governance and public participation in Zimbabwe, highlighting the fundamental and major epochs in pursuit of an engaged citizenry. It also concluded by noting that despite the constitutional and legal imperatives, public participation is far from being achieved in Zimbabwe, in general, and in Harare, in particular.

4.0 CHAPTER FOUR: RESEARCH METHODOLOGY

4.1 Introduction

Having extensively reviewed the literature from various scholarly works as well as having compiled the main concepts of the study in the preceding chapters, this section outlines the methodology that was used in the collection and collation of data. This chapter explained in detail the methodology as well as the paradigm employed in this study. Additionally, this chapter discussed useful techniques such as interviews and questionnaires that were used in the collection of the data. The study's sampling techniques were also critically analysed. Finally, the chapter concluded by unpacking various steps that were followed in ensuring the ethics of the study were diligently followed.

4.2 Research Paradigms

Through a combination of post-positivism (qualitative) and constructivism (quantitative) as propounded by Creswell (2013: 36), this research study is grounded on pragmatic research paradigms as it is “not solely dependent to any one system of philosophy and reality.” Positivists are of the opinion that there is one single reality which can be known and this is more likely to be used in quantitative methods. Constructivists, who use, in most cases, qualitative methods believe that reality needs to be interpreted because there is no single reality or truth. However, the pragmatic maxim as argued by Johnson & Onwuegbuzie, (2004: 14) states that the “current meaning or instrumental or provisional truth value of an expression is to be determined by the experiences or practical experiences or practical consequences of belief in or use of the expression of the world.” Like pragmatists, this study believes that the most reliable and effective method to employ is the one that can solve the problems and that, because of this, the reality is continuously being debated, interpreted and renegotiated.

The pragmatic maxim is important as it aims to facilitate human problem-solving. In collecting data, this study employs a combination of qualitative and quantitative methods in answering research questions. Furthermore, all approaches available were utilised in order to understand how

Zimbabwe's local government policymakers implement public participation legislation within the context of collaborative governance. Pragmatism is important as it provides clarity on how research approaches can be mixed fruitfully (Hoshmand, 2003). Consequently, provides a continuum between the two extreme paradigms applying them in a social context. In addition, Creswell (2013: 43) argues that pragmatists "do not see the world as an absolute unit" but they consider many approaches for collecting and analysing data. The pragmatic approach, as highlighted by Creswell is ideal for this study as it supports the use of data that are collected either sequentially or concurrently and are integrated at some stage in the research process (Creswell, 2013).

4.3 Research Design: Mixed Method Research

Inspired by pragmatism as the philosophical theory that underpins this research, the study employed the mixed method research (MMR) as its procedure of enquiry (research design). A research design provides specific direction for procedures in order for a researcher to achieve his stated objectives. Kumar (2019) describes it as a systematic and scientific process of examining and probing a phenomenon in the specific field in order to get answers. Meanwhile, Terre Blanche, Durrheim & Painter (2006: 6) describe it as a "strategic framework for action that serves as a bridge between research questions and the execution or implementation of research".

Mixed methods design typology is important to this study as there are five wide-ranging reasons for mixing methods. These are identified by Greene, Caracelli & Graham (1989: 256) as "triangulation, complementarity, development, initiation, and expansion." Triangulation seeks convergence, validation and correspondence of results from different methods. Complementarity, on the other hand, seeks augmentation, illustration, clarification and elaboration of results from one method to the other. Development seeks to utilise outcomes from one method to help develop or inform the other method, in cases where development is broadly construed to include implementation and, sampling as well as the measurement of decisions. Meanwhile, initiation seeks to discover contradictions and paradoxes, as well as the re-formulation of questions or results from one method to the other. Meanwhile, expansion strives to lengthen the range and breadth of

inquiry by using different methods for different inquiry components (Creswell, Clark, Gutmann & Hanson, 2003; Creswell, 2013).

The strength of using the mixed method is to make up for the limitations of using either approach on its own, in line with this study paradigm (Rossi et al., 2013; Ritchie et al., 2003; Hanson et al., 2005; Creswell, 2013; Creswell et al., 2003). Johnson & Onwuegbuzie (2004), also praised it as an expansive and creative form of research as “it is inclusive, pluralistic, and complementary, and it suggests that researchers take an eclectic approach to method selection and the thinking about and conduct of research.” Furthermore, this approach enables researchers to assemble various data by employing different approaches, strategies, and methods resulting in the complementarity of strengths and non-overlapping weaknesses (Johnson & Turner, 2003).

4.3.1 Sequential Mixed Method Research

Within the mixed methods design, one can use either sequential, concurrent or transformative type. This study employed a sequential mixed approach which affords not only the researcher to get a balanced view of the findings but to simultaneously take a broad view of results from a sample to a population. It also allows the researcher to insightfully understand the nature, form and level of public participation and collaborative governance in Harare’s flea market sector. Furthermore, as Caracelli and Greene (1997) argue, it permits researchers to examine theoretical models and to modify the results based on the feedback from participants given the fact results are augmented by contextualised field-based information.

The researcher chose this method primarily because it does not exclusively use the advocacy lens. In explaining the method, Terrell (2012) argue that the gathering and subsequent analysis of quantitative data is followed by the same process when looking at qualitative data. Hanson, Creswell, Clark & Petska (2005) further note that qualitative data is used principally amplify quantitative data. The researcher preferred this method as both phases are given equal priority and data analysis is usually connected. Thus, this study first looked at the qualitative data that included questionnaires before it was beefed by quantitative data that included in-depth interviews and focus

group discussions. This design was very attractive to the researcher as it allowed for the integration and analysis of data at the interpretation stage and discussion section.

This sequential explanatory design was particularly useful in explaining the relationship between the governed and the governors and how both public participation and collaborative governance is being applied in the governance of the flea market sector in Zimbabwe, with a particular focus on Harare. The design also gave the researcher some latitude given the fact that special focus was directed towards quantitative results. This enabled the researcher to explore further certain results in greater detail through the use of follow-up interviews to better understand the quantitative side. The major strength of this method, as noted by Terrell (2012), is that it is quite straight forward due to its clear and distinct stages. These also make them fairly easy to describe compared to concurrent strategies. However, this method is time-consuming especially when both the qualitative and quantitative phases are given equal priority and consideration.

Because the study employed both qualitative and quantitative methods, the next subsections outline these approaches in turn.

4.3.1 Qualitative Research Method

The qualitative research method is defined by Berg (2009: 2) as the “reference to meanings, concepts, definitions, characteristics, metaphors, symbols and descriptions of things”. In addition, Creswell et al. (2003) assert that qualitative research occurs in the natural setting in which the researcher interprets the attitudes, experiences, culture, views and perspectives pertaining to a research problem statement. The method is exploratory in the nurture and, according to Lincoln and Guba (2003), also use case studies, ethnographic, narrative research, grounded theory and phenomenology as the strategy of inquiry. Furthermore, the qualitative research methodology, whose history can be traced back to the 1840s, involves studying the phenomena in its complex entirety and as such recognizes the need for issues to be evaluated in their multi-faceted dimensions, layers and forms.

Qualitative research serves a number of purposes such as unpacking the nature of certain processes, systems, settings, relationships and situations. Leedy (2005: 134) notes that it helps in “gaining

insights into a particular phenomenon, developing new concepts or theoretical perspectives about the phenomenon and discovering problems that exist within the phenomenon.” He further notes that it gives confidence to the researcher to question certain assumptions through testing validities, theories, or generalization. It also provides means through which the effectiveness of particular practices, innovations or policies can be judged (Leedy, 2005). The qualitative paradigm also has a number of advantages as it not too complex and directs focus on evolving issues. It also emphasises on the human element as well as on the need to focus on full descriptions of real things that would have happened. Consequently, Gorman et al. (2005) note that this paradigm is less acquiescent to the numerical interpretation or detailed measurement. Another positive attribute is that it employs intimate knowledge of the research setting and avoids distancing the researcher from either the event, situation or the people being studied (Neuman & Kreuger, 2003).

Utilising qualitative research methods, the researcher was able to gain participants’ insights through focus group discussions, interviews and document analysis. It also enabled the researcher to obtain succinct and detailed information on the experiences and perspectives of the residents of Harare. Furthermore, since the method is inductive, it enabled the researcher to generate theories on public participation and collaborative governance in Harare’s flea market sector. Finally and basing on Leedy (2005) conceptualisation, this study is both interpretive and descriptive as it helps in unpacking Harare’s public participation and collaborative governance mechanisms. It also sought to establish the nature and level of participation in the flea market sector and how they are comparable to other countries.

4.3.2 Quantitative Research Method

The quantitative research method is the process of collecting and analysing data through the use of statistical methods. Both Golafshani (2003) and Leedy (2005) describe the method as numerical and experimental, given the fact that it involves the utilisation of numbers and measurements. Furthermore, it also places emphasis on frequencies and statistics. In essence, Struwig et al. (2001) assert that it requires data to be gathered and articulated in numbers. It is, therefore, a collection and measurement of facts and observable events. The quantitative method is important to this research as it enabled the researcher to test hypotheses in a very objective manner. As a result, the

research design was deployed with a view to evaluate public participation and collaborative governance in Harare's informal sector. The quantitative research design also enriched the study as it added statistical data in analyzing governance and participatory designs in Harare. Lastly, this method was heavily advantageous as its data analysis was less time-consuming compared to the data analysis from the qualitative design.

4.4 Research Strategy

There are a plethora of research strategies in existence that allows researchers to gain a broader insight into any specific subject. This study utilised a case study research strategy to look at public participation and collaborative governance in Harare's flea market sector.

In providing a definition for a case study, Noor (2008: 1602) describes it as “an empirical inquiry that investigates a contemporary phenomenon within its real-life context using multiple sources.” A case study strategy, therefore, refers to an entity, event or a unit for analysis and is not intended to focus on the entirety of, for example, an organization but on a particular issue or unit of analysis. Case studies are useful in understanding, in great depth, a particular problem or situation. They are normally qualitative in nature and are determined by time (Karlsson, 2016). Furthermore, Zainal (2007) states that case studies are, *inter alia*, exploratory in nature, used in the development of a theory that answers a research problem and are aimed at seeking more detailed data on a certain location over a short period of time. A case study has a number of advantages. Firstly, a complete view of a phenomenon or series of events is gained through it. It is also useful in capturing emergent themes and allows for generalisations. However, case studies have been discredited for being unreliable, lacking scientific rigour and failing to address challenges of generalisability. According to Gaikwad (2017) and Starman (2013), this makes them likely to result in misleading and distorted data as well as the wrong interpretation of data through bias and preconceived ideas of participants. The case study strategy was immensely valuable to the researcher as it enabled him to investigate holistically, through the application of both qualitative and quantitative methods, the participatory and governance environment in Harare.

4.5 Study Site

The research's study site is located in the city of Harare, an area that falls under the metropolitan province of Harare. Harare, Zimbabwe's most populous city, is also the country's administrative and commercial capital. It is situated north-east of the country and has an estimated population of 2,123 132, of which 65 per cent are economically active (Zimstats, 2012: 9). Administratively, Harare is a metropolitan province with four districts namely, Chitungwiza, Epworth, Harare Urban and Harare. The area under study is Harare Urban which has a population of 1,485 231 and has 42 wards (Zimstats, 2012; Population, 2012).

For the purposes of this study, Harare refers to Harare Urban as Harare is a metropolitan province that includes districts of Chitungwiza, Epworth, Harare Rural and Harare Urban itself. Furthermore, this study also denotes Harare as City of Harare (CoH), Harare Municipality and Harare City Council (HCC). These mean the same and shall be used interchangeably. Harare has 45 wards and this study is only going to restrict itself to only two of those wards that have been largely affected by the rezoning of Harare flea markets as well the most densely populated parts of the metropole in terms of flea market activity. These are Ward 23 (Mbare East) and Ward 5 (Harare Central) as they are heavily densely populated by flea markets. Despite its small population, Ward 5 was chosen because it is the central business district of Harare where most of the contestations over flea markets regulation occur between the City council and vendor organisations. In these two wards, the researcher targeted the most densely populated informal market zones to conduct various sampling techniques.

4.6 Target Population

A target population is a group of people with specific features that informed this study. McMillan & Schumacher (2001) explain further that a target population is a "group of elements or cases, whether individuals, objects, or events, that conform to specific criteria and from which we intend to generalise the results of the research." Du Plooy-Cilliers & Cronje (2014) also note that certain parameters are required by the researcher when selecting the population that would provide the required data from a population. In this case, the target population are people who fall within the

population parameters of the City of Harare and include those affected by rezoning of informal flea markets, namely the vendors, their customers and municipal and national government officials as well as civil society groups in Harare municipality as well as political parties.

The area under study has 36 employees from the CoH's Informal Sector Department whose mandate covers the routine administration of the sector. They also help formulate a policy that governs the sector. There are 16 vendor organisations whose role is to help advocate on behalf of the community for a mutually beneficial and egalitarian sector. There are also two Ward Counsellors whose primary responsibility is being a conduit between the sector and the city council as well as to provide policy and direction to the sector. The target population as has two Members of Parliament and these form part of the legislature whose responsibility is to formulate laws for the sector. Lastly, there are 375 officials from Government and regulatory body whose primary responsibility is to formulate and implement flea market policy in line with urban planning provisions. They also help in regulating the sector.

4.7 Application of Sampling Strategies in Harare's Flea Markets

Research information is distilled from the data gathered from a representative population. Sampling is essential to research as it permits one to obtain a representation of the population, without necessarily studying the entire population. The sample size is, therefore, a portion of the populace that is studied in order to make an inference on a broader population. It is usually done when it is not practically possible due to size and cost considerations precluding surveying the whole target population. O'Sullivan, Berner, Taliaferro & DeVance (2016) defines a sample as a select subcategory of a larger set of the same units with the primary objective of approximating the characteristics of a larger set. Additionally, Gelo et al. (2008) note that sampling is mainly for the purposes of selecting a representative set of units in order to make generalisations of that particular target population. Meanwhile, Cochran & William (1977: 5) argue that sampling has added advantages of reducing research costs as well as conducting such research in an efficient and swift manner while providing greater flexibility and accuracy.

The two types of sampling are probability (random) and purposive (non-probability) sampling. Sekaran & Bougie (2016), Aswanth-Kumar (2014) and Sarstedt et al. (2018) argue that probability sampling applies when the all objects or elements have an equal chance of being selected, while non-probability sampling is when only a few items or elements have the possibility of being representative. Probability sampling is generally held to be the most precise type of sampling as it provides a high level of confidence. Henry (1990: 25) defines probability sampling as having the “distinguishing characteristic that each unit in the population has a known, non-zero probability of being included in the sample.” According to Flick (2018), random sampling is also used to support empirical generalisations from a sample population. Meanwhile, Cooper et al. (2006) note that its major characteristic is that individual elements of the population are known and have an equal chance of being selected. Purposive sampling, on the other hand, is a technique where the judgement of the researcher is used in selecting cases or elements for inclusion in the sample with an intention in mind. Du Plooy-Cilliers and Cronje (2014: 142) notes that with purposive sampling the researcher purposefully chooses the elements that he/she wishes to include in his or her sample, “based on the list of characteristics of the elements.” Random sampling, when compared to purposive sampling, has an added advantage that it allows for a rigorous analysis of samples resulting in the elimination and determination of possible bias and likely error. However, it is largely inappropriate for qualitative research and given the fact that this study made use of mixed methods, it, therefore, does not auger well with the researcher’s intended purpose.

Meanwhile, (Latham, 2007: 7) defines non-probability (purposive) sampling as a technique where “samples are gathered in a process that does not give all the individuals in the population equal chances of being selected.” It is a relatively convenient technique for systematic investigations that are not particularly rigid in terms of having a representative population. Resultantly, the cost of collecting a sample are either negligible or non-existent. Furthermore, scholars such as Fink (1995: 17) argue that it is the most reliable method especially when conducting a pilot study, attempting to question sensitive groups or informants that may want to answer questions untruthfully, and for those circumstances, due to ethical considerations, precludes the researcher from engaging every member of a particular group, *inter alia*. Non-probability sampling has various methods. The most popular of these is, purposive, convenience, snowball sampling, quota sampling, focus groups and volunteer sampling. However, scholars dispute the numbers used in such methods with some

arguing there are more than four such methods whilst others argue to the contrary by merging some of the methods (Creswell, 2003; Board, 2004; Cooper, 2003; Zainal, 2007; Noor, 2008; Callahan, 2007; Sanoff, 2000; Berg-Schlosser, 2009; Radtke, 2018; Caracelli, 1997; Niedziałkowski, 2018; Bowen, 2009; Teddlie, 2009; Ivankova, 2014; Gaikwad, 2017).

This study used both random and purposive sampling techniques. Random sampling was utilised in administering the survey questionnaire targeted on flea market operators and their customers. The questionnaires were administered to 195 respondents. The use of random sampling enabled the researcher to reach the required number of research participants. The identification process of respondents from the public also formed part of the random sample approach. Purposive sampling was administered on all key informant interviews that included, two officials from the City of Harare (it was not practically possible to interview all of them due to time and their pressing work schedule), one member from the local government governing body and four officials from vendor representative organizations. The researcher also interviewed four senior government officials including the Minister of Local Government as well as the former Harare Metropolitan Minister (the two ministers doubled as MPs). However, the researcher failed to interview the two targeted councilors. This was as a result of the fact the fieldwork coincided with the country's electoral calendar and as a result, the targeted councilors were busy on the campaign trail and as such could not spare time from their busy schedules. Additionally, four focus group discussions from both the Harare Central and Mbare East were conducted. These were populated by ten (10) participants per group. Table 4.1 below summarises the study's sampled population. In summary, the area under study had two municipal employees from the Informal Economy Department, 195 flea market operators and customers, four members from vendor organisations, two ministers, two senior officials from Government and the Urban Councils Association of Zimbabwe (UCAZ). However, the researcher failed to interview, councillors of the respective wards, additional officials from Parliament and the City of Harare and some of the gatekeepers belong to various vendor organisations. In all the interviews, an audio recording device was utilised to record proceedings and this shall be explained in detail in subsequent sections.

Table 4.1: Participant’s allocation in different data collection methods

					DATA COLLECTION METHODS		
Population and location or designation		Population	Sample	Sampling method	Key Informant Interviews	Questionnaire	Focus Group Discussions
Harare Central	Customers	Undetermined	60	Random		50	1 focus group (10 per group)
	Flea Market Operator		25			15	1 focus group (10 per group)
Mbare	Customers		90			80	1 focus group (10 per group)
	Flea Market Operator		60			50	1 focus group (10 per group)
Policy makers	Ministers	43	2	Purposive	2		
	MPs	10	2		2		
	Council officials	36	2		2		
	Government officials/ regulatory bodies	375	2		2		
NGOs leaders/lobbyists	Vendor organisations	16	4		4		
Total		481	247		12	195	40

Source: Researcher’s own (2019)

4.8 Data collection methods and tools

Through the utilisation of a single longitudinal case study critically looked at Harare’s flea market governance. Recent literature has centred on the call for an increased and varied data collection methodological diversity as well as the need to come up with alternative tools. To this end, in order to achieve its objectives, the study used intercept interviews, in-depth interviews, document analysis and focus group interviews. The often used data collection tools are document analysis, interviews, diaries, focus groups, experiments, think-aloud protocols, bibliometric analysis, tests and discourse analysis. To corroborate this view, Wang (2001) therefore illuminates that “data may be obtained and analysed by surveying users (implying use of questionnaires), interviewing

users, observing users through experiments or in their natural settings and by using multiple phases and emerging methods.” Consequently, this study utilised interviews, document analysis and focus groups.

4.8.1 Survey

A face-to-face survey was used throughout the administration of a questionnaire to both vendors and their customers. Leedy (2005) contends that a survey research involves the acquiring of information on more than one group of people in order to elicit their opinions as well as to ascertain their characteristics, attitudes, or previous experiences, by asking them questions as well as tabulating their answers with the ultimate goal of learning about the larger population. Scholars such as Potter (2012) and Wagner, Davidson & Pollini (2012) argue that the advantage of a survey is that it allows for generalisation and it makes findings replicable in other similar contexts. In addition, surveys can be positively and successfully combined in a plethora of imaginative ways with other tools such as document analysis, interviews, focus groups and observations. This is highlighted in the study. Survey is mainly in three forms, namely, marketin needs assessment and an evaluation survey. A needs assessment survey is ordinarily used in the elicitation of people’s opinions about a particular problem or possible solution. A marketing survey, on the other hand, is utilised in evaluating a product or a particular service’s nature and level of demand whilst an evaluation survey used to ascertain the influence of policies and programmes. This research used the needs assessment survey research method in order to examine the nature, impact and level of public participation and collaborative governance in Harare’s flea market sector.

In administering the questionnaire, this study used intercept interviews. Hornik & Ellis (1988) argue that intercept interviews have become the most popular method of data collection. Upon identification of a potential respondent, the researcher used the gaze and touch techniques as suggested by Pfeuffer et al. (2015) and Dolinski (2015), to approach potential interviewees at the most heavily densely populated flea markets in districts of Mbare East and Harare Central. Upon contact, the target was greeted and advised of the broad aims and goals of the study and why their input was important in contextualizing issues. Upon agreement, the respondents were assured that their participation was confidential and anonymous. They were further advised that their

participation was not only voluntary but they had a choice to participate or not. Furthermore, they were advised that they could terminate their participation at any given time they deemed without proffering reasons. The subjects were also advised that no one had the right to know their participation and the information they supplied would not be linked to them for any reason except for academic purposes.

During the administration of the questionnaire, the subjects were asked of their district, sex, age, marital status and qualification for the purposes of coding. Furthermore, during the survey, the researcher and his team maintained warm, friendly and courteous gestures that made the interviewees feel at ease.

The intercept surveys were based on the sampling procedures introduced by Sudman (1980) which resulted in administering of questionnaires to 195 respondents. The 195 respondents comprised of 50 customers and 15 flea markets operators from Harare Central as well as 50 flea market operators and 80 customers. In this case, the researcher and his team placed themselves strategically on the flea markets entrances and would change positions regularly, normally on four-hour intervals and at different times of the day. Fifteen days were dedicated to this purpose. Furthermore, based on demographic trends bias was also placed to picking women as they form the bulk of the flea market sector and clientele as well as the general populace. The respondents took about 25 to 30 minutes to complete the questionnaire. As they were participating, they exhibited great interest and enthusiasm for the study.

4.8.2 Key informant interviews

Key informant interviews are essential in research as they result in the acquisition of top quality information from respondents who have limited time to participate in a study but are reservoirs of valuable information. A number of scholars have used interviews to gain insights into complex issues and have sometimes combined interviews with observation. Structured and unstructured interviews are the major types of interviews that are complemented by semi-structured interviews. Structured interviews are normally comprised of predetermined standardised questions that are sequentially formulated and closed-ended. Normally, structured interviews are questionnaire-

based as they are administered to respondents verbally. Unstructured interviews, on the other hand, are described by Tharenou, Saks & Moore (2007: 103) as open-ended and “conducted in a manner similar to a friendly conversation, with no pre-determined order of questions or specified wording to the questions.”

Lastly, semi-structured interviews are defined by Tharenou et al. (2007: 104) , as not only guided and concentrated but are “focused and open-ended communication of events that are co-created by both the interviewer and the interviewee”. This type of interview is regarded as generally flexible and are more focused as the interviewer is free to pursue issues or matters as dictated by the situation as is the case with structured interviews. Furthermore, they are usually comprised of general themes, an overall topic and specific questions. Individualised key informant interviews were utilised in collecting valid and relevant data from key personalities that are influential in decision making and among communities in the City of Harare. This study found interviews to be more appropriate as they helped in eliciting more nuanced and deeper information compared to questionnaires. Furthermore, and without interviews, it would have been extremely difficult to bring together all these influential individuals and organisations into one big focus group discussion.

In addition, given the fact that this study is both investigative and descriptive, the researcher employed semi-structured interviews by following a set of predetermined questions. Interviewees were asked almost the same order of questions. Furthermore, the researcher allowed respondents to raise issues that they deemed relevant to the subject. This, according to Bell (2014), allows one to not only skilfully follow up on ideas but to also scrutinise motives, establish the emotional state of interviewees and to further probe responses, which questionnaires can never do. In this instance, probing was especially helpful in clarifying unclear issues. Moreover, this research found the semi-structured interviewing technique very useful as it standardised question through the reiteration of the same interview process with different respondents. However, Bell (2014) has criticised interviews as highly subjective running the risk of being biased, expensive and time-consuming as well as too cumbersome. Due to these criticisms, this study opted to employ semi-structured interviews to steer responses with the objective of making them adaptable for thematic analysis. To this end, semi-structured interviews were administered to key stakeholders such as

municipal officials within the CoH's Informal Sector Directorate as well as the Minister of Local Government. Other officials that were interviewed included officials from Combined Harare Residents Association, National Vendors Association and other stakeholders in the rezoning of trading spaces in Harare. The interviewees were interviewed with a view to gather their perceptions and understanding of how citizen participation works in their community.

The interviews were conducted in Harare between June and July 2018. Furthermore, one interview was conducted per day and a voice recorder was used upon consent from the participant. Whilst the recording was being done, the researcher also jotted field notes as observations or further questions that needed to be raised for further clarification. On average, the interviews took about 35 to 40 minutes to complete. In this study, the interviewees are not identified by name in order to protect their identity but referred to using pseudonyms. The researcher conducted two interviews with government ministers, another two senior members of the CoH's Informal Sector Department as well as with two senior UCAZ and Government officials. The researcher also conducted four interviews with senior representatives of the vendor organisation in Harare.

4.8.3 Focus Group Discussions

Focus group discussions is a convocation of more than seven people forming a group, who are engaged on the basis of their relevance, with the aim of engaging them in a guided discussion on a particular subject or topic. In fact, Marshall & Rossman (2014) describes focus groups as an interviewing method which originated from marketing research. Marshall & Rossman (2014) further state that these are groups that are normally comprised of between seven to ten people who normally do not know each other but have been selected due to the fact that there are certain commonalities between them which are relevant to a study's research questions. Meanwhile, focus group discussions are described by Locke, Spirduso & Silverman (2014) as a method that allows insights into participants' feelings, attitudes, and perceptions on a particular subject matter.

Meanwhile, Marshall & Rossman (2014) contends that focus group interviews have an added advantage of having interviewees being studied in an atmosphere that they are comfortable with

and being socially oriented. Furthermore, the method combined with participant observation is useful in gaining access, selecting, focusing the site as well as sampling, *inter alia*. It also has an advantage of presenting participants with an opportunity to influence as well as being influenced by others thereby leading to an enhanced degree of credibility to the data. This study was reliant on focus groups as they permitted considerable flexibility to explore unanticipated issues that would have arisen during discussions. Furthermore, focus groups are relatively cheap to administer and they increase the sample size as it permits more people to be interviewed at once thereby resulting in more credible perceptions being gathered (Marshall & Rossman, 2014). However, focus groups, are time-consuming and can focus on irrelevant or dead-end issues. Furthermore, it may be difficult to assemble groups due to their irreconcilable differences resulting in the derailment of discussions. Meanwhile, Fink (1995) opined that focus groups can also be used in a survey mainly to help develop salient questions in the development of a questionnaire. They are usually the first step in content development and the format to be used in questionnaires. However, in this study, focus groups were not used for that purpose but as a stand-alone technique in data collection.

In view of the foregoing, focus group interviews were deployed to elicit opinions from community leaders, practitioners, civil society organisations or pressure groups, politicians as well as flea markets operators and their customers on whether and how flea market policies that are being proposed, formulated and implemented are being done with their inputs or not. This study conducted four (4) focus groups discussions. The researcher conducted the first focus group discussion in Harare. This was populated by ten customers. Later during the day, another focus group discussion was convened at the same venue. The group comprised ten vendors from the same ward. The following day, the researcher conducted another ten-member focus group discussion with the vending community in Mbare East. This group discussion was thereafter followed by another ten-member focus group discussion, comprised solely of customers. Some of the respondents were recruited following recommendations from Key Informant Interviews. This is because since the researcher did not have direct knowledge of prominent personalities in respective districts, they had to rely on leads or references provided by key informant interview as they know vocal personalities involved in community-related programmes. All the discussions were audiotaped and observations that were made by the researcher were jotted down as field

notes. The focus groups were held in June 2018 and were spread over four days. They took an average of an hour each to conduct. The groups yielded data which were immediately transcribed from audio recorders in order to capture some of the observations.

4.8.4 Document analysis

Document analysis is described by Bowen (2009:27) as a logical method for reviewing and interpreting documents with the aim of not only gaining insights but obtaining meaning as well as the development of empirical knowledge. Bowen (2009) further notes that document analysis may include a variety of documents such as background papers; books; journal articles; newspapers; institutional reports; data obtained from surveys; and archival records (Bowen, 2009: 28).

This study also relied upon document analysis due to its multiplicity of advantages. It was preferred for this study as it is less onerous given the fact that it involves data selection instead of data collection and as such it is less time-consuming. The data for this research were available on the internet, Harare municipal offices as well as national archives offices. This study heavily relied on Council minutes and archival material on local government that was stored at the National Archives of Zimbabwe. The internet was an important reservoir of information as it provided online books, journals and articles that underpinned this study. The study relied on documents such as the local government annual reports, minutes of meetings, white papers on urban development and regeneration as well as the parliamentary journal, *Hansard*.

4.9 Recruitment Strategy

Having received permission to conduct the study from the Local Government Ministry as well as the City of Harare, the researcher made use of telephonic calls and emails to inform potential respondents that included senior municipal and government officials as well as representatives of vendor organisations of his intention to interview them (see Appendix H). This was done a month before the interviews. The researcher also utilized posters in recruiting respondents for focus group discussions (see Appendix I). The posters were placed strategically at all the entry and exit points of flea market areas in Mbare East and Harare Central. Furthermore, as the dates were approaching,

the researcher dispatched telephonic reminders on selected key interviewees. For example, the reminder for a meeting with the Minister of Local Government at OR Tambo was done through his personal assistant.

4.10 Data Quality Control

Taherdoost (2016: 32) describes validity as measuring what is intended to be measured whilst reliability “concerns the extent to which a measurement of a phenomenon provides stable and consist result.” He further argues that reliability is also concerned with repeatability. Since this study used the Lickert scale, this study adopted the Cronbach Alpha coefficient as it has high internal consistency. Messick (1995) also defines validity as the “degree which empirical evidence and theoretical rationales support the adequacy and appropriateness of interpretations and actions based on test scores.”

Validity is a complex and evolving concept as it relates to the inferences with respect to the assessment of results. Inferences, according to Messick (1995) are hypotheses which when the validated amount to hypothesis-testing. Thus, validity can be viewed as evaluative judgements emanating from the inferences of test scores or assessment results. These evaluative judgements are supposed to be truthful and correct. Thus, research findings had to be correct and failure of which the level of validity with therefore be questioned. There are two different types of validity. The first one is internal validity, which refers to the examination of a specific research study and coming up with a similar conclusion. The second one is external validity whereby conclusions are generalized with other subjects or situations. Validity is a unitary concept that a study adopts and can be summarized as the appropriateness of inferences which are made following an assessment of results.

Reliability, on the other hand, denotes replication and consistency. Messick (1995) refers to it as the consistency of a measure. Furthermore, it can be viewed as the degree to which a test is devoid of measurement errors. It is an important factor in assessment, is an absolute necessity in validating the test interpretation and in test use as their relevance, utility and appropriateness are dependent on the score meaning. There are three types of consistency, namely: test-retest reliability which

refers to over time, internal consistency referring to across items and inter-rater reliability which refers to across different researchers. Borsboom, Mellenbergh & van Heerden (2004) as well as Mohajan (2017) describe reliability as consistency across time, items and researchers. This study regards both validity and measurement as essential. Pursuant to ensuring validity and reliability, the researcher developed consistent procedures for undertaking the interviews, administering questionnaires and surveys in Harare in order to safeguard against bias. Furthermore, a recording device was used to ensure the validity of the raw data and interview schedules were devised through the extensive use of closed questions (Cohen & Manion, 2001: 151).

4.11 Measurement and Instrumentation

Since the administration of closed-ended questionnaires was an integral aspect of this research, the Likert measurement scale was used extensively. Measurement can be defined as the process of assigning numbers to an event or phenomena (Wagner et al., 2012: 75). Welman & Kruger (1999) further argue that it involves the assigning of numbers, in terms of fixed rules, to objects or individuals to reflect differences between them in some characteristic or attitudes.

Throughout the questionnaires, the Likert scale was critical in measuring the level of agreement or disagreement in statements made relating to public participation and collaborative governance in Harare local government processes. The Likert scale is a type of scale that necessitates respondents to indicate their degree of agreement or disagreement with a variety of proclamations related to an attitude or subject. Respondents were asked to rate their level of agreement on a number of issues relating to public participation and collaborative governance in Harare's flea market sector. Their responses were rated as: 1 = Strongly disagree, 2 = Disagree, 3 = Somewhat agree, 4 = Agree and 5 = Strongly agree).

As highlighted previously, the researcher designed a survey questionnaire to understand collaborative governance and public participation processes in Harare and how respondents perceived them. As a result, the questionnaire covered a few comprehensive themes aimed at understanding the mechanisms in place and the role of stakeholders. It also aimed at analyzing processes and the role of stakeholders in deepening a collaborative and participatory culture in

Harare. Open-ended questions were also included in a questionnaire resulting in respondents able to express themselves in a comprehensive manner and being able to speak out any views they thought were relevant regarding public participation and collaborative governance in Harare.

Meanwhile, the questionnaire had three main sections, namely, A, B and C. Section A, covered questions related to the first objective. Sections B and C of the questionnaire sought to address the second and third objectives of the study. These three sections, therefore, sought to provide answers on whether Harare provided a conducive environment for collaborative governance and public participation. Furthermore, it also sought to understand the respondents' perception of the matter and their level of understanding as well.

4.12 Data analysis

Data analysis is the coding, editing, transcribing and verification of data (Malhotra and Birks (2006: 93). Similarly, Cooper and Schindler (2008: 93) defines it as a process where the collected is condensed to a more governable and appropriate size. It is a stage when patterns and trends are identified. Furthermore, it is also at this stage that statistical techniques and the summation of data are applied.

4.12.1 Qualitative analysis

The researcher processed and analysed all the interview transcripts. The first step in this regard was to transcribe all the taped interviews with key informants. The transcription was done verbatim. Verbatim transcribing was important and necessary as the analysis is based on meanings, silences, evasions, areas of emphasis and sensitivities. The process followed four stages identified by Ritchie et al. (2003: 312-313). The first stage involved identifying initial themes and concepts. This entailed going through a handful of interview transcripts to get an overview of the data set. This was aimed at detecting recurrent themes and ideas. This was then followed by the development of the conceptual framework based on recurring themes and issues that guided the questions posed during interviews. The second stage involved tagging or labeling resulting in the indexing of data using the conceptual framework that was developed in the first stage. The third

stage as suggested by Ritchie (2003) involved sorting or ordering the data so that the material with similar content are lumped together. Thereafter the data were categorised into themes. The last stage involved summarising the content of the material gathered. This entailed analysing the transcripts of all interviews with the view of considering their meaning and relevance to the study.

Furthermore, using thematic analysis as a data analysis technique, this research looked at how public participation is perceived and implemented in Harare. The thematic analysis comprised the identification of main themes that had been gleaned through in-depth interviews and questionnaires. This study, therefore, utilised four (4) steps in thematic analysis. These are the identification of major themes, allocation of codes to main themes, thematic classification of responses and thematic integration of responses into texts.

The study also used matrix analysis, a versatile method that was developed by Gordon & Langmaid in 1988, with the objective of finding meaningful patterns of the data (Groenland (2016). The study adopted this method in order to analyse the raw data and ascertain whether public participation and collaborative governance in Harare's flea market sector is taking place. The matrix method involves the coding and analysis of transcripts from either focus group discussions or key informant interviews. The systematic coding resulted in the creation of categories that were obtained from a process that followed a number of predetermined stages that enabled the development of interpretations based on various respondents' answers. These interpretations consequently led to the development of conclusions that answered both the study's research questions and objectives.

The study's data were collected through in-depth interviews and focus group discussions. Furthermore, a recording device in the audio format was used to capture the respondents' responses. Thereafter, the data were transcribed whereby the transcription was literally based on what the respondents. Using stages highlighted below raw data were processed with the objective of finding meaningful patterns. Firstly, the data was analysed in order to find similarities in certain components of the data. Any data that did not establish a pattern was discarded. Secondly, the data categorised according to similarities. Groenland (2016: 3) argues that the "process of categorisation is a fundamental, first step in data analysis." The aim here was to either decide or

find an organising principle that creates a meaningful pattern based on categories. This will help in understanding the processes that had been explained in the conceptual framework.

Having established patterns, the next stage involved the analysis of the data focusing on the process as previously described in the conceptual framework. The aim here was to determine what the respondents said, their meanings and what conclusions could be drawn from their responses, *inter alia*. In essence, this both answered the study's research questions and objectives. During this process, cognitive analysis of the data was made in order to create the order and structure of the raw data. This was achieved through deductive analysis whilst at the same time, an iterative process was conducted in which the data were interpreted. This was meant to make sure whether there was a movement from convergence to divergence or vice versa as postulated by (Groenland, 2016).

Whilst in the process of analysing and explaining varied explanatory principles and occurrences of meaningful patterns, the researcher also explored and conducted an evaluation of the recurrent themes. Subsequently, connected threads were established from the raw data and this enabled the researcher to understand outcomes and complex issues. Having achieved this, the researcher classified the data into sub-groups whereby a matrix table was drawn in which the rows included the questions that were asked and the columns included the respondents' sub-groups that were selected for the study. The researcher arrived at the particular matrixes tables by visualising the outcomes. This also helped in maintaining the overview of the study. Furthermore, it evoked possible data patterns. To achieve its objective, the researcher populated the raw matrix table with short summaries of what respondents said on a particular topic. Consequently, thematic issues emerged from the short sentences, symbols and catchwords.

Using the above-mentioned procedure, the researcher then transferred everything that was said during the interviews to a categorised matrix. To accomplish this, the researcher focused on themes whilst at the same time, examining the content cells of the raw matrix that relates to public participation and collaborative governance. The idea was to establish different responses that emerged from the data focusing on certain responses emanating from the same category. Thereafter, the data were scrutinised using the theoretic approach. Answers were categorised with

the aim of uncovering categorical structures and meanings. The raw matrix then replaced with contents with theoretical categories from the new or uncovered theory categories. The answers were in turn displayed in the raw matrix. Thereafter, they were then placed in appropriate categories. These categorised matrices were thereafter utilising in the tallying process, which enabled interpretations to be made on the study's provisional outcomes. Finally, through the use of a three-pronged operation, the researcher interpreted all the matrixes focusing on each individual concepts as depicted in the conceptual framework. Concepts were construed and assessed in order to come with decisive final interpretations.

The researcher chose the matrix method as it represents a logically consistent and structured approach in analysing in-depth interviews and focus group discussions. However, the method has several pitfalls. Firstly, it is incompatible with longitudinal research as it involves the analysis of processes. Secondly, the method is designed to finding overlaps of any study's structure and contents based on available knowledge and as such, there is a probability that it may fail to unearth new and expected notions and categories in the empirical constituents (Groenland, 2016).

4.12.2 Quantitative analysis

Quantitative data analysis is a procedure for underlying and deriving patterns and meanings from quantitative data. Such an approach is usually used in focus group discussions and interviews. Abeyasekera (2005: 2) argues that through this technique, data summarisation lead to the emergence of common features through repetitions and that common strands that are extracted and subsequently coded make it easier to study the more interesting and remaining qualitative aspects of the data. For example, it may be possible that in evaluating people's perceptions of public participation processes in Harare, information can be extracted and coded from discussions across several communities and in the process, frequently occurring answers like how the local municipality confuse the citizens through their failure to consult and inform them concerning their viewpoints on policy, etc, can be revealed. The residual qualitative components of the data could then without hindrance from the quantitative components discussed in greater detail. Some data collected in Harare were presented in graphical or diagrammatic form whilst other data are numerically ranked through the application of appropriate statistical techniques.

Abeyasekera (2005: 1) argues that participatory discussions especially focus groups are rich in the acquisition of qualitative information and factors. Therefore, quantitative analytical approaches validate, with a great deal of confidence, the reportage of summary results in numerical terms. This technique enabled the study to come up with value-laden statements and judgements. For example, through the collation of data from focus group interviews, this study was able to make data summations and definite statements from information that was gathered from flea market traders and customers.

The Chi-square was used to test the study's hypothesis on whether variables such as the vendors' and their customers' age, place of origin, gender and qualification determined their responses and whether their responses were influenced by such variables. Rana & Singhal (2015) describe the Chi-square as a nonparametric test used in testing a hypothesis of no association between a population, criteria and more than one group. It is also used to test what is described by Rana & Singhal (2015) as the goodness-of-fit, which refers to how likely will the observed distribution of data fitted with the expected distribution be. The Chi-square has an advantage in that it allows one to use statistical methods that are not dependant on the normal distribution to successfully interpret the findings.

4.13 Ethical Considerations

Ethics refers to a researchers' code of conduct that they must adhere to by ensuring that the respondents to the study are valued and respected. Research conduct is of importance as it requires expertise, diligence, researchers to conduct themselves with integrity and to be honest. This is therefore archived through the inviolable protection of the human subjects. Thus, to ensure that the study remained ethical, this study ensured that the rights to confidentiality, informed consent and self-determination were observed. Given the volatile political situation in Zimbabwe and the attendant sensitivity resulting in justifiable fear among respondents, the researcher was scrupulous in complying with the ethical standards involved as guided by the University of KwaZulu-Natal's Humanities and Social Sciences Research Ethics Committee (HSSREC). Utmost care was taken in ensuring that the research did not cause participants any form of moral, physical or emotional

harm. Consequently, careful steps were taken following the approved guidelines for an interview as stipulated in the question guides in order to minimise potential discomfort to informants. In line with research ethics, the study encumbered itself to the following ethical practices.

4.13.1 Consent to conduct the study

Permission to conduct the study was obtained from the University of KwaZulu-Natal's Humanities and Social Sciences Research Ethics Committee (HSSREC). The HSSREC scrutinised all instruments to ensure that questions were not offensive and adhered to ethical issues. Furthermore, the Ministry of Local Government, Public Works and Urban Development granted permission to carry out the research. In addition, permission to conduct research in Harare's flea market sector was obtained from the City of Harare.

Meanwhile, respondents' consent letters/forms for interviews, focus groups and questionnaires were developed. More so, these consent letters immensely helped in explaining the aims and intentions of the study. The respondents were also gently requested to sign a form permitting the researcher to record the meetings.

4.13.2 Informed consent

Informed consent is defined by Saunders et al. (2009) as an agreement that is made by a prospective respondent to voluntarily participate in a study. This is usually reached after every essential information pertaining to the study has been shared by the researcher. Meanwhile, Brydon (2006:26) posits that informed consent commits the researcher to, among other things, "conduct their research, ask questions, organise focus groups after they have explained to prospective interviewees why they are doing this and what the expected outcomes would be for both the researcher and them." As a result, written informed consent letters were secured before the interviews were conducted. With regards to questionnaires, participants' consent was also obtained prior to their administration and completion. The respondents were also reminded that they had a right to decline to participate in the study and should they agree to participate, they also had a right to withdraw at any time without penalty. Thereafter, the respondents were given a consent letter

to sign. The letter clarifies that the respondent understood the objectives of the study. Furthermore, respondents were given ample opportunities to ask questions about the study and were answered to their satisfaction.

4.13.3 Full disclosure of information

To ensure full disclosure, respondents were advised of the study's ultimate goals and purpose. They were also taken through the procedures for data collection. Assurances that there were no potential risks of costs involved in their participation were also re-emphasised.

4.13.4 Adherence to anonymity and confidentiality

Confidentiality and anonymity were guaranteed through the coding of responses and the use of pseudonyms. Berg (2009) defined the anonymity of the respondents to be attained when subjects cannot be linked, even by the researcher using their responses. Thus, a great deal of time was spent explaining the precautions taken to protect the respondents prior to conducting the interview. Furthermore, names, addresses or phone numbers of the respondents were not recorded to ensure their anonymity. To this end, responses were coded and pseudonyms were used to guarantee the anonymity of respondents' identities which remained sacrosanct and inviolable.

With regards to questionnaires, no names were appended on the forms to ensure anonymity. Respondents were also requested to sign a consent form minus their names and this form was thereafter detached from the questionnaire. Guarantees that the respondents' information will not be publicly disclosed or reported resulting in them being identified were also made. Furthermore, the collected data remained confidential. Meanwhile, it was only after the data were collected that questionnaires were numbered. Matrix codes, as highlighted in Appendix K, were also utilised to ensure confidentiality. For example, a senior official within the Ministry of Local Government was only identified as EJ whilst an official from the Zimbabwe Chamber Informal Economy Associations (ZCIEA) was only identified as I.VG. ZCIEA and the first respondent of the vendors Mbare focus group was only identified as FGDVM1.

4.13.5 Observance of the principle of self-determination

The ethical principle of self-determination was diligently observed by advising informants that their participation is not mandatory. Furthermore, were all treated as autonomous agents. As a result, they were individually informed of the study and were allowed to either consent or refuse to participate. Finally, the participants were advised that, should they see it fit, they could withdraw from the study at any particular time.

4.13.6 Honesty in data management

This study regards honesty as an important ethical consideration that is sacrosanct. As a result, all the interview answers were recorded truthfully by ensuring that any form of dishonesty was eliminated. Additionally, there was no manipulation of the data as the researcher engaged an independent statistician who solely inputted the data from the research into the SPSS and Nvivo computer software programmes. This professional also analysed the data in order to avoid subjective collaboration.

Meanwhile and except for one interview, all information was collected during focus groups discussions and in-depth interviews using a recording device. Furthermore, all the datasets are password protected and is only accessible to the researcher and the supervisor. This will only be disposed of through shredding and incineration after 5 years.

4.14 Limitations of the study

Harare is a large and expansive city. Consequently, the sample population is highly mobile and because of this, it is difficult to know identities. Therefore, respondents were purposively sampled. The limitation is that the study cannot be regarded as representative in nature and, due to limited resources and time, it could not be ideally comprehensive. Notwithstanding these limitations, this study provides an initial springboard for asking more precise questions in future research on collaborative governance and public participation in Zimbabwe.

4.15 Chapter summary

This chapter used mixed methods research to underpin this study. In addition, it utilised a number of data collection instruments such as questionnaires, key informant interviews, and focus group discussions in collecting data. Lastly, the study also used a number of mixed data analysis techniques to analyse data as well as in order to make sense of the plethora of data.

CHAPTER FIVE: AN EVALUATION OF HARARE'S POLITICAL ENVIRONMENT IN PURSUIT OF PUBLIC PARTICIPATION IN THE GOVERNANCE OF FLEA MARKETS

5.0 Introduction

This chapter's overriding goal is to present results on whether the CoH local government authority provides a conducive environment for public participation and collaborative governance in the formulation and implementation of flea markets policy and their management. This is also the first objective of the research which is aimed at examining whether or not the Harare authorities provides a conducive environment for public participation. To achieve this, the research analyses data collected from focus group discussions, key informant interviews and from the questionnaires filled in by both vendors and their customers. The chapter makes use of graphs and tables to present the data. Using the two wards of Harare Central and Mbare, it offers critical analysis as well as an in-depth description of the data collected both quantitatively and qualitatively in an attempt to answer whether there are ideal conditions in place for citizenry involvement in the running of local authorities exist. It also gives a detailed account of the key findings of the study. This chapter has three sections. The first section looks at the study's biographical data of the target population that includes among others, gender, age, qualifications and wards. The second section is an analysis of Harare's environment in pursuit of public participation and collaborative governance in the governance of flea markets. Under this section, the researcher looked at the perception of the surveyed population and the overriding observations that, they felt their government should always engage them in all matters of mutual interest, were in agreement that community involvement in any collaborative governance arrangement is determined by the community leaders' affiliation to the political class in power and leadership quality was a determinant factor to participation. The chapter concluded by observing that participation and collaborative governance is still aspirational and far from being achieved in Harare's flea market sector.

5.1 Biographical data of the Participant Population

In order to assess whether Harare provided a conducive environment for public participation or not, a survey questionnaire was used focusing on the administrative wards of Mbare and Harare Central. Focus Groups Discussions, as well as interviews, were conducted this various key personnel representing a diverse cross-section of society. The tables in this section provide brief biographical information of those who participated in this study namely, their age, sex, number of years operating a flea market, positions in the organization and highest qualification. As explained in the methodology chapter, the researcher managed to successfully distribute, administer and collect the 195 questionnaires. Table 5.1 below illustrate the type and frequency of the participants of this study.

Table 5.1 Biographical data on the Questionnaire Population

Ward		Harare Central		Mbare		Total
		(N=65)		(N= 130)		(N)
		Frequency	Per cent	Frequency	Per cent	
Age group	Between 18 to 25	12	18.5	25	19.2	37
	Between 26 to 35	20	30.8	44	33.8	64
	Between 36 to 45	18	27.7	39	30	57
	Between 46 to 55	11	16.9	17	13.1	28
	Above 55	4	6.2	5	3.8	9
Level of Education	No Formal Education	2	3.1	2	3.1	4
	Primary	4	6.2	4	6.2	8
	Secondary	41	63.1	41	63.1	82
	Tertiary	12	18.5	12	18.5	24
	Post Graduate	6	9.2	6	9.2	12
Gender	Female	33	50.8	71	54.6	104
	Male	32	49.2	59	45.4	91
Respondent category	Customers	50	76.9	80	61.5	130
	Flea Market Operator	15	23.1	50	38.5	65
Total		65	100	130	100	195

Source: Field Survey 2018. Sample size = 195.

As shown in Table 5.1, in Harare Central, out of 65 respondents, 76.9 per cent were flea market customers whilst 23.1 per cent were flea market operators or vendors. In Mbare, 130 respondents were interviewed, out of which 61.5 per cent of them were flea market customers whilst 38.5 per cent were flea market operators or vendors. Consequently, this entails that the majority of respondents from both Harare Central and Mbare were flea market customers. This is attributable to the fact that due to high competition and the nurture of flea market trading, vendors were reluctant to be interviewed as it entailed losing revenue. With regards to biographical data on Focus Groups Discussions (FGDs) and in-depth interviews, all the focus groups were populated with ten (10) people whilst the researcher interviewed 12 key informant interviews. Furthermore, out of the 40 FGD respondents who participated, 25 were female whilst 15 were male. Thus, the dominant gender is female. This may be attributable to the fact that most females are involved in flea market trade and studies have also shown that females are more involved in shopping than their male counterparts. So statistically, females tend to dominate this sector. Meanwhile, the gender composition of the in-depth shows that four were women whilst the remaining eight were male respondents. The fact that male key informant interviewees were in the majority compared to their female colleagues show that Zimbabwe's labour force continues to be male parochial and has not yet transformed.

In addition, as has been highlighted in Table 5.1, the gender composition of the surveyed population shows that 50.8 per cent of the respondents from Harare Central were female whilst men constituted 49.2 per cent. Whereas, in Mbare 54.6 per cent were females whilst men constituted 45.4 per cent. It is therefore apparent from Table 5.1 that the majority and most dominant gender are female. Hence, this entails that there are generally more female flea market operators and customers than male.

Relatedly, the results on the range of respondents' ages, as shown in Table 5.1, indicate that 30.8 per cent of the respondents in Harare Central were aged 26 to 35; 27.7 per cent were between the 36 to 45; 18.5 per cent were between 18 to 25; 16.9 per cent were aged between 46 to 55 whilst 6.2 per cent were above 55 years. On the other hand, in Mbare East, the majority totaling 33.8 per cent were aged between 26 to 35; 30.0 per cent were in the 36 to 45; 19.2 per cent were between 18 to 25; 13.1 per cent were aged 46 to 55 whilst 3.8 per cent were above 55. Consequently, this

means that the majority of respondents in this study from both Harare Central (30.8%) and Mbare East (33.8%) were aged 26 to 35. What is striking about the figures in Table 5.1 is that the main age range of vendors and flea market customers was 26 to 35 and they were the most economically active members of society.

With regards to marital status as indicated in Table 5.1, 63.1 per cent of the respondents from Harare Central are married; 29.2 per cent were single whilst 7.7 per cent rated themselves as other. Whereas, in Mbare East 40 (61.5%) were married; 23 (35.4%) were single and 2 (3.1%) rated themselves as other. Subsequently, this entails that the marital status of the majority of respondents from both Harare Central (63.1%) and Mbare East (61.5%) was married. Hence, these results could entail that the majority of vendors and flea market customers were married. Additionally, Table 5.1 also shows that in terms of the highest level of education of the respondents who participated in this study in Harare Central, 41 (63.1%) reached secondary education level; 12 (18.5%) had tertiary level qualifications; 6 (9.2%) reached the post-graduate education level; 4 (6.2%) only had primary level qualifications whilst 2 (3.1%) had no formal education. On the other hand, in Mbare East 77 (59.2%) reached secondary education level; 24 (18.5%) had tertiary level qualifications; 16 (12.3%) had primary level qualifications; 8 (6.2%) reached post-graduate education level whilst 5 (3.8%) had no formal education. This, therefore, means that the majority of respondents' highest level of education from both Harare Central (63.1%) and Mbare East (59.2%) were on the secondary education level. Therefore, these results could mean that the highest level of education of the majority of vendors and flea market customers was secondary school level, followed by tertiary qualifications whilst the least number of respondents had no formal education.

From the foregoing, it has, therefore, been established that in both Harare Central and Mbare East, the majority of the respondents in this study were flea market customers and the prominent gender in this area was female. Furthermore, the main age range of vendors and flea market customers was 26 to 35 and the majority of them were married. These results indicate that the majority of vendors and flea market customers were young adults who were married and they were either seeking a livelihood for their families through vending or seeking affordable clothing and food for their families, respectively. Moreover, it was also noted that the highest level of education of the majority of vendors and flea market customers was secondary education level, followed by tertiary

qualifications whilst the least number of respondents had no formal education. This indicates that vendors and flea market customers had a minimum secondary education qualification and that they could be considered to have the capability and were sufficiently knowledgeable to be able to address the concerns of this study. Furthermore, it has been established that the respondents for key informant interviews are at a senior management level both as representatives of vendor organisations and policymakers within the government. Therefore, they are sufficiently able to answer questions posed by the interviewer.

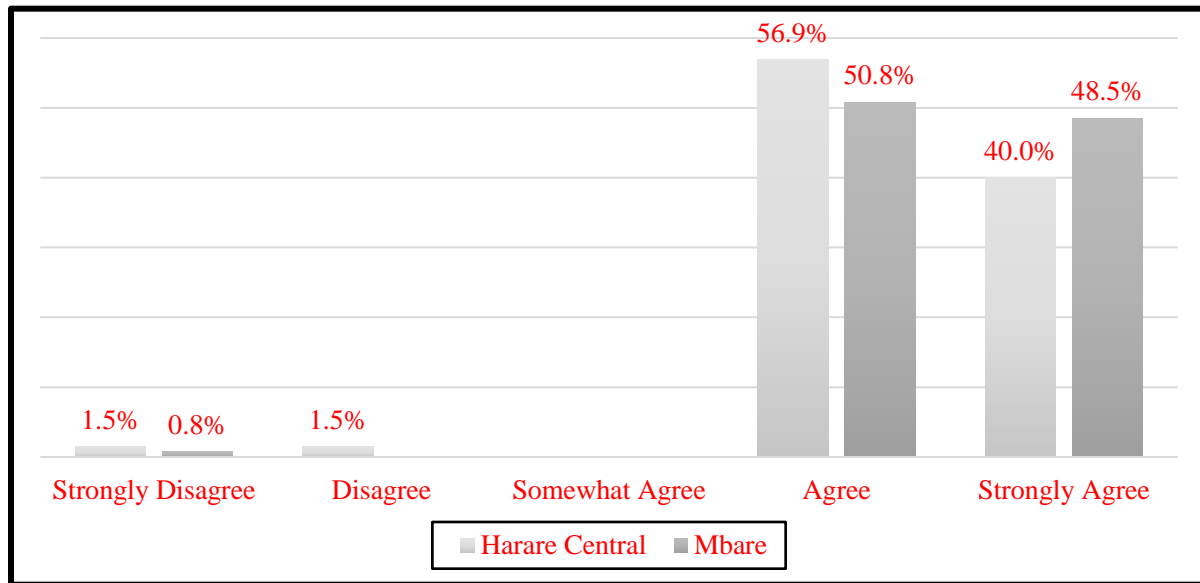
5.2 Analysis of Harare's political environs in its quest for public participation

According to the conceptual framework of this study, the first research question is aimed at determining whether the City of Harare provides a conducive environment for public participation in the governance of flea markets. Through the utilisation of the mixed research approach, the study unearthed fundamental and critical themes. Using concurrent data analysis, the following sub-themes were identified.

5.2.1 Need to engage municipalities and the community in a dialogue to address issues of interest to all parties

In order to understand the obtaining political situation in Harare, a survey questionnaire was administered on the target population. All the respondents were asked whether they believe there is a need for the government to always engage municipalities and the community in a dialogue aimed at addressing issues of interest to all parties. The results obtained from the 195 respondents shows that that several residents from the two wards under study, place great importance on public participation in governance and are aware of their role in local government. Furthermore, from the results as indicated in Figure 5.1 below, what stands out is that the majority of the respondents are in agreement that ratepayers should always be involved in decision making.

Figure 5.1: The need for government to always engage municipalities and the community in a dialogue to address issues of interest to all parties



From the data in Figure 5.1, it is apparent that an absolute majority of the surveyed respondents from both wards, totalling 99.3 per cent in Mbare East and 96.9 per cent in Harare Central, feel that government should always engage stakeholders in all matters of mutual interest. A closer analysis of the data in Mbare East shows that 50.8 per cent agree and 48.5 per cent strongly agree that dialogue should always be there between government and stakeholders on issues of interest to all parties. A mere 0.8 per cent however strongly disagree. Meanwhile, in Harare Central, figures show that a cumulative 3 per cent of those interviewed do not believe that government should always engage other stakeholders on policy issues. However, 56.9 per cent are of the opinion that it should. In addition, another 40 per cent feel strongly that it should be a universal norm that government engages stakeholders on issues of mutual interest.

The above-mentioned statistics are corroborated by the data in Table 5.3 below, which shows that the mean for Harare Central was 4.32 whilst for Mbare East it was 4.46. This result is significant in that it shows that the standard deviation values of both wards were less than their means which indicates that there is a small coefficient variation of the results. Consequently, these results show that, on average, respondents from Mbare East were more inclined to strongly agree than those from Harare. Therefore, it could indicate that flea market vendors and customers felt strongly that

there is a need for the government always to engage the municipalities and the community in a dialogue to address issues of interest to both parties.

Table 5.2: Descriptive Statistics on the need for the government to always engage the municipalities and the community in a dialogue to address issues of interest to all parties

Ward		N	Mean	Std. Deviation
Harare Central	Q18.Is there any need for the government to always engage the municipalities and the community in a dialogue to address issues of interest to all parties	65	4.32	.709
	Valid N (listwise)	65		
Mbare East	Q18.Is there any need for the government to always engage the municipalities and the community in a dialogue to address issues of interest to all parties	130	4.46	.586
	Valid N (listwise)	130		

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed.

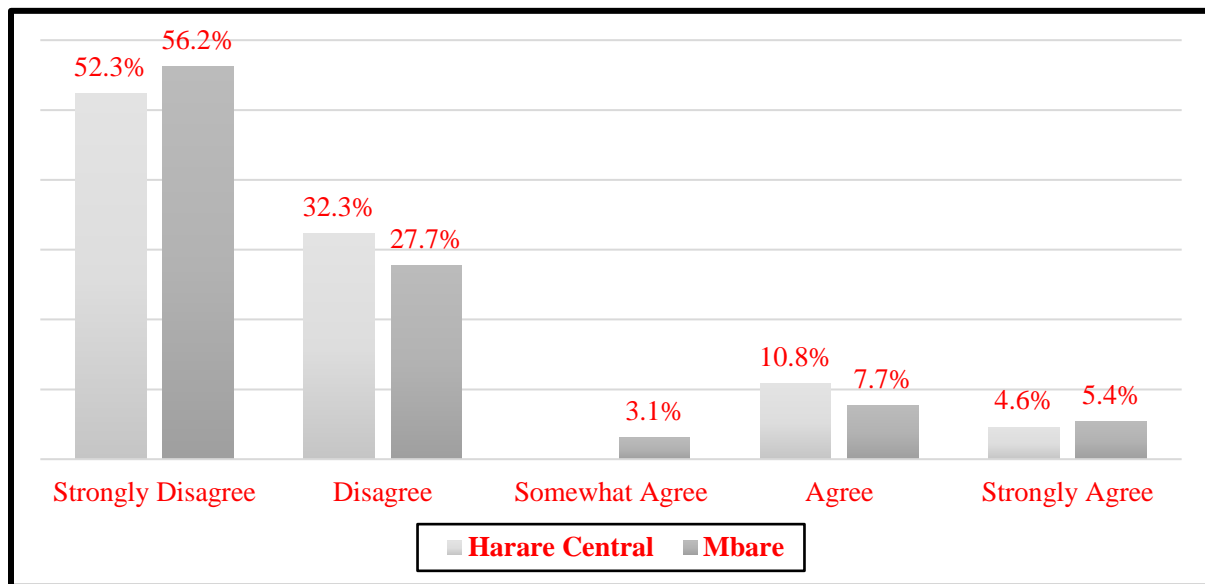
Furthermore, the Chi-square test results ($\chi^2=3.240$, $df=3$, $p=0.356$) illustrated in the table below also show a p-value greater than the level of significance of 0.05. This shows that there is no statistically significant association between the above views from Mbare East and Harare Central.

5.2.2 The necessity to involve the community in policy formulation

Linked to the above, the next question asked informants what their perception was of the appropriate level for society to be involved in policy-making. The Minister of Local Government believes a bottom-up approach, where citizens are consulted from the initial stages of policy making. In his view, this is paramount if society is to accept the new policy. He further contends that this also enhances democracy. JM's notion is supported by the research findings as highlighted in Figure 5.2. From this data, we can see that out of the 65 respondents surveyed in the Harare Central, 52.3 per cent of them strongly disagree, 32.3 per cent disagree, 10.8 per cent agree and 4.6 per cent strongly agree that it was not necessary to involve the community in policy formulation. Meanwhile, 56.2 per cent of the vendors and their customers from Mbare East

strongly disagree whilst 27.7 per cent disagree, 3.1 per cent somewhat agree, 5.4 per cent agree and 7.7 per cent strongly agree with the notion. The results show further that the majority of vendors and flea market customers from Harare Central totalling 52.3 per cent and 56.2 per cent in Mbare East, strongly disagree with the notion that it was not necessary to involve the community in policy formulation.

Figure 5.2: It is not necessary to involve the community in policy formulation



Meanwhile, in terms of descriptive statistics, Table 5.3 shows that the mean for Harare Central was 1.83 whilst for Mbare East it was 1.78. The results show that, on average, respondents from Mbare East were more inclined to strongly disagree than those from Harare Central that it was not necessary to involve the community in policy formulation. Therefore, it could indicate that flea market vendors and customers felt it was necessary to involve the community in policy formulation and this view was strongly held by Mbare East respondents.

Table 5.3: It is not necessary to involve the community in policy formulation

Ward		N	Mean	Std. Deviation
Harare Central	Q5.It is not necessary to involve the community in policy formulation.	65	1.83	1.167
	Valid N (listwise)	65		
Mbare East	Q5.It is not necessary to involve the community in policy formulation.	130	1.78	1.161
	Valid N (listwise)	130		

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed.

Furthermore, the research findings came up with chi-square test results of ($\chi^2=2.953$, $df=4$, $p=0.566$) as illustrated in the table below which show a p-value greater than the level of significance of 0.05. This indicates that there is no statistically significant association between the above views and the ward the respondents came from.

Despite, communities in Harare knowing full well of their rights i.e. to be consulted on matters that affect them especially as it relates to policymaking, the turn of the millennium in 2000, brought changes with it that transformed citizen participation in Zimbabwe. As the world was gripped with the euphoria of the Y2K phenomena which was supposed to change the face of the world, Zimbabwe experienced its own tectonic shift, a mere four months before the advent of a new millennium. This was in the form of a birth of a labor-backed opposition political party, the MDC on 11 September 1999. Its birth coincided with the concoction of harsh and debilitating economic challenges caused by *inter alia*, the IMF-sponsored economic structural adjustment programmes, wasteful expenditure caused by the unbudgeted gratuities paid to the country's veterans of the liberation struggle as well as the country's military intervention in the Democratic Republic of Congo (DRC).

5.2.3 Community involvement in collaborative governance arrangement is determined by the community leaders' affiliation to the political class in power

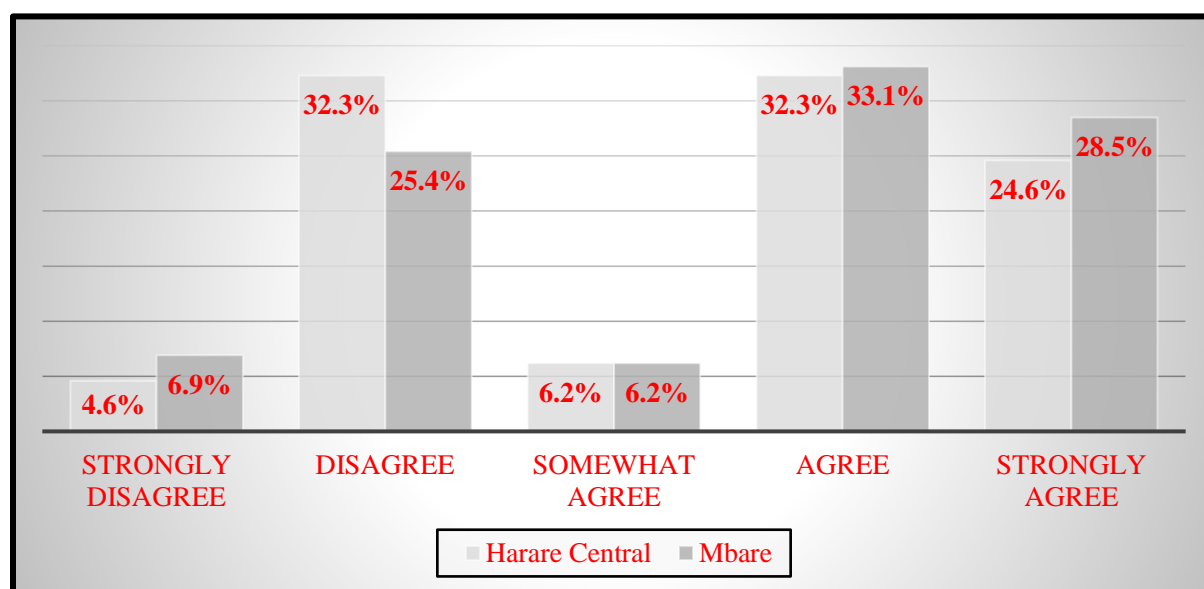
The MDC's entrance into the political scene transformed the Zimbabwean political landscape radically leading to radical changes in the administration of public participation mechanisms, especially in Municipalities. The surprisingly good performance by the MDC in the 2000 general election especially in urban centres, shocked the ruling ZANU PF party to the core. A party that was used to the unfettered control of all spheres of governance was now being forced to share power with a new political entrant which was barely eight months old. Thus, in a bid to return ZANU PF members to the local government arena, the ruling party amended *Section 4A of the UCA*, therefore giving powers to the Local Government Minister to appoint individuals as special councillors to local authorities on the pretext that such an individual had special skills from which councils would benefit. Consequently, local governance in the form of councils became hives of incessant conflict and instability thereby subordinating public participation to political interests. Instead of citizen participation improving and enhancing democracy by making the political leadership more responsible agents for the country, the public was reduced to mere spectators. Political parties became occupied with unending fights, mudslinging, intrigue and blindsiding each other.

Using both the Urban Councils Act which gives the Minister of Local Government vassal lordship over the country's local authorities as well as Presidential prerogative of appointing governors (provincial ministers), ZANU PF introduced a new layer of government. Ubiquitous systems and measures were imposed on the once autonomous metropolises of Harare and Bulawayo where the Minister of Local Government and later on metropolitan governors (now known as ministers of state responsible for a metropolitan province) routinely stifled local authorities' programmes. Furthermore, Town House became a revolving door whereby Mayors were brazenly fired by the Minister and replaced by pliant Commissions.

This researcher conducted an interview with the former Harare Metropolitan Resident Minister, who acknowledged that political affiliation had, and still has, a bearing on participation. She noted that whilst efforts are still in place to get the public involved, due to political polarisation, this is

difficult because, if the person bringing the idea is seen to belong to a political party on the other side, those who support other political parties will not participate. Consequently, the communities became disengaged with government programmes in their localities, despite those programmes having a direct bearing on their well-being. This, therefore, explains why, from the data collected from surveys, the respondents were in agreement that one's political affiliation in the majority of cases determines the level of collaborative governance and one's participation. Data gathered, as shown in Figure 5.3, points to the fact that flea market vendors and customers, especially from Mbare East ward, felt that community involvement in a collaborative governance arrangement is determined by the community leaders' affiliation to the political class in power.

Figure 5.3: Community involvement in collaborative governance arrangement is determined by the community leaders' affiliation to the political class in power



From the graph above, we can see that the majority of the respondents from both wards are in agreement that community involvement in any collaborative governance arrangement is determined by the community leaders' affiliation to the political class in power. In fact, cumulatively, 67.8 per cent of the respondents in Mbare East support this notion whilst 63.1 per cent in Harare Central share the same sentiments. The breakdown of the figures, shows that 32.3 per cent of the respondents in Harare Central agree, 24.6 per cent strongly agree, 6.2 per cent somewhat agree whilst 32.3 per cent disagree and 4.6 per cent strongly disagree. In Mbare East, 33.1 per cent and 28.5 per cent of the interviewed vendors and their customers agree and strongly

agree, respectively, that community involvement in any collaborative governance arrangement is determined by political affiliation. Another 6.5 per cent somewhat agrees whilst 25.4 per cent and 6.9 per cent disagree and strongly disagree with the notion. In addition, the chi-square test results ($\chi^2=1.369$, $df=4$, $p=0.850$) show that the p-value is greater than the level of significance of 0.05. This indicates that there is no statistically significant association between the above views and the ward the respondents came from.

Moreover, the most interesting aspect of the findings from the data collected from focus group discussions and interviews from key stakeholders especially vendor organisations show that the majority of the respondents are of the opinion that politics rules supreme. It was established that one's political affiliation is a determinant factor in participation and how one is treated in society. The data from focus group discussions and interviews with key stakeholders as reflected in Table 5.4 show that the political environment through polarisation, biased consultation and corruption inhibits public participation. It was observed that respondents feel strongly that they are not safe to express themselves without fear of victimisation.

Table 5.4: politics as an inhibiting factor to participation

Major theme	Sub-themes	Respondent Response	Source
Political Involvement	Polarisation and Victimisation	<i>Difficult to participate and express opinions freely as everything is politicized and it is difficult to criticize policies as this will result in victimization.</i>	FGDVH1
	Biased and Selective consultation	<p><i>There are biased consultation and land barons. It is rare for the City Council to consult or engage us as customers when they intend to implement something. Most of the time they do not give us ample time to prepare and give feedback.</i></p> <p><i>The City Council framework does not have a mechanism to converse with the customers but only has a mechanism to do that with the registered vendors through their database. We have never thought about engaging the flea market clients really. We are not even sure of how to do that because they are unregistered customers.</i></p>	I.VG.ZCIEA I.M
Lack of Communication and Inconsistent policies	Limited engagement	<i>There is actually a conflict of interest as the city establish flea markets yet at the same time, it confiscates vendors merchandise so there is no clear policy on participation. We know that there is a policy but we don't know how the policy was crafted.</i>	FGDVC2

Overall, the findings indicate that there is inadequate engagement among stakeholders due to a skewed political environment where political affiliation is more entrenched. This has led to respondents, particularly vendors, being less engaged and unreceptive to policies introduced by the City Council. For example, I.M has identified political patronage and influence as hindering public participation. He lamented that vendors are influenced by political parties not to follow laid out City Council regulations and that is the “reason why there is a tyranny of illegal flea markets in the CBD.” He went on to claim that there is a lot of political interference noting that “since the City of Harare is led by the MDC, things that favour their party are expeditiously done while those for ZANU PF are shelved to a later date.”

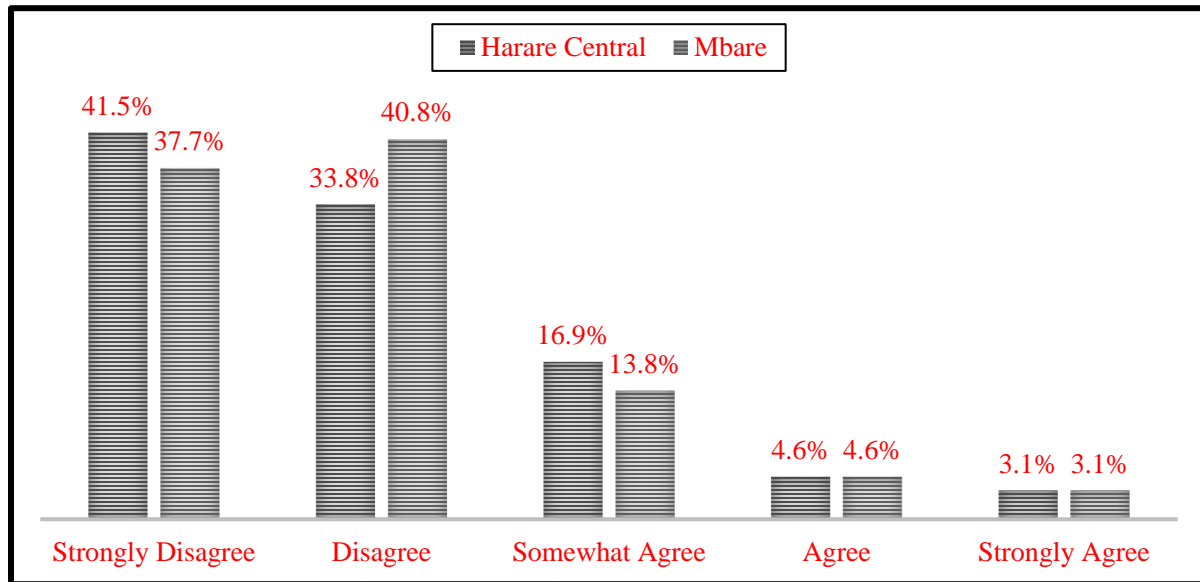
5.2.4 Communication and Corruption a determining factor in Public Participation

The research found out that communication is a major challenge as local authorities rarely consult its public and are one of the major complaints by the respondents. FGDVH1 noted that,

It is rare for the City Council to consult or engage us as customers when they intend to implement something. Most of the time they do not give us ample time to prepare and give feedback.

Further probing through a survey, the research found out that the majority of the respondents in both Mbare East and Harare Central are in agreement that there is no established communication link between the community, local authorities, and government. In fact, results, as shown in Figure 5.4 below, shows that in Harare Central, 41.5 per cent strongly disagree, 33.8 per cent disagree, 16.9 per cent somewhat agree, 4.6 per cent agree and 3.1 per cent strongly agree that there is an established communication link between the community, local authorities, and government. On the other hand, the results from the respondents from Mbare East shows that 37.7 per cent strongly disagree, 40.8 per cent disagree, 13.8 per cent somewhat agree, 4.6 per cent agree and 3.1 per cent strongly agree. They also denote that the majority of vendors and flea market customers from Harare Central strongly disagree compared to those from Mbare East that there is an established communication link between the community, local authorities and government.

Figure 5.4: There is an established communication link between the community, local authorities and government



This, therefore, entails that on average, respondents from Harare Central and Mbare East both had almost similar inclination to strongly disagree that there is an established communication link between the community, local authorities and government. Hence, it could indicate that flea market vendors and customers intensely felt that there was no established communication link between the community, local authorities and government. Additionally, as can be seen from the data on Table 5.5 below, due to corruption, public participation has become selective and biased. Furthermore, the most interesting aspect of the findings from focus group discussions and interviews is that due to corruption, the relationship between policymakers and vendors has become blurred. This is attributable to the proliferation of space barons who control most flea markets in the wards under study. These space barons employ people to manage and operate these stalls on their behalf and are from affluent backgrounds. Some of them also moonlight as senior municipal and political parties' officials. This, therefore, makes public participation difficult to attain as the city council cannot consult itself on flea market governance issues. In essence, the actual vendors are the space barons who also happen to be policy makers working for the City of Harare or are senior members of political parties. Thus, it can be argued that due to corruption,

public participation becomes pyrrhic as policymakers and the stakeholders in flea markets are one person that therefore hinder public participation.

Table 5.5: Corruption as an inhibiting factor to participation

Major theme	Sub-themes	Respondent Response	Source
Corruption	Clandestine allocation	<i>Just because people are not united corruption remains rampant as people are being swindled of their money.</i>	FGDVH1
		<i>It is being caused by corruption as well as politics, especially by space barons from ZANU PF who occupy space without paying rent or rates to the city council.</i>	FGDVC2

Furthermore, lack of participation of the citizenry undermines democracy itself as argued by Rasheed et al. (2018: 78). A community that is afraid of participation is a threat to democracy itself. In fact, a non-participant society leads to a lack of interest as well as diminished confidence in state institutions by the citizens leading to the underdevelopment of society. This is because participatory democracy influences the quality of overall democracy through the deliberative actions of the citizens. Thus, when the participants were asked about their perceptions on trust, transparency, accountability as well as their fears and doubts, the majority commented that it was difficult to freely air their views in public for fear of being misconstrued, and victimised leading to a loss in livelihood.

5.2.5 Leadership quality a hindrance to participation and collaborative governance

The findings also show that leadership quality is integral to the success of public participation and collaborative governance in Harare. A Senior Official within the Ministry of Local Government's Urban Local Authorities has noted that apart from political interference, lack of quality leadership has been one of the challenges that inhibit participation. Something that the Minister of Local Government, as well as respondents from focus group discussions and interviews, has acknowledged as shown in Table 5.6. To this end, EJ has called for the de-politicisation of local government as it is an important sphere of government as its impact is felt across the board.

Table 5.6: Leadership quality a determinant factor to participation

Major theme	Sub-themes	Respondent Response	Source
Leadership	Weak local government leadership and representation	<i>Councillors are powerless because the City Council does not take them seriously...They are failing to perform their roles properly</i>	FGDVC1
		<i>Our councillors are powerless because in most cases they follow the principles of political parties from which they belong which therefore contradicts principles of public participation. So even if we give them our concerns they do.</i>	FGDVC2
		<i>Yes. There has been a lot of complaints especially from the MDC Mayor Manyenyeni about the quality of the MDC councillors because of their low education levels. Local government issues require some form of education that enables them to interact. That is the reason why the MDC councillors wanted to fire the mayor.</i>	JM
	Overlapping leadership duties	<i>Zimbabwe the minister of local government acts as the mayor of local authorities who fires and hires councillors and this creates problems.</i> <i>There has been confusion in terms of who is who with regards to managing the affairs of flea markets. If you look there is the Ministry of SMEs If you look there are intervention and interference on the part of the Ministry of Local Government. Then there are the local authorities.</i>	I. VG. CHRA I.VG. HRA

From the above, it can, therefore, be seen that public participation is difficult to attain if the leadership of local authorities lack leadership capacities especially with regards to its ability to engage its constituent as well as the ability to balance competing interests among and within different stakeholders in Government. Failure to achieve this will lead to a growing mistrust among residents on its elected officials. This is apparent from the results of the data collected from respondents which were meant to evaluate the level of mistrust among the respondents over the role of political parties in ensuring that citizens participate in governance matters especially in flea markets policy formulation. The majority of the respondents felt that due to a polarised partisan society their freedoms and opinions are curtailed.

Additionally, research findings have established that public participation is difficult to attain if the leadership of local authorities lack skills and are incapacitated especially with regards to its ability to engage its constituent as well as the ability to balance competing interests among and within

different stakeholders in Government. Failure to achieve this will lead to a growing mistrust among residents on its elected officials. This is seeming so from the results of the respondents evaluating the level of mistrust among the respondents over the role of political parties in ensuring that citizens participate in governance matters especially in flea markets policy formulation. The majority of the respondents felt that due to a polarised partisan society their freedoms and opinions are curtailed.

5.2.6 Public trust determines the level of engagement

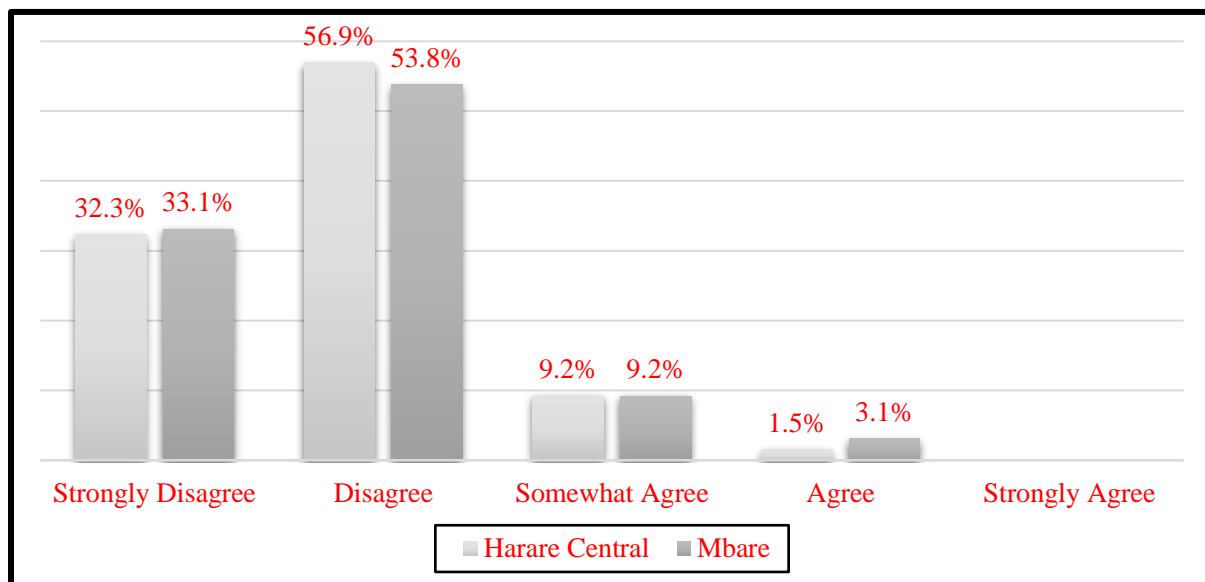
As discussed in the previous section where it was observed that the way leaders behave determines the level of engagement, the same can be argued about the paramountcy of trust, transparency, and accountability as these factors play a pivotal role in enhancing participation or its lack thereof. Thus, the study surveyed the participants' perceptions of trust, transparency, accountability as well as their fears and doubts. Overall, the majority commented that it was difficult to freely air their views in public for fear of being misconstrued, and victimised leading to a loss in livelihood. This is highlighted in the following table summary on how residents perceive the current state of affairs:

Table 5.7: Public perception of the current political environment

Major theme	Sub-themes	Respondent Response	Source
Political Trust	Fear	<i>Politics is supreme and this affects service delivery. If you ask critical questions, then you have asked the wrong question. If you talk devolution, then you are of the regime change agenda. Then there is the anti-development nature of our politicians who do not see public participation as an opportunity for development.</i>	I.VG.CHRA
		<i>The other issue is the attitude of current leadership which is mainly influenced by party politics rather than community needs and issues which becomes a challenge as it affects proper compliance as such leaders follow political affiliation.</i>	I.VG.HRA
		<i>It is difficult to air one's views in public because it will be misconstrued to be political and you fear being victimised and lose even the little benefits you should have received.</i>	FGDCM1

Moreover, due to high level mistrust, the public end up being disinterested on governance matters that affect them. These findings are further buttressed by the results in Figure 5.5 below aimed at evaluating the level of awareness and dissemination of information in relation to the holding of consultative stakeholders meetings involving the community and the municipal government is affected by the leadership that runs local authorities. This is because it may have an influence on the respondents' perception of participation and trust in the local government given the calibre of their public representatives. It was observed that a community that feels subjugated loses interests in public participation mechanisms at their disposal. Thus, the political environment, as well as polarisation of society, is a determinant factor in the level of participation among communities.

Figure 5.5: Level of citizen awareness on the holding of stakeholders meetings, I am aware of a stakeholders meeting involving my community, municipality and government



The results from Figure 5. 6 above indicate that 37 respondents equating to 56.9 per cent strongly disagree, 21 (32.3%) disagree, 6 (9.2%) somewhat agree and 1 (1.5%) agree that they were aware of stakeholders meeting involving their community, municipality and government. On the other hand, the frequency of vendors and their customers who were from Mbare East shows that 70 respondents equivalent to 53.8 per cent disagree, 43 (33.1%) strongly disagree, 12 (9.2%) somewhat agree and 4 (3.1%) agree. Closer inspection of the figure shows that the majority of vendors and flea market customers from Harare Central strongly disagree compared to residents

from Mbare East to the notion that they were aware of stakeholders meetings that directly affect them in the management of flea market.

Furthermore, in terms of descriptive statistics Table 5.8 below denotes that the mean for Harare Central was 1.80 whilst for Mbare East was 1.82. Moreover, both their standard deviation values were less than their means which entails that there is a small co-efficient variation of the results. Consequently, these results entail that on average respondents from Harare Central were more inclined to strongly disagree than those from Mbare East that they were aware of a stakeholder meeting involving their community, municipality and government. Hence, it could indicate that flea market vendors and customers felt that they were not aware of a stakeholders meeting involving their community, municipality and government but the feeling was strongest from Harare Central respondents.

Table 5.8: Descriptive statistics on the level of awareness of stakeholders meetings

Ward		N	Mean	Std. Deviation
Harare Central	Q2.I am aware of a stakeholders meeting involving my community, municipality and government	65	1.80	.666
	Valid N (listwise)	65		
Mbare East	Q2.I am aware of a stakeholders meeting involving my community, municipality and government	129	1.82	.723
	Valid N (listwise)	129		

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed

Additionally, the chi-square test results ($\chi^2=0.479$, $df=3$, $p=0.924$) show that the p-value is greater than the level of significance of 0.05. This means that there is no statistically significant association between the above views and the ward the respondents came from. Thus, it can be argued that collaborative governance is non-existent between the municipality and vendors. The majority of

respondents felt that due to corruption and lack of political will from the authorities, collaboration and shared governance is utopian in the country's local governance space.

5.3 Discussion

This section discusses the findings on whether Harare offers a conducive environment for public participation and collaborative governance. The conceptual, as well as the theoretical framework as described in Chapters 1, 2 and 3, informs the discussion of this section.

5.3.1 Stakeholder engagement paramount in addressing issues of mutual interest

The objective of this study was to interrogate whether, in the case of Harare, it is important for both the residents as well as the political and administrative establishment to engage each other on matters of mutual interest. The findings indicate that the residents of Harare view participation as sacrosanct and are aware of their role in local government. This finding is also consistent with the views expressed in the seminal work of Jurlina Alibegović and Slijepčević (2018: 155) when they posited that the citizenry involvement in the political decision-making process forms a fundamental pillar of democracy. They argue that “citizens' participation in the process of public services delivery may lead to better public services, which comply with the needs of citizens, better decisions, higher quality and more efficient collaboration in using public money for public services” (Jurlina Alibegović & Slijepčević (2018: 155).

Jurlina Alibegović & Slijepčević (2018) hypothesis is, however, at a tangent with the obtaining situation in Harare where residents are only co-opted after the fact. There is no genuine desire to engage and incorporate the views of this important constituency in the governance of flea markets. It has been made categorically clear from the findings that there is a discord and a growing rift between CoH and the residents in the governance of flea markets. The latter does not trust the former as it believes that policies that are being introduced are not in their best interest. This has therefore led to the rejection of policies aimed at regularising the sector as well as bringing sanity to the “urban jungle” caused by the mushrooming of vending sites in every street corner of Harare, notably in the CBD and Mbare East.

Furthermore, from the findings, it has been observed that policymakers at central government level and the municipality itself have a strong belief that vendors have no formalised and particular role to play as it is their duty to devise and implement policies. They believe that they are the custodian of policies and vision by virtue of being elected officials and as such, their actions and decisions are made on their behalf. Thus, by going back to the people for every proposal and programme is a deviation of their mandate. As shall be argued later in this study, such convoluted and myopic thinking has led to conflict, contestation and lack of trust among these key stakeholders.

5.3.2 Involving the community necessity in policy formulation

Despite strong concurrence by both policymakers and the residents in Harare that it is important to involve the public at the initial stage of policy-making and that public participation is integral in flea market governance, results from the study explicitly show that there is growing disillusionment among residents over the way public participation is being applied in the metropole. This finding is consistent with the observations made by various scholars in the field who opine that the introduction of policies without community participation has contributed to the low confidence among city-dwellers (Raftopoulos & Mlambo, 2008; Bond & Manyanya, 2003; Sachikonye, 2011; Hammar et al., 2003; Raftopoulos, 1995; Raftopoulos & Phimister, 2004; Quick & Feldman, 2011). In addition, it has been observed that public administrators have the tendency of cherry-picking or ignoring tenets of public participation when it suits them.

There is undeniable evidence from the findings that there is indeed little discussion between city planners and the communities in Harare. In fact, communities rarely get opportunities to contribute on how municipalities are administered. The findings also confirm the observations made by various scholars that argue that active participation is educative, empowering and commits citizens in such a way it makes them responsible for civic action (Bergold & Thomas, 2012; Glass, 1979). In the case of Harare, there is a plethora of evidence that shows that the ideal scenario being postulated above is far from being achieved. In fact, the opposite is obtaining in the wards under study whereby the public is not involved in policy formulation leading to conflict. What is quite evident is that vending in Zimbabwe's major urban areas, especially Harare, has never been

tolerated as a legitimate economic activity and an alternative source of livelihood, especially by the central government. As a result, at any given opportunity and without their input, the metropolitan municipal police and national police conduct joint operations to rid the central business district (CBD) of vendors.

It seems as though fear has replaced participation whereby residents feel emasculated. This, unfortunately, has had an effect in making the ratepayers, particularly vendors, feel apprehensive. This is quite apparent if one looks at the behaviour of vendors in the aftermath of the September 2018 joint municipal and national police operation aimed at evicting vendors off the streets of Harare to designated sites whilst at the same time restoring normalcy to the urban jungle Harare has become. However, having not been properly consulted, the vendors armed themselves with stones and other weapons in a bid to forestall the local authorities' plan to move them to designated areas. Running battles between the police and vendors became the order of the day with the CBD resembling a war zone. Conflict emerged despite the fact that the vendors themselves are in agreement that the sector has to be regularised and that they have to be moved to designated sites conducive for their trade. They, however, feel that HCC's move is political and leaves them vulnerable to vultures such as space barons as shall be highlighted.

5.3.3 Community involvement in collaborative governance is determined by political affiliation

The study also aimed to assess whether citizenry participation and collaborative governance are predicated on and influenced by politics. Consistent with previous studies (Rosenberg, 2007; Roberts, 2004; Kweit & Kweit, 1981; Ebdon & Franklin, 2006; Chikerema, 2013; Mkandawire, 1986; Mataruse, 2013; Tamukamoyo, 2010; Jones, 2010; Musoni, 2010), the current study found that political culture is an essential variable in influencing public participation. More so, due to limited participation, there has been a seismic decline citizen's trust in both politicians and political institutions given policymakers' open disdain towards citizens and reluctance to accept input from the same constituency.

The study also revealed that public participation is dependent on a political system. It was observed that in the case of Harare, the constitution was amended to suit the needs of the political establishment. Thus, the constitution, despite providing an excellent framework for participation, is subordinate to politics. Furthermore, participation is dependent on political affiliation where participants are handpicked with the objective of manipulating them in order to arrive at a certain desired outcome. More so, people are only co-opted into the decision-making process at the tail-end of discussions. More apparent was an observation that political inclination influences the extent and quality of public participation. The data show that in Harare, not everyone's opinions are co-opted into flea markets policy planning and eventual implementation. This view dovetails perfectly with Ronoh *et al.*'s (2018: 488) argument that political inclination and affiliation has a strong bearing to participation as elected leaders tend to discriminate against those who did not vote for them or those who have different ideologies; such that only those who are politically correct are allowed to air their views and this discourages people who have genuine concerns or good ideas from raising them during the meetings.

Furthermore, another fundamental finding to emerge from the analysis is that the MDC's entrance into the political scene radically transformed the Zimbabwean political landscape as argued by McGregor (2013: 783). This has led to radical modification and administration of public participation mechanisms, especially in Municipalities. In fact, its victory in the urban areas changed the status quo. It was also observed that those politics affected the way public participation was viewed, practiced and implemented in Harare. This finding is barely distinguishable to Mapuva's (2014: 21-22) view that, in a bid to return ZANU PF members to the local government arena, the ruling party amended section 4A of the UCA giving powers to the Local Government Minister to appoint individuals as special councillors to local authorities on the pretext that such an individual had special skills that councils would benefit from. This move resultantly poisoned local governance as councils became an oasis of incessant conflict and instability thereby subordinating public participation to political interests.

Unnecessary political interventions, polarisation, partisan contestation and corruption became the order of the day and citizenry participation became secondary. Thus, the local governance space became a stomping ground of political giants. Instead of citizen participation improving and

enhancing democracy by making the political leadership more responsible agents for the country as argued by Rasheed et al. (2018: 80), the public was reduced to mere spectators. Political parties became occupied with in unending fights, intrigue, blindsiding each other and mudslinging. Using both the *Urban Councils Act* which gives the Minister of Local Government vassal lordship over the country's local authorities as well as Presidential prerogative of appointing governors (provincial ministers), ZANU PF introduced a new layer of government. Ubiquitous systems and measures were imposed on the once autonomous metropolises of Harare and Bulawayo where the Minister of Local Government and later on metropolitan governors (now known as ministers of state responsible for a metropolitan province) routinely stifled local authorities' programmes. Furthermore, Town House became a revolving door whereby Mayors were brazenly fired by the Minister and replaced by Commissions. Thus, from the findings, it can, therefore, be argued and as noticed by Rosenberg (2007), people mostly have the opinion that politics does not reflect the needs of the public at large.

Due to politics, efforts to regularise the sector by relocating flea market operators to designated areas have been unsuccessful. As a result, an October 2017, joint Zimbabwe Republic Police (ZRP) and Harare Municipal Police (HMP) operation to move vendors to designated areas faced stiff resistance and dismally failed. Another attempt by the same authorities in September 2018 also failed as it faced violent resistance from vendors emboldened by the MDC stance on the matter. Instead of viewing it as an apolitical governance and management issue, the MDC has opted to view it as an attempt to persecute of its supporters. In a statement issued on 21 September 2018, the MDC blamed President Emmerson Mnangagwa's government for "brutalizing vendors" saying attempts to remove the vendors from the streets was "barbaric, contemptuous and disrespectful (VOA, 2018)." This is despite the fact that the City Council Secretariat in consultation with vendor organisation groups such as NAVUZ had on 15 September 2018 appealed to all illegal vendors to leave the streets voluntarily in an effort to contain the cholera outbreak that had ravaged Harare since the beginning of September 2018 (Ruwende and Makoto, 2018). Meanwhile, the ruling ZANU PF has also been complicit in stifling public participation as it has taken advantage of these schisms by sabotaging public participatory programmes introduced by the opposition MDC-led Council. Parallel structures and programmes were set up by ZANU PF in most urban localities in order to remain in control.

5.3.4 Communication and corruption determinant factors in Public Participation

Communication has been observed as crucial to public participation. Berner et al. (2011: 121) argue that public participation in local government enhances communication between government and citizens leading to the reduction of citizen distrust and education of citizens about governmental activities. In the case of Harare, such an avenue is provided through the aegis of the *Constitution of the Republic of Zimbabwe*. Chapter 14 of the constitution stresses the need for democratic participation of all Zimbabwean citizens and communities as well as the local participation in determining development priorities within their respective communities (Zimbabwe, 2013b). In addition, Section 264 (a) of the same constitution, gives “powers of local governance to the people and enhance their participation in the exercise of the powers of the State and in making decisions affecting them”. Furthermore, the *Urban Councils Act* provides for citizenry participation through participatory budgeting. Participation of residents is partially guaranteed as they are given a chance to scrutinize critically all budget proposals soon after these are published in three issues of their local newspapers.

More so, in a bid to enhance transparency, Section 62 of the *Constitution* also stipulates that citizens have the right to access information held by any state body including local authorities. *Section 9(1)* of the same *Constitution* also compels the state to adopt and implement policies as well as legislation that enhances effectiveness, aptitude, culpability, transparency, uprightness, and financial probity in government institutions and agencies at all levels. Relatedly, Section 87 of the *Urban Councils Act* also compels local authorities to conduct meetings in public. However, despite the existence of the above-mentioned robust legislative framework that supports and fosters public participation, the City of Harare has not been immune to the obtaining situation in the country where transparency is opaque and corruption is the order of the day. The research findings have established that, despite having a Publicity Department, HCC has serious deficiencies in the manner in which it communicates with its public. In the majority of cases, Harare is infamous for being an ardent disciple of one-way communication where the role of the public is to be informed on what policies and programmes the CoH intends to introduce. This has left the residents seriously disgruntled and feeling left out in decision-making processes. The interests of the informal sector,

for example, are never considered. Resultantly, any policy on flea markets has been received with contempt by the vendors resulting in running battles and increased level of mistrust.

Although this has not been recorded in literature, it seems the research findings have established that corruption has severely hindered participation in Harare. The emergence of space barons has re-defined conventional participation practices and models as it has corrupted participation mechanisms within Harare. Space barons have taken over the governance and operation of flea markets from Town House. Decisions relating to how flea markets policies are formulated and implemented no longer happen in a conventional manner. These space barons have usurped the role and functions of the policy-maker, implementer and citizen. In essence, they have become the jury, judge and executioner of citizenry involvement. As a result, Harare is grappling with the challenge of how does it consult itself as the space barons are in essence the city planner, policy maker, policy implementer and resident all merged into one. They have vested interest in how flea markets are run and governed. It has been observed that some of the vendors that man the flea markets are merely employees of this affluent bourgeoisie class. Thus, the elaborated responses from interviews as reported provides valuable insight on how participation is being affected by this new variable and as such may be useful in the development of new hypotheses.

5.3.5 Leadership quality a hindrance to participation and collaborative governance

The most important finding is that leadership quality and perceptions have stifled collaborative governance and public participation in Harare. It has been observed that lack of participation by the citizenry undermines democracy (Rasheed et al., 2018: 78). A community that is afraid of participation is a threat to democracy itself. In fact, a non-participant society leads to a lack of interest as well as diminished confidence in state institutions by the citizens leading to the underdevelopment of society. This is because participatory democracy influences the quality of overall democracy through the deliberative actions of the citizens.

The findings also corroborated the view by Jurlina Alibegović and Slijepčević (2018: 169) that opines that elected representatives conduct policy according to their own opinion and independently of the current views of local people. This view was widely shared by interviewees

particularly from the government who strongly argued that whilst public participation is important, politicians are in the business of formulating their own vision and strategies which they should implement on behalf of the electorate. Furthermore, there is reluctance on the part of the local municipality to realize fully the implementation of the public participation architecture as enshrined in the Constitution for fear of losing power and influence. There are also misperceptions that the citizenry is less educated and poorly informed in the sphere of governance. In fact, it has been observed that Zimbabwe is still far from achieving a desirous public participation infrastructure as there is still primarily a one-way communication between local authorities and citizens.

As outlined in the preamble of this study, public participation in Zimbabwe is being hampered by the concept of ‘Big Men’ where power was centred on one person and premised on corrupt autocratic rule and patronage, the findings validate this. The evidence gathered validates the assertion that local authorities are subordinated to the central government authority and most of their decisions were reversed with impunity. Furthermore, the findings have been able to confirm that Zimbabwe still applies the concept of minimalist democracy as shown by the way in which HCC with the support of the central government dealt with the “flea market problem” soon after the 1 August 2018 harmonised elections. Using the pretext of the outbreak of the cholera outbreak and the need to retain sanity and hygiene to the streets of Harare, sweeping joint operations to remove the vendors off the streets was brazenly conducted without proper consultation with the vendors themselves.

5.3.6 Public trust determines the level of engagement

Way back in 1974, Crenson noted that the purpose of citizen participation is to involve citizens in planning and other governmental processes thereby increasing their trust and confidence resulting in them aspiring to collaborate closely with their government in seeking solutions to problems. This will also result in them accepting government decisions and plans (Crenson, 1974). Beyond confirming this view, this study has also established that that public participation is also influenced by personal attributes and leadership preferences. The findings have shown that with a change of leadership with different sets of attributes, skills and preference, public confidence in participation

can be restored overnight as evidenced by events following the resignation of Robert Mugabe as President of Zimbabwe in November 2017. The advent of the Second Republic seems to have brought new impetus to public participation as people are beginning to regain confidence in governance processes as highlighted by I.VG.ZCEIA when it noted that;

Previously yes it was affected by party affiliation but the new dispensation has ushered in a new era where there is some sort of democracy and freedom to participate or not.

One interesting finding is that the new administration of Emmerson Mnangagwa which came into being on 24 November 2017 and was re-elected on 1 August 2018 has brought new freedoms which were stifled during the previous administration of Robert Mugabe. This has made people become more interested in developments in the local governance space including flea markets. This, therefore, validates an observation made by Chikerema (2013: 80) that the concept of participatory democracy more than the act of voting and involvement of the citizens in decision-making process resulting in the country becoming more progressive seems to have now permeated into the Zimbabwean political lexicon. This fact was acknowledged by President Mnangagwa in an opinion piece he wrote on 7 September 2018 in the *Guardian* newspaper, when he said that his government will be responsive to people's needs and wherein a new Zimbabwe, the opposition will have a role to play in holding his administration to account (Guardian, 2018). This is a marked departure from the previous administration where the opposition was treated as an enemy of the state and agents of regime change. This not only augers well for democracy, but for public participation itself.

5.4 Chapter Summary

This chapter presented and analysed the data. It also presented and discussed the findings of the study. In the main, this study has shown that the attainment of public participation in Harare is dependent on the political environment. It was also established that due to a multiplicity of factors, Harare lacks citizenry involvement and collaborative governance in its administration of flea market policies. Programmes and policies are done in an ad hoc and unsystematic way due to political contestation. In addition, the environment is characterised by intolerance, subjugation, and rule through fear which makes it difficult for collaborative governance to operate. There is a

pervasive mistrust among the citizenry in the political system resulting in them not wanting to participate in local government affairs. There is also a general feeling among citizens that government at the local level has failed them in properly regulating, governing and running flea markets. Citizens feel that local authorities do not respond to their concerns and complaints. As a result, policies end up being implemented without their input. In cases, where citizen input has been sought such as when the authorities in Harare were deciding to decongest the inner city of informal traders, public hearings were convened only with the sole purpose of conveying government and local municipalities' decision to move flea markets to the outskirts of the Harare Central Ward. This deficit in terms of communication and public participation has led to incessant conflict, mistrust between all stakeholders and stalling of development. Another important finding was that the ushering in of the new administration under Emmerson Mnangagwa is also known as the Second Republic has brought new hope for citizen participation. This, therefore, brings to the fore the question as to how Harare is addressing these challenges and the mechanisms that it has put in place. It is in response to these questions that the next chapter attempts to answer.

6.0 CHAPTER SIX: HARARE'S PUBLIC PARTICIPATION AND COLLABORATIVE GOVERNANCE MECHANISMS IN THE MANAGEMENT OF THE INFORMAL SECTOR

6.1 Introduction

In the last chapter, the focus was on the City of Harare's (CoH) political environment in the promotion of civic involvement in flea market governance. In trying to answer the second objective of the study, this chapter is going to examine Harare's public participation mechanisms in the governance of the informal sector. The chapter will analyze the public participation mechanisms that are in use in Harare. These include among others, public hearings, consultative meetings, training and workshops, lobbying and public awareness, public commissions and enquiries as well as statutory committees.

6.2 Harare's Public participatory tools in the governance of the flea market sector

The City of Harare uses a number of public participation mechanisms in its flea market governance namely public meetings and hearings, citizens' panels, e-participation, training workshops, feedback meetings, statutory committees, distribution of information materials and public awareness campaigns. The most commonly used are public meetings and hearings which have been observed as an effective method of raising concerns that may otherwise not be heard, particularly when the decision-making process is exclusively reliant on experts. This section discusses these mechanisms in turn in the following sub-sections.

6.2.1 Public Meetings, Hearings and Citizens Panels

A public meeting can be defined as an open meeting where a business is conducted by a public body, such as a local authority, with the aim of, *inter alia*, presenting information to the public, providing a setting for public discussion, obtaining informal input from the citizenry and, getting feedback from the community. Public meetings can either be formal or informal but are tailored for specific issues or community groups. They are also transparent, democratic and representative.

A public hearing, on the other hand, is a formal and specialised public meeting convened prior to decision making by a governing entity with the aim of gathering comments, testimonies and positions from all interested parties for public record and input into decisions. This chapter will also refer to public hearings as public consultative meetings. Meanwhile, a Citizens' Panel is a representative and consultative body comprised of local residents used by statutory agencies, particularly local authorities, to identify local priorities and to consult residents on specific issues. Its participants normally range between 500 and 5000 people. These are normally recruited through random sampling of the voter's roll or their filed addresses. Once they consent to participate, panel members are invited to complete surveys on a regular basis and, where suitable, further in-depth research tools, such as focus groups and workshops, are used.

In the case of Harare's informal sector, the city periodically holds public meetings with various vendor organisations and other like-minded stakeholders or residents with the aim of coming up with a flea market policy that is mutually beneficial to all parties. Citizens' Panels are also used as an innovation in the governance of flea markets. Therefore, in a bid to understand Harare's public participatory architecture, the respondents were asked about the type of arrangement that they thought had been in use to engage them as community and stakeholders. Their perceptions are shown in Figure 6.1.

Figure 6.1: Types of arrangement used to engage the community and other stakeholders

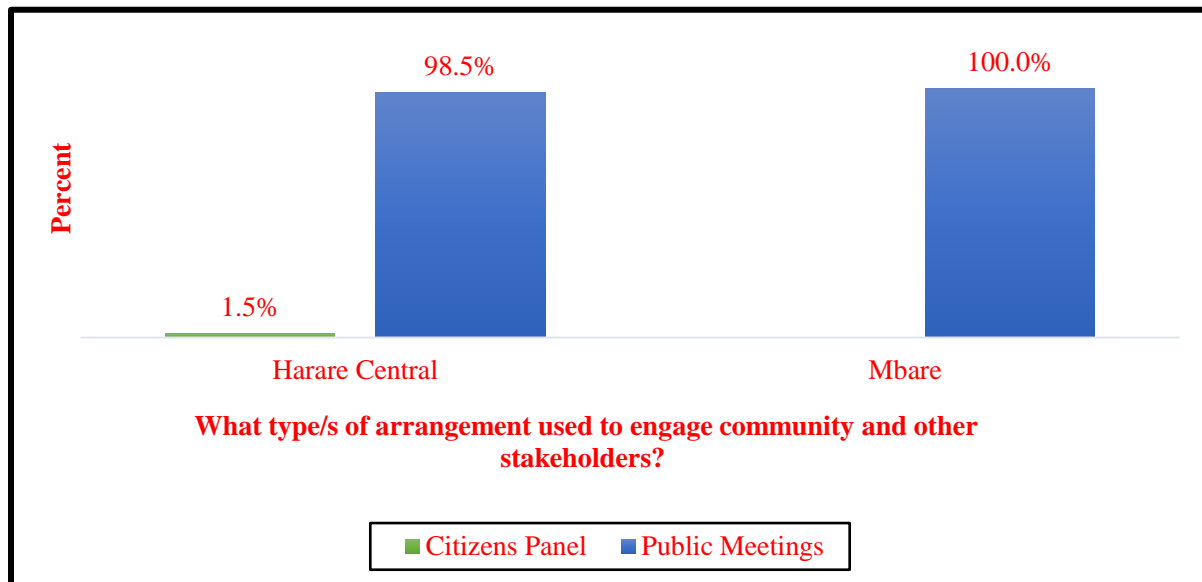


Figure 6.1 reveals that 98.5 per cent and 100 per cent of the respondents in Harare Central and Mbare East districts, respectively, chose public meetings as the most popular participatory tool which the council uses when engaging them on flea market policy. A closer inspection of the figure shows that only 1.5 per cent of vendors and their clients in Harare Central think that citizens' panel is a preferable choice by the council when engaging them. Further analysis was made to determine whether the views of the respondents were associated with gender. The results show that both sexes have the same congruency of thought as they are in agreement that public meetings are commonly used in Harare. Only a slight variation representing one per cent of women interviewed are of the opinion that citizens' panels are used by the local authority. Additionally, the study as highlighted in Table 6.1 below, looked at whether the respondents' responses were predicated according to age.

Table 6.1: Cross-tabulation of age regarding the type of arrangement respondents thought has been in use to engage the community and other stakeholders in Harare.

Age		Citizens Panel	Public Meetings	Total
Between 18 to 25	% within Age	2.7%	97.3%	100%
	% within what type of arrangement	100%	18.6%	19%
Between 26 to 35	% within Age	0%	100%	100%
	% within what type of arrangement	0%	33%	32.8%
Between 36 to 45	% within Age	0%	100%	100%
	% within what type of arrangement	0%	29.4%	29.2%
Between 46 to 55	% within Age	0%	100%	100%
	% within what type of arrangement	0%	14.4%	14.4%
Above 55	% within Age	0%	100%	100%
	% within what type of arrangement	0%	4.6%	4.6%
	% within Age	0.5%	99.5%	100%
	% within what type of arrangement	100%	100%	100%
	% of Total	0.5%	99.5%	100%

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed.

What is particularly striking from the analysis above is that all age groups except the 18 to 25 age range, had a 100 per cent affirmation that public meetings are the only participatory tool being used by Town House in engaging them. A small per centage totaling 2.7 per cent of respondents in the same age bracket were of the opinion that citizens' panels are sometimes used whilst the majority totalling 97.3 per cent affirmed that public meetings are the most commonly used participatory mechanism in Harare. However, their views were not significantly associated with the age of respondents as shown by the Chi-square test results ($\chi^2 = 4.292$, $df=4$, $p=0.368$). Overall, these results provide significant insights into the age of the participants in both districts where the most commonly used participatory tool is public meetings. These results are confirmed by the qualitative interviews and desktop analysis, which also confirms that public meetings are the preferable choice by politicians and public administrators when engaging stakeholders in the informal sector. Data gathered show that public consultation meetings are integral to the City of Harare's flea market governance and this has positively impacted the way this sector is governed.

Not only do the city's public consultation programmes, provide the local authority with an opportunity to co-ordinate its activities with the central government but it also enables them to seek the opinions of its residents. This can be seen in the following quotation from a senior CoH official:

We also consulted the Ministry of Women Affairs, Community, Small and Medium Enterprises Development to make sure that what we were doing was in line with the national policy framework. We hold periodic consultations with the associations representing the various informal sector groups (IM).

The statement from IM illuminates the positive role public meetings have had in Harare. Through close collaboration with the Ministry of Women Affairs, Community, Small and Medium Enterprises Development (MWACSMED), vendor organisations and residents, the City of Harare was able to come up with a new and progressive flea market policy. This policy has led to the establishment of the Informal Sector Department (ISD) within the Department of Housing and Community Services. This Department operates from the City's Remembrance Building in Mbare. Its location is quite strategic as it is within the epicenter of Zimbabwe's informal economy as highlighted in Figure 6.2 below.

Figure 6.2: Location of CoH's Informal Economy Department in Mbare, Harare



Source: Google Maps, 2019

Figure 6.2 shows the location of the headquarters of the ISD in Mbare where flea market policies are mooted, conceptualized and implemented. The ISD Headquarters is marked Stoddart Hall on the map. Mbare is the heartbeat of the flea market economy and is synonymous with this economy. Therefore, by locating the ISD within Mbare and within the 10-kilometer radius of three of the country's busiest markets, namely Mbare Musika Market, Mbare Magaba Market as well as Mbare Mupedzanhamo Market, CoH is showing how serious it is harnessing the true potential of the sector to the economy. These markets are governed by semi-autonomous Flea Markets Management Committees (FMMCs). FMCCS are an appendage of the Informal Sector Department, responsible for the day to day management of flea markets spread across the metropole. FMCCs are constituted by Flea Market vendor representatives.

Synergies also exist between Harare and other arms of government, particularly the central government and the legislature. This happens in the form of joint public meetings between the Council and various central government line departments. One such important stakeholder is the MWACSMED which meets regularly with the Council and vendor organisations with the aim of creating a dialogue between various stakeholders, especially the vendors and council. The documentary analysis revealed that the MWACSMED believes dialogue could lead to better governance of the sector as well as improving relations between CoH and vendors. In an interview quoted in a local Zimbabwean daily newspaper, the Minister of Women Affairs, Community, Small and Medium Enterprises Development, Sithembiso Nyoni, notes that;

...chasing vendors away from the streets without dialoguing is wrong. We need to dialogue with the SMEs and also to involve the ministry of SMEs...The way it is being done is just giving our people a hard time. We need to talk to them and plan with them. ...chasing the vendors away from the streets on its own is not the right way. It has never worked and it will not work because people will come back again... I would like to see a dialogue between the vendors and the local authority. Those SMEs operating in the streets would really be glad to be formalised, to be given a work space and to diversify. (Nyakudya, 2017)

Other arms of government, especially the legislature, as encapsulated in Table 6.2, also compliments the Council through the convening of public meetings and hearings. Their intervention has improved the manner in which Harare views and deals with the vending public.

Table 6.2 below, therefore, looks at the respondents' perceptions on consultative meetings, public hearings and workshops.

Table 6. 2: Summary of public meetings, hearings and consultations in pursuit of citizenry participation in Harare

Sub-themes	Respondent Response	Source
Public meetings, hearings and consultations	<i>Consultative meetings. The public is well informed of their rights but they ignore them.... rights go hand in hand with obligations. We also consulted the Ministry of Women Affairs, Community, Small and Medium Enterprises Development to make sure that what we were doing was in line with the national policy framework. We hold periodic consultations with the associations representing the various informal sector groups.</i>	EJ
	<i>Yes, the COH engages vendor associations which represent vendors of different trades such as fruit and vegetables, home industry and flea markets. We periodically have meetings with them even when we formulated the informal sector policy we consulted them.</i>	IM
	<i>We usually hold meetings with vendor representative groups in the form of meetings and workshops that are conducted by the Ministry of SMEs.</i>	SOM
	<i>Yes. Vending in Harare is a source of livelihood for the family and as such taking away the source of their livelihood is not taken lightly. For example, they faced so much resistance from the vendors when they wanted to push them out of the CBD. It was only after they had a string of meetings with the leaders of the vendors and transport operators (kombies and mishika shika) that they agreed. All vendors and transport operators should be registered.</i>	JM
	<i>From the initial stage that's why the POZ undertakes outreaches to the members of the public to gather and ascertain their wishes for incorporation into the legislation.</i>	NS

Table 6.2 above encapsulates the symbiotic relationship that exists between the council and other arms of government. It can be seen that apart from engaging the residents through the ISD and FMMCS, the City of Harare takes advantages of the working relationship that is available with other arms of government in order to improve its relationship with its residents. For example, the Parliament of Zimbabwe, indirectly helps CoH through its public outreach programmes, especially during bill initiation. It solicits the opinions of the citizenry and records their inputs and concerns. This rich information is readily available and the Council uses it in order to come up with tailor-made policies that are responsive to people's needs.

6.2.2 Advocacy and Public Awareness Programmes

Advocacy can be described as a process or an action that promotes, or recommends, or speaks in favour of, or supports, or defends and/ or pleads on behalf of others. This could be towards defending and promoting people's rights, providing a platform or to facilitate the expression of citizenry's viewpoints and apprehensions, access to information and services as well as to reconnoiter choices and options. Public awareness, on the other hand, could be defined as a process aimed at informing, sensitizing or drawing attention to a certain issue or matter.

The Harare metropolitan municipality places communication at the core of its administration and, therefore uses both advocacy and publicity as a tool involves its public. To achieve this, the municipality has elevated its Information and Publicity Committee as one of the leading committees among eight. The Committee's work is supported by a fully-fledged Information and Publicity Department headed by a full-time Director. Its primary responsibility is to provide a communication link between the City and its residents. This is done through various advocacy and public awareness programmes. With regards to the informal sector, the Information and Publicity Department periodically conducts roadshows where it moves around the City precincts soliciting residents' views on how to manage the sector as well as advising the same on new programmes and projects. They also use these roadshows to advise residents on the new flea market sites and the requirements needed to operate there. Respondents were therefore asked about their perceptions regarding advocacy and whether due to advocacy, policies were well received by the public. Their responses are reflected in Table 6.3.

Table 6.3: Level of frequency and per centage on whether or not policy was well received due to advocacy and involvement at the initial stages of formulation

District	Degree of Agreement	Frequency	Per cent
Harare Central	Strongly Disagree	37	56.9
	Disagree	26	40
	Somewhat Agree	1	1.5
	Agree	1	1.5
	Total	65	100
Mbare East	Strongly Disagree	82	63.1
	Disagree	47	36.2
	Agree	1	.8
	Total	130	100

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed

Table 6.3, above reveals that 56.9 per cent and 63.1 per cent of respondents in Harare Central and Mbare East, respectively, strongly disagree that policy was well received due to advocacy and involvement at initial stages of policy formulation, followed by the respondents who disagree at 40 per cent in Harare Central and 36.1 per cent in Mbare East. Other respondents somewhat agree at 1.5 per cent in Harare Central, followed by those who agree at 1.5 per cent in the same district. In Mbare East, the smaller number of respondents who agree is 0.8 per cent. These results are confirmed by one vendor in one focus group discussion when she lamented that;

The municipality does not engage the communities but rather they formulate policies that affect communities alone and then bring them down for implementation (FGDVM1).

The above comment is in line with the perceptions of the respondents in the survey questionnaires. This indicates that successive flea market policies in Harare have been failing dismally due to failure by the local authority either to brief residents properly of their intentions or to co-opt the community in the planning and decision-making processes. One such failure is reflected by the CoH's continued misplaced decisions of allocating new vending sites in places where vendors would not want to trade as these trading areas are inaccessible to their targeted clientele. This has

resulted in the beneficiaries of these sites abandoning the sites the moment the dust has settled. Relatedly, additional analysis was done to determine if the views of the respondents were associated with their gender and marital status. The results are shown in Table 6.4.

Table 6.4: Based on gender, policy was well received due to advocacy and involvement at the initial stage

Policy was well received due to advocacy and involvement at the initial stage							Total
			Strongly Disagree	Disagree	Somewhat Agree	Agree	
Sex	Female	Count	64 _a	40 _a	0 _a	0 _a	104
		% within Sex	61,5%	38,5%	0%	0%	100,0%
		% within Policy was well received	53,8%	54,8%	0%	0%	53,3%
		% of Total	32,8%	20,5%	0%	0%	53,3%
	Male	Count	55 _a	33 _a	1 _a	2 _a	91
		% within Sex	60,4%	36,3%	1,1%	2,2%	100%
		% within Policy was well received	46,2%	45,2%	100%	100%	46,7%
		% of Total	28,2%	16,9%	0,5%	1,0%	46,7%
Total		Count	119	73	1	2	195
		% within Sex	61%	37,4%	0,5%	1,0%	100%
		% within Policy was well received	100%	100%	100%	100%	100%
		% of Total	61%	37,4%	0,5%	1,0%	100%

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed.

Table 6.4 reveals that the highest proportion of male respondents (60.4%) strongly disagreed with the statement that due to advocacy and involvement, decisions and policies made by the city were warmly embraced. These are followed by 36.3 per cent who also disagree with the statement. Some respondents (1.1%) somewhat agree whereas 2.2 per cent agreed. The results also show that 61.5 per cent and 38.5 per cent of the female respondents strongly disagreed and disagreed, respectively. Their responses were slightly different with those of their male counterparts as a none of the female

counterparts were in agreement that that policy was well received due to advocacy and involvement of residents at initial stages. However, the opinions of both genders are in sync as the majority of both sexes do not agree that advocacy and involvement at initial stages helped residents to be more receptive to newly introduced policies by the municipality. An almost similar trend as reflected in Figure 6.3 emerged in terms of respondents' views based on marital status. However, their level and degree of perception vary slightly.

Figure 6.3: Level and degree of perception based on marital status on whether the policy was well received due to advocacy and involvement at initial stages

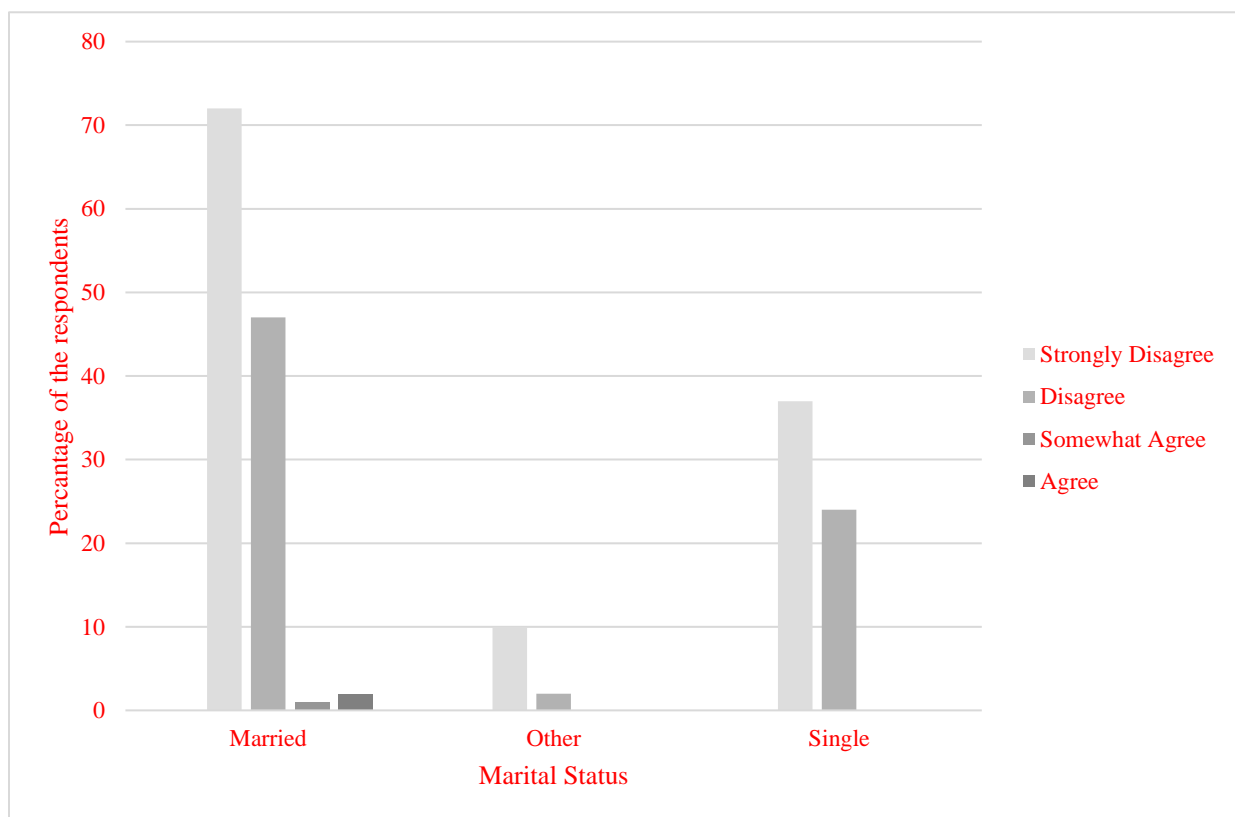


Figure 6.3 reveals that 59 per cent of respondents strongly disagreed that policy was well received due to advocacy and involvement at initial stages; followed by those who disagree at 38.5 per cent. Other respondents who somewhat agree and agreed are at 0.8 per cent and 1.6 per cent,

respectively. Meanwhile, for those participants who refused to divulge their marital status, the majority of them strongly disagreed at 83.3 per cent and the rest (16.7%) also disagreed. Meanwhile, results from the singles category also show that 60.7 per cent strongly disagreed and 39.9 per cent also disagreed with the statement. Closer observation shows that apart from a small per centage of the married respondents, an absolute majority of all respondents felt that CoH policies were not well received due to advocacy and involvement at initial stages. These sentiments were also observed in the interviews, as shown Table 6.5, whereby having realized the serious deficiencies that exist, various vendor organisations and non-state actors such as the *Nehanda Traders Association (NTA)*, *National Vendors Union of Zimbabwe (NAVUZ)*, *Vendors Initiative for Social and Economic Transformation (VISET)*, *Zimbabwe Chamber of Informal Economy Associations (ZCIEA)* and the *Zimbabwe Informal Sector Organisation (ZISO)* tried to fill the void by embarking on several advocacy campaigns aimed at creating and building a mutually beneficial relationship with the Harare City Council (HCC).

Table 6.5: Summary on the use of the advocacy mechanism towards a participatory Harare

Sub-theme	Respondent Response	Source
Advocacy	<i>We as the leaders of our informal economy people we are very much organized because this is why we exist because we were trying to establish a voice that coordinates activities between authorities and those in the informal sector</i>	I.VG.NTA
	<i>The parliament has engaged civil society in this regard and these have been very helpful. For example, the Southern Africa Parliamentary Support Trust whose role is that of coordinating all the civil society organisations so that when the parliament has a bill and wants to go out to consult with the public, the organisation does that on behalf of the parliament of Zimbabwe.</i>	NS
	<i>We conduct meetings with government or local authorities in areas of mutual concern...Our organization encourages public participation since it is key to development because there is a need to hear what the public expects. As ZCIEA we contributed to the COH by developing four (4) policy position papers.</i>	I.VG.ZCIEA

Table 6.5 gives a summary of the sentiments of different interviewees on their perceptions on advocacy and how their respective organisations and institutions help in complementing CoH. As much as most of them are non-state actors they play an important role in ensuring that the public is involved in the governance of the informal sector. Through their interventions, the vending public has been able to influence policies that affect them, albeit in a limited fashion. Their comments, as reflected in the table above, help in unpacking tactics and strategies vendor organisations use and how they play an indispensable role in ensuring that Harare does not deviate from its mandate. They ensure that the citizenry remains a vital cog in decision making and as advocates for the implementation of vendor-centric policies. This is especially highlighted in the commentaries made by Nehanda Traders Alliance Coordinator when he had this to say:

We as the leaders of our informal economy people we are very much organized because this is why we exist and we are trying to establish a voice that coordinates activities between authorities and those in the informal sector(I.VG.NTA).

The comment made by I.VG.NTA shows the importance of non-state actors in playing an advocacy role through the coordination of various role players in the informal sector. This has had a tremendous impact on having Harare to adopt a conciliatory and progressive stance towards vendors. A position which is in complete contrast with the yesteryear drafters of the Urban Council Act who in their wisdom saw vending as a social ill, a vice that needed to be contained. This is further validated in the feedback section below. Furthermore, the CoH uses brochures, questionnaires, pamphlets, posters and booklets, all with the aim of helping unpack and outline the Council's vision, goals and implementation plans.

6.2.3 Feedback Forums and Meetings

The City of Harare also uses the feedback mechanism as one of its principal communication and participatory tool. These feedback forums and meetings are held at ward level and are coordinated by the Publicity Department as well as by Ward Councillors. Furthermore, Flea Market Management Committees (FMMCS) which are domiciled at all flea market sites also play an intermediary role in ensuring that both the City Council and residents are always in communication

and are kept abreast of developments, concerns, issues and views of all parties. In the case of HCC, the municipality uses the FMMCs as its mouthpiece and feedback channel. Council decisions on the sector and concerns of vendors and residents are always channeled through this important arm of the municipality. FMMCs also affords an opportunity for vendors to present their ideas as well as their grievances. They thus provide a conduit of interactions between the Council and the informal sector.

The municipality, through management committees, also affords residents an opportunity to bring unsolicited proposals on how to improve development, solutions and systems within their neighborhoods. In the flea market sector, residents are encouraged to come up with proposals such as the location of new market places and best practices they think ought to be implemented to improve the governance of these markets. At the provincial and national level, feedback forms are administered to the participants after every public hearing. Thus, in order to understand the effectiveness and acceptance of this mechanism, the researcher administered a survey to respondents aimed to gauge their perceptions on the effectiveness of feedback as a participatory mechanism. Respondents, as indicated in Figure 6.4, were therefore asked on whether there was a need for a feedback system through which government could ascertain whether communities are involved or not.

Figure 6.4: For effective collaboration, is there any need for a feedback system through which government can ascertain whether the community is actively involved or not

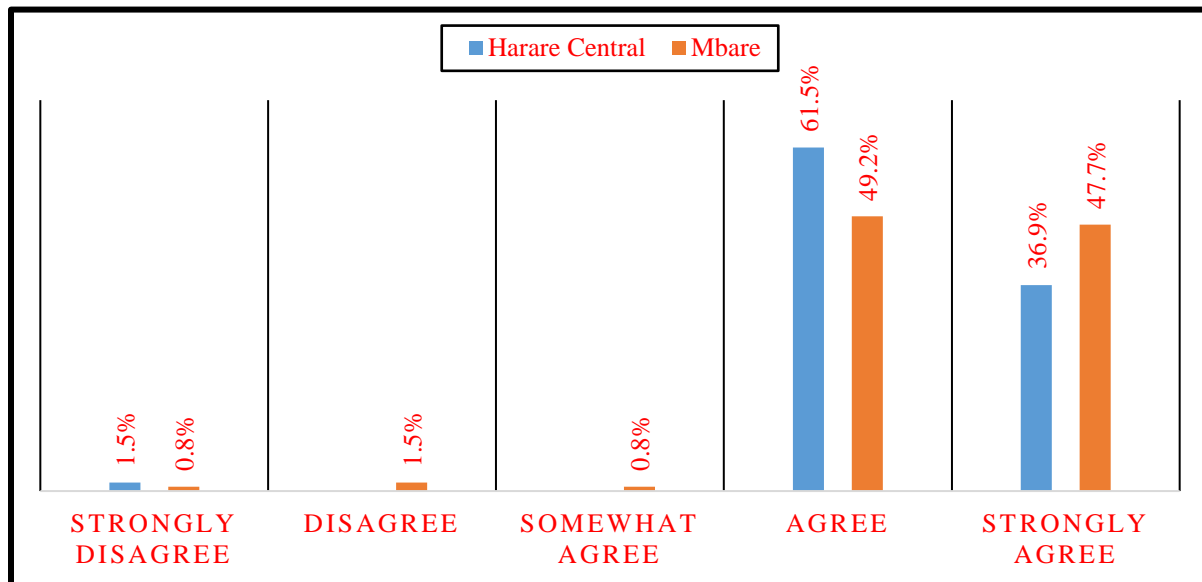


Figure 6.4 reveals that 61.5 per cent of respondents in Harare Central and 49.2 per cent in Mbare East agree that there is a need for a feedback system that will ascertain the level of community involvement, followed by the respondents who strongly agree at 36.9 per cent in Harare Central and 47.7 per cent in Mbare East. Other respondents are those who somewhat agree at 0.8 per cent and 1.5 per cent who disagree both in Mbare East. Only 1.5 per cent of respondents in Harare Central strongly disagree, followed with a lesser number of respondents in Mbare East who also strongly disagree at 0.8 per cent. The most interesting aspect of these findings is that the majority of the respondents recognise the importance of feedback in the governance of the flea market economy in Harare. Further analysis was also made to determine whether the views of the respondents was dependent on qualification. Table 6.6 below analyses the responses based on qualifications.

Table 6.6: Respondents responses based on qualification on the feedback system

Education		Strongly Disagree	Disagree	Somewhat Agree	Agree	Strongly Agree	Total
No Formal Education	% within Qualifications	0%	0%	0%	57,1%	42,9%	100%
	% within. For effective collaboration	0%	0,0%	0%	3,8%	3,5%	3,6%
Primary	% within Qualifications	0%	5%	0%	65%	30%	100%
	% within. For effective collaboration	0%	50%	0%	12,5%	7%	10,3%
Secondary	% within Qualifications	0%	0,8%	0,8%	48,3%	50%	100%
	% within: For effective collaboration	0%	50,0%	100%	54,8%	68,6%	60,5%
Tertiary	% within Qualifications	2,8%	0%	0%	63,9%	33,3%	100%
	% within. For effective collaboration	50%	0%	0%	22,1%	14%	18,5%
Post Graduate	% within Qualifications	7,1%	0%	0%	50%	42,9%	100%
	% within. For effective collaboration	50%	0%	0%	6,7%	7,0%	7,2%
	% within Qualifications	1%	1%	0,5%	53,3%	44,1%	100%
	% within. For effective collaboration	100%	100%	100%	100%	100%	100%
	% of Total	1%	1%	0,5%	53,3%	44,1%	100%

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed.

From Table 6.6 above, the results show that although the majority of all respondents agree on the need for a feedback system. There is, however, some recognisable variances in terms of level and the degree of agreement based on qualifications. From the data, it can be seen that respondents in all the categories have differences in perceptions in terms of agreement whether there is a need for feedback through which local government can ascertain whether the community is involved or not. Those with no formal education, for example, are in total agreement on the need for a feedback system as 57.1 per cent and 42.9 per cent of those surveyed agree and strongly agree, respectively, on the importance of feedback. This perception is also shared with respondents with secondary education. Only 0.8 per cent disagreed whilst the rest were in agreement with the statement. However, there is a slightly though significant variation from the respondents with primary, tertiary and post-graduate qualification. Though a minority, 5 per cent of the respondents

possessing primary education disagreed on the need of a feedback system whilst 2.8 per cent of those with secondary education also strongly disagreed whilst 50 per cent strongly agreed.

However, the statistics from those with primary level show that 5 per cent disagree whilst 7.1 per cent of post-graduate respondents strongly disagreed. Furthermore, another 2.8 per cent with tertiary qualifications also strongly disagreed that there is a need for a feedback system through which the Government can judge whether communities are actively involved or not. Further, their views are not significantly associated with the qualifications of respondents as shown by the chi-square test ($\chi^2 = 16.683$, $df = 16$, $p = 0.406$). Overall, these results provide an important insight into how despite different categories of participants, their responses are almost similar. The results reveal that the need for a proper, coordinated and comprehensive feedback system aimed at entrenching a participatory culture not only in Harare but across all local government authorities in Zimbabwe. This quantitative data was supplemented by qualitative interviews and desktop analysis. Table 6.7 below present data obtained from interviews and focus group discussions on how feedback works as a mechanism for participation.

Table 6.7: Summary of findings on feedback as a participatory mechanism

Sub-theme	Respondent Response	Source
Feedback meetings	<i>We use feedback forms after public hearings and I have an open door policy since my job is that of coordinating activities between the government and the residents in Harare Metropolitan.</i>	MC
	<i>They should be actually come up with the idea. They should be involved at all the stages from formulation up to the implementation. Illegal markets are there because their locations are badly sited. Most thinkers are no longer attending feedback meetings because they feel they have better things to do... Local government should be depoliticised.</i>	EJ
	<i>We have management committees which they can use as feedback mechanisms or channels of communication. They can visit council offices and we discuss these issues... We usually have feedbacks with vendor representative groups in the form of meetings and workshops that are conducted by the Ministry of SMEs.</i>	WM
	<i>As the minister of Local Government in Zimbabwe, firstly my ministry engages local authorities ...This is done to enable policy formulation on vending, infrastructure development and transportation and housing... It is the responsibilities of the councillors to explain to the residents the by-laws and the reason why they were enacted. At times the ministry engages the public on matters that affect them through the councillors and at times through established party structures.</i>	JM

The table above shows that feedback mechanisms are used in all spheres of government, particularly within local authorities. This is validated by the views propounded by a senior CoH official, when he retorted that;

We have management committees which they can use as feedback mechanisms or channels of communication. They can visit council offices and we discuss these issues... We usually have feedbacks with vendor representative groups in the form of meetings and workshops that are conducted by the Ministry of SMEs. (WM)

The comments made by WM are particularly important as it shows the relations among and within stakeholders are promoted through feedback. WM shows that this mechanism is effectively used by the municipality when engaging ratepayers in these vendors through FMMCs. Furthermore, the quote also shows the working relationship that exists among three fundamental stakeholders with the flea market economy, namely vendors and vendor organisations, the municipality and the MWACSMED, popularly known as the SMEs Ministry.

6.2.4 Workshops, Seminars and Training Programmes

Workshops and seminars are also used with the objective of having the public assume ownership of developmental plans and processes. This, therefore, enables them to feel confident in their local authority as well as having the ability to exercise their rights fully and thereby enhancing participatory democracy. Workshops are predominantly used as an avenue for the introduction of specific concepts or skill sets to either individuals or groups. Normally, workshops are meant to create a rapport between the convener and attendees in order to, *inter alia*, understand attendees' problems, their requirements as well as to find solutions. Workshops can also take the form of training which is interactive and enables the participant to carry out a number of tasks and activities rather than being a passive participant to a lecture or presentation. Another type of workshop is a general workshop that is convened for a mixed audience. A seminar, on the other hand, may be defined as an interactive gathering of people with the aim of discussing a stated topic. Seminars are different from workshops as they are essentially academic and are not hands-on when compared to workshops.

In Harare, the culture of participation is also inculcated through workshops and seminars. Using workshops and seminars, the City Council, upon the election of a new councilor, expose these newly elected public servants to a rigorous induction process. In these workshops and seminars, the newly minted councillors are provided with pamphlets and handbooks such as the 2013 *Handbook for Councillors* that emphasises the supremacy of servant leadership and centrality of residents in decision making. The 2013 *Handbook for Councillors*, apart from being a training manual, equips the new councillors with knowledge about their duties, roles and expectations. The handbook also teaches that they are representatives of residents and should at all times seek the opinions of residents and provide them with feedback from council meetings (Zimbabwe, 2013a).

Additionally, the Ministry of Local Government conducts seminars and workshops regularly targeting councillors with the aim of imparting communication skills and strategies that encourages them to communicate regularly and to engage the electorate. Also, the MWACSMED, in collaboration with the Council, regularly convenes seminars, workshops and consultative forums with vendor associations aimed at promoting dialogue among these important stakeholders.

For example, in September 2018, following a clean-up blitz by the CoH to rid the central business district of the vending community, the MWACSMED convened an all stakeholder consultative forum aimed at finding an amicable solution to the matter. The respondents were therefore asked whether it was the duty of public managers to build capacity and empower community leaders for active public participation. Their responses are shown in Figure 6.5.

Figure 6.5: It is the duty of public managers to build capacity and empower community leaders for active public participation

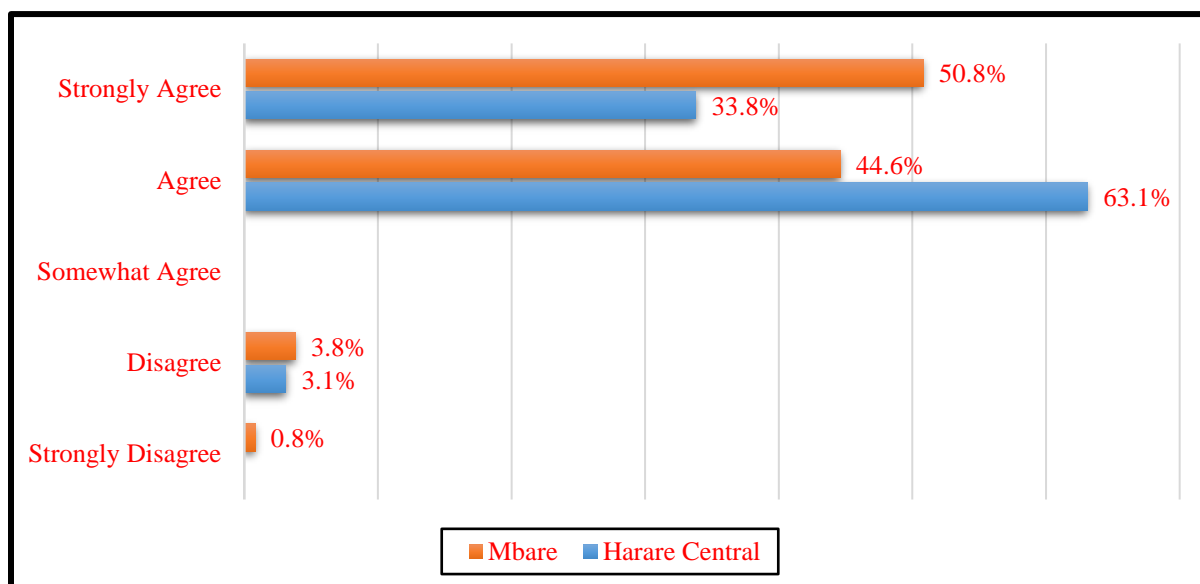


Figure 6.4 reveals that the majority of respondents in Harare Central at 63.1 per cent and 44.6 per cent in Mbare East agree that it is the duty of public managers to build capacity and empower community leaders for active public participation. This is followed by the respondents who strongly agree at 50.8 per cent in Mbare East and 33.8 per cent in Harare Central. The smaller number of respondents are those who disagree at 3.8 per cent in Mbare East and 3.1% in Harare Central followed by those who strongly disagree at 0.8% in Mbare East. The results, therefore, suggest that an absolute majority of vendors and flea market customers in both districts are of the opinion that it is the duty of public managers to build capacity and empower community leaders for active public participation. Further analysis in terms of age also revealed that despite an age

difference, the responses of participants are almost identical and these are highlighted in Table 6.8 below.

Table 6.8: Cross-tabulation of results on whether or not it is the duty of public managers to build capacity and empower community leaders for active public participation.

Age		Strongly Disagree	Disagree	Agree	Strongly Agree	
Between 18 to 25	% within Age	0%	5,4%	48,6%	45,9%	100%
	% within. It is the duty of public managers to build capacity	0%	28,6%	18,2%	19,3%	19%
Between 26 to 35	% within Age	0%	3,1%	51,6%	45,3%	100%
	% within. It is the duty of public managers to build capacity	0%	28,6%	33,3%	33%	32,8%
Between 36 to 45	% within Age	0%	5,3%	50,9%	43,9%	100%
	% within. It is the duty of public managers to build capacity	0%	42,9%	29,3%	28,4%	29,2%
Between 46 to 55	% within Age	3,6%	0%	46,4%	50%	100%
	% within. It is the duty of public managers to build capacity	100%	0%	13,1%	15,9%	14,4%
Above 55	% within Age	0%	0%	66,7%	33,3%	100%
	% within. It is the duty of public managers to build capacity	0%	0%	6,1%	3,4%	4,6%
	% within Age	0,5%	3,6%	50,8%	45,1%	100%
	% within. It is the duty of public managers to build capacity	100%	100%	100%	100%	100%
	% of Total	0,5%	3,6%	50,8%	45,1%	100%

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed.

Table 6.8 reveals that the highest proportion of respondents within the 18 to 25 age group (48.6%) agree with the statement that it is the duty of public managers to build capacity and empower community leaders for active public participation. These are followed by those who strongly agree with the statement at 45.9 per cent. However, some respondents (5.4%) disagree that it is the duty of public managers to build capacity and empower community leaders for active public

participation. Under the 23 to 35 age group, a similar pattern also emerged. Only a small percentage of respondents (3.1%) disagree whilst 51.9 per cent and 45.3 per cent agreed and disagreed respectively. Results from the 36 to 45 age group also showed similar patterns. The majority of the respondents were in agreement with the statement. 50.9 per cent agreed whilst 43.9 per cent strongly agreed. Only 5.3 per cent disagreed that it is the duty of public managers to build capacity and empower community leaders for active public participation. The 46 to 55 as well as the above 55 age group also had interesting results. In the above 55 age group, all respondents were in agreement with the statement. 66.7 per cent agreed whilst the remaining 33.3 per cent strongly agreed.

The results of the 46 to 55 age group also showed that whilst 3.6 per cent disagreed that it is the duty of public managers to build capacity and empower community leaders for active public participation, the majority representing 46.4 per cent agreed and 50 per cent strongly agreed with the statement. Further, their views were not significantly associated with the age of respondents as shown by the chi-square test ($\chi^2 = 4.336$, $df = 6$, $p = 0.631$). Overall, these results provide an important insight into how communities perceive the role of local authorities in facilitating their participation. Thus, Table 6.9 below summarises the strategies that Harare tries to coopt the citizenry in decision making and day to day running of flea markets through workshops and seminars.

Table 6.9: Summary on the role of workshops and seminars in the governance of the informal sector

Sub-theme	Respondent Response	Source
Workshops and Seminars	<i>Yes, there are. For instance, last year we had a workshop here that was organized by the ministry of SMEs. The workshop was meant to educate us on the formalization of the informal sector agenda. So we are trying to move from informal to formal whereby vendors will be able to access loans through banks and so on. We hold workshops through the ministry at the same time we have district offices that are scattered throughout the city and vendors hold meetings with district representatives where they air out their grievances</i>	WM
	<i>We find it difficult to communicate with the public since they are not registered with us....We carry out some training workshops with the registered vendors and teach them the importance of being legal and being recognised by the government. We have never thought about engaging the flea market clients really.</i>	IM

All the above sentiments show the indispensable role workshops and seminars play in safeguarding public participation in the governance of the flea market sector in Harare. Largely, it can be deduced from the above sentiments that HCC in partnership with several central government line departments and non-state actors regularly conducts workshops with flea market stakeholders with the aim of educating and informing stakeholders of their duties and responsibilities as well as on the role of and formalization of the informal sector. There are also used as platforms for finding ways in which the sector could be streamlined into the formal sector that will enable vendors to have access to loans and advisory services. Furthermore, it can be seen that these workshops and seminars have been used to gather information and challenges being faced by flea market operators. They also act as grievances sessions for vendors and vendor organisations.

Meanwhile, data from focus group discussions, desktop analysis as well as from interviews with vendors, customers as well as vendor organisations established that local authorities, despite being aware of the important role of promoting citizenry involvement, have been abrogating their responsibilities of ensuring that capacity is built in order for communities to participate actively in flea market governance. This can be seen in the point made by *FGDVH1* when she said that:

I think all people should have an opportunity to participate in Council programmes. For example, when there is need to open new flea markets we should be informed and invited to participate in designing policies and the rules we will be following, while we also give our views. (FGDVH1)

FGDVH1's comments reveal the growing frustrations vendors endure daily. They are faced with a City that does not give this constituency an opportunity to consider their views and inputs especially as far as the design, form and location of new flea markets are concerned. This failure to either take vendors into the metropole's confidence and to co-opt them in decision-making processes has unwittingly created an adversarial relationship between the governors and the governed. This is in spite of the fact that local authorities and even the central government recognises the need to engage the public on the policy. It seems the City continues to pay lip service to public participation and this is highlighted in a tweet made by one of the key vendor organisation, VISET, on 1 November 2018, expressing dissatisfaction with the City's *modus*

operandi in flea market governance. Figure 6.5 below reveals the frustrations stakeholders are subjected to by CoH.

Figure 6.6: vendor organisation, VISET, protest over Harare's unilateralism in the informal sector



Source: Viset (2018)

The above tweet from the *Vendors Initiative for Social and Economic Transformation (VISET)* exposes the cornerstone of growing frustrations among stakeholders and also exposes serious deficiencies in the manner in which CoH treats flea market operators. Whilst, the informal sector has grown exponentially especially in the past two decades to become one of the major contributors to the country's Gross Domestic Product (GDP), the participants in that sector continue to be victimised and ostracized in the form of periodical and brazen demolition of their vending stalls as aptly highlighted in the VISET tweet.

Another important public participation mechanism that is commonly used in Zimbabwe is training. Training can be defined as a programme designed with the objective of building individual or

group skills. JM notes that the central government has instituted local government training programmes targeting mainly councillors, where community engagement is emphasized. This training is usually done during orientation to their new jobs. Relatedly, it has been observed that the effectiveness of public hearings has been hampered by the public's lack of understanding of their roles in this training. Consequently, most hearings degenerate into public grievances sessions. Instead of using these meetings to contribute and giving their input on a particular issue, members of the public abuse these gatherings by raising complaints that have nothing to do with the matter at hand. NS succinctly explains this when she noted that;

The challenges that have been encountered are that during public hearings, the public would be presenting their grievances instead of giving input to the issues at hand. The Parliament has seen that this is due to lack of knowledge and understanding of their role so the parliament has seen it fit to have its Public Relations Department offer some public education to raise awareness of their role. These exercises are done in schools starting from primary up to tertiary and it is the hope of parliament that the information will flow to the entire population from the school going children.

Furthermore, the Zimbabwean government in collaboration with non-state actors has embarked on training programmes which could empower residents so that they can engage local and national authorities in a constructive and mutually beneficial manner. In order to unpack this further, respondents were asked whether members of the community required training before they could participate actively. Their responses are shown in Figure 6.7.

Figure 6.7: The members of the community require training before they can actively participate actively.

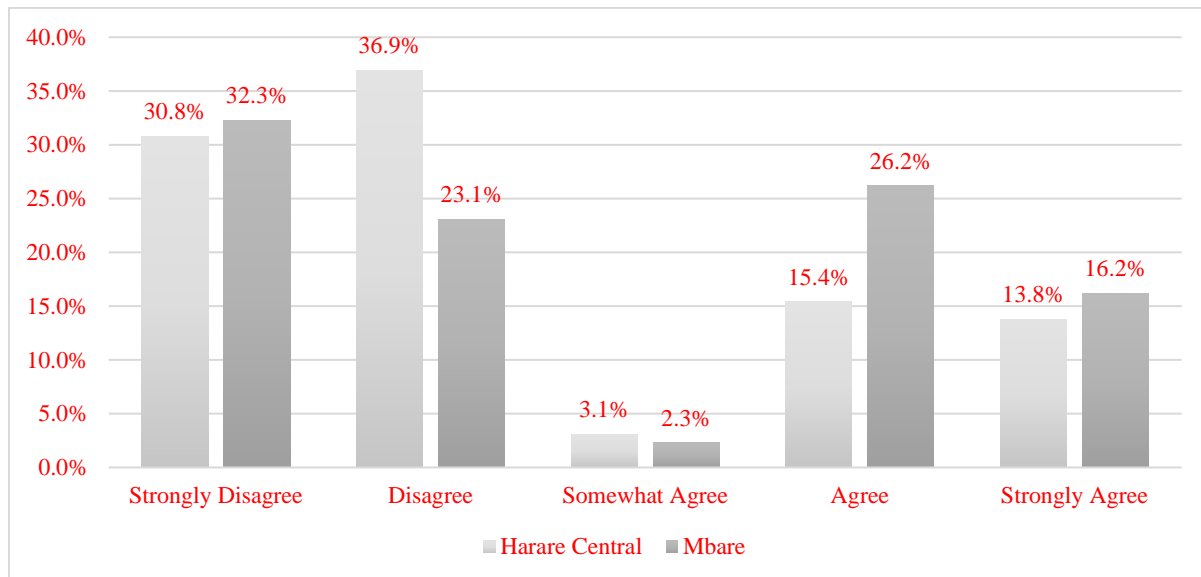


Figure 6.6 above reveals that a slight majority of respondents feel that there is no need for them to be educated in order for them to engage intelligently and adequately with the Council on various issues. 32.3 per cent of the respondents in Mbare East strongly disagree that members of the community require training before they can actively engage, whilst in Harare Central, almost the equal per centage 30.8 per cent share the same sentiments. Another, 36.9 per cent and 23.1 per cent in Harare Central and Mbare East, respectively, also disagree with the assertion. Meanwhile, a total of 15.4 per cent in Harare Central and 26.2 per cent in Mbare East agree that there is a need for residents to be trained in order for them to actively participate on flea market matters. Another, 13.8 per cent in Harare Central and 16.2 per cent in Mbare East strongly agree with this notion whilst 3.1 per cent and 2.3 per cent in Harare Central and Mbare East, respectively, somewhat agree. A closer inspection of the results shows that there is a minor difference between the respondents who agree and those who disagree with the notion that members of society require training before they can actively engage in training. Furthermore, the results also show that policy makers and residents have a different opinion on the importance of training in enhancing participation. The same sentiments also emerged during in-depth interviews, as shown in Table 6.10.

Table 6.10: Summary of findings on the importance of training in enhancing participation

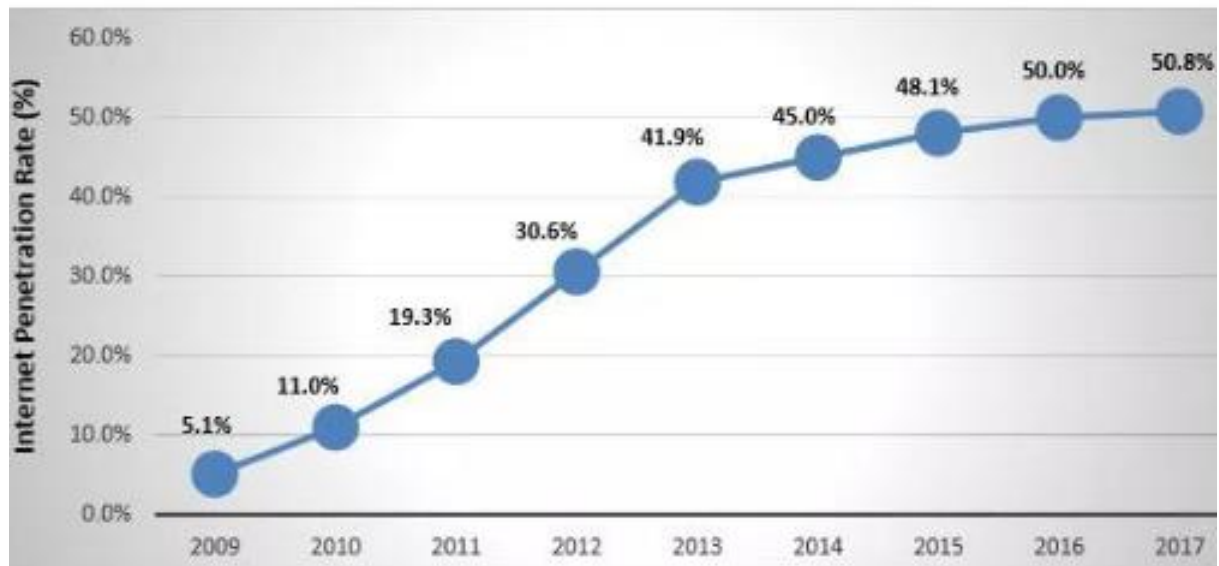
Sub-theme	Respondent Response	Source
Training	<i>Most capacity building was done at Councillor level and not on the community level. We offer some induction to Councillors and provide some communication training on how they should communicate downwards as well as upwards.</i>	EJ
	<i>We find it difficult to communicate with the public since they are not registered with us. We carry out some training workshops with the registered vendors and teach them the importance of being legal and being recognised by the government. We have never thought about engaging the flea market clients really.</i>	IM
	<i>Empowerment on the leadership at the local level is done through seminars, training and exchange programs and political affiliation has a bearing.</i>	MC
	<i>I have instituted training programs for the councillors and these stresses the point of community engagement.</i>	JM

Table 6.10 gives a summary of the sentiments by different public administrators. Emphasis is placed on training in order to equip public officials with good communication skills that will ensure community participation.

6.2.5: e-participation (Online Participation)

Online democratic participation is fast emerging as one of the leading contemporary public participation methods which provide the citizenry with an added opportunity to be informed and the chance to shape their own future. E-participation is described by the *United Nations Department of Economic and Social Affairs (UNDESA)* as an engagement tool that fosters civic engagement and through Information and Communications Technologies (ICTs) also opens up participatory governance. The sole objective in this regard is to improve access to information and public services and in the process supporting the promotion of civic participation in policy-making for everyone and for society's benefit (UNDESA, 2018). Zimbabwe has not been left out of these new global information technology trends. The country has, over the past nine years, been experiencing an exponential increase in internet penetration as indicated in Table 6.11.

Table 6.11: Zimbabwe's Internet Penetration Rate



Source: POTRAZ, 2018

As indicated above, Zimbabwe has a mobile internet penetration rate of about 50 per cent. It also has an active mobile subscriber of 14 million out of a cumulative total population of 16,53 million across the country (Karombo, 2018). This growth has also coincided with the exponential rise of social media platforms especially *Twitter*, *WhatsApp* and *Facebook* as a major source of communication. This growth in internet penetration has also invigorated social consciousness as the public is becoming more aware of the immense participatory potential information technology has. This has therefore led to the advent of digital activism. For example, since the launch of the **#ThisFlag**¹ social media movement in July 2016 by Pastor Evan Mawarire, digital activism has been growing in momentum on a host of political and social issues. Online polls through *Twitter* as well as live Facebook forums are also growing in popularity in Harare as alternative participatory tools. It is in this context that respondents were asked to choose the best participatory strategy among a host of tools that they thought would be ideal for Harare. Their responses are shown in Figure 6.8.

¹ The **#ThisFlag** protest movement was formed Evan Mawarire, a pastor who gained both national and international prominence in April 2016, when his recorded mobile video went viral lamenting over the growing injustices and indignities of living under the government of then President of Zimbabwe, Robert Mugabe. Consequently, Mawarire found himself at the helm of a citizenry protest movement that threatened the status quo.

Figure 6.8: The best option amongst various participatory strategies to use in Harare

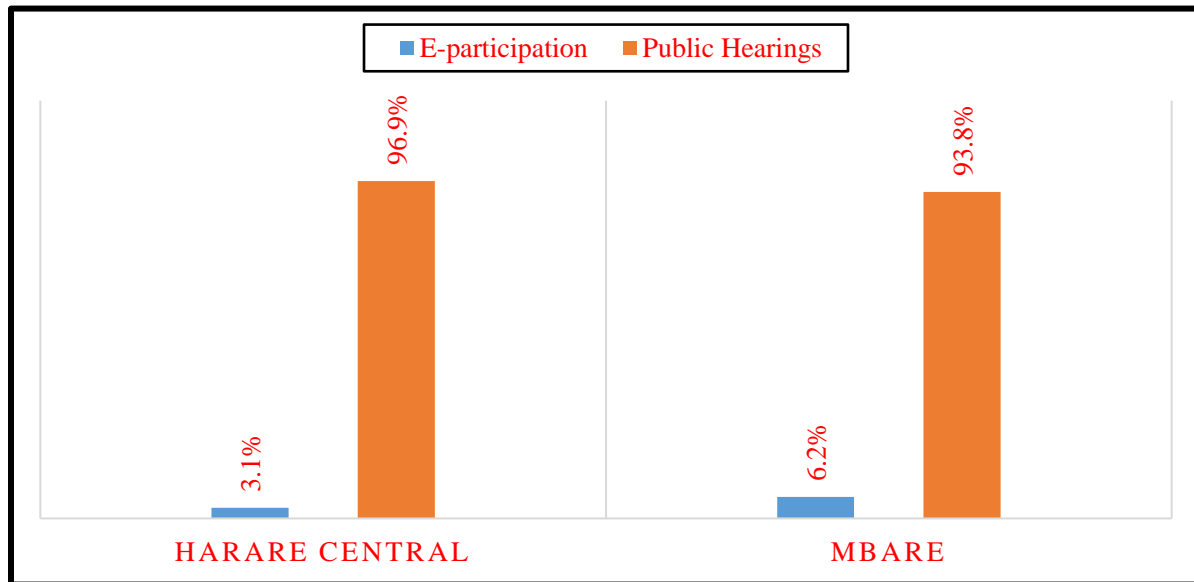


Figure 6.8 reveals that most respondents at 93.8 per cent in Mbare East and 96.9 per cent in Harare Central chose public hearings as the best option amongst a number of participatory strategies to use in Harare. E-participation comes second with 6.2 per cent in Mbare East and 3.1 per cent in Harare Central. It is striking to note that despite an extensive mobile internet penetration rate and exponential growth of ICT in Zimbabwe and Harare in particular, e-participation is yet to gain traction among residents as a critical node for the translation of the residents' aspirations and demands to the policy-making process in Harare. From the statistics above, it is obvious that e-participation is yet to be considered as a preferable participatory tool by respondents. This is probably because of the inhibitive data costs. According to the Research ICT Africa Mobile Pricing (RAMP) Index, Zimbabwe has the 4th most expensive data in Africa. Furthermore, the country is currently facing its worst economic crisis in a decade. Therefore, combined with debilitating economic challenges which have resulted in sky-rocketing prices and diminishing disposable incomes, respondents have limited resources to spare and therefore cannot afford to buy data and be actively involved on various ICT platforms. E-participation has, therefore, become a victim of

the economic challenges as respondents cannot choose this participatory tool that can reduce economic damage to their livelihoods.

6.4.0 Discussion: Analysis of Citizenry Participatory Mechanisms and their impact on Harare's informal economy sector

The objective of this study was to interrogate and evaluate various participatory mechanisms in use in Harare. The following section is going to discuss the findings of the study and centres around the second research question and theories deliberated in Chapter 2.

6.4.1. Public meetings, hearings and citizens panels

The findings point out that public meetings and hearings are being extensively used within the CoH. In fact, public hearings, meetings and consultative forums have been the most predominant source of citizen involvement in Harare. The findings have, however, established that despite being an important participatory tool, it is not effective in the governance of flea markets and as such is not being used to promote participation. This finding is consistent with the arguments made by Simonsen (2018: 13), as the testimonies and contributions of citizens have not had any observable impact on the policy direction of CoH. This view also dovetails with the argument made by Siebers, Gradus & Grotens (2018) that there is a misperception that there is a great deal of trust from citizens and that there is full participation just by merely attending council meetings, engaging an official, using another form of engagements through social media and through regular use of a particular method of engagement. In fact, this may create the opposite effect. Looking at CoH, it has been observed that despite being engaged, vendors and residents of Harare are involved in processes at too late a stage resulting in their contributions having little or no impact on policy towards and governance of flea markets. As a result, vendors are increasingly choosing not to participate in what they perceive as talk-shops.

Furthermore, although Skenjana and Kimemia (2011: 58) were looking at public participation in South Africa, their arguments resonate with the findings of this study when they noted that the “desire to maintain control over ward committees tends to take precedence over concerns of fair representation and the pursuit of the set developmental objectives.” Furthermore, there are stark

similarities with what has been observed by Kantamaturapoj, Piyajun & Wibulpolprasert (2018) when they stated that public participation in Thailand's environmental and health impact assessment process is manipulative as critical decisions are being made way prior to the involvement of the public. They lament that government officials and other stakeholders greatly influence the outcome of the meetings and public hearings. This is in congruence with the findings as it currently obtains in Harare. The desire to control Flea Market Management Committees has wreaked havoc to citizenry participation resulting in participation being subordinated to personal interests and party politics. This is apparent in Mbare East where due to the existence of groupings affiliated to both ZANU PF and MDC, management committees have become hamstrung and ineffective. Management Committees, instead of remaining apolitical, have become politicized thereby deviating from their original mandates and have in essence become extensions and fronts for Zimbabwe's main political parties. Meetings that are convened have, in most cases, degenerated into battlegrounds of competing for political juggernauts resulting in vendors becoming mortal pawns in a polarised society. Furthermore, space barons have captured the public participation space resulting in maintenance of the status quo as their arguments always carry the day. The similarities of experiences between the *Amahlathi Local Municipality* in South Africa and Harare are quite striking. Both Municipalities are caught up in political infighting that unfortunately destabilises their councils. Vendors interviewed in Harare lamented that they are participating in Council and government programmes not out of their own volition but out of fear of reprisals especially from the ZANU PF-linked Chipangano group. The militant, Chipangano, has gained notoriety in Mbare East for its partisan ruthlessness, acting with impunity as well as using victimization tactics on individuals and groupings that differ with them. The resultant effect has been an abject failure by HCC to cater for the interests of flea market operators adequately as well as to appreciate various dynamics at play in these markets. This has had the negative effect of stifling potentially good ideas and suggestions that could enhance efficiency and effectiveness in the sector.

Another important finding was that public meetings, hearings and citizen panels are largely tokenistic and are merely there to rubber-stamp a decision already made by the Municipality. These findings are, however, inconsistent with the argument made by Cogan (2018) and Lama-Rewal (2018) when they argue that all public meetings take place for at least one of three general

purposes: to provide information, give advice, or solve problems. Cogan (2018), for example, further noted that the single most important ingredient in assuring the success of a public meeting is clear and decisive leadership. She argued further that citizens will endure all manner of inconvenience and forgive those inevitable glitches if they believe in their leaders. Meanwhile, whilst looking at public hearings as social performance in India, Lama-Rewal (2018) argues that public hearings are a powerful and empowering form of mobilization and a form of collective action in decision making resulting in inclusion and acceptance of decisions. However, the obtaining situation in Harare shows a citizenry that is intimidated and frustrated as public forums are not used for their intended purposes. The vendors, particularly, feel subjugated and left out in decision making. They feel that their views do not matter and their importance is only when it comes to the payment of rates and levies. Furthermore, the vendors have lost faith in their leadership leading to one vendor saying the following;

We do not know our councillors except on paper that this was the elected councilor but in terms of work, little if any is being done. (FGDVH2)

Consequently, trust between the city and its citizens has broken down. To make matters worse, residents now find it difficult to express themselves freely due to the politicisation of issue as such commentaries could lead to their losing of vending license or space. It was also observed that due to the debilitating economic conditions, vendors no longer have time to participate in forums and meetings where discussions center on issues that affect them. The majority of the respondents who were interviewed during the surveys in Mbare East and Harare Central stated categorically that they would only participate in Council programmes if they have been provided with incentives. They argued that they could not afford to leave their stalls unattended even for a second unless they were compensated for the loss of income. After all, they argued, most of their ideas and concerns are never taken into consideration in any case. Furthermore, some of the meetings were conducted far away from areas where they conduct their business. As a result, they face transport challenges to go to such meetings.

6.4.2 Advocacy and Public Awareness Programmes

This study also sought to discover the role of advocacy and public awareness programmes in enhancing citizenry involvement in Harare. Borrowing heavily from arguments made by Banerjee

et al. (2007); Jochum et al. (2005) as well as Irvin and Stansbury (2004), this study argues that public awareness programmes and advocacy campaigns are an important public participatory tool as they help in deepening governance and helps in achieving meaningful public participation as it enables citizens to be aware that they can meaningfully influence decisions whilst at the same time providing timely and informed input into governmental policy and programmes. The current study found that advocacy is being effectively used by non-state actors, particularly vendor organisations. Furthermore, whilst the CoH uses both public awareness programmes and advocacy, there are not expansive or effective. This could emanate from the nature of the City's governance system that favours a decision-making process chaperoned by administrators and politicians. The residents are relegated to being recipients of policy as highlighted by FGDVM2 when she said that

It is rare for the City Council to inform the community about its programmes. It implements its programmes without community participation and also there are no notices provided, we normally experience situations whereby things start to happen (FGDVM2).

This shows that no consultation takes place. Perhaps, Harare needs to relook at their public participation approach in relation to how they involve vendors in the governance of flea markets.

Despite the above-mentioned misgivings, the findings of this study indicate that a transparent process and inclusive stakeholder participation has led to the resolution of conflict and diffusion of tensions. Lack of information and miscommunication has been observed to have caused mistrust between and among stakeholders in Harare. An effective communication strategy has demystified a number of issues. Anecdotal evidence suggests that Council in collaboration with the Ministry of SMEs regularly hold consultative meetings and workshops with vendor organisations such as NAVUZ and VISET aimed at obtaining the cooperation of vendor representative groups on the new or proposed policy. For example, following the announcement of a new 2 per cent tax regime by Treasury, the Ministry of SMEs met with representatives of vendor organisations on 17 September 2018 with the aim of getting their input on the matter. However, from the evidence gleaned from interviews and surveys, it has been established that although the Information and Publicity Department and other non-state actors have improved Harare's participatory processes, Harare still lags behind its regional peers.

6.4.3 Feedback Forums and Meetings

The current study found that negative public sentiments, disgust and mistrust over the intentions of the local government are now so pervasive that vendors and residents no longer have confidence in their Municipality. These findings are in keeping with the arguments made by scholars such as He, Mol, Zhang & Lu (2013), Nabatchi & Jo (2018), Tsang, Burnett, Hills & Welford (2009), Wang & Wan Wart (2007) as well as Bradbury et al. (1999) then they argue that trust is an important fundamental in public participation. The arguments especially made by Nabatchi and Jo (2018) resonates with this study when they argue that administrators, experts, managers and other leaders are increasingly becoming skeptical about the qualities, competencies and a good sense of citizens and are besieged by people that no longer trust them. On the other hand, citizens are becoming increasingly skeptical of public officials due to their inability to compromise on common sense issues, they are heavily compromised by money issues and regular government failures at the cost of taxpayers. This has great relevance to the current situation in Harare as trust has broken down. The society is skeptical of participation due to a compromised administration, political polarisation and failure by the CoH to deliver basic services. The respondents disagreed strongly with the point that policy was achieved through advocacy and involvement at the initial stage whilst one interviewee during focus group discussions had no kind words. In his words, he said

...we as vendors, we are not participating, there is no discussion between us and our local council thus our suggestion and ideas are not are not being represented since they haven't been heard in the first place. I believe for us to move forward there is a need for a platform where we can present our challenges and grievances. (FGDVM3)

This Council does not involve its residents and seldom inform them. As a result, there is no public dissemination of information concerning how they want vendors to operate among other issues. To make matters worse, councillors, who are supposed to be the link between the community and the council, are not playing their part. Furthermore, there is minimal intervention by CoH in addressing the problems and challenges being faced by vendors and flea market operators. This has caused a negative impact on the level of cohesion of the parties as it has fostered a lack of transparency and dishonesty. This is succinctly highlighted by FGDVM6 when she retorted that;

For as long as I get my dollar why should I worry about the situation affecting others, it has been like that and it will remain the same (FGDVM6)

The findings, therefore, indicate that due to lack of communication and neglect on the part of the Council, it seems that most of the flea market operators and vendors only participate in programmes and activities that have a positive outcome on themselves rather than for the benefit of the majority.

6.4.4 Workshops, Seminars and Training Programmes

The use of public participatory tools such as training and workshops are important as argued by Mayo & Rooke (2008) and Dotse (1991). However, the findings indicate that the respondents are disillusioned by Harare's decision making processes which they feel are non-inclusive. They felt that the participatory mechanisms are largely inadequate and tokenistic at best. As a result, vendors and the general populace have lost faith in Harare's local governance system resulting in lack of interest, apathy and tensions between the City of Harare and its residents. This finding was also reported by Saab, Bermejo, Garcia, Pereira & e Silva (2018) when he argued that there is inequality and oftentimes, certain views are more preponderant in policy formulation when looking at social participation. This, therefore, requires an urgent need to revisit participation models and devise new participatory mechanisms that seek to promote a more inclusive and pluralistic public participatory framework and culture.

The findings have established that public participation is not a popular concept in Zimbabwe's local governance space. This finding also supports the research findings of Williams (2006) when looking at public participation in South Africa. Williams (2006) argument that society has been relegated to being receptors of policy is pertinent when looking at participation in Harare. There is a disturbing culture in Harare that the good governance and the public's acceptance is not earned through rigorous policy debates outlining the merits or demerits of specific social programmes but through political submission and skillful manipulation.

6.2.5 e-participation (Online Participation)

E-participation is still a novelty in Harare but residents are becoming increasingly reliant on social media as a source of information. If harnessed it will be an important participatory tool, especially among the youth. It could also improve trust and relations between the governors and the governed. Therefore, e-participation has the potential of ensuring public inclusion in municipal policy-making processes and could help in debunking a myriad of urban planning problems such as the locations of flea markets and how their governance could be improved. The present findings confirm Rexhepi, Filiposka & Trajkovik's (2018) hypothesis that through e-participation, the collaborative effort between citizens and experts has increased exponentially, resulting in participants becoming unobtrusively educated in sustainable urban design and this has led to the joint expression of ideas. According to Smith and Dalakiouridou (2009: 50), e-participation has fostered accountability, good governance, transparency and legitimacy, thereby empowering people to co-govern and self-govern. New technologies as noted by Komito (2005) have, therefore, enabled the citizenry too, *inter alia*, have access to greater amounts of information, be able to participate in policy formation more effectively and even challenge the existing political establishment. It has therefore made the voice of citizens heard more, stimulated critical debate and generated dialogue.

Furthermore, one interesting finding is that this study confirms the findings made by Komito (2005) and Androutsopoulou, Karacapilidis & Loukis (2018) that e-participation has the potential of removing the traditional invisible wall between governments and citizens as it facilitates collaboration and information exchange among all stakeholders including citizens and decision makers. Therefore, e-participation has the potential of steering, stimulating and leading constructive discussions for the betterment of society thereby replacing technocracy with democratic participation of people. Thus, through e-participation, there is potential for a meaningful amalgamation of technocrats' expertise with public opinion that participation of technocrats in policy related structured consultations that access, comprehend and take into account citizens' perceptions.

A summary of research questions, emergent themes and the literature is presented in Table 6.12.

Table 6.12: Summary of the research question, emergent themes and the literature

Research question	Emergent theme/s	Interaction with literature	Sources
An assessment of Harare's public participatory mechanisms in the governance of the flea market sector.	<ul style="list-style-type: none"> - there is a high rate of use of public meetings and hearings within the CoH but it is not effective in the governance of flea markets and as such is not being used to promote participation; - vendors and residents of Harare are involved in processes way too late resulting in their contributions having little or no impact on policy and governance of flea markets; - The desire to control Flea Market Management Committees by political parties has resulted in participation being subordinated to party politics. As a result, management committees have become hamstrung and ineffective; - public meetings, hearings, and citizen panels are largely tokenistic and are merely there to rubber stamp an already made decision by the Municipality; - trust between the city and its citizens has broken down. - residents and vendors are disillusioned by Harare's decision making processes which they feel is non-inclusive. They felt that the participatory mechanisms are largely inadequate and tokenistic at most; - council does not involve its residents and seldom inform them. - councilors, who are supposed to be the link between the community and council, are not playing their part; - Civil society organisations filling the gap and have become important stakeholders through coordination of activities 	<ul style="list-style-type: none"> - the testimonies and contributions of citizens have not had any observable impact on the policy direction; - the desire to maintain control over communities tend to take precedence over fair representation and the desire to establish developmental objectives; - all public meetings take place to provide information, give advice, or solve problems; - citizens will endure all manner of inconvenience and forgive those inevitable glitches if they believe in their leaders; - trust between the citizens and public authorities have broken - some points of view are more preponderant than others in policy formulation; - the need for administrators and government should seek participatory mechanisms that promotes a more inclusive and pluralistic participation architecture; - e-participation has increased acceptance among citizens; - e-participation has the potential of invisible walls between governments and citizens through the exchange of information and knowledge among citizens, planners, and decision makers; 	<ul style="list-style-type: none"> - Dotse (1991); Wang and Wan Wart (2007) - Simonsen (2018) - Skenjana & Kimemia (2011) - Cogan (2018) - Nabatchi & Jo (2018) - Saab et al. (2018) - Rexhepi et al. (2018) - Komito (2005) - Lama-Rewal (2018) - Kantamaturapoj et al. (2018) - Siebers et al. (2018) - Irvin and Stansbury (2004) - Wang and Wan Wart (2007) - Androutsopoulou et al. (2018)

6.5. Chapter Summary

This chapter has managed to show that there is high usage of public meetings and hearings within the CoH but that this is not effective in the governance of flea markets and consequently, it is not being used to promote participation. It was observed that the majority of public participatory tools used in Harare are largely tokenistic and are there merely to rubber stamp an already made decision by the Municipality. Furthermore, vendors and residents are involved late in the processes resulting in their contributions not having an influence on policy and the governance of flea markets. The study also discovered that due to political polarisation, flea market management committees have become hamstrung and ineffective. More so, trust between the city and its citizens has broken. To make matters worse, residents and vendors, in particular, feel subjugated and omitted from decision-making and have thus lost faith in their leadership. They also feel there is minimal intervention by CoH in addressing the problems and challenges being faced by vendors and flea market operators. Consequently, due to lack of communication and neglect on the part of the Council, it seems that most of the flea market operators and vendors only participate in programmes and activities that have a positive outcome for themselves rather than for the benefit of the majority.

7.0 CHAPTER SEVEN: THE ROLE AND IMPACT OF STAKEHOLDER PARTICIPATION IN HARARE'S FLEA MARKET GOVERNANCE

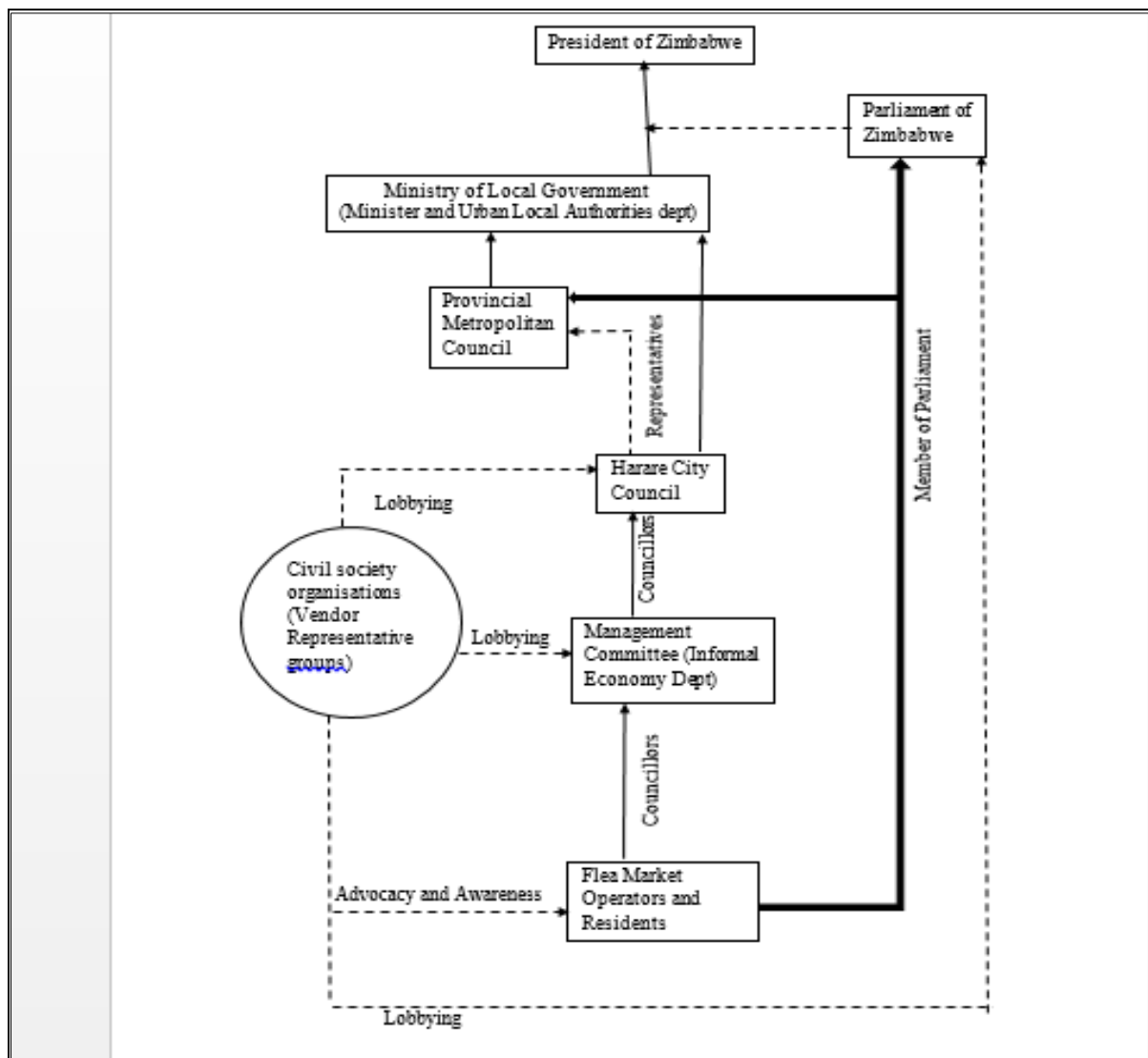
7.1 Introduction

The last chapter focused was on public participation mechanisms that the City of Harare (CoH) employs when involving its citizenry in the governance of flea markets. This chapter is going to focus on the role of the metropole's myriad stakeholders and their influence on the governance of the informal sector. The chapter will begin by examining the roles of various stakeholders and is going to highlight that there are a number of stakeholders that make up the local government system in Harare.

7.2 Local Government Structure and Stakeholders in Harare

There are a number of stakeholders in the governance of the flea market economy in Zimbabwe. These range from the President of the Republic of Zimbabwe, the Minister of Local Government, Ministry of Local Government's Urban Local Authorities Department, the Parliamentary Portfolio Committee on Local Government, Public Works and National Housing, CoH Council and Ward Councilors, provincial and local authority administrators, political parties, the citizenry as well as civil society organisations. These are depicted in Figure 7.1.

Figure 7.1: Local government structure and relationships in Harare



Source: Researcher, 2018

The above figure outlines the various tiers of governance in Zimbabwe and their relationships with the City of Harare. Despite commendable efforts by various stakeholders to engender stakeholder participation, evidently, there is a marked absence of the development and implementation of effective stakeholder involvement strategies in flea market governance. The role of the Council especially that of councillors, has been diminishing over the years and, at the same time city, administrative officials have become more powerful. Furthermore, the country's laws dissuade participation as power resides primarily within the central government at the expense of local authorities. It is disappointing to note that almost five years after the enactment of the *2013 Constitution*, that provides for a three-tier governance system aimed at

de-centralisation and enhances public participation, most of the major tenets aimed at achieving these goals have not yet been operationalised. This is either due to lack of political will to institute the necessary reforms or delays in re-aligning the existing legislations with the new constitution. In fact, the enabling Act to operationalise public participation in local authorities has not yet been enacted. This is further compounded by the fact that there still remain a number of laws that inhibits citizenry involvement in the governance of local authorities are yet to be repealed. To make matters worse, there are no current specific legislative provisions that provide for community participation. Lastly, the City's Flea Market Management Committees, whose primary role are to represent vendor interests, are highly compromised and no longer provide an egalitarian platform for participation.

7.3 The role and impact of Stakeholder Participation in Harare's Flea Market Governance

7.3.1 Designing a framework that will clarify the role of the community in policy formulation and implementation

Although the Constitution provides for public participation in governance, there is no current legal framework to operationalize public participation in Harare. In a bid to understand as well as unpack various stakeholders that are critical to the governance of flea markets, respondents were asked whether the government needed to design a framework, which clarifies the role of the community in policy formulation and implementation. The responses are outlined in Figure 7.2.

Figure 7.2: Government needs to design a framework, which will clarify the role of the community in policy formulation and implementation

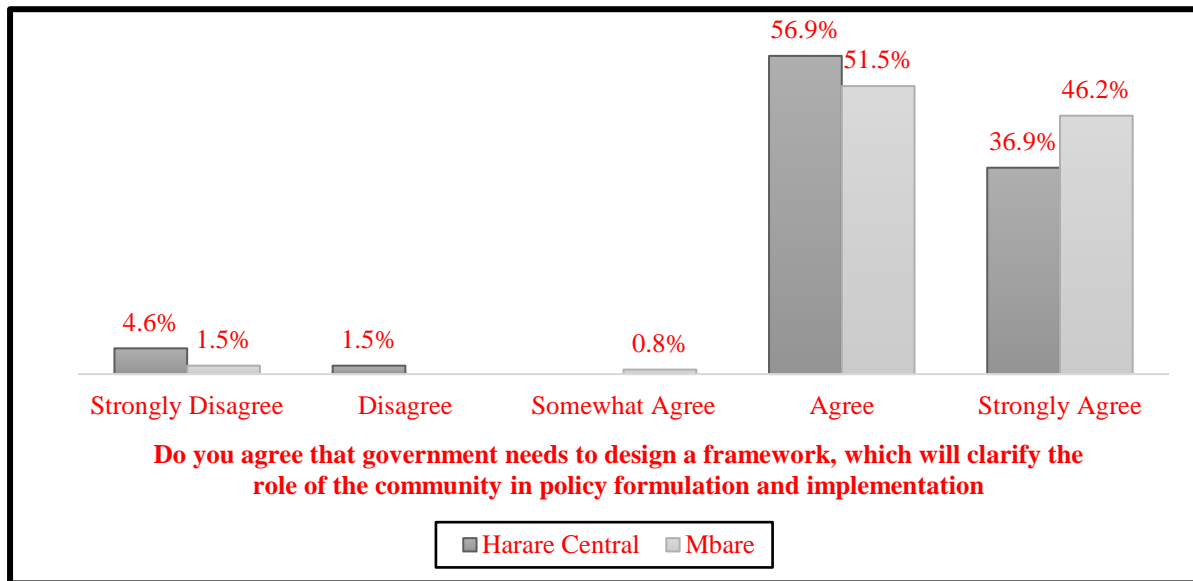


Figure 7.2 reveals that 56.9 per cent and 51.5 per cent of respondents in Harare Central and Mbare East, respectively, agreed that government needs to design a framework, which will clarify the role of the community in policy formulation and implementation. This is followed by those who strongly agree at 36.9 per cent in Harare Central and 46.2 per cent in Mbare East. Other respondents are those who strongly disagreed to the statement at 4.6 per cent in Harare Central and 1.5% in Mbare East, followed by those who disagreed at 1.5 per cent in Harare Central. Only a small per centage of respondents in Mbare East, somewhat agree to the statement and are at 0.8 per cent. This may be partly because the Zimbabwean population is highly educated as has been previously highlighted in Chapter Six. Consequently, due to their standard of literacy, they understand their rights and roles. Furthermore, based on their experiences in the sector where decisions are routinely imposed on them, the respondents feel the need to be consulted strongly as well as the need to have a framework that specifically spells out the role of each stakeholder. They feel such a scenario will lead to inclusivity and acceptability of policies. Without the buying in of all stakeholders, there is a high likelihood of friction, conflict, ostracism and lack of successful implementation of flea market policies. Further analysis was made to determine whether the views of the respondents were associated with the demographic age group of the respondents. This classification is important as it helps in understanding whether the level of maturity has got anything to do with the respondents' reasoning and conceptualisation of issues or not. Their responses are highlighted in Table 7.1.

Table 7.1: Age as a determinant factor on whether or not there is a need to design a framework in flea market governance

Age		Strongly Disagree	Disagree	Somewhat Agree	Agree	Strongly Agree	
Between 18 to 25	% within Age	0%	0%	2,7%	37,8%	59,5%	100%
	% within government needs to design a framework	0%	0%	100%	13,5%	26,2%	19%
Between 26 to 35	% within Age	1,6%	1,6%	0%	60,9%	35,9%	100%
	% within government needs to design a framework	20%	100%	0%	37,5%	27,4%	32,8%
Between 36 to 45	% within Age	7%	0%	0%	43,9%	49,1%	100%
	% within government needs to design a framework	80%	0%	0%	24%	33,3%	29,2%
Between 46 to 55	% within Age	0%	0%	0%	78,6%	21,4%	100%
	% within government needs to design a framework	0%	0%	0%	21,2%	7,1%	14,4%
Above 55	% within Age	0%	0%	0%	44,4%	55,6%	100%
	% within government needs to design a framework	0%	0%	0%	3,8%	6%	4,6%
	% within Age	2,6%	0,5%	0,5%	53,3%	43,1%	100%
	% within government needs to design a framework	100%	100%	100%	100%	100%	100%
	% of Total	2,6%	0,5%	0,5%	53,3%	43,1%	100%

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed.

The results show that although the majority agree that there is a need for government to design a framework that will clarify the role of community in decision-making, there is a recognisable difference in terms of the degree of perception based on age. The results show that each age group differs slightly with another in terms of their perceptions. Furthermore, respondents who are above the age of 46 do not share the same thoughts as those that are below 45. In terms of those that are between the age of 18 and 25, 2.7 per cent somewhat agree, whilst 37.8 per cent agree and 59.5 per cent strongly agree that government needs to design a framework which will clarify the role of community in policy formulation and implementation. These views are at variance with respondents aged between 26 and 35. Of the respondents interviewed in this age bracket, 1.6 per cent strongly disagreed whilst an equal number also disagreed with the

statement. However, 60.9 per cent and 35.9 per cent, of the respondents agreed and strongly agreed, respectively, with the notion. Interesting statistics emerged from the 36 to 45 age group, where 7 per cent of the respondents strongly disagreed that the government needs to design a framework outlining the role of communities in decision making. 78.6 per cent agreed and 55.6 per cent strongly agreed with the notion. Furthermore, the chi-square test results ($\chi^2=26.588$, $df=16$, $p=.054$) shows a p-value that is greater than the level of significance of 0.05, supports this. The results show that there is no statistical difference in terms of respondents' age and this may be attributable to the fact that the challenges being faced by all the age groups are similar and as such elicit almost similar responses. However, there is a slight variation in terms of the degree of intensity. Consequently, one's maturity can be a factor as it determines responses and understanding of issues.

Meanwhile, the necessity for the government to design a framework for community participation was also emphasized during fieldwork interviews by an official from the *Ministry of Local Government, Public Works and National Housing (MLGPWNH)* who revealed the following:

We are indeed involved through regulating and monitoring and providing policy and guidance (EJ).

The MLGPWNH's role is to regulate and monitor the activities of local authorities. It is also to provide policy and guidance. Additionally, there seems to be a deliberate policy by the central government to move away from a confrontational and interventionist approach in the running of the affairs of Municipalities in Zimbabwe. Urban councils are now being given an opportunity to self-govern without excessive central government interference. The Local Government ministry's role and mandate is now to provide policy guidance as well as to regulate and monitor the activities of local authorities, unlike in the past when the Local Government ministry would end up getting involved in the day-to-day administration of urban councils through commissions. In Harare, for example, the *Sekai Makwavarara Commission*² became the hallmark of local governance interventionism in the late 2000s were legitimately elected executive mayors were summarily expelled and replaced by politically heavily-compromised commissions.

² The Sekai Makwavarara Commission was a government appointed commission that was tasked to run the affairs of the City of Harare between 2006 and 2008 following a fall out between the ZANU PF-led government and the opposition, MDC-led Council led by the then Mayor of Harare, Eng. Elias Mudzuri

Meanwhile, in an interview, the Deputy Speaker of Parliament noted in an interview that the *Parliament of Zimbabwe (PoZ)*, through its *Parliamentary Portfolio Committee on Local Government, Public Works and National Housing* ensured that civic participation is practised through public hearings. The Parliament's Secretariat, on the other hand, through various mechanisms and foras, including during the induction of Members of Parliament, inculcated the importance of consulting the electorate in decision making. She further highlighted that parliamentarians are taught that, when they are consulting their constituents, their role is to listen to what the public has to say and not to be prescriptive (NS). In the case of the CoH, decision-making is driven and led by administrative officials and elected representatives are known as councilors. The Town Clerk leads the administrative component of the City whilst the Mayor heads the elected representative component. The role of the administrators is to enforce policies and by-laws articulated by Council whilst the role of councillors is to, inter alia, formulate policy, provide political direction and implement decisions they would have made (EJ). Masvaure (2016) notes that in order to execute their duties efficiently and effectively, CoH councillors are assigned to eight different committees, namely the;

- Education, Health, Housing, Community Services and Licensing Committee;
- Finance and Development Committee;
- Human Resources and General Purposes Committee;
- Audit Committee;
- Procurement Board Committee;
- Environmental Management Committee;
- Business Committee; and
- Information and Publicity Committee.

The Education, Health, Housing, Community Services and Licensing Committee provides the oversight role on the City's Informal Sector Department. The ISD is responsible for the governance of the flea market sector. The Committee assist the planning process. It also prepares and supports key decisions. These range from conceptualising flea market policies and strategies, approving the establishment of new markets and their location as well as governing the activities of the sector. Given the importance of civic participation especially during the initial stages of planning, one would have expected the CoH to have an established structure of communication and collaboration with its constituents. However, from the data obtained from City officials during fieldwork, this is not the case as most of the time residents

only get involved when a policy is being implemented. Their role is that of validating or being receptors of newly formulated policy or policies. The importance of designing a framework is further expounded in Table 7.2.

Table 7.2: Summary on the need to design a framework for participation

Major theme	Sub-themes	Respondent Response	Source
Participatory roles	National level policy formulation	<p><i>We are indeed involved through regulating and monitoring and providing policy and guidance.</i></p> <p><i>We also consulted the ministry of SMEs to make sure that what we were doing was in line with the national policy framework.</i></p> <p><i>The role of Parliament is to facilitate only through availing resources and it is up to the Members of Parliament to go out there and consult with the public. They should consult the public and not impose things on the public. The Parliamentarians are taught that when they go out there to consult with the public they should not go there as teachers or lecturers but with open ears to hear the concerns of the people. Listen to what people have to say.</i></p>	<p>EJ</p> <p>IMN</p> <p>NS</p>
	Local government level policy formulation	<p><i>As ZCIEA we contributed to the COH by developing four (4) policy position papers which were informed from much of the research that was done in interrogating the outdated by-laws and they provide proposed solutions to the local authority as well as to the government. These are being used for lobbying and advocacy.</i></p> <p><i>COH engages vendor associations which represent vendors of different trades such as fruit and vegetables, home industry and flea markets. We periodically have meetings with them even when we formulated the informal sector policy we consulted them.</i></p>	<p>I.VG.ZCIEA</p> <p>IMN</p>

From the table above, it is apparent that a coordination and communication architecture plan be put in place in which not only the City of Harare has an established communication link with the central government as nuanced by IMN, but for non-state actors as well as residents to have an established platform into which they can channel their ideas. The comment made by I.VG. ZCIEA is illustrative as to how effective collaboration is when local authorities work with all and sundry for the betterment of society.

7.3.2 Need to define the role of the community if they are to be truly involved local governance

This study asked respondents whether there is a need to define the role of the community if they are truly involved in local governance. Their responses are reflected in Table 7.3.

Table 7.3: There is a need to define the role of the community if they are to be truly involved local government

District		Frequency	Per cent
Harare Central	Strongly Disagree	1	1.5
	Agree	36	55.4
	Strongly Agree	28	43.1
	Total	65	100
Mbare East	Strongly Disagree	2	1.5
	Disagree	3	2.3
	Somewhat Agree	1	.8
	Agree	58	44.6
	Strongly Agree	66	50.8
	Total	130	100

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed

Table 7.3 reveals that 55.4 per cent and 44.6 per cent of respondents in Harare Central and Mbare East, respectively, agree that there is need to define the role of the community if they are to be truly involved local government, followed by 43.1 per cent in Harare Central and 50.8 per cent in Mbare East of the respondents who strongly agree with the statement. Other respondents somewhat agree at 0.8 per cent in Mbare East, followed by those who disagree at 2.3 per cent in Mbare East. Another, 1.5 per cent of the respondents in both districts strongly disagreed with the statement. The respondents feel strongly about participation and the need to define the role of stakeholders as they feel they are being left out of the flea market governance decision-making processes. The feeling among participants in the study is that the Municipality is heavy-handed in its dealings with them and that it is one-way traffic of information. As has been highlighted, the City prefers a top-down approach in the governance

of the sector, rather than opting for a consultative and participatory approach that considers all the viewpoints.

Additional analysis was done to determine the relationship between the views of the respondents with their gender. The study chose to consider evaluating responses based on gender in order to find out whether sexual orientation plays a part in respondents' responses. The results are shown in Table 7.4.

Table 7.4: Cross-tabulation results based on the gender on whether or not there is a need to define the role of the community if they are to be truly involved

Sex		Strongly Disagree	Disagree	Somewhat Agree	Agree	Strongly Agree	
Female	% within Sex	1,9%	2,9%	1%	55,8%	38,5%	100%
	% within there is need to define the role of the community	66,7%	100%	100%	61,7%	42,6%	53,3%
Male	% within Sex	1,1%	0%	0%	39,6%	59,3%	100%
	% within there is need to define the role of the community	33,3%	0%	0%	38,3%	57,4%	46,7%
Total	% within Sex	1,5%	1,5%	0,5%	48,2%	48,2%	100%
	% within there is need to define the role of the community	100%	100%	100%	100%	100%	100%
	% of Total	1,5%	1,5%	0,5%	48,2%	48,2%	100%

Source: Field Survey 2018. **Sample size** = 195.

N = number of respondents, Std. Deviation = Standard Deviation, 1 = Strongly Disagree, 2 = Disagree, 3 = Somewhat Agree, 4 = Agree, 5 = Strongly Agreed.

Table 7.3 above reveals that the highest proportion of female respondents (55.8%) agreed that there is need to define the role of the community if they are to be truly involved in local government. These are followed by 38.5 per cent who also strongly agreed with the statement with one per cent somewhat agreeing. Some respondents (2.9%) disagreed whereas 1.9 per cent strongly disagreed. The responses from females were slightly different from those of their male counterparts as 48.2 per cent similarly agreed and strongly agreed whilst 0.5 per cent somewhat agreed. An equal 1.5% both disagreed and strongly disagreed. Moreover, the chi-square test results ($\chi^2=10.748$, $df=4$, $p=0.030$) indicates that there is a statistically significant association between the above views and the gender of the respondents. The results assert that gender has no influence on respondents' opinions on the need to define the role of stakeholders.

What it shows is a society united in expressing their desire to be involved and for the Council to lay out parameters for stakeholders clearly in order to enhance transparency and participation in decision making.

Information gleaned from the desktop analysis, key informant interviews, as well as focus group discussions, suggest that civic involvement is guaranteed if ward councillors play their facilitative and intermediary role. Ward Councillors are an important interlocutor in the promotion and propagation of public participation. They are important, especially with regard to information sharing with various stakeholders. Apart from being representative, they also provide a liaison function within and among other councillors and municipal officials regarding developmental needs and priorities. Councillors are guided by five Acts of Parliament, namely, the *Urban Councils Act (Chapter 29:15)*, *Provincial Councils and Administration Act (Chapter 29: 11)*, *Regional and Town Planning Act (Chapter 29: 12)*, *Rural District Councils Act (Chapter 29: 13)*, and the *Traditional Leaders Act (Chapter 29: 11)*. However, despite the existence of these pieces of legislation, there is no specific legislative provision that clarifies the duties and tasks of councillors. The only document which attempts to define their function is the *2013 Handbook for Councillors* which is used to induct new councillors. Masvaure (2016: 102-103), however, notes that the document has “no legal standing and due to the absence of clearly defined roles of councillors in legislation this may result in councillors performing duties that are not assigned to them.” Consequently, councillors have become passive and powerless participants in Harare. The councillors have also taken advantage of the opaqueness of their role and have thus in the process abrogated their responsibilities hiding on the fact that, unlike Mayors and Deputy Mayors, they do not have clearly defined roles and functions.

To make matters worse, the Urban Council Act of 2015 assigns more power to the Local Government Board (LGB) than the municipalities and RDCs themselves. The findings of this study indicate that since 2002, administrative officials within the City have become more powerful than the elected representatives themselves. Although elected councilors, on paper, have executive authority, it has been established that real power lies with the Town Clerk and senior executives given that senior administrative officials are appointed by the LGB, a board appointed by the Local Government Minister. As a result, the Council has no power or authority to hire or fire the senior CoH management except to make its recommendations to the LGB, which is the final arbiter on local government matters. Furthermore, the policy whereby local

authorities administrators are supposed to regularly consult with central government line departments such as the MLGPWNH, as well as the MWACSMED so that their activities are in line with national policy, have made them less accountable to the City Council's political leadership. In essence, the city's senior public managers are not employees of the Council but of the LGB. Therefore, the relevance of the Council's role especially that of councillors, has been diminishing over the years which has resulted in them being sidelined, even by the residents they are supposed to represent. In fact, residents have lost faith in their capacities to influence policy constructively to their benefit. They are now perceived as lacking influence and clout. One respondent, FGDVH1, has gone to the extent of dismissing their role arguing that;

...councillors are powerless because the City Council does not take them seriously...they are failing to perform their roles properly, we do not know them, we only encounter them when its election time (FGDVH1).

The councillors's failure to assert their role has had a debilitating effect on participation. Neither the bureaucrats nor the residents consider them as important interlocutors in local governance. They are now perceived as an irritant that only exists for personal aggrandisement. This has had a negative effect on participation in general as citizens are no longer concerned with governance matters. They feel that their local representatives are not powerful enough to influence decisions that have a direct impact on them, especially as far as their livelihood is concerned. Instead, most of their energies are now being concentrated on survival rather than the governance of the flea market sector. Furthermore, from the information gleaned during this study, it is apparent that citizenry participation has regressed over the past two decades. This is more pronounced at the macro level, in the flea market sector. The views of the citizens no longer matter. What has however emerged is a powerful bureaucracy that is accountable to no one. It is not accountable to people because the citizens never appointed or recruited them. Neither, is it accountable to the city fathers, the elected representatives, as they never influenced their appointment process in the first place. Rather, it owes its allegiance to the LGB, a body that is during the majority of times consumed with party politics and, consequently, the role and impact of stakeholders has at best become minimal, if not completely muted. Citizens have become inconsequential in modern-day Zimbabwean politics and governance processes. In fact, they are pawns in an inter-political fight and perpetual victims to the incompetence and arbitrariness of city councils.

It should also be noted that Harare's public participation mechanisms are ad-hoc. The *Urban Council Act* does not promote participation at all except during the Council's budgetary processes as well as when the Local Government Minister decides to use his or her discretionary powers to appoint a commission of residents on an ad-hoc basis to deliberate and make recommendations in a specific local government matter. There is a need to implement a robust legislative framework that promotes citizenry-involvement and remove party politics with development and governance of local authorities. A key policy priority should, therefore, be to inculcate a culture of inclusivity, tolerance and de-centralisation of power and governance.

Furthermore, Zimbabwe has been a country in economic decline over the past 20 years which has resulted in the informal sector taking a leading economic role. The country's tax base has been hemorrhaging due to the continued denial that the country's economy is now largely informalised. However, the September 2018 introduction of the 2-cents-per-dollar tax by the Zimbabwean Treasury is a testament that the Zimbabwean government can no longer continue ignoring the importance of this sector. In essence, the introduction of the new tax is an acknowledgement that the informal sector is now a major stakeholder in the country's economic ecosystem. Therefore, the continued ostrich mentality of not according to the sector its participatory role is not helpful. Vendors have a right to be heard and, consequently, should participate in issues that directly affect them. Consequently, the Zimbabwe government should install enabling legislative provisions recognizing the sector's role and its importance. Attempts, therefore, should be made to formalize the relationship between the sector and the country's local governance where its roles and functions are clearly defined and explained therefore ensuring good governance in the sector.

7.3.3 Community participation is determined by the ability of the community or forum leaders

When the community is fully engaged and aware of the activities and developments within their neighbourhood, it is usually as a consequence of the quality, ability and will of community leaders. The respondents were therefore asked if their involvement or non-involvement has to do with the ability of community leaders or forums, and their responses are shown in Figure 7.3.

Figure 7.3: The involvement or non-involvement of the community has to do with the ability of the community leaders or forum leaders

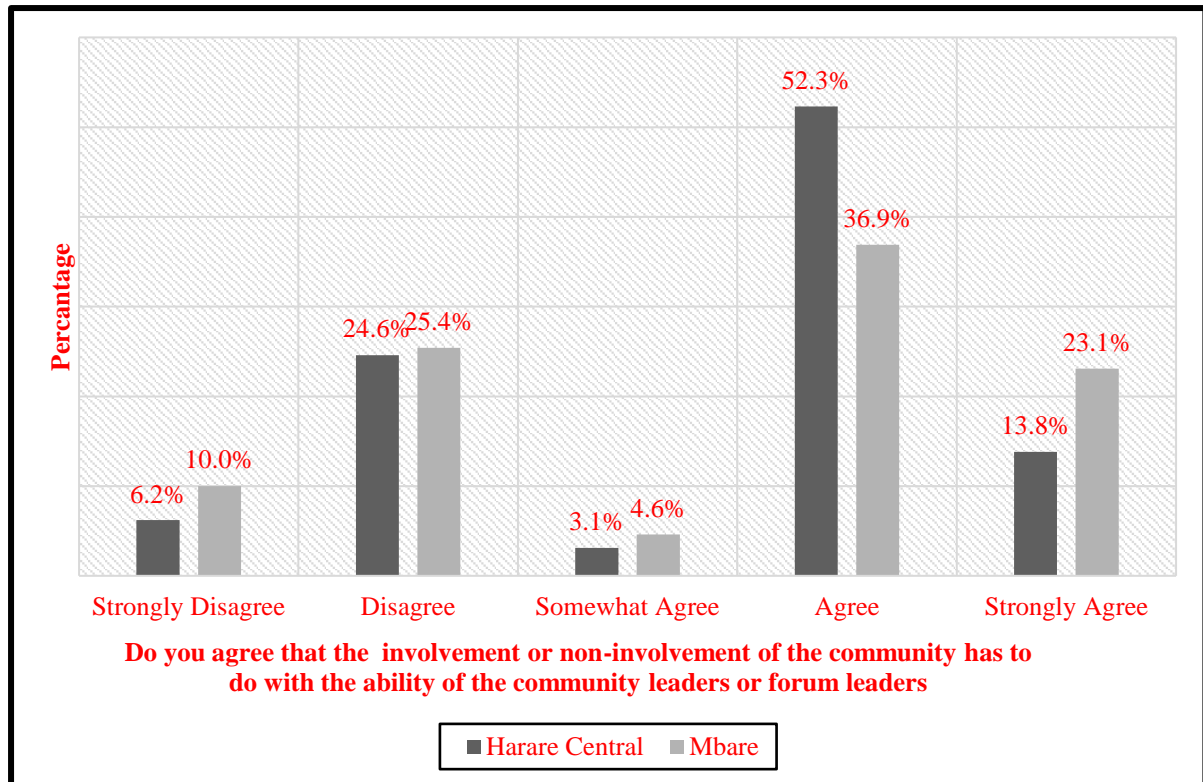


Figure 7.3 reveals that 52.3 per cent and 36.9 per cent of the respondents in Harare Central and Mbare East, respectively, agreed that the involvement or non-involvement of the community has to do with the ability of the community or forum leaders, followed by those who strongly agree at 13.8 per cent in Harare Central and 23.1 per cent in Mbare East. Other respondents are those who disagree with the statement at 24.6 per cent Harare Central and 25.4 per cent in Mbare East, followed by those who strongly disagreed at 10 per cent in Mbare East and 6.2 per cent in Harare Central. Only a small percentage of respondents who somewhat agree with the statement at 3.1 per cent in Harare Central and 4.6 per cent in Mbare East. Despite the apathetic posture taken by vendors and citizens alike over what they perceived to be a useless political leadership that is not responsive enough, the respondents still maintain faith in their political and community leaders. Therefore, their responses in the affirmative that the capacity of community or forum leaders is a determining factor in their involvement in local affairs is significant. A community that is aware of the developments and able to interpret developments within the community is an asset as they are able to comprehend and conceptualise issues,

which results in the community being able to remain engaged and involved with matters that affect them. Therefore, from the above responses, the respondents are aware of the importance of community or forum leaders in the articulation of their concerns, positions and viewpoints. Furthermore, the responses elicit the view that society should be central in all decision making processes.

The above results were confirmed by the findings from the qualitative data which shows that it is important to co-opt community leaders, particularly, non-state actors in local governance. Under normal circumstances, civil society organisations are supposed to either complement government efforts on a particular issue or to fill the gap left by the government. In fact, they have become an indispensable appendage to governance and in some countries, are now being recognized as the fifth estate of the state. In the case of Zimbabwe, since the beginning of the early 1990s, there has been an upsurge in the formation of non-governmental organisations, especially in the field of advocacy, human rights, governance, and democracy, with the aim of complementing or bridging the gap left by government. The informal sector is one such sector that has seen the mushrooming of vendor organisations with the aim of representing the voice of the flea market sector which, despite, becoming one of the biggest contributors to the country's Gross Domestic Product (GDP) continues to remain marginalized, ostracized and maligned. The sentiments expressed by the Combined Harare Residents Association (CHRA) representative describes the level of this dissatisfaction aptly when he said;

The level of public participation is very poor because the City Council does its own activities without consulting (I.VG. CHRA).

Therefore, having realized the inadequacies in flea market governance organisations such as the *Zimbabwe Council of Informal Economy Association (ZCIEA)*, *National Alliance for Vendors Union of Zimbabwe (NAVUZ)*, *Vendors Initiative for Social Economic Transformation (VISET)*, and *Harare Traders Association (HTA)* were created with the aim of providing that bridge between vendors and the council. They are the advocates and lobbyists of the sector with the objective of changing long-standing perceptions or misperceptions that have led to the sector being continually marginalised. They were also formed with the aim of filling the void left by CoH. Vendor organisations such as ZCIEA, for example, have tried to fill the gap by contributing towards the development of policy position papers aimed at reviewing and repealing outdated council by-laws that undermine vending as well as pushing for the recognition of the informal sector. This is highlighted in the following;

As ZCIEA we contributed to the COH by developing four (4) policy position papers which were informed from much of the research that was done in interrogating the outdated by-laws and they provide proposed solutions to the local authority as well as to the government. These are being used for lobbying and advocacy (I.VG.ZCIEA).

Due to intense lobbying and advocacy as indicated above, there has been a marked improvement of relations between vendors and CoH. Having realized their importance, the City Council now closely collaborates with vendor organisations on matters of mutual interest. Periodical meetings are held jointly with the central government with the aim of finding common ground. Furthermore, the vendor organisations' advocacy and public awareness campaigns encouraging communities to be involved in local governance, are starting to bear fruit. The public is becoming more engaged and animated on issues that directly affect them. Communities are now aware of their role and rights. They now demand more accountability and responsiveness from the Council. A closer inspection of the statistics as previously highlighted in Table 7.4, shows that an overwhelming majority of the respondents agree that there is need to define the role of the community if they are to be truly involved local government. Had the CoH been facilitative enough and had its FMCCs been operating as they are supposed to be doing, respondents' dissatisfaction would have been optimal yet the data shows a community that is frustrated and disenfranchised with the Council's governance system.

7.3.4 Public managers should build capacity and empower community leaders for active public participation

If public administrators and the political leadership build capacity and empower community leaders for active participation, conflict within the flea market sector may be reduced. The respondents were asked if it is the duty of public managers to build capacity and empower community leaders for active participation, and their responses are shown in Figure 7.4.

Figure 7.4: It is the duty of public managers to build capacity and empower community leaders for active public participation

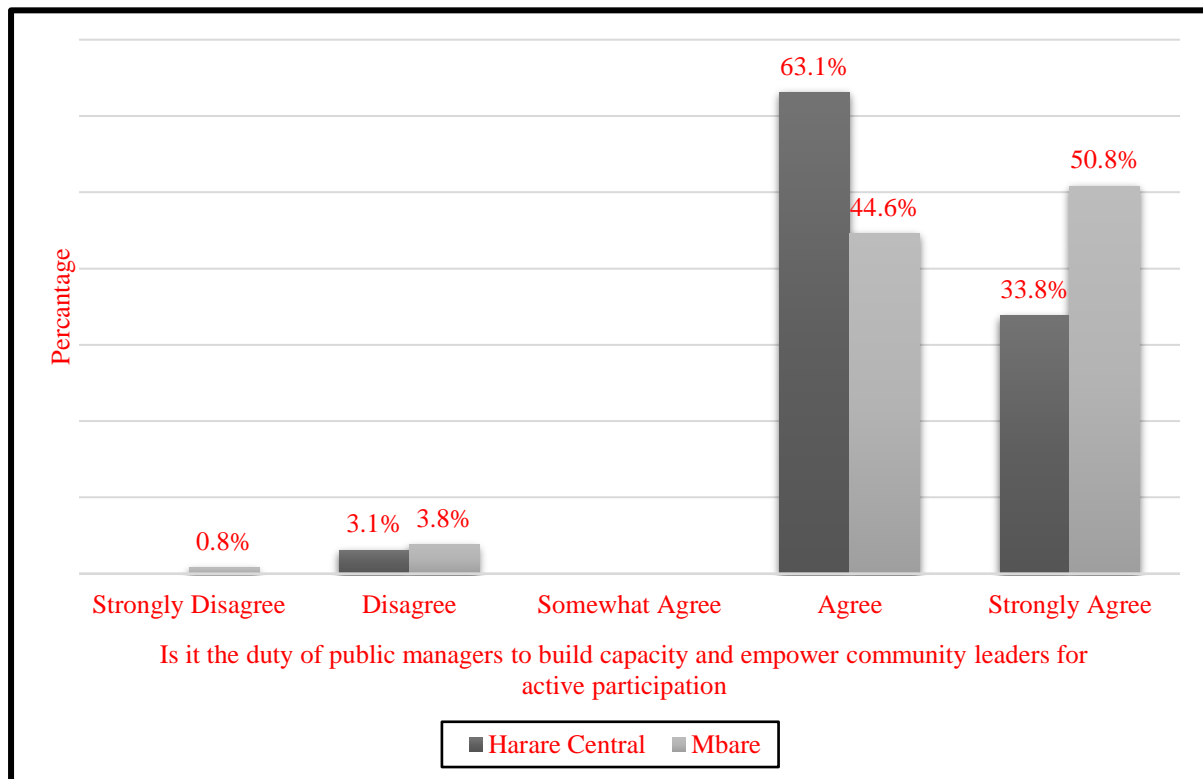
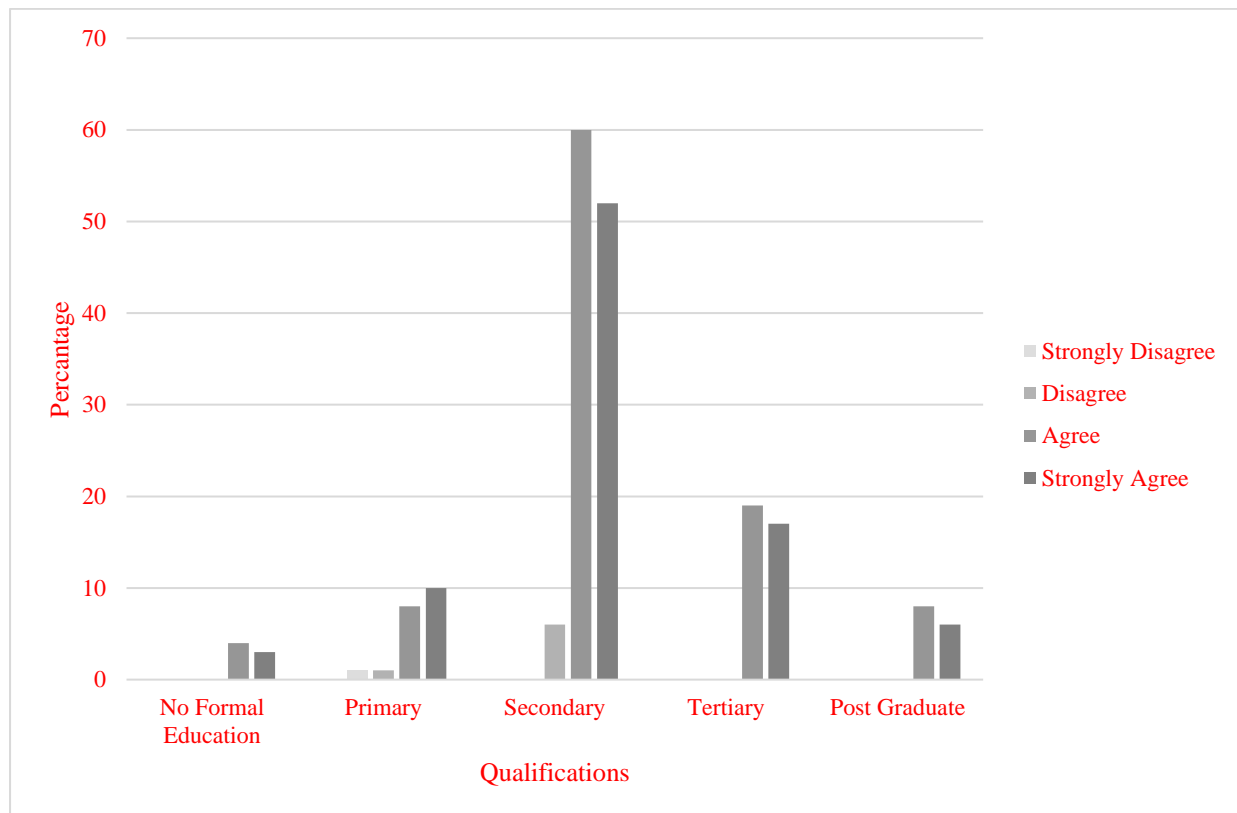


Figure 7.4 above reveals that 63.1 per cent in Harare Central and 44.6 per cent of respondents in Mbare East agree that it is the duty of public managers to build capacity and empower community leaders for active public participation. This is followed by 33.8 per cent and 50.8 per cent in Harare Central and Mbare East respectively, who strongly agree with the statement. The lesser number is that of respondents who disagree at 3.1 per cent in Harare Central and 3.8 per cent in Mbare East followed by those respondents who strongly disagree at 0.8 per cent in Mbare East. Therefore, the majority of respondents in both districts concur that active community participation could only be achieved if community leaders are capacitated and empowered by CoH.

Further analysis was made to determine whether the views of the respondents were associated with their qualifications and their responses are reflected in Figure 7.5. An attempt was made to find out whether one's educational qualification has a bearing on their understanding, perception or opinion on matters that affect them.

Figure 7.5: Education as a determining factor regarding opinions



The figure above shows that, apart from the respondents with primary and secondary level education, there is not much variation in terms of responses based on qualification as the majority of the respondents concur that public managers have a responsibility to capacitate and empower communities for active participation. Results from those that hold primary level education show that 5 per cent strongly disagree whilst another 5 per cent also disagreed that it is the duty of public managers to build capacity and empower community leaders for active public participation. Furthermore, 40 per cent and 50 per cent of the respondents agree and strongly agree, respectively, with the statement. There is a slight variation in terms of responses from those that hold secondary education as 5.1 per cent of the surveyed population disagree with the statement whilst 50.8 per cent agreed and 44.1 per cent strongly agreed that it is the duty of public administrators to build capacity and empower community for active participation. Meanwhile, participants who hold no formal education shared a similar perception with those that hold tertiary and postgraduate qualification. Results show that 57.1% and 42.9% of the respondents without formal education agree and strongly agree, respectively,

with the statement. Relatedly, 57.1% of the respondents with post-graduate education as well as 52.8% with tertiary education agree that it is the duty of public managers to build capacity and empower communities for active participation. Similarly, 47.2% with tertiary education and 42.9% with post-graduate qualification also strongly agree with the notion. However, the chi-square test results ($\chi^2=12.489$, $df=12$, $p=0.407$) show that there is no statistically significant association between the above views and the qualifications of the respondents.

Meanwhile, Masvaure (2016, 103) notes that in a bid to build capacity for effective administration, the City of Harare divides itself into committees aimed at helping the Council make intelligent and well-considered policy decisions. The committees are divided into two, namely Statutory Standing Committees and the Sub-committees. The former is a committee required by law whilst the latter is a small committee set up to deal with a particular issue (this shall be discussed in detail later in the study). Below these two committees are sector-specific Management Committees (MCs) tasked with the responsibility of coordinating and implementing specific programmes in the City. These may be particular to a specified issue, setting and locality. In the case of the flea market sector, these management committees are found at all designated market sites around the city. In Mbare East, these MCs known as Flea Market Management Committees (FMMCs), are found at Mbare Magaba, Mbare Mupedzanhamo and Mbare Musika Flea Markets whilst in Harare Central, they are located within the Fourth Street, Charge Office and Copa Cabana Flea Markets.

In addition, the Council's Publicity Department also compliments the role and duties of management committees by leading public awareness and advocacy campaigns. For example, faced with the cholera pandemic in 2018, the Publicity Department in collaboration with the Ministry of Local Government as well as the MWACSMED and Home Affairs and Cultural Heritage (MHACH) convened a stakeholders meetings advising vendors and residents of their intention to de-congest the city as well as to establish new vending sites around the City. One such site is the new Gulf 2 Flea Market along Simon Mazorodze Road.

Meanwhile, data gathered also indicate that public administrators have not been doing what they are supposed to do. This partly as a result of the rigid and autocratic nurture of the *Urban Council Act*. Since the attainment of independence in 1980, there has been no attempt to make the Act more participatory and inclusive as it is more advantageous to the central government. Although the new *2013 Constitution* encourages the central government to play an enabling

rather than a controlling role in local government, these tenets are still aspirational as they are yet to be operationalised. Unfortunately, the existing legislation and structures put in place are at a tangent to the *Constitution*. Currently, using the Urban Council Act (UCA) of 2015, the central government through the Minister of Local Government, still possess a lot of power over local government affairs. The Act is too pervasive and general. If one is to read *Chapter 29:15* of *UCA*, one would be mistaken in thinking that the daily administration of Urban Councils is run from the Local Government ministerial offices at Makombe Building in downtown Harare. The central government is omnipresent even in minute administrative issues that a Mayor could execute. In fact, the Local Government Minister has more than twenty wide-ranging powers compared to the eight functions that have been designated to local authorities. The Minister's powers range from serious local government matters such as the power to give general direction on the policy as well as the power to establish, abolish or alter the status of a local authority. He also has powers on mundane issues such as the establishment of bus stops and stating what type of local charges can be raised without approval. On the other hand, the powers of local authorities are limited to only eight functions. These are the authority to plan and implement local development, management of water and sanitation, provision and maintenance of roads, management of health and education, waste management, provision of housing, management of cemeteries and carrying out of social welfare. This has had a negative effect on the entrenchment of participatory democracy as the role of citizens is eliminated in the Act's attempt to give pervasive powers to the Minister.

Therefore, the sentiments expressed during fieldwork interviews by a senior Parliament of Zimbabwe official are quite instructive as it brings to the fore the reluctance of the executive to change the status quo. It was noted that there is no political will to change the Act as it benefits the executive. Therefore, armed with an advantageous bill initiation process, which inhibits participatory democracy, all successive post-colonial Local Government Ministers have been reluctant to repeal the Act so that it can align with the current global best practices in local governance. Additionally, given the then Mugabe administration's propensity to use autocratic governance mechanisms even at local government level, the probability of participatory mechanisms finding their way into a progressively revised *UCA* were next to zero. Yet citizenry participation is an existential issue in local governance and in a developing state like Zimbabwe.

7.2.5 Community leaders are capable of representing community interest in local government level if given an opportunity

Community leaders play an important role in society and in the majority of cases play an intermediary role between government and the community. The respondents were asked if they believed community leaders were capable of representing community interest in local government if given an opportunity, and their responses are shown in Figure 7.7.

Figure 7.6: Community leaders are capable of representing community interest in local government if they had the opportunity

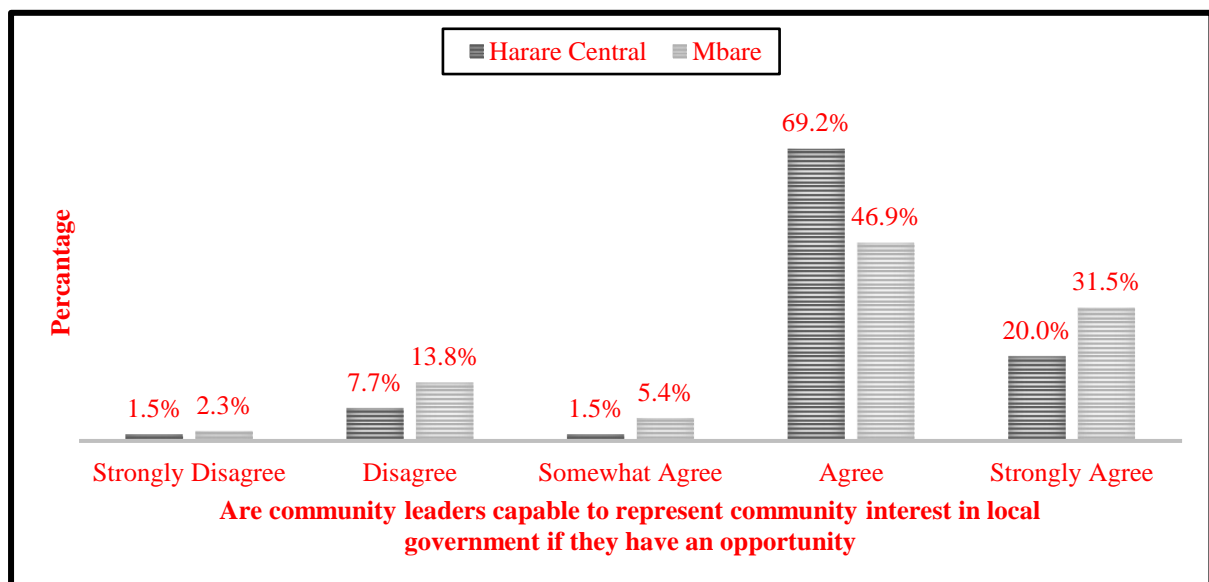


Figure 7.6 reveals that 69.2 per cent of respondents in Harare and another 46.9 per cent in Mbare East are satisfied that community leaders are capable of representing community interest in local government if given an opportunity. Furthermore, 20 per cent in Harare Central and 31.5 per cent in Mbare East strongly agree with the statement. A closer inspection of the figure shows that there is only 1.5 per cent of the respondents in Harare Central and another 5.4 per cent in Mbare East who somewhat agree with the notion. It is also striking to note that 13.8 per cent of the respondents in Mbare East and 7.7 per cent in Harare Central are not satisfied that community leaders are capable of representing them in local government if given an opportunity. Additionally, 1.5 per cent in Harare Central and 2.3 per cent in Mbare East also

strongly disagreed with the statement. The results point to a scenario that if community leaders are empowered and respected by the local authorities, the citizens have confidence in them representing them. Furthermore, whilst the degree of agreement may differ between the two districts, what is clear is that in both districts the majority of respondents have confidence in their local leadership and believe they are there to represent their interest. Therefore, despite challenges in the governance space, that has seen the proliferation of apathy within communities, the citizens of Harare still believe local leaders can still represent and promote their interests.

Overall, the results critically show how society views their local authorities and the trust they have bestowed in community leaders. This faith is partly as a result of the limited participatory mechanisms in urban councils and the advocacy campaigns by civic leaders. Furthermore, *the Local Government Ministerial Circular 3* places civic participation at the core of local governance. The circular encumbers all the local authorities to be accountable to local communities when discussing budgetary matters and consequently, should consult the public before passing their budgets. This exposure has therefore made citizens realise the importance of their local leadership in steering discussions in their favour. Although the *Ministerial Circular* is limited in scope, it shows the massive potential in participatory governance if communities are fully involved.

Moreover, it should be noted that the closest the City of Harare has tried to involve the public in the informal economy sector is through Flea Market Management Committees (FMMCs) albeit in a very limited manner. It has since been established from the fieldwork that these FMCCs are heavily compromised. Most of the office bearers are proxies of space barons and as such represent the interests of their benefactors at the expense of vendor interest. Vendors have thus complained that the structure is not representative enough and that the City is not interested in addressing these anomalies as its primary concern is revenue collection. As a result, vendors have been clamoring for FMCCs reforms in order for them to be representative enough. This frustration is aptly captured in the comments made by FGDVC1 when she lamented that;

Our hope is that if we participate we may find opportunities that may make our lives better. For example, the rates we pay are very steep so our belief is that if we participate we will be able to inform them about the challenges we face so that it can lessen some of the burdens on us or that these places you are allocating us to operate from are not beneficial to us, why don't you allocate us better places. For example, some places that

we are operating our flea markets, they do not have proper toilets but because I want to survive I just end up operating from such places (FGDVC1).

This was further highlighted by FGDVM1 when he said;

The municipality does not engage the communities but rather they formulate policies that affect communities alone and then bring them down for implementation (FGDVM1).

Therefore, it can be argued that successive flea market policies in Harare have been failing dismally due to the failure of the local authority to co-opt the community in the planning and decision-making processes. One such failure is reflected in the CoH's continued misplaced decision of allocating new vending sites in places where vendors would not want to trade as these are inaccessible to their targeted clientele. This has resulted in the beneficiaries of these sites abandoning the sites the moment 'the dust has settled'.

The promotion of public participation has also not been helped by decisions and developments at the national level. For example, the current bill-initiation process in Zimbabwe encourages gatekeeping on issues that benefit the executive at the expense of participatory democracy. This hinders the promotion of participatory governance, especially at the local government level as the Executive will not introduce a bill that dilutes its power. Bills in Zimbabwe are introduced to Parliament in two ways, either through the Executive with the responsible Minister taking the lead or through a private Member of Parliament motion. With regards to the former, the Bill goes through a number of preliminary stages before it is brought to parliament. Firstly, the responsible Minister presents his or her proposals to the cabinet. Once the cabinet approves the proposals as being in line with government policy, the responsible Minister will then proceed to prepare a draft Bill. Thereafter, the bill is subjected to another set of processes that includes scrutiny by the Legal Drafting Department in the Attorney General's Office as well as the Cabinet Committee in Legislation. Once the Bill has been approved by Cabinet, it is then published in the Government Gazette and thereafter introduced to Parliament after a 14-day period. As for the Private Members Bill, the bill is brought in by motion and if that motion is approved by the House, the Bill is then printed and introduced in Parliament. The Private Members Bill option has never been a preferable option in a post-colonial Zimbabwe. In cases, when it was exercised, it failed dismally. The sentiments, as highlighted by NS, surmises the challenges that bill initiation process has over the promotion of democratic participation. She commented that everyone especially those within the Local Government sector acknowledges

that the *Urban Council Act* in its current form is a hindrance to participatory democracy as it gives too much power to the Minister. However, all successive Local Government Ministers, since the attainment of independence in 1980, has been reluctant to repeal the Act in order to align it with the current global best practices in local governance, of which public participation is at the core. Therefore, given the Mugabe administration's penchant to use autocratic governance mechanisms even at local government level, the probability of progressive participatory methods finding themselves in a revised *UCA* were next to zero. Yet citizenry participation is an existential issue in local governance, especially in developing economies like Zimbabwe.

At macro-level, in this case local government level, the involvement of the informal sector in the City's public participation architecture is very limited due to the fact that local government structures in urban areas are very weak. Compared to their Rural District Council (RDC) counterparts, urban councils do not have legislated provisions for participation. There are no recognised structures at ward level to encourage residents to participate in governance. RDCs, through the *1984 Prime Minister's Directive* and later on formalised under the *1985 Provincials Councils and Administrative Act*, have legalised and de-centralised co-ordinating development functions that promote citizenry involvement from village to provincial level. Citizenry participation and consultation is further guaranteed through *Village Development Committees (VIDCOs)* and *Ward Development Committees (WADCOs)*, structures that are non-existent in the case of Urban Councils like Harare. Whilst, urban councils are divided into wards, there is, however, no legal structure that guarantees the participatory governance of local authorities and this has affected public participation negatively. To make matters worse, as far as the *UCA* is concerned, the participation of vendors is not provided for. In fact, vendors are mentioned in the Act as an asterisk and are regarded as a public nuisance whose trade should only be practiced in designated areas. Furthermore, the whole Act does not even make mention of public participation. The closest public participation almost mentioned was in *Sub-Section 9 of the Act* which gives power to the Minister to appoint, within the area, a commission of residents to make recommendations on matters that concerns local government. Therefore, whether deliberate or not, the absence of participatory mechanisms within the Act has led to conflict and mistrust between the governors and the governed. In fact, the distance between councillors and residents has been widening especially after 2002 with many residents now feeling that councils are the major source of their problems rather than an effective structure through which representatives tackle their problems.

The way Municipalities are governed is also problematic given the fact that the complementarity governmental system is dysfunctional. Lines of communication and reporting structures are blurred between local and central government. As a result, it eliminates both residents and elected local public representatives in guiding Municipal policy and direction. As indicated in the preceding chapters, the CoH bureaucratic functionaries are not accountable to elected local government officials but to the national government. The paradox is that they are the ones that are supposed to implement policies that would have formulated by the elected local authority executive whom they ostracise. This is quite problematic given that the majority of councillors belong to the opposition, MDC party whilst the central government is led by ZANU PF officials. As a result, policies that the Harare-led MDC might want to implement might be in conflict with those of the ZANU PF-led central government. The City bureaucrats are, therefore, left in a very difficult position as to which policy and instructions to follow given the renowned juxtaposed viewpoints and policies of the MDC and ZANU PF central administration. City officials are, therefore, forced to pick a side and, in most cases, they side with ZANU PF because that is where their ‘bread is buttered’ through the Local Government Board.

This fact was particularly brought to the fore by the events that happened in August and September 2018, when the City’s administration arm under the guidance of the central government decided to embark on a clean-up operation aimed at removing vendors from the CBD. This decision did not have the blessing of the MDC-led Council. Instead, the MDC-controlled Council viewed this exercise as a strategy by the ZANU PF central government to punish its members and supporters post-July 2018 elections. Their argument is predicated on the fact that most urban communities overwhelmingly voted for the MDC, especially in Harare and that the clean-up operations seems to have targeted MDC-dominated urban councils. However, the City’s Secretariat together with the central government, viewed the exercise as a necessary evil not only to regulate the sector but to bring sanity, order and cleanliness of the CBD in the wake of the cholera outbreak.

Meanwhile, the participation of the informal sector is far from being achieved. It is a sector that the majority of the ruling élite regard as a public nuisance, whose views are immaterial. In fact, the vending sector is viewed as an illiterate, irresponsible and inconsequential constituent whose existence is not consistent with the City fathers’ vision and aspirations of transforming

Harare into a modern and clean world class city. Thus, HCC has declared war on vending, resulting in Harare resembling a war zone, as illustrated in the collage of pictures illustrated in Figure 7.7 below.

Figure 7.7: Running battles between CoH and vendors source of the photos.



Source: VISET, 2018.

Furthermore, from the evidence gathered, it is quite clear that policies and plans are routinely forced on vendor thereby muting their voice. Consequently, policies that are implemented by CoH might not necessarily be what a flea market operator desire. This is further exacerbated by the fact that, since most decisions are imposed from the central government, which is not directly in touch with the residents but the councillors, the voice of the people ends up being lost. It has been observed that there is seldom a two-way communication between the City and its constituents.

7.4 Discussion: Analysis of the role and impact of Stakeholders in Harare's Flea Market Governance

This section looks at the role of stakeholders and their effectiveness against current literature, theory and practice. It analyses the impact and effectiveness of participatory mechanisms in the promotion of an involved citizenry in Harare's flea market sector. It notes that the promulgation of the 2013 *Constitution* introduced participatory democracy in Zimbabwe. Prior

to its introduction, there were no provisions in the country's supreme law that provided for the involvement of the public in local governance (Jonga, 2014: 78) This has, however, changed as the new *Constitution* gives prominence and importance to public participation. It sees public participation in decision making as one of the fundamental pillars of the attainment of devolution and democracy. Their involvement also fosters efficiency and effectiveness. The new *Constitution*, therefore, provides the citizenry with an opportunity to partake in decisions that affect them and their communities. This has had a tremendous impact on the local government level. There has been a progressive shift from a centralised to a decentralised governance system as well as the preponderance of 'bottom-up' approach at the expense of the traditional 'top-bottom' system.

This section, therefore, evaluates the role of community in policy formulation and implementation. It argues that there is still a lot to be done for the community to be truly involved in decision-making.

7.4.1 Framework to clarify the role of the community in policy formulation and implementation

This study was able to succinctly establish that although the *Constitution* provides for public participation, currently there is no legal framework to operationalise public participation among local authorities, particularly in Harare. In addition, given the importance of civic participation especially during the initial stages of planning, one would have expected the CoH to have an established structure of communication and collaboration with its constituents. However, the situation on the ground tells a different story as residents only get involved when a policy is being implemented. Their role is that of validating or being receptors of newly formulated policy or policies.

The views expressed during this study and the evidence gathered validate an assertion made by the *African Capacity and Development Programme (ACDP)* that there is too much national government at the local level (ACDP, 2004). Consequently, there is limited flexibility for local authorities to implement major public participatory mechanism tenets comprehensively. Furthermore, it can also be argued that the findings are consistent with the arguments propounded by Haruta and Bianca (2010: 76) that, in Romania, even though there are

mechanisms in place that provide for public participation, there is low-level citizenry involvement in the decision-making process. There is no evidence to show that Harare incorporates citizenry input in their decision-making processes. In fact, evidence points to a preference by the City leadership of top-down and one-way communication approach. In fact, top officials from both central and local government have perfected the art of manipulation. It can, therefore, be argued that as argued by Arnstein (1969) typology of the ladder of participation, the City of Harare through its *Information and Publicity Department*, seems to prefer non-participative processes. It has perfected the art of manipulating its citizenry whereby participation is deflected. It has also been established that Harare uses platforms for participation merely to inform and to educate communities concerning Council programmes. There is no genuine desire to engage and to obtain input from the community. FMMCs and City departments have been turned into one-way communication channels with limited channels of feedback. Consultation is tokenistic and a window dressing ritual. It is, therefore, quite apparent that there is need to put a coordination and communication architecture in place in which not only the City of Harare has an established communication link with the central government but, non-state actors, as well as residents, can have an established platform through which to channel their ideas. This will not only improve service delivery but relations among all stakeholders as well as there would now be an established platform where ideas and perspectives are shared leading to effective collaboration and betterment of society. These observations validate the aims and objectives of the study, where it is quite apparent that a lot needs to be done for Harare to achieve an egalitarian system where residents are an important stakeholder in decision-making and implementation.

The findings are a microcosm of what is happening in all the local government authorities in Zimbabwe and the Southern African region, in general. Therefore, there is an urgent need for not only the Zimbabwean government but for regional governments to review their participatory strategies to make them more inclusive and responsive to their citizens' needs. There is, therefore, need for further research on the matter, not only for Harare but Zimbabwe and the region as a whole. Although some studies such as Chikerema (2013, 2014), Chirisa, (2016) Masvaure, (2016), Roberts, (2004), Roberts-Lombard, (2002), and Williams, (2006) look at the dynamics of citizen participation in Zimbabwe and in the region, their studies are not exhaustive enough and thus require further scrutiny.

7.4.2 Need to define the role of the community in public participation.

It is quite apparent that there are a number of stakeholders in Harare and all participate in various ways in the governance of the flea market sector. Their role, opinions and perceptions help shape the informal economy policy. From the findings, it has also been established that Harare is still far from achieving full participation as envisioned by Arnstein (1969). There is no evidence to suggest that, through negotiation between citizens and the CoH, power is being redistributed. In fact, planning and decision-making responsibilities are still the preserve of the Council and are not shared by residents through mechanisms such as joint committees. Furthermore, Harare does not even have systems and mechanisms where citizens are in complete control. There are no mechanisms to ensure that the Council is held to account by its public. Citizen control of municipal decision-making processes is still a pipe dream and an unimaginable possibility under the current governance system. Furthermore, the country's local governance architecture, as is currently instituted, does not give power to the have-nots to handle planning, policy-making and management processes on any policy or programme. As highlighted, the current leadership feels entitled to rule without any input from the electorate.

The findings are consistent with the scholarly work of Bond and Manyanya (2003); Chikerema (2013); Chikerema and Chakunda (2014); Bonga (2014); Mapuva (2014); Mapuva (2010); Kamete and Lindell (2010); Chibisa and Sigauke (2008); Sachikonye (2006); Muranda (2011); Musoni (2010); Mhiripiri (2008) and Jonga (2014) whose opinion is that participation of the Zimbabwean citizenry has been on the decline over the past two decades and is also very limited to areas such as elections, budgeting, consultative forums and public forums. It has been established that the role of councillors, has been diminishing over the years and that this has resulted in them being sidelined, even by the residents they are supposed to represent. In fact, since the turn of the century, administrative officials across local authorities in Zimbabwe have become more powerful than the elected representatives themselves. Furthermore, the policy whereby local authorities administrators are supposed to regularly consult with central government line departments to ensure that their activities are in line with national policy, have made them less accountable to local authorities' political leadership. To make matters worse, citizens no longer play an important role in modern-day Zimbabwean politics and governance

processes. In fact, they are pawns in an inter-political fight and perpetual victims of incompetence and arbitrariness of city councils.

This study, due to limited scope, could not look at how participation and the role of the citizenry have been affected by the changing dynamics in Zimbabwean politics and because of this, there is a need for other scholars to look at this problem holistically. The change in the status of the electorate in Harare and Zimbabwe, in general, may have far-reaching consequences across the Southern African Development Community (SADC) region where 'Big Men' politics and solidarity is the order of the day. This can, therefore, be interpreted by other leaders in the region as the new norm that could be emulated. Therefore, the failure of residents to participate in flea market governance presents an existential threat to the proper governance of local authorities and the informal economy, in particular, in the Southern African region that is grappling with the problem of how to handle and manage informal sectors in their respective countries as highlighted by Malahlela (2010) in his PhD thesis, which looked at policy considerations in the management of informal businesses in Polokwane, South Africa. Malahlela (2010) points to the challenges of participation being faced by informal traders in South Africa as they seldom participate in the decision-making processes of local authorities in spite of those decisions affecting them. He further notes that instead of municipalities looking at issues that also take into consideration the right of vendors to trade, the local authorities are merely focusing their attention on enforcing health and safety regulations. Municipalities should, therefore, adopt a balanced approach to street trading.

7.4.3 Community participation is determined by the ability of the community or forum leaders

Considering the role of various stakeholders, this study looked at the role of the community participation led by community leaders, forum leaders and Civil Society Organisations (CSOs). It notes that CSOs provide an umbilical cord between the City Council and the community as most vendor organisations in Harare and Zimbabwe in general, were formed with the aim of filling the void left by local authorities. The findings dovetail with the work of Chikerema, (2013) when he argues that Non-Governmental Organisations (NGOs) play a pivotal role in complementing government efforts in facilitating local participation. Therefore, looking at the role of CSOs in Harare, this study discovered that due to public awareness programmes,

advocacy and lobbying by CSOs, there has been a marked improvement in relations between vendors and the CoH. Through their efforts, the City Council now collaborates closely with vendor organisations on matters of mutual interest and hold periodical meetings with the aim of finding common ground. Furthermore, the public is becoming more engaged and animated on issues that directly affect them. Communities are now self-aware of their role and rights. They now demand more accountability and responsiveness from the Council. The seminal work of Kalandides, (2018), who looked at civic involvement and participation in Berlin, Germany, is also important as it brings to the fore a lot of similarities between these two cities. Kalandides argues that the City of Berlin was able to introduce new formats of participation and communication between the Senate (government) and citizens and to strengthen direct democracy through close collaboration with stakeholders.

7.4.4 It is the duty of public managers to build capacity and empower community leaders for active public participation.

The findings reveal the inadequacies of civic participation in Harare. It is quite apparent that public administrators have not been doing what they are supposed to do. This is partly as a result of the rigid and autocratic nurture of the *Urban Council Act* and the reluctance of the executive to change the status quo. In spite of the new 2013 *Constitution* placing civic participation at the core of local governance and requiring the central government to play an enabling rather than a controlling role in local government, these provisions remain aspirational as they are yet to be put into operation.

The above-mentioned findings validate Christiano (2018) argument that that decision-makers ought to play their part in building and nurturing civic consent by ensuring that citizens participate meaningfully and constructively in decision-making processes. The myriad of complaints from both vendors and various stakeholders within the Zimbabwean government and non-state actors suggest the need to involve the citizenry and to abandon the centrist approach favored by Zimbabwean administrators. More so, from the evidence gathered during fieldwork the ideal scenario as propounded by Board and Council (2004) remains a pipe dream when they suggested that stakeholder participation should complement, not circumvent, political and decision-making processes. There is, therefore, a need to place centrality of civic involvement in flea market decision-making and to make sure all decisions in local authorities

have the validation of the residents. This will not only improve accountability but democracy as well.

7.4.5 Community leaders are capable of representing community interest in local government if given an opportunity

The findings of this study also established that there are limited participatory mechanisms in place among local authorities in Zimbabwe, especially in Harare. This is true despite the existence of FMMCs, which, in the majority of cases, are at variance with their mandates due to the fact that they are heavily compromised. Most of the office bearers are proxies of space barons and as such represent the interest of their benefactors at the expense of vendor interest. The entrenchment of public participatory culture has also not been helped by decisions and developments at the national level. For example, the current bill initiation process in Zimbabwe encourages gatekeeping on issues that benefit the executive at the expense of participatory democracy.

Another important finding is that the toxic political environment, as well as lack of flexibility, has, in essence, stunted the growth of participatory democracy in Harare as community leaders end up being biased or compromised. The findings of the study established that the informal sector, especially the vendors, continue playing a peripheral of decision-making role despite having assumed an important role in the economy over the last few years. This finding is inconsistent with the views expressed by Skenjana and Kimemia (2011: 56) when they argued that “being actively engaged in development and governance processes is what gives meaning to social citizenship.” It was established that whilst vendors are gainfully contributing to the country’s economic development, their rights continue to be trampled upon and their role is perpetually ignored. This is despite the fact that the 2013 Constitution and to a lesser extent, *Chapter 29:15 of the Urban Council Act (2002)*, institutionalizes community participation as a core function in local governance. The *Constitution of the Republic of Zimbabwe*, in particular, provides a platform for citizens to participate effectively, politically, or economically at municipal and RDC level. For example, *Section 13:2* stipulates that Zimbabwean citizens must be involved “in the formulation and implementation of development plans and programmes that affect them” (Zimbabwe, 2013b: 19). In addition, the *Constitution*

provides “for the participation of local communities in the determination of development priorities within their area” (Zimbabwe, 2013b: 123).

These findings are also consistent with the views of Simonsen (2018). It is quite apparent that the decision-making structure of HCC has become increasingly beholden to moneyed interests in the form of space barons in, the same way the United States political establishment is beholden to corporate and moneyed interests. The sad reality is that the situation in Harare does not satisfy the requirements of a functioning democratic and developmental state or the aspirations of the vending community. It is a system that favours the élite and subjugates the have-nots.

This study has been able to demonstrate that trust in representatives has declined. Therefore, non-state actors having realised that there were a serious public participation deficit and trust in urban councils have attempted to fill that gap. Thus, having realised that municipal participatory mechanisms were facing serious constraints such as the existence of highly politicized management committees which were forcing them to deviate from their mandates, Civil Society Organisations (CSOs) such as *Action Aid*, *Trust Africa* and *OSISA* have partnered with vendor initiations such as *VISET*, *ZCIEA* and *NAVUZ* in order to fill this gap. They have, therefore, invented other mechanisms that allow and enhance uninhibited participation in local government processes, especially in Harare. This has had a tremendous impact on re-igniting the citizenry’s desire for participation, while at the same time reducing the level of conflict and mistrust.

Table 7.5: Summary of the research question, emergent themes and the literature

Research question	Emergent theme/s	Interaction with literature	Sources
An assessment of the role of stakeholders in the governance of the flea market sector.	<ul style="list-style-type: none"> - A progressive shift from a centralized to a decentralised governance system as well as the preponderance of the ‘bottom-up’ approach at the expense of the traditional ‘top-bottom’ system; - there is a need for the government to design a framework that will clarify the role of community in decision-making; - residents only get involved when a policy is being implemented. Their role is that of validating or receptors of newly formulated policy or policies; - there is need to put in place a coordination and communication architecture in which not only the City of Harare has an established communication link with the central government but for non-state actors as well as residents to have an established platform where they channel their ideas; - councillors have become passive and powerless participants and administrative officials within the City have become more powerful than the elected representatives themselves.; - marked improvement in relations between vendors and the CoH due to non-state actor involvement. The public is becoming more engaged and animated on issues that directly affect them; - the involvement of the informal sector in the City’s public participation architecture is very limited due to the fact that local government structures in urban areas are very weak; - The country’s local governance architecture as is currently instituted does not recognise neither does it give power to the have-nots to handle planning, policy-making and management processes on any policy or programme; - Lines of communication and reporting structures are blurred between local and central government; - bureaucratic functionaries are accountable to the national government and not the elected local government officials yet they are the ones who are supposed to implement policies that would have been made by the elected local authority executive; - vendors feel excluded and that there is an existence of favoured elite whose opinion is more important than those of flea market operators; and - The toxic political environment, as well as lack of flexibility and policy maneuvers for the local authorities, have in essence stunted the growth of participatory democracy in Harare. - 	<ul style="list-style-type: none"> - There is too much national government at the local level. As a result, there is limited flexibility for local authorities to comprehensively implement major public participatory mechanisms tenets; - there is a low-level citizenry involvement in the decision-making process; - there are unequal relations of power ; - citizens ought to play a very substantial role in the governance of their society; - for democracy to flourish all stakeholders especially decision makers should play their part in building and nurturing civic consent by ensuring that citizens participate meaningfully and constructively in decision-making processes; - stakeholder participation should not circumvent decision-making processes and should help informing elected officials of the dynamic and complex interests of their constituencies; - distrust has consumed the relationship between governments and the; - the political establishment is beholden to corporate and moneyed interests; 	<ul style="list-style-type: none"> - Smith and Dalakiouridou (2009: 49) - Haruta & Bianca (2010) - Bond & Manyanya (2003) - Mapuva, (2014) - Christiano (2018) - Board & Council (2004) - Masvaure (2016) - Simonsen (2018) - Skenjana & Kimemia (2011)

7.5 Chapter Summary

This chapter examined various stakeholder roles and the impact of participatory governance processes in Harare's flea markets. It notes that, although the *Constitution of Zimbabwe* provides for collaborative governance and the formulation and implementation of policies by co-opting the citizenry in decision-making, there is a severe flea market governance crisis in Harare, which, if not addressed urgently, will lead to civil dissonance, disobedience and, ultimately to insecurity. While the roles of stakeholders are well articulated in various regulations, *Acts of Parliament* and even in the *Constitution* itself, there is very little, if any, that has been done to incorporate the public into policy formulation and implementation in the informal sector. In fact, there is reluctance on the part of the management of the CoH to implement fully the public participation architecture as enshrined in the Constitution for fear of losing power and influence. There are also misperceptions that the citizenry is less educated and poorly informed in the sphere of governance. This has unfortunately led to the engendering of one-way communication between the CoH and the ratepayers. More importantly, most of the public participation strategies currently being employed by authorities in Harare are all about manipulation as postulated by Arnstein (1969). There is, therefore, no real effort at genuine citizen participation through collaborative governance. Public administrators do not consult the public in their decision-making processes nor in the implementation of a policy that affects this important constituency.

Furthermore, the current ruling élite is opposed to public participation as they believe the citizenry should be subordinate to their viewpoints. In the rare circumstances where public participation is practiced, it is along partisan lines. In fact, from both focus group discussions and surveys, what came out clearly is that one's political affiliation is more important than what is provided for in the *Constitution*. In fact, politics triumphs and affects the quality of decisions. What is being practiced in Harare goes against the tenets suggested by Drazkiewicz et al., when they looked at various factors that influence the quality of decisions and implementation. What is evident in Harare is that there is no inclusion of varied stakeholders that represent different value systems and interests and the development of creative as well as innovative solutions due to the inclusion of different perspectives. Furthermore, there is an acute absence of incorporation of different types of knowledge through the amalgamation and

accommodation of local knowledge, perspectives and interests as well as raising awareness among stakeholders.

Finally, the obtaining situation is that of a community that is divorced from local governance systems and a national government that is involved in the minutiae of issues at the local government level. There is, therefore, an urgent need by the CoH to define the role of the community in public participation and also for the Municipality to build capacity and to empower community leaders for active public participation.

CHAPTER EIGHT: SUMMARY, RECOMMENDATIONS AND CONCLUSION

8.1 Introduction

This chapter presents the conclusion and recommendations on the findings and discussions postulated at the beginning of the study on public participation and collaborative governance in Harare's flea markets. The chapter will briefly look at the synopsis of all the chapters.

Of importance to note is that the conclusions of this study are based on the objectives of the study and various hypotheses that were presented in preceding chapters. These conclusions are also derived from the discussions and findings in various chapters of this research study. The limitations of the study are analysed with the aim of coming up with recommendations for future research. Finally, the chapter will reveal recommendations to policy and practice, particularly applicable to local authorities and policy-makers. This chapter also examines the relations as well as the interface between residents and government through the lens of public participation and collaborative governance. The thesis focused on, *inter alia*, the nature and level of participation, the actors and the role of stakeholders in the running of the flea market sector and the behaviour of government and stakeholders in the governance of this critical sector of the economy. The conceptualisation and understanding of the above-mentioned variables and stakeholders lead to a better understanding of participatory democracy in a developing economy like Zimbabwe. It argues that failure to include the citizenry in decision making always leads to conflict and lack of policy success and, leads to a failure by government to deliver an efficient, equitable, fair and progressive service to its people.

It should also be highlighted that although the study focused on two wards of Harare, there was a marked consistency in the findings from these wards and, consequently, the findings are generalized to all of Harare's wards and in general, and to all the local authorities across Zimbabwe.

8.2 Restatement of the research objectives and research questions

Based on the existing literature and previous studies, the obtaining political environment together with the role and the impact of stakeholder participation in the local governance

underpins this study. Consequently, the research questions and research objectives were therefore generated in Chapter One. Table 8.1 below encapsulates the restatement of the research question and research objectives of this study.

Table: 8.1: The restatement of the Research Questions and Research Objectives

	Research Questions	Research Objectives
1	To what extent does the City of Harare provide a favourable environment for public participation and collaborative governance in the administration of flea markets?	To examine whether or not the Harare Local Government provides a favourable environment for public participation and collaborative governance in the administration of flea markets.
2	What are the mechanisms being employed by Harare local government entities in their pursuit of ways to incorporate the public in the crafting and implementation of flea markets policy?	To investigate and analyse the impact of public participatory governance processes in the administration of flea markets in Harare.
3	What are the roles of stakeholders and the impact of participatory governance processes in flea markets in Harare?	To assess the mechanisms being employed by Harare local government entities in their pursuit to involve the public in the policy formulation and implementation of the governance of flea markets.
4	What theoretical propositions to public participation and collaborative governance can be founded on this study.	To suggest theoretical propositions on public participation and collaborative governance founded on the study.

8.3 Summary of chapters

Chapter One: This chapter gave an overview of the study, emphasising the importance of public participation and collaborative governance in improving service provision in the Harare

Municipality. The chapter notes that, although Zimbabwe has a legal framework that provides for collaborative governance and the formulation and implementation of policies by co-opting the citizenry in decision-making, there is a severe crisis of flea market governance currently facing Zimbabwean cities which requires urgent attention. Furthermore, the chapter showcased the policy inadequacies in so far as the implementation of the public participation architecture is concerned and therefore, observed that public participation remains elusive in Zimbabwe's local government system. In order to problematise the study area effectively, the chapter provides the research questions and objectives. The study's Research Objective One, intended to ascertain whether or not Harare provides a conducive environment for public participation in the governance of flea markets as well as to unpack the City's political environment. Additionally, Research Objective Two aimed to investigate and analyse the impact of public participatory governance processes in the administration of flea markets in Harare. Furthermore, and through Research Objective Three, the study intended to examine the mechanisms being employed by the Harare Municipality in its pursuit to involve the public in the policy-formulation and implementation of flea markets policy. This chapter also provided the cornerstone of the study through the provision of the research problem and the formulation of research questions and objectives of the study in order to achieve the objectives of the study. Lastly, Research Objective Four aimed at looking at the theoretical propositions to public participation and collaborative governance that can be founded on the study.

Chapter Two: This Chapter theorised the subject of public participation and collaborative governance. Dialoguing with theory and interventions, the chapter established strongly that public participation and collaborative governance is closely linked to a successful implementation of governance matrices within the broader framework of collective ownership, allows the public input into planning processes and facilitates formal communication between government and the governed. Additionally, the chapter discussed the rationale of public participation noting that the active involvement of citizens in decision-making processes promotes democratic governance whereby government decisions are firmly grounded in citizen preferences. Essentially, therefore, this chapter provided the theoretical and scholarly grounding of the problem under study.

Chapter Three: This chapter focused on citizen participation trends in local government management, particularly as far as the planning and management of flea markets in Harare are

concerned. It also looked at participatory best practices and their importance in governance. In trying to understand Zimbabwe's participatory trends, the study looked at the historical grounding of the informal sector predating its argument to the colonial era but primarily focused on the period 2000-2019, which also, coincidentally, marked the post-independent Zimbabwean political and economic crisis. The chapter also analysed women and civil society organisations' roles in public participation at the local government level. It was also highlighted succinctly that public participation and collaborative governance remains an effort in vain as there is limited fiscal space to incorporate public demands into the government agenda for the possible remedial course of action at the local level. This situation is compounded by the absence of an institutional mechanism to support participatory planning initiatives. Of interest to note is the absence of a robust legislative framework to support and foster public participation as the tenets of the *Constitution of Zimbabwe*, which supports participatory democracy which is not yet supported by legislation and remains aspirational and not easily enforceable. The major argument of the chapter is that experiences show that citizen participation and worse still, collaborative governance in local government planning and management in Zimbabwe remains a myth, an abstract and ideal. This is because of a plethora of undermining factors that continue to afflict local authorities. Despite the verve held by citizens to participate directly or indirectly in the planning and management of local governments, it has been noted that their role, contribution and influence in planning and decision-making remains highly subdued. The chapter also briefly reflected briefly on the political, social, economic and legal barriers to citizen participation in the planning and management of flea markets in Zimbabwe whilst drawing experiences from Harare. It argued that the success of public participation in planning and management of local governments depends on well-structured social networks to foster cooperation and inter-linkages between the governors and the governed. Citizens also need to have platforms upon which share ideas of their own for the success of the local authorities. It was also established that political interference in local government planning and management hinders effective public participation. Furthermore, neither the *Zimbabwean Constitution* nor the *Urban Councils Act (UCA)* is clear about public participation. It was noted that *Section 87 of the UCA (Chapter 29:15)* provides for local government bodies to conduct meetings open to the public, but this provision does not give clarity on the roles of the public in these meetings. Moreover, there is reluctance to align the *UCA* with the *2013 Constitution* by the central in order to incorporate public participation provisions into the main *Constitution*. In addition, citizen participation is

costly and the Harare City Council is not fully capacitated to fund citizen participation. Considering the fact that Zimbabwe is facing economic hardships, it is difficult for the CoH to use the little available resources to make people participate in the planning and management of flea markets. Finally, the study also looked at the role and impact of political parties and civil society organisations as well as gender mainstreaming in inculcating the culture of participatory democracy in Harare.

Chapter Four: This Chapter highlighted the methodology used to collect and analyse data on the informal sector public participatory and collaborative governance processes. Using both Creswell (2013)(2013) pragmatic maxim and Arnstein's (1969) typology of the Ladder of Citizen Participation and the case of informal traders as the underlying theoretical foundations upon which the study is conducted, the study explored Harare's public participation framework and the role of stakeholders in the governance of the informal sector. It argues that participation is far from being achieved due to a multiplicity of factors. The pragmatic maxim is important to this study as it does not subscribe to any system of philosophy and reality but rather aims to facilitate human problem-solving. This study also borrowed heavily from the qualitative and quantitative methods where both viewpoints were accommodated. Furthermore, it explored all approaches available in order to understand how Zimbabwe's legislative apparatuses utilised public participation vis-à-vis collaborative governance in local governance. Mixed methods were heavily relied on in order to make up for the limitations of using either approach in line with this study paradigm. The descriptive method was important as it enabled the study to observe and analyse how the public in Harare was involved in the policy implementation of by-laws and policies that affect them on a daily basis. Furthermore, the research design that was applied provided evidence for the validity of the hypothesis and to find solutions to the inherent weaknesses that currently exist in Zimbabwe's local government sphere when it comes to public participation. Sampling techniques such as purposive sampling were used to unpack the critical strata and divide the population of Harare into sub-groups such as vendors and their clients, local government officials, politicians, and civil society representatives in order to understand fully the extent and impact of participatory processes in Harare.

Chapter Five: The broader picture presented in the data gathered was that Harare was not in a position to provide a conducive environment for public participation. It was also observed that due to political contestation and polarization, between the ruling *Zimbabwe African Union-*

Patriotic Front (ZANU PF) and the opposition, *Movement for Democratic Change (MDC)*, engagement with the public on the informal sector is now being done on two levels, namely at national the and local government levels. This situation has affected public participation negatively as it is now being done in a polarised political manner.

Chapter Six: Through quantitative and qualitative analysis, the chapter established that vendors and residents of Harare feel disenfranchised and, disempowered in influencing flea market policy. Furthermore, the entrance of the opposition, MDC, into the political scene in 1999, and its surprisingly good performance in the 2000 general election especially in urban centres, radically transformed the way urban councils are administered as well as the implementation of public participation mechanisms. Local governance laws were amended to suit the needs of the ruling ZANU PF party in a bid to return its losing members as special councillors to most urban councils. It was also established that there is pervasive polarization which hinders participation as one's political affiliation determines the level of participation. In addition, there is no established communication link between stakeholders as there is a strong belief within the CoH that vendors have no formalised and particular role to play as it is the officials' duty alone to devise and implement policies. Therefore, by going back to the people for every proposal and programme is a deviation from their mandate.

Chapter Seven: This Chapter noted that in its quest for public inclusiveness in policy and development, Harare uses primarily public hearings, consultative meetings, training and workshops, lobbying and public awareness, public commissions and enquiries as well as statutory committees. Furthermore, despite the introduction of a progressive constitution and the existence of various participatory mechanisms, various challenges continue to inhibit public participation in Harare. These include lack of funding, continued central government intervention, re-centralisation of governance due to loss of political power by the ruling party, political polarisation, resistance by administrators to co-opt the public in decision-making processes and failure to adapt to change. Additionally, the current economic challenges have had a debilitating effect on participation as vendors are now more interested in bread and butter issues than governance. In addition, despite commendable efforts by various stakeholders to engender stakeholder participation, there remains a serious absence of the development and implementation of effective stakeholder involvement strategies in flea market governance. It was also observed that the role of the Council especially that of councillors, has been

diminishing over the years and conversely, City administrative officials have become more powerful. Furthermore, the country's laws dissuade participation as the disproportionate power relations in existence cascading down from central government to local authorities. To make matters worse, currently, there are no specific legislative provisions that provide for community participation. Moreover, the City's Flea Market Management Committees, whose primary role is to represent vendor interests, are highly compromised and no longer provide an egalitarian platform for participation. Consequently, the impact of public participation initiatives is mooted.

8.4 The main research findings and conclusions

The empirical work and scholarly literature review were achieved through the use of both qualitative and quantitative data in order to explore and determine the role, extent and impact of participatory and collaborative governance processes in the City of Harare. The study shows that although the participatory framework is provided for under the new *Zimbabwean Constitution* and there are systems and structures in place for multi-stakeholder engagement in the Harare Municipality, there are varied challenges that militates against the attainment of desired goals and outcomes, such as a heavily polarised political environment, lack of legislative provisions upon which public participation is grounded, limited resources, lack of commitment of stakeholders, inadequate participatory culture, training and development amongst the governors and the governed. Drawing from the major aims and objectives of the study, in terms of public participation and collaborative governance in Zimbabwe in general and Harare in particular, one arrives at the conclusion that public participation and collaborative governance should be an inviolable right and sacrosanct for good governance which should not be undermined. From the theoretical point of view, the centrality of public participation and the challenges in inculcating a participatory culture in Harare, the re-orientation, re-engineering as well as the establishment of a monitoring and evaluation architecture that places participation at the core of governance is a must. Therefore, this study articulated the challenges that are being faced in Harare which militates against citizen power, capacity building and proper management of the informal sector leading to a convoluted socio-political and economic system that hinders development and progression.

The section below discusses the research findings. The study consists of four research questions and objectives which aimed to unpack and understand the role as well as the impact of public participation and collaborative governance in the management of flea markets in Harare Municipality. The research findings answer the research questions and the attainment of the objectives are presented together with the emergent major themes. Through the use of a literature review, document analysis, research methods as well as theoretical frameworks, each individual finding and conclusion of the research questions is followed by overarching recommendations which are highlighted below;

8.4.1 Research Question and Objective One: A quest to provide an ideal environment

The initial research objective investigated the extent to which the City of Harare provided a conducive environment for public participation in the governance of flea markets. The use of mixed methods was intended to unpack the public participatory mechanisms in use in Harare. This objective, as illustrated by the results, has been achieved. It was observed that political divisiveness is a hindrance to civic participation in Harare resulting in rampant cynicism among residents and stakeholders towards the CoH. Furthermore, there is an absence in building stakeholder consensus and the enhancement of administrative decision making. This divisiveness has also cascaded to individuals and groups resulting in a lack of coherence and consensus on the need to have a holistic flea market governance system. This has had a negative effect as the City ends up with very questionable or unpopular decisions. In addition, the abject absence of a truly participatory environment has regrettably led to a failure by Harare to initiate and sustain the momentum for participation thereby resulting in the Municipality failing to satisfy the needs and concerns of flea market sector stakeholders.

It was also observed that due to the existence of a predatory and competitive political environment the ideal scenario as suggested by Creighton, (1981) and cited by Crawford et al. (2018) an ideal communication and participatory environment is far from being achieved. The complaints particularly from vendors during focus group discussions are quite profound, it shows the poverty of non-inclusion as well as of a vending public that is side-lined, maligned, ostracised, neglected and forgotten. As a result, there is a stark absence of a consistent citizenry involvement and this has had a negative effect of denying the local government an opportunity to address the public's need effectively.

The findings indicated that there is an absence or limited participation even in traditional forms of participation such as public hearings. Furthermore, the findings revealed that despite the advent of the new forms of participation mechanisms such as the use of social media and e-mail, Harare still lags behind. In fact, what exists is pseudo participation as argued by Sanoff (2000) when he pointed out that such form of citizenry involvement is done for purposes of merely informing citizens about decisions, in the hope of placating their complaints, and manipulating their opinion (Liu et al., 2018; Wang, 2001; Sanoff, 2000).

Conclusion

This study has shown that through the evaluation of the current stakeholder engagement in the City of Harare, there is a marked absence of a genuine desire by the local authority and government to engage meaningfully with its constituents. This study has shown that the society is markedly divided and ostracised due to party politics and that those that are being engaged belong to a certain political faction or society. Furthermore, although there are various mechanisms for participation at the disposal of the CoH, the voice of the people is muted. In fact, the Municipality is not responsive to its community that ensures a collective engagement of stakeholders. In general, therefore, it seems that the Harare City Council is doing little to enhance public participation and this is made worse by the poisoned political environment. The findings reported here shed new light on the Zimbabwean political situation as the turf wars within the local governance space have exacerbated the already strained relations between various stakeholders. The environment is characterised by intolerance, subjugation, and rule through fear which makes it difficult for collaborative governance to take place. Furthermore, there is a pervasive mistrust among the citizenry resulting in them not wanting to participate in local government affairs. A key policy priority should, therefore, be to foster an inclusive and equitable political participatory approach in the governance of the flea market sector. Politics should be eliminated and the running of the flea market sector should be professionalized in order for participants to contribute and share ideas without fear of being victimized or lampooned. Furthermore, there should be a deliberate effort to not only regularize the sector but to get rid of undesirable elements and practices within markets.

8.4.2 Research Objective and Question Two: Harare's Participatory Mechanisms in the governance of the informal sector

The aim of the present research was to examine the participatory mechanisms that Harare employs in the governance of its informal sector. This study has shown that although there is an existence of participatory mechanisms in the country's constitution and the city's statutes, there is little consulting and involvement of the residents of Harare in agenda-setting, policy formulation and decision-making. What exists subsisting is a situation whereby policy development is done by public administrators with the public becoming mere receptors of a policy. Furthermore, the results of this study indicate that some of these public administrators seldom inform and routinely side-line elected public representatives when making key decisions in the sector. This practice is at a tangent to the views shared by Kizos et al. (2018) when they noted that "participation allows the public to voice its needs, which provides legitimacy for government to develop publicly-supported goals, missions, and service priorities." Taken together, these results suggest that decisions are made, goals are set and priorities are established without residents' input and where participation is practiced it is manipulated, pre-determined and meant to achieve certain objectives.

Conclusion

This thesis has provided a deeper insight into Harare's participatory culture and it can be concluded that there is a general feeling among citizens that government at the local level has failed them in terms of service delivery especially in the regulation and operation of flea markets. Citizens feel that local authorities do not respond to their concerns and complaints. As a result, policies end up being implemented without their input. In cases, where citizen input has been sought such as when the authorities in Harare were deciding to decongest the inner city of informal traders, public hearings were convened only with the sole purpose of conveying government and local municipalities' decision to move flea markets to the outskirts of the Harare Central District. This deficit in terms of communication and public participation has led to incessant conflict, mistrust between all stakeholders and stalling of development. These findings suggest that in general there is an urgent need to regain the residents' trust through the revamping of the participatory architecture resulting in the implementation of sound policies. The findings will, therefore, be of interest to the City of Harare as it will help in self-introspect.

It will also be of interest to the central government in order for it to come up with a new white paper on local governance especially in the context of its ongoing devolution agenda.

8.4.3: Research Question and Objective Three: The Impact of Public Participatory Governance Processes in the Administration of Flea Markets in Harare

The third research objective was aimed at examining and determining the impact of public participation in Harare's informal sector. This study has identified that there is an absence of participatory democracy within the City and as such its impact is minimal. The findings of this study correspond with the argument made by Kanu et al. (2018) when they argue that "public involvement is perceived as a threat to authority and is viewed defensively by government agencies" and, consequently, is seldom used. The findings of this study also made known that public participation is anathema to Zimbabwe's political system and is conspicuously missing, especially in Harare. The public is neither involved in devising strategies, goal setting, capacity determination, nor in implementation of policies in the sector. In fact, flea market operators have no role to play.

Conclusion

The study contributes to our understanding of Harare's crisis of governance as it was established that the leadership of Harare is more concerned with politics and self-actualisation. As a result, public participation tends to be cosmetic and of little relevance. This thesis has provided a deeper insight into the grievances of Harare residents. It was established that although participation improves public trust in governmental decision making, there has been continuous criticism from the residents that the government is ineffective, dishonest, and unfair in both decision-making and service delivery. The findings corroborate the argument made by Creighton, (1981) and cited by Crawford et al. (2018) that the growing rift between the governors and the governed is caused by the lack or limited use of mechanisms with which the public can monitor local authorities' operations. Thus, there is a need for a more open and accountable decision-making process that may result in a better understanding of and an improvement in public trust of government. Drawing from experiences from other Southern African countries, especially South Africa and looking at the current state of most local authorities, the Zimbabwean government and relevant stakeholders should with urgency align

the Urban Councils Act and other pieces of legislation governing local authorities with the new constitution. There is also the need to inculcate the bottom-up approach in governance and also to have an inclusive system of governance.

8.4.4 Research Objective Four: Theoretical propositions as a contribution to public participation in Harare

The fourth objective was to propose some theoretical contribution to public participation in particular and collaborative governance drawing on the research findings. Having assessed the findings, this study outlines three (3) types of theoretical propositions generated from the themes outlined in Chapter Two. These theoretical propositions, also outlined in Table 8.2, are as follows:

1. Theory of the political environment in the governance of Flea Markets;
2. Theory of mechanisms and processes in the governance of the informal sector; and
3. Theory of the level and impact of public participatory governance processes in the administration of flea markets.

Table 8.2: Theoretical propositions emerging from the study

Theory of an egalitarian political environment in the governance of Flea Markets	Theory of congruence of participatory mechanisms and processes in the governance of the informal sector	Theory of the level and impact of public participatory governance processes in the administration of flea markets
Inductive Theory Cases and Constructs		
<ul style="list-style-type: none"> • Community involvement in decision making. • Need for a tolerance of different political ideologies in order to promote active public participation and participatory governance in Harare Municipality. • The need to realise the importance of diversity and multi-stakeholder engagement. 	<ul style="list-style-type: none"> • The involvement of the citizenry in policy formulation and implementation. • Conscientising the community on the importance of a multi-faceted stakeholder and civic engagement in decision making. • Re-arranging of participatory processes, systems and structures. • Need to understand and inculcate international best practices in civic involvement and governance. • Need to set up participatory structures, institutions and mechanisms that promotes citizenry participation. 	<ul style="list-style-type: none"> • Stakeholder collaboration especially with non-state actors in a bid to increase collaboration and public acceptance. • Re-alignment of municipal participatory governance. • Multi-stakeholder understanding and acceptance of local government/municipal policies.
Theoretical Assumptions		
<ul style="list-style-type: none"> • Tolerance and diversity: crucial to a multi-stakeholder governance system which is an important ingredient towards a sustainable institutional as well as socio-economic and political development. 	<ul style="list-style-type: none"> • Capacitation of communities through training and capacity building as well as the involvement of non-state actors in a bid to increase efficiency, acceptability of policies and accountability. • Re-calibration of participatory processes and systems with the aim of increasing participatory governance and involvement. 	<ul style="list-style-type: none"> • Training and capacitation of public officials increase efficiency, effectiveness and good governance • Community involvement increases collaboration, acceptance of policies and developmental economy will create opportunities for local communities.

The theoretical propositions in Table 8.2 illustrate that public participation, collaborative governance and community involvement in decision making is crucial if policies are to have public acceptance and backing. Therefore, the theoretical proposition is that diversity and tolerance are of paramount importance. It is crucial for society to tolerate divergent political ideologies as this will promote active public participation and a participatory governance structure and system in Harare Municipality.

There is also a realisation that the involvement of the citizenry in policy formulation and implementation is particularly important. Furthermore, emphasis should also be placed on the primacy of conscientising the community on the importance of a multi-faceted stakeholder and civic engagement in decision-making. There is also a need for the re-arrangement of participatory processes, systems and structures. In terms of the need to inculcate the participatory culture amongst people and communities, it emerged that there is need to understand and inculcate international best practices on civic involvement and governance as well as to set up participatory structures, institutions and mechanisms that promote citizenry participation. The theoretical propositions in Table 8.2, encourage the need for the capacitation of communities through training and capacity building as well as the involvement of non-state actors in a bid to increase efficiency, acceptability of policies and accountability. It urges the re-calibration of participatory processes and systems with the aim of increasing participatory governance and involvement.

Stakeholder collaboration, especially with non-state actors, increases general collaboration and public acceptance and, it was observed that there is a serious need to re-align Municipal participatory governance. Furthermore, multi-stakeholder understanding and acceptance of local government concerning municipal policies are paramount for an effective and sustainable participatory culture. Consequently, the theoretical propositions of this research are as follows:

- Training and capacitation of public officials increase efficiency, effectiveness and good governance; and
- Community involvement increases collaboration, acceptance of policies and development.

8.5 The significance of the Study to the Body of Knowledge

A deeper understanding as well as insights into Zimbabwe's participatory democracy, articulated the importance of collaborative governance and public participation in the management of the informal sector. From the data, the study suggested the need to inculcate participatory democracy and an active citizenry through participation. The study proposed that policymakers should consult their constituents prior to formulation and implementation of policies and that all stakeholders should be involved in all decision-making processes and that public participation in the informal sector should be sacrosanct given the importance of the informal sector across the SADC region. This study will hopefully contribute towards the devising of public participation strategies, specifically aimed at how to administer and govern the informal economy within the Southern African region. It is also hoped that the findings of this study may influence policy planning and its implementation. In addition, the theoretical propositions offered are that there is need to engrain citizen participation into local politics and ensuring that well thought-out stringent measures are implemented so that participation is sacrosanct as well as that training and capacitation of public officials should be at the core in order to increase efficiency, effectiveness and good governance. It is anticipated that these theoretical propositions will underpin future and related research on collaborative governance and public participation in the informal sector.

8.6 Overarching Recommendations of the Study

The recommendations listed below should help the Harare Municipality and local authorities across Zimbabwe and the Southern African region as well as to the development of new theoretical underpinnings in local government.

8.6.1 Recommendation to Policy and Practice

This thesis has provided a deeper insight into Zimbabwe's participatory democracy. The findings of this study could be applied not only to the informal sector but across the whole governance structure in Zimbabwe and the region at large. The lessons learnt from this study include the fact that Zimbabwe has a lot to achieve before it attains full democracy. These outcomes could also be

applied to other sectors and within the SADC region as a whole and these findings could also be applied in other sectors, such as finance and development. It is, therefore, suggested that policymakers should consult their constituents prior to the formulation and implementation of policies. The electorate should be given a greater role in decisions that affect them and all stakeholders should have a say in all decision making processes. Informal sector participation should, therefore, be made sacrosanct and be given more prominence within the SADC region due to its important role in the social and economic development.

Benchmarking and standardisation of the sector: In light of the aforementioned findings, this study could contribute to the implementation of people-centric policies where participation will be at the core of governance and administration. Upon the examination of legislative provisions and statutes governing policy formulation at the local level, this study has established that there are no specific regulations that engender participation, and where participation is mentioned, it has limited scope. Furthermore, there is extremely low public confidence in the processes used to develop policies. Since the informal sector is a new phenomenon where developments are grappling with formulating policies, standards and their governance thereof, it is recommended that the City of Harare' by-laws be revised to incorporate civic participation. An implication of these observations is that this will lead to the benchmarking and standardisation of the sector resulting in stakeholder acceptance of management limitations, goals, decisions and performance standards. This should clearly outline participatory processes such as agenda setting, formulation of policies and decision making. The mollified public, especially the vendors, need to be pacified by including them in the decision-making processes in order to help in entrenching governance and institutional practices that place residents at the core of governance. It is only when there is public acceptance of policies that development can take root.

Strengthening multi-stakeholder structures: There is a need to inculcate the concept of governing with the people. More effort should be made in designing opportunities that result not only in equitable economic development in the informal sector but in social justice. Inequitable public participation will continue to persist if Harare does not broaden its participatory mechanisms and methods due to the fact that participants in this sector do not have time to participate in conventional participatory tools such as town hall meetings and issue forums but

can participate using other Information Communication Technology platforms. They can use their phones whilst at their work stations. There is, therefore, a need to increase methods of engagement particularly the use of social media tools. The City of Harare has to adapt to the changing environment. If harnessed properly has the potential of bringing validity, efficiency and increasing social equity, as argued by (Bryson et al., 2013; Fung, 2003; Fung, 2009; Fung, 2006; Fung, 2015).

Establishment of a participatory working group: There is also the need for the CoH to form a working group that will design citizen participation guidelines. This will be used by the City to ensure that participation becomes a citizen's right.

Amendment of local government laws: The insights gained from this study may be of assistance to government, especially on the need to amend the Urban Councils Act (UCA) (Chapter 29:15) to make public participation mandatory as well as to establish participatory structures in urban local authorities. Furthermore, there is a need to make local authorities autonomous from the central government. There is, therefore, need to delink local governance and central governance as well as to empower local government but giving them more power in decision making but at the same time making public participation central to those reforms. In essence, there is a need for far-reaching local governance legal reforms.

8.6.2 Contributions towards the study

Devising new public participation strategies: The contribution of this study has been to confirm that there is a need to develop further strategies on public participation and collaborative governance. This field is evolving and it is hoped that the outcome of this research will contribute towards the devising of new strategies, specifically aimed at how to administer and govern the informal economy within the Southern African region. It is hoped that the findings may influence policy planning and implementation. There is need to enact a mandatory in law Zimbabwe that stipulates that failure to include citizens in policy formulation and implementation will result in the annulment of any planning proposals, developments and results by local authorities.

In addition, these results add to the rapidly expanding field of collaborative governance, especially to the importance of inculcating the culture of citizen collaboration and participation in local politics. Stringent measures should be put in place by the Government of Zimbabwe to ensure that that participation is made an inviolable right. Together with national audits of municipalities, public participation should determine and define the day-to-day operations of local authorities. It may, therefore, be prudent for Zimbabwean authorities to take a leaf from the City of Berlin's citizen participation model, where, through the 2016 *Koalitionsvereinbarung (Coalition Agreement)*, the political leadership placed "citizen participation as one of the guiding principles of urban development" (Kalandides, 2018: 154).

8.6.3 Contributions on Future Research

This project is the first comprehensive investigation into the flea market sector participatory and collaborative processes. The model of flea market governance developed by this study can be incorporated into existing public participation mechanisms and processes within Zimbabwe and Sub-Saharan Africa local government architecture.

It is unfortunate that although the results are insightful, they are not entirely conclusive and as such requires further research. This, therefore, requires the findings to be included in future studies on public participation in Zimbabwe. There is a need to replicate the study in other sectors, wards and districts. The respondents were representative of the challenges being faced in the informal sector in Harare and this provided snippets that public participation is being suppressed. This implies that there is a need to do a comprehensive assessment of participatory democracy in Zimbabwe.

In spite of its limitations, the study certainly adds to our understanding of the intricacies of flea market governance. Furthermore, the present study is a pioneer in flea market citizenry involvement and collaboration in that it holistically investigates the presence and lack thereof of public participation in the informal sector.

In conclusion, it can also be assumed from the findings that the clamour for participation is the result of strong political polarisation because, due to increased advocacy and political activism,

residents especially vendors, are now versed with their roles, duties and responsibilities. This finding is consistent with the argument made by Wang (2001: 331) that greater participation is more prevalent in cities with stronger political divisiveness, suggesting that “cities are bringing in the public as a force to offset other political influences and legitimize their decisions.” An analysis of the findings and discussion sections of this thesis reveals seven broad themes:

1. Participation as a right, practice and institutional setting;
2. The ineffectiveness and inefficiency of local authorities to emerge with a proper and comprehensive participatory flea market governance policy;
3. The diminishing role of elected officials and, conversely, the growing influence of a bureaucratic system in the governance of local authorities which undermines participation;
4. An abject lack of formal channels and structures that facilitate grassroots participation;
5. The influence of actors in the governance of the informal economy;
6. Participation as a practice remains weak; and
7. The extent of public participation.

The above-mentioned themes are interwoven and produce a clear synopsis of citizenry involvement and collaborative governance in Zimbabwe. This research has convinced me that citizenry participation is not straight-jacketed and there is no ‘one-size-fits-all’ as countries differ in their interpretation and application of public participation. However, regional context does matter due to cross-pollination of ideas and ideologies that citizenry involvement in the governance of the informal economy in Zimbabwe is far from being achieved. It was observed that, despite the commendable work of community leaders and civil society organisations, residents are continually becoming more disengaged. Furthermore, the past decade has seen the decline of the influence of locally elected representatives especially councillors as their power and influence has been usurped by a powerful bureaucratic structure that is only accountable to itself and to a lesser extent, central government. Moreover, mechanisms, frameworks and structures such as Flea Market Management Committees no longer work for the purposes they were created. They have become compromised and feeble bodies that no longer represent the interests of vendors and their clientele. The result has been an erosion of a public participatory culture within Harare as well as the trust on CoH.

8.7 Limitations of the study

The major limitation of this study is that the Zimbabwean political landscape is largely volatile and, given the fact that the study involves a variety of stakeholders, securing gatekeepers' letters was very challenging. The researcher faced challenges as he was constantly asked whether he was political affiliated and some interviewees were reluctant to participate for fear of persecution. In addition, data were derived from a large sample population which was scattered and therefore the collection of this data was challenging at times due to the reluctance of participants to participate. The most challenging limitation was limited resources and time constraints. The researcher was self-funded working on a very tight budget. In addition, the researcher was a novice in using both Nvivo 11 and SPSS version 25 to present the findings. This was an onerous task especially in generating themes and using statistical data. Lastly, the majority of the respondents, especially during interviews and focus group discussions, preferred to speak and respond in Shona, which required translation of the responses into English which took a considerable time of the researcher's time. Notwithstanding these limitations, the study has the potential to be applied in other local authorities across Zimbabwe and the whole Southern African region. However, and there is a need for further research in order to develop further insights into public participation and collaborative governance in all informal sectors across Zimbabwean and Southern African municipalities.

8.8 Chapter summary

This is the penultimate chapter of the study. It is important to note that multiple- data collection tools were used in gathering data. The study recommended the need to eliminate political polarisation and to de-politicise local government in order for civic involvement to thrive, which if left unchecked, can lead to the further underdevelopment of African Cities. There is also a need to install a robust legislative framework that promotes citizenry involvement and de-link party politics with development and governance of local authorities. A key policy priority should, therefore, be to inculcate a culture of inclusivity, tolerance and de-centralisation of power and governance.

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LIST OF APPENDICES

Appendix A : Consent Letter



School of Management, IT and Governance

UKZN HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS COMMITTEE (HSSREC)

APPLICATION FOR ETHICS APPROVAL (For research with human participants)

Information Sheet and Consent to Participate in Research

Date:

Greetings,

I am Linos Mapfumo (216076975), a PhD student in Public Administration at the School of Management, IT & Governance in the College of Law and Management Sciences, University of KwaZulu Natal, South Africa. My contact details are as follows:

Email: linos.mapfumo@gmail.com

Cellular +27822569041

You are kindly requested to consider participating in a research study titled “Public Participation and Collaborative Governance in Zimbabwean Flea Markets: A Case Study of the City of Harare.” The objective of the research “*to investigate the participation of the public in the policy processes*

of flea markets in Zimbabwe using Harare as a case study. It will also look at how ratepayers experience local government policies as well as why the practice of collaborative participation seems to be lagging to the current theory in public participation in Harare”. The study is expected to conduct interviews with all the relevant stakeholders in the local government sphere such as municipal heads, focal persons in civil society and political parties, community leaders and public participation practitioners. Focus group discussions shall also be held with various community leaders to understand their perceptions regarding public participation in Harare. The researcher shall also administer questionnaire to various community representative groups for wider representation and in-depth analysis. Kindly note the following in respect of your participation:

- a. that your participation in this study is voluntary. You have a choice to participate or not. You may also withdraw your participation at any time you deem without giving any reason;
- b. your participation is highly confidential and anonymous. No one has the right to know of your participation, the information supplied will not be linked to you for any reason except for the purpose of coding;
- c. no incentives, monetary or otherwise is available to participants and no risk is envisaged;
- d. all data, both electronic and hard copy, will be securely stored during the study and archived for 5 years after which all data shall be destroyed;
- e. all information given shall be treated with strict confidentiality and will be analysed as aggregated statistics data strictly for academic purpose.

Kindly note that this study was approved having been screened by the Ethics Board of the School of Management, IT & Governance, University of KwaZulu Natal in South Africa with approval no.

In light of the foregoing, your honest response to the questions will be highly appreciated.

If you have any doubt, question or concern, you may please, call on the research supervisor;

Dr. Sybert Mutereko (muturekos@ukzn.ac.za; +27312607951) or contact:

Ms Mariette Snyman

Research Office
HSSREC Administrator
University of KwaZulu-Natal
Westville Campus
Tel: +27 31 260 8350
Fax: +27 31 260 3093
Email: snymanm@ukzn.ac.za

Appendix B: Consent to Participate



School of Management, IT and Governance

CONSENT TO PARTICIPATE

I have been informed about the study entitled “Public Participation and Collaborative Governance in Zimbabwe’s Local Government: A Case Study of the City of Harare’s Flea Markets ” by Mapfumo Linos.

I understand the purpose and procedures of the study.

I have been given an opportunity to ask questions about the study and have had answers to my satisfaction.

I declare that my participation in this study is entirely voluntary and that I may withdraw at any time without affecting any of the benefits that I usually am entitled to.

I have been informed about any available compensation or medical treatment if injury occurs to me as a result of study-related procedures.

If I have any further questions/concerns or queries related to the study I understand that I may contact the researchers at:

Email: linos.mapfumo@gmail.com

Cellular +27822569041

If I have any questions or concerns about my rights as a study participant, or if I am concerned about an aspect of the study or the researchers then I may contact:

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001

Durban, 4000

KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557 - Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za

Additional consent, where applicable:

I hereby provide consent to:

Audio-record my interview / focus group discussion YES / NO

Signature of Participant

Date

Signature/Date of Witness (where applicable)

Signature of Translator (where applicable)

Appendix C: Questionnaire for vendors and clients



School of Management, IT and Governance

Researcher: Linos Mapfumo (216076975)

Supervisor: Sybert Mutereko PhD.

Dear Respondent,

The information required in this questionnaire is meant to form part of an academic research process titled **“Public Participation and Collaborative Governance in Zimbabwean Flea Markets: A Case Study of the City of Harare.”** It is a case study involving various administrative districts of Harare.

Your community has been chosen as a case study. Through your participation, the researcher will be able to ascertain the perceptions, opinion and involvement of Harare residents in the formulation and implementation of policies that directly affect them with a specific focus on flea markets operations.

Kindly note the following in respect of your participation:

- a) that your participation in this study is voluntary. You have a choice to participate or not. You may also withdraw your participation at any time you deem without giving any reason.
- b) Your participation is highly confidential and anonymous. No one has the right to know of your participation, the information cannot, in anyway, be linked to you; hence, your name is not required for any reason.
- c) if you have any doubt, question or concern, you may, please, call on the researcher for explanation or contact the institution above;
- d) no incentives or benefit is available to participants and no risk is envisaged.

SECTION A

Instructions: Please tick (✓) in the appropriate spaces provided

District.....

Municipal Office.....

1. Sex: Male () Female ()
2. Age: Between 18—25 ()
Between 26—35 ()
Between 36—45 ()
Between 46—55 ()
Above 55 ()
3. Marital status:
Single () Married () Others ()
4. Qualifications:
No formal education ()
Primary ()
Secondary ()
Tertiary ()
Post Graduate ()
5. Participants category

Local Government Employee	
Member of Civil Society Organisation	
Member of Political Party	
Opinion Leaders	
Flea Market Operator	
Clients	
Others (<i>please specify</i>)	

6. Are you directly involved in this project? Yes ☐ No ☐

7. At what level are you involved in this project (please tick as appropriate)

Community Leader		Professional		Flea Market Operator		Others (specify)	
------------------	--	--------------	--	----------------------	--	------------------	--

Member of Civil Society Organisation		Opinion Leader		Community member/client		Not involved	
--------------------------------------	--	----------------	--	-------------------------	--	--------------	--

SECTION B

Instruction: *You are expected to tick appropriately in the box provided against your option like this, please.*

True	✓	False		No comment	
------	---	-------	--	------------	--

A. Policy Formulation:

1. My community was involved in policy formulation?

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
-------------------	--	----------	--	----------------	--	--------	--	-----------------	--

2. I am aware of a stakeholders meeting involving my community, municipality and government

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
-------------------	--	----------	--	----------------	--	--------	--	-----------------	--

3. How would you rate the level of community participation in policy formulation?

Very Poor		Poor		Somehow good		Good		Excellent	
-----------	--	------	--	--------------	--	------	--	-----------	--

4. Policy was well received due to advocacy and involvement at the initial stage

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
-------------------	--	----------	--	----------------	--	--------	--	-----------------	--

5. It is not necessary to involve the community in policy formulation?

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
-------------------	--	----------	--	----------------	--	--------	--	-----------------	--

B. Institutional Design

6. Government needs to design a framework, which will clarify the role of the community in policy formulation and implementation?

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

7. There is need to define the role of the community if they are to be truly involved local government?

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

8. Is there an established communication link between the community, local authorities and government?

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

9. Members of the community require training before they can actively participate

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

10. For effective collaboration, there is need for a feedback system through which government can ascertain whether the community is actively involved or not

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

C. Facilitative Leadership

11. Do you agree that the involvement or non-involvement of the community has to do with the ability of the community leaders or forum leaders

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

12. The community would have been more involved if our leaders are more active.

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

13. It is the duty of public managers to build capacity and empower community leaders for active public participation.

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

14. Community leaders are capable to represent community interest in local government, if they have opportunity

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

15. Community involvement in collaborative governance arrangement is determined by the community leaders' affiliation to the political class in power.

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

D. Collaborative Process

16. Politicians and administrators needs to engage the community in a dialogue to explore mutual gains.

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed		Strongly Disagree
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--	----------------------

17. Are areas of common values jointly identified by policy makers and the community?

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

18. Is there any need for the government to always engage the municipalities and the community in a dialogue to address issues of interest to both parties

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

19. Municipalities have always involved communities in policy making and implementation

Strongly Disagree		Disagree		Somewhat Agree		Agreed		Strongly Agreed	
----------------------	--	----------	--	-------------------	--	--------	--	--------------------	--

20. What type of arrangement do you think has been in use to engage your community and other stakeholders

(you may tick multiple option in here)

<input type="checkbox"/> Co-option/ Committee work <input type="checkbox"/> Issue Forums <input type="checkbox"/> Shared interest forums <input type="checkbox"/> Service user Forums <input type="checkbox"/> Citizens' panel <input type="checkbox"/> Area/neighbourhood forums <input type="checkbox"/> Focus Groups <input type="checkbox"/> Conference <input type="checkbox"/> Public meetings <input type="checkbox"/> Question and answer session	<input type="checkbox"/> e-Participation <input type="checkbox"/> Public Dialogue <input type="checkbox"/> Publications <input type="checkbox"/> Public hearing <input type="checkbox"/> Bilateral meeting <input type="checkbox"/> Advisory Committee <input type="checkbox"/> Workshops <input type="checkbox"/> Complaints suggestion schemes <input type="checkbox"/> Consultation documents
--	--

General

21. Which one do you consider the best option amongst the participatory strategies above?
22. Some people believe in involvement, while others are concern with quality of service or output. What is your position?

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

”””””

23. Any relevant comment/opinion?

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

Appendix D: Consent Letter



MVUMO YOKUTENDA KUSHANDA NEMUDZIDZI

Ini Ndaudzwa nezvekuda kutsvaga ruzivo rwenhanganyaya ye **Ongororo Yekusumwa kweruzhinji nezvimwe zvikwata muzvirongwa zveмаkanzuru emu Zimbabwe. Chidzidzo chakanangana ne misika yembatya muguta reHarare** chichaitwa na Mapfumo Linos.

Ndanzwisisa nhanganyaya nezvichatevedzegwa pachidzidzo ichi.

Ndapiwa nguva yekubvunzawo mibvunzo nezvechidzidzo ichi ende mhinduro dzacho dzandigutsa.

Ndinosunga kuti ndabvuma kupinda munyaya iyi pasina rumanikidzo asi kuti ndazviita nokuda kwangu. Ndavudzwa kuti ndinogona kuregerera kusabatsira asi zvisingachnji mogove wangu.

Ndavudzwa zvandinogona kuwana kana pane chandiwana panguva yandinoita zvinhu zvinoenderera nedzidzo iyi.

Kana ndine mibvunzo kana kugununa kwandinako zvinoendera nechidzidzo ichi ndavudzwa wandinokwanisa kutavura naye pane nhamba dzinotevera:

masaisai: linos.mapfumo@gmail.com

Nhare +27822569041

Kana ndine mimwe mibvunzo kana kugununa nekuda kwekodzero dzangu semubatsiri kana zviatwa mukuvongorowa munhanganyaya uye murdzi wechidzidzo ndinogona kutavura nevari panhamba dzinotevera:

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001

Durban, 4000

KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557 - Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za

Zvimwe zvemvumo kana zvichibvira:

Ini mbune ndabvuma:

Kutorwa inzwi rangu pakuferefetwa ndega kana mumabato NDABVUMA/HANDIBVUMI

Siginecha yemuzvinabvunzwa

Zuva

Siginecha nezuva remuoni aripo (kana zvichita)

**Siginecha nezuva remutsananguri
(kana zvichita)**

Appendix E: Questionnaire for vendors and clients



School of Management, IT and Governance

Researcher: Linos Mapfumo (216076975)

Supervisor: Sybert Mutereko PhD.

School of Management, IT and Governance

Kune Muverengi,

Ruzivo rwuri kudiwa mugwaro rino remibvunzo nderwe fundo yepamusoro ine chekuita netsvakurudzo iri maererano nedingindira rinoti **Ongororo Yekusumwa kweruzhinji nezvimwe zvikwata muzvirongwa zvekanzuru emu Zimbabwe. Chidzidzo chakanangana ne misika yembatya muguta reHarare.**

Zvimbo yenyu ino yakasarudzwa kuti iongororwe. Naizvozvo kuburikidza nekupa ruzivo rwenyu muongorori wechidzidzo chino anokwanisa kuva neruzivo pamusoro pemafungiro enyu maererano nekusumwa kana kuti kukosheswa kweruzhinji nezvimwe zvikwata muzvirongwa zvekanzuru kunyanya muno mu Harare. Ongororo ino inoda kuwana ruzivo rwekuti ruzhinji rwunosumwa here kana kanzuru ye Harare ichigadzira mitemo nemazvimwe zvirongwa zvinoendererana nekufambiswa kwemisika yekutengesera mu Harare.

Naizvo munoziviswa kuti pkuparuzo kwamunoita pane kodzero dzenyu dzinokosheswa zvakafana nekuti:

- f. Kubvuma kwenyu kuva muchirongwa chino ngazvibve pakati pemoyo wenyu. Mune kodzero yekubvuma kupa ruzivo rwenyu kana kuramba. Munokwanisa kumira kupa ruzivo rwenyu panguva chero yamunenge manzwa kuti hamuchakwanisa pasina kupa chikonzero;
- g. Kupa ruzivo rwenyu kunokosheswa uye hakuburitwsi kune vamwe vanhu chero zvodii. Hapana ane kodzero yekuziva ruzivo rwamapa uye zve kana tangopedza ruzivo rwacho haruchatombonzi nderwenyu, naizvo zita renyu haritombodiwi kuti rinyorwe zvachose;
- h. Kana musina kugudzikana nezvataurwa uye kusava nekujekerwa nezvimwe munobvumirwa kufonera mudzidzi ari kuita ongororo iyi uye chikoro chefundo yepamusoro chaari kudzidza kuti muwane umbowo hwakakwana, uye;
- i. Hakuna mubairo uri kupuwa patsvakurudzo ino uyezve hapana matambudziko ari kutarisirwa kuti angavapo.

Kubudikidza nezvataurwa pamusoro, kupa mhunduro kwenyu zvakakodzera kunotendwa zvikurusa. Ruzivo rwese rwamunopa rwuchanyatso chengetedzwa zvakasimbarara uye rwuchangoshandiswa mukuzeya mafungiro enyu pachidzidzo ichochi badzi.

Ndinotenda nerutsigiro rwamunopa.

.....

MAPFUMO, Linos

+27822569041

CHIKAMU A

Zvinodiwa kuitwa: Isa chiratidzo (✓) munzvimbo dzakakodzera

Dunhu.....

Hoffice Yekanzuru.....

1. Chimiro: Murume () Mukadzi ()
2. Makore: Pakati pe 18—25 ()
Pakati pe 26—35 ()
Pakati pe 36—45 ()
Pakati pe 46—55 ()
Pamusoro pe 55 ()
3. Mhuri: Handisati Ndaroora/rwa () Ndakaroora/rwa () Zvimwewo ()
4. Makafunda kusvika papi:
Handina kufunda ()
Fundo yePrimary ()
Fundo yeSecondary ()
Fundo yeTertiar ()
Fundo yePost Graduate ()
5. Chikwata chamunowanikwa

Mushandi wekanzuru	
Mushandi we chikwata chinomiririra vanhu	
Mumiriri webato rezvematongerwo enyika	
Mukuru munharaunda	
Mutengesi wepamusika	

Mutengi	
Umwewo (<i>sokuti ani chaiye</i>)	

6. Munoono basa ramunobata richienderana nefundo ino here? Hongu ☐ Kwete ☐

7. Ndechipi chidanho chamunoono muchikwana maererano nefundo ino (isai mucherechedzo pakakodzera)

Mukuru munharaunda		Muzvinafundo		Mutengesi pamusika		Zvimwewo (sekuti ani)	
Mushandi wechikwata chinomiririra vanhu		Mumiriri wevanhu nekodzera dzavo		Munhuwo zvake		Handina chidanho chandokwana	

CHIKAMU B

Zvinodiwa: *Munotarisirwa kuisa mucherechedzo muchibhokisi chakapuwa kuratidza mhunduro yamunenge masarudza sezvakapuwa semufananidzo pasi apo:*

Ichokwadi	✓	Manyepo		Handina chokutaura	
-----------	---	---------	--	--------------------	--

E. Kuumbwa kwemitemo nezvirongwa:

23. Nharaunda yangu yakasumwa pakuumbwa kwemitemo nezvirongwa zvekanzuru?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
---------------------	--	------------	--	----------	--	------------	--	--------------------	--

24. Ruzivo rwekuti pakamboitwa musangano wakange une mapoka akasiyana-siyana kusanganisira voruzhinji, kanzuru nemapazi ehurumende?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
---------------------	--	------------	--	----------	--	------------	--	--------------------	--

25. Maonere enyu mungatii maererano nemamiriro ekusumwa kweruzhinji nemamwe mapoko muzvirongwa zvekanzuru?

Zvakanyanyisa kudzikira		Zvakadzikira		Ndizvoowo hazvo		Zvakanaka		Zvakanyanyisa kunaka	
----------------------------	--	--------------	--	--------------------	--	-----------	--	-------------------------	--

26. Mitemo nezvirongwa zvekanzuru zvakagashirwa nokuda kwekusumiwa kwatakaitwa ne kanzuru uye kubvumidzwa kuvapo kubva pakutanga kugadzirwa kwazvo

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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27. Hazvina pundutso kusuma ruzhinji nezvimwe zvikwata pakugadzirwa kwezvirongwa zvekanzuru nemitemo yacho?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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F. Zvirongwa

28. Hurumende inofanira gugadzira gwara rezvirongwa rinobudisa zvinofanirwa kuitwa neruzhinji pakugadzirwa neku shandiswa kwezvirongwa nemitemo yemakanzuru?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

29. Panoda kunyatsobudiswa chikamu chinofanira kuitwa neverozhinji munyaya dzezvirongwa zvekanzuru nehurumende?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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30. Pangava here pane nzira yakanyasoti twasa yekufambiswa kwemashoko pakati pevoruzhinji ne kanzuru uye hurumende?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma chaizvo	
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31. Voruzhinji vanoda kuvandudzwa ruzivo rwawo kuburikidza nezvirongwa zvedzidziso vasati vapinda mukubatsira muzvirongwa zvekanzuru

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	-----------------------	--

32. Kuti mushandira pamwe weruzhinji nekanzuru zvinyatsobudirira panoda kuvapo nemukana wekuti voruzhinji vapewo maonero avo kuti hurumende iwanikwe ichiziva kuti voruzhinji vari kusumwa muzvirongwa zvemakanzuru

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma chaizvo	
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G. Hutungamiri Hunovandudza

33. Munowirirana nazvo here kuti kusumwa kana kusasumwa kweruzhinji muzvirongwa zvekanzuru kunaga kune chokuita neutungamiriri huripo munharaunda uye mapoka anomiririra voruzhinji?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	-----------------------	--

34. Ruzhinji rwungangokwanisa kushanda zvakazara nekanzuru ndokunge vatungamiri vemunharaunda uye mapoka anomiririra voruzhinji achinyatsokwanisa kutungamira zvakazara.

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

35. It is the duty of public managers to build capacity and empower community leaders for active public participation. Ringava basa revatungamiriri vemapazi ehurumende here kuvandudza ne kusuma voruzhinji kuti vawanike vachibatira pamwe nekanzuru mukuronga zviringwa zvakaita sepokutengesera.

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

36. Vatungamiriri vemunharaunda vanokwanisa kumiririra ruzhinji pakugadzirwa kwezviringwa nemitemo yemakanzuru ndokunge vawaniswa mikana.

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

37. Kusumwa kweruzhinji mumashandiro anoitwa nezvikwata zvakasiyanasiyana mumabasa ekanzuru anoenderana nokuti vatungamiri venharaunda vanotevedzera gwara rebato ripi?

Handibvumi zvachose		Handibvum i		Ndizvowo		Ndinobvum a		Ndinobvum a chaizvo	
------------------------	--	----------------	--	----------	--	----------------	--	------------------------	--

H. Mushandira Pamwe

38. Vatungamiri vezvematongerwo enyika nevanofambisa zviringwa vanofanira kusuma veruzhinji kuti vawane nzira dzavanokudzikana nadzo vose?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

39. Munofunga here kuti pane kuwirirana pakati peruzhinji nevanogadzira zviringwa zvekanzuru?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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40. Zvingava nebasa here kuti hurumende usume makanzuru neverozhinji muhurukuro yekugadzirisa zvinonetsa voruzhinji ne kanzuru

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

41. Makanzuru agara anosuma voruzhinji mukugadzira zvirongwa nemitemo yezvemisika yekutengesera?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

42. Ndeipi nziri iripo yamunofunga kuti ndiyo iri kushandiswa nekanzuru kusuma ruzhinji nemamwe mapoka nezvezvirongwa zvemisika yekutengesera?

(unogona kusarudza mhinduro dzinodarika imwe pane dzakapiwa)

<input type="checkbox"/> Co-option/ Committee work <input type="checkbox"/> Issue Forums <input type="checkbox"/> Shared interest forums <input type="checkbox"/> Service user Forums <input type="checkbox"/> Citizens' panel <input type="checkbox"/> Area/neighbourhood forums <input type="checkbox"/> Focus Groups <input type="checkbox"/> Conference <input type="checkbox"/> Public meetings <input type="checkbox"/> Question and answer session	<input type="checkbox"/> e-Participation <input type="checkbox"/> Public Dialogue <input type="checkbox"/> Publications <input type="checkbox"/> Public hearing <input type="checkbox"/> Bilateral meeting <input type="checkbox"/> Advisory Committee <input type="checkbox"/> Workshops <input type="checkbox"/> Complaints suggestion schemes <input type="checkbox"/> Consultation documents
--	--

Zvimwewo

43. Ndeipi nzira yamunoona seinonyatsoshanda pakusuma voruzhini pane dzapiwa pamusoro?

44. Vamwe vanowirirana nokusumwa asi vamwe vonongoda zvirongwa nemitemo zvakanyatsovandudzwa nemazvo chete. Ungatii pamufungiro uyu?

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

”””””

23. Pangava nezvimwe zvaungada kututsira here panya yatanga tichikurukura?

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

Tinotenda

Magumo egwaro remibvunzo

Appendix F: Translated Questionnaire



School of Management, IT and Governance

Researcher: Linos Mapfumo (216076975)

Supervisor: Sybert Mutereko PhD.

School of Management, IT and Governance

Kune Muverengi,

Ruzivo rwuri kudiwa mugwaro rino remibvunzo nderwe fundo yepamusoro ine chekuita netsvakurudzo iri maererano nedingindira rinoti **Ongororo Yekusumwa kweruzhinji nezvimwe zvikwata muzvirongwa zvekanzuru emu Zimbabwe. Chidzidzo chakanangana ne misika yembatya muguta reHarare.**

Zvimbo yenyu ino yakasarudzwa kuti iongororwe. Naizvozvo kuburikidza nekupa ruzivo rwenyu muongorori wechidzidzo chino anokwanisa kuva neruzivo pamusoro pemafungiro enyu maererano nekusumwa kana kuti kukosheswa kweruzhinji nezvimwe zvikwata muzvirongwa zvekanzuru kunyanya muno mu Harare. Ongororo ino inoda kuwana ruzivo rwekuti ruzhinji rwunosumwa here kana kanzuru ye Harare ichigadzira mitemo nemazvimwe zvirongwa zvinoendererana nekufambiswa kwemisika yekutengesera mu Harare.

Naizvo munoziviswa kuti pkuparuzo kwamunoita pane kodzero dzenyu dzinokosheswa zvakafana nekuti:

- j. Kubvuma kwenyu kuva muchirongwa chino ngazvibve pakati pemoyo wenyu. Mune kodzero yekubvuma kupa ruzivo rwenyu kana kuramba. Munokwanisa kumira kupa ruzivo rwenyu panguva chero yamunenge manzwa kuti hamuchakwanisa pasina kupa chikonzero;
- k. Kupa ruzivo rwenyu kunokosheswa uye hakuburitwsi kune vamwe vanhu chero zvodii. Hapana ane kodzero yekuziva ruzivo rwamapa uye zve kana tangopedza ruzivo rwacho haruchatombonzi nderwenyu, naizvo zita renyu haritombodiwi kuti rinyorwe zvachose;
- l. Kana musina kugudzikana nezvataurwa uye kusava nekujekerwa nezvimwe munobvumirwa kufonera mudzidzi ari kuita ongororo iyi uye chikoro chefundo yepamusoro chaari kudzidza kuti muwane umbowo hwakakwana, uye;
- m. Hakuna mubairo uri kupuwa patsvakurudzo ino uyezve hapana matambudziko ari kutarisirwa kuti angavapo.

Kubudikidza nezvataurwa pamusoro, kupa mhunduro kwenyu zvakakodzera kunotendwa zvikurusa. Ruzivo rweze rwamunopa rwuchanyatso chengetedzwa zvakasimbarara uye rwuchangoshandiswa mukuzeya mafungiro enyu pachidzidzo ichochi badzi.

Ndinotenda nerutsigiro rwamunopa.

.....

MAPFUMO, Linos

+27822569041

CHIKAMU A

Zvinodiwa kuitwa: Isa chiratidzo (✓) munzvimbo dzakakodzera

Dunhu.....

Hoffice Yekanzuru.....

1. Chimiro: Murume () Mukadzi ()
2. Makore: Pasi pe 25 ()
Pakati pe 26—35 ()
Pakati pe 36—45 ()
Pakati pe 46—55 ()
Pamusoro pe 55 ()
3. Mhuri: Handisati Ndaroora/rwa () Ndakaroora/rwa () Zvimwewo ()
4. Makafunda kusvika papi:
Handina kufunda ()
Fundo yePrimary ()
Fundo yeSecondary ()
Fundo yeTertiar ()
Fundo yePost Graduate ()
5. Chikwata chamunowanikwa

Mushandi wekanzuru	
Mushandi we chikwata chinomiririra vanhu	
Mumiriri webato rezvematongerwo enyika	
Mukuru munharaunda	
Mutengesi wepamusika	

Mutengi	
Umwewo (<i>sokuti ani chaiye</i>)	

6. Munoono basa ramunobata richienderana nefundo ino here? Hongu ☐ Kwete ☐

7. Ndechipi chidanho chamunoono muchikwana maererano nefundo ino (isai mucherechedzo pakakodzera)

Mukuru munharaunda		Muzvinafundo		Mutengesi pamusika		Zvimwewo (sekuti ani)	
Mushandi wechikwata chinomiririra vanhu		Mumiriri wevanhu nekodzera dzavo		Munhuwo zvake		Handina chidanho chandokwana	

CHIKAMU B

Zvinodiwa: *Munotarisirwa kuisa mucherechedzo muchibhokisi chakapuwa kuratidza mhunduro yamunenge masarudza sezvakapuwa semufananidzo pasi apo:*



Ichokwadi	✓	Manyepo		Handina chokutaura	
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I. Kuumbwa kwemitemo nezvirongwa:

45. Nharaunda yangu yakasumwa pakuumbwa kwemitemo nezvirongwa zvekanzuru?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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46. Ruzivo rwekuti pakamboitwa musangano wakange une mapoka akasiyana-siyana kusanganisira voruzhinji, kanzuru nemapazi ehurumende?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
---------------------	--	------------	--	----------	--	------------	--	--------------------	--

47. Maonere enyu mungatii maererano nemamiriro ekusumwa kweruzhinji nemamwe mapoko muzvirongwa zvekanzuru?

Zvakanyanyisa kudzikira		Zvakadzikira		Ndizvoowo hazvo		Zvakanaka		Zvakanyanyisa kunaka	
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48. Mitemo nezvirongwa zvekanzuru zvakagashirwa nokuda kwekusumiwa kwatakaitwa ne kanzuru uye kubvumidzwa kuvapo kubva pakutanga kugadzirwa kwazvo

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

49. Hazvina pundutso kusuma ruzhinji nezvimwe zvikwata pakugadzirwa kwezvirongwa zvekanzuru nemitemo yacho?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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J. Zvirongwa

50. Hurumende inofanira gugadzira gwara rezvirongwa rinobudisa zvinofanirwa kuitwa neruzhinji pakugadzirwa neku shandiswa kwezvirongwa nemitemo yemakanzuru?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

51. Panoda kunyatsobudiswa chikamu chinofanira kuitwa neverozhinji munyaya dzezvirongwa zvekanzuru nehurumende?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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52. Pangava here pane nzira yakanyasoti twasa yekufambiswa kwemashoko pakati pevoruzhinji ne kanzuru uye hurumende?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma chaizvo	
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53. Voruzhinji vanoda kuvandudzwa ruzivo rwawo kuburikidza nezvirongwa zvedzidziso vasati vapinda mukubatsira muzvirongwa zvekanzuru

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma chaizvo	
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54. Kuti mushandira pamwe weruzhinji nekanzuru zvinyatsobudirira panoda kuvapo nemukana wekuti voruzhinji vapewo maonero avo kuti hurumende iwanikwe ichiziva kuti voruzhinji vari kusumwa muzvirongwa zvekanzuru

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma chaizvo	
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K. Hutungamiri Hunovandudza

55. Munowirirana nazvo here kuti kusumwa kana kusasumwa kweruzhinji muzvirongwa zvekanzuru kunaga kune chokuita neutungamiriri huripo munharaunda uye mapoka anomiririra voruzhinji?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma chaizvo	
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56. Ruzhinji rwungangokwanisa kushanda zvakazara nekanzuru ndokunge vatungamiri vemunharaunda uye mapoka anomiririra voruzhinji achinyatsokwanisa kutungamira zvakazara.

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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57. It is the duty of public managers to build capacity and empower community leaders for active public participation. Ringava basa revatungamiriri vemapazi ehurumende here kuvandudza ne kusuma voruzhinji kuti vawanike vachibatira pamwe nekanzuru mukuronga zviringwa zvakaita sepokutengesera.

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
------------------------	--	------------	--	----------	--	------------	--	-----------------------	--

58. Vatungamiriri vemunharaunda vanokwanisa kumiririra ruzhinji pakugadzirwa kwezviringwa nemitemo yemakanzuru ndokunge vawaniswa mikana.

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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59. Kusumwa kweruzhinji mumashandiro anoitwa nezvikwata zvakasiyanasiyana mumabasa ekanzuru anoenderana nokuti vatungamiri venharaunda vanotevedzera gwara rebato ripi?

Handibvumi zvachose		Handibvum i		Ndizvowo		Ndinobvum a		Ndinobvum a chaizvo	
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L. Mushandira Pamwe

60. Vatungamiri vezvematongerwo enyika nevanofambisa zviringwa vanofanira kusuma veruzhinji kuti vawane nzira dzavanokudzikana nadzo vose?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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61. Munofunga here kuti pane kuwirirana pakati peruzhinji nevanogadzira zviringwa zvekanzuru?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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62. Zvingava nebasa here kuti hurumende usume makanzuru neverozhinji muhurukuro yekugadzirisa zvinonetsa voruzhinji ne kanzuru

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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63. Makanzuru agara anosuma voruzhinji mukugadzira zvirongwa nemitemo yezvemisika yekutengesera?

Handibvumi zvachose		Handibvumi		Ndizvowo		Ndinobvuma		Ndinobvuma chaizvo	
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64. Ndeipi nziri iripo yamunofunga kuti ndiyo iri kushandiswa nekanzuru kusuma ruzhinji nemamwe mapoka nezvezvirongwa zvemisika yekutengesera?

(unogona kusarudza mhinduro dzinodarika imwe pane dzakapiwa)

<input type="checkbox"/> Co-option/ Committee work <input type="checkbox"/> Issue Forums <input type="checkbox"/> Shared interest forums <input type="checkbox"/> Service user Forums <input type="checkbox"/> Citizens' panel <input type="checkbox"/> Area/neighbourhood forums <input type="checkbox"/> Focus Groups <input type="checkbox"/> Conference <input type="checkbox"/> Public meetings <input type="checkbox"/> Question and answer session	<input type="checkbox"/> e-Participation <input type="checkbox"/> Public Dialogue <input type="checkbox"/> Publications <input type="checkbox"/> Public hearing <input type="checkbox"/> Bilateral meeting <input type="checkbox"/> Advisory Committee <input type="checkbox"/> Workshops <input type="checkbox"/> Complaints suggestion schemes <input type="checkbox"/> Consultation documents
--	--

Zvimwewo

65. Ndeipi nzira yamunoona seinonyatsoshanda pakusuma voruzhini pane dzapiwa pamusoro?

66. Vamwe vanowirirana nokusumwa asi vamwe vonongoda zvirongwa nemitemo zvakanyatsovandudzwa nemazvo chete. Ungatii pamufungiro uyu?

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

”””””

23. Pangava nezvimwe zvaungada kututsira here panya yatanga tichikurukura?

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

Thank you

Magumo egwaro remibvunzo//

Appendix G: Translated Interview Guide for Local Government and Political leaders as well as Public Participation Practitioners



School of Management, IT and Governance

Interview Guide for Municipal Managers and Public Participation Practitioners Analysing Public Participation in Zimbabwe's Local Governance: A Case Study of Greater Harare's Flea Markets.

Ndinokuchingamidzai Patsvakurudzo ino,

Ruzivo rwuri kudiwa mugwaro rino remibvunzo nderwe fundo yepamusoro ine chekuita netsvakurudzo iri maererano nedingindira rinoti **Ongororo Yekusumwa kweruzhinji nezvimwe zvikwata muzvirongwa zvekanzuru emu Zimbabwe. Chidzidzo chakanangana ne misika yembatya muguta reHarare.**

Makasarudzwa kuti Mupe ruzivo rwenyu patsvakurudzo ino. Naizvozvo kuburikidza nekupa ruzivo rwenyu muongorori wechidzidzo chino anokwanisa kuva neruzivo pamusoro pemafungiro enyu maererano nekusumwa kana kuti kukosheswa kweruzhinji nezvimwe zvikwata muzvirongwa zvekanzuru kunyanya muno mu Harare. Ongororo ino inoda kuwana ruzivo rwekuti ruzhinji rwunosumwa here kana kanzuru ye Harare ichigadzira mitemo nezvimwe zvirongwa zvinoendererana nekufambiswa kwemisika yekutengesera mu Harare.

Naizvo munoziviswa kuti pkuparuzo kwamunoita pane kodzero dzenyu dzinokosheswa zvakafana nekuti:

- a. Kubvuma kwenyu kuva muchirongwa chino ngazvibve pakati pemoyo wenyu. Mune kodzero yekubvuma kupa ruzivo rwenyu kana kuramba. Munokwanisa kumira kupa ruzivo rwenyu panguva chero yamunenge manzwa kuti hamuchakwanisa pasina kupa chikonzero;
- b. Kupa ruzivo rwenyu kunokosheswa uye hakuburitwsi kune vamwe vanhu chero zvodii. Hapana ane kodzero yekuziva ruzivo rwamapa uye zve kana tangopedza ruzivo rwacho haruchatombonzi nderwenyu, naizvo zita renyu haritombodiwi kuti rinyorwe zvachose;
- c. Kana musina kugudzikana nezvataurwa uye kusava nekujekerwa nezvimwe munobvumirwa kufonera mudzidzi ari kuita ongororo iyi uye chikoro chefundo yepamusoro chaari kudzidza kuti muwane umbowo hwakakwana, uye;
- d. Hakuna mubairo uri kupuwa patsvakurudzo ino uyezve hapana matambudziko ari kutarisirwa kuti angavapo.

Kubudikidza nezvataurwa pamusoro, kupa mhunduro kwenyu zvakakodzera kunotendwa zvikurusa. Ruzivo rwese rwamunopa rwuchanyatso chengetedzwa zvakasimbarara uye rwuchangoshandiswa mukuzeya mafungiro enyu pachidzidzo ichochi badzi.

Ndinotenda nerutsigiro rwamunopa.

Kuumbwa kwemitemo nezvirongwa

1. Pakava nekusumwa uye kushambadzwa zvakadii kuzivisa ruzhinji pamusoro pokurongwa nekugadzirwa kwezvirongwa nemitemo inoona nezvemisika yekutengesera mbatya?
2. Munooni here sokuti ruzhinji rwune ruzivo rwakakwana pamusoro pemitemo uye chirongwa chemisika yekutengesera mbatya?
3. Ko veruzhinji vari kuita danho ripi mukuparurwa kwechirongwa chegwaro or mutemo yezvemisika yekutengesera mbatya?
4. Pangave here pakaita matambudziko pakusuma voruzhinji panigadzirwa nekuparurwa chirongwa chezemisika yekutengesera mbatya?

5. Ndechipi chidanho chamunofunga kuti voruzhinji vanofanira kusumwa pakuparurwa kwezviringwa zvemisika yokutengesera mbatya?

Kuparurwa kwezviringwa

6. Munooni here sokuti kusuma voruzhinji mukugadzirwa nekuparurwa kwezviringwa zvemisika yekutengesera mbatya zvakanosha?
7. Munooni here sokuti voruzhinji vane basa rakakosha pakuparurwa kwezviringwa zvemisika yokutengesera? Kana muchibvumirana nazvo sei madaro?
8. Ndezvipi zvinofanirwa kunge zvichiitwa noruzhinji panogadzirwa nekuparurwa chiringwa chezvemisika yokutengesera mbatya?

Kana muchibvumirana nazvo, voruzhinji vanoziva here zvavanofanira kuita?

Kana muchiti kwete, boka renyu riri kuitawo zvipi kubatsira kuti voruzhinji vakwanise kuziva zvidanho zvavanofanira kunye vachiita panogadzirwa nokuparurwa zviringwa zvemisika yokutengesera mbatya?

9. Pangava here pane gwara ringashandiswa nevoruzhinji pakupawo kana kuti kudzora mashoko kuitira kuti kanzuru yeHarare ive noruzivo pamafungiro evoruzhinji pamusoro pezvomisika yokutengesera misika yematya?

Hutungamiri Hunovandudza

10. Chidanho chedzidzo yomutungamiri wezviringwa zvekanzuru kana mutungamiri munharaunda chingava chine chokuita here maererano nokukosheswa kwevoruzhinji muzviringwa zvekanzuru?
11. Ko kanzuru yenyu iri kuita matanho api pakuvandudza utungamiriri hwunotungamira voruzhinji munharaunda dzakasianasiyana?
12. Munooni here sokuti kusumwa kwevoruzhinji nekanzuru muzviringwa zvokutongwa kwematunhu kunyanya muzviringwa zvemisika yokutengesera kuine chokuita nezvemapato ematongerwe enyika?

Mushandira Pamwe

13. Ndeipi yemhando dziri pazasi inonyatsotsanangura danho ramunoshandisa pakusuma voruzhinji?

(Muongorori anokwanisa kubatsira muvhunzwi kushara mhinduro dzinodarika imwe uye dzichirongwa maererano nekushandiswa kwadzo kutanga nedzinonyanyisa kushandiswa zwichidzika kune dzinoshandiswa zvisihoma)

<input type="checkbox"/> Co-option/ Committee work	<input type="checkbox"/> e-Participation
<input type="checkbox"/> Issue Forums	<input type="checkbox"/> Public Dialogue
<input type="checkbox"/> Shared interest forums	<input type="checkbox"/> Publications
<input type="checkbox"/> Service user Forums	<input type="checkbox"/> Public hearing
<input type="checkbox"/> Citizens' panel	<input type="checkbox"/> Bilateral meeting
<input type="checkbox"/> Area/neighborhood forums	<input type="checkbox"/> Advisory Committee
<input type="checkbox"/> Focus Groups	<input type="checkbox"/> Workshops
<input type="checkbox"/> Conference	<input type="checkbox"/> Complaints suggestion schemes
<input type="checkbox"/> Public meetings	<input type="checkbox"/> Consultation documents
<input type="checkbox"/> Question and answer session	

14. Munoshandisa nzira imwe chete here mahurukuro dzose kana kuti zvinoenderana nekusiyanisa kwezvikonzero zvakasiyanasiyana?
15. Ndezvipi zvikonzero zvacho?
16. Ko voruzhinji vanobatwa sevateereri kana kuti vatevedzeri chete here pazvirongwa zvezvemisika yokutengesera mbatya kana kuti vanotobvumidzwa kubatsira kurongwa kwazvo?
17. Pakamboitawo here ungano kana kuti musangano waisanganisira mapoka akasiyanasiyana kusanganisira vanomiririra kodzero dzevanhu nevatengesi vepamisika yezvembatya?
18. Ndeipi nzira yaishandiswa kuunganidza kana kuti kushara vakauya pamusangano wacho?
19. Ndeiapi matanho ari kutorwa nehurumende kusimbisa mukana wakuti voruzhinji vakwanise kuwanikwa vachipawo mafungiro avo panogadzirwa zvirongwa zvemisika yokutengesera mbatya?
20. Voruzhinji vanosumwa here kana kuti kubvunzwawo?
21. Mungatsanangura sei ukama huripo pakati pevoruzhinji neve makambani akazvimiririra pari zvino kunyanyanya panyaya dzezvemisika yokutengesera mbatya?

22. Hurumemde iri kuitei kuvandudza kusushandira pamwe kwemapazi ayo nevoruzhinji panyaya dzezvokugadzirwa nekupoarurwa kwezvomisika yokutengeserana?
23. Pane here imwe nzira ingave iripo kusumawo kana kuti kuzivisa vatenge ne vamwe vana mazvikokota vane chekuita nezvemisika yokutengesera mbatya mukugazdzirwa nekuparurwa kwezvirongwa zvemisika yokutengesera mbatya?
- 24 Pangava neumwe mufungiro wenyuwo wamungada kupawo here maererano nehurukuro yezvekusumwa kwevoruzhinji panyaya yezvemisika yekutengesera mbatya yatanga tichikurukura nezvayo?

Ndinotenda

Magumo egwaro remibvunzo//

Appendix G: Interview Guide for Community Leaders and Political Parties (*Hurukuro nevakuru vedunhu pamwe chete nevemapato ematongerwo enyika*)



School of Management, IT and Governance

Public Participation and Collaborative Governance in Zimbabwean Flea Markets: A Case Study of the City of Harare

Introduction

- *Nhanganyaya*
- Observant of protocols and discussion of ethics guiding research.
- *Kukurukura nezvekufamba kwatichaita muhurukuro ino uye nezvatinochengetedza*

Policy Formulation

1. Was there any form of advocacy, which was done personally to you or the entire community when the project was to commence?

Pakamboita kukurudzirwa here kwauri kana kudunhu rako maererano nekutanga kwechirongwa ichi?

If yes, how would you describe it?

Kana wati hongu, unozvitsanangura sei?

If no why?

Kana uchiti kwete, tsanangura chikonzero.

2. Was the community involved at the initial stage of policy formulation?

Nharaunda yakapinzwa/ kubvunzwa here pakatanga chirongwa?

if yes, how?

Kana yakabvunzwa, zvakaitika sei?

If no, why?

Kana isina, tipewo zvikonzero zvakaita zvidaro.

3. Would you say the policy was well received at the initial stage by the community?

Ungati here hurongwa uhwu hwakagamuchirwa zvakana neveruzhinji kubva pamavambo?

Why?

Zvikonzero zvingave zvipi?

4. Did you personally or the community make any input to policy during formulation?

Iwe pachako kana vemunharaunda mako mune pfungwa dzamakapawo here pakawambwa chironzwa?

If yes, how?

Kana dziripo, wakazviita sei?

If no, why?

Kana usina, chikonzero chingave chipi?

5. Do you think your community has better input which has assisted or could have assisted the municipality in coming with a better policy?

Unofunga kuti dunhu rako raive nezviri nani here zvaizobatsira kanzuru kubuda nehurungwa uhwu?

6. At what stage, in your opinion, should the community be involved in the process

(formulation, Implementation, evaluation, all the stages)

Mukufunga kwako, veruzhinji vanofanirwa kunzwika pfungwa dzavo padanho ripi? Pakutanga (formulation), kuita zvakaifungwa (implementation), kuona kugona kana kukundikana (evaluation), pazvikamu zvese (all stages).

Institutional design

7. Do you consider public participation relevant in the institutional framework upon which all policies should be based?

Unofunga here kuti pfungwa dzeruzhinji dzine basa pakurongwa kwebasa mukanzuru?

8. Do you think that the role of the community is critical to policy acceptance within the community? If yes why

Unofunga here kuti pfungwa dzeveruzhinji dzakakosha pakagamuchiriki kwehurongwa munharaunda neruzhinji? Nemhaka yei uchifunga kudaro?

9. Is there an established communication link between the government, municipalities and the community

Pane here nzira dzekukurukura dziripo pakati pehurumende, kanzuru nenharaunda yenyu?

10. Is there any define role for the community in public participation framework?

Pane here zvakanyatsotarwa zvinotarisirwa kunharaunda pakuronga hurongwa pamwechete?

If yes, how were the participants at the stakeholders' meeting nominated or selected?

Kana zviripo, vamiriri kumisangano yacho vanosarudzwa sei?

Facilitative Leadership

11. Do you not think that community leaders' abilities (like level of education) can affect some community from being actively engaged?

Unofunga here kuti chiyero chekudzidza kwemutungamiri kunovakanganisa pakubatirana nevamwe?

12. Do you think government there is need for government to do more to boost the participatory capabilities of leaders in form of empowerment or training or constant engagement

Unofunga here kuti hurumende inofanirwa kuita zvakanyanya zvekukurudzira kubatirana pamwe muhungamiri nenziira dzekupiswa samba, kudzidziswa kana kuramba pane nhaurirano?

13. Do you think leaders' attitude and ability have any impact on the community engagement in the collaboration?

Unofunga here kuti kugona kana mafungiro emutungamiri ane chekuita panhaurirano yedunhu uye kubatana nekushandira pamwe?

14. Do you think your community involvement or non-involvement is influenced by party affiliations?

Unofunga here kuti kutsvaga pfungwa dzeruzhinji mudunhu kana kurega kune chekuita nebato rematongerwo enyika anotsigirwa?

Collaborative Process

13. Which of the participatory strategies is used in engaging your community

Ndedzipi nzira dzemushandirapamwe dzinoshandiswa mudunhu menyu?

(Researcher can assist the interviewee to identify as many as possible from the following)

<input type="checkbox"/> Co-option/ Committee work	<input type="checkbox"/> e-Participation
<input type="checkbox"/> Issue Forums	<input type="checkbox"/> Public Dialogue
<input type="checkbox"/> Shared interest forums	<input type="checkbox"/> Publications
<input type="checkbox"/> Service user Forums	<input type="checkbox"/> Public hearing
<input type="checkbox"/> Citizens' panel	<input type="checkbox"/> Bilateral meeting
<input type="checkbox"/> Area/neighbourhood forums	<input type="checkbox"/> Advisory Committee
<input type="checkbox"/> Focus Groups	<input type="checkbox"/> Workshops
<input type="checkbox"/> Conference	<input type="checkbox"/> Complaints suggestion schemes
<input type="checkbox"/> Public meetings	<input type="checkbox"/> Consultation documents
<input type="checkbox"/> Question and answer session	

15. Which of the above do you consider the best option?

Pane zviri pamusoro ndechipi chaungasarudze?

16. Did you at any time had a meeting with government or municipality or joint meeting particularly in areas of mutual concern?

Makamboita musangano here nemakurukota ehurumende kana kanzuru makabatana muchitarisa zvinoonekwa nenharaunda yenyu, kanzuru uye nehurumende?

17. What is government doing to build the participatory capacity of the community people to ensure their active involvement?

Hurumende iri kuitei kuti pave nemushandirapamwe pakati payo nevanhu vemunharaunda?

18. Any other comment?

Pane here zvimwe zvamungada kutaura?

Appendix H: Focus Group Guide for Vendors and Clients

OBJECTIVE: To generate data through participatory discourse in a careful and very sensitive manner from a group with specific characteristics using “funnel” approach.

CHINANGWA:

Timing: 1hr 30mins.

Introduction: - Welcoming of participants and introduction

Kugamuchira vanhu nekuzivana

- Ethical discussion: voluntarism, confidentiality, privacy, clearance
- *Zvinotarisirwa: hapana anomanikidzwa, hapana anozoparidzira zvinenge zvataurwa, izvi zvakatenderwa kuitwa*
- Rules guiding discussion: respect for other opinion, freedom to expression of contra-views, guide against abuse of persons, avoidance of domination of discussion by few individuals, objectivity other ground rules to be set by the group.
- *Mitemo yatinochengeta: kuremekedza kufunga kwevamwe, kusununguka kutaura nyangwe pfungwa dzenyu dzakasiyana nedzevamwe, hapafanirwi kuva neumwe anotaurisa kupfuura vamwe vose uye mitemo yekutevedzera igadzirwe neruzhinji.*
- Need to transcribe information for the purpose of coding
- *Zvawanikwa zvinofanirwa kuzopereterwa kubva kuchiShona kuenda kuchirungu kuitira kuongororwa.*
- Recording of audio, video and photographs
- *Kutapa mazwi, vhidhiyo nemifananidzo*

Questions (Area of focus for the discussion):

Wider discussion

- Test Public Participation understanding
Kutarisa kunzwisisa kana ruzivo rwevanhu rwekubatirana pamwe neruzhinji.
- General perception about Public Participation
Maonero everuzhinji zvekubatirana pamwe neruzhinji

Focus I – initial stage process

- How involved is the community in policy formulation
- *Veruzhinji varikuiswawo here pakugadzirwa kwezvirongwa zveruzhinji?*

- Has local government and councillors played a good middle-man
- *Munoonawo sei basa rehurumende nemakanzura pakuita kuti zvinodiwa neruzhinji zvinzwike?*
- what factors are responsible for involvement and non-involvement
- *Zvii zvinoita kuti pfungwa dzeruzhinji dzidiwe kana kusadiwa?*

Focus 2 – leadership

Hutungamiri

- Does leadership have any influence can the issue be linked to framework?
- Is it the role of government to build leadership capacity
- *Ibasa rehurumende here kuumba hutungamiri?*
- Does community involvement has relationship with political involvement
- *Kupinzwa muhurongwa kwenharaunda kune chekuita here nekupinzwa kwewezvematongerwo enyika?*

Focus 3 - Collaboration

- Issues of collaboration and shared governance: how feasible in the current arrangement and how useful.
- *Nyaya dzekubatana uye kutungamira pamwe chete: zvine pundutso here uye zvinobatsira here takanangana nezviripo nhasi*
- Trust transparency and accountability
- *Kuvimbika uye kubuda pachena nekugona kupindura kana kuzvimirira*
- Information, Education and empowerment
- *Ruzivo, kudzidza nekupiwa masimba*
- Areas of conflict, fears and doubts about Public Participation
- *Zvinoita kuti pfungwa dzeruzhinji mudunhu dzisakosheswe*

Focus 4 – Institutional Framework

- Issues on Representativeness at stakeholder meeting; general perception
- *Nyaya dzine chekuita nehumiririri kumisangano uye maonero eruzhinji*
- Opinion on the need for defined participatory role of the community
- *Maonero pamuonerapamwe neruzhinji rwakatsanangurika munharaunda*

Vote of Thanks.

Appendix I: Invitation to Participate in a Research Study



School of Management, IT and Governance

Title of the Study: Public Participation and Collaborative Governance in Zimbabwean Flea Markets: A Case Study of the City of Harare.

- Are you a vendor, a customer at a local flea market or belong to a vendor organization, if so you are invited to participate in an interview for the research study.

We want to know and understand your experiences on public participation and collaborative governance in the formulation and implementation of policies in the flea markets sector in Harare.

Contact: Linos Mapfumo on +263 778 299 200/+27 822 56 9041 or linos.mapfumo@gmail.com for reservation. PhD candidate at the School of Management, Information Technology and Governance.

Date: April 2018

Place: City Hall, City of Harare

Time: 9h00 to 9h45, 10h00 to 10h45 and 11h00 to 11h45

Participation is voluntary and confidentiality will be strictly upheld. Dr. S Mutereko of the School of Management, IT and Governance, Discipline of Public Governance, supervises this research

Appendix J: Consent to conduct a Research Study

All communications should be addressed to:
CLERK OF PARLIAMENT

Fax: 252935



PARLIAMENT OF ZIMBABWE
P.O. Box CY 298
Causeway
Zimbabwe
Telephone: 700181-8, 252931
252936/7, 252940/2
252945/6, 708923

RE: 12

02 February 2018

Linus Mapfumo (216076975)
PhD Student in Public Administration
School of Management, IT & Governance
College of Law and Management Studies
University of KwaZulu-Natal
Durban
Republic of South Africa

Att: Mr L. Mapfumo,

RE: REQUEST FOR INTERVIEW/PERMISSION TO DO A FIELD STUDY

I refer to your letter on the above subject matter.

I write to advise you that approval has been granted for you to interview the Clerk of Parliament, Committee Clerks and Members of the Portfolio Committee on Local Government, Public Works and National Housing as well as the Portfolio Committee on Justice, Legal and Parliamentary Affairs in pursuit of your PhD Programme.

The Deputy Clerk, Mrs Nomasonto Sunga, will be your designated contact person for any assistance that you may require. Kindly get in touch with her on e-mail sunga@parliament.gov.zw or 0712 320 531.

I wish you every success in your academic endeavours.


Kennedy M. Chokonda
CLERK OF PARLIAMENT

Cc : Mrs N. Sunga, Deputy Clerk.



CITY OF HARARE

HUMAN CAPITAL AND PUBLIC SAFETY DEPARTMENT
ROWAN MARTIN BUILDING, HARARE, ZIMBABWE
POST OFFICE BOX 1680
TELEPHONE 752979 / 753000

EMAIL: hd@hararecity.gov.zw
ADDRESS ALL CORRESPONDENCE TO THE HUMAN CAPITAL AND PUBLIC SAFETY DIRECTOR.

14 February 2018

Univeristy of Kwazulu-Natal
Private Bag x54001
Durban
South Africa

Dear Linos Mapfumo

RE: AUTHORITY TO UNDERTAKE RESEARCH: LINOS MAPFUMO

This letter serves as authority for Linos Mapfumo to undertake a research survey on the topic:
**"PUBLIC PARTICIPATION AND COLLABORATIVE GOVERNANCE IN
ZIMBABWE FLEA MARKETS: A CASE STUDY OF THE CITY OF HARARE".**

The Purpose of the study is to discuss the nature of the centre-local relations in Zimbabwe, with special reference to City of Harare.

The City of Harare has no financial obligation and neither shall it render any further assistance in the conduct of the research. The researcher is however requested to avail a soft and hard copy of the research to the undersigned so that residents of Harare can benefit out of it. The research should not be used for any other purpose other than the study purpose specified.

Yours faithfully


RTD MAJOR M. MARARA

ACTING HUMAN CAPITAL DIRECTOR

Appendix K: Matrix codes for qualitative respondents

Location	Participant	Code
OR Tambo International Airport, Johannesburg	<ul style="list-style-type: none"> Designation: Minister of Local Government and Urban Development Mandate: To administer Local Government affairs in Zimbabwe. 	JM
Gunhill, Harare	<ul style="list-style-type: none"> Designation: Former Minister of State Harare Metropolitan Province Mandate: Administers the affairs of Harare Metropolitan Province 	MC
Parliament, Harare	<ul style="list-style-type: none"> Designation: Deputy Speaker of Parliament Mandate: Presides over parliamentary affairs 	NS
Makombe Building, Harare	<ul style="list-style-type: none"> Designation: Principal Director- Urban Local Authorities Mandate: Control urban local council activities 	EJ
Insurance House, Harare	<ul style="list-style-type: none"> Designation: Communications Officer, Urban Councils Association of Zimbabwe (UCAZ). Mandate: to represent the country's 32 urban local authorities through lobbying, research and the provision of expertise in key areas to its members with the co-operation of partners in local government. 	CM
Remembrance House, Harare	<ul style="list-style-type: none"> Designation: Operations Officer, City of Harare Department of Informal Economy Mandate: Public engagement and sensitization on informal economy issues 	WM
Remembrance House, Harare	<ul style="list-style-type: none"> Designation: COH Deputy Director Remembrance Offices Mandate: Public engagement and sensitization on informal economy issues 	IM
Harare	<ul style="list-style-type: none"> Designation: Harare Residents Alliance Coordinator Mandate of the Organisation: To represent Harare residents and a cluster of the informal sector in Harare Metropolitan 	I.VG. HRA
Harare	<ul style="list-style-type: none"> Designation: Nehanda Traders Alliance-Coordinator Mandate of the Organisation: Representation of all the informal economy traders in the informal sector in the SADC region 	I.VG. NTA
Harare	<ul style="list-style-type: none"> Designation: Combined Harare Residents Association (CHRA) Director Mandate: Represent and support all residents in Harare by advocating for effective, transparent and affordable municipal and other services and quality facilities on a professional, non-partisan basis. 	I. VG. CHRA
Harare	<ul style="list-style-type: none"> Designation: Zimbabwe Chamber Informal Economy Associations (ZCIEA) Secretary General 	I.VG. ZCIEA

	<ul style="list-style-type: none"> • Mandate: To empower the marginalized informal economy operators. 	
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent One 	<i>FGDVM1</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent Two 	<i>FGDVM2</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent Three 	<i>FGDVM3</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent Four 	<i>FGDVM4</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent Five 	<i>FGDVM5</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent Six 	<i>FGDVM6</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent Seven 	<i>FGDVM7</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent Eight 	<i>FGDVM8</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent Nine 	<i>FGDVM9</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Respondent Ten 	<i>FGDVM10</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent One 	<i>FGDVH1</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent Two 	<i>FGDVH2</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent Three 	<i>FGDVH3</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent Four 	<i>FGDVH4</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent Five 	<i>FGDVH5</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent Six 	<i>FGDVH6</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent Seven 	<i>FGDVH7</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent Eight 	<i>FGDVH8</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent Nine 	<i>FGDVH9</i>
Harare Central	<ul style="list-style-type: none"> • Focus Group Discussion Harare Central Respondent Ten 	<i>FGDVH10</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Customer Respondent One 	<i>FGDMC1</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Customer Respondent Two 	<i>FGDMC2</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Customer Respondent Three 	<i>FGDMC3</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Customer Respondent Four 	<i>FGDMC4</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Customer Respondent Five 	<i>FGDMC5</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Customer Respondent Six 	<i>FGDMC6</i>
Mbare East	<ul style="list-style-type: none"> • Focus Group Discussion Mbare East Customer Respondent Seven 	<i>FGDMC7</i>

Mbare East	•	Focus Group Discussion Mbare East Customer Respondent Eight	<i>FGDMC8</i>
Mbare East	•	Focus Group Discussion Mbare East Customer Respondent Nine	<i>FGDMC9</i>
Mbare East	•	Focus Group Discussion Mbare East Customer Respondent Ten	<i>FGDMC10</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 1	<i>FGDCH1</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 2	<i>FGDCH2</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 3	<i>FGDCH3</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 4	<i>FGDCH4</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 5	<i>FGDCH5</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 6	<i>FGDCH6</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 7	<i>FGDCH7</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 8	<i>FGDCH8</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 9	<i>FGDCH9</i>
Harare Central	•	Focus Group Discussion Harare Central Customer Respondent 10	<i>FGDCH10</i>

Appendix L: Gatekeepers Letters

COMBINED HARARE RESIDENTS ASSOCIATION



P O Box HR 7870
No.12 Oxford Avenue
Newlands
HARARE

CELL: 0772 127397, 07722864572, 0772345304

E-mail: ceo@chra.co.zw
finance@chra.co.zw

Website: www.chra.co.zw

Linos Mapfumo (016076975)
PhD Student in Public Administration
School of Management, IT & Governance
College of Law and Management Studies
University of KwaZulu-Natal
Durban
Republic of South Africa

Dear Mr Mapfumo,

RE: REQUEST FOR INTERVIEW/PERMISSION TO DO A FIELD STUDY

In response to your application to do a research study on public participation in Harare, the Combined Harare Residents' Association (CHRA) is pleased to inform you that its membership is ready to cooperate with you as a researcher and give you the necessary support in your academic pursuit.

Looking forward to receiving you and best of luck in your academic endeavor.

Yours Sincerely,

Mfundo Mkhize
Executive Director
Combined Harare Residents' Association (CHRA)





The image is a placeholder for a logo or image that is not visible in the provided image.

05 February 2018

Our ref: Academic records/sz/18/ Prog

Mr Linos Mapfumo

PhD Student in Public Administration
School of Management, IT & Governance
College of Law and Management Studies
University of KwaZulu-Natal
Durban
Republic of South Africa

Dear Mr Mapfumo,

RE: REQUEST FOR INTERVIEW/PERMISSION TO DO A FIELD STUDY
[Student number (216076975)]

Your request on the above matter refers.

The chairperson of the National Vendors Union Zimbabwe (NAVUZ) as instructed by the Board on Academic & Research Programmes is pleased to inform you that NAVUZ is ready to assist you in your pursuit to embark on a research study on public participation in the City of Harare and is prepared to give you the necessary support in your academic pursuit.

We will strive to contribute in your research and the information provided by our institution should only be used for this purpose.

Looking forward to receiving you and best of luck in your academic endeavor.

Yours sincerely,



Sten Zvorwadza
BOARD CHAIRPERSON



Getrude M Kamhunga
PROGRAMMES DIRECTOR

Linos Mapfumo (216076975)
PhD Student in Public Administration
School of Management, IT & Governance
College of Law and Management Studies
University of KwaZulu-Natal
Durban
Republic of South Africa

Dear Mr Mapfumo,

RE: REQUEST FOR INTERVIEW/PERMISSION TO DO A FIELD STUDY

In response to your application to do a research study on public participation in Harare, the Vendors Initiative for Social and Economic Transformation (VISET) is pleased to inform you that its membership is ready to cooperate with you as a researcher and give you the necessary support in your academic pursuit.

Looking forward to receiving you and best of luck in your academic endeavor.

Yours Sincerely,



Samuel Wadzai
Executive Director



ZIMBABWE CHAMBER OF INFORMAL ECONOMY ASSOCIATIONS

3 Kenilworth Avenue
Belvedere, Harare
Zimbabwe
Tel: +263 740535 / +263 741691
E-mail: info@zciea.org.zw
zciea@im@gmail.com
Website: www.zciea.org.zw

ZCIEA PRESIDENT
+263 775 170 167
president@zciea.org/blondelndlovu@gmail.com
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ZCIEA SECRETARY GENERAL
+263 772 361 805
+263 717 774 650
sg@zciea.org/wisdommns@a1
Skype: wisdommns@a1

All correspondence to be addressed to the Secretary General

School of Management, IT & Governance
College of Law and Management Studies
University of KwaZulu-Natal
Durban
Republic of South Africa

30 January 2016

RE: REQUEST FOR INTERVIEW/PERMISSION TO DO A FIELD STUDY

Your request in the above matter refers

The champion of ZCIEA is pleased to inform you that ZCIEA is ready to assist with you in your pursuit to embark on a research study or public participation in the City of Harare and is prepared to give you the necessary support in your academic pursuit.

At the end of your study we expect that you share your findings so that they play a role in informing our programming.

Looking forward to receiving you and best of luck in your academic endeavour.

Yours Sincerely,

Wisdom Malaya
ZCIEA Secretary General



Appendix M: Language Editing Certificate



ASOKA ENGLISH LANGUAGE EDITING



DECLARATION CERTIFICATE OF ENGLISH LANGUAGE EDITING

This is to certify that the thesis

***PUBLIC PARTICIPATION AND COLLABORATIVE GOVERNANCE IN
ZIMBABWEAN FLEA MARKETS: A CASE STUDY OF THE CITY OF
HARARE***

Candidate : Linos Mapfumo ,
HAS been English EDITED

DISCLAIMER

Whilst the English language editor has used electronic track changes to facilitate corrections and has inserted comments and queries in a right-hand column, the responsibility for effecting changes in the final, submitted document, remains the responsibility of the candidate in consultation with the supervisor or promoter.

Professor Dennis Schauffer. 0836507817 (profds@mweb.co.za)

Prof. Dennis Schauffer, M.A.(Leeds), PhD, KwaZulu (Natal), TEFL(London), TITC Business English, Emeritus Professor UKZN.
Univ. Cambridge Accreditation: IGCSE Drama. Hon. Research Fellow, DUT. Durban University of Technology.

Appendix N: Ethics Certificate

14 March 2018

Mr Linos Mapfumo (216076975)
School of Management, IT & Governance
Westville Campus

Dear Mr Mapfumo,

Protocol reference number: HSS/0107/018D

Project title: Public participation and collaborative Governance in Zimbabwean Flea Markets: A case study of the City of Harare

Approval Notification – Expedited Application

In response to your application received on 08 February 2018, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol has been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully



Dr Shamila Naidoo (Deputy Chair)

/ms

Cc Supervisor: Dr Sybert Mutereko
Cc Academic Leader Research: Professor Isabel Martins
Cc School Administrator: Ms Angela Pearce

Humanities & Social Sciences Research Ethics Committee

Professor Shenuka Singh (Chair)

Westville Campus, Govan Mbeki Building

Postal Address: Private Bag X54001, Durban 4000

Telephone: +27 (0) 31 260 3587/8350/4557 Facsimile: +27 (0) 31 260 4609 Email: ximbap@ukzn.ac.za / snymanm@ukzn.ac.za / mohunp@ukzn.ac.za

Website: www.ukzn.ac.za