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IMPLEMENTATION OF THE SERVICE LEVEL BENCHMARKING IN URBAN LOCAL AUTHORITIES: THE CASE OF THE CITY OF HARARE, ZIMBABWE

By

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A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER IN PUBLIC POLICY AND GOVERNANCE IN THE COLLEGE OF BUSINESS, PEACE, LEADERSHIP AND GOVERNANCE

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Abstract

Service Level Benchmarking has received much attention in local governance. However, since benchmarking within a networking environment is quite a recent phenomenon, there is a need for better understanding of the impact of these networks on fairly large municipality such as the City of Harare. This research described municipal service level benchmarking and analyzed variations in performance within the municipality over a five-year period. Data was drawn from the national Service Level Benchmarking (SLB) programme of 2013 to 2017. While the programme produced annual reports covering all the 32 urban local authorities, the funders of this national programme did not commission a programme evaluation to establish the effectiveness of SLB as a management tool in municipal service delivery. The research was carried out with a view to fill this gap and to inform the City of Harare on the effectiveness of the SLB as a management tool in urban local governance. Therefore, the objective of the study was to assess the effectiveness of the Service Level Benchmarking as a performance management tool in the City of Harare while examining the attendant challenges experienced in the implementation. The study also sought to contribute to the development of a more effective method for improving performance management in the City of Harare. The study used purposiving sampling technique comprising thirty- seven participants drawn from the Harare City Council key departments, civil society and the youths. Using a mixed methods research design, qualitative data was collected using semi-strauctured interview guide, focus group discussions (FDGs) and participant observation, while quantitative data was collected using an online survey questionnaire. The study results showed that the capacity for action-oriented use of benchmarking in the City of Harare is weak. The SLB was found to be very strong in data gathering and identifying gaps. Poor performance in service delivery was found to be caused by implementation challenges while good performances in some areas of service delivery led to reduced performance as City staffers tended to relax. Thus, the SLB actually triggered a behavior that led to average performance rather than achieving the best practice being promoted by SLB as the norm in service delivery.

Key Words: benchmarking, peer-review, networking, municipality, service delivery

Declaration Page

I declare that this dissertation is my original work except where sources have been cited and acknowledged. The work has never been submitted, nor will it ever be submitted to another university for the award of a degree

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Dedication

To my wife Clarah and the children Henry Tapiwanashe, Wilson Kudakwashe and Querobine Tanyaradzwa for enduring lonely weekends.

List of Acronyms and Abbreviations

AU	Africa University
CoH	City of Harare
NRW	Non-Revenue Water
PIP	Performance Improvement Plan
SLB	Service Level Benchmarking
SWM	Solid Waste Management
UCAZ	Urban Councils Association of Zimbabwe
ULA	Urban Local Authorities

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CHAPTER 1: INTRODUCTION

1.0. Introduction

Urban local authorities (ULA) in Zimbabwe are established in terms of section 274 of the Constitution of Zimbabwe (Amendment No. 20 of 2013). It is stated in the national charter that "There are urban local authorities to represent and manage the affairs of people in urban areas throughout Zimbabwe" ((Constitution of Zimbabwe, 2013). In managing the urban local authorities, the elected councils and its appointed officials are expected by the citizens to perform their functions in terms of the Constitution of Zimbabwe, especially "the right to govern, on its own initiative, the local affairs of the people within the area for which it has been established, and has all the powers necessary for it to do so" (Constitution of Zimbabwe, 2013). The City of Harare, in executing its powers in terms of the constitution, has implemented the Service Level Benchmarking, together with the other 31 urban local authorities, as a way of improving service delivery to the people within the area of its jurisdiction.

Urbanization in Pre-Independence Harare

The City of Harare's history of urbanization and local government is traceable to the arrival of the British South Africa Company (BSAC) in 1890 and the subsequent establishment of the Salisbury Sanitary Board as the first formally established local authority in 1891. The legislation governing its establishment was enacted in 1894 (Ordinance 2) by the first Municipal Law of 1897. The attraction of the African population to the cities to work in the expanding industrial and administrative sectors resulted in the

establishment of Native townships for the provision of accommodation, shopping and other services. The first native location was Salisbury (now Harare) established in October 1907 outside the boundary of the township (city proper) through a central government declaration that began in May 1908 in Salisbury. All natives, except those already sleeping on their employer's premises were alloed to reside in the location (Yoshikuni, 1991)

Pre-independence local government development was intricately linked to the questions of land and race. National contests for political power between Africans and Europeans shaped the discourse and practice of local government. Africans were treated as inferior and centrally defined programmes on Africans were imposed. Yasukuni (2006), mentions that African experienced of segregationist policies in urban areas, particularly state control of African housing during the colonial period. Rural and urban Africans were described as the 'other', a social history characterised by under-provision of services, political exclusion and socio-economic ill-treatment, with local government literally reduced to an instrument of the Centre.

A series of laws were promulgated to regulate the coexistence of blacks and whites at the work place and in the urban setup to create exclusive domains based on racial segregation by the settler population:

Table 1:Racial Segregation Laws by the settler administration in Rhodesia.

i.	The Industrial Conciliation Act (1934) as amended in 1959 promoted inequality by creating a job colour bar that restricted black workers to mainly menial jobs.
ii.	The Urban Registration and Accommodation Act (1954) created African townships (ghettos) for black workers in urban areas. Whose dwelling units were mostly 'hostels' which lacked proper sanitation.
iii.	The Pass Laws (1902) regulated the movement of blacks in settler areas.
iv.	Native Land Husbandry Act (1951) allowed for white farmer cattle rangers to breed unlimited heads of cattle while blacks were restricted to six heads of cattle per household

Source: Mushamba, 2010 The powers and functions of locsl government authorities

Racial bias towards inequitable distribution of resources created conditions of income inequalities; with blacks at independence receiving 60% of the wages while whites representing 2% of the population receiving 37% of wages and salaries. The wage differentials between the unskilled (blacks) and the skilled (whites) ranged from 1 to 21 in agriculture to 1 to 7 in manufacturing and 1 to 11 in all other branches in the economy (Mushamba, 2010).

Yates (1980), observes that only 4% of workers on manufacturing were women while 65% of women were in agriculture (the least paying of the productive sectors with the

lowest wages). A World Bank study in 1987 indicated that at independence black wages were one tenth of those of the whites. Moyo and Yeros (2001) observe that black people were grossly underpaid, earning 11 times less than their white counterparts. The whites, constituting 4% of the population, controlled 90% of the economy in terms of owning the means of production. Blacks had limited access to basic social services such as education, health and other social amenities while the best services such as tarred roads and piped water accorded to the white settler communities.

The pre-independence economy was a robust agro-based relatively developed and diversified economy with flourishing mining and manufacturing sectors, heavily supported by multinational corporations such as London Rhodesia (Lonrho), Anglo-American Corporation and British American Tobacco (BAT).

However, the economy was moulded on a philosophy of white supremacy creating an enclave of a well-developed modern sector co-existing with an underdeveloped and backward rural economy home to 70% of the black population. The beneficiaries of the economy were whites who systematically and deliberately exploited black labour.

Urban Local Authority Development Policies (1980- to date)

Independence brought high expectations among the black population in 1980 that were looking forward to the reversal of the colonial inequalities with respect to resources, social services and social amenities. In order to prioritise the provision of education, health and sanitation government designed and implemented regulations, legislation, social and macroeconomic policies through the Growth with Equity Policy. Economic Structural Adjustment Programme (ESAP) was introduced on the advice of the World Bank and the

IMF to pursue a free market led economic development strategy and coincided with the Second Five Year National Development Plan (1991-1995) (Government of Zimbabwe, 2015).

ULA development policies in City of Harare have been in tune with the national development policies. Inequalities are visible along income, gender and ethnic lines. Inequalities have resulted in increased vulnerability and poverty particularly among the poor and women especially in the high density, low income areas of our towns and cities. The post-independence local government system in Zimbabwe ushered in new laws and a new Constitution in 2013 that gave new powers to the ULAs.

Legislative Powers of Urban Local Authorities (ULA)

The 2013 Constitution does not assign legislative powers to local authorities. The constitution however, envisages that LAs will exercise the power to make by-laws since it recognizes that the national government may confer such powers to LAs. Thus, the national government should assign the power to make by-laws to ULAs as these powers are necessary for them to effectively 'represent' and 'manage' the affairs of people in Urban Areas (Constitution of Zimbabwe, 2013). The Urban Councils Act (Chapter 29), gives Urban local authorities powers to propose by-laws, in respect of the matters as observed in the table below.

Table 2: Matters in respect of which urban local authorities may make by-laws

General
Proceedings of the councils and financial matters.
Control over Property
Planning, construction and use of buildings and structures
Roads, public places and traffic
Amenities and facilities
Water
Electricity
Sewerage, effluent and the removal of refuse and vegetation
Animals
Food, food premises or vehicles and markets
Trades, occupations and other activities
Nuisances
Functions, performances, events and amusements
Fires, combustibles materials and explosives

Source: (Mushamba,S 2010) *The powers and functions of local government authorities*

The UCA further limits the exercise of law-making powers by urban local authorities to matters listed in its Third Schedule, as provided in the table above. The capacity of the ULA to exercise its legislative powers is important for it to ensure that it is effective in its mandate to govern on their own initiative as required by the Constitution. The effectiveness and at times the relevance of by-laws in ULAs has come under scrutiny and has become a topic of discussion. The review and/or repeal of a council by-law has to go through a rigorous 'law-making' process, including consulting the public and stakeholders and for a by-law to be enforced it has to be approved by the Minister for Local Government (Chigwata, 2018).

Executive powers of Urban Local Aurthority

The executive powers of ULAs allow councils to implement their own laws and policies as well as those of the national government. ULAs have the power to formulate and implement their own policies and laws (Mushamba, 2010). ULA have executive decision-making powers over a variety of matters including those in the table below;

Table 3:The general executive powers of Urban Local Authorities

i.	Acquisition, alienation and expropriation of land.
ii.	Construction of sidewalks
iii.	Sewerage and drainage
iv.	Water supply and treatment
v.	Parking, omnibus and other transport services
vi.	Fire brigade
vii.	Numbering of houses and naming of roads
viii.	Closure or deviation of entrance to roads
ix.	Production and supply of electricity and
x.	Street lighting

(Mushamba,S 2010) *The powers and functions of local government authorities*

The City of Harare and the 31 other urban local authorities (ULAs) have a variety of other powers bestowed them through the Regional Town and Country Planning Act. They have power of land-use planning and development control. They also have the powers of making by-laws in their areas of durisdication, and also the powers to impose levies upon all persons natural and corporate who are within their areas of durisdiction (Chigwata, 2018). The powers of local authorities extend to providing services to all residents in their

area, and the service level benchmarking programme was implemented as a tool to measure the level of service provision based of agreed benchmarks among the urban local authorities.

1.1. Background to the Service Level Benchmarking

The SLB was implemented through a Peer Review process across all the 32 ULAs in Zimbabwe. The 32 ULAs in Zimbabwe comprise of 7 Cities, 10 Municipalities, 11 Town Councils and 4 Local Boards. The City of Harare is one of the seven Cities that also participated in the Service Level Benchmarking programme.

Every sector has few key performance indicators that are understood by most stakeholders in that sector. Similarly, in the urban sector too, there have been a number of performance indicators related to urban management and service delivery that have been defined, measured and reported.

Public sector performance management in Zimbabwe has had some key limitations and as a result the National Monitoring and Evaluation Policy was developed to enhance the implementation of Zim-Asset by providing clear guidelines for the conduct of monitoring and evaluation of all Government programmes and projects (Government of Zimbabwe, 2015). Different sets of performance indicators have been defined under different initiatives and the definition or the assessment method may vary for the same performance indicator, thus inhibiting inter-city or intra-city comparisons. Most m exercises have been externally driven (by agencies external to the agency responsible for delivery against those performance parameters), leading to the key issueof ownership of performance reports. Most performance management initiatives have not been institutionalized, limiting the

benefits of monitoring trends in performance over time; and the process of performance measurementhas not been taken forward into performance management.Some of the performance measurement initiatives include the Government of Zimbabwe, Performance Management System, the Integrated Result Based Management and the Balanced Scorecard system. All these performance measurements did not achieve the much anticipated results. The government of Zimbabwe also introduced the rapid result initiatives (RRI) with some significant achievements in the City of Harare.

These limitations mean that systems for measuring performance and taking further action on them have not been institutionalized in urban local authorities. It is therefore important that the basic minimum standard set of performance parameters are commonly understood and used by all stakeholders. Depending on the specific need, additional performance parameters could be defined and used, hence the introduction of the Service Level Benchmarking.

The Goal of implementing SLB in Urban Local Authorities (ULAs) in Zimbabwe is to improve service delivery through enhanced performance, transparency and accountability. Benchmarking provides ULAsthe most useful options to achieve a greater success in understanding and meeting the needs of urban residents.

1.2. Statement of the Problem

Zimbabwe has 32 urban local government authorities comprising of cities, municipalities, town councils and local boards. All these urban councils have suffered serious deterioration in municipal services which reached its all-time lowest level in 2008 with

the outbreak of cholera with its epicenter in the capital city Harare. The cholera epidemic called for a new approach to combat the deterioration of municipal service delivery.

Measuring these service levels by the City of Harare implies measuring outcomes, and indirectly also reflects on institutional capacity, financial performance and service level parameters. Service level parameters can be measured either from a utility manager's/planner's perspective or from a citizen's or consumer's perspective. In addition, to facilitate comparison between service delivery and changes in performance over time, it is important that the performance levels are benchmarked, and monitored against those benchmarks. The City of Harare has implemented the service level benchmarking since 2012 with the hope of improving service delivery. However, there has been very little improvement in municipal service delivery. For example, the cholera epidemic which had visited the city in the year 2008 revisited the city in 2018, six years after the introduction of the SLB (UNICEF, 2018). Some areas of the city continue to go without water for more than 20 years. The confidence of residence in the local authorities continue to deteriorate as seen in the none payment of rates to the city treasury currently the City is owed in excess of $750 million in unpaid rates by the ratepayers.

This study is premised on the service level benchmarking as an approach that will improve the provision of municipal services (water supply, waste water and solid waste management). Local authorities have tried to improve services to their citizens withoutwell-known benchmarks based on universally agreed municipal service indicators. Given these challenges this study aims to assess whether SLB is a viable approach to improve service delivery in the City of Harare.

1.3. Purpose of The Study

The purpose of this study was to examine the implementation of the Service Level Benchmarking (SLB) as a remedy to improving service delivery in urban local authorities in the City of Harare. The SLB has been implementation in Zimbabwean ULAs since 2012 as a response to deteriorating service in water and sanitation provision in the towns and cities of Zimbabwe. The period from 2009 to 2011 has been regarded by development partners as an emergency recovery phase following the 2008 cholera epidemic as well as the economic collapse in the country. There remained questions as to the success or failure of the recovery phase during the 2009 to 2011 period. Most urban areas continued to go without clean water for many hours of the day and very few if any sewage treatment works were working with the majority of sewage treatment ponds being practically abandoned. It has taken more than 20 months to remove sewage flows from the streets and refuse collection remained and still remains irregular and littering in urban areas remains a peril.SLB was therefore considered as one of the tools required to monitor and support recovery efforts in service delivery. This study will create an opportunity to broaden an understanding of the performance management in ULGAs and a helping in sustaining service delivery beyond the recovery mode.

1.4. Research Objectives

The objectives of the the research were to:

1.4.1. Assess the effectiveness of the Service Level Benchmarking as a performance management tool in the City of Harare

1.4.2. Examine the challenges experienced in the implementation of SLB in the City of Harare.

1.4.3. Suggest a more effective method for improving performance management in municipal service delivery.

1.5. Research Questions

The study sought to answerthe following researchquestions;

1.5.1. To what extent has the Service Level Benchmarking been an effective performance management tool in the City of Harare?

1.5.2. What challenges has the City of Harare experienced in the implementation of the Service Level Benchmarking?

1.5.3. What strategies can be put in place to strengthen the implementation of the Service Level Benchmarking for the improvement of service delivery systems in the City of Harare?

1.6. Assumptions

The underlying assumption of this study was that service level benchmarking as a management tool, has helped to improve municipal service delivery. It is assumed that the implementation of the SLB in the City of Harare and other 31 urban local authority is based on the understanding that benchmarking is a teleological phenomenon perfomed for the sake of organizational improvement. It was also assumed that to implement benchmarking successfully, you first need to know the driving purpose of your own business, really understand how it operates & can demonstrate that it pursues this purpose through measurements of the variables vital for your survival. After that, you may start the second (expensive) phase of benchmarking by doing exactly the same things with an exemplary organisation from whom you hope to learn. If your business can then be aligned

with the exemplary organisation in terms of purpose and processes, you have a successful basis for improving the value of your organisation. It is hereby assumed that the City of Harare is comparable to the other local authorities in Zambabwe.

1.7. Significance of The Study

The study was based on the knowledge that has been collected over the period from 2012 to 2018, the period over which service level benchmarking has been implemented in the ULAs in Zimbabwe with the technical and financial support from the World Bank (Urban Councils Association of Zimbabwe, 2013).This created an opportunity for the researcher to review and enhance the methodology of implementing SLB in ULAs. The peer review of the SLB in urban local authorities was also shared with the rural district councils as they are keen to improve service delivery in their local authorities.

The study provided insights into the significant effort undertaken to integrate a data driven approach to service management in the Urban Local Government Authorities in Zimbabwe. Local government practitioners will benefit from the analysis of the data collected in this study. The practitioners in the City of Harare got useful data that has enhanced decision making for service delivery. The practitioners have been informed on whether the implementation of the SLB is helping in the improvement of service delivery. Where good practices are identified, these have to be perfected by the management at the City of Harare.The World Bank as a funder of the SLB project derive benefit from a detailed study of the success or failure of the project as a remedy to improve municipal service delivery in ULGAs in Zimbabwe. The world bank has not done an assessment of individual local authorities. It has been depending on the annual SLB Reports that have been produced by the Peer Review Coordinating Committee, a steering committee

composed of the local authorities and government officials. The results of the study help in supporting other follow-up service delivery and performance improvements in ULAs, such as Programme Based Budgeting (PBB) across all local government authorities (LGAs) in Zimbabwe.

The study motivates the expansion of SLB to non-WASH services in local authorities to include other services such as roads services, and corporate governance. The study rendersassistance in the developing and perfecting of the benchmarking indicators in the new SLB services. Socially, this improves the quality of life in municipal residents. Economic and political interventions are evidence based and this help mitigate conflict in municipal service delivery. The results of the study provide for innovation in the use of metrics and process bench markings in SLB. Metric Benchmarking refers to numerical measurement of performance levels and comparison with other service undertakings to identify areas needing improvement for examplee.g. staffing numbers, connection numbers, percentage leakage level and percentage supply coverage. Process Benchmarking refers to identification of failing key processes and comparison with best peer organisations to learn best practice. Direct and open relationships with other selected partner local authorities for examplebilling and collection process and management of maintenance, etc)

1.8. Delimitation of the Study

The study is generic in the sense that it comprise of both qualitative and quantitative approaches in data collection. There has been significant debate in the qualitative literature regarding the extent to which rigour can be preserved outside of the guidelines of an established methodology. It was not possible to examine every conceivable organizational

framework, nor was it possible to encompass innovation that might conceivably arise from any deliberative benchmarking exercise through what Aristotle would call ‘chance’ or in modern times incidence or serendipity’ (Moriaty, 2008) The scope of the study focused on key offices of the City Council where the interviews were conducted. The researcher also extended areas of study to some key utility installations such as water treatment plant such as the Morton Jeffrey water works, Firle sewage treatment plant as well as the Pomona Solid Waste disposable site. The study was mainly limited to the Harare City office that is located within the central business district and the mentioned service delivery installations.

The study focused on those indicators of water supply,waste water and solid waste management that are directly linked to the relevant variables under the study.The study was not concerned with the competences of the managers and all other council staff . The study was also not concerned with the performance reports of the individual staff members. This did not concern the study as the study was about the total organization performance and how it related to the needs and expectations of the residents and ratepayers.

1.9. Summary

This chapter introduced the research study by describing the urban local government system in Zimbabwe under the constitution of Zimbabwe and other subsidiary legislations. The history of urbanization in Harare was explored and shared with a view to give an overview of the space withing which the City of Harare is providing services to its residents. The history was explored in two parts, the colonial period and the post colonial period. The post colonial urban local authorities development polices were firstly

concerded with redressing the colonial imbalacies which saw Harare being devided into a dual city along racial lines. The chapter also makes reference to the impact of the economic development polices of the post colonial era especially the promulgation of the policy of Growth With Equity as well as the International Monetary Fund and World Bank inspired Economic Structural Adjustment Programme. The chapter also highlight the executive and administrative powers of urban local authorities and how these powers give the City of Harare the mandate to deliver the services and formulate their own laws and policies. In the background to the study, the chapter explained how the service level benchmarking as a programme was imtroduced in the 32 urban local authorities in Zimbabwe and how it was implemented in the City of Harare in particular. The chapter also outlined the statement of the research problem, the purpose of the study, the research obcjectives, the reaserch questions, assumptions and significance of the study. The research problem is premised on the fact that despite the implementation of the service level benchmarching as a tool, there is no significant positive changes in service delivery leading the researcher to question wether the tool was effective in its implementation. The chapter concludes by noting that the study is significance as it will motivate the city of Harare and other urban local authorities to use benchmarking in non-WASH services.

CHAPTER 2: REVIEW OF RELATED LITERATURE

2.0. Introduction

This chapter provided the theoretical background to the study as a way of contextualisingthe issues by making a comparative discussion and analysis with what other researchers and scholars have found out in relation to service level benchmarking. It related the study to the larger, ongoing dialogue in the literature about service level benchmarking, filling in gaps and extending prior studies. It provided a framework for the importance of the studyand frames the problem earlier identified.To achieve this purpose, the chapter explores the existing literature by following the key thematic areas relevant to the subject of the SLB.

2.1. Theoretical Framework: Moriarty's Theory of Benchmarking

The study was informed by the theory of benchmarking in which Moriaty, (2008) says that bench markingas a priori effectiveness can be established from an organizational axiom and five logical conditions. The theory rests on one axiom and five logical conditions, Benchmark Theory Zero through to Five (BT0:BT5) that address the causal nature of relationship between "exemplar and anomalar states of affair" (Moriaty,2008, p. 122).

Figure 1: The Theory of Benchmarking

The Theory of Benchmarking	
BT0 Primal Axiom.	'To survive' is a *sine qua non* of organisational ontology.
BT1 Causal Engine.	Effective benchmarking processes necessarily entail Peircean Causation.
BT2 Effective Improvement.	Any effective benchmarking improvement necessarily requires an increase in anomalar welfare via the transformation of exemplary relata into feasible anomalar relata
(BT3 ∨ BT4 ∨ BT5) Effective Process.	An exemplary state of affairs is necessarily supervenient upon an anomalous state of affairs and an anomalous state of affairs necessarily entails an exemplary state of affairs.

Source: Moriarty J. P. . (2008, p. 123). *A Theory of Benchmarking*, Lincoln Unicesity, NZ

Primal Axiom: Benchmarking Theory Zero (BT0)

The first logical condition BT0 according to Moriaty's theory is "To survive is *a sine qua non* of organizational ontology" (Moriarty,2008). This means that actions or activities that diminish welfare or satisfactions diminish the efficacy of resources and threaten survival thereby contravening the "primal axiom". To survive, an organisation evinces continued ability to satisfy those from whom there is dependence for the supply and maintenance of its services.

Causal Engine: Benchmarking Theory One(BT1)

The next logical condition BT1 is called the benchmarking's causal engine and it states that an effective benchmarking process entail causation. The purpose of the effective

benchmarking process is to obtain an improvement in anomalars state of affair and the purpose of improvement is to ability of the organisation to survive.

Effective Improvement: Benchmarking Theory Two (BT2)

The third logical condition speaks to the effectiveness of the benchmarking improvement and BT2 states that "any effective benchmarking improvement necessarily require an increase in anomalars welfare via the transformation of exemplary relata (environmental variables) into feasibility anomarly relata"(Moriarty, 2008, p.124). Effective benchmarking reflect both change and welfare improvement, with the exception of a perfectly effective benchmarking process, conditions for effective benchmarking process identify only potential opportunities as exemplary supervenience and entailment reflect a degree of encompassment rather than imitation of the exemplar's behavior. Benchmarking become inefficient if the laws of the anomalars state of affairs do not confer or permit an increase in welfare when supplied with exemplar relata. "Consistent with BT1, benchmarking improvements may apply to efficient causal relata (of a tactical nature) or final causal relata (of a strategic nature) where their application preserves organizational consistency with the primal axiom" (Moriarty,2008, p. 125). Thelogical condition only holds true if the laws governing the organisation remain unaltered. In the case of the City of Harare the laws governing the organization are in the Statutes, chiefly the Urban Councils Act, and if they statute changes, the logical conditions as defined by Moriarty may not hold true.

Effectiveness of the Benchmarking Improvement: BT3,BT4,BT5

There are three conditions that obtain an effective benchmarking process depending on the type of entailment and whether the anomalar's environmental variables are an inclusive, proper or empty subset of the exemplar's environmental variables (Moriarty, 2008)

The logical condition BT3, states that "a perfectly effective benchmarking process necessarily requires an exemplary state of affairs to be strongly supervenient upon an anomalous state of affairs and necessarily requires the anomalous state of affairs to logically entail the exemplary state of affairs" (Moriarty, 2008, p. 125). It then follows that a perfectly effective benchmarking is an expression of efficient causation, the unconditional antecedents of the effects of exemplar are transferred to the anomalar.

The logical condition BT4, states that "a potentially effective benchmarking process necessarily requires an exemplary state of affairs to be supervenient upon an anomalous state of affairs and requires a proper subset of an anomalous state of affairs to entail an exemplary state of affairs" (Moriarty,2008, p. 126). Moriarty (2008) explains that effective benchmarking entails nomological behavior between the exemplar and the anomalar state of affairs as well as the the properties of their respective environmental variable.

The logical condition BT5 state that "a potentially effective teleological benchmarking process necessarily requires an exemplar's state of affairs to be supervenient upon ananomalar's state of affair" (Moriarty, 2008, p. 126).

Definition of Benchmarking

The definition of benchmarking can deduced from the above theoretical construct BT0 through to BT5, benchmarking is an exemplar-driven teleological process operating within an organisation with the objective of intentionally changing an anomalar's existing state of affairs via the transformation of feasible exemplary relata (Moriarty, 2008).

The theory established a new, encompassing definition of benchmarking and an effective benchmarking process that explains current practices and address historical criticisms (Al-Khouri, 2010). The logical conditions explain the effectiveness of empirical framework such as the Malcom Baldrige National Quality Award and ISO 9000 (Moriarty & Smallman, 2009). It also provides a platform for extending to the theory of "continuous organizational improvement" also known as the Kaizen Theory (Bond, 1999)

Service delivery in Urban Local Authorities (ULAs)

Municipal Research and Services Centre (MRSC, 1993) in (Charles Makanyeza, 2012) defines service delivery as the actual producing of a service such as collecting refuse and disposing it or lighting the streets. Stauss (2005) in (Charles Makanyeza, 2012) supports this view and suggests that in economic transactions, it is specialized skills and knowledge that are exchanged for money rather than the physical resources.

In Zimbabwe, Service Level Benchmarking was introduced in 2012 with a view to improve service delivery in water supply, wastewater and solid waste management in all the 32 urban local government authorities (ULGAs). There exists a linkage between SLB and other government of Zimbabwe initiatives, such as Result Based Management (RBM) (Urban Councils Association of Zimbabwe & Government of Zimbabwe, 2016)

The major causes of poor service delivery in local authorities are: councilor interference and political manipulation, corruption and lack of accountability and transparency, inadequate citizen participation, poor human resource policy, failure to manage change, lack of employee capacity, poor planning, and poor monitoring and evaluation (Makanyeza, Kwandayi, & Ikobe, 2013).

Service delivery has become one of the major challenges facing all local authorities in Zimbabwe. The rapid urbanization that has taken place in the post-independence era of Zimbabwe has placed immense strain on urban local authorities' resources inevitably resulting in failure to provide adequate services to their residents and areas under their jurisdiction The problem of service delivery letdown, although affecting all residents of the cities and towns, has been more deeply experienced in the low income high density areas where the majority of the poor stays.

In current periods between 2008 to date, the problem of poverty and poor service provision in high density areas has been exacerbated by the prevailing macroeconomic instabilities which have battered the country's economy since the introduction of Structural adjustment Programmes and subsequent free economy policies whose negative effects on the economy resulted in high unemployment and the eventual invasion of white owned farms under the Fast Track Land Reform programme in 2000 (UN-Habitat, 2010). The poor economic performance of the economy has further handicapped local authorities' ability to provide an efficient service. As result homelessness, unemployment, violence burst sewer pipes, uncollected household, commercial and industrial waste, potholed roads and littering in public places have become common phenomena.

2.2. Service Level Benchmarking in Zimbabwe

In Zimbabwe, service level benchmarking is about a government adopting and adapting to a minimum set of standard performance parameters for service provision. The Urban Councils Association of Zimbabwe and the Government of Zimbabwe define SLB as a quality-based process used to evaluate performance by comparing institutional and sector wide good practice. It isthus, a process of measuring an organization's performance and practices in key areas and comparing them to other organisations, with the objective of finding ways of achieving better results (Urban Councils Association of Zimbabwe & Government of Zimbabwe, 2014). The process of benchmarking service delivery enables each urban local authority (ULA) to compare its performance and practices in the key service areas such as water supply, waste water management and solid waste management.

The regional government of Karnataka in India define SLB as a process of determining how efficiently and effectively services delivered by Urban Local Authorities (ULGA). It is also about assessing the quality of work and measuring optimum utilization of scarce resources mobilized by the ULA. It is therefore a "tool" for monitoring the inputs required and the outputs of their services. (Government of Karnataka, 2010).

According to Francis and Halloway in (Kuntsson & Tagesson, 2012) , benchmarking appears to be an accepted and lasting management control tool in both private and public operations. Benchmarking has received much attention in municipal operations in Scandinavia cities of Copenhagen, Oslo, Helsinki, Stockholm, Gothenburg and Malmowhich have a long tradition of development cooperation (Helland, 1998). Benchmarking is strongly related to the idea of measuring and evaluating efficiency of services. The increased popularity of performance measurement is one of the more lasting

imprints that New Public Management has made in the public sector (Kuntsson & Tagesson, 2012).

Knutsson, Ramberg & Tagesson (2012), explain that SLB can help to modernize local government and clarify contradictions in national and local service delivery needs. They hasten to explain that the understanding of the nature of benchmarking in the public sector is still incomplete and more studies are needed in order to find more types and purpose of benchmarking and implications.There is a lack of critical analysis of the practice and implications of benchmarking and both qualitative and quantitative studies over longer time spans are needed (Francis & Holloway, 2007).

It is clear that service level benchmarking is a tool for continuous improvement in service delivery in both the developed and the developing countries. The tool has been adopted and adapted by big cities in India, Scandinavian and in Zimbabwe. One critical factor of the service level benchmarking is that it has been implemented through city networks.

Figure 2: Definition of Service Level Benchmarking

Source: Urban Councils Association of Zimbabwe & Government of Zimbabwe, Peer Review Handbook 2014

It is thus a process of measuring an organisation's performance and practices in key areas and comparing them to other organisations, with the objective of finding ways of achieving better results (Figure 1). The aim of benchmarking is to discover what the "best practices" are that lead to superior performance (Urban Councils Association of Zimbabwe & Government of Zimbabwe, 2014)

Service Level Benchmarking Peer Review Through City Networks Clusters

Kuntsson & Tagesson, 2012 state that benchworking within a network environment is quite a recent phenomenon. Saunders, Mann, & Smith, (2007) in their study of one multi-organisational network, they found that benchmarking within a network context had several positive impacts. In the Scandinavia, municipal benchmarking networks have gained incresed attention. According to Askim(2007) in (Kuntsson & Tagesson, 2012), municipalities obtain organisational leaning from benchmarking and the learning is

dependent on how the networks have been formed and shaped and what internal conditions in the participating municipalies are involved.

National Associations of local authories have played in important role in supporting and coordinating service level benchmarking. Since the late 1990s, the Swedish Association of Local Authorities and Region (SALAR) has collected data to describe and measure performance in services (Kuntsson & Tagesson, 2012). Since 2012, the Urban Councils Association of Zimbabwe (UCAZ), has compiled reports with data on service delivery (Urban Councils Association of Zimbabwe, 2013).

The adverntage of City Network Cluster is that the participants agree upon common measures and data definitions which provides standardization, focuses data collection on areas of interest to the group, and gives participants more confidence in the quality of the data and the results. The participants will have already agreed that they share a sufficient number of characteristics in common and this helps reduce, if not eliminate, questions afterwards about how comparable a particular peer is. Through the city network, cost-sharing is possible, allowing participants to get better quality information at a lower cost than if they were to conduct a benchmarking exercise on their own. City clusters facilitate the development and comparison of long-term performance trends. Council staff grow professionally through exposure to and discussions with colleagues in similar positions at other participating councils (Urban Councils Association of Zimbabwe & Government of Zimbabwe, 2014).

2.3. SLB Key Success Factors

The peer review process is perhaps the most important step in the benchmarking process. Inappropriate choice of peers may lead to incorrect conclusions or stakeholder refusal to accept a study's results. For high-level performance comparisons, peers should have similar sizes, characteristics, and operating conditions. However, it should be noted that similarity is not the same as identical. Different peer groups may be needed for different types of comparisons.

According to Urban Councils Association of Zimbabwe, World Bank & Government of Zimbabwe, 2015, it is important to design the benchmarking study and identify the study's objectives before starting data collection. Performance should be measured relative to the council's goals and objectives. It is also important that common definitions of performance measures are used.A management champion is needed, first to support the initial performance-measurement and benchmarking effort, and then later to implement any changes that result from the process. Without such support, time and resources will be wasted as no changes will occur.Comparing trends, both internally and against peers. This helps in identifying whether particularly high or low performance was sustainable or a one-time event, which leads to better interpretation of the results of a benchmarking effort.

Councils should focus less on rankings in benchmarking exercises and more on using the information to stimulate questions and to identify ways they can adapt the best practices of others to their own activities. A we can learn from anyone attitude is helpful. It should not expect to be the best in all areas. It is important to consider the customer in any

benchmarking exercise. Water is a customer-service business, and service benchmarking should seek to identify ways to improve service performance and thereby improve access.

A long-term approach to performance measurement and benchmarking is more likely to be successful than a series of independent studies performed at irregular intervals. Even established benchmarking programs should be monitored and reviewed over time to make sure they remain relevant to an organization's objectives and current conditions (Government of Karnataka, 2010).

Benchmarking clusters are not easy to maintain as they require long-term commitments by the participating councils to contribute resources to the effort, to the benefit of all. At the same time, both private- and public-sector experiences indicate that the knowledge transfer benefits and the staff networking opportunities provided by a benchmarking cluster provide a valuable return on the council's investment.

2.4. The 5 "As" of Service Delivery

The theory of benchmarking will only have relevance if it can support the City of Harare in service delivery that meet all of the five indicators listed bellow.

i. Availability: Whether services are available in the first place.
ii. Adequacy: Whether there is an adequate and continued supply of available services.
iii. Accessibility: Whether the services are effectively available for utilization. Access measured in terms of utilization is dependent on the physical accessibility and acceptability of services and not merely adequacy of supply. This can also refer to the time to get necessary services for example water.

iv. Affordability: a system for financing services so people do not suffer financial hardship when using services.

v. Appropriateness: Services available must be relevant to the different parts of a population in terms of their needs and material and cultural settings if the population is to gain access to satisfactory health outcomes.

2.5. Effectiveness of the Service Level Benchmarking as a performance management tool

The objective of this study is to assess the effectiveness of the service level benchmarking as a performance management tool. It is necessary to examine benchmarking practices and associated literature under this section. The potential benefits of establishing this popular organizational improvement practice within a theoretical framework are significant. Benchmarking is emerging in leading-edge organisations as an information tool to support continuous improvement and to gain competitive advantage. Meanwhile, the effectiveness of benchmarking itself is a series of interrelated performance measures, which covers processes, strategies, and financial performance (Asrofah, 2010). In order to benchmark effectively, a local authority needs a strong strategic focus and some flexibility in achieving management's goals

2.6. Summary

In this chapter, the researcher gave a theoratical/conceptual framework. In the framework, the study explains the service level benchmarking as it was applied in the context of the Zimbabwe Government, Urban Councils Association of Zimbabwe and the World Bank. The conceptual framework is the one that guided the City of Harare in its implementation of the programme. However, in this chapter, the researcher also introduce the concept of

the service level benchmarking as understood and applyied in the regional government of Karnataka in India which defines service level bencmarking as a process of determining how efficiently and effectively services delivered by urban local authorities. The researcher also reviewed the way the concept of service level benchmarking was applied in the Scandinavian cities of Copenhagen, Oslo, Helsinki, Stockholm, Gothernburg and Malmo. It is through the long history of development cooperation of Zimbabwe and the Scandinavian countries that the researcher found it necessary to review how the service level benchm,arking was implemented with high degree of success. What is interesting to note is the fact that like in the Scandinavians, the SLB was implemented in Zimbabwe through a City Network that is the Urban Councils Association of Zimbabwe (UCAZ) and the Swedish Association of Local Authorities and Regions (SALAR). This chapter also explored the key success factors for a Service Level Bencmarking which include the need for the city to choose appropriate peeers for the peer review mechanism to work, need to agree on the primary objective of the service level benchmarking and the need for the council to focus less on the ranking in the benchmarking exercise.

CHAPTER 3 METHODOLOGY

3.0. Introduction

This chapter described the methodology used to achieve the stated Research Objectives whereby the study seeks to (a) Assess the effectiveness of the Service Level Benchmarking as a performance management tool in the City of Harare (b) Examine more efficient methods for improving performance management in municipal service delivery and (c) Develop a more effective method for improving performance management in municipal service delivery. The chapter presents the research tools and guides that help in achieving these stated objectives.

3.1. The Research Design

At the core of each scientific research there is a process of observation, rationalisation and validation. At the observation phase, the researcher observed the natural, social phenomenon and behavior that stimulated the carrying out of the research. In the rationalization phase the reasearcher made some logical conections and assumptions based on the observation and providing the theoretical framework for the study. At the validation phase, the researcher went on to test the theorectical assumptions through a process of data collection and analysis and modifying and extending the initial theoretical frameworks.

The research design was mixed methods which comprised qualitative and quantitative methods . The methodology of the research design involvedthe data collection process, the instrument development process and the sampling process. For the qualitative research design, data collection methods involved in-depth interviews using a semi-structured interview guide, focus group doscussions (FGDs) and participant observation. In-depth

interviews were carried out with the Mayor abd Town Clerk, Heads of Department in water, wastewater and solid waste. Focus group discussions (FGDs) were held with section heads in the water production and distribution department. The researcher also carried out participation observation in the SLB peer review process held in the city.

The quantitative research designused a questionnaireto collect data using a online survey. This generated numerical data that was transformed into statistics. It also quantified data on opinions, and, attitudes, from the sample population. . The online survey helped to reach out to a number of respondents at the same time thereby minimizing on the time taken visiting respondence with paper questionnaires. Qualitative data collection methods used were a face-to-face interview, telephone interviews and systematic observations.

3.2. Population

A population is a group of individuals that have the same characteristic(s). The key informants were divided into two, namely the supply side of service delivery, being the council management and the demand side of the service delivery being the users. The population size on the supply side included the 8 heads of department from Harare Water, Engineering Works, Health Services, Housing and Social Development, Chamber Secretary Finance and Human Capital Development. The population also included 50 division heads derived from the units of analysis identified and explained in the above section. The implementation of SLB is executed by the office of the 8 heads of department and some of the division heads. On the policy making side, the 46 ward councillors are also part of the population on the supply size of service delivery as they play the representative and oversight role for the rest of the citizens of the City of Harare. The total population size of the council management and policy makers is 104.

3.3. Sample

The sampling procedure for this study was non-probability and the selection of participants was based on the assumption that the targeted sample had adequate knowledge about issues that would help to answer the research questions. The other assumption was that the informants would be available making it convenient for the researcher to conduct the study with ease. The selection of the council management was done as they represented the top management of the Harare City Council under whose leadership the Service Level Benchmarking project done.. A total of 20 key informants were selected from key departments and divisions that are responsible for the delivering, monitoring and evaluation of the three benchmarked services of water supply, waste water and solid waste management. The sample of the service users was selected by occupation.

Table 4: The Research Sample

Council Management and Councillors (=16) **Gender**		**Position**
Town Clerk's Office	2	• Monitoring and Evaluation Officer(Female), • Information and Communication Technology (Male)
Engineering Works	2	• Director of Works (Male) • Workshop Manager (Male)
Harare Water	3	• Water Production Manager (male) • Water Distribution Manager (Female) • Waste Water Manager (Male)
Housing and Social Development	1	• Director of Housing & Community Services (Male)
Health Services	2	• Director of Health Services (Male) • Solid Waste Manager (Male)
Finance (Treasury)	1	• Director of Finance (Male)
Councillors	5	• Mayor (Male) • Committee Chairperson (1 female and three males
SERVICE USERS (21)by Occupation		
Civil Society	4	• Executive Diretor Harare Residents Trust (Male) • Programme Officer Water Alliance (male) • Secretary Zimbabwe United Residents Association (Male) • Executive Director CHRA (Female)
Youths	17	• 10 Males and 7 Female
TOTAL INFORMANTS	**37**	

The researcher appreciated that the 33 informants, 0.002% selected for the research cannot be said to be representative of the 2.6 million residence of Harare. However, given the time frame allowed for the study, there is a limitation of the study in as far as using the opinions and views of the users to draw far reaching conclusions based on this sample statistic. On the other hand, the information from the council management on the process and results of the implementation of the SLB in the City of Harare is lend credibility to

the study results since the information was given from both secondary and primary sources since the management staff were directly involved in the service level benchmarking.

Selection of the Case Study

The City of Harare was selected due to its proximity to the research. The City of Harare is the capital city and it is of significant, not only to its own residents but to the country as a whole. As a seat of government and a commercial capital of the country, the performance of the city in providing service delivery has an impact in the whole country and beyond.The city also home to the largest referral hospitals thereby attracting people from all over the country thereby making demand for the city infrastructure continue to increase. This entails a detailed study of the wider and local context factors influencing SLB, the processes of implementation at the local level and ensuing change resulting from the implementation process. Such a focus led to the adoption of an interpretive stance, which seeks to uncover truth by understanding the phenomena in the real-life context of service delivery. A case study approach was, therefore, used to describe the implementation of SLB in the City of Harare.

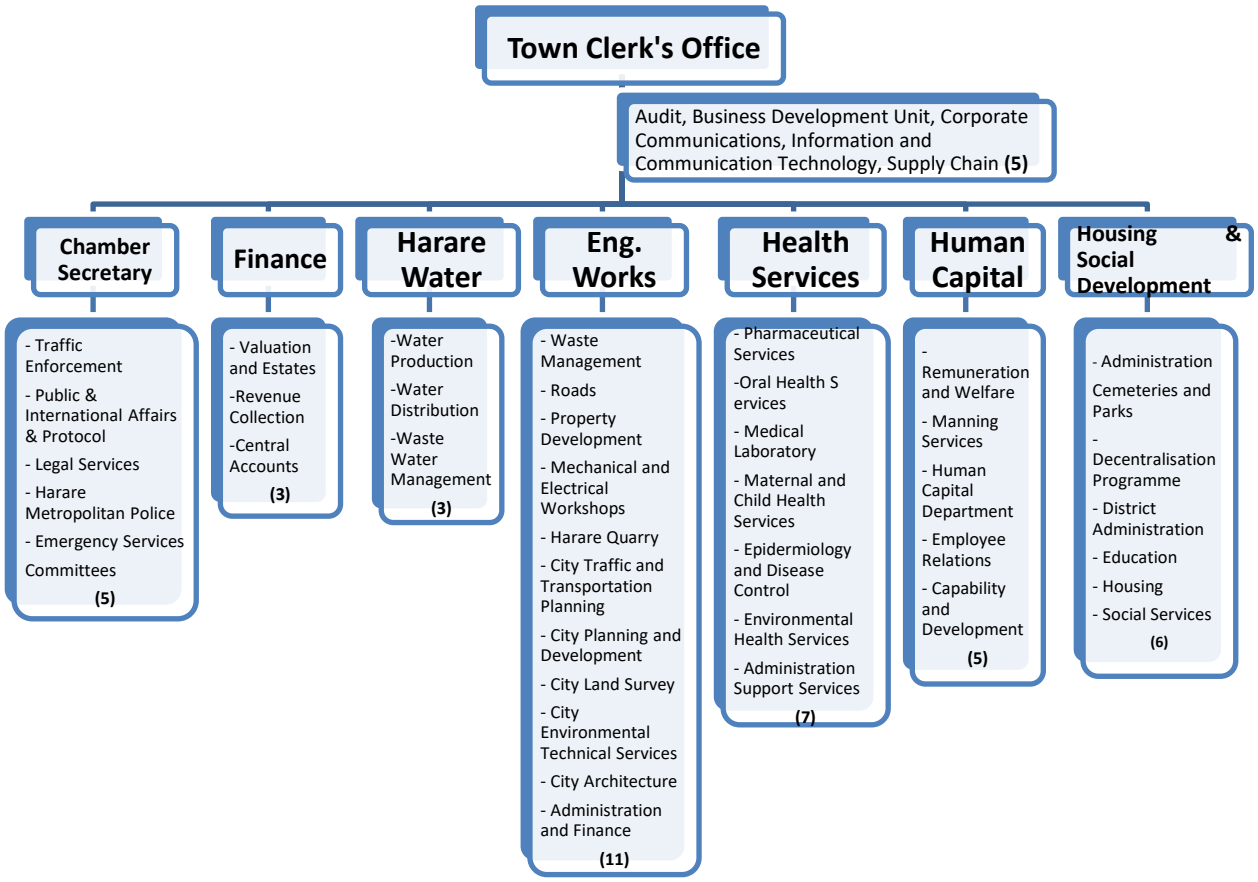
The sample targeted the heads of departments who were eight in total, in the city council and these included the department of the chief executive officer (the Town Clerk). Data collection involved interviews, observation, andarchival (content)data.Interviews were conducted with council officials as well as randomly selected residents. To select the residents, the researcher targeted customers that have been affected by the City Service provision. The targeted customers were visited at their business properties and residencesThe researcher also targetedone representative of the Combined Harare

Resident Associations (CHRA) in the interview sample because of their representation of the residents grouping.

The sub-units of analysis

While the case study of this study was on the City of Harare, sub-units of analysis were identified in this research. The service level benchmarking is being implemented across the different council departments and sections. The departments that were identified during the research include Town Clerk's Office, Chamber Secretary (Corporate Services), Finance (Treasury), Engineering Works, Harare Water, Health Services, Human Capital and Housing and Social Development.The Table 4 below show the units of analysis in the city of Harare, and it can be seen that there is a total of eight (8) departments in the city and a total of 50 divisions under those departments. The research acknowledges the existence and importance of all the 50 divisions. The fulcrum of the study is on the three service delivery namely Water Supply Management, Waste Water Management and Solid Waste Management. The provision of these services is directly managed and monitored by the departments of Harare Water, Engineering Works, Health Services and Housing and Social Development.

Table 5: Units of Analysis for the City of Harare



Source: *Adapted from City of Harare Organogram,(2018)*

The Town Clerk's Office plays an important role of monitoring and evaluation as well as providing leadership and strategic direction for the city to deliver on its mandate effectively and efficiently. Human Capital and Corporate Services are there for the administration functions required to ensure that the service delivery machinery is well oiled. The research focused on those departments and divisions that are directly responsible for the delivery of the benchmarked services and this also determined the sample sized from the population.

3.4. Data Collection Instruments

Data Sources

Data collection was done through both secondary and primary sources. Primary data sources included key informants for the City of Harare SLB. The full profile of key informants is shown in Table 5 above. Secondary data sources mainly covered publications, technical SLB documents (Urban Councils Association of Zimbabwe & Government of Zimbabwe, 2016), and City annual reports. Valuable insight was also gained from the analysis of research studies on the City of Harare. Secondary data covered different sources and provided an essential preparation for the interviews. Secondary data helped to cross-check official information, learn about major events, technical details, historical decisions and main actors, players and roles in SLB. They also supported the exploring of particular responses during interviews.

Instrument on the Causes of Poor Service Delivery (Appendix 1)

The objective of this data collection instrument was to determine the causes of poor service delivery, so as to give an insight into whether SLB in its form and purpose can significantly improve service delivery in the city.The first question in the instruments addressed the role of councillors as policy makers and monitors of service delivery in the city. The next question addressed the issue of corruption, a topical issue in service delivery and governance discourse. This question was addressed since the researcher noted that the issue of corruption was in no way addressed in the SLB process. The third question addressed the issue of citizen participation in service delivery. The researcher then went on to analyse the extent to which citizen participation is addressed in SLB and the extent

of performance of the city in promoting citizen participation.The forth question in the tool addresses the extent and role of administrative leadership in service delivery. This question is not covered in any of the SLB indicators and will help unpack the research question on whether SLB is and effective management tool. The other questions raised in the data collection instruments are on whether poor documentation is a cause of poor service delivery, lack of accountability and transparency cause poor service delivery, "Poor utilization of collected revenue causing poor service delivery, lack of finance or poor revenue base cause poor service delivery, understaffing causing poor service delivery?" "Lack of skilled workers causing poor service delivery.. As these questions help in unpacking and understanding the causes of poor service delivery in the City, it helped the researcher to answer the question on how to improve service delivery performance in the city as well as coming up with a more effective performance management system that would improve service delivery in the city.

The data collection instrument is attached as Appendix 1, page 69. The questionnaire was put on an online survey tool at SurveyMonkey.com and used to collect the data from city council service users with very successful results.

Performance of the City of Harare 2013 – 2017

The research analyzed the performance of the City of Harare based on the agreed performance indicators. In this data collection instrument, the researcher collected data on the City performance on the agreed indicators that are compared over the period of time 2013 to 2017. This helped to determine if the SLB has helped the City in identifying its own performance gaps and then improve them.

The questionnaire on the performance of the City of Harare from 2013 to 2017 was completed using information from the relevant city heads of departments or division heads. The first section which is on "Water Supply Indicators" was completed by the Harare Water division heads of the Water Production based at Morton Jeffrey. The section on Waste Water Management was completed by the head of division of Waste Water Management while the section of the questionnaire on Solid Waste Management was completed by the head of division of Waste Management under the Works Department.

3.5. Semi-Structured Interviews

The semi-structured interviews were held with the City of Harare Mayor Councilor Herbert Gomba. An appointment was made with the mayor and was held in the Mayor's parlor at Town House.The interview enabled the researcher to get an insight into the policy makers perspective on SLB. The Mayor and his team of councilors had just assumed office after winning the July 2018 elections. Another semi-structured interview was held with the City of Harare Town Clerk, Engineer Hosiah Chisango at his office at Town House. The researcher chose the Town Clerk as a key informant because he is the Chief Executive and the Accounting Officer, accountable to council for the performance of the city in as far as service delivery is concerned. The researcher did not find any problem(s) in getting appointments with the Mayor and Town Clerks for the interviews. The interview meetings with the Mayor and Town Clerks took 30 minutes each after which they signed off the letter of consent from the AU.

3.6. Participatory Observation

The researcher undertook participatory observation as he had the opportunity to participate in the City of Harare 2018 SLB Peer review field visits which involved a visit

to service delivery installations. The participatory observation helped the researcher to see and experience the process of the SLB in action thereby understanding and appreciating the role of peers in the process. The researcher visited the Pomona Solid Waste Dumpsite, Morton Jeffery Water Treatment Plant and the Fierle Sewage Treatment Plant. The City of Harare SLB peer review was held from 11 to 13 March 2019 and the peer local authorities that were present are Redcliff Municipality (Town Clerk), Kariba Municipality (Treasurer), Chegutu Municipality (Housing Officer), Victoria Falls Municipality (Chamber Secretary), Bindura Municipality (Engineer) and City of Masvingo (Health Officer).The peer review field visits were guided tours of the service delivery installations where the head of department or the division had would explain the process at the "dump-site", the water treatment plant or the sewage treatment plant.The researcher also had the opportunity to interact with the members from the peer review team.

3.7. Focus Group Discussions

The key informants were chosen for their relevance to the conceptual questions rather than their representativeness. The researcher conducted focus group discussions with the group of 4 councilors who included the chairpersons of, Finance Committee, Environmental Committee, Works and Planning Committee and Human Resources Committee. The group helped to allow for the informants to provide data that is immediately checked by their colleagues thereby minimizing on bias. The councilors focus of discussion was on the "causes of poor service delivery" in the City of Harare and the questions are as outlined in the data collection instrument described in section 3.3.2 above. The researcher also held a group discussion with the members of council departments that are listed in table 5 above. This group discussion was used to verify and validate the data that the researcher

had obtained from the secondary data such as the 2013 to 2017 SLB Peer review reports. However, the validation of the data was limited in some cases because some of the division or department heads had joined the City after 2013 and some were in an acting capacity. The focus group discussion proved to be very helpful in that it allowed for the researcher to follow up on responses given by the informants on the performance of the City of Harare in service delivery.The focus group discussions also helped not only in data collection but also in preliminary analysis of secondary through validation of the data collected.

3.8. Secondary Data Collection

The researcher was guided by the theoretical framework, outlined in Chapter 2 of this report and the research questions in Chapter 1.The data has been located within the SLB peer review reports for the City of Harare for the period 2013 to 2017 and also from other project reports. The secondary data sources were used to collect data to populate the data table that is described in section 3.3.3 above.The analysis of secondary data enabled the researcher to follow the trends in service delivery based on the agreed performance indicators in water supply, waste water and solid waste management. The identified trends helped in answering the key research questions of this study.

3.9. Questionnaire

The data collection questionnaire was used to collect primary data on the real and perceived causes of poor service delivery. The researcher used a Likert Scale, as designed by Rensis Likert, a very popular rating scale for measuring ordinary data in social science research. The researcher used Likert items which are simply-worded statements to which respondents can indicate their extent of agreement or disagreement on a five point scale

ranging from “strongly agree” to “disagree strongly” The data then helped the researcher in drawing conclusions on where SLB is in any way related to the level of service delivery in the City. The questionnaire also helped to isolate the other factors that need to be addressed in order for a performance management system such as SLB can have an impact on service delivery.

The researcher used the questionnaire as a guide to the semi-structured interview. By so doing, the researcher would get the response from the respondents and then make a follow up question. This was done with the interviews with the key informants such as the mayor, the town clerks and in the focus group discussions. Some of the respondents such as the service users, the questionnaire was mailed by hand and by email. All those mailed by hand had a 100% return while those by email had a 50% return. The questionnaire for students was distributed on an online tool on Survey Monkey and it had a 85% return rate. The advantage of the online tool was that it also went on to do a data analysis and was able to produce graphs depicting the result of the survey. The targeted students from Harare Polytechnical College and the University of Zimbabwe were chosen as a representation of the youths and the use of an online tool was appealing to the students who are the highest user of internet based tools and resource for research.

3.10. Analysis and Organization of Data

The data analysis was based on the research questions and the research design selected for this study. In this section, the researcher specifies the procedures for reducing and coding the data. The researchers addressed the three research questions and went on to unpack it in the light of the data that is at hand. The data from interviews conducted is presented in descriptive narrative indication and some quotes were included together with the name

date and place of the interview. The data from questioners is presented in the form of bar charts. The charts were constructed using Microsoft excel which has very flexible and efficient analytic capabilities. The researcher was also able to use the same analystical tool to compute the most common and effective measure of central tendency namely the average, which was used to analyse trends in service delivery over the five year period.The advantages of the bar charts is that it show each data category in a frequency distribution, display relative numbers or proportions of multiple categories and summarize a large data set in visual form. It has also helped to clarify trends better than tables and allows for estimate of key values at a glance. Importantly the bar charts and graphs permit a visual check of the accuracy and reasonableness of the data collected.

3.11. Ethical Consideration

The researcher recognized, and stressed, the comprehensive application of the principle of research ethics in the study, and all areas of the research design. As a method of investigation in the search for knowledge, and the application of knowledge, research was guided by a set of globally recognized research ethics principles (Africa University, 2014). The researcher was committed to protecting the rights, dignity, health, safety and privacy of members of thecommunity who will participate in the research study. The researcher got the written express consent of the research participants

3.12. Summary

In this chapter the theoretical and philosophical assumptions underlying the research methodology in the SLB field were reviewed. In addition, a discussion of the research design for this study was made. In summary this chapter has explained the epistemological and ontological assumptions of the study, the research techniques used which included in-

depth interviews using semi-structured interview guide, focus group discussions, questionnaire and secondary document analysis.

CHAPTER 4: DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.0 Introduction

This chapter presents the data gathered, the results of the statistical analysis done and interpretation of findings. These are presented in tables following the sequence of the specific research questions regarding the implementation of the Service Level Benchmarking (SLB) for the improvement of service delivery in urban local authorities (ULAs).The discussion that follows describes the service level benchmarking that the City of Harare participated in between 2013 and 2017, and analyses the impact in terms of actions and performance on the city level.The field data collection has interrogated those parameters that can be measured either from a utility manager's, planner's, policy maker's, civil society organisations' and from a citizen's or consumer's perspective.

4.1 Is Service Level Benchmarking effective as a performance management tool in City of Harare?

The researcher posed the question to the council officials who have been involved directly in the implementation of the service level benchmarking. The Town Clerk of the City and the heads of the relevant departments of Water, Waste Water and Solid Waste Management gave their gave their response based on their experience in the implementation of SLB peer review over the five-year period.The researcher made an analysis of each performance indicator from 2013 to 2017. For each indicator, the researcher also calculated the average performance which was also compared with the

international benchmarks for each service delivery indicator. This sections below present the findings and results on the effectiveness of SLB in managing service delivery performance in the City of Harare, in the areas of water supply, waste water and solid waste management.

The researcher held an interview with the Principal Information and Communication Officer, officer who also serve as the SLB focal person for the City of Harare. The role of the focal person is to track performance targets against the agreed indicators in water supply, waste water and solid waste management. The researcher asked the officer about the importance of the service level berchmarking in the city management system and it was explained that the service level benchmarks have since become the performance target for the City of Harare. On whether the SLB has been effective as a management tool, the officer explained that the SLB as a tool,has helped the City in gathering accurate data about service delivery thereby helping them measure performance. He farther explained that before SLB, the City Managers were “almost shooting targets in the dark” because they did not have any benchmarks with which to compare their service delivery performance. Through SLB, the City has come up with a performance improvement plan which has helped in prioritizing service delivery investment (Mundaka, 2018) According to interview, SLB as a tool for data gathering was missing in terms of putting service delivery performance at the center of the management decision making. Over the five-year period, data was getting more and more accurate while performance was not.

4.2 Water Supply (WS) Service Performance Indicators

The indicator values from Table 4 below show ten (10) water supply indicators and the City performance over the five-year period. The 5-year average is also indicated in the last column of the table.

Table 6: City of Harare 2013 - 2017 Water Supply Indicators trends against the agreed benchmarks

Indicator	Benchmark	2013	2014	2015	2016	2017	Average
Property level coverage of direct water supply	100	193,5	86.6	78	72	73.2	100.7
Per capita supply of water	150 L/cap	259	237	287	206	210.1	239.5
Extent of metering of water connections	100	79	75.5	81	86	75.8	79.46
Extent of non-revenue water (NRW)	25	63	56.4	61	55	60.7	59.2
Continuity of water supply	24	17	17	18	15	16	16.6
Quality of water supplied	100	96	97.3	89.8	88.4	86.5	91.6
Efficiency in satisfactory response/reaction to customer complaints	80	39	43	55	70	42.2	49.8
Operating cost recovery in water supply services	150	123	113.3	136	117	89.9	115.8
Efficiency in collection of water supply-related charges	75	35	43.9	38.1	45.3	68.7	46.2
Maintenance Coverage ratio	20		0.4	0	0	0.3	0.1

The average as a statistic give an overall indication of the City performance against the international benchmarks for the performance indicators. The Head of Harare Water

indicated that 8 out of the 10 indicators were below the international benchmarks as shown in the Table 6 above. Where the average is below the benchmark, it indicated a performance deficiency and it calls for management to come up with a performance improvement plan. On the other hand, an average that is above the benchmark would raise a question that the researcher discussed with the council management in the focus group. On the per capita supply of water, the trend tale above shows that the city is supplying on average 240 L/cap (liters per person per day). This suggest that the city is producing and supply adequate water per capita. This was highly disputed by members from Civil Society Organisations especially Water Alliance, who indicated that the per capita supply of water was “far below the 150L/cap benchmark” (Interview with Programme Manager, Water Alliance).

Figure 3 below illustrate the Water Supply Indicators trends for 2013 to 2017.

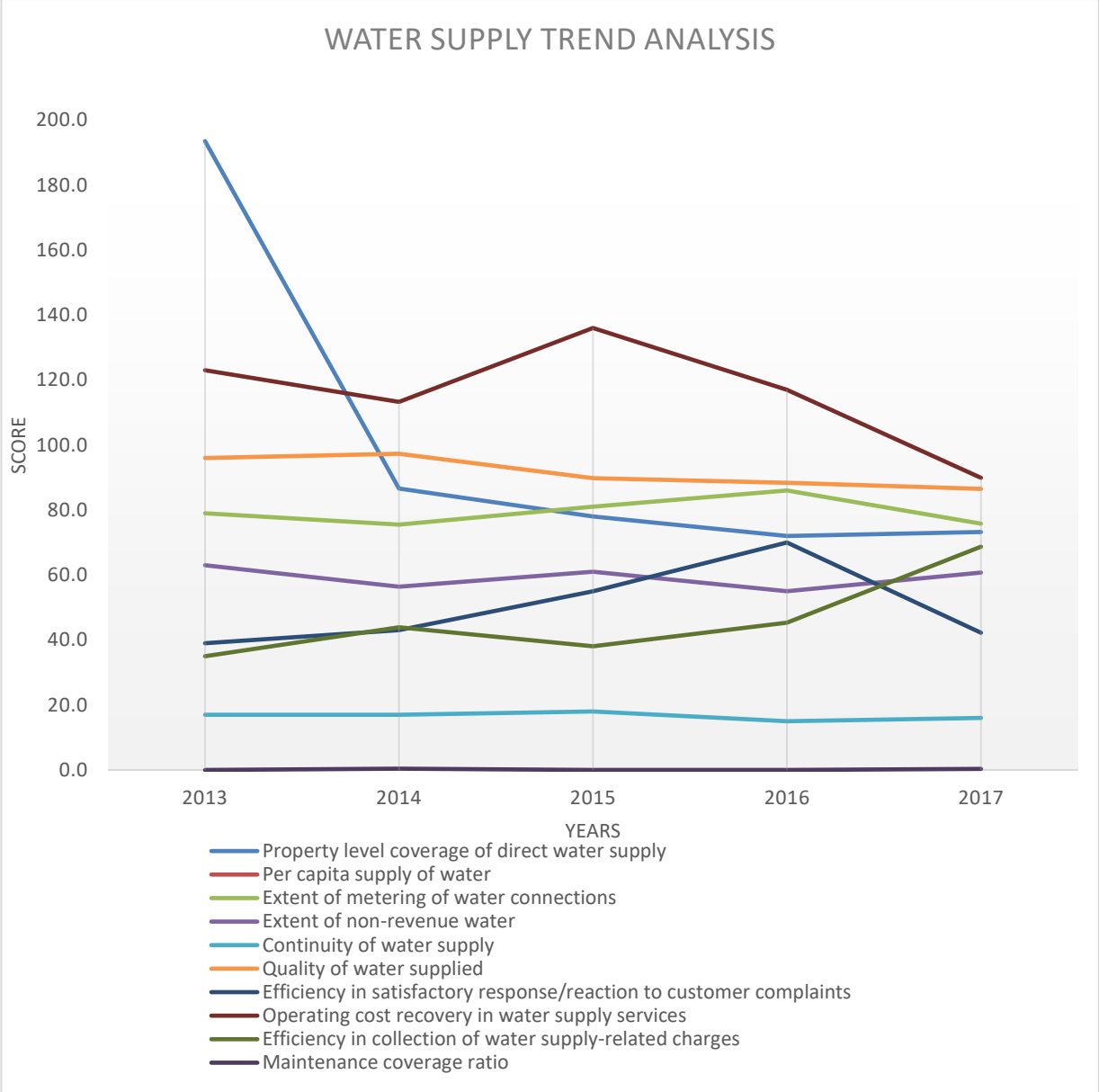


Figure 3:City of Harare Trends for Water Supply Indicators 2013 - 2017.

The researcher discussed with Engineer Chawatama the data trends shown in Figure 2 above and the indicators were explained. The engineer explained the challenges that the City of of Harare experienced as it was implementing Service Level Benchmarking. The challenges were explained under each of the indicators on water supply as shown below.

Property level coverage of direct water supply

The engineer responsible for water production explained that the average indicator value for the property level coverage of direct water supply is 100.7%. This is slightly, above the international benchmark for 100%, which is also the agreed Zimbabwean benchmark for the 32 Urban Local Authorities over the 5-year period. The figure on property stock supplied for was questionable and it indicate that the City does not have a robust mechanism for keeping track for property numbers in the service area. However, the City of Harare has a customer database which is used for revenue collection but does not have a Geographical Information System (GIS) technique to assist in management the City's property stock. The key findings for this indicator are that apart from the year 2013, the performance was below the agreed benchmark, most new developments are not connected to water supply e.g. Garikai Settlement and that property stock update is not done periodically.

When there is no direct water connection to properties, residents resort to shallow wells (unprotected and protected), public standpipes and communal boreholes with doubt of disinfection before domestic use of the water.

Per capita supply of water

Based on the interview with the water production engineer, it was revealed that the indicator refers to total water supplied to consumers expressed by population served per day.This is normally water supply to the domestic distribution system and the respective population served. In this case, the city did not have zonal or sectional meters and residential areas are also containing a sizeable number of institutional, industrial and

commercial properties. As a result, the per capita figure was defined by the water supplied to the distribution system.

The average of 239.5 L/cap per day is higher than the international best practice figure of 135 L/cap per day and the Zimbabwean set benchmark of 150 L/cap per day. The average figure is suspicious because it is rare for water supply to be continuous in a 24-hour period. It is possible that there is a general overestimate of pumping hours/volumes where there are no functional bulk meters. This could also over-estimate the extent of non-revenue water.

Based on the interview with the water production manager, some key findings on this indicator are that the average per capita supply of water is above international and local benchmarking, about 50% of bulk water meters were not working and pumping of clear or raw water was affected by frequent power cuts.

Extent of metering of water connection

This indicator shows the total number of functional metered water connections expressed as a percentage of the total number of water supply connections.The average extent of metering of water connection over the 5-year period was 79.5% which is below the 100% benchmark. Those non-metered connections came from public standpipes and consumptions which is authorized but not billed such as public toilets, market places, staff houses and council premises. The other findings on this indicator are that there was no updated database on functional and nonfunctional meters and 50% of meters, totalling 148822 units, at consumer end not working at all. According to the water production

manager, there number of broken down meters lead to leakage of revenue as there will be inaccurate billing of water.

Extent of Non-Revenue Water (NRW)

According to information from the Revenue Collection Manager, there is a difference between the total water produced and the total water billed sold. When expressed as a percentade, it is what is refered to as non-revenue water..Average non-revenue water of 60% over the 5-year period is way too much above the international benchmark of 25%. Data accuracy was affected by estimation due to non-functional meters. The Revenue Collection Manager indicated that “technical losses” (e.g leaks), “apparent losses” (e.g billing errors, illegal connections, meter by-pass) and “unbilled users (e.g institutions, municipal buildings and council housings).

Continuity of Water Supply

This indicator looks at the average number of hours of pressurized water supply per day and water pressure should be equal to or more than a head of 10m at the ferrule point/ meter point for the connection. The international and local benchmark is 24 hours. Based on the interview with the water production manager, the average continuity of water supply is 16 hours for the City of Harare, that is for the 5-year period. However, in separate interviews with representatives of Harare Resident Trust, it was revealed that some areas of the City of Harare have not been receiving water at all for a long time due to elevation differences e.g. Greendale, Mabvuku, Tafara, Ruwa, Letombo, Chisipiti and some surrounding areas.

Quality of Water Supplied

Based on the interview with the water production manager, the quality of water supplied is measured as the percentage of water samples that meet or exceed the specified potable water standards, as defined by the WHO Guidelines and the Standards Association of Zimbabwe.The average quality of water for the 5-year period is 92% which is below the international and local benchmarking of 100%. The trend shows that the quality of water supplied for the city is decreasing from 96% (2013) and 97% (2014) to 86% (2017). However, what is more important is not just the figure, but the kind of tests that are contributing to the figure. Testing of water must done on all parameters at the water treatment plant and at selected distribution points. Water testes are done through jar tests in the laboratory at the water treatment plan as well as off site laborator such as the Government Laboratory or any other independent laboratory.

Efficiency in Satisfactory response/reaction to customer complaints

Based on the interview with the water distribution manager, the efficiency in satisfactory response/reaction to customer complaints refers to the total number of water supply-related complaints redressed within 24 hours of receipt of complaints as a percentage of the total number of water supply-related complaints received in the given time.The average efficiency in satisfactory response to customers complaints is 50% which is below the agreed international benchmark which is 80%. In some cases, the residence does not know where to direct their complaints. The city does not have a robust complaint handling mechanism

Operating cost recovery in water supply services

This is the total operation revenues expressed as a percentage of the total operation expenses incurred in the corresponding time period.The average cost recovery of 160 was below the benchmarking of 150 and there is a remarkable downward trend over the 5-year period (see figure 3 below). This means that the city was not recovering cost to enable it to provide water efficiently. It was also found that the transfer of the water provision to ZINWA in 2005 and the abrupt handing over back in 2009 negatively affected the City's capacity to produce and supply water in an economical way.

Efficiency in collecting of water supply-related charges

This indicator refer to the current year revenues collected, expressed as a percentage of the total operating revenues for the corresponding time period.The average collection efficiency level of 46% is way below the agreed benchmark of 75%. The researcher found that there has been consumer resistance to pay for water services because of poor quality of services. The city has had arrears that have accumulated over years making it difficult to age debtors. However, the performance trend in figure 3 below show that there has been a rise in the efficiency collection level. This has been found to be a result of the engagement of debt collectors by the city management officials.

Maintenance Covering ratio

In the interview with the researcher, the Head of Water Supply indicated that SLB has proved to be a useful management tool for the City of Harare managers. The availability of accurate information has since made it possible for the city to set target for improving service delivery.

This refer to the current year maintenance expenses, expressed as a percentage of the total annual water supply expenses. It was found that there is minimal to no maintenance in the city leading to regular and costly breakdowns and repairs. Critical infrastructure is in a state of disrepair.

4.3 Waste Water Management (WWM) Findings

The data in the table below was provided by the head of the waste water management in an interview with the researcher. From the interview, the council manager indicated that the SLB had helped in identifying the gaps in service delivery and how far the city is from international and national benchmarks.

The head of the Waste Water Management Section indicated that 21% of the city has no access to toilets and they may be resorting to open defaecating (OD) which also poses health hazards to the community. He also indicated that the coverage of sewerage network services of 67% is below the benchmark of 80% which means that 33% of the city does not have access to sewerage network services. On probing the researcher found out that some of the properties (20% of the 67%) where connected to septic tanks.

Table 7: Waste Water Management Performance Indicators for the City of Harare

Indicator	Benchmark	2013	2014	2015	2016	2017	Average
Coverage of toilets	100	82.0	82.0	88.0	72.0	70.0	79
Coverage of sewerage network services	66/80	70.0	66.5	73.5	62.7	60.7	67
Efficiency in collection of sewage	95	110.0	153.1	161.1	144.5	140.7	142
Adequacy of capacity for treatment of sewage	100	141.0	161.9	163.0	173.3	155.8	159
Quality of sewage treatment	100	49.0	0.0	21.0	1.9	1.5	15
Extent of recycling or reuse of sewage	10	32.0	34.7	14.0	0.0	36.3	23
Efficiency in satisfactory response/reaction to customer complaints	80	100.0	88.8	93.0	70.0	70.2	84
Efficiency of cost recovery in sewage management	150	170.0	148.7	198.0	179.0	121.4	163
Efficiency in collection of sewage charges	75	53.0	31.6	48.0	33.0	0.3	33
Maintenance Coverage ratio	15	100.0	0.5	0.4	0.6	0.3	20

The data provided by the City waste water manager show that 41% of waste water is accounted for and this means that 59% is lost before it reaches the sewer treatment plant.

The performance trend shows that the satisfactory response to complaints has been going down from 2013 (100%) to 2016 (70%) with a marginal increase in 2017 (70.2%).

However, the average performance is 84% which is higher than the agreed Zimbabwean benchmark of 80% but shy of the international benchmark of 100%. The research has found that there has been little focus given to the handling of customer complaints, in some cases, residents do not know where to direct complaints and there has been no segregated recording of customer complaints. This means that some customer complaints go unreported and those that are reported only 84% of them are redressed. The residents representatives (civil society, resident association) that were interviewed also indicated that the City was not prompt in addressing their sewerage complaints especially when there is a burst pipe.

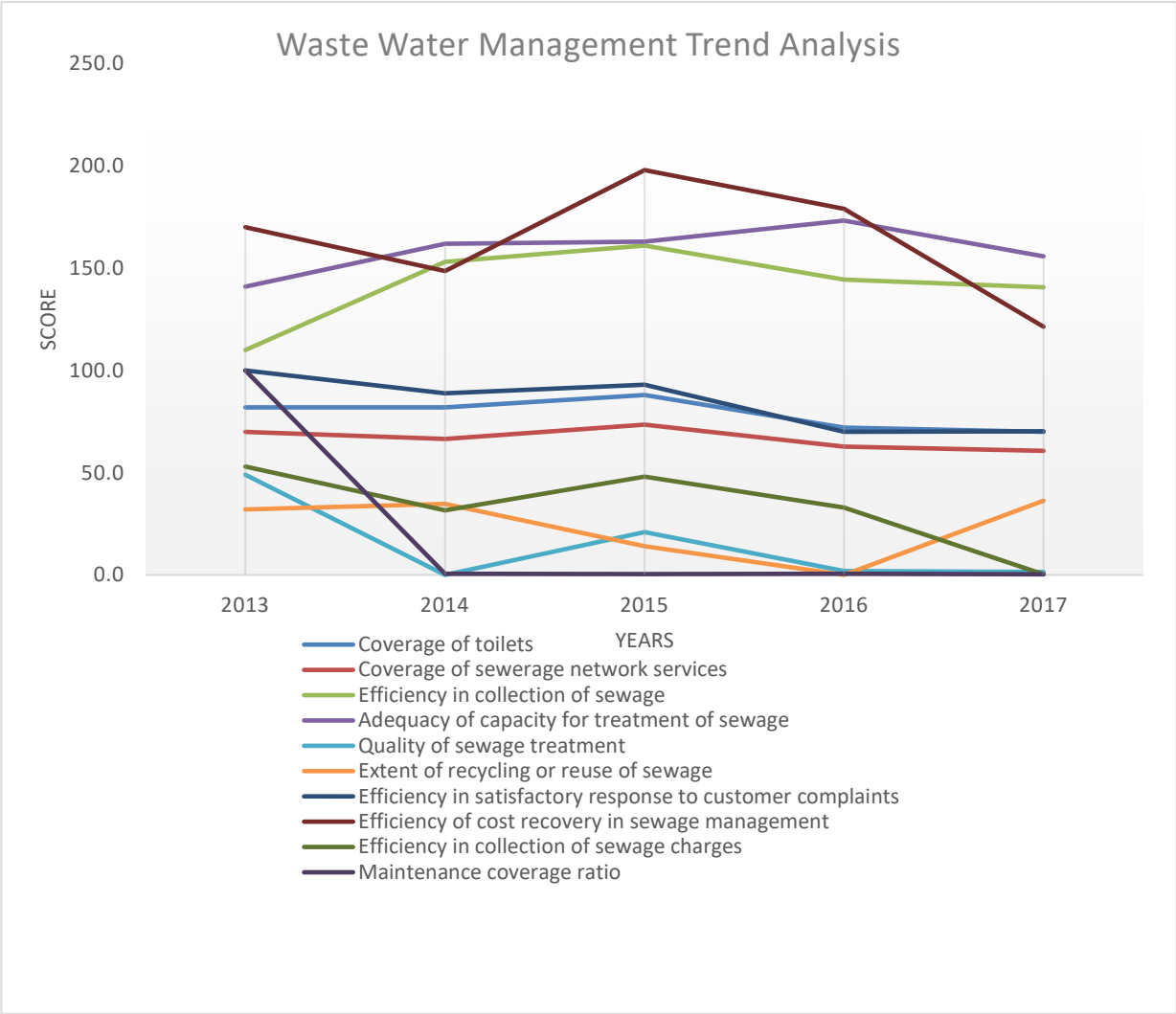


Figure 4: Waste Water Performance Indicators Trends for City of Harare 2013 – 2017

Coverage of Toilets

The head of the Waste Water Management Section explained that this indicator denotes the extend to which citizens have access to a toilet whether individually or communally) in the City.It was found that newly developed properties are not connected to toilets due to parallel development. The actual number of functional toilets is not known and some areas are using pit latrines. The average coverage of toilets of 79% for the 5 year period

is way below the international benchmarking of 100%. This means that 21% of the city has no access to toilets and they may be resorting to open defaecating (OD) which also poses health hazards to the community.

Coverage of Sewerage Network Services

The head of the Waste Water Management Section explained that the coverage represents the extent to which the underground sewerage (or sewage collection network) has reached out to individual properties in the city. Some key findings under this indicator is that there is a proliferation of on-site sewerage systems such as septic tanks which are widely used in the city. The performance of the City in this indicator is greatly affected by the growth of peri urban settlements. According to the data made available to the reseaecher, the average coverage of sewerage network services of 67% is below the benchmark of 80% which means that 33% of the city does not have access to sewerage network services. This shows that service level benchmarking as a management tool has been effective in helping the manager of waste water to adentify the gap in service delivery. According to the waste wates section manager, they he has been able to come up with a performance improvement plan to fill the service delivery gap, thanks to the SLB.

Efficiency in Collection of Sewage

In interview with the researcher, the head of the Waste Water Management Section explained that this performance indicator measures the quantum of wastewater that is collected as a percentage of normative sewage generation in the City. The average indicate that the city is collecting over and above the benchmark of 95%. The researcher sought esplanation from the supervisor of the waste water section, the Head of the Engineer

Worsks. The Engineering Head explained that this is more an indication of inaccurate data of the collected sewage. The Head of Engineering works explained that there are no functional flow meters to measure waste water. There is also some indirect discharge of sewerage into water bodies. He also explained that the SLB has been important as a management tool as it has helped him in identifying the mechanical breakdowns and deficiencies which need to be planed as a service performance improvement.

Adequacy capacity for treatment of sewage

Based of the interview with the waste water manager, it was revealed that adequacy of sewage treatment is expressed as the Environmental Management Agency (EMA) effluence standards blue category or secondary treatment (that is, removing oxygen demand as well as solids, normally biological) capacity available as a percentage of normative wastewater generation, for the same time period. The benchmark for adequacy of capacity for sewage treatment is 100%, and the research found out from the data that the average for the city over the five-year period is 159%. There is no plant design records available which reflect on the lack or little technical knowledge of waste water treatment system in the city. Most of thata is based on estimates especially considering that the average extent of non-revenue water is 59% (see Table 4 above). This mones that only 41% of water is accounted as “Total water consumed or billed” in the formula above hence the inflated capacity of 159%.

Quality of Sewage treatment

The quality of sewage treatment indicator refers to the percentage of wastewater samples that pass the specified secondary treatment standards. The average quality of sewage

treatment in the city is 15% and the benchmark is 100%. This means that there is very little monitoring of the quality of sewage that is being done and the city's sewage treatment system is discharging raw sewage into the environment, thereby polluting the water sources for the city.

Extent of Recycling or reuse of sewage

The research findings showed that the percentage of wastewater received at the sewage treatment plant that is recycled or reused after appropriate treatment for various purposes. The international benchmarking for sewage recycle is 20% but the Zimbabwean benchmark agreed during the 5 year period is 10%. The research found that the City of Harare performance is 23%. This is because the City uses its effluent from its Crowbrough sewage treatment works to irrigate pastures in its cattle farms nearby. However, the cattle farmland has been encroached by residential settlement like the Crowbrough, Granary and Glen Eagles High Density suburbs.

Efficiency in satisfactory response/reaction to customer complaints

This performance indicator is expressed through the total number of sewage related complaints redressed within 24 hours receipt of complaints expressed as a percentage of the total number of sewage related complaints received in the given time period. The performance trend shows that the satisfactory response to complaints has been going down from 2013 (100%) to 2016 (70%) with a marginal increase in 2017 (70.2%). However, the average performance is 84% which is higher than the agreed Zimbabwean benchmark of 80% but shy of the international benchmark of 100%. The research has found that there has been little focus given to the handling of customer complaints, in some cases, residents

do not know where to direct complaints and there has been no segregated recording of customer complaints. This means that some customer complaints go unreported and those that are reported only 84% of them are redressed.

Efficiency in cost recovery in sewage management

The research findings showed that the extent of cost recovery and it is expressed as waste water revenues as a percentage of waste water expenses, for the corresponding time period, usually a year. The performance of 160% is above the benchmark of 150%, this means there is scope for re-inventing into waste water infrastructure. However, the research found that there is no ring-fencing of waste water revenues to ensure that there is re-investment into expansion of sewage treatment capacity.

Efficiency in collection of sewage charges

The efficiency in collection of sewage charges indicator is defined as current year revenues collected expressed as a percentage of the total operating revenues, for the corresponding time period. The researcher found that the collection of sewage charges is 33% which is far below the benchmark of 75%. This means that although there is a recorded high efficiency in cost recovery, the actual collection of the revenue is very low, and this can explain the low investment in sewage treatment works.

Maintenance coverage ratio

The maintainance coverage ratioindicator is defined as current year maintenance expenses, expressed as a percentage of total annual waste water management expenses. The maintenance ratio is very low and it appears there is no systematic maintenance

scheduled for sewage infrastructure. The researcher found that critical infrastructure is in a state of disrepair and needs replacement. The low maintenance ratio explains the high cost of repairs.

Overview of wastewater management performance indicators

The research findings show thatwaste water management performance indicator peaked in the year 2015 and then declined in the other years. This decline can be explained in terms of the economic decline being experienced in the country. It can also be explained in terms of lack of stability in the management at the city at the highest level since it is the time that the city has been operating without a substantive town clerk and other heads of departments.

4.4 Solid Waste Management

The researcher held an interview with the managers of the environmental technical services and the manager for the environmental health services. The Reacher observed that the two managers are under to distinct departments of council. The data in the table below shows the performance indicators for the solid waste management data given by the environmental health services manager.

The average coverage of SWM services through curbside collection of waste was 68%, against the international benchmark figure of 100%. The research found that refuse collection is done mainly once a week and, in some areas, especially those in the peri urban areas there is no collection at all, for example areas such as Charlotte Brooke, Rydale Ridge and Granary Park which fall under rural district councils areas (Goromonzi and Zvimba).

Table 8:Performance Indicators for Solid Waste Management for City of Harare, 2013 - 2017

Indicator	**Benchmark**	***2013***	***2014***	***2015***	***2016***	***2017***	***Average***
Coverage of SWM services through kerbside collection of waste	100	71.0	79.8	76.0	68.0	68.1	72.6
Efficiency of collection of municipal solid waste	100	87.4	73.8	75.6	77.9	61.2	75.2
Extent of recovery of municipal solid waste collected	20	2.3	5.2	9.3	0.0	12.5	5.9
Extent of scientific disposal of waste at landfill sites	100	0.0	0.0	0.0	0.0	0.0	0.0
Efficiency in satisfactory response/reaction to customer complaints	80	78.1	75.7	75.0	90.0	85.2	80.8
Efficiency of cost recovery in SWM services	100	228.7	215.1	261.4	291.1	250.7	249.4
Efficiency in collection of SWM charges	75	67.0	32.7	43.0	59.0	50.1	50.4
Maintenance Coverage ratio	20	5.2	3.6	10.0	7.0	7.6	6.7
Coverage of receptacles	100	71.7	79.8	76.3	68.0	68.1	72.8

The environmental health manager indicated that the city does not have a scientific disposal of waste in the form of a landfill meeting internationally acceptable standards.

The researcher found that there is no survey done on solid waste generation rates/day and there has been no database on the tonnage of solid waste collected. It was also found that

uncollected waste is often dumped near houses and on open spaces by the residence. This has been one of the major causes for the proliferation of water borne diseases

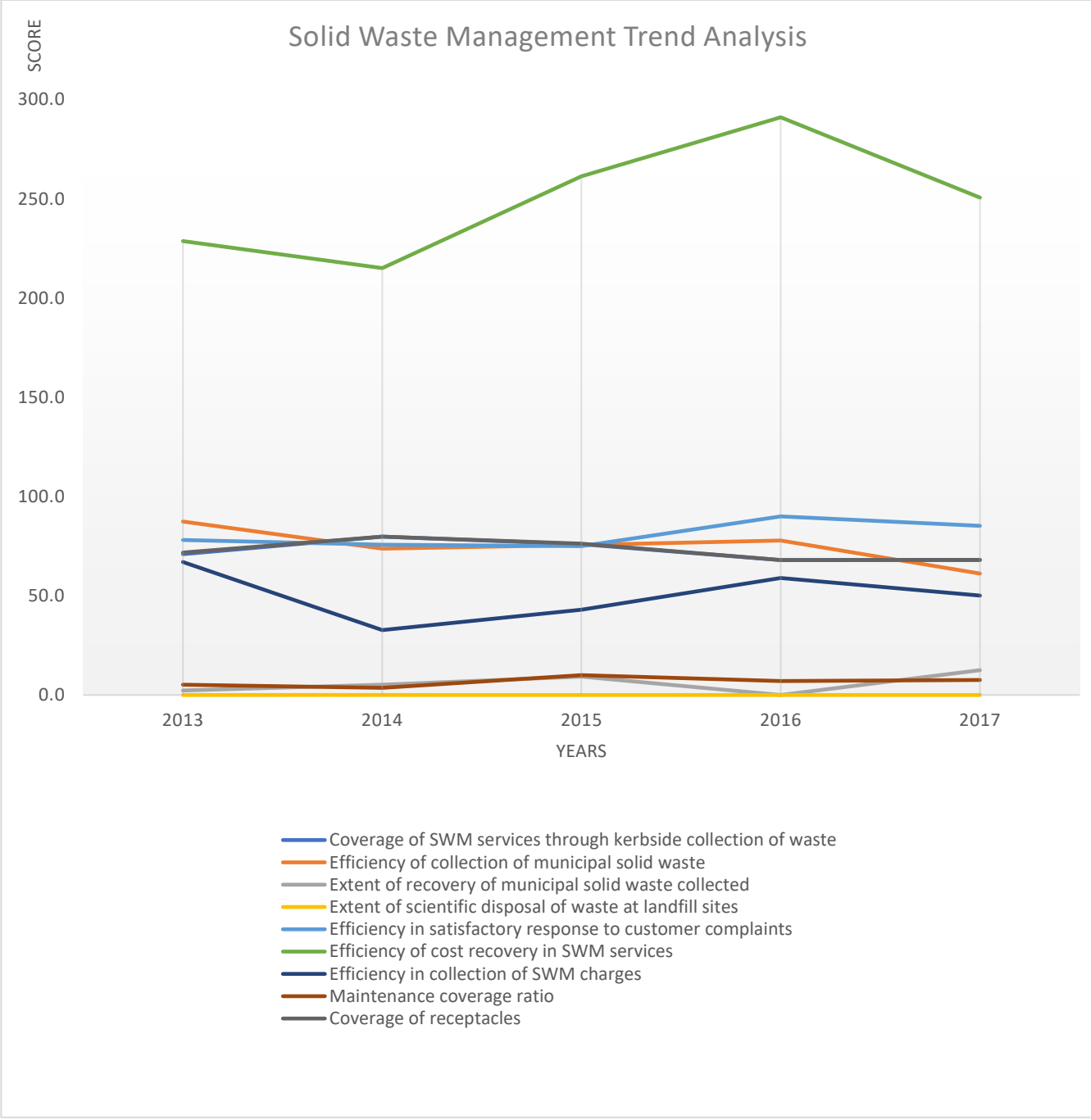


Figure 5: Performance Indicator trends for Solid Waste Management in City of Harare 2013 - 2017

Figure 4 shows a summary of solid waste management indicators which shows there has been very little improvement in the indicators. The efficiency in cost recovery which hovers above all the other line graphs is an indication of a combination of inefficiency in accounting as it is not separating current and arrear revenues. It also reflects the reliability of data provided by the council.

Coverage of SWM services through road/curb side collection

The coverage of solid waste management through road or curb side collection performance indicator is the percentage of occupied properties and establishments that are covered by road or curbside collection system per given time period (twice weekly preferred by allowance made for once a week). The average coverage of SWM services through curbside collection of waste was 68%, against the international benchmark figure of 100%.

Efficiency of collection of municipal solid waste

The efficiency of collection of municipal solid waste is the total waste collected by the city council versus the total waste generated within the council area, excluding recycling or processing at the generation point. The research findings showed that the average efficiency of collection over the 5 year period under the research is 75.2% against an international benchmark of and a Zimbabwean target of 100%. The main reason given for failure to collect refuse, by the solid waste managers, are lack of collecting equipment and manpower. The research found that there is no survey done on solid waste generation rates/day and there has been no database on the tonnage of solid waste collected. It was also found that uncollected waste is often dumped near houses and on open spaces by the

residence. This has been one of the major causes for the proliferation of water borne diseases

Extent of recovery of municipal waste collected

The reaserch findings show that the extend of recovery of municipal water collected is the quantum of waste collected, which is either recycle or processed.The average extent of recovery of waste collected in the city over the 5 year period is 5.9% which is very much lower than the benchmark of 20%. However, the trend indicate a rapid increase from 2.3% in 2013 to 12.5% in 2017 which is quite inspiring. The researcher also found that in the major waste disposal site in Pomona, recycling is done by illegal and informal "scavengers". There has been little to no programmes promoting recycling.

Extent of scientific disposal of waste at landfill site

The research findings showed that the amount of waste that is disposed inlandfillsthat have been designed, built, operated and maintained as per standards laid down by EMA or SAZ.The researcher found that there is no scientific disposal of solid waste in the City of Harare. The existing waste disposal site at Pomona does not meet the standards of EMA or SAZ. The site is not secured hence the occurrence of perennial fires at the site. There is also no records kept on the site.

Efficiency in satisfactory response/reaction to customer complaints

The research findings showed that the total number of SWM-related complaints redressed within 24 hours of receipt of the complaint, as a percentage of the total number of SWM-related complaints received in the given time.The average efficiency in satisfactory

response/reaction to customer complaints over the 5 year period is 80.2% and the benchmark is 80%. The complaints in solid waste management mostly relate to non-collection of bins and often such complaints take time to rectify as a truck cannot be sent to collect from an individual property or resident. The research found that there is no robust complaints management system as there is no complaints tracking system and residence did not know where to direct their complaints and this account for the few complaints on the books of the council.

Efficiency of cost recovery in SWM services

The research findings indicate that the efficiency of cost recovery in solid worst management services indicator is the extent to which the councils able to recover all operating expenses relating to SWM services from operating revenues of sources related exclusively to SWM.The average efficiency for the 5 year period is 249%, which is way above the international benchmark. This means that the city is overcharging on refuse collection. It may also mean that the council accounts were not run on accrual basis. It was also found that there is little to no investment in SWM from the revenues collected. The figure for cost recovery might be high but historically, the revenue collection efficient of the council is very low as noted in the Water and Waste Water indicators.

Efficiency in Collection of SWM charges

The efficiency in collection of solid waste management charges indicator refers to the current year revenues collected, expressed as a percentage of the billed total revenue, for the corresponding time period. The research findings showed that the average collection efficiency in SWM is 50.4% which is lower than the international benchmark of 90%

and also the Zimbabwean benchmark of 75% during the 5 year period 2013-2017. The researcher found out that the revenue collected by the council is from arrears accumulated since after the debt write off in 2013 as residence were anticipating another write off in the coming 2018 election year. However, the councils enlisted debt collectors which increased revenue inflows.

Maintenance Coverage Ratio

The maintenance coverage ration performance indicator refers to current year maintenance expenses, expressed as a percentage of the total annual SWM expenses. The research findings showed that the average maintenance coverage ratio for the 5 year period is 6.7% which is far below the benchmark of 20%. This meant that little maintenance is taking place, with preference for repairs. The research findings also showed that due to low revenue inflows, funds meant to meet maintenance cost were used for other pressing purposes.

Coverage of receptacles

The research findings showed that the coverage of receptacles indicator refers to the percentage of occupied properties and establishments that have receptacles.The average coverage of receptacles over the 5-year period is 72.8% which is below the benchmark which is 100%. The research findings showed that there was no data base of receptacles in the city and also the property database itself is not reliably updated.

4.5 Alternative tools for improving performance management.

In the interviews with the council leadership (Mayor, Town Clerk and the Monitoring and Evaluation Manager, the researcher was able to establish the other performance improvement measures that are available to the City of Harare. According to the Town Clerk, the city is using the Integrated Result Based Management (IRBM) which has been spearheaded by the Government of Zimbabwe under the Office of the President and Cabinet (OPC), Reforms Department. On the effectiveness of the IRBM in improving service delivery in the City, the Town Clerks, indicated that the IRBM as a performance management tool, needed to be complemented by a strong research-based monitoring and evaluation. As a result, the City created a Monitoring and Evaluation office that would among other function, oversee the implementation of city programs and projects within the office of the town clerk.

The Mayor indicated that the IRBM a government driven programme, did not deliver better performance in service delivery to the residents of the City of Harare. The Mayor also indicated that there is need for "the City to come up with a performance management systemthat is supported by a strong monitoring and evaluation (M and E) framework" (Interview with Cllr H. Gomba, Mayor of the City of Harare, 19 February 2019).

4.6 SLB help towards a more effective performance management system.

The Monitoring and Evaluation Manager pointed out some advantages of the SLB as performance management tool in improving service delivery. One of the advantages is that the SLB is based on data that is verified through the peer review process and the peer review helped the City in identifying performance and capacity gaps.The SLB process "helped the City in prioritizing resource allocation to the water, sanitation and hygiene

(WASH) sector in the City budget" (Interview with City Monitoring and Evaluation Manager, 09 March 2019, Town House). The M&E Manager also said that the IRBM that had been used by the City as a performance management only assessed managers' performance instead of the organizational performance and she described the SLB as evidence based with indicators that are targeted at the organizational performance rather than at managers or staff of council.

The Town Clerk indicated that the SLB data had been used for planning purposes "because the city has developed performance improvement plan based on the data from SLB" (Interview with Engineer Hosiah Chisango, Town Clerk, City of Harare, Town House Office). According to the Town Clerk, SLB can help in developing a more effective method for improving performance management in City of Harare as it has had an added advantage of building team work and "moving people outside their comfort zones" (Interview with Town Clerk, 19 February 2019).

4.7 Findings on the Causes of Poor Service delivery

In the statement of the problem, the researcher postulated that since the implementation of the Service Level Benchmarking, there is little improvement in municipal service delivery. The researcher then went on to investigate the possible causes of poor service delivery in the City of Harare. Self-administered questionnaire and interviews were used to collect data from the sample population as described in Chapter 3 above. The findings from the survey and interviews on the causes of poor service delivery are shown in the below.

Councilors interference as a cause poor service delivery

Based on the respondents, it was revealed that the role of councilors in service delivery was not fully appreciated by the 40% of the respondents. The 33.% who agree that councilors interference cause poor service delivery also apon explanation of the reason why they say so, it has shown that what they perceive as interference it is actually the role of the councilor to play an oversite role. Also those 33.3% were council officials who perceived the monitoring and evaluation role of the councilors as interference.

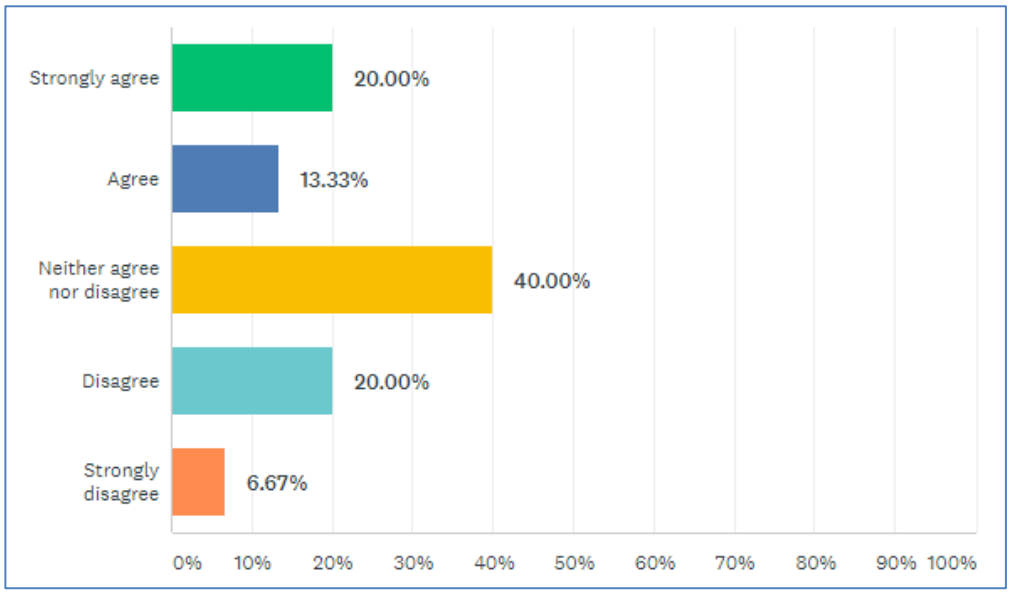


Figure 6: Findings on Councilor interference and poor service delivery

Based on the interviews, 27% of respondents disagree that councilor interference is a cause of poor service delivery. In the case, of councilors interviewed, their opinion was that councilors positively contribute to better service delivery. This finding builds a case for the inclusion of councilors in the peer review benchmarking process as they will also learn from councilors from other local authorities. The researcher spoke to the May of Harare Cllr Hebert Gomba (19 February 2019) who strongly contend that what is often

view as councilor interference is not in way interference since it is the role of the councilor to play an oversight role and that is often taken as interference. The SLB programme can be improved by involving councilors in the data collection so that they are also part of the peer reviewing process since they are also key actors in service delivery.

Corruption as a cause poor service delivery

The research findings showed that corruption by council officials and councilors was cited as a major cause of poor service delivery and 100% of respondents agreed that corruption was a serious cause of poor service delivery and 80% strongly agree that this is a major cause for poor service delivery. However, the service level benchmarking has no corruption perception index to measure both real and perceived levels of corruption. The findings from this study show that 100% of all the respondents agree that corruption is a threat to service delivery.

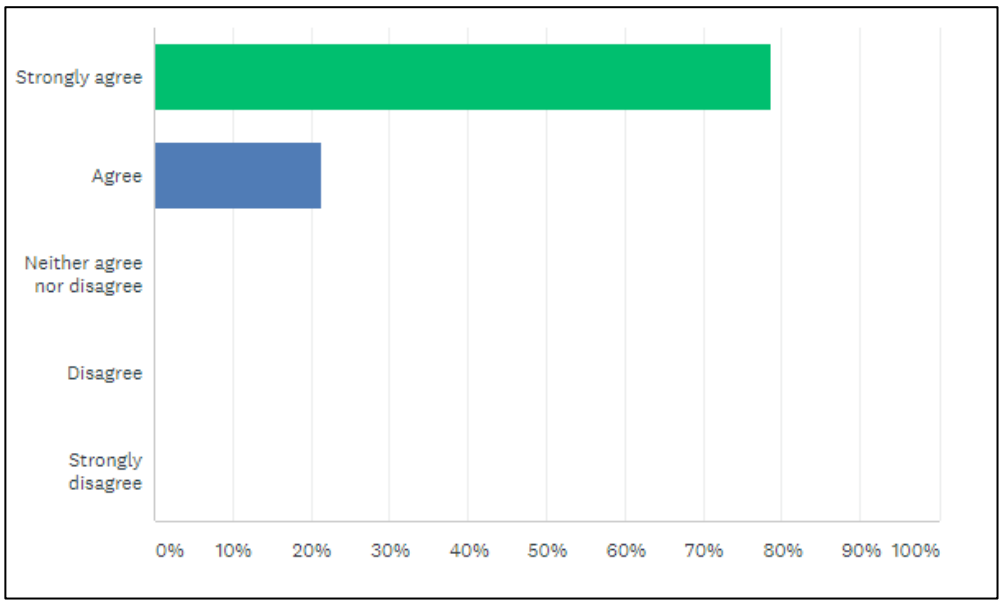


Figure 7: Findings on corruption as a cause poor service delivery

Responses from representatives of civil society, residents and councillors indicated that corruptions was rampant in the administration departments of council. According to the councilors, corruption was affecting service delivery as it was depriving councils of revenue. This is particularly in the debt collection section of council where some employees are alleged to be receiving some "kick-backs" from council debtors. The award of tenders in procurement was also cited as one area where respondents perceived corruption to be common. Plan approvals were also cited as one area where corruption is common as well as licence inspectorate. According to the explanations from the respondents, it was explained that corruption was widespread in the council because of lack of a robust local anti-corruption polices withing council. The respondents pointed mainly council officials as the chief culprits in corruption and councilors were also cited to a letter extent.

Inadequate Citizen Participation as a cause poor service delivery

In this study, citizen participationis was regarded as a means to improving service delivery and reduce poverty and social injustice by strengthening citizen rights and voice, influencing, policy-making, enhancing local governance, and improv-ing the accountability and responsiveness of the City of Harare. Citizen participation in this study also uses the term to includes the term public participation and community participation as a broader perspective. The respondents agreed that citizen participation is important for successful planning and delivery of services and implementing development projects in the city.

The findings showed that lack of citizen participation is a major cause for poor service delivery. 50% of the respondents “strongly agree” to this view and 42% agree. The issue of citizen participation was covered in the SLB indicators through the “efficiency in satisfactory response/reaction to customer complaints” and the City of Harare was found to be below the international benchmarking. Those respondents who strongly agreed that lack of citizen participation was a major cause for poor service delivery explained that as citizens, they were not included in decision making especially in the setting of priorities and allocation of resources.

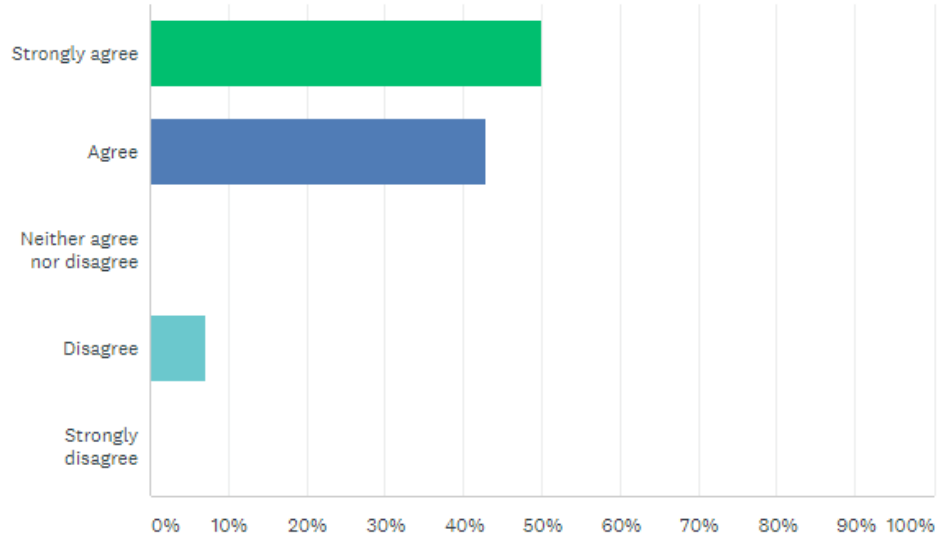


Figure 8: Findings on Inadequate Citizen Participation as a cause poor service delivery

Residents also explained that the city consultation meetings were often held during the week days when they would be away at their own work places. This according to resident representatives rendered participation an exclusive process for those who will be at home during the week.

The focus of the SLB should be to increase service delivery, accountability and openness at the city level through structured effective citizen participation and partnerships in local governance. The city council is expected to effectively, inclusively and constantly engage and consult their citizen in their various cluster and interest groups on development needs and priorities, financial resources mobilisation and accountability. Less than 10% of the respondents disagreed with the notion that lack of citizen participation was a cause for poor service delivery. This group felt that there were other more stronger causes of poor service delivery that are responsible for poor service delivery.

Lack of administrative leadership as a cause for poor service delivery

The failure to deliver services is often associated with the lack of proper leadership that might exist in municipalities, where both the elected office bearers and administrative officials lack the necessary skills to perform their required duties and functions. In the context of this research, leadership clearly relates to the process through which those who are in positions of political and administrative authority i.e. mayors, councillors and city managers possess the ability to influence members of the structure they are responsible for, i.e. the community members and city officials.

The study established that 100% of all respondents in the study agree to the view that lack of administrative leadership is a serious cause of poor service delivery. The SLB did not have an indicator that address the administrative and leadership capacity of the local authority to efficiently and effectively deliver services to the citizenry. The researcher established that during the period of the implementation of the SLB, the city had personnel who were in acting capacity in the key position of Town Clerk, Director of Engineering, Director of Health Services and Director of Housing and Community Services. The

respondents were mainly from civil society representetives, residents association representatives and councilors representatives.

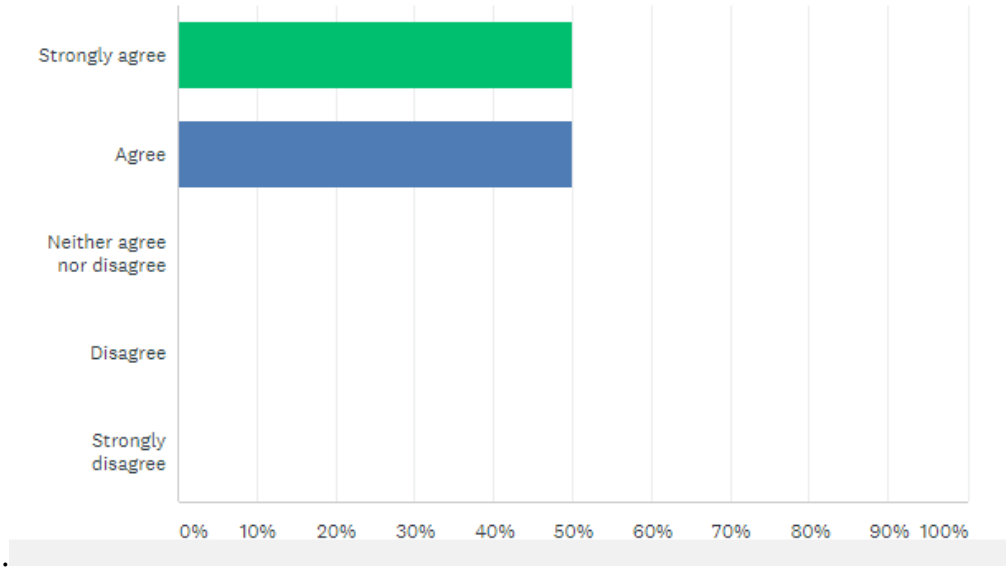


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Figure 9: Findings on Lack of administrative leadership as a cause for poor service delivery

Poor documentation as a cause for poor service delivery

In this study, documentation referred to the availability of management paperwork, giving information, instructions or references to both internal and external stakeholders. The documentation may be on paper, digital online or any other storage media. Based on the interview held with resident representations, there is poor documentation in the City and it is not easy for stateholders to find information on the city service delivery. The poor documentation in the council makes it impossible for the local authority to track performance trends in service delivery. The SLB emphasize on measuring performance, compare it to previous performance, identify gaps and proffer interventions to improve service delivery to the citizenry.

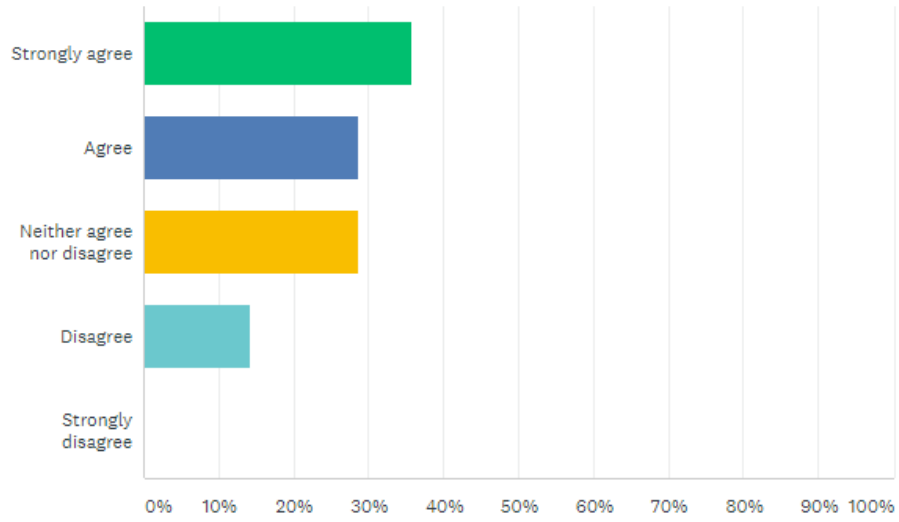

Figure 10: Poor documentation as a cause for poor service delivery

However, the findings as shown in Figure 9 show that 14 % of the respondents indicate that lack of documentation has no effect on poor service delivery. This contrast with the philosophy of SLB that give prominence to the documentation of service delivery records and reporting.

Lack of accountability and transparency as a cause for poor service delivery

The findings in figure 10 below showed that 100% of the respondents agree that lack of accountability and transparency cause poor service delivery in the city of Harare.

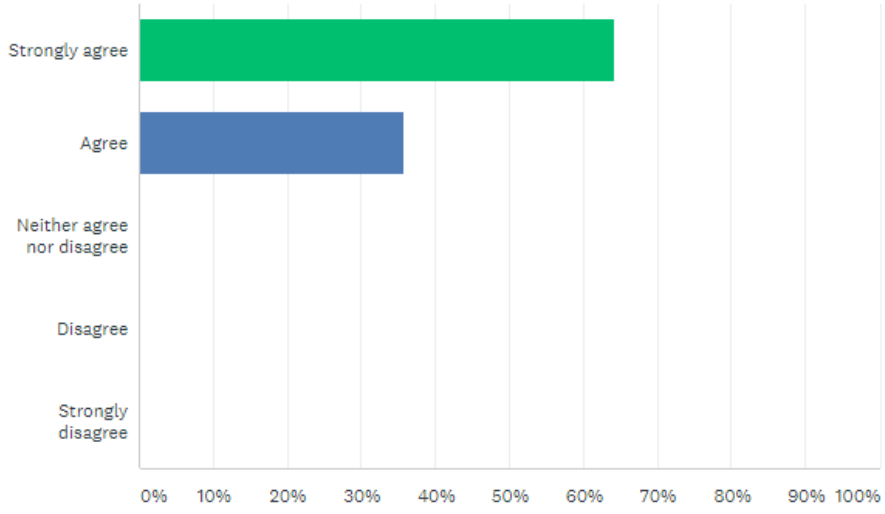

Figure 11: Findings on the lack of accountability and transparency as a cause for poor service delivery

4.8 What Strategies can be put in place to strengthen the Implementation of SLB

Based on the interview with the respondents, strategies have been suggested to strengthen the implementation of the Service Level Benchmarking. All the heads of departments who were interviewed, indicated that the SLB implementation can be strengthened in the City of Harare if there is commitment by everyone in their department. It was revealed that there is need for institutionalization of the programme at every level in the the city from the top to bottom. There is need for participation by all staff in each and every department so that everyone knows what is expected of them in terms of providing accurate data during peer review. The quality of data provided to SLB Peer Review teams is compromised due to the lack of cooperation of some members of staff.

According to the Town Clerk of the City, it is necessary to mainstream SLB in all the organizational planning and implementation processes in order to strengthen SLB as a service delivery improvement system.

4.9 Summary and Conclusion

In this chapter, the researcher covered the findings pertaining to the research question. The chapter also presented the finding from the online survey which looked at what are the major causes of poor service delivery. Corruption was pointed out as the major cause of poor service delivery. This is related to weak institutions of governance in the city which was also identified in the research as lack of administrative leadership. Poor utilization of collected revenue was also identified as a serious cause for service delivery, and this was also confirmed by some lower level staff in the water production who

indicated that the city treasury was not giving priority to the procurement of plant maintenance spares. This was confirmed also by the number of breakdown plant and equipment in the City workshop yard. Some of the equipment only need very low-cost spares like tyres. Peer reviews teams also made the same observations. The chapter also highlights the problem of communication between the city managers and the residence as found in the interviews with resident associations and other civil society organisations.

The chapter addressed the three research objectives through the interviews with key informants. The first objectives was to assess the effectiveness of the service level benchmarking as a performance management tool in the city of Harare. Based on the interviews with key officials and councilors from the city, the researcher established that the service level benchmarking was effective in terms of helping the City to identify the service delivery gaps through gathering accurate service delivery data on the extend to which the City was meeting the agreed international and national benchmarks. Based on interview and secondary information made available to the researcher, the reasearcher was able to examine the challenges experienced in the implementation of the service level benchmarking in the city of Harare. The challenges were mostly based on the city officials capacity to collect, decument and present data in a systematical way. For example, in some cases, the data presented would show that the City service level is above the national or international benchmarhs. In the interviews carried out, it can be suggested that survice level benchmarking cannot be a panacea to improving service delivery in the city. There is need to move to the next level of benchmarking which is the development of standards based on the agreed benchmarks.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

The research results have been based on the agreed performance indicators that have been compared to international and local benchmarks. The results show that the City of Harare is lagging behind in terms of international benchmarks and best practices. The findings from this survey revealed that the City of Harare must work on building the confidence of citizens in the local authorities' capacity to deliver to expectation. This chapter has three sections. The first section presents a summary discussion of the research findings analyzed in the previous chapter. The second section gives the conclusions from the observations and findings of the study. Section three of this chapter presents the key Implications with respect to researchers, educators and policy makers. Section four point-outs some recommendations for educators, administrators and policy makers and finally section five insinuates the directions and suggestionsforfuture research.

5.1 Discussion

The primal definition of benchmarking is premised on the need for organizational improvement and success in delivery service and value to clients and stakeholders. To achieve this, an organisation has to be able to adopt and adapt good and best practices learnt from elsewhere.

In Zimbabwe, local authorities are at the core of development and water supply, wastewater management and solid waste were identified as the most important issues in the service delivery agenda in line with Government's growth trajectory for attaining Vision 2030 which is to have Zimbabwe attaining an upper middle-class economy.

The commencement of SLB in 2012 was a realisation of the importance of these services as major contributors to the sustainable growth of cities and the wellbeing of its citizens. Thus, implementation of SLB over the five years (2013 – 2017) has ushered in a new way of doing business in local authorities and identified of new opportunities for investment and growth.

5.2 Water Supply Performance

Continuity of water supply in the City of Harare continues to be very low across the city and its environs. Raw water supply is in short supply for Harare, Chitungwiza, Norton, Epworth and Ruwa. There is urgent need for finding alternative or new sources of raw water for these towns. The shortage of raw water has been as a result of poor rainfall seasons over the five-year period.

The water treatment plants have outlived their design capacity and require upgrading or construction of completely new ones. This has seen the City of Harare embarking on massive rehabilitation of its major water treatment plant at Morton Jaffrey.

The per capita water supply figures appear to be high, giving the impression that people have more than adequate water supply when in fact water supply is in short supply in most parties of the cities. These distortions are a result of distortions in population figures which are far below what is prevailing on the ground.

There has been a noticeable improvement in non-revenue water across the five-year period of implementing the SLB in the City of Harare through the replacement, rehabilitation and upgrading of the water supply distribution network. The introduction and the installation

of DMAs and bulk meters, smart metering and GIS is also set to improve NRW. Full utilization of integrated ICTs is also improving the extend of non-revenue water.

5.3 Wastewater Management Performance

A summary of results on waste water management is shown in the Table 7 in the chapter 4 above. These results show that the collection of sewage for treatment is still very low. It is evident that sewage is being collected from sources but most of it is not reaching wastewater treatment plants. This is revealed by a high treatment capacity in relation to the incoming sewage. It is also important to ensure that flows at sewage treatment plants are recorded and that the plants themselves are well-maintained. The testing of sewage seems to have improved and this is encouraged. However, the frequency of testing has been increased from once per quarter to once a month.

There is very little recycling of waste water taking place in the city. The local authority needs to embrace the good practice of recycling waste water as there are many benefits that can be accrued from this process.

Like in water supply, maintenance of assets continues to be an issue. There is not much investments in maintenance for waste water infrastructure nor are there consistent maintenance programs that are routinely followed. This pause high risk of further deterioration and breakdown of waste water installations.

5.4 Solid Waste Management

A summary of results on solid waste management is given in the Table 6 above. These results show an appreciable effort by the council although the general impression is that solid waste is not being properly managed. Littering is now the main challenge which is

being worsened by the continual sprouting of vending sites in the City. The City Council have invested in the acquisition of refuse collection equipment, although a lot still needs to be acquired. However, there is very minimal recycling/reuse of solid waste materials and lack of sustainable and scientific refuse disposal systems. The City of Harare is still to developing a compliant landfill, as prescribed by the Environmental Management Agency (EMA), as this require appropriate land and huge capital investments.

5.5 Conclusions

5.5.1 Effectiveness of the Service Level Benchmarking as a performance management tool in the City Harare

The service level benchmarking (SLB) as a performance management tool is very effective in that it provides an opportunity for the City of Harare to identify the performance gaps in service delivery. To address the identified gaps, the City has been able to come up with a performance improvement plan (PIP). Through the SLB, the city has been guided by the trend analysis so as to see the indicators that need attention. For example in water supply management, the city can see that there is a decrease in the continuity of water supply which is 16.6 hours per day against the benchmark of 24 hours per day, this indicator has shown a down ward trend and as such management can come up with a performance improvement plan to increase the availability of water to citizens.As a management tool, the research established that the SLB is effected because it is evidence based and the peer review process is conducted by independent peers from other cities. The data collected for the SLB can assist the city managers in planning. For example, the data on maintenance coverage ratio indicate that in 4 of the five years under review, the ratio is below 1% against the expected local benchmark of 15%. This

information must then raise an alarm to city managers as it is an indication that there is certainly going to be incessant breakdowns in plant and equipment as was seen by the researcher on visiting of the city engineering works yard where break down equipment is strewn in the yard. The SLB as galvanised city management outside their comfort zone as their performance is ranked against other cities like Bulawayo, Mutare, Gweru, Kwekwe and Masvingo. The SLB helped to destroy the silo mentality among the city departmentsas it helped city managers to understand that they must complement each other and in so doing they well share collective responsibility in times of success and failure.

5.5.2 Examine more efficient methods for improving performance management inmunicipal service delivery.

The city of Harare had implemented different performance management systems including, the Balanced Scorecard, Integrated Result Based Management and the Rapid Results Initiatives. The first two performance management systems were described by the city managers that were interviewed as process focused approaches. It was found out that a lot of time and efforts was spent in crafting document to meet the or to comply with the requirements of the system. The documents were then viewed as the performance itself will the actual service delivery performance was not measured. Given that analysis, the SLB therefore stand out as a more efficient methods for improving municipal service delivery. However, the efficiency of the SLB has to be complemented with another approach to deliver on results such as the Rapid Results Initiative (RRI). This would help in insuring that as SLB identify service delivery gaps, the performance improvement plan (PIP) that are crafted will be implemented within an agreed time frame with the city management team assisted by an RRI Coach and team leader. The RRI approach has

helped the City in implementing Ease of Doing Business Reforms with spectacular results. The RRI approach can then be blended with SLB to come up with a blended performance management system that can deliver result in municipal service delivery in the City of Harare.

5.5.3 Develop a more effective method for improving performance management in municipal service delivery.

The study has established that SLB has helped the City of Harare to develop a more effective method for improving performance management.

The 2013 - 2017 peer review results provided valuable lessons to the City of Harare. While progress towards achievement of benchmarks is gradual, as was expected, the City is more aware of the learning objective of the SLB peer review process. The City management team's attitudes and perceptions have positively changed towards the SLB exercise. The Government of Zimbabwe (GoZ) through the parent Ministry of Local Government Public Works and National Housing (MoLGPWNH) has embraced SLB and all local authorities are required by MLGPWNH to incorporate PIPs into their budgeting process.

Council leadership at both technical and political levels have embraced SLB to the extent that sustainability of the SLB is no longer in doubt. Clearly, council have demonstrated ownership and commitment to the SLB process. The City of Harare and stakeholder continue to look forward to even greater performance in 2018 and even more committed teams to propel the project to even greater heights.

5.6 Implications

This study proposes a contribution to a better understanding of the service level benchmarking among scholars and practitioners of urban local government. The results of

the study shows that there is a better understanding of the position of the city against international and domestic benchmarks. However, there is no performance improvement in Water Supply, Waste Water Management and Solid Waste Management on the ground which calls for the City to pay serious attention to Performance Improvement Plan (PIP).SLB, through PIPS, offers an excellent opportunity for council to develop bankable investment proposals. There is need to develop a local Performance Assessment System (PAS) as an investment guide and build critical mass to take it forward. Through the results from this research there is opportunity to develop capacity in council for translating SLB PIPs into bankable project proposals

5.7 Recommendations

5.7.1 Mainstreaming Performance Improvement Plans

The City of Harare has embraced PIPs as a planning and monitoring tool. This led to the adoption of PIPs in the budgetary processes of council beginning with the 2017 budgetary year. Furthermore, PIPs will be further packaged in order for them to be used for sourcing funding to support identified gaps.

5.7.2 Reviewing of Master/Strategic Plan

Council need to seriously consider reviewingits master plan to enable long-term planning for growth and expansion, taking into consideration population and capacity of council to service that population effectively. The current mushrooming of peri-urban settlements is, in part, attributed to the outdated of operational master plans. Master plans allow cities to plan for future growth and expansion, thereby averting the shortage of land for urban expansion.

5.7.3 Increased stakeholder participation and coordination

The underlying argument is that when citizens participate in the governance of their local affairs, the resulting interventions are sustainable. It is therefore a widely held view that citizen participation in the decisions that affect them directly, is no-longer an option, but a requirement for every council. To date, there is little structured way by which citizen participation is encouraged. Despite the absence of a framework, the City of Harareis set to gain much more byinvolving locals in deciding what is good for them. In fact, this research has shown that citizens who take part in the governance of their councils are more willing to pay their taxes than those who do not.

5.7.4 Expansion and rehabilitation of infrastructure

This is an area that requires huge capital investments, which at the moment is beyond the reach of the City council. While foreign direct investments and grants are ideal vehicles for achieving these, local initiatives have to be sought in order to ensure that council do not slip back to cholera and typhoid outbreak.

5.7.5 Improved revenue collection strategies

Council needs to continuously look at sustainable ways of improving revenue generation as well as tightening financial leakages. The traditional debt collection methods might be out of sync with reality. More robust and home-grown solutions need to be explored to complement the traditional sources of revenue for councils.

5.7.6 Reviewing of tariff structures to economic levels

The peer review process has revealed that there is no standard way by which council arrive at tariffs for the various services that they provide. Comparative analysis of the tariff

schedules for the 32 local authorities for water indicates that some tariff levels are too high while others are uneconomically too low. The concept of cost builds up to tariff structure is a new phenomenon that councils are beginning to take on board as a result of the SLB process. There is need for council to work out a standard tariff structure.

5.7.7 Up-scaling of Service Level Benchmarking to other services

Local authorities have embarked on a programme of up-scaling SLB to include other non-water related services such as road, street lighting, storm water drains and include corporate governance. This will make SLB a total package that address all facets of service delivery in local government

5.8 Suggestions for Further Research

5.8.1 Given the changing nature of technology, a series of longitudinal studies, based on SLB, would document trends and thereby increase the potential that decisions regarding the composition of the peer review process would be relatively contemporary and less exposed to personal bias

5.8.2 Improved collaboration between peer reviewers, government and the reviewed local authorities

5.8.3 The alignment of SLB with government systems such as Integrated Results Based Management and Budget preparation

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Appendix 1: Questionnaire to investigate Causes of Poor Service Delivery in Water and Sanitation

Questions for interviews **(Please explain your answer)**	**Strongly agree**	**Agree**	**Agree**	**Disagree**	**Disagree**
	5	**4**	**3**	**2**	**1**
Councillor interference cause poor service delivery					
Corruption cause poor service delivery					
Inadequate citizen participation causing poor service delivery					
Lack of administrative leadership cause poor service delivery					
Poor documentation a cause of poor service delivery					
Lack of accountability and transparency cause poor service delivery					
Poor utilization of collected revenue causing poor service delivery					
Lack of finance or poor revenue base cause poor service delivery.					
Understaffing causing poor service delivery?					
Lack of skilled workers causing poor service delivery.					

Appendix 2: Questionnaire to assess the trends in performance of the City of Harare Using the SLB Performance Indicators

Performance Indicator (s)	Bench	2017	2016	2015	2014	2013	2012
Water Supply indicators							
1.1. Property level coverage of direct water supply, %:	100						
1.2. Per capita supply of water, Litres per capita:	150						
1.3 Extent of metering of water connections, %:	100						
1.4. Extent of non-revenue water (NRW), %:	25						
1.5. Continuity of water supply, hr/d:	24						
1.6. Quality of water supplied, %:	100						
1.7 Efficiency in collection of water supply cost recovery, %:	150						
1.8. Efficiency in collection of water supply-related charges, %:	75						
1.9. Efficiency in satisfactory response/reaction to customer complaints, %:	80						

1.10 Maintenance coverage ratio (%)	15						
2.0. Wastewater Supply indicators							
2.1. Coverage of toilets, %:	100						
2.2. Coverage of sewerage network services, %:	66						
2.3. Efficiency in collection of sewage, %:	95						
2.4. Adequacy of capacity for treatment of sewage, %:	100						
2.5. Quality of sewage treatment, %:	100						
2.6. Extent of recycling or re-use of sewage %	10						
2.7. Efficiency in satisfactory response/reaction to customer complaints, %:	80						
2.8 Efficiency in cost recovery in sewage management (%)	150						
2.9 Efficiency in collection of sewage charges (%)	75						
2.10 Maintenance coverage ratio (%)	13						
Average Performance							
3.0. Solid Waste Management indicators							

3.1. Coverage of SWM services through kerbside collection of waste, %:	100						
3.2. Efficiency of collection of municipal solid waste, %:	100						
3.3. Extent of recovery of municipal solid waste collected, %:	20						
3.4. Extent of scientific disposal of waste at landfill sites, %:	100						
3.5. Efficiency in satisfactory response/reaction to customer complaints, %:	80						
3.6. Efficiency of cost recovery in SWM services (%)	100						
3.7 Efficiency in collection of SWM charges	75						
3.8 Maintenance coverage ratio (%)	20						
3.9 Coverage of receptacles (%)	100						
Average Performance							
Overall Performance							

APPENDIX 3: Interview Questions Guideline

Name(s) of respondent : ……

Position: ……..

Work Station: ……

1. Introduction
2. How long have you been working in the City of Harare and in what capacity(ies)?
3. To what extend have you been actively participating in the implementation of the SLB? What has been your role in the implementation of SLB?
4. To what extent has the SLB been an effective performance management tool?
5. What challenges has the City of Harare Experienced in the implementation of the SLB?
6. What Strategies can be put in place to strengthen the implementation of the SLB for the improvement of service delivery system in the City of Harare.
7. What are your recommendation(s) for improving SLB as a management tool in the City of Harare?
8. Closure of the Interview

Appendix 4: Focus Group Discussion Guideline

Date: ……Time: ……..

Venue : ……

Name(s) of Respondents: ……..

1. Introduction(s)
2. What is your understanding of the SLB?
3. To what extend have you been participation in SLB?
4. What has been the impact of SLB on service delivery to the residence under the following indicators?
    a. Availability
    b. Accessibility
    c. Affordability
    d. Adequacy
    e. Appropriacy
5. How can the SLB be enhanced to support the City of Harare in providing effective and efficient service delivery to the residence.
6. How can SLB help in enhancing accountability of the City of Harare to its residents.