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The effectiveness of European Union Aid on Urban Local Authorities'
Development in Zimbabwe

BY

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Abstract

The European Union renewed its formal engagement with Zimbabwe on 1 November 2014 after a 12-year long impasse due to the imposition of the restrictive measures following what was regarded as a breach of article 9(2) of the Cotonou Agreement by Zimbabwe, resulting in the termination of any government-to-government support. The signing of a new partnership through the National Indicative Plan (NIP) 2014 – 2020 between the EU and Zimbabwe under the 11th EDF resuscitated relations and provided support to Local Authorities development. The EU's support to Zimbabwe and specifically local authorities under the 2014 – 2020 agreements culminated from the improved diplomatic relations between the two international actors, furthermore the ushering in of a new constitution in Zimbabwe which included arrangements for devolved governance attracted the EU's support to LAs. Other factors which influenced the EU to support LAs include the need to support LAs on issues relating to climate change and disaster management, further issues of health invited the EU to support LAs through supporting areas such as the COVID-19 pandemic and assisting rural districts to construct maternity waiting rooms in remote parts where pregnant women had to travel long distances for prenatal care. Issues of misgovernance and corruption in LAs have also contributed to the interest of development aid support from the EU to LAs, lastly the competition of the EU and China forced the EU to reignite its presence in development aid to Zimbabwe in 2014, this was a counter approach as China's presence was being felt in LA development through health and infrastructure projects. The EU development aid, proved to be effective, through the support, local authorities managed to enhance their capacity in service delivery, improve revenue collection efficiency, development of compliant budgets, development of accounting manuals which contribute to better financial reporting and policy development. The EU development aid which was provided as project aid through multi-lateral support was minimal in its depth but effective in developing local authorities, in some areas which were neglected for decades. Whilst this study appreciates the effectiveness of the EU aid, areas such as financial reporting remained weak even after the EU development aid interventions, this was mostly due to short implementation spans of the projects, lack of proper monitoring and weak institutional uptake of interventions by some LAs. The EU development aid to LAs can be improved through inclusive planning of interventions with the LAs to identify the priority areas to support and strategies to employ, further enhanced relations between Zimbabwe and the EU with LAs as a stakeholder will ensure the EU aid is more effective to the development of local authorities, the government of Zimbabwe has to create an environment for devolved governance to strengthen LAs and support them to manage on their own without relying of development aid for areas such as capacity development and development of operating manuals.

Key Words: Development Aid, Local Authorities, Development, Service Delivery,

Declaration

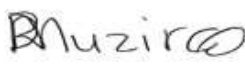
I declare that this dissertation is my original work except where sources have been cited and acknowledged. The work has never been submitted, nor will it ever be submitted to another university for the award of a degree.

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Dedication

I dedicate this work to my children, Munyaradzi, Tanatswa and Takunda for being the push factor for me to strive for a better life for us, with God being my guide.

List of Acronyms and Abbreviations

AASM	Associated African States and Madagascar
ACP	African Caribbean Pacific
ARDCZ	Association of Rural Councils of Zimbabwe
CLGF	Commonwealth Local Government Forum
CSO	Civil Society Organisation
EDF	European Development Fund
EEC	European Economic Community
ERP	Enterprise Resource Planning
ESAP	Economic Structural Adjustment Programs
EU	European Union
FYDP	Five-Year Development Plan
GWEP	Growth with Equity Policy Statement
LA	Local Authority
LADS	Local Authorities Digital System
LGA	Local Government Association
MDP	Municipal Development Partnership
MIP	Multi-annual Indicative Plan
MOLGPW	Ministry of Local Government and Public Works
MOFED	Ministry of Finance and Economic Development
NGO	Non-Governmental Organisation
NIP	National Indicative Plan
ODA	Official Development Aid
TNDP	Three-Year Transitional National Development Plan
UCAZ	Urban Councils Association of Zimbabwe
UK	United Kingdom
UNDP	United Nations Development Programme
US	United States
USAID	United States Agency for International Development
VNG	Association of Dutch Municipalities
WASH	Water, Sanitation and Hygiene

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CHAPTER I INTRODUCTION

1.1 Introduction

Development aid to developing countries is a contentious area of debate with arguments falling on why Africa remains underdeveloped in the face of huge aid poured by the west. Aid is provided to various states, their agencies and civil society from the global north to the south, the amount of aid or its availability is mostly dependent on the relationship between the giver and the taker. The European Union (EU) is the biggest aid provider in the world, however who it provides aid and to what amount is biased on its prevailing foreign policy.

With regards to the EU development aid in the case of Zimbabwe, the nature, volume, and policy priorities of the EU development cooperation in Zimbabwe has been shaped by the existing socio-economic and political context of that period (European Partnership for Democracy, 2019). Following this assertion, support to local authorities by the EU is also shaped by the operational environment between Zimbabwe and the EU. The 2014 – 2020 National Indicative Plan (NIP) of the EU provided support towards local authorities (LAs) projects and decentralisation through the CSO/LA programme 2014-2020 (Latazzio Group, 2016), however, the depth of the support channelled towards to local authorities and impact thereof remains unclear, hence the essence of this research to understand the relations and effectiveness of the EU aid.

1.2 Background to the Study

African states continue to depend on external aid for development and in its absence most commitments and projects fail or are not fully implemented. Zimbabwe as with other developing nations, is a recipient of development aid from various multilateral and bilateral partners, with the European Union (EU) being one of the major contributors of development aid to Zimbabwe. Historically, relations between Zimbabwe and the EU are characterized by

phases of friends and foe, with friendly cooperation realised from November 1980 when Zimbabwe joined the Lomé convention (European Union, 2020) until 2002 when differences arose and relations became confrontational due to restrictive measures imposed on Zimbabwe by the EU claiming human rights abuses, abuse of the rule of law and violation of democratic principles (Planitz, 2015), this period of rift halted any government-to-government support.

Co-operation between the Zimbabwe and the EU resumed in 2014 after a 12-year impasse with the signing of a €234 million commitment towards the National Indicative Programme (NIP) for Zimbabwe for the period 2014 to 2020 (European Union, 2020). Local authorities (LAs) were part of the beneficiaries under this window of cooperation through interventions which include capacity development in Public Finance Management (PFM) including Budgeting and Revenue Generation, Integrated Financial Management Information Systems (IFMIS) and citizen engagement for improved service delivery (CLGF & MDP, 2015).

1.2 Statement of the Problem

Although LAs in Zimbabwe were supported by the EU development aid since the resumption of aid in 2014, they continued to face enormous challenges in fulfilling service delivery and development mandates with refuse collection, water, sanitation, and road infrastructure being the most affected. LAs were also chastised for failing to effectively engage citizens and stakeholders within their jurisdiction, which contributed to the continuous decline in revenue collection as ratepayers withhold payments citing lack of engagement and absent service delivery. The plethora of problems were capped with issues of misgovernance in LAs which continue to clog the limelight each year with the Auditor General report of 2022, as with other preceding reports, cited governance as the main weakness followed by service delivery, amongst other issues (Auditor General Zimbabwe, 2022).

For the past two decades, the decline in good local governance and basic services delivery has defined Zimbabwe. The effects of misgovernance and its impact on basic service delivery is experienced more at the local level, where people reside and interface directly with the challenges. The study explored whether the EU development aid to Zimbabwe which was withdrawn for a 12-year period and only revived in 2014 with a resource envelope for local authorities managed to enhance development in LAs.

1.3 Objectives

The following were the objectives of the research.

1. To explore the factors that influenced EU development aid to LAs in Zimbabwe.
2. To assess the effectiveness of the EU development aid on local authorities from 2014 – 2020
3. To suggest policy recommendations for future developmental programming for LAs in Zimbabwe.

1.4 Research Questions

The research aimed to respond to the following questions.

1. What factors have influenced EU development aid to LAs in Zimbabwe?
2. How effective was the EU development aid on local authorities' development from 2014-2020?
3. What policy recommendations can be made for future development aid programming for LAs in Zimbabwe?

1.4 Research Assumptions

This study suggested that development aid was only provided to a receiving country when relations are good, and therefore was not a viable solution to local development. Assumptions were that the EU aid to LAs from 2014 – 2020 should have resulted in the improved

development of LA service delivery, including budgeting, financial reporting, and revenue generation. It was suggested that to be effective, development aid should include adequate support to LAs as the government closest to the people and where basic needs are provided. Furthermore, capitalising on local resources, political will and administrative capacity will liberate the stagnant development of LAs, and not necessarily development aid.

1.5 Significance of the Study

The study provides insights into:

- a) The evolution of EU development aid to LAs in Zimbabwe. With focus on post the period of economic restrictions which began in 2002 and were eased in 2014. Particularly, the study explored whether the resumption of EU aid was sufficient to cause the development of LA services including budgeting, revenue collection and financial reporting.

Furthermore, the study intends to:

- b) Provide alternatives for development aid support to LA's. Local Authorities remain an underfunded level of government, whilst their strategic position which is closest to the people exposes them to severe gaps in basic services delivery and good local governance. Development aid towards LA's is very thin, hence the study provides how local authorities can be better funded.

1.6 Delimitation of the Study

There are 92 local authorities in Zimbabwe composed of 32 urban councils and 60 rural district councils. Under the EU support from 2014 – 2020, direct support targeted 28 LAs, although all 92 LAs benefited indirectly through the interventions and rolling out of programmes at national level. The study focused on those LA's supported by the EU development aid.

1.7 Limitation of the Study

Yin (2009) noted that limitations of the study are characteristics of the research approach that have indirect or direct influence on the interpretation of the research findings. One of the methodological limitations faced in this study was the notion of sample size. The research was designed in a way which involved a high level of respondents from the donor, aid executing agencies and aid receiving parties, this wide array of participants posed limitations to secure and firm up appointments timeously. Furthermore, the study was affected by staff turn-over of focal persons who were directly involved on the two projects which were aided. As the study focused on LAs which are a third tier of government, the harmonised elections which were held in August 2023 disrupted the efficient submission of responses from council officials as they were absorbed in the elections. Furthermore, due to the spread of the beneficiary local authorities, there were limitations to access them physically and hence some responses were delayed through remote communication.

CHAPTER 2 REVIEW OF RELATED LITERATURE

2.1 Introduction

Foreign aid is regarded as an important stream of funding by developing countries as they look forward to what others regard as “lunch for free”. The aid supported countries grow into aid expectations and addiction that when it is withdrawn, the states almost collapse. For donor countries, aid is a foreign policy tool which exerts soft power in supporting development processes in least developed countries. One of the faces of aid is that it comes with caveats and is used to export principles such as good governance, democracy, human rights and rule of law into weak states. Aid is provided mostly to friends of the donor country, this is affirmed by Cheng (2021) who states that donors reserve aid for strategic allies, however other types of aid such as humanitarian aid are non-political and provided when a state is in dire need, which without that humanitarian support human lives are at risk. Aid is normally transferred from government-to-government or through multilateral channels. NGOs are one important avenue through which donors’ channel through aid. Local governments or authorities are also provided with aid; however, their share of the cake is quite minimal, although expectations of the impact of aid remains very high.

2.1.1 Overview of Foreign Aid

Aid is identified by varying names from foreign aid, Official Development Aid (ODA), international aid etc, in simple terms aid is characterised by the transfer of money, goods or services from one nation to another (Mogenthau, 1962). The Organisation of Economic Cooperation and Development in Gara (2009, p. 8) state foreign aid as “financial flows, technical assistance and commodities that are designed to promote economic development and welfare as their main objective and are provided either as grants or subsidized loans.” Aid is closely related to intervention.

There are two distinct classifications of aid sources; bilateral consisting of aid from donor governments which is executed through their agencies for instance US through USAID, and multilateral aid which is provided by wealthy countries and administered through international agencies such as UNDP, World Bank (Hussein, 2013). The EU defines the financial support to Zimbabwe as bilateral development aid, the term was consistently used in this report. One main characteristic of aid is that it flows from the developed country (donor) to the developing states (recipients), also referred to as North-South Aid in development cooperation (Cui, 2016).

2.1.2 Types of foreign aid

Morgenthau (1957) noted that in the design and allocation of foreign aid, disputes usually arise on the amount of foreign aid appropriation by the donor country, not really the areas to be funded hence the budget allocation for aid is constantly under the spotlight in domestic affairs. The debates on the foreign aid budget therefore dwell on negotiations on allocations for a particular period, the EU has been consistent on its foreign aid policies from the Yaoundé to the Lomé conventions which had spans of 5-year periods, except for 2000 Lomé IV agreement which had a 20-year span but reviewed every 5 years. When it comes to aid, the developed world has an internalised obligatory role to support poor nations, whether this can be depicted to be a philanthropy driven or guilt driven, is worth exploring through text.

Morgenthau provides 6 types of foreign aid, although unique in their characteristics, one certain feature of foreign aid is the transaction between parties. The six are categorised as humanitarian foreign aid, subsistence foreign aid, military foreign aid, bribery, prestige foreign aid, and economic development foreign aid (Morgenthau, 1962). Understanding these categories of aid is important for narrowing down on what type of development aid the EU proffers to Zimbabwe when it comes to local government/authorities' support, however from the six categories, the

focus will exclude military and bribery aid as the features of both have no relevance to the topic under discussion. The following four categories of aid are discussed:

2.1.2.1 Economic Development Aid

Literature is populated with the motivation for aid support to developing countries, and one most significant reason is to support weak states in developing economically. The intention of improving a recipient's economy is far-fetched and, in most cases, this type of aid has hidden connotations guised in the interest of the donor country. Due to its ambiguous design, economic aid in most instances does not improve the economy of a recipient country, Mogenthau (1962) notes that economic aid in the end results in disappointment, with the giving party accusing the recipient of inefficiency, whilst the recipient states accuses the donor of being stingy, thus providing insufficient aid to cause any economic development. Zimbabwe has received aid tied to economic development, although this aid came with reforms such as the Economic Structural Adjustment Programs (ESAP), as noted that when ESAP was launched foreign aid rained in with about US\$500 million in 1991 and to more over US\$800 million in 1992 (Moyo, 2019) , no explicit economic aid has been provided to sub-national governments and specifically local authorities.

2.1.2.2 Prestige Aid

The positives of industrialisation, modern technology as a measure of development sits at the anchor of prestige aid which serves to aid developing countries on enhanced technology support. For underdeveloped countries, prestige aid is purported to be received with enthusiasm as it can presents itself as hard work by those in position of power. The evidence of prestige aid is fast tracked modernisation and this creates an ambience that a country has arrived in terms of development, however most of prestige aid projects end up as white elephants or does not benefit the local people or need but a gift to the recipient country, mostly the leaders.

Prestige aid is influenced not by the need of the general population at that given time, instead focuses on an area which increases the prestige of the recipient and eventually that of the giver, it remains an “economically useless symbol of modernity” (Mogenthau, 1962). An example of prestige aid can be the new parliament building in Zimbabwe, built at a time when more pressing needs are bedevilling society such as lack of medicines in hospitals, energy, and water, sanitation and hygiene (WASH) crisis, that is a symbol of prestige aid.

2.1.2.3 Subsistence Aid

This aid is provided to countries which are extremely fragile and may not have resources to enable them to function in delivering public services, hence the donor country subsidises the deficits to ensure functionality of the state, this aid is also linked to humanitarian aid. Subsistence Aid has the ability to perform the political function of maintaining the status quo (Mogenthau, 1962).

2.1.2.4 Humanitarian Aid

The only type of aid, which is viewed as unpolitical, humanitarian aid is provided in events of crisis for instance natural disasters, famine. The EU has provided humanitarian aid to Zimbabwe even during the period of economic restrictions and sanctions, such aid was channelled through Non-Governmental Organisations (NGOs).

2.2 Theoretical Framework

2.2.1 Foreign Aid in the Realists Perspective

There is an argument that foreign aid is merely an obligation by rich nations to give to the poor ones (Mogenthau, 1962). Realists view foreign aid as a tool used by developed countries to achieve their self-interest (Gara, 2009), with its origins traced back to the cold war, foreign aid was used as a policy tool to influence the recipient country’s political judgement in a bi-polar

system (Hattori, 2001). These ideas are shared by (Gara, 2009) who notes that from 1982 – 1985 aid was injected to support the Zimbabwe government with completing post war recovery, equity based economic growth and redressing social inequalities, strategically this support diffused any political judgements and past differences between the new government and the colonial regime. This assumption is supported by Mogenthau (1957) who highlights that economic development of a recipient of aid is only supported if it serves the national interest of the aid providing state. The EU withdrawal of EU aid to Zimbabwe in 2002, was mainly influenced by the pressure by UK to press Zimbabwe accountable for the land issue which became violent as white farmers were forcefully removed from farms which were earmarked for land redistribution, according to realists, the UK and west including the EU and US could not continue to give bilateral aid to a party which could not protect the interests of the white farmers, the proverb biting the hand that feeds resonates with the Zimbabwe case, there aid was withdrawn and sanctions imposed as the government failed to toe the line.

Realists also argue that instead of development, aid encultures dependency, corruption and makes the poor become poorer whilst growth slows down (Moyo, 2009). Of note, the accelerated growth in Zimbabwe realised soon after independence in 1980 through various policies such as Growth with Equity Policy Statement (GWEP), Three Year Transitional National Development Plan (TNDP) and the Five-Year Development Plan (FYDP) were mostly supported by the first world towards reconstruction this including infrastructure, former Zimbabwe Presidents Mugabe is quoted in Gara (2009) acknowledging that the EEC provided aid through multilateral arrangements and other bilateral agreements were done with France, Britain, Belgium, Germany and other western countries. The development of Zimbabwe post 1980 was heavily reliant on aid assistance, though applying a vision for socialism, which further eroded in the 1990s when more liberal policies were adopted such as the Economic Structural Adjustments Programmes (ESAP). Similarly, to development aid towards national

initiatives, local governments also benefitted immensely through housing development grants from the World Bank, US Aid etc. Post 2013, when Zimbabwe ushered in a new Constitution, various donors showed interest in re-engaging with Zimbabwe due to going right in the path of democratisation, this notion is supported by Kersting (2014) who postulates that donors provide aid in response to democratisation, whilst aid receiving states in return see aid as an incentive to implement reforms in democracy. This relationship gives impetus to realist's perspective on aid, where the interest and power rests in the aid provider and the recipients towing the line.

2.3 Relevance of the Theoretical Frame to the Study

The realist's theory fits into the area of study and provides a basis behind EU development aid patterns to Zimbabwe. The aid withdrawal from 2002 to 2014 justifies with the realists' view of dominating self-interests by aid giving states, in this case the EU. Furthermore, the opening of relations in 2014 presents another angle of self-interest by the EU to re-engage Zimbabwe at a time when their foreign policy tilted in the positive towards Zimbabwe.

The realist's theory identifies neo-colonialism as being at play by the global north (developed countries) to the under development of the global south. The use of foreign aid to either reward or punish developing states poses questionable intentions of the development aid to Zimbabwe, Blacowe (2009) noted that many of the EU states were former colonial powers who searched riches from the north, he states that this pattern of exploitation continues to persist, and the realist theory does support this notion that aid providing states are driven by selfish motives. To support this, the effects of government-to-government aid freeze coincided with a total collapse of service delivery and governance in general, the EU therefore used its power both financial and political to influence aid withdrawal and also trade isolation for Zimbabwe with itself and other international players. Using the realist's theory based on self-interests of the donor country, the study will therefore delve into whether the resumption of aid in 2014 was

effective to improve the areas which were supported by the EU aid and whether aid is indeed effective in developing local authorities in Zimbabwe. The realist theory will be framed to the study.

2.3.1 Analysis of EU Development Aid

The origin of development aid is traced back to the Marshall Plan of 1947, known as the largest aid transfer in history (Bianchi, 2021). The Marshall Plan, officially named the European Recovery Plan ERP (Cuandra-Montriel, 2012) was the brainchild of the United States to assist Europe recover from the World War II, the aid would go towards immediate relief and major reconstruction of infrastructure which had suffered severely during the war.

For Europe, aid intervention to other countries began with the Treaty of Rome of 1957 which established the European Economic Community (EEC) made up of France, Italy, Western Germany, the Netherlands, Belgium, and Luxembourg (Matthews, 1985). The EEC, with great influence from France, would later group former colonies under the 1963 and 1969 Yaoundé Conventions (Hussein, 2013), Europe at this point had a common vision to aid its former colonies to rebuild after colonisation. The 1963 Yaoundé Convention brought together 17 African states (14 French, 3 Belgian and 1 Italian) which had recently obtained independence (Lami, 2022), it is noted that Madagascar was the 18th state under what was called the Associated African States and Madagascar (AASM). In the 1960s a vast number of African states became independent prompting the need for new financial arrangements to manage the economic relations with Europe (Lima Sakr, 2021). Through the European Development Fund (EDF) preferential trade and financial arrangements were designed to support signatories to the conventions.

The EDF is the important instrument for the EU's development aid to Africa, Caribbean and Pacific (ACP) states and is implemented through partnership agreements which included, Yaoundé I (1963) & Yaoundé II (1969), these two conventions were dominated mostly by African French speaking states, in 1975 the Lomé Convention was unveiled, unique as it brought on board the United Kingdom (UK) as a new member of the EEC (together with Ireland and Denmark) which had joined the union in 1973, Lomé I had 46 member states (Hurt, 2009) which now included a large contingent of third world countries who were members from the Commonwealth, former colonies of UK. The Lomé II Convention was signed on 31 October 1979 (EU, 2023), Zimbabwe became part of this agreement as the 60th member in November 1980 after it had attained independence in April that same year. This background on the evolution of European Community aid in Africa was necessary to locate the umbilical cord of Zimbabwe under the Europe conventions, EDFs where Aid is allocated. The European Community later officially changed name to become European Union (EU) on 1 November 1993, and had twelve European member states (Gara, 2009).

The EU is made up of 27 member states and is the second largest economy after the United States (US) (Center for Europe Studies, 2023), as a collective the EU provides the biggest chunk of international aid than any other donor with over 50 billion euros annually going towards supporting global development and alleviating poverty (European Commission, 2023). Consequently, the highest recipients of EU aid in Africa for 2021 Official Development Assistance are Egypt (2.35 billion euros), Somalia (1.17 billion euros) and Tunisia (1.16 billion euros) (European Commission, 2023). The EU provides aid to promote socio-economic development with a focus on poverty alleviation whilst assisting recipients with technical and financial assistance.

2.3.2 Zimbabwe and EU Policies Post New Millennium

Through accession to the Lomé II Convention in November 1980, Zimbabwe commenced relations with the European Community, the good start resulted in the establishment of the European Commission delegation in Harare in 1981. From 1980 until 2000, the EU had supported Zimbabwe with over a billion euros towards development (Planitz, 2015). However, the two-decade friendship made a U-turn in 2002 with the EU citing Zimbabwe's human rights infringements, violation of democratic principles and abuse of the rule of law, which formed part of the pre-requisites for aid and any violations, in this case article 9(2) of the Cotonou Agreement would attract suspension of aid, which it did through the following resolutions “(a) The financing of budgetary support under Zimbabwe's 7th and 8th EDF National Indicative Programmes (NIP) is suspended; (b) Financial support for all projects is suspended except those in direct support of the population, in particular in the social sectors; (c) Financing shall be reoriented in direct support of the population, in particular in the social sectors, democratisation, respect for human rights and the rule of law; (d) The signature of the 9th EDF NIP is suspended; (e) Article 12 of Annex 2 to the ACP-EC Partnership Agreement is suspended in so far as required for the application of restrictive measures adopted on the basis of the Treaty establishing the European Community. (f) Contributions to operations of a humanitarian nature will not be affected and (g) Regional projects will be evaluated on a case-by-case basis.”

Further to massive aid withdrawal, economic sanctions were also imposed on Zimbabwe to enforce compliance with the grey areas, sanctions came from all angles of the European community, with visible pressure from UK, the United States also joined in and activated similar restrictions.

Aid is provided when parties are at peace, however Planitz (2015) notes that the EU suspension of agreements in 2002 did not necessary halt other aid transfers to Zimbabwe such as humanitarian aid and flows through Non-Governmental Organisations (NGOs). The suspension of EU aid to the Zimbabwe government in 2002, resulted in the country facing multiple challenges of inflation, poverty, and a cholera outbreak in 2008-2009 which claimed many lives especially in urban areas, prompting the EU aid to flow towards humanitarian support, but no government-to-government support.

2.3.3 Impact of Aid Sanctions on Local Development

During the tumultuous period between Zimbabwe and the EU from the early 2002, local authorities were faced with enormous challenges which included disease outbreaks, high inflation and economic decline resulting in decline of local revenues, worn out infrastructure and service delivery, which was severely compromised, the sanctions imposed on Zimbabwe did not make the situation any better. Local authorities as a tier of government seem to have been indirectly and severely impacted by both aid withdrawal and sanctions, which affected service delivery and impacted negatively on the general populace. The little aid which was channelled through NGOs could not replace the function of government, boreholes which were erected by the NGOs were contaminated by waste as councils failed to collect garbage nor provide treated tapped water. Selendey (2011) noted that the main causes of the cholera were dilapidated and sub-standard infrastructure, all these were symptoms of failing resources to enable local governments to respond to development and service delivery needs.

Planitz (2015) notes that the EU suspension of agreements in 2002 did not necessary stop other EU aid transfers to Zimbabwe such as humanitarian aid and flows through Non-Governmental Organisations (NGOs). However, as government-to-government aid to Zimbabwe was withdrawn, there was an immediate manifestation of challenges including high inflation,

poverty, and a disease outbreak such as cholera in 2008-2009 which claimed many lives especially in urban areas. Local authorities at this time faced challenges to manage the cholera epidemic, raise revenue in a comatose economy, meet basic infrastructure and service delivery needs, all these deteriorated at aprecedented pace after 2002.

The withdrawal of aid by the EU from 2002 was the final signal that the relations of these two political actors were severely strained, the socio-economic and political climate in Zimbabwe crept under fatigue as a result, cementing to the notion that aid was an important pillar of Zimbabwe's development. The downside of aid is that it is not guaranteed and is a voluntary practice by the donor country, they chose when to give, pause or withdraw and the consequences can be fatal if aid reliance is dominant, such as the case between 2002 until 2014.

On 1 November 2014, the previous EU restrictions based on the violations of Article 92 of the Cotonou Agreement by Zimbabwe since 2002, lapsed enabling the ushering of a ray of renewed relations. The National Indicative Plan (NIP) 2014 – 2020 between the EU and Zimbabwe under the 11th EDF resumed after a 12-year lapse, resuscitating formal partnership arrangements between Brussels and Harare, with a supporting budget of EUR234million for the 6 years (European Union (EU), 2014). Under the plan, three support areas were identified.

1. Increasing health outcomes
2. Economic development based on sustainable agriculture.
3. Institutional strengthening and fostering good governance for economic recovery, consolidation of democratic processes, peace and stability. (European Union, 2014)

To support the analysis of the EU Aid to Zimbabwe post 2014, an interest draws on comparable country cases, whereas the EU-Zimbabwe NIP (2014-2020) which was allocated EUR234m, in comparison with NIP for Mozambique which for same period 2014-2020 was allocated EUR734m (EU, 2014), Zambia EUR484m (European Union, 2023), the low allocation for

Zimbabwe may be attributed to the continued monitoring of the Zimbabwe situation during the early stages of mutual renewal.

2.3.4 Overview of the EU Aid and Zimbabwe Local Authorities Support

The European Union provides development aid to LAs in both Europe and abroad especially when major disasters or humanitarian emergencies occur. In Zimbabwe, the EU countries are among the top leading donors of humanitarian aid, helping many sectors, including LAs each year. The EU knows the context of what is happening in Zimbabwe and provides aid based on agreements with Zimbabwe, which are supported under the European Development Fund (EDF), Zimbabwe was incorporated back in the 11th EDF in 2014, through this Zimbabwe was co-opted in the 5-year Multi-annual Indicative Plans (MIPs) and the National agreement which is the National Indicative Plan (NIP) which was signed on 25 February 2015, these plans are evaluated and cancelled or renewed at the whim of the EU if the recipient country violates terms of the agreements.

EU Aid is significant, together with its 27 members states, the EU is the biggest Aid contributor in Zimbabwe. EU aid is conditional, and their focus is mainly aligned to human rights, democracy, electoral reforms, these conditions exude interference and preconditions in funding. EU program support to local authorities is done indirectly and grants channelled through EU member international organisations, CSOs such as residents' associations, CBOs and sometimes through political organizations.

2.3.5 EU and Local Authorities Aid Development 2014 – 2020

Literature on EU development aid to Zimbabwean local authorities is not readily available and has been narrowly researched, though such information is essential to understand the dynamics of various factors around the continued challenges in service delivery and governance faced by LAs in Zimbabwe. The comatose state of service delivery during the period of EU aid freeze

points to an assumption that aid was effective in creating an enabling environment for functionality in local service delivery and governance, however dependency of such foreign aid support proved catastrophic as service delivery and governance came to a stand-still and continues to be in rehabilitation, assumptions are that the effects of sanctions which constrained the activity of the government of Zimbabwe had a domino effect on the weakening of local governments. Various literature points to the challenges faced by Zimbabwe local authorities, but the impact of the aid restrictions and sanctions are hardly mentioned.

EU Commissioner Urpelainen buttressed the importance of LAs as key collaborators in EU external actions, by 2027 the EU will inject close to 500 million euros towards LA initiatives towards addressing inequalities and the attainment of the Sustainable Development Goals (SDGs) (Fox, 2023). The importance of local authorities as a critical actor in development remains key in understanding the impact of EU development aid being channelled to this arm of government.

CHAPTER 3 METHODOLOGY

3.1 Introduction

The previous chapter investigated the related literature in relation to EU aid effectiveness on LA development. This chapter focuses on the research methodology that was adopted. Research Methodology is defined as a science of analysing how research is going to be carried out. It dwells on the processes and procedures that the researcher will do their research, the idea is to give a work plan of the research (Gounder, 2012). The following section specifies the research methods utilised in gathering the necessary data to confirm or discard the hypotheses. The concepts of reliability and validity are also investigated. The selection of data sources interrogated.

3.2 Research Design

Cresswell (2014) States three main approaches to research which are qualitative approach, quantitative approach and the mixed method approach. This study was conducted largely through the qualitative descriptive method, however some minimal quantitative data was presented to the researcher with no alterations or analysis on her part, hence interpretations were based mostly on non-numerical data, though numerical data was presented in this study as supplied by the sources in graphs and tables.

The purpose of descriptive research is to describe a phenomenon and its characteristics (Nassaji, 2015). Aspers (2019) defines qualitative research as an “iterative process in which improved understanding to the scientific community is achieved by making new significant distinctions resulting from getting closer to the phenomenon studied”. Although research on development aid to Zimbabwe is considerable, there is generally no sufficient research on the EU aid to Local Authorities in Zimbabwe, hence the deployment of attempting to contextualise, interpret and understand the perspectives around the topic under study.

3.3 Population and Sampling

A sample in research refers to the sample of the population or universe, and the population does not only imply to people as one would imagine, as it can be reference to a total quantity of cases or things which are the subject of the research (Ilker, 2016). The sample in this study are local authorities and purposively selected participants. This study delimited a sample of 8 out of 28 beneficiary LAs, with a mix of 4 urban and 4 rural which is a 29% sample which included Harare, Mwenezi, Redcliff, Lupane, Chiredzi, Makoni, Mutare and Zibagwe. The sample selection has been purposively selected to cover at least 5 provinces which are Harare, Masvingo, Midlands, Matabeleland North, Mashonaland West and Manicaland. Furthermore, the sample included 4 local authorities which were supported by CLGF which are Harare, Chiredzi, Makoni and Mutare, and MDP supported LA's which are Mwenezi, Redcliff, Lupane and Zibagwe. The sample size of 29% was an adequate representation as supported by Dworkin (2012) who suggested that a heterogeneous population requires a sample of between 25 and 30 interviews, and in-depth interviews would require a minimum sample range from 5 to 25.

The study used the purposive sampling technique to select the key participants. Purposive sampling is a non-random technique and is also referred to as judgment sampling (Ilker, 2016). Purposive Sampling uses a deliberate choice of selecting a participant based on the ability of the participant to provide data and insight into the area of research, (Ilker, 2016). The researchers sample included perspectives from the Ministry of Local Government and Public Works (MOLGPW), the Director Financial Advisory Services and Urban Local Authorities, the MOLGPW is a key respondent as the national authority for any LA programmes by external partners. Also from national government, the Ministry of Finance and Economic Development (MOFED) gave their perspectives, one each, from the budgets section and the accountant general, MOFED was part of the technical agency for PFM policy implementation. The Local Governments Associations (LGA) namely the Urban Councils Association of Zimbabwe

(UCAZ) and the Association of Rural District Councils of Zimbabwe (ARDCZ) were included in the population as the co-implementing partners of the EU project and as beneficiaries and key stakeholders, two respondents from both LGAs will be part of the sample. From the LGAs, the Secretary General and Programmes Officer were the participants, however only the secretary generals were involved as one of the programme offices is deceased and the other was no longer accessible.

The researcher included the EU delegation in Zimbabwe as a participant, to gain access into intimate knowledge on the interventions, included in the participants were the deputy Head of Governance as the highest planning authority for the governance and accountability programmes and the programme manager as the coordinator of the LA support. The executing agencies the Commonwealth Local Government Forum (CLGF) and the Municipal Development Partnership (MDP) formed an important part of the purposive sample, the project managers were the participants.

Table 4.1 Sample of Participants under the study

Purposive Sample	Participants	Sample Size	Justification of Sample
8 Local Authorities	4 Rural and 4 urban LA's out of 28 beneficiary LAs. 2 respondents each, Town Clerk and Finance Director	8 out of 28 (29%)	The purposive sample of urban and rural mix, coverage of at least one province, mix of 4 LAs from each of the implementing partners. Convenience in targeting those that were most capable of being responsive.
Ministry of Local Government and Public Works	2 respondents each, Chief Director Financial Advisory and Director Rural Local Authorities	2	Key departments which were part of the oversight units in the Ministry for the EU projects
Ministry of Finance and	Director Budgets and Director, Accountant General	2	Responsible for training support to LA's on the EU projects

Economic Development			
European Union	Head of Governance and Governance Programme Manager	2	Funding Partner and Oversight of the EU projects by CLGF and MDP
Urban Councils Association of Zimbabwe	Secretary General	1	Co-implementing partner of the EU projects and umbrella body for all Urban Councils in Zimbabwe
Association of Rural District Councils of Zimbabwe	Chief Executive Officer	1	Co-implementing partner of the EU projects and umbrella body for all Rural Councils in Zimbabwe
Municipal Development Partnership	Former Project Manager and Former Project Administrator	2	Implementing part of the EU projects from 2015 - 2021
Commonwealth Local Government Forum	Former Project Manager	1	Implementing part of the EU projects from 2015 - 2022

Source: The Researcher

3.4 Data Collection Instruments

The study included a range of data collection instruments to gather data, these were desk studies, questionnaire interviews, remote online interviews, and face-to-face in-depth interviews. The data collection techniques will be explained more under section 3.6

3.5 Pilot Study

The study did not undertake any pilot study.

3.6 Data Collection Procedure

The research was conducted in three phases, desktop research, data collection instruments which included semi-structured questionnaires and in-depth interviews.

3.6.1 Desktop Research

Desktop research is an approach used to critically evaluate and analyse published secondary data and existing literature (Nunes, 2016). The researcher adopted the desktop research to assist in analysing existing secondary data from the EU which consisted of policies, strategies and contracts pertaining to the EU aid to local authorities. Furthermore, the data obtained from the implementing partners CLGF, VNG and MDP were provided in soft copy which required a thorough scan to understand the baselines of interventions, performance of projects at the end and this helped to guide towards the development of structured questions. The Ministry of Local Government provided some documents which depicted graphs and tables on the LAs performance, this data may be considered quantitative, however the analysis was not done by the researcher, but was extracted as received in the documents. The data obtained in the desktop research informed much of the data in the literature review and gaps which required further prompting during the participant interviews and designing of the questionnaires. This first phase of data collection heavily relied on related literature which helped collect preliminary data on the topic.

3.6.2 Questionnaires

The second phase of data collection was done through administering questionnaires to the 8 local authorities, these had open ended questions and respondents provided information peculiar to their case and the support received from the EU and development partners. This 2nd phase of data collection involved the development of data collection instruments, which included interview guides and semi-structured questionnaires for participants. A questionnaire is a document which contains questions and types of items which are designed to collect appropriate information to aid the analysis (Acharya, 2010).

Three classes of participants were earmarked for the research, and these included, the EU (donor), the executing agencies (NGOs) and the beneficiaries (Government and LAs) who were drawn from a purposive sample of EU aid beneficiary local authorities, the ministry responsible for local authorities and the MOFED and lastly the associations of local authorities for urban and rural, which are the umbrella bodies for the 92 local authorities in Zimbabwe. A uniform questionnaire was prepared for the 8 councils and had open ended questions which collected qualitative information. Gaps which could not be obtained through the questionnaire, prompted the researcher to further engage the councils for interviews, which was the 3rd mode of data collection. Interview guides were developed for the EU and key stakeholders (government, implementing partners and the LGAs).

3.6.3 Interviews

3.6.3.1 Remote Interviews

The researcher used remote methods to access participants, thus telephone and online interviews, this approach of using the internet and other digital platforms for qualitative research is acknowledged as effective by (Saarijärvi, 2021), who asserts that experiences of COVID-19 and working from home and anywhere have enabled research to be conducted in various modern digitized formats. Remote interviews were done with participants who either could not be available for a face-to-face interview due to distance, one participant was in the United States and another in Canada, hence this method was appropriate to reach them. Other locally domiciled participants preferred the online interviews as these were conducted after hours and they were working in the field.

3.6.3.2 In-Depth Interviews

However, this study also held intensive face to face interviews with the participants especially those who were based in Harare where the researcher resides. Taylor and Bodgan (2016) noted

that in-depth interviews are valuable in creating a positive connection between the researcher and the research subjects which improves the quality of interpretation of data. In-depth interviews were useful in this research as some questions which were not fully understood could be clarified and accurate data obtained. Further, more insights into the area of study were elaborated better through in-depth interviews. This approach did not come without any challenges, the length of interviews was estimated to last one hour for each participant, but due to probing and also social responses, one interview lasted 3 hours. I addressed this challenge by scheduling more time in between my interviews, than rushing the participants to complete on time. Physical interviews were also possible with Zibagwe, Redcliff and Mutare, further to them having completed the questionnaire and the unclear responses were clarified through the interviews.

The research was conducted through the qualitative research approach. The research questions were captured using qualitative data and feedback was obtained through key informant interviews and document analysis.

3.7 Analysis and Organisation of Data

The data interpretation is key in qualitative research, therefore analysing this data becomes a critical process. Data analysis was processed through the thematic analysis, using three steps thus, a) data reduction b) data display and c) drawing conclusions (McNabb, 2010). The method of data analysis is guided by the three strategies informed by Cresswell (2007) which include preparing and organising the data, coding, and presenting the data in the form of text, tables or figures. Thematic coding was used to arrange the data for ease of interpretation, (Ngulube, 2015) notes that coding aids in assisting the researcher to migrate data to a high level of abstraction. On the coding, Braun and Clarke (2006) note that codes come in different forms

which include colours, numbers, phrases and letters, the coding for this research used phrases. The data was analysed using excel and word processing, where the statements, perceptions and experiences were coded in different colours based on their uniformity. Qualitative data from the local authorities were analysed through Excel. This was done by entering responses in excel sheet and then organising the responses into themes, then applied content analysis.

3.7.1 Validity

Validity refers to the credibility or acceptability of the research. It answers the question, are the findings genuine? Validity encompasses the entire experimental concept and establishes whether the results obtained meet all the requirements of the scientific research method. Cresswell (2014) views validity to imply that the results which were obtained from the data analysis represent the problem. In qualitative studies, (Maxwell, 1992) notes that researchers mostly rely on several understandings and types of validity in their process of describing, interpreting, and explaining phenomena of interest. Taking cognisance of this, the researcher always ensured validity through cross-referencing responses with the research questions. Furthermore, the researcher worked with credible information sources and probed with the key stakeholders where findings were unclear.

3.8 Ethical Considerations

In research, ethics provides guidelines for reviewing and evaluating research and ensure enforcement mechanisms to deliver ethical research (Rogelberg, 2004). Ethical considerations in this study included the non-disclosure of participants names and pseudonyms/aliases were used to protect identities, further deployment and signing of consent forms from respondents was done before any official information gathering was done. Initially the researcher had included contact information of the questionnaires and guides, but these were later altered to

ensure the participants responded without fear of their names and contacts being known outside the researcher.

The study ensured there was a balance between obtaining information and protecting the image of the organisations at the centre of the research. Important for this research is the fulfilment of the Africa University Research Ethics Committee (AUREC) approval processes which ensures research compliance and oversight to mitigate any shortcomings and ethics violations, these processes include obtaining consent from the respondents which is approved by the AUREC prior to engaging the respondents, AUREC was fully done before the commissioning of the research, which all falls within the confines of checks and balances in support of an enriched research.

3.9 Chapter Summary

This chapter focused on the methodology of the study. The areas spelt therein included areas around the research design, the populations and sampling, the data collection instruments to be used, the procedures, the data analysis and organisation, issues around ethical considerations. The next chapter will cover data presentation, analysis, and interpretation.

CHAPTER 4 DATA PRESENTATION, ANALYSIS, AND INTERPRETATION

4.1 Introduction

The preceding chapter outlined and justified the qualitative research methodology that was employed to address the research problem. This chapter presents the effectiveness of European Union Aid on Urban Local Authorities Development in Zimbabwe. The names of the participants used in this section are pseudonyms to protect the identity of the participants. As stated in chapter one, the study sought to answer the following research questions:

1. What factors have influenced EU development aid to LAs in Zimbabwe?
2. How effective was the EU development aid on urban local authorities' development from 2014 to 2022?
3. What policy recommendations can be made for future development aid programming for LAs in Zimbabwe?

4.2 Factors that Influenced EU Development Aid to Zimbabwe LAs

This study aimed to understand the factors that influenced EU development aid to LAs in Zimbabwe and this section presents the information provided by the study participants on the presumed factors.

4.2.1 Improved International Relations

The diplomatic ties between Harare and Brussels were reported to have improved over the last decade and all the participants attested that this road to re-engagement triggered support towards the LAs who form the third tier of government. It was noted that the EU development aid towards LAs was not directly disbursed to LAs and it came through as multilateral and project aid. Bilateral aid which is government-to-government aid from EU started to flow into Zimbabwe in 2014. It was also noted that LA support continued to trickle in even during the

period of “appropriate measures” with major programmes such as Sweden funded Capacity Building for Urban Councils in Zimbabwe which was applauded to be very effective. Germany continued to support key service areas in the capital city, Harare mostly in Water, Sanitation and Hygiene (WASH) and humanitarian support. Furthermore, the umbrella body of the 32 urban LAs, UCAZ has continuously been supported in strengthening its institutional capacity, with exchange visits organised between Zimbabwe and EU local authorities to learn on good practices in Europe. The Transnational Support Cooperation was another major support by the EU to LAs, which enabled south-south cooperation and the Peace Building Project which paved avenues for development of policies which were in sync with human rights and peace in conflict prone communities. Although the funding was noted to be little versus the needs on the ground, one of the participants echoed that the value of the EU support transformed governance in the Associations of Local Authorities, thus UCAZ and ARDCZ and in the LAs.

The above input from participants showed that the improved confidence in Zimbabwe by the EU and better relations with the State thereof resulted in LA also receiving support and aid from the EU, however the aid would not come directly to LAs due to trust and accountability issues, further the aid was not substantive but made a change where it was earmarked.

4.2.2 Support Implementation of Devolution

Input from the participants at national government indicated that the advent of a new constitution in 2013 which included a chapter on devolution contributed to the EU’s interest to support LAs in implementing devolution. Mr. Yera from one of the ministries which participated in the study echoed that from 2015 the EU had supported initiatives which could support the implementation of Chapter 14 of the constitution through injecting aid in the re-alignment of laws in line with the constitution, and development of aligned policies such as the National Devolution and Decentralisation Policy, Local Government Bill, and the

Intergovernmental Finance Transfer Framework amongst others. The EU further showed interest in supporting the awareness of the new constitution, this was done by funding capacity building and lobby and advocacy programmes through CSOs and iNGOs such as the VNG International, Diakonia, UNDP among others.

The above shows that one of the areas that attracted the EU to provide aid to LAs was to promote and support the devolution agenda, which interest backs the fact that EU supports initiatives which fall within its principles of promoting democracy and equity around the globe.

4.2.3 Occurrence of natural disasters

During in-depth interviews with the participants, two of them mentioned natural disasters as a factor which influenced EU development Aid to LAs in Zimbabwe. Mr. Kembo from Mutare district stated that;

“Zimbabwe has been hit heavily by natural disasters, for instance, the occurrence of Tropical cyclone Idai in 2019 drew the attention of EU member states to offer a helping hand to the affected countries. We were informed that, about €12 million was donated by EU between Zimbabwe, Mozambique and Malawi. Mutare was affected directly by the cyclone, and received part of the money to prepare ourselves against natural shocks such as Tropical cyclone Idai and to overcome the losses experienced.”

This entails that EU funding supports disaster preparedness and helps local authorities to achieve economic development after a disaster. Mrs. Changara from Mwenezi district also added light on how natural disasters have influenced EU development aid to LAs. She postulated that;

“In Mwenezi, we have been recipients of aid from EU due to natural disasters such as drought. From 2012 to 2019 rainfall was not reliable as it used to be a decade ago which led to a series

of poor harvests. This caught the attention of EU to provide food aid as well as financial aid to such affected areas.”

From the information provided by the participants, it shows that the occurrence of natural disasters drew the attention of EU member states to provide humanitarian and financial assistance to local authorities in Zimbabwe.

4.2.4 Outbreak of diseases

The participants of the study also revealed that outbreak of diseases is another factor which influenced EU development aid to local authorities in Zimbabwe. Mr. Johnson, one of the top officials in Harare stated that:

“The outbreak of diseases such as COVID-19 in 2020 affected a number of developing countries and Zimbabwe is not an exception. Although Zimbabwe was not severely affected by COVID-19 like other countries in the EU, it was a recipient of financial aid from the EU to improve its health services and support allowances for health workers during the pandemic. About 8.9 million was provided to support vaccination campaigns and 2 million was allocated to humanitarian organisations throughout Zimbabwe.”

Further to the above, a participant from the EU LA project aid executing agencies affirmed that LAs were supported with COVID-19 personal protective equipment for their local clinics and council offices, COVID-19 awareness material was also provided. It was noted that no direct financial aid was channelled to LAs to support health but through the central government, NGOs and CSOs.

From the information stated above, it shows that outbreak of diseases influences EU development aid to LAs in Zimbabwe.

4.2.5 Climate change

It also emerged from the study that climate change is another factor which influenced EU development aid to LAs in Zimbabwe. Mr. Zhanje, a top official from Mwenezi RDC said that;

“Climate change is occurring everywhere in the world, but its adverse impact is experienced by developing nations such as Zimbabwe. Therefore, the EU has helped Zimbabwe tirelessly on issues related to climate change. For instance, in our district we have received new variety of crops as well as chemicals for plants and animals to protect them from the negative effects of climate change thereby maximising agricultural productivity.”

This shows that climate change is associated with several economic, social and environmental challenges that EU member states cannot ignore. However, such support was channelled through international NGOs such as PACT and UNDP, no direct disbursements were made to the LA.

4.2.6 Inequalities and corruption

The findings of the study also revealed that the increasing inequalities and corruption in Zimbabwe is a factor which influenced EU development aid to LAs in Zimbabwe. Mrs. Mabwe, a top official in Chiredzi postulated that:

“In Chiredzi, there is unequal distribution of natural resources such as land as well as financial resources due to corruption which has become rampant throughout the country. For this motive, EU officials have intervened by sending observers to monitor our development projects and making sure that resources are equitably distributed to all members in the community. People who were side-lined by the corrupt government have been noticed by EU and in the process financial funds to start community projects were provided.”

A participant from the non-participating LAs commented that as they craft their proposals to the EU, one of the guiding principles is to scan on the main issues of decay which may not be

resolved internally by the government or LAs, corruption especially in procurement processes and revenue leakages prompted the EU to target support with the hope of safeguarding the interests of rate payers and nip misgovernance. This resulted in many CSOs being funded by the EU aid to strengthen their watchdog function and hold LA to account.

From the above findings it is evident that inequalities and corruption influenced EU development aid to LAs Zimbabwe.

4.2.7 Decline in local service delivery.

The study also found that, the decline in local service delivery is a factor which influenced EU development aid to LAs in Zimbabwe. Mr. Johnson from Harare mentioned that:

“Service delivery in the city of Harare has been declining since 2008. This is attributed to the management of LAs, weak corporate government, inflated salaries, uncontrolled population growth due to urban migration and high birth rate, declining investment and support grants, ineffective budgetary processes as well as declining revenue bases. This decline was noticed by the EU and they decided to intervene in form of technical aid to help LAs cope with the challenges.”

This shows that the decline of service delivery has exposed gaps that needs to be covered in different areas which led the EU to grab the opportunity to offer development aid through technical support. Although some of the LAs did not receive support from the EU directly, the participants disclosed that they benefited from the capacity building programs funded by the EU, with an end goal of improving service delivery in Zimbabwe.

4.2.8 Competition between the EU and China

During the in-depth interviews with the participants, it was revealed that the competition between the West including the EU member states and China on political and economic

superiority emerged as a factor that influenced EU development aid to LAs in Zimbabwe. Mr. Zviyedzo from Makoni RDC claimed that:

“The relations between China and Zimbabwe has been growing tremendously since 2013. On the other hand the EU and the west at large were still lagging behind China in terms of business relations and bilateral agreements with Zimbabwe due to the so called economic sanctions imposed against Zimbabwe. However, the successes of the Chinese in Zimbabwe, especially at Chiyadzwa gold mines perturbed the EU member states forcing them to resume their economic relations with Zimbabwe, hence benefiting the LAs in the process.”

This shows that the competition between EU and China influenced EU development aid to LAs in Zimbabwe.

4.2.9 Investment opportunities for European Companies

It also emerged from the study that the need to create investment opportunities for European countries in Africa influenced EU development aid to LAs in Zimbabwe. One of the participants mentioned that:

“EU member states are always seeking economic glory around the globe which makes them friendly to every nation. This is also because they want to improve their international trade by investing more on foreign countries especially developing countries like Zimbabwe which are economically crippled and have a high dependency rate. For this motive EU has found itself providing development aid to LAs in Zimbabwe.”

This factor on the EU's renewed interests to support LAs in Zimbabwe was linked to the view that the EU continued to show interest in investing in Africa with the goal of trying to address colonial imbalances by providing aid, expertise and creating investment opportunities. This

shows that investment opportunities for European countries is a factor which influenced EU development aid to LAs in Zimbabwe.

To conclude on the factors that influenced EU development aid to LAs in Zimbabwe, the table below provides a summary of the factor and the category using the, Political, Economic, Social, Technical, Environment and Legal (PESTEL) dimension.

Table 4.2 Factors influenced EU development aid to LAs in Zimbabwe

FACTOR	CATEGORY
Improved International Relations	Political
Support Implementation of Devolution	Political
Occurrence of natural disasters	Environmental
Outbreak of diseases	Social
Climate change	Environmental
Inequalities and corruption	Socio-economic
Decline in service delivery	Socio-political
Competition between EU and China	Political
Investment opportunities for EU countries	Economic

Source: The researcher

4.3 The effectiveness of EU development aid on local authorities

This section articulates the effectiveness of EU development aid on local authorities' development including good governance and services delivery from 2014 to 2020.

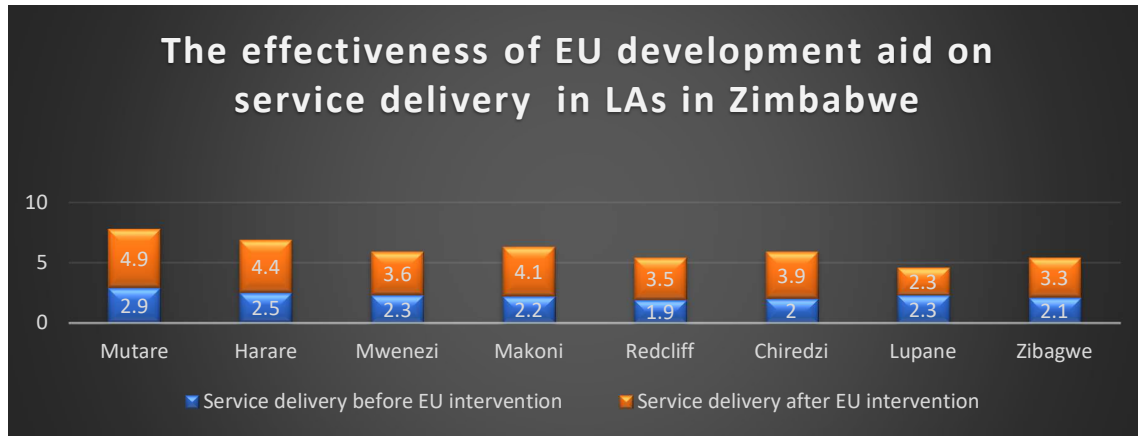
4.3.1 Improved services delivery

The study found that, EU development aid to LAs in Zimbabwe has been effective in improving service delivery. The participants of the study also revealed that, LAs are dependent on external pressure to act. For instance, LA's want to be driven by their parent Ministry of Local Government and Public Works to stay within the dictates of the law. Mr. Kembo postulated that:

“LA's are not receiving much of EU donor funds but technical support including trainings, conferences and software support. There is more injection of technical than financial aid which has been fundamental in equipping the local authorities in improving service delivery. For instance, in Mutare the implementation of Geo Information Systems (GIS) through procurement of the Local Authorities Database System (LADS) AND trainings of key were sponsored by the EU through the Commonwealth Local Government Forum (CLGF) which resulted in a quick turn-around in identifying and responding to burst water pipes and non-revenue water leakages, which improved service delivery in Mutare.”

The article published by Zimbabwe Vulnerability Assessment Committee (ZIMVAC) (2020) revealed that in Redcliff and Mutare there is improved service delivery on refuse collection and corporate governance through the programs funded by EU through the Multi-Annual Indicative Programme (MIP). The MIP for EU cooperation with LAs in Zimbabwe will be implemented until 2027 and it has been efficient in promoting good governance and citizen's rights in major cities including Harare and Mutare. It was also instrumental in promoting Green Economic Growth (GEG) especially in rural districts such as Mwenezi, Makoni and Chiredzi. This shows that EU development aid to LAs in Zimbabwe has been effective. The figure 4.1 represented by the bar graph below shows the trends on service delivery of the selected areas.

Figure 4.1: The effectiveness of EU development aid on local authorities



Tendai Mukunyadze, Zimbabwe, 2023 (Personal source collection)

Figure 4.1 above shows the information provided by the participants of the study on 8 selected areas in relation to the impact of EU development aid to LAs in Zimbabwe. The trends are showing EU development aid has improved service delivery in almost all the areas selected except for Lupane which remained stagnant. The Lupane case and its failure to absorb the development aid positively was attributed to leadership challenges, Lupane had no substantive Chief Executive Officer (CEO) for over five years with the Finance Director acting as the CEO, furthermore, Lupane was cited as a small local board which was failing to catch-up on issues of digitisation due to institutional weaknesses, although they were provided with development aid similar to other LAs under the targeted councils.

From the above, EU development aid has been effective in improving service delivery in LAs in Zimbabwe, with the exception of Lupane Local Board where improvement was minimal.

4.3.2 Neutralising the Impact of Natural Disasters

The participants of the study revealed that, through EU development aid LAs managed to neutralize the impact of natural disasters. For instance, in Mwenezi RDC it was mentioned that

there were food insecurities due to a series of droughts. However, through EU development aid, food aid schemes were launched in the district. Mrs. Marembo from Mwenezi said that:

“We thank EU for alleviating poverty in our district, especially on food provisioning. We were starving, without anything to eat due to poor harvests. However, EU intervened through NGOs such as GOAL and Christian Care.”

This shows that EU development aid has been instrumental in reducing the impact of drought. It also emerged from the study that, in Mutare where Tropical cyclone Idai destroyed, LAs received humanitarian aid from EU indirectly through NGOs which helped them in resilience and mitigation to address the challenges posed by the cyclone. In addition to the above, Harare has benefited from firefighting equipment from Germany an EU member state. This shows how EU development aid helped local districts to neutralize the impact of natural disasters.

4.3.3 Improved health system

It emerged from the study that the LAs from the selected areas have witnessed improved health system due to the impact of EU development aid. The participants postulated that EU aid has been instrumental in improving the well-being of many in their communities. For instance, Mr. Kembo highlighted that:

“In our RDC pregnant women travelled long distances, some 30kms to receive pre-natal care and give birth resulting in a high rate of maternal death and infant mortality as there were no nearby health facilities to serve the rural community especially the resettlement areas. However, through the help of EU we have managed to build a maternity waiting room in Ward 8 which has health personnel on standby, adequate supply of medicines and where an

ambulance is regularly stationed. This waiting facility has also been useful during the outbreak of COVID-19, counselling, awareness campaigns against COVID-19 and vaccination activities were carried out efficiently.”

This shows that EU development aid has been effective in improving the health system in some areas. However, the participants from Makoni, Chiridzi and Lupane districts argued that, EU development aid was not effective in improving the health system due to corruption. It is said that some of the funds that were allocated to the health sector were misused by the corrupt individuals, sometimes corruption in the CSOs where money is transferred by the EU to the districts. In Makoni, they never received any direct aid from EU towards health services even during the peak of COVID-19 pandemic. Therefore, this entails that, in some areas EU development aid has not been effective in improving the health systems.

4.3.4 Improved budgeting systems

It emerged from the study that EU development aid to LAs in Zimbabwe improved good governance through budgeting systems. The data provided by the participants has shown that in Chiredzi, Harare, Mutare and Zibagwe the EU support enabled awareness in the budgeting cycle and systems. All LA's merged ideas and strategies on encouraging budgets to be operational, these processes improved. Mr Johnson postulated that:

“EU support empowered local people to participate in local development projects in various areas including budgeting. For instance, Councillors were empowered to play a fundamental role in budgeting such as participatory budgeting, hence sustainability was ensured in the handover of roles to Councillors who would participate actively in their wards to obtain local priorities and present to council.”

The EU aid through the CLGF project resulted in the development and adoption of LADS budgeting module for use by all LA's in preparing realistic budgets. At the end of 2020, 30% of LA's had switched to the LADS budgeting module as presented below.

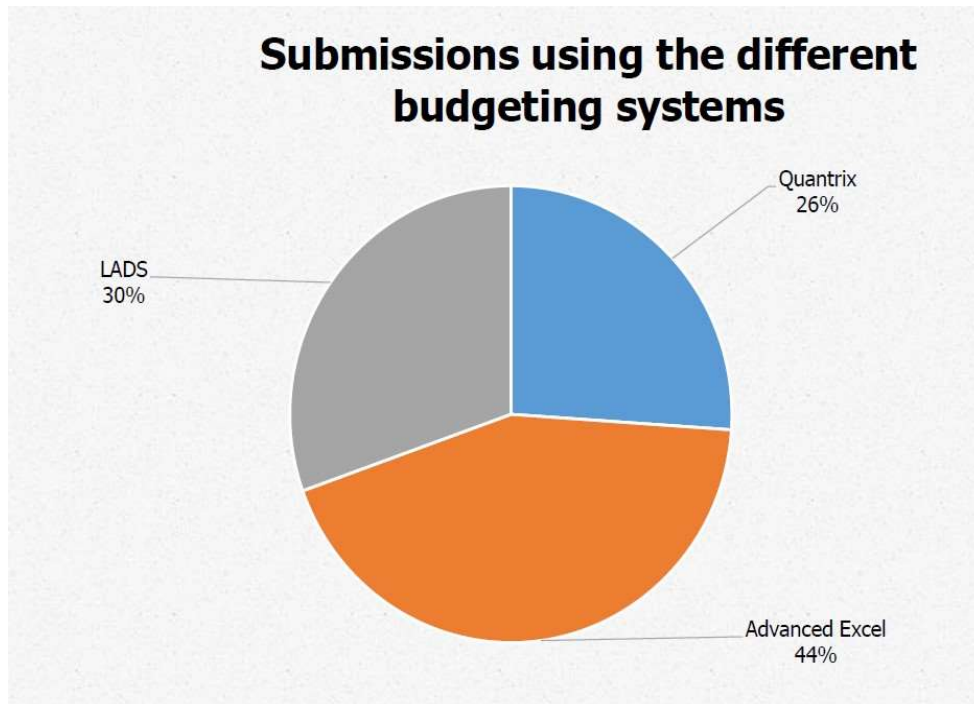


Figure 4.2 Ministry of Local Government and Public Works Budget Systems

(Ministry of Local Government and Public Works, 2020)

Mrs. Mabwe from Chiredzi added that the EU support in budgeting which was provided through the CLGF was an eye opener and the LA budgeting cycle has been sustained over the years as stakeholders are aware of the need for inclusive decision making and participation, through participatory budgeting.

The MOLGPW shared a rating matrix of best performers in budgeting out of the 92 LA in 2020, and none of the sampled LAs made it in the top 10, as seen on the figures below:

Figure 4.3: Top 10 Rural LA Budget Performance 2020

Top 10 Budget Performance: Rural Local Authorities			
LOCAL AUTHORITY	BUDGETED REVENUE 2020	REVENUE EARNED 2020	Budget Performance
Mutasa RDC	19 140 387,00	34 002 868,54	178%
Gutu RDC	53 311 427,60	54 108 876,05	101%
Mhondoro Ngezi RDC	60 943 032,49	59 195 414,72	97%
Buhera RDC	79 023 723,96	72 438 413,63	92%
Chikomba RDC	56 672 112,00	51 775 142,82	91%
Vungu RDC	61 835 029,57	55 651 526,61	90%
Chimanimani RDC	47 374 691,00	42 084 462,65	89%
Nyanga RDC	63 422 529,80	53 965 309,28	85%
Mazowe RDC	154 130 677,45	128 442 231,21	83%
Chipinge RDC	79 324 587,00	65 268 655,50	82%

FINANCIAL ADVISORY SECTION

MoLGPW, Financial Advisory Section, Zimbabwe, 2020 (Internal Publication)

Figure 4.4: Top 10 Urban LA Budget Performance 2020

Top 10 Budget Performance: Urban Local Authorities			
LOCAL AUTHORITY	BUDGETED REVENUE 2020	REVENUE EARNED 2020	Budget Performance
Zvishavane town Council	43 134 723,45	92 144 688,78	214%
Beitbridge Town Council	89 950 491,46	164 391 879,00	183%
Mvurwi Town Council	31 781 610,33	33 819 371,43	106%
Rusape Town Council	77 425 040,68	69 292 423,08	89%
Marondera Municipality	132 866 201,73	113 515 682,63	85%
Gwanda Municipality	175 438 316,30	147 979 287,00	84%
Plumtree Town Council	95 760 910,00	71 820 683,00	75%
Chipinge town Council	59 991 058,08	44 477 449,15	74%
Kariba Municipality	88 428 736,43	61 858 572,00	70%
Shurugwi Town Council	47 069 951,66	32 625 167,44	69%

FINANCIAL ADVISORY SECTION

Source: MoLGPW, Financial Advisory Section, Zimbabwe, 2020 (Internal Publication)

The narration in this section of the EU development aid to budgeting in LAs, shows that the targeted LAs budgeting systems improved tremendously thereby facilitating economic development and efficiency in development and submission of compliant budgets. However,

it was noted that from the sampled LA's, none had made it into the top 20 of best budget performers, as they still lagged some of their counterparts who did not receive direct support from the EU as illustrated in the figures above where out of 20 top performers, the 8 sampled beneficiaries were all out. One of the participants from the implementing partners attributed this not to poor performance but mentioned that all the 92 LAs in Zimbabwe were supported by the EU aid through the MOLGPW in trainings on Project Based Budgeting (PBB), which triggered any improvement in the best performers.

4.3.5 Increased Revenue Generation and Collection

The study found that there is increased revenue generation facilitated by the EU development aid to LAs in Zimbabwe. Mr. Zhanje revealed that, revenue generation for LAs requires a good relationship between the service provider and the recipient through citizen engagement, coupled with a robust integrated computerised Enterprise Resource Planning (ERP) system and good governance which plucks out corruption and revenue leakages. For example, citizen engagement through information systems such as CHATBOTS an interface which uses whatsapp for registered rate payers to send complaints, pay their bills or simply to engage with council, improved transparency and accountability and this in turn resulted in improved revenue collection. As Mr. Zhanje further shared with the researcher a quote from one of their annual reports where a resident said that,

“We are very happy with this innovation of the whatsApp chatbot which was introduced by the council. We are now able to pay for our shop licences as it was a difficult to travel to pay during lockdown. There was no transport from where I live to the council head office, so we are really happy with this initiative.” Siphilisiwe Dube, Shopkeeper

EU development aid was also involved in the implementation of GIS which increased the revenue base especially in Mutare and Harare. The EU development aid supported the automation of council sub-offices which strengthened the capacity to collect revenue by the LAs. In Makoni and Lupane, the EU funded the training of key staff in the revenue departments which contributed to increased collection efficiency. The findings have also revealed that the EU funded LACEP 2 project contributed to the increase in revenue collection in the 5 target LAs through IFMIS support and trainings on citizen engagement and participatory budgeting. Through the project, all the 5 target LAs managed to upgrade at least one component of their IFMIS. Zibagwe RDC and Mwenezi RDC, for example, managed to upgrade their software from Pastel Partner to Pastel Evolution. Lupane Local Board managed to acquire and implement the LADS Housing Module from the Harare Institute of Technology. Redcliff Municipality and Lupane managed to implement the WhatsApp Chatbot. This shows that EU development aid has been effective in improving revenue generation and collection in LAs in Zimbabwe.

Table 4.3: Percentage increase in revenue collection in the 5 target LAs

Table 4.3: Percentage increase in revenue collection in the five target LAs

Local Authority	Collection Efficiency 2017 (%)	Collection Efficiency 2018 (%)	%age increase in revenue 2017 - 18	Collection Efficiency 2019 (%)	%age Increase in revenue 2018 - 19	Collection Efficiency 2020 (%)	%age Increase in revenue 2019 - 20
Mangwe RDC	35	40	-13	89	117	60	783
Mwenezi RDC	71	183	42	131	78	106	677
Lupane LB	65	81	62	46	176	13	202
Redcliff Mun	14	64	226	56	78	40	312
Zibagwe RDC	52	70	11	125	149	64	542
Average	47	88	66	89	120	57	503

Source: LACEP LAs Annual Financial Reports, Baseline survey and End line survey 2020

From the above analysis the EU aid support was influential in the increase of revenue, though this can be argued as one ministry official noted that the injection of devolution intergovernmental transfers since 2019 has boosted LAs revenue to meet capital expenses.

4.3.6 Financial reporting

The data reviewed in relation to this study revealed that EU development aid has not been very effective in improving financial reporting in LAs in Zimbabwe. Mr. Johnson elaborated that:

“The main aim of EU development aid is to help LAs in fostering their financial development. Despite the clarity of this aim, the evidence on the effectiveness of aid provided to financial sector in promoting financial development is still insufficient especially in RDCs due to lack of adequate support and enforcement.”

A Ministry of Local Government participant asserted that financial reporting especially in up-to-date audited reports remained weak in LA's. He pointed out that at the close of the 2020

budget year, 46 Local Authorities were not current with their audits. In addition, 20 of these LA's had outstanding audits for 2018 whilst a further 7 had outstanding audits dating back to 2017. Three LAs had audit backlogs dating 2015, though these were not part of the direct beneficiary LA's.

One Ms. Chibwe from Lupane Local Board submitted that financial reporting for their local authority was affected as they were using a manual accounting system which could not generate the appropriate reports in the formats required by the ministry and in line with international public sector accounting standards (IPSAS) and the local Acts and ministry directives. This she attributed to their failure to procure SAGE Pastel Evolution an ERP system which aids in financial reporting due to the fact that Zimbabwe was on the sanctions list and any new licenses for Zimbabwe public firms were on hold due to that. Ms. Chibwe lamented this ordeal as having disadvantaged Lupane Local Board to utilise a €15,000 package from the EU aid as they could not get another suitable ERP package which would be suitable for their LA.

Mr. Chasi from Harare however indicated that the EU development aid, though software in nature, provided LAs an opportunity to develop an Accounting Procedures manual which shall assist LAs as a policy to guide in financial reporting standards, this manual was developed in a participatory approach with all the Finance Directors, Accounting Officers and relevant departments. The previous manual was developed in 2012 with the support of the Netherlands government, and ever since that period, it had not been updated, only for the EU to support the manual development in 2020.

From the above claim, it can be noted that to some extent EU development aid has not been effective especially on improving financial reporting on LAs in Zimbabwe due to the continued failure to produce financial statements and up to date audited reports by LAs supported, however the EU development aid has targeted a crucial area of financial accounting manual,

policy development which had been neglected for decades, financial reporting for some LAs was made difficult as they could not procure software such as Pastel due to sanctions which are still flagged for Zimbabwe prohibiting SAGE UK to sell software to new clients in Zimbabwe.

4.3.7 Discussion and Interpretation

Information provided in this section shows the relationship between the findings of the study, reviewed literature and the guiding theoretical frameworks of the study which are the realist's theory.

4.4 Factors influencing EU development aid to LAs in Zimbabwe

As noted from this study, one of the factors which influenced EU development aid to LAs in Zimbabwe is the improved diplomatic relations between Zimbabwe and the EU as indicated by the European Commission in their public dossiers that since November 2014 when the appropriate measures were lifted, the EU and Member States renewed relations with Zimbabwe with regular political dialogues taking place with senior government officials, the EU affirmed that bilateral development cooperation with Zimbabwe had resumed. This factor gives justification to the realism theory that foreign aid is a tool used by the developed countries to achieve their self-interests, and within their foreign policy, when diplomatic relations are good, aid begins to flow, and when relations are sour, aid also stops. This is supported by Morgenthau (1957) who postulates that aid is only provided when the donor's interests are met.

Another factor which the study extracted as an influencing factor for the EU resumption of Aid to LA in Zimbabwe was the EU efforts to support Devolution implementation following the ushering of the new Constitution of Zimbabwe in 2013. This was one igniting factor of confidence resulting in new agreements being signed in 2014 after 12 years of slow

engagement between EU and Zimbabwe. This factor is supported by the realist's perspective that aid is provided for when the donor can exert its democratic principles to a recipient and supported by a conclusion by Kersting (2014) that adopting democratisation such as constitutionalism attracts donors to provide aid. Further to this, Gafuri (2022) buttressed that whilst the EU is a major advocator of democratisation and aid towards that in the world their strength is sustained through exerting political conditionalities and monitoring implementation in states where they inject aid for democracy.

Another factor influencing EU development aid in LAs in Zimbabwe which emerged from this study is the occurrence of natural disasters. Existing literature also confirms the impact of natural disasters on foreign aid. For instance, a study on Zimbabwe by Gara (2009) postulated that, the occurrence of natural disasters in the country may draw the attention of the more economically developed countries to assist. Igwe (2010) also found that EU member states were quick to provide development aid to countries that were prone to natural disasters as compared to those that are free from disasters. This shows that EU development aid is largely directed towards the less economically developed countries experiencing natural disasters. This is supported by realist's theory which notes that underdeveloped countries have become battlefields of disasters and conflicts but do not have resources to tackle these, whereas aid providing states are obligated to support as humanitarian aid support is mostly non-discriminatory.

It also emerged from this study that outbreak of diseases is a major cause factor influencing EU development aid to LAs in Zimbabwe. This correspond to a study by ZIMVAC (2021) in Zimbabwe, which found that 40% of the local authorities they interviewed, admitted that EU has been helping tirelessly on fighting against COVID-19 pandemic in remote areas in Zimbabwe. On this note, the realist's theory is of the view that, when developing countries are exposed to a pandemic, they are mostly unable to help themselves and look for a helping hand

from the developed countries which makes them less productive and responsive to their local problems (Giddens, 2009). This shows that outbreak of diseases is truly a factor influencing EU development aid to LAs in Zimbabwe.

From the findings of this study, it was revealed that climate change is also a major factor influencing EU development aid to LAs in Zimbabwe. Similarly, a study by Suk (2009) highlighted that, climate change is global, but its adverse effects are felt by the less economically developed countries. This makes EU members states come in the name of development aid through strategies that aim to reduce the impact of climate change. However, a study by Harviland (2018) argued that the intervention of EU countries to issues of climate change in developing nations is not to improve their lives but preserve their own interests. From this light, the realist perspective states that foreign aid is triggered by the interests of the big states in less economically developed countries (Mogenthau, 1957). Therefore, foreign aid towards climate change may be a strategy of fulfilling the economic needs of the developed nations.

Inequalities and corruption also emerged from this study as factors influencing EU development aid to LAs in Zimbabwe. This corresponds to a study by Moyo (2009) which revealed that inequalities and levels of corruption in Zimbabwe has drawn the attention of the EU countries to intervene and try to pacify the corrupt nations. However, from the realist point of view, intervention of foreign state on other country's local issues is largely fuelled by self-interest desires of the developed nations to rule the already divided populations (Mogenthau, 1962). From these lenses inequalities and corruption persists even with the help of the EU, posing the question of whether these issues can be resolved through external support.

Decline of service delivery has also been mentioned as a factor influencing EU development aid in Zimbabwe. In line with this finding, Lattazio Group (2016) found that several developing

nations including Zimbabwe are failing to deliver adequate services needed by the citizens for survival, as a result they seek help from the Western countries to alleviate their local poverty. Wallenstein (2013) highlighted that when the governments in less economically developed countries fail to meet the needs of their citizens they seek help from players like the World Bank, IMF, EU and other Western donors. This increases their reliance on aid making it difficult for LAs in Zimbabwe to improve service delivery on themselves. However, the study also noted that LAs in Zimbabwe are not dependent on aid, although they need it and find it useful. This is mainly because the aid received is very meagre to enculture dependency and Zimbabwe is one of the few countries in Africa with LA's which depend more on own source revenues, the realist theory is justified in that donors provide aid for their self-interest and not necessarily to improve service delivery, hence the amount provided by the donor is very insignificant to cause dependency but may be impactful due to the conditions and the recipients uptake to development. Furthermore, appreciation was drawn towards the technical expertise which is imported from the EU to support service delivery. However, Kabonga (2016) concludes that donor funds are used to whip developing states to dance to the tune of the donors, this is visible through the wide variance of aid amounts which different states receive based on the relationship between the donor and the recipient.

Another factor influencing EU development aid emerged from this study is the competition between the EU and China. It emerged that EU nations are helping LAs in Zimbabwe to keep pace with the popularity of the Chinese who are spreading like a virus throughout Zimbabwe. This is also supported by ZIMVAC (2021) which revealed that a series of conflicts have been recorded between EU members and the Chinese at Chiyadzwa gold mine in Zimbabwe. These conflicts were triggered by the desires of both parties in taking control over the mines. This is

in line with the realist perspective which portrays that, self-interests are at the core of givers of foreign aid (Mogenthau, 1962).

Investment opportunities for EU countries is also another element which emerged from this study on factors influencing EU development aid in Zimbabwe. Moyo (2009) claimed that the former president of Zimbabwe, Robert Mugabe was wise enough to disconnect his government from European countries. This is because he realized that their selfish motives outweighed their good intentions. For this reason, he was quoted saying, “Blair, keep your England and let me keep my Zimbabwe.” This statement shows that he was disconnecting Zimbabwe from receiving any help from England. Moyo (2009) also added that, the British government intervened into LAs in Zimbabwe as a way to get back the land they lost during the land reform program in Zimbabwe. In addition, the study understood that no financial aid was transferred direct to LAs but was executed through either European international organization’s such as the CLGF a British organization and VNG a Netherlands organization, thereby creating an investment for their own EU aligned organizations. From these lenses, foreign aid is largely an instrument by which economically developed countries may provide to fulfill their own self-interest and invest back through their own organizations, this assertion is supported by the realists perspective however, it was noted that local organizations do benefit from the transfer of knowledge they gain in terms of technical experience, models from the south and good practices which can benefit the aid receiving country immensely.

4.3.2 The effectiveness of EU development aid on local authorities’ development

This study revealed that the EU aid supported the realignment of local authorities’ policies in line with the new constitution, this included funding of trainings to raise awareness on the new constitution on section 264, which speaks on the devolution of powers from national to sub-

national authorities. The EU aid was effective in developing this area of policy alignment which contributed to the implementation of section 301 obligating national government to transfer at least 3% of fiscal transfers to LA, this commenced in 2019, Chirisa (2013) noted that sub-national governments have limited capacity to raise own revenue due to the constrained economic environment and citizens demand for services, hence the trickling in of fiscal transfers to LA's is a success story which the EU contributed to amongst other players and government itself. Critics however note that there is still a long way to go in terms of implementing section 264 of the constitution, as the Fiscal Transfer Framework which has been supported partly by the EU is not yet finalised, the supporting legislation for local government remains in draft form 10 years after the constitution was given life. The issue of non-implementation of policy is touched upon by De Villiers (2015) who postulates that a lot of effort and resources are put into policy development but not much investment is put towards the implementation of policy, hence failures or delays in executing policies are common in developing countries. Barya (1993) puts a critique in these areas as he noted that the influence of donors on democratisation in Africa, which includes Constitutionalism has nothing to do with supporting democracy but rather the quest to spread their western ideologies and wipe out the vision of socialism and replace it with capitalism. This assertion is supported by the realist theory of donors having self-interest rather than donating for development.

In this study, it emerged that the EU development aid improved services delivery in LAs in Zimbabwe. Muchadenyika (2014) postulated that, places such as Binga, Mutare, Gokwe and Gweru amongst others have improved local service delivery through the indirect aid they received from the EU. A study by Punch (2005) in South Africa also indicated the positive impact of EU development aid to service delivery to LAs. In a realist point of view, the providers of foreign aid may have hidden interests to the receiving country, but they improve

service delivery in the process of fulfilling their own interest. This shows that, LAs in Zimbabwe have improved tremendously on service delivery between 2014 and 2022 despite the hidden agenda of the EU member states.

This study has also revealed that EU development aid has managed to reduce the negative impact of natural disasters to LAs in Zimbabwe. This is because of the financial aid that may be allocated to the affected areas in the case of natural disasters, such as cyclones. Mutema (2016) also found that in Southern Africa, EU is the top contributor of aid that aims to reduce the impact of natural disasters in the affected areas. However, the aid may not reach to the target population due to unchecked corruption within LAs (ZIMVAC, 2021) and also within the CSOs who implement the EU aid, as it does not go direct to the LAs. Gukurume (2012) Noted as long as aid continues to be misappropriated then it will not contribute meaningfully to the development of the country. Therefore, there is need to enforce laws against corruption to make the EU development aid to LAs development in Zimbabwe more effective.

It also emerged from this study that, EU development aid has been effective in improving the health system to some LAs in Zimbabwe. However, the participants from this study argued that, EU development aid was not effective in improving the health system due to corruption and inequalities in the health sector. Similarly, a study by Mavhunga (2014) in Zimbabwe, also found that, high corruption and economic inequalities has been affecting the effectiveness of aid in the country. Mogenthau (1957) on realism, postulated that, every individual seeks to fulfil their desires at the expense of the persons in need of urgent help. This makes it difficult for development aid given to LAs to make a notable impact to the target population.

Local authorities in Zimbabwe that participated in this study have portrayed that EU development aid has been effective in improving the budgeting systems of LAs. This is because of the financial and technical assistance provided to LAs to conduct research, develop a Zimbabwean made Enterprise Resource Planning system named LADS to support budgeting, and procure effective software and applications for local projects. Mutema (2016) in Zimbabwe also highlighted that a series of training programs have been conducted in Zimbabwe to train LAs on various issues including budgeting systems. As a critique to such support in developing nations still depend on the west on training programs which are deeply institutional, software procurement and development and this makes local development Eurocentric, thereby, causing the developing countries to be caged into a vicious cycle of poverty forever (Giddens, 2009).

Under the study, the EU development aid towards improved revenue collection was effective based on the improvement of revenue in most of the beneficiary LAs, as provided by the participants. The study also understood that the revenue performance of LA's is difficult to be attributed to donors intervention, as there are a whole other factors which impact on revenue. LAs in Zimbabwe are self-financing and as of 2019 the bulk of revenue especially for small local authorities is supported by fiscal transfers which may boost the balance sheet of LA's and not necessarily the donor interventions. Capacity building in revenue collection strategies was said to be effective, hence to some extent the EU aid which targeted trainings support caused improved revenue in LAs. Wen (2023) Alludes that developing states cannot depend on external support especially financial to increase tax performance but must focus more on addressing issues governance which impede any development. This assertion gives justification to the dependency theorists such as Moyo (2009) who argues that no aid can cause development if the recipients do not change their own systems and obtain political buy-in to do so.

Despite the positives attributed to EU aid on LA development, this study found that EU development aid to LAs in Zimbabwe has done little on improving the financial reporting of LAs. This was largely attributed to lack of enforcement by the implementing organisations on the local projects and also failure to license software such as Pastel Evolution due to the sanctions which blacklisted Zimbabwe public institutions to purchase from the UK SAGE vendor. Furthermore, the implementation period was said to be too short to effect positive change in financial reporting and most of the interventions were done at the tail end of the EU projects, resulting in abrupt end with no proper sustainability plan in place. This is in contrary to a study by Punch (2009) in South Africa, who found that LAs in South Africa who were beneficiaries of the EU development aid managed to improve their financial reporting through conducting workshops on financial reporting which imparted the LAs with adequate knowledge needed for effective financial reporting.

On the side of the EU, the development aid to LA's in general continues to be an area of support under the governance thematic area, with technical and financial aid being injected from 2015 under the MIP 2014 – 2020 and also included in the MIP 2021 – 2027. However, the study noted that the financial aid to LA's remains very thin compared to other sectors, furthermore the design of the LA programmes was criticised for not including the representation of the LAs or their ministry of local government.

This section presented a discussion and interpretation of the findings on the effectiveness of EU development aid to LAs in Zimbabwe. It articulated the overview of EU development aid and LAs in Zimbabwe. The first research question addressed was on the factors influenced EU development aid to LAs in Zimbabwe. Factors which emerged from the study include, improved international relations which resulted in re-engagement between Zimbabwe and the

EU, the gap realised in implementing section 264 of the on devolution was a factor which led EU to come to the aid of LAs, the occurrence of natural disasters, outbreak of diseases, climate change, inequalities and corruption, decline in service delivery were also factors which attracted EU to resume development aid to LAs, in addition, the competition between EU and China came up as a key factor, whilst creating investment opportunities for EU countries in Zimbabwe is yet another factor which was understood to have triggered the EU resumption of aid to LAs in Zimbabwe.

The study found out that EU development aid to Zimbabwe had not totally stopped during the period of restrictive measures, 2002 – 2014, and LAs continued to receive indirect technical and financial support through CSOs or International organisations. The relations between Zimbabwe and the EU have improved, resulting in LAs receiving indirect technical support through international NGOs. Development aid to LAs remains insignificant but impactful especially in capacity development, trainings and policy development. The issue of sanctions has affected LAs in financial reporting, whereby LAs which require to procure new ERP software such as SAGE Pastel cannot as Zimbabwe is still blacklisted, this has allowed Zimbabwe to innovate and produce a homegrown system named Local Authorities Digital System.

Furthermore, this study has revealed that LAs in Zimbabwe are not aid dependent as they are used to traditionally rely on own source revenue, the donor aid in amounts is very insignificant to depend on and it comes in as technical aid not much as financial aid, which also ensures financial dependency is not an issue. However, it was noted that although LAs are not donor dependent and can operate without them, there are critical areas which they neglect in the absence of external technical support, therefore when donor interventions come through, they cover these gaps and are effective to local authorities' development.

The section also presented the effectiveness of EU development aid to LAs in Zimbabwe. It emerged that the support towards implementing devolution was somehow effective as it contributed to the commencement of fiscal transfers to LAs in 2019, although the draft intergovernmental fiscal transfer framework remained as work in progress, service delivery in LAs improved, neutralization of the impact of natural disasters was made possible, improved health system and support during disease outbreaks, improved components of the budgeting system in LAs, increased revenue generation and collection was realised in the LAs, the support in improving financial reporting was not as effective due to a number of factors.

Factors emerged from the first research questions of the study include the renewed diplomatic ties between Zimbabwe and the EU, the support towards the implementation of devolution, the occurrence of natural disasters, outbreak of diseases, climate change, inequalities and corruption, decline in service delivery, competition between EU and China as well as the investment opportunities for EU countries. These factors have influenced EU development aid to LAs in Zimbabwe.

The second research question of the study revealed that, EU development aid has been effective to LAs in Zimbabwe by supporting the implementation of devolution through policy development and implementation of the IGFTs, improving service delivery in LAs, neutralizing the impact of natural disasters, improving health systems, improving budgeting system in LAs, increasing revenue generation and collection, as well as to a little extent, the notion of financial reporting. However, the effectiveness of the EU development aid to LAs in Zimbabwe has been affected tremendously by the volume of challenges which continue to pile up in LAs, which cannot be addressed by the meagre local revenue collected. These challenges have been worsened by the economic environment, the political situation and high corruption and misgovernance prevailing throughout the country. Therefore, this study concludes that EU development aid has been fundamental to LAs development in Zimbabwe where local

resources could not stretch, but there is need for policy reform and implementation at national level to fund LAs through the fiscus and to create a conducive environment for foreign development aid flows and create a sustainable environment for LAs to thrive on their own through devolution.

Chapter Summary

The above chapter focused on the data presentation, interpretation and analysis on two key questions; the factors which influenced EU development aid to LAs in Zimbabwe and understanding the effectiveness of the EU development aid on local authorities' development from 2014 to 2022. The next chapter will investigate the summary, conclusions and recommendations.

CHAPTER FIVE: SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

5.1 Introduction

The previous chapter presented the data presentation, analysis, and presentation on the findings of the study. This last chapter seeks to provide a closing discussion, implications, recommendations, suggestions for further research and ends this study with the conclusions.

5.2 Summary

The study managed to extract some of the factors which resulted in the EU resuming its development aid targeting LAs in Zimbabwe. From the findings it is certain that the path to reconciliation between Harare and Brussels had improved since the advent of the new Constitution of Zimbabwe which now included space for devolution of powers from national to sub-national authorities of government, however LAs remained indirect beneficiaries of the EU, receiving aid through multi-lateral agreements and project aid. Furthermore, the occurrence of natural disasters is an area which attracted humanitarian support from the

international community including the EU. LAs are strategically positioned in local communities which are impacted by natural disasters, hence automatically are a key stakeholder, hence the EU has continued to provide a humanitarian arm to countries like Zimbabwe in the dark hour, with cyclone IDAI being one of the catastrophes which saw support to Mutare City Council and Manicaland at large. The health sector also sparked the interest of the EU to support LAs indirectly during outbreak of diseases such as the COVID-19, the EU has also directly supported areas such construction of a maternity waiting room in one of the districts. It is however unclear whether council clinics which provide for primary health care are directly funded by the EU or they are provided with indirect aid through the Ministry of Health and Childcare.

It comes with not much doubt that climate change is one of the factors why the EU renewed its interest to support LAs, Climate Change has become a global issue which transcends borders, whereby mitigation and combatting has to take a holistic approach regardless of whether a state is a friend or not, the ripple effect is global. The study also found that inequalities and corruption triggered EU support to Zimbabwe, especially the choice to support areas like revenue collection and financial reporting, these areas are viewed as key in restoring good governance and enhancing development. The decline in service delivery continues to be a thorn in the flesh of communities, putting pressure on local authorities to deliver better, the EU has been consistent in the desire to spread liberal ideals to developing countries, this includes inclusion and equity in service delivery. The study further found out that the competition between EU and China had an influence in EUs renewal of ties to support LAs in Zimbabwe, as noted in the previous chapters, China had made inroads to partner with Zimbabwe and this accelerated pace during the period when the EU had shunned Zimbabwe, this competition of the world's greatest economies resulted in the review of EUs policy on re-engaging Zimbabwe and also supporting LAs. The study also noted that the quest for investment opportunities by

EU countries and companies in Zimbabwe was a factor which attracted the EU to re-engage Zimbabwe LAs, to support this finding, it was indeed noted that whilst the restrictive measures were imposed in 2002 until 2014, business between the EU and Zimbabwe continued indirectly, allowing development partners to continue engaging LAs in cooperative agreements and exchange visits.

The second research question of the study aimed to understand whether the EU development aid had been effective to LAs in Zimbabwe. The study managed to gather that by supporting the implementation of devolution, the aid was effective as it created space for policy development and implementation of the IGFTs, further it was noted that service delivery was improved in LAs due to support in critical areas of governance, the aid was also complementary in supporting LAs in mitigating the impact of natural disasters, furthermore, it was realised that to a little extent the EU aid supported the LA health systems, though with indirect and very minimal support. The area of LA budgeting systems improved differently for the LAs, the benchmark used was whether the LA submitted a compliant budget on time, this area still had gaps as the supported LA's still lagged in showing the aid was indeed effective. The study also understood that revenue generation and collection improved in LAs supported by the EU development aid, the capacity development and interventions provided resulted in a snowball effect in revenue enhancement. The financial reporting interventions were not as effective as the other areas supported, this was measured by the challenges still realised by LAs in generating sound financial statements and conducting of clean audits. The EU aid is however criticised for being used as a tool to develop and also under develop local authorities, as noted that whilst the EU is supporting PFM reforms in LAs, the effects of sanctions on ERP software procurement is the direct cause of the EU aid restrictions which are not over on paper.

5.3 Conclusions

The EU development aid to LAs in Zimbabwe was triggered by a re-engagement drive to diffuse years of impasse between Zimbabwe and Europe. The ushering of a new Constitution articulating devolution of powers to LA's ignited the interest of the EU to support LAs as this was in line with her perceived liberal ideals. The EU further made inroads in Zimbabwe LAs after the lifting of restrictive measures in 2014 due to the mass issues of corruption and inequalities, linked to this was the EU's strategy to support Good Public Finance Management through programs to improve revenue collection and generation, budgeting and financial reporting. In LAs. When these areas were supported, there was improvement in some LAs, with enhancement in the capacity to improve on revenue collection efficiency as realized under the LACEP EU project. Such support to LAs came through training and capacity building, software procurement, development of a LADS software which is wholly Zimbabwean, such cases prove that the EU development aid was effective in developing LAs in Zimbabwe. The EU development aid was also effective in putting its weight which saw the implementing of devolution intergovernmental fiscal transfers in 2019. However, the effectiveness of the EU development aid to LAs in Zimbabwe has been affected tremendously by the volume of challenges which continue to pile up in LAs, which cannot be addressed by the meagre local revenue collected. These challenges have been worsened by the economic environment, the political situation and high corruption and misgovernance prevailing throughout the country. There was a perception that LAs receive a lot of development aid from the EU before the study, however on the facts gathered, LAs are not receiving direct financial aid, but technical and project aid. Therefore, this study concludes that where the EU development aid was provided, it has been fundamental to LAs development in Zimbabwe where local resources could not stretch, however the development aid remains very minimal and is influenced by the EUs foreign policy on Zimbabwe.

5.4 Implications

The study attempted to analyze the relationship between the EU and Local Authorities in Zimbabwe, an area which was narrowly researched. The reasons behind the EU's re-engagement with LAs in Zimbabwe after the lifting of the restrictive measures in 2014 was understood, whilst most research work such as Gara (2009) has narrowed on the relationship between Zimbabwe the State and the EU, this study narrowed that relationship to LAs in Zimbabwe and the EU. The study also implies that the EU sanctions are still effective and impact on LAs as realized by one of the LAs failing to purchase an ERP software with SAGE UK due to Zimbabwe being blacklisted on the sanctions list. The study also found out that LAs are not aid dependent as perceived by most research work, rather Zimbabwe LAs are resilient and are mostly self-financing, however development aid projects put pressure on them to react to interventions positively through close monitoring by external parties.

5.5 Recommendations

This section addresses the third research question of the study: What policy recommendations can be made for future development aid programming for LAs in Zimbabwe? Based on the findings, the following recommendations are made:

- The EU funding towards LAs development in Zimbabwe needs to be increased, be it technical support or financial aid, this will have more impact and tangible results
- The EU needs to include LAs in the design of future programmes targeting them to ensure that most effective areas are earmarked for support.

- The EU needs to inject aid through local partners, to ensure capacity development is embedded locally, international organizations can provide knowledge transfers to these partners
- The sustainability of EU funded future programmes should be anchored in the MoLGPD with support of the Local Government Associations
- The cordial relations between Zimbabwe and the EU should ensure a level playing field which is beneficial to both parties as they negotiate support to LA's.
- There is need for Zimbabwe to develop a policy on the use of foreign development aid and inclusion of LAs as a key stakeholder in the development.
- Urgent need to implement devolution and strengthen LAs with governing powers on local development.
- The NGOs, the government and individual donors should invest more on capacity building programs towards revenue generation and financial reporting to LAs in Zimbabwe.
- More support from national government and the fiscus is needed to develop local ERP software such as LADS for local authorities, than rely on imported software such as SAGE Pastel
- Short term interventions should be implemented at national level to help LAs during national emergencies or disasters to reduce dependency on foreign aid.
- Local Authorities should budget for own capacity development and identify gaps whilst gradually reducing dependency on donors for capacity development
- The EU support to LA's should also target youth capacitation programmes which has the ability to foster inclusive growth in local communities.

5.6 Suggestions for Further Research

- Building upon findings on this research, there is need to narrow down and further undertake a case study on individual LAs and the effectiveness of development aid.
- Due to the limitations, I encountered, there is need to draw research on EU aid and its effectiveness on specific service delivery areas or Public Finance Management.
- The issue of aid dependency by LAs was scoffed by most participants, I suggest research which dwells solely on assessing aid dependency by LAs on specific themes such as capacity building and Public Finance Management including manual development.
- The role of the EU in shaping local policy needs further study, especially the role of EU development aid on devolution.

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Appendices

Appendix 1: AUREC Approval Letter



TENDAI
MUKUNYADZE .pdf



AFRICA UNIVERSITY RESEARCH ETHICS COMMITTEE (AUREC)

P.O. Box 1320 Mutare, Zimbabwe, Off Nyanga Road, Old Mutare-Tel (+263-20) 60075/60026/61611 Fax: (+263 20) 61785 website: www.african.edu

Ref: AU2876/23

1 June, 2023

TENDAI MUKUNYADZE
C/O Africa University
Box 1320
MUTARE

RE: THE EFFECTIVENESS OF EUROPEAN UNION AID ON LOCAL AUTHORITIES' DEVELOPMENT IN ZIMBABWE

Thank you for the above-titled proposal that you submitted to the Africa University Research Ethics Committee for review. Please be advised that AUREC has reviewed and approved your application to conduct the above research.

The approval is based on the following.

- a) Research proposal
 - **APPROVAL NUMBER** AUREC 2876/23
This number should be used on all correspondences, consent forms, and appropriate documents.
 - **AUREC MEETING DATE** NA
 - **APPROVAL DATE** June 1, 2023
 - **EXPIRATION DATE** June 1, 2024
 - **TYPE OF MEETING** Expedited
After the expiration date, this research may only continue upon renewal. A progress report on a standard AUREC form should be submitted a month before the expiration date for renewal purposes.
 - **SERIOUS ADVERSE EVENTS** All serious problems having to do with subject safety must be reported to AUREC within 3 working days on standard AUREC form.
 - **MODIFICATIONS** Prior AUREC approval is required before implementing any changes in the proposal (including changes in the consent documents)
 - **TERMINATION OF STUDY** Upon termination of the study a report has to be submitted to AUREC.



Yours Faithfully

MARY CHINZOU
ASSISTANT RESEARCH OFFICER: FOR CHAIRPERSON
AFRICA UNIVERSITY RESEARCH ETHICS COMMITTEE

A Study on the effectiveness of European Union Aid on Urban Local Authorities' Development in Zimbabwe

Interview Guide for Stakeholders

1. General Information – Ask the following basic questions

i.	Name of Respondent	Optional
ii.	Organisation	
iii.	Job Title	Optional

4. General understanding on EU development aid supporting LAs in Zimbabwe?

- 2.1 Share your perspective on what you perceive as the EU foreign aid policy supporting local authorities in Zimbabwe
- 2.2 What have been the main influences of EU foreign policy towards LA development in Zimbabwe?
- 2.3 What areas have been supported by EU development aid from 2014 – 2020 (when the new NIP was activated)
- 2.4 What are the budget indications towards LA support to Zimbabwe? (Financial, technical, in-kind, specify)
- 2.5 What have been the EU aid disbursing modalities for local authorities (direct aid, through CSOs, through international organisations etc)?
- 2.6 What may have been the reasons behind the disbursing modalities mentioned above?
- 2.7 Which EU funded programmes/projects have been targeting support towards local authorities in Zimbabwe from 2014 – 2020?

2.8 How were the support areas identified targeting LAs (by EU, Ministry, LAs, collaboratively)

If you are not aware of the answer above, kindly indicate **Not Sure**

3 EU Aid Support to LAs in Service Delivery and PFM from 2014 – 2020

4 Elaborate on any EU aid towards improving services delivery in LAs and which areas were supported from 2014 – 2020? Also answer the following on intervention/support in budgeting, revenue collection and financial reporting

Support in Budgeting

- 4.1 The EU supported PFM reforms in Local Authorities, what were the objectives of the programmes to enhance Budgeting reforms in LAs, and in your opinion were these objectives achieved?
- 4.2 How effective was the EU support in improving the LA budgeting.
- 4.3 Can you mention some good practices borrowed from this support?
- 4.4 Can you mention some of the challenges faced in providing this support?
- 4.5 Was there a sustainability plan in place to ensure the budgeting support would be sustained towards the end of the EU support?
- 4.6 In your opinion, would LAs be able to support such initiatives with own/other resources without the development aid? If not, what could be the reasons.
- 4.7 What can be improved for future LA support to Zimbabwe?

4.1 Support in Revenue Generation and Collection

- 4.1.1 Please outline any EU support towards enhancing Revenue generation reforms in LAs.
- 4.1.2 In your opinion were these objectives achieved? Please explain.
- 4.1.3 In your opinion, has the revenue collection efficiency and effectiveness improved since the EU support came in (billing, amounts collected and credit tracking etc?)

- 4.1.4 In your opinion, has the revenue generation areas supported by the EU aid been sustained since the end of the support?
- 4.1.5 Can you mention some good practices on revenue collection emanating from the EU aid support?
- 4.1.6 Can you mention some of the challenges faced on revenue collection?
- 4.1.7 In your opinion, would the LA be able to support such initiatives with own/other resources without the development aid? If not, what could be the reasons.
- 4.1.8 Kindly state alternative resources which can enhance the LA in revenue generation.
- 4.1.9 What areas would you recommend the EU to support the LA revenue collection systems in future for better sustainability?

5.1 Support in Financial Reporting

- 5.1.1 Share any known EU support towards enhancing financial reporting in LAs.
- 5.1.2 In your opinion were these objectives achieved? Please explain.
- 5.1.3 In your opinion, has the financial reporting efficiency and effectiveness improved (financial statements, budget reports, audit reports)
- 5.1.4 Can you mention some good practices on financial reporting emanating from the EU aid support?
- 5.1.5 Can you mention some of the challenges faced on financial reporting in LAs
- 5.1.6 In your opinion, would the LA's be able to support such initiatives with own/other resources without the development aid? If not, what could be the reasons.
- 5.1.7 What areas would you recommend the EU to support LA financial reporting in future for better sustainability?
- 5.1.8 What areas would you recommend the EU to support the LA financial reporting in future for better sustainability?

6 Recommendations for Future Aid Support to LAs

6.1 Which areas would you recommend for future aid support by the EU to LAs?

6.2 Would you comment on whether local authorities are aid dependent in Zimbabwe?

6.3 What sustainability recommendations would you propose for post EU aid supported programmes for LAs?

6.4 Do you have other comments?

A Study on the effectiveness of European Union Aid on Urban Local Authorities' Development in Zimbabwe

Interview Guide for Local Authorities (Beneficiaries)

5. General Information

iv.	Name of the Local Authority		
v.	Province - where LA is located		
vi.	Category of Local Authority	Urban	☐
	(Tick as appropriate)	Rural	☐
vii.	Mobile No: (of Respondent)		
viii.	Contact Email address		

6. General understanding on EU development aid supporting LAs in Zimbabwe?

6.3 EU Funding to Local Authorities

6.3.1 Is your LA a recipient of EU aid? YES ☐ NO ☐

6.3.2 Did your LA receive any EU aid from period 2000 – 2014? If yes, please explain. If no, kindly share any known reasons why?

6.3.3 Did your LA receive any substantial financial aid from EU member states for the period 2000 – 2014? If YES, please state. If NO, kindly share any known reasons why?

6.3.4 Has your LA received EU aid from period 2014 - 2020? ☐ YES ☐ NO

6.3.5 How was the aid disbursed? (Project aid, direct budget to LA, in-direct, other)

6.3.6 Which executing agency supported the above (c)?

6.3.7 Which PFM areas did your LA receive support from the EU aid?

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**Means of verification: memorandum of understanding between LA and EU or its executing agency, activity reports including baseline and endline surveys, any EU or member state cooperation agreements with the LA*

7. EU Aid Support to LAs on PFM from 2014 – 2020

7.3 PFM Reforms on Budgeting

7.3.1 Please indicate your total LA budgets for 2015 to 2020

2015	2016	2017	2018	2019	2020

7.3.2 Please state your LA total income budget in 2014 - 2021 (Projected/Estimated)

2015	2016	2017	2018	2019	2020

7.3.3 Please indicate the support received from the EU aid on your LA budgeting. (i.e Direct financial support, system support, training/ capacity development, knowledge products, other)

7.3.4 Kindly elaborate on the support above and its effectiveness to improving your LA budgeting (include the good and not so good experiences)

7.3.5 In your opinion, has the EU budgetary support been sustained since the end of the support?

7.3.6 In your opinion, would the LA be able to support such initiatives with own/other resources without the development aid? If not, what could be the reasons

7.3.7 Kindly state alternative resources which can enhance the LA in budgeting.

7.3.8 What areas would you recommend the EU to support the LA budget systems in future for better sustainability?

Means of verification: approved budgets (projected and actual for the 5-year period which covers 2015 – 2020), project reports on the LA on the budget component.

7.4 PFM Reforms on Revenue Generation

7.4.1 Kindly indicate your total LA total income budgets from 2015 to 2020

2015	2016	2017	2018	2019	2020

7.4.2 Please indicate the support received from the EU aid on your LA revenue generation (i.e Direct financial support, system support, training/ capacity development, knowledge products, other)

7.4.3 Has the revenue collection process efficiency and effectiveness improved since the project inception and close-out (billing, amounts collected and credit tracking etc?

7.4.4 Kindly indicate the revenue collection ratio of rate payers meeting their rates/license obligation per annum for the years 2015 to 2020 (in %)

2015	2016	2017	2018	2019	2020

7.4.5 What type of billing system are you using for central office and at sub-offices? Was this supported by the EU funding or state other sources?

7.4.6 In your opinion, has the EU revenue generation areas supported by the EU aid been sustained since the end of the support?

7.4.7 In your opinion, would the LA be able to support such initiatives with own/other resources without the development aid? If not, what could be the reasons.

7.4.8 Kindly state alternative resources which can enhance the LA in revenue generation.

7.4.9 What areas would you recommend the EU to support the LA budget systems in future for better sustainability?

Means of verification: Audit or annual reports, financial year statements, internal documentation (for the 5-year period which covers 2015 – 2020), project reports on the LA on the revenue generation component.

7.5 PFM Reforms on Financial Reporting

7.5.1 Indicate whether your LA had up to date financial statements, submitted within the due dates for 2015 – 2020.

2015	2016	2017	2018	2019	2020
YES/NO	YES/NO	YES/NO	YES/NO	YES/NO	YES/NO

Comment: _____

7.5.2 Indicate whether your LA has up to date audited accounts for the years 2015 – 2020.

2015	2016	2017	2018	2019	2020
YES/NO	YES/NO	YES/NO	YES/NO	YES/NO	YES/NO

Comment: _____

7.5.3 Indicate whether your LA has adhered to the PFM reform formats and templates, such as Programme Based Budgeting (PBB), Chart of Accounts (COA).

7.5.4 If yes are the templates adhered to?

7.5.5 Were the above (3.3.3) supported by the EU aid or other funding?

7.5.6 In your opinion, has the financial reporting areas supported by the EU aid been sustained since the end of the support? If not, what could be the reasons.

7.5.7 In your opinion, would the LA be able to support such initiatives with own/other resources without the development aid? If not, what could be the reasons.

7.5.8 Kindly state alternative resources which can enhance the LA in financial reporting.

7.5.9 What areas would you recommend the EU to support the LA financial reporting in future for better sustainability?

8. Recommendations for Future Aid Support to LAs

8.3 May you comment on the nature of EU aid to LAs in Zimbabwe, commenting on the approach, design and executing modalities which have obtained in the past years and how this can be improved?

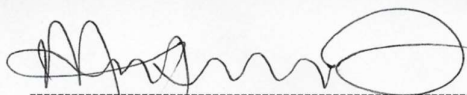
8.4 Which areas would you recommend for future aid support by the EU or other funding partners?

8.5 Would you comment on whether local authorities are aid dependent in Zimbabwe?

8.6 What sustainability recommendations would you propose for post EU aid supported programmes for LAs?

8.7 Provide any other comments that you may have

Appendix 4: Consent Forms (Chiredzi RDC)



Signature of Research Participant or legally authorised representative

If you have any questions concerning this study or consent form beyond those answered by the researcher including questions about the research, your rights as a research participant, or if you feel that you have been treated unfairly and would like to talk to someone other than the researcher, please feel free to contact the Africa University Research Ethics Committee on telephone (020) 60075 or 60026 extension 1156 email aurec@africau.edu

Name of Researcher **Tendai Mukunyadze (0779770973)**

Appendix 5: Consent Forms (Municipal Development Partnership)



Municipal Development Partnership

7th Floor Hurudza House
14- 16 Nelson Mandela Avenue
Harare
Zimbabwe
Tel: (263-24)2 774385/6/7
Fax: (263-4) 2774387
Email: region@mdpafrica.org.zw

23 August 2023

Ms. Tendai Mukunyadze
Africa University

Dear Madam:

**RE: APPROVAL TO UNDERTAKE AN ACADEMIC RESEARCH ON EU FUNDED
LACEP II PROJECT**

Reference is made to your request for consent to undertake academic research titled **The Effectiveness of the European Union Aid on Local Authorities' Development in Zimbabwe.**

Kindly note that we have no objection to your study and look forward to your findings. Please do share with the undersigned a copy.

Yours sincerely,

Phillip Kundishora
Project Coordinator

Appendix 6: Consent Forms (Commonwealth 1



Tendai CLGF Consent
Academic Research.pd



Commonwealth Local Government Forum, Local Government House 81 Selous Avenue, Harare, Phone: +263776932713

22 September 2023

Ms. Tendai Mukunyadze
Africa University
Harare

Dear Tendai

**CONSENT FOR ACADEMIC RESEARCH – EFFECTIVENESS OF EU AID ON LOCAL AUTHORITIES’
DEVELOPMENT**

The above matter refers.

The Commonwealth Local Government Forum (CLGF) hereby consents to your study on the above topic and the role of the CLGF project in this phase from 2015 – 2021.

We wish you the best in the research and look forward to the final document.

Sincerely,

Leopold Bhoroma
Project Manager