

Evaluating the Effectiveness of the National Water Policy on Municipal Water Supply
Services:

A case study of Harare East (Mabvuku), Zimbabwe.

by

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Submitted in partial fulfilment of the requirements for the degree of

Master of Philosophy in Integrated Water Management

in the school of

Engineering, ICT, Science and Health

at

IIE MSA

JOHANNESBURG

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28 February 2022

Acknowledgement.

Firstly, I would like to thank God for his guidance and protection throughout the journey. If it were not for him, I would not celebrate this milestone.

A big thank you goes to my husband, Christopher Nyamandi and my beautiful children, Shumirai, Sheunesu and Shuviro, for the emotional and financial support. Thank you for your constant support; your role in making this a success is unmeasurable.

Professor Bimo Nkhata, my supervisor, a big thank you for your guidance and support throughout. Furthermore, I would like to extend my utmost gratitude to Harare City Council and ZINWA Staff for willingly participating in this study and sacrificing their time. To everyone who took the time to help me with this thesis, whether directly or indirectly, you are appreciated.

Statement of Original Work and Authorship.

I, Zvikomborero Agatha Nyamandi, now declare that the thesis submitted for the Master of Philosophy in Integrated Water Management to The Independent Institute of Education is my work and has not been previously submitted to another University or Higher Education Institution for a postgraduate qualification.

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Abstract

The water crisis in Zimbabwe has reached a tipping point; thousands of people die every year from treatable water-borne diseases. The central government is in charge of formulating policies influencing the country's water supply services. A starting point is the Constitution of Zimbabwe Amendment (No.20) Act, 2013 and the National Water Act 1998, which provide the foundation for policies designed to manage water resources in Zimbabwe. Despite this, water challenges persist, and the situation is more intense in urban and rural areas. The gap between water policy design and implementation is a significant concern for the government in Zimbabwe.

The study aimed to evaluate the content of the Government of Zimbabwe's National Water Policy, how it was implemented in 2013 and the impact it has had on water service delivery. The literature review showed that there was more research on policy implementation than on evaluating such policies' effectiveness and success afterwards. This study, therefore, aimed to fill the gap in research by assessing the effectiveness of policy in water service delivery. The study established that the current water challenges in Mabvuku are not solely due to policy. Hence, it is safe to say failure in water service delivery is multipronged and emanates from several factors, including poor local governance, increased costs, climate change, economic decline, political interference, population growth, and dilapidation of water infrastructure. A recurring finding was that ineffective national government policies significantly contribute to urban service delivery decline.

There were three key findings from the evaluation. The results showed that the problem was not policy content but an implementation gap. The giant spanner in the works is the red tape of bureaucracy that increases the procedures of approval that policies have to undergo. In turn, this process slows down the water policy's execution rate for any implementation progress to be realized. Ultimately when policy performance is poorly executed, there is an overall lag in the impact of the whole policy delivery. This lack of performance, in turn, negatively impacts the citizens in Mabvuku, which is the area of focus.

This is also exacerbated by the lack of political will from the local government to support the implementation process and ensure the policy effectively addresses the water challenges. In addition, there is also the issue of lack of financial and human resources capacity. These are vital for policy implementation and its effectiveness. Thirdly, lack of clear roles and

responsibilities in the policy. The content is clearly articulated, but the lack of willingness to implement the policy by those in charge has a significant impact.

Regarding recommendations, the government must create a department responsible for ensuring that their policy goals and strategies are translated into a broad water supply programme. The same department should also oversee the local government, ensuring it is transparent, responsive, and accountable to the citizens to improve service delivery. The government should also enhance stronger linkages between service providers and service authorities by improving the capacity to collaborate with the private sector. Roles and responsibilities should be clearly defined to avoid redundancy and overlapping duties. This can prevent confusion between service providers and service authorities, such as the Harare city council and Zimbabwe National Water Authority. Also, further research might shed some light on the relationship between foreign funding and conditions attached by most donors and its impact on policy effectiveness in achieving sustainable water service delivery to the citizens.

Keywords: policy, institutional framework, water services, policy design, policy implementation, effectiveness.

CHAPTER 1: STUDY BACKGROUND

1.1 Introduction

Access to a reliable and sufficient clean, and safe water supply is vital to life. Less than a third of Zimbabwean households have access to an unlimited supply of clean water (UNICEF, 2018). Such statistics and facts are a discouraging insight into the state of affairs of the water situation in the country. This is not a perfect scenario and reveals fundamental issues that need to be assessed, hence the premise for this study. It is important to note that the Harare City Council (the municipal authorities) must deliver clean and safe water to its residents (Manzungu & Machiridza, 2005). However, the central government manages the overall policy formulation and subsequent budgetary allocation (Manzungu et al., 2005). Sadly, access to water remains a significant challenge in all Zimbabwean cities. The increasing water shortages currently experienced by urban centres of Zimbabwe raise questions about the effectiveness of the National Water Policy framework. A bureaucratic water quality governance framework worsens the country's water crisis. The vision of the National Water Policy adopted in March 2013 was to improve institutional viability and infrastructure through local municipalities and other key service providers (Chigumira, Chipumho & Mudzonga, 2019).

Unfortunately, the municipal system is failing due to constant political interference at the expense of efficiency, effectiveness, and transparency in water service provision (Nhapi, 2009). Thus, the capacity to deliver water resources effectively and efficiently becomes impossible. The situation has become precarious as crowded communities go for days without water, especially in populated suburbs in Harare, with Mabvuku being one of the most affected. When the water becomes available in the water systems, it is usually unsafe for consumption (Mugomba, 2016). The water situation in Harare demonstrates that when institutions responsible for regulatory processes fail to adjust and adapt, the results can be disastrous. The lack of service delivery has implications for the protection of human life. Sadly, essential procedures for passing institutional changes that enhance effective policy implementation in Zimbabwe have often been neglected.

Water governance is critical as the country's water resources are under immense pressure due to climate change and rapid urbanization. The National Water policy in Zimbabwe designates authority to Urban Local Authorities (Urban Councils) as Water Services Authorities who must ensure efficient, affordable, and sustainable access to water services for consumers (Eberhard & Webster, 2015). Hence, they have the executive powers to develop, adopt and implement policies (Palh-Wostl, 2015). Execution of such policies requires effective strategies and robust institutional adjustments. Despite all that, the unintended consequences are experienced through poor water delivery services in the urban centres, rendering the water policy ineffective. The critical question is whether the Municipalities have appropriate systems to measure the success of their policy implementations.

1.2 The history Zimbabwe's water polies and laws

The National Water Policy of Zimbabwe gets its jurisdiction and authority from the Central government. Understanding these powers is necessary for accountability purposes and to know who can be held responsible for the lack of service delivery. Governance is demarcated into local government, which refers to the sub-national level of government and is split into Urban Councils and Rural District Councils (Nleya, 2008). This means that Mabvuku falls under the auspice of the Urban Council of Harare. "There are 31 UCs which the President has established in terms of section 4 of the Urban Councils Act [Chapter 29:15]" (Policy Paper, 2009, p. 102).

The Zimbabwe National Water Policy came into force in 2013 after baseline work by the Ministry of Water Resources Development and Management (MWRDM), World Bank (WB) and United Nations Children's Fund (UNICEF) (Taonameso, Mudau, Traoré, & Potgieter, 2022). The latter highlights intentionality to administer best water practices for Zimbabweans, following an ineffective water system inherited from the colonial regime since 1980. The Water Act of 1998 sought to improve the Water Act of 1976, promulgated into law following the incorporation and participation of various stakeholders. The 1976 Water Act had been intended to protect the interests of commercial farmers. It was based on economic efficiency, environmental sustainability and equity of use. Still, these constituted less than 1% of the country's 13 million population (Manzungu, 2002). Mugomba (2016) attest that there was a need to revamp and relook the Act and incorporate modern standards in alignment with emerging global trends.

1.3 Study area outline.

Mabvuku is one of the high-density suburbs highly affected by water shortages. High-density suburbs are former Black townships of the colonial era, and low-density neighborhoods are for the wealthy elite" (Gervais-Lambony, as cited in Maodzwa, 2015, p14). It is situated kilometers east of Harare. Harare City Council constitutes the local government. "The population figures for the 2022 Census show that the number of people living in urban areas, particularly Harare, has increased exponentially (Zimstat, 2022). Data collected from Mabvuku District Office in February 2010 showed that about 6 374 residential stands were built" (Hove & Tirimboi, 2011, p.65). Hence, using Mabvuku as the site for research is vital given the state of water service delivery in the area and its high population. Low-income families populate high-density areas. On the contrary, low-density suburbs are occupied by middle to high-income families.

However, though both areas face water challenges, the high-density regions are the most severely affected. Residents in Mabvuku solely depend on Harare City Council for water service delivery. Mabvuku has been severely affected by the economic meltdown, which contributed to Harare City Council's failure to deliver services in particular water. Part of the water challenges in Mabvuku has

been attributed to its topological location. The area lies on slightly higher ground than Tafara; water flows down to Tafara during reduced water supply, leaving Mabvuku with no water” (Manzungu & Machiridza 2005, p.928).

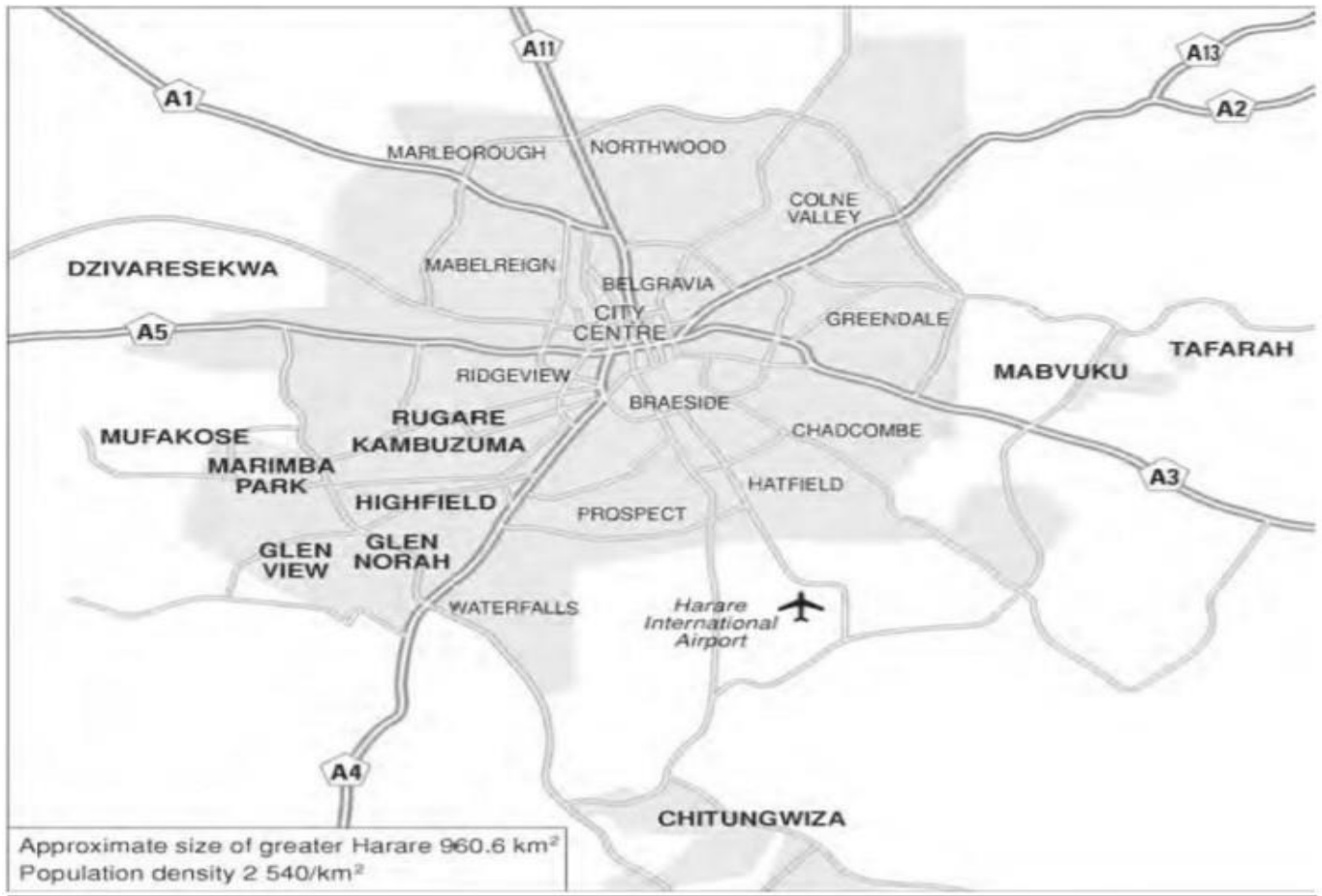


Figure 1: Map showing the geographical location of Mabvuku.

Source: Redrawn from <http://www.heavenonearth.co.zw>: Accessed on 15 November 2021 as cited in Maodzwa 2015: 14

1.4 Rationale

Numerous studies have tackled various aspects of policy implementation. One of the findings is that, once policies are adopted, they are not implemented as envisioned in most cases and, as a result, fail to accomplish the intended outcomes (Teddy, Lembani, Hwabamungu, Molosiwa, Agyepong, Lehmann, & Gilson, 2016). Such factors triggered further questions on why Sub-Saharan Africa fails to achieve optimal success in policy implementation, particularly the most observable and common pitfalls around policy implementation (Teddy et al., 2016).

The result shows that more research effort was zeroed on policy implementation rather than evaluating such policies' effectiveness and success. Outcomes from the evaluation process can be

essential in redefining the existing guidelines. It will also enhance checks and balances on the merits of policy commitment and subsequent policy implementation. Hence, this study is critical as it seeks to fill the gap around policy evaluation as a crucial factor in ensuring the effectiveness of water policy on municipal water supply services.

1.5 Problem statement

The water crisis in Mabvuku has reached a tipping point regardless of the water policy. Therefore, policy evaluation is particularly important for successfully implementing those same policies. Despite the introduction of the National water policy in 2013, water challenges persist, with many municipalities facing multiple hurdles in delivering water services. Zimbabwe has become vulnerable to cholera outbreaks which saw 4 000 people dead and 98 000 people infected by the bacteria, owing to poor solid waste management, sewer burst and severe water shortages (Pradhan, 2010). In 2018 another cholera outbreak also left families devastated after losing their loved ones.

Massive water cuts throughout Harare suburbs have become prevalent (Mugomba, 2016). Therefore, one way to address these challenges will be to evaluate what has or has not been done in the wake of a policy commitment. A good example is Zimbabwe's National Water Act. Regardless of a commendable theoretical underpinning behind the Water Act (1998), the implementation of the policy has not been a success story (Makurira & Mugumo, 2005). The standards and declarations within the Act are praiseworthy such as the quality of potable water, efficient water supply, sustainability, equity, and empowerment. However, they seem to conflict with the reality regarding the current water supply situation. The local government has failed to implement mechanisms that enhance accountability at all levels. This research seeks to yield valuable lessons and insights for policymakers to gather knowledge about whether a commitment to implement policy has been carried out in line with its design.

However, it is essential to note that policy implementation and constant evaluation are equally important. Outcomes from the evaluation process can be a vital tool for redefining the existing policies. Therefore, the study aims to substantiate the lean research by evaluating policy effectiveness in water service delivery. The new knowledge from the research could contribute to improving existing policies or designing policies. As a result, this can secure the public health, economic, and human rights benefits sought from an improved water supply, according to Kayser, Moriarty, Fonseca, & Bartram (2013).

1.6 Research questions

The preceding section shows that despite adopting the National Water Policy, Harare City Council has failed to provide customers with an adequate water supply. Hence, the following questions were addressed by this research:

Does the National Water Act's content articulate the policy's goals, its implementation, and the underlying logic for why the procedure will produce intended change?

Has the National Water Policy been implemented as intended?

Has the National Water Policy produced the intended outcomes and impact?

What challenges have the Harare city council faced in implementing the National Water Policy?

1.7 Aim of the Study

The study's main aim was to critique the effectiveness of the National Water Policy of Zimbabwe and generate knowledge that would contribute toward enhanced policy effectiveness across the water service delivery chain in urban councils of Zimbabwe.

1.8 Research objectives

To achieve the intended outcomes, the following specific objectives were pursued:

- Evaluating the content of the National Water Policy in terms of articulating goals, its implementation, and the underlying logic for intended change.
- Evaluating the implementation of the National Water Policy.
- Evaluating the outcomes and impact of the National Water Policy.

1.9 Key Concepts

Policy: A set of rules, procedures and allocation mechanisms embedded in laws and regulations shape programs through which services are produced and delivered (Ménard, Jimenez, & Tropp, 2018). "Policies can be defined as the framework by which governments undertake decisions that guide specific actions to achieve specific goals" (Vendung, 2017, p.5)

Evaluation: is the "systematic and objective assessment of an ongoing or completed project, program, or policy, including its design, implementation, and result, to determine the relevance and fulfilment of objective, development efficiency, effectiveness, impact and sustainability" (Cloete, & de Coning, 2011, p.197)

Policy evaluation: "learning about the consequences of public policy (policy impact) effects on real-world conditions" (Cloete et al., 2011, p.197).

Content: It is the relevant information clearly stated or available within the policy itself (World Bank, 2000)

Implementation: refers to the connection between the expression of governmental intention and actual results (O'Toole, 1995)

Impact: Refers to the effect of a policy as all of the desired and undesired changes in the behavior of target groups that are directly attributable to the entry into force of the government's action plans and the outcomes that concretize them (Munhedzi, 2020).

Performance indicators: A holistic approach to inform the quantitative efficiency or effectiveness measures for water utility (Dua'a b, Halasheh, Ribbe, & Roth, 2017).

Effectiveness: As explained by Sadler, as to whether something works as intended and meets the purpose for which it is designed (Pradhan, Su, Fu, Zhang, & Yang, 2017).

Policy effectiveness: Whether a course of action worked as intended and achieved overall goals and targets at different levels of government or any entity (Mukherjee & Bali, 2019).

Policy context: Refers to the various institutional, cultural and structural dimensions as well as the bureaucratic pressures limiting or enabling the successful implementation of a policy (Crewe & Young, 2002).

Water supply: Refers to the provision of water by public utilities, individuals or community vendors through pumps and pipelines from various sources such as reservoirs and water sources (Mugomba & Lynsey, 2016).

Water demand: Refers to the amount of water requested by users to meet their day-to-day needs (Mugomba & Lynsey, 2016).

Equity: Refers to justice and fairness regarding water access, both quantity and quality, and should be made available to all population members (Gottipati & Nanduri, 2014)

1.10 Significance of Study

The study seeks to examine the Zimbabwe National Water Policy's effectiveness and provide crucial information to enhance the effectiveness of local authorities in Zimbabwe in sourcing and distributing safe water to its citizens. It is informed by the belief that the quality of a local authority's water governance system and its successful implementation determines its ability to provide safe water to its people (Mangwanya, 2021). This study could assist Harare City Council in gaining a deeper understanding and confidence in championing the effective implementation of water policies at their disposal. At the same time, the study could also be necessary for Harare City Council and other local authorities in the country. It could shed some light on some strategic practices in water governance

and improve the ineffective distribution of safe water to the residents. The study will also help other managers in other sectors know the methods used in gathering and applying various strategic practices, helping them improve their service delivery.

There is also very little literature on the effectiveness of Zimbabwe's water sector and service delivery policy. Researchers have not treated the issue of policy effectiveness in much detail. A few studies have come up around the formulation and implementation of the National Water Policy by analyzing the gaps between the policy and its implementation as probable causes of water shortages in urban areas as the reason" (Taonameso, Mudau, Traoré, & Potgieter, 2021, p.8). Hence, the study will add to the existing literature on policy effectiveness in water service delivery in Zimbabwe. Policy analysts have argued that simply identifying those water supply problems without assessing the effectiveness of policies in providing water services is of limited use (Taonameso et al., 2021). These scholars further argue that merely revealing to the public that water problems exist in Zimbabwe's urban areas and that the solution solely depends on implementing legislative reforms' does not help eradicate these water woes. Instead, sound policy analysis must be identified for various policy implementation failures (gaps), focusing on their causes/source and effective practical solutions to reduce or eradicate them (Ménard et al. 2018).

The relationships between funding and conditions most donors attach and the impact it can have in achieving sustainable water service delivery to the citizens also require further research. Gerard Hagg & Tony Emmett (as cited in Pretorius, 2003) detailed an analysis of the complexities of policy implementation in the water and sanitation sector — showing how even the most carefully formulated policies can go awry. It is important to note that analysis of 'policy implementation gaps' requires specifications of policy goals followed by scrutiny of the relevant implementation processes and their results. Finally, an assessment of the extent to which actual outcomes approximate the policy goals.

1.11 Structure of Research

The thesis consists of six chapters as outlined below:

Chapter 1: Introduction

This chapter briefly introduces the water challenges in Harare, focusing on Mabvuku in particular. The chapter also gives a brief background of policies in Zimbabwe and how Harare City Council is implementing the National Water policy to provide essential service delivery. Also, the objectives of the research and research questions that aim to guide the research were addressed as well.

Chapter 2: Literature Review.

The chapter provides a substantive examination of existing theories and other relevant information from other scholars who had previously researched the topic. This involves looking at history and other concepts of water governance from crucial literature sources.

Chapter 3: Research Methodology.

The chapter overviews the data collection, measurement, and analysis plan. This includes addressed questions and the techniques used. In this case, it was a qualitative method. The research used an operations research approach to analyze policies, utilize program evaluation, and review tools.

Chapter 4: Results and Interpretations.

This chapter presents the outcomes from the data collected, shown in the final report and the complete discussion of the results. Therefore, reviewing the data helps make sense of the themes or patterns exhibited during the field visit as soon as data has been collected.

Chapter 5: Discussion and Recommendations

The chapter provides a summary of discussions on the presentation in chapters. After that, a list of recommendations based on the critical findings drawn for future research was provided, followed by a conclusion. The chapter also provides annexes of all the pictures, recordings, questionnaires or notes used in the study.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

The chapter provides a substantive examination of existing theories and other relevant information from various scholars on previously conducted research. Such information is crucial for the study's success as it provides in-depth insights into the background of the study. The chapter also provides a structure consisting of the theoretical framework employed and the indicators. In short, this chapter analyzes, contrasts, compares and gives a brief of published information about the topic under discussion.

2.2 Policy implementation in water service delivery

It is argued that more attention from research is channeled towards the evaluation, monitoring of project implementation, and produce immediate outputs; hence very few resources and research is devoted to the systematic assessment of whether policies, programmes, and projects achieve their intended impacts and benefits for the target populations (Hudson, Hunter & Peckham, 2019). Considering the current water challenges in Zimbabwe, numerous factors should be considered to ensure effective policy implementation. This could be the key to a successful water service delivery policy. According to Mukherjee & Bali (2019), developing effective policies requires designers and those involved in implementation to have the requisite skill-sets and competencies. Previous studies around policy formulation and implementation have also concluded that essential conditions for success in policy design activities rest on the interplay of analytical, managerial, and political capacities on the part of individual policy actors, regulatory organizations, and the general policy system (Mukherjee & Bali, 2019). As such, municipalities in charge of service delivery have a huge responsibility to have the capacity to implement and ensure the success of such policies. It means competencies of the individual public servant, including the skills sets and capabilities of ZINWA and Harare city council. Their internal processes, structures and protocols as a way to mitigate obstacles that hinder the successful implementation of policies. Lastly, the capacity to create an enabling environment to incorporate government-wide structures and processes into their own systems ensures a more effective and successful policy.

One of the most critical issues is the availability of solid institutions that enable effective policy implementation and monitoring within a sustainable development framework (Solanes & Peña, 2003). The current water situation in Zimbabwe has raised the urgent need for water and sanitation, health and hygiene promotion intervention programs. The nation continues to be highly prone to water shortages. The problem in Harare, the capital city, is the lack of an adequate water policy to monitor the sourcing and distribution of water in the country (Maposa & Chambula, 2018). A growing number

of countries, developing nations, have many holes between what is expressed in law and strategy and what is occurring on the ground (Ménard et al., 2018).

For water policy to be effective, it is essential that effective monitoring and controlling processes are put in place to ensure successful policy development (Ménard et al., 2018). Thus, effective policy implementation requires officials in the water sector to translate articulated government goals into concrete action. However, water policy design, regulation, and implementation gaps should be obliged (OECD, 2018). According to the literature review, policies are embedded in objectives disconnected from the ground truth regarding the national reality and capacity (Ménard et al., 2018). Based on the available literature, the flaws around water policy have failed to attract all the attention they deserve (Hudson, Hunter, & Peckham, 2019). Many studies that map failures in water governance have attributed this to an existing gap between policy design and effective implementation.

Though there is a wide range of research and discussions around improving water policies, much is still at stake. Measures must be implemented to evaluate the root cause of policies deviating from the envisioned outcomes. The move is widely supported by analyzing policy implementation gaps in water services, pointing out that countries are trapped with governance gaps and are becoming one of the most common barriers to water policy implementation (Ménard, 2018). By analyzing the gaps between water policy design and policy implementation within the stakeholder model of the corporate governance framework, government institutions and water service providers may be better equipped to reduce the gap in water shortage in the country. The goal of evaluating water services is to contribute to the extension of and improvement in service delivery, thereby securing the public health, economic, and human rights benefits that are sought from improved water supply — one of the objectives of the National Water Act in Zimbabwe (Kayser, 2013, p.4814).

However, it is essential to note that this extension of knowledge will not happen in a vacuum but through consolidation of the existing body of work to draw more on theoretical frameworks and concepts to deepen the analysis of policy implementation's concerns and questions. Pieterse (2010) states that there is a shortage in the literature on policy implementation in Africa, and only 4% of the research on policy implementation globally has been conducted in the continent. The study, therefore, endeavors to fill this gap by consolidating the various aspects of water policy implementation that affect the effectiveness of the policy, thereby affecting communities as a result of policy outcomes in Zimbabwe. The research is concerned with the effectiveness of water policies using frameworks that facilitate understanding why implementation fails despite having an excellent policy on paper. Thus, the knowledge from the research will contribute to the literature on why effective policy implementation is crucial using the case study of Mabvuku. In turn, this might increase policy success through improved policy implementation, especially in Zimbabwe, as we know that lack of access to water

supplies and sanitation facilities can become an economic, social, and cultural barrier to development (Manzungu & Mabiza, 2014).

2.3 Legal and institutional policy evaluation.

The legal and institutional context is critical as part of literature on evaluating policy effectiveness. A robust institutional environment is vital for the successful implementation of any policy. The legal and institutional context provides information needed to determine whether the policy was effective or not (Burns & Grove, 2009). The question that remains to be answered is whether the content of the National Water Policy stipulates the legal and institutional framework to ensure policy effectiveness in addressing the current water challenges in Harare. Under the legal and institutional framework, any literature on water management regulations is very important to see if they were enforced effectively to improve the water situation (Corner, 2015). This goes as far as unpacking the whole framework, making sure it is comprehensive and coherent, whether the rules are set in line with the standards and guidelines for achieving the intended outcomes of the National Water Policy.

Strong regulation and good governance are vital in promoting effective private investment (Corner, 2015). To this end, De Visser poignantly states: "the extent to which any local government can provide services is highly related to the efficiency with which the political and administrative mechanisms are put in place" (de Visser, 2010, p. 32). For this reason, the government is expected to establish clear responsibilities for Harare City, which is spelt out under the urban council's Act, because without clear responsibilities and accountabilities, it is impossible to achieve the intended impact of policy implementation. Likewise, the willingness of investors to inject capital into the municipality. As it stands, the existing regulatory structure is feeble.

One of the issues adjudged to constrain access and provision is the lack of an institutional and legal framework that governs water supply and sanitation (Munhedzi, 2019). Access to accessible, clean, affordable water supplies and sanitation is fundamental to human well-being. It is a primary human rights issue, supported by the institutional and legal framework. Legislation is essential in enabling poor communities access water supply and sanitation (Nhapi, 2009). Governance gaps hinder water management strategies in developing countries, including organizational factors, coordination, funding, information, and accountability (OECD, 2011). By analyzing the gaps between water policy design and policy implementation within the stakeholder model of the corporate governance framework, government institutions and water service providers may be better equipped to reduce the gap in water shortage in the country. This is an important and feasible avenue for improving water service delivery. In Zimbabwe, a country's bureaucratic water quality governance framework has worsened the water crisis. Therefore, lack of access to water supplies and sanitation facilities becomes an economic, social, and cultural barrier to development (Manzungu & Mabiza, 2014).

2.4 Clear Roles and Responsibilities

Allocating and distinguishing roles and responsibilities is critical in ensuring the effectiveness of the National Water Policy after implementation. The government might have a good policy content; however, for water service to be successfully implemented, city officials must take the key responsibilities (Bigas, 2012). That way, they can create an environment conducive to policy implementation and ensure a water security country for the future. Hence, such a clear and defined outline of roles and responsibilities can only ensure that the performance of the policy is effective (Smith, 2014). This is because accountability is easily fostered when there is a clear outline of who is doing what, and it is crucial in bringing about proper implementation (Pradhan, 2010). Clarifying how the municipality will be monitored and supervised is necessary to ensure good practice and sound work ethics to blot out corruption, underperformance, and other shoddy deals. Policies, legislation and fiscal measures have profoundly affected what happens at district and local levels, most notably in setting boundaries for stakeholder involvement in decision-making and articulating their roles and responsibilities (Connor, 2015).

Governance argues that "coping with current and future water challenges requires robust public policies targeting measurable objectives in predetermined timeframes at the appropriate scale and relying on a clear assignment of duties across responsible authorities and subject to regular monitoring and evaluation" (OECD, 2021). Therefore, it is essential to note that having clear roles and responsibilities and a coherent policy is crucial for policy design. For example, in the current hierarchical government environment in Zimbabwe, the central government often intervene in local authorities' affairs because of a lack of clarity in some of their roles and responsibilities. Yet, this clarity is critical in ensuring the effectiveness of the policy. Depending on the nature of their scope, some of the interventions may be so intrusive as to substitute council decisions with those of the Minister, while others may not be so intrusive.

2.5 Contextual conditions for policy implementation.

Any model can deliver water and sanitation services, but how effectively or sustainably depends on contextual and enabling conditions (as well as accountability relationships) (Eberhard & Webster, 2015). Contextual conditions interact with all agents involved in service delivery, such as the beneficiaries, front-line providers, service managers, and policymakers. Also, the differences in how systems are organized—whether governance structures are centralized or decentralized—internal conditions such as the availability of resources, intergovernmental transfers, consistent financial policies, and desired cost recovery impact the delivery of goods and services (Woodhouse & Muller, 2017). The implementation process is affected directly or indirectly by political, economic, and social factors, which form part of the context.

The successful transfer and eventual implementation of a policy heavily rest on the relationship between the context from which it came and to which it is transferred (Bressers & de Boer, 2013, p.36). Services operate within the broader government context that enables delivery. Service delivery needs responsiveness by service providers, managers, and policymakers to be answerable (i.e., information or decision), to provide enforcement (i.e., service standards), and to make relevant organizational changes (i.e., delivery of services) (Eberhard & Webster, 2015). Many of these external conditions are beyond the control of particular service activity, such as the extent of patronage, corruption, or political economy issues. For instance, if there is a lack of political will to implement the critical elements of the policy, then for sure, it will be impossible to have a successful and practical approach. This means the current water challenges will continue to persist.

2.6 Conceptual Framework

A conceptual framework represents an expected relationship between variables (Rahman, Crocker, Chang, Khush, & Bartram, 2011). It provides a frame of reference and language through which the policy will be examined. Thus, this section discusses the framework that will inform this study, as shown below. The framework consists of three elements: content, implementation and the outcomes/Impact.

Under these three elements, indicators were used to assess the effectiveness of the policy on municipal water supply. Thus, the framework measures the development of the national water policy as part of the content evaluation. After that, the enabling conditions include political will, budget development, leadership, legal and regulatory systems, and capacity. These conditions support effective policy implementation and improve municipal water service delivery within communities (Kayser et al., 2013). Indeed, once implementation is done, there is a need to look at the outcomes/impact, which the final section of the framework will cover. They were reviewed in terms of quality of service and coverage.

The process is a necessary and feasible avenue for improving water service delivery. That way, monitoring water service delivery in Mabvuku can be achieved and see if the policy is effective. Hence, this framework was chosen as it enhances a better understanding of the water service delivery situation in Mabvuku. In particular, to identify the critical issues within the municipality in charge of water service delivery in Harare. The indicators can also provide a practical value for the lessons generated afterwards. The approach uses ten principles to measure policy effectiveness in water service delivery using results from several variables. The metrics used to gauge Harare municipality's service delivery performance are below under performance indicators. This system will assist in evaluating the implementation level of the policy.

2.7 Performance Indicators

Indicators are the measurement instruments used to track and assess progress in achieving objectives and outcomes (Cloete, 2018, p.204). These are regarded as "pointers" that show whether goals are achieved (Cloete, 2018, p.204). Performance indicators offer various benefits and may encourage municipalities to become accountable for realizing the human right to water and help track improvements to public health protection (Kayser et al., 2013). Most importantly, the indicators provide objective measurements and inspire better performance from service providers (Kayser et al., 2013). Thus, water service providers can develop systems that promote transparency using the data collected from the measurements to achieve effective service delivery.

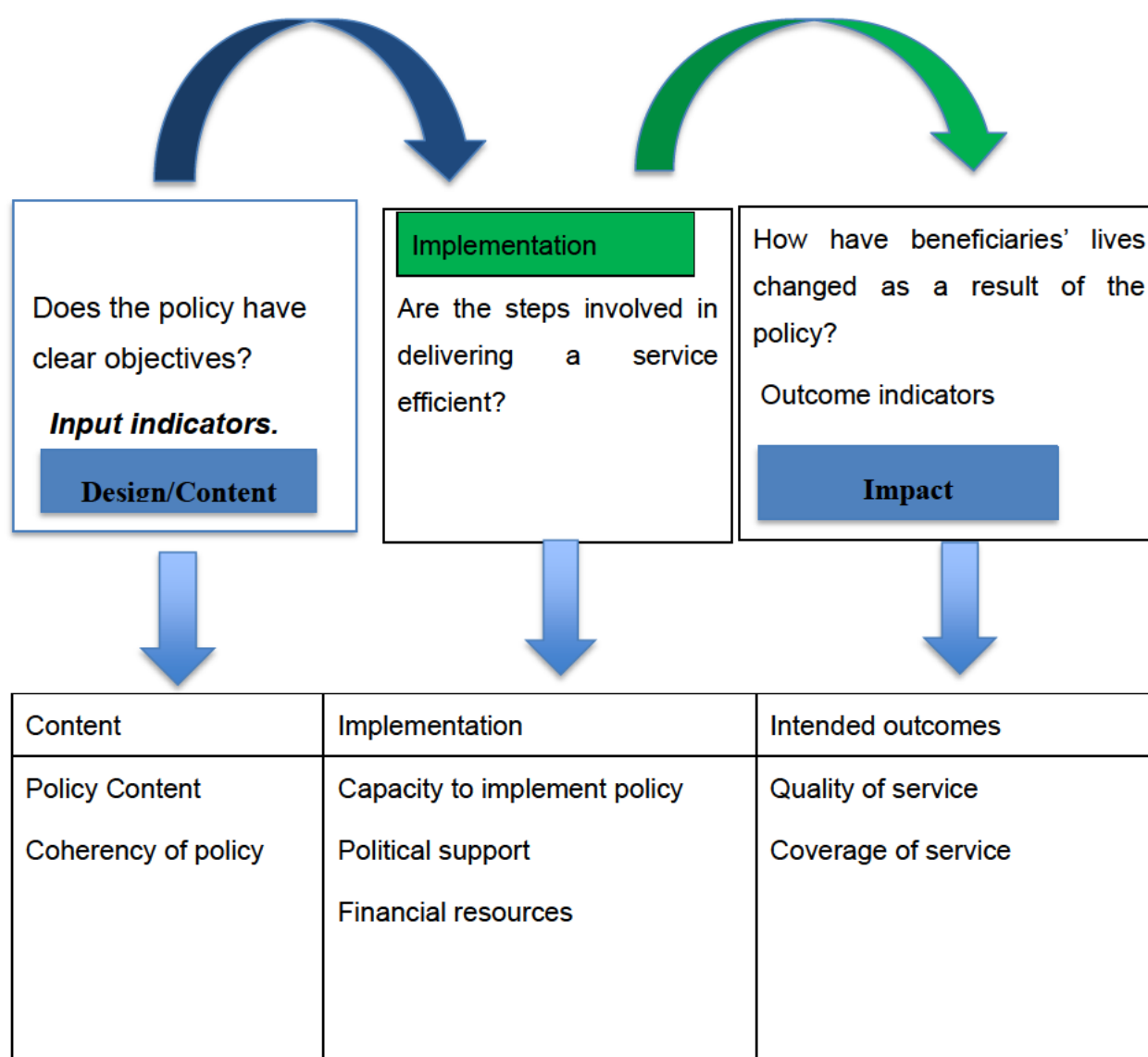


Fig 2. Framework for evaluating the effectiveness of policy in Water Service Delivery.

2.8 Content of the National Water Policy.

The National Water Policy clearly states the goals and objectives to be achieved. Municipalities are therefore expected to implement the policy effectively. There is a widespread implicit realization that the content of policy is essential not only in the means it employs to achieve its ends but also in its determination of the ends themselves and in how it chooses the specific means to reach that end (Fiszbein, 2011). It is also important to note that the content of the National Water Policy clearly states the government's position regarding international treaties around water resource management. Whether this is good enough to address the current water challenges remains to be seen. For example, at the highest policymaking level, the African Union (AU) has recognized the critical role of water in various Summit Declarations and has adopted the African Water Vision 2025 as the fundamental policy instrument for the management of Africa's water resources for sustainable development (United Nations World Water Assessment Programme, 2006).

The shared vision is for: "An Africa where there is an equitable and sustainable use and management of water resources for poverty alleviation, socio-economic development, regional cooperation, and the environment" (UNECA, 2000). The latter then states that there is no excuse for formulating ineffective policies simply because there are even continental policy guidelines that are accessible to learn from. Hence, a failure of policy delivery is evidentially not an issue of fault with the policy draft but everything to do with the instruments of execution of those same policies (Fiszbein, 2011). The question is whether enough is being done to ensure effective policy implementation. In particular, Harare Municipality and ZINWA were expected to look at the content of the National Water Policy, especially during the implementation phase. According to Mugomba (2016), the main objectives of the National Water Policy were to:

- Harness the constant decline of water supply and sanitation services and infrastructure deterioration.
- Re-build water users' confidence by restoring affordable services to all citizens and constantly disseminating information.
- Making sure the institutional responsibilities and accountability are clarified.
- Re-establishing and developing institutional and human resource capacity.
- Re-establishing the financial viability of institutions that depend on collecting user fees and, where necessary, providing short-term financial assistance.
- Developing a framework to realize sustainable development through a reduction of the burden of disasters on the environment, the poor and the vulnerable; and
- Engaging with other critical stakeholders in government and the economy to jointly plan and implement the recovery of water and sanitation services.

2.9 Coherence of policy

Policy coherence is the systematically promoting mutually reinforcing policies that accumulate synergies to achieve agreed objectives (OECD, 2016). Policy coherence can be sectoral, transnational, across governance regimes, multi-level (from global to local), and policy objective to instrument design and implementation practice (Rahman et al., 2011). Coherence occurs when the balance of policies is aligned with that common goal or set of intentions. Policy synergy occurs when successive policy instruments have a cumulative or reinforcing impact on achieving the common goal or overarching policy aspiration (OECD et al., 2015). It is crucially important that there is good alignment among the many policies, items of legislation and fiscal measures that influence water management, service delivery and level of demand (Connor, 2015). In the future, meeting the goals requires a coherent approach and a vision shared by governments and partners. In this process, developing complementary water, energy, food, environmental, social and economic policies is essential for sustainable, integrated and mutually supportive water (Shah et al., 2018). Decisions outside the water domain, such as those concerning energy prices, trade agreements, agricultural subsidies, and poverty reduction strategies, often significantly impact water demand, supply and hence on w and (Connor, 2015).

2.10 Policy Implementation

For this thesis, implementation will be regarded as converting the physical and financial resources into concrete service delivery outputs to achieve policy objectives (Cloete et al., 2011). Other scholars like Vedung (2017) define policy implementation as what develops between the establishment of an apparent intention on the part of the government to do something or stop dwindling something and the ultimate impact of the world of actions. More concisely, Vedung remarks that policy implementation refers to the connection between the expression of governmental intention and actual results (Vedung. 2017). As part of the policy cycle, policy implementation concerns how governments implement policies (Howlett et al., 2003).

For an approach to be practical, a good and efficient governance system should be in place to manage water resources. There is a higher emphasis on research focusing on whether policies have achieved the goals and finding a list of reasons for poor implementation like poor funding, infrastructure, and lack of staff. "There is a need to highlight that understanding the nature of policy implementation is also important because evidence shows that policies, once approved, are not always implemented as planned" (Calista, 1994).

During implementation, the evaluation has the most significant opportunity to influence decisions and help ensure the policy can realize its intended benefits. This process aims to obtain evidence about the efficacy of the policy's design, implementation, and emerging outcomes. "Implementation

evaluations are conducted to understand the implementation of plans, programmes, and policies to review and improve them" (Fiszbein et al., 2011, p.13). These evaluations should determine whether any specific beneficiary group is under-served or receiving fundamentally inequitable services. Thus, the aim is to evaluate whether the operational intervention mechanisms support the National Water Policy objectives and understand why. This means looking at the outputs, activities carried out and the outcomes. Hence, through this process, it becomes clear whether the policy has effectively addressed the water challenges and whether the interventions and objectives articulated in the document worked.

2.11 Capacity to implement policy

Capacity refers to the ability or authority of a person or institution to perform a specific or higher-grade function (Gomes, Hermans, Islam, Huda, Hossain, & Thissen, 2018). The capacity of the public sector is seen in terms of general systems thinking as the structural, functional, and cultural ability to implement the government's policy objectives (Cloete, 2018). The national water policy clearly states that government institutions and parastatals that deal directly with water services need to be strengthened and, in many instances, be rebuilt concerning human resources, equipment, information, and technology (Gomes et al., 2018).

This was the government's stance on capacity. Not only did the government emphasize the importance of capacity, but they also offered to provide financial resources to boost the capacity of the critical institutions in the water sector in a way that will be sustainable (Thissen, 2018). It is undeniably essential to note that if the government employ the necessary skills and qualities of the human resources around the water sector, the chances for the successful performance of the industry will then become high (Gianakis, & McCue, 2019). Aside from the skills, knowledge and competencies of professionals and civil society, organizational and institutional capacity is also lacking in many countries (Connor, 2015). Given the rapid pace of urbanization, the institutional ability of local and national governments and water utilities to increase investments and manage services is becoming critical, especially in cities with old and poorly maintained water and sanitation infrastructure and cities in the developing world (Chifamba, 2021).

Most countries have a minimal formal institutional capacity to manage water resources, and effective implementation of existing management instruments is not very high on political agendas (Connor, 2015). Common problems include inefficient public administration; widespread informality; weak regulatory institutions; low levels of participation, coordination, transparency, credibility and accountability; unstable and insufficient financing; corruption and capture; fragmented and outdated water legislation; lack of technical capacity; implementation agencies and service providers with politicized and weak governance; and insufficient information (Gianakis, & McCue, 2019). The

widespread inability to establish effective formal and stable institutions to deal with water allocation (and increasingly reallocation) and pollution control issues is evidenced in many examples of poor management, informality and lack of coordination (WWAP, 2012).

High rates of unaccounted water (due to leakages), unsustainable tariffs, and weak governance systems are typical manifestations of the growing capacity gaps in many urban areas (Connor, 2015). Leakage results in revenue loss and higher chances of drinking water contamination and outbreaks of waterborne diseases, further reducing water service quality and the consumer's willingness to pay (Chikandiwa, 2015). The aim is to be able to deliver services which, in turn, can raise the quality of life of ordinary citizens. This entails the availability of, and access to, concrete or tangible resources such as financial and human resources (Menard et al., 2018). This will manifest in a further decline in the local government's delivery ability and leaves the entity with no option but to overcharge its residents even with dry taps in their homes, as witnessed in Mabvuku (Musemwa, 2010). The United Nations Development Programme (UNDP) "suggests that water costs should not exceed 3 per cent of household income" (Kayser et al., 2013). This is not the case in Zimbabwe. It is important to note that capacity is tangible and includes the intangible requirements of leadership (Musemwa, 2010). A good policy with weak leadership will not yield the desired impact. Motivation, commitment, courage, willingness, endurance, and other intangible attributes are crucial in transforming what is on paper into action (Muwonge, Williamson, Owuor, & Kinuthia, 2022). Hence, capacity is a vital variable of any policy implementation.

2.12 Political support for water management

Some individuals in positions of power and responsibility prefer to play cards close to their chest to protect their work and funds (Control & Prevention, 2016). This means they do not wish to evaluate existing policies and ensure transparency, which is a political problem (Control & Prevention, 2016). Central-local relations in governance structures determine the challenges between policy design and implementation. Central-local relations may be defined as the political and administrative relationships between a central state and the local governments within its territorial borders (Tom & Munemo, 2015). The assumption is that "policies determine politics" and that "the most significant political fact is that governments coerce" (Cloete, 2018). The equitable, participatory and accountable water governance target will require strong political commitment, appropriate policy and legal frameworks, effective institutional structures, efficient administrative systems and capable human resources (Connor, 2015).

Though this is a critical aspect of the conceptual framework, realities reveal ordinary people's harsh experiences of living with water scarcity. There is constant bickering and fighting between the Central government, which serves under the ruling party, and the city council controlled by the opposition

(Tom & Munemo, 2015). Literature on performance highlights the importance of political commitment by leadership as critical to policy success (Sabatier & Manzanian, 1983). There have been many instances where governments have failed to provide the political support needed for implementing and sustaining policy initiatives (Hantke-Domas & Jouravlev, 2011). Yet, governments have the mandate to focus public policies on (i) assigning high political priority to these services both in terms of budgetary allocations and development of stable and efficient institutions; (ii) a gradual transition to self-financing with tariff design that encourages resource use efficiency, accompanied by the creation of effective subsidy systems for low-income groups; (iii) a more consolidated or aggregated industrial structure, to take advantage of economies of scale and ensure technical and financial viability of service providers; (iv) effective economic regulation, with emphasis on access to information, uniform accounting, benchmarking and consumer participation; (v) adjusting regulatory practices and utilities' governance to their property structure, to make them more transparent and responsive to regulatory incentives; and (vi) closer integration of economic regulation and water and land management policies (Hantke-Domas et al., 2011).

2.13 Intended outcome/Impact

This occurs after a policy has been implemented when the procedure is entirely examined to see whether the anticipated desired changes have been achieved. The impact is defined as significant effects produced by a development intervention, directly or indirectly, intended or unintended, on the stakeholders, third parties or citizens (Smith, 2014,). It also reflects the long-term, broader societal implications resulting from the policy. In this case, the broader societal implications will be measured using the case study of Mabvuku, which means checking how effective the policy has been after implementation. An impact evaluation addresses a causal question about the relationship between the variable (or policy) T and outcome Y (Svensson & Pettersson-Lidbom, 2008). This requires evaluating the impact of the National water policy interventions around water service delivery, meaning looking at the policy and producing more specific statements around the design, implementation and outcomes. One point of view suggests that an approach is adequate if its outputs have made noticeable contributions towards achieving the policy's intended objectives (Smith, 2014)

These are some questions to be answered as part of the evaluation. Did the policy work, and what contribution did the policymakers make to the outcome? Whether there was any unintended or negative impact. However, to answer the above questions, the water service quality was examined to see if the policy improved the water situation in Mabvuku. Also, to see if the level of service delivery is what was intended when the policy was formulated and equally important is also the issue of coverage. What contribution did the policymakers make regarding availability and easy access to water? Indeed, having a sound and effective water policy is critical. Having sufficient financial resources on its own is not enough. According to Fiszbein et al., (2011). "Improved outcomes from

service delivery require better governance, including incentives for performance and mechanisms for holding service providers accountable (Fiszbein, Ariel, Ringold, Dena, Rogers, Halsey, 2011, p.38)". As identified by the OECD, half of African countries reported less than 50% of the needed human and financial resources to effectively implement water policies (OECD, 2021). Indeed, this is why most of these plans remain insufficiently used and executed. Though the government is committed to financing urban and rural water supply services, more still needs to be done to raise more financial resources.

2.14 Quality of water service

This refers to the quality of service from the provider to the client/ citizens, such as the mechanisms set around access to quality water services which shapes the 'outcomes for the poor (National Treasury South Africa, 2018). It is important to note that government policy can significantly impact the quality-of-service delivery. For example, the policy might regulate how the local government and municipal function. Depending on the regulation, this can determine how water service is delivered to the citizens. Therefore, by checking each household's daily water in Mabvuku, we can safely conclude whether the policy impacts. According to the WHO, "between 50 and 100 L of water per person per day are needed to ensure basic needs are met, and few health concerns arise" (Kayser et al., 2013). Yet, the reality on the ground is far from that ideal. Water supply should be continuous and enough for domestic uses and personal uses. At least individuals and families should meet basic needs such as personal sanitation, drinking water, and food preparation. Those in charge of implementation should pay attention to the social, economic, political, and legal realities of the system under which public entities operate.

2.15 Access to water/coverage

Here outcomes are differentiated according to whether consumers are close to the piped system (and can pay the costs and charges associated with the system), whether they are close to the river and can access supplies directly, or whether they are disadvantaged and therefore expend considerably more time and effort than others in collecting supplies through carriage and head-loading (Connor, 2015). Governments must concentrate efforts to achieve universal service coverage, emphasizing household connections, improvement in service quality, and sustainability (Connor, 2015). The government is expected to provide more advanced treatment technologies to ensure sustainable and improved water supply coverage.

2.16 Conclusion

The reality on a grass-root has shown that the National Water Policy faces some drawbacks. As much as that policy was tremendous and plausible in theory, it has suffered in practicality and

implementation. Several factors have been contributory to this: donor withdrawal, other national programmes taking priority, financial instability, Weak institutional leakages, lack of capacity within key institutions, remuneration for participants, lack of enforcement of legislation, different levels of appreciation of water, and political interference water sector reforms in Zimbabwe, the importance of policy and institutional coordination on implementation (Makurira, & Mugumo, 2005).

One of the significant points to note is that a thorough assessment of the National Water Policy is attainable if there is the intentionality to make an overview of all the institutional players involved, i.e., council, political players and the citizens, as opposed to zooming only on the linear cause and effect of the project's implementation and immediate outputs. In employing the various performance indicators used in this chapter, the progress and goals still needing to be reached in the project have become more apparent. Cloete (2018) was hugely instrumental in providing literature that shed important light on a better policy evaluation.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Introduction

The chapter provides an overview of the research methodology employed to connect the research objectives and questions to data collection and analysis. Thus, the chapter presents the methodological framework that guided this research. After reviewing the research questions and objectives, the right research paradigm and design were selected. An approach was designed to suit the research requirements, considering the issues around the validity and reliability of the results. Data collection was done through an interview guide and documentary analysis. After that, the results were analyzed to answer the research questions and objectives. The research approach for this study is interpretive analysis. Henning (2004, p.40) points out that "interpretive knowledge is constructed not only by observable phenomena but also by descriptions of people's intentions, beliefs, values, reasons, meaning-making and self-understanding".

Furthermore, Pieterse (2014, p. 80) highlighted that "Phenomenology focuses on how people perceive and talk about objects and events, rather than describing phenomena according to the predetermined categorical system, conceptual and scientific criteria". The notion is supported by the observations of Smith, Jarman & Osborn (1999), who remark that the phenomenological approach to knowledge "is concerned with an individual's perception or account of an object or event as opposed to an attempt to produce an objective statement of the object or event itself". In light of the above understandings, the present research considers the interpretive phenomenological analysis as a fitting research approach for the present study, which is concerned with exploring the sample participants' account of evaluating the effectiveness of national water policy on municipal water supply services.

3.2 Research Design

The study was grounded on a qualitative research design based on interviews and discussions around conditions that promote effective water policies. The qualitative research in this study demands that the researcher goes to the field, meaning meeting with research participants, conducting interviews, and discussing with them. The process included procedures that were followed to achieve the intended outcomes. The qualitative method was used because of the framework used to evaluate the policy. The indicators within the framework are best assessed using this approach. Both the primary and secondary sources were utilized to achieve the main objective. Preliminary data were obtained using interviews and a focus group. Six key informants were identified who have good knowledge of water policy procedures and have directly managed cases of water policies under study. In turn, the focus group discussions helped add a better understanding of the gaps and confirm the information gathered from the other participants.

A total of 10 people were selected from the Mabvuku community and four from Harare City Council and Zimbabwe National Water Authority (ZINWA) management team to get more perspectives on the subject matter. These were drawn from middle and upper-level management within the organizations. The reason for choosing six people from the community and four from the management team was accessibility issues. Having too many people was time-consuming given the limited available time; my stay in Zimbabwe was only for a week because of family commitments back in South Africa. There was no one to stay with my kids whilst they went to school; hence, the stay was for a week only. Time was a huge factor, and the limited resources would have made it impossible to finish the research within the stipulated time frame. Hence, there was a need to reduce the number of participants to a more accessible and manageable sample. According to McKay, Roges & Roux, (2003), a model should be feasible in terms of money, time and practical issues of accessibility. Whilst discussing with participants, notes were jotted down.

Furthermore, the study employed secondary data from a comprehensive survey of the available literature. Both published and unpublished data were sourced from the university library, internet, and archives. The primary data collection involved interviews with the key participants sampled to respond to the researcher's open and closed questions (Schutt, 1996). The interview guide and focused group discussion schedule were designed per the study objectives and helped collect the required data after obtaining consent from the participants (See Appendix).

3.3 Sampling Method

The research design is a blueprint, or outline, for conducting the study so that maximum control over factors could interfere with the validity of the research results (Polit & Beck, 2004). It is also the researcher's overall plan for obtaining answers to the research questions guiding the study. A case study on the National Water Policy in Zimbabwe with a particular reference to Harare East (Mabvuku) was used to collect data to evaluate the effectiveness of the policy. This study conceptualized a framework for assessing the effectiveness of the policy, with a specific focus on content, implementation and outcomes. The framework looked at the policy as part of the evaluation process (Identifying the extent to which the content of the policy clearly articulates requirements, the context of the policy's development and passage), implementation (what happened), and outcomes (what were the results).

The study used purposive sampling to select participants carefully. This sampling method is used to determine elements purposively that the researcher wishes to include in the sample based on a list of characteristics (McKay et al., 2003). In purposive sampling, the researcher selects interviewees by features created by the researcher, likely to bear on their perceptions and experiences towards the problem under study (Menard et al., 2018). Ten people from the community were selected from

Mabvuku for the interviews, and four more people from the management team of Harare City Council and Zimbabwe National Authority (ZINWA).

The unit of analysis in this study involved employees from both ZINWA and Harare city council who are well versed and have information to share regarding the policymaking process. These individuals were part of the Focus Group Discussion (FGD). Some researchers, such as Hughes and DuMont (1993: 776), characterize focus groups as group interviews employing in-depth group interviews made of a homogenous group of people to provide information around topics specified by the researchers. Babbie (2011) states that, the focus group participants should range between 4 and 10 people. Data from interviews and focus group discussion sessions were collected using notetaking. Altogether, the total number of participants was twenty.

3.4 Data Collection Instruments

In-depth semi-structured interviews were used as the primary data collection method; secondary sources of information like journals, government policies, regulations and other relevant documents were analyzed. The interview questions were closed and open-ended to elicit more profound reflective opinions from the targeted participants. Both questions allow participants to freely and openly share their personal experiences about the issue at hand. It also allows the researcher to pursue new leads as they come to light during the inquiry. The interview questions were prepared and guided by the main objectives and the literature review on policies in Zimbabwe. Therefore, using an interview guide provided some control and direction for the questions. It also allowed for greater flexibility in the sequencing and wording of the questions. The questions were straightforward, easy to understand, analytical and afforded the interviewees some degree of freedom to discuss the subject matter in each question critically.

The researcher refrained from giving her own opinion, beliefs, or feelings about the issues under inquiry in the study. Public documents relevant to the investigation, such as newspaper articles, parliamentary reports, United Nations publications and other official reports were accessed. In-depth semi-structured interviews were performed to gather broad information. Four members from the management teams of Harare City Council and Zimbabwe National Water Authority (ZINWA) in Mabvuku were interviewed.

3.5 Data Analysis

Thematic data analysis procedure was utilized in gathering, analyzing, and presenting the data. The approach is appropriate for analysis when seeking to understand experiences, thoughts, or behaviors across a data set; hence it was chosen as a method for data analysis. Such themes are actively constructed patterns (or meanings) derived from a data set that answers a research question, as

opposed to mere summaries or categorizations of codes (Kiger & Varpio, 2020, p.2). However, it is important to note that the themes can be generated inductively or deductively depending on the kind of data required. "Thematic analysis is a method for analyzing qualitative data that entails searching across a data set to identify, analyze, and report repeated patterns" (Kiger & Varpio, 2020, p.2). The researcher tried, by all means, to get close to the participant's world, which is impossible to do wholly or directly (Conrad, 1987). Thus, through the thematic approach, the researcher has an active role that influences the extent to which he gets access to the participant's experience and makes sense of the subject's personal world (Smith & Osborn, 2007).

The approach was used to code data into themes for analysis and presentation using software for qualitative data called NVIVO. The themes which have emerged were analyzed and translated for narration. Whilst the material was coded with a theme, a list of nodes was developed at regular intervals and groomed to check whether related themes were from the interviews. If there was, then these themes were grouped in a hierarchy. The information entered was accessed by double-clicking on the node to view any content gathered. Such a step is crucial as part of data analysis as it assists in seeing any connection between these themes. For example, one could see content where participants talked about water quality or policy. The process was done both in the analysis of results and discussion section.

The validity of the tools was tested by conducting a pilot study of two in management (2) to examine how they respond to the questions, the duration of time it takes to carry out the interview, and the questions that are not straightforward. Before entering the field, the researcher obtained a permit from the University. The actual names of some of the participants who were uncomfortable with having their real names used were concealed. Instead, other identifications such as pseudo-names were used. The validity and reliability of this study were anchored on the truth value, that is, the internal validity and the transferability — the external validity and the consistency of both the interior and external validity matching with the reality (Creswell & Clark, 201,).

3.6 Research Ethics

Ethical protocols guided the study to protect the participants — adherence to the principles of informed consent, anonymity, not harming participants, confidentiality, and trustworthiness of the data was carefully considered. It included the credibility, transferability, dependability, and confirmability of such data.

3.7 Validity of the research instrument

Before fieldwork, a pilot study was conducted to pre-test the instruments. The idea was done to assess the clarity of items, validity, and reliability of the tools. After the pilot testing, the primary survey

followed, where the questions were administered to the pilot group. The content validity of the research instrument was evaluated through the actual administration of the pilot group. The population units used in the pilot study were not included in the final sample. The study used both face and content validity to ascertain the validity of the questionnaires. Face validity is validity at face value. Test/survey items are sent to the pilot group to obtain suggestions for modification to check face validity.

Content validity draws an inference from test scores to a large domain of items similar to those on the test (Polkinghorne, 2005). Content validity is concerned with sample-population representativeness. i.e., the knowledge and skills covered by the test items should represent the larger domain of knowledge and skills. The researcher administered the instruments, and a discussion was made to determine the instruments' suitability, clarity, and relevance for the final study. Ambiguous and inadequate items will be revised to elicit the required information and improve the quality of the instruments. Furthermore, two university lecturers who are experts in water governance were asked to appraise the tools to enhance the validity of the instruments.

3.8 Ethical Consideration

Ethics is beliefs about what is right or wrong from a moral perspective (McMillan & Schumacher, 2010). According to Johnson & Christensen (2011), ethics are the principles and guidelines that help people uphold the things they value. In contrast, research ethics are a guiding set of principles that assist researchers in conducting ethical studies. It is crucial in this study for the researcher to conduct this research ethically where the principles of informed consent, anonymity, harm to participants and confidentiality should always be addressed. The following ethical issues were addressed:

3.9 Informed consent

It involves voluntary participation by participants (Chireshe, 2006). It implies that all possible and adequate information concerning the purpose of the research, the procedures to be followed in the execution of the investigation, all potential advantages and disadvantages and dangers to which the participants may be exposed, as well as information to establish the credibility of the researcher, must be provided to potential participants (Pieterse, 2010). Participants must be fully informed about the research. They should give informed consent to participate (Burns & Grove, 2009) or have the right to withdraw from the study without being penalized. The participants must be informed that their privacy and sensitivity will be protected and that the information they would have imparted will be used in the study. In this study, informing the participants will encourage voluntary participation.

Anonymity refers to the protection of the participant in a study, such that even the researcher cannot link the participant with the information provided (Polit & Hungler, 2009). Participants' confidences

was protected from other persons in different settings where private information might enable identification. To ensure anonymity, steps will be taken to protect the individual's identity by neither giving their name when presenting research results nor including identifying details that may reveal their identity, such as personal characteristics. In this study, anonymity was achieved by not putting names on the questionnaires. The respondents will not be asked to identify themselves; hence, getting accurate and sensitive information will be high.

3.10 Confidentiality

Confidentiality and respect for privacy involve the right of the participants to control information about them (Pieterse, 2010). According to Burns & Grove (2009), confidentiality is the researcher's management of private information shared with others without the subject's authorization. It is maintained when participants are protected in a study such that individual identities are not linked to the information provided and are never publicly divulged (Polit & Beck, 2004). In this research, the participants were assured that all research information given to them would be treated in strict confidence. Confidentiality will be guaranteed by ensuring that the data will not be linked to individual respondents by name if they feel uncomfortable publishing their names. No participants' names will be used or written in the questionnaire for anonymity; letters of the alphabet and numbers will be used instead.

3.11 Harm to participants

In research, harm to participants may include irritation, anger, negative labelling, invasion of privacy and damage to personal dignity (Urombo, 2000). In this research, participants will not be exposed to such harm. Information collected will be treated with the privacy it deserves. Maintaining privacy, confidentiality and anonymity during the interviews may prevent psychological damage.

3.12 Conclusion

The study was conducted on a Qualitative Research Model. This was chosen and seen to be fit because of the linkage with interviews and the people (citizens) experiencing the real impact of the policy. The discussions, after that, would give a factual reality of the state of the policy. Limiting and reducing the size of the participants made the processing time resourceful and efficient. Cross-referencing this data from participants with secondary sources from the literature detailed in Chapter 2 provided a credible base for qualitative analysis. Overall, strict adherence to ethical practices ensured that our participants' identity was preserved and maintained confidentiality. This is hugely important to keep the fidelity of the participants and protect them, especially where there is a possibility of political players wanting to manipulate informants when there is a reference to political parties who hold the rule in the constituency. The approach was the interpretive analysis because of

the belief that knowledge is constructed through observable phenomena and by descriptions of people's intentions, beliefs, values, reasons, meaning-making, and self-understanding (Henning, 2004, p. 40).

CHAPTER 4: RESULTS

4.1 Introduction

The previous chapter provided insights into the study's methodology, while this chapter presents the study results. The chapter begins by looking at the participants' perception of the policy content concerning the water situation in Mabvuku to determine if the existing National Water Policy is effective for municipal water supply services. After that, other indicators used as part of the conceptual framework to evaluate the effectiveness of the policy were unpacked.

4.2 Content

According to one of the managers interviewed working for Harare city council, Mabika, "The problem here is that during policy formulation, there was no clear indication in terms of the resources needed to achieve the intended outcomes successfully." Let us not forget that a long-term implementation plan is vital, and the full support of all critical stakeholders, particularly those in charge of water resource management is key says Mabika. The sentiment from the manager was that the policy was just a document gathering dust on the shelves. The participant also shared their discontent around data sharing as there was no information giving clear powers and mandates despite the set-up of dedicated water service bodies in Zimbabwe.

After listening to the participant's sentiments, the example that came to mind was of the Urban Councils Act, which allocates responsibilities to Urban Councils. However, after going through the Urban Act as part of the secondary data analysis. The information given by the participant truly reflects reality. The Act does not allocate responsibilities to urban councils. Hence the notion that this affects access and availability of water services at an affordable cost is valid. It also jeopardizes the effective policy implementation and the realization of the intended outcomes, which was the sentiment of the participant.

According to the Minister of Water Resources Development and Management, restoring the water sector in the country is one of the government's main objectives whilst ensuring compliance with international benchmarks. While this is the case, the National water policy adoption was expected to result in sustainable development, one of the crucial global benchmarks, and improved management of water resources, guaranteeing equity in access to water by all Zimbabweans to foster economic growth. However, "to achieve universal access to water and sanitation, there is a need for accelerated progress in disadvantaged groups and to ensure non-discrimination in water service provision and my view, this is not the case" these are the words from the same manager who asked to remain anonymous. "The human right to water and sanitation requires that all persons have sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic uses without discrimination" (UN, 2002, cited Corner, 2015, p.115).

The policies' processes are a significant determinant of the eventual policy outcome. According to Sotarauta (2018, p.659), "a process of interaction between setting goals and actions geared to achieving them is a seamless web". The manager stated that the content of the National Water Policy is vital in achieving the ultimate policy outcome. For instance, the policy undoubtedly indicates the goals to be completed and stipulates the roles and responsibilities for the City of Harare under the Urban Council's Act of 1996. Whether that is good enough to facilitate the pathway to achieving the intended outcomes is still to be seen. These were his words. The mayor of Harare, Jacob Mafume, also highlighted the lack of a long-term implementation plan as part of the content to be the primary cause for the worsening water situation in Harare when responding to the question on content. "The policy content is stipulated, and I do not question the process followed to develop the document. Let us address the elephant in the room. We do not have long-term implementation plans, and I am convinced that is one of the main problems contributing to policy failure," says Mayor Jacob Mafume.

4.3 Policy coherence

Incoherence in policy design, structure, and roles are contributing factors to the current water challenges, says Mahohoma. The same participant went on to state that there was no service delivery cohesion since the Council is dominantly run by the opposition party, which spends most of its energies fighting its opponents instead of improving its systems. This on its own affects policy implementation. Hence, the need for functional central-local relations for smooth service delivery at the local level is not the case for Harare City Council says Mahohoma. Another participant Mary, during the interviews stated that "the National Water Policy proposes that Local Authorities (LAs) should be water service authorities whose role is authorize and not to provide water". Thus, the policy creates avenues for private water service providers who can be private companies or ZINWA, as stated in the policy.

"Unfortunately, that is not the case which is why we have the ongoing water challenges in various parts of Harare, " says Mary. This disparity is evidence that there has not been cohesion between the needed coalitions to see the successful implementation of the policy. The National Water policy should have been aligned with the institutional and regulatory interventions to ensure sustainability, as misalignment distorts incentives. A good example is the reforms made to the national water policy, which led to the Zimbabwe National Water Authority (ZINWA). It was partly fostered by the desire of professional staff in the Department of Water Affairs to move into a parastatal. ZINWA took on multiple and sometimes inherently conflicting roles, encompassing regulatory and operational responsibilities in water resources management and WSS service provision (World Bank). However, an analysis of the UCA indicates that it lacks adequate regulations for the management of urban water supply services (Magwanyana, 2021; Chikandiwa. 2021). The UCA does not spell out procedures for setting

water tariffs, roles and responsibilities of institutions, or regulating water management systems in urban areas.

Another participant also spoke about the Environmental Management Agency Act (EMA), which addresses pollution issues. There was a sense that their policy and the National Water policy were incoherent. The two do not complement each other. The result is that enough is not being done to prevent water pollution and correct the existing pollution challenges. There is limited evidence to show that the current penalties for restoring and preventing further water pollution are working. However, another participant Moyo from ZINWA management disputed the claims stating that the government is not giving a blind eye to the problem. They acknowledge the problem with some solutions. The participant strongly believed this view was debatable because recently, the government approved the additional imposition of strict penalties targeting illegal miners. The government imposed harsher penalties and availed funds to enhance the rehabilitation efforts of major rivers affected by illegal mining activities.

In her cabinet media briefing, the Minister of information Monica Mutsvangwa also reinforced the same sentiments emphasizing the government's commitment to engage all key stakeholders, including third-party companies through the Environmental Management Agency, to rehabilitate the country's rivers environmentally degraded (Mangwanyana, 2021). The cabinet further went on to approve proposed amendments to the existing Environmental Management Act, which include the imposition of penalties and minimum mandatory sentences on repeat offenders for failure to comply with the prohibition of discharging hazardous substances, chemicals and materials or oil into the environment" (Mangwanaya, 2021). Below are some rivers the government hopes to rehabilitate and improve water supply in urban areas, Mazowe River Mashonaland east, Save in Manicaland, Manzimudhaka in midlands province, Munyati and Angwa in Mashonaland West, Insiza and Unzingwane in Matebeland South (Makurira & Magumo, 2005).

4.4 Implementation

The participants stated that the operationalization of the policy was complex and challenging due to a lack of resources to ensure the successful implementation of the policy. It is important to note that the performance of the National water policy rests with local authorities who are elected water services authorities. In this case, the Harare city council is the local municipality in charge. One of the managers known as Mahohoma from ZINWA emphasized the importance of having adequate resources for the policy to be more far-reaching. He stated: "the problem we have is not the policy itself but a lack of commitment and resources, both institutional and financial, to ensure effective implementation takes place. We do not have access to the critical resources required to safeguard the successful implementation of the policy."

Hence, the policy's ineffectiveness is blamed on the lack of resources (the government's problem) and the dysfunctionality of the municipal oversight Committee. It plays a crucial role in ensuring the continuity of service delivery; to the people." According to Cloete & de Coning (2011), inadequate implementation is the major obstacle to the effectiveness of policy and development in developing countries. More importantly, the lack of sufficient financial resources for implementing policy as envisaged, a lack of human resources (people, expertise, and experience); lack of adequate material and technological resources, defective management processes or organizational cultures that obstruct rather than promote successful policy implementation (Cloete et al., 2011). According to the Mayor of Harare, Jacob Mafume, "There are not enough needed resources to successfully implement the policy. There is less than 50% available of the critically needed human and financial resources." Having unfunded policy mandates is the biggest problem, says the mayor. Without factoring in other issues, this only hampers any progress. Also, the issue of weak regulation laws remains a considerable challenge. The lack of citizen participation has exacerbated the situation during policy implementation. There is a disconnect between what the policy says and the reality on the ground. This only shows the disconnect between the government and the citizens, says Mabasa participant from the community.

There are no incentives and motivation to implement the policy to ensure the intended objectives and targets are met because of the political environment. The environment is not conducive, and as management, our hands are tied, says one person from the ZINWA management team. It is discouraging because there is no consistency between policy objectives and the availability of resources. "What the government says in the policy is excellent, but how will we carry out the implementation process when we do not have the financial and human resources," says the Mayor of Harare. It is the availability of resources that is the problem. There was also a feeling among the participants from the community that there was no consultation with the citizens during policy formulation; hence they felt the need to distance themselves from any government activities. "Let us not forget these embedded relationships under which the policy is implemented, and such relationships and the local context determine the policy's success," says Mabasa.

Constant collaboration with all key stakeholders is crucial at multiple political, policymaking, managerial and administrative levels through to the implementation stages (Kayser et al., 2013). It is imperative to say that there is ongoing harmonious participation with the community's key stakeholders from Mabvuku and Harare City Council (since Mabvuku falls under Harare). The reality on the ground is not the case. Instead, the stakeholders have stalled participation carved out on political lines. The central point is that the opposition party runs the Urban areas, Movement for Democratic Change (MDC), so the ruling party, Zimbabwe African National Union-Patriotic Front (ZANU-PF), withholds its resource administrative support to Harare City Council. All because the

opposition is running the municipality. How can the sector responsible for implementing the policy succeed with limited resources? Says Mabasa. Harare city council and ZINWA is expected to adapt to the introduced policy because the effectiveness of the policy sorely depends on them. However, there are other factors to be considered, such as:

- The degree of organization or institutionalization of these entities. incentives are aligned for or against the policy
- Prior experience of the institutions and whether they have experience in implementing past government reforms
- Leadership styles for these institutions.
- The general capacity to meet the objectives of policy implementation

All these factors matter. For example, senior management's administrative and political support within the Harare City council is withheld. Communities are disheartened by slowness in executing and delivering what the policy promised. Sadly, people have resorted to other means to supply their water needs. They have, in turn, drilled illegal boreholes and open wells. All this then trickles down to the inconsistent payment of water costs. "Honestly, if there is no delivery, why should they focus on paying for it," says the councilor of Mabvuku. It creates a demoralization of community fabric in awarding credibility to the system and policy they promised.

In a nutshell, participation from key stakeholders has been unsuccessful because there has been a lack of needed skills, political will, and capacity to see the project to fruition. Hence, collaboration at all levels is vital for policy formulation, compliance and stakeholder engagement in planning and monitoring. "Indeed, one cannot ignore that policies should provide incentives and reduce operational bottlenecks for implementing the policy,," says Siphiwe participant from the community. In brief, it is so disheartening to see that it is not the case in Zimbabwe. When the wealth captures government policymaking, the rules bend to favor such people, often to the detriment of everyone else" (Cloete & Deconing, 2018). Wealth concentration can also skew the water policy developments and supply priorities (Connor, 2015).

Generally, decisions are made with limited to no citizen consultation rather than with residents. Hence, the local people affected by the ongoing water crisis are marginalized. There is no participation in municipality activities' design, programming, implementation, monitoring and evaluation. The Council meetings are often private, so the public cannot access them frequently. These include information regarding the minutes, times, and dates. Such information is hidden from the public, and the minutes are rarely shared. All this information came from the focus group discussion. "Local government law provides that citizens can freely access minutes from Council at a cost, rather than compelling Councils to cause minutes or resolutions to be published or displayed in the community, to improve public access to relevant information to aid informed participation" (de Visser, 2010, p. 56).

4.5 Legal and Institutional framework

After the interviews with all the participants, there was a strong sense of uncertainty regarding the legal framework under which the local government operates. In particular, the issues around roles and power. During the interviews one manager, Mr. Mabika from Harare city council revealed that the sector is suffering from poor coordination and insufficient legislation between the two entities, clearly outlining their roles (Harare city council and ZINWA). There was also a sense that a specific and compelling legislative framework to guide the activities of the local government was missing according to Mr. Mabika. That on its own obstructs effective service delivery. Some of the problems linked to the lack of legislative framework include political control over local government by those in higher government positions, restricted powers to raise revenue, and the absence of a clear guide on the responsibilities of local municipalities says one employee from, INWA.

4.6 Clear roles and responsibilities

It is crucial to assess the existing water policy in Zimbabwe to ascertain whether the policy indicates the roles and responsibilities, deliberately stating the resources needed. According to Mr. Nyazika who used work at ZINWA, the content of the National Water clearly states the goals and objectives to be achieved; however, the policy does not clearly state the roles and responsibilities and the strategies to provide the required resources to ensure successful implementation. Municipalities are expected to implement the policy effectively even without the much-needed help; how can that even be possible, says. Nyazika? After having such a conversation with the participant, the question is whether the Harare city council is doing enough given the circumstances to ensure the effective implementation of the policy. Above all, we cannot deny that it is impossible to foster coordination across Harare City Council as the responsible authorities for water service delivery without clear roles and responsibilities.

The Urban Councils Act does not outline strategies for setting water tariffs, roles, and responsibilities for institutions, which are crucial in ensuring policy effectiveness. These are vital and critical instruments when it comes to water service delivery. For example, before 2013, there were no detailed and specific roles and responsibilities. Hence, the lack of clarification also exacerbates the situation. Chigonda (2010) contends that the Zimbabwe National Water Act of 1998 is simply an organization-based regulation that gives rules about water catchment on the board rather than urban water management. Consequently, the absence of clear roles and responsibilities is of great concern, primarily since no independent organization regulates ZINWA (Nhapi 2009). According to Hove & Tirimboi (2011), it shows that while ZINWA oversees metropolitan water administrations, there could be no other association that controls ZINWA's activities, which at last makes an irreconcilable situation. "Having clear roles and responsibilities of each entity was not carefully prescribed for the

sector,” according to another participant from the Harare city council who also asked to remain anonymous. The participant stated that the entity could not function with the current system where their roles and responsibilities constantly change. Failure to do so can result in a complex institutional structure with various entities at greater risk of overlaps and gaps in responsibilities, weakening the incentives for each entity to perform its duties properly.

An excellent global model to emulate is the South African Water Policy, as it sets a moral tone by clearly stating the roles and responsibilities, which is overwhelmingly positive (MacKay et al., 2003). That can be emulated and implemented to ensure a clear division of roles and responsibilities among those that ought to be concerned and involved in the project's implementation process to be successful (MacKay et al., 2003). Still, on the South Africa Water Service Policy of 1994 (WSP), an enabling environment was established to ensure the effectiveness of the policy after implementation by clearly articulating the roles and responsibilities at various government levels.

4.7 Context

Based on the report from the World Bank, "it is believed that context affects institutional reform in many ways, and contextual factors, including lack of political will and low capacity, have often been cited as determinants of poor reform outcomes" (World Bank, 2000). In Zimbabwe, this has not been the case. "Policymakers and implementers did not pay close attention to political, social, legal, and economic issues to create a conducive environment that facilitates policy effectiveness in addressing water challenges," says Mabasa. The participant further stated that "the context under which water reform was implemented was not conducive yet the context is so crucial for the effectiveness of any policy in addressing water challenges in Zimbabwe." The policy was overlaid on the underlying inequalities of water access, according to Siphiwe, another participant. The water reform continued to benefit the privileged minority who already have access to water, leaving the majority of ordinary citizens, out says Siphiwe. These are the rich already enjoying better access to ,water and the so-called water reform did not create opportunities or increase productivity for the less privileged in high-density suburbs, according to Siphiwe.

4.8 Capacity

Institutions with mandated responsibilities to provide water services and implement policy programmes actively and effectively should have the capacity, in this case, Harare city council and ZINWA. Lack of capacity was one of the aspects participants spoke strongly about. Due to lack of capacity, Harare city council cannot ensure the policy is effectively implemented, and the intended outcomes are realized says Mayor Mafume. Another participant Mabasa had a different view. The problem is not the policy per se. Still, the lack of capacity and political will to implement the policy, particularly by the Harare city council is the problem, to ensure the policy effectively addresses the

current water challenges says Mabasa. Another participant who requested to be identified as Memory stated that the municipality does not achieve most of the set targets and objectives because there is a lack of needed skills, political will, and capacity. Munzhedzi (2019) echo the same sentiments when he mentions that it is imperative to think that effective implementation of municipal programmes and government policies will be achieved without the requisite political will, commitment, and the required capacity. An important point to note is that the participants' sentiments support this notion. They all highlighted the lack of financial and human capacity needed to deliver essential municipal services.

“Ultimately, without this capacity, policy objectives cannot be met in this case,,” says Mabasa. Looking at South Africa as an example, the government provided overwhelming support channeling financial resources towards constructing basic infrastructure training communities to undertake governance, administration, operation, and maintenance of water services (Folifac, 2007, p.10). These finances were channeled through the Department of Water Affairs. One of the National Water Act objectives is equity to access freshwater by all Zimbabweans and sustainable and affordable water services. In practice, “without the much-needed capacity, it is impossible to achieve these objectives, as evidenced by the ongoing water shortages in Mabvuku” according to Mahohoma. The participant further said that the current situation in Mabvuku is contrary to what was envisioned when the policy was formulated. “It is unfortunate that the municipality lacks the necessary capacity to develop and implement their policy; what more can be expected says Mahohoma.

According to Siphiwe, “there is no way Harare city council will be able to implement the National water policy if they are not in a position to implement their plans effectively”. Indeed, we cannot put the entire blame on policy. Our municipality should take much of the blame because the policy is well articulated; however, those in charge of implementation are to blame”, says Milford, another participant from the community.

Another challenge that the participants raised is the issue of bottlenecks from the central government and the growing population in Harare, which creates severe challenges for the Harare City Council. In collaboration with the municipality and other policymakers, the government should look for innovative and alternative ways to improve infrastructure capacity to offset the pressure from the growing population, says Mafume. The government should also mobilize more resources in collaboration with the Harare city council such as competent staff to meet the increasing demands for water services. That way, there can constantly provision of safe and clean water services, one of the government's objectives as stipulated in the policy.

As part of the recovery phase, the government promised to upgrade the human resources, equipment, information, and technological systems . “The question is why a decade later; the situation has not improved since the development of the so-called National Water Policy,” according to Milford. Indeed, not enough data and information were made available to the public regarding water-related data by

the City Council. Participants from the focus group also stated that there was extraordinarily little information available, which could have been used to assess and improve water policy in Zimbabwe, due to capacity issues to gather such information, for example, the current water resources status and the water financing. Such information is critical in any decision making by responsible authorities as part of policy development and effective implementation. This goes beyond just access, but the importance of that information's reliability, availability, and timeliness to influence governance performance (Fiszbein, Ringold, & Rogers, 2011). Obviously, without these requirements, it overshadows the capacity to assess the effectiveness of policies timeously and implement corrective measures. The system to monitor the issuing of Water Use Permits collapsed, yet it is vital as part of the evaluation process by looking at available data at the basin level says Milford.

4.9 Political support for water management

Crucial to the much-needed progress in Zimbabwe's water sector is the political will and support to enhance water service delivery at the top level, and the government should lead by example, which means committing to the guiding principles of its policies. After having interviews with the participants. It became evident that the government also failed to adhere to its guiding principles. "We expect the state to commit to good governance because there is no way municipalities can adopt and implement government policies when they cannot lead by example", says Mabasa. Participants also expected that those institutions responsible for water service delivery should promote some level of competence, facilitate accountability and efficiency, and build financial integrity at all levels. The participants' sentiments were that most public institutions are in shambles, and the government is doing nothing. Frustrations were mounting against those in power as they were unwilling to address the ongoing challenges. With that being said, the question remains whether there will be any political will going forward to achieve the intended outcomes.

The South African government demonstrated top-level political will and support through the Department of Water Affairs by committing to a substantive budget to implement projects which led to the successful implementation of the South Africa National Water Act (NWA, Act 36 of 1998). "There is an abuse of power at all levels of government, particularly the local government in charge of local municipalities," says Mabasa. Recruitment of civil servants also became the spotlight, with some accusing those in charge of the recruitment process of corruption. "The managerial posts for public offices are no longer based on merit; it is all about connection to someone at the top", says one participant from Harare City Council who asked to remain anonymous. She went on to state that: "there is no political will to address these challenges, and those in power are aware of corruption going on because they are also connected to the system". The participant further stated that combating and eradicating corruption was not prioritized by those in power, and nothing was being

done to expose the shenanigans. The level of abuse of political power is concerning for those holding public offices. Those were her final words.

Based on experience, political economy is a massive factor in determining the execution of any policy beyond the Harare city council. It also resolves the motivational issues that will impede any improvements in service delivery (Caceres et al., 2016). There also have been challenges around power structure which disrupt the successful implementation of the policy, and in turn, this can impact the effectiveness of the policy, says Mahohoma. Such challenges result from bureaucratic tendencies that stall progress, especially the disputes between the central government and Harare City Council have hindered efforts to address the existing water challenges in Mabvuku and other high-density suburbs, says Mahohoma. The participant gave the example of the Mayor of Harare, Jacob Mafume, being suspended immediately by the Minister of Local Government, July Moyo. Undeniably, the latest suspension crippled Harare City Council's capacity to deliver service effectively and efficiently.

4.10 Financial management

When asked what they think about the financial status of the Harare city council, participants identified financial mismanagement as one of the number one contributor to the current water challenges. The problem is not the policy per se, yes, the policy has its flaws, but financial mismanagement is having the most significant impact on water supply, says Maria. "We cannot shy away from the truth and put the entire blame on policy whilst ignoring the fact that there is too much corruption within the Harare city council", adds Maria. Currently, the municipality borrowed lots of money from China to revive the water infrastructure, and we know executives used part of the money to buy expensive cars for themselves. These words came from a participant within the municipality who asked to remain anonymous. Newsday also recently reported that 144,4 million US dollars were owed to China Exim Bank to refurbish Morton Jaffrey's water works (Matenga, 2021).

Such information concurs with the sentiments of Maria and the employee. According to the newspaper, instead of directing the funds to the project, it was meant for, Harare city council was reported to have acquired top-of-the-range vehicles for the senior staff, including the town clerk and chamber secretary, and the cars are not linked to the project (Matenga, 2021). The other issue raised by Khumalo, an employee for the Harare city council, was the budget. "Harare city council should generate enough funding to ensure a sustainable water supply for the citizens because the municipality is failing to raise income from users since many people are not paying their bills, resulting in overstated budgets". Khumalo also gave an example of the 2021 budget for the local authority of 32,7 billion Zimbabwean dollars. The budget was approved without proper consultation because public members would reject these exorbitant figures; unfortunately, it will be passed through taxes and tariff hikes to the citizens, says Khumalo. The budget was far-fetched and excessive, especially with the current water situation

where service delivery is in shambles. Most managerial posts at Harare City Council have been filled in acting capacity whilst the suspended employees still enjoy the full benefit; that was her view.

4.11 Intended outcomes

Though the policy vision is explicit and appealing, clearly stating what needs to be achieved, most participants were less optimistic. The big question is whether the intended outcomes will be realized given the current situation. According to Maria, a resident from Mabvuku, "if the policy had achieved the intended outcomes, I do not think we would be where we are here today; as you can see, all these women and children are sitting in the queue to get a 20-litre bucket of water, therefore, I strongly say No, the policy did not achieve the intended outcomes".

Hence, the belief that effective implementation coupled with the requisite capacity is a crucial variable in achieving the objectives and intended outcomes of the National water policy, says Maria. However, this is not the case as the people have struggled to get the water supply for years. Participants believe that this was not the intended impact on the communities. They intended to turn around the water situation and have running tapes in their homes. Unfortunately, it is not the case. The participant's sentiments are a true reflection of what was observed on the ground.

Lack of financial resources also contributed to the failure to achieve the intended outcomes. Harare City Council faces hurdles in collecting revenue from its customers, needed to meet their mandates. This has resulted in the local government stepping in to pledge to allocate money cantered on performance benchmarks to improve service delivery for urban and rural municipalities (Tom & Munemo, 2015). The reporting mechanisms and budgets were looked into as part of secondary data to see whether there is transparency around the allocation of water-related revenues and check if standardized/harmonized management exists for setting and governing economic instruments such as abstraction charges, tariffs, or groundwater tax. The focus was both at the national and sub-national levels. It shows that there was some level of transparency in how the budget was put together. However, the budgets are still far-fetched. The public was invited to make comments before the final consensus was reached. Unfortunately, most of the people affected by the exorbitant prices could not comment on the budget.

4.12 Quality of Water service delivery

A majority of the participants, when asked about the quality of service, ranked the municipal water quality as very poor. However, they did not have much to say because no water was coming from their homes; hence had nothing to comment on the quality of water. The few houses that periodically had running tapes described the water as odorous, with substances floating and unfavorable colors not safe for consumption. According to the councilor, "crucial to the much-needed progress in

Zimbabwe's water sector is the political will and support to enhance water service delivery at the top level". The government should lead by example, committing to fulfilling their policy agreements.

The councilor of Mabvuku suggested that ZINWA failed to fulfil its obligations despite being responsible for that very task. The councilor further highlighted that "their role is supposed to be focusing on planning, developing, and managing the country's water resources, and this should happen as per the Water Act of 1998. Sadly, they are not excelling at their responsibility". The councilor was unsure whether ZINWA still exists because they did not see any improvements regarding the water situation. So "the question is, what are they planning honestly?" "Households continue to receive exorbitant bills even with water not coming out of their tapes for most of the time", according to participants from the community in Mabvuku. Such information from participants serves to highlight how there is both the reality of an accumulation of unpaid bills and disgruntled customers. This disparity, in many respects, highlights, at the very least, an ineffective system in operation.

4.13 Access to water/coverage

During the field visit, coverage of the water supply in Mabvuku was observed as measured by the distance and number of hours per-day households have access to water. The majority of families in Mabvuku do not have access to water. There was no water coming out from some of the tapes during interviews. The situation forced families to rely entirely on wells and rivers nearby. About 60% of the households do not have access to water points close to their house stands in Mabvuku. The quantity collected per day is often below 30 litres because of the distance they are forced to walk. Hence, families end up resorting to alternative sources not fit for consumption. According to a participant who asked to remain anonymous, "we walk long distances, and in some instances, it is more than 15km to fetch water". Clearly, in this case, consumption cannot be deemed safe and hygienic because of significant health concerns. Families could not carry out the basic cleaning routines like laundry and bathing. This is evident with the high number of disease outbreaks in Mabvuku. According to WHO, the source of water supply should be located within 1,000 m from the house, and the time of collection should not be more than 30 minutes (Kayser et al., 2013).

The majority of the families spend more than 30 minutes fetching water. A small portion of the population in Mabvuku which is about thirty per cent has direct access with an average of less than 50litres per day, as evidenced during observations. There were extreme cases where families last received water from the municipality 20 years ago. Regardless of one's status, water facilities should be situated near households with easy access, without discrimination. Unfortunately, this is not the case in Mabvuku, as shown in Table 1, where the majority of the families are subjected to long distances and queues to fetch water from communal boreholes. These are some of the issues that were brought to light during the interviews. Only ten per cent of the households confirmed have

immediate access to water which means water coming out of their tapes, with the average quantity being sixty litres and above. Their consumption needs are met like cooking, bathing, washing, and other basic house chores. The level of health concern is deemed low as all basic personal needs are met. Table 1 below gives a summary of the water service levels in Mabvuku.

Table 1: Water service levels

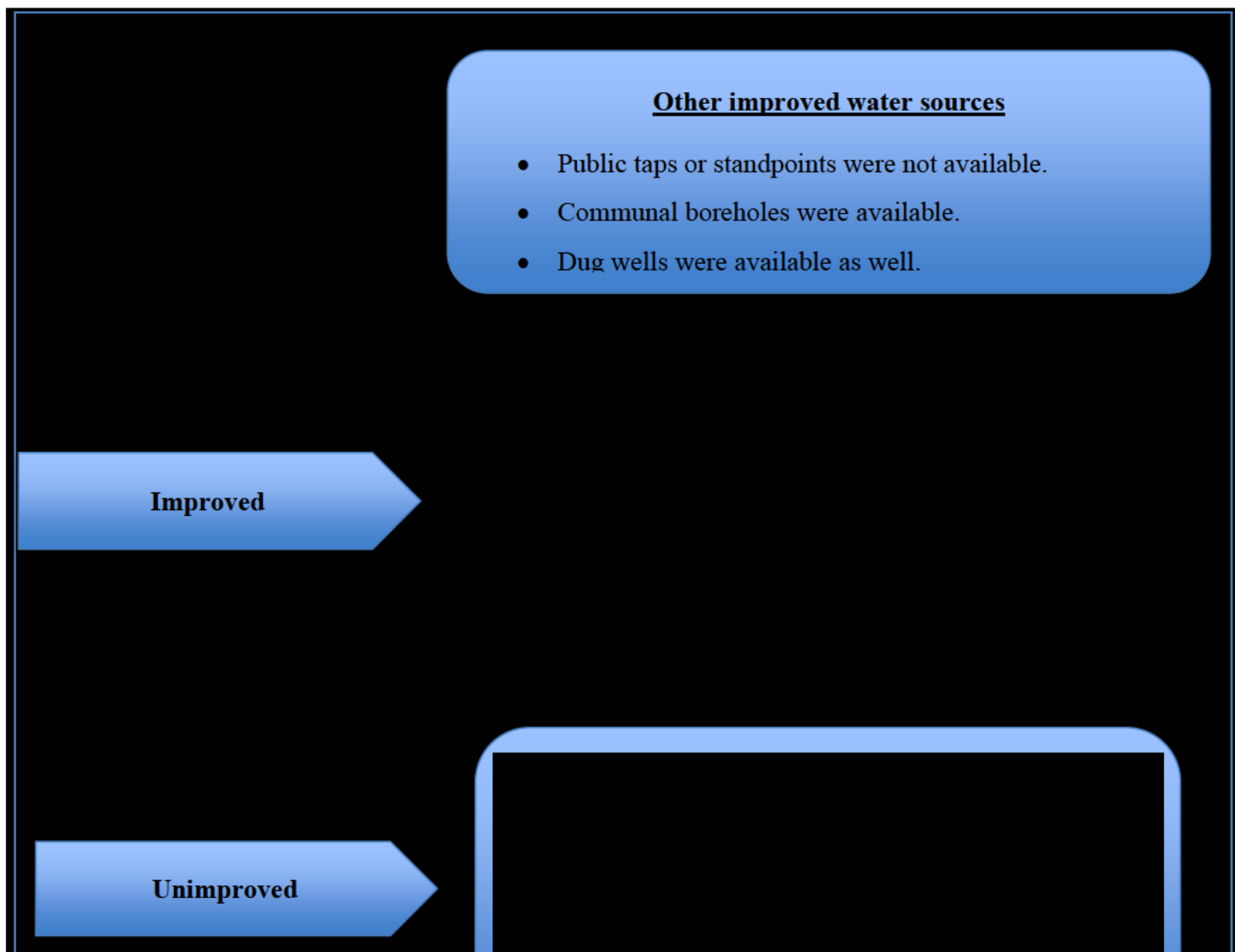
Service level	Access	Needs met	Level of health concern
60% of the people have no access to water points in Mabvuku (quantity collected is often below 30 litres per day because of the distance.	Citizens walk more than 15km or 1hr 30 minutes collection time.	In this case, consumption cannot be deemed safe and hygienic.	Very high
30% have direct access (average access less than 50 litres per day).	Distance between 5 to 10km or 30 to 60minutes time needed to collect water.	There is some level of assurance in terms of hygiene, such as laundry and bathing.	High
8% have intermediate access (average quantity 60litres and above)	Water delivered through one tap per stand near the house)	Consumption assured hygienic. All basic personal needs are secured	Low
2% have optimal access (average quantity 100 Litres and above).	Water supplied through multiple taps continuously close the property.	Consumption, all needs are met	Very low

The reality is that most people living in townships do not have access to water. However, access to clean and safe water is not a challenge for those living in low-density suburbs. As raised in the United Nations world water development report 2015, there has been an increase in people without access to water and sanitation in urban areas (Connor, 2015). The increased population has exacerbated this situation in urban areas and the inability or unwillingness of local and national governments to provide adequate facilities for impoverished urban communities (Connor, 2015). One resident was emphatic in pointing out that they only receive a bucket of water per person to ensure that as many residents can get their daily access. If one person were allowed to get as much water as needed, they would sabotage others, says Mrs. Kupeta. "The boreholes themselves cannot handle such a capacity, evidenced by how the borehole, in the long run, starts to pump out dirty water as it requires considerable time for the underground water to refill the water table", says Maria.

Water connections were available in most houses though there was no water coming out. This means that in terms of the availability of piped water running through the tapes, it was non-existent except

for a few houses that were in low-lying areas. Even for such homes, it was once in a while. Sipiwe, a participant from the community, confirmed that water was only available once a month in such houses. The tapes in the homes were dysfunctional. Participants from the community all strongly agreed that taps were not functioning; they last worked more than a decade ago. Some participants were unaware of the government's policy to address the current water challenges. They rely on public boreholes installed by local non-governmental organizations in the area. Sadly, there were still areas that did not have either boreholes or communal taps. These are the households that walked long distances to access clean drinking water. Consequently, the households could not keep up with the long distances and resort to digging wells, springs and surface water such as rivers nearby. These were their source for drinking water and everyday usage. Fig 3 below summarizes the discoveries made on the ground in terms of the water sources for the community. It shows first that the ideal water delivery service, i.e., piped, is hugely inefficient as there has been a "boom" in the presence of communal boreholes and dug wells, many of which are illegally and unprofessionally dug. So even though the infrastructure for a piped delivery system is in place, it has not been functional simply because, in some cases, there has never been water coming out of those very taps. Ultimately, the citizens are left to rely on unsafe dug wells and few community boreholes that are simply insufficient to service the whole community.

Fig 3: Water Sources for the Community



4.14 Conclusion

The chapter presented results from data collected using different data collection techniques. Water challenges are indeed a big challenge in Mabvuku. The results point to various issues, including the lack of political will, implementation gaps, capacity, and a weak institutional framework, among others. Though the policy document is well articulated, it is unmistakable that there is a considerable disparity between what the policy beautifully states on paper and the reality that is being delivered on the ground. The main causative is a weak political will by the political party which rules the Mabvuku Constituency. There is a fostering of policy incoherence as much energy and strategy is being channeled into ensuring that the party stays in power instead of delivering efficient water service delivery, amongst other things. Because there is no intentional implementation, progress has been halted on unclear responsibilities and roles. The reality on the ground shows that the policy is not having an effect in addressing the water challenges. (e.g., as evidenced by data from the interviews and existing data. Data gathered from observations indeed show that the water situation in Mabvuku has reached a tipping point. It became apparent that accessibility does not only mean having access to water but also the ability of residents to seek out help, receive and inform officials of any concerns without fear of any intimidation.

CHAPTER 5: DISCUSSION AND CONCLUSION

5.1 Introduction

This chapter will discuss the fundamental findings of the research from collected data and its implications, which is precisely what this study is focused on. After that, the chapter will also lay out some recommendations for water policymaking and state further research in line with the study's objectives. The results from the study guide these recommendations

In laying out, the conceptual framework, more focus was zeroed on the Content, Implementation and Outcomes of the National Water Policy. The outline of the research methodology focused on qualitative research from a small number of participants and marrying the results with select literature shed light on the actual state of the policy in its implementation and operation. Resultantly, what was exposed is the variety of issues that have been affecting the proper and efficient implementation of the policy since its drafting. Issues like policy incoherence, lack of capacity by the concerned institutions to enforce the policy, and in some cases, confusion to do so have been the factors.

One of the most revealing but unfortunate factors is how political support for an effective water policy has been hampered through bi-partisanship. This is something that ought not to be an issue, but because personal political interests override the interests of the citizen, resources are then misused and misdirected. Overall, it is evident that the policy is not delivering on the measurable that have been stipulated to be undertaken. In a nutshell, the specificity of Mabvuku as a case study of the effects of poor water service delivery is indicative of a much bigger, provincial and national water crisis.

5.2 Overview of policy content

It is almost transparent that there is no problem whatsoever with the content of the policy. For starters, it was formulated on the backbone of an African assessment and vision, "An Africa where there is an equitable and sustainable use and management of water resources for poverty alleviation, socio-economic development, regional cooperation, and the environment" (Biggas, 2012, p.35). This backdrop is hugely important as it provides the bedrock of continental standards and best practices in line with global standards. It is evident that the National Water Policy correctly identified the problems that plague the country and, precisely, Mabvuku. There have been strides to mend that problem, for instance, how the Water Act of 1998 sought to improve the Water Act of 1976. It was promulgated into law following the incorporation and participation of some of the stakeholders.

So, the content is near perfect. The issue lies with the execution of that same policy. Furthermore, the problem lies with several factors that involve a lack of institutional coherence, adequate resources, and political will. There is also a widespread implicit realization that "the content of policy is important

not only in the means it employs to achieve its ends but also in its determination of the ends themselves and in how it chooses the specific means to reach those ends" (Brynard, 2005). Also, having a deeper understanding of how a policy is designed is critical as the actual policy formulation affects policy implementation and outcomes (Kristianssen, Andersson, Belin, & Nilsen, 2018). In this case, understanding the details of the content of the policy is very important to understand the processes that were followed in drafting the policy.

Though results indicate there was efficient policy drafting; one notable flaw was how there was no proper assessment of the context in which it was to be applied. The overall water access framework that Harare functions on was overlaid during the colonial era, meaning that there was an unequal distribution of adequate water systems (Chifamba, 2021). The high-density areas still suffer inadequately. Even though the upmarket neighborhood may not receive water coming out of their taps, they have well-built infrastructure that supplies them. The high-density suburbs, Mabvuku included, suffer from both poor infrastructure and a high population dependent on an overwhelmed water infrastructure. There should be an appetite to mobilize resources and ensure they are distributed and allocated efficiently, transparently, and on time through promoting governance arrangements that help water institutions across levels of government raise the necessary revenues to meet their mandates, building through, for example, principles such as the polluter-pays and user-pays, as well as payment for environmental services (O'Riordan, Boyle, O'Leary, & Shannon, 2021).

It is revelatory from the results that water delivery is a multifaceted issue that needs to be -approached from different standpoints. It starts with the content of the policy; how well it is articulated to facilitate the successful implementation and achieve intended outcomes. As such, understanding the criticality of policy content is very crucial, and it was best exemplified by the works of Pressman & Wildavsky (1973), who view implementation as "a seamless web, a process of interaction between the setting of goals and actions geared to achieving them ." The results revealed that the content of the policy lacked some important specifics regarding implementation. The discrepancies between policy content and its implementation are the most significant factor in policy failure due to unrealistic policies and a lack of managerial expertise, and the absence of a people-driven process (Brynard, 2005). For example, the policy does not outline the intended steps to achieve the ends it seeks to achieve. The bulk of the policy content was supposed to be about the government's activities to achieve the goals. Unfortunately, this was not the case, as much of the content is about the water challenges and not what the government intends to do to address these challenges.

During policy formulation, the government should have intensively consulted with all critical stakeholders in water resource management, not only a few, to determine and adopt best practices for improved water service delivery. That way, the performance of municipalities will have had a meaningful and long-lasting impact on the lives of the citizens. Apart from this, as part of the policy

content, the policy did not outline the estimated costs to ensure successful implementation and the long-term strategies to ensure the effectiveness of the policy (Munende, 2021). These are critical for the effective management of water resources and their enforcement. The results also show that the current legal and institutional frameworks are fragile, yet they also determine the outcome of any policy. How they are made, enforced and how they gain legitimacy all matter. All these are interconnected.

Let us not forget that there is more to water than this backdrop. Unless and until the fundamental role of water is recognized, water resources and the impacts of its various uses are assessed, and the significant water-related challenges are addressed, many other critical objectives of the new development agenda will be unachievable (Munhedzi, 2020). The study's outcome shows that the lack of monitoring and evaluation to inform officials in charge of water service provision, and the analysis of the ZNWP and its implementation failures, is one of the factors contributing to the continued crisis in the provision of WSS services. Regular monitoring and evaluation of water policy is very crucial, and have the results shared with the public for comments and make necessary adjustments if need be (O'Riordan et al., 2021). This can be achieved by developing monitoring and reporting mechanisms that are reliable to guide effective decision-making processes.

5.3 Implementation challenges of policy

The results show that capacity was one of the areas that are a stumbling block in ensuring the effectiveness of the policy. There is a growing consensus that policies do not succeed or fail on their own merits; their progress depends upon the implementation process (Hudson, Hunter, & Peckham, 2019). However, without the needed capacity to implement the policy and ensure its success, the prospect of the policy becoming effective is a fantasy. Some factors need to be taken into consideration to facilitate the process. One of them is the enabling environment. More effort should be channeled towards creating an environment conducive to implementation and promoting an integrated approach through coordination even when snags continue to persist and impede sustainable water governance and management (Pahl-Wostl, Knieper, Lukat, Meergans, Schoderer, Schütze, & Vidaurre, 2020). There are various aspects of the enabling environment; capacity is one. For instance, there is no clarity on how resources will be mobilized to accomplish the objectives to impact the well-being of the citizens. Because of the lack of resources, those responsible for the implementation process were unwilling or unable to do so, as mentioned by the management teams from Harare city council and ZINWA. They do not have the capacity needed to do so. The capacity and content of policy influence the commitment of implementers (Burns, 2009). If there is no clear path to mobilizing resources to achieve the intended outcomes, that alone can function as a demotivation. Though the National Water Policy is theoretically well designed and widely supported,

broad support and good policy design on their own have limited effect if the implementation process is poor (Tom & Munemo, 2015).

Results also show that the abuse of funds impacted the successful implementation of the policy. Corruption was at its highest, which exacerbated the situation. The lack of financial resources affected the overall water supply system. More financial resource mobilization is required. The issue of broken trust between households and HCC was consistent with the results. The Harare city council is currently failing to raise revenue because of this broken relationship. To take a leaf from the pages of Zvinechimwe Churu, the Permanent Secretary in the Local Government and Public Works Ministry, "there should be caution against viewing local authorities as a panacea for water and sanitation problems." He states that "there are too many factors involved in improving service delivery, including funding and infrastructure failure to do so can result in majority urbanites enduring the most due to water crises (Newsday, 2022). There is an implicit assumption that people believe that a policy will be implemented effectively once it is designed. Sadly, various policies' effectiveness, feasibility, and efficiency rely on the social, financial, and political costs associated with the designed policy (Agyepong, Lehman, & Gibson, 2016). The implementation plan has to be developed during the drafting process of the policy, covering seven domains: planning, governance, stakeholder engagement, risks, monitoring, review and evaluation, resource management and management strategy (Hudson et al., 2019).

Government departments should ensure government policies are translated into their specific strategies and plans, for instance, through the regulation of the Municipal finance management Act (Chireshe, 2006). That way, there is coherence between government policy and the municipal financial management act to align resources. MacMaster, 2004, as cited in Cloete (2011, p.260), also emphasizes the importance of having an integrated governance framework that supports strong legal and institutional structures by arranging management strategies, policies, programmes, and resources in an integrated and coordinated manner. However, that cannot happen in a vacuum but through the effective implementation of policies through government programmes, projects, and day-to-day operations within government departments and institutions (Nhapi, 2009). In this case, it is Harare city council and ZINWA.

Furthermore, results also show that outlining clear roles and responsibilities is crucial as it gives a sense of responsibility, leading to meaningful linkages when implementing the policy. There is a need for the State to tighten its grip on all government institutions and agencies to ensure efficiency, competence, accountability, and transparency at every level (Polit & Hungler, 2006). In particular, civil service recruitment, such as appointments to public offices, must be made primarily based on merit. The reality on the ground showed that the entire system of Harare city council is gripped with corruption based on information shared during interviews. It also became clear that the accountability

gap is hampering stakeholder engagement which is critical for implementation success. There should be an appetite to monitor the performance of government entities and track progress against crucial policy priorities through the analysis of a constant stream of departmental performance data (Hudson et al., 2019).

In this case, regular feedback from the Harare city council regarding any meetings and strategies to enhance public trust in them and the government in addressing water-related issues is critical. The widespread absence of water-related data and information across the water sector in Zimbabwe has also exacerbated the situation, which also hampers successful decision-making and implementation process around water services and water resource management. It is important to note that any behaviors and decisions of various key actors along the water service delivery chain rely on the information that those actors have on inputs required, outputs and outcomes (Fiszbein et al., 2011). Other numerous factors also hinder the successful implementation of government policy. One of them is the lack of qualified staff, leadership from the team responsible for implementation, opposition to the procedure itself, and corruption. Hence, such factors interact during the policy implementation phase and result in patterns that may or may not deliver the intended outcomes of the policymakers (World Bank, 2000). In this case, the results show that these factors contributed to the failure of government policy to address the current water challenges. Indeed, such information should be part of the policy content, outlining the steps to ensure the successful implementation and effectiveness of the policy. The expectation is that things will miraculously change on the ground.

5.4 Assessment of intended policy outcomes

Municipal water coverage is barely available in Mabvuku. It is safe to say that the government failed to achieve the intended outcome through the National Water Policy. The reality on the ground shows that the situation is not getting any better. There was no water coming out of the taps in majority of the houses visited. Many families relied on public water sources, for example, boreholes and dug wells on home stands. Results also show that these boreholes were unreliable due to constant breakdowns resulting from poor maintenance, which exacerbated the water situation. It is contrary to what the government envisioned when it drafted the National Water Policy. The vision was to have decent quality and affordable water with adequate quantity to its citizens at all times (Chireshe, 2006). The use of boreholes has increased exponentially in the area. These are drilled by non-governmental organizations to improve the water situation in Mabvuku and other high-density suburbs.

Based on the findings, any attempt to reform the water sector should consider improving the productiveness of water uses for the poor by confronting inherited historical inequalities of access to water perpetuated by the rushed land reform. That being said, a post-colonial water crisis reform policy must consider adopting the concept of Integrated water resources management in line with the

local context (Mangwanyana, 2021). Management of water resources should aim to improve access to water and ownership of the resource by the poor to improve their livelihoods. One way to achieve this is by enhancing community participation at all levels from the debates around water reforms, their intentions, and principles over a long period. This will also entail seeking genuine policy suggestions from all stakeholders on how the water policy can be improved, particularly the poor (Mtisi, 2011, p.36). This approach will break free from government and donors' stranglehold on the water policymaking.

5.5 Scholarly contribution to the body of knowledge

The current water challenges in Mabvuku are in a dire state. The infrastructure has been dysfunctional for years now. Based on findings, it shows that those in charge of implementing the national water to improve the water situation are incapacitated. The Government failed to present their developed policy content logically by clearly stating its intent, supported by a strategy regarding resources to decision-makers, implementers, and citizens. Such discrepancies are attributed to the ineffectiveness of policy. Indeed, without a clear structure within the policy content, it is impossible to have an effective policy. Any policy's outcomes are determined by articulating the policy content/design to support its implementation to achieve intended results. Hence an immediate policy evaluation is a vital element in the arsenal of activities associated with judging what the governments decide to do and the value of what they have done. That could have made a difference, coupled with political will. As evidenced from the results, political factors should be addressed as they significantly impact the overall effectiveness of the policy.

The evaluation process can be an essential tool in redefining the existing policies. The information from the evaluation process can assist in the decision-making process to improve the performance of municipalities to achieve the Government's policy objectives and ensure the policy's effectiveness. The same information can also be used for future policy development. Hence, this is why this study is critical. It seeks to fill the gap around policy evaluation as a crucial factor in ensuring water policy effectiveness on municipal water supply services. That way, there can be some checks and balances on the merits of policy commitment and subsequent implementation of policies.

Based on the study, the gap between government objectives and reality is widening. Hence, evaluating the effectiveness of policy can help close this gap and facilitate improved standards of water service delivery by local municipalities. Factors that promote effective policy design and implementation are absent, such as political will, capacity, and financial resources. The prospect of achieving the intended outcomes becomes impossible. Thus, in this case, policy evaluation plays a vital role by identifying various issues and presenting possible options that can be utilized to address the challenges. Through policy evaluation, some of the non-monetary policy factors hindering the

effectiveness of the policy, such as the equity issues, were unveiled. So, evaluating policy effectiveness is a crucial aspect, especially in service delivery. It is also vital because many cities are battling water challenges yet are affected by policy decisions taken in other sectors (OECD, 2015). By evaluating the effectiveness of policy in municipal water supply services, policymakers can begin to appreciate and recognize the vital role that water plays in the sustainable growth of cities and understand the importance of strengthening policy coherence across different sectors. A more methodological effort is needed to interpret the findings using the quantitative or the mixed approach to expand the knowledge base.

5.6 Conclusion

The research aimed to evaluate the effectiveness of the National Water Policy in Zimbabwe and the impact it has on water service delivery. Indeed, having an adequate water policy is key to addressing clean water supply challenges. It is not just about having a written policy; a good evaluative process must assess the content-to-impact curve of the policy. The research will benefit policymakers, development practitioners, water management practitioners and academic institutions. Past researchers have established that community participation is vital to effectively implement essential services such as water delivery policies. Furthermore, the research identified some of the enablers and dis-enablers that scuttle the readiness of targeted communities to participate in the policy reform process. More importantly, having face-to-face interviews with the local people helped understand and explain the impact on such communities. It benefits the local authorities and civil society organizations through the lessons learnt from this research. This research will find its place in the general population that remains disempowered and is denied a voice in governance matters that affect them.

Evidence from the interviews shows that the lagging infrastructure and implementation process of outlined policy negatively impact residents as they continue to struggle to receive the essential water service delivery. It is noteworthy that Zimbabwe ranks joint 160 out of 180 countries in the 2016 Transparency International Corruption Perceptions Index. That alone should provide context to state a ripple effect of that being experienced even at a municipal level. Governance, in general, has been plagued by corruption across all sectors, meaning that to expect integrity and transparency in such a national environment is almost hilarious. The absence of mechanisms to bolster anti-corruption activities and the necessary tools crucial for tracking any budgets to ensure transparency is very concerning. The main objective of the National Water policy was to have increased access to safe water by citizens, resulting in less time spent on water collection activities. Having increased access to water supply proves the policy is practical and functional. Unfortunately, that is not the case in most suburbs, particularly Mabvuku. Access to clean and safe water ceased long ago for many communities when the water supply system stopped functioning.

5.7 Recommendations

In that order, the recommendations made in this chapter seek a systemic view of all factors that are needed for an efficient water delivery policy and system. One of the critical elements in water resources management is strengthening capacity-building initiatives, both human and financial, through education and training across all levels. The government should adopt various capacity-building approaches for water supply and agricultural programs at the national and utility levels. The process should be coupled with multiple capacity-building strategies for collection at federal and municipal levels. Our local municipalities are not taking ownership of the reforms passed by the government, resulting in them failing to implement the policy successfully and effectively, which means the government should provide incentives by creating an enabling environment. Furthermore, commitment is also fundamental in steering the policy's direction and should be supported by institutional arrangements conducive to implementing the policy and achieving the intended outcome. The government should show a solid commitment to the water sector.

This might provide incentives for the Harare city council and ZINWA to develop implementation programs and strategies that might contribute to achieving the government's objectives in the end. For example, transfer decision-making powers from the central government to local municipalities/institutions. The current process limits cities from making decisions and acting without local government interference. A crucial point to note is that for government to confirm its commitment, policy targets should be accompanied by a budget allocation from the government and other alternatives to complement the available budget. Here we are talking about the central government as the wing of government through which the funding will be channeled, ensuring the funds are used in ways that result in concrete improvements in the WSS sector. The lack of effective oversight monitoring systems for performance, neither bottom-up nor top-down, impacts the effectiveness of the policy. Hence, constant monitoring and evaluation are required to identify the gaps in the implementation process. That way, measures can be implemented to correct the gaps sooner than later. It is challenging to achieve intended outcomes without formal monitoring and evaluation of water policies. There must constantly be checking to measure progress made towards achieving policy objectives.

5.8 Future research

Further research might shed some light on the relationship between foreign funding and conditions attached by most donors and its impact on policy effectiveness in achieving sustainable water service delivery to the citizens. Undeniably, financial capacities within the water sector and municipalities are an essential factor in ensuring policy effectiveness. According to (OECD), most cities are grappling

with financial gaps due to insufficient and unstable revenues. This, in turn, undeniably undermines the effective implementation of any policy and, in turn, hampers any water infrastructure investments.

Further research is required on seven gaps that the OECD identified deemed hindering the effective formulation and implementation of water policies. Research on these gaps will be crucial as they are intrinsically connected to critical aspects of the water sector, hence exacerbating the situation. The gaps cover issues around the mismatch between “administrative and hydrological boundaries known as the administrative gap, silos and fragmentation (policy gap), diverging rationales and objectives (objective gap), asymmetries of information (information gap), lack of capacity (capacity gap), insufficient resources (funding gap) as well as integrity and transparency (accountability gap)” (OECD,2011). Thus, filling these gaps will be a step in the right direction to overcoming obstacles around water resource management and enhancing effective water policy. More literature is also needed to contribute to the development of well-informed policies. Therefore, more research should be sought to fill the highlighted gaps.

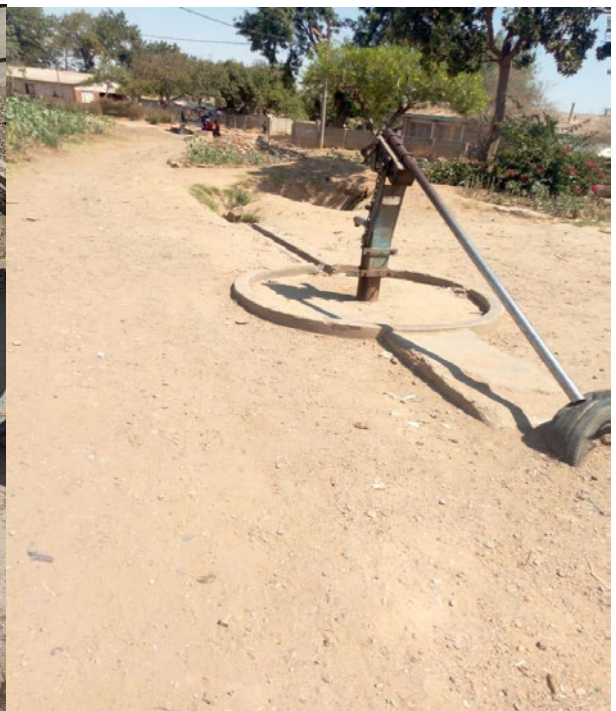
Further research is also needed on the effects of pressure on governments to develop overambitious policies from external forces and how such actions can contribute to policy gaps for many developing countries.

5.9 Limitations

- The biggest challenge was the lack of willingness to respond to questions from the management of Harare City Council and Zimbabwe National Water Authority (ZINWA). They felt uneasy about participating in the interviews. Also, participants from the community did not want to have their names publicized.
- Time constraints was another factor. It was difficult to sample the anticipated number of households from the community.
- Trust issues was a limitation given the political environment in Zimbabwe. Individuals felt insecure about participating in face-to-face interviews.
- Traveling to Zimbabwe was a challenge due to travel restrictions and Covid-19 protocols for different countries, affecting the length of stay in Zimbabwe if quarantine is required upon arrival.

CHAPTER 6: APPENDICES

6.1 Photos of Ques of People in line to get borehole water in Mabvuku



6.2 Sample of the utilized Questionnaire

What is your evaluation of the national water policy content articulating goals and the underlying logic for intended change?

a) Do you think the intended goals were achieved? Explain answer.

Yes	No
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b) If yes, how do you measure the articulated goals?

2. Has the national water policy been implemented as intended?

Yes	No
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a) Explain your chosen answer to question 2.

b) What is your assessment of the implementation of the national water policy?

c) Are you familiar with some of the implementation processes involved?

d) What were some of the major processes during the implementation?

e) What do you think were some of the constraints?

f) What were some of the challenges faced during the implementation process of the National?

g) Based on your own experience, how do you evaluate the implementation of the national water policy in general?

3. Do you think the national water policy produced the intended outcomes and impact?

Yes	No
-----	----

a) Explain your answer to question 3

b) What was the desired change after implementing the water policy?

c) What were some of the benefits of the National water policy?

d) How are the people affected by such policies?

STUDENT SIGNATURE:	DATE

SUPERVISOR(S) & NPPC DECLARATION

The proposed supervisor(s) and National Postgraduate Programme Coordinator (NPPC) declare:

That the candidate is competent to undertake the proposed study

The proposed title suits the particular institution (brand) and supervisor(s)' expertise.

The proposed research makes a meaningful contribution to the latest research on the subject and is substantiated by referencing the relevant literature.

That the proposed research can be undertaken with available resources.

That the proposal has been screened for and is free of plagiarism.

That the Brand-Based Research Committee has reviewed the proposal.

SUPERVISOR(S) SIGNATURE:	DATE
	30 October 2020

POSTGRADUATE PROGRAMME COORDINATOR SIGNATURE:	DATE

6.3 Informed Consent Form for this Study

Please read this consent form carefully. Ask as many questions as you like before deciding whether you want to participate in this research study. You are free to ask questions at any time before, during, or after you join in this research.

Project Title: Evaluating the effectiveness of National Water Policy on municipal water supply services: a case study of Harare East (Mabvuku), Zimbabwe.

Principal Researcher: Zvikomborero Agatha Nyamandi

Telephone: +2765 318 5307

E-mail: agathanyamandi@yahoo.com

Organization:

Location of Study: Mabvuku

Purpose of this Research Study: This research is designed to be conducted as part of my master's degree program at The Independent Institute of Education, South Africa. I am the principal researcher, and my research is in Integrated Water Management Evaluating the effectiveness of National Water Policy on municipal water supply services: a case study of Harare East (Mabvuku), Zimbabwe.

Procedures: You will be asked to sign a consent form to participate in this study freely. Your participation is by giving information and answering some questions asked in the questionnaires. This process will be guided by the principal investigator or the research assistant. The process will take about 30 to 40 minutes.

Possible Risks: This is academic research with no known or potential risks involved.

Possible Benefits: The researchers anticipate that by participating in this research, you will gain more insights into evaluating the effectiveness of the National Water Policy on municipal water supply services.

Financial Considerations: You will not incur any costs due to your participation in this research, nor will you receive any monetary compensation for your participation. However, if you spend money on transport, it will be refunded.

Confidentiality: Your identity in this study will be treated as confidential. Results of the study, including all collected data, may be published in my dissertation and possible future journal

articles and professional presentations. Still, your name or any identifiable references to you will not be included. However, any records or data obtained from your participation in this study may be inspected by the persons conducting this study. Review Board members provided, legally obligated to protect any identifiable data from public disclosure, except where disclosure is otherwise required by law or a court of competent jurisdiction. These records will be kept private as far as permitted by law. One of the steps taken to protect confidentiality is using number codes or pseudonyms to identify data or subjects. All study data will be retained for a minimum of three years or as required by the University Research Ethics Board and then destroyed.

Termination of Study: Please know that you are free to choose whether to participate in this study or not. You may also choose to withdraw from the research or decline to answer any questions at any time. You will not be penalized or lose any benefits to which you are otherwise entitled if you choose not to participate or decide to withdraw. If you choose to discontinue your participation in the study, please notify the principal researcher of your decision so that your participation can be terminated in an orderly fashion. The investigator may terminate your participation in the study without prior notice or consent if you get an illness and are unable to participate or for other reasons (s). All data collected on, about, or by you will be destroyed and not used in the data analysis or writing of the findings if choose to withdraw.

Resources: Please know that any questions you may have about this study will be answered by the Principal Investigator or the Research Assistant. In case of any research-related emergency, call the principal investigator: Zvikomborero Agatha Nyamandi (+2765 318 5307)

Participant: I have read and understood this consent form, and I volunteer to participate in this research study. I know that I will receive a copy of this report if I ask. I voluntarily choose to participate, and I understand that my consent does not take away any legal rights in the case of negligence or another legal fault of anyone involved in this study. I further understand that nothing in this consent form replaces any applicable national, government, or local laws.

Signatures:

Participant Pseudo-Name: _____

Participant Signature: _____

Date: _____

Principal Researcher's/Assistant's Name: _____

Principal Researcher's /Assistant's Signature: _____

Date: _____

Client anonymous code:

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