

GREAT ZIMBABWE UNIVERSITY

Knowledge, Culture, Development



MUNHUMUTAPA SCHOOL OF COMMERCE

**ASSESSING THE FEASIBILITY OF PUBLIC PRIVATE COMMUNITY
PARTNERSHIPS AS A PANACEA FOR THE CURRENT WATER CRISIS IN
BUDIRO, HARARE, ZIMBABWE**

BY

RUMBIDZAI L HOKONYA

(M214634)

**A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS OF THE MASTER OF DEVELOPMENT FINANCE DEGREE**

JUNE 2023

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DEDICATION

This dissertation is dedicated to my family and Dr. P Machawira who made it possible for me to reach this level of education through their perseverance, faith, and commitment towards my studies.

ABSTRACT

The purpose of the study was to assess the feasibility of PPCP model as a panacea to the water crisis in Harare. Despite having been authorized to provide sanitation services to the residents of Harare for the past two decades, the City of Harare has not delivered those services to the residents of Harare. In Harare, water shortages have been a serious problem for over two decades, resulting in unsafe water supplies for residents. As a result, the city has been plagued by recurrence of diarrheal diseases. Public-private-community-partnerships (PPCPs) can be used to solve the water crisis by bringing together various stakeholders.

Data from stakeholders was collected using a mixed-methods approach involving literature reviews, semi-structured interviews, and survey questionnaires. In order to comprehend the study's subject matter, an interpretivist approach was employed. A sample of knowledgeable people as well as members of the community were included in the study as respondents. Purposive sampling was used to select research participants. The study findings reveal that PPCPs have the potential to improve access to safe water for Harare residents as the community is ready to embrace PPCPs for water and sanitation services. Despite the readiness of the community, the success of the PPCP depends on a number of factors which include the business environment as well as political stability.

As part of the study, potential challenges were identified, such as political risk, currency risk, regulatory challenges, lack of will of private players, incapacitated community, and corruption, that could hinder successful implementation of PPCPs. Nevertheless, stakeholders need to forge a way forward in addressing the challenges ascertained and instituting a transparent and clear framework to facilitate PPCPs' successful implementation.

PPCPs can address the water crisis in Harare, according to the study's findings, provided appropriate measures are taken to address the challenges identified. Water supply challenges in urban areas can also be addressed collaboratively by policymakers and other stakeholders in the water sector based on the study's findings.

ACKNOWLEDGEMENTS

First and foremost, I would like to thank the Lord Almighty for His presence and immense blessings throughout the research work. I am extremely indebted to my supervisor Dr. Dube for his esteemed interpretations, valuable supervision, unceasing motivation, innovative ideas, and constant support throughout my research. My sincere gratitude goes to the staff of Harare Municipality, Zimbabwe National Water Authority, ZIDA, and various think tanks for being responsive and approachable throughout my research. I would also want to thank Mrs R Ndhlovu for her support and encouragement throughout my studies. My family also deserves special thanks for their support to this dissertation.

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ABBREVIATIONS

BLT	Build, lease, and transfer
BOOT	Build Own Operate Transfer
BOT	Build Operate Transfer
BT	Build Transfer
BTO	Build Transfer Operate
EBRD	European Bank of Reconstruction and Development
IFC	International Finance Corporation
NPG	New Public Governance
NPM	New Public Management
PFI	Private Finance Initiative
PPP	Public- Private -Partnership
PPCP	Public- Private-Community- Partnership
ROP	Rehabilitate Operate Transfer
UK	United Kingdom
ZIDA	Zimbabwe Investment Development Agency

CHAPTER 1

INTRODUCTION

1.1 Introduction

Public Private Community Partnerships (PPCPs) are development models premeditated to ensure participatory governance among citizens and the government in which three parties jointly come together to achieve a common goal for the benefit to the wider community (Mutereko and Ashade, 2020). In such an arrangement all parties benefit from participatory efforts of citizens and the service providers. These collaborative efforts tend to benefit everyone involved as the government gets a boost in additional financial resources thereby reducing burden on the fiscus, while the community will gain knowledge and as well benefit from new technologies and new skills set. Proponents of PPCP argue that it is a way to create platforms for citizen participation and thus it fosters inclusivity in governance issues.

PPCP is a special variation of PPP designed to counter some of the shortfalls encountered in PPP projects. The special type of PPP ensures that local community is involved enabling a strong foundation for local development that is sustainable. According to the IGI Global PPCP are a special variation of Public- Private Partnerships.

Inspired by benefits brought about by PPPs in developed nations, many developing and emerging markets have replicated them as a model for infrastructure development. PPPs are partnerships intended to come up with project design as well as financing the cost and set up of the project usually meant to be done by the public sector (Farlam 2005). PPPs are defined as partnerships that involve the government often regarded as the public sector and the private companies to deliver public goods. In such arrangements, there is consensus where the government can contribute to form of land or gives guarantee to the private sector to undertake the project whereas the private players contribute financial resources.. As a way of accelerating infrastructure development, PPPs have been adopted as an alternative financing model. For

private players, PPP projects can shield them against country specific risk through government guarantees

PPPs is a mechanism that has been in use and is still used by governments deliver public goods using resources and expertise of the private sector. According to the World Bank (2018) PPPs provide an alternative to finance and accomplish developmental goals despite scarcity of national resources. It is a risk mitigatory scheme used by the government as they try to modernise infrastructure. Of late, public-private partnerships are regarded as alternative financing model which reduces government fiscus stress (Dao et al; 2020).

In a monopolistic sectors like water and sanitation, PPPs have been found to improve performance, leverage capital, and stimulate much needed competition and accountability within the sector. In Africa, waters PPPs have been a success in Egypt and Uganda. The New Cairo Treatment Project has been deemed a success as reported by the World Bank Group. The deal mobilized close to \$200 million in private investment. The new plant benefitted 3 million people in New Cairo.

In Uganda, small scale PPPs have been implemented. Small scale PPPs worked with the local operators who needed capacity building to create private market. The Busembatia PPPs got support from the IFC in terms of transactional advice, public sector capacity as well as access to finance. The project was a success as the residents of Busembatia had a drastic improvement in the quality and water services (World Bank Report,2014). In addition, access to finance was commendable as one of the local banks provided finance for the water supply operations.

PPPs have proved to be an important tool in the modernisation of infrastructure, leveraging finance and bringing in efficiency in public sector. With PPPs, service delivery is made more efficient by utilizing the resources of the private sector. However, PPPs have been criticized for being discriminatory as they often exclude the urban poor and more the involvement of private players in the water sector is often viewed as discriminatory. More often, the private players have regarded low-income population as unappealing in terms of business (Budds et al, 2003).

Attempts were made to partner with private sectors in the lates 1990s in Harare though they never came to fruition due to the city's political and economic crisis since 1997 (R Mate,2012). In 1996, a German firm proposed to privatize the city's water and sanitation services through construction of Kunzvi Dam. In their proposal, the Build, Own, Transfer scheme was the

preferred option by the company. Though the proposal was laid out, it was largely kept secret, and it never materialized as the private company deemed it unrealistic to recoup their investment.

As contended by Karen Bakker (2002), private participation in the water sector has resulted in geographical segregation as it corresponds with potential profitability. Gutierrez et al (2003) contends that a disaggregated look shows that the poor are not benefiting from increased private sector participation in the provision of public goods rather their exclusion has been exacerbated.

This research proposes that PPPs can be of greater benefit if they are designed with the community in mind. Engagement of the community is critical to the success of the PPPs (Perez-Ludema, 2009). PPPs can be of great benefit to all stakeholders with the engagement of partners such as NGOs as well as the people in the community. In such cases, the partnership can be strengthened by the familiarity of the NGO of the local community and understanding of the poor. This can help in improving strategic planning, scheme design and operational activities whilst there is better outreach to enhance acceptance of the proposed project. Incorporating NGOs is critical as they are able to institutionalize the necessities of the poor.

In the context of Harare, in the aftermath of the cholera outbreak of 2008-2009 a lot of NGOs helped in the mitigation of the crisis through drilling of hand pump boreholes. It was an attempt to mitigate short-term water and sanitation problems for the urban poor. All high-density suburbs including Budiriro, were provided with communal boreholes. Close to 2000 boreholes were provided by UNICEF together with OXFAM (UNICEF, 2010). Therefore, civil society organizations must be included in PPPs if urban poor needs are to be institutionalized.

Zimbabwe, in particular Harare has been experiencing water woes since the turn of the millennium. The city of Harare for the past two decades has failed to deliver services in an effective and efficient manner. The worsening water crisis needs urgent attention. A lawsuit was threatened against the city of Harare in 2018 for allegedly providing noticeably impure water to residents (Chipunza, 2018). Another application was made by the “Combined Harare Residents Association” in 2020 to oblige the City of Harare to provide incessant water supplies. In response to the residents’ request, the city of Harare drafted a City Stabilization plan in which they hoped to deliver quality services within 100 days (Marumahoko, 2022). According to the City Stabilization Plan of 2020, “adoption of PPP was imperative in a bid to enhance service delivery in the greater Harare” (City Stabilization Plan, 2020).

Harare's long unresolved water crisis may be ascribed to the political tensions between the "central government and the council". The tensions can be traced back to early 2002 when the opposition party won the control of all urban and small municipalities (Musemwa, 2021). As narrated by Musemwa (2021), the opposition through its Mayor Elias Mudzuri tried repair broken infrastructure, engage investors, fixing water leaks and having meeting with international donors to restore the status of the sunshine city. In a bid to diminish influence of the opposition, the ruling party intensified its interference in the day-to-day matters of Harare City Council. In 2003, the then local government minister fired Elias Mudzuri paving way for candidate preferred by the ruling party (Musemwa,2021). This was done in a bid to repress the growing influence of the opposition party and the tactics have contributed to the current water crisis.

State interference has curtailed the authority of Harare City Council to take necessary steps to improve service delivery. Excessive political control has adversely affected water service delivery in the city. The central government has not fulfilled constitutional provisions that allows devolution of power from central government to municipal level. One of the main reasons for the water crisis stems from institutional challenges in the water sector. The challenges range from lack of coordination between authorities, conflicting interest among different players, policy challenges as well as overlapping responsibilities and limited capacity of authorities (Mafuku,2019).

In addition, scanty investments as well as inadequate revenue generated by the City of Harare has made it difficult for expansion as well as maintenance of existing infrastructure. As result there has been rapid deterioration of service delivery by the Harare City Council (Nhapi and Hoko, 2010: 1283).

For more than two decades, there was hardly any new investment in the provision of services. This contributed to the debilitating of infrastructure and as a result a number of individuals who had access to water decrease and the quality of waters services rapidly deteriorated (Manzungu and Mabiza, 2004: 1167). The outbreak of cholera in Budiriro and Glenview in 2008 which claimed lives can be attributed to water and sanitation problems. The city's perennial water crisis is largely attributed to the depilated and obsolete water infrastructure, a rapidly ballooning population as result of rural to urban migration, prolonged droughts and as well as the epidemic that has pervaded government institutions of corruption.

A country's economy as a whole, and local governments in particular, profit greatly from the supply of utilities like water (Quian et al ;2020). For the support of expanding modern towns and cities, adequate, dependable, and accessible water supplies have historically been essential. It is generally acknowledged that a nation's ability to utilize and manage its water resources is essential to both its economic and human growth. Unquestionably, better sanitation services could lead to reduced water borne diseases.

Unbridled and direwater shortages in Harare's high-density suburbs have resulted in immense suffering to the residents. Approximately six million Zimbabweans were without access to clean water in 2009 due to the unavailability of water treatment chemicals. As a result of the cholera epidemic of 2008-2009, Harare was forced to face its dire situation with regards to water and sanitation services. An epidemic such as this illustrates how dysfunctional the city's water systems are. Cuneo et al (2017) notes that 98, 585 cases of cholera were reported during 2008-2009 and at least 4,000 people were decimated. A spatial distribution of the cholera outbreak indicates that of the cases reported, 50% were from Budiriro. The outbreak is attributed to failures in water and sanitation infrastructure in the city. Dilapidated infrastructure served to precipitate the epidemic.

Harare has been choking for the past decades under the weight of overpopulation coupled with dilapidated infrastructure making it difficult for efficient service provision. Several people in Harare are at risk of contracting water-borne diseases as a result of the deteriorating water quality and services. The situation is dire as evidenced by the poor quality of delivered by the City of Harare. To circumvent such problems, residents in the Northern suburbs of Harare have resorted to alternative ways such as drilling boreholes. The ability and willingness of the residents in the Northern suburbs indicates that the community is well aware of the current challenges faced by the city Council. Some residents in the Northern suburbs rely on private players for water delivery.

Residents and private players have searched for alternative sources of water after the City of Harare failed to meet water demand. According to Manzungu and Chiorese (2012), the alternatives include "digging shallow wells, drilling boreholes, installing storage tanks and buying bulk water from suppliers." As a result, there has been an emergence of community-based associations to help in circumventing water challenges. Since 2005, bulk water suppliers have been emerging in Harare to deliver water to water stressed middle to high income suburbs. It is in the light of the above that there is a need to recognize, cooperate with community-based

associations as well as private players on how to effectively manage water resources. This can be achieved if community-based associations (NGOs) are strengthened and incorporated in taking an active role in PPPs.

One of the ways to improve service delivery is partnership with the private sector as well as the community through civil society organizations. The use of PPPs in the delivery of infrastructure has become a norm in various countries. A reduction in costs, improvement in efficiency, and an increase in accountability could be achieved as a result of this strategy. Involvement of various actors in the delivery of public goods is not a new phenomenon as many developed countries have used the mechanism to deliver public goods. Given the fact that water delivery service in Harare is affected by a plethora of problems including but not limited to poor revenue collection, water losses, depilated infrastructure as well as inadequate financial resources to expand water infrastructure private sector engagement is essential. Faced with such challenges, PPCP provide a viable option to improve service delivery in many countries (Sarangi, 2010). Private Public Partnerships, have been accepted as a mechanism of urban service provision (Houghton, 2011)

The principal partners in the PPCPs would be the government as represented by the ZINWA as well as the Harare City Council, the private sector represented by the private concessionaries of water utility and the local community represented by non-governmental organizations. Participation of multiple stakeholders will ensure that all the needs of different stakeholders are taken into account during implementation of the proposed PPCP.

As PPCPs gain momentum in Asian countries it is crucial for developing countries such as Zimbabwe to adopt them in a bid to solve infrastructural crisis. In the water project in Manila, the community had the willingness to provide and contribute land for the small treatment plant as its share in the project. The Manila PPCP project also included international as well as local NGOs. It is this partnership with community as well as NGOs that contributed to the realization and implementation of the sanitation projecting Manila (Inocencio, A. Band David, 2001).

With rapid globalization coupled by the changing economic and social environment, PPCPS are increasing becoming necessary and unavoidable to meet the needs of the society. Franceys (2003) advocates of the use of PPCPs to accelerate economic growth, improve service delivery, and promote efficiency among the urban poor. With increased adoption of PPCPs, developing countries can leverage on such initiatives to foster quality service delivery. According to

Sharma and Nayak (2013), “PPCP are effective in ensuring the availability and management of water at grassroots level.”

1.2 Problem statement

Availability and accessibility to water is one of the fundamental human rights. According to the UN, access to water is critical to ensure development and prosperity to all. The right to water is protected by the constitution of Zimbabwe. According to it, everyone is guaranteed the access to clean and safe water (Kondo et al, 2021). Human Rights Watch (2021) estimates that more than half of the metropolis' 4.5 million people lack clear and safe water. It is alleged that residents have to endure water rationing for long periods, an occurrence that is common throughout urban Harare. Water rationing in the city has made citizens to rely on alternative sources for water supply which in most cases poses threat to their health (Cassim, 2021). According to WHO (2020), close to two billion people are said to be in water poverty and in those statistics, the residents of Harare are included. The statistics are worrisome as the need to achieve sustainable goals is derailed. It is therefore imperative to increase access to water and sanitation.

For the past twenty years, Harare has been plagued by serious water and sanitation challenges. The capital's water problems appear to be undermining the rights to decent livelihood by creating water poverty for its residents. For the past decades, the residents of Harare had to deal with scarcity of water and as well as poor service delivery from the City of Harare. According to Muzondi (2014), water and sanitation situation in Harare has deteriorated rapidly as socioeconomic issues grapple the country. According to Marumahoko (2020), the residents of Harare sued the city council due to persistent water rationing in the city.

In 2018, that residents of Harare called for resignation of Harare Council City officials citing that they had failed to deliver their mandate of providing portable and clean water to the residents. Lack of adequate water has left many residents stranded looking for alternative sources of waters such as shallow wells. According to the Ministry of Health “15 boreholes in the city were contaminated with human faecal matter.”

The Harare City Council conducted the test after an outbreak of typhoid was reported in the Western suburbs. There have been recurring outbreaks of diarrheal diseases in the city of Harare. Harare residents blame the Harare City council for poor service delivery of water and sewage treatment result in diarrheal diseases.

According to the Ministry of Health, at least 61 cases of typhoid has been recorded in the Western suburbs of Harare. In a bid to curb the disease, the city of Harare closed the boreholes that were found to be contaminated. The city of Harare has also taken corrective measures such as “installation of inline chlorinator on borehole, distribution of aqua tablets, promotion of use of water treatment, setting up of community water point committees” to manage water sources as well as training the community on health and hygiene education.

The water crisis in Harare is far from over as the local government faces various challenges. Firstly, the Morton Jaffrey water treatment plant has been operating at half capacity and it compounds the problem, the plant was designed for 300000 residents. Currently, the city of Harare has a population of 2 427 209 (Zim Stat, 2022). With a ballooning population, the infrastructure is insufficient for the current population in Harare.

In addition, there has been little investment in water and sanitation sector for a couple of years. Several multilateral institutions, including the World Bank and African Development Bank (AfDB), attempted to secure funding for the Greater Harare Water and Sanitation Project. In addition, the Government of Zimbabwe in 2011 secured a \$144 million loan from China to improve water service delivery meant to “refurbish the Prince Edward and Morton Jeffrey waterworks where US\$78 has been secured for the project”. However, the relief of functional water and sanitation system has been short lived as the Chinese have refused to release the remainder \$72 million citing abuse of funds by the Harare City Council.

If the water problem of Budiro, Harare is not solved, efforts to achieve SDG 6 in Zimbabwe remains futile as people without access to clean water are increasing rapidly especially in Harare. The lives of Budiro residents are mainly at risk as they do not affordable other safe alternatives. It is therefore imperative to find ways to solve the prolonged water crisis if we are to meet the SDGs by 2030. Matsa et al (2021) posits that “Water and Sanitation and Hygiene Sector requires a substantial investment in infrastructure as to improve access and quality of service to meet the SDGS.” The purpose of this study is to investigate the feasibility of Public-Private Community Partnerships as the panacea to alleviate Harare water challenges as well as to improve performance and financial sustainability of the water sector.

1.3 Objectives

General: To assess the feasibility of PPCPs in the development of water infrastructure in the city of Harare

Specific:

- To assess whether PPCPs will be the best option to alleviate water crisis in the city of Harare.
- To assess existence of sound governmental policy that allow adoption of PPCP
- To identify the legal framework and institutional framework needed in the adoption of PPCPs.
- To determine the challenges that may hinder the effective adoption of PPCPs in the water sector
- Examine factors that contribute to sustainability of PPCPs

1.4 Research Question(s)

- Can public private community partnership be the viable option for improving water crisis in Harare?
- What are the legal and institutional framework that support adoption of PPCPs in Zimbabwe?
- Are there any factors that hinder the adoption of PPCPs?
- Can PPCPs be promoted in water and sanitation infrastructure development in different ways?

1.5 Significance of the Study**1.5.1 Significance to Harare city council**

Harare City Council must shoulder a heavy burden in order to offer the general public services that are both efficient and fair. The issues affecting the general populace as a whole include the absence of proper water services. The inadequate state of water services in Harare has also been attributed to the government's predominance in the supply of public goods (Nhapi, 2009). The infrastructure has not been sufficiently expanded to accommodate the growing urban population (Manzungu and Mabiza, 2004).

It is imperative for the city council to ensure that services restored as well to ensure efficient delivery of the services. A well-functioning city will enhance livelihoods and well contribute to socio economic development of the city. With the recurrence of diarrheal disease in the city, it is of utmost important to invest in sanitation services. In the light of the above, the public sector has failed its citizens and as such it is feasible to contract third parties for better service

delivery. Evidently, some nations have adopted alternative service delivery models that are not based on the government in an effort to improve delivery of services.

1.5.2 Significance to the government

The proposed research would provide information to the national and local governments about workable ways to involve the businesspeople as well as the community in enhancing the delivery of services related to water. The research will seek to find solutions of the on-going water crises in Budiriro, Harare. It will provide a detailed analysis of the PPCPs and how they can be harnessed to improve service delivery in Harare. The study will provide an overview of PPCPs. The study will seek to provide evidence on the alternative ways required to improve service delivery. The research will seek to investigate a tailor-made solution for alleviation of water crisis in Harare.

It is against this backdrop that the study will seek to suggest PPCPs as a panacea to improve the financial sustainability of the water sector. The study will seek to draw conclusions on the way to improve water and sanitation in Harare through adoption of PPCPs. The study's findings and conclusions could be useful to Zimbabwe's policymakers and PPCP implementers. The knowledge gained from this study will benefit governments and development partners.

1.5.3 Significance to the community

PPCP are partnerships with the community at heart. The study will provide relevant and factual information on how community can be empowered as far as governance issues are concerned. More importantly, the community will have a voice on the proposed investments that tend to affect them. In addition, PPCP allow participation of community members in water and sanitation issues that have been affecting them for the past twenty years. In the context of Harare, the study will provide evidence on how communities especially the urban poor can benefit from such arrangements. Provision of water services through cooperation will enhance better health and sanitation services as well as fairness in user fees to be charged.

1.6 Scope of the study

The purpose of this research is that to assess whether Zimbabwe in particular Harare is ready to implement PPCPs in a bid to alleviate water and sanitation challenges. In particular the study will assess the feasibility of adoption of PPCPs by assessing the technical, financial, economic as well as political and legal framework for such financing models.

1.7 Limitations of the study

In the process of undertaking this research, the researcher anticipates challenges due to inexperience in conducting high level research. Moreso, due to time constraints the researcher may face challenges in meeting the deadlines. The researcher anticipates challenges in accessing information. The research targets highly knowledgeable individuals in key government parastatals. Due to bureaucratic structures of the government institutions, accessing information may prove to be a mammoth task.

1.7.1 Limited experience by the researcher

Study limitations, arise from the fact that the researcher has limited experience in conducting research. The researcher anticipates having challenges in conducting the research. Due to limited experience in conducting research, the researcher might find it hard to find relevant and reliable data limiting the scope of analysis.

1.7.2 Limited financial resources

In carrying out the research, there is need for financial resources to ensure that the research is conducted smoothly. Financial resources are very crucial in conducting research. Research needs proper funding as they will be need for resources for data collection. It is in the light of the above that limited financial resources may act as an impediment to execution of high-level research

1.9.3 Time constraints and sensitivity of the topic

Moreso, getting hold of targeted individuals for interviews may prove to be a difficult task. Taking into consideration the volatile political landscape, the concept is widely regarded a sensitive political topic. This may be an impediment to get and access unbiased information from the government and local authorities. Nevertheless, the research will seek to use an apolitical stance in interrogation of the sensitive topic.

1.9 Delimitations of the study

Several major players in the water infrastructure will be consulted on the topic these include the City of Council, the Ministry of Local Government, Urban and Rural Development, ZINWA, Water Net, Ministry of Public Works, Ministry of Water, and private players in water provision as well as think tanks.

1.9.1 Lay out of the study

Chapter 1: Introduction and research overview

Chapter one introduces the research background and context of the research problem. The chapter outlines that research objectives as well as the intended research limitation faced by the researcher in conducting the research.

Chapter 2: Literature review

The chapter investigates the concept of PPPs and how it has gained popularity as tool of development finance. In addition to explaining the significance of PPPs globally, it provides a general understanding of what it means. The chapter also gives an overview of the need for the community dimension in the PPPs as we move from NPM to NPG. It outlines how New Public Governance is influencing provision of public goods. Literature on different arrangements of PPPs is also explored in this chapter. The chapter also explore on different feasibility variables proposed by different researchers on the success of PPCPs.

Chapter 3: Methodology

The chapter gives the research paradigm adopted by the researcher in conducting the research study. The chapter adopts the interpretivist approach in partaking the study. It gives an outline of the research design as well as clearly outlining the methods adopted for data collection.

Chapter 4:

Throughout the chapter, the findings of the study are presented, and the results are discussed

Chapter 5

Outlines the proposed recommendations and conclusions on key variables that are necessary for community and private sector engagement in the provision of water services in Harare

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

In this chapter, we review literature on PPPs and how they have changed the role of government when it comes to provision of public goods. The chapter will primarily provide an overview of how PPPs have evolved and have been used for service delivery. A diversity of approaches is employed in this chapter to elicit a broad understanding of the PPP term. In addition, it provides an overview of the term, its evolution, and the reasons behind its adoption in the water and sanitation sector. The chapter also provides the criticism of PPPs and the need to incorporate the community in PPP. The chapter further reviews theoretical and empirical literature on the feasibility of PPPs and critical success factors of PPPs. Through the process the research believes that factors that determine the feasibility of PPPs in the context of Zimbabwe can be identified.

The concept of PPPs has gained momentum as many governments world over brace to modernise and improve infrastructure. According to Marsilio et al (2011), Public-private partnerships involve various public sector initiatives meant to improve service delivery. The initiatives are being popularized by development agencies in a bid to bring development to underdeveloped nations. The scarcity of resources coupled with budget constraints are leaving many governments to opt for PPPS.

Osborne (2000) argues that PPPs are now a common public tool policy. PPPs are now a tool to deliver public goods both in developing and developed countries. As a general rule, PPPs refer to collaborations between public and private actors to provide services to the populace. Hall (2008) posits that governments adopted PPPs as a softer alternative to privatization. His argument was that expressions as “public-private partnerships” tend to invite more actors in service provision. This form of privatization was developed to engage many participants in the delivery of public infrastructure which was once regarded a task of the central government. PPPs make use of private companies to provide finance and in return they are allowed to operate the public facility, recouping the investments and profit from payments over the agreed period of operation.

2.2The idea of PPPs

2.2.1 PPPS as a tool of government or management

The concept of PPPs has no generalized definition. Many scholars have put different views on what they regard PPP. Some scholars define PPPs as a “tool of governance or management.” As a result of PPPs, citizens receive goods and services using a novel approach, with its novelty in management and governance (Hodge and Greve, 2005).

According to Sulser (2018), PPP is regarded as a durable agreement between a government entity and “private players” with the aim of providing a public asset or service. From the above-mentioned definition, the private player is responsible for delivering and designing as well as construction, implementation, and maintenance of the operations. In such a scenario, the private player assumes substantial risk linked to the delivery of the public good. PPPs are contracting arrangements that use private sector innovation and skills to manage infrastructure services (World Bank, 2019).

According to Van Ham and Koppenjan (2001) PPPs are regarded as “cooperation of some sort of durability between public and private players in which they jointly develop services and share risk, cost and resources which are connected to the products.” The definitions above indicate that PPP is cooperation between organizations that is private and public players. The second aspect about PPPs is mitigation of risk through appropriating it to the best parties to manage it.. Assumed risk sharing can potentially benefit both parties. Another important aspect about PPPs is that collaboration makes it possible for improvement of service delivery

As well, UNCTAD (2018) defines PPPs as partnerships between private and public sectors for providing public assets or services, sharing risks and responsibilities as well as rewards. It is in this sense that PPPs utilize the expertise and knowledge of the participants to deliver services to the public through a proper allocation of risk involved. As defined by the European Commission (2003), PPPs involve working towards a common goal with shared authority, responsibility, and liability.

The goal of PPPs, according to Cassady et al. (2020), is to improve the efficiency of delivering government infrastructure. According to Greve and Graeme, (2010) PPPs aid governments to form multifaceted and superior relationships with private players. NPG paradigm presents these increasingly complex and networked environments in public management, capturing the fragmented nature of the 21st century public management. New Public governance paradigm

known as third party or PPPs has allowed governments to reinvent, decentralize, deregulated as well as contract out to improve delivery of public services as well as to improve efficiency and government competency. As defined by Osborne (2006), PPPs are instruments of governance that bridge the gap between state and business to provide infrastructure.

World Bank defines PPPs “as the mechanism used by governments to procure and implement public services by utilizing the resources of the private sector”. Dube and Chigumira (2011) defines it as concept “that entails use of contracts between the public sector and the private sector in which the latter assumes substantial financial, technical, and operational risk in the project.”

2.1.1.2 PPPS as a tool of development process

Farlam (2005) cites that Africa can harness the use of PPPs to develop infrastructure and improve service to her people who lack access to electricity as well as access to safe water. The concept of PPPs has been popularized by the developed countries. Khanom (2010) defines Private Public Partnerships as a new developmental arrangement. PPPs fosters development through collaboration and enhanced efficiency. Agere (2000) cites that PPPs are viewed as a tool of fostering development. Wang and Ma (2020) cite that PPPs is a tool promoted by UN to achieve Sustainable Development Goals. Osborne (2001) postulates that PPPs have contributed to the growth of urban areas through revitalization and modernization of infrastructure.

In other words, PPPs entails collaboration between state agencies and the private players to provide public goods or services. PPPs can be used to influence and promote economic growth through infrastructure development and can accelerate sustainable development. PPPs can be used to increase efficiency and use available resources more effectively. The role of such initiatives is aimed at development and enhance competitiveness for the local market

Models of PPPs

PPP model Definition

Build, operate and transfer *Build Operate Transfer is a contractual arrangement where “the project company is responsible for building, financing as*

(BOT)

well as operating the facility.” The agreement stipulates the time frame in which the company will operate the facility in which they charge the users to recoup their investments. Delmon, J. (2010)

Build and transfer (BT)

“This is a contractual arrangement in which the project company undertakes the building and financing of the facility and hands it over to the local authority upon completion.” The local authority is expected to pay the company the total investments together with a return on investment. (“Republic Act No. 7718 | Official Gazette of the Republic of the Philippines”)

Build, own, and operate and Transfer

(BOOT)

Under such arrangement, “the project company is given the permission to build, finance as well as owning and operating the facility for an agreed time frame upon.” During the ownership years, the project company charge user fees to recoup their investments. This type of arrangement is usually adopted in development of water facilities (Ameyaw, E.E et al; 2017). According to Marumahoko (2020), the City Stabilization Plan of 2020 proposed to adopt BOOT as the way to enhance water and sanitation services in Harare.

Build, lease, and transfer

(BLT)

With BLT, the project company is responsible for constructing and financing the infrastructure. The project company will then have to lease the infrastructure to the local government for an agreed timeframe after which assets will be transferred to the government. agency. In water infrastructure, it can be replicated since the government faces limited fiscal space. Delmont, J. (2010)

Build, transfer, and operate

After constructing the facility, the project company transfers it to the government agency for operation and proceeds are

<i>(BTO)</i>	shared according to agreed terms. (CB Ohadugha, RN Anozie-2011)
<i>Rehabilitate, operate, and transfer (ROP)</i>	This contract stipulates that the project company will refurbish existing facilities and operate them for the agreed term. Facility ownership will be transferred to the government agency once the term expires. This can be replicated for Morton Jeffrey Water Plant.

2.2 Historical Development of PPPs

Over the past years, PPPs have evolved rapidly. The practice of concessionary forms of partnership the most applied form of PPPs can be traced back to Middle Ages. During Napoleon’s time, France had laws on concessions in the “field of public services.” In the UK, concessionary legislation was crafted in the 17th century. As urbanization and industrialization accelerated in Europe during the 19th century, PPPs evolved rapidly (Nayak, 2018).

PPPs have developed and evolved over the years due to the advent of liberalization and privatization of infrastructural development (World Bank, 2009). To some scholars, PPPs “are a by-product of neoliberal political economy of development planning.” These neoliberal policies were to expand market opportunities for private capital and to lessen reliance on welfare state (Brenner and Theodore,2002). These neoliberal policies of austerity including reducing public spending led to reduced role of state in infrastructure development and introduced private players into public sector operations.

Public spending also correlated with public debt and as such many states world over had the pressure to engage the private sector for different economic and social development activities. The use of PPPs has been regarded as a panacea to debt crisis and sustainable developments depends on investments through PPPs (Grimsey and Lewis 2002). As a result, PPPs have been regarded as a “tool for global public policy.” (Boardman and Vining, 2012)

PPPs have been advocated for in the name of efficiency. By utilizing high productivity of labour, capital, and other resources, Hall, and Pfeiffer, (2000) argue that private-public partnerships help to accelerate innovation as well as to improve service delivery. According to

Hodkinson (2011), PPPs “have been used as tools to intensify the neoliberal transformation of society and marketization of state led public services.”

The term PPPs has been popularized since the 1970s with the discovery of the North Oil Fields (Yescombe, 2002). In tandem with this was the era of neo-liberalism, which replaced Keynesianism as the dominant view of public services. As a result, PPPs were often cited as “alternatives to inefficient public services and state-owned enterprises” (Cavelty and Sute, 2009). According to Li (2003), PPPs have gained prominence in Europe. Evidence suggest that more than 1300 PPPs have been employed in Europe since 1990 (Kappeler&Nemoz, 2010).

2.2.1 Evolution in the UK

PPPs were used for urban construction projects and the modern version of PPPs evolved in the UK in the 1980s (Budaus and Gruning, 2004). The reason was to enable the government to develop infrastructure without increasing fiscal deficits. The projects were designed “as design-build-finance, design-build finance-operate and design-build-operate and as well as concessions were supported under the Private Finance Initiative.”

Li (2003) postulates that the genesis of PPPs in the UK can be traced to King Edward the first’s era when he awarded “a concession contract” by King James the first of England during the industrialization phase. According to Lengwe (2014), “both the PFI and the PPP concepts are used to embrace Private Sector Participation”

The UK launched the Private Finance Initiative (PFI) in 1992. Lengwe (2014) postulates that developed countries such as the UK have implemented PPPs in their quest to minimize public debt. The UK is regarded as the pioneer of the modern-day PPPs which was popularized in the early 1990s. According to Banks (2005), PPPs now accounts for 15% of infrastructure spend in the UK.

The PPP concept in the UK was borne as a result of the need to preserve the concept of the “Private Finance Initiative”. It is reported that the UK has the most PPP experience as compared to any other country (Partnership,2003).

2.2.2 Evolution of PPPs in Zimbabwe

Since the early 1990s, the economy of Zimbabwe was already showing signs of stagnation. According to Zinyama and Nhema (2015), there was scarcely any new investment for

modernisation of facilities in Zimbabwe. The government was faced with a magnitude of funding requirements, yet its capacity was constrained due to tight fiscal pressures. Coupled with an escalating debt, the government of Zimbabwe did not have many options in funding infrastructural investments.

By 1990s, proposal for PPPs were tabled so as to rescue the falling city. According to Dube and Chigumira (2011), PPPs in the context of Zimbabwe were first proposed in 1998. In 2004, the Ministry of Finance drafted the PPP framework investment. The framework was to act as guide for elaboration of the appropriate “legal and regulatory” framework. Through the use of the PPPs, the government intended to develop infrastructure as well as to obtain value for money (Dube and Chigumira, 2010). PPPs were to be introduced as a new approach to compliment public sector reforms (Massimo,2020).

In Zimbabwe, three project involving PPPs have been implemented namely “the Beitbridge Bulawayo Railway (BBR), the new Limpopo Bridge (NLB) and the Newlands Bypass (NBP)” According to Dube and Chigumira,(2010), “The New Lands Bypass was done on Build-Transfer basis with the constructor handing over to government upon completion while the NLB involved the financing and building of a toll Bridge under the Build- Operate-Transfer” According to Chigumira and Dube (2011), “this was the first BOT project in the Africa.” It is in the light of the above, that the country has implemented successful PPPs. Although PPPs have been successful, they have not been widely adopted (Zinyama and Nhema, 2015).

2.2.3 The reason for adopting PPPs in Water and Sanitation sector.

Over the years, PPPs have become an increasingly way to get major infrastructure done. As a way of boosting efficiency and increase effectiveness, many governments world over have been roping in private sector to deliver public goods. Li et al (2005) identified factors such as public sector budget constraints as the major reason for adoption of PPPs in the UK. In order to circumvent budgetary constraints, most countries are adopting PPPs as a way for delivering public service goods. As argued by Parker et al, (2005) PPPs seek to optimize the use of resources and as a result efficacy can be enhanced. For governments, the use of PPPs help in alleviating budgetary constraints and thus public money may be channelled to other uses.

According to Ham and Koppenjan (2001), the major reason for adoption of PPPs by most countries is the political intention of politicians to deliver public infrastructure without increasing governmental deficits. Delivery of public infrastructure is often associated with

high investment cost and as such partnership with the private sector will enable fiscal stress decrease (Girard et al,2009). PPPs have been accepted as a way to lessen government expenditure. (Hall,2012).

In many countries, PPPs have been implemented in water services as a way to enhance service. An article by Jensen (2017) analyses the evolution of PPPs in water services in Asia. According to Jensen (2017), the earliest Asia's PPP was signed in 1960 in the Philippines. The study establishes that over the period of years, water PPPs have been adopted in Asia. The study makes use of mixed methods of approach by employing quantitative methods in measuring PPP activity and semi structured interviews "with governments, regulators, financiers, and water companies in Asia from 2004-2014." The study helped to provide the historical context as well as the experience of adopting PPPs in Asia.

The study by Jensen (2017) provide evidence that PPPs "are widely and increasing employed in the water sector in Asia." In the study, a total of 14 Asian countries have adopted the use of PPPs in water and sanitation sector. According to Jensen (2017), China has been leading in the use of PPPs for infrastructure delivery. Moreso, the study provide evidence on how politics is critical in the adoption and implementation of PPPs.

Li (2000) cites that PPPs allows the public sector to take advantage of the competences that private sector participation brings. In the context of Harare, a study by Ngunduru and Hoko (2012) provided evidence that one of the major reasons for water crisis is inefficiency in water management which has adversely affected the sustainability of service delivery in Harare. The study showed that the water losses were in the range of 29%-43% which is well above the expected level of 23%. Loss of water as a result of leakage which is categorized as inefficiency. It is critical that roping in of private partners can bring efficiency to the water management system in Harare.

Another plausible reason for embracing of PPPs in the water sector in Zimbabwe is to avoid public borrowing. With the current levels of debt, it would be plausible to let the private sector develop the intended water and sanitation infrastructure. PPPs can help to avoid a ballooning debt and thus help in reducing budgetary constraints on the government.

2.3 Criticism of PPPs

In developing countries, advocates of PPPs have long fought criticism from civil society groups expressing disapproval of these arrangements (Leigland, 2018). Critics argue that private companies' focus on profit maximization is not compatible with the needs of the people and the environment as well. Civil society organizations criticise PPPs as they are not people oriented as they often lead to cost overruns thus burdening the future generations. Their argument is that the private sector often does not have public interest at heart. Evidence by Shaoul (2008) indicates that the returns on Private Finance Initiatives (PFI) in the UK is as high as 60%. The profitability of private actors in PPP projects has drawn attention of critics as they argue that the end-users (the community) will suffer the most from such arrangements.

Critics argue that "PPP preparation cost are higher than preparation cost associated with traditional public procurement" (De Schepper et al, 2015). As argued by many scholars, most PPPs in developing nations are undertaken by international companies whose interest may be divorced from the interest of local communities. In most cases these international companies have the advantage of having resources as well as expertise compared to local bidders. In the case of a Moatize coal mine in Mozambique, the PPP consortium consist of "the International Finance Corporation (IFC), the Mozambique government and a London Based exploration company." More often, international companies have their interest at heart which may be to the detriment of the community in which they are doing business in. It is in the light of the above that involvement of local communities and companies in such PPP consortium is critical for the benefit of the community.

As the delivery of infrastructure and services is contracted out to non-public actors, some view it as an abdication of the government's responsibility. Arguments are that PPPs is a mechanism used to hide expenditures of the public balance sheet. Engel, Fisher and Galetovic (2014) postulates that PPPs are used as an accounting technique to lower government debts levels.

2.3.1 The need for Community Dimension in the PPPs

Partnership is all about involving the community as well as private sector in solving societal problems rather than privatizing or doing it alone (Kerahroodi, 2012). Siemiatycki (2007) stress the importance public input in public-private partnerships. Traditionally, "when PPPs are implemented, a public service is contracted out to the private sector with the general public having limited or no voice." More often, "the public interest is often sacrificed in public

official's trade off with rapid project implementation" (Kravchenko & Stone,2011). Ignoring public interest has been the reason for PPP failures. Mapfumo andMutereko (2020) cite that the major challenge bedevilling projects in African countries is poor stakeholder engagement.

One of the main reasons for PPPs is to contribute positively to the broader community. It is therefore imperative to have all parties collaborate in order to have a successful PPP. Participation of multiple stakeholders is critical in building a sustainable community based on mutual cooperation. The emphasize on citizen participation has been a result of a paradigm shift towards New Public Governance which emphasize reconnection of the citizens, local government as well as "engaging stakeholders and developing local ownership and capacities" (Robbins et al, 2008).

2.4 Conceptual Framework

The study employed the theory of "New Public Governance" to conceptualize the factors that affect the feasibility of PPP projects in Zimbabwe. Massoud et al (2002) regards PPPs as a tool of governance adopted by many countries' world over. New Public Governance emphasize on "participatory, interactive, and less direct forms of governing in many liberal democracies." Warren (2009) regards NPG as participatory inclusion public governance. Osborne (2010) designates NPG as the new arrangement of public policy which is characterized by "plurality of interdependent actors engaged in policy delivery and a plurality of policymaking processes cutting politico-administrative levels." Koppenjan (2012) postulates that NPG is more of a radical transformation of political-administrative systems towards more interactive forms of governance.

Through NPG, public services are carried out by private players as well as the public sector and the community. The interaction of plural actors give rise to concepts such as Public-Private Community Partnerships. The PPCP concepts bridges the gap in the PPP concept where the community is always left in the periphery in the implementation of such projects. In assessing the feasibility of PPP, Ng et al (2012) emphasizes the issue of social acceptance in the success of PPP projects. Formation of PPCPs enable social acceptance hence increase chances for success. Fig 1 below shows the factors that determine the feasibility of PPPs

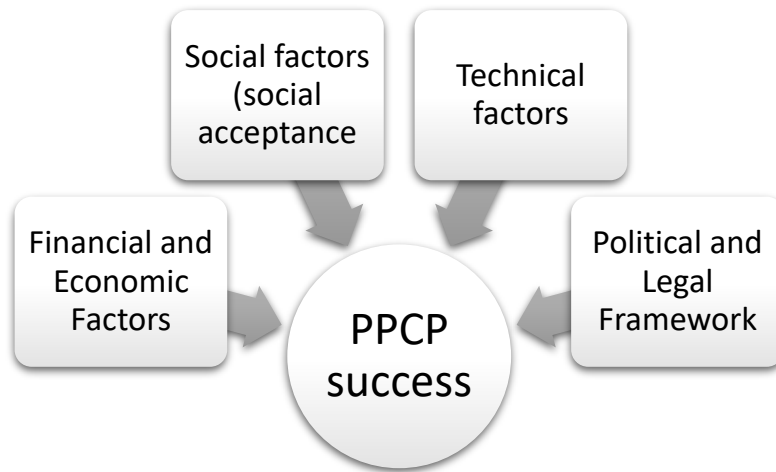


Figure 2.1

2.5 Theoretical framework

This study is underpinned by New Public Governance paradigm. Prior to 1970, management paradigm was characterized by hierarchical forms as well as bureaucratic norms. The belief was strict separation of administration and politics (Weber, 1968). This paradigm “allowed governments to directly provide services to the public that is considered as passive and inert clients” (Hartley, 2005). Involvement of citizens was extremely restrained.

Over the years, the manner in which services have been provided by the government has evolved. In order to reform delivery mechanisms, involvement of multiple stakeholders has been emphasized along with the streamlining public services and the introduction of free market principles (Minogue 1998). There has been growing consensus among scholars that citizens ought to be involved in the delivery mechanism and should never be regarded “as inert participants” (Brudney & England, 1983; Parks et al., 1981, Sharp, 1980).

The new paradigm emphasizes the input of citizens as very necessary. The emergence of the NPG has moved from the notion of hierarchical forms of organization emphasizing collaborative efforts as viable governance options (Bingham, Nabatchi & O’Leary, 2005). It is the collaborative efforts that are needed to address public service challenges. Under NPG, collaboration is often emphasized as a way of surmounting difficult challenges. (Koppenjan and Kleijn, 2004). Under such arrangements citizens are empowered to participate in policy making as well as dialogues in matters that affect them (Sorensen and Torfing, 2005). The emphasis is on participation of public administrators, citizens, and private actors in service delivery.

New Public Governance emphasizes on collaborative partnerships as well as participatory governance (Howlett and Ramesh,2017). Inclusion of different stakeholders within governing processes is considered a way of addressing increasing complex problems (Sorrentino et al, 2016). Engagement of citizens is therefore of paramount importance in public service delivery. NPG highlight the need for collaborative governance which highly regard the active participation of citizen in governance structures.. The emphasis is on “participatory governance and other forms of multi actor relations”.

2. 6 Empirical Review

2.6.1 Use of PPCPs in the development of water infrastructure

In an article by Sharma and Nayak (2013) titled “Public Private Community Partnerships: an isodynamic model for water management”, investigate the use of PPCP as viable solution for “water management” in India. In their pilot study conducted in Rajasthan India, PPCP emerged as “holistic solution to ensure effective water management at grassroots level”. In their study, their approach introduces isodynamic which incorporated issues of sustainability, technology, innovation as well as accountability in the PPCP model.

The success of PPCP is anchored upon “a framework that takes a broad view to ensure water security for various stakeholders.” The framework emphasizes the need for innovation, sustainability, technology as well as accountability as key drivers for the success of the model for water management. In terms of sustainability of PPCPs, the authors highlight the need to pursue long time goals that are economic and environmental viable. It is equally true that there is a need for sustainability of such models. A thorough understanding of commercial, technical and environment risk helps in coming up with a model better suited for the community.

In addition, the authors emphasise the need for innovation as well adoption of modern techniques in “the management of water at grassroots level.” It is critical that the techniques adopted will be efficient as well as ensure that the water services are affordable to the community. It is of paramount importance that the model of PPCP ensure sustainable water management at community level. Allen (2012) highlights about the community-managed water connections in the city of Manila, Philippines “where a mastered meter connection is provided, with community association acting as distributor to the residents in the area through individual or shared connections.”.PPCPs promote citizen involvement by allowing residents to systematise and control the distribution of water, according to Franceys and Weitz

(2003). Shared connections as alluded by Franceys and Weitz (2003) can be useful tools to serve the urban poor in accessing water services.

Another key driver for the success of PPCP as narrated by the authors is accountability. According to Sharma and Sangeeta (2013), the stakeholders in the PPCP should discharge their roles as agreed as well as respecting contractual obligations. The success of PPCP model depends largely on the four factors highlighted as “they are inter-dependent and have an influence in the management of water.” Sustainability, innovativeness, technology, and accountability provides an integrated and inclusive approach in management of water through a PPCP model. Gupta et al (2013) provide evidence that the financial viability in terms of sufficient net cashflow, concession agreement as well as sufficient long-term demand (bankability of the project) are the critical factors for the success of BOT projects. Financial viability is critical as it will ensure sustainability of the PPCP model as alluded by Sharma and Sangeeta (2013).

In order for PPCP to be successful, technical expertise is critical. Moreso, the project size should be manageable by the consortium. It is such factors that determine the success of PPCP projects. It is critical for the consortium to have the capability to deliver the project as well as to subsequently operate and manage it. Socio economic concerns, technical competence and commercial interests need to be assessed to ensure that the project can be a success. It is therefore imperative to assess issues like user fee fairness, social acceptance, political will as well as financial viability of the said PPP project. As postulated by Ng et al (2010), “social acceptance is crucial to the success of PPP projects.”

The model shows an innovative financing method in which multiple stakeholder involvement is given much emphasis. Such a model brings in mutual beneficial arrangements among the stakeholders involved. To the authors, the use of PPCP in water management represent “a paradigm shifts in the development process based on realistic assessments.” According to the authors it presents a win-win solution as “the private sector benefits in terms of long-term business whereas the public sector gain from additional resources and communities acquires new skills, knowledge, and technology in the form of embedded services from private sectors under government facilitation” (Sharma and Nayak,2013)

The article highlights that the paradigm shift in development process is essential as it incorporate involvement of community which was once neglected in the development of PPPs. It is in the light of the above that the authors emphasise the importance of partnership with

multiple stakeholders. According to Meraz (2012), “partnership is about involving society and private actors in dealing with problems.” In traditional models of PPPs, citizen’s voice is often ignored, and their involvement is never considered as of paramount importance. Thus, public interest is often ignored in tradition model of PPPs. Sharma and Sangeeta (2013) emphasize the proactive role of the community in the development of PPCP in water management in Rajasthan India.

The prerequisites of their model include “the ability of the government to facilitate the culture of multiple-stakeholders’ partnerships, social trusteeship cementing trust-based partnerships, financial viability for all stakeholders and policy framework support with clear links among society, business, and government” (Sharma and Nayak, 2013). This is in tandem with the New Public Governance paradigm which emphasise on citizen and stakeholder participation in the development process of countries (Shoniwa, 2021). NPG put more emphasize on collaborative governance systems where citizen participation is highly regarded

Scholars emphasize new participatory, interactive methods of governing. According to Torfing et al (2012), “interactive forms of governing seem to be currently unfolding with varying degrees in many countries.” Interactive form of governance is critical as it fosters interdependency, collaboration, and trust and improve processes and outcomes in public policy making (Torfing et al 2012).

2.6.2 Governance for the successful implementation of PPPs

Governance plays an indispensable role in determining the success or failure of PPPs, according to a study by Xiong et al (2018). The study suggests that cooperation, trust, communication, transparency are key issues in governance issues. Without trust between partners and effective communication, PPPs are bound to fail. The author brings to light the importance of trust and communication and how it can lead to serious repercussions. Xiong et al points out that trust is crucial as it helps in joint image building that is indispensable to the success of the PPP project. When there is trust, it can serve to foster a win-win situation for all stakeholders involved in the project. The win-win situation as a result of trust can be in form of reduced transaction cost, improving investments, and stabilizing relations as well as help in building strategic relations between stakeholders involved. According to Casady et al (2020), trust and legitimacy are crucial institutional capabilities for PPP development.

One of the governance issues highlighted is effective communication. For PPPs to succeed, the author highlights that communication between public and private partners is imperative. Stakeholders that are involved in the PPP project should have open, consistent, and timely conversations. It is no secret that “communication in PPP is considered as a precursor to effective communication strategies, management as well as improvement of PPP models.”

As argued by scholars, “it is how parties relate that often determine the success of the PPP projects” Kwofie et al (2019) asserts that pivotal to the success of PPP project is the ability for stakeholders to communicate effectively. Placing much emphasis on “effective communication” stakeholders in the PPP projects can help to enhance the success of the PPP projects. Information asymmetry and communication challenges can act as barriers to successful implementation of PPP projects. It is in the light of the above that Xiong et al (2018) emphasize communication as a governance issue that is crucial to the success of the PPP project. In their study, they highlight how effective communication can enhance trust and transparency among consortium members.

Xiong et al notes that cases of failed PPP project are linked to lack of transparency. In PPP projects, transparency is required from all parties involved. PPP establish a typical principal-agent situation and as such transparency is needed to ensure “that the interest of the principal and agent are aligned”. Both parties should be transparent in order to avoid conflicting pursuits, which will ensure the success of PPP projects. Scholars contend to the fact that transparency is instrumental to various desirable goals such as accountability, reducing corruption as well as increasing trust and legitimacy (Hood,2001).

One of the lucrative benefits of PPP project is risk sharing among the parties involved in the consortium. The authors emphasize the need for parties to share risk appropriately. For instance, the host government should assume political risk as well as legal risk while the private sector should bear financial risk and operational related risk. It is important to note that efficient risk allocation minimizes renegotiation of contracts thus help in the success of PPP implementation

2.6.2 Legal and institutional framework conducive for the implementation of PPPCs

PPPs have been touted as a development finance model to bridge infrastructure gap. The model has been adopted by many countries. Evidence from successful PPPs suggest that PPP frameworks are crucial. Most governments have designed “PPP frameworks that promote

sound project selection, fair and competitive procurement as well as regulatory framework.” The PPP framework consist of “procedures, institutions as well as rules that define how PPPs will be selected, procured, and monitored.”

In his article, Teshome (2015) assessed the policy, legal and institutional frameworks for PPP implementation in Ethiopia. The article highlights that prevalence of specific legal framework for PPP is one of the most important factors to be put in place to implement PPPs. Scholars have pointed the need for institutional drivers for optimal PPP performance (Casady, 2020). A country's institutional factors and regulatory environment play an imperative role in enabling investments.

It is critical for countries to have a PPP-enabling environment characterized by legal certainties as well as strong institutions to support PPP implementation. As narrated by Teshome, the success of PPPs is highly sensitive to conditions such as government support in proving guarantee, prevalence of dedicated legal framework for PPPs, prevalence of dedicated public agency as well as the prevalence of constitutional protection for the right to possess private property. Consequently, many countries, particularly those in emerging markets, are required to adjust their institutional frameworks to support private investment.

PPP are governed by legal and regulatory framework that permits the government to support the development and maturity of PPPs. The presence of a specifically stipulated legal framework is critical as evidenced by many European countries with successful PPPs. The presence of a legal framework can act as either an enabling or prohibitive measure for the uptake of PPPs. As regards Ethiopia, the author recommends that the country should have a designated “legal framework for PPP implementation, including specific laws, regulations, and procedures”.

The article takes note that the legal framework should encompass private property protection, public procurement as well as the contract law of PPP. This is critical as an enabling legal environment encourage potential private sectors to collaborate with public sector on developmental projects. In spite of the fact that the author outlined the legal and regulatory framework issues, variables were not expended. According to the EBRD (2011), the legal framework for PPPs should encompass public procurement law, explicit general PPP or concessional law, the scope and specific boundaries of PPP law, sectors and types of infrastructure concerned as well as procedures regarding selection partners either through competitive or non-competitive procedures as well as proposal for unsolicited procedures.

In addition, the study postulates that absence of well-established “legal and regulatory framework” can act as an impediment to the success of PPP projects. It is a clear mechanism for dispute resolution as well as a stable regulatory environment that is critical to the success of PPP projects. Politicization of the process mostly in developing countries act as an impediment to execution of PPPs. Usually, political commitment is for a short time as compared to the duration of the PPP projects. It is the lack of understanding of political cycles, possible government changes that often result in PPP failure.

According to Wibowo and Alfen (2015), a project's research and development is critical, “as are legal and regulatory provisions, policy frameworks, public sector capacity, and procurement and contractual arrangements”. It is in the light of the above supporting legal frameworks, favourable investment environment and selection of appropriate PPP projects is critical to the success of the projects.

On institutional framework, the author states that there is still a gap as the country lacks strong independent institutions and empowered public agency to run PPP issues in Ethiopia. Lack of strong public administration system further creates mistrust amongst stakeholders who might be development partners.

2.6.3 Challenges that may hinder the effective adoption of PPCPs in the provision of water and sanitation infrastructure in the city of Harare

Tiwari (2014) in an article titled “Public-Private- Community Partnerships: Key to sustainable Water service delivery in rural areas highlights the challenges of implementing PPCP model for water management in Kenya”. One of the challenges narrated by the author is the scepticism by the voluntary water boards concerning the involvement of the private sector in water provision. The challenge that stems from involvement of the private players in water management is that people often regard it as stealing from the poor. According to Hall (2000), “private sector participation” is associated with the so called “commodification” of water. Commodification means the treatment and allocation of goods to those who can afford it. The main reason behind the scepticism is rooted in the inherent conflict of interest of private sector which is maximization of profits with social considerations in the provision of water (Mukhratov, 2007). It is critical to have social buy in for the PPCP model to be adopted (Ng et al,2010).

Another challenge cited by the author in the annual report of the PPCP model in Kenya was the lack of political buy-in of the county governments. The county governments showed open dissatisfaction regarding involvement of private sector operators. PPP failure in most countries has been attributed to lack of political backing. Scholars concur to that fact that political will is necessary as it regarded as critical success factors in PPP implementation. (Chileshe and Kavishe, 2018; Ng et al 2010).

It is widely believed that PPP projects are highly successful when they are implemented with political support (Cha et al, 2010). Political instability is a major hindrance to the successful implementation of PPP projects in most developing countries. Political volatility as well as political violence has led to many private sectors players to shun such places as investment destinations. Coupled with infrastructure gaps as well as budgetary constraints, it is imperative for “political leaders” in developing nations to create a stable and conducive environment for development of PPP projects.

Li et al (2005) postulates that political support has a direct relation to PPP as a public policy. Without necessary political support, the PPP schemes would not be guaranteed, and they will fail and as such it is critical to regard the political factor as crucial to PPP development and success. Most developing countries are regarded to have high political risk this acting as an impediment to competition in the tendering competition as many investors shun such an environment. According to Hardcastle et al (2005), the UK has been considered as a country with overwhelming political acceptability for PPP and as such has become the home of PFI/PPP concept.

2.6.1 Summary of Empirical Literature

Table 2.2

<i>Researchers</i>	<i>Focus</i>	<i>Research Findings</i>	<i>Knowledge Gap</i>
<i>Sharma and Nayak (2013)</i>	PPCP as model for water management	PPCP are effective in ensuring availability and management of water at grassroots level	Limited knowledge on PPCP as models for water management

<i>Xiong et al (2018)</i>	Governance issues for PPP	PPP's need to foster trust, cooperation, and communication for successful implementation	The remains more room for research on the interconnectedness of institutional, organization, contractual and managerial issues that affect success of PPPs
<i>Teshome (2015)</i>	Legal and institutional framework for PPPs	There is a need to devise a legal framework and PPP strategy for Ethiopia	More needs to be done on institutional framework for PPPs
<i>Tiwari</i>	PPCP model for water management in Kenya	The implementation of PPCP model in Kenya has brought in a mixture of success as well as challenges	There is a need to implement more PPCP models for water management in urban areas.

2.7 Gaps to be filled

This study seeks to adopt the use of PPCP in water infrastructure development in Harare. In the past, most services have been traditionally provided by the government as well as the private sector. Private sector participation through PPPs have become the model for infrastructure development in both developing and developed countries. Of late, scholars such as Ashade and Mutereko (2020) have criticized PPPs as they have ignored stakeholder engagement of the community.

The research argues for adoption of Public-Private-Community Partnerships. Through the PPCP, the private sector, the community, and government collaborate on equitable growth and balanced development (PPCP Guidebook to Water, 2016). Even though PPCP have gained momentum especially in Asian countries, PPCPs are still in nascent stage in the country.

Therefore, there is a greater need to advocate for adoption of PPCP to ensure collaborative governance as well as to ensure meaningful partnerships for development.

It is against this background that it imperative to push for PPCP as a new development model to ensure sustainable development through involvement of multiple stakeholders. The research seeks to propose PPCP as better models for development as compared to PPPs. The study aims to fill the gap that is not covered by PPPs. PPCPs aims at engaging private sector as well as the community in a synergetic way to achieve sustainable development. The study seeks to propose PPCP as a win-win framework in the development of water infrastructure.

2.8 Summary of Literature review

This chapter investigated the PPP concept and gave a historical background in the context of Zimbabwe. The chapter outlined the concept of PPP as well as the criticism that has put forth by scholars. The criticism outlined in chapter provided the reason why it is imperative to aim at collaborative governance as embodied in the NPG. The NPG concept put emphasize on multistakeholder participation which embraces the community as well in PPP projects. The chapter reviewed the concept of NPG in the context of PPP adoption.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

In this chapter, the research outlines various techniques employed in data collection as well as data analysis.. The chapter presents the appropriate research approaches adopted in answering the research questions. The chapter outline the research paradigms in order to give guidance to the research at hand to address the philosophical paradigm adopted. In addition, the chapter describes the data collection strategy as well as research instrumentation and analysis tools used to analyse the data collected.

3.2 Research Paradigms

Research paradigm refers to the philosophical framework that the research is based on. Mackenzie & Knipe (2006) describe a research paradigm as the researcher's world view. This worldview is regarded as the perspective that informs the interpretation of research data. The researcher ascertains the research techniques employed by assessing the methodological components of the research.

Denzin and Lincoln (2008) define paradigms as human constructions which ultimately determine how the research is conducted. Paradigms are important as they provide beliefs and influence how the research should be conducted thus it defines the philosophical orientation of the researcher. A research paradigm consists of ontology, epistemology as well as the research methodology (Mackenzie and Knipe, 2006). Epistemology is the study of how we acquire knowledge or how we get to know reality. With this in mind, we can deduce that epistemology is closely tied to ontology and methodology since ontology has to do with nature of reality while methodology focuses on how we obtain the knowledge. Philosophical epistemology can be divided into three categories: positivism, realism, and interpretivism (Clark, 2007).

Positivism and interpretivism are two common paradigms adopted in research. Positivism uses deductive quantitative approach to research (Saunders et al,2009) while interpretivism takes a qualitative induction approach to research. With positivism, "theories are validated empirically." According to Ryan (2018), with positivism the purpose of the investigation is to discover and scientifically prove relationships. To gain deeper understanding and insights,

interpretivism scholars aim to consider different interpretations of particular social contexts. This research is more subjective is skewed towards interpretivism approach to explore the research subject in question

3.2.1 Interpretivism

According to Creswell (2007), researchers use interpretivism to better comprehend a phenomenon at hand. In the context of this research, the researcher adopted the interpretivist approach in order to gain deep insights about the feasibility of adopting PPCP in Zimbabwe for alleviation of water crisis in Harare. Hammersley (2013) alludes that interpretivist approach allows researchers to understand diverse ways of seeing things. The paradigm was adopted as it allowed different research methods to be used in data collection.

3.3 Research Design

The case study approach was adopted for addressing the objectives of this research study. Research design was selected based on the chosen interpretivism research paradigm (Creswell, 2009). The approach was adopted as it allows the researcher to investigate the research study in depth and as well as within its environmental context (Ridder, 2017). The case study research design is suitable considering the research at hand which demands exploratory research where prior research has not been conducted on the use of PPCP for water sector in Zimbabwe.. The objective of the study is to gain familiarity with the PPCP concept in the context of Zimbabwe. The case study approach was adopted as it uses multiple methods to collect and analyse data.

The researcher adopted the use of mixed methods approach. Mixed method approach allows various stakeholders to give their perspectives on the adoption of PPCPs to alleviate the water crisis in Harare. Researchers used a variety of data collection methods. According to Maxell (2016), mixed methods approach enables research questions to be tackled with sufficient depth and breadth. In addition, the use of mixed methods helps in data triangulation thus increasing the validity and credibility of the results.

The qualitative aspect was based on a combination of case studies as well as key informant interviews. This involved secondary data analysis and key informant interviews. The researcher employed quantitative data collection on water provision among the residents of Harare. The use of mixed methods has the potential to increase validity and credibility of results. The mixed methods approach ensured that review of pertinent literature is carried out as well as a survey

of people facing water crisis. The qualitative data from expert interviews and quantitative data from questionnaires was used.

The methodology adopted in this study was used to collect and analyse data in order to address the research questions listed below.

- Can public private community partnership be the viable option for improving water crisis in Harare?
- What are the legal and institutional framework that support adoption of PPCPs in Zimbabwe?
- Are there any factors that hinder the adoption of PPCPs?
- What is the best way to increase PPCP acceptance in the development of water and sanitation infrastructure?

3.3.1 Research Approach

Several elements influence the approach used, notably the sort of questions posed, the objectives set as well as the amount of data to be collected. The type of questions recommended to use mixed methods approach A mixed method approach was adopted to gather quantitative and qualitative data. Mixed methods were highly appropriate for the research study and the interpretivist paradigm comes our predominantly as it is more appropriate for the research study.

3.4 Target population

The data will be collected in Harare and target the private sector, communities intended to benefit from PPCP, the NGO sector as well as government ministries responsible. The researcher will target knowledgeable people. It is against this backdrop that the research will aim to interview important people in the Ministry of Finance, Harare city Council, think tanks such as ZIDA as well as the Ministry of local government and organizations like ZINWA

3.5 Sampling method

In determining the sample size, non-probability sampling was employed in selecting participants for the research. Purposive sampling was employed as the research is knowledge based. Purposive sampling is often referred to as selective sampling. Tongco (2007) postulates

that purposive sampling technique is more appropriate for selecting key informants. The research on PPPs will require people who are knowledgeable and hence purposive sampling technique is the most appropriate to use in the selection of key informants.

3.6 Instrumentation

The researcher made use of mixed methods in obtaining data. To obtain program insights from diverse stakeholders, the methods were interactive. Several sources of information can be used to reconstruct the case, as Creswell and Poth (2018) suggest. In using case study approach, methods such as observations, documents and interviews are employed in collecting data. The plan will employ mixed methods techniques to look into how PPPs can be harnessed to improve water sanitation in Harare. Key informant interviews were employed for data collection. Interviews are seen to be adaptable into probing into areas that may reveal new perspectives and aspects. Literature review will be undertaken as a crucial aspect of the data collection process to enable the gathering and analysis of secondary qualitative and quantitative data.

3.6.1 Interviews

PPCP feasibility discussions will be conducted with purposefully selected key stakeholders in the water and sanitation sector in order to collect more sensitive data, opinions, and perspectives on the issues. Information-rich individuals with knowledge on Water and Sanitation issues, PPPs in Zimbabwe including the Ministry of Finance, Harare city Council, think tanks such as ZEPARU as well as the Ministry of local government and organizations like ZINWA representatives, and any other relevant stakeholders, were the study primary targets. Interview guides developed made use of series of mostly open-ended questions. To gather information that required clarification by the respondents, KIIs were used.

3.6.2 Questionnaire

In order to collect primary data, a questionnaire survey technique was used to collect information from the respondents. The study administered a questionnaire survey. Basing on the research study which incorporated the private, public as well the community, the respondents were subdivided into a set of non-overlapping strata (Sharma and Nayak, 2013). Random sampling was adopted in a bid to achieve statistical significance. A combination of private sector, NGOs, and community respondents has been identified for the research study. The survey was administered to explore multiple stakeholder participation in the

implementation of PPCP as a panacea to the water crisis in Harare. Questionnaires were centred on feasibility and sustainability issues related to PPCP implementation in the water sector.

Sample Size Calculation

In calculating the sample size for the community survey questionnaire, the formula below will be used:

$$n = \frac{N}{1 + N(e^2)}$$

Where:

n =sample size

N =population size

e =precision, sampling error

The sample size will be calculated at 95% confidence level and 5% margin of error. It means that if all the values are calculated, there is a 95% certainty that the percentage results are correct. Based on a population of 150000, 3846 Budiriro residents were selected to participate in the community survey to assess the feasibility of the PPCP.

3.7 Data analysis

In data generated from qualitative methods, the content analysis technique was used in coding discrete units of meaning, charting relationships between these units, and describing patterns of experience. The content analysis method has been described by Weber (1990) as a method of reducing a large number of words into a smaller number of content categories. Based on Holsti (1969)'s definition, content analysis is "the process of systematically identifying specified aspects of a message in order to make any appropriate inferences."

3.7.1 Reliability, validity, and trustworthiness

To ensure validity and reliability of a research, the researcher made use of triangulation. This refers to the use of multiple data collection methods to answer research. The researcher made use of Data triangulation to avoid research bias.. Data collection varied across sources, time as

well as different people. As part of triangulation, many data sources are used, such as interviews and questionnaires.

The researcher made use methodological triangulation which involved a combination of approaches in answering the research questions. Though the research methodology was more biased towards qualitative approach, both qualitative and quantitative have been used in gathering data.

Triangulation can help to ensure reliability and validity of data as it allows you to gather high quality data from various sources for rigorous research. Having data from one source can be unreliable. Data from multiple sources or investigators can be regarded as more credible. Triangulation helps to enrich the research by combining different aspects of the phenomenon. Moreover, it provides a means of refuting suppositions generated by one dataset that have been invalidated by another. By combining theories, methods as well as investigators, triangulation tends to overcome fundamental bias associated.

3.8 Ethical Considerations

To ensure ethical conduct during the research, the researcher will adhere and respect various organizations' safeguarding policy and any other policies as guided by them. This will entail careful reading and signing of the policies as commitment to adherence during the research. This will help to prevent any harm to participants during the data collection process. As such, the research process will ensure appropriate, safe, as well as confidentiality and anonymity and seeking consent from participants.

3.9 Summary

This chapter outlines the research techniques that were used for data collection and data analysis. The research adopted an interpretivist paradigm as it suited the research at hand. The approach allowed for the research to probe interviewee's thoughts and perceptions regarding the adoption of PPCP in Zimbabwe. The study adopted case study research design which allowed the use of mixed methods in data collection.

CHAPTER 4

FINDINGS, DATA PRESENTATION AND ANALYSIS

4.1 Introduction

The chapter presents the study findings as well as the analyses done. In collection of data, a mixed methods approach was employed. This resulted in data collection of quantitative as well as qualitative data outlined in the table below. For quantitative data, Microsoft excel was employed in the analysis of data. The knowledge of the community on PPP was statistically evaluated using descriptive statistics.

For qualitative data, structured questions were employed in the collection of data. The data was organized into themes for analysis. The chapter is subdivided into sections according to the research objectives as well as the study's response rate and demographic results of the study's participants. Here, descriptive data regarding each study objective are presented and discussed, as well as whether the results are backed up by existing literature. The Table 4.1 below shows the steps taken in the analysis of the data collected.

Table 4.1: Data Analysis Procedures

Quantitative Data Analysis	Descriptive Analysis Showing percentage and frequency for related indicators
	Presentation of Results Selection of appropriate presentation forms such as tables, graphs, and charts
	Triangulate results Select key findings to triangulate with qualitative data
	Transcribe Transcribing all data collected from participants
	Organize and Review

Qualitative Data Analysis	Organizing data based on information source
	Code Developing codes and arranging emerging themes
	Analyse Mapping of key themes, data visualization
	Triangulate Compare and contrast with quantitative findings

4.2 Response rate

The research collected data through questionnaires as well as key informant interviews. For questionnaires, the research made use of physical data collection through KoBo Toolbox. Approximately, the target was 40 households and we got responses from 39 households. For interviews, 10 interviews were conducted across the target institutions through online platforms as well as physical interviews. The table below shows response rate of questionnaires and interviews done.

Table 4.2: Response rate

<i>Instrument</i>	<i>Number Administered</i>	<i>Number Responded</i>	<i>Response Rate</i>
<i>Questionnaires</i>	3846	3653	95%
<i>Interviews</i>	10	9	90%
<i>Total</i>	3856	3662	95%

Source: Survey Data (2023)

Of the questionnaires administered, 3653 out of 3846 were completed thus showing a 95% response rate from the community. A questionnaire was administered among the community members of Budiriro to assess their knowledge of alternative service delivery models such as PPCP. In line with the methodology, interviews were administered among high knowledgeable individuals. Of the administered interviews, 9 indicated availability thus showing a 90%

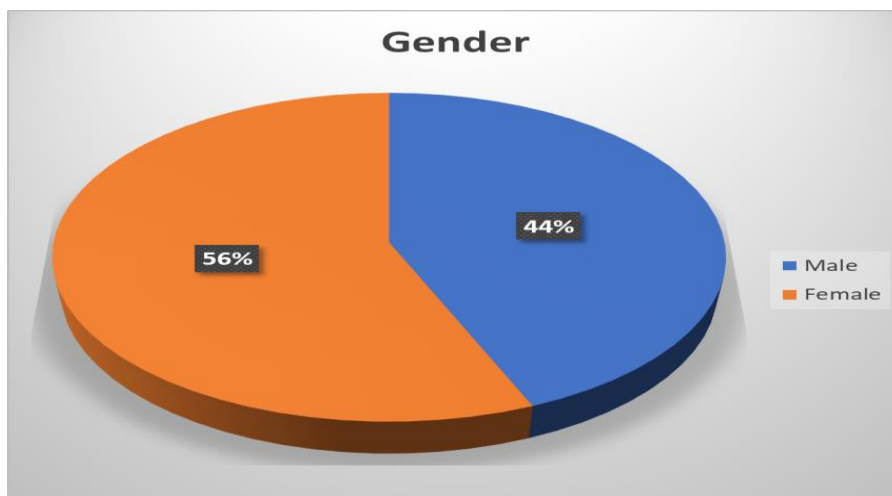
response rate. It was imperative to conduct semi-structured in order to interrogate the topic at hand which required high knowledgeable individuals.

4.3 Demographics

The questionnaire's first part assessed the age, gender, level of education of the respondents. This was done to link the respondent's responses to their respective demographic. The following subsections present and discuss the results of these characteristics.

4.3.1 Gender

Figure 4. 1 Gender Distribution -Community Survey



Source: Community survey (2023)

The chart above indicates the gender of the survey respondents. Of the community survey respondents, 56% were female and 44% were male. This shows the dominance of the women in the community survey administered which may be linked to numerous reasons such as the skewed distribution in Harare's high-density suburbs as well as the constant availability of women at home. From the survey results, both genders were represented thus presenting a well-balanced view on the study at hand which sought to interrogate the knowledge and the capability of the community in regard to PPCPs.

4.3.2 Age Distribution

The chart below shows the age range of the respondents.

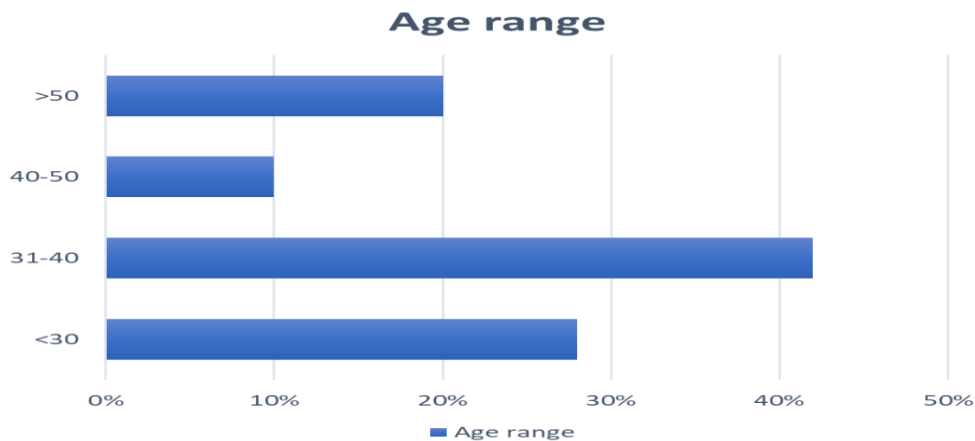


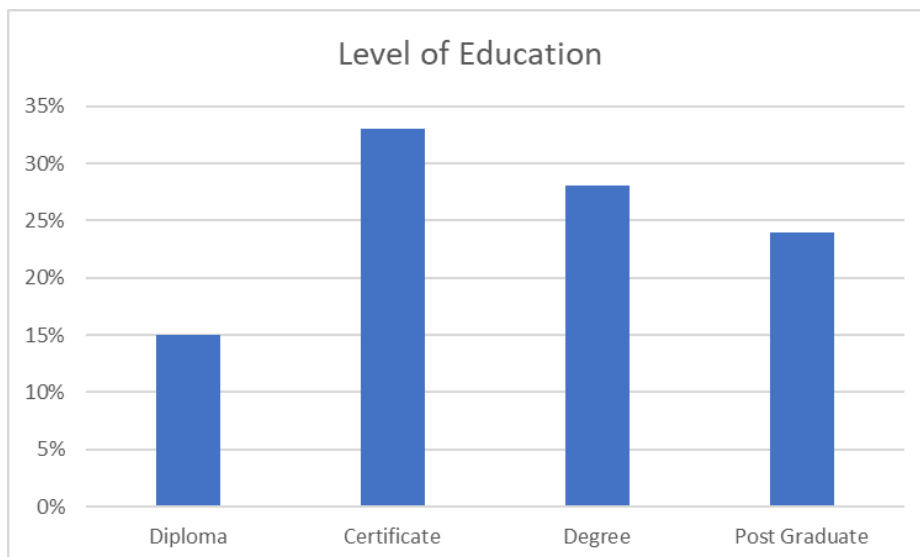
Figure 4.2: Distribution of Age range

Source: Community Survey 2023

The above chart indicates that 42% of the respondents were aged between 31-40, 28% below the age of 30, 20% above 50 and 10% between 40-50. The distribution of the range shows that the respondents were skewed towards middle aged young population which may indicate that the data was collected from knowledgeable people.

4.3.4 Education level

Fig 4.3: Education Level



Source: Survey (2023)

The chart above indicates that 33% of the respondents are certificate holders, 28% are degree holders, 24% were postgraduates while 15% were diploma holders. The distribution indicates

a varied of knowledgeable people. Bearing in mind the study at hand required knowledgeable individuals. According to the results of the distribution of the level of education, the respondents had sufficient knowledge to grasp the questions being asked.

4.4 Results and Discussion

The purpose of this section was to present and discuss results from the analysis of the research data.

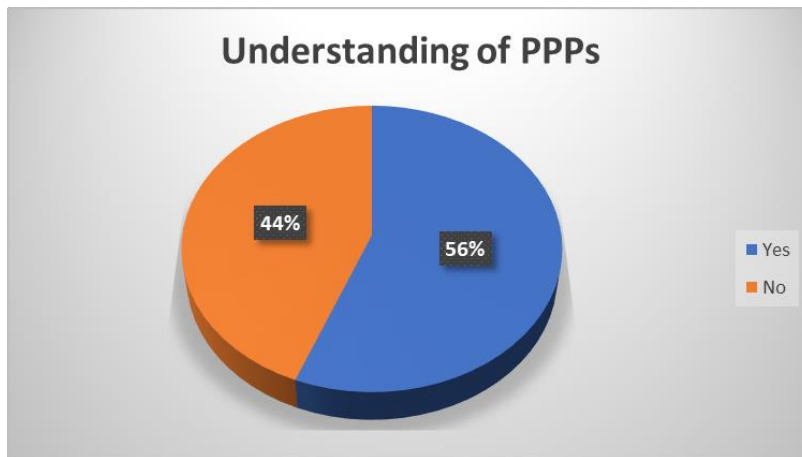
- To assess whether PPCPs will be the best option to alleviate water crisis in the city of Harare.
- To assess existence of sound governmental policy that allow adoption of PPCP
- To identify the legal framework and institutional framework needed in the adoption of PPCPs.
- To determine the challenges that may hinder the effective adoption of PPCPs in the water sector
- Examine factors that contribute to sustainability of PPCPs

4.4.1 Results for objective 1: Use of PPCPs in the development of water infrastructure

The purpose of the first objective of the study was to assess whether PPCPS can be used in the development of water infrastructure. The objective was split into research question to further interrogate on whether the community understood the delivery model which can be adopted for the benefit of their community. Semi structured interviews were used to interrogate high knowledgeable individuals if the model can be adopted for water reticulation services in Harare.

4.4.2 Do you understand what Public Private Community Partnerships are?

Fig4.4 Understanding of PPPs by the Community



The figure above shows the response of the community regarding their knowledge on PPPs. Of the surveyed population 56% indicated that they had knowledge on PPCPs while 44% indicated that they did not know anything about PPPs. The question was intended to understand the general knowledge of the community regarding the use of PPPs in development. It was critical to assess their level of understanding before engaging them in PPCP.

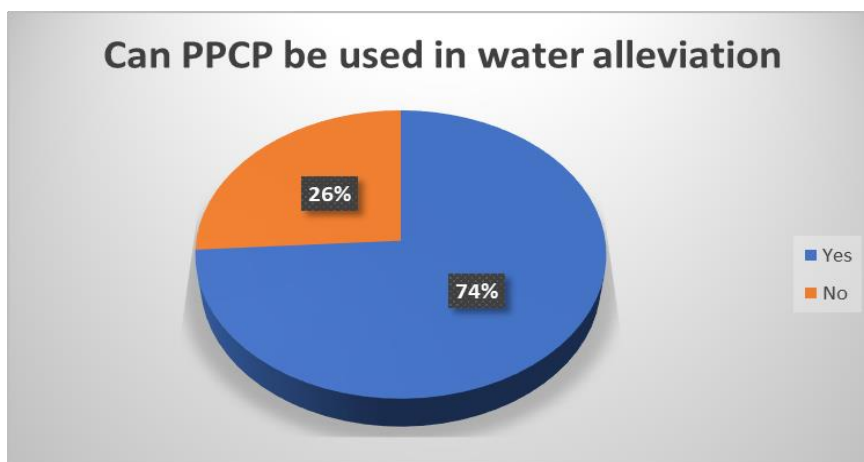
According to Kravchenko and Stone (2011) public participation in PPP projects is essential in order to protect the interests of the public. With 56% of the respondents having knowledge of the PPPs there is great potential for public participation in the project. This in is line with the findings of Kravchenko and Stone (2010) which further suggest the importance of accountability and transparency to protect public interest. The fact that 56% have knowledge of PPPs, there is potential for public scrutiny of the projects that's enhancing transparency and accountability that is required for PPP success.

With 56 % having knowledge of PPPs, this will have significant impact as community members can be actively involved in the implementation of the proposed PPCP. A community with knowledge is an empowered community and this will help even in improved decision making and accountability which is critical in the implementation and sustainability of the PPCP model for water infrastructure development. A knowledgeable community will likely to improve trust and enhance cooperation and collaboration. With such a community, there is a greater chance of success for the kind of partnership proposed by the researcher. Even though the community has a significant number of knowledgeable people there is a greater need for more educational awareness on the benefits of such delivery models.

4.4.3 Do you think that Public Private Community Partnerships can be used to improve water infrastructure in Harare?

In order to answer the first objective of the study on whether PPCP can be used in water management, a questionnaire was administered among the community members and the research interrogated highly knowledgeable people from various institution such as ZIDA, ZINWA, City council and think tanks in Harare.

Fig 4.5: Use of PPCP in water alleviation



The chart above shows the response of the community survey. Despite the having a significant population that doesn't understand the term PPPs, 74 % of the respondents are of the view that PPCP can be used for water alleviation in Harare while the other 26% are sceptical of such a model. Faced with a dire situation of lack of water, the repondents concurred to the fact that the model can be replicated to alleviate water challenges in their community. There is a strong belief among respondents that these partnerships can be used effectively to address water scarcity and water related problems in Budiriro.

Key informants interviewed agreed that it is high time that local governments should embrace such models so as to modernize and enhance service delivery. Such arrangements, can bring on certainty on service provision as well as they reduce budgetary constraints on both the central and local governments. The use of PPCP can be a model to remedy the deficit of central government. In addition, key informants argued that it is critical for community by in in such development models. In most sectors, PPP models of procurement are applicable depending on how they are structured—as long as there is a risk sharing component between the procuring entity and the private party (investor). Projects with the ability to generate revenue streams are ideal as they allow the private party to recoup the initial investment and return on investment.

However, this does not rule out social projects without revenue streams, which can be structured as social PPPs with the investor paid by a public entity (the contracting authority) as and when the service is made available.

Faced with collapsing infrastructure, it is prudent to adopt PPPs for infrastructure development. Respondents indicated that it is high time that PPPs should be adopted to alleviate water challenges in the country. Although the respondents highlighted that it is prudent to do so considering the state of sanitation facilities, they remained sceptical about the political landscape and the business environment. They highlighted that the success of PPCP projects will hinge upon the ability to charge an economic tariff to recoup initial investments. Nevertheless, this does not rule out social projects which can be structured as social PPPs with investor being paid by the contracting authority. Currently they cited that there are many water projects earmarked for PPP implementation. As of PPCP, it is still in nascent stages and as such it requires strong institutional arrangements.

As evidenced by the results of the community survey and semi structured interviews, PPCP models can be successfully implemented in alleviating the water crisis in Budiriro. The findings of this research and the findings of Sharma and Nayak (2013) suggest that PPCPs are valuable models for addressing water related problems. The results of the study are consistent with the empirical literature which found that PPCPs effective in addressing water related challenges. As alluded by Sharma and Nayak (2013) when they say, “PPCP have been used successfully to address a variety of water-related challenges including water poverty.”

The findings suggest that PPCPs are valuable tools that can be used for water management. Another study by Allen (2012), found that PPCPs had been successful in alleviating water challenges in Manila, Philippines. In addition, a study by Franceys and Wiertiz (2003) found that PPCP are effective in improving water and sanitation services for the poor. In their study they argued that the model can be used to fight water poverty among the urban poor. Their findings for example, suggest that PPCP is a valuable tool to be used to achieve SDGs. Overall, evidence suggest that PPCP can be adopted for water management.

The findings of this objective may have a number of implications on the future of water management. The first suggestion is that there is a need for integrated and holistic management of water by incorporating multiple stakeholders, considering the environmental and climate change into water management issues. In the light of the above findings, there is a greater need for collaboration among stakeholders as we move to embrace New Public Governance. The

approach has the potential to improve public participation in governance issues and may help to foster the much-needed trust between government and its people it serves. Further, these findings highlight the need for new approaches to water management as well as new technologies.

However, it is important to note that for PPCP to be successful there is greater need for collaboration, transparency as well as institutional framework to support the model. In addition, it may take time to implement and see the results of the model. It is imperative to note that PPCP can be difficult and complex to implement.

4.4.4 Can such partnership helps in water management and alleviation of water crisis in Budiro.

Table4.3 Use of PPCP in water management

Statement	SA	A	N	D	SD
Can such a partnership help in the water crisis?	15%	41%	28%	13%	3%

SA- Strongly Agree, A: Agree, N: Not sure, D: Disagree, SD, Strongly Disagree

From Table4.3 above 41% of the community participants agreed that it is imperative to adopt the model in solving the water crisis in Budiro. For some residents in Budiro 5, they last received a single drop on the tap a decade ago as narrated by one of the residents. Of the respondents, 15% strongly agreed with the notion that better the model to be piloted in helping with alleviation of water crisis. 28% were not sure if the model can be adopted for water management in their community while the other 13% disagreed and 3% strongly disagreed that the model can be used for water alleviation. The respondents were sceptical if the model can effectively solve the problem that has existed for decades in the community. The respondents were asked whether such a partnership can led to improved water and sanitation services in their community.

The study by Sharma and Nayak (2013) indicates that there is a need for such partnership to manage dwindling water resources. In their paper, they argue that PPCP model is essential as it enhance accessibility of water resources as well as ensuring sustainability of the model. They argue that the PPCP model is a holistic approach to water management as it emphasize the need for partnership to solve water problems. The result of the study indicates that the community

is ready to embrace such partnerships for improvement in service delivery of water and sanitation services.

With 56% of the respondents agreeing that partnerships are essential for sustainable management of water and sanitation resources, policy makers as well as private sector can come together to offer solutions to the current water crisis. As evidenced by the study findings, it has become increasingly difficult for single entity to manage water resources effectively. Sharma and Nayak argue that PPCP model can help water challenges by bringing together multiple stakeholders with different resources and expertise for water management. In the light of the above, these partnerships are increasingly becoming indispensable.

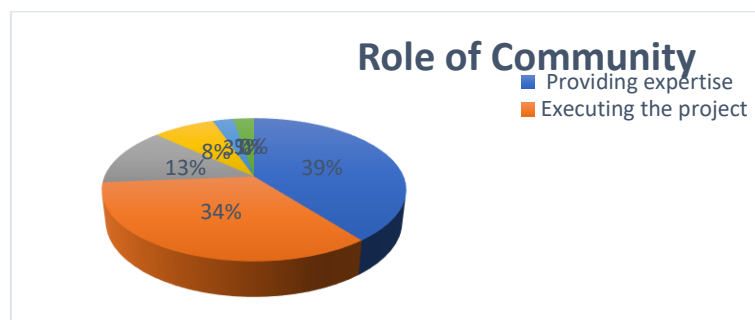
4.4.5 Results for objective 2: Governance for the successful implementation of PPCPs

The second objective of the study was to determine governance issues required for PPCP to be effective. PPP require proper governance structures. It is imperative to understand that PPP entails cooperation between stakeholders. In this context the cooperation includes the community as well. As alluded by Wang et al (2020), governance issues in PPPs include issues to do with communication as well as arrangements on how is supposed to execute what and who is accountable for what.

In assessing for governance issues, the researcher assessed if the community understood their role in PPCP implementation as well as to understand institutional arrangements of such models from key informants.

What is the role of the community in a PPCP?

Fig 4.6: Role of the community



39% of the respondents agreed that the role of the community is to provide expertise needed for water management at grassroots level. They echoed sentiments that it is the community that should work towards having shared connections as well a bulk water supply where they must collect money themselves to enable flawless management of water. 34% of the respondents argued that the role of the community was to ensure that they execute the project.

Citizen participation is imperative in projects that tend to affect their community. NPG advocates for citizen participation as well as decision making in projects that affect them. In the light of PPCP, the respondents of the survey agreed that they need to be involved in the execution of the project. 13% had the view that the community can do both that is executing the project and providing expertise as well while the other 8% were not sure of the role that the community must play in such partnerships while the other 3% were of the idea that the community need to pull financial resources for the project as well to show their commitment to better service delivery.

It is imperative that in such arrangements the community of Budiriro can be part of the private sector in raising the capital required for the project. Community support or buy- in is crucial in PPCP projects as this determines the success of project. This will help in avoiding issues of vandalism and sabotage where there is no stakeholder engagement. The community by providing labour, especially where unskilled and semi-skilled is required for instance trenching of water pipelines can guarantee project ownership which is essential for PPCP projects to be successful.

The study findings emphasize on clarity of responsibilities which is consistent with the findings of Xiong et al (2018) which emphasize on the importance of cooperation, trust, communication, risk allocation as well as transparency in PPP governance. The community respondents had varied views as to the responsibility of the community in the PPCP. Though their view were varied, the findings point out for the need of clarity of responsibilities as emphasized by Xiong et al who points out the need for clarity of responsibilities in PPP governance.

In addition, the findings are consistent with some of the findings of Xiong et al which points to the need of cooperation between parties involved. The study findings indicate that citizen participation will tend to enhance cooperation of multiple stakeholders involved in PPCP. Having clarity of responsibilities will enable cooperation, communication as well as transparency highlighted by Xiong for successful governance of PPPs. This can lead to more collaborative and productive working relationships.

Setting out responsibilities well is essential for the success of PPCPs. When the roles of the partners are clearly defined, it enables partners to understand each other. This will help to avoid conflicts and ensure that the project is delivered on time thus it helps in reducing risk. In addition, clarity of responsibilities tends to enhance efficiency and effectiveness as it helps to strengthen the decision-making process.

What is the role of the government in such arrangements?

In addressing governance issues, respondents highlighted that clearly stating the roles of each stakeholder is imperative for the success of the PPPs. The respondents concurred to the fact that it is the mandate of the government to set up PPP policy which they have done through the ministry of finance and ZIDA which oversee the implementation of PPP projects in Zimbabwe.

It is the responsibility of the government to avail water to the general public through the ministry of local government or local Government such as an urban council as the contracting authority. It is the contacting authority that “grants access rights to piece of land, water pipeline conveyance network, storage facilities and treatment plant to allow the private sector to design, rehabilitate, upgrade or construct new facilities.” As narrated by key informants, the public entity seeks approval from the council to the final cabinet approval which is sought through ZIDA. The contacting authority may be required to be the off taker for the partnership.

Through ZIDA, the government has identified many projects earmarked for PPP implementation in the water sector which include the Dande Dam valued at \$83 million dollars, Chivhu Dam and Nyatsime Dam just to mention the few. It is through the government agency that information dissemination is done. Through ZIDA, communication on projects earmarked for PPP implementation is done. Their work is to communicate and engage with private investors and ensure that they have created good relationships with potential investors.

One of the roles of the government through ZIDA, is to ensure that all individual projects earmarked for PPPs are critically analysed and technical support is offered to implementors. ZIDA is responsible for prefeasibility studies to ensure that projects identified for PPPs are feasible to all stakeholders. In addition, ZIDA is responsible for transaction management in PPP projects.

Are private players ready to partner with the government and community in the delivery of water infrastructure projects?

Despite the earmarked PPP projects, implementation has been at a low pace indicating that private players are not ready to partner with government for service delivery. Key informants highlighted that most private players are worried if they will be able to recoup their investments given the high volatile economic environment characterised by high inflation as well as low standards of living for the general populace. The respondents highlighted that the unwillingness of private players may be attributed to a lot of factors ranging from socio-economic issues as well as the political landscape.

The appetite for PP project uptake is determined by factors such as the business environment and economic stability as well as the domestic financial sector. Currently, the greatest challenge the private sector perceive in Zimbabwe is currency risk in terms of accessibility as well as convertibility when needed to repatriate profits or repay external debts. In addition, the financial sector is constrained in terms of giving long term loans needed for such projects. Moreso, the private sector is reluctant due to the knee-jerk policies of RBZ in response to exchange rate volatility. All these interventions have a negative bearing on private players who might be interested in the uptake of PPP projects..

Despite the readiness of the government of Zimbabwe to partner with the private players, there is lack of trust between the private investors and the government. This lack of trust emanates from policy inconsistencies of the government which tend to affect viability of businesses. According to Xiong et al (2018), lack of trust between the government and the private sector was found to be a major obstacle to the success of PPPs in China. According to the study, it is imperative that trust is cemented among the stakeholders to successfully implement PPPs. Lack of trust among the stakeholders would tend to affect even the feasibility of the partnership.

Based on the findings of Xiong et al (2018), lack of trust between government and private sector negatively impacts the feasibility and success of public-private partnerships. Trust is essential if the government needs to deliver public services through partnerships. It is in the light of the above that without trust it might be impossible for the government to leverage on the resources of the private sector thus affecting the feasibility of the PPCP model. The input of private sector is critical as they often bring in expertise, funding to tackle community problems. Cooperation from the private sector is crucial in PPCP success. It is therefore imperative for policy makers to ensure consistency so as to build trust that is needed for success of PPPs.

4.4.6. In your own opinion, does the community have the capacity to partner with private players and government in the management of water?

Table 4.4: Capacity of the community.

Statement	SA	A	N	D	SD
Will the community have a voice in such an arrangement?	0	8%	0%	92%	0%

SA- Strongly Agree, A: Agree, N: Not sure, D: Disagree, SD, Strongly Disagree

In assessing whether the community would be equal partners in such an arrangement, 92% of the community survey respondents echoed that it is highly unlikely for the community to have a voice in such a partnership. This may be attributed to the fact that no such a model has been used for service delivery. However, 8% believed that the community will be able to voice their concern in such a partnership. The majority of the respondents concurred with the fact that the voice of the community is likely to be unheard. This may be attributed to lack of governance mechanism at grassroots level within the communities. For such a model to be effective, communication among stakeholders is essential. As alluded by Xiong et al (2018), effective communication in PPPs is a prerequisite for successful implementation of PPPs. The use of PPCP model at grassroots level requires effective communication and strong institutional mechanism.

In terms of institutional arrangements for such models, ZIDA will be there to give the guidelines. Currently, the PPP unit for government is housed under ZIDA. Participants highlighted that in terms of institutional arrangement and for the community to have a voice in such arrangements, it is imperative for the ZIDA to work together with the NGOs in a bid to boost public participation of citizens. As echoed by the respondents, enhancing citizen participation in such models require grassroots interaction with the community which is mostly done by civic organizations.

The findings of the study indicates that the community believe that their concerns or voices will not be heard. The lack of voice or input from the community will significantly affect the feasibility of the public-private community partnerships.

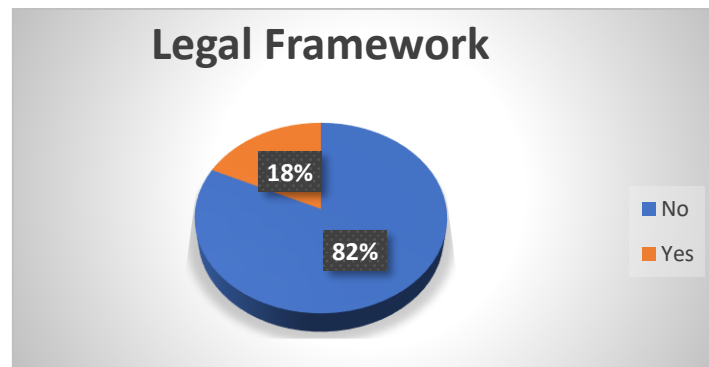
Without community voice or input, community may not trust the intentions of the partnerships. As alluded by Xiong et al (2018), trust is essential for success of PPPs. Moreso, lack of voice

of the community may also imply lack of communication. The findings of Xiong et al suggest that communication is vital for the success of PPPs. Without community input, the partnership is bound to fail as they may not offer solutions that are effective in addressing the actual need of the community. Involvement of community in governance processes as alluded by Osborne is imperative in delivering services that are tailor made for the needs of the community.

4.4.7 Legal and institutional framework conducive for the implementation of PPPCs

Are you aware of a legal framework or institutional arrangement to support adoption of such partnerships?

Fig 4.7: Legal framework



The third objective of the study was to assess availability of legal framework for adoption of PPPs. 82% of the respondents are not aware of any legal or institutional framework related to PPPs. Most of the community survey respondents are not well apprised with legal technicalities governing PPPs.

This may pose challenges for the community as they may be vulnerable to manipulation by other well knowledgeable stakeholders. A community that has no knowledge of legal framework for PPP is bound to take unnecessary risk which may be problematic for the community. Without understanding of the legal implications of such partnerships, the community may not fully understand their role, and this may lead to delays and increase the cost of the project as well. As a well of raising legal awareness of the community, paralegal would be useful in educating the community through workshops and outreach efforts

Having a community that do not understand the legal framework, they might need to engage lawyers which may be costly to them. Moreso, a community that does not understand legal processes and framework will be less likely to be involved in decision making process which may negatively affect the feasibility of the public-private community partnership. More often

a community that does not understand legal framework is more susceptible to corruption. In order to address these challenges, it is the role of the government to provide more specific guidance on PPP implementation and in the context of Zimbabwe, the government has ZIDA in place to provide the information on PPP implementation. Despite the presence of ZIDA, a lot more has to be done on information dissemination

Is there any policy/legal framework governing PPPs on water infrastructure projects in Zimbabwe?

As far as Zimbabwe is concerned, the country has achieved great strides in trying to embrace PPPs. As narrated by key informants, the Ministry of Finance was responsible for drafting a policy framework to support PPP implementation in Zimbabwe. In addition, PPP legislation review is in place to offer protection for investors as well as stakeholders concerned. The PPP legislation is to help in the governance of PPPs.

Currently, an Act of the ZIDA regulates and governs the implementation of PPPs in Zimbabwe. The “ZIDA Act Chapter 14:38 of February 2020, Part II and Fourth Schedule is the law that regulates PPPs in Zimbabwe”. The law is comprehensive and is not sector specific but regulates all PPPs regardless of the sector to which they belong.

The act recognizes ZIDA as an agency which facilitates dialogue as well as consultations between the public and private sectors in a bid to create a conducive investment climate. The act stipulates the role of ZIDA in the PPP implementation in Zimbabwe for better service delivery. Even though the act governs PPPs, bureaucracy within regulatory agencies lacks transparency and corruption is widespread.

With a PPP dedicated unit in Zimbabwe housed under ZIDA, PPP implementation may be successful as the unit may help to foster efficiency, improved accountability as well as transparency which are key issues for PPP success. Through offering technical assistance to government agencies, ZIDA can help to capacitate the government in implantation of PPPs.

The findings of the study concur with the findings of Teshome (2015) who stresses the importance of having a legal framework to support PPP implementation. The author hights the importance of having a legal framework and how it has been linked to success stories of PPPs in Europe. The ZIDA of 2020 is a comprehensive framework that provides legal framework for development of PPPs in Zimbabwe and spells out the roles and responsibilities of the private

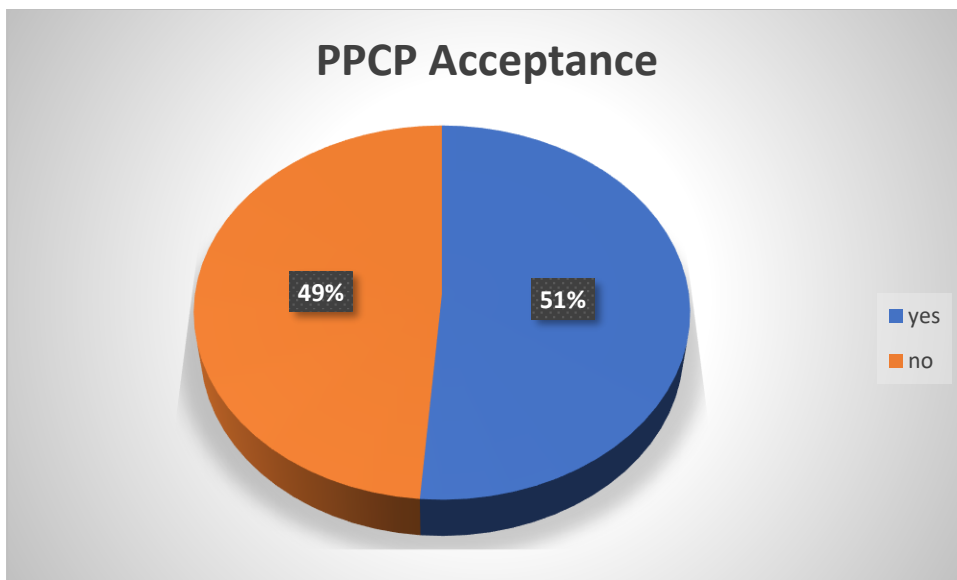
sector. As argued by Teshome (2015), presence of a legal framework is essential for attracting investments as it provides certainty and predictability. However, having the Act is not enough as other factors such as stable political environment and business environment are essential for PPP implementation

4.8 Challenges that may hinder the effective adoption of PPCPs in the provision of water and sanitation infrastructure in the city of Harare.

The fourth objective was to determine the challenges that would hinder effective adoption of PPCPs in the water sector.

Do you think that Public Private Community Partnerships can be easily accepted in Budiriro by the community?

Fig 4.8: PPCP Acceptance by Community



In assessing challenges that may hinder effective adoption of PPCP in Budiriro, a questionnaire was administered whether the residents would easily accept such models for better sanitation services. As a multistakeholder alliance, PPCP would need the social acceptance of the community to be effective. Of the respondents, 51% agreed that PPCP acceptance in the community will not be difficult while the other 49% had different views. Faced with water challenges since the turn of the millennium, the residents of Budiriro will be willing to partners with government as well as other stakeholders in the provision of water.

A PPP acceptance rate of 51% may have both positive and negative impact on the success of the PPP implementation. Despite this significant level of support, it is unanimous as some

people are likely to oppose the PPP. There is a potential implication of this, one is that PPP implementation will be a success. With such a level of support, the community might be willing to pay for the services rendered thus it helps ensure sustainability of the project.

However, there are some potential challenges with the 49% who did not support the idea. The project may be vulnerable to those who oppose it. The findings are consistent with findings of Tiwari (2014). One of the key findings of the study is the scepticisms of people regarding involvement of the private sector which often is accused of profiteering from societal problems. In the light of the above, it is critical to address the concern of those who did not accept it and ensure that they build a broad coalition of support.

The key informant respondents voiced the opinion that given the gravity of the situation for the past decades, it is most likely that the residents would embrace such a model for better sanitation services. In the light of the current situation, residents are more likely to be open to such arrangements to alleviate water crisis in the community.

Are there any factors that can hinder the effective adoption of PPPs in the water sector?

As narrated by key informants, implementation of PPPs can be hindered by a plethora of factors which ranges from the socio-economic factors as well as political landscape, lack of political will, lack of will among private players, corruption, difficulties in selling the project to the community as well as incapacitated community. Another factor highlighted that may hinder PPPs in water sector include inability to charge an economic tariff on water since the constitution enshrine water as a right and consumers may continue to receive even when they default. Moreso, the water and sanitation sector are regarded as social services and may not be financially viable and requiring government subsidy. With the current state of affairs, the government may fail to chip in with the subsidy or the viability gap funding

According to the finding of the survey an incapacitated community and corruption seem to be most significant challenges that may impede successful implementation of PPCP. Corruption in the form of bribery in the context of Zimbabwe can lead to cost overruns which may negatively impact the PPP project. Dealing with an incapacitated community is challenging as it may derail the PPP project as they may be need for more time to get their buying through community awareness programs.

Another challenge cited is political risk which emanates from policy inconsistency making it difficult for investors to make long term commitments which is needed in PPP contracts. Another challenge cited is the lack of willingness from the private players. This lack of willingness tends to affect the feasibility of the partnership since the public and the community would tend to leverage on the resources of the private and its expertise.

These challenges are significant and can affect the feasibility of the partnership. It is imperative that the government acts to strengthen anti-corruption measures and to instil a culture of transparency and accountability

The study findings concur with the findings of various authors. Of the challenges highlighted, political risk is one of the factors that have led to failure of PPPs in many countries. Ng et al (2010) highlights the importance of political willingness in the success of the PPP. The high uptake of PPPs in the UK has been largely attributed to the political willingness (Hard et al 2005). Political stability affects the feasibility of PPP implementation. Countries characterized by political stability often are faced with low uptake of PPPs as investors shy away from such places.

Another study by Teshome (2015) found out that absence of PPP legal framework tends to negatively impact the success of the PPPs. The presence of a legal framework enables success of PPPs. The success of PPPs is sensitive to government guarantees as well as legal framework which stipulates constitutional protection for the right to possess private property

4.9.1 Results and discussion for objective 4: Are there any factors that can hinder the effective adoption of PPCPs in the water sector?

In addressing the questions, the key informants highlighted that the PPCPs are still a new concept in the context of Zimbabwe and as such challenges are anticipated that ranges from institutional arrangements and as well lack of a benchmark for such models. Being a multistakeholder partnership, challenges may stem from equal voice in the partnership for all stakeholders. Since it's a first of its kind, coordination of stakeholders might be difficult. As narrated by the respondents, if the roles of stakeholders are not clearly defined challenges might result. It is therefore imperative for the stakeholders to ensure that they are proper channels for information dissemination.

Another challenge cited by the respondents is the current landscape which is mostly characterized by rampant corruption as well as lack of transparency in the procurement process

may inhibit the adoption of such financing models. Of late, the adoption of PPP by the Harare City council has been shrouded by corruption scandals as well as political fights. Several key informants and documentary evidence suggest that the Pomona waste disposal contract was cancelled on the basis of alleged fraud, a lack of consultation with Harare City residents, and insufficient transparency during the procurement process. The project was meant to offer a sustainable solution to “waste management”. It is corruption and as well as lack of transparency that has been acting as an impediment to a creation of a right investment climate where private partners are willing to be engaged in PPPs.

A study by Tiwari (2014) found out the challenges that affected the implementation of PPCP model in rural Kenya was the lack of political buy in from politicians as well as lack of trust by water boards who viewed the move as commodification of water. From, the study’s findings the major obstacle that is hindering uptake of PPPs in Zimbabwe is political fights and this emanates from lack of trust between the government and those in charge of the local government. The political instability of the country greatly affects the feasibility of public private partnerships as most investors tend to shy away from investing in the country despite the willingness of the government. Chileshe and Kavishe (2018), allude to the fact that political stability is critical for the success of PPPs. Political instability tends to affect negative the implementation of PPPs as the environment is characterized by uncertainty. As a result, this creates uncertainty as to the sustainability of PPP projects especially when long term stability is required for PPP projects.

Lack of transparency as cited by Xiong et al (2018) greatly affect the feasibility of PPPs. PPPs in Zimbabwe in the case of Pomona waste disposal project was shrouded in controversy as the was lack of transparency as well as corruption scandal. Lack of transparency significantly affect the feasibility of PPCP as stakeholders may not trust each other and as a result implementation of such partnership may even die a still birth. Lack of transparency in PPP may instil lack of trust among the community members. As trust lacks as alluded by Xiong et al (2018), PPP project are bound to fail.

Fraught with several challenges, the feasibility of Public-Private Community Partnership might be significantly impacted. This will make it difficult to achieve the desired outcome of improving water and sanitation services in Budiriro. It is in the light of the above that there is a greater need to tackle corruption and as well as have the willingness to create a stable environment that is predictable for investors to thrive. In addition, having strong and

institutions as alluded by Teshome (2015) is imperative for successful implementation of PPP. Strong governance and mechanism will help to ensure the success of the PPPs. With these in mind, PPCP can contribute significant to the improved outcomes for water and sanitation services in Budiro, Harare.

The greatest challenge in the water and sanitation sector is of recovering revenues if user fees are used as consumers may fail to honour their bills and yet the law does not allow to disconnect water to those who default since water is a right in Zimbabwe. In addition, the water tariff is determined by Government and/ or approved by parliament and may end up not being cost-reflective and economic hence making it very difficult to commercialise the provision of clean potable water.

4.9.2 Results of Objective 4: Do you think that PPCPs are a sustainable way for infrastructure development

Table 4.5: Sustainability of PPCP

Statement	SA	A	N	D	SD
Do you think that PPCPs are a sustainable way for infrastructure development	56%	15%	9%	12%	8%

SA- Strongly Agree, A: Agree, N: Not sure, D: Disagree, SD, Strongly Disagree

71% of the respondents agreed to the fact that PPCP can be a sustainable way for infrastructure development while 20 % of the community survey respondents disagreed and the remainder 9% were not sure if they can be a solution. This is a positive finding which implies that PPCP can be adopted as way of infrastructure development. The key informants highlighted that there has been calls for the past two decades by think tanks, academics as well as policy makers to adopt PPPs for infrastructure development. Documentary evidence highlight that even the STERP, NDSI (2021-2025) economic blueprints have advocated for the use of PPP as way of promoting sustainable development. Arguments by respondents is that the government as well as the policy makers have acknowledged the adoption of PPPs as an alternative financing model. Coupled with budgetary constraints and infrastructure deficit, the respondents narrated that it is prudent enough to adopt such mechanism for infrastructure development. Currently, ZIDA is the one responsible for promoting such financing mechanism and currently they have identified quite a number of water and sanitation projects in which PPP will be the model for implementation. In the light of the above, since the PPCP is still in nascent stage it will be a learning curve for the local governments as well as the community if such models are adopted.

PPCP model can prove to be a sustainable way for infrastructure development to address the country's infrastructure deficit in water and sanitation sector. By leveraging the resources of the private sector, PPPs can help to improve quality of infrastructure at the same time helping the government to reduce fiscal deficit. The findings of this study concur with the findings of Li et al (2005), who suggest that public sector budget constraint is the most plausible reason for PPP adoption in UK. Many scholars concur to the fact that PPPs enable fiscal stress decrease (Girard et al, 2009; Hall 2012). Use of PPCP can enhance sustainability in the sense that delivery of infrastructure by private sector allows optimization of resources and as well as skills transfer.

4.7 Chapter summary

The chapter outlined the findings of the study according to the research objectives at hand. The findings were analysed and presented in the form of charts as well as graphs. According to the study's findings, it is imperative for policy makers to create a conducive environment where PPCP can be implemented. Even though PPCP concept is a new phenomenon in the context of Zimbabwe, the survey participants believed that if the right people are involved, it can be a beneficial model to the community as well as the local government

CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

An examination of the study's findings and recommendations is presented in this chapter. The study assessed the feasibility of PPCP in water infrastructure development. A mixed methods approach was adopted for data collection and the results were presented. The findings and the conclusions are summarized according to the research objectives.

5.2 SUMMARY

The research assessed the feasibility of adopting Public Private Community Partnerships for water alleviation in Budiro, Harare. The study was necessitated by the dire situation of Budiro, one of the most affected residential areas in Harare by water and sanitation issues. For the past twenty years, the residents barely received adequate water. Faced with severe water rationing in 2008, the residents turned to shallow wells and other unprotected sources of water. As a result, the residential area recorded an alarming number of cholera cases. Of the total cases recorded in 2008, half of them were from Budiro. From 2008 up to date there has been recurring cases of diarrheal disease in the area. According to Ministry of Health, cases of typhoid were recorded in 2017 and recently in January 2023.

The City of Harare has failed service delivery in terms of water and sanitation for its residents. The failure of the local government necessitated the study to assess the potential use of Public Private Community Partnership as a model of alleviating water crisis. Faced with a ballooning population and dilapidated infrastructure, the City of Harare has failed to provide adequate as well as safe water for its residents. In 2018, the City of Harare faced a lawsuit in which the residents of Harare cited provision of visibly contaminated water by the city authorities. World over, PPPs have been adopted to improve service delivery as well as to enhance efficiency and effectiveness that is brought in by the private sector. At the heart of development is the community and in line with new paradigms of management, incorporation of the community is essential. It is in the light of the above that the study sought to assess the feasibility of adopting PPCP as panacea for water crisis in Budiro, Harare.

The study sought to find out the feasibility of PPCP in alleviating water crisis in Harare. The main objectives of the study were

- a. To assess whether PPCPs will be the best option to alleviate water crisis in the city of Harare.
- b. To assess existence of sound governmental policy that allow adoption of PPCP

- c. To identify the legal framework and institutional framework needed in the adoption of PPCPs.
- d. To determine the challenges that may hinder the effective adoption of PPCPs in the water sector
- e. Examine factors that contribute to sustainability of PPCPs

To accomplish the stated objectives, the study utilized a mixed methods approach to collect data among the research participants. The data was analysed using Excel and content analysis for qualitative data.

5.2.1 Summary of findings

Based on the research, the findings there is consensus among the survey participants that PPCP model can be adopted in water alleviation. The findings of the study reveal that citizens are still considered inert participants and as such in governance issues communication and cooperation aspects of governance maybe affected. Moreso, the finding on this objective reveal that the private sector does not have a greater appetite to uptake PPP projects in Zimbabwe. In terms of governmental policy for PPCPs, the study findings indicate the presence of ZIDA a dedicated PPP Unit can help to improve or foster much needed public participation of citizens in the implementation of PPCPs as well act on behalf of the government to increase trust between the government and the private sector. The study findings reveal that the governance issues for PPCP project can be enhanced if the community contribute financially or provide labour in the implementation of the PPCP project.

On the legal and institutional framework, the study findings revealed that the community does not know the legal framework that regulates PPPs in Zimbabwe even though there is a PPP dedicated unit housed under ZIDA

In terms of challenges affecting the successful implementation of PPCP, the study find that they are a plethora of challenges that may affect the feasibility of PPCP adoption in water and sanitation sector. The challenges include political risk, currency risk, corruption, lack of will of private players and incapacitated community

5.2.3 Implications of the findings

- There is a greater need for enhancing citizen participation in governance and developmental issues. The study findings reveal that citizens are considered inert and

as such might affect the feasibility of PPCP models in water and sanitation sector. It is vital to have community buy in, and their participation will tend to affect the feasibility of the model. With citizen participation issues to do with sabotage can be avoid. Moreso, their participation will enhance sustainability of the model through regular payments as participation guarantees project ownership.

- There is a need to increase the appetite for private sector participation in PPP projects. Currently as highlighted by key informants, the appetite for private sector is low due to a plethora of factors such as unstable political environment, business environment characterized by knee-jerk policies, corruption and as well as currency risk which threatens the viability of PPP projects in terms of cash earned by the project. It is in the light of the above that the feasibility of PPCP model is affected negatively. Without leveraging on private sector resources, PPP implementation may not be feasible.
- There is a greater need for transparency in the legal framework. The findings show that there is legal framework that regulates PPP implementation in Zimbabwe. Despite its presence, the community who are the stakeholders in the project are not aware of such frameworks. It is essential that the framework is transparent and accessible to all stakeholders.
- It is imperative that challenges that hinder adoption of PPCP be addressed. The findings reveal that a number of factors may affect the feasibility of PPCP model. These challenges include political risk, corruption, incapacitated community, currency risk and lack of will by private players. These challenges negatively affect the feasibility of PPCP models

Overall, the findings of the research suggest that the feasibility of PPCP models may be affected negatively hence the need to change so as to make the model a viable option for water alleviation in Budiro, Harare.

5.2.3 Limitations

The limitations of the study include

- The study sample was small due to various reasons such as time constraints and financial factors and the results may not be a representative of the entire population of Budiro.
- The study did not focus on the environmental impact of such projects

- The study did not focus on the cost of implementation of such projects and potential revenue streams which might have been a better way of assessing the feasibility of PPCP

This study provides valuable insights into how PPCPs could improve water and sanitation in Harare, despite its limitations.

5.3 CONCLUSIONS

Considering the research's findings, we reached the following conclusions:

5.3.1 Use of PPCPs in the development of water infrastructure

The study concluded that though PPCP are a new phenomenon in the context of Zimbabwe, they can be adopted for management of water at community level. The study established that the community is willing to partner, learn and engage with local government to enhance service delivery. With community consensus as well as the support of the government it is feasible to engage the private sector in the management of water and sanitation services. The use of PPCP model can go a long way in improving service delivery and efficiency in the water and sanitation sector. The presence of ZIDA will go a long way to engage the private sector and convince them to invest in water and sanitation sector.

5.3.2 Governance for the successful implementation of PPCPs

The study concluded that in terms of governance structures, citizens are still considered inert participants. Often their voice is subdued, and they are never consulted. The study established that citizen participation in infrastructure development is non-existent in the context of Harare. In terms of private sector participation, the study concluded that the private sector has low appetite to uptake PPP projects in Zimbabwe due to a number of factors. The study concluded that without cooperation and communication of the community the feasibility of the PPCP is negatively affected. The study noted however that the presence of a PPP dedicated unit in Zimbabwe might be a bridge to gap the governance issues revealed by the study findings.

5.3.3 Legal and institutional framework conducive for the implementation of PPPCs

The study concluded in terms of policy framework, the government of Zimbabwe has made strides by setting a PPP unit which helps in the governance, regulation as well as implementation of PPPs in Zimbabwe.

5.3.4 Challenges that may hinder the effective adoption of PPCPs in the provision of water and sanitation infrastructure in the city of Harare.

The study established that corruption, lack of transparency, exchange rate volatility, the volatile political landscape may be an impediment to implementation of PPCP in Harare. Corruption is a huge challenge and as officials demand bribes this drives up the cost of projects. The study concluded that volatile political landscape negatively affects the feasibility of Public Private Community partnerships

5.3.5 Do you think that PPCPs are a sustainable way for infrastructure development

Study findings reveal that PPCP models can be a sustainable way for infrastructure development. PPCP models can be a panacea for infrastructure development. In the study, it was concluded that PPCP, an extension of PPP that includes citizens, integrates the dimension of inclusivity into the socio-economic issues and is therefore sustainable.

5.4 Recommendations

The following recommendations were derived from the research findings and conclusions.

5.4.1 Use of PPCPs in the development of water infrastructure

The results for this objective show that a multistakeholder approach may be the way to alleviate the water crisis in Harare. According to existing literature, PPCP have been implemented mostly in Asian countries and have yielded great success (Allen,2010). In the light of the challenges faced by the local government to deliver efficient services, it is imperative for them to look for sustainable ways of service delivery and PPCP is one of the ways to enhance water management in Harare. Since, PPCPs have not been implemented in Zimbabwe, the study recommends that the model can be piloted at a small scale in Budiriro and assess the effectiveness. Furthermore, how water PPPs are structured is crucial to their success. The implementation of PPCP can be done as a learning curve on how to forge PPCP alliance for better service delivery. A comprehensive model is recommended that begins with establishing

the water body, conveys it to a treatment plant for purification, then distributes it to users via prepaid meters to reduce default risk.

5.4.2 Governance for the successful implementation of PPCPs

The results for this objective indicated that citizens are still considered inert, and their voice is often unheard in such alliance. This study recommends roping in of NGOs for better citizen inclusion. According to Franceys and Weitz (2003), involvement of NGOs in the Manila water and sanitation projected yielded results.

It is in the light of the above that the researcher suggests an alliance of the local government and NGOs for capacity building as well as to enhance citizen participation in local governance issues. Evidence suggest that NGOs have successful implemented various programmes aimed at enhancing citizen participation in governance issues. NGOs will help in creating trust as well as cooperation which are key issues needed for successful implementation of PPCP projects. A successful advocacy campaign for institutional and policy changes will be aided by the participation of NGO's through PPCPs.

In addition, to increase appetite for private sector participation, the study recommends the government to provide some form of guarantee in terms of ensuring that investor will get foreign currency in the event of repayment of debt or repatriation of profits. In order to attract private investors, it is imperative that the government provides clear and consistent policy guidance, addressing the concerns of the private sector.

5.4.3 Legal and institutional framework conducive for the implementation of PPPCs

The study findings indicate that the government of Zimbabwe has a dedicated PPP unit housed under ZIDA and it is regulated by ZIDA act of 2020. Documentary evidence suggest that developing nations such as Brazil have decentralized PPP units at state and municipal level. It is imperative to have such a PPP unit housed at Harare City Council. Skills transfer will be possible through decentralized PPP units, which greatly improves local government service delivery.

5.3.4 Challenges that may hinder the effective adoption of PPCPs in the provision of water and sanitation infrastructure in the city of Harare.

The study findings reveal a plethora of challenges that may inhibit successful implementation of PPPs in Zimbabwe. The findings reveal that corruption amongst other is the number one

challenge in the successful implementation of PPPs. Corrupt practices cumulatively discourage investors. This is detrimental to the nation as the ability to attract investors is diminished. To boost investor confidence, it is imperative to combat corruption and improve transparency in the procurement process. In addition of this, it is critical for government to create a conducive political and business environment in which businesses thrive.

5.3.5 Do you think that PPCPs are a sustainable way for infrastructure development

Study findings reveal that PPCP models can be a sustainable way for infrastructure development. The researcher recommends adoption of PPCP as way of sustainable development which embodies involvement of citizens in development. As we move to embrace NPG, it is critical to enhance citizen participation and put citizens at the forefront in development processes. An effective PPCP model can give citizens an opportunity for empowerment as well as ensure that policies are pro-poor and inclusive.

5.5 Areas for future research

This study managed to assess the feasibility of adopting PPCP in water and sanitation sector. To overcome the limitations of the study, the researcher proposes future research to be conducted for the whole country and focus on the cost as well potential revenue streams of such projects to effectively assess its feasibility. Future research might also consider the impact of PPCP on environmental issues. Such research might better inform Zimbabwe about the potential of the PPCP in improving water and sanitation in the country.

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Appendix 1



QUESTIONNAIRE:

ASSESSING THE FEASIBILITY OF PUBLIC-PRIVATE PARTNERSHIPS AS A PANACEA TO THE CURRENT HARARE WATER CRISIS: A CASE FOR BUDIRO.

My name is Rumbidzai Hokonya, and I am a Master's in Development Finance student at Great Zimbabwe University. I am conducting research titled: **Assessing the feasibility of Public-Private Community Partnerships as a panacea to the current Harare water crisis: A case for Budiro.** This research is intended for academic purposes and any information that you are going to provide will be kept anonymous, private, and confidential. Your assistance in this research will be greatly appreciated.

Section A

SECTION A: DEMOGRAPHIC CHARACTERISTICS (*Please tick the most appropriate*)

1.	Gender	Male	<input type="checkbox"/>	Female	<input type="checkbox"/>
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<input type="checkbox"/>	<input type="checkbox"/>	< 30 years	31-40 years	41-50 years	Above 50 years
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2.	Age Range				
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3.	Level of education	Certificate	Diploma	Undergraduate	Postgraduate	Other (Specify)

4.	Experience level	Less than 5 years	6-10 years	11-15 years	Above 15 years

Section B: Community guide

1 Do you understand what Public Private Community Partnerships are?:

Yes No

2 Do you think that Public Private Community Partnerships can be used to improve water infrastructure in Harare?

Yes No

3 In your own opinion, does the community have the capacity to partner with private players and government in the management of water?

Yes No

4 In terms of institutional arrangement, do you think the community will have a say in such a partnership?

Agree

Strongly Agree

Disagree

Strongly disagree

5 Can such partnership help in water management and alleviation of water crisis in Budiriro

Agree

Strongly Agree

Disagree

Strongly disagree

5) What are the roles or advantages of Public Private Community Partnerships for the community?

Providing a platform for citizen participation in areas that affect them

Enhances service delivery

Enhances sustainability of service delivery

6) What is the role of the community in a PPCP?

Proving access to funding Providing expertise

Executing the project Providing equipment

Other.....

B2 questions

8 Are you aware of a legal framework or institutional arrangement to support adoption of such partnerships?

Yes

No

B3 questions

9) What do you think are the challenges associated with implementing PPCP?

Political risk Lack of policy framework regarding Public Private Partnerships

Corruption Lack of will by the private players

Incapacitated community Selling the project to the community

Other.....

10) In your own opinion what might act as an impediment to the successful implementation of PPCPs in Budiriro

Other.....

11 Do you think that Public Private Community Partnerships can be easily accepted in Budiriro by the community?

Yes No

12) What do you think can be done to increase acceptance of PPCP by the community?

.....
.....

- What are the legal and institutional framework that support adoption of PPCPs in Zimbabwe?
- Are there any factors that hinder the adoption of PPCPs?
- What ways can be used to increase acceptance of PPCPs in the development of water and sanitation infrastructure?

Appendix 2

INTERVIEW GUIDE FOR KEY INFORMANTS

- 1) Is there any policy/legal framework governing PPPs on water infrastructure projects in Zimbabwe?
- 2) Can Public Private Community partnerships be the viable option to improve water crisis in Harare?
- 3) What is the role of the government in such arrangements?
- 4) Are private players ready to partner with the government and community in the delivery of water infrastructure projects
- 5) Do you think the community of Budiro have the capacity to be partners in such arrangements?
- 6) How many projects have been implemented under such arrangements
- 7) Are there any factors that can hinder the effective adoption of PPCPs in the water sector?
- 8) What ways can be used to increase acceptance of such arrangements
- 9) Do you think that PPCPs are a sustainable way for infrastructure development

Appendix 3



HUMAN CAPITAL DEPARTMENT
TOWN HOUSE, HARARE, ZIMBABWE
POST OFFICE BOX 990
TELEPHONE 752979 / 753000

EMAIL: hrd@hararecity.co.zw

ADDRESS ALL CORRESPONDENCE TO HUMAN CAPITAL DIRECTOR

Great Zimbabwe University
P.O. Box 1235
Masvingo

24 April 2023

RE: AUTHORITY TO UNDERTAKE RESEARCH: RUMBIDZAI HOKONYA

This letter serves as authority for Rumbidzai Hokonya to undertake a research survey on the topic: "ASSESSING THE FEASIBILITY OF PUBLIC-PRIVATE COMMUNITY PARTNERSHIPS AS A PANACEA TO THE CURRENT HARARE WATER CRISIS: A CASE OF BUDIRIRO".

The City of Harare has no financial obligation, and neither shall it render any further assistance in the conduct of the research. The researcher is however requested to avail a soft and hard copy of the research to the undersigned so that residents of Harare can benefit out of it. The research should not be used for any other purpose other than the study purpose specified.

Yours faithfully

pp Bro 26/4/23
MR B. MATENGARUFU
ACTING HUMAN CAPITAL DIRECTOR

CITY OF HARARE
HUMAN CAPITAL DEPT.
27 APR 2023
P.O. BOX 990, HARARE
TEL 752979