

Cost of Doing Business in Zimbabwe: Examining the Role of Risk Impact Assessment (RIA) in Policy Development and Implementation in Zimbabwe (2006 to 2017)

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Abstract-This study sought to examine the impact of regulations on the business environment in Zimbabwe. The concept of RIA in regulation and its impact on economic growth and national prosperity have received increasing attention in recent years. The study's main aim is to make a contribution to the RIA in regulatory policy making and implementation in Zimbabwe and examines its role in the cost of doing business. Thus by studying the issue within the context of government ministries and regulatory bodies, the central research questions to be addressed is; "Taking into account the cost of doing business, sustainability concerns, why RIA is necessary including models used to achieve the regulatory goal and to evaluate them?" The research question was formulated to gain a better understanding of the regulatory policy framework of Zimbabwe. Thus, methodologies and how the regulatory bodies and government ministries use risk evaluation and assessment tools to manage regulatory risks and exposure will be explored. The study seeks to examine the need to improve the efficiency of the regulatory policies in Zimbabwe using the RIA concept and link with the cost of doing business. This includes the need for stakeholder participation in the policy framework. The results indicate the need to use RIA s which can be used to increase the efficiency of the regulatory system. This includes seven key dimensions, namely the lack of a regulatory policy framework, policy reformation, roles of Parliament and Senate, policy coordination and consultation, regulatory independence, cost and benefit analysis and lastly the issue of stakeholder participation. Finally, the study suggested recommends on the government to establish a national regulatory policy, incorporate viable business model in policy reformation, reducing multiple regulatory systems, adding RIA evaluation in the Parliamentary and Senate policy framework and improve on technical services for standards included in regulations. Finally, the research, concludes that these seven critical dimensions can increase efficiency in the policy formulation and implementation in Zimbabwe.

Key words: Risk Impact Assessments, cost of doing business, risk management, stakeholder participation, cost and benefit analysis.

LIST OF ACRONYMS

GNU	Government of National Unity, Zimbabwe
IEEC	Indigenisation and Economic Empowerment Act

IRGC	International Risk Governance Council
ISO	International organisation for Standardisation
MTP	Mid Term Plan
OECD	Organisation for Economic Cooperation and Development
OPC	Office of the President and Cabinet
RIA	Risk Impact Assessment
SADC	Southern African Development Community
SADCSTAN	SADC cooperation in Standardisation Committee
SAZ	Standards Association of Zimbabwe
STERP	Short Term Emergency Recovery Plan
WTO	World Trade Organisation
ZIM ASSET	Zimbabwe Agenda for Sustainable Socio-economic Transformation
CCZ	Consumer Council of Zimbabwe
ZNNC	Zimbabwe National Chamber of Commerce
CZI	Confederation of Zimbabwe Industries

I. INTRODUCTION

This study examines Zimbabwe's policy formulation and implementation process and its impact on the cost of doing business. Inefficient regulation is an obstacle to economic growth and poverty reduction strategies of the country. The USAID Report (2016) indicates that regulating risk is the most significant risks for most business across the world. In this light, regulatory policy solutions adopted by the government should address economic, social and health and safety issues of its citizens. Thus a minimum regulatory burden on business and the public must be acceptable.

Thus, regulation helps to address market imperfections and reduce burdens to the citizens and on protection and safety initiatives. Therefore, the quality of regulatory policy produced by a country, efficiently application in line with the Risk Impact Assessments (RIA) will become of paramount

importance. Zimbabwe has introduced some new regulatory policies in the form of directives, statutes and regulations as a way to address the ever-changing economic environment from 2006 to date. A well-developed regulation helps to grow the economy and mostly supports competition and industry growth.

However, if the regulatory policy is not structured well, it has potential to generate unwanted effects to the society. As a result, there is a need of risk impact assessments in the life cycle of the regulatory policy in addressing the potential consequence or unintended results to public and business. The study makes a structural analysis of RIA and its link in developing the nation's economic and social advancement. Furthermore, the study will explore the necessity of assessing regulatory policy before and after implementation to enhance accountability, effectiveness and transparency

II. BACKGROUND OF THE STUDY

The rationale and need for risk governance have been summarised by the International Risk Governance Council (IRGC). It provides the need to evaluate risk components, i.e. assessments, risk communication and risk management by using a risk framework (IRGC, 2009a). This gives a basis for government policy makers to consider risk and risk issues. The IRGC's report on risk governance deficits (2009a) deliberated towards attending the risks, causes and how they can be prevented or mitigated through improved assessments and management.

Risk framework is intended to help policy makers, regulators and risk managers in industry and use it for policy formulation (IRGC, 2010). In line with the above analysis, the government need to include regulatory risks in their policy formulation. The survey carried out by Ernst & Young since 2008 has perennially listed regulatory risk as the primary risk in businesses or companies across the world (Ernst and Young, 2008, 2009, 2010 and 2013). The state's prerogative is to protect citizens from possible harm or uncertain events associated with product use and services. This includes goods and services that may threaten health, safety and the environment. The government achieves this through regulations that supervise a policy goal. The SADC TRLC (2015) defined regulation as "... a document providing binding legislative rules that are adopted and enforced by government authority."

This means that compliance is mandatory to the regulations, standards and technical requirements specific to the type of business being pursued. Enforcement of regulatory regulations bring with it costs that affect trade, markets for products, the economy and environment. To avoid unnecessary and costly regulations, the World Trade Organisation and OECD encourages countries to adopt regulatory impact assessments when developing or amending new regulatory measures. As suggested by the WTO (2006) and OECD (2012) that it is easier to come out with a regulatory policy, however, it is often difficult to measure organisational progress in the

meaningful way and credible way. Thus, indicators for evaluation focusing on problems addressed and assessing impact, cost and net benefit need to be developed. Regionally, the SADC TRLC (2015) Report summarises the need for the southern African economic block to have uniform standards and if possible regulatory measures to ease trade among the countries. Thus the need for RIA is emphasised for reducing the cost of doing business in developing nations, and Zimbabwe included.

From 2006, Zimbabwe has experienced various economic and political challenges that have led the state to intervene with policies to address or mitigate the consequences. Thus a lot of legislative solutions that address technical, environmental and economic issues (market failure) were developed. Hence, an appropriate design of a regulatory policy as a basis for evaluation of regulation impacts becomes necessary.

The Zimbabwean legislative activity is rather intensive as the authority is vested in the President, Parliament (lower house) and the Senate (upper house). The legislation is brought to parliament after cabinet scrutiny and will be assessed by the Senate before it goes to the executive president. All legislation is styled in the form of Acts or Statutes which is mostly supervised by a minister. Subsidiary or subordinate legislation is mainly prerogative of ministries and their regulators. This is where regulations and statutory instruments, bye-laws are developed. According to Saki and Chiware (2007), the law in Zimbabwe is derived from various sources and comes from different origins. Thus, the number of regulations and statutory instruments has increased in the past two decades. For instance, in 2016 alone, more than 112 regulations were enacted mainly focusing on tariffs, exports, duties and monetary issues. As a result of regulations coming from various sources, the country has faced some statutory instruments, directives and regulations from ministries and regulators.

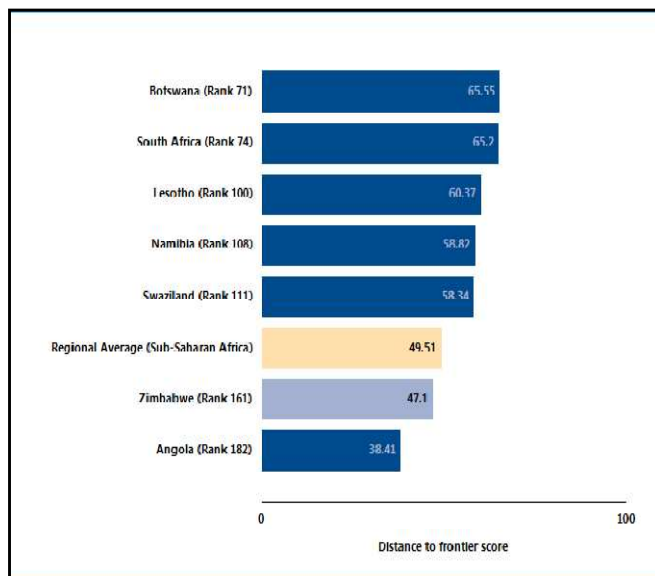
From the above setting, it is, therefore, paramount to improve the quality of these regulations or statutory instruments before passing for easier implementation. This will, in essence, help the influence on economic growth and support the economy on a massive scale. Moreover, these regulations new or amended have generated unwanted effects other than their policy goal achievement. There is need to use dedicated regulatory policy tools like RIA to assess the quality and potential consequences brought by these state interventions.

Zimbabwe like any other country in the global village is faced with challenges of internationalisation of rules and standards for easing international trade. Governments across the world are seeking to remove barriers to trade by eliminating unnecessary regulating process to benefit from globalisation (OECD, 2013). This has led to the governments of Zimbabwe quoting international standards (ISO) for example or Standards Association of Zimbabwe (SAZ) in their regulations and statutory instruments. The specific requirement is that regulations should make compliance with

international standards and if there are no suitable international standards available, regional standards may be used (for example the SADCSTAN), or national standards may be used. Chipunza (2013) highlights the role of SAZ to facilitate the development and use of standards which are comparable to ISO to enhance competitiveness and safeguard consumer welfare. In this regard, the standards must be similar to national conditions where applicable such as social, economic and environmental conditions.

World Bank Report (2017) highlights that, policymakers in Zimbabwe need to improve the regulatory system and see how it compares with other economies. The following Figure 1.1 below; shows how the ease of doing business in Zimbabwe is comparable to other countries in the southern region. The ranks are benchmarked to June 2016 data (see Figure 1.1).

Figure 1.1 How Zimbabwe and comparator economies rank on the ease of doing business.



Source: World Bank (2017)

Zimbabwe is ranked one of the lowest on the position in the southern region on position 161 on ease of doing business in the world rankings.

Therefore, Zimbabwe needs to reform its business environment and attract more business growth. Also as reported by Ngwenya (2016) it is practically impossible to do business in Zimbabwe, and this has affected the growth of the economy for the past two decades.

In the same vein, the Ndlovu (2016) reported that the Zimbabwe Investment Authority had plans to amend about 13 laws to improve the ease of doing business. This was detailed in an annual survey which is carried out assessing the regulatory and bureaucratic systems of government. Therefore, a lot needs to be done in the regulatory systems to improve and reduce the cost of doing business in the country. Furthermore, Mtomba (2016) argues that its practically

impossible to do business in Zimbabwe due to the rigorous regulatory system which has affected the country's economic growth during the multi-currency regime.

Munemo (2015) alluded to the impact of regulations both to entry or existing firms and the overall challenges it poses to Foreign Direct Investment (FDI). Restrictive barriers to both companies in Zimbabwe and those willing to invest have contributed to the slow growth of the economy in the past two decades. A case of interest is the one reported by Majaka (2015) when Africa's richest man Dangote wanted to come to invest in Zimbabwe and faced a lot of regulatory hurdles, and up to now, the project is in an indeterminate state.

III. STATEMENT OF THE PROBLEM

The challenge facing all countries and business alike is this: while the objective of the regulatory policy is highly appreciated including the citizens' interest they serve well understood, it is not always clear what costs and benefits are achieved. This includes compliance costs to the business and public and the central costs to the government. The specific regulatory policies surround these indicators have important implications for economic growth and poverty reduction.

Zimbabwe, in particular, has faced inefficient regulations as an obstacle to economic growth and mainly investment (both domestic and Foreign Direct Investments). As the need for evaluation and assessment of regulations raises the question as to whether a new approach may be valuable for the future research, namely the Risk Impact Assessments (RIA) and the cost of doing business in Zimbabwe. The risk assessment of the regulatory framework will help to address the cost and benefit of the intended policy.

IV. RESEARCH QUESTIONS

The research questions for this paper are:

- why RIA is important including models used to achieve the regulatory goal and to how evaluate them?
- To what extent has the regulatory risk and exposure has affected the general business environment?
- Is there evidence of stakeholder participation in policy formulation and what is their role in assessing regulatory risk?
- How might the Regulatory system benefit from RIA as a way to improve the business environment?

V. REVIEW OF RELATED LITERATURE

Traditionally risk assessment has been used to support policy development mainly for natural hazards, accidents or terrorist attacks. This was primarily about standard compliance and regulations. According to Briggs (2008), policy making has been affected by risks facing government and wider society. This has resulted in complex threats that have emerged affecting larger global setting at large. The increase in technology, globalisation, climate change and advanced

technology has changed and shaped policy development and implementation in recent years.

Studies by Sunstein and Hahn (2002), concluded that the United States Government issued a directive to regulatory agencies to assess the cost and benefits of each regulatory policy introduced. This takes into consideration cost in compliance assurance, increased safety standards and inspection costs experienced by the affected organisations. The same cost will increase an expense component in regulation and consequently increases prices of goods and growth in labour costs and increase in poverty levels of a nation.

Renda (2011) concurs with Sunstein and Hahn (2002) that in the 1960s most US firms complained about the cost of regulation which they termed 'regulatory creep' mostly from environmental laws introduced then. This facilitated the US government to issue directives and consider Risk Impact Assessments (RIA) in their policy making. The above idea was further supported by the OECD Report (2008) which stated the need for a strong political backing and enforcement of regulations as a core ingredient for risk assessments in regulatory policy. The main idea was to address risk assessments coming from new energy generation alternatives, advanced technology framework which brought its issues to do with safety and risk management in policy development.

Furthermore, Radelli and Meuwese (2008) introduced the concept of better regulation in their European Policy and OECD countries. This has introduced a wider spectrum on how policy that is regulations are assessed including stakeholders' engagement and technical evidence-based policy proposals. It takes into consideration on compliance, service providers, inspections and enforcement as well as standards that will be affected by introducing new or review of regulation.

5.1 Regulatory Policy

The OECD Report (2016a) defines regulation as a full range of legal instruments by which government institution at all levels impose obligations or conditions or standards on both the public and private sector behaviour. In the country, regulations encompass all laws, regulations, statutes, bye-laws and directives passed by the government on business and public. Regulations adopted by the government by the government mainly addresses the economic and social aspects of the society. When a policy is introduced, mostly it is superseded by a legal instrument such as the Act, regulations, and directives to supervise the main policy goal.

The rationale mainly for economic regulation stems from the market failure, that is, the belief that under certain conditions the market system alone cannot address other economic parameters and the intended results won't be desirable. This may include but not limited to natural monopolies, inflation, basic goods distribution, income indexes and poverty levels.

In such environments, the state may interfere with a way to address the anomaly.

Social regulation mainly consists of the need to address environmental, safety, health, labour and ethnic balances. For instance, soon after Independence in 1980, the government introduced social based policies to address the previously disadvantaged black Zimbabweans. However, these regulations among others have brought their own unintended or side effects that have affected the society as a whole. These include reduced investment in the country, decreased economic growth, and inhibited industry competitiveness, labour issues and largely affecting the cost of doing business in the country.

5.2 Status of Regulatory policies in Zimbabwe (2007 to 2017)

The state has introduced different policies to address both economic and social issues. Also, the country has to adhere to both regional and international standards regarding Human rights, environmental and labour among others. This has led to the country being under a regulatory reform with the introduced new constitution in 2013. In all the above, the business and the public need to comply with the new regulatory policies being proposed. These range from environment, safety and health, mining laws, tax laws, price regulations, import.

5.3 Relation of Impact assessment and regulatory policy

The impact process of evaluation is carried out primarily to determine how a policy review or introduction will affect the society, environment and business. The OECD (1997, p.6, defines the impact assessments as follows;

Decision tool, a method of i) systematically and consistently examining selected potential impacts arising from government action and of ii) communicating the information to decision-makers. Both the analysis and communication aspects are crucial.

In line with the above, the impact assessment is not a decision-making tool but rather a balancing tool for the regulatory decision. This tool can successfully apply to include the risk introduced by any policy decision made by the government. The risk component was added in policy analysis by Majone (1996) the major emphasis was to adopt the concept of risk regulation where risk management framework is done for every policy formulation and implementation. This will help in addressing stakeholder participation and improving the transparency of the whole system.

Nevertheless, the notion of applying impact assessments to most developing nations requires expertise in regulatory tools, the methodological process of impact evaluations and resources. This is accompanied by limited of information mainly on impact assessments and policy formulation and implementation or the coordination of both. Additionally, for the impact assessment to be valid it has to satisfy the

following conditions George and Kirkpatrick, are of the view that (2007, p.6).

- To carry out impact assessment, the government must develop evaluation capacity, including shortcomings assessment capacity, which should help in determining the costs and benefits directly related to drawbacks;
- Impact assessment requires additional consultations to collect the necessary information and analyse attitudes towards regulatory impact. Some states may not have traditions of consulting before preparing regulations; those chosen for discussion might not be the representatives of the interested parties. Consultations are an important part of impact assessment process;
- An impact assessment has to be an important tool of the whole government and be regularly applied to become a regular part of regulatory policy formation. Impact assessment requires strong political support to be able to avoid the bureaucratic and political inertia.

In this regard, Dvorak (2011) concluded that impact assessment done by civil servants tend to be quick and primitive. Most of the regulatory decision is made without sound scientific research, poorly designed quantitative and qualitative methods are used. In Zimbabwe most regulatory decision doesn't base their licence fees with any known scientific approaches and stakeholders including the public are not explained the process or how the regulatory decision was reached.

5.4 Need for risk management in policy formulation and implementation

Renda (2015a) emphasised the need for decision makers to take regulatory-driven risk management to address the challenges that have been attributed to regulatory regimes across the world. In Zimbabwe, a lot of new regulations have been introduced, and mostly these brought themselves with complex requirements with enforcement and compliance requirements. This study provides unique insights into the impact of rising new policy options being carried in the country. Therefore, there is an inherent risk that it brought about by new or review of the policy. Thus assessing the stakeholders, mainly the businesses, companies are required to re-evaluate and adapt their governance structure. Thus having a new culture that reinforces and builds compliance with these regulatory requirements have become business-critical. Compliance issues are no longer tolerated by regulators and by consumers and other business key stakeholders, and subsequently, this affect the company's image and value

Risk management has become of increasing interest across all the industry and government included. Dione (2013) stated the need for risk management in all technological and engineering project. These include political and project risks framework that has been developed during Second World War and now

being applied across all boards. Sitkin and Pablo (1992) defines risk as characteristics of individual decisions which are linked according to the extent of the uncertainty attached to them.

The change contains the likelihood and severity of the potential hazard occurring. This will lead to the uncertainty, expectations and possible dimensions for managing risk. In the same line, Andretta (2014) defines risk as the probability of an adverse effect on the desired system. In summary, risk involves the uncertainty with a loss or any other desirable effect on the outcome. The loss can be economic, financial and social. Some trends in any business have accounted for the risk management. With the above view, there is need to incorporate risk management by policymakers. Furthermore, the NIST (2004) reviews the risk management in three parts which are; risk assessments, risk mitigation and risk evaluation.

5.5 The burden of regulations

The real costs of compliance to business due to the released regulatory instruments. Companies are supposed to adhere to a number of these requirements and mostly including inspection, and compliance frameworks need to be developed. This is countered by a situation where multiple regulators are involved in the same business aspect which led to over – regulation. Of note is the Zimbabwean scenario where the business especially the SMEs, the general sentiment to regulation is contrary.

This is too high costs that are attributed to such regulations or directives. This increased regulatory pressure is due to high proliferation of acts, regulations and lately directives by ministries and regulatory bodies. In another note, some workers are employed by the government for implementation and compliance monitoring which led to a bureaucratic system and increased government expenditure. As a way to reduce the burden on government, the regulatory bodies return most of the licensing fees, and this has led to an increase of regulatory measures from these agencies as a way to survive or selfish reasons.

However, in rare instances, the regulatory compliance has been accepted as the competitive edge by some companies. The companies have taken advantage not to only compete on price and quality but on regulatory compliance too.

5.6 Zimbabwe General Business Environment

Having established the critical elements of policy development and framework in the country, the next step is to examine regulatory bodies, ministries and business sectors. The point of intersection will be explored in this study. According to Zhou and Zvoushe (2012), Zimbabwe introduced many different policies for the past three decades as a way to address or develop measures of performance including the extent of access to and the quality of, education, health, jobs and recently wealth (indigenisation of the

economy). Policy formulation is linked with addressing the current macro dynamics in the country.

In Zimbabwe, most policy formulation is followed by a legal instrument to supervise the policy goal. According to Dye (2002), public policies are key instruments through which the politicians' choices to govern are executed. More recently, Zeparu (2012) and Zhou and Zvoushe (2012) in their policy studies in Zimbabwe have tried to uncover key elements or themes promoted by these policies. Therefore, it is apparent that many legal instrument i.e. regulations, statutes and directives have been passed and many regulatory bodies formed in the past decade.

It is important to note that the IMF Report (2016) and the World Bank Report (2016) states that the cost of doing business has been affected by these regulatory environments. Regulating is one of the fundamental tools available to the government to promote social welfare and economic prosperity of its citizens. State regulation has a double effect i.e. it can help the state to increase economic growth and achieve its citizen's welfare but can lead to the significant increase in economic and social costs (Kirkpatrick, Parker and Zhang, 2004). Regulations in Zimbabwe are used to address market failure or state failure in some instances. This has led to the government enacting many legal instruments and forming of different regulatory bodies to manage these laws. The cost of doing business in regards to many regulations in Zimbabwe has increased over the past ten years.

The importance of quality of regulations and cost of doing business becomes apparent when you assess the globalisation and the dynamic business environment. Thus, the quality of regulations in a country is also linked to the country's risk profile regarding both domestic and foreign direct investment. The following sections will unpack the economic blueprints, regulations, directives introduced from 2007 to 2017. The emphasis on policy formulation and implementation remains the norm with little practical support and risk management approaches. As a result, there exists a gap between the development of a more pragmatic framework government and regulatory bodies from a conceptual point of view and an interactive approach from business stakeholders aiming to have a different strategy in this regard. This research will seek to address the missing RIA in policy making and implementation

The Ease of doing business World Bank Report (2016) provides an outline of regulatory costs in different countries regarding the challenges which business has to face. These include labour costs, financing, contracts enforcement and starting up a business. These align to specific regulatory policies in line with identified factors which have implication for investment, productivity and growth. To achieve individual goals aligned to its blueprint each policy was accompanied by an Act of Parliament and mostly a dozen of the set of regulations and statutory instruments or directives.

A summary of economic planning blueprints will be detailed in the next section.

5.7 Environment and sustainability sectors

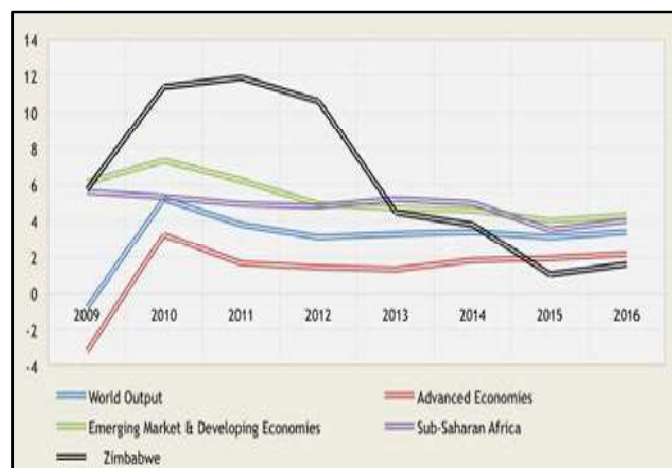
The environmental legislative framework is done through different ministries and regulatory agencies. This covers about 20 Acts and about 40 statutory instruments, and most of these are administered by the Ministry of Environment and Tourism and Ministry of Mines and Mining Development. As highlighted by Katongomara (2015), players in mining sectors have called for the removing of EMA fees and levies indicating that the cost was a barrier to investment. Furthermore, the Zimbabwe Economic Policy Analysis Research Unit (ZEPARU, 2014) reported that most industries representatives identified the following challenges with the environmental and sustainability framework in Zimbabwe. This challenges noted below has seen an increase in the cost of doing business in the country as industries need to factor in inspection, compliance costs before and when carrying out business. The following factors have been stressed by the same report.

1. High environmental standards regarding the current business environment
2. Compliance period
3. The fining and enforcement matrix
4. EIA levy of 1.2% of the total project budget needed before commencing any project.

5.8. Finance sector

As mentioned in the previous sections, a notable economic progress has been made in some areas (i.e. diamond mining, tobacco) but the country still faces some socioeconomic challenges (Government of Zimbabwe Report 2016). The report further attributed the problems mainly to policy uncertainties, implementation and institutional efficiency. The following figure 2.1 summarises the real GDP growth in the country for the period 2009 to 2016.

Figure 2.1. Global Economic development, GDP Growth (adopted from world Economic updates.



Source: RBZ (2016)

The Gross Domestic Product for the country increases after the Government of National Unity (GNU) from 6% (2009) to a peak of 12.1% (2011) and then decelerated to less than 2 % in 2015 and 2016. This was mainly responding to STERP and MTP policies that were introduced during the GNU era. The country is faced with an enormous external debt and further expansion in volumes of imports. Currently, the economy is facing cash shortages with the introduction of bond notes triggering increased demand for US dollars.

This uncertainty of the financial sector had led the government to intervene with directives, statutes and different policy statements as a way to address the challenges. Also, Mpfu (2016), attributed the above to the Reserve Bank of Zimbabwe which is constantly changing policies in the financial sector to address the uncertainty faced by the country. In the same note, the Mpfu reported that the IMF visiting team said that the country needs to address economic reforms that include clarity on its policies and mainly the Indigenisation and Economic empowerment policy and corruption among others so as to improve the economy.

5.9 Legal framework of RIA

The worldwide over, measuring the quality of regulations and efficiency has been taken as an empirical base for the cost of doing business in a country. The OECD report (2008) concurs to the need of improving the quality of regulatory system and adoption of RIA models by member states. Most of the OECD countries have done this through a law or a decree specifying how RIA tools are to be used for any new policy. Therefore, in the EU, the US and lately in developing nations RIA has been adopted through legal requirement and political level statements.⁶

VI. METHODOLOGY

This paper adopted a mixture of quantitative and qualitative of data collection. The main reason is to gain much information from policy makers as research focusing on RIA is a bit limited in the country. The methods will include semi-structured interviews and a survey questionnaire. Furthermore, the data analysis will be utilised using interview coding and qualitative methods. Subsequently, the data collection methods will be explained. Finally, an overview of the main data source is presented together with the details relating to the analysis and presentation of the data. The study will be highly explorative in nature with it evidently is seen in the research method, design, population, sampling and data techniques employed in this chapter.

Robinson (2002) defined pragmatism as a philosophical position which believes that the truth is the outcome that works. In this essence, a mixture of different research paradigms is allowed to reach the supposed truth that works. The researcher utilised a pragmatic paradigm with the hope that it will help in generating clear two-way approach to the research questions and objectives (Cresswell 2011). The

design follows a mixed method design. According to Howe (1988), pragmatists advocates the use of different methods of various paradigms that is using both qualitative and quantitative approaches. Furthermore, Saunders and Lewis (2007) concurs that both approaches are compatible and often produce good research results. Using the pragmatism approach will help the researcher as the research questions are highly analytical. Thus mixed methods approach will address now to achieve research objectives and fits well with a pragmatic paradigm.

According to the studies by Blumberg, Cooper and Schindler (2005), the quality and quantity of information from respondents would depend on the willingness to co-operate, interpretation and trustworthiness and understanding of the research construct. In addition, in this study, two variables will be measured using different methods but it will be difficult to assess how changing one variable will have on the other. Lastly, there exist some challenges in the selection of the sample large enough to represent the population.

Anon- probability based sampling technique was used for the study. This helped to address the scope of the research questions to classify the need of RIA in policy formulation and implementation and its impact on the ease of doing business then conclusively prove the research findings. The sampling approach used in this study is the purposeful technique. Patton (2001) in this method it is important to use a technique that is relevant to the research questions. The sample selected was mainly consisting of policy makers and users who have exposure or working in the relevant organisations. According to Saunders and Lewis (2012). Purposeful or judgemental sampling allows the researcher's judgement to select a sample of respondents based on particular reasons and premises. The choice was made in a way that addresses the research problem. By choosing non-probability sampling techniques i.e. it helped the researcher to choose a group of respondents from a large population.

VII. FINDINGS

The researchers used interviews and questionnaires in order to collect as much information as possible and came up with the following findings.

7.1 Policies

Sixty-five percent of respondents indicated the absence of a national regulatory framework policy. These respondents revealed that their organisations are forced to do their way in developing a policy. Thus, inconsistency in policy framework was noted from the study results. Another key feature regulatory reform was acknowledged by 71% respondents as a tool that can be used to assess competitiveness and growth in the country. In this regard, about 22.9 % respondents from the questionnaire survey reveal their organisation have some framework that allows a reform strategy regarding their policy. However, they indicated that there is no structured

way on how to do it. Lastly, on the questionnaires 15.6 % respondents have their framework aligned to the need of producing good quality regulations. Participants from the policy makers mainly government ministries and regulatory bodies viewed regulatory reform as a good strategy to public sector modernisation as to give the opportunity to engage stakeholders' choices on the regulation formulation and implementation.

This study established that there is need for a national regulatory policy framework for the country. Sixty-six percent of the respondents revealed that their organisations lack a systematic approach to regulatory development and implementation.

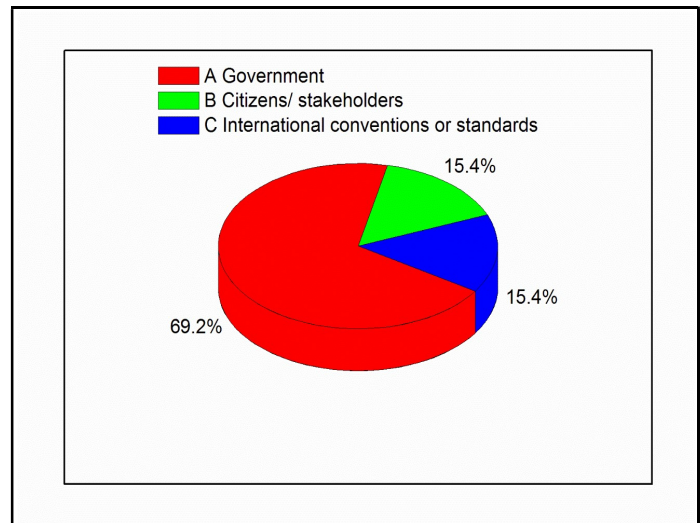
In this view, 80% of the respondents from interviews, indicated that each department has its way of developing their regulations. Further, 10% of the interviewed respondents stated that they have the organisational strategy though it's not conclusive in addressing regulatory objectives in their jurisdiction. However, it is hard to be shown such policies during the interviewed process. 24 % reflected that their internal process had some stage on improving the quality of regulations produced. They noted that they reformation aspect is mainly due to advanced technologies and international standards rather than on consumer interest and eliminating burdensome regulatory instruments.

7.2 Forces of policy reformation in Zimbabwe

69.2 % of the respondents from regulatory bodies, stakeholders and government ministries officials revealed that in the country most reform of laws regulations and directives is motivated by the government. Respondents noted the current reformation of regulations to improve the ease of doing business which is initiated by the government through the Office of the President and Cabinet.

Furthermore, respondents highlighted that almost all the policies that have been produced by the country in the past decade and associated instruments had been initiated by the government ministers. In addition, respondents gave the following instruments such as SI 64 of 2016, VAT on essential commodities, diamond mining directives which were initiated by the government. The respondents revealed that most of the regulatory instrument they develop is a result of instructions from the politicians. This is consistent with the literature which indicated that many policies originate from political party's Politburo deliberations in the case of the ruling party. 15.4 % mainly stakeholder respondents indicated that citizens and stakeholders have a less significant role in policy review in the country. Respondents revealed an outcry on SI 64 of 2016, kaylite ban and VAT on basic commodities as other pressures that lead to the suspension of requirements on these regulations

Figure 1 Forces of Policy Reform in Zimbabwe



Source: Research data

15.4 % strongly argued that according to international convention, standards is another force which has affected the need for the review of policy in the country. The government will need to adhere to the signed conventions. In this regard regulations in gender equality, safety and health, environmental and economic trade were reviewed, suspended and new ones introduced.

67 % of the respondents, made up of stakeholders and regulatory bodies reveals that most policy reformation is initiated by the government ministries. In this line, it is responsible ministers that introduce a directive to suspend a policy in the country. The participants' view is that the government's role to enact policies from the highest political levels and regard this as relevant to the political process of the country. Furthermore, these participants mainly stakeholders noted that they are not even consulted and at times are engaged when the instrument has already been introduced. The respondents reasoned that their role is not appreciated by politicians citing the recent kaylite ban, the Chiadzwa directive on diamond mining which was communicated in the media.

From the interview method, about 13 % cited that on rare occasions the government note of stakeholder and citizens' suggestion on regulatory policies. However, most of this suggestion come outcries regarding challenges on gazetted instruments. They gave examples on a suspension of VAT instruments and review on SI 64 of 2016, but they suggested that the government only take note when their decision can affect their political base only.

Lastly, 20% of the interviewed respondents mainly government ministries and stakeholders indicated that the most forces on policy reformation are predominantly from conventions that the government had signed. From the respondents, this was highly explicit in environmental regulations, gender equality, telecommunications and

construction industries. The government has been forced to align their laws with these international standards mostly on economic, environment, labour and lately human rights.

7.3 Policy coordination and consultancy in Zimbabwe

Policy coordination and consultation is a critical tool in developing a link in policy areas and to enhance coherence. This link helps to establish and improve on competition, market entry and innovation. The following are the views of the interview method. The following table shows the results on the existence of policy coordination and consultation in the regulatory and government ministries.

77% respondents from government, stakeholders and regulatory bodies agreed that most regulatory instruments are introduced with little or no stakeholder engagement. Almost all respondents from stakeholders' sector indicated that the government or senior policy makers do not take them or their contributions seriously and they tend of because of hinting that people will comply anyhow.

Further, on this 23% respondents mainly from few regulatory bodies like IPEC, Potraz, NSSA and ZERA revealed that they have a framework on engaging stakeholders during policy reformation and implementation. In this regard, participants from stakeholders concurs with those few regulatory bodies that carry out stakeholder participation during policy formulation. However, respondents in this category noted the missing feedback regarding their input in the policy framework.

In addition, the results of policy coordination and consultation sixty-six percent mainly from regulatory agencies and stakeholders indicated that the government does not provide a framework regarding consultation and coordination when developing policies. They reported that at times multiple regulators have the same regulations on the same business line. Some stakeholders said their company is supposed to have same licences from different regulators. Stakeholders from mobile companies' highlighted why they have multiple licensing requirements from Potraz, the ministry of ICT and Broadcasting Authority of Zimbabwe for example. Respondents argued that the government ministers or departments just give them short notice on policy formulation and review which is practically impossible to consider the consultation. Respondents revealed the lack of resources to carry out the consultation process by the government. Similarly, regulatory agencies gave the challenge in getting experts on highly technical standards especially in scientific research where they would be faced to adopt international standards without local input. Thus the absence of this consultation and coordination process have produced duplication and contradictory policies which have been gazetted by the government.

However, about 34% of respondents mostly from few regulators such as NSSA, POTRAZ and ZERA, indicated that they have a consultation mechanism in place and have

evidence on engaging key stakeholders when developing their policies at times. This was also supported by respondents from stakeholders who include CZI, CCZ and Chamber of Mines who indicated they had attended such initiatives from the regulators.

Nevertheless, if the regulatory instruments are to achieve its objectives, the government framework need to improve on policy coordination and consultation. The government framework must include consultation and coordination as a vital tool in decision making. It is cost effective on any acceptable policy and will be helpful in implementation mechanisms and compliance and enforcement.

7.4 Independent regulatory bodies

Appropriate regulatory institutions are essential to drive and monitor the delivery of the regulatory policy. This includes having independent regulators in the country where conflict political imperatives are not allowed to affect regulatory policies.

Results from the interview show that 57.7 % of respondents noted the absence of an independent regulatory board that can supervise regulatory system as most regulators fall under the same ministry with its regulated entities. A point of interest was on Potraz where it regulates Telecel and Netone and reports to the same ministry of ICT. These respondents indicated the conflict of focus, and at times they can't enforce their regulating decisions.

The respondents argued that the lack of this independent has led to difficulties in separation of political interference and impacts on the cost of doing business in the country. Furthermore, they reasoned that by having an independent regulatory body, it would help to debate some of the proposal efficiently addressing the objectives of without political interference. On the other hand, 19.1% of the respondents mainly from government ministries wanted the scenario where they report to the parent department as they argued it helps for promoting government wide regulation reforms. Also, another 23.2% revealed that the current system where regulators have all the powers to develop the regulations without worry of independence in decision making just need to remain with only addressing the issue on efficiency.

Of the 61.2 % of respondents indicated that there is the need for such independence in regulatory decision making for their operations. Respondents from regulating agencies like the SERA, RBZ, Zimbabwe Youth Council and MCCZ and EMA revealed that political interference on their work from parent ministries. Thus, their work or decisions are entirely influenced by the minister and politicians at large. The result could be mainly from a government system that has a command structure from politicians pushing their agenda in most of these state entities.

When asked about the need for regulatory independence 15.9% of the respondents mainly from government ministries indicated the need to have a parent department which

supervises their work programmes. Furthermore, another 22.9 % of respondents from the survey, wanted the current scenario to remain with a few changes in the efficiency of the system. This could be an indication of the fact that most respondents were from top government officials who could not be found to be differing from the current governance on policy framework of the country.

7.5 Parliamentary and Judiciary System on regulatory policy

In this section, the study sought to establish which regulatory path is followed when developing regulatory policies in Zimbabwe. From the findings from the interview process, 64.3% of the respondents indicated that most regulations, directives, statutory instruments are initiated by the regulatory bodies in conjunction with the parent ministry and the ministry of Justice and Parliamentary Affairs. The draft regulatory instrument is sent to the drafting department, and respondents from regulatory bodies argued that few changes are done if any mainly assessing the legality of the proposal. They also highlighted that it is easier to produce statutory instrument through the ministry rather than the Parliamentary system and that's why most instruments are presented this way.

Correspondingly, another 35.7% of the interviewed respondents noted that regulatory policies pass through the parliamentary system. They argued that most regulatory policy that passes through this system tend to undergo some scrutiny and evaluation through parliamentary committees and at times have a better quality than the one through the judiciary system. However, respondents from both regulatory bodies and stakeholders indicated the need of having subject matter experts included in the parliamentary committees for helping in an actual evaluation process.

In addition, findings from the questionnaire survey, 52.9% of the respondents indicated that regulatory policies are produced through the drafting department after proposed by ministries and regulatory bodies. Some of the respondents mainly from stakeholder sector failed to see the difference between the two processes with some mixing details on the two paths.

The other 47.1% of respondents indicated that the regulatory instruments pass through the parliamentary system. From the findings, respondents failed to clarify the role of the Upper House (Senate) in the assessment of regulations in this case. In summary both interview and questionnaire survey the results tend to be similar with respondents indicating the weakness and lack in impact assessment, evaluation regarding the proposed regulations.

7.6 Risk Impact Assessment tools

In this section, the study concentrated in asking the respondents if the regulatory framework has a tool for ensuring the quality of new regulations through a rigorous, evidence based system of decision making.

The findings from the interview revealed that 78.3 % of the respondents from both regulatory bodies and government ministries don't have a risk and impact assessment in place. In this regard participants mainly from government departments indicated their templates have some justification section where economic, risk and social effects are supposed to be carried out but this is rarely done before and after the regulations have been passed.

21.7 % of the respondents mostly from the regulatory bodies such as EMA, Potraz, and SERA indicated their process allows for some impact assessment to be done however this doesn't address risk management and it's in its infancy. Their processes includes social impacts, environmental and safety without elaborating on the risk management of regulatory decision.

Furthermore, from the interview process 72.7% of the respondents stated that both organisations, regulatory bodies and government ministries don't carry out an impact assessment as it is not outlined in the policy framework. Respondents hinted that they are currently, improving their policy framework to link with the ease of doing business. This was observed from interviews from top government officials who are mainly responsible for changing the regulatory policies and improve the efficiency of the regulatory system.

In another note, 27.3 % of respondents indicated that their organisations (mainly regulatory bodies) had reviewed their strategies in recent years to include some form of assessment though not fully implemented at times. ZERA, RBZ and Potraz have some evaluations like impact on competition, business and market openness which are partially carried out due to lack of resources, expertise in impact assessments and the lack of management systems addressing this.

In summary, both methods concur on the need for RIA which respondents indicated is an excellent tool to improve the quality of regulations produced in the country. Finally, the state the country can use the Risk impact assessment in policy regulation development and implementation and address issues to do with ease of doing business in the country.

7.7 Stakeholder engagement

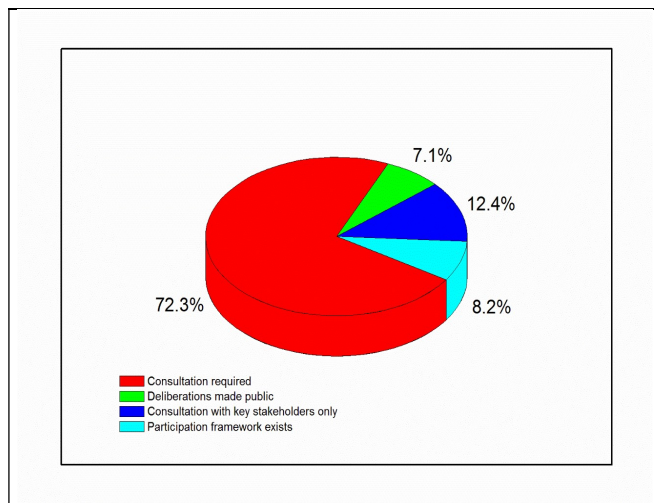
In this section the question asked was how to address the public and those in particular affected by the regulations, thus stakeholder to be identified. Findings from the interview process are shown in Figure 4.6, and those from the survey questionnaire are presented in Figure 4.7.

8.2% respondents indicated that their organisation have a procedure regarding the participation of key stakeholders in their regulatory process. Stakeholders from Consumer Council of Zimbabwe, Confederation of Industries of Zimbabwe and Zimbabwe National Chamber of Commerce indicated they also have participated in such fora. Only 8.2% of the respondents reported that their framework allows for a participation process where clients and stakeholders are involved in the development stages of the regulatory policy.

Respondents from government ministries indicated the involvement of stakeholders helped to strengthen their democratic legitimacy of administrative measures and increases accountability for the proposed regulatory instruments.

However, 72.3% indicated that their organisation allows consultation when developing regulations though it's not explicit how it is supposed to be done leaving it to interpretation on who is running the project at that time. They argued that the risk of data capture by a government as they choose whom to consult during the process leaving other stakeholders that will be affected by the introduced instrument.

Figure 2 Stakeholder engagement Results



Source: Research data

In addition, 7.1% of the respondents indicated that though they are engaged during the process, their deliberations are not documented, and they don't have access to these. Most responders from the stakeholders like CCZ, Chamber of Mines and ZNNC observed an absence of the feedback system in the country. Stakeholders indicated a lack of a feedback process in this regard. Lastly, 12.4% of the respondents stated that most regulatory bodies only have a framework to engage with key stakeholders in who will be affected. In this regard, the risk of leaving other stakeholders like the public has been noted by industry organisations.

As well as in the survey questionnaire carried out during the study, 66.9 % of the respondents said their organisation have procedures where consultation is mandatory. However, findings from the stakeholders indicated that most organisations have it on paper, but the implementation is always lacking. The government ministries respondents highlighted challenges in resources for mass public hearings and difficulty in doing such programmes.

Furthermore, on participation framework, 13% of the respondents have indicated that their organisations have an engagement structure and procedures on how to carry out the

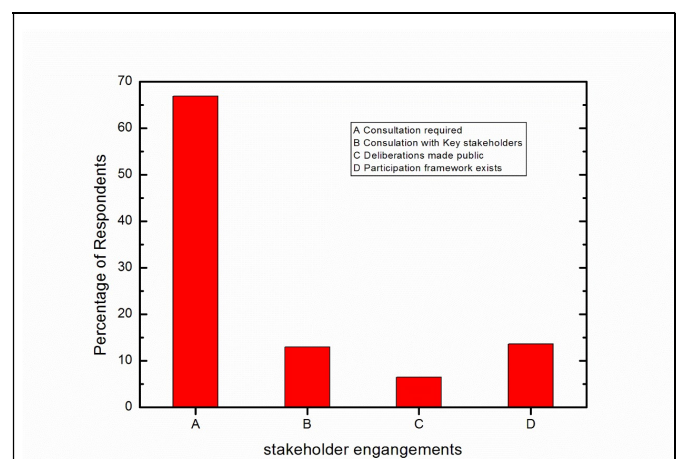
process. Most regulators disclosed that the course of including subject matter experts on the regulatory system has proven difficult and brought some untrustworthy on some occasion. They noted private company pressure and can alter data research process to suit their agendas and affect the deliberations in this regard. However, the Consumer Council of Zimbabwe indicated that the general public is mainly left in most regulations development while they are the largest regulated population at the end.

From the questionnaire results, 6.5% revealed that the results are not made public and feel used on most exercises by the government. These were mainly observed from stakeholders such as CZI, chamber of mines and Consumer Council of Zimbabwe. Respondents in particularly stakeholder sector argued that they have participated in public meetings for policy review, but they don't have access to the deliberations and feedback. Though most respondents from stakeholders revealed political intimidation and fear of expressing their actual thoughts on the proposed regulations. This mainly to the lack of trust between the citizens and government of Zimbabwe.

From the findings, 3.6 % of respondents mainly government ministries showed that they only engage the special group of stakeholders when they are developing policies. These respondents indicated budgetary constraints on resources to carry out the process, and they only invite key stakeholders for deliberations. However, as noted from the chamber of mines and Confederations of Zimbabwe Industries, government most of the time fail to identify the right stakeholder and leave important ones resulting in suspension or outcry when the policy is introduced.

However, respondents from government ministries, gave conflicting of interests from mainly major companies with enough capital to alter the process or swaying decisions particularly in safety, health and environmental issues where companies tend to spend money to meet compliance requirements.

Figure3 Findings of Stakeholder engagement



Source: Research data

7.8 Transparency Process in Zimbabwe

Transparency represented a key feature of good public governance particularly as a way to help public trust in government. 48.9% of the respondents revealed that most regulatory bodies' organisations are not transparent on the clarity of the legal framework. This includes both communication access, the effectiveness of the compliance system. Another 23.5% disclosed that some regulatory bodies improved their system through the web based system and had regulations and procedures on their websites. Regulators such as ZERA, RBZ and ZIMRA have initiated e-regulations which stakeholders indicated they are in their infancy but have improved efficiency. However, concerns from stakeholders were mainly on increased regulation, overlapping and high fees charged, which they don't get explanation or method on how these organisations reach such levels.

Access to regulation was deficient with 11.8% respondents in some regulators indicated that their system had been improved by adopting a business approach in their organisational strategies. Notably, NSSA and ZIMRA have developed online applications and payment system. About 15.8% indicated that their system is always accessible every day on concerning regulatory issues.

Furthermore, results from the interview process, 13.4 % of the respondents indicated that their system is always open to the public access. This includes having a system on assessing feedback from clients regarding the issue of regulatory nature. The regulatory bodies, mainly ZIMRA and SERA indicated that they are aiming to have accountability and openness of the whole society not only key stakeholders. 11.5% of the respondents reported that their system is open to that they have aided with the training of stakeholders with issues to do with enforcement and compliance. 7.3 % of the respondents also revealed that at most they try by all means to have an open, transparent system.

Government ministries indicated that at times the political pressure is exerted by the power be and they move end up not being consistent in the transparency. Lastly, 67.8 % of the respondents said their system does not have transparency framework this was mainly from both government ministries and the regulatory bodies. The main challenge in this regard is that most government officials indicated that because its little people will be forced to comply. However, this has been noted by stakeholders as the obstacle to do business in the country.

A question on how decision makers seek a balance between maximising the benefits of a policy to the society and impact to the society were asked in this section. From the study findings, 15% of the respondents indicated that they do calculations on the cost of the proposed law. This includes the cost to government and public and business. 67.8% of the respondents from stakeholders it's hard to get information regarding the methodology used and especially on the fees charged to businesses. Government and regulators failed to

provide details on the quantification of cost and benefit analysis if they do any.

12.3% of the respondents indicated that a few regulatory agencies carry out an effect of the new regulatory instrument especially to business and public. However, it was difficult to get information on the specifics regarding documentation on this. The respondents cited confidentiality regarding such documentations. 29.7 % of the respondents showed the justification process is not explicitly given the government. Thus, they argued that the lack of consultation of experts that can assist in ministries such that the need can be assessed and integrated into the policy.

Another 42.3% of respondents indicated that the cost and benefit analysis is integrated into the policy framework, but regulators and government officials hinted on the challenge of implementation due to a shortage of research data and thus make it difficult to make quantitative estimates for the cost and benefit analysis.

Also, an interview process was carried out and the following results summarised in figure 4.10. From the findings, 17.2% of the respondent revealed that the cost and benefit analysis is performed for the proposed new law. Most government ministries indicated that the procedure is mainly there theoretically and is rarely implemented during the policy formulation process due to failure in developing the implementation matrix. Another 13.8% of the respondents revealed that the benefits of the new law is calculated with significant challenges being in the methodologies used and lack of standardised framework.

31 % of respondents indicated the cost and benefit requirements of the new policy is done but not holistic as the organisations tend not to share information. These have led to duplication of policy instrument and creating multiple regulatory regime that increased the cost of doing business in the country. Stakeholders said even during the consultation process there is no way the public is shown the methodology used to weigh the balance between benefits and impacts. Lastly, 37.9% of respondents indicated the justification for the new law is done by regulators, but mostly there is no research data to quantify some of the economic estimates postulated.

In summary, both the interviews and questionnaire findings highlighted that respondents need a clear policy framework that is user-friendly and helps in compliance by the business community. Moreover, they insisted that transparency will help in public confidence and trust between the government and its citizens which are very small considering outcry from stakeholders as the country is over-regulated.

VIII. CONCLUSIONS

This study makes the following conclusions derived from the findings.

RIA has become a primary area of developing regulatory process and improving the ease of doing business. Most of the

respondents involved in this study indicated the need for effective risk management in policy formulation and implementation to improve decision making, reduce the cost of doing business (regulatory costs) and increase foreign direct investment in the country. In this regard, the use of transparency process that is informed by evidence based and backed by stakeholder's participation was suggested by respondents.

It is concluded that there is need for RIA to be used as an aid to both regulatory bodies, government ministries and legislators on improving the current regulatory system. Thus aiming to address the political decision-making process of Zimbabwe. Therefore, the nature of RIA concept in policy framework has been noted throughout this research.

The findings do conclude that the respondents identified the lack of a standardised procedure in the regulatory framework. Senior level policy makers must produce policies that address business objectives and manages regulatory risks (ex-ante and ex-post) most organisations participated in the research believes that politicians, especially ministers are responsible for enacting a policy framework that addresses and manages the risk in their sector. A few organisations have a feel that permanent secretaries and Chief Executive Officer (CEO) of ministries and regulatory bodies respectively must develop such framework as risk management is their role.

This study concludes that in, every department has its way of developing a regulatory instrument both in legislation and its associated regulations. This lack of a regulatory policy framework has given opportunities to different approaches being adopted. A well-developed regulating framework that provides a coherent and consistency applicable to all Government departments will help to address some of the RIA concepts in the evaluation process. Moreover, the regulatory law may help in how and within what time decisions are taken by both the regulator body and stakeholders. This will assist in a new transformation in the system that addresses licensee fees, compliance cost to business and public. Further, most organisations need to have a policy on RIA as a way to support and monitor the cost of doing business and regulatory risks involved. They insisted on the need to have a developed legislation on regulatory policies that spells out functions and objectives to give assurance to investors and general citizens

From the findings of the study, another second contribution is forces of policy reformation. There is need to have a justification for any regulatory intervention by the government. This includes defining the problem and social values being addressed by the regulatory instrument. Most respondents indicated market failure, regulatory failure, unacceptable risks and distributional goals. The absence of dedicated institutional frameworks in the country that support the base for reformation has affected the ease of doing business. Most respondents indicated that regulatory reform could be used as a way to boost competitiveness and economic growth of a country. They revealed that the

regulatory reform strategy could help to contribute to the public sector management, therefore, increasing citizens' choice and welfare.

The study concludes that appropriate and essential regulatory institutions need to be in place to foster the drive on policy reformation. The respondents gave a case of outdated regulations that were produced during the colonial era which is still in use. For instance, the Companies Act was developed in the 1950s but still in use. These institutions will help in the administration to assist regulatory bodies and government ministries in undertaking role in RIA, standards development that addresses the regulations requirements and quality assessment procedures. As most regulations need to conform to international technical standards, the absence of scientific laboratories, equipment had made compliance and enforcement difficult. This has been noted as a factor in increasing compliance cost by the business where samples are sent to international research centres before exporting to the global market. As other factors that had forced the government to intervene in policy reformation in Zimbabwe.

It is also concluded that many regulatory authorities don't share information or work together, resulting in duplication and overlapping of roles among others. The need to identify all relevant institutions such as research centres will help in the impact assessment framework. Thus, regulators within a particular sector will improve on their documentation procedures, license fees and share relevant organisations interested. This will help in the implementation process.

The researchers would like to conclude that most organisations involved in the study disclosed the need for a standard administrative procedure on drafting of laws, regulations and evaluating policy coherence in the country. In this regard, the regulation mapping will be necessary to examine the cumulative effects of the proposed policies. This will help in coordinating government policy, especially where multiple regulators exist and overlapping of policies. Respondents indicated that there is the need for policy synchronisation and streamlining as a way to address overlapping and conflict of interest. Regulatory bodies need to have a way to share their information, especially where they regulate the same industry as they will help in uniformity on procedures and ease of compliance by business organisations. In some cases, regulators might be merged or eliminated at all, and where new bodies are established, they must be equally funded and efficient to carry out their mandate.

From the study findings, another critical factor in the regulatory process is the parliamentary and judiciary roles in reviews and appeals. 61% of respondents agree that parliamentary committees exist for evaluation of the quality of regulation or appeals if any. However, in most cases both the Parliament and the Senate rubber stamp the process as no clear, rigorous path is in policy impact assessment is in place. Thus due to the shortage of subject experts in both the Senate and the Parliament the evaluation are rarely done and when

carried out are not guided by the quality of regulation principles and link to trade and business.

The role of the judiciary review in Zimbabwe is done by the drafting department in the Ministry of Justice and Parliamentary Affairs. The primary challenge noted was the need to have resources such that the alignment of laws to the new constitution than the quality of regulations at the moment. Most regulations and policy decision can be challenged by way of judiciary review on ground of administrative procedure and substance

The RIA tools have an emphasis on precise problem definition, regulatory intervention or non-regulatory intervention and the impact assessment on all policy decisions. Thus as shown from the study, the regulatory system needs to have an evaluation process, before and during the policy life cycle. The current scenario, where impact assessment is not carried out has been noted as a flaw in the system. A properly done RIA systemically examines the consequences (economic and social) that are likely to arise from government regulation and communicates this to the decision makers. A case by case evaluation will be carried out to assess the contribution of the rules, statutory instrument and directives to the economy at large.

VIII. RECOMMENDATIONS

The researchers would like to make the following recommendations.

Zimbabwe needs to adopt systems where administrative efficiency can reduce the cost of doing business with a balance of regulatory quality. From international practice in OECD countries which have used the RIA in policy formulation and implementation and produced tangible results and increase the ease of doing business. The study made the following recommendations;

1. *Recommendation to the Office of the President and Cabinet (OPC): Developing of a regulatory framework policy for the country*

For the action that addresses the need for evaluation and improves the quality of regulation produced in the country. The country needs to develop a regulatory policy framework that will help in dealing with issues of cost of doing business and improve the world ranking in ease of doing business.

2. *Recommendation to the Ministry of Industry and Commerce and OPC: Revise the regulatory system and incorporate viable business model using experience.*

This includes among others, the need to rationalise the costs that come with regulations, laws, statutory instruments and directives introduced by the government. This includes compliance costs both to industry and public, and the regulatory agencies and government. In the same line enforcement costs need to be factored in and the need to isolate departments and regulatory bodies on depending on the

regulatory fees but seeing a big picture for the economy at large.

3. *Recommendation to the Ministry of Justice and Parliamentary, State Enterprise Restructuring Agency (SERA) and Ministry of Industry and Commerce: Reducing multiple regulatory systems:*

There is need to reduce the current tendency where different regulators regulate similar aspects of the business area. This duplication of roles or overlapping has been noted as increasing the compliance costs on business and consumers. Therefore, the regulatory system needs to establish a monitoring and evaluation system which is capable of measuring the relevance of the policy during its life cycle and continuous improvement if any. This will help in addressing the withdrawal of such instruments which no longer serve their intended purpose but are hindering the ease of doing business.

4. *Recommendation to the Parliament and the Senate*

There is need to include the concept of RIA in the regulatory process even in Parliamentary and Senate level in the country. This will help to carry out policy impact assessment in economic, social environment and stakeholder engagement process during and after the proposed regulation. This will address the quality of regulations. Also, they may include a process of carrying and consulting experts and at times invite them to be part of their committee deliberations on policy. There is need to train both Parliamentarians and Senators at large on policy and RIA issues and the link with business and investment in the country.

5. *Recommendation to the Standards Association of Zimbabwe*

As most of the regulations use standards (international) on most regulations instruments it is imperative for the standards to be domesticated and see if service provision regarding standards is available in the country for easy compliance and enforcement.

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