

AN ANALYSIS OF THE ROLE OF STAKEHOLDERS IN ENHANCING LOCAL  
ECONOMIC DEVELOPMENT: A CASE STUDY OF THE CITY OF WINDHOEK,  
NAMIBIA

A THESIS SUBMITTED IN PARTIAL FULFILMENT  
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## **ABSTRACT**

This study was aimed at analysing the role of stakeholders in enhancing the Local Economic Development (LED) initiative at the City of Windhoek (CoW). The study examined stakeholders' collaboration and management roles in enhancing the LED in the CoW. The study made recommendations to policy makers and principals on how LED can positively impact on the livelihood of the people in the CoW.

The study adopted a qualitative research design because the design allows the researcher to interact with the participants. The study used a judgemental sampling technique to select 30 participants. The rationale for using the judgemental sampling technique was because it allows the researcher to select participants who are knowledgeable in the area being investigated.

The study found that 87.5% of the participants were aware of the LED White Paper, while 12.5% indicated that they were not aware of the White Paper. The study also found that stakeholders can implement the local economic development programmes. The study concluded that the roles played by stakeholders in the LED initiatives are relatively effective. This is due to the fact that there has been increased improvement in the creation of a conducive environment for small and medium enterprises (SMEs) as well as an attraction of business establishments. The study put forward the following recommendations: 1) there should be a maximum involvement of all the stakeholders in the LED initiatives; 2) a capacity building forum should be established for all the stakeholders; 3) a dedicated budgetary account should be created for LED.

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Lastly, I would like to thank all family members and friends for their support and encouragement in various ways.

## **DEDICATION**

I would like to dedicate this thesis to the following people and institutions: firstly, my parents Mrs Rakel Haindongo and Mr Martin P. Haindongo. Secondly, to all my family members and friends. Finally, to the Republic of Namibia at large.

### **DECLARATION**

I, Paulus Tangeni Haindongo, declare that this study is a true reflection of my own research, and that this work, or part thereof has not been submitted for a degree in any other institution of higher education.

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**Paulus Tangeni Haindongo**

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## LIST OF ABBREVIATIONS

<b>CDC</b>	Constituency Development Committees
<b>CoW</b>	City of Windhoek
<b>DPLG</b>	Department of Provincial and Local Government
<b>EU</b>	European Union
<b>FAO</b>	Food and Agriculture Organisation
<b>FDI</b>	Foreign Direct Investment
<b>GDP</b>	Gross Domestic Product
<b>GTZ</b>	German Technical Cooperation
<b>ILO</b>	International Labour Organisation
<b>LADC</b>	Local Authority Development Committee
<b>LED</b>	Local Economic Development
<b>LEDA</b>	Local Economic Development Agency
<b>LRED</b>	Local and Regional Economic Development
<b>MRLHRD</b>	Ministry of Regional and Local Government Housing and Rural Development
<b>MURD</b>	Ministry of Urban and Rural Development
<b>NCCI</b>	Namibia Chamber of Commerce and Industry

<b>NDP</b>	National Development Plan
<b>NGOs</b>	Non-Governmental Organisations
<b>ODA</b>	Official Development Assistance
<b>RDCC</b>	Regional Development Coordinating Committee
<b>SIDA</b>	Swedish International Development Cooperation
<b>SMEs</b>	Small and Medium Enterprises
<b>UNCDF</b>	United Nations Capital Development Fund
<b>UNDP</b>	United Nation Development Programme
<b>UNIDO</b>	United Nations Industrial Development Organisation
<b>VDC</b>	Village Development Committee

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1. ORIENTATION OF THE STUDY**

Before becoming popular in many developing countries in the 1990s, including Namibia, Local Economic Development (LED) had already been implemented for many years in various forms in industrialised countries. According to Patterson (2008), in the early stages of LED, activities focused strongly on the marketing of locations to external investors, often linked with incentive systems such as tax breaks and reduced costs of public services such as water and electricity and infrastructure development. In the second phase, attention shifted to endogenous economic potentials, striving to support the competitiveness of existing firms, promoting entrepreneurship and business start-ups (Patterson, 2008). This was often done via entrepreneurship development and training programmes, business support and business linkage mechanisms, providing access to finance, skills development, rural development and sectoral development approaches.

Since the late 1990s, a holistic approach to local and regional economic development (LRED) has become predominant. This third and latest phase of local economic development enhances the individual business support and sectoral development approaches of the second development phase by making the entire business and community environment more conducive to economic development (Patterson, 2008). The focus of the third phase is therefore on providing a competitive local business environment, encouraging and supporting networking and collaboration between



businesses and public/private and community partnerships, facilitating workforce development and education, focusing on inward investment to support cluster growth and supporting quality of life improvements (Patterson, 2008).

In Namibia, the concept of LED emerged in 1997 to redress the inequalities created during the apartheid colonial period. Since then, the unitary state of Namibia has emphasised on socio-economic aspects in all its development planning. In order to bring services of the government closer to the people, Ministries have set up regional offices, thereby de-concentrating service delivery (Ministry of Regional and Local Government, Housing and Rural Development [MRLHRD], 2011). The involvement of local people and networks of people and agencies is a key defining feature of LED approaches. It is associated with the notions of self-help, leadership, participation, co-ordination and trust (MRLHRD, 2011). It emphasises local control, using the potentials of human, institutional and physical resources. LED initiatives mobilise actors, organisations and resources, to develop new institutions and local systems through dialogue and strategic actions (Helmsing, 2003).

The City of Windhoek (CoW) is the capital city of Namibia and it is the biggest role player in the national economy. Due to the significant role of Windhoek's economy, it is important to ensure the local economic development in the city. The CoW has an LED Strategy which guides local economic development activity within the city. The LED Strategy takes into consideration the different Policy and Strategy documents that guide

development and planning on national, regional and local levels. This study therefore sought to analyse the role of stakeholders in enhancing LED in the CoW.

## **1.2. STATEMENT OF THE PROBLEM**

In 2008, the Namibian Parliament approved the White Paper on LED in order to bring services closer to the people. The MRLHRD has set up regional offices, thereby decentralising service delivery and local economic development to regional councils and local authority councils, as a way to create commitment and participation (Hoabes, 2013). Furthermore, the MRLHRD among others also identified the involvement of local people and networks of people and agencies as a key defining feature of local economic development approaches (MRLGHRD, 2008).

The CoW, like other municipalities and town councils in Namibia has developed its LED Strategy which aims to align the CoW's objectives and projects with those of the National Government as indicated in the Vision 2030 document. In general, LED aims to build up the economic capacity of local authorities to improve its economic future and the quality of life for all. It offers the local government, the private and non-governmental organisations and local communities the opportunities to work together to improve the local economy (MRLHRD, 2011).

Despite these efforts and strategies, the role of various stakeholders in enhancing LED to address socio-economic challenges in the CoW seems not to be well defined. In fact, issues such as housing affordability and to some extent homelessness, financial and capacity related challenges are visible. It is also clear that the local government as the

sphere of government closest to communities has a number of institutional challenges. The challenges include among others the shortage of critical skills, weak governance arrangements, and administrative and political dynamics that affect the council adversely. In some cases, such limitations can lead to a point where councils are unable to perform their constitutional duties as expected, including the delivery of basic social and economic infrastructure. This study therefore sought to find out the role played by the stakeholders in enhancing the LED initiatives in the CoW.

### **1.3. RESEARCH OBJECTIVES**

The objectives of the study are to:

- assess the role of the stakeholders in enhancing LED initiatives in the City of Windhoek;
- examine stakeholder collaboration and management roles in enhancing LED in the City of Windhoek; and
- make recommendations to policy makers and principals on how LED can positively impact on the livelihood of the people in the City of Windhoek.

### **1.4. SIGNIFICANCE OF THE STUDY**

The study seeks to enhance understanding and knowledge about LED strategies. The findings are important to the local government, non-governmental institutions, private organisations and local communities. This study focused on ways to provide a thorough understanding of the factors that influence economic growth, with specific reference to sustainability, given that towns in Namibia are now required to decide and shape their

own destinies in terms of effective planning and income generation through rendering of basic services such as serviced land, water, roads, sanitation and electricity for LED initiatives. The study provides and contributes to knowledge on local authority economic sustainability as well as providing an understanding on the variations in performances of towns in Namibia. The findings of the study can also help to outline the influence of the policy and regulatory framework on economic sustainability in local authorities.

The study's recommendations contribute not only to knowledge in the field of economic development for the CoW, but also serve as a reference tool for the government, especially the line Ministry of Urban and Rural Development (MURD) that deals directly with assessments and resource allocation. Therefore, achieving partnership and working together between the local government and the private sector towards economic development will be vital for securing the prospects for sustainable economic growth and development.

### **1.5. DELIMITATION OF THE STUDY**

This research is limited to the CoW only and it did not cover other major towns in Namibia. Moreover, the study did not address perceptions from outside stakeholders and thus an opinion from outside Windhoek was not sourced.

### **1.6. LIMITATIONS OF THE STUDY**

It was difficult to secure appointments with all targeted stakeholders which delayed the completion of the thesis within the timeframe. The researcher is a full time employee

and needed to balance work and carrying out the research by taking time off work, during critical periods of the research.

### **1.7. DEFINITIONS OF KEY TERMS:**

**Local Economic Development (LED):** LED is defined as “a process by which actors within urban areas work collectively with public, business and non-governmental sectors to create better conditions for economic growth, employment generation and community wealth in order to enhance the quality of life for all in the community” (MRLGHRD, 2008, p. 6).

**Stakeholders:** In terms of this study, stakeholders are defined as different public and social-actors involved in development delivery. They consist of local and regional authorities, offices of Central Government, Tourist Guide association of Namibia (TAN) and business representative organisations such as NCCI (MRLGHRD, 2008).

### **1.8. OUTLINE OF THE THESIS**

The study is divided into five chapters. Chapter 1 gives an introduction to the context of the study by outlining the background information, the problem statement, the research objectives, the significance, and the limitations of the study. Chapter 2 focuses on the theoretical framework based on a literature review that is relevant to this study and discusses LED in detail and from different authors’ perspectives. The chapter also creates a link between LED and the concept of decentralisation. Chapter 3 presents the research methodology that was selected in this study. The chapter specifies the research

design adopted in the study, the sampling techniques used, the data collection instruments and the ethical considerations adhered to during the conduct of the study. Chapter 4 focusses on data presentation and interpretation of the findings collected through interviews and document analysis under various themes. Chapter 5 focuses on the conclusions and recommendations of the study.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1. INTRODUCTION**

This chapter defines the concepts of LED from various scholars' perspectives in order to provide a robust meaning of the concept. The chapter further explores the practices of the LED in Sub-Saharan African countries and it analyses the legislative frameworks for LED in Namibia. The chapter concludes with an analysis of the roles played by various stakeholders in the LED initiatives.

#### **2.2. LED DEFINED**

LED as a concept was coined by the United Nations Development Programme (UNDP). It sees LED as locally driven processes that seek to identify, harness and utilise resources to stimulate the economy and most importantly to create new job opportunities at a certain locality.

LED was originally a term that referred to deliberate interventions to promote economic development in a specific area that is not the national area from a very small neighbourhood through to a fairly large subnational region (Hussen, 2013). Approaches to LED have developed and changed as local economies have had to respond to the changing local impacts of the global economy. The emphasis in LED has grown beyond a preoccupation with local self-sufficiency towards understanding, developing and exploiting economic linkages from district and national levels, through to the global

level (Province of Eastern Cape, 2008). Thus, like all the other multifaceted concepts, no single definition exists for LED. Various scholars have defined LED slightly differently. Therefore, instead of trying to find one unambiguous definition, this thesis took a holistic approach at evaluating how such researchers have defined LED.

One of the popular definitions of LED is by Nel (2000, p. 6), who defined LED as “a process by which local governments or community based groups manage their existing resources and enter into partnership arrangements with the private sector, or with each other, to create new jobs and stimulate economic activities that facilitate and enable an improvement of quality of life”. Whereas, Helmsing (2010, p. 10) defined LED as “a process in which partnerships between local governments, community-based groups and the private sector are established to manage existing resources to create jobs and stimulate the economy of a well-defined territory”.

On the other hand, the World Bank (2003) defines LED in general terms. According to the World Bank (2003, p. 23), LED is “a process by which public, business and non-governmental partners work collectively to create better conditions for economic growth and employment generation”. Much in line with its tripartite configuration, the International Labour Organisation [ILO] (2006) defines LED as a participatory development process that encourages partnership arrangements between the main private and public stakeholders of a defined territory, enabling the joint design and implementation of a common development strategy, by making use of the local



resources and competitive advantage in a global context, with the final objective of creating decent jobs and stimulating economic activities (ILO, 2006).

While the above-mentioned definitions put more emphasis on the complementarities between public, private and collective actors with regards to strategic development interventions, more recent definitions restrict themselves to the market driven development or key aspects of it. For example, Rueker and Trah (2007, p. 15) define LED as:

an ongoing process by which key stakeholders and institutions from all spheres of society, the public and private sector as well as civil society, work jointly to create a unique advantage for the locality and its firms, tackle market failures, remove bureaucratic obstacles for local business and strengthen the competitiveness of local firms. (p. 15)

This viewpoint emphasises local control through using the potential of human, institutional and physical resources. The CoW (2015) noted that LED is an integrative approach in which public, private and civic actors define and manage resources to create and maintain place prosperity in a well-defined territory.

Rodriguez-Pose (2008) stressed innovation when defining the goal of LED, which is to mobilise the local economic potential by bringing innovation to all its growth dimensions which range from infrastructure, to local small and medium enterprises (SMEs) and their skills, to attracting Foreign Direct Investment (FDI), fostering

territorial competitiveness, strengthening local institutions, better management of the development process and internalising local resources.

This thesis adopts the definition by Rueker and Trah (2007) because it is an inclusive definition and all other definitions as stated in this study are being represented. Moreover, this definition of LED aids in identifying the role of stakeholders in enhancing LED in the CoW.

### **2.3. LED IN SUB-SAHARAN AFRICA**

Rodríguez-Pose (2007) argues that top down national development policies are designed to fit the needs of the entire country and therefore run the risk of not being able to respond to the needs and priorities of individual localities well. Thus, LED has also become a prominent tool for development organisations in the last decades in Africa. Helmsing (2005) believes that there were several forces which led to the emergence of LED in Africa. Helmsing (2005) called the first set of changes fundamental changes in development policy, which entails market liberalisation and decentralisation, aid fatigue and the resulting decline of Official Development Assistance (ODA), and the disintegration of the Soviet empire and the disenchantment of its state-led economy development strategies.

Helmsing (2005) further observed that the second group of forces entails globalisation and includes new space-reducing developments in transport and communication, the increasing mobility of people, capital and firms, and the changes in the production of goods and services, such as the establishment of clusters of vertically integrated

companies or technological innovations. Hence, Helmsing (2005) concluded that it was against this backdrop that regional and local authorities were forced to actively develop their respective economies which finally led to the dawn of LED in Africa.

LED programmes have been initiated in Sub-Saharan African countries such as South Africa, Namibia, Zambia, Ethiopia, Nigeria, Ghana, Kenya, Tanzania and Uganda (Richter, 2013). The majority of them are supported by a multitude of non-governmental organisations (NGOs) and national or multinational development organisations. The German Technical Cooperation (GTZ) supports LED in South Africa, Namibia, Zambia, Ethiopia, Nigeria, and Ghana, among others (Richter, 2013). The United Nations Capital Development Fund (UNCDF) together with UNDP runs a programme to strengthen local governments to promote LED in Uganda (Richter, 2013). UN-HABITAT, ILO, Food and Agriculture Organisation (FAO), United Nations Industrial Development Organisation (UNIDO) together with other development organisations run the Lake Victoria LED initiative in Kenya, Tanzania and Uganda (Richter, 2013). Cities Alliances started City Development Strategy projects which also include LED in many towns in Africa, among them Dakar in Senegal, Douala in Cameroon and Dar Es Salaam in Tanzania (Richter, 2013). The Swedish International Development Cooperation (SIDA) and the EU finance LED projects through the programme Partnership Participation Progress (P3) in South Africa, Namibia and Botswana.

Empirical data from Sub-Saharan countries shows that the business environment changed from being heavily intervened by central government and run by public

institutions, to one in which there is little official regulation and where supporting institutions are lacking, but where governments are looming in the background (Helmsing, 2003). Conditions for LED in Africa have changed dramatically. First of all, many countries have experienced serious economic downturns, often associated with structural adjustments and political instability (Helmsing, 2003). Secondly, central governments have lost their central economic coordinating role; while other private and civic actors to make the market economy work weak (Helmsing, 2003).

Investments and improvements plans of local producers critically depend on complementary investments by other producers and other economic agents (traders, banks) as well as the government. Helmsing (2003) observes that some localities are able to export goods and services to larger domestic and to international markets and to attract external firms, capital and expertise to enable them to grow further, but many others are unable to benefit from the opportunities offered and they are losing their own local resources (capital, firms and educated people) that look for greener pastures elsewhere. Lastly, Helmsing (2003) claims that after structural adjustment, central governments paid even less attention to the equalisation of economic conditions across regions and localities. Socio-economic gaps between localities and regions are therefore likely to have been rising, although there is little empirical data to confirm this.

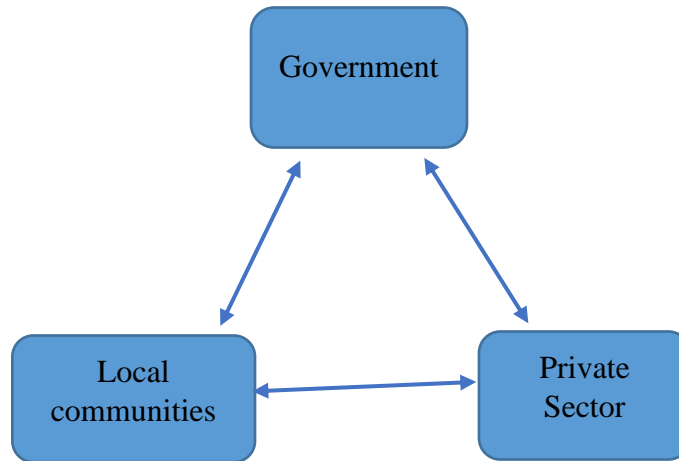
#### **2.4. LED IN NAMIBIA**

The concept of LED is not new to Namibia. According to Ministry of Regional and Local Government, Housing and Rural Development [MRLGHRD) (2008), LED

emerged right after independence in 1990. In particular the Local Authorities Act, (Act No. 23 of 1992) as amended, the Regional Councils Act, (Act No. 22 of 1992) and the Decentralisation Enabling Act, (Act No. 33 of 2000) provide the framework for local governments to engage in economic development initiatives. However, LED only gained momentum when the White Paper on LED was adopted by cabinet in 2010 and LED was established in 2011. Since then, all major local authorities and regional councils have been seriously engaged in LED initiatives.

Improved local governance performance regarding LED requires cooperation and partnerships. Meyer (2013) has developed a service delivery triangle relating to LED, which consists of three partners namely the government, the private sector and local communities. This service delivery triangle is depicted in Figure 1 on page 15.

**Figure 1: Service delivery triangle of LED**



**Source:** Meyer (2013).

LED in Namibia is concerned with creating robust and inclusive local economies that exploit local opportunities, address local needs and contribute to national development objectives such as economic growth and poverty eradication.

According to Sekhampu (2010), the challenge of LED in Namibia is that most local municipalities and town councils do not have adequate economic growth strategies in place that are implementable, and therefore they are unable to address poverty and unemployment. Sekhampu (2010) observed that for LED to be successful there should be a coherent planning process involving all stakeholders within the local area. The process takes place over time, involving all sections of the community and it covers all matters that affect the quality of life in a local area, particularly those that need most support.

In order for LED to be more effective, Meyer (2003, p. 24) created the following principles: 1) creation of a clear distinction between LED and community development initiatives; 2) refrain from solving problems by throwing money to the problem; 3) ongoing analysis of local economic sectors and address market failures; 4) stimulate entrepreneurship and business development; 5) maximise existing local resources such as finance, natural resources, and human skills by the utilisation of mentors; 6) identify and implement “quick wins” projects and the creation of a strong partnership between public and private sectors. According to Blakely and Bradshaw (2002), a municipality can decide to act as a developer and even an entrepreneur, a coordinator, a facilitator or a stimulator.

Furthermore, Trousdale (2005) asserts that the local leadership at local government, local business and local communities claims that the success of LED implementation is dependent on six key issues, namely:

- An enabling economic environment must exist with access to opportunities for all.
- The local youth must be involved through youth development programmes.
- Job creation potential must exist, relating to sustainable jobs.
- Good governance.
- Availability of capacity and skills on all levels of the local economy.

- All efforts must lead to poverty alleviation and improvement in the quality of life.

## **2.5. AN OVERVIEW OF THE LEGISLATIVE FRAMEWORKS ENABLING LED INITIATIVES IN NAMIBIA**

Various pieces of legislation and policy form the foundation of LED in Namibia. Currently, Namibia is classified as a middle income country. In an effort to strive for the betterment of her people, Namibia has put up legislative frameworks that help to sustain economic development in the country. This section of the thesis provides an overview of legal instruments that have been enacted by the Republic of Namibia, which are compatible with the LED initiatives.

### **2.5.1. The Namibian constitution**

The Namibian constitution is the supreme law of the state. Article 98 of the Namibian constitution states that the economic order of Namibia shall be based on the principles of a mixed economy with the objective of securing economic growth, prosperity and a life of human dignity for all Namibians. The Namibian economy shall be based, inter alia, on the following forms of ownership: (a) public; (b) private; (c) joint public-private; (d) co-operative; (e) co-ownership; (f) small-scale family. Moreover, Article 99 states that foreign investments shall be encouraged within Namibia subject to the provisions of an Investment Code to be adopted by parliament. Thus, the implementation of LED is well in line with the provisions of the Namibian constitution.



### **2.5.2. Vision 2030**

In 2004, Namibia adopted Vision 2030, a document that clearly spells out the country's development programmes and strategies to achieve its national objectives. Vision 2030 focuses on eight themes to realise the country's long term vision. These are: (i) Inequality and Social Welfare; (ii) Human Resources Development and Institutional Capacity Building; (iii) Macro-Economic Issues; (iv) Population, Health and Development; (v) Namibia's Natural Resources Sector; (vi) Knowledge, Information and Technology; (vii) and Factors of the External Environment (Republic of Namibia, 2004).

According to the Republic of Namibia (2004), the goal of Vision 2030 is to improve the quality of life of the people of Namibia to the level of their counterparts in the developed world, by 2030. Vision 2030 presents a clear view of where Namibia is, where it wants to go from there, and over what time frame. It is a vision that is envisaged to take Namibia from the present into the future, a vision that seeks to guide the nation to make deliberate efforts to improve the quality of life of the Namibian people. It is a unifying vision which seeks to provide direction to government ministries, the private sector, NGOs, civil society and regional and local government authorities.

Since the future is about the people, Vision 2030 concerns itself with the population in relation to their social, economic and overall well-being. Vision 2013 seeks to transform Namibia into a healthy and food-secure nation; where people enjoy high standards of living, a good quality of life and have access to quality education, health and other vital

services. All of these aspirations translate into a long life expectancy and sustainable population growth. Vision 2030 is also designed to promote the creation of a diversified, open market economy, with a resource-based industrial sector and commercial agriculture, placing great emphasis on skills development. The vision also promotes competitiveness in the export sector, in terms of product quality and differentiation.

Furthermore, Vision 2030 is expected to reduce inequalities and move the nation significantly up the scale of human development, to be ranked high among the developed countries in the world. By 2030, Namibia is expected to be a just, moral, tolerant and safe society with legislative, economic and social structures in place to eliminate marginalisation and ensure peace and equity between women and men, the diverse ethnic groups and people of different ages, interests and abilities.

One of the major principles upon which Vision 2030 is based is “partnerships”, which is recognised as a major prerequisite for the achievement of dynamic, efficient and sustainable development. This involves partnership between the government, communities and civil society, partnership between different branches of government, with the private sector, non-governmental organisations, community-based organisations and the international community; partnership between urban and rural societies and, ultimately between all members of the Namibian society.

### **2.5.3. Fourth National Development Plan (NDP4) 2012/13 - 2016/17**

The NDP4 is the fourth plan of seven development plans that are aimed to take Namibia towards achieving Vision 2030. NDP4 is a higher-level plan, characterised by fewer and more carefully selected and sequenced goals and associated target values.

The detailed plans on how to achieve the various NDP4 goals and targets are led to the various Offices, Ministries and Agencies (O/M/As) responsible for the relevant sectors. The NDP4 has adopted three overarching goals: First, high and sustained economic growth; second, increased income equality; third, employment creation. To reach these goals, NDP4 has identified key areas of focus that will create the necessary momentum for higher economic growth. While other sectors will not be neglected, attention will be shifted to priority sectors to ensure that the impact and results of the country's efforts are optimal.

During the NDP4 period, the following economic sectors will enjoy priority status: Logistics, Tourism, Manufacturing, and Agriculture. Implementation strategies are clearly spelled out; their emphasis is on a formalised structure of Monitoring and Evaluation which encourages accountability.

### **2.5.4. Local Authorities Act, 1992 (Act No. 23 of 1992)**

The Constitution provides for local authorities under Articles 102 and 111 of the Constitution, which empowers the parliament to enact legislation relating to local authorities. Article 102 (3) of the Constitution defines local authorities to be as follows:

Every organ of regional and local government shall have a Council as the principal governing body, freely elected in accordance with this the Constitution and the Act of Parliament referred to in 13 Sub-Article (91) hereof, with an executive and an administration which shall carry out all lawful resolutions and policies of such Council, 24 subject to this Constitution and any other relevant Laws. (Republic of Namibia, 1990)

The local authorities are the third tier of government in Namibia and their powers, duties and obligations are set out in detail under Section 30 of the Act. The main function of a local authority is service delivery, that is, provision of water, to maintain and operate a sewerage system, the provision of streets and public places and the supply of electricity, and thereby the development of the respective towns among others. The Local Authorities Act, (Act No. 23 of 1992), as amended, provides for three types of local authorities: municipal councils, town councils and village councils. It is at those local institutions that economic opportunities are identified and harnessed using LED strategies.

#### **2.5.5. Decentralisation Policy and Enabling Act**

The Decentralisation Policy was adopted in 1997 and eventually led to the enactment of the Decentralisation Enabling Act (Act No. 33 of 2000). The policy provides for a general regulatory framework under which the decentralisation of central government functions and mandates to the sub-national government is to be effected. The policy articulates various types of decentralisations:

- **De-concentration** – staff of central government decentralised to sub-national levels to perform a function closer to the people – regional extension of a ministry;
- **Delegation** – central government functions are allocated to sub-national governments;
- **Devolution** – full responsibility and public accountability transferred to the sub-national level.

It further articulates the functions of central government to be decentralised to local authorities and regional councils. More importantly, the policy provides guidelines for the establishment of consultative structures at regional and local levels, that is, constituency development committees (CDC), the regional development coordinating committee (RDCC), local authority development committee (LADC) and the village development committee (VDC), primarily for the purpose of “effective regional development planning and coordination.”

It is only within the framework of the decentralisation policy that the central government becomes prescriptive in terms of enhancing citizen participation in the decision-making, planning and implementation of government programmes. The policy also prescribes at length the types of stakeholders to be represented on the committees, as well as the specific terms of references as it relates to regional and local level development planning. The Decentralisation Enabling Act, (Act No. 33 of 2000) provides the legal framework for the current decentralisation process in Namibia. In the context of LED,

the Act provides for the framework responsibility of regional and local governments whereby economic development priorities are defined locally.

#### **2.5.6. Namibia's Industrialisation Policy**

Namibia passed its industrialisation policy in 2012. The vision of Namibia's Industrialisation Policy is anchored in Vision 2030. Accordingly, by the year 2030, Namibia should be characterised as a prosperous and industrialised country, developed by her human resources, enjoying peace, harmony and political stability (Republic of Namibia, 2004). As an industrialised nation, Namibia should be characterised by:

- (a) A high level of household income, based on purchasing power parity exchange rates to take into account that one US dollar at market-based exchange rates does not have the same value in all countries;
- (b) A more equitable distribution of income, as reflected in a reduction of the Gini coefficient, while at the same time growing the size of the Namibian economy; and
- (c) A high human development index, reflecting high standards of education, health and other social development indicators. The specific objectives of industrialisation are also outlined in Vision 2030. Vision 2030 emphasises the importance of a change in production structure, a change in export structure, and the contribution to be made to wealth creation by SMEs. Vision 2030 also emphasises the need for job creation and labour-intensive growth strategies. More specifically, the Vision states that by 2030, the

following targets with respect to industrialisation would have been achieved. The objectives of the policy are:

- The manufacturing and services sectors constitute about 80% of the country's gross domestic product (GDP).
- The country largely exports processed goods, which account for not less than 70% of total exports.
- Namibia has an established network of modern infrastructure that includes railways, roads, telecommunications and port facilities, and

(d) Namibia has a critical mass of knowledge workers, and the contribution of SMEs to GDP is not less than 30%. Those provisions are well in line with the local economic development strategy.

#### **2.5.7. White Paper on Local Economic Development**

The White Paper on LED provides a guiding framework for local and regional economic development interventions and envisages two main instruments for facilitating or supporting LED implementation:

- 1) LED agency: This is a unit within the MRLGHRD charged with assisting local authorities and regional councils with LED planning, network development, best-practice sharing, clearing houses for piloting LED initiatives, preparation and dissemination of LED models and tools, capacity building and monitoring and evaluation of LED outcomes.

- 2) LED funding: The white paper envisages that such a fund is linked with the existing Development and Equity Trust Fund, possibly augmenting it, to support local and regional LED initiatives.

## **2.6. STAKEHOLDERS INVOLVEMENT AS THE DRIVERS OF THE LED IN NAMIBIA**

Developing local partnerships will enable municipalities to achieve much more locally with their own resources, and at the same time to identify and leverage additional resources for development. Municipal partnerships seek to develop a linkage between various local role players and stakeholders that have an interest in LED to ensure that the process is successful and sustainable. The key role players and stakeholders are identified below:

### **2.6.1. Central Government**

The Ministry of Urban and Rural Development (MURD) has the responsibility of coordinating the functions of local authorities, regional councils and traditional authorities. The roles that the government plays include:

- Allocation of developmental budgets (provision of resources for the implementation of projects in line with integrated development planning), which require the identification of priorities and aligning local and regional endeavours with national priorities;
- Drafting of proposals for implementation;



- Initiating employment and income generation opportunities to address challenges emanating from declining economics, retrenchments, and unemployment through economic restructuring and focusing on the creation of business diversity and the identification of top competitive sectors in the economy (focus on identified products);
- Identifying opportunities for capacity building with the training of artisans as a priority;
- Improving communication among stakeholders;
- Harnessing comparative and competitive advantages and marketing the locality in cooperation with national investment attraction initiatives; and
- Improving the standing of sub-national Government with funding and lending agencies to access resources for development (bankability) (MRLGHRD, 2008).

According to MRLGHRD (2008), a Local Economic Development Agency (LEDA) is established and resourced as a unit in the Ministry. It is guided by a Committee which draws its members from representation of other key Ministries and stakeholder organisations (such as the private sector, Associations of Local Authorities and Regional Councils, Councils of Traditional Leaders, NGOs with the core business in urban and rural development). This committee meets bi-annually to advise the LEDA on its facilitative functions and operates a number of sub-committees and or task forces which meet on a regular basis. The functions of LEDA include:

- Guiding local authorities and regional councils in adopting LED plans and programmes, including integrated development planning;
- Improving the functional relationship between local authorities, regional councils and council of traditional leaders) through the creation of an effective network;
- Sharing of best practices in LED initiatives;
- Acting as a clearing-house for principles in piloting LED initiatives in selected localities and providing financial and/or technical support and/or facilitating access to financial and technical support;
- Preparing and disseminating LED models (strategies) and tools to stakeholders such as survey forms, plans and policies, and by-laws related to LED;
- Creating awareness and assisting with capacity building at local and regional levels; and
- Assisting with monitoring and measuring LED outcomes and impacts (indicator setting) and adopting a national framework for benchmarking (MRLGHRD, 2008, pp. 22-23).

### **2.6.2. Regional Government**

Hindson and Vicente (2005) argue that the regional councils are required to coordinate resources transferred to their departments and to ultimately ensure that the priorities and initiatives at the local level are realised. Regional departments view LED as a major delivery area for the local communities, and the regional government has an important

role to play in developing the capacity of municipalities to undertake LED by supporting them in their programmes.

### **2.6.3. Local Authorities**

With the promulgation of the Local Authorities Act (Act No. 23 of 1992), as amended, and the subsequent Local Authority Council elections in the same year, the foundations were laid for a new local government system in Namibia.

Swinburn, Goga and Murphy (2006) argue that local authorities are the key actors in the process, as they are instrumental in service provision and implementing local regulations relevant for enabling effective LED. They can facilitate business development, retention and attraction by marketing local products, offering incentives to supporting small business development and improving infrastructure.

In South Africa, the South African Cities Network (SACN) (2006) argues that the local government functionaries in concert with the local communities, business and government structures and all spheres have to assume responsibility for LED. Thus economic development has to be nurtured. Consequently, local authorities will have to commit considerably more resources to facilitate local and regional development and more specifically develop the capacity of economic development units within local authorities. They can then start matching their strategic objectives of growing the economy with well-resourced economic development programmes. This can then serve as key entry points for localising national growth policies.

Swinburn et al. (2006) and SACN (2006) argue that the local authorities have a wide range of regulatory procedures impacting on business. The procedures are:

- Reducing the cost of doing business by streamlining business applications and ensuring that municipal tax and service charges are affordable;
- Analysing the local economy and communicating the complex economic relationships, limitations and advantages to key role players;
- Undertaking strategic planning which reflects LED priorities;
- Providing leadership for LED through civil society mobilisation/public participation; networking to create partnerships and projects; developing sector linkages and clustering of economic activity;
- Coordinating and funding the implementing of LED projects;
- Ensuring a high standard of service delivery, improving the quality of life and facilitating economic opportunities;
- Providing incentives (fiscal land development, planning and marketing) to attract private investment and identifying and marketing new economic opportunities;
- Promoting local business development through procurement policies and re-evaluating land use legislation to identify restrictive conditions, particularly those inhibiting less formal economic activities; and
- Ensuring an enabling environment for local business through efficient and effective service and infrastructure delivery, and stimulating business growth.

(Swinburn et al., 2006, p. 14; SACN, 2006, pp. 5-6).

A key issue in any locality that impacts on the ability of enterprises to be competitive is local governance. Perry (2010) points out that there is some variation in the extent to which the local management and administrative process bring together representatives of the public and private sector, and encourage a collective approach to problem solving and coordinated investment in public infrastructure.

SACN (2006) points out that local authorities should be creative in terms of developing mechanisms to enhance their business platforms by ensuring that good transport infrastructure is provided, high quality physical locations, reliable urban services and good telecommunication access are available to conduct business. SACN (2006) stresses further that it is important that the local authorities strive to improve communication with the other spheres of government, parastatals and the private sector, as many of these are outside local government.

#### **2.6.4. Civil Society**

Swinburn et al. (2006) point out that residents must be fully involved in the local development process if a successful LED is expected to be driven by the community. This is because the abovementioned will legitimise the process and de-politicise LED projects and ensure long term sustainability. Therefore, a practical developmental agenda must be adopted by the community. The agenda must focus on realistic and sustainable goals, long term plans and small, visible achievements by involving people; this is key to empowerment.

Swinburn et al. (2006) note that local authorities should:

- Increase the effectiveness and efficiency of the process by securing a range of external resources (material, financial), knowledge and experience, often not available within the municipality;
- Widen consensus and support for the LED strategy, thereby strengthening the confidence of potential investors and businesses;
- Foresee problems by engaging key partners and stakeholders in the process;
- Secure community volunteer efforts to support LED implementation programmes. A core group of capable and respected local leaders who are prepared to commit time, priority and believe in LED should be identified.

The Department of Provincial and Local Government [DPLG] (2005) states that the incorporation of the low-income and informal economy groups and associations into the local leadership process is important as they have a greater understanding of local economic issues. The active engagement of women in local leadership is critical.

#### **2.6.5. Private Sector/Business**

Swinburn et al. (2006) argue that the private sector/businesses have a key role to play in LED as they can increase the understanding of the local economy as they have a deeper knowledge of local economic issues and are more likely to be more informed about local problems and opportunities that can be addressed by the LED strategy.

Swinburn et al. (2006) further recognise the importance of co-operating with the government and civil society. The civil society should organise itself to participate appropriately in building the economy by co-operating with the government to create a favourable climate for investment. The civil society should also support small local business development through advisory and linkage mechanisms, sub-contracting and tendering, and working on feasible expansion strategies; whilst at the same time taking cognisance of environmental issues. Opportunities for clustering should be promoted across businesses to enhance the competitiveness of local industries.

According to Hardingham (2008), the private sector is critical to unlocking the potential of a locality. It is imperative that the local government is able to work in collaboration with the private sector to unlock the potential and transform the local economy into a vibrant and dynamic one. They point out that the challenge in this context is to ensure that local government functionaries are adequately equipped to negotiate, debate and strategize with the private sector around common interests.

## **2.7. CONCLUSION**

The focus of this chapter was on discussing LED by reviewing theoretical and empirical data from Sub-Saharan African countries including Namibia. The chapter has also analysed the legislation frameworks such as the Namibian constitution, Vision 2030, NDP4, and LED White Paper for LED in Namibia among others; as well as the various stakeholders involved in the LED initiative and their respective roles.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1. INTRODUCTION**

This chapter focuses on the research method used in conducting this study. The chapter starts by outlining the research design adopted by the study, the research population, the sample size and sampling procedure, the research instruments used to collect data and the data collection procedures. The chapter further explains how data was analysed as well as the ethical considerations adhered to by the researcher during the collection of data and the writing of this thesis.

#### **3.2. RESEARCH DESIGN**

This study adopted a qualitative research design to investigate the role of stakeholders in enhancing Local Economic Development (LED) in the City of Windhoek (CoW). According to Kruger and Mitchell (2008), a qualitative research design gives the researcher an opportunity to interact with individuals or groups whose experiences the researcher wants to understand. The rationale to adopt a qualitative research method is to enable the researcher to gather in-depth information from the respondents. This qualitative design was therefore seen as ideal to answer the research objectives which can help provide a meaningful contribution to policy-makers.



### **3.3. A CASE STUDY**

Ritchie, Lewis, Nichols and Ormston (2013) note that one of the key defining features of a case study is the analysis of one or several cases that are unique with respect to the research topic. The analysis primarily focuses on exploring the uniqueness of quality. Moreover, De Vos and Schulze (2002) state that a survey is a system for collecting information from people to describe, compare and or explain their knowledge, attitudes and behaviour. In survey research, the researcher selects a sample of respondents from a population and administers questionnaires or pose interview questions to them. In this regard, this study adopted the CoW as a case study.

### **3.2. POPULATION**

Melville and Goddard (1996) state that a population is any group who is the subject of research interest or which the researcher wants to study. The research population for the study consisted of employees from the Ministry of Urban and Rural Development (MURD), CoW, non-governmental organisations, donor organisations and private sector organisations such as Namibia Chambers of Commerce (NCCI), German Technical Cooperation (GTZ), Namibia Development Corporation (NDC) and Namibia Development Trust (NDT).

### **3.3. SAMPLE**

According to Patton (1990), a sample is a finite part of a statistical population whose properties are studied to gain information about the whole. When dealing with people, it can be defined as a set of respondents (people) selected from a larger population for the

purpose of a survey (Patton, 1990). This study used a purposive sampling approach, also known as a judgemental non-probability sampling technique to select 30 respondents. The purposive sampling technique allows the researcher to obtain relevant data according to the discretion of someone who is familiar with the relevant characteristics of the population. This technique was therefore preferred because it enabled the researcher to target key officials from the CoW, MURD and other stakeholder organisations as outlined in Table 1 below.

The following is an illustration of how the targeted 30 respondents were selected by the researcher based on their relevant knowledge of the LED.

***Table 1: Sample composition***

<b>Organisation/Ministry</b>	<b>Position of personnel selected</b>	<b>Number of people</b>
MURD	Permanent Secretary	1
	Director of Decentralisation	1
	Director of LED	1
	Deputy Director LED	1
	Middle level staff members in the LED Division	4

<b>Organisation/Ministry</b>	<b>Position of personnel selected</b>	<b>Number of people</b>
CoW	Chief Executive Officer	1
	Mayor	1
	Councillors	6
	Manager of the Economic Development Department	1
	Coordinator of the Economic Development Department	1
	Middle level staff members of the Economic Development Department	5
NCCI	Chief Executive Officer	1
GTZ	Permanent Staff	4
NDC	Manager	1
NDT	Manager	1
<b>Total</b>	—	<b>30</b>

*Source: Author's Own Computation*

### **3.4. RESEARCH INSTRUMENTS**

Since the study used the qualitative research design, the researcher employed multiple instruments and techniques within the qualitative approach of data collection. In particular, the researcher used semi-structured interviews and documentary analysis. The researcher also used semi-structured interviews to collect data by asking open-ended questions.

According to Barkhuizen and Schutte (2015), existing records often provide insights into a setting and/or group of people that cannot be observed or noted in another way. This information can be found in document form. Denzin (2010) defined a document as any written or recorded material not prepared for the purposes of the evaluation or at the request of the inquirer. In this study, the CoW Municipality LED strategy, MURD LED White Paper and related literature were consulted and valuable information was obtained.

### **3.5. DATA COLLECTION PROCEDURE**

Both primary and secondary data were employed to collect information from the respondents. The study employed interviews to collect the primary data and the secondary data were derived from academic journal articles, reports, and through websites.

Informed consent was obtained from the Human Resources Department of the CoW prior to conducting interviews with selected respondents. The researcher used semi-structured interviews as a means of a data-collection method by arranging a face-to-face setting between the interviewer and the interviewee. The responses were recorded using an audio-recorder and the data were transcribed.

### **3.6. DATA ANALYSIS**

Thorne (1997) defines analysis of data as an explicit step in theoretically interpreting data collected by using specific strategies to transform the raw data into a processed form of data. Bogdan and Biklein (1982) assert that data analysis involves working with

data, organising it, breaking it down, synthesising it, searching for patterns, discovering what is important and what is to be learned and deciding what a researcher told others. The researcher analysed the data by pointing out the common patterns within the findings as well as the similarities and differences between the findings of the study and those of other researchers.

### **3.7. RELIABILITY AND VALIDITY OF DATA**

After the conducting of the interviews, the data were presented in accordance with the common themes that aided in addressing the research objectives. Interview results were compared for corresponding responses and integration, and the data were analysed quantitatively by using words.

#### **3.7.1. Reality**

Data were collected from different categories and these included the respondents from the MURD, respondents from the CoW and respondents from other stakeholder organisations as outlined in Table 1 on page 34 and 35. Each respondent was interviewed separately. Questions were read to respondents for clarity and they were allowed to ask questions if something was not clear.

#### **3.7.2. Validity**

The councillors and Chief Executive Officer of the CoW were interviewed because they are responsible for the implementation of the LED initiatives within their respective units. The other stakeholders were interviewed because they are the subjects of improving the LED initiative performance at the CoW.

### **3.8. ETHICAL CONSIDERATIONS**

Helmsing (2007), states that ethics is a discipline that deals with what is good and bad or right and wrong with moral duty and obligations. The researcher informed the participants about the objectives of the study. It was made very clear to them that they have the right to withdraw from the research if they may feel uncomfortable at any point during the process of data collection.

The researcher guaranteed all the respondents about confidentiality and anonymity. Neuman (2000) argues that a researcher has a moral obligation to uphold the confidentiality of data, which includes keeping information confidential from others in the field and disguising members' names in the field notes. As the study used of a voice- recorder, the research participants were asked to listen to the voice-recordings to verify the collected information.

### **3.9. CONCLUSION**

The focus of this chapter was on describing the methodology used in the study. The study used a qualitative research design. The sampling technique used in the study was purposive, also known as judgemental sampling, and the main research instruments used to collect data were semi-structured interviews and documentary analysis.

## **CHAPTER FOUR**

### **DATA PRESENTATION AND DISCUSSION OF THE FINDINGS**

#### **4.1. INTRODUCTION**

While the previous chapter (Chapter 3) was focused on presenting the research methodology used in this study, this chapter presents and discusses the findings captured through the semi-structured interviews. The findings aim to shed light on the research objectives, which are to:

- assess the role of the stakeholders in enhancing LED initiatives in the City of Windhoek;
- examine stakeholder collaboration and management roles in enhancing LED in the City of Windhoek; and
- make recommendations to policy makers and principals on how LED can positively impact on the livelihood of the people in the City of Windhoek.

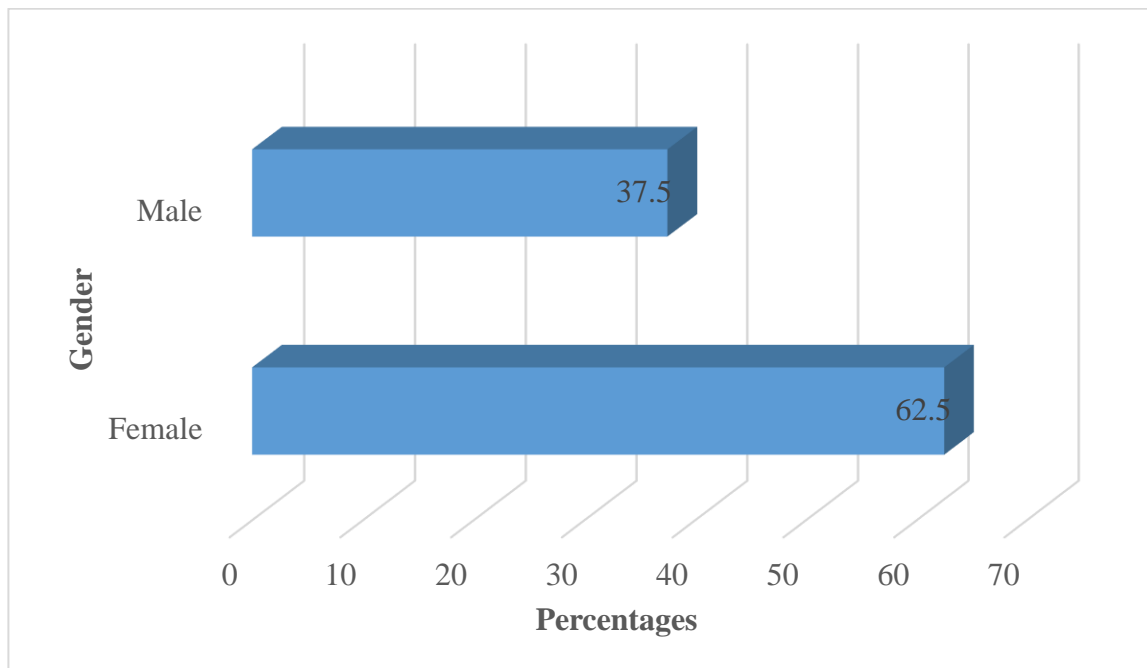
#### **4.2. FINDINGS AND DISCUSSIONS**

The presentation and discussion of the findings under this section is done according to the questions as they were outlined in the interview schedule. The interview schedules were divided into three main sections, whereby Section A was focused on capturing the general information of the participants; Section B was focused on capturing relevant information from all the stakeholders; and Section C was focused on gathering information from the officials of the Ministry of Urban and Rural Development

(MURD). However, for the purpose of the easy flow of information which can aid in achieving coherence in this chapter, the findings are only presented in the chronological order of the questions without necessarily outlining the sections.

#### 4.2.1. Distribution of participants according to gender

*Figure 2: Participants Gender*

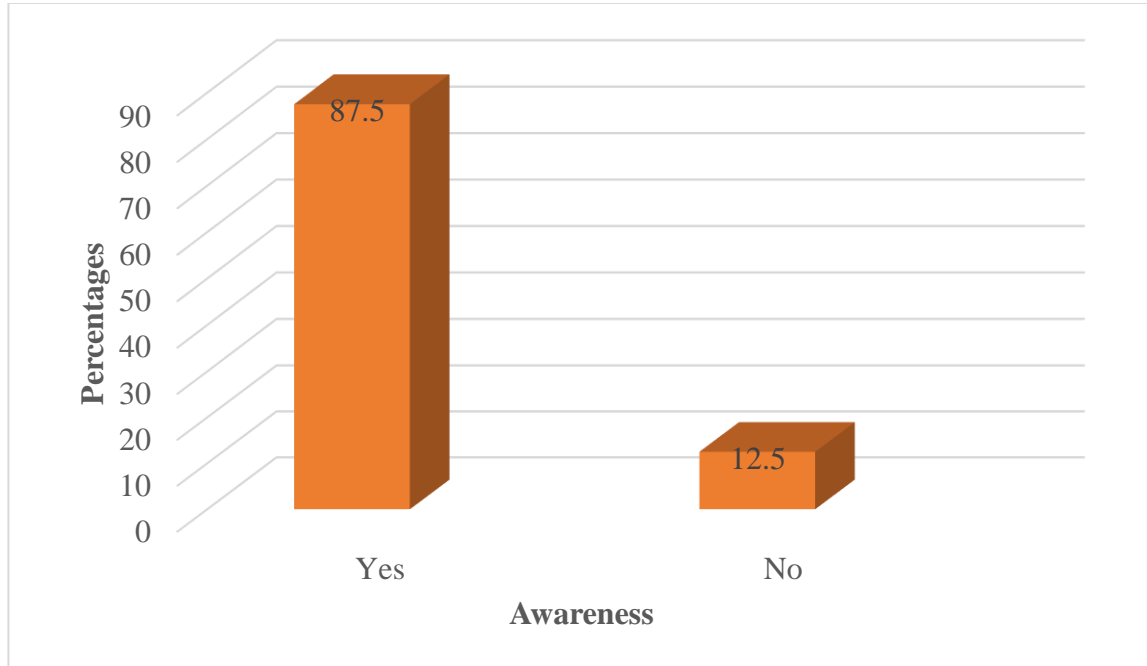


The inclusion of the participants' gender in this study was deemed important because it helps one to understand whether there are more males or females who are involved in the local economic development initiatives. The findings in Figure 2 show that of the total 30 participants, 62.5% were female while 37.5% were male. This shows that there were more females who participated in the study than males.



#### 4.2.2. Distribution of participants' awareness of the LED White Paper

*Figure 3: Participants' awareness of the LED White Paper*



All the stakeholders who participated in the study were asked to indicate whether they were aware of the existence of the Local Economic Development (LED) White Paper. The findings in Figure 3 show that 87.5% of the participants were aware of the LED White Paper, while 12.5% indicated that they were not aware of the White Paper.

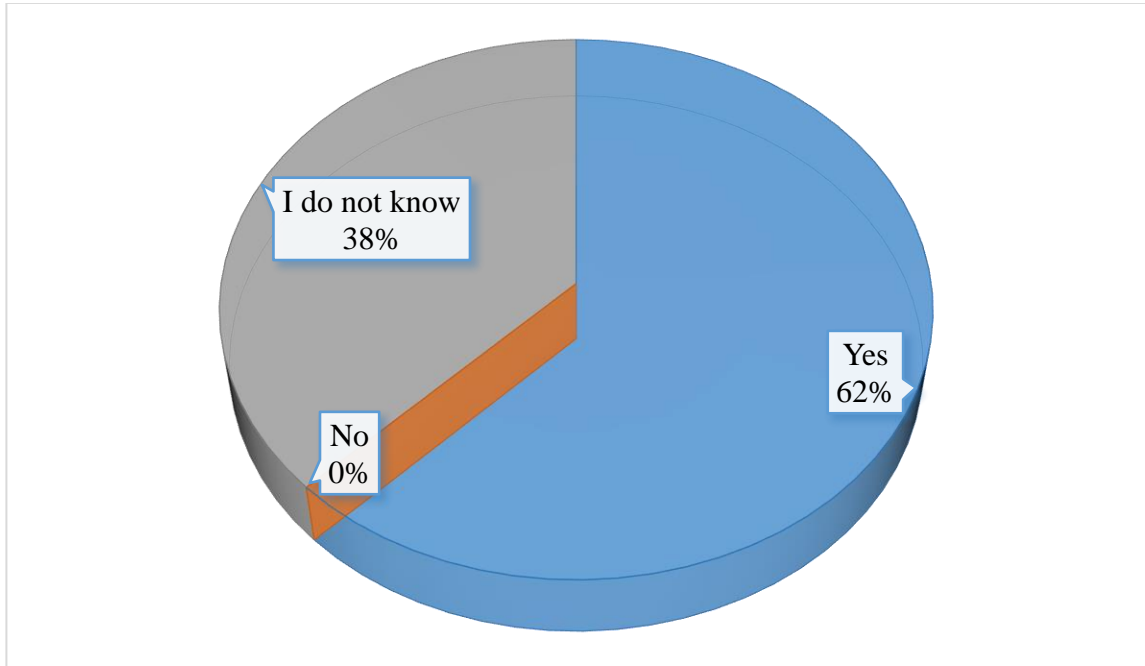
The above findings in Figure 3 have various implications. Firstly, since the majority of the participants (87.5%) who were mostly from the MURD, CoW, Councillors, Namibia Chambers of Commerce (NCCI), German Technical Cooperation (GTZ), Namibia Development Corporation (NDC) and Namibia Development Trust (NDT) have indicated that they are aware of the LED White Paper, this can aid in spearheading the local economic development activities in the CoW. Secondly, the 12.5% of the

participants who are not aware of the LED White Paper might pose a serious challenge towards the development activities in the CoW. This can be primarily due to the fact that among the 12.5% of the participants who are not aware of the existence of the LED White Paper are those that are responsible for the implementation of the LED Strategy for the CoW. As a municipality or non-governmental organisation, donor organisation or private sector organisation, it is imperative to know the various government initiatives that outline the development activities of the country.

In addition, it is important that all the stakeholders get to know and read the LED White Paper because knowing it would help the stakeholders to play their role in the LED Strategy of their various local authorities. As it was indicated in Chapter 2 (Nel, 2000; World Bank, 2003; International Labour Organisation [ILO], 2006; Helmsing, 2010), LED is a process in which partnerships between local governments, community-based groups and the private sector are established to manage existing resources, to create jobs and stimulate the economy of a well-defined territory. This is evidence which indicates that stakeholders have a meaningful contribution to make in the LED Strategy of any local authority and the CoW is not an exception.

#### 4.2.3. LED strategy at the City of Windhoek

*Figure 4: Findings on whether the City of Windhoek have an LED Strategy in place*



All the stakeholders who participated in the study were asked to indicate whether the CoW has an LED Strategy in place. The results as shown in Figure 4 above show that of the total 30 respondents, the majority (62%) indicated that the CoW has an LED Strategy, while 38% indicated that they did not know and none (0%) indicated that the CoW did not have an LED Strategy. Of the 62% of respondents who indicated that the CoW has an LED Strategy in place, when asked to specify its period, all the respondents stated that it was a 5 year period strategy from 2010 - 2015. This finding shows that the CoW LED Strategy has expired; therefore there is a need for the CoW to initiate another strategy which can be used to spearhead the local economic development activities of the CoW.

Since 38% of the participants in Figure 4 indicated that they did not know whether the CoW has an LED Strategy in place or not, this might have various implications on the role of stakeholders in enhancing the local economic activities in the CoW. This is because the stakeholders who do not know the existence of the LED Strategy in their municipality are most likely not to participate in the LED projects that might be outlined in the LED Strategy. Consequently, this might slow down the economic development of the city/town, hence it is vital that all the stakeholders familiarise themselves with the LED Strategy of the municipality.

#### **4.2.4. The origin of the LED strategy at the City of Windhoek**

All the stakeholders were asked to state when the CoW developed its first LED Strategy. This question was deemed important because it can help one to understand the level of the various stakeholders' involvement in the municipal activities. With regards to this question, many respondents did not know when the CoW adopted the LED Strategy. However, one of the participants had this to say: "In the year 2002, the first formal LED Strategy was developed by the CoW through a consultative process facilitated by Southern African ideas". Another participant pointed out that "the Paper was not adopted; however the CoW developed its own LED Strategy in 2002".

The above quotes from the participants show that the CoW has been having an LED Strategy since 2002. This is important because an LED Strategy can help the CoW to identify the areas that need development and how they will go about developing those areas.

#### **4.2.5. Stakeholders involvement in the drafting of the LED Strategy for the City of Windhoek**

Some participants, especially those from the CoW and the MURD indicated that they were involved in the drafting of the LED Strategy for the CoW. However, the rest of the participants indicated that they were not involved in the drafting of the LED Strategy. These findings show that not all the stakeholders were involved in the drafting of the LED Strategy. However, the fact that some of the stakeholders were at least involved poses a good indication towards the local economic development priority areas of the town.

#### **4.2.6. Strategies applied by the City of Windhoek in order to enhance the LED Strategy**

One of the respondents said that there are 2 approaches. The first approach is “the strategic planning process – which is an economic assessment of LED planning workshop and the subsequent of the plan” (sic). The second approach is “the pilot project – which is a rapid appraisal of constraints and bottlenecks to economic development, the design of economic development proposals that are to be championed by the entrepreneurs and community members towards their successful implementation”. Another respondent said that “LED Forum consisting of Strategic Executives to oversee implementation and progress and report to council” (sic). A number of respondents said that they were not familiar with the strategies that the CoW has developed.

#### **4.2.7. The role played by stakeholders in enhancing LED in the City of Windhoek**

In response to this question, one of the respondents said that the role of stakeholders is that of “establishing competitive and profitable ventures which ultimately boost the local economy”. Another respondent said that “stakeholders implement the local economic development programmes”. Another respondent said that “some of the stakeholders are responsible for some of the programmes within the LED Strategy”. Yet another respondent said “stakeholders such as the private sector organisations, Community Based Organisations (CBOs) and Non-Governmental Organisations (NGOs) have been involved in the consultations concerning the local economy assessment as well as planning workshops”.

The above-mentioned findings show that stakeholders play various roles in enhancing the LED strategies of municipalities. The above mentioned findings are consisted with the findings of Hardingham (2008) as outlined in Chapter 2. Hardingham (2008) observed that the private sector is critical to unlocking the potential of a locality. In this context, it can be argued that stakeholders such as non-governmental organisation, the private sector and donor organisations can identify the potential areas that can promote the local economic development activities. In addition, the findings appear to suggest that stakeholder organisations can implement the various projects that might be outlined in the LED strategies of municipalities.

#### **4.2.8. The extent to which the LED programmes have been implemented by the stakeholders**

A number of respondents indicated what can be summed up through the voice of one of the respondents who said that “in the 5 year LED Strategy for the City of Windhoek, 80% of the programmes which were identified has been successfully implemented”. Moreover, one of the respondents said that “the policy is relatively new, but quite a number of local authorities have embarked on initiatives to promote and localise LED Strategies”. Furthermore, another respondent said that “the involvement of external stakeholders in LED Strategy development at local level is still hindered by the inactiveness of structures provided for”.

From the above-mentioned findings, three distinct issues can be observed. Firstly, the fact that 80% of the respondents indicated that the 5 year LED Strategy for the CoW has been implemented successfully shows that stakeholders might be actively involved in the LED Strategy of the CoW. The active involvement of the stakeholders in the LED Strategy can bring about benefits to both the development of the local economy which might eventually result in the improvement of the livelihood of the residents of Windhoek. Secondly, the findings appear to suggest that local authorities are still in the process of localising the LED policy within their areas. Lastly, the findings show that stakeholders are faced with problems while implementing various programmes within the LED strategies which the participants have referred to as the “inactiveness of the structures provided”.

#### **4.2.9. The effectiveness and efficiency of the roles played by the stakeholders in contributing towards the successful implementation of LED in the City of Windhoek**

One of the respondents said that “the roles are relatively effective because there has been increased improvement in the creation of a conducive environment for small and medium enterprises (SMEs) as well as attraction of business establishments”. Another respondent said that “the process was effective and efficient although challenges were experienced due to budgetary constraints and manpower”. Another respondent said that “the process was effective; however challenges such as ownership, implementation and budget constraints accompanied by staff shortages have impacted the efficiency thereof”. Another respondent said that “the process was effective and efficient although challenges were experienced with the lack of ownership and the slow pace of implementation of the programmes”. Moreover, another respondent said that “the stakeholders’ efforts beyond the policy framework were constrained primarily by their own internal capacity challenges and outgoing priorities with regards to LED”.

The above-mentioned findings show that the roles of stakeholders are effective and efficient. However, there are various challenges such as the budgetary constraints and the shortage of skilled workers that hinder the effectiveness and efficiency of the stakeholders’ role when implementing the LED Strategy. For an institution to actively execute its role it needs to have sufficiently skilled workers as well as sufficient funds. Therefore, for the stakeholders to execute their roles diligently in the CoW LED Strategy, they should address the aforesaid challenges.



#### **4.2.10. City of Windhoek's mechanisms in place to ensure that all stakeholders contribute towards achieving the programmes of LED**

The majority of the respondents indicated that the CoW has mechanisms in place to ensure that all stakeholders contribute towards achieving the programmes of LED. When asked to specify the mechanisms, the majority of the respondents mentioned “quarterly progress reports and meetings of the LED Forum”. While one of the respondents said that there is a need for “raising awareness of LED capacity building in terms of training targeted officials and councillors, LED expertise development providing guidance and advice on related areas of small and medium enterprises and informal sector development, empowerment and the regulatory framework” (sic).

#### **4.2.11. Challenges experienced by the stakeholders participating in the LED programmes and how they can be solved**

One of the respondents said that some of the challenges are “lack of consultation, communication, sharing of information and monitoring and evaluation”. Yet another respondent mentioned that “budget constraints and lack of manpower and lack of proper coordination” is a challenge faced.

Therefore, for the stakeholders to effectively participate in the LED programmes of the CoW, the above-mentioned challenges need to be addressed. Participants were asked during the interviews to suggest solutions on how the challenges can be solved. One of the participants said the above-mentioned challenges can be solved “by having a

dedicated budget for LED and the Line Ministry should co-fund some of the projects in the LED Strategy”. Other respondents mentioned that the challenges can be solved through “improved consultation and the Ministry Urban and Rural Development (MURD) should co-fund programmes as well as the Khomas Regional Council (KRC) should assist to co-fund programmes and there should be a dedicated team to drive the process”.

In addition, another participant said that the “municipality needs to have proper consultations on LED and inform the people on how they can get involved and benefit from such programmes. Their inputs must also be taken into account; feedback must also be sought on a regular basis”. While another participant said that “when there are challenges, there is a need to study the causes in order to come up with local made solutions, in regard to the process must be consultative and inclusive of all the stakeholders” (sic).

#### **4.2.12. Consultation of the MURD with municipalities in order to ensure that they have fewer problems when implementing the LED projects**

One of the participants responded that “the Ministry itself can only consult once approached by a certain municipality or town council that faces problems when implementing an LED project. However, the ministry does do follow up with respective municipalities and town councils to find out if there are any bottlenecks when implementing LED projects in their towns, usually on a quarterly basis”. Another participant stated that “very often the Ministry is always in contact with local authorities

either on one-on-one consultations or through various platforms such as LED conferences, workshops and trainings, LED forums, Public Private Dialogues and by attending site and stakeholder meetings”. Another participant said that “there is an annual conference attended by all the local authorities in Namibia on the issues of local economic development activities”. Another participant said that “annual thematic workshops are being held where stakeholders are given an opportunity to share best practices among themselves”.

From the above-mentioned findings, one can deduce that the MURD does consult with the municipalities once a need has been identified. The hosting of an annual LED forum can be a greater opportunity for the local authorities to benchmark with other local authorities and hence this might improve the LED strategy of a municipality.

#### **4.2.13. The intervention of the MURD in the implementation of the LED programmes at the local level**

One of the participants responded that “the Ministry can only intervene in the implementation if they have been involved in the drafting of the LED implementation strategy or unless requested by a municipality which needs their services”. Another participant said that “yes through supporting and sponsoring local events or forums at individual local levels”. While another participant said that “the Ministry plays a coordination and facilitation role, it provides funding as well as technical advice and provides guidelines”. Another participant said that “yes it does, by doing monitoring and evaluation of the LED programmes it has financially funded or assisted. The Ministry

also intervenes by making sure that the LED programmes that local authorities want to implement are of benefit to the community members such as setting up open markets or SMEs stalls”.

#### **4.2.14. Actions taken by the MURD to promote skills and equip municipalities with resources to ensure that LED projects succeed**

One of the participants stated that “the Ministry offers capacity building trainings and workshops to LED officers and Development Planners in towns and regions on a quarterly basis through LED forums in Northern, Southern and Central regions. It also offers LED sensitization to towns and regions on request”. Another participant revealed that “the Ministry hosts various LED conferences on an annual basis and conducts a number of workshops and trainings for LED practitioners (both administrators and politicians). The Ministry has also hosted a number of LED sensitisation and awareness workshops and brought local authorities together to share experiences as well as documents and to share best practices”. Another participant said that “the Ministry assists local authorities with funds and technical assistance in the identification and implementation of projects”. Moreover, another participant stated that “the Ministry has been supporting capacity building at local authority level, including exposure to LED experiences in other countries”.

#### **4.2.15. The roles of the MURD in LED and how they can be strengthened**

One of the participants said the role of the Ministry in the LED is “assisting local authorities and regional councils with LED planning, network development, best-practice sharing, clearing the house for piloting LED initiatives, preparation and dissemination of LED models and tolls, capacity building and monitoring and evaluation of LED outcomes”. Another participant revealed that the role of the Ministry in the LED is “to support local authorities, regional councils and national government in LED planning implementation and monitoring and evaluation”. In addition, another participant said that the role of the Ministry in the LED is “research and technical assistance; provide funding; capacity building of the LED practitioners; and facilitating the creation of an enabling regional and local environment framework for economic development”.

One of the participants stated that “the LED programmes could be strengthened if local authorities could be more pro-active in identifying LED projects and carrying them out more forcefully. The common understanding by all communities will also be more meaningful if there is a participatory process from both local authorities and their community people”.

### **4.3. CONCLUSION**

This chapter dealt with the analysis and discussions of the findings gathered through the semi-structured interviews. The presentation and analysis of the findings was done qualitatively. The chapter revealed that although stakeholders are involved in the LED

Strategy for the CoW, they are faced with challenges such as budget constraints and manpower shortages.

## **CHAPTER FIVE**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1. INTRODUCTION**

This chapter presents the main conclusions reached in the study based on the findings. Secondly, the chapter outlines the recommendations of the study based on the main conclusions reached in the study. The chapter concludes by suggesting the directions for future researchers.

#### **5.2. LIMITATIONS**

One of the key limitations encountered by this study is the fact that it was difficult to secure appointments with all the targeted stakeholders which delayed the completion of the study within the set timeframe. The key stakeholders which were difficult to get hold of where such as the Permanent Secretary, Chief Executive Officer and the Mayor. In all these cases, the interviewer settled to have an interview with the Personal Assistants of the aforesaid key stakeholders. Since the researcher is a full-time employee and needed to balance work and carrying out of the interviews, the researcher hired somebody to collect data on his behalf and bring the recorded data after interviews for the transcription by the researcher.

#### **5.3. CONCLUSIONS**

Based on the findings presented in Chapter 4, the following conclusions were drawn: The study concluded that the majority of the stakeholders who participated in the study

are aware of the Local Economic Development (LED) White Paper, as well as the LED Strategy for the City of Windhoek.

The study concluded that the role of the stakeholders in enchanting the local economic development is to establish a competitive and profitable venture which might ultimately boost the local economy. Stakeholders are responsible for implementing some, if not all the local economic development programmes within the LED Strategy of the CoW. The local economy assessment which is an assessment of the Strength, Weaknesses, Opportunities and Threats (SWOT) analysis and the consultations and planning of the workshops on how to develop the local economy is performed by stakeholders such as private sector organisations, Community Based Organisations (CBOs) and Non-Governmental Organisations (NGOs).

The study also concluded that the role played by stakeholders in the local economic LED initiatives are relatively effective due to the fact that there has been increased improvement in the creation of a conducive environment for small and medium enterprises (SMEs), as well as the attraction of business establishments as it was indicated in Chapter 4. The study concluded that the roles of the stakeholders in enhancing the LED initiatives in the CoW are hindered by challenges such as the budget constraints, lack of manpower, and lack of implementation capacity, inadequate sharing of the information and not having an effective monitoring and evaluation mechanism in place.



The study further concluded that the Ministry of Urban and Rural Development (MURD) plays a facilitator role in the LED Strategy of the CoW. This conclusion was made based on findings in Chapter 4 where the participants indicated that the MURD has been holding consultations with various local authorities upon their request for assistance with regards to the implementation of the LED strategies, as well as holding an annual forum on the LED initiatives and the monitoring and evaluation of the programme which the Ministry has funded.

#### **5.4. RECOMMENDATIONS**

Based on the above mentioned conclusions, the study recommends the following:

##### **5.4.1. Maximum involvement of all the stakeholders in the LED initiatives**

Since stakeholders play an important role in the LED initiatives through identifying the developmental opportunities in their respective areas, it is of utmost significance that all the stakeholders give their input in the LED Strategy for the CoW. In order to ensure the maximum involvement of the stakeholders in the LED Strategy of the CoW, the Municipality should create a conducive environment for the stakeholders to participate freely. The environment entails that there should be assurance that the stakeholders' views and suggestions will be taken into consideration.

##### **5.4.2. Capacity building forum should be established for all the stakeholders**

The Line Ministry, which is the MURD, should take a lead in organising the capacity building forum for all the stakeholders by outlining the role for all the stakeholders in the LED initiatives. Moreover, the CoW should create a training unit for its staff that

are dealing with the LED with the aim to train them continuously in order to ensure the effective and efficient implementation of all the programmes and projects in the LED Strategy.

#### **5.4.3. A dedicated budgetary account should be created for LED**

It is vital that the MURD should set aside a dedicated budget to co-fund programmes and projects in the LED Strategy for the CoW. The CoW should allocate sufficient funds to the LED section in order to spearhead local economic activities in the Municipality.

#### **5.5. DIRECTION FOR FUTURE RESEARCHER**

While this study was limited to analysing the role of the stakeholders in enhancing the local economic activities in the CoW, future researchers in this area should explore the significance of the involvement of the stakeholders in the drafting and implementation of the LED strategies for various local authorities. Furthermore, further studies should consider analysing the perceptions and attitudes of the stakeholders towards the effectiveness and efficiency of the local authorities' LED strategies.

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## **APPENDIX A: INTERVIEW QUESTIONS FOR THE OFFICIALS**

My name is Paulus Tangeni Haindongo, I am studying at Namibia Business School, University of Namibia (UNAM). I am conducting a research for my Masters of Business Administration. The interviews will consist of formulated questions and follow up questions might be asked during the conducting of the interview if need maybe in order to solicit further clarifications. The information that will be obtained through these interviews will be kept confidential and it will only be used for the purposes of this study. The interview will take approximately 30 to 40 minutes of your time.

As for the sake of the study a judgemental method was used to select individuals based on your knowledge and expertise on local economic development (LED) programmes in the City of Windhoek.

**Topic:** *An analysis of the role of stakeholders in enhancing local economic development: A case study of the City of Windhoek, Namibia*

### **SECTION A**

#### **General Information**

1. Gender

Male	
Female	

## SECTION B

### All stakeholders

1. Are you aware of the LED White Paper?

Yes	
No	

2. Does the City of Windhoek have an LED Strategy in place that guide you?

Yes	
No	

3. When did the City of Windhoek adopt the LED Strategy?

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4. Where all stakeholders involved in the Drafting of the LED Strategy for the City of Windhoek?

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5. What strategies does the City of Windhoek apply in order to enhance the LED Strategy?

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6. What roles do the stakeholders play in enhancing LED in the City of Windhoek?

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7. To what extent have the programmes of LED been implemented by the stakeholders?

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8. How effective and efficient are the roles played by the stakeholders in contributing towards the successful implementation of LED in the City of Windhoek?

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9. Does the City of Windhoek have mechanisms in place to ensuring that all stakeholders contributes towards achieving the programmes of LED?

Yes	
No	

If yes, please explain the mechanisms that are currently in place?

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10. What are the challenges experienced by the stakeholders in participating in the LED programmes ?

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11. How can the challenges mentioned above be solved?

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**SECTION C****Ministry of Urban and Rural Development (MURD)**

1. How often does the Ministry consult with municipalities in order to ensure that they have fewer problems when implementing LED initiatives?

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2. Does the Ministry ever intervene in implementation of LED programmes at the local level?

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3. What has the Ministry done to promote skills and equip municipalities with resources to ensure that LED projects succeed?

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4. What are the roles of the Ministry in LED and how can these be strengthened?

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## APPENDIX B: LANGUAGE EDITOR'S CERTIFICATE

### ACET Consultancy

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28 October 2016

To whom it may concern

### LANGUAGE EDITING – Paulus Tangeni Haindongo

This letter serves to confirm that a Master of Business Administration thesis by **Paulus Tangeni Haindongo** entitled AN ANALYSIS OF THE ROLE OF STAKEHOLDERS IN ENHANCING LOCAL ECONOMIC DEVELOPMENT: A CASE STUDY OF THE CITY OF WINDHOEK, NAMIBIA was submitted to me for language editing.

The thesis was professionally edited and track changes and suggestions were made in the document, which if followed by Paulus Tangeni Haindongo, will result in a thesis with a high standard of English.

Yours faithfully



Dr N. Mlambo

*PhD in English*

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