

**STUDY OF ADMINISTRATIVE TRANSPARENCY AND  
ACCOUNTABILITY AT THE LOCAL LEVEL: THE EXPERIENCE OF  
THE KATIMA MULILO TOWN COUNCIL**

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## **ABSTRACT**

Article 102(4) of the Namibian Constitution provides for the establishment of regional and local government structures. This requires both institutions to adhere to constitutional provisions by involving the broad community on policy issues in order to guarantee administrative effectiveness, transparency and leadership accountability. The study presents the experience of Katima Mulilo Town by way of evaluating the extent of the Town Council's operational and administrative transparency. It also describes the role of the Town Council in providing municipal services to its residents, the various options it (Council) can use to ensure that citizens receive adequate services at a cost they can afford. It further investigates and analyses the decision-making processes and consultation procedure of the Town Council, and advises through the views expressed by the residents, the operational changes that are necessary to make the Town Council more transparent and accountable. Finally, it offers some recommendations that could assist policy-makers in the formulation of policies aimed at enhancing good and sound institutional administrative practices desirable for delivering basic services transparently.

## ACKNOWLEDGEMENT

### DEDICATION

A study of this scope inevitably incurs many debts. First and foremost my sincere gratitude is extended to my lecturers and thesis supervisors, Dr. Tappin O. Chirwa and Mr. Victor Tondhi, who have directed and very encouragingly offered their guidance in the period that this study was undertaken. A final note of thanks goes to an individual acquaintance who advised me to undertake this study. I know that my words are sincere and that I shall always regard successful completion of this study as tangible evidence of their kindness to me.

Next, words are hardly written to express my sense of gratitude to my family, for their quiet support and encouragement throughout my mind boggled words or spelling, they were always there to help. Thirdly, my gratitude goes to the many persons who accepted my request to share their experience with me during the lengthy interviews and for the time they set aside to complete the questionnaires.

Finally, I extend my sincere appreciation to the Katima Mulilo Town Councilors and members of staff for their steady support in various ways.

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Secondly, words can hardly express my sense of gratitude to my family, for their quiet support and constant encouragement whenever my mind fogged on words or spelling, they were always there to help. Thirdly, my greatest debt is to the many persons who accepted my request to share their experience with me during the lengthy interviews and for the time they set aside to complete the questionnaires.

Finally, I extend my sincere appreciation to the Katima Mulilo Town Councillors and members of staff for their timely support in various ways.

## **DISCLAIMER**

The findings, interpretations, conclusions and recommendations presented in this study are entirely those of the researcher. They do not in any way represent the views and position of the University of Namibia, The Department of Political and Administrative Studies, The Faculty of Economics and Management Science, or the Katima Mulilo Town Council and residents. The researcher remains individually responsible for any unexpected inaccuracies and misinterpretations in this research study.

**Windhoek, March 2003**

## **ACRONYMS AND ABBREVIATIONS**

ALAN	-	Association of Local Authorities in Namibia
CBO	-	Community –Based Organisation
CDC	-	Constituency Development Committee
CEO	-	Chief Executive Officer
KMTC	-	Katima Mulilo Town Council
LA	-	Local Authorities
LAA	-	Local Authorities Act
LAC	-	Local Authority Council
LADC	-	Local Authority Development Committee
MC	-	Management Committee
MRLGH	-	Ministry of Regional, and Local Government and Housing
NAMPOWER-		Namibia Power Corporation
NAMWATER-		Namibia Water Corporation
NEPAD	-	New Partnership for Africa’s Development
NDP2	-	Second National Development Plan
NGO	-	Non - Governmental Organisation
NID	-	Namibia Institute for Democracy

OPM	-	Office of the Prime Minister	
RCA	-	Regional Councils Act	Page
RC	-	Regional Council	11
SWAPO	-	South West Africa People's Organisation	14
UNDP	-	United Nations Development Programme	
WB	-	World Bank	
WRP	-	World Development Report	

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## **CHAPTER I: INTRODUCTION AND BACKGROUND**

### **1.1 Introduction**

Naturally, local governments are strategic instruments for good governance. Hence, constitutional provisions and statutory regulations constitute the driving force behind local authority operations. To that end, adherence to Parliamentary Acts and ministerial policies, as well as consultations involving the broad community on policy issues guarantee administrative effectiveness, transparency, and leadership accountability. These are the tenets of good governance.

This study presents the experience of Katima Mulilo Town by way of evaluating the extent of the Town Council's operational transparency and leadership accountability. Analysis of the decision-making processes and consultation procedures make up the main focus of the investigation.

The exercise consists of five chapters. **Chapter 1** provides a broad theoretical background of local authorities and an overview of the current issues surrounding institutional transparency and accountability at local government level. **Chapter II** outlines the purpose, and importance of the study, the methodology used and the

compelling reasons for choosing the topic. **Chapter III** examines various pieces of literature related to the subject. **Chapter IV** analyses the data collected for the study, and provides the research findings strictly focusing on administrative transparency and accountability. Finally, **Chapter V** offers some recommendations that could possibly contribute to policy formulation processes at local level in general, and in Namibia specifically.

## **1.2 ORIGINS AND BACKGROUND OF LOCAL AUTHORITIES IN NAMIBIA**

### **1.2.1 Local Government: a Historical Perspective**

The origin of Local Authorities in Namibia is usually attributed to colonialism. However, colonial local authorities were established on racial basis simply because colonialists considered indigenous Namibians as inferior and incapable of administering their affairs. Consequently, the colonialists introduced the policy of separate development or segregation based on race that resulted in different administrative structures catering for those different races in different areas. During the colonial period the first tier of local government structures comprised the Department of Government Affairs and its arms. The latter consisted of municipalities and the

Peri-Urban Boards. The second tier structures comprised eleven ethnic representative authorities. These represented and underpinned apartheid (OPM 2000:303). The objective of the colonialists was to divide and rule.

### **1.2.2 Roles and Functions of Local Government**

The powers and functions of local government should be exercised in a way that has a maximum impact on the social development of communities, in particular meeting the needs of the poor with emphasis on the growth of the local economy. Through its traditional responsibilities (service delivery and regulation), local government exerts a great influence over the social and economic well being of local communities.

Unlike in the past, local authorities in Namibia are presently required to perform two main urban functions within their physical boundaries. These are to provide social and economic infrastructure and services; and to guide future urban growth and economic development in a transparent and accountable manner.

By definition and operational obligation, local governments are closest to the people and, therefore, responsible for serving the

political and material needs of the people and communities in specific local areas. As a result, they are strategically placed to mobilize and reconcile various and often competing interests within a community. Politically, they are suitably situated to facilitate democratic participation where by ordinary citizens have a say in how their communities are governed. They are also designed to provide for closer interaction between ordinary citizens and elected government officials. In addition to representing community interests within the Council, town councillors should promote the involvement of citizens and community groups in the design and delivery of programmes (<http://www.dplg.gov.za/Documents/Wpaper/wp2.htm> 17/02/2003).

Economically, local governments are supposed to act as organised systems to provide basic services to people in specific locations. Although their economic roles differ from place to place, what they (local governments) have in common is that they are more conversant with the needs of the local areas. Furthermore, they know how to engage the local people in economic activities. Local governments are not directly responsible for creating jobs. Rather, it is responsible for taking active steps to ensure that overall economic and social conditions of the locality are conducive to the creation of employment opportunities.

These facts help to explain why the SWAPO Government decided to decentralise the national administration. The Parliamentary Acts discussed under 1.2.4 in this paper, provide latitude for local authorities to exercise own initiatives both politically and economically (Decentralisation Policy Document 1997, Vol 1). However, it should be mentioned that local initiatives could produce desirable results only if they are supported by an effectively functioning administrative system. Therefore, for a Local Authority to achieve desired results in terms of what the community expects, it must have a proper structure manned by skilled, committed and non-corrupt personnel. These are the minimum requirements for an administrative authority to be responsive to the needs of the community. To that end, the roles and functions of local authorities include operational adherence to national policy guidelines, abiding by the ministerial rules and regulations, consulting broadly on policy issues, and providing services transparently and accountably.

#### **1.2.2.1 Service Delivery: Who is Responsible for providing Municipal Services?**

Municipalities constitute the sphere of government that is closest to the people. Municipal councils are elected by citizens to represent their interests. As per constitutional provisions, local authorities are

responsible for the delivery of municipal services to all citizens. However, a local authority does not always have to provide a municipal service itself, using its own employees and equipment. Sometimes a local authority may choose to hire someone else to provide the services.

Today, many local authorities are unable to provide municipal services to all their citizens. This is often because local authorities do not have adequate funds to provide the services. In other cases, the local authorities are unable to manage the services properly, that is, to provide good services at affordable costs. If affordable municipal services are not provided in sufficient quantity and quality, for example, if the water is of poor quality, or is available far from one's house, or if refuse is not collected regularly the effect on the quality of life is affected immediately (<http://www.dplg.gov.za/Documents/Publications/htm>).

### **1.2.3 Local Government in Namibia after Independence**

It was critical for the SWAPO Government inaugurated on 21 March 1990, to implement Article 12 of the Party's Election Manifesto, in reality its Constitution adopted in February 1990. The Article promised to establish local authorities. The government viewed the

implementation of that promise as an act that could institutionalise democracy and thus, ensure national development through broad participation by Namibians at local level. However, as a developmental strategy, implementation of Article 12 required a facilitating statutory instrument in the form of a Parliamentary Act. The result was the promulgation of the Local Authorities Act (Act No. 23 of 1992). The Act established, among other things, local authorities and empowered them to provide a wide range of services that included:

- Water supply.
- Sewage collection and disposal.
- Electricity and gas supply.
- Refuse collection.
- Municipal markets.
- Municipal parks, plazas, libraries and theatres.
- Municipal health services.
- Municipal roads.
- Street lighting

Most importantly however, was that the Act clearly articulated the need for administrative transparency and leadership accountability, and the necessity for local authorities to inform and consult broadly when making policy decisions. The authors of the Act saw this as pivotal for good governance. Accordingly, during the interviews

conducted for this study, the residents of Katima Mulilo have always expected the Councilors to execute their duties transparently and consultatively, and at the same time be accountable for their actions. It has also been the expectation of the Ministry of Regional and Local Government and Housing that is responsible for government affairs at regional and local levels.

Like all post-colonial states, the democratic state of Namibia was born with a normative concern to find solutions to problems of abject poverty and underdevelopment in a transparent and accountable manner. This is the context in which the transformation of Namibia's institutional landscape must be understood. Therefore, the creation of a system of government that is capable of redressing the legacy of high levels of socio-economic as well as infrastructure imbalances and inequalities necessitated the government's formulation of local government legislation.

The establishment in 1992 of local authorities in Namibia was a deliberate act to decentralise government in order to achieve participative democracy. The aim was to facilitate and ensure sound and efficient delivery of services by local authorities that include Katima Mulilo Town Council. Katima Mulilo was proclaimed as a town on 2 October 1995 under Section 13 of Townships and Division

of Land Ordinance (Ordinance 11 of 1963). It has since experienced two local authority elections, the first in 1992 and the second in 1997. Evidently, its delivery of services has left a lot to be desired thus, prompting this exercise.

#### **1.2.4 Legislative and Policy Framework for Local Authorities**

Chapter 12 of the Namibian Constitution provides for the establishment of a system of regional and local government throughout the country. Article 102(1) of this Chapter specifically provides for the structures of regional and local governments. It states that “for the purpose of regional and local government, Namibia shall be divided into regional and local units which shall consist of regions and local authorities as may be determined and defined by an Act of Parliament.” The Regional Councils Act, (Act 22 of 1992) and the Local Authorities Act, (Act 23 1992) were also results of Article 102 (4) of the Constitution. Regional Councils Act provides for the establishment of the regional councils.

The enactment of the above two pieces of legislation was aimed, in a broad sense, at laying a strong foundation for the establishment of local government structures necessary to facilitate and enhance popular participation. To that end, Local Councils constitute the

third level of Government in Namibia. Falling under local governments are Municipalities, Towns and Villages. Village Councils have up to seven members while Municipalities and Town Authorities have between seven and twelve Councillors respectively. Fifty-one Local Authorities were established for the 1992 municipal elections. The number was reduced to 45 as a result of subsequent boundary changes decided upon before the 1997 elections. The Katima Mulilo Town Council, which is the focus of this study, has seven Councillors.

#### **1.2.5 Taking Government to the People**

At independence, Namibia inherited ethnically divided local administrations comprising municipalities that were at different stages of development. The major challenge for the government was thus, how to transfer political, administrative, legislative, financial and planning power from the centre to regional and local authority councils, and at the same time abolish the system of apartheid. Consequently, the government promulgated a policy to decentralise its functions. The policy strove to empower the local people to make their own decisions and determine their own destiny. It also sought to improve public sector management so that in the long run there could be a close link between taxes paid by the people and the quality

of services provided by councils.

The Government defined it (decentralization) as an instrument of bringing about democratic participation to people by devolving functions, responsibilities, powers and resources to the lower levels of government, namely regional and local councils (Decentralisation Policy Document 1998: 3 Vol. 2).

The Government felt that obligatory citizen's participation in the rules and institutions that shape one's community was a basic human right and a part of human development. More inclusive governance can be more effective. For example, when local people are consulted about the location of a new health clinic, for example, there is a better chance it will be built in the right place. Therefore, the idea was intended to achieve higher efficiency in the provision of services, and to establish a natural training ground for democracy. To that end, decentralisation became an incontestable element of the democratic process.

#### **1.2.5.1 Democratic Governance for Human Development**

From the human development perspective, good governance is democratic governance. Democratic governance means that:

- People's human rights and fundamental freedoms are respected, allowing them to live with dignity.
- People have a say in decisions that affect their lives.
- People can hold decision-makers accountable.
- Inclusive and fair rules, institutions and practices govern social interactions.
- Women are equal partners with men in private and public spheres of life and decision-making.
- People are free from discrimination based on race, ethnicity, class, gender or any other attribute.
- Economic and social policies are responsive to people's needs and aspirations.

Therefore, governance for human development must be democratic in substance and in form, by the people and for the people (UNDP. Human Development Report, 2002:51)

### **1.2.6 Transparency and Accountability Defined**

The collective reference by the LAA and the RCA to the need for consultative, effective and efficient local administrations made operational transparency and leadership accountability key elements of decentralization. Generally, transparency refers to operational openness or uninhibited access to information. It also means

tolerance for public debate, scrutiny and questioning of political, economic and social policy choices.

The Public Administration Dictionary defines accountability as a “condition in which individuals who exercise power are constrained by external means and by internal norms”. It further entails accepting consequences of one’s actions, or all the actions taken on one’s behalf by junior officers or delegates. Therefore, in relation to local authorities it means that Councillors and organizations such as (Councils) charged with the performance of particular actions or activities are answerable for their actions, and should accept responsibility for their (action) outcome. That responsibility is defined by one’s job description or by the organisation’s plan of action. As elements of administration and management, accountability and transparency facilitate effective management control and performance evaluation. James Manor (2002) in his paper on Decentralisation and Sustainable Livelihoods elaborates that, when the power to make decisions is transferred to elected lower level authorities, both decisions and the decision-making processes become more visible and intelligible to people at the grass roots level.

The proceedings of decentralised authorities are often publicised and when they are not, discontented members of those bodies often

criticise them publicly. Thus, transparency is enhanced (<http://www.livelihood.org> accessed 17 October 2002). That prompts the question: to what extent is accountability and transparency practiced by the Katima Mulilo Town Council?

### **1.3 The Choice of Katima Mulilo Town Council**

As already mentioned, Katima Mulilo was proclaimed a town on 2 October 1995. The major reasons why the researcher decided to undertake this study are the following:

- a) Alleged financial mismanagement by Council in the year 2000/2001.
- b) Residents' outcry against high water and electricity bills.
- c) Questionable decisions seemingly taken to award tenders for refuse removal to companies that do not have the capacity to do so.
- d) Failure by Council to hold public meetings with the residents
- e) Purchase of both business/residential plots by some Councillors at lowest prices, and
- f) The recruitment of close family members of Councillors as Council employees.

Available information seems to indicate that the decisions directly related to the above were not taken transparently.

### **1.3.1 Location and Socio-Economic Profile**

Katima Mulilo is the capital town of the Caprivi Region, one of the thirteen in Namibia. According to the Population and Housing Census of 2000 (2000:12), the region covers an area of 19,532 km<sup>2</sup>, and has an estimated population of 79852 or 4.4 % of the country's population. The census indicates that the population is relatively young with about 43% under 15 years of age, and 94% in the age group of 16- 64 years. The average life expectancy in the region has shrunk from 60 years to 45 years for both genders because of the HIV/ AIDS pandemic.

The Region is divided into six constituencies, and the Town Council itself is in Katima Mulilo Urban Constituency. The region borders Angola and Zambia to the North, Zimbabwe to the east and Botswana to the South. Katima Mulilo is located 1300km northeast of Windhoek, the capital city of Namibia. A high population growth rate and an influx of people from the rural areas pose a great challenge for the Town Council to control informal settlements and to provide much needed community services such as water, electricity and sanitation.

Since the Caprivi region is not connected to the national electricity

grid, electricity to the region comes from neighbouring countries as a result of bilateral agreements. In an effort to ensure future security in terms of energy, government, through NDP2, prioritised the integration of the Caprivi Region into the national power grid and plans for development of renewable energy resources.



**Map of Namibia, adapted from National Atlas of Namibia and World Book Multimedia Encyclopedia**

## **CHAPTER II: RESEARCH METHODOLOGY**

This chapter discusses the methods and procedures followed in undertaking the study. It also outlines the instruments of data collection and the analysis thereof. Furthermore, it discusses the general outline of the study, its purpose and importance, as well as the limitations encountered.

### **2.1 The Study**

The study developed a framework within which issues concerning the role and functions of local councils are detailed, and the importance of promoting an environment that allows for transparency and accountability. It also assessed the necessary mechanisms and dynamics involved in the processes of decision-making and the need, as expected by residents, for the delivery of quality services by Council.

The exercise further looked at the effectiveness of Katima Mulilo Town Council, its successes and failures, and the progress so far achieved with regards to the decentralization program. It concludes by offering some recommendations that could, in future, assist in policy formulation and decision-making processes at the local level.

## **2.2 Purpose of The Study**

Recent events in Katima Mulilo seemed to suggest the absence of operational transparency, institutional accountability and efficient delivery of services, contrary to the provisions of the LAA, and to the expectations of the MRLGH and local residents. These issues have been clearly highlighted by parliamentary debates (Hansard), reports of government commissions, the Namibian print and electronic media, and public outcry.

This study firstly, seeks to evaluate the transparency and accountability of the Katima Mulilo Town Council in terms of its procedures for decision-making processes. Secondly, to determine through the views expressed by the residents, the necessary operational changes if the findings indicate that the Town Council is neither transparent nor accountable.

## **2.3 Statement of the Problem**

City and Town residents expect their Town Council to consult them when making decisions on service delivery, and that the Council should be accountable for its actions. To that end, the research question driving the study is: To what extent has the Katima Mulilo

Town Council exercised transparency and accountability in its decisions to provide basic services.

## **2.4 Importance of the Study**

In view of the need to address the necessity for promoting transparency and accountability in the provision of basic services by Council, this study could serve as an important tool to guide the decision-making processes and service delivery procedures at the local level. Although some of the findings may not necessarily be relevant to other Local Councils, it is hoped that they will assist in policy formulation aimed at enhancing good and sound institutional administrative practices desirable for delivering basic services timely, efficiently and reliably.

## **2.5 Research Focus**

The research focused mainly on the extent to which the Katima Mulilo Town Council has exercised transparency and accountability in its decisions to provide basic services. The exercise targeted Council members and staff, government officials, business - persons, church and community leaders, ordinary residents of the town and members of the civil society. Each group is a custodian of specific

information important for the study.

## **2.6 Timing of the Study**

The study covered the period from 1997 to December 2002. The period, in the opinion of the researcher, provides the best stretch of ground activities to determine the success and failure of the Town Council before the elections planned for 2004.

## **2.7 Limitations of the Study**

The study experienced five constraints. Firstly, a limited number of information centres from which relevant data could be collected exist. That situation was worsened by the paucity of local literature on the subject. Secondly, there were serious difficulties in accessing some government offices to get information on specific issues such as operational policies, figures on finance, or decision-making procedures. Thirdly, suspicion on the part of targeted interviewees as to what the information they were going to provide would be used for, bred unwillingness to answer questions and resistant behaviour. That, as expected, resulted in the withholding of vital information particularly by some of the Council officials. Fourthly, completed and returned questionnaires were fewer than anticipated, although

adequate enough to provide an acceptable representation or sample of general opinion in the community. Another factor that also contributed to the non-responses rate was the unavailability of both regional and local councillors for interviews within the time frame allocated for data collection. Lastly, costs and time constraints to complete the questionnaires compounded data gaps in obtaining secondary information.

## **2.8 Methodology: Data Collection Instruments and Data Analysis**

The researcher used several methods to collect data. These included individual and group interviews (both structured and unstructured), closed and open questionnaires, and library research. Journals and published books, reports of commissions and official government publications, research reports and articles, opinion papers and views of different authors and individuals also served as major sources. The aspirations of the researcher were much more modest: to present an overview of popular opinions gathered among a significant number of respondents in a structured, yet qualitative way.

## 2.9 Definition of Terms

- Accountability:** Accepting responsibility for the consequence of every action by yourself or by those under you, and reporting to the appropriate authority directly above you.
- Budget** : A statement of estimated income and expenditure.
- Democracy** : A political system that enables people to freely choose an effective, honest, transparent and accountable government.
- Constitution** : The Constitution of the Republic of Namibia.
- Corruption** : Behaviour leading to the misuse and/or abuse of authority bestowed on an office, or personal power emanating from a job description, property belonging to an institution or organization, and national or institutional policy directives.
- Councillors** : Elected officers (limited in number) to represent represent specific constituencies in running the affairs of local authority.
- Effective** : Ability to set and achieve goals and objectives within the provided time schedule and in accordance with the originally standards.

- Efficiency** : Meeting goals as economically as possible.
- Ethics** : Basic principles of the right action and rules of conduct.
- Local Authority** : Any municipal, town or village council.
- Ministry** : The Ministry of Regional and Local Government and Housing.
- Official** : An employee and an officer of the Ministry or local authority.
- Proportional Representation:** An electoral system in which all Parties gain seats in proportion to the number of votes cast for them.
- Transparency** : Operational openness, unobstructed access to and availability of information that is accurate, timely, relevant and comprehensive.

## **CHAPTER III: REVIEW OF RELATED LITERATURE**

This chapter examines in detail various pieces of literature that provide differing opinions on the importance of encouraging and promoting transparency, accountability and efficient delivery of services by local authorities. In order to undertake this study, a systematic examination of some of the available documents such as reports of government commissions, official publications, opinion papers, research reports, articles, published books and journals, views of different authors and individuals, was carried out.

The exercise equipped the researcher with adequate information necessary to guide the study. To that end, the extensive survey of the literature focused on the different views on transparency and accountability, resulting in much light being shed on related concepts such as, the significance of people's participation in the decision-making processes of the Town Council, and the necessary involvement of other stakeholders in the management of the affairs of the community.

### **3.1 Sources Reviewed and Opinions Expressed**

In its Election Manifesto of (1999:6), the SWAPO Party states that

good governance implies service to the people, and that democracy, accountability, honesty and commitment to service are necessary requirements for delivering good governance. The manifesto further informs that good governance is all about the partnership of all the stakeholders. It further emphasizes that such partnership brings about a common purpose to the efforts and resources, and respect for government and the civil society. At the same time it contends that transparency and accountability must continue to be enhanced at all levels. To that end, the manifesto laid down the framework for countering possible future corruption.

A 1997 Seminar report by the OPM on the Promotion of Ethics and Combating of Corruption in Namibia articulates a consensus view that promotion of ethical conduct and the combating of corruption are inseparable from the promotion of greater transparency, accountability and good governance in all institutions of society. The view cites the need for national leadership to demonstrate political will in preventing and combating corruption at all levels. Political will, according to the views is a critical element for achieving transparency, accountability and good governance.

According to Cloete (1996: 23-24), public accountability means that public functionaries have to pursue objectives determined not by

themselves, but by the people. He further states that the citizens have an indispensable role to play in exacting accountability. This, in effect, implies that public functionaries have to provide explanations to justify positive or negative results obtained in the performance of their day-to-day activities. Every citizen thus, has a surveillance role to play in ensuring that public functionaries comply with the mandate granted to them by the community.

Varying opinions on the importance of transparency, accountability and efficient delivery of services by government emerged from some of the literature consulted. Researchers such as Bayley (1966); Leff (1964); Huntington (1968) and Mbaku (1994) have advocated the promotion of transparency and accountability, specifically at local levels in order to achieve good governance. Jennie Litvack in her contribution to the World Bank Report of 2000, explained in her paper entitled Decentralisation Thematic Team, that accountability constitutes the degree to which local government have to explain or justify what they have done or failed to do. In essence, that means leaders at local level should be accountable to the citizens. To this end, accountability can be seen as the validation of the text which people can use participation to hold a local government responsible for its actions.

In 1997, His Excellency, Dr. Sam Nujoma, President of the Republic of Namibia, added to these opinions with his call for committed public sector leadership. These views concur on the fact that in order to achieve democracy citizens must participate in decision-making, and for democracy to be fully realised the leadership must be transparent and accountable. Honourable Ms. L. Kasingo, Deputy Minister of Regional Local Government and Housing, expressed the same opinion whilst addressing the 50<sup>th</sup> Congress of the Association of Local Authorities (ALAN) on March 05, 1997 by reminding the Councillors that the residents had placed their faith in them as leaders who could represent and articulate their views, advance their causes and promote their welfare, indeed a noble responsibility that called for total commitment and sacrifice.

Referring to the same subject was the Hon. Mr. Hage G. Geingob, the former Prime Minister of the Republic of Namibia who, in 1998 during his address on Public Service in Africa, stressed that in order to define the objectives of the civil service or purpose of government, the leadership needed to focus on "Vision 2030." The vision is aimed at improving the quality of life of every citizen to the level enjoyed by citizens of developed countries by the year 2030 (OPM 2000:7). He further stated that, institutions that are not accountable to the citizenry are likely to engage in corruption, which is seen as a curse

and an attack on the foundations of any civilised society, undermining morality, democracy, good governance and the rule of law. In fact, it swallows resources needed for development. He concluded by saying that the vision could only be realised if there was transparency, accountability and proper monitoring mechanisms at all levels of government.

Since accountability can also be defined as a process where a person or groups of people are required to present an account of how exactly they discharged their duties, of recent Katima Mulilo Town Council could not fulfil that requirement. As Dr. T. Gordana, in his Policy Paper (2000:3) for Local Authorities in Namibia points out, that there is still a lack of a common platform and formal procedures for communication, consultation and participation by different stakeholders in local authorities. Such a platform is needed in order to underline the value of transparency and accountability.

The UNDP Human Development Report (2002:65) states that accountability is about power- about people having not just a say in official decisions but also the right to hold their rulers to account for their actions. They can demand answers to questions about decisions and actions. And they can sanction public officials or bodies that do not live up to their responsibilities. Today, the insistence that public

officials should be held accountable is extending to corporations, multinational organisations and others who have more power in public decision-making. All these kinds of accountability are central to democratic governance-to ensuring that the holders of the public trust are acting effectively and fairly.

Literature produced by the Association for Local Authorities in Namibia (ALAN) indicates a tireless effort by the organisation to promote collaboration between local authorities and various sectors of the community including the private sector, in an effort to improve the quality of service that Local Authorities provide. The organisation seeks to be a catalyst in the process to empower the local population to make them better able to participate in decision-making by their Council. The organisation's view is that close linkages between Councils and the various stakeholders will strengthen Local Authorities administratively, and at the same time enhance the quality of services the authorities provide (ALAN 2001:21).

Therefore, the literature informs us that for purposes of effective implementation of local development programs, the local bureaucracy must be responsive to the needs of the local people. Of necessity is that Council and officials should be competent and be able to display significant levels of commitment; and that hiring decisions should be

based on merit and qualification, which implies that senior positions should be awarded only to candidates who possess the ability and expertise to efficiently perform duties assigned to them. Hailey & Smillie (2001:61) agree that collective leadership encourages greater transparency and accountability in the decision-making process, and in turn it promotes internal communication and good teamwork. The view underlines the importance of transparency and accountability as major sources of competence and commitment in the public sector.

In their study of the Determinants of Success in African Local Governments Olowu and Smoke (1992:13) contend that, local authorities appear to be more effective when they are responsive to their constituencies and the beneficiaries of particular development projects. The authors go on to say that the failure of local authorities to consult local people has resulted in the failure of development programmes and the creation of disillusionment of affected residents and other service users. Therefore, it is good enough, when local people are closely involved in the decision-making processes. As a result, they feel that Council is working with them to promote development and provide service in the locality. Residents are more likely to be cooperative in these circumstances, and programmes aimed at bringing development are usually implemented with little or no opposition from the community. That indeed, leads to the

improvement of the living standards of local residents.

This opinion is supported by the Ministry of Regional and Local Government and Housing, particularly in its Policy Document on Decentralization (1997. Vol. 2:5). The Ministry's view supports the general sentiment that the quality of life is better in local authority areas with a well-developed sense of community as indicated by the majority of literature reviewed.

Namibia Institute for Democracy (NID) strengthens the opinion that, no government institution can be termed good unless it is accountable to the people, and that accountability in its absolute terms visualizes an unconditional adherence to the laid-down rules and procedures. In an Audit and Special Investigation Report (2001) undertaken by the MRLGH into the alleged financial mismanagement by the previous Katima Mulilo Town Council, the then Councillors had decided to appropriate for themselves loans and personal allowances in excess of N\$200,000 without following rules and procedures laid down by the Ministry. That decision in itself lacked transparency and accountability leading to their immediate dismissal from the Council because the Ministry viewed the action as a gross mismanagement, which could pass for corruption although not necessarily so.

In an effort to define the term corruption, David Bayley (1996:72) says that, while being tied particularly to the act of bribery, corruption is a general term covering the misuse of authority as a result of considerations of personal gain, which need not necessarily be monetary. At the same time, Carl Friedrich (1990:15) observes that individuals are said to be unaccountable and corrupt when they are granted power by society to perform certain public duties. And as a result of the expectation of a personal reward or gain, they become involved in actions that reduce the welfare of society or damage public interest.

The researcher agrees with this definition, which in fact expounds on views expressed by many people in Namibia, that unaccountable local institutions are likely to engage in corrupt practices. They may even be involved in outright theft, embezzlement of funds or other misappropriation of state property, nepotism and granting of favours to personal acquaintances, which always results in bad governance (NID 1997:10).

The opposite of bad governance is good governance defined by the World Report (2000), a process that entails institutional accountability that ensures proper delivery of services. When it happens, the result is usually a reduction in corruption and in

overspending of public funds. Overall, governments' developmental priorities are achieved on schedule, and general standard of living is raised through investments that benefit citizens and improve public service delivery.

The reviewed literature also suggests the following key elements for achieving administrative transparency at local level. These are effective institutional capacity building and administrative and regulatory capacity for good management practices. Works by Olowu, Smoke et.al. (1992), Eigen (1997), and Mukwena (1999) concur that the same elements are requirements for better and dependable performance, and efficient delivery of quality services by local authorities. However, achieving institutional capacity building at any level entails undertaking a skills needs assessment; designing an appropriate training programme preferably tailor-made; and evaluating the appropriateness of current structures for purposes of possible streamlining. Adequacy of infrastructure, finance, and office equipment play a critical role in the whole process. At the same time, better and effective performance, and efficient delivery of quality services depends on whether or not the regulatory instruments (policies, rules and regulations) are in place, adequate and, well understood. In essence, it is a matter of achieving an effective operational symbiosis based on skills and resources.

The states involved in the *New Partnership for Africa's Development* (NEPAD 2001:18) have undertaken a series of commitments towards meeting basic standards of good governance and democratic behaviour. In order to strengthen political governance and build capacity to meet these commitments, the leadership will undertake a process of targeted capacity-building initiatives. These institutional reforms will focus on: administrative and civil services; promoting participatory decision-making and adopting effective measures to combat corruption and embezzlement. On the whole, the reviewed literature suggests that a system that lacks transparency is vulnerable to fraud, malpractice, misallocation of funds, abuse of power and inefficiency (<http://www.sadc.org> accessed on 17 October 2002). This study thus, seeks to either authenticate what is generally assumed, or shed light on what is lacking in the administration of the Katima Mulilo Town Council.

## **CHAPTER IV: DATA PRESENTATION AND ANALYSIS**

This Chapter presents a descriptive analysis of the main theme and purpose of the study: determining the extent of transparency and accountability in the decision-making processes of the Katima Mulilo Town Council. It examines four major aspects of the exercise. These are:

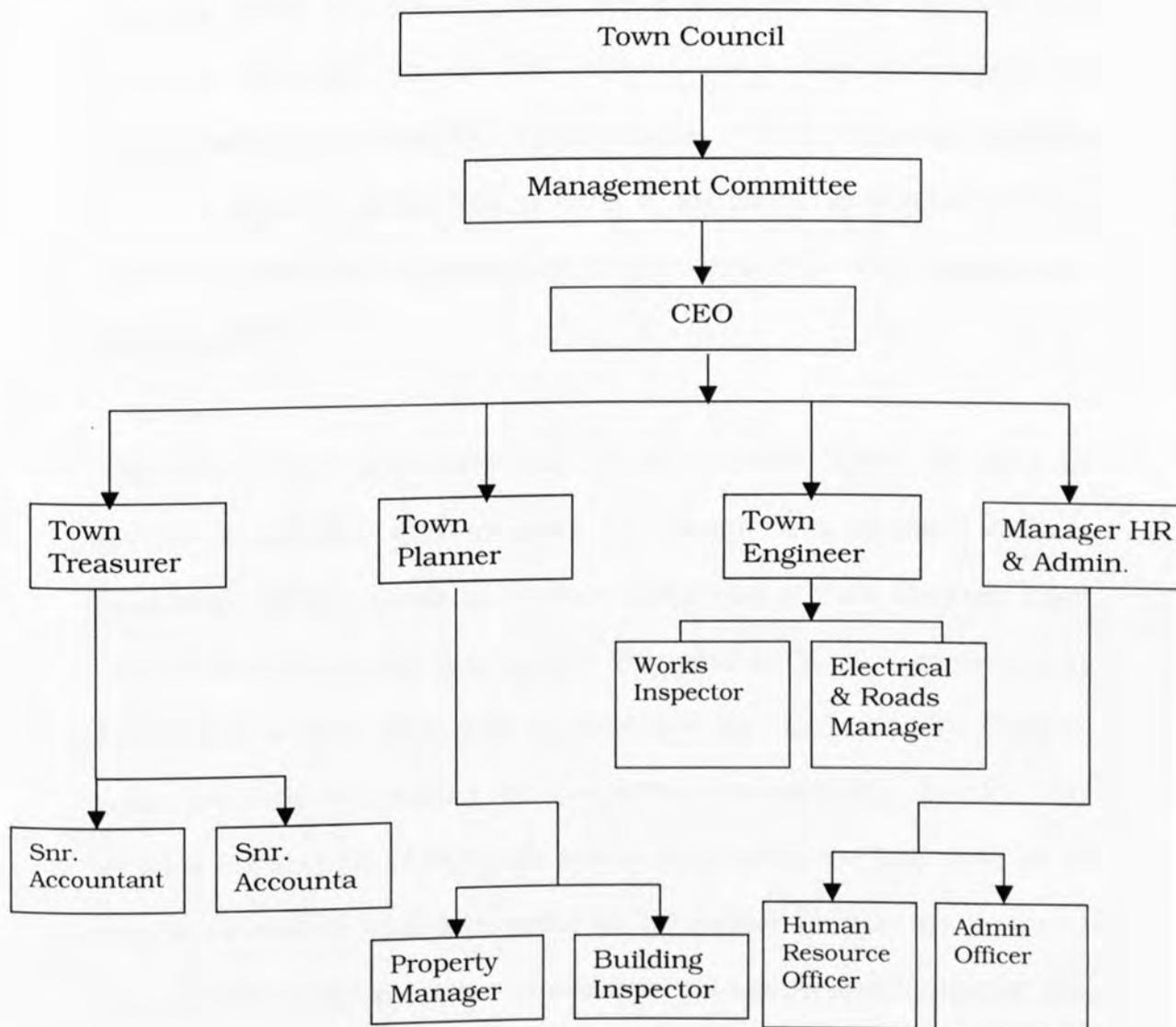
- i) The institutional and administrative framework of the KMTC focusing on the operational linkages involving regional, municipal and village councils, and settlement areas authorities.
- ii) The decentralisation policy: its objectives and impact on the operational linkages.
- iii) The status of Katima Mulilo Town Council as per the MRLGH institutional and administrative framework, and in accordance with the decentralisation policy, and lastly
- iv) Evaluates the performance of the Council in light of the objectives of the decentralisation policy and of the expectations of the local community

### **4.1 Institutional and Administrative Framework**

The institutional identity of the KMTC is provided by the LAA (Act 23

of 1992). The Act articulates how exactly the administrative structures and councils are established. Accordingly, the MRLGH is charged with the task to facilitate the establishment and management of an effective system capable of delivering services efficiently.

Within the given structure of the Council, there are various tasks and functions assigned to specific administrative positions and committees. Individuals and groups are also expected to perform tasks of general nature to achieve organisational goals (Greenberg & Baron, 2000: 518). To that end, there is need to formulate administrative acts, rules and regulations to ensure effective functioning of the Council. The chart on the next page depicts the Council's organogram.

**CHART 1: ORGANISATIONAL STRUCTURE OF THE KMTC**

#### 4.1.1 The Election and Duties of Councillors

Section 8 of the LAA stipulates that general elections of councillors for all LACs take place at least every five (5) years on a date

determined by the President by proclamation in the Gazette. The election is done under proportional representation. In terms of the said Act, KMTC is allowed to elect seven (7) Councillors. The Act also provides for the election of mayors and deputy mayors of municipalities or towns, and chairpersons of local authority councils (Section 12 of the LAA). The election of the mayor is conducted at a meeting presided by a magistrate. Currently, a CEO who is appointed heads each LA.

The LAA further stipulates that LA Councillors have the duty to govern responsibly and to serve the needs and interest of their electorate and the nation as a whole to the best of their abilities. They are answerable to the Minister of Regional Local Government and Housing who can from time to time and by notice in the Gazette prescribe code of conduct for councillors. Accordingly, Section 92, Articles (1) and (2) of the LAA states that when an LAC fails or is unable to comply with a directive of a minister to meet its financial commitment or keep proper control over its assets and liabilities, the President may, by proclamation in the Gazette, remove from office the councillors of such LA.

#### **4.1.2 Appointment of CEO and other Officers**

In terms of Section 27 (1) (a) of the LAA, the LAC is empowered to appoint a CEO but only on the recommendation of the Management Committee, and after consultation with the Minister. The Minister, in this case, prescribes advertisement requirements that must be met before such a post is filled. The Chief Executive Officer and senior officials play a particularly important role in providing leadership for administrative transformation, promoting new attitudes and approaches, and managing the implementation of programmes and policies. Therefore, it is critical that the CEO and senior management staff have the full confidence of the Council.

The CEO is responsible for carrying out the decisions of the local authority Council and the administration of its affairs. The same section under item 3 (1) (aa) stipulates that a person appointed as CEO shall occupy that office for a period of two (2) years and may be extended at the expiry thereof. Therefore the CEO is answerable to the Council in executing his/her duties.

#### **4.1.3 Election of Management Committee of the Local Council**

The LAA provides, under section 21 (1) and (2), for the composition

and election of Management Committees. A magistrate designated by the Minister presides at a meeting of a local authority Council during which the election of members of its Management Committee is held. A member of a Management Committee is required to hold office for a period of one year and is accountable as a member of the Council to the electorate.

## **4.2 Institutional Linkages**

Decentralisation in Namibia entailed clear separation of duties among the major institutional functionaries of the national Government system, namely MRLGH, Regional Councils, Local Authority Councils and Traditional Authorities. However, it is the inter-dependence of these institutions that plays a key role in ensuring the success of decentralisation.

As prescribed by the Act (Act 23 Of 1992) and subsequent policy documents, there are clear provisions that operationally link KMTC to the MRLGH and to other arms of government. Section 3(1) of the LAA, provides for the establishment of local authority councils such as the KTMC under the guidance and control of the MRLGH. That means the MRLGH has the legislative authority over KMTC. For example, it prescribes for and determines the scope and schedule of the

Council's activities in areas such as the provision and supply of water, electricity, maintenance of streets and public places.

Section 18 of the RCA, provides for the election of a Management Committee of the RC, and the Act itself confers on the officers certain powers and duties that are needed to administer Council affairs. Section 12 (1) of the Traditional Authorities Act, (Act 17 of 1995) confirms the role of traditional authorities, which effectively tasks these institutions to perform cultural and supportive duties.

#### **4.2.1 The Linkage between the KMTC and MRLGH**

The linkage between KMTC and MRLGH covers policy initiation, financial management and personnel recruitment. It is provided for in Volume 2 of the Decentralisation Policy that the Ministry, as the lead agency for the day-to-day functioning of all local authorities in the country. This has led to the establishment of a Local Authority Development Committee (LADC) in the Ministry.

Financially, Section 83 (1) of the LAA requires the MC of Local Councils to prepare and compile each year, after consultation with the RC a statement of its estimated income and expenditure that is to be submitted to the MRLGH for approval.

With regard to personnel recruitment, Section 27 of the LAA gives the MRLGH the power to appoint, dismiss and transfer employees of the Town Council if the procedures and rules are not properly followed.

#### **4.2.2 The Linkage between the KMTC and the Regional Council**

The Regional and Local Authorities Acts of 1992, provides several instances where an LA and RC can liaise and interact with each other. These are:

- a) A LA must submit to the RC copies of the relevant agenda of their meetings, supporting documents and minutes.
- b) The MC of an LA must consult with the RC before preparing the annual budget for submission to the LAC (Section 83 (1)(a) of the LAA).
- c) In compiling a development plan, the RC must consult with the LA concerned to ensure that the plan is compatible with the LA's own planning.
- d) In terms of the RCA, Section 28 (1) (f), the RC may assist any LA in the exercise of its powers, duties and functions.

However, the relationship between regional and local councils is based on the principle of non-subordination. Functional relationship has also been based on collaboration and cooperation with regional

councils having coordinating and residual functional responsibilities as an agent in lieu of central government.

#### **4.2.3 The Linkage between the KMTC and other Town Councils, ALAN, and Africities**

The Katima Mulilo Town Council and other Town Councils in Namibia, as members of the Association for Local Authorities in Namibia, are expected, in terms of ALAN's (2000:15) vision statement, to address socio-economic and political issues that confront their residents. Local Authorities governed and managed with clearly defined direction and objectives enhance and improve the efficiency of service delivery to all citizens.

In a report of the Africities Summit (2000:30), produced by Prof. S.I. Abumere and Dr. Tapera O. Chirawu, it is stated that Local Governments in Africa have shown positive change of attitudes by councillors and employees on future approaches to urban planning, management and implementation. The report emphasizes that developmental local governments require that municipalities become more strategic, visionary and influential in the way they operate.

In essence, the LAA, RCA and the Decentralisation Policy demand the above linkages of the various arms of government to be transparent

and accountable in their activities in order to ensure that the citizens out there receive the necessary and appropriate services.

#### **4.2.4 Working Together with Local Citizens and Partners**

One of the strengths of integrated development planning is that it recognises the linkages between development, delivery and democracy. Building local democracy is a central role of local government, and town councils such as KMTC. Therefore, strategies and mechanisms to continuously engage with citizens, business and community groups should be developed.

Town councils require active participation by citizens at the following levels:

- As voters – to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote.
- As citizens who express, via different associations, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible.
- As consumers and end-users, who expect value-for-money, affordable services and courteous and responsive service (<http://www.dplg.gov.za/Documents/Wpaper/wp2.htm>).

### **4.3 The Decentralisation Policy, its Objectives, Implementation and Impact**

As a policy, decentralisation emerged as a vision for SWAPO which entailed participative democracy and uninhibited involvement of all legible citizens in the governance of the country. As a process, it meant an exercise whereby the central government would facilitate participation by regional and local municipalities, villages and settlements) communities in the governance of the country, and at the same time ensure consistent imparting of education on the necessity and political objectives of the idea, the end result of which would be continuous national development.

#### **4.3.1 Major Objectives of Decentralisation**

The Decentralisation Policy was aimed at ensuring economic, cultural and social economic development; provide people at the grass root level the opportunity to participate in the decision –making, and extend democracy to them as a right based on national ideas and values. In essence, the policy was designed to achieve the following specific objectives:

- i) Extend, enhance and guarantee participative democracy.
- ii) Ensure and safe guard rapid and sustainable development.

### **4.3.2 The Implementation Process**

As prescribed by the Policy Documents of 1997 Volumes 1 to 5, local councils require capacity to cope with the decentralisation process. If central government imposes decentralisation without adequate consultation with and the involvement of the councils the process will not succeed. In fact, it is likely to weaken democracy that already exists in the country.

Therefore, the availability of funds and clear guidance to the budgeting process is vital for the establishment of a decentralized system. In this regard, the MRLGH must continue to monitor and coordinate the process in close consultation with the OPM and the Ministry of Finance to give guidance in areas such as preparation of budget estimates, expenditures and training programmes.

Whilst it is a planned process, regional and local councils need to be in a position to accept and carry out the decentralisation's delegated functions effectively and transparently. So far, the programme for the implementation of the policy has been hampered by the lack of clear administrative systems and adequate resources. The situation calls on the MRLGH and other line Ministries to empower the regional and local authorities so that they can attain the desirable state of

preparedness to eventually assume the responsibilities.

According to the responses obtained through interviews, the signs for the implementation of the process by the KMTC are so far not very encouraging. The KMTC, although generally aware of the Policy, has not been very much involved in the planning for implementation. Consequently, the Town Council is likely to face a deficiency in terms of capacity to cope with the functions that are being delegated.

It should be noted that capacity could only be gained through practical experience on the job, through training, and by way of appropriate guidance and mentoring. Capacity can also be acquired through provision of adequate resources. In this regard, it is the responsibility of the MRLGH to ensure that this happens. The successful implementation of the policy can only be realized if regional councils and local authorities are able to exercise and demonstrate accountability downward to their communities for the performance of the services and functions for which they are responsible.

#### **4.3.3 Impact of the Decentralisation Policy**

The coming into effect of the Decentralisation Policy has had a major

impact on the following operational areas of the regional and local authority councils:

- 1) Its implementation has given both councils responsibilities for the provision of services in their respective regions and towns (Mukwena & Drake 2000:39-47).
- 2) It also has imposed complex reporting and accounting procedures on the councils. These are necessary to ensure transparency and accountability.
- 3) The responsibilities and decision- making procedures stipulated in the Decentralisation Policy Document (1997. Vol. 5) have substantially increased with the decentralisation process itself.

In terms of Section 8 of the State Finance Act (Act 31 of 1991) the accounting procedures include:

- i) proper budgeting for essential services to be rendered through the State's resources,
- ii) proper use of resources by determining the most economic, efficient and effective manner in which resources are used,
- iii) establishment and maintenance of effective systems for and control of State money and assets, and
- iv) accuracy of the accounting records and other financial documents.

#### **4.3.3.2 Specific Impact on Finance**

In terms of Section 80(1) (b) of the LAA, the principal funding for local council's expenditure comes from central government. The other sources of revenue to which a Town Council is statutorily entitled are rates, charges, fees and other moneys levied under the provisions of the said Act. The CEO or any other officer, designated by the Town Council, is the accounting officer for all moneys received and for all the payments made. The Africities Summit sought to strengthen the Town Councils revenue base by recommending that:

- i) The private sector should be involved in resource mobilization
- ii) Financial rules and regulations applying to local authorities should be modified or establish new structures that provide flexibility to the operations of local authorities in areas of finance.
- iii) Local Authorities in Africa should take ownership and joint commitment to find financial resources (Africities, 2000:60).

In order to achieve these objectives, instances of abuse and/ or misuse of office, irregularities in financial management and other vices must be exposed and reported. The local communities have in these cases acted as watchdogs, by closely monitoring the

performance of their Town Council. The central government has, on its part, strove to guide and empower local councils to function as powerful institutions in the management of all the resources in the country.

In order to achieve that goal, the Ministry of Finance found it necessary to apply uniform financial instructions at both the center and lower levels of government, and to ensure that these are monitored and evaluated regularly (State Finance Act 31 of 1991).

#### **4.3.3.3 Impact on Personnel Matters**

In Section 27(2) of the LAA, and Volume (5: 25) of the Decentralisation Policy, advertisement requirements have been prescribed in respect of posts within a LA, and that such requirements must be met before any post is filled. This process (advertisement) is normally done through the print media or internal circulars to inform potential candidates.

The employment administration process follows the rules and regulations such as selection, interviewing, induction, and employment contracts. The purpose is to ensure that transparency and accountability as important ingredients of good governance are

at all times adhered to.

However, the interviews conducted and responses from the questionnaire, confirm that the above provisions, although in place, have in all earnest not impacted positive influence due to the fact that some posts in the Council are filled without being advertised, and that close family members continue to be hired.

#### **4.3.3.4 Specific Impact on Service Delivery**

The impact of decentralisation on service delivery in Katima Mulilo, according to the views expressed by residents through the interviews, indicate that the Town Council has not achieved much. Decentralisation is a complex undertaking, and it requires a lot of patience and caution. As noted earlier in this paper, the road from conception to implementation is never easy. Despite the challenges, the KMTC has, since the commencement of the decentralisation process, not been very successful in the following areas related to the delivery of services:

- The sustained supply of water and maintenance of waterworks
- Provision of sewerage and drainage,
- Supply of electricity,
- Levying of rates on ratable properties, and

- Management of public funds (Local Authorities Act 31 23 of 1992).

The regional councils and local authorities as principal implementers of the reform process have been, unable to reciprocate the commitment and support given to them by the central government because of their inadequacies. As expected, the process of decentralisation involves not only a shift in responsibility but also a substantial shift in resources and movement of personnel. It was thus, important in the views of respondents, that the entire process be properly planned and coordinated by all the stakeholders in order to achieve efficient delivery of services by the newly empowered local authorities.

#### **4.3.3.5 Specific Impact on Democracy and Gender**

One of the key objectives of the Decentralisation Policy, as noted under section 1.2.4 in this paper, is bringing power to the people. That objective can be achieved only if the instruments for reform address the issue of gender balance including the recognition of the role of women in government institutions such as local councils, and fair representation of the marginalised communities such as the San. So far, since the decentralisation process began, women themselves have shown willingness and sustained commitment to government

activities. They have also been actively involved in programmes of the Constituency Development Committees. Their (women) participation has facilitated and strengthened gender responsiveness in planning the development of the Town.

#### **4.3.3.6 Specific Impact on Human Rights vis-à-vis the Rights of Katima Mulilo Residents in Terms of Access to Information and Services**

For decentralisation to be deeply rooted and become meaningful in the country, it is imperative that the protection and promotion of fundamental rights of all segments of society, including the rights of persons with disabilities, the youth and all marginalised groups are given due attention by regional and local governments. To that end, the KMTCC has taken affirmative action in favour of groups marginalised on the basis of age in all its developmental planning. The groups include the youth and the disabled persons. Furthermore, it was confirmed during the interviews conducted with some Councillors that, the Town Council has taken the initiatives to ensure that persons with disabilities are given the opportunity to realise their full mental and physical potential. The residents of Katima Mulilo Town have so far participated in decision-making processes although at a very limited scale.

#### **4.4 The Status of Katima Mulilo Town Council**

In terms of the national government's administrative setup, vis-à-vis establishment of local authorities as per statutory instruments (LAA 23 of 1992/RCA 24 of 1992 and the Decentralisation Policy 1998), the KMTC enjoys a legal status afforded to similar local authorities in Namibia. It is a status that carries with it institutional obligations to adhere to operational functions as stipulated in the above instruments, and for its personnel to fall under rules and regulations provided by the MRLGH and by government in general. Therefore, the Council is a legal arm of government charged with the responsibility to implement national developmental policies under which various issues of governance situationally occupy the center stage. The issues include politics and gender balancing, developmental capacity building, poverty alleviation, HIV/AIDS, administrative transparency and leadership accountability to mention but a few.

Important to note is the fact that transparency and accountability in decision- making, and efficient delivery of service are pivotal to the success of local authority administration. Once again the Council was established in order to take overall responsibility over the governance of the Katima Mulilo residents in accordance with the specified objectives of particular government administrative instruments. It

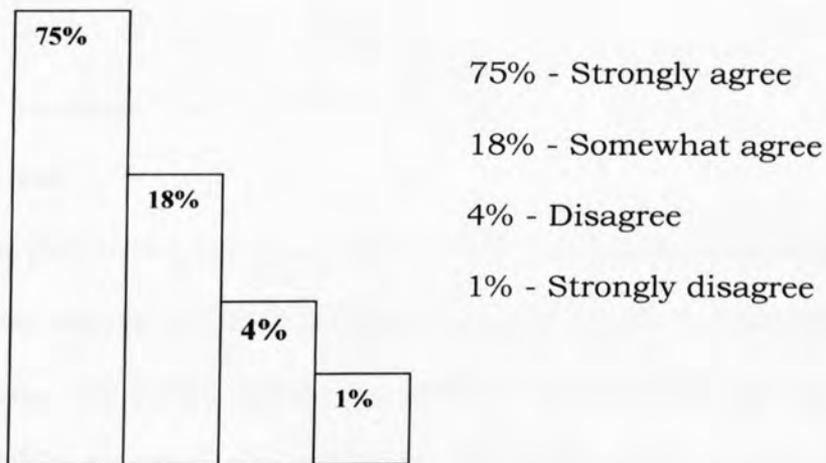
was against this background that the evaluation of the Town Council's performance was undertaken.

#### **4.5 Analysis of the Findings of the Study**

Although the background information to the study was extracted largely from the literature reviewed, a questionnaire was administered, and interviews conducted. In an effort to get the opinion of the local residents on the quality and quantity of services that KMTC provides, the targeted groups comprised government officials, businesspersons, students, church and community leaders, civil society and ordinary residents. In all, one hundred and forty (140) questionnaires were administered and one hundred and twenty four (124) were returned. Following are the major group opinions on the questions raised by the questionnaire and during interviews:

### 4.5.1 Transparency

The question was whether it was a good idea for the Town Council to inform the local residents about decisions taken at Council meetings.

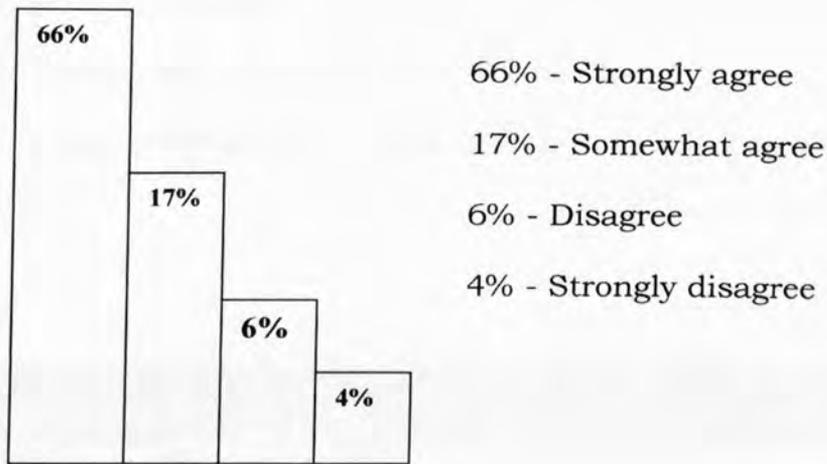


**Figure 1.1**

From the figure, 75% of the respondents strongly agreed that it was important for the Town Council to communicate its decision to the residents.

### 4.5.2 On accountability

The question was designed to determine whether it would be an agreeable idea that holding public meetings with local residents would solve most problems affecting the Town.



**Figure 1.2**

On this particular question, 66% of the respondents strongly agreed that this would make the Town Council more accountable for its decisions. In terms of the provisions of the LAA, Councillors are answerable to their electorate for decisions and actions that they (Councillors) take. The MRLGH has by virtue of Section 10(3) of the LAA, prescribed a Code of Conduct for members of Local Authority Councils. Flowing from that provision are standing rules of order which state that decision-making is a function of Councillors, and should that decision later prove to have been wrong, Councillors must accept the responsibility.

#### **4.5.3 Other Services**

The question focused on whether or not the residents agreed that there were severe problems in terms of rubbish collection,

appointment of Council employees, management and control of Council funds, and provision of water and electricity in the town. Following are respondents' views on the respective aspects of the question:

**Table 1**

<b>Service/ Agency</b>	<b>Strongly agree %</b>	<b>Somewhat agree %</b>	<b>Disagree %</b>	<b>Strongly disagree %</b>	<b>Don't Know %</b>
Rubbish collection	83	4	10	3	1
Appointment of Council employees	13	5	23	37	20
Control of funds	5	4	28	41	20
Water and electricity	16	4	28	48	3

Accordingly,

- i) 83 % of the respondents strongly agreed that rubbish collection caused a severe problem in the Town.
- ii) 37 % strongly disagreed with the view that appointments of Council employees are done fairly and procedurally.
- iii) 41% of the respondents strongly disagreed with the view that Council has succeeded in the management of its funds.
- iii) 48% of the respondents strongly felt that unnecessary high water and electricity bills did not necessarily generate more funds for the Town Council.

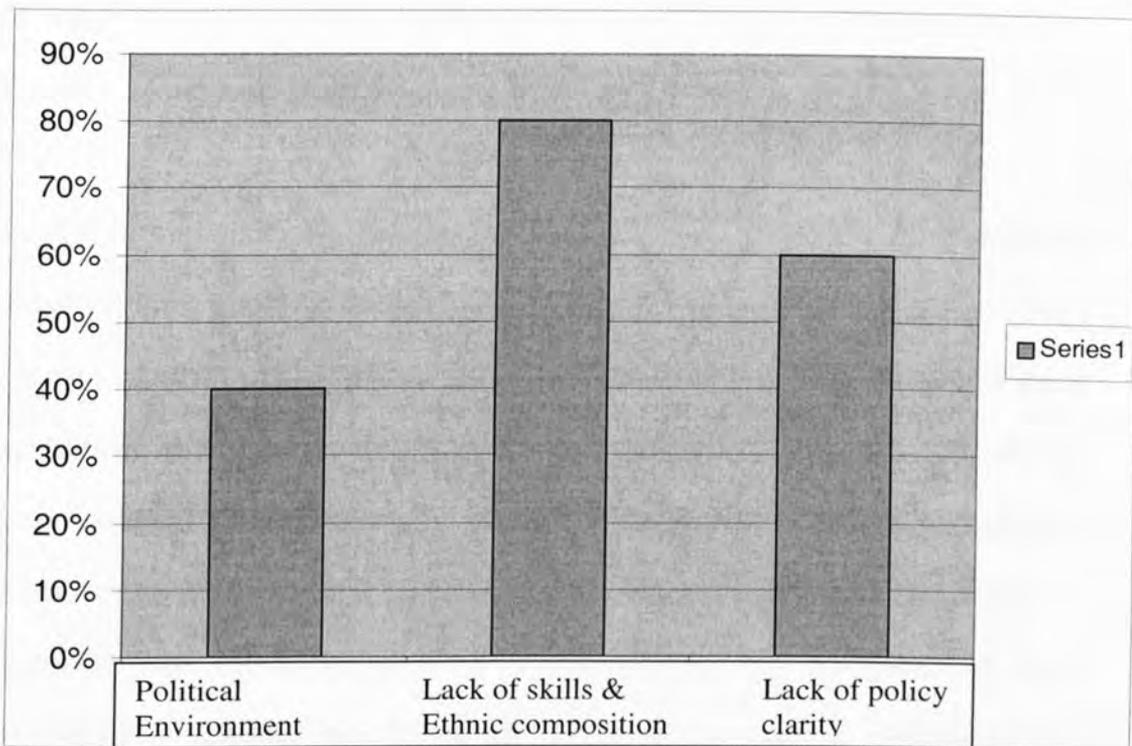
The responses clearly indicated that, the residents are unhappy with

the inadequate delivery of services by the KMTC. The views reflect the deficiencies in the service provisions made, and indicate the problems faced by the residents that require rectification and policy changes.

One of the other major problems, according to the interviews conducted, is the Town Council's inability to collect refuse. The Town Council has continued to award tenders to companies that do not have the capacity to carry out the task. This has created a situation whereby rubbish has to pile up in the streets for one or more months without being collected. As a result, it is very likely that illnesses could break out.

#### **4.5.4 Major causes of administrative problems**

On the question of what the major causes of administrative problems of the KMTC were, the percentage rate of the views expressed by the respondents, were as follows:



**Chart 2: Key elements of administrative problems**

The residents had always expected the Town Council to consult widely, involve them in its daily operations, and inform them about decisions taken and the services required. However, the result has been that the Katima Mulilo residents remain outside the activities of the Council, often because they lack the simple knowledge of what services government should provide and in what quantities. Even today, according to opinions expressed by residents during the interviews, most residents would be hard pressed to determine how their dollars are being spent, and whether or not they are spent wisely. Given this widely shared opinion, and the need to improve

the relationship between the governing and the governed, the Council needs to focus on better performance.

It is the right of the residents to know that their Council delivers services effectively and efficiently. They want to know how their town stands against other towns in the country. Hence, it is what the local residents want and need that the Council should focus on. The ability to handle these issues would define the Town Council's administrative capacity. Most importantly, it could indicate financial management efficiency indeed considered as key in terms of local authorities' capability to deliver quality services accountably. Therefore, the relationship between the governing and the governed exists to provide and receive goods and services respectively.

Although, constraints such as lack of resources may inhibit the attainment of objectives, public officials are to blame for misuse of available resources. The other factors that continue to undermine the Town Councils' operations are the lack of capacity, the non-payment of services by consumers, illegal connections and unaccounted water due to excessive loss in the reticulation system. A combination of these factors seems to have been the major cause of KMTC's failure to deliver services. As a result, the Council has been grappling with lack of capacity and resources to maintain and expand its urban

infrastructure; and to efficiently deliver needed services such as water, sanitation, energy, and refuse collection equitably and sustainably. In addition, it has not been able to generate and collect revenue for development. The result has been that it (the Town Council) has failed to meet the expectations of the local residents.

That situation has largely been exacerbated by the rapid expansion of informal settlements and concomitant swelling of the population thus, placing enormous pressure on the ability of the Council to deliver needed services.

#### **4.5.5 Leadership and Management Style**

The study established that the style of leadership and management at the Town Council could be described as self centered and somewhat autocratic. It does not seem to allow for full public participation but rather creates a culture of fear and secrecy resulting in poor human relations.

The study also discovered that there are differences in management style and capacity within the Town Council broadly attributed to three main factors. These are teamwork, motivation and openness.

When an organization knows where it is going and what route to take, it is easy for all its members to pull together to achieve its goals. Teamwork would refer to the practice of using teams, or special kinds of groups in which members are mutually committed to some goal and share leadership toward attaining it. Motivation as defined by many organisational scientists refers to a set of processes that arouse, direct and maintain human behaviour toward attaining some goal. It is also concerned with the choices that people make with the direction their behaviour takes.

Although organisations differ regarding the openness of available information options, employees are expected to make decisions freely and to communicate with whoever is needed to get the job done (Greenberg & Baron 2000:130, 251,486).

#### **4.5.6. Service Delivery**

Local residents believe that the Town Council and its staff have not professionally and equitably discharged their functions. Those interviewed are of the opinion that services such as the processing of water and electricity bills are being done on a friendly basis. In other words, the officials processing the bills would calculate cheaper bills for their families and friends because all is done manually. In

addition the supply of water and electricity to the informal settlements such as Choto and Cowboy Compounds, is done freely. The Town Council is itself shouldering the costs on behalf of the residents. The Council's action was based on the decision taken by the previous Town Council (2000). That decision said should the residents of those settlements fail to pay for the services, Council should. That situation, the study revealed, has resulted in the Town Council owing large sums of money to NAMPOWER and NAMWATER respectively.

For many local citizens, their main contact with local government is through the consumption of municipal services. It is here that the KMTC needs to begin building relationships with citizens and communities. The Town Council needs to be responsive to the needs of both citizens and business consumers. Improved customer management and service provision are critical to building an environment conducive to economic and social development.

#### **4.5.7 Personnel Recruitment**

The study found that some employees of the Council were appointed on the basis of friendship (Audit and Special Investigation Report 2001: 6). Therefore, these employees tended to concentrate on their

own interests rather than promoting the statutory objectives of the Town Council. It has to be stressed that according to the interviews, the overall management and accountability mechanisms within the Council, have so far not been fully realised. Furthermore, evidence points to the fact that some Councillors and staff tend to make friends and influence people rather than work in the best interest of the Council.

#### **4.5. 8      Implementation of Resolutions**

The study also discovered that Council resolutions have, to a certain extent, not been properly implemented. When they are implemented, it is done untransparently, and residents do not get any feedback. So, decisions that are taken after full and open consultation are more likely to be implemented than those taken without discussion by a small group are.

On the question as to whether or not there were effective internal control systems for proper financial administration and management, the study established that no written policies or procedures exist. The study found that the high water and electricity bills generated enough revenue but because of mismanagement, those funds were not properly utilized to benefit the residents. Yet, for a Council entrusted

with the handling of huge amounts of money, it is vital that it be tightly controlled and managed, and that suitably qualified persons are appointed in the various financial disciplines.

#### **4.5.9            Communication**

The importance of communication as a system ensures that government's objectives in matters such as the delivery of quality services to citizens through the local structures are principally adhered to. This is a two way process which requires feedback from both directions. It co-ordinates the different arms of government which are all aimed at improving the living standards of all people in the country. Experts consider communication to be a key process underlying all aspects of organisational operations. Organisational communication, as referred by contemporary scholars, is the social glue that continues to keep the organisation tied together (Greenberg & Baron 2000:291).

The target group mentioned in Chapter II of this study was asked through the interview, whether the Town Councillors in the performance of their duties have ever consulted them? By far, the majority of the total sample population indicated that the Town Councillors have never consulted them. For a large part, the level of

communication between Council and the residents is rather poor. To some extent, this can be contributed to the fact that most Councillors are employed and some are engaged in private business commitments. In fact, all those interviewed indicated that they found it difficult to make contact with their Town Council. During follow-up discussions some Town Councillors expressed their concern about the accuracy of my responses. In their defence, they presented dates of meetings held with the residents. Upon further investigation, it was found that the residents did not regard the meetings as "consultative", but rather as being conducted to "inform" them. Hence, despite their attending these meetings, the residents did not consider themselves to be part of the workings of the Town Council.

Therefore, open communication channels between different levels of government reduce corruption that adapts to weaknesses within a system and finds its niche to operate within it. Even though a system for checks and balances exists, some Council members and staff put personal interests above requirements of their work because it would appear according to interviews carried, that the Council has not managed to build an ethical standard. However, there is no mechanism to ensure transparent and accountable administration in the Town Council. Hence, decisions of awarding tenders for refuse removal in and around Town are unilaterally taken and effected.

Furthermore, tendering procedures are not strictly followed. As a result, institutions/persons given tenders to collect trash in and around the town are not capable of carrying out the task. In some cases according to responses obtained from residents through a questionnaire, refuse is not collected for up to two months.

Another finding is that because of the lack of proper consultations between Council and residents, plastic bags are issued to residents for refuse, but due to the long delays taken in the collection thereof, predators such as dogs and cats destroy the bags.

#### **4.5.10 Capacity-Building and Skills Training**

The analysis of the questionnaire further revealed that most of the administrative problems of the Katima Mulilo Town Council result from the lack of skills and training at all levels of administration. The political environment and absence of clear administrative policies were also cited as causes of the lackluster performance of the Town Council. The Expectancy theory assumes that both skills and abilities contribute to persons' job performance. Virtually any task requires certain talents, knowledge or skills. Therefore, the need to attract and to retain a skilled workforce is essential (Greenberg & Baron 2000:194).

Capacity building is one of the important tools available to local government in bridging the gaps between what is expected of Councillors and staff and what they can deliver. Local government and its councillors, officials and frontline workers deal directly with citizens. Therefore, they will always be judged not only on the hard skills needed to run the Council effectively such as technical, administrative and financial performance skills, but also on its attitude towards citizens.

The study further discovered that there was a severe shortage of skilled manpower in the Town Council while those on the pay roll lacked both administrative and technical know how. The Town Council does not have a Town Planner, a Public Relations Officer and Town Engineer although these positions are provided for on the establishment. This situation has resulted in senior officers carrying out tasks that should be done by junior members of staff instead of the tasks being incorrectly done by unskilled personnel.

#### **4.5.11 Sources of Revenue**

According to the views expressed by Councillors and staff members who were interviewed, the Katima Mulilo Town Council faces the following challenges:

a) Limited sources of income.

- Poor cost recovery. The Town Council, like other Councils in the country is unable to collect enough revenues due to inefficient revenue collection systems, illegal connections and unaccounted water due to excessive loss in the reticulation system.
- Poor urban development management. Policy guidelines and regulations necessary to regulate the town's development to ensure sustainable development are also largely lacking. This situation negatively affects the ability of the Town Council to render improved services and to expand the access of these services to its community.

#### **4.5.12 Reticulation Networks**

The KMTC continue to experience problems of over-stretched and outdated reticulation networks. A continuous increase in urbanisation has resulted in the town's population outgrowing the capacity of water, sewer and electricity reticulation systems. Another problem is that due to outdated pipes and lack of up to date layout plans and designs, massive water loss through leakage continues to be experienced. Furthermore, operation and maintenance capacity is very limited. Hence, the necessity for the sharing of know how and expertise from the private sector to the public sector. The local infrastructure

development and service provision in Katima Mulilo continue to suffer from the absence of adequate tariffs, metering or billing systems thus, making it increasingly difficult for the Town Council to render service in a sustainable and financially viable manner.

## **CHAPTER V: RECOMMENDATIONS AND CONCLUSIONS**

This chapter offers recommendations that, it is hoped, should enhance policy formulation so as to promote administrative transparency and accountability in the Katima Mulilo Town Council. To that end, the Chapter outlines the necessary measures needed to improve the effectiveness of the Town Council in the execution of its statutory functions to provide basic services to the local residents.

The aim of the study was firstly to evaluate the transparency and accountability of the Katima Mulilo Town Council in terms of its procedures for decision-making processes, and secondly to determine through the views expressed by the residents, the operational changes necessary to make the Town Council transparent and accountable. To this end, it is hoped that the findings will serve as a basis for future research in local government in Namibia. Furthermore, it is the researcher's view that the findings could also assist in the formulation of policies aimed at enhancing good and

sound institutional administrative practices desirable for delivering basic services transparently.

## **5.1 Recommendations**

In view of the situation pertaining in KMTC, and the views of the general stakeholders who responded to the questionnaire, and those who were interviewed, the following recommendations are offered:

- 1.** The MRLGH should accelerate with determination the process of conducting workshops for Local Councillors, the CEO and the entire staff of the Town Council on matters relevant to their areas of operation. Therefore, specific and consistent training programmes should be organized for all technical and administrative personnel to update and widen their knowledge and skills in light of the constantly improving computer systems. Frontline workers of the Council, interact with the community and end-users of services on a daily basis. As such, they need to be empowered to provide information, services and advice to the community. They also need to be reskilled and encouraged in playing a more active role in building cooperative relations between the Town Council and residents. If capacitated and empowered, front - line staff can utilise the considerable knowledge

and expertise of those who actually perform delivery functions to enhance effective operations. To that end, strategies to develop the skills of front-line staff should be included in the integrated human resource development strategies of local authorities. These should cover capacity building, training, staffing, and labour relations.

**2.** Coupled with 1(one) above, manuals should also be prepared by the MRLGH to guide the Town Council in such fields as financial planning and management. Financial planning would enable the Town Council to determine how best to pay for service improvement and expansion and how best to obtain the best value for money. Other efforts would be to simplify the Local Authorities Act 1992 (Act 23 of 1992) and other relevant legislation that articulate the functions of the Town Council. Training and capacity building is an essential part of both management reform and worker empowerment. Therefore, joint training programmes for managers from different line functions, or from management and workers, can be particularly effective in building a common vocabulary, understanding of concepts and issues and problems; and approaches to service transformation.

**3.** In order to improve or create a good and active working relationship between the Council and the local residents, it is suggested that good communication skills between the two parties

need to be strengthened. It is only through this way that the local residents can express their views and opinions, particularly with regard to the development of the town. Ongoing consultation and communication ensures that the Town Council, citizens and other users of the services are informed about and contribute to the development of organisational strategies and vision for the Town. Mechanisms to facilitate consultation should range from regular meetings between organised labour, management and councillors, to breakaways to discuss specific issues.

- 4.** The present Town Council should employ workers who are capable and who possess the necessary qualifications and skills, and place them in appropriate positions; and that staff members of the Council (those who are still able) must, as much as possible, upgrade their qualifications. Technical skills will enable the Council to determine the best and most economic way to design and operate a municipal service.
  
- 5.** As corruption has a widespread effect in developing countries, and its negative effects on developmental programmes of the Town and the people as a whole, faith, integrity and morality are the basic principles that must be emphasised to build values and traditions for the all-round progress of the society. Therefore, all those who engage

in practices such as manipulating existing rules and regulations to take economic benefit illegally must be publicly exposed and treated according to the laws of the country.

**6.** Pre-paid meter system should be introduced in the whole of Katima Mulilo Town including informal settlements such as Choto and Cowboy Compounds where these services are at the moment provided free of charge.

**7.** Where services are contracted out, the Town Council should protect standards and promote quality through tender evaluation process, contract specifications, and contract monitoring and compliance techniques. In developing and assessing tender documents, the Town Council should be aware that the lowest bidder is not always the best contractor. While price is an important factor, the financial standing of the contractor, their technical capacity to undertake the contract, quality standards, quality control systems and customer relations are equally important. Contracting out would be most effective when the Town Council is clear and specific about the nature of the service it is seeking from the contractor, and have the capacity to manage the process of tendering and contract development, as well as monitoring in a manner that ensures that Council objectives are met. To that end, decisions to award tenders

should be transparent.

**8.** Council may introduce by-laws and penalties for littering. In addition, rubbish bins should be placed at strategic places around the Town. Furthermore, a newsletter, preferably in local languages informing the residents about decisions taken by Council on current activities and on future plans, should be regularly circulated.

**9.** The Katima Mulilo Town Council should enter into negotiations with some of the Diplomatic Missions accredited to the Republic of Namibia for purposes of soliciting for financial assistance from those countries, or even twinning with other towns outside the country. Such funds, if properly managed, could help develop the Katima Town by tarring the dusty and muddy roads, and establishing recreational facilities such as parks and public pools that are badly needed in that town.

**10.** The Town Council should develop mechanisms to consult the community when performing its functions and exercising its powers, and must annually review:

- The needs of the community.
- Its priorities to meet those needs.
- Its process for involving the community, and

- It's organisational and delivery mechanisms for meeting the needs of the community.

**11.** The Council could build a culture and practice of customer service using an approach that could be based on the following principles:

- **Consultation:** Residents should be consulted about the level and quality of public service they receive, and also be afforded a choice.
- **Service standards:** Residents should know what standard of service to expect.
- **Access:** All residents should have equal access to the services that the Council provides. Accessibility is not only about making services available, but also about making services easy and convenient to use. That means that the Town Council should also ensure that people with disabilities are able to access such services and amenities.
- **Information:** Residents should be given full and accurate information about the public services they are entitled to receive.
- **Accountability, Openness and Transparency:** Whichever delivery mechanism is adopted, the Town Council remains accountable for ensuring the provision of quality services that are affordable and accessible. Residents should know how the

different sections of the Town Council are run, how resources are spent, and who is in charge of particular services.

- **Redress:** If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic and positive response.
- **Value-for-money:** Public services should be provided economically and efficiently in order to give citizens the best possible value-for-money (<http://www.dplg.gov.za/Documents/Wpaper/wp6.htm>), accessed 20 February 2003.

**12. Corporatisation and Municipal Service Partnership:** The KMTC can improve the delivery of its services by corporatising some of the service. This means creating a company owned by the Council to provide the service. Such a company can be set up and permitted to operate more independently than a department of the Council, while acting under the Council's overall supervision and control. The added independence is likely to induce innovativeness needed to ensure quality delivery of services by such a company. For example, the operations could lead to the use of new or improved technology or management techniques. It could also allow the company to focus on efficiency, that is, providing the best possible services at the lowest cost.

On municipal service partnerships, the Council may find that, rather than providing a particular municipal service to its residents directly, it may hire someone else, referred to as a service provider, to provide it. This may be because other municipalities, private firms, non-governmental organisation (NGO) or community-based organisations (CBO) may have better management skills than the Council. It could also mean that the contractor is better able to provide quality services at cheaper cost, or may be able to meet other goals of the Council such as community involvement in service delivery better than the Council itself.

Whatever method the Council chooses to ensure the delivery of its services, the overall goal should always be the improvement of the quality of services, and the extension of services to those citizens who do not have them at affordable costs and in a transparent and accountable manner.

## **5.2 How the Katima Mulilo Town Council can plan for Service Delivery and Improvement**

One of the Council's most important tasks is to determine the needs of its citizens for municipal services, and to decide how best to

provide those services. Firstly, the Council needs to determine what services it is currently providing. It needs to determine who is receiving each service, and who is not. It also needs to determine the quality of that service, for example, whether the water supply is safe to use, or how often the refuse being collected.

The Council then needs to determine what services need to be expanded or improved. For example, the Council may find that some of its citizens do not have safe and convenient water supply, or that some streets in the community are dirty or poorly maintained. In such cases the Council must be able determine the priorities for expanding or improving those services. Because they have limited amounts of money to spend, and limited management capacity, very few Councils will be able to improve or extend all municipal services at the same time. So they will need to decide on a schedule for improving or extending the services, so that this can be done over a reasonable period of time.

Secondly, once the Council has determined what services it needs to improve or expand, the schedule within which to accomplish the task, it must evaluate how best to reach its goals. To do this, the Council will need to determine what resources are available for for the tasks. The resources will definitely include finance: how much

and from what sources (rates or taxes if any, charges for services provided, or borrowed money). The resources will also include personnel – how many people with what type of skills.

Thirdly, the Council may find, as it is the case with KMTC, that it does not have sufficient resources to meet its service delivery goals by itself. In that case, the Council could decide on a slow pace service improvement, meeting the needs of a limited number of residents at a time. It may also consider how best the services could be delivered: directly by the Council itself, or by way of municipal service partnership. Through this process, a plan for service improvements and expansion over time could be the best option. The process could ensure administrative transparency and accountability.

### **5.3 The role of Citizens in the planning and development of the Town**

Citizens have very important roles in the planning of the development of the Town. These include:

- Making their wishes for expanded and improved services known to the Council, particularly when the Council is making its plans for service delivery.
- Asking the Council to explain publicly how it will make decisions

regarding service delivery, and insisting that the Council consult with citizens at important points during its decision-making process.

- Following the Council's service delivery decision-making procedures by attending Council meetings and making their opinions known regarding the matters being considered by the Council.
- Joining community-based and non-governmental organisations, if any, political parties, and other groups that monitor the Council's decisions and develop proposals for the Council to consider.
- Following each step in the Council's decisions regarding the planning of the Town, to make sure that citizen's opinions are taken into account, and that the Council focuses on improving and expanding services where they are needed most and on getting value for money.
- In many cases, there may be opportunities for citizens to participate directly in their community's decisions. For example, when the Council evaluates the present quantity and quality of services in the community and decides on priorities for extension and improvement, citizens can request that the Council appoint a committee made up of community residents, business representatives and other interested groups to advise the Council on these matters.

If citizens take an active role in these decisions, attend Council meetings where these matters are discussed, and become directly involved in the decision-making process, through advisory committees, local organisations representing voters, consumers, and communities, they can ensure that local service delivery will reflect their needs and priorities, and that these decisions will be made in an open, fair and democratic way.

#### **5.4 Conclusion**

The study has presented the experience of Katima Mulilo Town by evaluating the extent of the Town Council's operational transparency and leadership accountability.

The central government's objectives have been to create an enabling environment by enacting legislation and ministerial policies on local government structures which have all been aimed at issues of guaranteeing administrative effectiveness, efficiency and transparency in the delivery of quality services to the residents.

The coming into effect of the Local Authorities Act (Act 23 of 1992), establishment of local authorities such as the Katima Mulilo Town

Council and empowering them to provide basic services such as water, energy, sanitation, collection of refuse and maintenance of streets provides proof of the government's overall vision developmentally. Administering these services requires committed public functionaries who should execute the tasks transparently, and should be prepared to account for their actions.

In responding to the driving research question: To what extent has the Katima Mulilo Town Council exercised transparency and accountability in its decisions to provide basic services, the study concludes that the Town Council has fallen short of the expectations of local residents to provide basic services, and to manage the Katima Mulilo Town in a transparent and accountable manner. The quality of the Town Council's administration has left a lot to be desired. Hopefully, it will improve following the local authorities elections scheduled for 2004.

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**APPENDIX 1: COPIES OF QUESTIONNAIRE A & B**

**A. QUESTIONNAIRE FOR RESIDENTS**

**RESEARCH TOPIC: STUDY OF ADMINISTRATIVE TRANSPARENCY AND ACCOUNTABILITY AT THE LOCAL LEVEL: THE EXPERIENCE OF THE KATIMA MULILO TOWN COUNCIL**

Sir/Madam

As a resident of Katima Mulilo, you are kindly requested to respond to the following questions focusing on the operations of the Town Council, particularly with regards to the quality of services it delivers.

The aim of the research exercise is to assist government policy makers in effectively addressing policy issues at the local level government administration.

**Rest assured that your name and answers to the questions will be kept strictly confidential.**

**INSTRUCTIONS:** Please tick or write in the space provided.

**BACKGROUND INFORMATION**

- a) Age ..... b) Sex : Male ..... Female .....
- c) Level of Education: Primary ..... Secondary ..... Tertiary .....
- d) How Long have you lived in this Town .....
- e) Occupation.....

**QUESTIONS**

**1. Some people feel that Katima Mulilo Town Council does not hold meetings with the local residents.**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
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**2. How frequent would you say the Council holds public meetings?**

Never		Seldom		Sometimes		Often		Always		Don't know	
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**3. Would you say a large number of residents know about public meetings before they held?**

None		Very few		Few		Not many		Many		Very Many		Don't know	
------	--	----------	--	-----	--	----------	--	------	--	-----------	--	------------	--

**4. Do you think the administrative problems of the Katima Mulilo Town Council result from:**

- ..... Political Environment
  - ..... Lack of Skills
  - ..... Ethnic composition of the office bearers
  - ..... Lack of administrative policy clarity
  - ..... Other reasons (please state)
- 
- 

**5. Would you agree that:**

**5.1 Corrupt practices (When and wherever they occur) must be publicly exposed?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**5.2 Council should meet the residents to exchange views concerning the Town's development at least once a month.**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**5.3 Appointments of the Town Council workers are done transparently?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**5.4 Council has succeeded in controlling and managing its funds?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**5.5 High water and electricity bills make it easy for the Town Council to generate more funds to develop the town?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**5.6 Council holds its meetings openly?**

Never		Seldom		Sometimes		Often		Always		Don't know	
-------	--	--------	--	-----------	--	-------	--	--------	--	------------	--

**5.7 Katima Mulilo Town could be kept clean and attractive if the Council was to hold meetings with the residents on a regular basis?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**5.8 It is a good idea for the Town Council to inform its residents about decisions taken at all Council meetings?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**5.9 What in your view needs to be done, to improve or create a good working relationship between Council and its residents?**

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**6. Would you agree that there is a severe problem of rubbish collection in Town?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**6.1 How do you think should this problem be addressed in order to keep the Town clean?**

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**7. People from different walks of life have complained in the media and over the radio that, those informal settlements such Choto Compound and Cowboy are not given proper attention in terms of provision of water and electricity?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

- 8. Would you agree that the allocation of business and residential ervens by the Town Council in Katima Mulilo is done fairly?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

- 9. i. What would you say are some of the main problems facing the Town Council at the moment?**

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- ii What do you think should be done to resolve these problems?**

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- 10. Any other comments:**

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## APPENDIX 1

### B. QUESTIONNAIRE FOR COUNCIL MEMBERS AND STAFF

**RESEARCH TOPIC: STUDY OF ADMINISTRATIVE TRANSPARENCY AND ACCOUNTABILITY AT THE LOCAL LEVEL: THE EXPERIENCE OF THE KATIMA MULILO TOWN COUNCIL**

Sir/Madam

You are requested to kindly respond to the following questions focusing on understanding of the management and operations of the Katima Mulilo Town Council. Your response as an official/operative of the Council would be greatly appreciated, as it will enhance the factual authenticity of this research. The exercise focuses on the delivery of services by the Town Council.

**Rest assured that your name and answers to the questions will be kept strictly confidential.**

**INSTRUCTIONS:** Please tick or write in the space provided.

#### **BACKGROUND INFORMATION**

- a) Age .....
- b) Sex : Male ..... Female .....
- c) Level of Education: Primary ..... Secondary ..... Tertiary .....
- d) How Long have you lived in this Town .....
- e) Occupation .....

#### **QUESTIONS**

- 1. Does Council hold open/public meetings with the local residents?**

Never		Seldom		Sometimes		Often		Always		Don't know	
-------	--	--------	--	-----------	--	-------	--	--------	--	------------	--

**2. Would you agree that holding of public meetings with the residents will help solve most of the problems affecting the Town?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**3. Has Council made the residents aware of the policy of decentralisation that is being introduced by government?**

Yes ..... No .....

**If the answer is Yes, explain to what extent or what issues have been discussed?**

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**If the answer is NO, explain why the Council has not done so?**

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**4. Does the Council inform residents about its decisions on any issue that affects the community?**

Never		Seldom		Sometimes		Often		Always		Don't know	
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**5. The funds that the MRLGH allocates to the Council annually are enough to meet all the local needs:**

Yes		No	
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**If the answer is Yes, indicate the areas that Council has covered?**

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**If the answer is No, give reasons:**

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**6. Would you say a large number of residents are informed about Council meetings before they are held?**

None		Very few		Few		Not many		Many		Very Many		Don't know	
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**7. Corrupt practices (when and wherever they occur) must be publicly exposed?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
----------------	--	-----------------	--	----------	--	-------------------	--	------------	--

**8. What would you say Katima Mulilo residents are always willing to participate in the day-to-day operation of the Council?**

Strongly agree		Somewh at agree		Disagree		Strongly Disagree		Don't know	
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**9. What in your view should be done to improve or create a good and transparent relationship between the Town Council and local residents.**

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**10. In your opinion, how is the relationship between Councillors and staff?**

Very good		Good		Fair		Poor		Non-existent	
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**Give reasons / examples**

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- 11. Do you think the organisational structure of the Town Council needs improvement in order to make it operationally more effective?**

Yes		No	
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**If the answer if Yes, give suggestions.**

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**If the answer is No, explain.**

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- 12.1 What would you say are some of the main problems facing the Town Council at the moment:**

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- 12.2 What do you think should be done to resolve these problems?**

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- 13. Any other comments?**

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