

**THE EFFECTIVENESS OF DECENTRALISATION POLICY ON  
SERVICE DELIVERY IN THE EDUCATION SECTOR:  
A CASE STUDY OF THE KAVANGO REGION**

**A THESIS SUBMITTED IN PARTIAL FULFILMENT OF THE  
REQUIREMENTS FOR THE DEGREE OF  
MASTER IN PUBLIC ADMINISTRATION**

**AT  
THE UNIVERSITY OF NAMIBIA**

**BY**

**LILIA MARIRO SHANINGWA**

**MAY 2012**

**SUPERVISOR: Dr S B LWENDO**

## **ABSTRACT**

The study aimed to investigate the effectiveness of the decentralisation policy on service delivery in the education sector in the Kavango region. The findings revealed that there is a little understanding of the decentralisation policy among research participants. The study found that the insignificant changes noticed mostly on handling and processing of financial matters as well as decision-making on finance issues. Meanwhile there are still a delay in providing educational good and services in the region. Regarding that capacity building is important for keep people up to date of any development. The study revealed that seventeen out of nineteen research participants from the education directorate did not attend any training on the decentralisation system.

The findings of the study revealed that planning of activities in this region is done completely separately by two different offices such as Directorate of Education and Regional Council. The result of the findings further revealed the dual reporting lines and communication among staff members are both found to be problematic areas during the delegation phase. The findings revealed that education services delivered through different means of communications. Various issues were revealed which considered as the main contributing factors and major challenges that impacting the effectiveness of service delivery in the region. Issues as such as functions are not yet decentralized, better performance, insufficient funds, shortage of transport, lack of monitoring of planning activities, unavailability of regional council staff members as well as involvement of stakeholders to executing their functions. Also lack of clear guidelines on decentralisation, lack of commitment from central government, planning process which done separately, overlapping in terms of reporting system, lack of human resources, poor

time management, lack of coordination of activities, no follow-up trainings, misunderstanding of educational issues, resistance to change.

## ACKNOWLEDGEMENT

**Without the love and guidance from God this study would not have been done.**

Many people contributed to the success of this study and I wish to acknowledge them as follows:

Firstly, I would like to take this opportunity to express my sincere gratitude to the Ministry of Education for the financial assistance award.

Very special thanks are given to my supervisor, Dr S. B. Lwendo for the guidance during the research proposal stage and for his advice, guidance and constructive criticism from the initial stage until the finalisation of this study. His supervision in this study has been truly valuable.

My great thanks go to all my research participants for their willingness to participate in this study. Their contributions made this study a success. Without their views and valuable information this study would not have been possible.

My appreciation is extended to all my friends such as Petrus, D. Titus, Christine, S. Shilima, Emily M. Namadiko-Sitentu, Foibe, N. Muntenda and Ester, N. Neromba-Karondo for their valuable contributions in any way to the completion of this study.

Finally, I express my appreciation and love to my son Gerson, K. Katoko, my Nephew Collen, I. Karawora and Cousin Faustinus Haingura for their full support and most importantly for their contributions to this study, and to my best friends Angelika M. Mukoya and Hertha N. Karufere-Masule for their moral support and thank you for being there.

## **DEDICATION**

Dedicated to my lovely Father and Mother

**Immanuel Hamutenya Shaningwa and Rebecca Nepemba Shaningwa**

## DECLARATION

I certify that this thesis is my own work except in places where references have been made to other sources acknowledged within the text and that it has not been previously submitted in any University.

Signed: *L.M.Shaningwa*

Name: **Lilia Mariro Shaningwa**

Date: **FEBRUARY 2012**

## TABLE OF CONTENTS

	Page
<i>Abstract</i>	<i>ii</i>
<i>Acknowledgements</i>	<i>iv</i>
<i>Dedication</i>	<i>v</i>
<i>Declaration</i>	<i>vi</i>
<i>Table of Contents</i>	<i>vii</i>
<i>List of Table</i>	<i>x</i>
<i>Abbreviations</i>	<i>xi</i>
<b>Chapter 1 Introduction and Background of the study</b>	<b>1</b>
1.1 Introduction	1
1.2 Background of the study	1
1.3 Statement of the problem	6
1.4 Research question	7
1.5 The objective of the study	7
1.6 Significance of the study	8
1.7 Limitations of the study	8
1.8 Outline of the thesis	9
<b>Chapter 2 Literature Review</b>	<b>10</b>
2.1 Introduction	10
2.2 Definition of the concepts of decentralisation	10
2.3 Forms of decentralisation	12
2.4 Advantages of decentralisation	16
2.5 Disadvantages of decentralisation	17
2.6 Debates around decentralisation system	18
2.7 Implementation of decentralisation policy in African countries	25
2.8 Challenges faced during the implementation of the decentralisation policy	30
2.9 Decentralisation and service delivery	33

2.10	Importance of capacity development in decentralisation system	36
2.11	Coordination in decentralisation system	37
2.12	Communities' participation in decentralisation system	39
2.13	Conclusion	41
<b>Chapter 3 Research Methodology</b>		<b>43</b>
3.1	Introduction	43
3.2	Research design	43
3.3	Case study	44
3.4	Research population	46
3.5	Sampling procedures	47
3.6	Research instruments	48
3.6.1	Interviews	49
3.6.2	Document analysis	50
3.7	Data collection procedures	51
3.8	Data analysis	52
3.9	Ethical issues	53
3.10	Conclusion	55
<b>Chapter 4 Data Presentation and Analysis</b>		<b>56</b>
4.1	Introduction	56
4.2	Interview findings	57
4.2.1	Working years of experience of the respondents	57
4.2.2	Understanding of respondents on decentralisation policy	58
4.2.3	Perceptions of respondents regarding the implementation of decentralisation policy	60
4.2.4	Educational services before decentralisation policy	65
4.2.5	Provision of training on decentralisation system	67
4.2.6	Coordination of educational activities	70
4.2.6.1	Coordination of activities at Education Directorate	70
4.2.6.2	Coordination of activities between education directorate and Regional council	73

4.2.7	Community participation in education activities	80
4.2.7.1	Direct participation of the Constituency Councillor and CDC members	83
4.2.8	Reporting system in the delegation phase	84
4.2.9	Responsibilities of staff members in the delegation phase	87
4.2.10	The Perceptions of respondents on service delivery	89
4.2.11	Mechanisms to improve service delivery	96
4.2.12	The perceptions on the contributing factors impacting the effectiveness of service delivery	99
4.2.12.1	Perceptions of the respondent on improvement noticed in the delegation phase	106
4.2.13	Readiness for devolution phase	109
4.3	Document analysis	112
4.4	Conclusion	116
<b>Chapter 5</b>	<b>Conclusions and Recommendations</b>	<b>117</b>
5.1	Introduction	117
5.2	Conclusions	117
5.3	Recommendations	122
	<b>References</b>	<b>125</b>

## LIST OF TABLES

<b>Chapter 4</b>		<b>pages</b>
<b>Table 1</b>	<b>Research participants</b>	<b>48</b>
<b>Table 2</b>	<b>Years of experience</b>	<b>57</b>
<b>Table 3</b>	<b>Views on readiness for the devolution phase</b>	<b>107</b>

## ABBREVIATIONS

CDC	-	Constituency Development Committee
CCM		Coordination Management Committee
IIEP	-	International Institute for Educational Planning
MoE		Ministry of Education
MRLGHRD	-	Ministry of Regional and Local Government, Housing & Rural Development
NDP		National Development Plans
PAD		Planning and Development
RDCC		Regional Development Coordinating Committee member
SWAPO	-	South West Africa Peoples' Organization
UNESCO	-	United Nations Educational, Scientific and Cultural Organisation
US		United States of America
VDC		Village Development Committee

## **CHAPTER 1**

### **INTRODUCTION AND BACKGROUND OF THE STUDY**

#### **1.1 Introduction**

This chapter introduces the study by providing the background information of the research, the research problem, the research question, the aims and objectives and the significance of the study. The chapter also provides an outline of the chapters in this dissertation.

#### **1.2 Background of the study**

Namibia is a semi-arid country covering an area of 824 116 square kilometres in Southern Africa. It is bordered by Angola in the north, Zambia in the north-east, Botswana to the east and South Africa in the south. The Kavango River divides Namibia and Angola, the Zambezi River divides Namibia and Zambia, while the Orange River divides Namibia and South Africa. Namibia is divided into thirteen (13) administrative regions, one of which is the Kavango Region where the research was conducted. There are also thirteen (13) education directorates, one in each region, and one of which is situated in the Kavango region.

The Kavango Region is situated in the north-eastern part of Namibia. The region has a population of 202 694 and the growth rate is 3.7% (National Planning Commission, 2003). This is one of the biggest and most vast regions in Namibia. The Kavango

Education Directorate is one of 13 education directorates in Namibia. The Kavango Education Directorate has eleven (11) circuit offices and 64 cluster centres. There are 323 schools (259 primary schools including two private schools, 48 combined schools including one private school, 2 junior secondary schools, and 11 senior secondary schools including two private senior secondary schools (Education Management Information System for Kavango Education Region: 15th School Day Statistics 2011). There are 77 406 learners and 2 564 teachers. According to the established structure of the Kavango Education Directorate (2008), there are 175 permanent staff members.



Figure 1. Map of the regions of Namibia (Sue Abraham. (2006). Graphics Services Unit, Rhodes University, Grahamstown.)

The map showing the location of the administrative regions within the political regions. Kavango region is number five on the map and it is where the study was conducted.

Before independence in 1990, many Namibians were denied to participate in national development due to the colonial administrative policies of apartheid. This resulted that the central government play a key role in the planning of the development of the grassroots at regional, constituency and village levels.

After independence, the new government had a desire to remove the legacy of the oppressive and divisive apartheid era including the Bantu education system which was based on race, colour and ethnic origin. The Bantu Education Act of 1953 was developed and implemented to separate the ethnic groups in Namibia. During the apartheid regime under South African rule, the Bantu Education Act was amended. Proclamation AG8 of 1980 set up the eleven Education Authorities based on ethnic groups such as the administration for the Owambo, Kavango, Caprivians, Whites, Herero, Coloureds, Nama, etc. The establishment of the eleven Education Authorities was based on the belief of the superiority of the Whites and racial separation (Salio-Bao, 1991; p.21).

This prompted the new government to realize the need to rectify many barriers as indicated in the above paragraph including the issue of denying the majority of the Namibians to exercise their democratic rights in participating in any decision-making and development as stipulated in the South West Africa Peoples' Organization's (SWAPO) 1989 Election Manifesto (SWAPO Manifesto, 1989; p.18).

The idea of decentralisation dates back prior to Namibia's independence (1990), when SWAPO promoted decentralisation as one of the guiding tools for the liberation struggle. In 1988 SWAPO committed itself to comprehensively reform the colonial governance after Namibia became an independent country (Ministry of Regional and Local

Government, Housing & Rural Development (MRLGH), 1990). The colonial background prompted the new government to commit itself to decentralisation. The objectives of the government's decentralisation process are to enhance participatory democracy and to bring services closer to the people (MRLGH, 1990).

According to Chapter 12 of the Namibian Constitution (1990) the aim for a decentralisation system is to extend democracy to the people as their rights, to ensure rapid economic, cultural and social development (Government of Namibia, 1990). Thereafter, the Parliament approved the laws to implement a system of decentralized government for the provision of the establishment of sub-national governments and national policies, ideals and values. The MRLGH was tasked to implement the decentralisation policy in Namibia (MRLGH, 1991).

As a democratic country Namibia introduced decentralisation policy to enhance and guarantee democratic participation by the majority of the people at grassroots level as well as to achieve sustainable development (MRLGH, 1997). Furthermore, decentralisation in Namibia as stipulated in the constitution that it has to be implemented in order to maintain the nation building within the framework of unitary state, against the historical background of apartheid which promoted homelands rather than to meet the challenges in order to extend democratic institutions closer to the people as possible and to stimulate participatory and sustainable development of various communities and the entire country at large (MRLGH, 1997).

According to the MRLGH (1997), the key legislations such as Regional Councils Act No. 22 of 1992, and the Local Authorities Act No. 23 of 1992, and the Council of Traditional Leaders Act No. 13 of 1997 were passed in the Namibian Parliament, as the starting point

for the implementation of the decentralisation programme in Namibia

The establishment of the above mentioned subnational governments and elected political office bearers at the regional and local levels was considered as a roadmap for the development and implementation of a decentralisation system of government. The aim of the subnational governments and elected political office bearers at the regional and local levels was to bring the responsibilities for public service provision, development planning, decision-making and policy implementation closer to the people (MRLGH, 1997).

The implementation of the decentralisation policy came in effect in 1998. In June 1998, the Cabinet Secretariat issued a circular about the Cabinet memorandum to all permanent secretaries and accounting officers for line ministries to start with the preparations for the implementation of the decentralisation policy as per Cabinet decision of March 1998 (MRLGH, 2007).

The organisational structures of regional councils have been expanded and fine-tuned to accommodate the functions to be decentralised. Furthermore, the core management structure was approved which comprises of the chief regional officer, five Directors of Planning, General Services, Finance, Administration and Human Resource (HR) including six Deputy Directors. The two Directorates of Education and Primary Health Care also fall under the Regional Councils. The Kavango Regional Council is one of the councils (MRLGH, 2007).

In 2006, the Office of the Prime Minister approved the submission of the Ministry of Education (MoE) on the restructuring of the Ministry to establish Education Directorates

in all the thirteen political regions and confirmed that structures would merge with or consolidate into the regional council structures (MRLGH, 2007). The Kavango Education Directorate falls under the Regional Council.

In 2009, the primary and secondary education functions, as provided for in the Education Act No. 16 of 2001 and the Archives Act No. 12 of 1992 were decentralized to the Regional Councils. The decentralized functions are as follow: Human Resources and Human Resource Registry, National Examinations, Formal/General Education, Planning and Development (PAD), General and Support Services, Financial Management, etc. (Government Gazette, 2009; p.4).

The Decentralisation Functional Framework for the MoE stipulated the following functions as listed above, sub-functions and specific activities decentralized to the Regional Councils. The sub-functions and activities are: Human Resources Administration and activities to compile job profiles, advertisements, recruitment and selection in accordance with Public Services Staff Rules, write submissions to the Office of the Prime Minister through the Permanent Secretary of Education, training and capacity development and activities to coordinate and conduct training and capacity development, pre-primary, primary and secondary education and activities to provide teaching and learning, planning and provision of additional classrooms and schools, conducting diagnostic and advisory services, budgeting formulation and implementation and resource planning (MoE, 2009; pp.1-38).

### **1.3 Statement of the problem**

Despite these improvements, the MoE in 2009 signed an agreement to implement the delegation phase of secondment of the education sector functions to the regional councils as effective from 1<sup>st</sup> April 2009 (Government Gazette, 2009; p.4). This was not implemented as planned because the MRLGH indicated to the MoE that they were not ready for secondment at that time. The official hand over of the secondment took place in May 2009.

At the regional level, there is a lack of coordination in the planning of the educational activities. The educational needs are identified separately. The planning of educational activities are done from school to cluster centres, to circuit offices and then forwarded to the regional office (Directorate of Education) to compile the regional educational planning. Whereas, the Inspectors of Education with their various Circuit Management Committees identify the needs of their respective circuits and then they submit them to the PAD division of the directorate of education. In the meantime, the Councillor for a specific Constituency together with the Constituency Development Committee also identify their needs which include the educational needs and then submit to the PAD division of the directorate of education.

All correspondence to and from Head Office is addressed to the Chief Regional Officer then forward it to the Director of Education. The correspondence which goes via the office of the Chief Regional Officer takes time to reach the Directorate of Education. The fact that correspondence is time consuming, Directors of Education, in one of their Ministerial of Policy Coordination Committee meetings, decided that all correspondence has to be sent directly to the offices. There is also lack of capacity building at management level to execute their duties at leadership and management levels.

Therefore, this study focused on the status of the delegation phase in the education sector in the Kavango region. The study further investigated the effectiveness of service delivery to the whole region.

#### **1.4 Research question**

The study was conducted in the Kavango Region. The study addresses the following main research question:

- How effective is the decentralisation policy on service delivery in the education sector in the Kavango region?

#### **1.5 The objective of the study**

- The main objective of the study is to describe the factors that contribute to the effectiveness of service delivery on decentralized services.

#### **1.6 Significance of the study**

The significance of this study is to investigate the effectiveness of the decentralisation policy on delivery service in the education sector, particular in the Kavango Region. The study provides a deeper understanding of the factors that contribute to the effectiveness of service delivery in the decentralisation process and some possible suggestions to improve the effectiveness of service delivery of the selected education regional council. It also provides sound information to the policy-makers and decision-makers to come up with possible strategies to address these shortcomings before the implementation of the devolution phase.

The findings of the study will enlighten the policy makers to come up with possible solutions to address this issue before the devolution phase. It also serves as a guiding tool to future researchers who would wish to conduct research on decentralisation and service delivery.

### **1.7 Limitations of the study**

The study covers only the middle and top management members of the Directorate of Education and Kavango Regional Council due to the limited time prescribed and financial constraints to complete the study. Since this is a case study, it was confined to a sample of the population, for the purpose of a thorough and in-depth analysis. The personal attitudes, own experience of being a former Educational Planner in the Kavango region and reactions from respondents can also be another possible limitation, especially during the data collection process. However, the researcher considers these limitations carefully to avoid compromising the results of the study.

### **1.8 Outline of the thesis**

The thesis is divided into five chapters. Chapter one gives an introduction to the context of the study. Chapter two presents a theoretical framework based on a review of literature that is found to be relevant to this research area.

Chapter three discusses a theoretical framework for the research design which was selected for this study. , The study also focuses on the research population, and the

sampling procedures followed to select the region and the research participants. The study further focuses on research instruments which were used as data collection tools: these included interviews and document analysis. The remaining sections of the chapter focus on data collection procedures, data analysis and research ethics.

Chapter four focuses on the data presentation and interpretation of the findings collected through interviews and documents analysis under various themes. Chapter five presents the conclusions and recommendations.

## **CHAPTER 2**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

As indicated in chapter one, the purpose of this study is to investigate the effectiveness of the decentralisation policy on service delivery in the education sector in the Kavango region. In order to get a better understanding of the concept of decentralisation, this chapter explores different definitions of decentralisation according to various researchers, also looks at debates around decentralisation system, advantages and disadvantages of decentralisation. Secondly, the researcher focuses on the implementation of the decentralisation system in some African countries as well as the challenges faced during the implementation period. Thirdly, the researcher also looks at decentralisation and service delivery, importance of capacity development in decentralisation system, coordination in decentralisation system and communities' participation in the decentralisation system.

#### **2.2 Definition of the concepts of decentralisation**

Various researchers and scholars define the concept of decentralisation in different ways. Rondinelli (1981; p.81) defines decentralisation as the transfer of responsibility for planning, management, and the raising and allocation of resources from the central government and its agencies to field units of government agencies, subordinate units or levels of government, semi-autonomous public authorities or non-governmental private or voluntary organizations. Mawhood (1993; p.42) argues that most individuals and governments favour the concept of decentralisation because it necessitates the unlocking

of an inert central bureaucracy, curing managerial constipation, giving more direct access for the people to the government and the whole nation to participate in the national development planning process. Govinda (1997; p.18) views decentralisation as a fundamental value to be internalized into the system of educational management or as a technocratic solution for the problems that are encountered by any education system.

Reddy (1999; p.23) defines decentralisation as the transference of authority, legislative, judicial or administrative from a higher level of government to a lower level. The World Bank (2001) also defines decentralisation as the transfer of authority and responsibility of the public functions from the central government to the immediate and local governments and/or the private sector.

The United Nations Educational, Scientific and Cultural Organization (UNESCO) also defines decentralisation in the context of education that it is the transfer of all or part of the decision-making, responsibilities and management vested in the central authority towards another regional, provincial or local authority either at districts, municipalities, communities or towards schools themselves (UNESCO, 2005; p.13).

Since, there are different definitions with similarities in their main thrust, it is therefore worthwhile to discuss the degrees of decentralisation and the form of decentralisation in a particular country. The next section discusses the forms of decentralisation.

### **2.3 Forms of decentralisation**

There are different types of decentralisation such as political, administrative and fiscal. This section concentrates only on administrative decentralisation. The Namibian government has opted to use administrative decentralisation to redistribute the authority and responsibility to the local government. According to Egbenya (2009; p.15) administrative decentralisation deals with the transfer of responsibility for the planning, financing and management of certain public functions from the central government and its agencies to field units of government or levels of government. There are three major forms of administrative decentralisation such as deconcentration, delegation and devolution. Each form has different characteristics as described below.

Dillinger (1993) defines deconcentration as the transfer of power to local administrative offices of central government. Govinda (1997; pp.16-17) states that delegation commonly refers to the transfer of some of the powers of decision-making to bodies outside the government bureaucracy. This allows the movement of non-governmental organizations in the process. In practice, delegation of authority generally involves parastatal entries created by the state itself to handle special areas of public concern. Various authors consider a much broader interpretation of delegation which includes vesting of decision-making powers with members of the bureaucracy within the government hierarchy down the line and away from the centre (Govinda, 1997).

The World Bank (2003; p.4) characterizes deconcentration as the weakest form of decentralisation that is used most frequently in unitary states to redistribute the decision making authority, financial and management responsibilities among different levels of

the central government to the local government at the regional level. It further states that deconcentration merely shifts responsibilities from central government officials to those working in regions, provinces or districts, or it can create strong field administration or local administrative capacity under the supervision of central government. The World Bank (2003) also stresses that deconcentrated functions are normally not entrenched in laws and can easily be withdrawn at any time.

In terms of the education sector perspective, Gersberg & Winkler (2003) define deconcentration as the transfer of decision-making from the central MoE to either the regional/local offices. In addition, Gersberg & Winkler (2003) argue that the local politicians may gain some influence over local administrative decisions even though they have no direct authority in education.

According to UNESCO (2005), deconcentration means transfer or delegation of responsibility for managing the activities or services such as education, health, etc from the national level to a local level of a ministry or central institution. Meanwhile, decision-making and policy formulation remain the key responsibility of the central level.

Winkler (2007) refers to deconcentration as the reallocation of decision-making within the education ministry and bureaucracy. Lwendo & Sazita (2011; p.2) view deconcentration is more on handling over some administrative authority and responsibility to lower levels within the hierarchy of central government. They further describe it as transfer of power by shifting of workload to the offices of central government, mostly outside the administrative capital.

The World Bank (2001) defines delegation as the transfer of certain responsibility for

decision-making and administration of public functions to the local government. It characterizes it as a more extensive form of decentralisation because the central government gives the authority to take over certain functions as semi-autonomous. Furthermore, in this case the central government does not wholly control the activities of these institutions but the institutions remain accountable to the central government. The World Bank (2003) argues that governments delegate responsibilities when they create public enterprises or corporations, housing authorities, transportation authorities, special service districts, semi-autonomous school districts, regional development corporations, or special project implementation units. It further stresses that delegation is legally recognized (The World Bank, 2003).

Lwendo & Sazita (2011; p.3) define delegation as transfer of authority required to perform certain tasks, either to officials within the same organization, or to other institutions. Kotze (2011;p.26) defines delegation as it consists in the transference of authority required to perform certain tasks, either to officials within the same organization, or to other institutions.

In terms of the education viewpoint, Winkler (2007) considers delegation as the administrative or legal transfer of responsibilities to elected or appointed school bodies such as school councils, school management committees and school governing bodies.

Mukwena & Chirawu (2008) and Lwendo & Sazita (2011) view delegation in the Namibian context as a transfer of functions from a line ministry to enable and empower the regional council or local authority to perform the function as an agent on behalf of the line ministry. Lwendo & Sazita (2011; p.81) add that the line ministry is still fully

accountable for the performance of decentralized functions. Therefore, officials to carry out functions should have a great deal of discretion in decision-making and they may be exempted from constraints on regular civil service personnel or may be able to charge users directly for services.

Sherwood (1969; p.60) defines devolution as involving the divestment of functions by central government onto new units of governance outside the control of central authority. It is also characterized as a typical administrative decentralisation process that underlies most political decentralisation. Conyers (1983) defines devolution as the transference of decision-making power to a subordinate authority operating within its own area of jurisdiction such as a local government institution which is politically responsible to the local population for its decisions and only indirectly subject to the control of the central, state or provincial government. Also that devolution is a term for political decentralisation (Conyers, 1983; p.101).

Govinda (1997; p.17) defines devolution as the third form of reform generally considered as representing a more comprehensive and genuine approach to decentralizing the management process. In this case, Adamolekun et al, 1990 as cited in Govinda (1997; p.17) argues that specified powers are transferred to sub-national units through an appropriate legal reform process; generally these units consist of local self-governments constituted through democratic means. In countries which adopt such a model of decentralisation, it is considered and perceived as an in-depth reform which is both a fundamental and essential part of national development.

In terms of an education perspective, Winkler (2007) defines devolution as the permanent transfer of decision-making responsibilities in education from the central government to lower levels of government such as provinces, municipalities or districts. Lwendo & Sazita (2011; p.50) view devolution as a zero-sum power game in which local actors gain at the expense of the central government rather a positive sum of power game in which all players at both local and central government gain over time.

#### **2.4 Advantages of decentralisation**

Cheema & Rondinelli (1983; pp.14-16) summarise the advantages of decentralisation as follow:

- Decentralisation can become an effective way of overcoming the serious limitations of centrally controlled national planning. This can be done by delegating some control and authority in national development planning and government to officials who are directly concerned with the field or local situation and are as such closest to the development problems. Decentralisation to regional and local levels will therefore permit officials to design and plan development which would be appropriate to the specific needs of the various regions and heterogeneous groups
- Decentralising the functions of central government and linking central to local and regional levels will necessary provide an opportunity to increase knowledge and grasp of officials concerning local problems and needs.
- Decentralisation can give rise to greater representation of diversity of political, religious, ethnic and tribal groups in development decision-making which, in turn

can promote the principles of equality in the allocation and utilization of government resources.

- Decentralisation can have a stimulating effect on the development of more effective administrative resources among local government and private institutions. This means that these institutions will be able to take over functions which are often poorly performed by the central government. Moreover, this may give local officials the opportunity to develop their own managerial and technical skills.
- Decentralisation can also provide valuable structures whereby the activities of a variety of central government ministries can more effectively link up and reach an accommodation with one another, as well as with the activities of local officials and non-governmental organizations in the various regions.
- A decentralized structure is also needed to institutionalize mass participation. Such a structure would be capable of facilitating the exchange of information and of channeling local needs and political demands from the local communities to the national government.
- Decentralisation can give rise to a more flexible, innovative and creative administrative system. Local administrative units can accordingly have more freedom to test innovative action and experiment with it in selected areas, without jeopardizing national objectives.
- It is generally accepted that decentralisation can also promote political stability and national unity, in that groups in different areas of a single national state are afforded the opportunity to participate more directly in development decision-making.

## **2.5 Disadvantages of decentralisation**

Despite the above advantages, there are factors that affect decentralisation negatively such as:

Rondinelli et al. (1983), Tordoff (1994; p.555), Acheampong (1995) stress that central governments in post-colonial African countries have tended to withhold their support from decentralisation, with the result that local administrative capacity (which could have been strengthened by a clearly defined decentralisation policy) has remained low and has indirectly actually contributed to centralization. Political cultures is one of the disadvantages pointed out that have contributed to authoritarian forms of government, which in turn have an inhibiting effect on efforts at further decentralisation. Rondinelli et al. (1983; pp.57, 62), also note that the attitudes and behavioural patterns of local officials , leaders and populations at large may be decisive for the success of decentralisation, although it is difficult to provide for these factors in organization design. Samoff (1990; pp.523-524) emphasises that when decentralisation is not understood and does not correspond with the interests of those who have to apply it, this implies that the decentralisation system is not implemented effectively.

## **2.6 Debates around the decentralisation system**

Govinda (1997; p.17) argues that decentralisation is presented as a “choice of society” therefore it becomes an ideological choice, an equation in which participatory democracy is directly relative to decentralisation. Samoff (1990; pp.523-524) argues that decentralisation will succeed where it reinforces existing power relationships and where its objectives correspond with these power structures. The structure of power and

authority become inappropriate after decolonization. Nevertheless, it further argues that changes that came into effect where reduced devolution of powers and less delegation of authority is all-in-all considered as a centralizing trend. In support of the above argument, the World Bank (2005; p.4) argues that decentralisation introduces one more relationship of accountability such as between the central and local policy-maker. It further states that decentralisation brings changes in rules and practices between central and local policy-makers which effect service delivery only through their effect on the accountability relationship between local policy-makers and providers. Conyers (1983; p.599) also argues that decentralisation that concentrate on development, it is regarded as an approach in which decentralisation should be seen as a process, meanwhile decentralisation should be regarded as an instrumental tool bringing other forms of changes such as social, economic and political.

While Rondinelli & Cheema (1993; p.122) illustrate that decentralisation is a relatively new way of thinking about government administration. It further states that for more than sixty years, the centralization of power and resources was preferred mode of government administration. Through central control a number of Western nations were able to pull themselves out of the great economic depression of the 1930s and as a result of their economic prosperity these nations were able to wage World War II.

While Samoff (1990; p.52) stresses that “the discussion of decentralisation is once again a microcosm of the development discourse”. Furthermore, the argument continues that some researchers emphasize that when the governments to follow deconcentration, it means that they opt an approach, which places modernization and bureaucratic intervention for development foremost. Samoff (1990) also argues that some researchers

emphasize that the governments follow devolution, meaning that they follow an approach which places empowerment of the people foremost as a requirement for development.

According to Govinda (1997; p.21), a country adopt decentralisation approach emerge many alternatives with their implications of the way power for decision-making is shared among the different actors. Govinda further stresses that power could be vested in the hands of democratically elected representatives or it may be with members of the civil service. Govinda also argues that the bureaucracy could again consist of central government representatives or the members of the local administration. Even where local self-government functions, educational management decisions may be kept outside their purview as is the case in some states of India.

From the education perspective, Faustor (1995) argues that decentralisation of education can be classified into major categories as follow: ideology, political arguments and administrative arguments to mention but a few. For ideology, decentralisation of education is considered as an important part of the overhaul of government and its relations with the civil society, with a view to greater democratization. In terms of political arguments, decentralisation changes the pattern and style of educational governance, with the attendant sharing and/or transfer of responsibilities and authority between the various tiers of government and administrations and opening broader channels for participation by society. For the administrative arguments, decentralisation refers to streamline organization of the education system, making it less bureaucratic and more. (Faustor, 1995).

In the same vein, Govinda (1997; p.30) also refers to the basic philosophy and rationale that guided decentralisation of educational management in Sri Lanka as evident from the Bandarawela Conference which took place in 1961 as: “decentralisation is one of the important means of securing efficiency and speed in handling the day-to-day work of administration. Decentralisation connotes delegation of authority to Regional offices and the lessening of concentration of power at the Head office”.

Another debate regarding to decentralisation, was that decentralizing responsibility for education to a lower level government which allows people at grassroots to hold one set of officials strictly accountable for education and the upper tier strictly accountable for defence (The World Bank, 2005; p.14).

The study conducted on identifying the impact of education decentralisation on the quality of education revealed that decentralisation does not need or always have a positive influence on quality of education. It further points out that to the extent decentralisation reduces the power of central education sectors, centrally-run information systems that feed education policy decision may collapse (Winkler, 2007).

Durand-Prinborgne (2002; p.48) also illustrates that decentralisation of services is more important for education because it directly concerns the problems on education system. Problems such as whether the regions have in spatial terms a zone of jurisdiction such as to set up exists whereby authorities have a responsibility within administrative district but not outside of it.

Similarly, Töttemeyer (2011; p.1) stresses in his presentation during the National Education Conference that “decentralized education and knowledge dissemination can

only be successful if the MoE has at its disposal adequately trained professional and knowledgeable personnel, fully qualified in planning and acquainted with the newest developments in the educational sector at international level. An adequate infrastructure, access to information and proper curriculum planning are further preconditions for successful decentralisation of education". He further argues that in Namibia, decentralised education can only be successful when it is related to the needs, desires and expectations of the community. Trust and confidence building which is based on honesty and ethics has to be considered as a successful result of the decentralised education. He also emphasized the issue of increased self-esteem and self-assurance as well as it must contribute to dignity (Töttemeyer, 2011).

The case studies conducted in South Africa revealed that decentralisation is not a solution for enhancing participation, effecting equity, and/or improving quality. The extent to which policies of education decentralisation can and do achieve such as goals is as much of a matter of implementation as it is matter of how the policies are constructed and what assumptions are inscribed in their articulation. In addition, the South African case studies strongly illustrate that policies of education decentralisation cannot easily affect equity societies with a high degree of social inequity (Sayed, 2008; p.28).

Similarly, the World Bank (2005; p.12) argues that the hope of decentralisation to locally elected governments is that by narrowing the jurisdiction served by a government and the scope of public activities for which it is responsible citizens will find it easier to hold government accountable.

Furthermore, the World Bank (2005; p.12) adds that decentralisation improves outcomes to the extent of that physical proximity increases people information, participation and monitoring of performance and to the extent of narrowing the scope of responsibilities of each tier of government decision-makers reduce their ability to shirk on some responsibilities by performing better on others.

In the same context, Johnson (2001; pp.13-15) as Cited in Lwendo & Sazita (2011) states that the decentralized component involves a change from the centralized bottom-up system. The new system sees planning as a political-technical dialogue and process participation of community, inter-sectoral and inter-disciplinary collaboration are integral part of the process and it involves continuous monitoring and evaluation of implementation to provide effective feedback.

Manhood (1993; p.42) points out that most individuals and governments favour the concept of decentralisation because it implies the unlocking of an inert central bureaucracy, curing managerial constipation giving more direct access for the people to the government and the whole nation to participate in the national planning process.

The study conducted in India revealed that decentralisation need not always result in the empowerment of the people and reduction in state control. According to Webster (1992; pp.129-130) “far from it, the extension of the state outward and downwards can just as well serve the objective of consolidating the power of the central state as it can serve the objective of devolving power away from the central. It can extend the state’s control over the people just as it can aid the people’s control over the state and activities. Decentralisation is very much a double-edged sword”.

Many scholars questioned the basic genuineness of the move to a decentralisation system as a means of empowering sub-national and local communities. They argue that the possibility of giving power to regional and local political units may be regarded as a political strategy to calm down regional forces (Govinda, 1997; p.25). Meanwhile Bray (1987) argues that many developing countries encumber with extreme resource scarcity, look to decentralisation and community participation in order to maintain their legitimacy.

Kotze (2011; p.26) adds to the above points that in the past, governments in the developing countries used to display an infamously hesitant attitude towards decentralisation. Kotze further states that in many cases developing countries were suspicious of the dispersal of political power through devolution. Kotze argues further that in case powers were transferred to local authorities that did not have the capacity of field to implement the decisions they were empowered to take. The capacity of field administration was expanded without transferring the necessary financial authority states Kotze. This resulted to the blame of decentralisation for failures that may be caused such as corruption and misuse of authority.

In the same context, Lwendo & Sazita (2011; p.5) point that corruption benefits those in higher positions at national level by favouring their own regions while neglecting other regions or minority tribes in government, which will further neglect development in rural areas. Lwendo & Sazita further argue that as a result of poor planning other regions benefit from the budget allocations while others lag behind. Similarly, Walterston (1992; p.33) argues that overconcentration of decision-making at the top of the hierarchical

structure of governance was not benefiting the people at the grass root level. Meanwhile Winkler (2007; p.2-3), argues that decentralisation can also lead to confusion over education management, causing conflicting decisions or failure to carry out functions with adverse effects on quality and efficiency.

In support of the above mentioned arguments, The World Bank (2005; p.22-23) also argues that decentralisation can be resisted by those who have benefited from the previously centralized system, if it threatens their access to such benefits. For instance, politicians and bureaucrats at upper tiers of government may have earning rents from the system that gave them control over the allocation of resources.

Marclure (1993) emphasises on the three arguments that central governments are increasingly unable to direct and administer all aspects of mass education. Therefore, decentralisation of planning and programming will result in improved service delivery by enabling local authorities to perform tasks for which they are better equipped. Marclure furthermore states that since mass education has placed an inordinate strain on state resources, decentralisation will improve the economy of scale. Also this will lead to more appropriate responses to the particular needs and situations of different regions and groups. In addition, Marclure (1993) states that by engaging active involvement of community and private sector groups in local schooling, decentralisation will generate more representativeness and equity in educational decision-making. This will result in fostering greater local commitment to public education. Meanwhile Sayed (2008; p.28) revealed the viewpoints of some scholars that policies of education decentralisation are most likely to succeed in societies that already have a high degree of social equity.

In supporting the above mentioned, Kotze (2011; p.25) stresses that decentralisation implies the multiplication of decision-making points in local government as well as field of administration which in turn requires effective coordination. Finally, Hallak and Poission (2006; p.191) argue that decentralisation system should inherently be clearly linked to transparency and accountability.

## **2.7 Implementation of decentralisation policy in African countries**

This section explores different experiences of developing countries during the implementation of the decentralisation policy. According to Egbenya (2009; p.15) reveals that most African countries, decentralisation was introduced in the middle of the 1980s, where they have started transforming power, resources and responsibilities to their sub-national governments. Lwendo & Sazita (2011; p.81) state that decentralisation in Africa is designed to ensure economic, cultural and socio-economic development, providing people at the grassroots level the opportunity to participate in their own decision-making and extending democracy to the people as a right based on national ideas and values.

Sayed (2008) reveals that in South Africa, the implementation of decentralisation was based on colonial history, thus, educational decentralisation allows for greater control of schooling by those who had to pay and it would enhance efficiency, effectiveness and quality. The new government in South Africa committed itself to draw upon local community support and participation. Therefore, it constituted itself in a call for community control and grassroots control (Sayed, 2008; p.7).

According to Aryee (1994) decentralisation is a vital tool in governance and because of this the government of Ghana in 1988 introduced a decentralisation programme based on governmental values such as empowerment, equity, stability, accountability and checking of rural-urban drift.

In the same vein, MRLGH (1997) states that the policy of decentralisation in Uganda and Ghana put an emphasis on taking government closer to the people and to empower local communities by allowing them to participate in decision-making that effect their lives. In the case of Uganda, grassroots democracy has become meaningful as communities support and adopts the programmes as theirs and that they are involved in the implementation of programmes. Furthermore, in Uganda it ensures transparency and accountability through representative views of everyone. The Ugandan government has recognized that community participation assists in fighting against indifferences and passiveness and ensures sustainability (MRLGH (1997; p.67).

In supporting of the above points, Masuku (2010; p.139) states that Tanzania and Uganda as being the most advanced countries in implementing decentralisation in Africa and that Uganda has won international praise. It was revealed that the decentralisation system in Uganda increased participation, transparency and accountability. This was reported in Chicago in the United State of America (USA) as the best decentralisation initiatives although its education system declined while considerable decision-making power was devolved (Winkler, 2004; p.140).

Ghana is also one of the African countries that had implemented decentralisation policy, where the decentralisation system is regarded as superior over a centralized system because from superior information and increased participation decision-making, local

information makes identification of more effective ways easier and increases government awareness of local needs. The Ghanaian government also committed itself to address the main objectives of decentralisation which include empowerment, participation, accountability, effectiveness inter-alia and the stemming of rural-urban drift (Ghana Constitution, 1992). The Constitution of Ghana stipulates that the purpose of decentralisation system is to promote participatory democracy, empower district assemblies, introduce an effective system, create access to the resources of the country and promote transparency and accountability.

Masuku (2010; pp.76-77) reveals that the Zimbabwean government introduced decentralisation policy with the apparent aim to empower local administrative levels and parents and contribute positively to make service delivery more efficient and improve the quality of education. The study revealed that the majority of stakeholders in Zimbabwe were against the implementation of the decentralisation policy. They had mixed feelings that the environment was too militant for decentralisation to be introduced successfully and also that the government ignored the dispute from the public that requested the process to slow down. They were not too sure whether the decentralisation policy could indeed deliver improved quality education for all as per government's mandate.

The study conducted on school principals' experience of the decentralisation policy in Zimbabwe revealed that there was conflict of who has what power and who is responsible for what characterized education system. They also pointed out that efficiency was once a needed concept, but the work was accumulating at the head office. The provincial and district levels waited for many decisions that have to be made at central level.

Furthermore, it was noted that there was a delay in service delivery. As a result those officials at lower levels were stuck and unable to operate (Masuku, 2010; p.137).

Masuku (2010) reveals that in Zimbabwe, the implementation of the decentralisation policy was reported to have major inconsistencies between the intentions of government and the practice on the ground where educational service was delivered. It further revealed that the implementers found the decentralisation policy as a complex process that was difficult to put into practice because power was seen to manifest in multiple ways. The study conducted in Zimbabwe revealed that decision-making power was not decentralized but responsibilities were passed down to lower levels. It was also pointed out that the Zimbabwean government had transferred tasks to lower levels but not authority for decision-making and without necessary allocation of resources (Masuku, 2010; p.139).

Masuku (2010; p.140) also reveals that in Zimbabwe recruitments of teachers was one of the responsibilities withdrawn from the lower levels because nepotism was practiced. The people at provincial and district levels know the needs of schools but they have difficult to facilitate it because the higher authorities make decisions. It further revealed that there was a lack of effective communication, sharing of information with people at lower levels which could facilitate informed decision.

In Nigeria, the decentralisation system was implemented in 1999; whereas the federal constitution decentralized and distributed power among the federal 36 states and 774 local governments. However, a major problem was noticed in decentralisation system in Nigeria such as overlapping of responsibilities which creates policy conflicts, duplication

of efforts and inefficiency of resources. In addition, project planning and implementation of decisions are headquarters-based without adequate consultation with the local communities. In Nigeria, a serious resource constraint which makes it impossible for the local governments to fulfil their responsibilities was also revealed (Egbenya, 2009; pp.15-16).

As mentioned in chapter one, after independence the Namibian new government committed itself to rectify many barriers including the denying of majority of the Namibians to exercise their democratic rights into participating in any decision-making and development processes. According to MRLGH (1997) decentralisation in Namibia is considered as a constitutional requirement that demands of decentralisation which constitutes the extension of democracy and participation for development to reach all corners of Namibia and its citizens.

The implementation of decentralisation in Namibia is done by delegating powers and responsibilities to regions. As indicated earlier in chapter one, the main aim of the implementation of the decentralisation in Namibia is to provide a vehicle through which greater effort will be made to enforce gender sensitive and responsive governance where all members of the community have an opportunity to participate in decision-making (MRLGH 1996; p.11). It further states that in Namibia the decentralisation principles imply a new division of roles and responsibilities between central government and sub-national governments (MRLGH, 2007; p.21).

According to Töttemeyer (2011; p.2 ) in his presentation stated that “when we refer to decentralisation of education we have particular service delivery and knowledge

distribution in mind which is devolved and delegated to all institutional levels of education at sub-national level. For the achievement of set goals within such educational delegation and devolution one needs a well-established institutional infrastructure to give substance to what is planned”.

## **2.8 Challenges faced during the implementation of the decentralisation policy**

Masuku (2010; p.13) states that the process of decentralisation is strongly challenging and that is easily misrepresented and distorted if approach from a rational, objective perspective, where the translation of legislation into practice is seen as the logical follow-up phase in the policy process. Meanwhile Rondinelli (1983; p.17) argues that greater decentralisation does not necessary imply greater democracy alone “power to the people”. It all depends on the circumstances under which decentralisation occurs”.

De Villiers (2008; pp.96-103) emphasizes that any restructuring results in improved problem identification, policy programme designs, policy implementation strategies and policy outcomes that achieve the envisaged policy design goals. In South Africa, the Ministry of Public Service and Administration is empowered to create a framework of generally applicable norms and standards within which the government institutions in the national, provincial and local spheres may determine their own policies and practices. The following such as systems, structures and conditions of service were harmonized in order to reduce unjustifiable disparities, duplication and lack of interoperability between institutions, as well as to promote integration and coordination for improved service delivery (De Villiers, 2008; pp.96-103).

As indicated earlier many African countries took long time to introduce and/or implement decentralisation system. Namibia was found to be in the same situation like other developing countries. For instance, Nigeria became independent in 1960 but decentralisation was only implemented in 1999. According to Egbenya (2009; p.15) there were a major problem noticed in the decentralisation system in Nigeria such as overlapping of responsibilities which create policy conflicts, duplication of efforts and inefficient use of resources. The serious resources constraints made it impossible for the local governments to fulfil their responsibilities. It further illustrates that there was the lack of management. In addition, project planning and implementation decisions were based at headquarters without adequate consultation with the local communities. Lwendo & Sazita (2011; p.39) stress that in African countries, a key challenge that remains is that of how to achieve real and meaningful participatory planning and budgeting.

In Namibia, the implementation of the decentralisation policy came into effect in 1998, even though parliament passed the law of the decentralisation system in 1991. As mentioned earlier in chapter one, various key legislations such as the Regional Councils Act No. 22 of 1992, and the Local Authorities Act No. 23 of 1992, and the Council of Traditional Leaders Act No. 13 of 1997 were endorsed in 1992 and 1997. The Namibian government realized that the implementation of the decentralisation policy took long, is a long term, and a step-by-step process which requires sufficient time. As a result, the process of converting the principles of decentralisation was delayed due to some shortcomings experienced in the process (MRLGH, 1997; p.3). The Honourable Minister of MRLGH at that time stated in his address to the National Assembly in March 1997: “for this policy to be effectively implemented a level of individual, organizational,

institutional and system wide capacity building has to be developed across the board. It is too much to expect that a system barely coping with the daily routine of running a country and should also be able to, without any major re-organization and re-tooling, run such a major change effort as decentralisation. Therefore, time and resources will be invested in assessing what is needed to create capacity in the system to conceptualize, adopt, implement and monitor the decentralisation implementation process (MRLGH, 1997; p.3).

The above mentioned points illustrate that Namibia is not exempted from other African countries which faced challenges during the implementation of the decentralisation policy according to MRLGH (2007; pp.21-23) outline the main constraints which delayed and hampered the smooth and efficient implementation of the decentralisation policy in Namibia. This study is only focused on main challenges such as:

- The first challenge is the fear and concern amongst some political key players that the decentralisation system may re-introduce pre-independence government structures and consequently delink the regions from government structure along ethnic or tribal lines. It further states that fear and concern was based on the perception that decentralisation will give sub-national governments the rights and freedom to run their own affairs disregarding national unity and common goals and policies.
- The second challenge is a lack of understanding of the purpose of the decentralisation policy which easily leads to hesitancy and sometimes even to outright resistance. Institutional reform changes cause doubt amongst key players and these include sector ministries and cross-cutting ministries. The greatest fear

is that of losing power and authority to sub-national entities. This above mentioned point is supported by Töttemeyer (2011; p.2) in his presentation during the National Education Conference in June 2011 that politicians and senior officials fear of losing authority at ministerial or central level. Politicians and senior officials even considered decentralisation as a threat to the character of the Namibian unitary state.

- Most challenging indeed is the need to change the entire culture of how Namibians are conducting their day-to-day business, the management style, the skills and their shared values. This requires absolute commitment from all stakeholders at all levels and the realization that decentralisation is a national strategy towards achieving national development objectives speedily (MRLGH, 2007; p.21).
- General anxiety, uncertainty and some resistance amongst line ministerial staff who are preparing themselves for the consequences of the decentralisation policy and their subsequent new roles.
- The human resources required to facilitate an efficient and smooth implementation of decentralisation policy. Ministries must share information and capacitate their staff members to play the new roles assigned to them when tasks are delegated and devolved to sub-national entities. Not everybody, and this applies from the highest to the lowest levels of administration, has yet fully internalized the principles of decentralisation, which inter alia imply a radical shift in the role to be played by central government vis-à-vis regional councils and local authorities.

The responsibility is on ministerial headquarters to develop administrative, logistical and management systems and procedures to support and facilitate the implementation process. This has to go hand-in-hand with capacity building and empowerment of staff. The directorate of coordination needs to be assured that it is in a position to adequately coordinate and facilitate the decentralisation implementation process, (MRLGH, 2007; pp.21-23).

## **2.9 Decentralisation and service delivery**

Elhiraika (2007; p.22) argues that decentralisation leads to greater accountability and increases prospects that services would reach targeted groups. One of the essential purposes of decentralisation is to improve provision of public service delivery. Elhiraika (2007) further stresses that in order to improve the provision of public service delivery in decentralisation system, is by defining minimum service standards, promoting one step of services and providing premium services. In the same context, Lwendo & Sazita (2011; p.81) illustrate that decentralisation improves the capacity of regional and local government councils to plan, implement, monitor and manage delivery of services for their constituencies.

Meanwhile the World Bank (2005; p.3) argues that delivery of services requires strong relationship of accountability between the actors in the service delivery chain. In public sector, the delivery of the service involves at least two relationships of accountability. The policy makers or politicians are held accountable to the public by allocating resources towards this service. Policy-makers in turn need to be accountable to the public to allocate resources towards these services. Policy-makers in turn need to hold the

service providers accountable for delivering the service referred to it as “long route” which is the direct accountability of providers to client, (The World Bank, 2005; p.3).

Winkler (2007; pp.3-4) argues that if decentralisation is designed and implemented well, this results that decentralisation has the potential to improve service delivery and quality of education. It further states that the extent to which devolution increases accountability greatly depends on the ability of the political system to respond to people at grassroots and the capacity of local officials to manage the delivery of educational services.

Focu & Ryan as cited in Elhiraika (2007; pp.22-23) emphasize the importance of strengthening the institutional capacity at the local level. It further argues that capacity institutions are needed in order to ensure greater public participation and accountability on the part of policy-makers, service providers and users. According to Govinda (1997; pp.72-74) accountability is an institutional relationship that enables successful service delivery by giving interdependent actors the proper incentives. To add on the above mentioned points, De Villiers (2008; p.118) also stresses that local officials and the exercise of their office are demands for transparency, accountable responsibility towards citizens and constituencies and a ‘code of good conduct’ that should be made public in order to enable citizens to claim its implementation.

Furthermore, the World Bank (2005; pp.10-11) points out that decentralized service delivery is difficult when sub-national governments lack skills and institutional capacity. It also points that misalignment between the structure of the government bureaucracy and the assignment of service responsibilities to different tiers confuses incentives, weakens

accountability for service delivery and creates conflicts of interest instead of checks and balances.

In the same context, Lwendo & Sazita (2011; p.85) refer to the current situation in African countries that a strong recognition and commitment in service delivery is doubtful, though it was often viewed as a side-lined phenomenon, where all development efforts ought to be centred on human objectives concerned with providing for the needs of the poor.

The World Bank (2005) also argues on the issue of outcomes of service delivery in decentralisation system that during the early phase of decentralisation, as lower-tier governments adapt to their new responsibilities, the results in terms of service delivery may be disappointing. However, it is vital to distinguish between weak outcomes because of the transition and weak outcomes because of a fundamental flaw in the design of decentralisation. It further argues that decentralisation opponents can use any early disappointing outcomes to build political momentum to slow down or even reverse decentralisation (The World Bank, 2005; p.22). In the contrary, De Villiers (2008; p.93) states that international perspective links good governance in relation to the role of government in society which sees appropriate public service delivery only based on the desired outcomes.

The World Bank (2005; pp.22-23) also states that one obvious approach to managing the politics of decentralisation is by trying to slow early results on service delivery. It further says that in order to slow results, it may be necessary to intervene and provide resources and technical assistance to lower-tier governments in ways that are different, and perhaps

even inimical, to long run, sustainable success of decentralisation service delivery. De Villiers (2008; p.96) argues that one useful approach to assess systematically the improvement of public service delivery is by distinguishing between the contents of government policies from the process employed to implement those policies. De Villiers (2008) further elaborates the contents of government policies such as what government intends to do to transform its society into a better place and how governments go about trying to achieve their policy goals.

## **2.10 Importance of capacity development in the decentralisation system**

Lopes & Theisoehn (2003; p.1) define capacity development as “the fundamental starting point for improving people’s lives”. De Grauwe (2009) also argues that capacity development is a process of change and this need to be valuable in it. Also it is viewed that the capacity of staff to commit and participate in a change process may at times be the greatest challenge when the working environment offers little motivation and when the public service seems too powerless in the severe development challenges. Therefore the capacity adapts as vehicle to change environment and to be ready for the unforeseen as the key element in a profession that is undergoing continues transformation and which may face unexpected changes (De Grauwe, 2009; pp.47-51).

The World Bank (2005) implies that the central government has a key role in building local capacity and has two approaches available to it. It can provide training in a traditional top-down way. It further stresses that it can create an enabling environment, using its finance and regulatory powers to help sub-national governments define their needs (making the process demand-driven), to deploy training from multiple sources in

order to learn by doing as decentralisation proceeds and to establish learning networks among jurisdictions (The World Bank, 2005; p.11). Similarly, Cloete (2002) argues that capacity for successful policy implementation needs to be created through smarter and more pragmatic policy implementation and more effective and efficient training staff.

In the same context, De Grauwe (2009; pp.51-52) further refers the concept of capacity as more than technical skills needed for a specific purpose. Capacity development therefore, implies reflecting through a participatory approach which is based on the wide range of individual competencies and group capabilities needed for sustainable and autonomous development.

## **2.11 Coordination in the decentralisation system**

Hyden (1983; p.93) says decentralisation can only be successful if the decentralized institutions are coordinated with higher levels and with one another. Decentralized institutions also need various kinds of support, depending on the circumstances. Effective coordination is conducive to the optimal utilization of resources; ineffective coordination causes duplication of effort and wastage of resources. There are two types of coordination: horizontal and vertical coordination.

Kotze (2011; p.30) describes horizontal coordination as a process achieved through cooperation, phasing of activities in a pre-arranged sequence and, in some instances, even through integration of activities. While vertical coordination is referred to as usually effect by means of control and aid links which are corporate in financial arrangements, regulation and monitoring, technical assistance of personnel, provision of services, and

the facilitation of formal and informal participation at all levels. According to Kotze (2011) vertical coordination is considered to be necessary in each organization.

Hyden (1983) emphasises that effective coordination alone will not ensure the successful implementation of development projects and programmes, however, it is only one of a number of processes that have to be carried out successfully. Coordination is then regarded as a very sensitive and complex matter. This is because persons and organizations involved often have divergent interests and opinions concerning the problems of coordination. It further states that coordination could break down where a single organization is dominating operations (Hyden, 1983; p.93).

Kotze (2011; p.31) points out that coordination in a decentralisation system should be optimized rather than maximized. It should be applied when it is necessary; it should not be wasteful of resources and should contribute to normal work processes rather than interfere with them. Kotze (2011; p.32) states that various considerations serve more effective coordination in the developing countries. One of them is that a commonly recognized unit of administration, such as a district, facilitates coordination. Where each department has its own geographic subdivisions for field administration, lines of authority usually go straight to the centre and coordination with other organizations becomes difficult.

De Grauwe (2001; p.138) argues that when coordination of services is weak and the supervisors do not always show a positive attitude, this results that staff members feel that they are disregarded of which their reports and recommendations suffer.

## **2.12 Communities' participation in a decentralisation system**

Jagannadham (1979; p.137) as cited in Kotze (2011; p.37) defines participation that it implies “to share in”, while involvement implies that there is a feeling of belonging and people become involved on the basis of this feeling. It further states that in development, such a feeling of belonging follows when people can identify with development efforts. Lwendo & Sazita (2011; p.10) argue that decentralisation seeks to create a consensus among all the principal actors in the development process through constant consultations and discussion of development problems in the area.

Sayed (2008; p.7) illustrates that in South Africa the notion of grassroots community participation was constituted in the context of a state which was oppressive and where the state itself was the primary apparatus of oppression. It further states thus that, grassroots; community control was the contrast of state control. Power to the people as opposed to that of the state reflected a strong commitment to participatory democracy and the decentralisation of control.

Lwendo & Sazita (2011; pp. 9-10) argue that developing country such as Uganda, the decentralisation system provides a platform for local communities at all levels to participate being consulted and collectively take informed decisions on issues of development and resource mobilization and allocation. The approach is the bottom-up process which emphasises participation. Kotze (2011; p.38) support the above argument that participation is an important way to counteract the isolation of people. As people at the grassroots have superior knowledge of local problems, therefore they should be involved in all the typical phases of any development projects and programmes. Lwendo & Sazita (2011; p.81) stress that decentralisation seeks to promote participatory

democracy, empowering the local population in making own decisions which determine their own future.

The World Bank (2005; p.14) states that the historically high degrees of centralization of resources, both in public and private, there might not be regular or straightforward channels of information transmission at local levels. Information with regard to local policies may be of poorer quality if national newspapers, covering only national issues, are the main source of information for people. Lwendo & Sazita (2011; p.84) deliberate initiatives under decentralized service delivery to empower the community in accessing information should be encouraged through awareness workshops, memos, annual reports, seminars and publication. It further points out the necessity to translate the relevant documents on decentralisation in the various local languages, radio and television.

MRLGH (1997; pp.8-9) states that the district local council is the planning authority at that level and responsible for preparing a comprehensive and integrated development plan. It is supported by the district technical planning committee. The district technical planning committee is responsible for coordination and integrating all sectoral plans and plans of lower level local governments.

Cohen & Uphoff (1980) emphasises that participation remains useful for its comprehensive view of participation from the administrative or management point of view. In other words, administrative structures should be made to accommodate people's participation. The World Bank (2005; p.14) further stresses that people at grass roots might be more apathetic to participation in local elections, perhaps because of poor media

coverage and because they perceive that the bulk of the power and capacity to get things done resides with higher tiers of government.

Bryant & White (1982; p.212) argue that local people can either be associated or else they can use their collective strength to offer resistance. As a result their involvement may be more of political than technical value. They also argue that participation does not necessarily guarantee the success of a project; it enables the participants to influence its efficiency.

According to De Villiers (2008; p.118) participation of citizens in the policy-making process on local affairs should be reinforced in status at all stages, wherever practicable and this seems to be one of the fundamental ideas that remain a challenge even in heavily decentralized states. Lwendo & Sazita (2011; p.10) also argue that the policy promotes popular grassroots participation in the administration, monitoring and delivery of services which improve the living conditions of the people and the orderly, fair and balanced development of the whole country. In the same context, Töttemeyer (2011; p.3) argues that decentralized education can only be successful when it is related to the needs, desires and expectations of the community.

### **2.13 Conclusion**

In conclusion, this chapter has provided a better understanding of the concept of decentralisation and how various researchers view the decentralisation system. The main aim of the implementation of decentralisation system in most African countries is basically to provide people at the grassroots level the opportunity to participate in their

own decision-making and extending democracy to the people as a right based on national ideas and values.

It is also realised many researchers emphasise or link decentralisation with accountability. Decentralisation leads to greater accountability and in public sector, the delivery of service involves at least two relationships of accountability. This can be concluded that accountability is the key for improved service delivery. The next chapter presents the research methodology of the study.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter explores and analyses the different research methods used in conducting this study. The research methods and approaches selected were determined by the objective of this study, which is to investigate the effectiveness of decentralisation policy on service delivery in the MoE in the Kavango Region. The study is based within a qualitative research design, and the first section of this chapter explains the qualitative research design and case study. Secondly, the research population, the sampling procedures followed in selecting the research participants. Thirdly, the researcher focuses on research instruments used to collection of data which include interviews, observations and document analysis. The remaining sections provide a brief description of how data was collected, recorded, analysed as well as ethical issues.

#### **3.2 Research Design**

Leedy (1989) as cited in Melville & Goddard (1996) argues that research is a systematic quest for undiscovered knowledge. This is a case study; hence qualitative research design was adopted as the research method to use in investigating the effectiveness of decentralisation on service delivery in the MoE in the Kavango Region. Royce & Bruce (1993) argue that qualitative research design gives the researcher an opportunity to interact with individuals or groups whose experiences the researcher wants to understand.

The research design focuses on fostering a relationship of trust and empathy between the research and the research subjects. Interviews and document analysis were used to collect

data. These were planned and conducted in a way that encourages research participants to feel that they can speak freely. De Vos & Schulze (2002; p.176) argue that in a qualitative approach, procedures are not formalised. A qualitative research approach is the appropriate approach because it complements attempts to investigate the phenomenon in a natural setting and focuses on understanding the social phenomenon holistically in its entirety. Qualitative research implies a direct concern with experience as it is “lived” or “left” or “undergone” (Sherman & Webb, 1988; p.7 as cited in Merriam, 1998).

According to Bassey (1995), the qualitative research approach is characterised by the description and interpretation of the world of the participant in the context of the study in an attempt to get shared meanings with others. In doing so, it complements the interpretative orientation by giving the researcher the opportunity to explain and describe the phenomenon as perceived by the participants (International Institute for Educational Planning (IIEP), 2003). However, Merriam (1998) argues that to produce a qualitative study, the researcher has to be sensitive to biases inherent in qualitative research. In this respect, LeCompte & Preissle (1993; p.92) observe that qualitative research is distinguished partly by ‘its admission of the subjective perception’ and biases of both participants and researcher into the frame.

### **3.3 Case study**

The study opted to use a case study as an appropriate method in qualitative research. A case study has been described as useful to study a process, programme or individual in an in-depth, holistic way that allows a researcher to get a deeper understanding (Merriam, 1998; p. 19).

As Merriam states, a case study design is employed to gain an in-depth understanding of the situation and meaning for those involved.

Merriam (1998), Stake (2000) and Creswell (2002) each emphasise a case study as a process of investigation to understand a situation. In order to understand this study, researcher addresses the following main question:

- How effective is the decentralisation policy on service delivery in the education sector in the Kavango region?

From above viewpoint the researcher find Patton's suggestion relevant that a case study is helpful in gaining a deeper understanding of particular people, problems or situations in comprehensive relevant ways (Patton, 1990).

According to Bell (1993), the greatest strength of the case study method is to allow the researcher to concentrate on a specific instance or situation and to identify or attempt to identify the various interactive processes at work. In this regard, the case study method helps the researcher to identify such factors and to show the effect of the implementation of the decentralisation policy and influence the way the education sector in the Kavango region functions. In this light, the researcher uses the argument of IIEP (2003; p.15) that in case study methods, "the events speak for themselves rather than being interpreted or judged by the researcher."

Cohen & Manion (1994) illustrate a number of advantages of case study methods. The researcher found the idea of "a step to action" very useful to this study. In other words, people begin in a world of action and contribute to it. Their insights may be directly

interpreted and put to use for staff or individual self-development for institutional feedback, for formative evaluation and in educational policy-making (Cohen & Manion, 1994).

The decision to choose the case study as a research method was in order to provide the researcher with an in-depth perspective of people and behaviour within their individual and social contexts (Cantrell, 1993). Since the objective of the study is to investigate the effectiveness of the decentralisation policy on service delivery in the MoE in the Kavango Region, the case study helps the researcher to inform the relevant decision-makers and policy makers in the area in which the study is located (Adelman et al., 1980 as cited in Cohen & Manion, 1994).

### **3.4 Research population**

Melville & Goddard (1996; p. 29) state that a population is any group who is the subject of research interest or want to study. It further says that it is not practical or possible to study an entire population thus, the researcher can determine the average of a group to consider for the study and to make general findings based on the sample. Sampling is the method used to select a given number of people or things from a population (Mertens, 1998). Researchers endeavour to collect information from a small group or subset of the population in such a way that the knowledge gained is representative of the total population in the context of the study (Cohen & Manion, 1994).

Therefore, the research population for this study consists of about 175 permanent staff members employed in the Directorate of Education. The study focuses only on staff members, who serve at top and middle management level. Thus, the study targets 27

respondents from various directorates, such as Education, Planning and Development, General Services and Administration, Human Resource Administration, Constituency Councillors and Constituency Development Committee which includes the Chief Regional Officer. As Melville & Goddard (1996) state that it is often not practical or possible to study an entire population therefore the researcher has to determine the average.

### **3.5 Sampling procedures**

This is a small-scale study conducted in Kavango Education Region in the North-Eastern region of Namibia. In this study the population is divided into different categories such as the Office of the Chief Regional Officer, Directorate of Planning, Directorate of General Services and Administration and Directorate of Education. There are different divisions within the Directorate of Education such as Inspectorate, Advisory Services, Planning and Development, General Services and Administration and Adult Education. Since the study focuses only on staff members who serve at management level as management members, the respondents draw from each division. According to Cantrell (1993) and Mertens (1998), qualitative research usually uses small, information-rich samples selected purposefully to allow the researchers to focus in depth on issues important to the study.

**Table 1: Population sample of the research participants**

<b>Kavango Regional Council</b>				
<b>Division</b>		Top Management	Middle Management	Operational level
Chief Regional Officer	1	1		
Director & Deputy Director (Education Directorate)	2	2		
Inspectorate(Education Directorate)	3		3	
Planning and Development (Both Regional Council and Education Directorate)	4	2	2	
Advisory Services (Education Directorate)	2		2	
General Services and Administration(Both Regional Council and Education Directorate)	4	2	2	
Human Resources(Both Regional Council and Education Directorate)	3	2	1	
Adult Education(Education Directorate)	2		2	
Constituency Councillors (Urban and Rural)	6	2		4
<b>Total</b>	<b>27</b>	<b>11</b>	<b>12</b>	<b>4</b>

### **3.6 Research instruments**

This study uses the qualitative research method. The researcher employs multiple instruments and techniques within the qualitative approach of data collection. In the context of the study, the following research instruments used to collect data such as semi-structured interviews and documentary analysis.

#### **3.6.1 Interviews**

The research interview has been defined as a two-person conversation initiated by the interviewer for the specific purpose of obtaining research relevant information and focused by him/her on content specified by research objectives of systematic description, prediction or explanation (Cannel & Kahn, 1968).

According to Patton, cited by Merriam (1998; p.72) we cannot observe feelings, thoughts and intentions. We cannot observe behaviours that took place in a previous point in time. We cannot observe situations that preclude the presence of an observer. The purpose of interviewing is to allow us to enter into the other person's perspective. For Tuckman (1972) as cited in Cohen & Manion (1994), the interview provides access to the mind of the interviewee and makes it possible to understand the perceptions, opinions and thoughts of the interviewee.

In contrary to the above, Kerlinger (1970) argues that although research purposes govern the questions asked in an interview, essentially their content, sequence and working are entirely in the hands of the interviewer. For Borg (1963) the direct interaction of the interview is the source of both its advantages and disadvantages as a research technique.

One advantage is that allows the researcher far greater depth of understanding on the one hand, while on the other, it is prone to subjectivity and bias on the part of the interviewer and the participant. Lansing, Ginsberg, & Braaten, 1961 (cited in Cohen & Manion, 1994) agree that there are problems surrounding the use of the interview in research which could result in invalidity and bias. They define it as a systematic or persistent tendency to make errors in the same direction, that is, to overstate or understate the "true value" of an attribute.

In this respect, Cohen & Manion (1994) argue that the sources of bias are the characteristics of the interviewer and the respondent, the substantive content of the questions, more particularly including the attitudes and opinions of the interviewer towards the respondent, and preconceived notions on the part of the interviewer to what

the respondent is being asked. The researcher finds the arguments of Cohen & Manion (1994) useful to minimise the amount of bias. Cohen & Manion (1994) argue for interviewing various role players in the context being studied and they suggest that keeping a constant core of questions will give the interview greater validity.

This study used semi-structured interviews which allowed the researcher to collect rich data and to get a deeper understanding of the individual's perception and experience of the phenomenon.

According to Bell (1993; p.94) semi-structured interviews allow the respondents "a considerable degree of latitude". Even though certain questions were asked, the respondents are given freedom to talk about the topic and give their views in their own time.

This is unlike structured interviews, where the respondents are limited to a range of responses previously developed by the researcher. Therefore, the semi-structured interview serves as an effective tool in allowing the respondents to talk freely. The researcher was then able to probe specific aspects based on information raised in the questionnaires.

### **3.6.2 Document analysis**

For Lincoln and Guba (1985), document analysis is important because it gives the researcher a general background on the subject that is being studied. The researcher collected official documents such as the decentralisation policy, Act, Rules and Regulations and other related documents. Since official records are vital sources of data, it is necessary to include the documents which also enhance the interviews.

Since official records are vital sources of data, it is necessary to include documents which also enhance the interviews and observations. The documents were scrutinised and analysed based on the background of the research as mentioned in chapter one. This was done to get a deeper understanding of the policy and helped the researcher to analyse the findings. It also helped the researcher to verify what is happening in the education sector, in particular the Kavango region regarding the implementation of decentralisation policy.

According to Bell (1993), most educational projects require the analysis of documentary evidence. Therefore, document analysis helped the researcher to understand the effectiveness of decentralisation policy on delivery service in the education sector, particular in the Kavango Region.

### **3.7. Data collection procedures**

This study employed a multi-method approach in collecting data in order to avoid the effects of bias as much as was possible in this qualitative study. Merriam argues that “Multiple sources of data or multiple methods to confirm the emerging findings” (1998; p.204). Using multiple methods helped the researcher to seek connections in the data collected through different tools and to confirm the emerging categories and themes (Creswell, 2002). One of the advantages of multiple methods is collecting witnesses’ account of an event. For Adelman et al...(1980), this is at the heart of the intention of the case study researcher, to respond to the multiplicity of perspectives present in a social situation. Due to this, Adelman et al. (1980 as cited in Cohen & Manion, 1994) argue that case studies need to represent fairly these differing and sometimes conflicting viewpoints. The researcher conducted observations on the management members and attended several

meetings. Both primary and secondary data were employed to collect information from the respondents. Informed consent was obtained from the Chief Regional Officer and the selected respondents before personal interviews were conducted. A personal interview was used as the data-collection method and a face-to-face setting which took place between the interviewer and the interviewee. The researcher used semi-structured interviews and the responses were recorded on a tape-recorder and then transcribed.

### **3.8 Data analysis**

Thorne (1997) defines analysis of data as an explicit step in theoretically interpreting data collected by using specific strategies to transform the raw data into a process form of data. For Bogdan & Biklen (1982; p.145) “analysis of data involves working with data, organizing it, breaking it down, synthesizing it, searching for patterns, discovering what is important and what is to be learnt and deciding what a researcher will tell others”.

In qualitative research, data analysis considers an inductive process of organising the data into categories and identifying patterns among the categories. Furthermore, the categories and patterns emerge from the data rather than being imposed on the data prior to data collection (McMillan & Schumacher, 1993). Therefore, data collection from the interviews are tape-recorded and then transcribed. The data was read and examined carefully.

The researcher also classifies the similar responses to emerge them into themes and categories. Furthermore, the categories and patterns emerge from the data rather than being imposed on the data, prior to data collection. In other words, after data has been collected the interview records were edited, based on the categories of the various offices.

This helped the researcher to examine the interview transcripts and documentary notes before identifying the patterns and organizing the data into categories. Further, this helped the researcher to compare the interview findings with the data collected through document analysis. As Burns & Grove (1997) argue that this provides a researcher with an opportunity to become familiar with the data by “dwelling with the data”. The data is presented in a narrative form.

Document analysis also helped the researcher to evaluate the effectiveness of decentralisation policy on service delivery by analysing documents such as minutes of meetings, attendance register of meetings conducted, procedures on recruitments and handling of misconduct cases and grievances in the Kavango region.

### **3.9 Ethical issues**

Grinnel and Williams (1990; p.304) state that ethics is a discipline dealing with what is good and bad or right and wrong with moral duty and obligations. A researcher has to be mindful of the ethical dilemmas that confront researchers (Cavan, as cited in Cohen & Manion, 1994; p.159) describes ethics: “as a matter of principle the sensitivity to the rights of others. Being ethical limits the choices we can make in the pursuit of truth. Research ethics say that while truth is good, respect for human dignity is better, even if, in the extreme case, the respect of human nature leaves one ignorant of human nature”.

Based on the above arguments, the researcher informed the selected region and the research participants about the objective of the study. The researcher also respected all the research participants and ensured they understood their rights regarding privacy, anonymity, confidentiality, research responsibility and betrayal of participants. The

researcher informed the participants that they were free to withdraw from the study at any time and they were requested to feel free not to answer questions about which they felt uncomfortable without penalty, risk or loss.

The researcher guarantees all participants about confidentiality and anonymity. The research participants were assured that the data collected would be kept confidential and would not be shared with anyone (see Appendix E). Neuman (2000) argues a researcher has a moral obligation to uphold confidentiality of data, which includes keeping information confidential from others in the field and disguising members' names in the field notes. Pseudonyms were employed to protect the anonymity of the research participants in all transcripts and reports as mentioned earlier. In this regard, the researcher tried to comply with three major ethical values found in the Ethical Guidelines of the British Educational Research Association (1992):

1. The research ethic of respect for persons states that researchers, in taking and using data from persons, should do so in ways which recognise those persons initial ownership of the data and which respect them as fellow human beings who are entitled to dignity and privacy. In this case, the researcher asked permission from all research participants that we make use of a tape-recorder during the interviews.
2. The research ethic of respect for truth states that researchers are expected to be truthful in data collection, analysis and the reporting of findings. The researcher therefore recorded the data to ensure the true reflection of the study findings.
3. The research ethic of respect for democratic values states that the researcher can expect freedom to investigate, ask questions, give and receive information,

express ideas and criticise the ideas of others and the freedom to publish the research findings.

The researcher obtained permission from the Chief Regional Officer and Director of Education to conduct this study in the Kavango region. Before the actual interviews, all participants ensured that they understood the objective of this study and the researcher got their acceptance. Also, the interview questions were discussed with them before the interview started. As the study made use of a tape-recorder, the research participants were asked to listen to the tape-recorder to verify any collected information, if they feel in doing so.

### **3.10 Conclusion**

This chapter provides a theoretical framework of the research methodology which the researcher considered as an umbrella of the study. The research design, which includes the qualitative research approach and case study method emphasized and guided this study. The research population and sampling procedures and research instruments were presented and described. The research instruments used to collect data such as interviews and documentary analysis were described.

## CHAPTER 4

### DATA PRESENTATION AND ANALYSIS

#### 4.1 Introduction

This chapter presents the findings of the study gathered through interviews, observations and documentary analysis. Since the purpose of this study is to investigate the effectiveness of decentralisation policy on service delivery in the education sector in the Kavango region, the findings relate to the following main research question:

- How effective is the decentralisation policy on service delivery in the education sector in the Kavango region?

The data collected through interviews emerged into categories which were guided by the above-mentioned main research question. This chapter is organised in relation to the categories as indicated below: working years of experience, understanding of decentralisation policy, perceptions on implementation of the decentralisation policy, educational services before decentralisation policy, provision of training, coordination of educational activities, community participation in education activities, reporting system in the delegation phase, responsibilities of staff members in delegation phase, The perception on service delivery, mechanism to improve service delivery, the perceptions on the contributing factors impacting the effectiveness of service delivery, improvements noticed and readiness for devolution phase as well as conclusion.

## 4.2 Interview findings

The interview results are presented according to the categories identified above.

### 4.2.1 Working years of experience of the respondents

The table below presents the findings on working experiences of the twenty-six research participants. The study revealed that the years of experiences of the research participants varied from six years to 30 years of working experiences.

**Table 2: Years of experience of research participants**

<b>Research participants</b>	<b>Years of experiences</b>
Regional Council staff members	6 to 8 years in the Regional Council
Education Directorate staff members	11 to 30 years in education
Constituency Councillor	5 to 7 years
CDC members	7 years as a members

The working years of experiences of the four respondents from regional council range between six to eight years. It was also found that two of them have long working years of experience in the education sector at the management level. While the working years of experience of the nineteen respondents from education directorate range from eleven years to thirty years. Furthermore one Constituency Councillor interviewed is serving in the council for about five to seven years and the two Constituency Development

Committee (CDC) members are serving in the committee for seven years as well. One CDC member has served in all various development committees such as a Village Development Committee (VDC) for seven years, CDC members for five years and Regional Development Coordinating Committee member (RDCC) for four years.

#### **4.2.2 Understanding of respondents on decentralisation policy**

This section presents the interview results as reflected by the questions responded by the research participants regarding their general knowledge on decentralisation policy. The views of the respondents about knowledge on decentralisation varied from individuals. The respondents briefly described decentralisation as it is more on bringing the government/service closer to the people, transfer of authority in planning, managing resources and decision-making at regional level. The study also found that the targeted CDC members from both rural and urban areas are also well informed of the concept of decentralisation policy. It was interestingly found that one CDC member from Rural areas had a broad understanding about the policy. According to his understanding regarding the policy was *“After independence, the system of decentralisation was slowly but surely introduced by the government aiming to ensure that communities and individuals at all levels are involved and empowered to make their own political and development and economical decisions. He further added that “in decentralisation system the society is therefore expected to be guided by the National goals in order to construct their own, make a list of activities to be undertaken in their respective communities and indicate how activities would be implemented”.*

However, the findings found that another two respondents from education middle management gave a different picture regarding their knowledge about decentralisation policy. One respondent stated clearly that *“The decentralisation policy is not well known and also not clear to all staff members in line ministries. Staff members need to be well informed on the policy”*. The above mentioned point of view was supported by one of the respondents that *“I don’t have any comment regarding decentralisation policy because I do not have it in my possession or even read it. Just hearsay”*. Another respondent from regional council also confirmed the above points by saying that *“there are some staff members not fully comfortable due to some uncertainties regarding the policy”*.

The analysis of the findings revealed that the general knowledge on the decentralisation policy found to be in relation with the definitions of various researchers mentioned in chapter two such as Rondinelli (1981; P.81), The World Bank (2001) and (UNESCO) (2005; P.13). Further analysis showed that the arguments point that the decentralisation policy is not well known and not clear to all staff members was further supported by one of the respondents from education middle management among the first nine (9) respondents who also mentioned that the decentralisation policy is too bureaucratic, while it is not the case. This revealed that there are still some confusions or little understanding regarding the decentralisation policy. This was underscored by the Samoff (1990; pp.523-524) as one of the disadvantages revealed was that when decentralisation is not understood and does not correspond with the interests of those who have to apply it, it implies that the decentralisation system is not implemented effectively. In this light, the study analysed it that those who are not aware about the decentralisation policy are likely

to be left behind regarding the development in the government as well as changes within the system. This was found not to be in favour of the view expressed by Rondinelli & Cheema (1993; P.122) that decentralisation is a relatively new way of thinking about government administration.

**Nevertheless, despite that, the study found that those respondents, who gave a different picture regarding their knowledge about decentralisation policy, also joined the rest of the respondents to support the implementation of the decentralisation policy that it is a good idea.**

#### **4.2.3 Perceptions of respondents regarding the implementation of decentralisation policy**

The respondents from the regional council stated their views on the decentralisation policy that it is an excellent policy and a good initiative from the government. They emphasised the need to implement it fully and monitor it. Nineteen respondents from education directorate (top and middle management members) also supported the views of the targeted regional council staff members and some indicated that they are happy about the initiatives from the government side.

The respondents were also asked to share their perceptions whether it is a good idea or not to implement the decentralisation policy in Namibia. It was found that sixteen of the respondents indicated “yes” that it is a good idea and they have elaborated their answers as presented below. For instance one of the respondents from education middle management went further that *“it is a good idea because it gives the people at the grassroots levels power to control and lead some crucial matters and solve them.*

*Furthermore, said that the mass group at the grassroots will contributing their inputs on a matters pertaining their development in their communities and also they can give advice to those in authority rather at regional or national level. According to the respondent, in doing so, this will enhance the work to be carried out smoothly".* In support of the above point, one respondent from education middle management also stated that *"It is easier to process any request or to attend to any enquiry within their jurisdiction".* One of the respondents from education middle management emphasized that *"decentralisation policy allows people to have a say on whatever they have planned for. For instance staff members at the regional level can make use of the budget planning in order to carried out their planned activities according to the initial plan and it is recommended by the management team".*

The above mentioned arguments was supported by a respondent from the education middle management *"the implementation of the decentralisation policy gives us the power to take decisions on allocated budget and an opportunity to monitor our expenditure in order to avoid overspending or under spending of our budget votes. Further the respondent said that currently, our junior staff members are also taking part in decision-making regarding financial matters especial during the preparation of the budget and review of the budget. Also it gives us the power to decide on what is needed in the region in terms of infrastructure".*

In that light, another respondent from education middle management also emphasized the issue of power given to regional people in the decentralisation system. He said *"decentralisation is the way to go in order to give people more power to take responsibilities for their own future, a sort of autonomy to govern themselves by given them more responsibilities through decentralisation. It should not be seen as just bring the government*

*closer to the people but it should be accompanied but certain powers to make their own decisions in line with the Namibian constitution”.*

**One of the education management members joined the above respondents and emphasized that “*the implementation of the decentralisation policy allows people at the regional level to access the fund easily and in so doing, services can be delivered at a very efficient and effective way. The respondent further referred to the utilization of the Regional Tender Board that this made things a bit easier and faster for the region in terms of construction of classrooms and renovation of school buildings.*”**

**Furthermore, another respondent from the education middle management stated that “*the decentralisation policy create awareness amongst people including staff members that will enable them to carried out their duties and responsibilities effectively and efficiently*”.**

**The researcher of this study found the above viewpoints in line with the arguments underscored by the World Bank (2005) under the debates around decentralisation system as mentioned earlier in Chapter Two. It was pointed out that decentralizing responsibility for education to a lower level government allows people at grassroots to hold officials strictly accountable for education and the upper tier strictly accountable for defence (World Bank, 2005; p.14). In addition, the analysis found that four respondents, two from education middle management and two from the Regional council joined others by elaborating in detail as why they think that that it is a good idea to implement the decentralisation policy in Namibia. One respondent from the education middle management said that the decentralisation policy provides an opportunity for people to have access to relevant information which concern them**

and this will enable them to participate in decision-making. In the same vein, other respondents from the Regional council supported the above viewpoint that although the decentralisation policy is more to bring services closer to the people, it also allows people at the grassroots to participate freely in the development of their communities as Namibia is a democratic society. This viewpoint was in line with the expression of one respondent from education middle management said that *“it will allow or create opportunity for people in the region’s voices to be heard”*.

In supporting the abovementioned viewpoints, a respondent from the Regional council briefly stated that *“decentralisation policy entails involving the people in the decision-making and in any development aspects at the regional level”*. One Constituency Councillor interviewed was also of the opinion that the decentralisation policy is a good initiative from the government side.

This is in the sense that community members participate freely and demonstrate their democratically right in decision-making. For him, *democracy is the key aspect in decentralisation system because people decide what is good for them and identify services they want for their communities”*. Meanwhile, during the interview one respondent from the regional council elaborated further by saying that *“the most important thing about the decentralisation policy is to improve public service provision across the country. Therefore if decentralisation is embraced by all, public service rendering will be enhanced to the benefits of the nation”*.

The analysis of the findings found the above mentioned viewpoints relevant and also in the favour of the advantages of decentralisation as mentioned earlier in Chapter Two. A decentralized structure is also needed to institutionalize mass participation. Such a

structure would be capable of facilitating the exchange of information and of channelling local needs and political demands from the local communities to the national government (Cheema & Rondinelli, 1983; pp.14-16). Furthermore, the argument of Marclure (1993) was also found to be in support of the Cheema & Rondinelli (1983) which says that decentralisation will lead to more appropriate responses to the particular needs and situations of different regions and groups. Marclure (1993) also stressed that by engaging active involvement of community and private sector groups in local schooling, decentralisation will generate more representativeness and equity in educational decision-making. This will result to fostering greater local commitment to public education (Marclure, 1993). The findings revealed that the positive responses of the targeted research participants demonstrated that decentralisation policy is welcomed by virtue of its principles and rationale.

**Very interesting findings revealed in this study was that there are three respondents who also indicated positively that it is a good idea to implement the decentralisation policy in Namibia. Their viewpoints were more on the decision-making regarding the financial matters.**

**The researcher of this study found** the above results in line with some of the key points such as the transfer of certain responsibility for decision-making and administration of public functions to the local government as stressed by the World Bank (2001) as mentioned earlier in Chapter Two. Further analysis of the findings revealed that other researchers such as Hallak and Poission (2006) De Villiers (2008) and Masuku (2010) also expressed their views on transparency and accountability in the decentralisation system as mentioned earlier in Chapter Two.

In Chapter Two it was stated that Hallak and Poission (2006; p.191) argued that decentralisation system should be clearly linked to transparency and accountability. The viewpoint expressed by De Villiers (2008; p.118) that local officials and the exercise of their office are demands for transparency, accountable responsibility towards citizens and constituencies and a ‘code of good conduct’ that should be made public in order to enable citizens to claim its implementation. This seems to be in line with the findings of this study.

Furthermore, this was also confirmed by the study conducted in Tanzania and Uganda by Masuku (2010) which revealed that most countries in Africa which implemented decentralisation policy proven to increased participation, transparency and accountability in decentralisation system, as indicated earlier in Chapter Two. In this sense, the analysis of this finding **therefore were found to be relevant because the transfer of power and certain functions to the regional level seems to make targeted respondents to be accountable to their responsibilities in order to achieve their planned activities within the given period.**

#### **4.2.4 Educational services before decentralisation policy**

The question regards their experience working in the MoE before the implementation of the decentralisation policy in terms of how service has been delivered. All respondents either from the regional council or education directorate emphasised that the system before the implementation of decentralisation policy was too bureaucratic because they had to wait for so long for approval before for any service can be delivered. According to the respondent from the regional council whose point of view was that “before *decentralisation policy was implemented, certain activities were not easy to be carried*

*out such as procurement of goods and services had to go through the Tender Board for approval and this took so long sometimes funds was surrendered to Treasury by the end of the financial year”. This was supported by other respondents from education middle management by saying that “it was disappointing because procurement of items needed at the regional level was cumbersome. We have to wait for months to get approval. We could not monitor the use of funds before the delegation phase. Everything was done at Head Office. As a result it was difficult to know the spending amount and balance on monthly basis”. While another respondent from education middle management had similar viewpoints as other respondents said that “in the past before the implementation of decentralisation policy decisions-making on financial matters was taken at the national level and region did not have much power to decide on their budget in relation to their need”.*

One respondent from education top management was also of the opinion that *“most of the items and services to be procured had to be approved by Head Office and that was really time-consuming. A submission has to be sent to the Permanent Secretary of Education for an approval before the funds could be released. Further emphasised that the services delivery was delay to reach people on the ground and the whole process hampered the progress of the region in many aspects”*. This was further supported by one of respondent from education middle management who said that *“the chain of command was too long. It really took too long before any function/activity was realised such as a submission had to be approved in order for a function/activity to be carried out. The payment of newly appointed teachers as well as Subsistence and Travelling allowance (S&T) of the staff members was a nightmare because it took quite some months”*.

However, the study found that one respondent from education middle management had a different opinion regarding his experience compared to the current situation and before the implementation of the decentralisation policy. According to him *“we had clear reporting lines. Everybody knew where and to whom to report. There was no uncertainty on who should do what. Everything was clear in the past. With the implementation of the decentralisation policy things (activities) at regional office are not clear any more”*.

The above findings revealed that all respondents from regional council and education directorate are aware of the key aspects that prevent or delay their activities to be carried out on time due to the bureaucracy of the system before the implementation of delegation phase. This revealed that they have noticed few changes and appreciate the new development in the system so far. The researcher found the views expressed by the respondents to be in line with Cheema & Rondinelli (1983) who summarised the advantages of decentralisation as indicated in Chapter Two which emphasize that decentralisation can become an effective way of overcoming the serious limitations of centrally controlled national planning.

#### **4.2.5 Provision of training on decentralisation system**

**Despite that all respondents have general knowledge on the decentralisation policy and their positive expressions towards the implementation of the policy. This study revealed that seventeen of the respondents from education middle management did not attend any training on decentralisation policy. However, they revealed that feedback was given during their staff general meeting and each staff members who attended the meeting was given a document on**

decentralisation policy to read in order to gain a better understanding of the policy. One respondent from education middle management revealed that he attended the information sharing meeting at circuit level and the main focus of meetings was on the process of secondment of certain functions of the education sector to the regional council. The facilitators highlighted only on the new job description and, thereafter, they were asked to sign an agreement that they are now officially seconded to the regional council.

Furthermore, the study found that rest of the respondents from education middle management got some relevant information about decentralisation in various ways such as on internet, media via local radio as well as by reading leaflets and through their professional studies. It was found that only two targeted research participants from education directorate (top and middle management) have attended the training on the decentralisation policy. The training was focused on the delegation phase and certain power to be transferred as well as decentralized functions to regional level. However, the one respondent from education middle management pointed out that *“there was confusion during the training and misinterpretation of the policy at the beginning of the implementation. Later in the process of the implementation things seem to be clear and understanding it a little bit. I still think a second training is recommended to equip many staff members at the regional level in order for everybody to get a clear understanding about the policy”*.

Meanwhile, another respondent from education top management described the training attended that it was not really helpful. He said that *“I attend a workshop on decentralisation and read some materials on the topic on my own. I still do not see that as training per se”*.

This study also revealed that the issues raised earlier by one respondent that *“decentralisation policy is not well known and also not clear to all staff members in the*

*line ministries. Staff members need to be well informed on the policy”.* It was confirmed by opinions of the two respondents who attended the training even though things became clear later in the process. However, the recommendation for the second training on decentralisation probably gives an indication that there might be many staff members who are still operating in the dark while the policy is in its implementation. **Meanwhile, four targeted research participants from the regional council have all attended the training. Those who attended the training either at national or international platform gave brief information that the training was helpful in a sense, that they could make a difference between authorities and powers at various government tiers such as central, regional and local level. One respondent had the opportunity to join the Namibian delegates who went to Germany on decentralisation study tour and the main focus was on the decentralisation process and its benefits.**

**In this light, a targeted Constituency Councillor interviewed revealed that he also has attended the training on the decentralisation policy at national level while CDC members interviewed did not attend any training apart from the meetings at regional level. It was revealed that Constituency Councillors thereafter gave feedback to the respective constituencies. This was confirmed by the CDC members who were interviewed.**

The findings revealed that only eight respondents among the twenty-six interviewed research participants have attended the training on the decentralisation. **It was also found that the meaningful feedback was provided by those who attended the training on decentralisation.**

Based on those findings, the researcher of this study realised the importance of capacity development in the decentralisation system as emphasised by various researchers in

Chapter Two. The responses and suggestions from those few respondents from education directorate as indicated in the last paragraph on the previous page need to be considered. In this regard, the researcher of this study concurred with Lopes & Theisoohn (2003) and De Grauwe (2009). Lopes & Theisoohn (2003) defined capacity development as the fundamental starting point for improving people's lives. While De Grauwe (2009) argued that capacity development is a process of change and this need to be valued. Also, the capacity of staff to commit and participate in a change process may at times be the greatest challenge when the working environment offers little motivation and when the public service seems too powerless in the severe development challenges. Therefore, the capacity adapts as vehicle to change environment and to be ready for the unforeseen as the key element in a profession (De Grauwe, 2009; pp.47-51). **In the same vein**, Cloete (2002) was also in favour of capacity development and argued that capacity for successful policy implementation needs to be created through smarter and more pragmatic policy implementation and more effective and efficient training staff.

This demonstrated that the education directorate in the Kavango Regional Council should realize the need to provide training to all staff members as those are the right people to implement the decentralisation policy and delivery of services. **The researcher of this study has a personal viewpoint that it is necessary to train all staff members at regional level because they are the custodians of the decentralisation policy. Training should be regarded as a key to unlock uncertainty especially when innovation is taking place in any organization.**

#### **4.2.6 Coordination of educational activities**

According to Hyden (1983; p.93) decentralisation can only be successful if the decentralized institutions are coordinated with higher levels and with one another. Also decentralized institutions need various kinds of support, depending on the circumstances. Furthermore, Hyden (1983) emphasized on the effective coordination that is conducive to the optimal utilization of resources; ineffective coordination causes duplication of effort and wastage of resources.

#### **4.2.6.1 Coordination of activities at education directorate**

There are various responses regarding the coordination, identification of educational needs and planning of the educational activities in the education directorate. Seven respondents from education middle management stated that the planning of the educational activities is an annual exercise in the directorate. It was found that the planning of educational activities is done separately in each division whereby staff members come together for planning purpose. Thereafter, the divisional heads come together to identify their needs and draw up annual work plan which is regarded as a working document that serves also as a guiding tool to the education directorate. One respondent from education middle management stressed that *“each divisional head calls on divisional meeting to identify our divisional needs and draw up their own plan of action to be followed within the academic and financial year”*. This was also confirmed by other respondents from education middle management that *“every year in November/December the divisional heads of PAD, Advisory Services and some selected staff members from HR, procurement section, finance section, adult education, libraries come together to identify their needs and plan their activities”*. This was supported by another respondent from education middle management that *“We have an annual*

*regional education work plan used as a guideline. This plan is being revised every year in November. The Year Plan is in line with Education and Training Sector for Improvement Programme (ETSIP) objectives”.*

During the interview one respondent from education middle management revealed that the staff members in the education directorate come together for a review meeting and then they draw up a final annual plan for the upcoming year. This was supported and confirmed by a respondent from top education management as well as one respondent from education middle management who were interviewed. *“A platform is created every year to review of what have achieved and not and then plan for the year ahead”.* During the interviews, the study also found that PAD in the education directorate plays a major role in coordinating the activities. One respondent from education top management further said that *“PAD is a lead unit that collects various plans from sections, subdivisions, and divisions and put them together in the annual plan”.* This is considered that planning starts right from the bottom-to-top. The respondent from education middle management further stated that *“identification of needs starts at school level via cluster, circuit level and finally reaches the regional management team. Clearly in this case it is a process involving different people at different levels”.*

**The findings revealed that only three respondents from the education middle management mentioned that schools do take part in the process of planning of the educational activities. They pointed out that the process of planning in the education directorate starts from circuit level (where school management team) then forwarded to the regional office and thereafter the education directorate share the planned activities with the regional council staff members. For instance, the respondent referred to the projections for constructions of**

classrooms, schools and renovations *“Activities are planned at schools level then forwarded to circuit level and then to regional office”*. The respondent further clarified that in terms of constructions of classrooms, schools and renovations of schools buildings, schools do indicate their needs in that regard and forward these needs to regional office via circuit offices. Then the regional office will prioritise the needs based on the budget. One respondent (school principal) had a different perception regarding the way educational activities are being planned in the education directorate. His viewpoint was that the involvement of school principals and teachers is minimal. He said *“activities are planned mainly by the regional managers because teachers and school principals are involved in planning in various circuits. The emphasise regarding the involvement of teachers and school principals is minimal. Thus, in most cases mismatch of activities are the order of the day”*. In the case of the identification of educational needs, the respondent stated that *“the trend is from Top-to-bottom approach with minimal participation of schools. For him, “the identification of needs suppose to be identified by the teachers and school principals than it will be harmonized by the Regional authority in order to compile one annual work plan in line with the National Development Plans (NDP) which is not the case”*.

#### 4.2.6.2 Coordination of activities between education directorate and regional council

The findings of the study are that the targeted respondents from Regional council reveal that the educational activities are planned without their involvement. This was confirmed and supported by other four respondents from education middle management. One respondent

from education middle management said *“the directorate of education plan its activities and present it to the Regional council to be included in the regional annual plan”*. Another respondent from education middle management also stated that *“educational activities are planned by the directorate of education as it was done in the past without inputs from Regional council”*. This was confirmed and supported by one respondent from education middle management that *“the only problem here is the planning of educational activities that is not done with the Kavango Regional Council staff members”*.

Based on the above mentioned points, the targeted research participants from education directorate were further asked whether educational activities are well coordinated between the Directorate of Education and Regional council Office. The findings revealed mixed perceptions among the respondents on this issue. Eleven of the respondents from education middle management pointed out the activities are not well coordinated, while five of the respondents from education middle management found it difficult to state their opinions because they are not sure how to describe the current situation. Only three respondents (one from education top and two from middle management) said “yes” that educational activities are well coordinated.

The findings revealed that the targeted respondents from the regional council admit that activities are not well coordinated. *“We are not properly provided with the directorate plan of activities”*. One respondent from regional council also confirmed that *“education directorate is responsible for planning of all academic affairs which is in compliance with decentralisation and regional council (PAD) only partly involved infrastructure”*.

The above responses were confirmed by the two respondents from education middle management that *“there is lack of coordination between the Directorate of Education and*

*Regional Council Office because there are some top level managers at Kavango Regional Council that lack more understanding about the way education operates". In the same line, another respondent from education middle management supported the above opinions and said that "there is no clear guidance on how activities should be coordinated. Staff members are still operating in the darkness". This was confirmed by another respondent from Regional council as quoted "there are some staff members supposed to report to their delegated supervisors at regional council who are still reporting to their supervisors at education directorate. This is hampering the coordination".*

Furthermore, interesting perceptions found in this study regarding the coordination of education activities between education directorate and regional council were about the issue of lack of coordination mechanisms and no linkages between the two offices. It was also revealed by one respondent from education middle management that *"I personally do not see any apparent coordinating mechanisms. When the implementation of the decentralisation policy took off the ground, a strong emphasis on the coordination of plans was made but as days unfold, the emphasis is fading away as the expected. The coordination of activities is not visible. There is no strict monitoring and evaluation to that effect".*

Furthermore, another respondent from education middle management during the interview stated that *"there is no linkage with regional council activities. We do not plan with them and we do not even know their activities. Sometimes education staff members are asked to participate in stock taking but the work plan of the regional council we do not it".* In addition, one respondent also joined other respondents and said that *"the regional council are too busy with their own activities and at times delay the implementation of the activities of education directorate".* Another respondent from education directorate also pointed out that *"The*

*regional council is only involved in budgeting and major activities of education are presented to the regional council for approval”.*

**Another different perception was revealed during the interviews regarding the coordination of activities between the directorate of education and regional council office. Two of the respondents from education middle management found it difficult to condition themselves because they had different opinions on this question. One respondent said that “it is difficult to tell because planning of educational activities is done by us staff members of education, while the monitoring is done by the regional council. From my observation there is a meeting on every Monday whereby our Director report to the regional council”. Another respondent from education directorate also revealed that “there is little or no coordination of activities between the education directorate and regional council at the moment. He further pointed out that “however, some sections of the education directorate do submit weekly programs to the regional council”. Meanwhile another respondent from the perception of school principal stated that “I am honestly confused in differentiating who is coordinating what since certain function of education sector were delegated to regional council”.**

**However, the finding revealed that only three respondents admitted that educational activities are well coordinated between the two offices. Meanwhile, they only referred to the meetings and feedback on educational matters between the education and regional council. For instance, a targeted respondent from the regional council said in his viewpoints that “the activities are well coordinated such as annual stock taking, transport committee meeting, Regional Economizing committee**

*meeting are all conducted jointly, and Regional Tender Board is attended ministries representatives”.*

The targeted Constituency Councillor and CDC members were also asked to share their viewpoints regarding the coordination of education activities in the region. From their viewpoints, they said that there are two ways of identifying the educational needs in the region and are performed by different structures. According to one of the longest served CDC member in rural area, *“First structure is done at the village level via VDC to the CDC. Secondly, needs are identified by school representative (normally school principals via Circuit Management Committee than to forward it to the regional office through Inspector of Education. It is important to note that the two abovementioned structures are in most cases operating in parallel. There is no direct link between them”.* Another long served CDC member from urban area also supported the two different structures in terms of identifying the educational needs. He said that *“firstly, the school management and school board identifies the needs and list them. The CDC under the leadership of Constituency Councillor has scheduled programs to visit schools once in a school term. During this school visits, educational needs are submitted to them and will be forwarded to regional council and other relevant office in education”.*

The research participants from education directorate and regional council were also asked to share their experiences regarding the flow of information to reach schools. It was confirmed by all respondents that it goes via structures in place such as from regional office to circuit offices (headed by Inspectors of Education) to cluster centres and finally to schools and vice-versa. This is done through various methods of communications such as correspondences, memos, circulars, school visits, parents/community meetings, teacher conferences and

sometimes through joint constituencies visit conducted by the Regional council together with education representatives.

The analysis of the findings revealed that staff members of education directorate are participating in the planning of the educational activities. It was also revealed that each section, subdivision and division do plan their activities before they would forward them to PAD division to compile the regional annual work plan. This demonstrated that educational activities are well coordinated within the directorate.

Another interesting issue found in this study was about the minimal involvement of teachers and school principals in the planning of educational activities. This is a concern as the last respondent from the education directorate pointed out that the minimal involvement of teachers and school principals seems to be regarded as a mismatch of activities and resulted as the order of the day. The interpretation of the perception of the respondent is that the schools are instructed to do what has already been decided / planned at the regional office. Similarly, the finding further revealed that the staff members of the Regional council do not participate in the planning of the educational activities but they are informed of what has been planned and thus incorporate it into the regional work plan.

Furthermore, the analysis of findings revealed that none of the respondents has mentioned the involvement of the community members in the planning of the educational activities either informing the communities about the yearly plan. The analysis demonstrated that education directorate is coordinating their activities well; however, there seems to be lack or gap of coordination of educational activities between schools, communities and regional council. As it was illustrated by one

respondent that *“due to time constraints section heads identify educational activities and present it during the review workshop”*.

**A study conducted by** Marclure (1993) emphasised that the decentralisation of planning and programming as mentioned in Chapter Two. Marclure (1993) argued that the decentralisation of planning and programming will result in improved service delivery by enabling local authorities to perform tasks for which they are better equipped. Furthermore, Marclure states that since mass education has placed an inordinate strain on state resources, then decentralisation will improve economy of scale. **The researcher of this study felt the necessity for planning process of educational activities** to be harmonized in order to improve problem identification, policy programme designs, policy implementation strategies and policy outcomes as mentioned by De Villiers (2008).

**On the issue of coordination, the findings revealed that only three respondents admitted that educational activities are well coordinated between the education directorate and regional council by referring to the meetings and feedback on educational matters between. The findings of this study also found that the overall supervisor of the education directorate is a member of the Regional Council Management Committee and they do meet every Monday to brief each other on the weekly monitoring of activities and to discuss various matters affecting the region. Also, the findings further revealed that only four targeted respondents from the education directorate are aware about the referred meetings which are conducted every Monday.**

**Effective coordination was emphasized by various researchers and proven to be successful in the decentralisation system as indicated earlier in Chapter Two. As Kotze (2011) pointed out that coordination in decentralisation system should be optimized rather than maximized, it should be applied when it is necessary; it should not be wasteful of resources and should contribute to normal work processes rather than interfere with them. The expression of Kotze (2011) and responses from some respondents was found to be in line with De Grauwe (2001) who argued that when coordination of services is weak and the supervisors do not always show a positive attitude, it results that staff members may feel that they are disregarded which leads to their reports and recommendations suffering (De Grauwe, 2001; p.138).**

**Finally, the researcher of this study realized that the two key aspects of planning and coordination of activities are the two key aspects that move into one direction. Therefore, the analysis of the findings raised a great concern regarding the planning and coordination of education activities between the two offices. The way educational activities being coordinated, planned and monitored are found to be worrisome and serious matters that need to be addressed. In the sense, that regional council is not involved while the certain functions of education are delegated to regional council. This can be addressed jointly by regional council and education directorate.**

**Also, this study found a need for staff members, as implementers of decentralisation policy, should be well informed regarding any development in the system. In this light, the expression of De Villiers (2008) is further found to be relevant as mentioned earlier in Chapter Two. As pointed out efforts should be made to harmonize systems,**

structures and conditions of service in order to reduce unjustifiable disparities, duplication and lack of interoperability between institutions, as well as to promote integration and coordination for improved service delivery.

#### **4.2.7 Community participation in education activities**

**Community participation in educational activities and identifying needs was also discussed during various interviews. This aspect was looked at in three angles such as respondents from education, regional council and CDC members including Constituency Councillors. Mixed feelings regarding the issues came out.**

**The findings of the study revealed that eleven out of twenty-six targeted respondents were of the opinions that people at grassroots are participating in the decision-making regarding educational matters. They have mentioned various platforms where people at the grassroots are participating in decision-making such as Education Forum meetings whereby all stakeholders (traditional authority, disabled people, youths, business people, politicians, private schools etc) are represented including during parents/community meetings, teacher conferences, and school board meetings. It was further pointed out that those members of the Education Forum conduct circuit meetings to meet with teachers and parents.**

**However, three of the targeted respondents from education middle management had different opinions regarding participation of the people at grassroots in decision-making. One respondent said that school board members do not take part in decisions made by the schools**

rather than just being informed of what has already been decided by the school management. The respondent was quoted as *“school board members are only used as rubberstamp in some educational issues”*. Meanwhile one respondent stated her opinion by saying that *“in principle yes, people at grassroots do participating but practically not really. Stakeholders give their views or suggestions but these views or suggestions do not always translate in finally decisions as decisions are more policy driven”*. Meanwhile another respondent from education middle management stated that he was not sure whether the community members had their participation.

Two of the targeted respondents from the regional council were of the same opinion that people at grassroots are not participating in decision-making regarding educational matters. One respondent stated that *“the proper implementation of decentralisation process is not implemented fully by education”*. Meanwhile another respondent from the regional council stated clearly that he does not know the community participation in academic affairs. In the case of infrastructure he said *“the grassroots do not participate in decision-making regarding where schools/classrooms are to be constructed”*.

From the perceptions of the targeted Constituency Councillor and CDC members interviewed it was pointed out the participation is not really to a great extent as expected, but community members do participate only in certain matters basically which concern their communities. The targeted Constituency Councillor pointed out that community members are more involved in the establishment of schools in their communities. This is actually happening when the need for establishing of a school arises and the Inspector of Education is sometimes invited to explain the procedures on establishment of schools. He said as quoted *“Community members via VDC will identify such a need than will forward it to CDC than to RDCC and then*

*the Coordination Management Committee (CMC) will discuss it and recommend to full council. Resolutions are taken in the CMC and it becomes directives to instruct the education directorate to implement. The Director of Education is a member of CMC”.*

Furthermore, during the interview, the targeted Constituency Councillor highlighted matters whereby the community members are fully involved. In the process of establishment of school in a certain community, *“people do decide on a piece of land where the school can be established, this is done in full consultations of all community members via VDC meetings to Regional council via CDC”.* Meanwhile on the appointment of teacher or school principal, community members are not really involved. In most cases, once the school is approved to be established in a certain community, the MoE will employ a teacher and bring the teacher to that specific community, then the VDC members will be informed and welcome him/her.

Two long served CDC members from both rural and urban constituency confirmed also that people at grassroots are not fully participating in the decision-making regarding educational matters. Targeted CDC member respondent from the urban area stated that *“it is a 50% involvement and 50% they remain observers in decision-making”.* In the light of the above opinion, another respondent (CDC member) from the rural area also felt that *“people are given power to participating but it is not fully utilized. One reason could be that most people at grassroots are not aware of their democratically rights to participate in decision-making.* He also confirmed what the Constituency Councillor has mentioned regarding the meetings as village level at the first stage to identify needs then the chairperson of VDC will thereafter present it during the CDC meeting.

According to CDC members and Constituency interviewed, in the CDC meetings priorities are done and forward the list of projects to the RDCC via the office of the Constituency Councillor.

The Constituency Councillor interviewed confirmed that educational needs are also identified at constituency level given an example of construction of schools. For instance, *“for educational needs in terms of construction of schools, it is always tabled and discussed at regional council management. The idea is for the regional council management team to prioritise the proposal of list of projects of various constituencies and agree on which project to be covered within a given financial year”*.

#### 4.2.7.1 Direct participation of the Constituency Councillor and CDC members

During the interview, the Constituency Councillor and CDC members were asked to explain briefly how they are involved directly in the implementation of the educational activities. The study found that the Constituency Councillor and CDC members interviewed are participating directly in the implementation of educational activities in a different form. The Targeted Constituency Councillor said that their professional experiences of Constituency Councillors in general of being former teachers and constructors are helping them a lot in this regard. For instance, *“when I do visit any construction site as Councillor, I am able to identify any problems account on the site. Given a practical example of one construction of a school project in the region, the project was completed and fully paid. Upon arrival of the Constituency Councillor on the site, it was found that the building was not up to standard meaning unsatisfactory service was rendered. The regional council demanded explanation from the education directorate and the Builder and thereafter, the recommendation was to re-build”*.

In the same light, the urban CDC member is actively involved because he serves as a school board member. As a result, he also sometimes addresses learners in a capacity as a school board member, attending motivational events such as prize giving ceremonies, disciplinary hearings etc. Also he visits schools as a CDC

member under the leadership of the Constituency Councillor. A CDC member from the rural area felt strongly that he also participates fully in the implementation of educational activities by representing the voice of people who selected him to serve in the CDC. *“By acting as a voice of the voiceless people. For instance, “there are some people in our communities who have good ideas but do not know the procedures to register their ideas to relevant authorities”.*

The findings regarding the participation of the people at grassroots seem to be a concern and an issue that need to be relooked. The study revealed contradicting responses regarding the participation of the community members in the educational matters. The concern is what types of educational matters are involved in decision-making and to what extent their views and suggestions are being accommodated. Furthermore, it is also necessary to think of whether the people at grassroots do understand the education policies which may help them to contribute in order to make a sound decision. If such information is lacking among the people at grassroots then their participation in decision-making is not valuable. In this sense the researcher of this study found the argument of Töttemeyer (2011) to be meaningful. Töttemeyer (2011) expressed his viewpoint during the National Education Conference as quoted *“in Namibia, decentralised education can only be successful when it is related to the needs, desires and expectations of the community. Trust and confidence building which is based on honesty and ethics have to be considered as a successful result of the decentralised education. He was also emphasized the issue of increase self-esteem and self-assurance as well as it must contribute to dignity”.*

#### **4.2.8 Reporting system in the delegation phase**

This section presents and analyses the findings on the reporting system in the region during the delegation phase. Different perceptions regarding the reporting system were revealed. The study found that the channel of reporting system of the staff members from middle management within the education directorate did not change. This means that the reporting system remains the same within the education directorate as it used to be before the implementation of the delegation phase. As a result, the respondents from education directorate stated that they do not experience any problems as they are still reporting to their immediate supervisors as it use to be done before the delegation phase.

It was realised that the reporting system to the regional council seems to be a serious problem to some divisions and sections in the directorate of education. One respondent from the education middle management shared his current experience in terms of the reporting system that he is currently reporting to three offices *“I am reporting to the Director of Education and when it comes to weekly programme of activities, I am then reporting to either Chief Human Resource Practitioner or Director of Finance, Administration and Human Resource”*. Based on such experience, he stated clearly that *“the reporting system is not clear because the decentralisation is not fully implemented”*.

It was further found that the four targeted respondents from the regional council perceived the reporting system in the delegation phase as a dual reporting system from the side of the education directorate. It was illustrated that the education directorate is reporting to two offices. For instance, the Director of Education is reporting to Chief Regional Officer and to the Permanent Secretary of Education while the Chief Regional Officer reports only to the council. According to the respondent from the regional council the dual reporting system is resulting in the

tendency that the education directorate forgets to report to the Mother Ministry (MRLGH). This was confirmed by another two respondents from the regional council that there are still staff members such as PAD Division and others reporting to the Director of Education instead of to their new supervisors in the regional council as per delegation functions framework.

The current reporting system was also stated during the interview with one respondent from education middle management who was also of the opinion that the reporting channel in the delegation phase is not clear to them. For instance, *“PAD division in education directorate, the Senior Education Planner issue fall under Chief Regional Officer. Meanwhile Development Planners at regional council report to Deputy Director of Planning”*.

Another issue raised by the respondents was about lack of access to relevant information during the delegation phase. There were different perceptions that the middle management members in the education directorate sometimes find it difficult to receive relevant information from their immediate supervisors, especially important matters which are discussed in the management meetings. One of those respondents from the education middle management was of the opinion that if all of them are to be well informed regarding the crucial matters, this may help them to be on par as far as information sharing is concerned. This was supported by another respondent from education middle management who stated that *“current reporting system we are sometimes not given feedback of what you have required from section which you are not directly involved. Information flow slowly in many cases and nothing been done”*. Meanwhile another respondent from education middle

management was also of the opinion that effective communication and an open door policy is lacking in the region. This was mentioned by one respondent from the education middle management during the interview that there is a lack of platform for the staff members to register their grievances to the management members of the regional council.

Other opinions found regarding the current reporting system was based on those who are in power and authority to implement the decisions. According the respondent from the education middle management this is regarded as a stumbling block which slows the process. He said that *“the issue of power and authority is honoured and seems it leads to a slow of the implementation and decision-making”*.

The analysis of the findings revealed that the current reporting system and flow of information seems to be a problematic one. As one respondent from the education middle management pointed out that before the implementation of the decentralisation policy the reporting system was clear but in the current situation it is not clear. The analysis of the findings found that the viewpoints of the last two respondents seems to be relevant in relation to what other respondents have mentioned earlier regarding their perceptions towards the way educational activities are coordinated during the delegation phase in the region. The issue of power and authority was revealed in the study conducted in Zimbabwe on school principals’ experience of the decentralisation policy. It was revealed that the conflict issue of who has what power and who is responsible for what characterized many education systems. It was further revealed that there was a delay in service delivery. As a result those officials at lower levels are stuck and unable to operate (Masuku, 2010; p.137).

#### 4.2.9 Responsibilities of staff members in the delegation phase

The respondents were asked to share their views whether staff members under their supervision know their responsibilities or not. The study found that the staff members under their supervision of those respondents heading directorates, divisions or sections know their responsibilities. One targeted respondent from the regional council stated clearly that *“before the implementation of the decentralized functions in April 2010, all staff members from both directorate of education and regional council were invited to a meeting to inform and explain them how the decentralisation functions such as HR, Finance and Administration, etc will be handled”*. He further said that monthly reports are in place as one of the measurements as proof that they know their responsibilities. One respondent from education middle management stated that staff members under his supervision are aware of their responsibilities because the implementation of decentralisation policy did not change any responsibilities.

However, during the interviews two of the targeted respondents differ with other respondents in this regard. They said that their staff members do not their know responsibilities in the delegation phase. One respondent pointed out that *“there is a need to train staff members on certain functions, programmes they are monitoring because not all of them have attended training or meetings”*. Her opinion was that this affects their performance. As mentioned earlier in this chapter that capacity development is the key in carrying out activities in any organization. Töttemeyer (2011) stressed it that *“decentralized education and knowledge dissemination can only be successful if the MoE has at its disposal adequately trained professional and knowledgeable personnel, fully qualified in*

*planning and acquainted with the newest developments in the educational sector at international level”.*

**The analysis of the findings revealed different perceptions of respondents regarding the responsibilities carried out by the staff members under their supervision. Interestingly, findings revealed were that their responsibilities did not change and staff members under their supervision know what to do. This demonstrated that continuing carrying out their responsibilities as they used to do in the past.**

#### **4.2.10 The perception of respondents on service delivery**

**This section discusses the perceptions of the research participants on how education services are delivered to all stakeholders and the entire region.** Various researchers such as Elhiraika (2007), Lwendo & Sazita (2011), World Bank (2005), Winkler (2007), Govinda (1997) and De Villiers (2008) all emphasised the services delivery in a decentralisation system. In many cases those various researchers link the decentralisation and service delivery to accountability.

Varied responses were found regarding the way educational services are delivered in the region. From the point of view of the education directorate, two targeted respondents from the education directorate were positive regarding the way educational services are delivered. One Respondent from the education middle management said that *“the decentralised structure (cluster system) plays a critical role in the delivery of education in the region. It starts at the regional level goes down to circuits, cluster and school level.*

*This is quite an effective way of delivering services*". This was confirmed by one of the respondent **from the education middle management** that *"the delivery of educational services still remains the same"*. In the case of infrastructure, one respondent from the regional council also joined the above two others and said that *"Regional Tender Board meetings are taking place at fast pace instead of sending the submission to the National Tender Board"*.

One of the respondents from the regional council was of the opinion that education services are not delivered to all stakeholders and entire region. He elaborated by saying that not all community members do attend meetings or have access to radio. For instance, every year in September, parents are reminded to register their children in grade 1, in many cases it does not materialised in rural areas. *"At this stage the service delivery to all stakeholders is not satisfactory. It does not meet the expectations of the community participatory when to comes to quality delivery of education. Many learners at primary level are unable to read and write"*. During the interview one targeted respondent **from education middle management** differed from other respondents in the ways services are delivered in the region. Her opinion was that *"Education services are delivered through individuals depending on the certain functions entrusted to carry out within the scope of our practices/responsibilities"*.

**The research participants were also asked whether educational activities are carried out smoothly and delivered on time. The findings revealed mixed views on this question. During the interview, it was found that only four respondents said "yes" that the educational activities are carried out smoothly and delivered on time while the rest of the respondents differed. The analysis of the findings revealed that there was some acknowledgement of**

notable improvement of certain activities which are delivered on time according to those three respondents. Basically, they referred to the processing of procurement of items and monitoring of funds. For instance, one respondent from regional council stated that *“the transfer of funds to the Kavango Regional Council, payments are done on time, meaning all educational materials such as textbooks and furniture are being supplied on time to schools and also suppliers are paid on time”*.

However, thirteen respondents stated that the decentralized functions are not running smoothly. They referred to delays being still experienced in delivering services specifically to schools. They also referred to a delay in purchasing school materials or equipment, overspending on certain budget votes which prevent some staff members not to carry out their planned activities. A respondent from the education middle management pointed out that decentralized functions are not running smoothly due to lack of proper guidelines on the implementation of the policy and reporting lines”. One respondent from education directorate said that *“there is a delay in some aspects such as approving of purchasing of school materials or equipment. Regional council staff members are too busy with their own activities and at times this delay the implementation of the education directorate”*.

This was confirmed by another respondent from the education middle management who said that *“there are still so many obstacles along the way. Materials (order materials) that would enhance the facilitation of some activities are not received on time. Approval of requisitions and submissions take a time. The issues of delivery services are not always realized”*. This was further substantiated by another different respondent from education that *“sometimes a delay occurs when staff members at regional council who are responsible for approval of submissions are out of the region. This is hindering the smooth implementation as*

*planned*". From the perspective of school principals, one targeted respondent joined others and gave a practical example. As quoted *"In 2011, teaching and learning materials which were ordered in 2010 arrived 2-3 months after the school re-opened. Furthermore, at this moment, the schools have closed already and necessary teaching and learning materials which were ordered for 2012 academic year are not yet delivered at schools"*.

Meanwhile one respondent from the education middle management also stressed the issue of negligence as the main cause of educational activities not delivered on time. He pointed out that educational activities are not carried out smoothly and delivered service not even on time. *"This is happening due to negligence of some staff members who are not attending to their daily activities"*. One respondent from the regional council also confirmed that *"decentralisation functions are running smoothly as they still experiencing problem in reporting lines and loyalty"*.

Given evidence above, the respondents had mixed viewpoints on the question whether the decentralisation policy is effective in terms of service delivery in the region. Ten respondents were of the opinion that the decentralisation policy is effective in service delivery in terms of processing financial matters only which is done on time as well as monitoring of funds. While other respondents from regional council referred to decision-making which is taken at regional level and this accelerates processing many issues.

During the interview, however another nine respondents differed with other research participants that the decentralisation policy is not effective in terms of service delivery so far. They felt that the effectiveness of service delivery in

decentralisation system would be realised unless supervisors at all levels, ensure that every staff members carries out his/her duty on time.

The issue of school visits towards the end of year, lack of follow-up visits and lack of feedback on educational matters, lack of monitoring and evaluation of activities, etc were emphasized. From the viewpoint of school principals, one respondent from the education middle management gave an example and said *“very few school visits were conducted. Immediate follow-up and feedback is still a problem”*. Meanwhile one respondent from the education middle management was of the opinion that the decentralisation policy is not completely effective. She said *“there is no measuring mechanism that goes to the extent of monitoring and evaluation of activities, measure the effectiveness of services delivery not known. Activities are not closely monitored to establish the relevance and effectiveness of work being performed”*. Another respondent from the education middle management pointed out as quoted that *“the implementation of decentralisation is still a challenge because nobody including the mother ministry (MRLGH) is able to give clear guidelines”*.

Another interesting point raised by other respondents from the education middle management was once again the need for training to be provided. They felt strongly that service delivery in a decentralisation system would be effective if all staff members would be trained. He said *“it could be better to train us on the decentralisation policy to know what is expected from each staff members”*. While one respondent from regional council felt that *“the decentralisation policy is still at infant stage”*. He believes that the process will be improved and the intended purpose of the decentralisation policy will be realized if training is conducted.

Finally, the respondents from the education middle management felt that the above mentioned hiccups need to be improved. However, they have recommended for the processing of financial matters on time. One respondent from the education middle management also referred to the appointment of temporary teachers which is now approved by the Chief Regional Officer while in the past this was approved by the Permanent Secretary of the Education. This was also recommended as something that has been improved so far. One interesting issue raised also by one respondent from the education middle management was about cooperation and teamwork as the key to improve service delivery in the region. He said that *“to improve service delivery a momentum of cooperation and teamwork is needed and done in proper manner”*. He elaborated by saying that *“let everyone do his/her designated duty effectively instead of telling others to carry out their duties while yours is not attended to”*.

In this light, the Constituency Councillor and CDC members also shared their experiences on how they are contributing to the delivery of educational services. From the point of view of Councillors, they are assigned a political leader and as liaison person between the line ministries and regional council. According to him, *“Being a Liaison person meaning that whenever educational matters arise, Constituency Councillors have to take it up the matters to education office via Inspector of Education who has an office in each constituencies. Inspector of Education is a member of CDC and he/she is well informed and involved in educational matters at constituency level. Inspector of Education is accountable to explain if there are something (educational matters) not going well. For instance, school dropout of learners due to unable to pay school development fees”*. The

**targeted Constituency Councillor gave an example from his constituency, that there are certain ways of solving educational matters in place such as principal meetings are conducted to discuss matters pertaining to education and come up with better solutions. In addition, the Constituency Councillor added that “*schools are identified which have to be visited by the CDC and address teachers and learners*”. Other two CDC members interviewed also mentioned that the community meetings are the only way they are aware of which community members use to contribute to the delivery of education services.**

The analysis of findings revealed that the delivery of education services is done through various ways such as community meetings, correspondences to schools, face-to-face visits and local radio. Also educational services are delivered by using various structures in place such as from regional office to circuit to cluster centres and reach all schools and vice-versa.

**Furthermore, it was also revealed that handling and processing of financial matters has improved during the delegation phase in the region. Meanwhile the services delivery to schools found to be a concern in the region. An analysis also found mixed feelings regarding the approval of purchasing of goods and services. The above mentioned findings were linked to the points mentioned by the respondents that financial matters are processed on time, while there is a delay in delivery of goods and services to schools. It seems that there are certain offices that are carrying out their duties on time while work is piling in some offices. The findings further revealed that planning of activities seems to be done properly but the issue of carrying it out according to plans either weekly or monthly raised a serious concern.**

**Another issue that needs to be addressed is about the reporting of activities carried out on certain periods which were found to be minimal. This was also found to be a serious concern. The analysis of findings further revealed that there seems to be a lack of monitoring and evaluation of educational activities. Monitoring and evaluation of activities and accountability need to be emphasized and addressed in this region.**

**In Chapter Two, monitoring and evaluation as well effective feedback was one of the key points emphasized by various researchers such as the World Bank (2005) and Johnson (2001) as Cited in Lwendo & Sazita (2011). The World Bank (2005; p.12) expressed the viewpoint that decentralisation improves outcomes to the extent that physical proximity increases people information, participation and monitoring of performance and to the extent of narrowing the scope of responsibilities of each tier of government decision-makers reduce their ability to shirk on some responsibilities by performing better on others. In the same context, Johnson (2001; pp.13-15) as Cited in Lwendo & Sazita (2011) also argued that decentralized component involves a change from the centralized bottom-up system. The new system sees planning as a political-technical dialogue and process community participation, inter-sectoral, and inter-disciplinary collaboration are integral part of the process and it involves continuous monitoring and evaluation of implementation to provide effective feedback.**

**Accountability is another issue that can be considered and needs to be addressed at all levels in the region. As mentioned earlier in Chapter Two, the argument of Elhiraika (2007) needs to be considered in a decentralisation system. Elhiraika (2007; p.22) argued that decentralisation leads to greater accountability and increases prospects**

that services would reach targeted groups. One of the essential purposes of decentralisation is to improve provision of public service delivery. In support of above argument, researchers such as Lwendo & Sazita (2011; p.81) also emphasized that decentralisation improves the capacity of regional and local government councils to plan, implement, monitor and manage delivery of services for their constituencies. However, the World Bank (2005; pp.10-11) also pointed out that decentralized service delivery is difficult when sub-national governments lack skills and institutional capacity. It also points out that misalignment between the structure of the government bureaucracy and the assignment of service responsibilities to different tiers confuses incentives, weakens accountability for service delivery and creates conflicts of interest instead of checks and balances.

#### **4.2.11 Mechanisms to improve service delivery**

**Various responses were gathered regarding the mechanisms put in place in the region to improve service delivery. It was found that members of staff who serve in the management committee know the mechanism in place. They have referred to school visits conducted by the Regional Education Management team, support programmes to train Advisory Teachers in order to render quality service to schools, providing reports on completion of activities or projects, review of annual work plan meetings to establish what activities have been achieved or not, and also to identify the shortcomings as well as economizing committee. The weekly monitoring of activities was also mentioned as a mechanism in place. One respondent from top management (education) said that *“we embarked upon weekly monitoring to make sure that planned activities are carried out”*.**

An interesting point realized is that only three targeted respondents from the education middle management have the know-how of the mechanism put in place to improve the service delivery in the region. They also mentioned about weekly plan of activities, reporting weekly or monthly and review of activities and then joint planning exercise which is done within the education directorate. One respondent from the education middle management supported the above responses by saying *“the weekly reporting is based on planned activities and it indicates what have been carried out and whether achieved or not and the reasons for not achieving the activities and thereafter a review and actions have to be taken”*. During the interview, another respondent from education middle management highlighted on the joint efforts of staff members from the regional education office and regional council which they embarked upon to help schools in improving learners’ results in the region. From the point of view of school principals, he further acknowledged the issue of support programme rendered to newly appointed school managers such as school principals and head of departments, etc.

Apart from the above mentioned findings, the study found that the rest of the respondents responded that they are not aware of any mechanisms put in place to improve service delivery in the region. Based on that, targeted respondents had different viewpoints. They felt that decentralized functions are not running smoothly in the region because there are still many issues which need to be polished. He said that *“The reporting lines of planners needs to be iron out”*. One respondent from education middle management also was of the opinion that decentralized functions are not running smoothly because of lack of better understanding of the

policy itself. She said that *“Many staff members do not yet know more about decentralisation policy and its benefits. For decentralized functions to run smoothly staff members need to know more how it works and to have a better understanding of it benefits”*. This was already mentioned earlier by other respondents.

Another issue found in this study was about the good thing (working well) they have noticed during the delegation phase in the region. All the targeted respondents were of the opinion that the financial matters are going well and delays have been minimized as mentioned earlier. Five respondents from education middle management and regional council added that they have noticed an improvement in working relationship, teamwork, closed collaboration, consultations and sharing of information between education directorate and regional council at management level.

The analysis of the findings showed a great concern to realize that some staff members still do not know mechanisms put in place to improve the service delivery. The school visits and weekly planning or reporting seems to be regarded as routine exercises of the education directorate which have been practiced before the implementation of decentralisation policy. The findings further revealed that education directorate is continuing to carry out its activities and no changes came on board due to implementation of decentralisation policy. Researchers such as Cheema & Rondinelli (1983) illustrated the advantages of decentralisation system by emphasising on flexibility, innovation and creativity.

According to Cheema & Rondinelli (1983; pp.14-16) decentralisation can give rise to a more flexible, innovative and creative administrative system. Local administrative units can accordingly have more freedom to test innovative action and experiment with it in selected areas, without jeopardizing national objectives. Therefore, the findings of this study revealed that flexibility, innovation and creativity seem to be lacking during the delegation phase. This may result that people may not realize any changes in the system and also some staff members may turn to not support the policy fully. This concern was linked to the factors that affect decentralisation policy negatively as mentioned by various researchers such as Rondinelli et al. (1983), Tordoff (1994; p.555), Acheampong (1995). There are some factors that affect decentralisation negatively in African countries. For instance, Rondinelli et al. (1983; pp.57, 62), expressed their viewpoints that attitudes and behavioural patterns of local officials, leaders and populations at large may be decisive for the success of decentralisation, although it is difficult to provide for these factors in organization design. This was to be a lesson learnt in this study.

#### **4.2.12 The perceptions on the contributing factors impacting the effectiveness of service delivery**

This section discusses the perceptions of research participants regarding the contributing factors impacting the effectiveness of service delivery and challenges observed since the implementation of decentralisation policy in the region. During the discussions, the targeted respondents had different viewpoints on this issue. The following issues were pinpointed as the main contributing factors and major challenges that impact the effectiveness of service delivery in the region. Issues as such as functions are not yet decentralized, better performance, insufficient funds, shortage of transport, monitoring of

planning activities, unavailability of regional council staff members as well as involvement of stakeholders to executing their functions were pinpointed.

In addition, other issues such as lack of clear guidelines on decentralisation, commitment from central government, planning process, overlap in terms of reporting system, lack of HR, time management, lack of coordination of activities, no follow-up trainings, misunderstanding of educational issues, resistance to change, etc were also highlighted as contributing factors as well as challenges observed since decentralisation policy was implemented.

One respondent from education middle management pointed out that “*functions that are not yet decentralized such as construction of schools and major renovations impacting the effectiveness of service delivery*”. From her point of view, she felt that there no clear guidelines on decentralisation were provided and staff members were not trained and this is considered as the most challenge. The issue of training was once found to be the essential point during the interviews because one respondent from education middle management also expressed himself in the same line. He said that “*the key aspect at the moment is the noble understanding of stakeholders involved in the implementation and executing the decentralisation policy*”. He further elaborated that every staff member must be dedicated, cooperative and work as a team to deliver service in decentralisation system. Another respondent from regional council suggested that training and workshops are needed to sensitize stakeholders on the aim/objectives of the decentralisation. The issue of lack of understanding of decentralisation policy was confirmed by one respondent from Regional council.

In the same line, one respondent from education management felt that *“in my view, the effectiveness of service delivery should be translated into better performance of the region”*. He further said that *“communication need to be improved and it should be the order of the day, then we can talk about effectiveness of service delivery in the region”*. According to him, planning process is the major challenge as one of the contributing factors impacting the effectiveness of services delivery so far. The respondent from **education** management also said that *“the biggest weakens is in the planning process. I would expect that Kavango Regional Council to be present during the planning process of the education directorate. This will help them to acquaint themselves with the whole planning process. The reporting part and monitoring and evaluation of the educational programmes by the regional council management team also remain major challenge too”*. A further challenge raised by another respondent from education middle management was the issue of communication breakdown or inadequate flow of information from the regional council to stakeholders as has been observed. Meanwhile one respondent from education middle management felt that there is misunderstanding among other stakeholders regarding the educational issues and the way it is handled.

The issue of reporting came out again from various respondents as indicated earlier in this chapter. One respondent from education middle management also pointed out that *“overlapping of reporting by our planning, HR and salary office to regional council and also to director of education via their supervisors. We find it difficult to know who the supervisors of those divisions or sections are”*? This was supported by another respondent from education middle management who had the same feeling that lack of proper guidelines and reporting channels are the contributing factors which impact

negatively the effectiveness of service delivery. Due to that, he suggested that *“government should come up with clear guidelines on decentralisation policy if service delivery is to be improved. At the moment it seems regional officers are left own their own to agree with regional council as how to work together. In my point of view this is why the implementation process is not effective”*.

In this sense, another respondent from education middle management also was of the same opinion that *“it is not clear in terms of monitoring and planning of education activities as to what extent regional council should be involved. As mentioned earlier when we do planning of our annual work plan, review workshops as well as budgeting, the regional council do not take part.”* From her point of view, the following is considered to be the major challenge such as regional council has no control over education staff members seconded to them.

Another interesting finding revealed was about the recruitment of staff members which still remains a responsibility of the MoE as some appointments still go via Head Office. The unavailability of office space to accommodate staff members at regional council such as General Services was also revealed as one of the contributing factors impacting the effectiveness of the service delivery. Meanwhile one respondent from education middle management summarized the major challenge noticed so far in her viewpoint as a lack of coordination in terms of planning of activities and overlapping of activities done by education staff members and regional council. She further explained that *“educational activities are based on ETSIP document which is a guiding document to improve education system while regional council has their own strategic plan. The problem now is how to harmonize the two plans. This is the main challenge at the moment”*.

Insufficient fund allocated to the region was also pinpointed as a contributing factor impacting the effectiveness of service delivery. Two respondents from education directorate and regional council were of the same opinion that funds are not enough to cater for the needs of the region. During the interview, one respondent from education middle management mentioned that *“in my view funds is not enough in solving crucial matters such as purchasing of school furniture (desks and chairs), building of schools are not done as planned or not construction projects are incomplete”*. He further added the issue of leadership and management skills also as a challenge because staff members need to be given clear directions of what to do either at section or divisional levels. He also mentioned the issue of unequal distribution of resources (facilities) and prioritizing of important activities as remaining a challenge. In this line, one respondent from regional council justified the above viewpoint. He said that *“funds provided to the region are insufficient, lack of commitment by the staff members to deliver services”*. He also felt strongly that *“if performance management system will be implemented at all level, this will then have a positive impact on the effectiveness of service deliver in the region and entire government”*. CDC members interviewed also joined other respondents that many people still lack understanding about their individual role in the decentralisation policy.

Another issue raised which impacts the effectiveness of service delivery and also regarded as a challenge was a delay of payment of salaries of teachers. Two respondents from education middle management concluded the interviews and stated that payment of salaries should also be decentralized because there is a delay in payment of teachers' salaries. *“I would like to see that payment of salaries be done in the regions. It is very*

*costly to send staff members to Windhoek for two week to process salaries and this are done every month*". Another respondent from education middle management was also of the same opinion that *"Head Office should delegate the power of remuneration to the regions. It is delaying the payment of salaries whereby a staff member has to work without payment for more than four months. Also our region is spending a lot S&T to send salary office staff members to Head Office for two weeks to process salaries. As a result their work in the region is holdup"*.

Meanwhile, one Constituency Councillor interviewed was of a different opinion regarding the contributing factors or challenges impacting the effectiveness of service delivery in the region as well the country at large. He said that *"political will is the main challenge at the moment. There are some people heading the ministries or sectors seem to be afraid of losing power and authority. Fear of unknown especially of what will happen to them; their career development seems to be in a bit of darkness due to structures within the decentralisation system"*. He further mentioned that *"capacity in HR to carried out the decentralized functions remain a challenge"*. For instance, *"some line ministries do not have suitable staff members to represent the ministry at regional council management committee. There are only clerks and they are not well informed and equipped with all necessary information"*. Therefore he felt strongly that political will should be improved at all levels.

Furthermore, the Constituency Councillor was also of the opinion that capacity building should be provided to VDC and CDC members as well. Awareness campaigns on decentralisation policy should be conducted at all levels. He felt that this will help to clear out the unknown fear among people. This was confirmed by one respondent from

regional council that there are still some staff members who are resisting change and fear to embrace changes. The issue of awareness campaign to sensitization of all staff members to improve the understanding of the policy and buy it well was also suggested by two respondents, who are a CDC member and regional council staff member interviewed.

Constituency Councillor and CDC members further shared their viewpoints on the contributing factors impacting the effectiveness of service delivery in the region. CDC members felt that lack of parental involvement, long working distance to and from school in rural areas, dilapidated infrastructures, lack of supervision, indiscipline, inconsistency, absenteeism, and biasness in decision-making. For instance, one CDC member from rural area said *“sometimes good decision is taken during meeting but the implementation is not monitored. Indiscipline within civil servants which led to absenteeism, in most cases, staff members are absent during crucial time, e.g. in January when most schools are in need of teachers and they are not in their offices”*.

Meanwhile the Constituency Councillor had a positive opinion that service delivery is effective to a certain extent given the limited resources at hand. According to him, *“the implementation of decentralisation policy has improved the communication between Education directorate and regional council, in sense that education directorate is always informing the council their activities and reporting on certain activities such as school construction projects and we as Councillors are aware as well about it. Meanwhile the practice in the past was different whereas education directorate used to on projects, for instance that a certain project is completed but in factual fact is not. The current practice*

*is that the regional council is in charge of the budget and education directorate is therefore ensuring that project is completed before the payment is done”.*

In addition, four respondents from education directorate however, felt strongly that there is a need to improve on conducting of meetings between school principals and regional office to at least once a term. In the same line, one respondent from education middle management added that regional council should conduct a meeting with all heads of divisions of education directorate at least once a term in order to discuss the progress of activities and challenges they are facing. She further explained that the current situation is that the regional council meets only with the Director of Education and not even with the all management team of education. In this light, one respondent from education middle management felt that *“platform should be created by the regional council to meet with all staff members in the education directorate”*. She was of the opinion that such *“platform is necessary in order to register our grievances which affecting the effectiveness of service delivery in the region”*.

#### **4.2.12.1 Perceptions of the respondents on improvement noticed in the delegation phase**

The respondents were further asked to share their perceptions whether service delivery in the directorate of education has improved or is improving compared to before the implementation of delegation phase. Varied responses came out on this question. During the interview, four) research participants were of the opinion that nothing has improved so far. While three respondents indicated that they do not know whether the service delivery has improved or not.

The study found that two targeted research participants from regional council did not know any service delivery which has improved or is improving in the education directorate during the delegation phase. The finding revealed that only six respondents in total (four from education directorate and two other respondents from regional council) indicated that that service delivery has improved. However, these five respondents only referred to the processing of financial matters and weekly reporting to regional council. Meanwhile one respondent from regional council referred to interactions between directorate of education with regional council which resulted to an improved cooperation. According to one respondent from education middle management “*service delivery has improved/is improving in the education directorate, though not a faster rate. Reporting system on weekly basis to regional council is an encouraging exercise for the directorate to meet its deadline on tasks assigned, even though the aspect of monitoring or follow-up on activities remains worrisome*”.

Constituency Councillor and CDC members also shared their viewpoints whether education directorate has improved/is improving service delivery compared to the past. One interviewed CDC member responded that Constituency Councillors are assisting the education directorate in addressing some educational matters to improve the grade 10 and 12 results through meetings. Constituency Councillor said that there are some improvements noticed during the delegation phase such as education matters are being discussed at regional council management committee where the Director of Education guides the team accordingly on education matters. Resolutions regarding education matters are taken as a team, schools are visited in joint venture, various platforms such as

community meetings, local radio, etc are used as means to inform stakeholders in the region.

Meanwhile a CDC member from rural area had a different viewpoint that improvement in service delivery is at low pace because school needs are not really addressed as indicated by schools . Some Inspectors of Education do not attend CDC meetings, or are not really updating the CDC on progress of the education directorate.

The analysis of the findings revealed that there are a number of issues which the respondents perceived as stumbling block impacting the effectiveness of service delivery during the delegation phase. Issues such as functions are not yet decentralized, better performance, insufficient funds, monitoring of planning activities, unavailability of regional council staff members as well as involvement of stakeholders to executing their functions.

The study also revealed that lack of clear guidelines on decentralisation, lack of commitment from central government, planning process, overlap in terms of reporting system, lack of HR, time management, lack of coordination of activities, no follow-up trainings, etc as other contributing factors and challenges noticed since the implementation of the decentralisation policy.

The issue of lack of access to relevant information was another point found as contributing factor and challenge which impacts the effectiveness of service delivery. In this line, Totemeyer (2011) stressed that an adequate infrastructure, access to information and proper curriculum planning are further preconditions for successful decentralisation of education. As a result, the findings revealed that research participants were of the

opinions that above mentioned challenges are the critical areas needed to be improved during the delegation phase.

A critical analysis of various studies and researches conducted in some African countries as well as the debates around decentralisation system as mentioned earlier in Chapter Two was found to be a lesson learnt in this study. This demonstrated that there is still opportunity to conduct an institutional analysis in order to improve on shortcomings before decentralisation system will be implemented fully. As the study revealed, targeted research participants seem to be supportive towards decentralisation system in the absence of training or even though some are not well equipped with all necessary information.

Despite the challenges mentioned, the expressions of Durand-Prinborgne (2002) and Govinda (1997) were found to be convincing. According to Durand-Prinborgne (2002; p.48) decentralisation of services is more important for education because it directly concerns the problems on education system. In the same line, Govinda (1997) argued that decentralisation is one of the important means of securing efficiency and speed in handling the day-to-day work of administration. Therefore, the challenges mentioned in this chapter by various respondents can be addressed in order to improve service delivery in the region.

#### **4.2.13 Readiness for devolution phase**

The research participants were also asked whether the Kavango Regional Council is well prepared for the devolution phase or not. The study found various responses regarding the question.

**Table 3: Views on readiness for devolution phase**

	<b>Ready for devolution phase</b>	<b>Not ready for devolution phase</b>	<b>Not sure whether regional council is ready or not</b>
Regional Council staff members	3	1	
Education Directorate staff members	6	9	4
Constituency Councillor	1		
CDC members	1	1	

The education directorate participant's points of view were as follows: six respondents, one from education top management and five education middle management members felt that the Kavango Regional Council is well prepared and ready for the devolution phase. Meanwhile, nine respondents from education middle management members argued that the Kavango Regional Council is not yet ready for devolution phase. From the regional council and CDC point of views, one respondent from regional council and one CDC member from rural area also argued that the regional council is not yet ready to implement devolution phase. However, three respondents from the regional council, one Constituency Councillor and one CDC member supported the viewpoints of the six respondents from education directorate that the Kavango Regional Council is ready for devolution phase. Interestingly, findings revealed that four respondents from education

middle management members stated that they are not sure whether the Kavango Regional Council is ready for devolution phase or not.

The analysis of findings revealed that points of view of the respondents who were of the opinions that Kavango Regional Council is well prepared to implement devolution phase were focused on the working experiences and background as educationists of the two management members of the regional council. One respondent from education management said that *“I think the Kavango Regional Council has the capacity to manage and monitor the educational activities according to the devolution phase”*. This was supported by one respondent who stated that management members of regional council are so supportive.

Another respondent from education middle management also joined others and said that *“the management cadre has demonstrated to me as I observed that they are committed and supporting the education directorate. There are two regional council management members who have experience in education. This will make the implementation of devolution phase to go well”*. The three targeted respondents from regional council were of the opinion that they are well prepared because of the competent supervisor and leadership they have. For instance, one respondent from regional council felt strongly that it will even be run better than the current status. He further said that *“The regional council has competent leadership to run the educational affairs effective and efficiently”*. Despite that, the respondents felt that the regional council is prepared for devolution phase as there was a feeling that cooperation is needed between regional council and education directorate.

From the viewpoints of eleven respondents, they said that regional council is not well prepared for the devolution phase because of the contributing factors and challenges raised earlier in this chapter. Despite the various issues and challenges mentioned, they still felt that the capacities of stakeholders to implement decentralisation policy in the region remain a problem. One respondent from education middle management felt that regional council has to readdress the challenges faced in the delegation phase as mentioned earlier, and also to have capacity of stakeholders to ensure effective implementation of the policy at all levels. She further felt that *“the devolution phase cannot yet be embarked upon as the regional council is not (from the look of things) ready to autonomously perform functions”*. According to her opinion, *“this can be done till such time that effective and smooth running of the process is evidenced”*. Another respondent from education middle management also had a feeling that shortage of capacity of physical facilities and HR have to be addressed, thus devolution phase can be implemented. This was supported by one respondent from regional council who felt that the structure of education directorate need to be revisited and essential posts in Finance and HR Practitioners should be created and filled. He referred to posts such as Chief Accountant and Chief Human Resources office.

One interesting issue raised was about training which was not attended by all staff members. One respondent from education middle management had a strong feeling that staff members were not trained on delegation phase, and they are not well informed with the current phase. During the interview, this respondent concluded that *“there are some staff members did not see anything changes during the delegation phase in comparison with the past. We are not informed or well equipped about decentralisation policy.*

*Therefore it is better to inform people at all level if we want effective implementation of government policies”.*

One CDC member from rural area had the same feeling that regional council is not ready for devolution phase. Meanwhile the Constituency Councillor and another CDC member felt that regional council is ready for devolution phase. CDC member from urban area strongly felt that the long educational experiences of some of the regional council management members including Constituency Councillors as former teachers or Advisory Teachers justify the readiness of the regional council. The Constituency Council also joined other respondents and said that regional council is ready in terms of political leadership that is well equipped with the decentralisation policy. The only thing the Constituency Councillor referred as needed was to improve cooperation and willingness from line ministries to implement decentralized functions fully. Also qualified HR are needed to represent the line ministries either at CDC or regional management committee in order to discuss the issues/matters which concern respective ministries. As it was mentioned earlier that some line ministries have only clerks at regional level and they (clerks) are unable to serve at management level.

This section revealed various perceptions of the respondents towards the next decentralisation phase in the region. There were mixed feelings regarding the readiness of the regional council for devolution phase. In consideration of the fact that that this is case study; the findings on readiness for devolution phase raised a great a concern and are regarded as an eye-opener. It is in the sense that the targeted research participants from education middle management members are the core implementers of any changes in the system.

### **4.3 Document analysis**

The aim of this section is to analyse necessary documents which substantiate with findings found during the interviews. Documents such as minutes of meetings conducted at various office levels such as Education directorate, regional council and CDC, training materials as well as reports were analysed. The purpose of analysing the various minutes of meetings conducted is to establish whether education matters or decentralized functions were on discussed during their meetings or not.

The study found that the education management meetings are conducted every month. All heads of divisions are members of the management team and Inspectors of Education do attend. Various issues are discussed and responsibilities are assigned to specific staff members to do follow-up. For instance, in May 2011, all Inspectors of Education were requested to submit a list of schools established in their circuits to HR Division. Also General Services Division was asked to verify whether chairs and desks for pre-primary grades were received. The study also found that various issues such as distribution of textbooks, school visits by management team, construction and renovations, monthly reports, budget review, etc were discussed during management meetings. It was further found that management teams gave feedback on school visits conducted. The issue of schools not receiving the textbooks ordered was also confirmed with one of minutes of the meeting analysis. It is recorded that there were a number of schools that did not receive textbooks in the last couple of years.

Another issue revealed in the minutes of May 2011 was that the distribution of furniture is not done according to the order forms as submitted by the Inspectors of Education.

According to the minutes analysed, it was revealed that the newly constructed classrooms are given priority. As a result, orders from circuits not attended. Evidence proven by the minutes of education management committee analysed stated that Councillors do have their own agenda whereby the constructions of school buildings in their constituencies are discussed at CDC level. It was also found that the Inspectors of Education were reminded about their participation in CDC meetings because they have to inform the CDC members regarding educational matters. It was also noted that decentralisation matters were discussed in the education management meetings. For instance, the heads of divisional such as PAD, Maintenance and General Services shared their experiences on working with the regional council during delegation phase.

Various minutes of 2011 of regional council management meetings were also analysed. The findings revealed that issues such as reporting lines or system during delegation phase, utilization of budget and coordination of training programme were discussed. It was noted the Director of Education explained the reporting lines to the members in terms of how it works. It was further noted that there was a call for the reporting lines to become reality and put it in action. The analysis of the findings also revealed that the need to coordinate the training programme of all departments delegated to regional council was discussed and a committee was established during their June 2011 meeting. Another issue found that was discussed was about supervisors or heads of departments who do not channel information to their staff members after they are briefed by their various Directors.

**The minutes of October 2011 and January 2012 of one constituency participated in this study revealed that educational matters were not on their agenda. It was found that CDC members**

were informed about Teachers World Day which took place at one of the villages and the Honourable Councillor encouraged community members to witness the event, especially the CDC members.

The study further analysed the training documents which the respondents received. The following topics were discussed during the decentralisation information sharing meeting in February 2009 at regional level. Topics such as overview of decentralisation, progress made with decentralisation in MoE as well as how decentralisation would affect HRM and non-teaching and teaching staff members. The purpose of workshop of the training was to understand the decentralisation process better and allay staff members' fears, get information on how the process impacts on the ministry and on individual staff members, to discuss secondment with staff members and the signing of secondment letters, to explain the reporting and communication lines under delegation and for staff members to express their concerns so that they could be followed up if needed. It was also found that there were some main challenges discussed during this meeting. Challenges such as inadequate infrastructure, insufficient HR and materials, limited understanding of the concept, benefits and challenges of decentralisation as well as resistance amongst some key stakeholders.

Further analysis was done on joint consultation meeting on decentralisation of MoE, regional councils and MRLGH which took place in Otjiwarongo in June 2011. The purpose of this meeting was to report on the progress made, identify the obstacles hampering the progress of education functions in the delegation phase and the modalities to solve identified issues. It was noted that the following achievements presented were basically focused on administration and transport such as various joint committees established: transport, economizing, Regional Council Tender Board. It was further noted that under HR

achievements such as dummy files for seconded staff members were opened, jointly weekly planning and reporting meetings for PAD and HR, finance (payments done on time), capital project site meeting held and joint monitoring and supervision of capital projects. The analysis revealed that a number of challenges was identified. For instance, unclear route of communication channel was raised e.g. whether letters from regional director of education should go through the Chief Regional Officer or not, supervision of the Development Planners is not clear, shortage of transport, to mention but a few.

Further analysis found that recommendations were made to address the challenges identified. One of the recommendations was on improving on shortage of transport as it hampers the service delivery at Inspectorate, Advisory Services, PAD level as well as delivery of textbooks and furniture to schools on time. However, the findings of this study were that the challenges identified and presented during the joint consultation meeting are not yet addressed.

Finally, documents analysis substantiated the findings from the interviews as indicated earlier in this chapter. Another findings revealed in documents analysis was that some issues found during the interviews were discussed at education management and regional council management level.

#### **4.4 Conclusion**

This chapter demonstrated the different opinions of the research participants on various themes as indicated in the introductory section. There are various issues raised in relation to the implementation of the decentralisation policy in the region. A number of issues were emphasised, such as the delegation phase seems to make research participants more accountable; weekly and monthly planning and reporting are regarded as mechanisms introduced to improve the service delivery while others see it as routine exercise within

the directorate. It was also found that educational activities are well coordinated within the directorate, the problem encountered so far is only how to extend the coordination between the education and regional councils. Planning of activities is done separately and that is why some respondents had a feeling that regional council has no or little control over education directorate. Few improvements in delegation phase were noticed and acknowledged by respondents. However, there are a number of issues that need to be addressed jointly by education directorate with regional council. The next chapter presents the conclusions and recommendations thereof.

## CHAPTER 5

### CONCLUSIONS AND RECOMMENDATIONS

#### 5.1 Introduction

The purpose of this chapter is to present the main findings of the study, which aimed to investigate the effectiveness of the decentralisation policy on service delivery in the education sector, particularly in the Kavango Region. Finally, recommendations thereof will be presented.

Briefly, the problem identified in Chapter One was that the decentralisation policy was not implemented as planned because the MRLGH indicated to the MoE that they were not ready for secondment at the time. Among other identified problems are: a lack of coordination in the planning of the educational activities at the regional level during the delegation phase, the educational needs are identified separately, a lack of capacity building at management level to enable them to effectively execute their duties at leadership and management levels. Based on problems identified, the study aimed to seek answers to the main research question, as mentioned earlier on in chapter One.

#### 5.2 Conclusions

This section discusses the summary of the main findings found in this case study. **The results showed that many of the research participants demonstrated a better understanding of the decentralisation concept and they have realized the package of its benefits. It was revealed that those research participants gained the general knowledge on their own from efforts invested in reading and searching for relevant information regarding the policy.**

**However, one important issue found was that there are still some research participants who are not well informed about the decentralisation process and the policy there of. Thus, the study found that there are confusions or little understanding regarding the decentralisation policy by some research participants.** The findings also revealed that some respondents at management level have also realized that there are some staff members who are not comfortable with the decentralisation system due to lack of understanding of the policy and its benefits. This gives an indication that further sharing of information is recommendable to ensure that all staff members at the regional level have necessary information.

Another result showed was regarding the insignificant changes mostly on handling and processing of financial matters as well as decision-making on finance issues. The study also revealed that the delegation functions seem to make staff members generally more accountable.

Furthermore, another result found was about the training which was attended by few research participants and it was further found that with their little understanding of the decentralisation policy they managed to provide at least a helpful feedback to others. The findings also revealed that those research participants who did not attend training on the decentralisation policy they put more efforts in reading various document on decentralisation system, and searched for relevant information on internet, to learn more about the policy. This is a clear demonstration of their interests and willingness to learn, to be knowledgeable implementers of the policy and is a positive illustration that the policy has been welcomed by virtue of its principles and rationale. This raised a concern that the rationale of the decentralisation policy is not yet realized in the delegation phase

by the time this study was conducted. Since training was attended by a handful of the research participants, it is a clear testimony that the rationale of the decentralisation policy was not yet realised by the time the study was conducted.

**The study also revealed that the educational directorate is well established in terms of physical facilities and human capacity to carry out their responsibilities. It was found that staff members in the educational directorate know what to do and when to do it.**

The study further revealed crucial results that the education directorate is coordinating its planned activities well and staff members are fully involved in planning at either section or divisional levels. It was also revealed that the involvement of teachers and school principals in the planning of educational activities is minimal. The results also revealed that regional council is not participating in the planning process of educational activities.

Another important result found was that the planning of activities of the two offices is done completely separately, however the education directorate does inform the regional council about their plans. This was demonstrated that there is a lack or gap in coordination of activities between schools, communities and regional council. Lack of round table planning by the two offices translates into a lack of coordination of activities and appears to be a concern in this study. Due to the absence of one office (regional council) from the planning of another office of education directorate, monitoring and the provision of meaningful advice on how the activities should be carried out becomes difficult. Effective coordination was emphasized by various researchers as proven to be a successful tool in the decentralisation system, as indicated in chapters two and four. Therefore, it needs to be regarded as another important issue that needs to be addressed during the delegation phase.

The flow of communication to all staff members was found as another main result in this study. It was revealed in both interviews and document analysis that staff members do not have access to relevant information. This is also another area that needs to be improved.

The results revealed mixed perceptions of respondents towards the participation of the community members in educational activities. The essential point that needs to be considered and further be investigated is community participation, regarding the type of educational activities that they participate in terms of decision-making and the extent to which their views and suggestions are accommodated. The importance of community participation was discussed by various researchers as indicated in chapters two and four. Furthermore, there are some contradictions found in the involvement of the community members in the case of construction of schools or classrooms.

The results of the findings revealed that the reporting lines and communication is a great concern and is a problematic area during the delegation phase. It was revealed that the current reporting lines are regarded as a dual system as the Regional Education Director reports to both the Chief Regional Officer and to the Permanent Secretary of Education. It was emphasised at various platforms such as in the management meetings of regional council, education as well as at the national level during the joint consultative meetings.

The result of the study revealed that there are different ways embarked upon to deliver education services such as community meetings, correspondences to schools, face-to-face visits and the local radio. In addition, various structures are in place to facilitate the delivery of educational services, for example, from regional office via circuit offices to

cluster centres and then to schools and vice-versa.

Another critical result revealed was about a delay in delivery of goods and services to schools e.g. the delivery of textbooks and furniture. This raised a concern regarding the monitoring and evaluation of weekly and monthly planned activities as it appears that there is a lack of monitoring and evaluation of educational planned activities.

The study further revealed that the mechanisms introduced to improve service delivery during the delegation phase are not known to many of the targeted research participants. The weekly planning of activities, school visits and weekly reports are considered as routine exercises and this used to be done in the past within the education directorate.

The study has also revealed the following contributing factors and major challenges as negatively impacting on the effectiveness of service delivery in the region: functions not yet decentralized, lack of better performance, insufficient funds, shortage of transport, lack of monitoring of planning activities, unavailability of regional council staff members as well as the involvement of stakeholders in executing their functions.

In addition to the above mentioned challenges, the following were also pinpointed as major challenges observed since the implementation of the delegation phase: lack of clear guidelines on the decentralisation policy, lack of commitment from central government, planning process which is done separately, overlap in the reporting system, lack of human resources, poor time management, lack of coordination of activities, lack of follow-up trainings, misunderstanding of educational issues, resistance to change, etc.

Furthermore, another result revealed that CDC members have also noticed the contributing factors and challenges hampering the effectiveness of service delivery in delegation phase. For example, lack of parental involvement, long walking distances to and from school in rural areas, dilapidated infrastructure, lack of supervision, indiscipline, absenteeism, and biasness in decision-making. However, the Constituency Councillor was of the opinion that service delivery is effective to a certain extent, with the limited resources at hand.

The results further revealed that the challenges identified by the education directorate and the regional council are not yet addressed at regional level. Also there was no meeting held between regional council management team either with all education management team or with all middle management members to discuss the progress and shortcomings being experienced during the delegation phase.

Finally, the results of this study revealed mixed perceptions regarding the readiness of the regional council for the devolution phase. Some research participants felt strongly that the regional council is not ready for the devolution phase while few respondents were positive towards the readiness for the next phase. Given evidence in Chapter Four, there are some research participants who felt that staff members are not well equipped with all the necessary information regarding the delegation phase in the decentralisation system.

### **5.3 Recommendations**

Since most participants are not well versed in the decentralisation policy, it is necessary to consider training, to bring all members on board, so that they know all innovations

taking place within the organization, since they (staff members) are the custodians of the decentralisation policy.

All concerned parties (regional council, education directorate, schools and the community) should be involved in the planning of activities to ensure effective coordination of the planned activities. In a nutshell, a close-knit plan, which is representative of various departments or divisions has to be in place.

The regional council management team has to create a platform for meetings with all education management team members or middle management members, to discuss the progress and shortcomings being experienced during the delegation phase. Such platforms have the potential of raising more shortcomings from implementers, which might serve as an eye opener to the managers, for further action.

**The issue of the types of educational matters that the community members are involved in, in terms of decision-making and the extent to which their views and suggestions are accommodated need further investigation. The chairperson and secretary of VDC should be trained on educational policies, as this will enhance their full participation in educational matters.**

The dual reporting system is causing confusion and discomfort, thus it needs to be revisited before the devolution phase will take off.

There is a need to give opportunity to staff members to share their perceptions regarding the way they perceive the delegation phase. This may help in gathering ideas as to whether the staff members understand the decentralisation policy and whether or not they

are ready for change.

A concern that was raised regarding the monitoring and evaluation of weekly and monthly planned activities needs to be considered as an area for improvement. There is a need for the Heads of Divisions to be encouraged to attend to the weekly and monthly reports. Also, there is a need to develop a check list and it should be signed by the school upon delivery of goods and services. This check list should be completed in duplicate so that one copy can remain at school, circuit and regional office for record purposes.

The issues identified as the main contributing factors and major challenges that impact the effectiveness of service delivery in the region should be considered as an eye-opener for the region and should be addressed.

The mixed perceptions regarding the readiness of the regional council for the devolution phase need to be considered in a critical way by the management members both from education directorate as well as regional council.

In conclusion, this chapter has broadly enabled the researcher of this study to have a better understanding in relation to the research area and also realised a need for further investigation on how people perceive the implementation of delegation phase before devolution phase will be implemented.

**APPENDIX A (I)**



**UNIVERSITY OF NAMIBIA**

**FACULTY OF ECONOMICS AND MANAGEMENT SCIENCE**

**INTERVIEW SCHEDULE FOR THE STAFF MEMBERS IN THE  
DIRECTORATE OF EDUCATION**

**CONTRIBUTING FACTORS IMPACTING THE EFFECTIVENESS OF  
DECENTRALIZATION POLICY ON SERVICE DELIVERY IN THE  
EDUCATION SECTOR: A CASE STUDY OF THE KAVANGO REGION**

**INTERVIEW CONDUCTED BY: LILIA, M. SHANINGWA**

**A. GENERAL KNOWLEDGE ON DECENTRALISATION POLICY**

**1. How long have you been working in the ministry of education?**

.....  
.....  
.....  
.....  
.....

**2. What are your comments on Decentralisation policy?**



.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

5. Have you attended any training on decentralisation?  
if so about what and explain whether it was helpful?

Yes	No
-----	----

.....  
.....  
.....  
.....  
.....  
.....  
.....

**B. COORDINATION OF ACTIVITIES**

6. How are the educational activities being planned in the Directorate of Education?

.....  
.....  
.....  
.....  
.....

.....  
.....  
.....  
.....  
.....  
.....

7. How educational needs are being identified and by whom?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

8. Do you think the activities are well coordinating between the Directorate of Education and Regional Council Office?

Can you elaborate more?

Yes	No
-----	----

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

.....  
.....  
.....

**9.** How often do the Education Management meet with the Regional Council Management team? Can you elaborate whether it is commendable?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**10.** How does the information flow to reach schools?

.....  
.....  
.....  
.....  
.....  
.....  
.....

**11.** Do you think stakeholders are participating in decision making regarding educational matters?

Yes	No
-----	----

Can you give any example?

.....  
.....  
.....

.....  
.....

**12.** To whom do you report?

.....  
.....  
.....  
.....  
.....  
.....

**13.** In your view, do you experience any problem in the current reporting system?

Yes	No
-----	----

Can you elaborate?

.....  
.....  
.....  
.....  
.....  
.....

**14.** Do you think staff under your supervision knows their responsibilities and performing accordingly?

Yes	No
-----	----

Can you explain more?

.....  
.....  
.....  
.....  
.....

.....  
.....  
.....  
.....  
.....  
.....

**C. SERVICE DELIVERY**

**15.** How education services are be delivered to all stakeholders and the entire Kavango Regional Council?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**16.** How is a service delivery channels in the Kavango Regional Council?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

.....  
.....

**17.** In your view, do you think educational activities are carried out smoothly and delivery on time in Kavango Regional Council?

Yes	No
-----	----

Can you explain more?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**18.** Do you think decentralisation policy is effective in terms of service delivery in the Kavango Regional Council?

Yes	No
-----	----

Can you explain more?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....



20. Are there any mechanism put in place to improve service delivery?

Yes	No
-----	----

What are the examples?

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

21. In your view, do you think decentralization functions are running smoothly?

Yes	No
-----	----

Explain.

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....  
.....  
.....  
.....  
.....

22. What good things (working well) have you notice during the delegation phase in the Kavango Regional Council?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**D. CONTRIBUTION FACTORS**

23. In your view what are the contributing factors impacting the effectiveness of service delivery in the Kavango Regional Council?

.....  
.....







.....

.....

**28.** Anything else that you want to tell me?

**APPENDIX A (II)**



**UNIVERSITY OF NAMIBIA**

**FACULTY OF ECONOMICS AND MANAGEMENT SCIENCE**

**INTERVIEW SCHEDULE FOR THE STAFF MEMBERS IN THE REGIONAL  
COUNCIL**

**CONTRIBUTING FACTORS IMPACTING THE EFFECTIVENESS OF  
DECENTRALIZATION POLICY ON SERVICE DELIVERY IN THE  
EDUCATION SECTOR: A CASE STUDY OF THE KAVANGO REGION**

**INTERVIEW CONDUCTED BY: LILIA, M. SHANINGWA**

**A. GENERAL KNOWLEDGE ON DECENTRALISATION POLICY**

1. How long have you been working in the Regional Council?

.....  
.....  
.....  
.....  
.....

2. What are your comments on Decentralisation policy?

.....  
.....  
.....



.....  
.....  
.....  
.....  
.....  
.....

5. Have you attended any training on decentralisation?  
if so about what and explain whether it was helpful?

Yes	No
-----	----

.....  
.....  
.....  
.....  
.....  
.....  
.....

**B. COORDINATION OF ACTIVITIES**

6. How are the educational activities being planned in the Directorate of Education?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

.....  
.....  
.....

7. How educational needs are being identified and by whom?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

8. Do you think the activities are well coordinating between the Directorate of Education and Regional Council Office?

Can you elaborate more?

Yes	No
-----	----

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**9.** How often do the Education Management meet with the Regional Council Management team? Can you elaborate whether it is commendable?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**10.** How does the information flow to reach schools?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**11.** Do you think stakeholders are participating in decision making regarding educational matters?

Yes	No
-----	----

Can you give any example?

.....  
.....  
.....  
.....  
.....  
.....

**12.** To whom do you report?

.....  
.....  
.....  
.....  
.....  
.....

**13.** In your view, do you experience any problem in the current reporting system?

Yes	No
-----	----

Can you elaborate?

.....  
.....  
.....  
.....  
.....  
.....

**14.** Do you think staff under your supervision knows their responsibilities and performing accordingly?

Yes	No
-----	----

Can you explain more?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

.....  
.....

**C. SERVICE DELIVERY**

**15.** How education services are be delivered to all stakeholders and the entire Kavango Regional Council?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**16.** How is a service delivery channels in the Kavango Regional Council?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**17.** In your view, do you think educational activities are carried out smoothly and

delivery on time in Kavango Regional Council?

Yes	No
-----	----

Can you explain more?

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

**18.** Do you think decentralisation policy is effective in terms of service delivery in the Kavango Regional Council?

Yes	No
-----	----

Can you explain more?

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....







.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**24.** What are the challenges or shortcomings have you observed since the implementation of decentralisation policy?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

**25.** In your view, do you think there are any things needs to improve during delegation phase?

Yes	No
-----	----

What is activities/function?

.....  
.....





**APPENDIX A (III)**



**UNIVERSITY OF NAMIBIA**

**FACULTY OF ECONOMICS AND MANAGEMENT SCIENCE**

**INTERVIEW SCHEDULE FOR CONSTITUENCY COUNCILLOR AND  
CONSTITUENCY DEVELOPMENT COMMITTEE MEMBERS**

**CONTRIBUTING FACTORS IMPACTING THE EFFECTIVENESS OF  
DECENTRALIZATION POLICY ON SERVICE DELIVERY IN THE  
EDUCATION SECTOR: A CASE STUDY OF THE KAVANGO REGION**

**INTERVIEW CONDUCTED BY: LILIA, M. SHANINGWA**

1. How long have you been serving in the **constituency councillor** and **constituency development committee members**?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

2. What your comments on Decentralisation policy / policy which say on bring

service closer to the people?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

3. Do you think people at grass roots are participating in decision making regarding educational matters?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

4. In your view, do you think as Constituency Councillor or constituency development committee members are contributing to the delivery of

Educational services?

Yes	No
-----	----

Can you give any examples?

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

5. To what extent do you participating the implementation of educational activities?

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....



.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

9. In your view, do you think there are any things needs to improve during delegation phase?

Yes	No
-----	----

What is activities/functions?

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

10. Do you think the Directorate of Education has improved/ is improving service



.....  
.....

**12. Anything else that you want to tell me?**

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

## APPENDIX B



### REPUBLIC OF NAMIBIA

---

#### MINISTRY OF EDUCATION

---

Enquires: Ms L. M. Shaningwa  
Telephone: 061 – 2933430  
Fax: 061 – 2933431  
Email: [lshaningwa@mec.gov.na](mailto:lshaningwa@mec.gov.na) / shaningwa@msn.com

Government Office Park  
Luther Street  
Private Bag 12026  
Windhoek

20 October 2011

**To: Mr. S. H. Kantema**  
Chief Regional Officer  
Kavango Regional Council

**Subject: Request for permission to conduct educational research in the region**

Dear Sir,

I am Lilia, M. Shaningwa, currently enrolled for a masters degree in Public Administration with University of Namibia. I finished my first year course work in 2010 and now I would like to start the second part of the degree requirements, which is research thesis. The investigation will start from November 2011 to December 2011. I intend to interview four management members of Regional Council and two management members of Education, twelve middle management members and six Constituency Development Committee members including two Councillors.

The purpose of my research is to investigate the effectiveness of decentralization policy on service delivery in the education sector.

Therefore, I am requesting permission to involve those staff members in my research project.

Your cooperation is highly appreciated.

Yours in Education

*L. M. Shaningwa*  
*20.10.2011*

*Date:*

**Ms. L. M. Shaningwa**  
**UNAM: MASTER STUDENT**

## **APPENDIX C**

### **UNIVERSITY OF NAMIBIA**

FACULTY OF ECONOMICS AND MANAGEMENT SCIENCE  
DEPARTMENT OF POLITICS AND ADMINISTRATIVE STUDIES

#### **INTERVIEW CONSENT FORM**

RESEARCH CONDUCTED BY: Lilia, M. Shaningwa

I.....agree to participate in the interview of this study on the basis that I volunteered for the study and that I have the **right** to freely withdraw from the interview of this study at any time and have the **right** not to answer questions about which I feel uncomfortable without **penalty, risk** and **loss**.

The researcher has explained to me in comprehensive terms the nature and purpose of the study and how the data findings will be used.

I will remain **anonymous** in the study and the raw data from interviews will remain **confidential**. The researcher promised to use “**pseudonyms**” in the thesis. The information obtained will not be used to disadvantage me. There are no other persons other than the researcher and myself who will have access to the raw data.

.....  
Signature of participant

.....  
Place where interview conducted

.....  
Date: Consent Form completed

**(For Researcher’s use only)**

.....  
Signature

Date.....

## REFERENCES

- Acheampong, E. (1995). *The tug of war in Ghana: The centralising features of decentralization*.  
Africa Insight, 25(3).
- Aryee, J.R.A. (1994). *An anatomy of public policy implementation: The case of decentralization policies in Ghana*. Avebury: Adlershot
- Bassey, M. (1995). *Creating education through research: A global perspective of educational research for the 21<sup>st</sup> century*. Kirklington: Moor Press.
- Bell, J. (1993). *Doing your research project: A guide for first time researchers in education and social science* (2<sup>nd</sup> ed.). Buckingham: Open University Press.
- Borg, N. R. (1963). *Educational research: An introduction*. New York: Longman.
- Bogdan, R. C., & Biklen, S. K. (1982). *Qualitative research for education: An introduction to theory and methods* (2nd ed.). Boston: Allyn & Bacon.
- Bray, M. (1987). *Educational Planning in small countries*. Paris UNESCO.
- British Educational Research Association. (1992). *British Educational Research Association ethical guidelines*. London. BERA
- Bryant, C., & White, L. G. (1982). *Managing development in the Third World*. Boulder: Westview
- Burns, N., & Grove, S. K. (1997). *Understanding nursing research*. Philadelphia: W. B. Saunders.
- Cantrell, D. C. (1993). *Alternative paradigms in environmental education research: The interpretive perspective*. In R. Mrazek (Ed.), *Alternative paradigms in environmental education research*. Lethbridge: NAAEE.
- Cannel, C. F., & Kahn, R. L. (1968). *Interviewing*. In G. Lindzey & E. Aronson (Eds.), *The handbook of social psychology*, Vol.2, Research methods. New York: Addison-Wesley.
- Cohen, L., & Manion, L. (1994). *Research methods in education* (4<sup>th</sup> ed.). London: Routledge.
- Cohen, J. H. & Uphoff, N. T. (1980). *Participation's place in rural development: Seeking clarity through specific*. World Development, 8.

- Conyers, D. (1983). *Decentralization: The latest fashion in development administration*. Public Administration and Development, 3 (2).
- Cloete, F. (2002). *Capacity building for sustainable local governance in South Africa: Democratizing Local Government-the South Africa Experience*. Cape Town: UCT Press, pp 276-293
- Creswell, J. W. (2002). *Qualitative inquiry and research design: Choosing among five traditions* (2<sup>nd</sup> ed). Thousand Oaks: Sage Publications.
- De Grauwe, A. (2009). *Without capacity, there is no development*. Paris: UNESCO
- De Villiers, B. (2008). *Review of Provinces and Local Governments in South Africa: Constitutional Foundations and Practice*. Johannesburg, South Africa. Konrad-Adenauer-Stiftung Publishers.
- De Vos, A.S., & Schulze, S. (2002) *Research at Grass Roots: For the Science and Human Service Professions*. 2<sup>nd</sup> Edition. Pretoria: JK Van Schaik Publishers.
- Dillinger, W. (1993). *Decentralization and its implications for urban service delivery. Urban management programme discussion paper no.16*. Washington, D.C: The World bank.
- Durand-Prinborgne, C. (2002). *The Legal aspects of Educational Planning and Administration*. Paris: UNESCO
- Egbenya, G.R.K. (2009). *The Effectiveness of decentralization policy in Ghana: A case study of Komenda-Edina-Eguafo-Abirim and Abura-Asebu-Kwamankese districts in Ghana*. Retrieved, 06 September 2011, from <http://www.academicjournals>
- Elhiraika, A. B. (2007). *Fiscal decentralization and public service delivery in South Africa*. ATPC no. 58.
- Faustor, C. N. (1995). *Decentralisation and Planning of Education: Recent Experience in five Latin American countries*. Paris: UNESCO
- Gersberg, A.I. & Winkler, D.R. (2003). *Education Decentralization in Africa: A review of recent policy and practice*.
- Hallak, J., & Poission, M. (2006). *Governance in Education: Transparency and Accountability*. Paris: UNESCO

- Hyden, G. (1983). *No shortcuts to progress: African development management in perspective*. London: Heineman.
- Ghanan Constitution, (1992). *Constitution of the Republic of Ghana*. Tema Ghana Publishing Corporation. Retrieved, 13 November 2011, from [www.ghanareview.com/partial/gconst.html](http://www.ghanareview.com/partial/gconst.html)
- Government Gazette (2009) *Republic of Namibia*. No. 4260. Windhoek: Government Publication.
- Government of Namibia. (1990). *The Constitution of the Republic of Namibia*. Windhoek. Government Publication.
- Govinda, R. (1997). *Decentralization of educational management: experiences from South Asia*. Research Report No. 107. Paris: UNESCO
- Grinnel, R. M., & Williams, M. (1990) *Research in Social Work: A Primer*. Itasca. Illinois: peacock.
- Johnson, C. (2001). *Local Democracy, democratic decentralization rural development: Theories: and options for policy, rural policy and environment*. Group-overseas Development Institute.
- International Institute for Educational Planning. (2003). *Research methodology*. Paris: UNESCO.
- Kavango Education Region. (2011). *Education management information system: The 15<sup>th</sup> school days statistics*. Planning and Development Division, Rundu. Unpublished.
- Kerlinger, F. N. (1970). *Foundations of behavioural research*. New York: Holt, Rinehart and Winston.
- Kotze, D. A. (2011). *Development administration and management: A holistic approach*. Pretoria: South Africa.
- LeCompte, M. D., & Preissle, J. (1993). *Ethnography and qualitative design in educational research*. London: Academic Press.
- Lincoln, Y. S., & Guba, E. G. (1985). *Naturalistic inquiry*. Beverly Hills: Sage Publications.
- Lopes, C. & Theisohn, T. (2003). *Ownership, leadership and transformation: can we do better for capacity development?* London; Sterling (VA): Earthscan Publications/UNDP.

- Lwendo, S., & Sazita, V. N. (2011). *Development of Local Government and Decentralisation: A contemporary African Perspective*. United Kingdom. LAP LAMBERT Academic Public GmbH & Co.KG
- Masuku, E. (2010). *School principals' experience of the decentralisation policy in Zimbabwe*.  
University of Stellenbosch: Faculty of Education
- Marclure, R. (1993). *School reform in Burkina Faso: The limited prospects of decentralization and local participation*, Canadian and International education, vol.22, No.2
- Mawhood, P. (1993). *Local government in the third world: The experience of tropical Africa*.  
Chichester: John Wiley & Sons Ltd.
- Merriam, S. B. (1998). *Qualitative and case study applications in education* (2<sup>nd</sup> ed.). San Francisco, California: Jossey-Bass Publishers.
- Mertens, D. M. (1998). *Research methods in education and psychology: Integrating diversity with quantitative and qualitative approach*. Thousand Oaks: Sage Publications.
- Melville, S., & Goddard, W. (1996). *Research Methodology: An Introduction for Science & Engineering students*. Juta & Co Ltd. Creda press.
- McMillan, J. H., & Schumacher, S. (1993). *Research education: A conceptual introduction* (3<sup>rd</sup> ed.). New York: Harper Collins.
- Mukwena, R., & Chirawu, T. O. (2008). *Decentralization and Regional and Local government in Namibia*, OSSEREA.
- Ministry of Education (2009). *Decentralization Functional Framework: Functions to be decentralized*. Windhoek. Government Publication
- Ministry of Regional and Local Government, Housing and Rural Development. (1990a). *Decentralization, development and democracy: Decentralization policy for Namibia* Windhoek. Government Publication
- Ministry of Regional and Local Government, Housing and Rural Development. (1991b). *Decentralization, development and democracy: Decentralization policy for Namibia* Windhoek. Government Publication

- Ministry of Regional and Local Government, Housing and Rural Development. (1996c). *Decentralization, development and democracy: Decentralization policy for Namibia*. Windhoek. Government Publication
- Ministry of Regional and Local Government, Housing and Rural Development. (1997d). *A Decentralization policy for the Republic of Namibia: Decentralization, development and democracy*. Windhoek. Government Publication
- Ministry of Regional and Local Government, Housing and Rural Development. (2007e). *Challenges foreseen*. Windhoek. Government Publication
- Neuman, W. L. (2000). *Experimental research social research methods: Qualitative and quantitative approaches* (4<sup>th</sup> ed.). Boston: Allyn and Bacon.
- National Planning Commission. (2003). *2001 Population and housing Census: National report, basic analysis with highlights*. Central Bureau of Statistics. Windhoek
- Patton, M. Q. (1990). *Qualitative evaluation and research methods* (2<sup>nd</sup> ed.). Newbury Park: Sage Publications.
- Reddy, P.S. (1999). *Local government democratisation and decentralisation. A review of the Southern African region*. Cape Town: Creda communication
- Rondinelli, D. A. (1981). *Government Decentralization in Comparative perspective: Theory and Practice in developing countries*. International Review of administrative sciences. Beverly Hills: Sage.
- Rondinelli, D. A. et al, (1983). *Analysis Decentralization policies in developing countries: Political in economy framework*. International Review of administrative sciences. Beverly Hills: Sage.
- Rondinelli, D. A. & Cheema, G. S. (1993). *Decentralisation and development: Policy implementation in developing countries*. Beverly Hills: Sage.
- Royce, A.S., & Bruce, C. S., (1993) *Approaches to Social Research*, 3<sup>rd</sup> Edition, Oxford University Press, Inc.
- Salio-Bao, K. (1991). *The Namibian education system under the colonialists*. Randburg, South Africa
- Sayed, Y. (2008). *Education decentralisation in South Africa: Equity and participation in the governance of schools*. Retrieved, 12 December 2011, from <http://www.africafiles.org/images/001787/178722e.pdf>
- Stake, R. (2000). *Case studies*. In N. Denzin & Y. Lincoln (Eds.), *Handbook of qualitative research* (pp.236-247). Thousand Oaks, CA: Sage Publications.

- Samoff , J. (1990) *Decentralization: The politics of interventionism and development*. Oxford: Blackwell.
- Sherwood, F. (1969). *Devolution as a problem of organizational strategy*. Beverly hills: Sage.
- SWAPO Manifesto (1989) *SWAPO party's election manifesto*. Lusaka, Zambia.
- Tordoff ,W.(1994). Decentralization: Comparative experience in commonwealth Africa. *Journal of modern Africa Studies*. Vol.32 No.4
- Tötemeyer, G. (2011). *Effective Planning and Decentralisation in Education*. Conference presentation. Unpublished. Windhoek. Namibia.
- World Bank (2001a). *Decentralization and local government support programme for Africa*. Washington, D.C.: World Bank.
- World Bank (2003b). *Decentralization and local government support programme for Africa*. Washington, D.C.: World Bank.
- World Bank (2005c). *Decentralization and services delivery: World Bank policy working paper*. Washington, D.C.: World Bank.
- Thorne, S. (1997). *The art and science of critiquing: Qualitative research*. In. J.M. Morse, *Completing a qualitative project: Details and dialogue*. Thousand Oaks, CA: Sage Publications.
- UNESCO. (2005). *Decentralization in education: National policies and practices*. Paris
- Van As, M., & Van Schalkwyk, M., (2000). *Research and Information Management and Research Methodology*. Technikon SA, Florida
- Walterston, A. (1992). *Development planning: Lessons of experience*. Baltimore, Johns Hopkins Press.
- Webster, N. (1992). *Panchayati Raj in West Bengal: Popular participation for the people or the party? Development and Change*. Vol. 23, No. 4.
- Winkler , J. (2007). *Identifying the impact of education decentralization on the quality of education*. Retrieved, 12 November 2011, from [www.equip123.netdocs/e2-decentQuality-WP.Pdf](http://www.equip123.netdocs/e2-decentQuality-WP.Pdf).

