

**THE ASSESSMENT OF THE IMPLEMENTATION
OF DECENTRALISATION POLICY IN THE
CAPRIVI AND KHOMAS REGIONAL COUNCILS**

**A Research Paper submitted in partial fulfilment of requirement for
the Degree of Master of Public Policy and Administration**

OF

**THE UNIVERSITY OF NAMIBIA [UNAM]
Faculty of Economics and Management Science
Department of Political and Administrative Studies**

AND

**THE INSTITUTE OF SOCIAL STUDIES [ISS]
The Netherlands, The Hague**

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APRIL 2007

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ABSTRACT

Namibia is inching closer to transferring the power to deliver key government services from the line ministries to the country's 13-elected regional council. While chapter 12 of the post-independence constitution of 1999 envisions a decentralized public sector, the process of implementing decentralisation has been slow to take hold. While political decentralisation was achieved in 1992 with the election of 13 regional councils, only limited progress has been made on the devolution of functional and administrative responsibilities (administration decentralisation) and the devolution of control over physical resources.

Namibia's decentralisation implementation strategy envisions that function and administrative responsibilities will first be transferred to regional councils during a "delegation phase" before proceeding to "devolution". Under delegation, regional council will gradually be given responsibility for delivering and administering key public services (such as primary education, basic health services, administration of settlement areas etc). But all budgetary decisions during the delegation phase would continue be made at the central government level. However, the ultimate policy objectives of the government of Namibia are decentralisation by devolution. Under devolution, regional councils would be yielded substantive decision power. As such, under devolution, regional council should be provided with financial resources through equitable efficient and transparent way to allow them to have substantive decision-making role. This study is undertaken to investigate whether regional councils are rendering quality services as stated in the decentralisation enabling Act 33 of 2000.

As regional councils are sub- national governments, aimed at bringing government closer to the people, this study will try to find out how decision flow from grassroots levels to various structures in the regional council up to central government. According to Mawhood (1993) getting down to grassroots level would stimulate people to build schools, dispensaries, roads, cattle dip and wells that would be welcome improvement in their social welfare.

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ACKNOWLEDGEMENTS

I would like to acknowledge a number of individuals, who made a great and significant contribution to this piece of work.

My special appreciation goes to my academic my supervisors Dr. Hoze Riruako of the University of Namibia, Main Supervisor, who went out of his way not only to create a conducive working environment for me during my studies but also nourished my academic thinking with his wealth of experience. Dr. Joop De-wit of the Institute of Social Studies in The Hague, Netherlands, the Co-Supervisor, for providing me with crucial assistance and for helping me to design questionnaires. I would to pass my greatest appreciations to the UNAM/MPPA Administrative Assistant, Ms. Linda Lehmann for really going out of way to assist me with the typing of the final version of my thesis. I appreciated her patience even at times when she was under tremendous amount of pressure to attend to her office duties.

My gratitude goes to many people who made themselves available to be respondents during my study, the employees of Ministry of Regional, Local Government and Rural Development (MRLGRD) Directorate of Decentralisation Co-ordination (DDC), employees of Khomas and Caprivi regional councils and honourable Councillors within the two councils. I hold a deep respect and appreciation to Kennedy S. Mbanga, who answered my desperate calls when I needed someone professional to type the thesis for me at short notice. Kennedy offered his precious time to assist even at stressful short time. Nothing will be enough for me to express my appreciation to support during the time of my studies my family's. They have been a strong force behind my enrolment into the MPPA program. As the great Dean of Saint Paul's Cathedral wrote in the 17th century that "No man is an island and the entire piece of itself... every man is a piece of continent" (Leeds and Ormrod 2001:3). Those who made contribution to this work I am grateful and I am deeply indebted to each of you. All I can offer, the best I can give: My humble and heart thanks.

DEDICATION

I dedicate this study to my children, Matengu, Limbo, Monde and Steven. I hope that I have been a positive example to them. Given what we went through during my study I hope they will learn that in the quest to achieve a goal there are sacrifices that one makes. When they will read this piece of work in our “family library” they will appreciate the absence of their father from home during the time of my study.

I love you boys and girl!

DECLARATIONS

I declare that this research report is my own, un-aided work except as indicated in the acknowledgements, the text and the references. It is being submitted in partial fulfilment of the requirements for the award of Masters Degree of Public Policy and Administration at the University of Namibia and the Institute of Social Studies, The Hague, Netherlands. It has not been submitted before, in whole, or part for any other degree or examination at any other Universities.

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Signature:

Lawrence M. Siyanga

Date:

LIST OF ABBREVIATIONS

| | |
|---------------|--|
| AIDS | Acquired Immune Deficiency Syndrome |
| ALAN | Association of Local Authorities in Namibia |
| BON | Bank of Namibia |
| CBS | Central Bureau of Statistics |
| CDC | Constituency Development Committee |
| CLA | Caprivi Liberation Army |
| CRC | Caprivi Regional Council |
| CRO | Chief Regional Officer |
| DAP | Development Action Plan |
| DC | District Council |
| DD | Deputy Director |
| DDC | Directorate of Decentralisation Co-ordination |
| DIP | Decentralisation Implementation Planning |
| DPIC | Decentralisation Policy Implementation Committee |
| DTA | Democratic Turnhale Alliance |
| EMU | Emergency Management Unit |
| GRN | Government Republic of Namibia |
| HIV | Human Immune Virus |
| HRM | Human Resource Management |
| KRC | Khomas Regional Council |
| LC | Local Council |
| MAWARD | Ministry of Agriculture, Water & Rural Development |
| MBO | Management Based Objectives |
| MET | Ministry of Environment and Tourism |
| MFAF | Ministry of Foreign Affairs for Finland |
| MLRR | Ministry of Lands, Resettlement and Rehabilitation |
| MME | Ministry of Mines and Energy |
| MoF | Ministry of Finance |
| MOHSS | Ministry of Health and Social Services |

| | |
|-----------------|--|
| MRLGH | Ministry of Regional, Local Government and Housing |
| MRLGRD | Ministry of Regional, Local Government and Rural Development |
| MTI | Ministry of Trade and Industry |
| NamWater | Namibia Water Cooperation |
| NC | National Council |
| NGO | Non Governmental Organization |
| NORED | Northern Regional Electricity Distribution |
| NPCS | National Planning Commission Secretariat |
| NRM | National Resistance Army |
| OAG | Office of the Auditor General |
| O/M/A | Office/ Ministry/ Agency |
| OPM | Office of the Prime Minister |
| PS | Permanent Secretary |
| RDP | Rural Development Plan |
| RC | Regional Council |
| RC,s | Resistance Councils |
| RDCC | Regional Development Co-ordination Community |
| RDC | Rural Development Committee |
| REMU | Regional Emergency Management Unity |
| RP | Republikein Party |
| SADC | Southern African Development Community |
| SADF | South African Defence Force |
| SWAPO | South West Africa People's Organization |
| UDP | United Democratic Party |
| UNAM | University of Namibia |

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CHAPTER 1: INTRODUCTION TO THE STUDY

1.1 BACKGROUND

The conception and introduction of the policy of decentralisation in Namibia originated in the SWAPO's political manifesto of 1989 on local government and housing. The manifesto provided that "under SWAPO government there would be democratically elected authorities in rural and urban areas in order to give power to the people at grassroots levels to make decisions on matters affecting their lives". (SWAPO 2004:12). That vision was later enshrined in the constitution of the independent Namibia providing for structures of Regional and local government. In 1992 these sub-national structures were created by enacting Regional Council Acts and Local Council Authorities Act which instituted introduction and implementation of decentralisation in Namibia. (Constitution 2002:53)

Namibia has 13 Regional councils that cover the entire geographical area of the country. Each region is then divided by a number of constituencies and one for each Councillor; each regional council then chooses two of its members to represent the region in the NC. The 13 regional councils are each chaired by a Regional Governor elected from their own members for a period of four years. Regional Councils play a planning role that is aimed at promoting development in their respective regions. There is no direct responsibility for rendering municipalities (except in settlement areas) but a broader mandate to ensure that governmental services are rendered in their respective areas, either through line- ministries such as Health and Education,

as well as parastatals rendering services, such as water and electricity. Therefore, Regional councils have more direct linkage to national government than to local government. (MFAF 2003:7)

In addition to 13 political regions and regional councils, there are 47 local authorities that are classified into four types (MRLGH volume 2 of 1998:5). These four types of local authorities are classified as.

Part 1: 3 Municipalities (Bigger Municipalities); Part 2: 13 Municipalities (Smaller Ones); Part 3: 13 Towns; Part 4: 18 Villages.

The relationship between regional councils and local authorities is superficial in practice and each undertakes the roles and functions independently of each other.

The line ministry responsible for regional and local authority councils is the Ministry of Regional, Local Government and Housing (MRLGH). This ministry is responsible for developing legislation, providing fiscal and other support as well as encouraging development and the fulfilment of powers and duties by sub-national government.

The power and functions of Regional council includes: (Ministry for Foreign Affairs of Finland 2003:8)

- Socio-economic development planning in their respective regions.
- Establishing, administering and controlling of settlement areas in their respective regions.

- Providing support to local authorities in their regions to enable such local authorities to improve their status, and
- Advising national government on matters in their respective regions.

1.2 LEGISLATION AND FRAMEWORK

In 1996 the Ministry of Regional, Local Government and Housing consulted various stakeholders on whether decentralisation was on course. These consultations revealed that decentralisation was not proceeding as planned. (MRLGH 1998:3). The policy dialogue culminated in preparation of the decentralisation policy, which was approved by cabinet in 1996, by National assembly 1997, and it was officially launched in March 1998. The document (Decentralisation policy identifies functions to be decentralized, lays down implementation guidelines, and the choice of the form of decentralisation in Namibia (this will be discussed in Chapter three).

The principal legal basis for decentralisation in Namibia (according to the MRLGH 1998:4).

The Constitution, the Regional Council Act, 1992, the Local Authority Act, 1992, the Traditional Authority Act, 1995, the proposed decentralisation enabling legislation.

1.3 STATEMENT OF THE PROBLEM

Decentralisation as a state policy is far still to reach the desired goals. The policy has not progressed as proposed. There are several factors contributing towards this lack of progress.

- The structure and nature of regional council sources need to be addressed as power of regional council to raise local revenues are fundamental under devolution. Currently regional councils have no access to revenue generation, as they entirely depend on regional development trust fund and equity provision. Financial management and financial transfer system needs a serious attention as far as development is concerned. In order to determine whether there is sufficient revenue and revenue autonomy in the regional councils.
- Another problem to be addressed in my study is the lack of the technical capacity to prepare ministerial decentralisation implementation plans. All line ministries with functions to be decentralized (delegated) to regional councils are at different stages in terms of preparedness for decentralisation, and they all have their own organizational structures for all functions that are already deconcentrated to regional levels.
- Training and capacity building for regional council officials, if decentralisation policy is to be achieved, regional councils needs be equipped with properly trained personnel and there is also a need to develop proper infrastructure, regional councils need assistance in preparation for the delegation of functions and operational aspects of delegation phase of decentralisation.
- Namibia's vision 2030, a policy framework for long-term national development recognizes that, "although government as such is fully committed to the process of decentralisation, not all line ministries have been fully on board as yet. This lack of commitment contributes to slow progress

in the implementations of decentralisation as provided in the legislation. This stems from lack of awareness and knowledge in line ministries and regions of what decentralisation would actually entail in terms of administration and service delivery.

- Awareness of the political and administrative role is crucial with decentralisation of functions. “Political will and support from the central government is a pre-requisite for an effective implementation of decentralisation reforms. 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. Time and resources will be invested in assessing what is needed to create capacity in the system (MRLGH 1997:6). However, in the implementation process there are various factors that need to be taken into account, that are cultural, political, poverty and geographical differences. For instance some regions are better off in terms of resources and infrastructure compared to other regions. An example can be found in the author’s unit of study (Caprivi and Khomas regions). In Khomas region as it is the centre of the country (capital city) the infrastructure existed even though it’s not the same as it is now, so this could ease the implementation process. In the Caprivi region a lot is needed to be done given the region’s situation in terms of politics, tribal conflicts and insecurity.

1.4 RESEARCH QUESTIONS

1.4.1 The Central Research Question

The central question that will guide this research can be stated as follows;

To what extent has the policy of decentralisation been implemented in the Caprivi and Khomas regions?

1.4.2 The Sub-Research Questions

- What are the major problems hampering the decentralisation implementation in the two regions?

1.5 THE OBJECTIVE OF THE STUDY

The objective of this study is to investigate the implementation of the decentralisation policy in the Caprivi and Khomas region. In doing so the author will attempt to highlight some progress and shortfalls in the implementation of the decentralisation of the said councils. It will highlight some shortfalls in the implementation of the decentralisation policy and recommend counteracting measures and strategy.

Objectives will be stated as follows:

- To address the major problems hampering the implementation of the problem.
- To investigate the resource capacity of the two regional councils in the implementation process of the policy and the current degree of the state involvement and its impact.

1.6 SIGNIFICANCE OF THE STUDY

The study is significant in the sense that it gives insight to the implementers of the decentralisation policy knowledge of how far the process has gone.

By looking on the recommendations, regional councils will know what is expected from them in order to bring the government closer to the people. The study will also be beneficial to other regional councils within Namibia as well as other countries within SADC; in the sense that the findings of the study will serve as reference or learning experience to other countries wishing to undertake decentralisation process. This study creates an opportunity for academic intervention and a scenario will be created which will serve as basis for policy review and formulation.

1.7 RESEARCH METHODOLOGY

The study will use both qualitative and quantitative research methodology. More emphasis has been put on qualitative approach; this is so because the researcher intends to collect primary data related to the study objectives. As Bless and Smith (2000:38) puts it that “a researcher might choose qualitative method because he/she might prefer to ask people what they know.” As researcher the author want people to speak about their understanding on the assessment of the implementation of decentralisation policy in the said regions. In this study a case study design has been selected to facilitate a detailed engagement with the objectives of the study. The author looked at the case of two councils (Khomas and Caprivi regional councils) to achieve the purpose of the study. Wellman and Kruger (1999:46) say that “research

design is a plan according to which we obtain research participants (subjects) and collect information from them”. The format below has been used so that the objectives of the study are achieved and research problems are identified.

1.7.1 Data Collection

The following methods have been used to seek to uncover the assessment of the implementation of decentralisation policy in the Khomas and Caprivi regional councils.

Questionnaires: Two different types of questionnaires were developed and administered in the following ways; one questionnaire was given to Regional Councillors in the two regions under study (this included Regional Governors and Constituency Councillors).

The other type of questionnaire was given to the regional employees (this included CROs and other employees).

Interviews: These were conducted in the following ways:

Unstructured interviews were held with key partners identified as stake holders in the implementation of the decentralisation policy. These were employees of the MRLGH (the Directorate of Decentralisation Coordination in Particular), employees of the two regional councils of the two regions understudy and local community members of the two regions.

Participant Observation: The author attended two community meetings in the Khomas region in Tobias Hainyeko (Nataniel Maxuilili Centre) and Katutura East Constituencies respectively. The author observed and recorded the findings of the meetings.

Documentation Analysis: Information from secondary sources such as policy documents, acts, drafts documents, records of minutes and some journals have been compiled and analyzed.

Literature Review: Through more emphasis was put on qualitative approach, the author consulted various previous documentation on decentralisation that serves as the backbones of the theoretical framework. As Leedy and Ormrod (2001:71) put it that, those who do research belongs to a community of scholars, each of them have journey into the unknown to bring back a fact, a true point of life to light. What they recorded of their journey and after their findings will make it easier for you to explore the unknown, to help you also to discover a fact or truth of point of light.

1.7.2 Research population and sampling criteria

This research was only confined to Khomas regional council, Caprivi regional council and the DDC of the MRLGH only. The research population included the following figures:

1. **Caprivi Region**

- Five regional Councillors including the regional governor answered questionnaires and interviews.
- Five regional council employees filled questionnaires and interviewed.
- Four community members in various committees in the region were interviews.

2. **Khomas Region**

- Six regional Councillors including the regional governor filled questionnaires and interviews.
- Eight regional council employees filled questionnaires and interviews.

3. **Directorate of Decentralisation Coordination**

- Five officials were interviewed without filling questionnaires.

Regional council employees included Chief Regional Officers, Directors, Deputy Directors and Development Planners. A non-probability (purposive) sampling was used to obtain information required from the key partners in the decentralisation process.

1.8 CLARIFICATION OF CONCEPTS AND TERMS

Decentralisation: Is any act, through which a central government formally cedes powers to actors and institutions at lower levels in a political-administrative and territorial hierarchy (Mawhood and Smith in Ribot, (2002:3).

Deconcentration: transfer of power and functions from high administrative level to lower administration level, while power and authority over funds and policy decisions remains with the central government (De Wit 2006:1)

Delegation: Is when public functions are transferred to lower levels of government or any other authority outside of the regular body under political administrative structure, to implement programs on behalf of government agencies (Alex, et al, 2001 in Ribot (2002:1).

Devolution: Is the transfer of tasks, power and funds to local government or local organs (De-wet 2006:1). This entails an inter-organizational transfer of power to geographical units of local government lying outside the command structure of central government.

Fiscal Decentralisation: Is the decentralisation or transfer of fiscal resources and revenue generating **power** to lower levels of government (Oyugi; 2000:6, Agrawal and Ribot 1999:476).

1.9 LIMITATION OF STUDY

The limitation of the study is restricted to the two Regional Councils with the aim of getting proper and in depth analysis of what is happening in these said Regional Councils. The size of the country is one of the limitations, which prevented the researcher from visiting all regions. Financial aspect was also a major issue, as there were no funds available to allow the researcher to carryout the research affectively.

Due to time and available financial resources, only two regions were covered during research.

1.10 ORGANIZATION OF THE STUDY

The study consists of seven chapters. Chapter one is comprised of the introduction of the study which include background, legislation and framework, statement of the problem, research questions, purpose of the study, significance of the study, research methodology, and clarification of concepts, scope and limitation and organization of the study.

The second chapter provides a broader picture of literature on decentralisation. A more specific focus is given to introduction, theory on policy implementation, and concept of decentralisation and a brief look at Uganda and Zambia to draw lessons for Namibia.

Chapter three looks at the Namibian decentralisation process in general focusing on current policies, progress since the year 2000, functions to be decentralized and capacity of regional council in Namibia.

Chapter four focuses on the case of decentralisation of the Khomas regional council. Here more specific emphasis will be made on the overview of the region in terms of general settings and political evolution, as well as the implementation of decentralisation policy in the region, revenue sources and sub-national burrowing.

Chapter five will look on a case of decentralisation in the Caprivi regional council with special focus on the overview of the region with reference to general setting, political evolution and demographic characteristics as well as looking at the implementation of decentralisation policy in the region and revenue sources.

Chapter six will look at the research findings. This chapter will provide an overview of the research, which is under investigation. The last chapter will be chapter seven which will focus on the conclusion and possible recommendations suggested by the author.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

Decentralisation is a word that has been used by different people to mean different things. According to Mawhood (1993:1) "it suggests the hope of cracking open the blockages of an inset central bureaucracy, curing managerial constipation, giving more direct access for the people to the government and the government to the people, stimulating the whole nation to participate in national development plan". He further asks that; do we often see this in practice? He notes that what have been observed as far as decentralisation is concerned are experiments with local government that ends up in chaos and bankruptcy; decentralisation structures of administration that act as more effective tool for centralizing power, regional and district committees in which government officials make decisions while the local representatives sit silent and village councils where people participate but have no resources to allocate. In many countries decentralisation policies were adopted because of the disappointing results of or recognized deficiencies in the central planning and management. According to Rondinelli (1978:100), "the limits of central planning in directing development at the local level became widen during the 1970s, as did the inflexibility, and unresponsiveness of central bureaucracies in many countries. Decentralisation was seen as a way of overcoming or avoiding these constraints. Decentralisation in some countries was associated ideologically with principles of local self-reliance, participation, and accountability and was pursued as a desirable political itself. (Rondinelli 1978:101).

Decentralisation has increased its attraction in many countries. “by the mid 1990s decentralisation policies had been adopted in over ninety countries world wide (Adamolekun 1999:50). The major reason cited by many authors was the failure of centralized state in the different regions to achieve balanced socio-economic development and the call for devolution of power by central government to self-government communities at the regional or local level.

Decentralisation has been taken for varied goals. Mutahaba (1989:72) cites some few examples as “organizational effectiveness, making public administration more responsive to citizens; and promotion of national development.

2.2 THEORY ON POLICY IMPLEMENTATION

Max, in *Das Kapital*, observed that the historical progress of economies from feudalism to capitalism was a classic example of decentralisation (Wikipedia 2006:1) according to him this was so because it relied correspondingly less on authority of a “nobility” and more on flexible systems of control of capital. Furthermore, the theory that can be applied to decentralisation is a political theory. Political theorist believes that, there are limits to decentralisation as a strategy (Wikipedia 2006:2). Many authors believe that, during the adopting and implementation of decentralisation policies, political office-bearers are a driving force behind what or how to decentralize. (Wikipedia 2006:2)

Lane (1993:90-106) argue that the theory behind implementation is that it involves the policy output that brings about the outcomes in such a way that the latter accomplish the objectives of the policy. Policy implementation involves several distinct functions such as clarification of objectives (goal functions), clarification of the relation between objectives and outcomes in order to affirm the extent of goal achievement (the accomplishment function) and statement of the relationship between output and outcome in terms of casual effectiveness (casual functions).

Grindle and Thomas (1991:121-150) noticed that, there have been less literature on the study of policy implementation as compared to policy analysis and decision making, thus this means that there are not enough comparative studies to tap from.

These two authors cited two models of implementation, these are, linear model and the interactive model.

According to the linear model, once the political authorities approve the reform, the managers are expected to implement. If implementation is unsuccessful, the usual remedy is to call for greater efforts to strengthen institutional capacity or to blame the failure of political will. This is an explanation, which is often propounded by external analysts, and donors who see countries not carrying out reforms considerably.

The interactive model emphasizes the fact that the status quo of a policy results from the acceptance of existing policy or institutional arrangements by those who are

affected negatively or positively. Efforts to change the existing policy will upset the status quo and will elicit some response or reaction from those affected by the change (Grindle and Thomas 1999:125). Further maintain that, the nature, intensity and location of these reactions will determine whether the reform is implemented or sustained. The interactive model's central element is that a policy initiative reform may be altered or reversed at any time during the process depending on the pressure and reactions of those who oppose it. The model is not static but accepts alterations during the implementation as the needs arise. The model recognizes the incremental nature of the policy reform process and implementation view as process. According to this model interested parties such as target groups can exert pressure for change to suit their needs during implementation process.

The implementation of decentralisation policy in Namibia cut across the two models. The context of decentralisation in Namibia has taken the two models as cited by Grindle and Thomas. The slow implementation of the decentralisation policy has been attributed to the absence of a time frame, poor co-operation from line ministries and lack of resources and personnel in the ministry of Regional Local Government and Housing especially the Directorate of Decentralisation in Co-ordination (DDC) to make the policy a reality. It is also being argued that there is little political will to speed up decentralisation, because it remind some politicians of the apartheid policy of creating bantustans and is perceived by some as too close to federalism which SWAPO has steadfastly opposed (Hopwood 2006:25).

According to the former Honorable Minister of Regional Local Government and Housing Dr. Nicky Iyambo, “the pace and context of decentralisation in Namibia under devolution shall be determined by considerations of democracy and participative governance, being speeded up while taking into account political, technical feasibility, system, individual capacity as well as the national macro-economic and fiscal environment, public sector and economic reform policies and activities in the country (MRLGH 1997:5)

The decentralisation policy is aimed at involving people at grassroots level to participate in matters affecting their lives at their levels. This entails that the target group (people at grassroots level or sub-national level) exert pressure in accordance to their specific needs.

2.3 CONCEPTS OF DECENTRALISATION

Decentralisation is a term that means different things to different people depending on their interests and the area of focus. Nsibambi (1998:5) argues that, “politically decentralisation is a concept that evokes a variety fantasies; liberty, self-government, autonomy, democracy. Yet decentralisation is not synonymous with any of them”.

Decentralisation is the process of redistributing decision-making closer to the point of action or service Mutahaba (1989:69), the term mean “the transfer of legal, administrative and political authority to make decisions and manage public functions from the central government to field organizations of those agencies, subordinate

units of government, semi autonomous public co-operations, area-wide development authorities, functional authorities, autonomous (local government, or non-governmental organization". There are many types of decentralisation but for this study the following will be discussed: deconcentration, devolution: delegation and fiscal decentralisation.

Deconcentration

This is a form of decentralisation that involves only a minimum power transfer. It entails shifting of workload from the central government ministry or department headquarters to offices, which are outside the headquarters. Under this type of administration only workloads is delegated or transferred from head office to district, local department of regional office. However, the authority to decide on how those delegated functions are to be performed remains with the central department.

In the Namibian context, an example deconcentration is when central government decentralizes its own staff to sub-national levels to carry out their regular functions closer to the people they serve (MRLGH 1997:11). The policy further states that, while this may achieve greater access and more interfaces to central government services does not allow any participation by the population in any form of decision making.

Devolution

This is the more extreme form of transfer of governmental power and authority. These forms of decentralisation involve the legal conferment of powers upon

formally constituted local authorities to discharge specified or residual functions (Mutahaba 1989:71). Devolution entails an inter-organizational transfer of power to geographical units of local government outside the command structure of the central government. According to Mutahaba (1989:72) ideally devolution should have certain basic characteristics; these characteristics include the following;

- There must be a serious intent about granting of authority and independence from the centre, as well as having the local units outside the central government's direct control.
- Locally units ought to have clear and legally recognized geographically boundaries over which they exercise authority and within which they perform public functions.
- The local units have to be given corporate status and the power to raise sufficient resources to carry out sufficient functions.
- There should be a need to "develop local government as autonomous institutions" perceived by people as belonging to them, in the sense that the local government provides services that satisfy their needs and remain subject to the people's control, direction and influence.
- Finally, devolution does not imply federation; the local unit remains linked to the central government and with other units in the political system through arrangements of mutual support and reciprocity. In most countries that have implemented decentralisation policy these characteristics features, however, remain part of the ideal.

Namibia's decentralisation policy entails that central functions shall be devolved through delegation, thus giving sub-national government full responsibility and public accountability for certain functions.

Delegation

Delegation is another type of decentralisation where the central government allocates some of its functions to the sub-national levels to carry out but not to take out full responsibility. Sub-national governments will carry out these functions on behalf of the central government, while authority over how these functions remain under central government.

Fiscal decentralisation

Fiscal decentralisation is very crucial for the success of the whole decentralisation process and therefore, government attaches great importance to it. Fiscal decentralisation involves the transfer of fiscal resources (revenue resources) to sub-national government, so as to allow them to raise their revenue sources. Boex, et al (2006:7) cites the components of fiscal decentralisation. These are;

- Creating tax sharing arrangement
- Empowering sub-national government to set tax and license rates
- Empowering sub-national government to levy service fees
- Devolving the property tax to local governments
- Establishing development fund for regional and local governments
- Strengthening accounting and audit systems for local governments
- Establishing program based budgeting for local government

2.4 COMPARATIVE APPROACHES

2.4.1 Introduction

The demand for decentralisation is strong throughout the countries because it could improve service delivery. Many countries have embarked on decentralisation. Namibia as a nation that has just introduced the system must learn from other countries. It is against this background that in 1998 a delegation from Namibia headed by the then Minister of Regional, Local Government and Housing, Honourable Nicky Iyambo, and comprising official from central, regional and local governments, as well as officials from line ministry and Office/Ministry/Agency visited the Uganda and Ghana to familiarize themselves with the implementation of decentralisation policy in those countries. The two countries have been selected to inform the decentralisation process in Namibia. The author will now take a brief look at decentralisation in both Uganda and Zambia. These two countries are believed to have influenced decentralisation in Namibia.

2.4.2 Decentralisation in Uganda

2.4.2.1 Background

The policy of decentralisation in Uganda is a response to the nature and form of post colonial politics and development strategies adopted by leaders who took powers after independence. The policy was part of deliberate efforts of the National Resistance Army to democratize Ugandan society and transform the country into a modern state (Sabitim in Nsibambi 1998: 31).

The National Resistance Army evolved the policy of decentralisation as party strategy to develop a non-party democratic system based on the resistance councils (RC), which help the National Resistance Army to fight and win the guerrilla war (Nsibambi 1998:31).

National Resistance Army was strong by supported by donors especially in financing implementation of the decentralisation policy.

National Resistance Army started the implementation of decentralisation policy by passing the resistance council and committee's statute no 9 of 1987, which effectively conferred administrative powers and responsibilities on local communities. Uganda was characterized by over centralized government system. Economically, political, social and cultural decay which climaxed into decline in service delivery, loss of accountability and transparency, lack of maintenance of socio-economic infrastructures and emergency of bad governance. The policy of decentralisation was formally launched in 1992, by H.E the president, Yoweri Kaguta Museveni. (Nsibambi 1998:32)

The system of government in Uganda is based on the two systems namely Central Government and its agencies such line ministries, inspector general of the government, auditor general etc.

Local Governments, which is based on the district units was divided under local governments and administrative units. Local governments are:

- (i) District/ City Council
- (ii) Sub-Country/ City Division Council
- (iii) Municipal Council/ Municipal Division Council
- (iv) Town Council

2.4.2.2 Legal Framework

The principal legal bases for the decentralisation policy in the country are:

The Resistance Councils and Committees Statute 1987, Local Governments Resistance Council Statute, (1993) the Constitution of the Republic of Uganda (1995) and the Local Government Act, (1997)

The constitution states that, the state shall be guided by the principle of decentralisation and devolution of government functions and powers to people at appropriate levels where they can best manage and direct their affairs (article 11) and civil organizations shall retain their autonomy in pursuit of their declared objectives.

2.4.2.3 Political Decentralisation

Political decentralisation in Uganda has been realized. Local governmental characters including political, executive, and legislative power. Urban councils have autonomy over their planning and financial matters in decision making, budgeting and approval of budgets. Sub-country councils retain a minimum 65% of locally raised revenue collected by them and have all the powers over how to use money. (Nsibambi 1998:35)

2.4.2.4 Financial Decentralisation

Uganda has 45 districts. However, only 13 districts have implemented financial decentralisation in 1993/94. It was not until 1997, that all aspects of decentralisation in Uganda including financial decentralisation were implemented in all the 45 districts. Uganda made three types of fiscal decentralisation these are;

- (1) Power to levy, charge, collect and appropriate taxes by local government.
- (2) Central government financial transfer (grants).
- (3) Loans by local government.

The constitution also provides for the grants system which has three types of grants to enable local government to meet their obligations namely

- Unconditional grants
- Conditional grants
- Equalization grants

Grants are remitted from central government (Ministry of Finance, Treasury department) to the local governments (district, city, municipal and town councils). Local governments in Uganda are given borrowing power in order to finance decentralisation services.

2.4.2.5 Summary

According to Nsibambi (1998:141) decentralisation in Uganda is likely to be irreversible provided that the central government remains committed to devolution, democratization and constitutionalism. People's committees at village and district

levels have been established and the National Resistance Army has honoured its promise by implementing the decentralisation policy. Since then decentralisation has become one of the pillars of the new constitutional orders.

Political force in Uganda supports the devolution of powers, there is a direct link between decentralisation and democracy. Uganda believes that, a democratic regime will promote decentralisation while a dictatorial, autocratic one will fight it. Local governments have been structurally empowered as focal points of managing development and social service delivery. Local government shows that human resources capacity is still low. They feel evil”, hence, curtailing the chances of attracting best performers. (Nsibambi 1998:41)

Good governance is multifaceted processes which, in the Uganda context has entailed devolving more functions and powers to local governments, restoring traditional leaders in such a way that, they do not participate in partisan politics. In the word of Nsibambi , Uganda is lucky to have President Yoweri Museveni and dedicated public servants who were committed to implement the multi-faceted package, effective and democratic leadership at all levels of government has been a critical facilitator of good governance and a sound decentralisation.

2.4.3 Decentralisation in Zambia

2.4.3.1 Background

When Zambia gained independence in 1964, she inherited an administrative structure at the local and intermediate levels that could at best be characterized as a blend of

the unintegrated perfectural system and the devolutionary system, with the former being more dominant. The local government act of 1965 allowed the country minor restructuring and streamlining of the system of administration system. This streamlining involved bringing all local authorities together under the supervision of the Ministry of Local government as well as making them responsible to an electorate, though election could be informal in some of the smaller communities.

Zambia preferred to transfer powers and functions to local authority only when the local authorities could satisfy the minister for local government that it has the capacity to handle such functions (Mutahaba 1989:95).

2.4.3.2 Decentralisation by Deconcentration

Literature reveals that the central government in Zambia was not enthusiastic about decentralizing administration through devolution. The bulk of governmental activities continue to be performed through the central government by using other various methods. The past twenty years from 1989, therefore, have witnessed the government's re-organization of the non-devolutionary components of its local administration with a view to providing for some decentralisation within the decision-making system (Mutahaba 1989:97).

Reform resources that were carried between 1964 consisted measures to reduce dominance, as such no political leader could head province or districts. The implementation of administrative decentralisation was guided by one major principle

namely; “decentralisation is centralism” which was defined by President Kaunda as “a measure whereby through the party and government machinery, will decentralize most of the party and government activities while retaining effective control of part of the government machinery at the centre in the interest of a unified government. (Ibid in Mutahaba 1989: 98).

Many Zambian’s elites had negative attitude towards decentralisation, Ollawa 1982:169-189) said that many ministerial permanent secretaries in Zambia considered it will be irresponsible on their part to give their provincial officials increased authority and discretion on the use of funds.

2.4.3.3 The 1980 Decentralisation Reform

As noted earlier that Zambian’s attempts at decentralizing decision-making that both devolutionary strategy and the 1969 deconcentration strategies had not involved serious transfers of responsibilities to lower levels organs (i.e. either at provincial or rural district). The 1980-decentralisation objectives remained the same as those stated in the local government act of 1969. Even though this was the case first attempt of 1980 reforms was to bring together central and local government organizations into an integrated body known as the district council. Reforms also aimed at widening the scope of functions of the newly created unit. (Mutahaba 1989:92)

In implementing the 1980 decentralisation reforms the Zambian government faced many difficulties. This was not only by the politicisation of administration, but also by a shortage of high calibre manpower, finance, housing, accommodation, transport, and fuel (William 1994:578).

Zambia does not have even offices in districts where implementers can carryout implementation of the Decentralisation process.

2.5 LESSONS TO BE LEARNED

From the experiences of decentralisation undertaken in other countries, Namibia could benefit from this study. This will enable the country to understand whether they are taking the right path as far as decentralisation is concerned. The following can be learnt in this comparative study:

- The concept of decentralisation reform, design and implementation differ from country to country and within country over a given period of time. The two countries studied implemented and approached decentralisation in different ways. This indeed testimony to the fact that there is no internationally acceptable blue print for decentralisation.
- A strong political will and support from the central government is a prerequisite for an effective implementation of decentralisation reform. Good lessons can be learnt from the two countries. Examples; political decentralisation in Uganda has been realized and that both executive and legislative power fully support the process of decentralisation. This enables the country to achieve its goals in terms of decentralisation, whereas in Zambia many elites had negative attitudes towards decentralisation, most of government activities are run by the central government and political leaders are not allowed to head provinces and districts. This led the country to fail to

achieve its objectives in terms of decentralisation or to have difficulties in implementing the process. Namibia should learn from this that without strong political support, decentralisation is destined for failure.

- Human resource development and capacity building programmes are essential aspects in the implementation of decentralisation process and are necessary conditions for any reform to succeed. The implementation of the 1980-decentralisation reforms for the Zambian government faced difficulties due to lack of trained personnel in the implementation process.
- Financial resources are an important factor in the implementation of the process. Without adequate funding it is not possible to effectively implement decentralisation reforms in regional councils. Uganda succeeded in the implementation of decentralisation reforms because it has implemented all aspects of financial decentralisation in all districts. Districts are given power to raise revenue and retain a minimum of 65% of locally raised revenue. They are given grants according to the constitution and have all the powers over how to use the money. In Zambia the process of implementing decentralisation reforms in districts and provinces is not easy because of the principle of “decentralisation is centralism” thus the government has centralized its finance.
- As decentralisation is about bringing the government closer to the people, community participation and involvement is important in ensuring effective implementation of decentralisation process and that central government should learn to trust and have confidence in the recipients of power (Regional Councils).
- Finally, sensitization, motivation and awareness among all stakeholders are crucial in building consensus, acceptability and attitudinal change in the decentralisation process.

CHAPTER 3: DECENTRALISATION IN NAMIBIA

3.1 INTRODUCTION

As already mentioned in chapter one that the introduction of the policy of decentralisation in Namibia originated in the SWAPO's political manifesto of 1989 on local government and housing. The manifesto stated that if SWAPO win the elections, there would be democratically elected authorities in rural and urban areas so as to give power to people at grassroots levels to make decisions on matters affecting their lives. Article 102 (1) of Chapter 12 of the Namibian constitution specifically provides for structures of regional or local government. It states: "for the purpose of regional and local government, Namibia shall be divided into regional and local units which shall consist of such regions and local authorities as may be determined and defined by the Act of Parliament." (Constitution 2002:53)

According to Mukwena and Olowu (2003:88) "Independent Namibia's decentralisation policy as recommended by SWAPO in a document published by the United Nation's Institute for Namibia (UNIN) in 1986 was meant to decentralize the country with a view to balancing the requirements of democracy and popular participation with those viability, efficiency and effective administration."

The new regions created in Namibia cannot be comparable to the despised ethnic "homelands" (Bantustans) established in the colonial times on the basis of racial and

ethnic lines. The division of an independent Namibia into regions was based on geographical considerations (Mukwena and Olowu 2002: 89).

In Namibia decentralisation takes place within the context of the unitary state. This is fundamental principle that distinguishes decentralisation in independent Namibia from that decentralisation that existed under colonial rule. The policy of decentralisation was first aimed at delegation and concentration of functions to sub-national governments (regional and local government) then devolution would follow when the central government is fully convinced that all the conditions have been met. With devolution the central government gives full responsibility and public accountability for certain functions to the sub-national level.

3.2 CURRENT POLICY COMPONENTS

Debates during 1996 and 1997 produced a draft of legislation in 2000, which resulted in the passing of bills, which were aimed at the facilitation of the decentralisation process. These bills included the following (Hopwood 2005)

- Decentralisation Enabling Act (Act 33 of 2000).
- The Trust Fund for Regional Development and Equity Provisions Act (Act 22 of 2000).
- The Regional Council's Amendment (Act 30 of 2000).

The Decentralisation Enabling Act (Act 33 of 2000) provides for regulations, delegation and devolution of functions vested in the line ministries to regional and

local council. The Trust Fund for Regional Development and Equity Provisions Act (Act 22 of 2000) sets up a fund to provide regions and local authorities with technical and financial assistance for development projects. The regional councils Amendment Act (Act 30 of 2000) gives the regional administration the status of chief regional officer while paving the way for other new appointments.

The decentralisation policy proposed that decentralisation should go through various stages starting with delegation of functions ending with devolution. This policy is designed to be gradually phased-in by regions or local authorities by functions and within functions (MFAF 9). Some functions are proposed to be decentralized immediately. Others in the intermediate term and some in the long run. (MFAF 9).

3.3 PROGRESS SINCE THE YEAR 2000

The laws that were passed in 2000 prepared the legislative platform for decentralisation. There has been progress on a number of complex administrative issues particularly on administration and coordination. In 2004 regional councils were given the funds to expand their staff compliments in anticipation of the transfer of central government functions. The Decentralisation Implementation Plan (DIP), which was adopted in 2001 and revised and updated in 2004, guided this process (Hopwood 2005:7). The DIP is overseen by the Decentralisation Policy Implementation Committee (DPIC), which constitutes permanent secretaries chaired by secretary to the cabinet.

Chief Regional Officers were appointed at the end of 2003, thus the staffing structure of regional councils was expanded in 2003/4 to include 13 Chief Executive Regional Officers, 13 Directors of General Services, 26 Deputy Directors of Finance and Personnel and Six Directors of Development Planning (Hopwood 2005:8).

The increased capacity of regional council means that they are now more likely to be in a position to take on delegated functions, although it may be very difficult for the MRLGRD through the DDC to assess the readiness of the regional councils when some line ministries have not submitted their development action plan. According to some reports the MRLHRD's directorate of decentralisation has been working with other line ministries on the preparation of there DAPS. By April 2005, eight DAPS have been received from the ministries from the Ministry of Education, Ministry of Land and Resettlement, Ministry of Labour and Social Welfare, Ministry of Gender Equality and Child Welfare, Ministry of Information and Broadcasting, Ministry of Health and Social Services, Ministry of Environment and Tourism, and Ministry of Agriculture, Water and Forestry (Hopwood 2005). The government of Namibia set a cross ministerial task forces to iron out potential problem areas including personnel issues, training, financial management, development planning, harmonization of legislation, housing and office matters.

The regional development and equity provisions have been set up and a board of trustees appointed with the aim of financing equitable development across the 13 regions. Regional tender boards are being set up in all 13 regions to procure goods

and number of regional governors was elevated in 2001; regional Councillor's salaries have been improved and regarded as full-time politicians on full salary.

Despite problems encountered in terms of finance by some regions e.g. Erongo and Caprivi which could not keep minutes of meeting for the whole year under review (auditor general's office 2004 (a) and 2004 (b)) with the coming in of new staffing structures the MRLHRD is impressed with the performance of regional secretary. Permanent Secretary, Erastus Negonga, indicated in early 2005 that "financial control in regional councils had improved after the ministry approved by regional council budget for the first time in 2004". Negonga went on to say, "the ministry has expressed its satisfaction in the manner in which chief regional officers are controlling and managing their funds since their appointments in December 2003" (MRLGHRD 2005 in Hopwood 2005).

3.4 FUNCTIONS TO BE DECENTRALISED

3.4.1 Overview Regional Councils

In Namibia the state will ultimately declare responsibility, authority and resources in accordance with the criteria related to functions to be decentralized, the timing and pace of such decentralisation. The process is going to be phased in systematically. This entails that some functions are going to be decentralized faster than others.

According to MRLGH (1997:5) of those functions decentralized, not all of the functions need to be decentralised at the same time, and it's not necessary that there be a simultaneous start in all regions and local authorities. This will go according to

the party's state of readiness. The document further states that once decentralisation has started it should be continuous, thus there should be no stoppage.

3.4.2 Categories of Functions to be Decentralised

There are three categories of functions that will be decentralized to regional councils. These functions are divided into:

Immediate Functions

These are the functions that will be decentralized immediately to regional councils. According to MRLGH (1997: 34) "those functions about which there is agreement between central government and which are easy to decentralize will be decentralized immediately. These functions are:

- Community development and early childhood development.
- Administration of settlement areas
- Rural water development and management
- Management and control of communal lands.
- Primary health care
- Pre-primary education
- Conservation
- Forest development management
- Physical and economic planning(including capital development projects)
- Emergency management

- Resettlement, rehabilitation and housing
- Regional Council Personnel responsibility
- Agency services to regional councils, villages and settlement

Medium Term Functions

These include those functions which are generally agreed for decentralisation according to the criteria in the policy where due to some complexities, issues, or questions related to them cannot be decentralized immediately so as to give time to resolve the outstanding questions of political, technical or administrative nature. These functions are regarded as medium term functions as they will be decentralized in the medium term. Medium term functions are listed below:

- Regional assets management now under ministry of works, transport and communication.
- Small miners development
- Rural electrification
- Agency services to villages and settlement

Long-Term Functions

The long-term functions are those functions such that because of their complexity or nature, will either need a long time to assess and debate to be decentralised or those that may not be decentralised at all.

These include all those functions or parts of functions, which in theory are decentralisable, but are not included under immediate or medium term functions. These functions will continue to be carried out by line-ministries for foreseeable future.

Table 1: Shows the functions to be decentralized by regions and responsible ministries

| IMMEDIATE DECENTRALISATION TO REGIONS | |
|---|-----------------------------|
| Function to be Decentralised | Responsible Ministry |
| Community Development and Early Childhood Development | (MRLGH) |
| Administration of Settlement Areas | MRLGH |
| Pre-Primary Education | MRLGH |
| Agency Services to Villages and Settlements | MRLGH |
| Physical and Economic Planning (Including Capital Development Projects) | MRLGH (N.P.C.S) |
| Rural Development and Management | (MAWRD) |
| Primary Health Care | (MOHSS) |
| Conservation | (MET) |
| Forest Development and Management | MET |
| Emergency Management | (OPM) |
| Resettlement, Rehabilitation and Housing | (MLRR) |
| Management and Control of Communal Lands | MLRR |
| Responsibility over Personnel, Including Payment of Salaries | ALL |
| Medium-Term Decentralisation | |
| Regional Public Asset Management (Now Under Ministry of Works, Transport and Communication) | ALL |
| Small Miners Development | (MME) |
| Rural Electrification | MME |
| Informal Trade Licenses | (MTI) |
| Informal Market Clues | MTI |

Source: MFAF (9)

3.5 CAPACITY OF REGIONAL COUNCILS IN NAMIBIA

Chapter 12 of the constitution of the republic of Namibia makes provisions for the structures of regional and local government in Namibia? Each unit of regional or local government have a council which serves to as a governing body and boundaries of the regions were determined by a delimitation commission, where each region is to have the composition, powers and structures set out in the constitution or as determined by the Act of Parliament (Mukwena and Drake 2000:5).

The first delimitation commission of 1991 proposed 13 regions for Namibia as they are today. Some slight alterations were made to boundaries of other regions but the basic patterns of 13 regions remain the same.

Table 2: Statistics of Population and Surface Area by Region

| REGION | AREA KM SQ | POPULATION |
|---------------------|-------------------|-------------------|
| Kunene | 144 255 | 68,735 |
| Omusati | 13 638 | 228,842 |
| Oshana | 5 291 | 161,916 |
| Ohangwena | 10 582 | 228,384 |
| Oshikoto | 26 609 | 161,007 |
| Kavango | 43 418 | 202,694 |
| Caprivi | 19 532 | 79,826 |
| Erongo | 63 720 | 107,663 |
| Otjozondjupa | 105 328 | 135,84 |
| Omaheke | 84 734 | 68,039 |
| Khomas | 36 805 | 250,262 |
| Hardap | 109 888 | 68, 249 |
| Karas | 161 325 | 69,329 |

Source: Graham Hopwood (2006:3) Population Census 2001.

The delimitation commission under article 105 of the constitution determines the number of Councillors on each regional council and each Councillor is elected in respect of constituency, which has prescribed boundaries. “Each region consists of a management committee which is chaired by the regional governor and members include other Councillors depending on the size of the council” (Mukwena and Drake 2000: 8). The council and the management committee can both establish such additional committees, as they consider necessary of their functions.

Table 3: Number of Councillors and Management Committee for Regions

| Regional Council | Number of Councillors/ Constituencies | Number of Management Committee (Including Governor) |
|-------------------------|--|--|
| Kunene | 6 | 3 |
| Omusati | 11 | 4 |
| Oshana | 10 | 4 |
| Ohangwena | 10 | 4 |
| Oshikoto | 10 | 4 |
| Kavango | 8 | 3 |
| Caprivi | 6 | 3 |
| Erongo | 7 | 3 |
| Otjozondjupa | 7 | 3 |
| Omaheke | 6 | 3 |
| Khomas | 10 | 4 |
| Hardap | 6 | 3 |
| Karas | 6 | 3 |

The capacity of regional councils is determined by the functions assigned to them by the central government. Resources (human material and financial practices (services) and authority that enables them to achieve their goals.

It is also important to note that regional councils are part of the Ministry of Regional, Local Government, Housing and Rural Development. The establishment of regional councils is included in the component and post structure of MRLGH and most of its expenditure is funded by central government through MRLGH by virtue of section 37 of the Act.

A number of regional committees have been established in the regions to plan and co-ordinate community activities. Mukwena and Drake (2000: 34) noted the formation of the following committees:

- REMU
- Regional Education Forum
- Regional HIV/AIDS Committee
- Regional Health Advisory Committee
- Regional Roads Boards
- Regional Resettlement Committee
- The Regional Development Co-ordinating Committee (RDCC) which is associated with constituency development committee (CDC,s) were established under the decentralisation policy to coordinate the planning and development of region and the constituencies.

CHAPTER 4: A CASE OF KHOMAS REGIONAL COUNCIL

4.1 OVERVIEW OF THE KHOMAS REGION

4.1.1 General Setting

The Khomas region the name is reflecting the importance of the Khomas Hochland Mountains situated in the central part of the country. According to the second delimitation commission (1998) it has a surface area of 36,805 square km. To the north, it borders Otjozondjupa region, to the east Omaheke region, to the south Hardap region and to the west; it's borders Erongo region. The Khomas region has an estimated population of 264,700 (Central Bureau of Statistics 2000), the average estimated population density being 7.2 persons per square km. English, Afrikaans, Otjiherero, Oshiwambo, Nama, Damara, German, and Portuguese are the predominant languages spoken.

Khomas is the only region in Namibia that has a dominant urban character as nine of its constituencies fall within the urban area of Windhoek. The main urban centre of the region (Windhoek) is the administrative, legislative and judicial centre of the country. The city hosts all the head offices of the various ministries as well as the headquarters of banks and other financial institutions. "A strong industrial and trading sector supports the city's economy (Rural Development Plan 2001/2002-2005/2006).

In comparison with other regions, Khomas region is well equipped with basic infrastructure, telecommunications, water provision and access to electricity supply in the urban areas. Windhoek forms an important railway junction linking the city with the rest of the country's rail network as well as South Africa (Rural Development Plan 2001/02-2005/06:1)

The country's major international airport, the Hosea Kutako International Airport, is located approximately 35km east of Windhoek and the major roads connect the city with Namibia's southern, eastern, and northern neighbours.

4.1.2 Political Evolution of the Region

The Herero communities inhabited areas within Khomas region prior to the German and South African colonization. The foundation for civil administration was laid in 1980 with the founding of Windhoek as the country's seat of administration. During 1962 when a commission under the chairmanship of Mr. F. H. Odendaal recommended that the homelands (communal areas) system be created, the Khomas area was reserved for commercial land (Rural Development Plan 2001/02-2005/06:2)

After Namibia's independence in 1990, Khomas Region was divided into seven constituencies with each having a councillor. Today Khomas Region is divided into ten (10) constituencies. With the adoption of decentralisation policy, which aimed at devolution of power to sub-national governments, regional offices were established within the country. The Regional Governor together with the Regional Officers first ran regional offices. Since December 2003, the staffing structure for the regional

councils has been expanded in accordance to the readiness for the devolution of the functions. The constituencies that fall under Khomas Region are listed as follows:

- Windhoek West
- Windhoek East
- Windhoek Rural
- Samora Machel
- Soweto
- Khomasdal North
- Moses Garoeb
- Tobias Hainyeko
- Katutura Central
- Katutura East

The constituencies have been provided with permanent office structures and furniture's. However, while some officers use their residential areas as their offices while their administrative officers (clerks) are stationed at the regional council's head office.

4.2 IMPLEMENTATION OF DECENTRALISATION POLICY

4.2.1 Introduction

Decentralisation seeks to transfer political, administrative, legislative, financial and planning authority from the centre (central government) to regional and local government level (Rural Development Plan 2001/02-2005/06:124). The implementation of the process of decentralisation in Khomas region like in other

regions is moving very slowly, but as a process it is moving towards achieving its goals (Pandeni in Rural Development Plan 2001/02-05/06:20). The process requires action by all stakeholders to fully participate in all issues that will bring it to reality.

It is the wish of bureaucrats that democratic participation at local level is enhanced in order to give people at the grassroots levels power to make decisions on matters affecting their lives. This entails the transfer (decentralisation) of functions to lower levels (e.g. Regional Councils). This sub-chapter seeks to look at activities that have taken place in Khomas region since the implementation of the decentralisation policy.

4.2.2 Organization Structure

In the Khomas Regional Council, not all posts have been filled. At senior management level only the Chief Regional Officer, Director for General Services, Planning, Deputy Director for Administration, Human Resource and Finance are in place.

While the posts of the Deputy Director for Planning and Development, Technical Services and Rural Service are yet to be filled. As for the post of the Deputy Director for Technical Services (Engineering) was advertised in April 2006, but no suitable candidate to this position could be identified. The post was re-advertised in the New Era on the 13th of October 2006. The other aforementioned posts have been advertised, short listed candidates are awaiting interviews.

The two posts for the Director of Health and the Director of Education are on the establishment of the Regional Council, but these posts still exist on the establishment of the line ministries (Ministry of Health and Social Services and the Ministry of Education) as they are still on the payrolls for those line ministries which the line ministries still play a pivotal role on execution of their activities in regions.

The Khomas Regional Council has 93 filled posts. This entails that this council currently employs ninety three employees. The number excludes eight Regional Councillors who are paid by the council, According to the response given by the Deputy Director for Human Resources why they are excluded; Regional Councillors are employed on terms through constituency after elections because they are political office bearers.

All constituency offices are staffed with administrative clerks and one labourer each. During the time of the author's visit to constituency offices within the council, the author realized that these employees play an important role in helping the community in various ways. They are available at all times even when the Regional Councillor is absent to offer their assistance.

According to the proposed organization structure of the council, there are still more vacant positions yet to be filled. Some of the vacant positions are yet to be advertised, while recommendations have been forwarded to the MRLGRD for the approval. The author acknowledges that cadre positions filled up are occupied by

qualified personnel. This is testified by the qualification and experiences these employees have.

The current establishment (organizational structure) of the council has increased compared to 2004 when the Directorate of Decentralisation Co-ordination visited the council to assess the council's readiness for decentralisation and support they need. For instance, in terms of senior positions only the Chief Regional Officer and the Directors for service were in place while the positions of Director for Planning and Development are currently filled in an acting capacity (MRLGH 2005:51).

According to the Deputy Director, Human Resource, the regional council has job descriptions for existing positions. These have been drawn up within a framework designed by the council and the regional councillors have scrutinized these job descriptions.

In terms of organizational planning framework, the region has a vision in writing and this is shared internally and externally through a newsletter. The regional council has a written operational plan, which is drawn up by using the Management Based Objectives (MBO). As part of its work plan, the region has used NDPS rather than a strategic plan. According to the region a strategic plan is to be considered only once the delegation phase of decentralisation starts and line ministries transfer functions. The regional council further states that there is poor clarification of the role of line ministries and the Regional Council within the Khomas Region, which in turn affects the region's planning and other activities.

4.2.3 Decentralized Functions

In Khomas region, during the time of the author's visit to the Regional Council while conducting the research to the various employees, identified as key stakeholders for decentralisation policy the following things:

No functions that have been decentralized to regional councils. According to them, they feel decentralisation is still under deconcentration as there is only a minimum power to transfer. Line ministries are still reluctant in transferring the agreed functions according to the Decentralisation Policy.

4.2.3.1 Administration of Settlement Areas

According to the Khomas Regional Council, this function has been transferred to them. A settlement clerk is appointed by the regional council is responsible for the administration of settlement areas. This person (employee) reports to the regional council through the regional councillor on activities of the resettlement areas. This function falls under the MRLGHRD and is an immediate decentralisation function. The line ministries concerned is responsible for making sure that the proposed settlement areas fully meets the conditions to become a settlement area as stipulated by the Act before approval is granted.

4.2.3.2 Rural Water Development and Management

Rural community committees are established in rural areas (villages). These committees are responsible for developmental issues in their communities. They identify problem areas as far as water and development is concerned. The committee reports their problems to the Regional Councillor within their respective constituencies. The regional councillor forwards the request, problems or suggestions to the regional council during their management meetings. The regional council through the Regional Governor will consult with the relevant line ministry (e.g. MAWRD). Committee (Constituency Development Committee) and Rural Development Committee are established with the Regional Act, mainly to oversee such issues.

4.2.3.3 Community Development and Early Childhood Development

Khomas Regional Council has established committees such as the Rural Development Committee with the aim of making community participation more effective by allowing people at grassroots level to participate in the matters affecting their lives through such bodies. These committees' hold meeting with the community on developmental matters and the Regional councillors take these issues to the Regional Council who consult responsible line ministry.

4.2.3.4 Responsibility over Personnel and Finance

Khomas Regional Council is responsible for its personnel and finance. It determines vacant positions and its staffing needs. The MRLGHRD is responsible for approving requests made by the Regional Councils depending on the availability of finance and other needs.

Employees of the Regional Council are paid by the Council. In terms of restructuring for vacant positions conduct, they interviews apart from senior posts where line ministry assists.

4.2.3.5 Health and Education

Though these functions are still with the line ministries, committees such as Regional Education Forum and the Regional HIV/AIDS Committees have been established through the Regional Council. In terms of the pre-primary education and primary health care, regional councils play an important part on the functioning on these committees in the region. During the recent Polio outbreak in Namibia, Khomas Regional Council's facilities (e.g. vehicles) were used during vaccinations and campaign. The Directors of Education and health in the region are members of the Regional Council. They sit in regional meeting at all times.

4.2.3.6 Fiscal and Economic Planning

The Constituency Development Committee sits down within their respective constituencies and decides on the capital project to be embarked upon. Even though the line ministry and the National Planning Commission Secretariat are the ones to approve or decide whether it is necessary to approve such projects.

4.2.3.7 Emergency Management

The Regional Governor, who is appointed chairperson of the Regional Emergency Management Unity, makes sure that the office of the Prime Minister is fully informed in case of any emergency that may arise.

4.3 REVENUE PREPARATION AND FOLLOW-UP

Khomas Regional Council has limited sources of revenue available at its disposal. The central government still runs and manages the revenue sources for Regional Councils in Namibia and as such Regional Councils depends on the Regional Development Funds and Equity Provisions as the major source of funds.

Compared to other Regional Councils, the Khomas Regional Council has a wide source of revenue because of the 5% contribution from the Windhoek municipality.

The following are the revenue sources of the council:

4.3.1 Government Subsidy from MRLGH

According to the Khomas Regional Council's estimate of revenue and expenditure for the financial year 2006/2007, this is the largest source of fund for the council. The council has an estimate amount of N\$11,388,701 for the 2006/07 financial year. This is the money from the central government through the MRLGH, which is the ministry responsible for overseeing the activities of the Regional Council.

4.3.2 National Planning Commission

This revenue is in form of grants given to Regional Councils from donor agencies for the development of capital projects in the region. According to the estimate of the revenue and expenditure of the council for the financial year 2006/07, an amount of N\$1, 700,000 was estimated.

4.3.3 Five percent Rates Levied

In an interview with the Deputy Director for Finance, 5% rates levied on revenue which is received by the council from Windhoek municipality. According to him of all regional councils, Khomas Regional Council is the only council receiving a large amount of revenue from the municipality. An amount of N\$6,890, 000 is reflected in the budget estimate for 2006/07 financial year.

4.3.4 Rent Receivable

Khomas Regional Council receives revenue from the renting of the council's properties. This rent is received from the use of the Council's Hall which is located within the Council's building. Another source of revenue through rent is received

from Parkfoods (these are buildings situated in Khomasdal area, which were purchased by the council). The rent receivable by the council from these two sources for the 2006/07 budget estimate is N\$250,000.

4.3.5 Interest

This is the profit received as a result of investment in treasuring bills. According to the 2006/07 budgets, the projected amount of N\$462,000.

4.3.6 Office of the Prime Minister (OPM)

The OPM plays a major role in terms of emergency management unit of the region. As such the office assists regions with funds to regions which may assist victims in disasters such as flooding, etc. The Khomas Regional Council has an estimated N\$50,000 in its budget estimate for 2006/07 for this purpose.

4.3.7 Other Sources

These include sources such as the Khomas Regional Council reserves, revenue from Ministry of Gender Affairs and other income (e.g. miscellaneous). The Khomas Regional Council's reserve is used to cover the budget deficit which may arise during its operations. A summary of income and expenditure for 2004/05, 2005/06, and 2006/07 is shown below.

Table 4: Summary of Income and Expenditure
Regional Council: Khomas

| Income | Budget 2004/05 | Estimate 2005/06 | Dec 2005/06 | Estimate 2006/07 |
|------------------------------|-----------------------|-------------------------|--------------------|-------------------------|
| Subsidy MRLGH | 5,059,299 | - | 10 000 | 11,388,701 |
| National Planning Commission | - | 3,300,000 | 3,600,000 | 1,700,000 |
| Income from Settlement Areas | - | - | - | - |
| Interest | 8-7,879 | 600,000 | 489,305 | 462,000 |
| Rent Receivable | 302,397 | 473,863 | 402,126 | 250,000 |
| OPM | - | 200,000 | - | 50,000 |
| Ministry of Women Affairs | 239,032 | - | - | - |
| Miscellaneous Other Income | 73,105 | 50,000 | 80,194 | 50,000 |
| Reserves | - | 17,011,000 | 12,771,865 | - |
| Total Income | 10,881,425 | 27,634,868 | 20,981,016 | 20,790,701 |

| Expenditure | Actual 2004/05 | Budget 2005/06 | December 2005/06 | Estimate 2006/07 | Cont KRC | Cont MRLGH |
|--|-----------------------|-----------------------|-------------------------|-------------------------|-----------------|-------------------|
| 001 Remuneration | 4,716,085 | 8,156,516 | 4,858,940 | 8,926,188 | 0 | 8,926,188 |
| 002 Employment Contribution From GIPF, M.P.O.O.B.P.F | 379,010 | 972,249 | 579,881,14 | 943,515 | 0 | 943,515 |
| 003 Other Condition of Service | 71,433 | 351,633 | 85,796,92 | 281,096 | 0 | 281,096 |
| 010 Personal Expenditure | 5,166,528 | 9,480,398 | 5,524,819 | 10,150,799 | 0 | 10,150,799 |
| 021 Travel & Substance Allowance | 290,768 | 517,950 | 290,768 | 455,045 | 455,045 | 26,289 |
| 022 Materials & Supply | 159,482 | 395,000 | 159,323 | 390,325 | 384,038 | 68,075 |

| | Expenditure | Actual 2004/05 | Budget 2005/06 | December 2005/06 | Estimate 2006/07 | Cont KRC | Cont MRLGH |
|-----|---|---------------------------|---------------------------|-----------------------------|-----------------------------|---------------------|-----------------------|
| 023 | Transport | 179,611 | 590,500 | 362,529 | 750,642 | 682,567 | 63,250 |
| 024 | Utilities | 756,046 | 1,130,500 | 700,012 | 1,151,889 | 1,088,639 | 69,518 |
| 025 | Maintenance Expense | 270,014 | 219,500 | 91,618 | 251,536 | 182,018 | 12,258 |
| 026 | Property Rental & Related Service | 333,150 | 349,000 | 105,505 | 239,780 | 227,522 | 452,516 |
| 027 | Other Services | 970,931 | 1,089,000 | 567,248 | 1,999,666 | 1,547,150 | - |
| | Goods & Other Services Subtotal | 2,953,002 | 4,291,450 | 2,277,003 | 5,238,883 | 4,548,977 | 891,906 |
| 041 | Membership Fee & Subscriptions | 0 | 0 | 0 | 0 | 0 | 0 |
| 042 | Membership Fee & Subscription Fee: Domestic | 195,000 | 180,000 | 173,381 | 180,000 | - | 180,000 |
| 043 | Government Organization | 702,862 | 1,020,000 | 504,455 | 429,167 | 428,167 | 0 |
| 044 | Individual & Non-Profit Organization | 318,960 | 180,000 | 62,434 | 210,000 | 210,000 | 0 |
| 045 | Public Departmental & Private Enterprise | 0 | 0 | 0 | 0 | 0 | 0 |
| | Subsidies & Other Current Transfer Total | 897,862 | 1,380,000 | 740,269 | 819,167 | 639,167 | 180,000 |
| 101 | Furniture & Office Equipment | 1,123,387 | 470,700 | 168,139 | 308,826 | 102,211 | 206,615 |
| 102 | Vehicles | 645,362 | 980,000 | 0 | 637,062 | | 142,163 |

| | Expenditure | Actual 2004/05 | Budget 2005/06 | December 2005/06 | Estimate 2006/07 | Cont KRC | Cont MRLGH |
|-----|--|---------------------------|---------------------------|-----------------------------|-----------------------------|-------------------|-----------------------|
| 103 | Operational Equipment, Machinery & Plants | 0 | 0 | 0 | 17,218 | | 17,218 |
| 104 | Land & Building | 248,911 | – | 0 | – | – | 0 |
| 105 | Other Capital Projects | 1,218,560 | 11,217,320 | 2,635,912 | 8,590,000 | 6,590,000 | 1,700,000 |
| | Acquisition of Capital Assets Sub-Total | 3,236,320 | 12,668,020 | 2,804,051 | 9,553,106 | 7,487,110 | 2,055,998 |
| | Total Operational & Capital Expenditure | 12,253,612 | 27,819,868 | 11,345,943 | 25,761,955 | 12,673,254 | 13,088,701 |
| | GRAND TOTAL | | | | 25,761,955 | 12,673,254 | 13,088,701 |

Source: Khomas Regional Council Estimate of Revenue and Expenditure for the Financial Year 2006/07.

NB: Total budget is N\$25,761,955, less total expected income in N\$20,790,701. The deficit is N\$4,971,264. This deficit will be paid by Khomas Regional Council reserves.

4.4 BUDGET PREPARATION AND BUDGETING FOLLOW UP

Budgeting process starts with the Constituency Development Committee, and then to the Regional Development Co-ordination Community, management committee for review and the council, for approval. This is the process for development budget.

With the recurrent budget, different directorates submit their costed programmes activities and needs to their finance division for prioritisation and compilation and then, it goes to management committee for review and council for approval.

According to the statement by the Deputy Director for the finance, there are always some deviations from the budget and virements that are used in these cases. The deviations are mostly on utilities and telephones.

There is an internal control in the council and this includes the economizing committee, commitments register, signatory power, overtime register, internal requisition, bank reconciliation, etc. The Regional Council have been submitting financial statements to the Office of the Auditor General for audit purposes and these statements have been audited up until 2000 or 2001 financial (MRLGH 2005:52).

4.5 SUB-NATIONAL BORROWING

Regional councils are given powers to borrow money from other sources, but only for infrastructure development not for current expenditure. Bank of Namibia (BON) puts tight control on conditions for borrowing by sub-nationals.

In cases where sub-national government (regional councils and local authorities) are unable to settle the credit central government through Bank of Namibia is required to balance the budget deficit incurred by sub national as a result of bad debts.

Since the establishment of the Khomas Regional Council, the council has never borrowed income from any source. The council depends on intergovernmental fiscal, which is a well-developed system. Regional councils and local governments get subsidies and grants through this system. The system is based on a formula system using a gap filling system.

4.6 CONCLUSION

The Khomas Regional Council has a well-developed infrastructure compared to other regional councils within the country. Therefore, this makes it a better-managed council. Despite the infrastructure (e.g. office buildings, capital assets and etc) there are still some problems in carrying their activities to bring the policy of decentralisation. The council points out that there is lack of involvement in development planning owing to the role of line ministries, which is unclear. Most positions are not filled this makes the operations of the council very difficult, as there is a shortage of manpower calibre.

CHAPTER 5: A CASE OF THE CAPRIVI REGIONAL COUNCIL

5.1 OVERVIEW OF THE CAPRIVI REGION

5.1.1 The General Setting

The Caprivi region, which has been divided into the Kongola, Linyanti, Sibinda, Katima Mulilo Urban, Katima Mulilo Rural and Kabbe constituencies, has the surface area of 19532 square km. according to the second delimitation commission (1998). To the north, the region is bordering with international boundaries with Angola and Zambia, to the east with Zimbabwe, to the south with Botswana, and to the west with the Kavango region. Katima Mulilo, the only formal town of the region, is also the seat of the Caprivi regional council.

The region has strategic importance within SADC because of its proximity to Zambia, Botswana and Zimbabwe and the presence of the trans-Caprivi highway (RDP 2001/2002-2005/2006:1).

The apparent agricultural and tourism potential of the region further contributes to its importance in terms of Namibian economy.

In comparison to the Khomas region, the region is in serious need of services and institutional facilities, such as telecommunications, electricity and water supply to rural areas and the provision of basic health and education facilities to the remote

areas. The Mpacha airport near Katima Mulilo is the region's only major airport. The region is not connected to a railway network. A number of settlements are located along the major road network, especially along the trans-Caprivi highway as well as along the circular southern Linyanti road. Electricity for the region is bought from Zambia.

In terms of farming, the region is still using communal land tenure system. Water to Katima Mulilo as well as to other settlement along the Zambezi River is directly pumped from the river. A water pipeline was installed during the construction of Katima Mulilo-Kongola road section, and another one via Linyanti and now provides numerous settlements and boreholes have been provided within the rural areas.

5.1.2 Political Evolution of Regional Government Structure

The Lozi communities inhabited the region long before the German and the South African colonization periods (RDP 2001/02-2005/06:2). During that, time there was free movement of tribal groups over the borders of Botswana and Zambia. But the presence of SADF and the creation of military bases such as Omega 3 and Buffalo Camps caused social and political disruptions as cross border movements were curbed for security reasons, and seriously disrupting cross-border ties. Under the South African colonial occupation, the Caprivi administration had few executive powers being dependent on policies of the former government structures. In 1989 when under-resolutions 435 were implemented to pave way for Namibia's independence, the SADF vacated the area and military bases were closed. Many groups were forced to relocate. The San community, which had become dependent

on the income derived from the SADF, was affected the most (RDP 2001/02-2005/06:3).

After Namibia's independence in 1990 the Caprivi region was divided into six constituencies and part of the Caprivi game reserve was included in the Kavango Region. The only proclaimed town in the region, Katima Mulilo, is a self supporting municipality in terms of administration, finance and the provision of services. The Caprivi Regional Council through its line ministry (MRLGH) is involved in the administration of the settlement areas of Bukalo, Linyati, Mafuta, Ngoma and Omega.

In line with decentralisation policy the Regional Council Act and the Local Authority Act were passed in 1992. In the Caprivi Region, when the first regional council and local authorities election was held, the opposition party DTA won the majority of the seats in both Regional and Local Authority elections (Hopwood 2006:4).

However, the situation changed as at the moment in all six constituencies there are SWAPO regional councillors and in the Local Authorities all are SWAPO apart from one councillor from the RP party.

5.1.3 Demographic Characteristics

The Caprivi is home to the Subia and few tribes in the west of which the latter includes a number of Mafwe, Yeyi, Totela and Lozi communities (RDP 2001/04-2005/06-6). Lozi and English are the predominant languages spoken in the region.

The supreme authority is vested in the chief as the head of tribe, in the Sifwe being referred to as Mfumu and in Sisubia as Simuine or Munitenge. The 1991-2021 Population Projection Report (CBS, 2000) indicates that the Caprivi Region has a current projected population of 91,800, decreasing to 91,300 by 2005 and further 90,000 by 2010. This projected decrease in population is mainly as a result of the expected effect of the HIV/AIDS pandemic will have despite all efforts made to contain it (RDP 2001/02-2005/06:6). The region has a strong rural character as 89.7% of the population lives in the rural areas compared with only 10.3% in urban areas.

5.2. DECENTRALISATION POLICY IMPLEMENTATION PROCESS

5.2.1 Introduction

One of the key objectives of the decentralisation process is development through democratic participation of the people, particularly those whose participation have been marginalized over the years (MRLGH 1997:35). The Caprivi Region is one of the regions where development was not taken into account because of inevitable political situation experience after independence. In 1999 (2nd August) a group of secessionists led by former exiled DTA /UDP president (Mishake Muyongo) attacked the region killing people and causing political insecurity in the region. Security forces have to calm the situation using military powers to stop the so-called CLA from disrupting peace. This issue may sound simple, but if the situation is not brought under control this might scare potential investors in the region.

According to the regional governor of the Caprivi Region; “the buzz word in today’s world of globalised economy is development and he adds that development can only be achieved in the region (Caprivi Region in particular) if there is peace and stability. (Regional Development Plan 20001/02-2005/06)

Decentralisation process strives to bring all previously disadvantaged people in terms of decision making in matters affecting their daily lives closer to the government. In the Caprivi Region the following has been done in terms of decentralisation.

5.2.2 Organization Structure

In the Caprivi Regional Council a well-drafted organizational structure chart could not be made available during the time of the author’s visit to the regional council. However, during the interview with the Deputy Director for human resource, the author noted that the organization structure of the Caprivi Regional Council is similar to that of Khomas Regional Council.

All senior positions have been filled apart from the position of Deputy Director for the following positions; Technical services (Engineering), Professional services and that of Rural Development. The position of the Deputy Director for technical services was advertised in October 2005, but of all applicants who applied for the post no candidate had the required skills required for the position. Requests have been made via the line ministry (MRLGH) to re-advertise it. The position of the Deputy Director for professional services has been advertised.

The council employs 74 employees; this number excludes four Regional Councillors (the Regional Governor and three councillors), who are paid by the council. The other two are members of the National Council are paid by the NC. In contrast to the Khomas Regional Council, the council has appointed; a chief personnel officer whereas at the establishment of the Khomas Regional Council, this position exists but it is still vacant. The positions of the Director for Education and that of the Health and Social services are part of the proposed structure but they still exist in line-ministry's establishment where they are paid. These two members form part of the Regional management committee and thus present in all management meeting of the region, except under circumstances beyond control.

In case of organization, planning framework the council does not have either a strategic plan or operational plan tool. The council is in the process of starting to develop its 5-year strategic plan where it will include a decentralisation implementation strategy. The reason for the delays in not having these planning tools in place has been attributed to the suspension of the Chief Regional Officer, Director for General Services, Chief Control officer and Control officer who were suspended due to the rotting of food from Emergency Management Unit destined for the needy people in the region. However, according to the report from the MRLGH's fact finding mission to the region on the 14/02/05 for the assessment of the Regional Councils readiness for the Decentralisation and support needs, the Regional council did not have any kind of planning tool the reason given is as similar "the process of developing a 5 year strategic plan" (MRLGH 2005:104)

5.2.3 Decentralized Activities (Functions)

In an attempt to bring government closer to the people, the CRC mentioned that decentralisation process is getting its ways to the right direction but its moving slowly. According to the Director of General services. Decentralisation is moving slowly due to the fact that local line-ministry representation lacks information regarding their own ministry's decentralisation plans. In interview with him, he further stated, experience from Regional Development Co-ordination Community meetings indicates serious gaps in the line ministry committee members understanding of the decentralisation policy in general and in their own knowledge in particular.

Immediate functions have been transferred to regional councils, but these functions are still under control by the central government. With the prevailing situation regional councils feel they do not have total autonomy over immediate function.

5.2.2.1 Administration of Villages and Settlement Areas

Urban services in the proclaimed settlement areas are the responsibility of the Caprivi regional council with financial and technical assistance from the MRLGH (RDP 2001/02-2005/06). The CDCC and the BC has identified and some projects for the 2001/2002 financial affair year. This includes the planning, surveying and servicing of Sangwali, Choto, Imukusi, Kongola and Mafuta.

All constituencies in the region apart from Katima urban contribution have constituency offices where they operate.

5.2.2.2 Community Development and Early Childhood Development

Early childhood development and pre-primary education is, to some extent provided for by the community. The line ministry and other organizations provide advisory services regarding how these functions may operate.

5.2.2.3 Regional Council Personnel and Responsibility

The Caprivi regional council is responsible for its finance and personnel matters. It appoints its workers based on the recommendations stipulated by the council's management in line with the line ministry (MRLGH). It pays its employees salaries from the council's coffers out of revenues which belong to the council.

5.2.2.4 Emergency Management Unit

Like in other regions this functions fall under the Office of the Prime Minister. However, but regions have establish the Regional Emergency Management Unity which oversee emergency and disasters which might erupt in the region. The Caprivi region has been experiencing flood during 2002-2005 at the eastern parts in the region, therefore the Regional Emergency Management Unity has been playing the major role in making sure that the Office of the Prime Minister is informed of the situation and emergency relief aid facilities such as food, shelter and clothing have been supplied to affected victims in this way.

5.2.2.5 Conservation

The regional council through the assistance of line ministry (Ministry of Environmental and Tourism) has facilitated the establishment conservancies in the region. Currently there are a number of conservancies, which have been established in the region since the implementation of decentralisation policy.

5.3 REVENUE COLLECTION

The Caprivi Regional Council receives most of its revenue from the central government (MRLGH) in form of grants and subsidy. It also receives 5% from the Katima Mulilo town council and further 2% from water and electricity through (NORED and NamWater.).

The council states that apart from the above-mentioned sources, there are no other sources where it generates income. During the time of the author's visit the council no budget statement for income and expenditure of the council was made available. Similarly, a fact finding mission by the MRLGH held on the 14/02/05 the following was found regarding finance. "Very poor revenue collection and no strategy to improve the situation, no manual system in place to record advances. No cash flow budget and financial records prepared for audit during the years 2001/02 (MRLGH 2005:111).

5.4 THE ROLE OF TRADITIONAL LEADERS

The Caprivi region is demarcated according to the traditional leadership within the Caprivi region. There are three traditional leaders in the region. These are Chief Liswani III of the Subia Tribe, Chief Simasiku of the Mafwe Tribe, and Chief Sifu of the Mayeyi Tribe.

The Traditional Local Authority Act of 1995 stipulates conditions under which traditional leaders may function or operate which include land allocations and the settlements of disputes.

Traditional leaders in Caprivi region play pivotal role in the execution of these important functions in the following ways:

- Allocate land to the regions' residents or anyone who wants to acquire land. This includes land which have been earmarked for developmental projects in the region within their area of jurisdiction and land for farming and resettlement.
- They settle disputes within families in the areas of their jurisdiction.

According to the Traditional Authorities Act, chiefs are not allowed to hold political offices. This entails that they should not participate in politics. The government pays allowances to the chief or head of a recognized traditional community up to six senior traditional councillors, six traditional councillors, and the secretary to the traditional council.

The role of traditional leaders in the region as far decentralisation is concerned is limited to guidance and control of land earmarked for development and playing an important link as a mediator between the community, sub national government and the central government.

5.5 CONCLUSION

The Caprivi regional is predominantly rural in composition compared to the Khomas region. The regional council experience problems such as inadequate financial resources human skills capacity and inadequate infrastructure.

The region does not have its own sources of revenue because currently investment opportunities are very limited due to lack of attractive infrastructure.

CHAPTER 6: ANALYSIS OF THE STUDY

6.1 INTRODUCTION

The policy of decentralisation has been widely anticipated as policy, which will try to close the gaps between the people and its government. It is thought that once the devolution tasks have been completed people at grassroots level will be fully aware about how government functions and also understand the role of sub-national governments (regional and local government). Through the research carried by the author the following information about the implementation of decentralisation have been uncovered.

6.2 IMPLEMENTATION DELAYS

Despite the progress made in the five years since the Decentralisation Enabling Act (Act 33 of 2000) came before parliament, significant delays still remain. One of the major problems which have been cited by main officials and literature about decentralisation is that there lack of co-operation from ministries which should play a major role in bringing the process into reality. While some do not respond to this call and only few of them are prepared for the implementation process. This was revealed in the vision 2030 document (GRN 2004: 206). "Despite the fact that ministries have been asked by the secretary to the cabinet in 1998 already to identify the precise operations to be decentralised, and the staff and resource to accompany delegation, only few of them prepared themselves for implementation of the process."

The Directorate of Decentralisation Co-ordination thinks that the slowness of the line ministries to respond can be explained by factors such as the longstanding scepticism among some ministries and top officials about the decentralized project and that some officials find it very difficult to draw up arrangements that cedes their power to another agency.

Secondly the MRLGH has no special powers to force ministries to comply with the cabinet decision about decentralisation. The only person who can do this is the president himself and the cabinet.

Regional councils do not have much adequate capacity to cope with their existing regional development planning and lacks financial and infrastructure to undertake decentralisation of activities transferred to regions entirely, because they depend on revenue from the central government. This is their only source of income to carry out their proposed developments. In fact, the only income that was expected to supplement this income is the 5% from the Katima Mulilo town council, but this too has not been forthcoming since the council does not have revenue even itself. Therefore, the implementation process is likely to be slow or it could fail altogether.

In Khomas region because of the region's strategic location and the access to substantial revenue given the sheer size of its income population as well as the presence of the Windhoek municipality which is one of the biggest towns in Namibia revenue collection is higher than that of Katima Mulilo.

6.3 POLITICAL CONSIDERATIONS

Decentralisation and democracy can be achieved if there is a strong political back up and support from the upper cadre of the Public Sector. According to the regional council's officials interviewed by the author, most of them argue that there is too little backing from politicians (especially councillors in the regions). They do not hold meetings with the Constituency Development Committee and the public in their respective constituencies to discuss and identify areas of development. Some councillors never visit their constituency offices for their council activities.

However, some regional councils officials feel that some councillors think that if they demand too much in terms of development in their constituencies, they might be deemed rebellious against the government.

6.4 HUMAN RESOURCES

Human resources of the regional council comprises of the elected councillors and appointed officials. At this present moment the two regional councils do not have sufficient human capital to carryout their task for the delegated functions under devolution. For instance, the Khomas Regional Council have proposed organizational structure for its council, but most of the positions are still vacant.

Most officials in the two regional councils suggest that there are no training in their areas such as, communication, leadership and management so that they can carry out their tasks effectively.

The Caprivi Regional Council has a comprehensive list of training needs that include the person to be trained. The needs are summarized as follows: leadership, policy formulation/implementation/monitoring/evaluation , change management, budgeting, public sector accounting , customer care, HRM, financial management, fraud management, Management Based Objectives, record management and filing, stock control and project management, but no resource to conduct workshops in these areas.

6.5 MATERIAL RESOURCES

6.5.1 Offices

The Caprivi Regional Council occupies rooms in the government office complex. The offices are scattered throughout in the complex with those of the governor and chief regional officer in separate blocks. The offices are not clearly marked making it is difficult to detect the presence of regional council. According to the RC officials there is no adequate space accommodate to the existing staff.

The Khomas regional council has a two-storey building that was officially opened by former president of Namibia, Dr. Sam Nujoma in 2004. This office accommodates all Regional Council officials including organizations such as ALAN as well as other organizations.

6.5.2 Transport and Communication

Both two councils have access to telephones, computers, fax machines and Internet. The councils have vehicles that are used in council activities. However, both councils complain that these vehicles are not sufficient for their work.

6.6 STRUCTURE VS DECENTRALISATION

Both councils have knowledge of functions to be decentralized or transferred to them but don't have knowledge of the structure of line ministries that are decentralizing. Currently, development planners are overburdened with workload of coordinating decentralisation between the communities the RC and line ministry. This entails that co-ordination is lacking between Regional Councils and line ministries.

6.7 INFRASTRUCTURE

6.7.1 Khomas Region

The region is well provided with education and health facilities. Better school with good infrastructure are available in Windhoek. Health facilities such as health centres, clinics, two state hospitals (Katutura and Windhoek Central), private hospitals, private clinics and pharmacies are available in the Khomas to provide health services to the residents of the region.

Energy provisions to the Khomas region are well provided you in the central part of the region. However, according to the regional councillor for Tobias Hainyeko and Windhoek rural constituencies most of the settlements in their constituencies are un-electrified. Poor housing is a problem in some areas of the City. Most people live in

poor buildings Ombashu which is made of zinc from top to bottom. These accommodate more than five people per household sometimes.

Most officials, who have been interviewed about Khomas region in terms of development, mentioned that Khomas has changed to a better place compared to the time before independence in 1990.

6.7.2 Caprivi Region

The region's infrastructure is poorly developed. Besides the Trans-Caprivi Highway that links the region with neighbouring SADC countries, good roads in the sparsely populated rural areas are non-existent. Most roads in Katima Mulilo (the region's town) are not tarred. Electricity remains a biggest problem in the region. Only Katima Mulilo and some settlements alongside the Trans-Caprivi Highway receive electricity from Zambia. The region experience frequent power failure most of the time.

Facilities such as schools, clinics, hospitals and telecommunication services are reasonably provided in the regions main urban centres, Katima Mulilo, while rural areas are neglected. (RDP 2001–2006:7)

Health facilities and schools provided for in the region, within respective constituencies are un-even. Some places cover long distances before reaching the next facility (schools and hospitals). Compared to other regions there are only two

banks in the region (FNB and bank Windhoek). The region is not well represented in terms of business enterprise, financial services and banks.

6.8 FINDINGS FROM THE COMMUNITY

The community members interviewed in the two regions gave two different accounts of the situation in the region. The firstly they notice closeness between the government and the people at grassroots level. This makes it easy for government officials to readily consult member of the community.

Secondly they are of the opinion that government only cared for certain people who are known to them. Sometimes they initiate projects but they are told that there are no resources for such projects and as a result their projects are turned down. They are of the opinion that politicians only considered them when its time for elections.

6.9 CONCLUSION

A summary of all questionnaires submitted to the respective employees and regional councillors in the two regions indicated that decentralisation as a process is moving, at moving very slow pace. The problem hampering the speed of implementation is the lack of communication and information sharing between all stakeholders involved in the process. Information regarding the process of decentralisation is lacking. The Directorate of Decentralisation Co-ordination office does not visit regions to inform the public about the process. Another finding is that the central government's top officials are not prepared to relinquish some of the roles to the sub-national government.

In terms of the implementation of the decentralisation policy in the two regions there are be discrepancies because Khomas region is well endowed with the resources which can accelerate the process and the Caprivi region does not have sufficient resources to enable it to speed up the implementation of decentralisation.

CHAPTER 7: CONCLUSION AND RECOMMENDATIONS

7.1 CONCLUSION

The successful implementation of policies can often be attributed to backing from charismatic political personality or an influential power-broker (Hopwood 2005). This means that decentralisation should have champions (political leaders being regional councillors) who are prepared to reach out to the unconverted on the issue and push government to keep the cabinet to the commitment of its policy. The MRLGH will have to take a leading roles especially since it's now headed by the Hon. John Pandeni who has years of practical experience on the decentralisation in regional councils.

As Hopwood (2005) put it “decentralisation is at a crossroads”. It is important to see that in the coming years the status of regional councils should be enhanced through gradual transfer of central government functions such will in turn improve service delivery and grassroot participation.

As Mutumba (2004:69) advocates that decentralisation is a process not an event, one should not hurry in the implementation of the process. Decentralisation will be implemented as process not as an event, so that all effected parts will understand how the process have been carried out.

Though, regional councils were established in 1992 (through the Regional Council Act). They are still new organizations. According to their functions resources and experience, they are moving towards the realization of Vision 2030. Owing to the fact that they depend on central government for finance and for undertaking their limited responsibilities, one would argue that decentralisation has not moved as far as expected.

7.2 RECOMMENDATIONS

The following suggestions are intended to aid to the successful implementation of decentralisation to the Khomas and Caprivi councils in particular and all regional councils in Namibia in general.

The approved policy of decentralizing certain major functions of central government to the regions is a good opportunity to bring government closer to the people. However, this requires full commitment and thorough preparation of the necessary capacity by both regional councils and the central government if decentralisation is to be successfully implemented.

- In order to avoid duplications of functions, roles and responsibility as far as decentralisation is concerned the central government should organize its ministries on a regional basis and produce clear workable plans for decentralisation of its functions to the regions. The regional council should be given the resources and develop the capacity to deal with transferred functions.

- The present financial base regional council is inadequate. Though the central government have contracted some foreign expert to analyze the current intergovernmental transfer in Namibia, the central government should consider distribution of resources equitably by taking into account the varying needs and available resources of the regions.
- Regional councils should undertake studies of additional sources of revenue which could be available to them and make recommendations to central government who will authorize such resources if they are in line with legal or statutory requirements.
- Permanent secretaries of each relevant ministry should keep their regional officials informed of the policy of decentralisation and action proposed to implement it within each ministry.
- There should be workshops in each region on the policy of decentralisation and its implementation. This should be done in such a way that when all dates and details of the workshop are known, the workshops should be attended by senior officers of the line ministries and regional council officials.
- Currently, only development planners are responsible for decentralisation co-ordination in regions. A decentralisation working party should be set up in the regions (consisting of relevant senior officers from regional councils, local authorities and line ministries affected by decentralisation) to co-ordinate the administrative implementation plans in the region in accordance with the agreed plans.

- The MRLGH should co-ordinate the production of the plans at national level and scrutinize them to ensure that they provide for adequate transfer of resources to enable the functions delegated to be properly performed.
- Existing vacant positions in both regional councils under study should be filled to enable these councils to perform their functions as expected.
- The positions of the Deputy Director for technical service (engineering) which have not been filled due to lack of technical expertise among Namibians applying for the positions should be opened to foreigners having the required skills.
- Regional Councillors to have workshops on leadership, communication and management as proposed in the questionnaires.
- Councillors not having constituency office in their constituencies interviewed stated that they need constituency office to perform their functions properly. They should be provided with some facilities as well as secretarial support, transport and telephones.
- Since Namibia is characterized by long distances between most areas and the centre, to speed the implementation of decentralisation process, services must be delivered by these institutions which are nearer to the people. This will enable the functions, powers and resources to be transferred with regional councils.
- Regional and local government on their part should exhibit a sense of nationalism, political will and commitment throughout the decentralisation process as mechanism of setting a basis for sustaining decentralisation reforms.

- In terms of ensuring accountability over finance, all moneys transferred from central government must be fully accounted for. Regional councils should be accountable for expenditure of public funds and a system for enforcing and ensuring accountability and transparency is designed, implemented and adhered to.
- For decentralisation to succeed there must be genuine participation and involvement of people in the decision making and control in matter affecting their lives. This entails that the community could be empowered to participate in all developmental matters at both regional and local level.
- Finally, regional council officials together with regional Councillors to undertake visits within the regions to identify problems affecting the community and sensitize them with progress made as far as the implementation of decentralisation is concerned.

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ANNEXURE 1

UNIVERSITY OF NAMIBIA

The assessment of the implementation of decentralisation policy in the Caprivi and Khomas Regional Councils

Questionnaire for Regional Officials

Name of Regional Council office:

Date.....

Name of person carrying out questionnaire:

(Please write details on a separate sheet if answers are long)

A. INDIVIDUAL

1. Name.....

2. Sex: Man Woman

3. Age.....

4. Position.....

5. Duration of employment

- Number of years in the regional council
- In this council.....different position-specify.....

6. Duties of the office

- Range of responsibilities:
- Financial limit on decision making (if any specify)
.....

7. Education.....

- Any special training afterwards
.....

8. Who are the members of your working team?
- Subordinates: number and specify
.....
 - Superiors: Specify
.....
9. What are the difficulties you personally face in your work(e.g. salary, facilities/working conditions, non-promotion, work atmosphere & co-operation, etc)
10. What has been /is being done about these constrains?
.....
.....

B. REGIONAL COUNCIL OFFICE TASKS AND CAPACITY

1. What are the specific problems of this regional council as compared to other regional councils? Specify:
.....
2. What are the key tasks of your regional council office? List tasks
.....
.....
3. do you feel the regional council office is able to fulfil these tasks properly?
(specify which tasks and what are the problems)
Yes (specify)
.....
No (specify)
.....
4. What are the internal problems faced by the regional office:
- Problems relating to the ward office
 - Capacity
 - Staff
 - Planning
 - Problems relating to politics or politicians
 - Finance/funds

5. Do you think that the regional council office has enough powers, autonomy and finance to perform well?
 Yes.....
 No.....
 Or should these be enhanced.....

C. WORKING WITH REGIONAL COUNCIL

1. How are your relations with your councillors: good/indifferent/poor (Specify).....
2. What is your experience with the capacity of the regional council(specify if possible)
 - Decision making: ok/average/poor.....
 - Problem solving: ok/average/poor.....
 - Knowledge about regional council structure, systems, rules, procedures: ok/average/poor.....
 - Financial capacities/skills/understanding: ok/average/poor.....
 - Contact with and assessment of needs of regional population groups.....
 - Any other Impression /experience.....

D. FINANCIAL QUESTIONS FOR THE REGIONAL COUNCIL/ FINANCIAL OFFICERS/AE

1. What are the budget allocation for this council for the year 2005-2006 and 2006-2007.....
2. What have been the total expenditures and problems with regard planning and expenditures?.....
3. What are the difficulties and problems with regard to budget planning and expenditures?.....

- 4. Do councillors give recommendations for the regional council budgets?
.....
- 5. What is the process of budget making?
.....
- 6. How do the priorities get set?
.....
- 7. What is the role of the regional officials and of the councillors in setting priorities?
.....
- 8. Are there any demands by citizens for budget priorities
.....
.....
- 9. How are these accommodated or negotiated?
.....

E. COUNCILLOR’S DISCRETIONARY FUNDS (ONLY FOR FINANCIAL OFFICERS/ACCOUNTANTS)

- 1. For the years 2005 and 2006 what % of the funds were used by the councillors?
.....
.....
- 2. are the funds from different councillors put together for larger works:
Yes
No
- 3. Examples.....
- 4. Why not.....
- 5. What were the funds of councillors used for examples
.....

- 6. Are proposal of the councillor rejected sometimes/often?
.....
- 7. If yes, what were the reasons for this rejection?
.....
- 8. Does it happen that councillors are unable to utilize these funds?
No
If yes, what were the reasons for this?
.....
- 9. Process of implementing projects from these funds.....
.....

F. GENERAL OVERVIEW AND OPINIONS (WRITE DOWN ANY STORY AND IMPRESSION)

- 1. What are the main differences in the function of the regional office since the implantation of the decentralisation policy?

Provide your assessment of the situation before and after the regional councils were established, so that now councillors have more influence on regional issues:

| Positive Changes | Negative Changes |
|------------------|------------------|
| | |
| | |
| | |
| | |

What is your overall assessment of the regional office generally? (Achieving objectives, leadership, vision, and reputation etc).

PART TWO: SERVICES AND MODES OF SERVICES DELIVERY

Questionnaire for Regional Officials: AE, other knowledge persons

B: Regional issues and problems the populations in the area faces?

1. What are the key problems the populations in the area faces?
.....
2. To what extent if the regional office able to deliver and solve the problems of the population in your region?
.....
3. Important projects/ policies in your region(e.g. roads, fly-over, literacy,etc0
 - Nature
 - Finance
 - Evolution in terms of local approval or approval from central city
 - Objectives
 - Achievements
4. Involvement of population in projects/policies
 - Consultation
 - Participation
 - Partnerships
5. Any specific “participation projects” (please elaborate, and please provide names of people who can tell us more)
6. If any: which groups are most active (rich, poor, slum people, religious/political groups, etc): if there are differences, how do you explain these?

C. SERVICES, SERVICE DELIVERY AND PARTNERSHIPS

1. What facilities exist in your area?

| Regional Council | Characteristics of current situation | Since when? | Were citizens active in getting this facility? |
|---------------------------|--------------------------------------|-------------|--|
| Dominant type of housing | | | |
| Number of hospitals | | | |
| Number of schools | | | |
| Type of entertainment | | | |
| Number of Community Halls | | | |

2. History of getting facility

| Basic Facilities | Existing | Since when? | History of getting facility |
|--|----------|-------------|-----------------------------|
| Water | | | |
| Sewerage | | | |
| SWM | | | |
| Electricity(areas where it is missing) | | | |
| Street Lighting | | | |
| Roads | | | |

Provide more details on two facilities (like a small case study on a separate sheet)

2(a) Who took the initiative to get the facility?

2(b) Were they working together with other organizations? Which ones?

2(c) What contributions did each make? (Money, labour, lobbying)

2(d) To whom are they responsible? (Funding agency, users, own organization)

2(e) Who is going to benefit most? (High income/ middle-income/low income users, local companies, foreign companies)

2(f) If there were any conflicts in the process, what were they about? Please describe

3. What new facilities are being planned in your area?

| Facilities | Planned | In Progress | Completed Recently |
|-------------------|----------------|--------------------|---------------------------|
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |

3.1 Who is taking the initiative to get the facility?

3.2 Are they working together with other organizations? Which

3.3 What contribution is each one making?

3.4 To whom are they responsible? (Funding agency, users, own organization)

3.5 Who is going to benefit most (high-income/middle –income/ low-income users? local companies, foreign companies?)

3.6 If there are any difficulties in the process, what are they? Please describe.

PART C

Decentralisation

- Have you read all three volumes of the decentralisation policy in Namibia?
Yes___ No___
- If no, have you read any one of the three volumes? Yes___ No___
- If yes, which of the volumes have you read?.....
- Have you read other volumes of information on decentralisation? Yes__ No__
give details.....
- Have you attended any workshop /seminar on decentralisation? Yes_ No_
- From what you know, what effect do you think decentralisation will have on:
 - (a) The regional council and its administration
.....
 - (b) Your job
- What training would you like to equip you for decentralisation?
.....
- Any other comments
.....
.....

ANNEXURE 2

UNIVERSITY OF NAMIBIA

The assessment of the implementation of decentralisation policy in the Caprivi and Khomas Regional Councils

QUESTIONNAIRE FOR REGIONAL COUNCILLORS

A. IDENTIFICATION

Name of Regional Council

Constituency Name

Name of Councillor.....

B. DEMOGRAPHIC INFORMATION

B.1. Age in completed years.....

B.2. Sex.....

B.3. Place of Birth (Town and Region).....

B.4. Name of Political Party.....

B.5. Party Position (If any).....

B.6. Professional (occupation in which you are trained).....

C. EDUCATION AND TRAINING

C.1. Highest education attained (passed).....

C.2. Profession (occupation in which you are trained).....

C.3. Which courses/seminars/workshops relevant to the council have attended since you became a Councillor?.....

C.4. How were you selected to attend these seminars/courses/workshops?

.....
.....

C.5. In which areas do you need training? (In order of priority)

- (a)
- (b)
- (c)
- (d)

D. POLITICAL CAREER

D.1. How many years have you been in politics?.....

D.2. How did you get involved in politics?.....

D.3. Have you ever been elected in a position of leadership prior to your current position?

- 1. Yes
- 2. No

D.4. How was your election campaign financed?

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

E. POLITICAL ACTIVITIES

E.1. Do you occupy any other position in government or political party in addition to your incumbent position (e.g. standing committee member, etc) if yes specify

.....

E.2. How often in a month do you visit your constituency for your councillors' work?

.....

E.3. What are the main activities that you undertake in your constituency? (Circle the appropriate code(s))

1. Site visits
2. Supervise works
3. Identify area problems
4. Fixed meetings time and place
5. Special projects

E.4. Is there a special focus on your councillors work circle the appropriate code(s)

1. On the rich/middle class people
2. The poor and the slum people
3. Mostly problems of women
4. Problems of men
5. Equal emphasis and interest

E.5. What sort problems do you usually face in carrying out your mandate as a councillor?

.....

F. FOR WOMEN COUNCILLORS ONLY

F.1. What is usually the reaction of your male colleagues to issues raised by you (in the regional committee?).....

F.2. Is there any co-operation amongst women of different parties in regional committee

F.3. Do you think regional officials treat you differently than your male colleagues? If yes specify.....

F4. In carrying out your duties within your constituency, do you primarily focus on women issues or do you equal deal with issues important for both men and women?

.....

F5. Are there specific women groups in your constituency (for example a political or religious women association, self-help groups)

.....

G. FACILITIES AND INFRASTRUCTURE

G.1. Indicate which of the following facilities are available to you assists you in the conduct of council/public work

- (a) Office and Equipment
- (b) Secretarial Services
- (c) Telephone
- (d) Transport
- (e) Others(Specify)

G.2. Indicate which facilities (which do not exist at the present time) are desirable for the conduct council /public work.....

H. DECENTRALISATION

H.1. Have you read all the three volumes on Namibia's decentralisation policy?

Yes_ No_

H.2. If [No] have you read any of the three volumes on Namibia's decentralisation policy? Yes_ No_

H.3. If [Yes] which of the volumes have you read?

H.4. Have you read any information regarding decentralisation in Namibia?

Yes_ No_

H.5. If [Yes] give details

H.6. In your own opinion, would you say decentralisation is moving as expected (your comments)

.....

I. PART TWO

Information on your constituency and services

I.1. Services delivery and services in your electoral region

1. Dominant type of housing.....
2. Number of hospitals.....
3. Number of schools.....
4. Type of entertainment.....
5. Number of community halls.....

(For all questions: indicate whether citizens were active in getting the facility?)

I.2. for one or two facilities in your area: water, sewerage, SWM, electricity, street lighting, roads and toilets indicate (making a small case study covering the issues below):

- The nature of existing facilities
- Since when they exist
- A brief history of how the facility was planned, implemented, financed?
 - Who took initiative
 - Organizations working together
 - Contributions to each in terms of money, labour, lobbying
 - To whom are these organizations accountable

- Who has benefited most from the implemented facility
- Were there any conflicts and please describe, if any
- Differences between richer and poor/slum neighbourhoods

Facility one: brief case study (separate sheet)

Facility two: brief case study (separate sheet)

I.3. Which new facilities/services are planned in regional area?

.....
.....

I.4. Please answer the same question as listed under 6: so that we have a little case study

.....
.....

Planned facility one: brief case study (separate sheet)

Planned facility two: brief case study (separate sheet)

ANNEXURE 3

LIST OF PEOPLE INTERVIEWED

| Name | Workplace | Date |
|---------------------|---|----------|
| Mr Sinvula M. | Chief Development Planner MRLGHD(DDC) | 30/06/06 |
| Mr Shivolo | Deputy Director (MRLGHRD) | 03/07/06 |
| Mr Matiti R.B | CRO(Caprivi Regional Council) | 04/07/06 |
| Mr Mapenzi R.N | Director General(CRC) | 07/08/06 |
| Mr Chaka L. | Deputy Director: Human Resource(Caprivi Regional Council) | 07/08/06 |
| Mr Sangwali | DD: Finance(Caprivi Regional Council) | 07/08/06 |
| Mr Mwazi A.K | Director: Planning Development | 07/08/06 |
| Hon Sibatani B. | Regional Governor(CRC) | 08/08/06 |
| Hon Mwala P. | Councillor: Kabbe Constituency(Caprivi) | 08/08/06 |
| Hon Kabula D. | Councillor: Linyanti Constituency (Caprivi) | 15/08/06 |
| Hon Mukupi F. | Councillor: Sibinda Constituency(Caprivi) | 16/08/06 |
| Hon Mwilima L. | Councillor: Katima Rural (Caprivi) | 23/08/06 |
| Miss Ndopu R. | Director: Mrlghrd(DDC) | 26/09/06 |
| Mr Mafwila C. | Director General: KRC | 26/09/06 |
| Mr Sikabongo G. | DD: Human Resource KRC | 26/09/06 |
| Mr S. Haindongo | CRO: Khomas Regional Council | 26/09/06 |
| Mr Chilinda C.H | Development Planner: KRC | 26/09/06 |
| Dr Mulongeni B.B | Director: Development Planning(KRC) | 10/10/06 |
| Ms E.Auino | DD: Finance(KRC) | 10/10/06 |
| Mr Kwenani A | Chief Clerk: Tobias Hainyeko Constituency(KRC) | 11/10/06 |
| Mr Mbala D | Development Planner(CRC) | 17/08/06 |
| Hon Shaningwa S. | Regional Governor & Councillor: Windhoek West: (KRC) | 30/10/06 |
| Hon Hendjala E. | Councillor: Tobias Hainyeko Constituency:(KRC) | 25/10/06 |
| Hon Andreas H | Councillor: Moses Garoeb Constituency: (KRC) | 27/10/06 |
| Hon. Mensa Williams | Councillor: Khomasdal North Constituency: (KRC) | 24/10/06 |
| Hon Aris F | Councillor: Windhoek Rural Constituency: (KRC) | 04/11/06 |
| Hon Ndapuka E | Councillor: Katutura East Constituency: (KRC) | 03/11/06 |
| Ms Uunona Monica | Community Member: Tobias Hainyeko: (KRC) | 10/11/06 |
| Ms Shuumbili Aune | Community Member: Soweto:(KRC) | 10/11/06 |