



**A CRITICAL ANALYSIS OF SERVICE DELIVERY BY LOCAL
AUTHORITIES IN NAMIBIA: A CASE OF KATIMA MULILO
TOWN COUNCIL**

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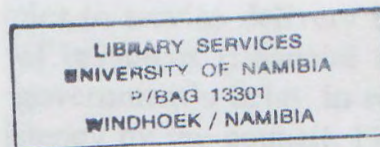
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DEDICATION

This work is dedicated to the loving memory of my late uncle Nomallie Alufea Sizuka who passed away on September 14, 2000 before this study was accomplished.



ABSTRACT

The idea of the study came as a response to the magnitude increase of dissatisfaction by communities to the deteriorating services offered by local authorities in Namibia. Namibia attained independence in 1990, since then the legal foundation of local government was manifested in the Constitution. In 1992 the Local Authorities Act was enacted to establish and regulate local government activities. From this time different types of local authorities were established and proclaimed namely, municipalities, towns and villages. Hence, the study focused on service delivery by newly proclaimed towns using Katima Mulilo as a case. The study investigated service provision by the council of Katima Mulilo in six basic municipal services namely; housing, water and electricity provision, sewerage and refuse removal, roads and street maintenance.

The community expressed pleasure in provision of the following services; housing and electricity provision. On the other hand they expressed displeasure with the provision of majority services understudy, such as, water provision, sewerage reticulation and refuse removal, roads and street maintenance. The Study discovered the cause for poor service delivery to the community by the council of Katima Mulilo. The Study identified the following aspects as obstacles to service delivery by Katima Mulilo Town Council namely; scarcity of resources (financial and human), inadequate infrastructure, corruption, government's delay in releasing allocated funds and administration inconsistency by the council. Finally, recommendations have been made that can enhance local government management in Namibia.

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DECLARATION

I hereby declare that the Thesis is the candidate's original work, and that it has not been submitted for a degree elsewhere.

CHAPTER 1 INTRODUCTION AND BACKGROUND

1.1 Background to the Study

Local government has become prominent in public administration and governmental business. It has gained international status across the globe. Many countries have local authority institutions in various form such as County councils, Municipalities, Town councils and Village councils and so on. Namibia is no exception to local government. Local government administration is an old dispensation in Namibia. Its development can be traced back from pre- colonial, colonial and to date in the post-colonial era. In 1990 the Constitution of the Republic of Namibia founded the establishment of post- colonial local government. Two years later, in 1992 the Local Authorities Act (Act 23 of 1992) came into being. Under this Act fifteen municipalities, eight towns and twenty- two villages were promulgated.

The Decentralization Policy of Namibia 1998, identifies the following objectives: to ensure economic, cultural and social- economic development, provide people at the grass root level the opportunity to make their own decisions and extend democracy to them as right based on national ideas and value. These objectives have a legal implication and therefore they empower an ordinary citizen to determine his destiny. In order for an ordinary citizen to attain this, there has to be a platform of expression made possible by politicians. If this is not so, decentralization is abstract not pragmatic. Today we want to witness every citizen partaking in local government as per statement in the policy.

The study focuses on service delivery by the council of Katima Mulilo in the following areas: housing, water and electricity provision, refuse removal, sewerage system, roads and street maintenance. The emphasis of the study is to examine how the council of Katima Mulilo provides these services and later to draw lessons for local authorities in Namibia, in particular newly proclaimed towns. Service delivery seems to be problematic for newly established towns, every now and then communities demonstrate to express displeasure with service delivery. This can be witnessed by demonstrations by Rehoboth, Karibib, Keetmanshoop, Omaruru, Oshakati and Katima Mulilo communities reported on NBC TV and in newspapers (Namibian, October 16, 2000).

Katima Mulilo was proclaimed a Town Council in 1995 under section 13 of Townships and Division of Land Ordinance 1963 (Ordinance 11 of 1963). Since then it has become a partner of central government in the delivery of services to the community. The Local Authority Act lists several services to be provided by local authorities amongst them are; provision and supply of water and electricity, drainage and sewerage system, garbage disposal, establishment and maintenance of cemeteries, streets and street lights, ambulance and fire brigade services, museum and nurseries, provision of housing and so on. Thus, the study seeks to observe service delivery by this newly established town in the following basic areas namely, provision of housing, water and electricity, drainage and sewerage system, refuse removal and maintenance of streets and roads.

The Caprivi Region in which Katima Mulilo is located covers an area of 19,532 km² and is home to an estimated 91,800 people or 5.1% of the total population. The population is young with some 43% under 15 years of age and 94% in the age group 15-64 years. There is a reasonable balance between males and females at 95:100. The average life expectancy in the region is estimated at 51 years for males and 55 years for females. The fertility rate is high at 7 children per woman and the infant mortality rate (106:1000) and child mortality rate (132:1,000 less than five years.) The region is divided into six constituencies, namely Katima Mulilo Urban, Katima Mulilo Rural, Kongola, Linyati, Sibbinda and Kabbe. The region borders Angola and Zambia to the north, Zimbabwe to the east and with Botswana to the south (National Workshop on the second National Development Plan, Volume 2, Regional Development Plans: 18).

The Caprivi Region has the highest rate of HIV/AIDS infection in the country. Adequate delivery of health services in the region is constrained by a lack of facilities, costs of health services for the rural poor, lack of qualified staff in rural clinics and the high incidence of HIV/AIDS. The literacy rate in Caprivi is below the national average, particularly amongst women of whom only 58 percent are literate. According to the 1991 Census, 31 percent of the children who were and above had never attended school, of this group 66 percent were illiterate.

Caprivi is inhabited mainly by Mafwe and Masubia including smaller factions from the Mafwe tribe namely, Mayeyi and Mashi tribe. Silozi is the local official communication language used widely in the region. Tribalism has been rife in the region especially the early years of independence (1990-

1998), this was mainly between the Mafwe and Masubia and the Mafwe and the factions (Mayeyi and Mashi). These conflicts were politically engineered; hence the Mafwe tribe was assumed to be DTA followers or anti- government, whereas the Masubia tribe was assumed to be SWAPO followers and government loyalists. The contestation among tribes for recognition as loyal to government at the expense of the other tribe intensified tribal frictions. From 1989 national elections DTA dominated the political landscape in Caprivi. Following the regional and local government elections in 1993 DTA still had political dominance in Caprivi. DTA of Namibia dominated both the first Regional and Local authority council. This was mainly due to the fact that the then President of DTA (Mishake Muyongo) was prominent in the region in particular among the Mafwe tribe (his own tribe) and importantly he was from a royal clan. During this time the Mafwe tribe was united and supported DTA.

Since then there have been drastic political and tribal transformations in Caprivi. The political set up now has moved from DTA to SWAPO dominance since the second national elections. The fragmentation of the Mafwe tribe aggravated to the erosion of DTA in Caprivi. This occurred in such a manner that all factions from the Mafwe became SWAPO supporters unlike before. Because there was tension between Mafwe and the factions and the factions had to seek government protection and finally they became the ruling party followers. In second Presidential and National Assembly elections (1995) SWAPO won most of the constituencies in Caprivi. As a result the failure of DTA to capture more votes in Caprivi weakened the national stature of the DTA president, as he had no base in his home region. This was followed by the revival of seceding Caprivi from Namibia, by the

expediency in Caprivi since independence had negative impact on development in Katima Mulilo and Caprivi in general.

Katima Mulilo is the capital of the Caprivi Region, located approximately 1300 KM northeast of Windhoek. It has a relatively high population growth rate that poses a challenge for the authorities to provide town planning and community services. The Caprivi region is not connected to the national electricity grid but instead has access to power from Zambia backed up by a diesel-powered generator at Katima Mulilo. Integration of the Caprivi into the national power grid and development of renewable energy resources will be a priority during NDP 2. The Katima Mulilo municipality and the Caprivi Regional Council experience problems in three broad areas: inadequate financial resources, inadequate human resources and skills base, and inadequate infrastructure (National Workshop on the Second National Development Plan (NDP2: 22)

1.2 Statement of the Problem

Service delivery by newly proclaimed towns has become problematic. This is due to a number of reasons, lack of qualified staff, shortage of finance, lack of political will and infrastructure, corruption, financial mismanagement by office bearers and many more factors. Demonstrations by communities, news reports and complaints on local radio talk shows and the Second National Development Plan Workshop, Regional Development Plans, confirm this problematic situation. Katima Mulilo has been identified as a case for the study due to the peculiar nature of problems in comparison with other councils and since we cannot study all the newly proclaimed

towns. Thus, the research question is “ to what extent does the council of Katima Mulilo provide services to its community.

1.3. Local Government in Perspective

Literature review is a continuous process and assists the researcher to conceive the research subject in a manner that allows clear formulation of a problem and hypothesis. In this chapter relevant materials will be reviewed to provide framework for this study. Literature review assists the researcher to understand and know what is available on a particular topic and what new knowledge is needed. Key terminologies including their functions, phenomenon and purpose are defined and described. The key concepts to be reviewed are as follows; local government and local authority, decentralization, service delivery and performance.

1.3.1 Local Government

The governance of modern society is different from the governance of traditional society, the former has enormous task. Government is a big business in many countries and it is a major employer and plays a vital role in national development. Due to multitude of activities of government it has become necessary to decentralize its administration at local level.

Meaning of Local Government

Local government is self- government involving the administration of public affairs in each locality by a body of representatives of the local community.

Although subjected to the central government it possesses a considerable amount of responsibility and discretionary power (Byrne T, 1990: 1).

Local government is defined as government at local level exercised through representative councils established by law to exercise powers within defined areas, has substantial control over local affairs as well as the staff and institutional and financial powers to initiate and direct the provision of services and to ensure that local initiative and response to local needs and conditions are maximized (Adamolekun, et al, 1988: 59).

Local government in a unitary state is the lower level government and a lowest level government in a federal state. It is elected and representative. It has certain responsibilities and established by law.

It encompasses a specific population residing within the confines of a definite territory. It is a legal entity of its own; it can sue and be sued (Adamolekun, et al, 1988: 59).

Features of local government

There are a number of characteristics distinguishing local government from other disciplines of public administration. Local government is elected. Community members participate in the election to choose their representatives. Further local government is multi-purpose; it does a variety of jobs and delivers numerous services. Among its responsibilities are the following: provision of schools, homes for elderly and training centers for

handicapped, road building and maintenance, fire services, traffic management and so on.

In contrast to Local Government, public corporation; for instance tend to provide one particular service or field of activity, for example, NAMPOWER specializes in power supply. The other feature of local government is that its operations are based at a local level, each authority has jurisdiction only in its area. Local government is subordinated to parliament in the sense that they come into being as a result of legislation passed by parliament. It is therefore subjected to parliament in its operations and discretion. The last and important feature of local government is the collection of local tax as the way of its sustainability.

The role and functions of local government

There have been disagreements on what role or function local government institutions should play. Different political systems and governments and scholars prescribe different roles and functions of local government. Therefore the precise role and function of particular local government agencies are found in legislations and statutes of the country where the agency is located. Under this heading I will review the general role and functions of local government.

According to (Byrne, 1990: 60 –61) Michael Jones an Australian academic proposes a wide range of philosophies of local government. He argues that local government is a provider of services, may act as an agency of higher levels of government, it can be a force of liberty promotion; it can be seen as a limited government; it can be perceived as a form of business; it can act as

a learning institution, as a conflict resolution agency, as an advocate and as an agency to combat the worst evils of bureaucracy.

He further identifies the possible role of local government as follows:

1. As a service agency only
2. As a local agent of stability, law and order
3. As an extension of central government
4. As an agent of development

Byrne (1992: 62-78) argues that it is no exaggeration to say that local government provides services from the cradle to the grave. He grouped the functions of local government into five categories and each category has sub categories namely:

1. Protective services: these services seek to protect consumers from a variety of dangers and includes the following; police, fire, consumer protection, diseases of animals, licensing.
2. Environmental services: environmental services control and improve the physical environment and it encompasses the following; environmental health, highways, traffic and transport, planning, emergencies.
3. Personal services: this type of service seeks to enhance personal welfare, and includes the following; education, careers, personal social services in particular for the elderly, children and handicapped people, health service, housing.

4. Amenity services provides for citizens leisure time and covers the following: museums, art galleries, parks and gardens, libraries and playgrounds, sports centers, swimming baths and recreational grounds, hotels, restaurants, theatres, festivals.
5. Trading services: these are services whereby local authorities make commercial charges. Local authorities charge fees of a variety of services such as education, day nurseries, school meals, and residential care, car parks and sports facilities.

1.3.2 Decentralization

Decentralization is an alternative to a centralized system of governance. It involves the shift of power from the centre to the countryside or bringing government to the people at grass root level. Decentralization takes different forms namely delegation, devolution, de-concentration and privatization. Many countries have devoted to decentralize their political systems and it has reached a peak in developing countries. Both developed and developing countries have vigorously reformed their public service with the hope to promote efficiency, effectiveness and responsiveness in service delivery by government institutions.

The term decentralization indicates something at the center, from which it may be dispersed. Many governments and people favor the concept of decentralization as it applies opening the barriers of inert central bureaucracy, curing managerial constipation, giving more direct access to

government by the people, and stimulating the whole nation to participate in national development plans.

Decentralization refers to the creation of bodies separated by law from the national center, in which local representatives are handed official power to decide on a number of public affairs (Mawhood 1993: 1-2).

Decentralization is linked to concepts like bottom up regional approval, people contained development, greater and wider participation of grass roots people, equity of opportunity and reform. Totemeyer (1999) advocates that local government is grounded on the premise that elected regional and local officials are more familiar with problems and demands exist within their domain and range and thus put more weight to them. In simple words this entails that local people will understand better local problems and can solve them easily than outsiders.

Decentralization has been adopted by many political systems, however this does not mean that it is the best system. De Villiers (1992: 75-76), summarizes reasons against the system of decentralization as follows:

- Successful regional developments are limited to states that have a tradition of regional autonomy, with a well developed infrastructure, highly skilled manpower and sufficient economic resources to finance the diversity;
- Central governments often tend to decentralize responsibilities without decentralizing the financial means to meet the rising expectations;
- Central government may use decentralization to escape responsibility for certain matters by transferring the responsibility to other institutions;

If a local authority is to succeed in carrying out its functions, the functions themselves must be capable of being performed at that level. More importantly the functions must be closely defined. In so doing a decision must be made about what rightly belongs to the center and what belongs to the locality, as well as what they can work out together. A good example on this is that of Kenya where the allocation of functions to local authorities has failed to pay due regard to the capabilities of individual authorities to carry out the allocated functions. Functions have been allocated according to whether a local authority is a municipality, town, urban authority, or county. The range of capabilities existing within each category has never been considered. Currently functions are classified as either mandatory (those which they must provide, failing which the central government may do so and surcharge them) and permissive (those which they may provide if resources allow). However, there are very few mandatory functions and most of the powers contained in the Local Government Act are in fact permissive (Mawhood, 1993: 134).

Whenever we study the role of local government within the national framework, we are inevitably faced by the question of service provision. To what extent does local government provide services to the communities of its area of operation and what is the rationale for the types and extent of services? The division of responsibility for public services is generally built on the broad concept that some services need to be established to provide a common national standard for all (for example health and defence) and these should be controlled by central government, others are best provided in the broader sub- divisions of the state rather than at the center (for example, regional planning and social development), and others are best administered

in accordance to local needs and therefore should be decentralized down to local level. This concept is simple, rational and broadly accepted. One indication of the ability of local government to meet its responsibilities must be the study of the resources to which it has access to undertake its duties. These fall into two major categories namely, financial and human. Arguments on the level of financial devolution and assistance to local authorities are on going and affect most of the countries in the world. Basically people must pay for the services they receive but how they pay and to whom is a matter of wide choice and continuous discussion. Undoubtedly all over the world, local services have become more complex and cost more.

We should remember that local government services have been extended enormously in recent years and now cover a whole range of social services that were unsought of in the past. Such services are important and deserving of promotion but most are dependant upon the capacity of communities to pay for them. Theoretically, local government should have greater ability to collect tax than central government. The bulk of taxation, however, with few exceptions is collected by central government agencies. Local government then receives back a percentage of central taxation in the form of grants to meet the costs of local services. A second resource element indicates skill and efficiency of local service delivery. There are never enough skilled human resources to meet all demands. Indications of the importance attributed to local government by a state can be assessed by the importance attributed to the training and development of staff, by the minimal standards required for local authority staff and by comparing remuneration and advantages of local vis-à-vis central staff (Adamolekun, 1988: 11- 16).

Craythorne (1994: 449), on local government in South Africa argues that while it is true that local government is a definite form of government and an essential part of the democratic process, its main purpose, the very reason of its being is to render services to its community. The legislation applicable to each type of local authority sets out what services may be provided. These lists are lengthy and should be consulted but in general terms a local authority may provide all basic services which a modern community may require, and many other services as well. Where legislation states expressly that a local authority is to provide a particular service, then the local authority is compelled to do so, but the powers to provide most of the services listed in provincial legislation are permissive. The term means that a local authority has a choice whether or not to render a service, and these powers are often referred to as permissive powers.

Where parliament does legislate on compulsory powers there is a tendency to impose financial burdens on local government without accompanying sources of income, for example public health and fire services where only a partial subsidy is given. This is one of the less desirable facets of the approach of central government to local government. Basic services are services such as roads, electricity, water reticulation, storm water drainage, and sewerage reticulation and refuse removal. Refuse removal system is simply a distribution system in reverse, and needs to be planned in accordance with the scientific principles applicable to networking. However, transport to the disposal site is expensive and costs can be saved by delivering refuse to one or more transfer stations, from where it can be transported on a cheaper type of transport to the disposal site. Depots and workshops are often provided to deal with failures to particular services such

as electricity, water or sewerage as well as the continuing maintenance of these services. Because transport and time wasted by labour can be expensive, it is desirable to locate installations such as these as centrally within their catchments area as possible, even if the initial capital cost is higher than a less well-situated site. The savings in operational costs over a long period is likely to outweigh the initial higher capital cost.

Craythorne (1994) further contends that South Africa is not a developed country in the sense that say, the United Kingdom and the United States of America. South Africa is a developing country with three distinct societies, White, Black, and Brown and to complicate matters even more, these societies are internally subdivided between undeveloped, developing, and developed groups. Additionally, urbanism the movement of population to and growth of urban areas is increasing and throwing even more heavy demands upon municipal government. South Africa can be described as a country with a racially mixed population, with all race groups in varying stages of social status and economic development, and hence it has many social, political and economic problems. The political and to a larger extent the economic solutions, lie outside the jurisdiction of municipal governments, but these factors cannot simply be ignored by municipal government. At the most basic level what people require is shelter (housing), security (food, clothing and work), services (water, sewerage, health, drainage and electricity) and opportunity. To achieve these aims, the climate must be such that business and industry not only take root but also grow, together with communication (roads, railway, bus systems). These needs cannot all be met by municipal government, partly because it lacks the resources, municipalities are limited in resources, jurisdiction and area. All

these services would have to be backed up by suitable administrative and technical services. Some of these services can cost money to construct for example, a housing scheme, a market; a power station can cost lots of money to build and once built has to be maintained often at a high annual cost. It is at this point that the crunch comes, namely how much is to be spent and on whom?

Rowat (1980: 399- 400), while evaluating performance of new local government in Nigeria draws attention to the difficulties of drawing a line between policy and administration at the local level, a factor that has become a source of friction. There have been numerous clashes between political functionaries (chairmen and supervisory councilors) and the chief executive officer (secretary to the local government). The political functionaries, who are full- time appointees, tend to interfere too often in the running of the local governments. For example a supervisory councilor for works in one of the nineteen local government states in Bendel state was reported to have fired a road laborer without knowledge of the chief executive officer. Yet councilors were given no control over staff persons under the new system. Perhaps the education of the local politicians about the provisions of the new reform and the limit of their policy-making role would improve asprit de corps in local governments. The federal government has commissioned two institutions –the Institute of Administration at Ahmadu Bello University, and the Department of Public administration at the University of Ife to organize and conduct a series of administrative and management training programs for the senior officers of all the local governments in Nigeria.

The traditional view of the relationship between members and officers is that of master and servant: the council issues orders and the officers carry them out. Such a view is based on the rational, democratic principle that councilors are elected to make policy decisions and the expert is engaged to execute those decisions. In practice the notion that the council formulates policy is substantially qualified by the fact that many responsibilities are delegated to officers. But an important modification lies in the long-standing fact that local government officers advise the council and its committees. This is both inevitable and desirable, after all the officers are full-time and permanent and with training and experience acquire considerable expertise. Members can therefore scarcely avoid placing considerable reliance on their judgements, the range of policy and individual matters of administration is too great to be managed by part-time members (Byrne, 1992: 205-206).

Another problem facing the new local governments in Nigeria is the untimely and inadequate release of allocated funds. It is equally important that budgeted funds should be released promptly and regularly if budgetary promises should be translated into results. In Benue state some local governments warned that many development projects already started were likely to be stopped because of shortage of funds. Local governments should not depend too heavily on the senior levels of government for funds, if they are to develop and expand an adequate range of local services. They should also seek to maximize their own independent sources of revenue, which now include property rating, community tax and tenement rating. In order to broaden the independent financial base of the local governments, the 1977 National Conference on Local Government held at the University of Ife recommended that vehicle licenses and cattle taxes collected in rural areas

should be turned over to the local governments. Other problems identified in the local governments are shortage of qualified technical manpower and corrupt practices. The involvement of local governments in the planning and implementation of development plans is another area in which the new system has begun to show some impact (Rowat, 1980: 400).

Performance of an institution either private or public is related to the business that entity is conducting. To be more precise performance is related to the extent to which desired ends have been achieved at an affordable level of cost. Rappand and Patitucci (1977), are of the view that a local government is in business to provide services that satisfy the needs of individual citizens. The performance of local government can be defined in terms of the extent to which public officials in a community deal with stated economic, social, or environmental objectives within the expenditure levels that they have available. Performance has two key dimensions by which it can be measured: efficiency and effectiveness.

According to Flynn (1986: 393) in the article written by Mukwena (1999), the analysis of the actual role of any system of local government needs performance measures for both efficiency and effectiveness. Performance is effective according to the degree to which a stated condition is achieved. On the other hand, performance is more or less efficient depending on the quantity and quality of resources expended in the effort to achieve a desired condition. Optimal local government performance therefore must combine effectiveness and efficiency (Rappand and Patitucci 1977). In turn, local government performance must be related to changes in community conditions, not solely to the outputs produced by local government activities.

For example, one would hardly give a waste collection crew high marks for performance if they increased the tones of garbage they collected each day yet left the streets littered with paper and debris (Mukwena 1999: 47). Henderson- Stewart (1990) is of the view that relating local government performance to meeting users' needs for achieving its underlying purpose is the most fundamental aspect of performance that needs to be reviewed (Mukwena, 1999: 46- 47).

Mukwena (1999) argues that it is generally difficult to measure performance of a public institution like local government, which exists to provide services whose importance to the community, cannot be simply measured across a field of conventional "profit -loss" indicators. This difficulty reflects the limited agreement, which exists over-accepted and quantifiable criteria for measuring performance in this sphere. "Henderson-Stewart (1990) observes that performance review is obviously harder in the public service than in a commercial sector. In private business there are generally accepted measures of performance. Substantially to the basic measure of profit, there are other useful instruments available such as, volume of sales, output per employee, sales growth, earnings per share, changes in stock price and return on investment. In the case of local government there is a little agreement about which measures of performance are actually appropriate to use" (Mukwena, 1999: 46- 47).

1.3.3 Summary

Under this sub- section the theoretical underpinnings of local government and decentralization has been illustrated. Definitions and arguments by

various scholars have been explored and elaborated. There seems to be not much discrepancy on how various scholars perceive local government and decentralization. Local government is perceived the lower level of government allowing local people participation in governance for their own good. It is the form of government whereby power is shared with local people who are more accustomed to local surrounding and environment. Apart from defining local government, other things such as the features, principles, roles and functions of local government has been elaborated. The Namibian system of local government conforms to most of the theoretical requisites of local government. The only shortcoming in Namibia's local government system in line with the reviewed literature is that some of the roles and functions of local government mentioned here are not performed by its local authorities. This is attributed to the level of the council, financial and human resources capability, infrastructure availability and political will. Katima Mulilo town council in particular is a newly established town hence most of the activities of local government are not performed.

Apart from defining local government, decentralization as form of local government has been expounded. Decentralization entails shifting activities from the centre to regions or provinces to reach the majority of citizens. The majority of Namibian people reside in regions and rural areas than in the capital city. And this is a common scenario in the whole of Africa. Decentralization of government activities implies reducing burden for and too much involvement of central government in everything. It enhances efficiency and effectiveness. This is achieved by taking activities and responsibilities to regions and villages. In so doing activities are broken down into smaller components that are easily and effectively manageable.

Furthermore, arguments in favor of and against decentralization have been displayed in order to have a balanced approach to decentralization. Some scholars favor decentralization and others disfavor decentralization on various grounds. Many countries around the world, including Namibia are in favor of decentralization. This does not imply that it is the best system of governance; there are shortcomings for decentralization. However, it is an opted system of governance over others, in the manner that by adopting decentralization government is faced by few problems compared to a centralized system of governance. Namibia has adopted a policy of decentralization, meaning that some of the activities that were handled by central government only, are now handled at regional level or by regional government. Four types of decentralization are identified namely; delegation, devolution, de-concentration and privatization. The later privatization I perceive it as the latest form of decentralization. In Namibian terms privatization is not part of decentralization policy but it is a policy on its own. This is not only unique to Namibia it's a world -wide practice. The rationale for decentralization cannot be divorced to the rationale for privatization; therefore privatization is a form of decentralization in a commercial manner.

1.4 Purpose of the Study

The main purpose of the study is to observe service delivery by the Local Authority of Katima Mulilo in the following areas: housing, water and electricity provision, sewerage system, refuse removal, streets and roads maintenance. This will enable us to gauge the practicability of the local

authorities act and people's expectation from the council. And to assess the level of efficiency and effectiveness of the Town Council in delivering these particular services with a view to suggesting ways of improving service delivery.

1.5. Importance of the Study

The importance of the study is basically to investigate service delivery by local authorities, in particular newly proclaimed towns.

This will help to identify the strength and weaknesses of local authorities in delivering service effectively and efficiently. The main importance of the study is stated below:

- a) To analyse service delivery by the town council in order to determine efficiency and effectiveness of the council.
- b) To make recommendations on how to enhance service delivery not only for Katima Mulilo Local Authority but also for all local authorities.
- c) The study serves as a knowledge base for further research in the discipline of Local Government Management in Africa and Namibia in particular.

1.6. Limitation and Delimitation of the Study

This research had to be accomplished within two months period in fact time was not sufficient. This had an impact on the project. There is a scarcity of written materials on local government in Namibia. In addition the Ministry of Local Government and Housing does not have or keep proper records

such as minutes of the council, annual reports and budgets as required by the act. This made it so difficult to obtain information on some local authorities. The major setback was that there is very little information on Katima Mulilo town council; hence the research has to rely on primary sources such as minutes of the council, budget and annual reports of the council. The council (Acting Town Clerk) withheld this information and this had an impact on the study and it is unlawful. The study for primary information relied on the interviews conducted with Mr I Chunga (former chairperson, town council management committee), Mr B Mutumba (former town treasurer and current town clerk, Tsumeb municipality) and Ms F Munyungano (incumbent chairperson: Town council management committee). Government and local authorities officials were reluctant to be interviewed and answer questionnaires.

The study focused on service delivery by Katima Mulilo town council in the following areas: housing, water and electricity provision, sewerage, refuse removal, roads and streets maintenance. The survey was confined to all formal designated suburbs excluding informal settlements in Katima Mulilo. Individuals, organizations, institutions and agencies in Katima Mulilo answered questionnaires.

1.7 Definition (s) of Technical Terms

TOWN COUNCIL refers to Katima Mulilo Town Council.

LOCAL AUTHORITY ACT refers to the Local Authorities Act (Act 23 of 1992).

SERVICE DELIVERY refers to the offering and rendering of services by the town council as per proclamation in the Local Authority Act.

PERFORMANCE refers to the progress the council has made in providing services to the people in Katima Mulilo

MINISTRY refers to the Ministry of Regional, Local Government and Housing

CHAPTER 2 RESEARCH METHODOLOGY

This chapter outlines the research design and framework, data collection instruments and analysis. Research methodology is the way of collecting data and the processing thereof within the framework of the research process. Two methodologies of collecting data can be distinguished, qualitative and quantitative methods. These methods make use of specific techniques to gather data, inter alia, interviews, questionnaires, literature reviews and direct observations. Research methodology or data collection methods necessitate a reflection on the planning, structuring and execution of the research in order to comply with the demands of truth, objectivity and validity (Brynard P A. et al. 1997: 27).

2.1 Research Design

The study uses a descriptive research as its framework. Descriptive research concerns information obtained through observation. Leedy (1989: 140) explains descriptive research as follows, “ To behold is to look beyond the fact, to observe, to go beyond the observation. Look at the world of men and women and you are overwhelmed by what you see. Select from that mass of humanity a well chosen few and these observe with insight, and they will tell you more than all the multitudes together. This is the way we must learn: by sampling judiciously, by looking intently with the inward eye, then from these few that you behold, tell us what you see to be the truth. This is the descriptive survey method. In short, descriptive research is what the researcher observes and describes in words, and on which his or her conclusion is formulated (Brynard P A. et al, 1997: 6)

This is exactly what I am trying to achieve by observing service delivery by the council of Katima Mulilo thereafter describe it and make recommendations. Descriptive research as a framework of this study will be used in the research process, recommendations made for this study can be applied to other councils in Namibia, and Katima Mulilo is only a sample.

2.2 Data Collection Instruments

Effective research requires research resources or instruments. The basic search instruments applied by this study are among others literature search, interviews and structured questionnaires. Ninety questionnaires were distributed and seventy-eighty (87%) were received back. The category of the response rate was as follows: residential areas (69%), businesses (14%), political organizations (4%), government departments and schools in Katima Mulilo (9%) and civil organizations (3%). Respondents were randomly selected. And further twenty separate questionnaires were distributed to town council staff and councilors. Problems were encountered during data gathering, inter alia, from ninety questionnaires distributed to individuals and organizations and businesses only seventy eighty (87%) were received back. Some respondents were not willing to respond while others took longer time to respond. Anyhow there was good response rate from consumers' side. The disappointing side was with the town council staff questionnaires; of the entire questionnaire distributed to the council staff none was received. This will have an impact on the study. Moreover, the Acting Town Clerk (Mr Muqwala) declined to provide minutes, annual reports and budgets for the town council. This was the main source where primary data could be obtained. The attitude of the town clerk and staff

hampered the findings of the study on Katima Mulilo Town council. The only official information from the council was from interviews with a former councilor, former town treasurer and a current councilor. However, the information obtained from them is adequate for the study.

2.3 Data Analysis

During the process of data gathering the researcher is engaged in what can be called preliminary analysis of data. Implying that the researcher discards irrelevant data to the topic and retains relevant data only (Bryanard et al.1997: 48). Once data gathering is accomplished final analysis of data follows as to give the meaning of collected responses. This stage is whereby data collected is summarized and interpreted to make it meaningful and relevant to the study. The findings of the study are presented succinctly, clear and in an understandable manner.

CHAPTER 3 LEGAL FRAMEWORK OF LOCAL GOVERNMENT

4.1. Historical Background

This chapter illustrates the legal framework on which local government was established in the Republic of Namibia. However, this does not entail that local government only existed after independence in Namibia. Local Authorities Administration is not a new concept in Namibia. Local Government has been in existence since the German annexation of the then South West Africa (SWA) in 1884, throughout the South African colonial occupation (1915 to 1989) up to date. Political upheavals took place throughout these phases of local government. Windhoek was the administrative centre of SWA under German occupation, and consistently served the similar role with the South African regime and today's democratic government of Namibia.

The South African Colonial Regime administered local government by adopting a policy of indirect rule. This policy incorporated the employment of traditional institutions as a foundation of development and to a larger extent suited their own political interest. Since the inception of German Administration, South West Africa was divided into three main segments or administrative centers namely, the Police Zone, the Northern Sector beyond the police zone and the Eastern Caprivi Zipfel. During the South African colonial administration a policy of separate development was the engine of local government administration in South West Africa. Local government was divided into two categories, Urban Areas and Rural Areas. The Urban local government system of South West Africa projected the South African

System in terms of basic structures. Urban local government took two forms, Municipal Council and Village Management Boards. Municipal councils were larger urban areas occupied by whites, operating under the Provision of the South West Africa Municipal Ordinance No 13 of 1963. The Village Management Boards were operating under the Provision of the Village Management Boards Ordinance No 14 of 1963. The Administrator of the Territory was empowered to proclaim any area located outside the municipal area to be a Village Management Board Area. The type of rural local government was restricted to various tribal areas both within and outside the police zones. Mostly, tribal groupings had hereditary, elected or appointed chiefs assisted by counselors. The chiefs, headsmen and their counselors were mandated with full civil and criminal jurisdiction over members of their own tribes. Provided they did not countenance statutory laws or customs contrary to official policy or natural justice.

Before independence certain districts such as Windhoek had municipal councils and others had village management boards particularly, in southern Namibia. In these areas the provision of municipal services was the responsibility of local authorities agencies. Hence other districts had neither municipalities nor village management boards, in particular northern Namibia. These areas were regarded as Communal Areas. Service delivery was the sole responsibility of various government departments and directorates. This scenario was transformed after independence when few municipalities and town councils came into being. In 1990, Namibia was liberated from oppressive form of local governance. The initial Constitution of the Republic of Namibia was adopted in 1990; it instituted a three tier

government structure, consisting of Central and Regional governments, and Local Authorities. Article 102 of the Constitution stipulates that for the purpose of regional and local government, Namibia will be divided into regional and local authorities administered by elected councils. The first Local Authorities Act (Act 23 of 1992) was promulgated in 1992. The said act made provision for the establishment of Municipalities, Towns and Villages throughout the country.

The rationale for establishing these local authorities institutions is to share responsibility with central government in the delivery of services and to empower local people in decision making. To date local authorities have fulfilled this legal obligation of delivering service, even though their level of delivery differs in terms of status. Generally in the past few years up to date, local authorities are involved in the delivery of the following services; provision of water and electricity, roads construction and maintenance within the city, refuse removal and sewerage disposal, fire brigade and fire fighting services, cemeteries and burial services, traffic and safety services, community welfare services, town cleansing and planning services, financial and housing services and many more.

Hence this chapter will focus on legal foundation of local government since independence. The legality of local government is very crucial, since it outlines local government manifestation, operation, functions and activities.

4.2 Legal Framework

The pioneer or umbrella legal document that founded local government in independent Namibia is the Constitution of the Republic of Namibia. Article

102 of the constitution states that: For purposes of regional and local government, Namibia shall be divided into regional and local units, which shall consist of such region and Local authorities as may be determined and defined by Act of Parliament (Namibia Constitution: 54). This clause brought the realization of local government in Namibia. This was only the foundation of local government hence several acts and policies were adopted to guide the existence and operation of local government in Namibia. Among them are the following, Regional Councils Act, 1992 (Act 22 of 1992), Local Authorities Act, 1992 (Act 23 of 1992), and the Decentralization Policy, 1997.

Regional Council Act, 1992: The act was enacted in 1992. This act mandates regional councils to exercise wide powers on matters concerning economic and social developments of regions. Since local authorities are located in regions and occupy a strategic position, the operations of regional councils have an effect on their operations. Therefore, the Regional Councils Act is crucial in analyzing local authorities.

The regional councils have the following powers as conferred by the act in line with the Article 108 of the Constitution of the Republic of Namibia:

- 1 to undertake with due regard to the powers, duties and functions of the National Planning Commission, the planning of development of the region for which it has been established with a view to:
 - The distribution, increase and movement and the urbanization of the population in such region;

- The physical, social and economic characteristics of such region and, in so far as any neighboring region has it likely to have any effect on the physical, social, economic characteristics of any such neighboring region;
 - The natural and other resources and the economic development potential of such region;
 - The existing and the planned infrastructure such as water, electricity, communication networks and transport systems in such region;
 - The general land utilization pattern
 - The sensitivity of the natural environment
2. To establish, manage and control settlement areas;
 3. To make recommendations to the Minister in relation to the exercise, in relation to a local authority situated within its region, if any powers conferred upon the Minister under the Local Authority Act of 1992 or any other law
 4. To assist any local authority council in the exercise or performance of its powers, duties and functions;

These are few responsibilities of the regional councils relevant to the activities or operations of local authorities.

4.2.1 The Local Authorities Act of 1992

Regional councils constitute the second tier of government and they occupy a strategic position in governance of the country. Consequently, they have powers over local authorities within their areas of jurisdiction. The Local

Authorities Act of 1992 recognizes three forms of local government namely: municipalities, town councils and village councils.

Municipalities

A council of seven and twelve elected members governs municipalities. The council elects the mayor and deputy mayor as per provision in the act. The mayor or deputy mayor or any other person elected by council may serve as the chairperson of the council. The management committee consisting of three to five members is the executive body of the council. The management committee elects the chairperson and the vice chairperson among its members. The town clerk is the chief executive of the municipality. The town clerk is appointed by the council on the recommendation of the management committee and with the approval by the minister. Municipalities are divided into two main categories; municipality part I and Part II

Town councils

A town council consisting of seven to twelve elected members governs towns. Members among themselves elect mayor and deputy mayor and chairperson if a different person holds the position other than a mayor or deputy mayor. The management committee is an imitation of that of the municipality in terms of structure and functions. The town clerk is the chief executive officer of the town council (Keulder, 1998: 64).

Village councils

A village council consisting of seven elected members administers villages. The chairperson and vice chairperson are elected among the members by members. The management committee is established from the council and consists of three members. Its functions are similar to the management committees of municipalities and town councils. The village clerk is the chief executive officer of the village council.

4.2.2 Duties, powers and functions

Municipalities, towns and village councils all perform normal municipal functions, or in other words their functions are similar. The Local Authority Act of 1992 under part V outlines the powers, duties and functions of local authority councils namely:

- To supply water to the residents in its area for household, business and industrial purposes;
- To provide, maintain and carry on a system of sewerage and drainage for the benefit of the residents in its area;
- To provide, maintain and carry on services to such residents for the removal, destruction or disposal of night soil, rubbish, slop water, garden and stable litter, derelict vehicles, carcasses of dead animals and all other kinds of refuse or otherwise offensive or unhealthy matter;

- To establish and maintain cemeteries, or to take over any cemetery situated within its are;
- To construct and maintain streets and public places;
- To supply electricity or gas to the residents in its area;
- To establish, carry on and maintain sand, clay, stone or gravel quarries and works for the manufacture of bricks and tiles, and to dispose of sand, clay, stones, gravel, bricks and tiles exploited or manufactured from such quarries;
- To establish, carry on and maintain a public transport service;
- To establish with the prior approval of the Minister and in accordance with such conditions as may be determined by him or her, a housing scheme, whether by itself or in conjunction with any other person;
- To establish, carry on and maintain markets and to construct and let market houses, auction or sell rooms, stalls, ware houses and other buildings for the sale or storage of goods at such market;
- To establish, carry and maintain abattoirs, aerodromes, an ambulance service, bands and orchestras, dipping tanks, a fire brigade, museums, pounds, nurseries;
- To construct and maintain buildings, or depots for the reception or storage of perishable goods;
- To establish and maintain parking garages and to designate areas for the parking of vehicles;
- To beautify and secure the neatness of its area, including planting, trimming or removal of trees;

- To establish and maintain any building or structure for any community requirement;
- To allocate bursaries, and grant loans for educational purposes;
- To confer honors upon any person who has in the opinion of the local authority council rendered meritorious service to its residents;
- To construct, acquire and maintain railways sidings, including marshalling yards in any industrial area or areas, and to recover the costs incurred in connection with such construction, acquisition and maintenance from the owners of immovable property connected or capable of being connected to, or using or capable of using such railway sidings;
- To acquire, hire, hypothecate or let any movable property, sell or dispose of such movable property in any manner whatsoever to the state, a regional council or any other local authority council or by public auction to any other person prior to the minister's approval otherwise;
- To buy, hire or acquire any immovable property or any right in respect of immovable property for any purpose connected with the powers, duties or functions of such local authority council, or to sell, let, hypothecate or dispose of or encumber any such immovable property;
- To determine by notice in the Gazette, the charges, fees and other monies payable in respect of any service rendered by the local authority council in terms of the provisions of this Act or pursuant to the regulation and control of any matter under this Act.

These are mainly the responsibilities of local authority councils with respect to service delivery. Not all local authorities are in the position to render or offer all the aforementioned services. Delivery of these services depends upon the availability of resources in the council and the status of the council. The study focused mainly on essential municipal services namely; housing, water and electricity provision, sewerage system and garbage disposal, roads and streets construction and maintenance. The findings of the study on service delivery by Katima Mulilo town council are illustrated in the next chapter.

4.3. Summary

The legal framework of local government in Namibia is very clear and precise. The above named enabling statutes provide a wide scope for local authorities to deliver services in their respective areas of jurisdiction. At this juncture it is the duty of local authorities to implement and fulfill these legal requirements. The acts make it clear what role and function local authorities play in terms of service delivery. Some of the services as per statement in the Local Authority Act are not delivered in other towns, cities and villages. This can be due to financial constraints, human resources constraint and infrastructure availability. Katima Mulilo is among the local authorities, where services such as museum, pounds and nurseries, bands and orchestras, parking garages and parking areas, allocate bursaries and grant loans for educational purposes, and public transport service and so on are not delivered. Some of these services if delivered would serve as source of income generation for the council and promotes regional and local development. Newly proclaimed towns and villages need to be financially

empowered to render all these services to the community. The statutes involved do not hinder development or restrict service delivery. As a matter of fact they widened the scope of service delivery and development at local level.

CHAPTER 4 RESEARCH FINDINGS AND ANALYSIS

This chapter exposes the information gathered or collected through the survey by administering questionnaires to the residents of Katima Mulilo.

The main aim of the survey was to find the answer of the research question as indicated under 1.4. The questionnaire distributed consisted of thirty-four questions, these questions were given to residential areas, businesses, political organizations, ministries and other government agencies and civil organizations. Selection of respondents was randomly done and ninety questionnaires were distributed. Hence seventy-eight out of ninety questionnaires were received back, which gives us eighty seven percent response.

Structured interviews were conducted with the former town councilor MR I Chunga (chaiperson: town council management committee), and the former town treasurer Mr B Mutumba and the current town councilor Ms F Munyungano (Chaiperson: town council management committee). The responses received from these people are illustrated underneath.

The research findings are presented as follows; the first part outlines the background of service provision in Katima Mulilo with both the former DTA dominated council and the incumbent SWAPO dominated council. This information was gathered through interviewing the above listed people. The incumbent Town Clerk and Town Treasurer could not be interviewed since they joined the council very recently, and it was very difficult to find incumbent councilors including the mayor. The second part presents

consumer responses and their analysis. Ninety (90) questionnaires were given to consumers and seventy-eight (78) were received back.

4.1. Overview

When the council of Katima Mulilo was established in September 1993, service provision shifted from general services department to the council. The council was an agent of the ministry responsible with tax collection. The payroll of staff was on the budget of the ministry since then. Refuse removal was the responsibility of central government in 1993. In 1994 refuse removal was contracted out to a private person (Mr Sikena). This was mainly because he did the job perfectly before independence. From 1993 to 1995 tariffs on water and electricity were nationally determined by central government. In 1995 the agency relationship between the Ministry of Regional and Local Government and the Town Council was transformed. The ministry transferred few functions from the center to the local authority of Katima Mulilo such as refuse removal, water and electricity provision, payment of councilors and so on. The transfer of motor vehicles, equipments, furnishers and many other items followed this.

From 1997 the council took over refuse removal from the contracted person, due to insufficient funds to pay the contractor. At this time the council did not have sufficient resources in terms of refuse removal. With limited equipments and funds from central government the council became inefficient and incurred high liabilities. In order for the council to pay off their liabilities and equate revenue to expenditure they raised the tariff for

electricity and water to sustain their operations (Interview with Mr B Mutumba, Former Town Treasurer, March 01, 2001).

In 1997 the town council was given an autonomous status, and officials on the payroll of central government were seconded to the council. The collection of water and electricity fees was solely the responsibility of the council. The town started to expand and the council was only allowed to levy water and electricity. With the alienation scheme of 1997 council lost a lot of revenue on rentals, rates and taxes. Owners of the houses paid transfer costs, the council declared application as ownership before registration with the deeds' office. Negligence of the council led to corruption such as appointment of relatives to strategic positions without qualifications.

The supply of electricity from Zambia to Katima Mulilo constrained the resources of the council since it was too expensive. The government of Namibia entered into an agreement with the government of Zambia to supply Katima Mulilo with electricity. The deal was too expensive because ZESCO charged NAMPOWER in American Dollars and NAMPOWER sold electricity to the ministry. The ministry transferred the debt in respect of electricity owed to NAMPOWER to the town council. This debt was enormous and this move put a heavy financial burden on the council. In order for the council to raise revenues they sold government houses in New Look without government approval. Given two liabilities by NAMPOWER and NAMWATER transferred to the town council, a financial burden was placed on council and this made service provision problematic. Appointments of staff were not in line with the Public Service Act and the Local Authorities Act.

Housing provision

The pioneer council of Katima Mulilo maintains that there was a shortage of houses during their time and many people applied for houses. The criteria used for allocating houses (former government houses) was that only those people who worked in town were given houses, for example teachers or those people worked outside town did not get houses. The Ministry of Regional and Local Government softened the problem with the introduction of NHE houses. The ministry provided loans and recovered the money through deducting it from staff's salaries. More importantly there was no security required to qualify for a loan. Selling of houses and plots was the source of revenue for council (Interview with Mr I Chunga (Former Chairperson of the Management Committee, March 06, 2001)

The incumbent council maintains that there is no problem with housing in Katima Mulilo. They have arranged contractors such as Vantage and Civic Housing and Stocks and Stocks construction to construct houses in Katima Mulilo. The council does not operate a housing scheme; people need to secure their own loans from other financial agencies. The council dispute that there is no favoritism in allocating plots and housing in Katima Mulilo. The only problem encountered by council is that once people apply for plots, they are given plots and a deadline to purchase them, failure it returns to the council. In most cases people after being given plots they fail to buy them (Interview with Ms F Munyungano, Chairperson: Town Council Management Committee, March 08, 2001).

Electricity provision

As the town expanded the electricity capacity was not adequate to supply the whole town. The shortage of electricity in town led to the negotiation with the Zambian government to export electricity to Katima Mulilo. The agreement was concluded and the power supply was upgraded. When this arrangement started the service was not up to standard until NAMPOWER got involved in the running of the electricity supply in town. Initially government determined the electricity tariffs and the council were mandated too in consultation with the government. The absence of a town engineer was another factor that affected electricity provision in the former council, since there was no one to guide the council on electricity matters. There was no provision of funds to employ a qualified electrician, this impacted electricity provision in the town (Interview with Mr I Chunga, former Chairperson of Town Council).

The incumbent council encounters higher charges for electricity; this is attributed to the long process or many players involved in electricity provision in town. NAMPOWER buys electricity from ZESCO further it sells electricity to the council, which sells to the community. Moreover electricity is paid in American Dollars to ZESCO. Since NAMPOWER has to recover its costs the same goes to the council and finally consumers will feel the impact. The quality of staff (electrician) is not so bad even though they encounter problems other times.

Water Provision

From 1993 to 1997 water provision was the responsibility of government in terms of payments. The council only collected water payments and the money was deposited in the government account. Maintenance of equipment was the responsibility of council. Council ordered equipment and water implements and few replacements have taken place. The council experienced consistent burst of pipes due to their oldness. Consumers owed the council enormous amount of money with respect to water. The council devised a strategy to recover some of this money, by informing consumers that those who will pay off their debts will acquire ownership of their houses, and pay transfer costs only (former government houses) (Chunga I, former councilor, 06 March 2001).

The existing council advocates that tariffs by NAMWATER are very high and this forces the council to adjust water tariffs in order to recover their costs. The problem experienced as far water is concerned is that the water tanks used by NAMWATER are too old and changes the color of the water to look like it is unpurified. The council contacted NAMWATER concerning the purification of water, hence NAMWATER reiterated by saying that they use a special chemical that is why the colour of water changes. The council's opinion on lowering tariffs due to the proximity of the river is different from consumers' point of view, which argues that water tariff to be reduced since the town is close to the river (Ms F Munyungano, Councillor, interview 08 March 2001).

Refuse Removal

In 1996 refuse removal was transferred to the council from central government. The council had power to appoint someone to be responsible for refuse removal, however central government appointed a company called Cherreti to be responsible for refuse removal in Katima Mulilo. The council was not satisfied with the performance of this company. Consequently they made recommendations to central government to terminate the contract with Cherreti and the ministry neglected their recommendations. As a result the town became dirty since the contractor was not delivering the job. The problem of dirtiness in Katima Mulilo emanated from this time (Chunga I, former councilor, interview 06 March 2001).

In the current council the tender for garbage collection/ refuse removal was advertised in the newspaper. The tender was awarded to Mr Njangula who met the requirements of the council. The council resolved that refuse removal be undertaken from Monday to Sunday, each day allocated to a particular suburb. In short garbage is collected on a weekly basis. The council is satisfied with the job done by the contractor, however they reiterate that the contractor alone cannot make the town clean, there have to be cleaning campaigns or community cleansing. Furthermore, dustbins are not provided by council, only plastic bags are provided to consumers when making payments (Munyungano F, incumbent councilor, interview 08 March 2001).

Sewerage System

Sewerage system was problematic in Katima Mulilo from 1993 to 1997. Pumps no 11, 12 and 15 were giving problems and other three pumps were

functioning properly. Vandalism affected the pumps; since there was no fence to protect them, by-passers and children threw objects in the sewer, which affected pumps and caused blockages. Oil-spillover was another factor, which blocked pumps; this was due to the planning of the town since there was no inspection done by health inspectors on buildings for industrial use. The matter worsened, as there was no service done on pumps. Sewer pumps for new locations were weak and could not handle the capacity of the new suburbs (MR B Mutumba, former Town Treasurer, interview 01 March 2001).

The absence of a town engineer and the use of unqualified staff had an impact on delivering this service. Pumps and machines were broken and repairs took so long, hence pipes blocked and water started running on streets (Mr I Chunga, former councilor, interview 06 March 2001).

Roads and Street Maintenance

From 1993 up to 1997 roads planning, construction and upgrading was the responsibility of central government. The council resurfaced roads in Katima Mulilo and there was no funds provision to tar roads in town. The council only had one grader, which was very old and had problems constantly. The garage that was allocated a government tender to service government vehicles especially those used to resurface, water and upgrade roads took long to service vehicles and did not have qualified mechanics (Chunga & Mutumba, interview 2001).

From 1997 up to date, there have been no funds available for upgrading road infrastructure in Katima Mulilo. However, the Ministry of Regional and Local Government promised to release N\$1000 000. 00 (1million) for this purpose, hence up to now nothing has happened. The council has also identified names for heroes to name streets and will soon be displayed on streets. It is delayed by logistic problems. With streetlights maintenance, electricians are allocated to each suburb to maintain streets and change bulbs (Munyungano F, Interview, 2001).

Financial status and relationship with MRLGH

The pioneer council (1993 to 1997) was totally financially dependent on the ministry for both capital and operational expenditures. However, there was some positive impact in other respects since the ministry gave financial guarantees (Mutumba B, interview, 2001). However, the relationship of the council to the ministry was not very good. This was partly due to the fact that the opposition party controlled the council, and government had no trust in them. The ministry took too long to respond when the council made requisitions, and sometimes-council documents got lost within the ministry. The council perceived this as electioneering tactic by government so that they could convince people that the DTA council was not capable of delivering goods (Chunga I, interview, 2001).

Today, the council is not permanently dependent on the ministry; it has some degree of autonomy in raising own revenue. Central government still subsidizes the council. The relationship with the ministry is good, no major hiccups encountered (Munyungano F, interview, 2001). The have been

allegations of financial embezzlement by councilors; hence the ministry has sent the police to investigate this matter.

4.2. Consumer's responses and Analysis

4.2.1 Housing Provision

As can be seen from Table 1 below the majority of consumers indicated they were satisfied with provision of housing by the Council since establishment in 1995.

Table 1: Satisfaction with housing

Yes	55%
No	42%

Three percent did not indicate their choice.

The reasons given by those satisfied with provision of housing include the following:

Category one

- Many houses have been built in town
- Many suburbs has been established such as Mavuluma Extension no 2, Greenwell Matongo, Nambweza and Benjamin Bebi and so on.

- Accommodation problem has been reduced.

Category two

- Different building contractors are afforded opportunity to exhibit their skills.
- People have been given opportunity to build own houses.
- Low paid employees are able to buy houses.
- Introduction of alienation scheme and provision of plots.

The 42% who indicated that they were not satisfied with the provision of housing by the Council gave the following reasons:

Category one

- Some houses are too old and give bad reflection of the town.
- Houses are too small and poor quality compared to other towns.

Category two

- Corruption, favoritism and nepotism are the qualification to get a house (former government house) and a plot.
- Building contractors too expensive.
- No electricity in some houses and poor sewerage system.

Category three

- The land is so expensive
- To slow or taking too long to give plots.

- Erven allocated too small.

As can be witnessed from Table 2, 75% of respondents indicated that they never benefited from the housing scheme of the council, whereas 24% indicated that they are beneficiaries and one percent abstained.

Table 2: Housing scheme Beneficiary

Yes	24%
No	75%

One percent did not specify their choice

The 24% who indicated that they are beneficiaries of the housing scheme, the type of the scheme they have benefited is indicated in Table 3 below.

Table 3: Type of Scheme

Grant	2%
Loan	19%
Other (alienation)	2%

Fifty nine percent did not provide an answer

As can be observed from Table 4 below, 69% of consumers indicated that they are not satisfied with the type of houses in Katima Mulilo. On the other side 27% indicated that they are satisfied with the type of houses in Katima Mulilo and four percent did not answer this question.

Table 4 Housing Type

Yes	27%
No	69%

Four percent did not specify their choice

The 27% who indicated that they are satisfied with the type of houses in Katima Mulilo gave the following reasons:

- Houses are modern and mixed from small houses to big houses
- Types of houses suits the needs of owners only that they are too expensive
- They are different types and styles of houses as they are built by different contractors
- Houses are fine its only that they are few

The majority (69%) who indicated that they are not satisfied with the type of houses in Katima Mulilo, have given the following reasons:

Category one

- The pattern on how houses are constructed is wrong, poorly planned and houses to small, does the town council have town planners
- Newly constructed houses too small does not correspond with their price
- Only Vantage Construction houses are of good quality

Category two

- NHE houses are constructed with one brick layer (poor quality)
- Civic Housing are of poor quality and creates lots of problems for example cracks all over the house
- Stocks and Stocks houses are of poor quality in particular their roof structure, size, appearance and they are too expensive
- Ngweze (old location) houses are too old, they should be destroyed or renovated

Category three

- Other houses are without fence and ceiling and their toilets are outside the house
- Other houses have one entrance only

For acknowledgement and improvement of housing provision by the council of Katima Mulilo the respondents have suggested the following:

Category one

- The Council should adopt a Housing (Building) policy, it will be of great assistance
- One brick- layered houses should not be allowed as they pose a risk
- Before awarding tenders to builders, building inspectors should evaluate and approve their housing plans
- Roads and streets should be constructed before construction of houses begins

Category two

- Council should provide plots to people who needs them
- Vantage Construction should be given more tenders as their houses are good
- People should be given opportunity to decide their own plans
- Housing schemes need to be improved
- Government houses are sold at exorbitant prices, contrary to the alienation scheme

As the study has confirmed, housing provision has improved in Katima Mulilo since independence. 55% of the respondents indicated that they are satisfied with housing provision in Katima Mulilo. I tend to agree with them on grounds that if you compare the status of housing pre-independence up to 1993 and now there is a huge difference in terms of housing. In the former there were only three suburbs (locations) in Katima, and one location was exclusive for whites; in the latter there are more than seven suburbs with uncounted number of houses. There is thirteen percent difference in the response rate of those satisfied and not satisfied. This difference is mainly attributed to the administration part of housing not the entire housing provision. For example they have cited the following reasons, corruption, nepotism, plots too expensive and the process is too slow, prices of houses too high, quality of houses, tenders and smaller erven. All these factors are administrative in nature. Some of these seem to have existed and still existing and ties up with the information given by Mr B Mutumba (Former Town Treasurer) and the recent demonstration by the community of Katima

Mulilo calling for dissolution of the council for embezzling funds and the decision of the Ministry of Regional, Local Government and Housing of sending the police to investigate financial mismanagement by the council of Katima Mulilo. This type of activities is what makes other people discontent with housing provision in Katima Mulilo. The above-mentioned situation ties up with Rowat's (1994) arguments on problems faced by local government namely, shortage of qualified technical manpower and corrupt practices. Katima Mulilo council is undergoing through this and housing provision is affected by corruption and unqualified staff. Since staff appointment is based on nepotism and favoritism. Due to this the administration part of housing services becomes problematic because wrong people have been employed.

Twenty-four percent indicated to have benefited from the housing scheme of the council whereas 75% indicated to the contrary. This is true in the sense that the council does not operate a housing scheme, but advises people to approach financial institution; interview with Ms F Munyungano affirms the above statement. With the introduction of NHE houses in Katima Mulilo, the ministry granted housing loans to the people and were not required to provide any security. Furthermore people were given or bought old location (Ngweze) houses through alienation scheme as stated by Mr I Chunga (former Chairperson: Town Council Management Committee). Banks and building societies in Katima Mulilo also provide loans to people for housing purposes. Generally, housing provision in Katima Mulilo is up to standard, the council only needs to improve the administrative aspect of housing.

4.2.2 Water Provision

As can be seen from Table 5, the majority of the respondents (69%) indicated that they were not satisfied with water provision, on the other hand, 31% indicated that they were satisfied with water provision in Katima Mulilo.

Table 5: Satisfaction with water Provision

Yes	31%
No	69%

Those who indicated satisfaction with water provision gave the following reasons:

- Water is available to everyone
- You pay for what you have used
- Rare experiences with water problems
- Water is provided in a normal way like elsewhere

Those who indicated that they were not satisfied with water provision gave the following reasons:

- Water charges very high whereas close to the source (river)
- Council staff engage in illegal reconnection of disconnected water lines
- Closure of water without informing users
- Water is not purified

- Frequent water cuts or stoppages
- Water readings not convincing or satisfactory
- Some people do not pay for water, including councilors and staff
- Poor services in informal settlements for example few water tapes, less pressure of water, long distances from houses to tapes
- Constant pipe busting or breakages

As can be seen from Table 6 the reasons given by respondents for customers not honoring their water bills include; higher charges (72%), poverty (30%) and negligence (18%), four percent gave other reasons namely; bills sent at wrong times and employees not customer oriented.

Table 6: Reason for not paying water

Poverty	30%
Higher charges	72%
Negligent	18%

As can be observed from Table 7 below, 78% of respondents indicated that water rates in Katima Mulilo should be low since it is located very close to the river, whereas 20% responded to the contrary and two percent abstained.

Table 7: Water tariffs to be determined by considering proximity to the river.

Yes	20%
No	78%

Two percent did not answer this question

Those who indicated that proximity to the river is not a determinant factor for water tariffs gave the following reasons:

- Water should be paid per consumption regardless of distance where it is coming from
- People residing close to the river do not fetch water directly from the river, they get water in the same manner like those with water difficulties
- Chemicals to purify water entails expenses

Those who indicated that the proximity of Katima Mulilo to the river should be taken into account when determining water rates gave the following reasons:

- The costs incurred in taking water to consumers in Katima Mulilo is not the same in towns with water scarcity
- Proximity to the river should be considered as an advantage for Katima residents
- People can get water directly from the river for example Zambezi lodge

Fifty-five percent of the consumers indicated that they support the decision of government to commercialize water supply, to the contrary 43% indicated that they do not support this decision and two percent did not provide an answer to this question. (See, Table 8).

Table 8: Support for commercialization of water supply

Yes	55%
No	43%

Two percent of the respondents did not specify.

Those who are in favor of the establishment of NAMWATER or commercialization of supply by government have given the following reasons:

- NAMWATER is efficient and effective in its operations
- NAMWATER is a specialist in water supply, this makes its job easier and quicker
- Government was making losses on water supply and this has a serious impact on the economy

Those who are against government strategy of commercialization the supply of water gave the following reasons:

- NAMWATER is very expensive
- NAMWATER is a monopoly and exploits consumers due to this status
- NAMWATER's motive is profit maximization unlike government where public interest is a cost
- The commercialization of water supply has a serious consequence on unemployed and low- paid workers as water is a necessity

Consumers have suggested that for the enhancement of water provision in Katima Mulilo, comments underneath, should be taken into consideration by council when making decisions:

Category one

- Consumers must preserve water and use it wisely
- Pre-paid system for water should be introduced to avoid higher debts
- Council should employ qualified staff in this area

Category two

- Government should subsidize water supply to relieve consumers
- Water supply should be the responsibility of government
- Government should control water prices

Category three

- NAMWATER should continue with water supply to ensure quality service
- Water must be purified to avoid diseases
- Water should be directly paid to NAMWATER and the supply should be directly to consumers

The majority of respondents (69%) are not satisfied with the provision of water in Katima Mulilo. They cited among other reasons the following: water tariffs very high whereas the town is close to the river, illegal

reconnections by council staff, water not purified, constant busting of pipes, councilors, staff and other people do not pay for water. Some of these reasons can be proved and some cannot be proved. For example, frequent busting of water pipe lines is true due to their old state. This is backed up by the interview conducted with Mr I Chunga (former councilor). Council made orders for new equipments to replace old equipments, but the ministry has taken too long to respond to the request. Water is very expensive in Katima Mulilo, due to the fact that the council buys water from NAMWATER at higher rates. In order for council to cover its expenses they are forced to charge higher rates for water. This was said by the incumbent councilor Ms F Munyungano. Complaints with higher water charges is not only in Katima Mulilo but all over the country, as it can be seen from the Auditor General's report for Hentiesbay, Okahandja and Oshakati.

Notwithstanding, the fact that council inherited an enormous debt from government when it was established in 1995, as result the council's liabilities increased and affected its operation. Thus, the council had no option but to raise the water and electricity charges to meet its expenditures; this was confirmed by Mr B Mutumba (Former Town Treasurer). Unpurified water is another issue, which seems to be true. Evidence from Ms Munyungano augments the above statement. Council approached NAMWATER on why water looks as if it is not purified or has a strange colour. The Council argues that this was caused by the oldness of the water tank. However the explanation received from NAMWATER was different, they maintain that they use a special chemical that is why the color of water changes or look to be unpurified. This explanation is not

convincing to consumers. Therefore, NAMWATER or the council should go to the people and explain to them why water looks to be dirty. The issue of council staff's illegal reconnection of suspended water and electricity is true, it was reported in the Namibian and on NBC news in 1998/9.

Thirty one percent indicated to be satisfied with water provision in Katima Mulilo. Their reasons are as follows: water is available to everybody, you pay for what you use, and rare experiences with water problems and water is provided in a normal way like elsewhere. By looking at their arguments one would conclude that these are people who acquired houses recently without debts from the past, lived in other towns and have experience on how water is provided and understand the relationship between consumption and cost. Another problem with water provision in Katima Mulilo is the lack of qualified staff and absence of a town engineer; Mr Chunga, a former councilor, pointed this out.

Seventy-eight percent believe that water tariffs or water in Katima Mulilo should be cheap since it is located close to the river. The council disagrees with consumers on the basis that costs involved in processing water are the same elsewhere, for example chemicals, equipment, labor and so on. The position of the council is substantiated by 20% of respondents with similar convictions. Personally, I tend to agree with the majority of respondents who claim that water should be cheaper in Katima Mulilo. I concur with the council and NAMWATER on the costs involved in processing water, however this cannot justify higher rate for water in Katima Mulilo and uniform rate in other towns/ cities in Namibia. In essence my argument is not to advocate that water should be cheaper in Katima Mulilo but that water rates should not be the same in more than three towns. The approach

by NAMWATER is that if central government transferred water debts to NAMWATER in that particular town water charges will be high in that town and vice versa. One important observation to note is that the Ministry of Agriculture, Water and Rural Development donated water equipment to NAMWATER. NAMWATER only maintains the equipment. Factors involved in producing water are not the same elsewhere every town has its own unique case.

Let's look at a practical scenario for Windhoek and Katima Mulilo. I shall begin by posing a question, are the costs involved in producing water in Katima Mulilo similar to Windhoek. If the answer is yes then they should buy water on the same rate from NAMWATER. If the answer is no then they should buy water from NAMWATER on different rates. Katima Mulilo is located few kilometres from the river; few pipelines will be used to transport water from the river to the water reserve tank. The council is responsible with constructing pipes that take water to the residential areas and business premises. NAMWATER transports water from the river to the water pump station or plant and then its job is done. The costs incurred in this process are minimal.

Windhoek uses recycled water and underground water, which is expensive to process compared to Katima Mulilo. Windhoek population is ten times Katima Mulilo population, entailing that there is higher consumption in Windhoek. The amount of water produced per day in Windhoek in terms of purifying, transporting to the people is very costly compared to Katima Mulilo. Higher consumption is accompanied by higher costs involved in maintenance for example many machines should be used, or machines with

higher capacity- all these entail higher costs. The number of industries with higher water consumption in Windhoek is more than the same industries in Katima Mulilo. The water consumption in Windhoek per day can be equivalent to water consumption per week or per month in Katima Mulilo. Recycling water is not an easy job; it requires professionals such as engineers and hydrologists. Whereas, in Katima Mulilo to process water you don't need people of such expertise. Such people have to be paid more money in order for them to carry out the job. Recycling water needs sophisticated chemicals and expertise, in Katima Mulilo these are not needed.

The nature of the terrain in Windhoek is not like the nature of the soil in Katima Mulilo. When constructing water pipe lines in Windhoek you use sophisticated machines and equipments, whereby in Katima Mulilo you use cheap manual labor. In Windhoek you can even see that water pipelines are on the ground, which makes them open to vandalism and can easily become worn out. All these factors entail costs and should be taken into account when determining the price of water. Scarcity problem should also be looked at, water in Katima Mulilo is abundant why should it be expensive. In actual sense water in Windhoek is cheaper than water in Katima Mulilo, where it suppose to be cheap. From this analysis I tend too differ with the council including NAMWATER on the reasoning that costs involved in water production are the same. Whenever, NAMWATER and the council determine their water tariffs they should take cognizance of the highlighted factors. And I strongly feel that water in Katima Mulilo should be very cheap than elsewhere in the country.

Fifty-five percent of the respondents indicated that they were happy with commercialization of water supply or the establishment of NAMWATER. NAMWATER is performing well; the only problem is its pricing policies and strategies. This is not only applicable to Katima Mulilo but many councils have raised concern over NAMWATER's pricing policies. This was highlighted in the Auditor general's report of Hentiesbay Town Council and by the confrontation between NAMWATER and Windhoek Municipality in 2000. I am also in favor of NAMWATER since it is a specialist in this area; government had difficulties in supplying water. NAMWATER is more efficient and effective compared to government. However, we should not forget that NAMWATER is a company and for that matter a monopoly operating on market principles or profit maximization. On the other hand water is a necessity or a necessary good which is supposed to be provided by government. This is supported by one of the reasons against decentralization by De Villas (1992) that central government use decentralization to runaway from its responsibilities by transferring its responsibility to other institutions. Therefore, in order for NAMWATER not to abuse poor people who cannot afford buying water, government should be fully involved and regulate water tariffs.

4.2.3 Electricity Provision

As can be seen from Table 9 the majority of the respondents (60%) indicated that they were happy with the provision of electricity in Katima Mulilo.

Table 9 Satisfaction with Electricity provision

Yes	60%
No	40%

Those who indicated that they were satisfied with electricity provision gave the following reasons for satisfaction:

- Electricity is perfect since it is prepaid
- Electricity is cheaper than water
- Electricity is almost in every part of the town including informal settlements
- Faults are attended too quickly

The 40% who indicated dissatisfaction with the provision of electricity in Katima Mulilo gave the following reasons:

Category one

- Constant power failure or cut inconveniences consumers
- No electricity available to old location and informal settlements
- Some areas like Katima Base (former military base) do not pay for electricity and water since independence

Category two

- Supply or source from another country (Zambia) is not reliable for example any change from that country will affect consumers
- There are no qualified electricians and engineers in town

- Tariffs are high
- Unfair practices by staff for instance, if you owe only water they cut both water and electricity supplies.

As indicated in Table 10 below, the reasons given by respondents for consumers not paying their electricity bills are higher charges poverty and negligence and other reasons are delays in meter readings and billing customers.

Table 10 Reasons for not paying electricity

Poverty	9%
Higher charges	41%
Negligent	44%
Other (bills and meter readings delayed)	5%

One percent of respondents did not specify.

With regard to electricity provision in Katima Mulilo respondents gave the following comments:

- Consumers must be educated on how to save electricity
- Local source for electricity must be found instead of relying on a foreign source
- Electricity disconnection before informing the user should be avoided

- Consumers using meter system tend to pay more than those with pre-paid system
- Introduction of vendor (AVM) machines would enhance convenience of electricity provision
- Town council close to early and not functional during weekends as result consumers are affected

Electricity provision is another service where people (respondents) expressed satisfaction. Their rate of response is 60%. Among their reasons for expressing satisfaction are: electricity provision is perfect since it is a prepaid system, electricity is cheaper than water, faults are attended quickly and so on. I agree with the respondents, using pre-paid system is a good way for providing electricity nearly elsewhere. It reduces problems with defaulting or non-payment for consumers. It is convenient for both consumers and the council in terms of operation and consumption.

Forty-percent expressed displeasure with the provision of electricity in Katima Mulilo. Despite the fact that they are in minority their concern cannot be disregarded. As a matter of fact the council should address their concerns so that the next study to be undertaken in this area should manifest improvement in this service. Their given reasons are as follows; constant power failure, not all houses in the old location have electricity, reliance on foreign supply, shortage of qualified electricians, engineers and so on. Some of these reasons are true and have an effect on the council's performance. For instance the reliance on ZESCO to supply electricity to Katima Mulilo has serious impact. Buying electricity from ZESCO is very expensive since payment has to be made in American Dollars.

NAMPOWER buys from ZESCO in American Dollars and sells to the council, which sells to the community. NAMPOWER has to recover its costs and need some profit, thus it increases the price when selling to council, which increases the price also to recover its costs. Considering the financial situation of the council consumers will foot all these bills and become victims. Both the previous and the incumbent council confirmed this and were not happy about it. However, Katima Mulilo will not permanently depend on ZESCO supply, government will address this matter soon as per statement in the proposal of the National Development Plan 2. It is stated “ integration of Caprivi Region to the national power grid and development of renewable energy resources will be a priority during National Development Plan 2 (National Workshop on the Second National Development Plan 2:22).

Shortage of skillful manpower is a challenge facing the council, both councils (pioneer and current) pointed out this matter. This situation is not only unique to the Town Council but also to the Regional Council, the proposed regional development plan in the National Development Plan 2 identified this constraint. The lack of qualified human resources is connected to the lack of adequate financial resources and leads to poor service by council, this ties up with Adamolekun’s analysis which says “one indication of the ability of local government to meet its responsibilities must be the study of the resources to which it has access to undertake its duties”. It can also be observed from the experience of Nigeria where it is said that a shortage of qualified technical manpower and inadequate release of funds are problems encountered by local government, as stated by Rowat (1980).

Old location (Ngweze) houses and some houses in Newlook do not have electricity, and it is not the fault of the council. If owners want electricity they have to apply to the council for the service. If council fails to provide them with electricity then it is when we can blame council. The study has discovered that consumers do not pay their accounts due negligence rates 44% followed by higher charges (41%). Ngweze and Mavuluma residents, due to the absence of pre-paid system in their houses, experience this problem. In fact the houses were constructed before independence that is why they do not have pre-paid meter system. The charges for electricity are higher in Katima Mulilo because of the long process involved in getting electricity to the people. However, if consumers do not pay for this service, council will be obliged to terminate the service immediately. Since this will affect its operation, as it is a fact that local government is a non-profit making business. Its sustainability depends on users paying for services and subsidies from central government, which are not sufficient. To augment the above analogy with Adamolekun's (1988) view, as we should remember that local government services have been extended enormously and encompasses wide spectrum of social services. And such services are important and deserve promotion, and mostly depend on the capacity of communities to pay for them.

Finally, respondents were asked to give comments and suggestions on electricity provision in Katima Mulilo. Many useful comments were given. For example, one comment given was that it seemed that people using pre-paid system were paying less than those using metering system. This is very true and not surprising since those with pre-paid electricity can

control their consumption unlike those with metering system. Introduction of AVM machines was another useful comment made, by so doing this will solve the problem of the council closing early and not opening during weekends. It is also good for the convenience of consumers since they will have access to electricity for 24 hours and throughout the week.

4.2.4 REFUSE REMOVAL

As can be seen from Table 11, the majority of the respondents (50%) indicated that refuse is removed once per month, 14% indicated once a week and 10% indicated once after two weeks.

Table 11 Frequency of garbage collection

Once a week	14%
One after two weeks	10%
One per month	58%

Thirteen percent of respondents indicated that garbage is not collected at all in their suburbs; hence they resort to digging holes for disposing garbage. Four percent of respondents did not specify.

As can be observed from Table 12 below, 90% of respondents indicated that they were not satisfied with refuse removal, whereas 8% were satisfied and two percent did not provide an answer.

Table 12 Satisfaction with Garbage Collection

Yes	8%
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No	90%
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Two percent of respondents did not specify their choice.

Those who indicated that they are satisfied with refuse removal gave the following reasons:

- At least garbage is collected although after a longer period
- Garbage collection needs improvement only

Those who indicated that they are not satisfied with refuse removal in Katima Mulilo gave the following reasons for their dissatisfaction:

Category one

- Garbage is disposed close to the river, during rainy time it can be washed in water
- The town in particular the town center is dirty (full of garbage)
- The town is always dirty, it is only cleaned if there is a government top official or dignitary visiting the town
- Garbage is collected so late and this forces people to dig holes in front of houses or dispose garbage any where on the ground
- Poor transport facilities for refuse removal
- Garbage is not collected in other localities

Category two

- Council does not monitor garbage collection by a contracted company

- The contracted company is not doing a proper job, therefore the council should get a new company to do this job
- They do not provide dustbins, at the same time do not collect garbage outside or not in bins
- Consumers are paying for un-rendered service

Ninety percent of respondents are not satisfied with refuse removal in Katima Mulilo. The percentage rate is very high and signifies that something is wrong somewhere. Several reasons were given by respondents such as garbage collected too late, dumping site close to the river, poor transport facilities, contracted company not doing proper job, no dust bins provided, town very dirty and consumers pay for un-rendered service. Most of these reasons are genuine and affect service delivery in this particular service. Its true that garbage is collected too late or not collected at all in Katima Mulilo. Poor refuse removal in Katima Mulilo dates back from the time of the pioneer council and was aggravated by insufficient funds and lack of facilities.

Today, Katima Mulilo has expanded enormously, yet refuse removal is undertaken by an in-experienced private person with only one vehicle. The capacity of this private person in terms of facilities and experience is not sufficient for the size of the town. The council resolution on refuse removal is that, garbage should be collected on a weekly basis in all suburbs, each day is allocated to a particular suburb. The consumers' response on the frequency of garbage collection is as follows, once per month scored 58%, once a week recorded 14% and once after two weeks

registered 10%. The findings are contrary to the council's standing on regularity of refuse removal.

The position for council and consumers might be true and the problem should be with the contractor and council' staff. The resolution for refuse removal exists but there is no monitoring and implementation by council staff to ensure that the contractor is performing well. This conforms to Byrne's (1992) analysis on the relationship of officers and councilors, according to Byrnes the traditional view of the relationship between members and officers is that of master and servant: the council issues orders and the officers carry them out; councilors are elected to make policy decisions and the expert is engaged to execute those decisions. In this scenario the council issued a policy decision on refuse removal but staff or officers are not executing the decision by failing to monitor refuse removal by the contractor. From personal experience and observation I agree with the consumers' response, refuse removal is very bad in Katima Mulilo. The other issue is the proximity of the refuse disposal site to the river. It is correct the dumping site for refuse is located close to the river and existed before independence. The council's position on this site was not discovered in this study.

Poor transport facilities for garbage collection is another issue raised by respondents. There is only one vehicle in town for garbage removal. The town has grown bigger in recent years and one vehicle and for that, not a truck, is not adequate for carrying out the job in Katima Mulilo. Poor or lack of transport facilities for refuse removal has been confirmed by the town clerk (Ms A Limbo) of Katima Mulilo, as can be observed in the Namibian dated Monday March 19, 2001. The council also confirmed that

they do not provide dustbins to consumers, alternatively they provide plastic bags when consumers are making payments. Moreover, respondents charge that the town is very dirty or not cleaned, cleaning takes place only if there is a visiting government dignitary. There is no dispute about the dirtiness of the town; even the Head of State His Excellency Dr Sam Nujoma witnessed it himself. He charged that Katima Mulilo is very dirty and ordered the police to arrest any one found littering in town (NBC TV News, 2001). In conformity to the president's order and admission of the fact that the town is indeed dirty, the council launched an immediate cleaning campaign.

Subsequently, respondents claim that the contracted person is not performing up to standard. The council counter-claims that the contracted person is doing a satisfactory job, only that he alone cannot make the town clean. The council's claim is not wrong, community effort and cooperation is essential for cleansing of the town. Contrary, this cannot justify satisfactory performance by the contracted person. It is the duty of the contractor and the council irrespective of community cleansing campaigns to ensure standard cleanliness of the town is maintained.

The assumption of consumers for paying for un-rendered service is true, since evidence mentioned concerning refuse removal augments this. I will borrow a phrase from Craythorne (1994: 49) to highlight the nature of refuse removal; according to Craythorne refuse removal system is simply a distribution system in reverse, and needs to be planned in accordance with the scientific principles applicable to networking. However, transport to the disposal site is expensive and costs can be saved by delivering refuse to

or more transfer stations, from where it can be transported on a cheaper transport to the disposal site. Generally, refuse removal is very bad in Katima Mulilo and needs address by the relevant authorities.

4.2.5 Sewerage System

As Table 13 below indicates, the majority of respondents (80%) have indicated that they were not satisfied with the sewerage condition in Katima Mulilo. Seventeen percent indicated to be satisfied with the sewerage system in Katima Mulilo and one percent abstained.

Table 13 Satisfaction with sewerage system

Yes	17%
No	82%

One percent of respondents did not specify their choice.

Those who indicated that they were satisfied with the sewerage system in Katima Mulilo gave the following reason:

- Satisfied with sewerage system in Katima Mulilo

Those who indicated that they were not content with the state of sewerage system in Katima Mulilo gave the following reasons:

Category one

- Workers do not attend to reported faults in time

- Faults seem to be strange or complicated to employees, this implies that there are no qualified plumbers and engineers
- Pipes too old, sewer not functioning no replacement to equipment since independence

Category two

- Sewerage water is flowing around houses and it is a healthy hazard
- Constant break down of pipes and blockages causing waste running around town
- Sewerage water causes diseases, bad smell and pollution in town
- People pay for un-serviced or dysfunctional sewerage system
- Sewerage water floods streets and roads and it is dangerous to traffic

The respondents have made the following comments or suggestions regarding the state of sewerage system in Katima Mulilo.

- Polluted air from sewerage water contaminates food and causes sickness
- Sewerage water flowing all over town provides a breeding place for mosquitoes causing malaria in town.
- Houses are flooded for a long time, in turn the quality of the house deteriorate
- Sewerage systems are poorly planned, and as result when one house is blocked the entire street system is affected
- When houses are flooded with water plumbers get problems in fixing the problem

Eighty two percent of respondents are not happy with the condition of the sewerage system in Katima Mulilo. Among the reasons given are: continuous bursting of pipes, lack of qualified staff, sewer water running around houses and streets, poorly planned sewerage system, pipes too old and equipment not replaced, sewerage water causes diseases in town. Most of the cited reasons above are correct, and were confirmed by Mr I Chunga (former councilor) and Mr B Mutumba (former town treasurer). For example, constant bursting of pipes is true, since the pipes are too old and no replacement was done. This is due to the fact that once the council makes orders for new equipment it takes long to receive the equipment. During the time the council is awaiting for a response from the ministry, streets and houses are already flooded. Lack of qualified staff is another problem sometimes it was difficulty for staff to fix broken pipes.

Vandalism is another factor affecting sewerage pumps since the premises are not fenced. By-passers and children threw objects that blocked pumps. Poor planning was highlighted in the interview with Mr B Mutumba. Mr Mutumba stated that there was no inspection done on premises for industrial use. Places such as garages emitted oil and other waste materials that went directly to block pumps. The sewer pumps for the new locations were weak and could not handle the capacity of waste from these areas as result the system blocked. These problems are mainly due to inadequate funds and absence of qualified technical staff in the council. The ministry also affected service delivery by the council in that the ministry took so long to process the council's orders for replacement of old and broken pipes. Rowan (1980) identifies problems faced by local authorities, which fits in our situation- these include untimely and inadequate release of allocated funds by

government, and shortage of qualified technical manpower and corrupt practices.

4.2.6. Roads and Streets Maintains

As can be seen from Table 15 below, 3% of the respondents indicated that they were satisfied with the conditions of roads in Katima Mulilo, while on the other hand 97% of respondents indicated dissatisfaction with the state of roads in Katima Mulilo.

Table 14 Satisfaction with roads condition

Yes	3%
No	97%

Those who responded in the affirmative did not provide reasons. The 97% who responded to the contrary gave the following reasons:

Category one

- Roads are full of potholes
- Roads are not cleaned and some tarred roads are fully covered with sand
- Conditions of roads very poor, can lead to unnecessary accidents
- Since the former government left no improvements have made to roads

- Gravel roads are not serviced and causes dust in residential areas
- The condition of roads damages cars, in particular sedan cars

Category two

- Lack of street lights
- Most roads including main roads are not tarred
- Some tarred roads are not marked
- Streets are not regularly maintained
- No traffic signs displayed on roads
- Some roads do not have street names or any form of identification

Roads and street maintenance has recorded 97% with regard to dissatisfaction of service provision, the highest of all services under study. Respondents have provided the following reasons for their dissatisfaction with the condition of roads in Katima Mulilo: roads are full of potholes, streets not regularly maintained, conditions of road very poor, no names displayed on streets, no traffic signs on roads and many more. In fact all reasons given by respondents concerning roads and streets in Katima Mulilo are real. The state of roads in Katima Mulilo is very bad; all two councils that served Katima Mulilo at different times confirmed it.

Mr I Chunga (former councilor) and Mr B Mutumba (former town treasurer) argued that from 1993 to 1997 planning, construction and upgrading of roads was the responsibility of central government. During this time, council managed to resurface roads in Katima Mulilo. However, problems were encountered in this exercise such as, insufficient funds and lack of

implements and equipment. One grader in a very old state was used by council to resurface roads in town and had problems persistently due its old state. The garage that was allocated government tender to service vehicles also contributed to the problem, due to lack of qualified mechanics and absence of spare parts in the workshop. As a result of this the service was affected, as there was no grader to service the road.

Ms F Munyungano (incumbent councilor) reiterated that from the time they took office no funds were allocated to upgrade road infrastructure in Katima Mulilo. Hence, the Ministry of Regional, Local Government and Housing promised to provide N\$ 1 000 000,00 for road projects in Katima Mulilo. Up to date the ministry has not availed this money to the council. From this background it seems the problem of roads in Katima Mulilo is connected to the failure of government to release funds in time. However, the council is not blameless, after the council saw that government was delaying the release of funds, it should have looked at other avenues to secure funds, for example, approaching development agencies or securing a loan from financial institutions with government guarantee since government had already pledged N\$1 million. To add flavor to my analogy, Rowan (1980: 400) in his words contends that it is equally important that budgeted funds should be released promptly and regularly if budgetary promises should be translated into results. For example in Benue State (Nigeria) local government warned that many development projects on going were likely to be terminated because of shortage of funds. He further advocates that local governments should not depend too heavily on higher levels of government for funds, if they are to develop and expand an adequate range of local services.

4.2.7 General

Fifty-three percent of the respondents believe that party politics have an effect on service delivery, whereas 42% believe that party politics have no effect on service delivery by council. Five percent of respondents did not provide an answer to this question, as per reflection in Table 15 below.

Table 15 Effects of Party Politics

Yes	53%
No	42%

Five percent of respondents did not specify their choice.

Those who indicated that party politics affects service delivery by council gave the following reasons:

Category one

- Councilors are political representatives
- The dominant political party ensure that its agenda is implemented first
- Councilors have good houses and they are given better services in terms of electricity, water and so on

Category two

- Employees are from different political parties and this affects working relationships.

- Party loyalty regardless of qualification is a consideration for employment
- Houses and plots are given on partisan grounds
- Party politics affects service delivery in the sense that when DTA was in power positions were given to a certain tribal group and now when SWAPO is in power it is vice versa
- Tenders are awarded on political grounds

The 42% who indicated that party politics have no effect on service delivery by council gave the following reasons:

- Same problems experienced when DTA dominated the council still exist in SWAPO dominated council
- Councillors are negligent in performing their duties
- Poor service delivery in Katima Mulilo is blamed on the council management
- All political parties advocates development the problem is with council employees

As per reflection in Table 16, 59% responded in affirmative that tribalism have an effect on service delivery by the council of Katima Mulilo. Thirty seven percent responded to the contrary and four percent did not provide an answer to this question.

Table 16: Effects of Tribalism

Yes	59%
No	37%

Four percent of respondents did not specify their choice.

Those who responded in affirmative gave the following explanations:

Category one

- Majority employees of the town council are from one tribe
- Tribal origin plays a crucial role in getting employment
- Housing allocation is based on tribalism
- One tribe gets preferential treatment over others in terms of services
- Staff relation is affected by tribalism

Category two

- Tribalism not intense, the problem is nepotism and favoritism, some people use services without paying and get preferential treatment

Those who responded against gave the following reasons:

Category one

- Tribalism has lost momentum in Caprivian politics
- All tribes are crying for development
- Services are provided beyond tribal lines
- Tribalism affects development in the region
- Councilors come from different constituencies

Category two

- Tribalism is not the issue but selfishness
- Corruption is very high, officials help their relatives and friends
- Locations in town are not arranged according to tribal lines, hence if services are poor all tribes are victims, the problem is lack of knowledge and expertise by the town council in service delivery

As reflected in Table 17 below, 48% of respondents indicated that Caprivi is neglected or marginalized by government, whereas 51% percent responded to the contrary and one percent abstained.

Table 17: Government's marginalization of Caprivi

Yes	48%
No	51%

One percent of respondents did not specify their choice.

The 48% who indicated that Caprivi is neglected/ marginalized by government gave the following reasons:

- Health services are deteriorating compared to other regions
- Sport is not promoted in the region and no proper infrastructures in place
- Unemployment is very high in Caprivi
- There are no pre- primary government schools in Caprivi
- The region is marginalized due to former prominence of the opposition party

- Few bursaries are allocated to Caprivi region and this has affected the level of education in the region

Those who indicated that Caprivi is not marginalized/ neglected by government provided the following reasons:

Category one

- The problem in Caprivi is not with government (central) but with the regional and local government management
- Decentralization has paved the way for development but people are marginalizing themselves
- Local politicians and civil servants lack knowledge to initiate development projects
- Power holders or political office bearers and community leaders are too political and tribalistic than developers or planners
- Corruption is a major factor hampering development in the region
- No development planners in the region

Category two

- Everything provided by government to other regions is in caprivi as well, for example, college, vocational institute and hospital
- It is the people who are against development or refusing development, they are too ignorant and must change their attitude if they need development

- The government has done and is doing its best to enhance development in Caprivi
- Secessionist ideologies influence people to be anti- government and reject developmental efforts by government
- Local leaders lack political will, once elected they forget their duties and even fail to call for public meetings
- Caprivi is not marginalized by government because government allocates resources according to population size

The last part of the questionnaire dealt with general questions on the effect of party politics and tribalism on service delivery, and effect of government on development in Caprivi. Many failed politicians and opposition politicians accuse the government for marginalizing Caprivi. This is the reason why these questions were asked in order to gather people's perception on the abovementioned issue. The response from consumers on this part will not be analysed in detail, as it does not form part of the study. However, the response received from consumers is very interesting and stimulates further research. Now the door is open for researchers to explore these issues in detail and come up with solutions.

Some analysis will be done on some of the responses since they have a serious impact on service delivery in Katima Mulilo. 53% of the respondents believe that party politics has an effect on service delivery in Katima Mulilo. To support their position they have given some of the following reasons; party loyalty regardless of qualification is consideration for employment, tenders, houses and plots are awarded on political grounds. The former councilor and town treasurer confirmed that employment in the council is

not in accordance with the Local Authorities Act and the Public Service Act. Party affiliation is a stronger consideration for employment in the council.

Forty-two percent of the respondents are of the opinion that party politics have no effect on service delivery in Katima Mulilo. According to the respondents the cause of poor service in Katima Mulilo is due to the negligence of councilors and staff in performing their duties. The same problems existed in the pioneer council which was dominated by DTA are still existing in the SWAPO dominated council. By looking at evidence provided earlier concerning service delivery by both councils the above argument is true.

I will not analyse these issues deeper since they are very sensitive and deserve a full study on their own. A platform is now created for some one to investigate on these matters in detail; they are crucial for development of Caprivi and Namibia at large.

CHAPTER 5 CONCLUSIONS AND RECOMMENDATIONS

5.1. Conclusions

Evidence concerning the research problem has now been discovered through the administration of a survey to Katima Mulilo residents, which was conducted through questionnaires. Furthermore structured interviews were conducted with officials such as the Chairperson of the Town Council: Management Committee, the former Chairperson of the Town Council: Management Committee and the former Town Treasurer and current Town Clerk of Tsumeb Municipality, in order to have an objective study. However, problems were encountered with incumbent councilors and staff in filling out questionnaires and providing some information. Anyhow the study was successful and everything I anticipated was realized despite this setback. The community has expressed its will regarding service delivery in their loved town. The collected data confirms that service delivery in other areas, does not satisfy the community in Katima Mulilo.

Many factors are connected to defective performance by council in providing these basic municipal services covered by the study. Evidence from the study indicates that the main contributing factors are insufficient funding, inadequate infrastructure, and shortage of qualified staff, corruption, and government's delay in releasing allocated funds to local authorities. There are other problems related to internal administration emanating from councilors and staff which negatives service delivery such as awarding tenders, employment in the council, allocation of plots, billing system, payment of councilors and professionalism. The expansion of

Katima Mulilo accompanied with migration of people from rural areas to the town and high population growth rate is another challenge faced by the council. This has made delivery of basic municipal services to the community very difficult due to inadequate resources. South Africa has the same experience, as can be observed from Craythorne (1994), urbanism the movement of population to and growth of urban areas have imposed heavy demands upon municipal government.

Services understudy are regarded as basic services, their basic nature is that they are necessary for human survival. Craythorne (1994) states that basic services are services such as roads; electricity, water reticulation, and storm water drainage, sewerage reticulation and refuse removal. This reflects how important these services are to human beings.

People expressed happiness with housing provision in Katima Mulilo, only that the administrative aspect seem to be problematic, due to corruption, negligence and incompetence of staff. This is attributed to employing people on party, family and tribal basis instead of merit. The council and government have to be commended with housing provision in Katima Mulilo. At independence houses were counted in Katima Mulilo and today they are uncouned. Government of the Republic of Namibia is realizing its vision of housing the people.

With the provision of water people are not satisfied mainly due to higher charges, water not purified and other administrative irregularities by council. The problem of water in Katima Mulilo is beyond council and goes up to NAMWATER and government. People feel that they are paying too much

for water, which is a natural resource in the region and easy to get. The problem with this situation is NAMWATER, because council claims that they buy water at higher rates from the supplier, and they are forced to adjust the selling price. The council's argument is very true and undisputable. NAMWATER should review its pricing policies since water is a necessity everybody needs water. Water is like education and primary health, which must be provided by the government.

The rationale for commercialization of water supply is not convincing. If government can commercialize water why not education, since compared to water people can live without education. But people cannot live without water, in other words education can be regarded as a luxury compared to water. If you ask people to choose between two evils that is education and water, any human being will go for water. I am not implying that NAMWATER is not performing well, but my arguments are based on the rationale of NAMWATER's establishment and its impact on people's lives. Central government should not use privatization or commercialization to evade its responsibilities. This is substantiated by the words of De Villas (1992), central government may use decentralization to escape responsibility for certain matters by transferring the responsibility to other institutions in this case NAMWATER. The pricing policies of NAMWATER are not only a problem in Katima Mulilo but throughout the country including Windhoek the capital of Namibia with better infrastructure. Apart from this technical staff and maintenance is another factor affecting service provision in town.

Electricity provision compared to water is a blessed service in Katima Mulilo. Hence it does not mean that electricity is perfect it is having some

problems too. For example, a complexity of players is involved in electricity supply in Katima Mulilo. Electricity in Caprivi is exported from Zambia by ZESCO, to NAMPOWER and lastly to the local authority of Katima Mulilo. This process influences the tariff and affects planning and administration by the council. Relying on a foreign source is not reliable as anything happening from the source has an impact on the receiver. Today, Southern Africa is moving towards confrontation and conflicts, let us assume that today the bilateral relation between Namibia and Zambia has been terminated what will happen to electricity supply in Katima Mulilo.

Lack of qualified staff and absence of a town engineer in town is another factor highlighted in the study. Katima Mulilo is now a big town in terms of physical expansion, for proper planning, land use and zoning of the town the services of a town engineer and town planner are required on a daily basis. Scarcity of funds is the problem for not filling these positions.

Refuse removal has registered the second highest in terms of dissatisfaction after roads and streets. It seems that garbage is collected once per month in town according to available evidence. The person entrusted with refuse removal seems not to be doing satisfactory job in town. Among the reasons given are poor transport facilities, refuse collected too late, town very dirty. Katima Mulilo is very dirty due to poor refuse removal services and town cleansing. The council should monitor refuse removal by the contracted person and should conduct school cleaning campaigns to improve the image of the town. Sewerage system is another service where people are not satisfied. The main problems with sewerage system in Katima Mulilo are: equipments too old, poor planning, pumps too small, unqualified plumbers

and so on. Sewerage goes far as causing health problems such as malaria since water is flowing in town and mosquitoes breed in the water.

Roads and streets maintenance recorded the highest with respect to respondents' dissatisfaction. Absence of funding is the main problem with road and street maintenance in Katima Mulilo. The Ministry of Regional, Local Government and Housing has pledged money for upgrading roads and streets in Katima Mulilo until today the money has not been given. There is no clear-cut line on the degree of involvement in roads and streets maintenance by council, ministry and Roads Authority Company. However, the problem of roads in Katima Mulilo is the failure of the ministry in releasing funds for upgrading roads.

The Local Authority Act of 1992, and other relevant statutes does not restrict the scope of local authorities in providing services. Hence the scope is too wide and local authorities have been given range of responsibilities without accompanying financial bases. According Mawhood (1993) a local authority can succeed in carrying out its functions, if the functions themselves are capable of being performed at that level. Practically, the legislations has put financial burdens on local authorities, since other services are mandatory council has to provide them regardless of their financial position. Local authorities however, were given a mandate to collect local taxes from its people, but it is not sufficient for their operations. Legislations governing local authorities existence should look at the financial aspect of local authorities countrywide. This ties up with De Villas' (1992) arguments as follows: central government often tends to decentralize responsibilities without decentralizing financial means to meet the rising expectations.

Corruption and financial mismanagement depletes financial resources of local authorities. This is due to lack of knowledge and accountability by office bearers. Political education should be introduced for councilors and staff on issues of management and administration, policy making, financial management and budgeting and projects development and management. It will help to curb corrupt practices by staff and politicians. Councilors should familiarize themselves with the Local Authorities Act. To highlight the above statement Rowat (1980) while evaluating performance of local government in Nigeria pointed out that political functionaries, who are full-time appointees tend to interfere too often in the running of local governments. And perhaps the education of local politicians about the provisions of the new reform and the limit of their policy-making role would improve *esprit de corps* in local governments. Rowat's analysis is manifested in Namibia's local government therefore Nigeria's experience should be a lesson to Namibia.

The issue of insufficient human resources is another factor to be addressed by government. In order for decentralization to be successful it has to be accompanied by adequate human and financial capital. These are the pillars of decentralization in any country. Appointment of staff on the basis of partisan, tribal and nepotism is a serious threat to professionalism and service delivery in Katima Mulilo. It is understandable that local authorities are political institutions therefore party loyalists should be appointed for successful implementation of party policies. However in order for implemented policies to succeed competent and skillful people are required. Tribalism is a threat to national development many states have collapsed because of ethnic wars emanating from small issues. Employment on these

grounds is unconstitutional and cannot be pardoned in the independent Namibia. Thus, the council of Katima Mulilo should devise its employment criteria in the interest of professionalism, peace and national development.

Finally, it should be borne in mind that measuring performance of a local authority institution or public institution is not an easy exercise. Since a local authority institution is involved in providing services to the community to fulfill its political obligations. Thus, measurement of a local authority performance becomes difficult due to the absence of acceptable standard or criteria as a form of measurement. Mukwena (1999) observes that it is generally difficult to measure performance of a local government institution, which exists to provide services whose importance to the people, simply cannot be measured across a field of conventional profit- loss indicator. This difficulty reflects the discrepancy exists over accepted and quantifiable criteria for measuring performance in this domain.

5.2. Recommendations

After thorough investigation of the research problem and intensive analysis of the findings the study proposes the following recommendations, that will help to enhance service delivery by the council of Katima Mulilo and other local authorities in a similar position.

Housing Provision

- The council should operate a housing scheme to assist the low-paid income group and the unemployed (self- employed) who cannot get financial assistance from banks and other institutions

- The quality of houses in Katima Mulilo should be assessed by works or buildings inspectors regularly to ensure the safety of people. Before companies are awarded tenders their housing plans should be evaluated and must conform to the requirements of the Housing Policy and acceptable standard, for example, houses with one entrance should not be allowed in town.
- The council should employ a town planner to be responsible for planning, land use and zoning of the town.
- The council should ensure that contractors construct roads before construction of houses.
- Council should secure funding for servicing and developing the land so that many people will be given plots. It also serves as source of income for the council.
- The council should refrain from corruption in allocating plots, houses and awarding tenders.

Water Provision

- NAMWATER should review its pricing policies on water charges. Water is a necessity everyone needs water for survival.
- Government should regulate water tariffs to avoid overcharging and exploitation of the poor.
- Water pipe lines should be constantly maintained to prevent bursting and breakdowns.
- Council should ensure that meter readings are accurately done and consumers receive bills in time.
- Council's staff should be customer oriented, workshops, seminars and short courses on handling consumers should be arranged for the staff.

Electricity Provision

- Pre-paid meter system should be compulsory to all residential areas to prevent defaulting by consumers. It is good to both parties and enhances financial position of council.
- Qualified electricians should be employed for smooth functioning of power utility and prevention of eventualities such as accidents by electric shock that can cause death and fire. Most important the council should employ a town engineer to advise on planning, consumption, upgrading and development of electricity in the town.
- A local source of electricity should be found for reliability and convenience. It is pleasing that this is earmarked in the Second National Development Plan.
- The council should ensure that staff are not engaged in illegal reconnection of suspended water and electricity lines. Stiffer measures to be imposed on culprits since this imposes financial burden on council and it is risky to human life.
- In order to prevent overcharging by NAMPOWER government should regulate electricity tariffs.
- Council should introduce AVM machines operating 24 hours to enhance consumers' accessibility. It will make the service more effective.

Refuse Removal

- Refuse should be removed weekly as resolved by council. Council should devise monitoring strategies to ensure that the contractor is executing the

job according to requirements and agreement. Health inspectors should continuously monitor the standard of cleanliness in town.

- The council should provide dustbins to the people or contract out this service to a private company such as rent a drum.
- Transport facilities for refuse removal should be improved.
- Council should not charge people for un-done work (this is fraud).
- The council should employ a health inspector in town in charge of planning and advising council on health matters.

Sewerage System

- The capacity of sewer pumps should be upgraded to meet demand.
- Maintenance on pumps and pipes should be done frequently to prevent blockages and surface run-off.
- The service of a health inspector is needed to advice council on health problems emanating from poor sewerage system.
- Qualified staff such as plumbers and engineers should be employed to attend to faults quickly.

Roads and Street Maintenance

- Roads should be resurfaced regularly to prevent unnecessary road accidents and damages to cars.
- Streets lights should be regularly checked to ensure that they are functional.

- Street names should be displayed for the convenience of visitors and tourists.
- Traffic signals should be displayed on streets for smooth traffic regulation.
- Works inspectors should monitor the condition of roads and streets to ensure that they conform to national standards.

General

- Government should release funds allocated to local authorities in time so that they can implement projects without delay.
- Government should also expand the revenue base of local authorities, for example, giving them mandate to collect vehicle-licensing fees, fire arm licensing fees and cattle taxes. Also local authorities should not heavily rely on government they should seek other sources of income.
- The council should review its employment criteria to be in conformity with the Local Authority Act, Public Service Act and the Constitution.
- The Ministry of Local Government and Housing should introduce tight financial controls for local authorities to prevent defrauding of councils by councilors and staff.
- The Ministry of Local Government must ensure that local authorities submit minutes and annual reports as required by law. This aspect should be strengthened and improved by the ministry.
- The same ministry must ensure that local authorities' finances are audited regularly to ensure transparency and accountability by office bearers.
- Government should address the issue of inadequate human resources and infrastructure for local authorities.

- Councils should establish staff development funds to facilitate staff development and training by sending employees to educational institutions or conduct in house training for them.

APPENDIX

ADMINISTRATIVE INSTITUTION RESEARCH DESIGN
A FORM OF RESEARCH PROJECT REPORT

Describe the research project in detail, including the objectives, the hypotheses, the methods, the results, and the conclusions. This section should be written in the first person singular. Your name should appear in the first and last lines of this section.

1. CHARACTERISTICS OF SUBJECTS

Age	Number
18-24	
25-34	
35-44	
45-54	
55-64	
65-74	
75+	

Gender

Male	Female

Characteristics of subjects (mark with an X)

Class 1	
Class 2	
Class 3	
Class 4	
Class 5	
Class 6	
Class 7	
Class 8	
Class 9	
Class 10	

DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES

QUESTIONNAIRE FOR M. ADMIN RESEARCH PROJECT

AN ANALYSIS OF A LOCAL AUTHORITY INSTITUTION IN SERVICE DELIVERY:
A CASE OF KATIMA MULILO TOWN COUNCIL

Good Day my name is Profysen S. Muluti from the University of Namibia. I am undertaking a research project in partial fulfilment of the requirements of Master of Administration. As part of this project, I would like to ask you some questions. Your name will not be used and your answers will be kept strictly confidential.

DATE:.....

Suburb:.....

(1) CHARACTERISTIC OF RESPONDENT

1. Age:

15-24	
25-34	
35-44	
45-54	
55-64	
65-74	

2. Gender (cross)

Male		Female	
------	--	--------	--

3. Educational standards. (mark with an X)

Grade 7	
Grade 8	
Grade 12	
Post-matric	
Certificate	
Diploma	
B. degree	
M.A. degree	
None	

4. Relationship with the Town Council. (cross)

Consumer	
Employee	
Political office bearer	
Other specify	

(2) **SPECIFIC QUESTIONS**

HOUSING PROVISIONS

5.(a) Since the establishment of the Town Council in 1995, have you been satisfied with the provision of housing.

Yes		No	
-----	--	----	--

(2) Give reasons for your answer.

6. (a) Are you a beneficiary of a housing scheme from the Town Council? (cross)

Yes		No	
-----	--	----	--

(2) If the answer is yes state the type of a scheme.

Grant	
Loan	
Other (specify)	

7. (a) Are you satisfied with the type of houses in Katima Mulilo?.

Yes		No	
-----	--	----	--

(2) Give reasons for your answer.

8. Any other suggestion, comment in general concerning housing in Katima Mulilo?

(3) WATER PROVISION

9. Are you satisfied with how water is provided in Katima Mulilo?

Yes		No	
-----	--	----	--

10. If your answer to question 12 is yes or no, expand on your choice.

11. What do you think is the reason of consumers not paying their water bills ?

Poverty	
Higher charges	
Negligent	
Other specify	

12. Since Katima Mulilo is located closer to the river, do you think consumers should pay the same amount for water with other towns/cities experiencing water problems? elaborate.

13. Do you support the decision of government for commercialising water supply to NAMWATER? If your choice is yes or no, why?

14. Any comment or suggestion on water provision.

(4) **ELECTRICITY PROVISION**

15.(a) Are you happy with the provision of electricity in Katima Mulilo?

Yes		No	
-----	--	----	--

(b) Give reasons for your answer

16. What do you think is the reason of consumers not paying their electricity bills?

Poverty	
Higher charges	
Negligent	
Other (specify)	

17. Any comment on electricity provision(s)

(E). **GARBAGE DISPOSAL**

18. How many times per month is garbage collected ? (Mark with an X)

Once every week	
Once after two weeks	
Once per month	

19. Are you happy with garbage disposal, if yes or no why?

20. Does the council provide dust bins

Yes		No	
-----	--	----	--

(6) **SEWERAGE SYSTEM**

21. Are you happy with sewerage system, if yes or no why?

22. What problems do you experience with sewerage disposal/system?

(7) **ROADS AND STREETS MAINTENANCE**

23. (a) Are you satisfied with the condition of roads and streets in Katima Mulilo?

Yes		No	
-----	--	----	--

(2) Give reasons for your answer.

24. Are the roads/streets regularly maintained ?

Yes		No	
-----	--	----	--

25. Are the roads tarred ?

Yes		No	
-----	--	----	--

26. Do streets have lights?

Yes		No	
-----	--	----	--

27. Any comment/suggestion concerning roads and streets maintenance ?

28 (a) Do you think party politics have an effect on service delivery by the Town Council?

Yes		No	
-----	--	----	--

(2) Give reasons for your answer.

29 (a) Do you think tribalism has an effect on service delivery by the Town Council?

Yes		No	
-----	--	----	--

(b) Give an explanation for your answer

30. (a) Do you think Caprivi is neglected or marginalised by government?

Yes		No	
-----	--	----	--

(2) Give an explanation for your answer.

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