

**THE IMPACT OF DECENTRALIZATION ON SERVICE DELIVERY
IN OTJOZONDJUPA REGION (NAMIBIA)**

**A THESIS SUBMITTED IN FULFILLMENT OF THE REQUIREMENTS
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ABSTRACT

Decentralization in Namibia is seen as a vehicle for sustainable development in general. The strategic reason directing the decision to embark on decentralization by the Namibian government was to ensure that services reach the poor communities. Government therefore embarked on decentralization and put in place policies that would govern it. The study investigated the extent to which decentralization has performed in taking government services closer to the people.

The implementation process of any program has to do with policies, the human and material resources to achieve the targeted goals. While central government considers decentralization to be essential, the Namibian government went on to study and mission finding from other countries in order to align itself with the constraints, challenges and benefits of decentralization before implementing it. From what the study revealed, the decentralization performance has been too slow and the results achieved so far, are disappointing. The study found that lack of competent human resources, lack of material resources, lack of funds, the HIV and AIDS pandemic, which is widespread in the region, corruption, mismanagement of scarce resources, and illiteracy levels of the communities to be limiting to an effective decentralization process. Challenges influencing the implementation of decentralization are

among others, poverty, unemployment, informal settlements that accommodate the poor who overload the local authorities with problems such as crime, juvenile delinquency, bad debts in terms of paying for services.

Service delivery is also affected by the vastness of the region, some inaccessible areas, lack of health facilities such as hospitals, clinics, mobile clinics, ambulances and outreach programs. Educational facilities such as lack of enough schools, libraries, recreational centers and classroom have implications on the services rendered.

The study also found critical issues like political will from politicians to decentralize services to local government levels to be lacking. Political interference of central government into local levels of government is rampant and thus impeding progress in the decentralization process as a whole.

Decentralization is an imported system of government and to be able to achieve its intentions, Government has to follow the trends within which it identifies itself. These trends *inter alia* include, putting sound policies in place, implement those policies, monitoring and evaluation of such policies, provision of funds to carry out services, appointment of proper

personnel to govern local levels of government, measuring the performance and progress of decentralization.

In an effort to understand those trends within decentralization is to be implemented, and using data sources, which include personal interviews, primary and secondary sources, the researcher describes and analyses those data sources to make conclusions on the scale the decentralization and service delivery are performing.

The researcher does not simply decry the non-performance of decentralization, but also lays down what could be done to make a difference and ultimately achieving best results of decentralization.

Areas for further research are provided in which more could be investigated and with the results found, new dimensions in the decentralization process as a system of government could be useful to the country in its endeavors to develop the country using decentralization as a vehicle to realizing the dream of effective and efficient service delivery.

DEDICATION

This thesis is dedicated to the Otjiwarongo Regional council, Okahandja Municipality, the field workers, traditional authorities and the Ministry of Regional, Local Government & Housing who became instrumental to this work. To Mr. Ausriebel Ntema Ntema and Lister Liswaniso for their support and encouragement. To Prof. S. O. Migiro for his unwavering support in ensuring that this report is of quality.

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Vincent Ntema Sazita



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DECLARATION BY THE STUDENT

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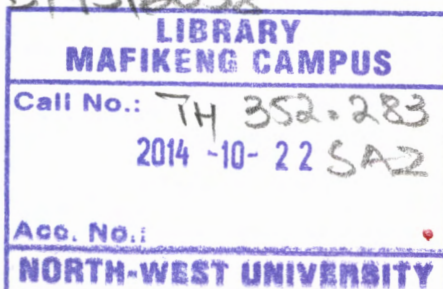
DECLARATION BY THE PROMOTOR

This thesis has been submitted to the university for examination purposes with my approval as supervisor.

Signature

Date

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ACRONYMS

ALAN	Association for Local Authorities of Namibia
ARC	Association of Regional Councils in Namibia
ARV	Anti-retroviral
BTP	Build Together Programme
CBO	Community Based Organization
CDC	Constituency Development Committee
DRWS	Department of Rural Water Supply
GRN	Government of the Republic of Namibia
HIV/AIDS	Human Immuno-Virus Acquired Immunity Deficiency Syndrome
HLS	Home Loan Schemes
MAWRD	Ministry of Agriculture, Water and Rural Development
MBESC	Ministry of Basic Education, Sport & Culture
MHA	Ministry of Home Affairs
MHSS	Ministry of Health & Social Services
MLRR	Ministry of Lands, Resettlement & Rehabilitation
MRLGH	Ministry of Regional, Local Government & Housing
MRLGHRD	Ministry of Regional, Local Government, Housing & Rural Development
MWACW	Ministry of Women Affairs & Child Welfare
MTI	Ministry of Trade & Industry
NAMPOST	Namibia Post Office
NAMPOWER	Namibia Power (Electrical Supplies)
NAMWATER	Namibia Water Corporation
NBC	Namibian Broadcasting Corporation
NDP I	First National Development Plan
NDP II	Second National Development Plan
NGO	Non-Governmental Organization

NHE	National Housing Enterprise
NPCS	National Planning Commission Secretariat
OPD	Out Patient Department
PTO	Permission to Occupy
PWD	People with Disabilities
RC	Regional Council
SDA	Shack Dwellers Association
SWAPO	South West Africa People's Organization
TV	Television
UNDP	United Nations Development Programme

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CHAPTER ONE

ORIENTATION AND INTRODUCTION TO THE STUDY

1.1 Introduction

The Namibian Government like her neighbour, South Africa, inherited a situation where a policy of racial discrimination, disparities in service delivery, lack of democracy, apartheid and lack of community participation in decision-making prevailed (MRLGHRD 2008:19). Chikulo (2003:1-5) observes that South Africa moved to correct the socio-economic imbalances inherited from the previous political dispensation by tackling poverty and inequality as problems in the forefront through the provision and putting of policies and operational mechanisms (e.g. decentralization) in place.

Chikulo (2003:1-5) clearly explained that the situation that existed in Namibia was such that, inequalities were prevailing and the new government needed to redress those imbalances by instituting policies and implementing local government reform and public service delivery systems in order to achieve collective development for all the people in the country. The consolidation of nationhood during the first years of independence had to be dealt with first, in order to realize the envisaged developmental goal. This process passed through the other two stages of

decentralization, i.e., deconcentration and delegation. Deconcentration is a phase of decentralization in which central government decentralizes its own staff to regional government to carry out their regular functions closer to the people they serve or are supposed to interface with for whatever purpose and delegation (MRLGH 2003:4).

Delegation is a phase where central government allocates some of its functions to the sub-national levels to carry out, but not to take full responsibility for, and without abrogating its own public accountability for those functions, and without prejudice to its right to retract those functions. This usually happens through the executive rather than the legislative (MRLGHRD 2008:13).

The inherited problems and challenges therefore, prompted Namibia to review and initiate amendments to all discriminatory pieces of legislation dealing with decentralization, local government reform, public service delivery and housing (MRLGHRD 2007:21-23).

Namibia is a unitary state with three spheres of government, namely: national, regional and local. The government at the central level decided to decentralize certain functions to the regions based on the degree of democracy and developmental needs. The National Level therefore,

issued a decentralization policy so as to fulfill its values of democracy hence achieving the objectives of its development plans and targets as envisaged (MRLGH 2003:5).

1.2 Background to the study

Namibia became an independent and a democratic state on 21 March 1990. The initiative to adopt decentralization as its policy directive is intended to address the previous imbalances inherited from the previous colonial dispensation and to bring all citizens on par through the introduction of equal distribution of democracy, good governance, local government reform and public service delivery in order to attain sustainable development of the country in a collective manner (MRLGHRD 2008:4).

The vision of determining and realizing the importance of local government systems was endorsed in the Constitution of the country. Chapter 12 of the Constitution of Namibia, clearly states the implementation of regional and local government systems in the country. In Article 102 (1) of the Constitution, the provisions of such systems of government are stated as follows: "For purposes of regional and local government, Namibia shall be divided into regional and local units, which

shall consist of such regional and local authorities as may be determined and defined by an Act of Parliament" (Namibian Constitution 1990).

The idea of introducing decentralization in Namibia was documented in the South West Africa People's Organization (SWAPO) Election Manifesto of 1989. In Chapter 12 of the Election Manifesto, with regard to Local Government and Housing, it is recorded as follows: "Under a SWAPO Government, Independent Namibia will have democratically elected local authorities in both rural and urban areas, in order to give power to the people at the grassroots level to make decisions on matters affecting their lives" (SWAPO Election Manifesto 1989).

The provisions of Chapter 12 and Article 102 (1) of the Namibian Constitution aim at making provisions for the establishment of regional and local government systems in Namibia in order to allow for democracy and development through public service delivery to all levels of people in the entire country (Namibian Constitution 1990).

Further, in the same chapter mentioned above, provisions regarding powers of regional councils and local authorities are clearly stated. Such powers include public service delivery, raising revenue and sharing it with the Central Government (Namibian Constitution 1990).

It is not only the Constitution of the country, which emphasizes the importance of the Decentralization Policy alone as provided for in Chapter 12 and Article 102 (1), but other supporting Acts such as the Regional Councils Act, 1992 [Act No. 22 of 1992]; The Local Authorities Act, [Act No. 23 of 1992] and the Traditional Authorities Act, 1995 [Act No. 17 of 1995] all emphasize the introduction and the implementation of the Decentralization Policy (MRLGH 1998:4).

To ensure the importance of the Policy, Cabinet approved it in 1996 and the policy was finally adopted by National Assembly in 1997. The Policy was implemented on 1st April 1998, as its effective date of commencement (MRLGH 1998:2).

In order to facilitate the implementation of the Decentralization Policy, there are two additional policies, namely: the Decentralization Enabling Act, 2000 and the Trust Fund for Regional Development and Equity Provision Act, 2000. The Decentralization Enabling Act, 2000 contains a legal framework for the implementation and regulation of the decentralization of functions to both the Regional Councils and Local Authority Councils (MRLGH with the support of UNDP 2003:4).

The Trust Fund for Regional Development and Equity Provision Act, 2000, was put in place to include financial assistance and technical expertise to the Regional Councils and Local Authorities. This Act also contains the objective of helping address the current regional inequalities, public service delivery, promotes sustainable development and ensure that a comprehensive capacity building prevails within these sub-national levels (Ministry of Regional, Local Government & Housing [MRLGH] 2003:4).

1.3 Statement of the Problem

Prior to independence the South West African Government only concentrated on central service delivery. After a protracted struggle between SWAPO and the then government, Namibia, as an independent country was born in 1990. Due to the alarming rate of poverty, the government of the independent Namibia adapted decentralization with regard to planning and service delivery as a policy directive. However, fifteen years after independence, poverty and service delivery still remain serious problems in the country. Poverty is a countrywide problem, and it is a drawback that has always prevented Namibia from developing.

The presence of Germans and South Africans in Namibia in the late 1800s to the early 1900s created a situation where policies of racial

discrimination, disparities in service delivery and apartheid were established to exclude participatory democracy to all black citizens of the country. This led to those constraints such as lack of proper infrastructure (education, housing, health, transport, roads and communication systems), which is one of the problems still experienced in rural areas. Inaccessibility to certain areas of the country to provide services is hampering community development (MRLGHRD 2007:14).

Lack of housing facilities for the staff in the regions is a factor that is significant and little is done to address this problem. Lack of capacity building has been a problem, which caused so many drawbacks in the development of sub-national levels of government (Office of the Prime Minister 2000).

There is a lack of rural electrification in most accessible and inaccessible areas. Rural electrification has been a program that was embarked upon by the government since independence, but to date, the program has not yet realized its vision (MRLGHRD 2008:1-2).

There are sharp shortages in the police vehicle fleet, and lack of human resource personnel such as magistrates, prosecutors, dentists, medical doctors, etc. All those have significant influences on effective service

delivery. The financial mismanagement, alarming rate of corruption and poor management of programs by the central, regional and local government systems are problems prevailing, as most financial administrators and officers in these systems are incompetent, unqualified and make use of these weak systems to misappropriate public funds (The Namibian of Friday, 27 October 2006. page 4).

Inadequate equipment and logistics in most local government institutions exist due to mismanagement or lack of funds to purchase them. Although 94% of the communities of the region have access to safe drinking water, difficulties in access to safe drinking water in most rural areas of the region such as Tsumkwe and Gam are experienced, because communities have to walk longer distances to water points (Regional Development Plan 2001: 42-43).

There is a lack of coordination between the elected councilors, regional councils, local authorities and the community. The over-centralization of resources at the national level is a serious problem especially for smaller local authorities that do not have adequate resources to survive. When the central government decentralizes resources through the decentralization policy, equitable service delivery is likely to be provided to all the regions of the country. Bureaucracy and red-tapism are the ones

that contribute to the delays in the implementation of the decentralization program by the central level of the government and its line ministries, which have not yet worked together to facilitate the programs (Mukwena & Drake 2000:4).

The prevalence of HIV and AIDS pandemic, which continues to rip and rob the country of its active working class, has threatened the government's growth and development. In this scenario, the resources are diverted to AIDS campaigns and the death of productive citizens is frightening. High unemployment rate in Namibia is another problem that has exacerbated poverty and crime in the country (National Planning Commission 1997:14 & Association for Local Authorities in Namibia [ALAN] 2003:11).

The other aspect hindering the developmental process is the creation of informal settlements, which were up in order to cater for the influx of the people from rural to urban areas in search of job opportunities, better education and other related needs. However, their perceptions of a better life in urban areas do not include the fact that people were concentrated in reserves and farms without places of their own. The growing informal settlements cause serious problems as it is difficult for the sub-national levels to plan, manage and provide services with

inadequate resources at their disposal (National Planning Commission 1997:10).

Office of the Prime Minister (2000:1) states that landlessness affects decentralization as most land is owned by whites who sometimes refuse entry to government services such as immunization and maternal care for would-be mothers or treatment for other diseases affecting the farm workers into their farms. Children in these farms do not attend schools and are starting early childhood labor before they reach the age of 18, which according to the Labor Act of 1992, is the legal age for employment.

Privatization is another challenge that affects decentralization in lower community levels, as most resource areas are handed over to private sectors to run, implying that the poor communities at grassroots level fail to purchase services whose prices have gone high according to set competitive market standards (New Era Friday, 27 October 2006:8).

The strategic research question of the study is: “what has been the impact of decentralization on service delivery since 1998?”

1.4 Aim and Objectives of the Study

The fundamental objective of this research was to examine the impact of decentralization on local government and public service delivery in Otjozondjupa Region. The study also looked at the following sub-objectives.

- (i) Assessed and analyzed the extent to which decentralization was enhancing service delivery in the region;
- (ii) Investigated the capacity of the operational systems of local government management reform and whether their objectives were being achieved;
- (iii) Investigated whether public services were equitably delivered across the region to improve the lives of the people;
- (iv) Sought means by which the problems identified could be addressed in order to improve the living standards of the people the study targeted.

1.5 Hypotheses

The following hypotheses are provided to guide the study:

Ho: Decentralized local governance has no impact on the public service delivery in Otjozondjupa Region.

Hi: Decentralized local governance has an impact on the public service delivery in Otjozondjupa Region.

1.6 Research Methodology

The very nature of this study requires a data collection method that addresses events, situations, persons or groups, within their own contexts. The descriptive research method was used in order to verify the hypotheses that were formulated. Using this method, information was obtained through interviews, questionnaires, observations and focus group discussions as well as analyzing records and resources in order to arrive at concrete conclusions. McMillan & Schumacher (1984:322; Fuchs 1980:8) explain descriptive research method as focusing on a single event by exploring it, giving detailed information and identifying its characteristics.

The descriptive method was considered as an effective research methodology for this dissertation based on the objective that the study was designed to achieve. The researcher was able to produce a detailed description of variables of decentralization by reviewing published sources and to evaluate the impact of decentralization on service delivery. Examining the existing knowledge and experience of the local people on the research subject was made possible through collection of data by employing data collection techniques which included interviews, documentary research, questionnaires and on spot or direct observations.

Literature reviews from theses and related sources on decentralization and service delivery were gathered from institutions of higher learning such as; libraries of North - West University in South Africa as well as the University of Namibia. These institutions were utilized as centers for sources of information for the study.

The information collected was used to examine the impact of decentralization on service delivery. Seven sets of questionnaires were prepared to review and evaluate the impact of decentralization on service delivery in the region under study. The first questionnaire was set for central government, the second one for regional councils, the third for

local authorities, the fourth targeted service delivery, the fifth was prepared for traditional leaders, the sixth was set to examine capacity building prevalent in the area under study while the seventh questionnaire was prepared for focus group discussions.

Data obtained from interviews conducted with officials from central government, regional councilors, chief regional officers, chief executive officers, regional development committees, local authorities' councilors including the mayors, traditional leaders, individuals from community members and settlement areas was considered relevant to support what the study intended to accomplish.

Interviews conducted became significant instruments in gathering information and allowed the researcher to clearly explain questions that were not clear to respondents. The researcher could go into deeper question insights, especially when making some follow up questions to respondents. The review of documentaries available included some pieces of legislation and minutes of regional and local authorities' councils that gave more data on decentralization, decision-making, participatory democracy, and systems of governments, processes and procedures of decentralization both locally and globally in broader spectra.

The research methods mentioned above were regarded as the most suitable ones for the study, because they enabled the researcher to closely examine data in order to justify its meaning and validity. Those methods complimented each other in that if data was missing through the other method, the other one was likely to cover it.

A comparative analysis was also used, i.e. four constituencies were selected and compared in terms of public services delivered and whether the decentralization program has an impact on all of them. The comparative analysis allowed the researcher to compare service delivery between the four selected constituencies and the settlement areas that were studied. Men and women of different ages, governors, chief executive officers, traditional leaders, and individuals from the community were interviewed to give evidences on the decentralization program, local government reform and public service delivery.

1.6.1 Research Design

The study was carried out in the four constituencies of Otjozondjupa Region. The study's main objective was to investigate the impact of decentralized local governance processes and service delivery on the

community. Primary and secondary data were collected from the local government officials. Data was analyzed both qualitatively and quantitatively.

Field visits were conducted in the selected areas of the study. The regional, constituency and settlement offices were visited during this period. During the same period, field technicians (responsible for data collection) were appointed and trained in the methods of administering questionnaires.

The administration of questionnaires to the regional, constituency, settlement officials and community leaders as well as individuals and stakeholders in the study area was conducted. Included in the methodology were on the spot observations and unstructured interviews. This took two weeks to complete.

Secondary data was collected by reviewing relevant literature from government libraries, archives, professional journals, periodicals, newspapers, dissertations /theses, symposia reports, and research works from other stakeholders in the sample population. The relevant ministries, regional offices, local authorities, individuals and NGO's/stakeholders also provided the necessary documents in which information regarding the

research was found. These documents provided data on government plans and activities in the past, present and the future. These documents included published and unpublished, public and private reports.

1.6.2 Data Collection Procedures

Both primary and secondary data collection systems were used. A multiple sampling technique was used in collecting this data. This implies that the four selected constituencies were assessed based on the regional administrative boundaries as determined by government. Otjozondjupa Region is constituted of 7 constituencies of which only four were selected based on the nature of their locations and operational culture. The total number of selected participants who were selected for interviews based on their knowledge of the required information for the study was 100. Out of each of the constituencies of Okakarara, Okahandja, Otavi and Otjiwarongo, 20 were randomly selected and these comprised of a total number of 80 from constituencies and 20 from central government, in total 100. Those interviewed from central government comprised of 6 directors, 6 chief control officers and 8 development planners from the Ministry of Regional, Local Government & Housing. From the regional council, 20 participants were selected. Those interviewed from the regional council comprised of 1 governor (in charge of the region), 6

regional councilors, 3 directors and 10 planners. From the traditional authorities 20 were selected and these comprised of 4 chiefs (one from each constituency), 4 senior councilors and 6 community members. Those selected for interviews from the local authorities constituted of 4 chief executive officers from each of the constituency (one chief executive officer for a town in a constituency), 4 mayors (1 mayor from each town in a selected constituency), 4 local authority councilors (1 from each town), 3 from the Town Planning Department, 3 from Engineering Department and 2 from Community Services Department. 20 participants were selected from the community and those were comprised of 6 teachers, 4 engineers, 5 health officers and five 5 businesspeople. Twenty (20) respondents from each of the four constituencies and 20 from central government were required to answer structured questionnaires. In total, 100 respondents answered the questionnaires.

1.6.3 Data Analysis Procedures

The data collected through the use of questionnaires was coded and analyzed. The responses were coded and entered in the computer for analysis. Data was collected, tabulated, coded and plotted into pyramids and charts in different variables relevant to the study so as to facilitate the use of descriptive statistics. Some elements of statistical package for social

sciences (SPSS) were also used resulting in graph and table production by computing those results gathered and analyzed.

1.7 Significance of the Study

The study is significant in that it seeks to investigate local government disparities that were inherited and marked by a much divided nation, with enormous inequalities, unbalanced distribution of economic resources, and sharp differences in socio-economic development in the regions of the country after the independence of Namibia. In many regions of the country, there are significant differences in terms of income distribution, housing standards, and other necessary infrastructural developments that the study wishes to investigate in order to seek ways by which they could be addressed (National Planning Commission 1997:2).

The study is significant in that it seeks to find out whether decentralized local governance improved public service delivery in Otjozondjupa Region. The findings will also enable policy makers to develop corrective action with regard to improving and strengthening the decentralization process so as to achieve its objectives (Otjozondjupa Regional Plan 2001/2002-2005/2006)

It is significant that from colonial times to independence in March 1990, services are still directed from central level and this situation is hampering equitable development in terms of service delivery. The study therefore aims to reveal those conditions hampering equitable development in terms of service delivery.

The study examines marked uneven socio-economic development in Otjozondjupa Region and deficiencies in services such as those of education, telecommunication systems, transport, road networks, health services and electricity, which still exist in the region. The study investigates those deficiencies in service delivery and reveals variables that cause such deficiencies and means by which they could be addressed.

The selected constituencies of the region under study according to statistical data have a prevalence high rate of HIV and AIDS cases, hence indicating a need for an integrated effort to reveal the relationship between its effects and service delivery and finding ways by which this pandemic could be addressed.

The study addresses causative factors of a sharp shortage of capacity in terms of skilled manpower in Tsumkwe, Okahandja, Otjiwarongo and Otavi Constituencies, in which 40 % of the workforce is unskilled and are

performing jobs that need highly skilled manpower (Otjondjupa Regional Plan 2001/2002-2005/2006).

The study evaluates the implications of education and training of human resources, which existed and seek strategies that can be employed in order to improve the situation. Strategies leading to the selection and recruitment of competent staff are revealed and thereby devising mechanisms of recruiting committed and competent human capital that measures to the qualities required in delivering effective and efficient services (Office of the Prime Minister 2000:39).

According to National Planning Commission (1997) the entire region has a significant unemployment rate recorded at 32 % and poverty is the result in this case. The study therefore investigates the unemployment situation and derives means of addressing it.

The study further seeks to investigate how lack of funds that hinders the communities from embarking on entrepreneurship is affecting development in the region under study.

The other variable that the study investigates is marked poor planning in areas such as financial management, human resources training and

management, budget, land use, material resource allocations and proper management in all institutions of employment.

The study reveals a need to procure housing for staff members since currently, community and staff houses in areas such as; Tsumkwe, Okakarara, Otjiwarongo and Okahandja are inadequate (MRLGHRD 2008:15-16).

The study investigates the availability of health centers that currently exist in the region and whether they are adequately staffed in order to address the developmental needs of the communities (Otjozondjupa Regional Plan 2001/2002-2005/2006).

The study examines the availability of law enforcements centers present and whether they are well positioned in terms of distances and accessibility. The study further seeks to investigate considerable shortages in the law enforcement vehicle fleet, staff complement and competencies in the performance of their duties (National Planning Commission 1997:8).

The study further examines the existing gender insensitivity in job allocation, as women's labour force participation rate in the region is low and calculated at 66% as compared to that of the region's males at 85%.

The study investigates the situation of the people living with disabilities, who are currently marginalized groups of the population in terms of socio-economic development and their presence in the job industry and seeks to devise means how this situation could be improved (Otjzondjupa Regional Plan 2001/2002-2005/2006).

The study is significant because it reveals the pace and extent to which decentralization has progressed since its institution in 1998. The study further investigates how decentralization policies are formulated and implemented. Furthermore, the study reveals many programs that are still on paper and have not been implemented by implementing agencies as well seek ways on how to improve the situation (MRLGHRD 2008:1).

The study reveals the levels of competencies of the implementing agents of decentralization, as these are of primary importance in ensuring that services are equitably delivered as per government plans. At the same time, it also seeks to find methods how those competencies could be

addressed in order to bring about effective service delivery in the region (Mukwena & Drake 2000b:26).

The study is significant in that it examines how implementing agencies are involved in decentralized local governance management systems. Furthermore, the study reveals how policy formulation and implementation ensure effective service delivery.

Furthermore, the study is significant, because it investigates aims, objectives and future plans of government in achieving collective and sustainable development in local government systems of Namibia by implementing decentralization.

It is hoped that the findings of the study will pave a way in which existing and new knowledge could be harnessed together to bring about change in the manner politicians and local communities perceive local government, service delivery and sustainable development in the country.

1.8 Scope of the Study

Although Otjozondjupa is comprised of seven constituencies (namely, Tsumkwe, Grootfontein, Otavi, Otjiwarongo, Omatako, Okahandja and Okakarara) and a considerable number of settlements, the study and findings are from the following four constituencies: Tsumkwe, Grootfontein, Otavi and Okakarara. Findings and conclusions can be generalized to the whole country and is applicable to the global situation.

1.9 Outline of the Study

The study is consisting of six main chapters.

CHAPTER ONE: This chapter introduces the decentralization policy or program, local government reform and public service delivery in Namibia. It begins with the introduction, background to the study, statement of the problem, with the research question highlighted, objectives of the study, significance, limitations and definitions of terms. It ends with the research methodology upon which the study is based to guide the interpretation of the findings.

CHAPTER TWO: This deals with the literature review into which key concepts of the research will be defined and theoretical work from different authors gathered.

CHAPTER THREE: This concentrates on the research methodology used and organization of more theoretical framework pertaining to research methodologies implied and how these methodologies have been organized to get data for the study on decentralization.

CHAPTER FOUR: This focuses on the results and interpretations of data and how they relate to methods in collecting and analyzing it in order to make the study a reality.

CHAPTER FIVE: This chapter discusses the in-depth insights on the findings and relations of the key factors; their relationships and meaning to the study.

CHAPTER SIX: This chapter concludes and gives recommendations by providing brief highlights and also brings out significance of the findings and suggestions on sections that need further research as the study indicated.

1.10 Definition of Terms

National government: the central government responsible for policy making (MRLGH 2003: 7; Chapter 12 and Article 102 [1] of the Namibian Constitution of 1990).

Regional government: encompassing those services outside local authorities and coordinating the functions of central government, districts and Local authorities (Totemeyer 2004:9; Chapter 12 and Article 102 [1] of the Namibian Constitution of 1990).

Local authorities: those areas located in urban areas and are autonomous statutory bodies which discharge functions and services at local levels only (UN- HABITAT 2007:156, 159, 162, 168, 171; Chapter 12 and Article 102 [1] of the Namibian Constitution of 1990; Chapter 12 of the SWAPO Election Manifesto of 1989).

Decentralization: the transfer of political, administrative, legislative, financial and planning authority from the center to regional and local authority councils (MRLGH 1998: 33).

Deconcentration: a phase of decentralization in which central government decentralizes its own staff to regional government to carry out their regular functions closer to the people they serve or are supposed to interface with for whatever purpose (MRLGH 1998: 33).

Delegation: a phase of decentralization in which central government allocates some of its functions to regional government to carry out, but not to take full responsibility for, and without abrogating its own public accountability for those functions, and without prejudice to its right to retract those functions (MRLGHRD 2008:12-14).

Devolution: a phase of decentralization involving the central state/government, either by legislation or through constitutional requirements, giving full responsibility and public accountability for certain functions to regional government (MRLGH 2008:12-14).

Sub-national levels: those regional and local government tiers that perform functions and services close to the people on behalf of central government (MRLGHRD 2007:4)

Bantustan Policies: these are colonial policies instituted by the colonial South African Government under the white regime to separate the blacks

from whites and putting them into reserves and homelands in order to govern them from those reserves and homelands via their traditional chiefs (Regional Councils Act No. 22 of 1992; Local Authorities Act No. 23 of 1992).

1.11 Conclusion

The chapter comprised of an introduction to give the reader a point of departure in the study. The background gave more information on what existed before and the current situation. The statement of the problem was highlighted to indicate to the reader the actual problems that prompted the research. Aims and objectives of the study featured in this chapter. Hypotheses were indicated to guide the study and research methods used to gather relevant information.

The significance of the study indicated the reason why this study is important. The scope of the study shows the limitations within which the study falls. An outline indicating the organization of the chapters of this thesis was given to give the reader an understanding of the scope of work contained in the whole research.

Definition of terms were provided in order for the reader to have an exact meaning and understanding of the key concepts applied in the study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter deals with literature on the issues of public service, decentralization as well as; examining literature on other countries that have adapted similar policies to their development. The chapter is divided into two sections. Section A: deals with how decentralization is seen and applied in Namibia, particularly the Ministry of Regional, Local Government & Housing that spearheads it. Definitions and wider explanations of concepts and related subjects are extensively given. The policy implications and the performance of decentralization are stated in this chapter to indicate the reasons and processes that should be followed to achieve service delivery through decentralization. The organization of decentralization and service delivery are also mentioned and reviewed.

Section B covers decentralization from a global perspective. This deals with how other African and world countries have applied decentralization into their governments as a process of development and governance. However, centralized governance is contrasted with decentralized

governance by reviewing their advantages and disadvantages so as to give a wider scope on the two systems of governance countries adopt.

The purpose of these studies was to investigate the impact of decentralization and service delivery in Otjozondjupa Region. The study focuses on the situation of service delivery with regards to decentralization introduced by government in 1998.

2.2 Section A: Literature relating to the Impact of Decentralization on Service Delivery in Namibia

2.2.1 Introduction

A selection of literature dealing with decentralization and service delivery in Namibia was put in place to give the reader a wider meaning on how decentralization operates in Namibia. Studies in decentralization were conducted in order to investigate whether it is changing the lives of the people of Otjozondjupa Region and other regions of the country. Different phases of decentralization in Namibia are discussed in order to create meaningful insights to the reader. The effectiveness in the application of decentralization to local government in order to accelerate service delivery was discussed. The policy and legal framework, local government reform, roles and functions of central

government and challenges facing decentralization in Namibia were extensively discussed.

2.2.2 Decentralization

Totemeyer (2004:12) observes that local government is grounded on the premise that elected regional and local officials are more familiar with problems and demands that exist within their domain and range and thus put more weight on them. In simpler terms, Totemeyer (2004:12) implies that local people are in the position of understanding and solving their local problems better than an outsider.

In the decentralization of industries, Kaplan, Wheeler & Holloway (2003:167) state that services are closing in cities and shifting to suburbs where the concentration of people occurs.

Decentralization is further defined as the transfer of authority and responsibility for performing core functions from central government to sub-national governments such as Regional Councils and Local Authorities (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program (UNDP) (2003:1).

Decentralization in Namibia is implemented as provided for in the twelfth chapter of the Constitution in accordance with the requirements of national building within the framework of a unitary state. This was done to address the historical background of apartheid, which balkanized the country into so-called homelands and to meet the challenge of extending democratic institutions to the people as close as possible. This was further viewed as stimulating participative and sustainable development of communities and the country as a whole (MRLGHRD 2008:9).

Given the historical over-centralization of power, the Bantustan policies, and the necessary consolidation of nationhood during the first years of independence, this process passed through the other two stages of decentralization, i.e. deconcentration and delegation (MRLGHRD 2007:5-6).

Decentralization in Namibia is destined to ensure economic, cultural, and socio-economic development, providing people at the grass-root level the opportunity to participate in their own decision making and extending democracy to them as a right based on national ideas and values. Decentralization is designed to extend, enhance and guarantee participatory democracy to all the citizens to take part in programs that

are targeted to develop them. By so doing, this would ensure and safeguard rapid sustainable development. It is also viewed in the light to ensuring the transfer of powers to the regions and local authorities (MRLGHRD 2008:12-14).

Decentralization improves the capacity of regional and local government councils to plan, implement, monitor and manage delivery of services for their constituencies (Otjzondjupa Regional Plan 2001/2002-2005/2006)

MRLGH (2008:3) states that decentralization is a system by which government wishes to extend democracy to the people. The people share in decision-making and express their opinions in matters that concern them. This stimulates the whole nation to participate in national development plans.

Briefly, decentralization seeks to transfer political, administrative, legislative and financial aspects from the center to regional and local authority councils. It goes on further to promoting participatory democracy, empowering the local population in making their own decisions, thus determining their own future destinies (MRLGHRD 2007:5).

Decentralization improves public sector management so that in the long run close linkages between taxes paid by the people and the quality of services provided are measured accordingly. This entails further that the local people are able to hold both their appointed and elected leaders accountable for the services being provided (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program (2003: 2).

Decentralization can by far be defined as the transfer of authority and responsibility for performing core functions (such as Primary Health Care and Basic Education) from central government to sub-national governments [Regional Councils and Local Authorities] (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program (2003:1).

Namibia being a unitary state has pledged to undertake the implementation of decentralization program in two key phases, viz., delegation and devolution. In simpler terms, delegation means the decentralization of a function from a Line Ministry to enable and empower the Regional Council or Local Authority to perform the function as an agent on behalf of the Line Ministry. This implies that the Line Ministry is still fully accountable for the performance of decentralized functions. All

aspects of budgeting and planning in this phase are still the functions of the Line Ministry (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program (UNDP) (2003:1).

In Namibia, decentralization is viewed as the process in which central government shifts or devolves functions, responsibilities, powers and resources to the lower levels of government, namely, regional and local governments in order to provide public services through to the local communities residing in those geographical setups. Decentralization has three phases of development, viz., deconcentration, delegation and devolution (MRLGHRD 2008:12-14). These phases are explained below as follows:

Deconcentration: This is a phase of decentralization in which central government decentralizes its own staff to sub-national levels to carry out their regular functions closer to the people they serve or are supposed to interface with for whatever purpose. While this may achieve greater access and more interface to central government services, it does not allow any participation by the population in any form of decision-making (MRLGH 2003:12).

Delegation: In this phase of decentralization, central government allocates some of its functions to the sub-national levels to carry out, but not to take full responsibility for, and without abrogating its own public accountability for those functions, and without prejudice to its right to retract those functions. This usually happens through the executive rather than the legislative (MRLGHRD 2008:12-14).

Devolution: In Namibia, this phase of decentralization involves the central state; either by legislation or through constitutional requirements, giving full responsibility and public accountability for certain functions to the sub-national level. In the long run, the policy is aimed at the devolution of functions to sub-national levels of government, but within the scope of a unitary state as stated earlier. The central government will still play roles in developing policies and legislations. The implementation based on the national ideals will not be urgently put into practice, but this shall be done systematically (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program (UNDP) (2003:1).

In contrast to what delegation implies, devolution means the decentralization of a function empowering the Regional Council or Local Authority with full administrative decision-making and budgetary control. In the devolution phase, the line ministry is responsible for policy making,

setting of standards, monitoring and evaluation of such devolved functions (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program (UNDP) (2003:1).

The political formation and systems of the Namibian government is said to be a multi-party system, but this is just in principle, while in practicality, SWAPO party is the one that makes all the decisions in the country. All the other parties are weaker elements and have no effect at all. The other problem attached to this political system is that other political parties are not in the Cabinet since it is only SWAPO members that are in the Cabinet (New Era of Friday 20-22 February 2004:3).

In this scenario, different political parties differ in ideals and values, and this, threatens government from devolving functions into the sub-national levels to facilitate the process of decentralization so that the local people can make decisions in matters involving them (New Era of Friday 20-22 February 2004:4).

The two thirds majority that SWAPO continues to enjoy and the fact that the government system does not allow other political party members to be ministers and thus involved in cabinet decisions, makes it difficult to see

democratic decisions being made (New Era of Friday 20-22 February 2004:7).

2.2.3 Participation of the Local Communities in Decentralised Service Delivery

Kaplan, Wheeler & Holloway (2003:326-327) observe that fiscal inequity is a differential need for service delivery. Central cities normally budget for the poorest residents in informal settlements. These residents living in those areas have crime problems, have old infrastructure, and experience poverty.

MRLGHRD (2008:19) states that in order for decentralised service delivery to succeed, physical participation of the people in decision-making and control in matters affecting their lives plays a vital role. The local people get interested in programs or projects that they took part in creating. Whatever is meant for the community in terms of development or otherwise, the people must be involved right from the conception and planning stage. The community should be part of the aspects of planning, development, possible funding, strategic implementation and management of the plan, its monitoring and evaluation by all means possible. Community participation embraces involvement of the members

of the community in debating and deciding on developmental issues that come to their area.

MRLGHRD (2008:19) states that community participation can only be realised when members of the community or citizens are empowered to participate in programs that are aimed at improving their living standards. Empowerment should be viewed as a vital instrument of timely access to appropriate information. Deliberate initiatives under decentralised service delivery to empower the community in accessing information should be encouraged through awareness workshops, memos, annual reports, seminars and publication of illustrated relevant documents on decentralization and translating them in the various local languages, radio and television talks.

2.2.4 Decentralised Service Delivery and Regional Development

Government commitment to regional and local development and planning is underlined by the First National Development Plan (NDP I) objectives and strategies. The objectives of NDP1 indicate how government commits itself to establishing a coherent and comprehensive Regional Planning and Development Policy for Namibia as a whole (First National Development Plan 1994:3). The following objectives of the First

National Development Plan (NDP1) in relation to regional development and planning were cited and seen to be significant in the pursuance of decentralization and service delivery:

The government of Namibia aims at reducing existing regional imbalances and inequalities in income distribution. Furthermore, the government plans to reduce poverty by reducing the proportion of poor households from 47% to 40% in the entire country. The expansion of the role of the private sector and creating employment opportunities for all unemployed Namibians is seen to be the first step to alleviate unemployment countrywide. By increasing wage (formal) employment by 70 000 and increasing informal employment by 40 000, subsistence agriculture by 30 000 and other informal sector by 10 000 and also formulating and employing a development strategy centre on participatory development and equity, the government works towards alleviating unemployment (National Planning Commission Annual Report 2001:1-6).

Currently, a strong recognition and commitment in service delivery in Namibia exists, although it was often viewed as a sidelined phenomenon, where all development efforts ought to be centred on human objectives concerned with providing for the poor's needs. Namibia has the desire to

promote growth equitably by weighing the spread of opportunities and benefits within and between regions and social groups, especially in the historically deprived rural areas of the country. The decentralization approach to service delivery to address these development fundamentals therefore becomes the central focus, which Namibia is actively pursuing at present (National Planning Commission Annual Report 2001:1-6).

2.2.5 The Impact of Population on Service Delivery

Greater service needs, which include welfare spending, police protection, street and sewer maintenance, and education will require more funding relative to their population (Kaplan, Wheeler & Holloway 2003: 327).

The projected population size of Namibia predicts growth rates and the observed characteristics of the population to have significant implications on the overall plan for social and economic development in service provision. Poverty alleviation and reduction in the levels of unemployment, improved nutrition and accessibility of the people to service provision and meeting infrastructural facilities, such as rural electrification, education, transport, health, potable water, sanitation, housing and security is crucial for Namibia (MRLGHRD 2007:19).

Consideration of informed and integrated decisions in relation to service delivery where Namibia is marked by limited resources and sharp corruption prevalence rates as well as the rapidly growing population should be the recourse in all development plans (National Planning Commission Annual Report 2001:1-6).

It is vital that effective integrated population and development planning be supported by a sound national population policy and a co-ordinated national programme. In the absence of such a policy, population programme activities operated by different sectors lack national focus and go without effect to the target population. Overall monitoring and evaluation mechanisms for national programs in order to determine the extent to which they have been implemented and results thereof are essential so as to effect some follow-ups and adjustments where possible (National Planning Commission Annual Report 2001:7-12).

2.2.6 The Decentralization Policy

The Decentralization Policy provides guidelines regarding certain functions and powers transferred from central level to the regional councils, local governments and communities in their regional and district setups in order

to involve them in decision-making for sustainable development (MRLGHRD 2008:3).

Namibia like any other developing countries of the world has a situation where gender issues have to be understood. There is a need to introduce gender sensitive laws, which would lead to the understanding and acceptance of significant relative equity between the sexes. Gender equity is vital for democracy and development in a country. This should not be created at the top of central level only, but also at the grassroots levels, so that development is sustainable. Equitable participation into sustainable development should not only be concerned with both sexes, but also covering all potential ages in decision-making and developmental activities which affect them. The decentralization policy in Namibia enforces gender sensitive issues, responsive governance approaches in which all members of the community, men and women, young and old, can have access to participation in decision making and implementation of such decisions (MRLGHRD 2007:17).

MRLGHRD (2008:1) states that government has chosen the theme of the Decentralization Policy to be: Decentralization, Development and Democracy. Decentralization is therefore viewed as an approach to

guarantee democratic participation and achieve sustainable development through effective service delivery.

Totemeyer (2000:9) observes the idea of decentralization in a nutshell in Namibia in his paper presented to the Africities Conference in Windhoek as the government's idea to provide an opportunity for people to have access to relevant decision-making, extending democracy to people as a right, based on national ideas and values as reflected in the Constitution.

In order for Namibia as an emergent country to promote democratic participation of people at grass root levels for it to achieve sustainable democratic development, it embarked on introducing the Decentralization Policy. Immediately after independence in 1990, the first Namibian Constitution was written and adopted as the Supreme Law of the country. Two years later, the Regional Councils Act, Act 22 of 1992 and the Local Authorities Act, Act 23 of 1992 were promulgated to govern sub-national governments in the country (MRLGHRD 2008: 6-7).

Namibia has three spheres of government, Central (first level) Regional (second level) and the Local Authorities are the third level of government (MRLGHRD 2008:1).

The Ministry of Regional, Local Government and Housing (MRLGH) was tasked by the Namibian government to spearhead the Decentralization Program. This meant that it would coordinate the implementation of Decentralization. In order to achieve this, it formed a Directorate of Decentralization, which would coordinate all activities regarding decentralization (MRLGH 2008:7).

The strategy designed by the Ministry to implement the decentralization program is the Decentralization Implementation Plan, which guides all involved stakeholders in the various phases of implementation process. A five year strategy, namely, the MRLGH 5 Year Strategic Plan 2001/2-2005/6 was put in place to act as a monitoring tool on the overall performance of the decentralization process. This will also support Regional Councils and Local Authorities in implementing and monitoring the decentralization program (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program [UNDP] (2003:5).

2.2.7 The Legal Framework of Decentralization in Namibia

In order to implement the decentralization program, six cross-ministerial Task Forces were established in December 2001, namely, Personnel Task Force; Legislation Harmonization Task Force; Development Planning and Budgeting Task Force; Training Task Force and Finance Task Force (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program [UNDP] (2003:6).

The main objective of the task forces would be to ensure that all preparatory work necessary is accomplished in order to allow for the gradual delegation of functions, human resources and logistics. The envisaged devolution phase can be effected in the sub-national levels at a later stage (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program [UNDP] (2003:1).

The following are the key objectives of the policy as laid down in the booklet of the Ministry of Regional, Local Government & Housing Newsletter supported by UNDP (MRLGH 2003:2).

- ❖ To extend, enhance and guarantee participatory democracy;
- ❖ To ensure, enhance and safeguard rapid sustainable development

- ❖ To transfer powers to the Regional Councils and Local Authorities based on national ideals and values;
- ❖ To improve the capacity of Regional Councils and Local Authorities to plan, implement, monitor and manage delivery of services to their constituents.

The legislation ensures that it aims at achieving functions that are decentralized to sub-national levels of government, but within the scope of a unitary state as stated earlier. The central government remains the center of developing policies and legislations that govern those sub-national levels. The implementation of the guiding legal framework is based on the national ideals and will not be urgently put into practice, but this shall be done systematically (MRLGHRD 2008:15).

In order to start with the program, the functions to be decentralized are categorized into three terms, viz. immediate, medium and long term. These functions are decentralized to Regional Councils or Local Authorities based on practical issues of delegation and later devolution (MRLGH 1997: 33-34)

2.2.8 Decentralization Program

In the decentralization program, there are set activities, which are put in place and are to be followed in order to achieve targeted outcomes. This program is prepared, arranged and organized in such a way that it is comprised of various stages, procedures or processes from planning to implementation. The evaluation and monitoring processes of these stages also take place in order to suggest past and present failures that need further attention and developments (MRLGH: 2003:8).

Namibia pledged to undertake the implementation of decentralization program in two key phases, viz., delegation and devolution as stated earlier. In the delegation phase, the function is decentralized from a line ministry. The Regional Council or Local Authority now performs the function as an agent on behalf of the line ministry, to which it is answerable. Moreover, the line ministry is still fully accountable for the performance of such decentralized function, which is performed at local government level. The line ministry covers all aspects of budgeting and planning for the local levels of government (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program (UNDP) (2003:1).

2.2.9 Local Government

Namibia is a unitary state in which local government is regarded to be of lesser significance than the central government. In a federal state, local government is the lowest level of government that is elected, tasked with some responsibilities and is established by law (MRLGHRD 2008:19).

MRLGHRD (2007:1-2) reveal that local government disparities after the independence of Namibia were inherited and marked by a much divided nation, with enormous inequalities, unbalanced distribution of economic resources, and sharp differences in socio-economic development in the regions of the country. There are many regional significant differences in terms of income distribution, housing standards, and services such as water, electricity, radio coverage, telephones, television, transport, roads and other basic facilities.

Stewart (2000:124) observed that decentralization is linked to concepts like bottom-up regional approach, greater and wider participation of grassroots people, equity of opportunity and reform. Stewart (2000:124) further argues that local government is grounded on the premise that elected regional and local officials are more familiar with problems and demands that exist within their domain and range and thus put more weight on them.

UNDP (2003:1) further reveals that decentralization in Namibia is viewed as the process in which central government shifts or devolves functions, responsibilities, powers and resources to the lower levels of government, regional and local governments in order to provide public services through to the local communities residing in those geographical setups.

2.2.10 Policy Implications and the Performance of Decentralization

The literature by MRLGHRD (2008:3) reveals that the Decentralization Policy provides guidelines regarding certain functions and powers transferred from central level to the regional councils, local governments and communities in their regional and district setups in order to involve them in decision-making for sustainable development.

It will be decades before the government reaches structural transformation turning point, when the absolute size of the agricultural workforce begins to decline. Until then, poverty can be alleviated only if productivity and employment in the rural economy are increased. It is important therefore to ensure that decentralization policies include rural development (Tacoli 2006:92).

Observations by Totemeyer (2000:23) show that the Ministry of Regional, Local Government and Housing (MRLGH) was tasked by the Namibian government to ensure that the program of decentralization is implemented and that it is monitored and made fully successful. This indicates that it will ensure continuity of all coordinated activities within the framework of decentralization. Activities should therefore be well set and conducted in such a way that duplication of functions by implementing agents does not occur, if decentralization should be a success and a vehicle by which government wishes to bring about quality of life through effective service delivery to its communities in the entire country.

Minogue & Carinô (2006:12-15) observe that poverty could be alleviated when greater focus and attention is drawn to each specific community in the region where it is located.

Literature from United Nations Development Program [UNDP] (2003:5) indicated that the strategy designed by the Ministry to implement the decentralization program is the Decentralization Implementation Plan, which guides all involved stakeholders in the various phases of implementation process.

A five year strategy for the Ministry of Regional, Local Government & Housing (5 Year Strategic Plan 2001/2-2005/6) was put in place to act as a monitoring tool on the overall performance of the decentralization process. This was aimed at supporting Regional Councils and Local Authorities in implementing and monitoring the decentralization program (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program [UNDP] (2003:5).

Findings by the MRLGH (2003:3) state that in order to implement the program, six cross-ministerial Task Forces were established in December 2001, and those are: Personnel Task Force; Legislation Harmonization Task Force; Development Planning and Budgeting Task Force; Training Task Force and Finance Task Force.

The communities are sensitized in order to ensure that all preparatory work necessary is well understood and accomplished in order to allow for the gradual delegation of functions, human resources and logistics. The devolution phase can be effected in the sub-national levels for effective performance (Ministry of Regional, Local Government and Housing supported by the United Nations Development Program [UNDP] (2003:1).

Totemeyer (2000:24) observes that the Government has the opinion that the challenge of development and democracy in Namibia is aiming at ensuring rapid economic, social and cultural development. Totemeyer (2000:24) further states that these objectives in conventional developmental models are not always compatible.

Government is more convinced that decentralization provides an opportunity for people to have access to relevant decision-making platforms as well as extending democracy to people as a right, based on national ideas and values as reflected in the Namibian Constitution. The Government of Namibia anticipates that democratic participation will lead to empowerment, ownership and consequently sustainability of those development initiatives that come as a result of participatory decision-making (Totemeyer 2000:24).

2.2.11 The Organization of Decentralization in Namibia

MRLGHRD (2008:17) show that difficulties in the tasks that are carried out by central government, such as low capacities at regional, local and community levels at the sub-national government prompted the Namibian government to employ decentralization as a viable system to achieve sustainable development.

Findings by Khosa (2000:3) states that decentralization became the driving force to transfer responsibilities and powers to the lower levels of government to plan and to perform development activities and functions within the spheres of the regions. Decentralization in its own right is seen as a people-centered approach to development. This implies that decentralization promotes self-initiated participation and involvement by all communities at grassroots levels in constructing a well-established development base and sustenance of institutional and human resources capacities. This clarifies the differences in roles and functions between central government and the local government.

The literature by MRLGHRD (2008:3-8) shows that government views the potential benefits of decentralization as promoting genuine democracy, and political equity; enhancing management efficiency; maximizing mobilization and utilization of local resources; showing flexibility and responsiveness to local concerns and interests; and finally, creating enabling conditions for entrepreneurs and development agents. By instituting the decentralization policy, the government is able to identify responsibilities and tasks are divided between the Central Government and the local government. Regional authorities and relevant regional

established institutions administer and manage those responsibilities and functions.

Studies by the MRLGHRD (2008:17-20) show that regional and local government levels were established and strengthened with the aim of supplying balanced and cost-effective human and material resources. These sub-national levels of government are concerned with regional planning process and to co-ordinate the implementation of the projects that are developed in the regions of the country. By reforming local government, the government focused on the improvement of the development of the regions by providing public services to the communities of those regions.

Findings by MRLGH (2003:7-15) indicate that in the decentralization program, there are set activities, which are put in place and are to be followed in order to achieve targeted outcomes. This program is prepared, arranged and organized in such a way that it is comprised of various stages, procedures or processes from planning to implementation. The evaluation and monitoring processes of these stages also take place in order to suggest past and present failures that need further attention and developments.

The study by MRLGH (2003:7-15) found that there are components entrusted in running local government to achieve decentralization in Namibia. These components are regional councils of which each is headed by the Chief Regional Officer who reports to the Regional Governor on all administrative matters. The study further revealed that there are seven regional councilors elected from the constituencies to represent their communities.

It was observed further that local authorities have seven councilors also elected and are headed by the mayor. These run all activities of town councils. The last component is that of traditional authorities run by headmen or chiefs. These headmen or chiefs are not elected, but inherit such positions from their forefathers. These are the ones in charge of communal lands and the people on the lower grassroots levels. They have powers to make decisions at their levels and in their jurisdictional areas (MRLGH 2003:20).

Findings by Minogue & Carinô (2006:126) indicated that there were situations such as government systems put in place to favor the white colonial minorities in terms of service provisions before independence, hence creating disparities in terms of public service delivery. Independent Namibia took steps to reform government structures that would ensure

that sustainable development is promoted in the entire country without prejudice.

Literature studies from (MRLGHRD 2008:7-8) revealed that for effective implementation of decentralization, there are institutional and organizational changes at national, regional and local levels. The restructuring of responsibility for functions and changes of location is emphasized from the center to the sub-levels of government. This implies that increased capacity at regional and local levels needs different institutional arrangements and requirements. Aspects such as civil service reform strategy, structural changes, capacity building, roles played by stakeholders and others should be well designed in order to measure to the challenges that lie ahead of them in the decentralization process.

Studies by Cooper (2003:2, 47, 139) show that services are managed in such a way that operations are based at a local level where each authority has an area in which it operates. In this scenario, service delivery will be localized, meaning that services are cheaper, because people can see and have influence on how their taxed money is spent. It will also be easier to collect revenue and to introduce new revenue sources. The local level should be able to carry out its functions, powers and duties. It is vital that these functions performed at these levels are clearly defined by

policies put in place. The clarity of purpose is then decided and categorized by deciding what rightly belongs to the central level and what belongs to the local level as well as, where they should work together in order to achieve a common purpose.

MRLGHRD (2007:6-9) states that decentralization is a means of improving coordination between the various agencies involved in planning and implementing development programmes at the regional or local level.

2.2.12 Local Government Reform

Countries use decentralization process to ensure that the levels of democratic reforms are expressed through municipal restructuring. Local circumstance, including leadership and the general involvement of civil societies are more encouraged. Urban governance appears most advanced in Latin America with regard to finding new modalities to manage and relate to growth, followed by Asia and then Africa. South Africa and Côte d'Ivoire are leaders in decentralization in Africa (Montgomery, Stren, Cohen & Reed 2004:390).

Based on the inherited socio-economic and democratic imbalances that prevailed in the past, the local government needs reform in order to address those imbalances and bring about sustainable development in

the communities residing in the local areas. This will help reduce the workload of central level, hence enabling it to be more devoted on policy formulation. The decision-making process will improve, because decisions are closer to the core of action and time is saved since matters can no longer be referred to the central level (MRLGHRD 2008:15).

As mentioned in the introduction and throughout all the sections of this study, because government systems were put in place with a view to favor the white colonial minorities in terms of service provisions before independence, it resulted in disparities in terms of public service delivery. It was therefore imperative that the government of the independent Namibia took serious steps aimed at reforming government structures that would ensure that sustainable development is promoted in the entire country without prejudice (National Planning Commission 1997).

Totemeyer (2000:15) observes that for effective implementation of decentralization, there are institutional and organizational changes at national, regional and local levels. The restructuring of responsibility for functions and changes of location is emphasized from the center to the sub-levels of government. This implies that increased capacity at regional and local levels needs different institutional arrangements and requirements.

Aspects such as civil service reform strategy, structural changes, capacity building, roles played by stakeholders and others should be well designed in order to measure to the challenges that lie ahead of them in the decentralization process (MRGLH 1998: 33).

A cross country study of decentralization systems of local governments is undertaken to help the country in her attempts of implementing decentralization as a system for effective governance. A learning process in sharing experiences enriches the decentralization implementation process. It is also important that the main actors in the structures including the policy-makers are well informed of practices taking place in other countries with or without similar political, economic and social environment/background. This gives an opportunity to rethink about the approaches being adopted in the country for central and local government structures in terms of properly defined operations and functions. Above all, this would enrich the policy, planning and implementation processes with the perception that there is always a better way of implementing the central and local government systems to make efficient and effective use of the decentralization approach in order to provide services to the citizenry in an equitable manner (National Planning Commission 1997:19-31).

Once the functions and roles of each involved sector are spelt out clearly, central government concentrates only in policy-making and resource allocations where necessary in order to achieve the national ideas and values of sustainable development for the whole country. By so doing, decision making process improves, because decisions are now made by the locals and time is shortened since other matters can no longer be referred to the central levels for solutions (Totemeyer 2000:35).

2.2.13 Roles and Functions of Local Government

Montgomery, Stren, Cohen & Reed (2004:392) state that the government in Côte d'Ivoire strengthened its advisory and central administrative systems, so that local councils could receive administrative support as needed.

Mukwena (2000a:27) argues that the roles and functions of local government should be clearly defined in different government systems. The political situation in Namibia disrupts the roles and functions of local government and has thus become an issue. Although roles and functions may be provided with clear indications on their importance, there are more often interferences from higher authorities. The situation is such that local government in Namibia is more politically influenced by top politicians who even have powers to appoint whom they want or remove

anyone from a position. It must be mentioned here that the functions and roles of local government in the Namibian context are spelt out in the decentralization and local government manuals. The tendency in Namibia is that those politicians in power want to have full grips on roles and functions that should be decentralized and have no will power to let go of such control. It is important that government should see that roles and functions when decentralized to local government systems advocate the central level at those levels of government. It is evident that the local levels are able to function by carrying out the roles and functions they have been entrusted with.

Public-private partnerships are mechanisms that have become the clear choice for local governments worldwide to improve service delivery, reduce costs, attract investment and increase accountability and in view thereof, it is believed that local authorities should deliver services to the satisfaction of all communities. The public-private partnership has a positive impact on civic participation for sustainable urban service delivery. The rapidly growing demands on local authorities to build new infrastructure, rehabilitate and upgrade existing ones and to replace aging assets lead councils to seek innovative solutions to the financing of the next generation of new infrastructure. Joint ventures with the private sector, developer contributions, public-private partnerships and a number

of novel financing techniques are all being explored with the aim of building high quality public assets and improve service delivery. It is necessary to analyze the financial capacity of sub-national governments as well as their comparative levels of worthiness, their perception of capital markets and private sector participation in infrastructure financing and delivery. There is a need for local governments to involve the communities at project identification and selection stages through to the implementation where they can provide the required labour (New Era of 22 February 2006).

Byrne (1990:39) states that local government provides services from the cradle to the grave and went on further to group the functions of local government into five classes with each class having sub-classes as follows:

- (i) **Protective Services:** those services include those seeking to protect consumers from a number of dangers and these *inter alia* include police, fire brigades, consumer protection, diseases of animals, and licensing.

- (ii) **Environmental Services:** the important thing about these services are that they control and improve the physical environment as well

as encompassing the following: environmental health, highways, traffic and transport, planning and emergencies.

- (iii) **Personal Services:** these services are seeking to enhance personal welfare, and include the following: education, careers, personal social services in particular for the elderly, children and handicapped people, health services and housing.

- (iv) **Amenity Services:** these are services that are aimed at providing citizens leisure time and cover the following: museums, art galleries, parks and gardens, libraries, playgrounds, sports centers, swimming pools, recreational grounds, hotels, theatres, restaurants and festivals.

- (v) **Trading Services:** in these kinds of services, local authorities charge fees on all commercial facilities. Local authorities charge fees of a variety nature such as those charged on education, day nurseries, school meals, residential care, car parks and sports facilities.

Stewart (2000:45) states that a local government is that government at local level, which is functioning through representative councils established by law to exercise powers within defined areas.

Human development is closely related to levels of local government. Local governments around the world are playing an ever-increasing role in creating wealth, enhancing social development, attracting investment and harnessing both human and technical resources for achieving productivity and competitiveness (UN-HABITAT Report 2007:46).

Countries that are highly urbanized have higher incomes and more stable economies than those with less population densities. The concentration of population and enterprises in urban areas reduces the unit cost of piped water, sewers, drains, roads, electricity, garbage collection, transport, health care, and schools (UN-HABITAT Report 2007:47).

Stewart (2000:124) states that these councils have 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. Furthermore, (Stewart 2000:124) observes local government as encompassing a specific population residing within the confines of a definite territory, a legal entity of its own, which can sue and be sued.

Mukwena & Drake (2000:41) observe local government in Namibia as encompassing both regional and local authorities and these perform duties as assigned by central government from time to time. In order to set up a local government, community members participate in the election of their own representatives in the council who decide on matters affecting the communities that elected them. The local government or authorities are divided into wards or constituencies. Each ward or constituency brings forward its councilor who represents the constituency and its community. Local governments perform many public services such as the provision of infrastructure. The tasks of local governments among others are providing sewerage services, revenue collection, provision of water and electricity, providing houses, homes for the elderly, housing for their residents, etc.

Wilson & Game (2002:37, 43-45) state that local government has features characterizing it as a discipline falling in public administration, which is elected by the electorates from community members participating in electing their own representatives. He further states the other character of local government to be that of its multi-purpose nature, doing a variety of jobs and delivers a number of responsibilities to develop the communities it serves. Such responsibilities include among others, provision of water and electricity; fire services, homes for the elderly and training centers for the

handicapped; traffic management; sewerage services; construction and maintenance of roads and other essential services.

Unlike a public institution like a corporation, which provides a single service, e.g. Nampower in Namibia supplies electricity only and Namwater supplies water only; local government therefore, does supply a variety of services compared to other systems of government as mentioned above. In Namibia, local government is managed in such a way that its operations are based at a local level where each authority has an area in which it operates (National Planning Commission 1997: 18).

Minogue & Carinô (2006:28-29) observe governance of modern society to be different from the governance of traditional society; the former has an enormous task. Government is a big business in many countries. It is a major employer and plays a vital role in national development. Due to multitude of activities of a government, it has become necessary to decentralize its administration to local levels.

Local government in Namibia is in the lower levels of government and was brought into being as a result of legislation passed by parliament such that it becomes subjective to parliament in all its operations and discretion. One of its main dominant roles is its characteristic of collecting

tax in order for it to be able to continue to exist and perform its responsibilities as enshrined in the legislation. In other African countries or parts of the world, local governments are provided with subsidies for them to sustain, but in Namibia, it is not the case. All resource areas have been removed from the local government and are operated by the central government. Whatever revenues local government in Namibia makes are shared with central government (Mukwena & Drake 2000:14).

2.2.14 Service Delivery

Statistics gathered by the United Nations Habitat (2007:74) on safe drinking water provision throughout the world show that a slight improvement in access to safe drinking water in recent years between 1990 and 2002 is approximately 1.1 billion of the world's population. Significant variations in access to safe drinking water are experienced. 95 % of the world's urban inhabitants have access to safe drinking water as compared to 72 % of those in the rural areas.

Even 12 countries with low or middle income levels report that they have 100 % safe drinking water coverage. Furthermore, 15 countries performing poorly on a number of health indicators linked to living conditions have also been reported that their national water coverage is above the

world's urban average, which is 95 %. 44 countries (18 in Africa, 12 in Asia and 14 in Latin America and the Caribbean, are well at 95 % in the provision of safe drinking water (UN-HABITAT 2007:74).

Findings by Pauw, Woods, van der Linde, Fourie & Visser (2002:282-290) revealed that functions performed are allocated according to whether a local authority is a municipality, town, urban authority, or country. Currently in Namibia, functions are classified as either mandatory (those which the local government levels must provide, failing which the central government may do so and surcharge them) or permissive (those which local government levels may provide if resources allow). However, there are very few mandatory functions and most of the powers contained in Local Government Act are in fact permissive.

Literature from MRLGH (1999:46) states that the national framework in the Namibian context regarding public service delivery is the extent to which local government provides services to the communities of its area of operation and the rationale for the types of functions provided. The assumption behind decentralization in cost-effective terms is that when people manage their own resources and there is a more direct relationship between revenue, expenditure and services, there will be less wastage and more responsibility; cost recovery will be more feasible. The

closer to the point of service delivery the technical experts are, the cheaper the cost of such services will be.

Service delivery is the process in which production of goods and services increase overtime, and these goods and services become distributed equally among the population in order to satisfy their needs and wants (Blore, Devas & Slater 2004:49).

MRLGHRD (2007:3-4) observes decentralization and service delivery to be part of planning, which is continuous and involves processes such as making decisions, or choices, about alternative ways of using available resources, with the aim of achieving particular goals in future.

Findings from MRLGH (1998:13-23) indicated further that decentralization as a major change effort directed at transforming the way the governance of people, the mobilization of resources and the delivery of services are organized, requires that there are clear mechanisms in determining what gets decentralized, when and at what pace.

In other African countries or parts of the world, local governments are provided with subsidies for them to sustain, but in Namibia, it is not the case. All resource areas have been removed from the local government

and are operated by the central government. Whatever revenues local government in Namibia makes are shared with central government (Mukwena 2000:30).

2.2.15 Challenges Facing Decentralization in Namibia

Studies by the Association of Local Authorities in Namibia (2003) indicated that the HIV and AIDS pandemic is a scourge, as it continues to rip of potential human resources that were targeted to develop the region. Namibia like other regions is hit by the HIV and AIDS pandemic. This has an effect on the life expectancy of the potential working group.

Freund (2007:187) observes that the constructions of large family-orientated housing estates in South Africa for the African and Indian people were poorly serviced with basic amenities, especially those of the Africans. Servicing of land required money. It happened that after 1980, employment became scarce in the city, particularly for the working class. This created tensions and politicizing struggles over rent and payments for electricity and other basic services.

While Namibia has been a country that was administratively run by the colonial Germans and South Africans, it is important to note that

development was not directed at the black people who lived contemporarily with them. Disparities existed between these two races (the whites and blacks) to such an extent that landlessness and poverty became prominent features amongst the black people. Discrimination in terms of settlements of dwelling was experienced and it should be made clear that blacks were settled in informal settlements where social and economic development activities were denied (National Planning Commission 1997).

When urban neighbourhoods in Africa were constructed or just laid out by the state, these were built for Africans who perform labour required in towns and these were in marginalized locations. However, as economies grew, these neighbourhoods were never sufficient. In North African cities such as Algiers and Casablanca, shack settlements, began to spring up beyond the demarcated areas of towns (Freund 2007:80-81).

The study carried out by the Association of Local Authorities in Namibia (2003) reveals that the relationship between informal settlements and the economic development of local authorities is influenced by poverty, landlessness and demands on new establishment of informal settlements to cope with population influx to the town, crime, debts on water and electricity, and many others.

Findings by the Association of Local Authorities in Namibia (2003) indicated that due to the fact that people do not have land, they demand land for new informal settlement extensions. It requires funds to bring infrastructures into these extensions and because people are unemployed, they are therefore poor and cannot afford purchasing houses, water and electricity as well as other basic needs.

Mukwena (2000c:31) states that the accounts of those in informal settlements are in arrears and are not settled in order to pay the running and maintenance costs of the infrastructures provided by the local authorities. The local authorities therefore run at a loss and are at risk in terms of continuity of service provision to these informal settlements. The other problem is the distance from central business districts as the people in informal settlements are constantly moved farther away from the central business districts.

Lessons to be learnt from the Namibian context are the similarities that were learnt from other global partners who applied decentralization as a system of government. The similarities Namibia has are such as corruption, mismanagement of funds, nepotism and political affiliation. While having educated people in the country, the government uses political powers to

dismantle the regional councils and local authorities by forcefully removing qualified people who are not from the ruling party and placing the people who are not qualified to run local authorities using Party loyalty and membership as a criteria. Jobs of higher ranks are only given to SWAPO Party loyalists, thus encouraging incompetencies. Most regions do not prefer employing other people from other regions to work in their regions (New Era of 6 October 2006 page 9).

The real possibility of opposition parties winning local elections and administering local councils clearly enhanced the legitimacy of local government in many parts of Côte d'Ivoire (Montgomery, Stren, Cohen and Reed (2004:392).

Totemeyer (2000:4) stated that racism, tribalism, nepotism, favoritism and all kinds of corruption are high at work in all different job industries. In most cases, no disciplinary actions are taken to those who are favored as SWAPO Party loyalists when they are corrupting the system. Allocation of tenders, shareholders of companies, boards of directors and chief positions are also done in the same manner. This has attracted many to battle for political positions so that they could get jobs through party tickets and this trend has led to the division within the SWAPO Party, because everyone should join party structures in order to get a better job.

Qualified personnel are leaving the country or opt for private businesses, because their qualifications and competencies were being undermined (Totemeyer (2000:4).

The Namibian Newspaper (2005:7) states that the system in Namibia is such that those who are not qualified are sitting in higher positions and their subordinates are qualified than they are. If vacancies are advertised, the selection panel ensures that far much qualified applicants should not be selected for interviews or are only selected for formalities and appearance purposes so as not to explore the most corrupt Public Service Commission in Namibia. This system is everywhere in most African countries.

2.3 Section B: The Impact of Decentralization on Service Delivery: A Global Perspective

There are two systems, which governments employ to manage the affairs of their countries and these are: centralized and decentralized government systems. The following scholars observed such systems as follows:

Donahue & Nye Jr. (2003:255-256) argue that centralization in North Korea was characterized by advantages such as aiming at controlling the

power of discretion of decentralized agencies as well as increasing the involvement of the economy and the society. Donahue & Nye Jr. (2003:255-256) further state that the formulation of plans and supervision of policy measures are implemented in this system of government for appropriate administration. North Korea prioritized the formulation of the national budget within the framework of the development plans.

Even if similar policies are followed across place and time, those policies are subjected to be dictated not only by underlying logics but by mundane politics (Fyfe & Kenny 2005:170).

Donahue & Nye Jr. (2003:255-256) indicate that any government ministry initiates the integration and modification of policy and measures in this system of centralized governance. The coordination of foreign finances and administration of government are conducted by means of economic research in order to achieve maximum control of finances.

Nevertheless, Donahue & Nye Jr. (2003:255-256) further viewed that there are disadvantages in this system of centralized governance such as making of decisions at the top of the hierarchical structure and this does not seem to include bottom up approach, because the grassroots levels are left out. In his views, he observes corruption to benefit only those in

higher positions at national level while the minority tribes in their various regional setups have been neglected. Poor planning in these systems of governance are the results and a consequence of such poor planning, other regions benefit from the national budget that is allocated while others do not seem to benefit at all. As a result of this, there are high rates of unemployment and poverty due to continued streaming of communities from rural to urban areas in search of better living conditions.

In contrast to centralized governance, Reddy (1999:13-14) states that decentralization has advantages of reducing bureaucracy and red tape. Reddy (1999:13-14) further argues that officials in the decentralized system of governance become more knowledgeable and sensitive to local problems than in the centralized system where they are only centralized at the national levels. Alternative means of decision-making from top to bottom in the decentralized system is created to allow the people on the lower levels to participate in the contributions regarding the development that target them. Central government levels and private sectors as well as community leaders participate in the provision of services. This is so, because stakeholders are well and properly coordinated to minimize duplication of functions or programs in their areas. This system of governance enables local leaders to locate services more efficiently in their communities. Political stability and unity is maintained by facilitating

participation of groups in different parts of the country in matters of development.

Pauw, Woods, van der Linde, Fourie & Visser (2002:236) observe that decentralization has disadvantages such as local authorities competing with other institutions for scarce financial resources and are inefficient, because they are not able to control resources in order for them to provide adequate services to their communities. In their observation, inequality is seen to increase social and religious disparities, because affluent groups and areas use their devolved powers to prejudice others. Local authorities become selfish and are dominated by powerful politicians and are therefore reluctant in implementing taxes or their legal powers. They further observe these local authorities to be often attacked in the news for alleged corruption and graft by their local communities. When power is devolved to a certain region or agency, separatist tendencies develop resulting in minority groups suffering severe repression of the past. These minority groups will have a desire to compete for sovereignty.

Hawkins, Lake, Nielsen & Tierney (2006:143) observe a South African local government system and state that 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 them so that they are sustainable. They further state that central governments decentralize responsibilities but do not decentralize financial resources to meet problems that come. In another scenario, they argue that central government may use decentralization to escape responsibility for certain matters by shifting the responsibility to their institutions.

Mukwena (2000:3) states in the case of Zambia's local government systems that sound financial administration is a crucial aspect and should not only be that of managing existing resources, but should also find sources of revenue. He further states that funds if not properly managed could adversely affect the entire operation of local government.

MRLGHRD (2008:8) observes that decentralization in Tanzania was used as a means to overcome the defects of centralization, identified as declining production, growing opposition to remove bureaucrats and a falling-off in levels of self-help.

Other countries in recent years opened up their markets and extended political freedoms while others made impressive achievements in economic growth. Democracy and economic growth did not make

significant changes in reducing poverty and inequalities in most parts of the world. The wealthiest of the world's people is well at 20 % and accounts for 86 % of private consumption while the poor is at 1 %. Although there were impressive economic growth rates of both China and India, those two countries failed to join the ranks of high income countries. In the past six years, 23 million people in Latin America went into poverty together with most African countries excluding Botswana and Egypt (UN-HABITAT 2007:156).

MRLGHRD (2008:24) using studies by Conyers & Hills stated that the objective of decentralization program in Zambia, Tanzania and New Papua Guinea, was aimed at ensuring that decision-making was done by the local people. This clearly indicates that, any project can only be successful if the local people through their participation and involvement in making decisions support it. Those systems failed to realize their goals successfully as mismanagement or financial resources became core problems. Subsidies were mismanaged and public funds were used for private purposes by the officials appointed to run the decentralization programs. Over-centralization of power and mistrusts of involved private and public stakeholders were experienced.

Studies by the former World Bank President Robert S. McNamara state that there is a growing awareness of the relationships between political and administrative organization and the attraction of social and economic progress. This was realized to balance the impacts of changes in political and administrative organizations. The centralization of power advances the interests of some groups of society as compared to those of others. These changed the patterns of resource allocation among regions and localities as well as the distribution of income and wealth by expanding or contracting the scope of political influence, increased or restricted the citizen's access to policy makers and to decision-making process (MRLGHRD 2007:1-2).

UN-HABITAT (2007:156) report indicates that globalization and urbanization are powerful forces of economic growth, as well as exclusion. The rural idealism of the 1970's gave way to the harsh urban reality of the 1990's where cities were regarded as engines of economic development and growth, innovation and creativity, but also seen as sites of severe poverty, exclusion and environmental degradation.

MRLGHRD (2007:9) argue that if government is keen in distributing the benefits of development more successfully, it should encourage local institutions to provide for popular participation, local leadership and

decentralization authority. To render efficient services, local authorities depend on effective local organization. Overcentralization of authority affects the administration of local development projects in many developing countries. Decentralization policies were put in places in East African countries such as Kenya, Tanzania and Sudan in the 1970's.

MRLGHRD (2008:1-2) argues that local government in the United Kingdom was faced with a problem of political power when local government had to refuse to do what central government wishes. The other problem is the issue of inequality of the delivery of services and corruption. In Latin America, they extended the term decentralization to include deconcentration or delegating decision making from the center to lower echelons of field officers.

Other studies carried by MRLGH (1998:12-34) in recent years revealed that in the early 1990's, decentralization efforts in African countries such as Uganda and Ghana have been made to ensure that sustainable development through decentralization is achieved. In Uganda, democracy was realized through participatory efforts by grassroots communities in which the communities own development programs and projects themselves.

MRLGH (1998:9-21) explained that in the Ugandan approach to decentralization, more information and decision-making come from the communities themselves. The village committees are formed and these work on problems identified by using the limited resources they have at hand. If they were unable to solve problems with their limited resources, they would then refer them to the next level higher than them.

Findings from the reports of the MRLGH (1998:29-31) show that in Ghana, the process is such that central administration is devolved to district levels. In this scenario, grassroots levels participate in planning, implementation, monitoring and the delivery of services.

MRLGHRD (2007:1) argues that local governance is a transfer or delegation of legal and political authority to plan, make decisions and manage public functions from the central government and its agencies to field organizations of those agencies, subordinate units of government, semi-autonomous corporations, area-wide or regional development authorities, functional authorities, autonomous local governments, or non-governmental organizations.

Cooper (2003:139), defines local government as government at local level functioning through representative councils established by law to exercise

powers within defined areas, which have 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. He further observes local government as encompassing a specific population residing within the confines of a definite territory, a legal entity of its own, which can sue and be sued.

Other studies by the MRLGHRD (2007:22) show that in order to achieve all aspects of capacity building, local government needs financial and technical support from central government. In this manner, local government development will be measured according to the use and maintenance of both local and external resources provided or available.

MRLGHRD (2008:25-27) states that routine control over local government requires that there should be machinery for ensuring that responsibilities are clearly defined, financial duties properly distributed, expenditure properly sanctioned, outlays honestly made, monies diligently collected, and property and financial interests protected.

Mawhood (1993:1-2) refers to decentralization being a creation of bodies, which are separated by law from the national center, in which local

representatives are given official power to decide on a number of public issues.

MRLGHRD (2007:3-5) argues that disagreements on the roles and functions of local government erupt in different government systems. A variety of observations from different scholars in terms of how different political systems and government function show how crucial it is for the government to adopt local government in order to develop in a collective manner.

MRLGHRD (2007:3-5) observes further that local government is a provider of services; which may act as an agency of higher levels of government; a force of liberty promotion; viewed as a limited government; perceived as a form of business; a learning institution; a conflict resolution agency; an advocate and an agency to combat the worst evils of bureaucracy. He further identifies the roles and functions of local government to be a service agency; a local agent of stability, law and order; an extension of central government and an agent of development. The local authority at that level should be able to function by carrying out the roles and functions it has been entrusted with and these should be clearly defined by central government.

In Kenya, Mawhood (1993:134) observed that the allocation of functions to local authorities did not properly materialize, because other local authorities did not have individual human resource capacities to perform such allocated functions. Important to know is that those functions vary according to whether the local authority is categorized as a municipality, town, urban authority or a region. A number of capabilities within each component were never realized. In the states that practice the allocation of functions to local government, functions are classified as mandatory (those which the local government should provide and if they are not provided central government may carry them out and surcharge such local government failing to honour its commitments). Other functions are permissive and these are those that they may have provided for if resources are available. Mandatory powers are always very much limited.

2.4 Conclusion

Once the functions and roles of each involved sector are spelt out clearly, central government concentrates only in policy-making and resource allocations where necessary in order to achieve the national ideas and values of sustainable development for the whole country. By so doing, decision-making process improves, because decisions are now made by

locals and time is shortened since other matters can no longer be referred to the central levels for solutions.

It is also important that the main actors in the structures including the policy-makers are well informed of practices taking place in other countries with or without similar political, economic and social environment/background. This gives an opportunity to rethink about the approaches being adopted in the country for central and local government structures in terms of properly defined operations and functions. Above all, this would enrich the policy, planning and implementation processes with the perception that there is always a better way of implementing the central and local government systems to make use of the decentralization approach efficiently and effectively in order to provide services to the citizenry in an equitable manner.

Policy implications and the performance of decentralization centered broadly on the procedures put in place in order to achieve services through decentralization. The organization of decentralization to give the institutional capacities and how they relate to service delivery was reviewed.

The observations or lessons learnt from those global decentralization systems were that of gross corruption in mismanagement of funds, over-centralization of power, educated personnel not attracted to work in rural and settlement areas, political interferences in administrative matters, nepotism and favoritism.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This chapter discusses the research design and methodologies used in the study. Interviews, structured questionnaires, observations and focus group discussions formed part of the methods used to gather relevant information for the study.

Six trained field technicians were used to gather data through interviews and completed the work as planned. The respondents' views during interviews were recorded; meanings interpreted and results to responses were coded in graphs, pyramids and tables.

3.2 Research Methodology

The descriptive research methodology was considered as a research strategy for this dissertation based on the formulated objectives of the study. This method also enabled the researcher to produce a detailed



description of variables of decentralization through the published sources and to evaluate decentralization and local government in Namibia (Fuchs 1980:6).

This study also employs comparative approach in various ways throughout. In the first place, it compares the institution of decentralization and service delivery in the constituencies of the region. Secondly, it compares the manner in which decentralization has been organized and put in place and how services are being delivered in the four constituencies of Otjozondjupa Region. Thirdly, it compares the roles played by all stakeholders in ensuring that their roles are fulfilled. Six field technicians were appointed and trained to administer questionnaires. The data was analyzed both qualitatively and quantitatively. Hypotheses were tested to give direction for the real situation of the impact of decentralization on service delivery in the region under study.

Data collection techniques employed were interviews, questionnaires, documentary research and on-spot observations. The researcher visited information academic centers and libraries in Namibia and South Africa for the purposes of literature review for the study. The researcher reviewed literature that was solely purporting to decentralization and local governance in Namibia.

Seven sets of questionnaires were prepared to review and evaluate the process of how decentralization is administered in Namibia, especially its impact on service delivery in Otjozondjupa Region. The manner in which policy formulation and implementation takes place at central and local levels was researched. The first questionnaire was prepared for central government, the second for regional councils, the third for local authorities, the fourth for service delivery, the fifth for traditional authorities, the sixth for capacity building and the seventh for focus group discussions.

Interviews were conducted with different people starting with top officials of government to community level officials. Interviews were conducted with different respondents from the central government. The respondents from central government ranged from senior management staff members, middle management staff members, junior staff members and staff representatives.

Interviews allowed the researcher to give more explanations to questions that were not clearly understood by the respondents. Deeper insights into questions that followed answers of respondents could be well handled. Research from documentaries was forming part of some pieces of legislation that had information regarding decentralization and local governance. Minutes of Council meetings and some relevant documents

were also reviewed in order to gather data necessary for the successful completion of the study.

The study was set out to find how decentralization and service delivery are crucial and more central to improving the living standards of the Otjozondjupa Region.

3.3 Research Design

Interview data collection for the study took place in the four selected constituencies of Otjozondjupa Region and these are Otavi, Otjiwarongo, Okakarara and Okahandja. A total number of 100 respondents participated in the interviews in order to gather data for this study. Twenty (20) strategic respondents from each constituency and twenty from central government were interviewed using structured questionnaires. Sets of questionnaires were dispatched to those constituencies with field officers.

Field visits were conducted in the four constituencies and two settlement areas of Okamatapati and Kalkfeld. During this time, regional, constituency and settlement areas were visited and personal interviews conducted. Six trained field technicians were appointed to administer

questionnaires. There was a field officer in each of the four local authorities, and in each settlement area, respectively.

The Ministry of Regional, Local Government, Housing and Rural Development provided relevant documents relating to the decentralization policies. These documents such as First National Development Plan (NDP 1) and NDP 2 provided information related to the study.

3.4 Data Sources and Collection Procedures

3.4.1 Introduction

This section looks at the data sources and collection procedures. The use of primary and secondary data collection techniques were employed in the study. Personal interviews as well as on-spot observations were used. Questionnaires and focus group discussions were used as procedures of gathering data for the study. The sampling techniques in the sample population were used for the purposes of getting information from all constituencies.

3.4.2 Data Collection Procedures

Questions were developed and tested with communities that were not part of the study for correctness and relevancy. Field workers were trained on implementing questionnaires. They were also trained on how to carry out interviews and how to facilitate focus group discussions. Attention was also given to particular issues to look for as indicated during the observation process.

3.4.3 Data Sources

Both primary and secondary data were collected during the research. In order to collect relevant information, the following methods were used: interviews, on-spot observations, questionnaires and focus group discussions. Secondary data was collected by reviewing strategic relevant documents from libraries, archives, professional journals, periodicals, dissertations / theses, symposia, research works and newspapers. The centers where the data was collected were located at the Central Government, Otjozondjupa Regional Council, Otjiwarongo Municipality, Okahandja Municipality, Okakarara Town Council and Otavi Village Council. Otavi was once a municipality, but lost this status, as it was not able to sustain itself financially.

Those documents provided gave more data on government developmental plans and activities of the past, present and the future. The documents ranged from unofficial, published and unpublished, private and public.

Interviews

The role of interview in everyday life has become unquestionably important. Our success at it determines whether or not we get that job we want most or that loan we need (Briggs 1986:1). In research, interviews help us discover how our informants categorize knowledge around them (Spradley 1979).

The interviews were conducted in Otjozondjupa Region from May to June 2005. Interviews were conducted through face-to-face, telephonic as well as by field officers who were trained to handle questionnaires from different angles. The face-to-face interviews were conducted to 100 people in total. These were randomly selected from central government, regional councilors, regional development committees, local authorities' councilors, traditional leaders, officials from community members and settlement officers.

The purpose of the interviews was to address the research question on the impact of decentralization with regards to service delivery in the study area.

Out of the total number of 7 constituencies in Otjozondjupa Region, a random sample of 4 constituencies was selected for interviews. The governor and the chief regional officer assisted in making those four constituencies available. The sample size was constituted of 100 participants, which were selected to participate in the study. From each constituency a total number of 20 participants were randomly selected, which means 80 participants were selected. From the Regional Council and central government 20 participants were selected. This brought the total sample size to 100.

Diagrammatic Representation of the Sample Population in Otjozondjupa Region

Sample Population	No. of participants randomly selected for interviews from the sample population
Okahandja	20
Otavi	20
Okakarara	20
Otjiwarongo	20
Regional Council & Central Government	20
Total	100

In total one hundred (100) people were interviewed. Twenty (20) respondents were interviewed from central government, (20) from Okahandja, (20) from Otjiwarongo, (20) from Otavi and (20) from Okakarara. Those interviews centered on people from the levels consisting of Chief Regional Officers, Mayors, directors, development planners, regional councils and local authorities councilors, traditional leaders and other individual community members. Interviews were conducted in different languages, such as Otjiherero, Damara>Nama and Afrikaans, by field officers who were used as questionnaire administrators and translators.

In most cases, informal interviews were conducted in the study than formal interviews. Sometimes, formal interviews were followed up informally, especially when only one question needed a short clarification to get the exact answer needed. It was discovered that informal interviews were also very essential in the research process. In this research work, informal interviews became more prominent as the very best channels of getting information from respondents as well as the basis of locating documents and other sources of information needed to make this study a success.

Observations

It is interesting how Spradley (1980:59-60) describes a passive participant observer as one who is present at the scene but is not getting involved in what is taking place. Nyati-Ramahobo (1999:71) speaking of a moderate participant states that: 'a moderate participant is one who gets involved sometimes but not always. Such participants step in and out of the society they are observing, so that they are both inside and outside members of the society, but not fully partaking in activities. Such situations were observed during observations to participants in the research.

Observations, included activities such as meeting time, break periods during workshops, working times during working hours, number of councilors, number of officials, offices, furniture, buildings and many others. Observations in most cases concentrated on Council Chambers and centered upon one or two councilors and upon one or two officials. The other center of observation was directed to traditional leaders and their relationships with their subjects.

Questionnaires

Structured questionnaires were prepared. These questions were prepared as open ended and closed questionnaires. Questionnaires were from APPENDIX A to H. Appendix A was a letter to the respondents. Appendix B was prepared for Central Government, Appendix C for Regional Councils, Appendix D for Local Authorities, Appendix E for Service Delivery, Appendix F for Traditional Leaders, Appendix G for Capacity Building and lastly, Appendix H for Focus Group Discussions.

Focus Group Discussions

Focus groups were organized to discuss structured questionnaires that were predetermined. In most cases, these discussions went into informal discussions as the participants discussed freely on decentralization and service delivery issues. Other members of the focus group discussions could not express their deliberations out of shyness and/or fear of expressing themselves. Other members dominated the discussions. Much was learnt from their deliberations and answers provided during the discourses.

3.5 Data Analysis Procedures

Data was collected from different sources and therefore needed several coding systems to suit the kind of data being handled. All interviews from different sources such as high-ranked officials of central government, regional councils, local councils, traditional leaders and group discussions were recorded in the notebook and were then entered into the computer.

Two methods were used to interpret data. The first method used was to search for meaning, which ran across data, making sense of what informants and documents said and what was observed in the true sense. The second method used was statistical analysis. These two methods guided the researcher to direct the interpretations of data and thus able to draw conclusions during the research process. To summarize data collected, data was coded and arranged into tables and graphs as indicated in chapter 4 of this research.

3.6 Testing of Hypotheses

Hypothesis One: that decentralized local governance has no impact on service delivery in Otjozondjupa Region. Based on the data collected,

hypothesis one is correct. Services are still directed from central level. There is an uneven socio-economic development in the areas of Tsumkwe Constituency where telecommunication systems, roads, health services and electricity are not provided. 83 % of HIV and AIDS cases according to statistical data were observed in the Okahandja Constituency. This pandemic targets the most potential active group of the community. Otjiwarongo has about 73% of the pandemic. Lack of capacity in terms of skilled manpower is common in Okahandja, Tsumkwe, Otjiwarongo and Okahandja Constituencies, in which 80% of the population is unskilled, but perform jobs that need highly skilled manpower.

Unemployment rate is at 32% in the entire region of study and poverty is the result in this case. There is a lack of funds to empower the communities in creating wealth by engaging themselves in small business ventures. Poor planning is high in areas such as financial management, human resources training and management, budget, land use, material resource allocations and proper management. There are inadequate community and staff houses in areas such as Okahandja, Tsumkwe, Otjiwarongo and Okakarara. There are health centers, but are not enough nor are they adequately staffed. Clinics are few and people walk long distances to get to the nearest health center or clinic. Police stations are few and situated in vast distances between each other, and in most cases criminal cases

do not receive the urgency they deserve. There is an acute shortage in the police vehicles and this mostly affects the operation of police officers when they are expected to respond to crimes (National Planning Commission 1997:8).

The magistrate courts are also few and situated in vast distances from one to the other, because of this; court cases are not attended to on time. There is also a sharp shortage of prosecutors, lawyers and magistrates in courts. Because of such shortages, these court officials exercise their duties by engaging mobile services, thus resulting in many serious criminal cases not finalized within expected time frames. Facilities such as clinics, magistrate's courts, hospitals, schools, libraries, health centers, roads, etc., were earmarked for upgrading and expansions or new constructions to add to the existing ones, but to date; none of these plans has been realized. As a consequence of this, staff members are discouraged to work in places where there are no proper education facilities for their children, no electricity, no telephones, no transport, no computers, no postal services, no housing facilities, etc. Service delivery is highly affected in this way, because highly skilled manpower such as doctors, dentists, teachers, etc., are not willing to work in such conditions (National Planning Commission 1997:8-9).

Furthermore, sanitary facilities are not available in most informal settlements of all the four constituencies that were studied. Refuse removal and clean surroundings are not well maintained. It is therefore safe to say that service delivery is acutely affected.

Good health, educational and social welfare facilities are provided within the formal urban centers while the rural areas are deprived of high quality service provision. Weaknesses within the urban services sector are the lack of high quality roads within the settlements as well as the low quality and irregular maintenance of existing services in Otjozondjupa Region. The region also lacks engineering expertise to monitor and maintain the urban service networks. Therefore, based on the data collected and analyzed, the null hypothesis that decentralized local governance has no impact on the public service delivery in Otjozondjupa Region is thus accepted.

Hypothesis Two: that decentralized local governance has an impact on service delivery. Services of surveying and servicing erven as follows were planned: 400 erven in Okatjoruu, 580 in Coblenz, 350 in Tsumkwe and 150 in Okandjira. These erven were never attended to nor provided to communities to start building their own houses. Poor planning from the part of regional councils and local authorities as well as their incompetent human capital contributed towards the failures in implementing these

plans. There is more land in Okahandja to establish low-income houses, because there is a shortage of houses for such group. In the 5 year regional strategic plan, rural electrification was one of the key services that were prioritized to be accomplished by government, but this has not been realized. Based on the data collected, hypothesis two is not supported.

It was hypothesized that there were provision of adequate housing, rural electrification, improved infrastructure, provision of services, that employment was given according to gender balance, but it was discovered that women's labour force participation rate in the region is low as compared to that of the region's males: 66% of women and 85% of men. The respondents also indicated that women are under-represented in the economically active sector of the labour force. The respondents indicated that in most cases, people with disabilities are marginalized groups.

The data analysis on the performance of decentralization for equity service delivery revealed that the policies of decentralization are not fully implemented. Decentralization is still slow and many programs are still on paper and have not been implemented. In this region, it was indicated that the implementing agents are not competent to ensure that services

are equitably delivered. The region has not been fully served in terms of other essential services such as law and justice, transport, communication, education, and housing, especially those areas of Tsumkwe, Okakarara and Okahandja. Using these results, the alternative hypothesis that decentralized local governance has an impact on service delivery in Otjozondjupa Region is not accepted.

3.6 Limitations of the Study

Nyati-Ramahobo (1999:22) states that what makes a good study is not that it is without limitations, rather, it is because the researcher is aware of such limitations and makes provisions to curb them.

The researcher encountered various constraints during the field study. The distance traveled to get data through interviews in all the sample areas was vast. Respondents had suspicions that led to unwillingness and lack of cooperation with the researcher. The researcher mainly noticed this problem in Okakarara, Otavi and Otjiwarongo.

The permission granted by the North West University and from higher officials of the institutions under research prompted the researcher to conduct interviews in order to prevent those suspicions arising from the

part of respondents. The researcher was viewed as an alien in the areas, but the use of research assistants from the localities was more helpful. A lack of more information as required by certain objectives was discovered.

Public servants felt that the researcher was sent to spy on them and finding how weak they were in the delivery of their services and the implementation of the decentralization program in the region.

3.7 Conclusion

This study employed descriptive and comparative research methods. In the descriptive method, it helped the researcher to describe the extent to which decentralization is perceived and the manner it is used to incorporate all aspects of equitable sustainable development in the Otjozondjupa Region. The study seeks to discover and understand how decentralization policy functions in the region. The study also seeks to understand the relationship between decentralization and service delivery in the communities of the region under study.

Furthermore, the study seeks to understand the relationship between decentralization policies and their implementation strategies and how

they have performed to bring about change in terms of sustainable development in the entire region.

Data collected and analyzed for this study has brought supporting evidence with regards to the hypotheses and the actual situation on the impact of decentralization on service delivery in the region under study.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Introduction

This chapter provides a presentation and statistical analysis of data that would lead to the coming chapters. The chapter begins to bring out critical discussions as viewed during the fieldwork. The hypotheses results are discussed here in more detail. In this chapter, the organization of the study in which in-depth insights on the relationships of the key factors and their meaning to the study as indicated by the time of field interviews is discussed. The data analyzed and presented is based on the results the respondents indicated in the 219 questionnaires distributed. The hypotheses formulated in the first chapter have been tested and reported. The findings with regards to policy implications of decentralization and its impact on service delivery in the region are identified and discussed. The extent to which decentralization is performing and limitations with regards to capacity of the operational systems of local government reform are discussed in detail. The roles decentralization is playing in the sub-levels of government in order to achieve equity in service delivery in the entire region were also analyzed.

Data is presented in tables, charts, pyramids and graphs to summarize information needed to answer the objectives of the study.

Study Area

Table 4.1 below shows the population age group distribution of the study area. It brings out an interesting observation in which the majority of the population in the area is between the ages of 15 to 59. A strategic age group with regards to development demands lies within this age bracket and it is important to note that proper education, prevention against HIV and AIDS, unemployment and poverty need to be well addressed in order to propel with development. This is a potential age bracket, which determines the destiny of the region's development plans and growth. More need to be done to ensure that the community has access to better education and health aspects in order to realize and maintain service delivery hence benefiting from decentralization.

Table 4.1 Population distribution by area and age group, Otjozondjupa Region, 2001 Census

Area	Percent in age group				Not stated
	0 - 4	5 - 14	15 - 59	60+	
Otjozondjupa	14.2	23.6	55.4	5.4	1.5
Urban	12.0	19.7	61.5	4.9	1.9
Rural	15.7	26.3	51.1	5.8	1.2
Grootfontein	13.8	20.4	60.2	3.9	1.7
Okahandja	12.4	20.6	60.5	5.1	1.4
Okakarara	14.2	26.3	49.2	8.5	1.8
Omatako	16.8	28.7	49.7	3.9	0.8
Otavi	14.2	20.9	57.8	5.0	2.0
Otjiwarongo	12.0	20.5	60.3	5.5	1.7
Tsumkwe	16.0	28.3	47.6	7.1	1.0

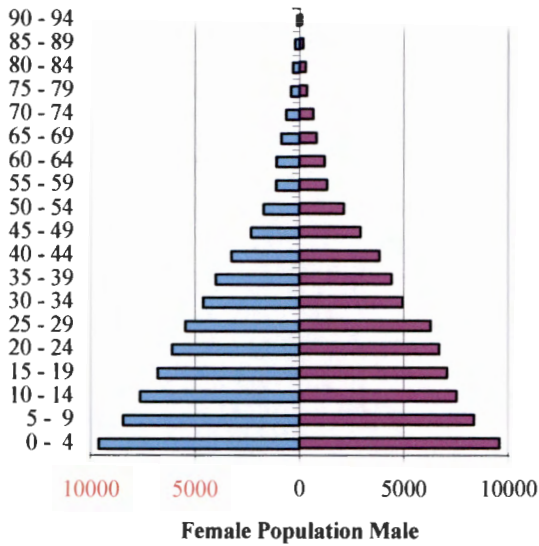
Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

Age Structure: Regional Level

Fig. 1 shows age distribution of the region. 2 out of 5 persons in Otjozondjupa Region are aged between 0 - 15 years. The age distribution of the population by broad age groups and by area is presented in Table 4.1. At the same time, Figure 1 presents the regional population pyramid by 5-year age groups. Observation from the table reveals that the population of Otjozondjupa Region is relatively young, as 38 percent of the whole population is under 15 years of age. This is more pronounced in the population pyramid, which has a very broad base and a very narrow apex. The proportion of the population aged 60 years and above, i.e. the senior citizens is about 5 percent. More than half of the population belongs to the economically active age groups: of 15 to 59.

Figure 1: Population Pyramid, Otjozondjupa Region 2001 Census

Source: Republic of Namibia 2001 Population and Housing Census - Otjozondjupa Region



Map 1 below shows the different 13 regions of Namibia and reveals the position of the study area in relation to other parts of the country. Otjozondjupa region is well placed in the center of Namibia.

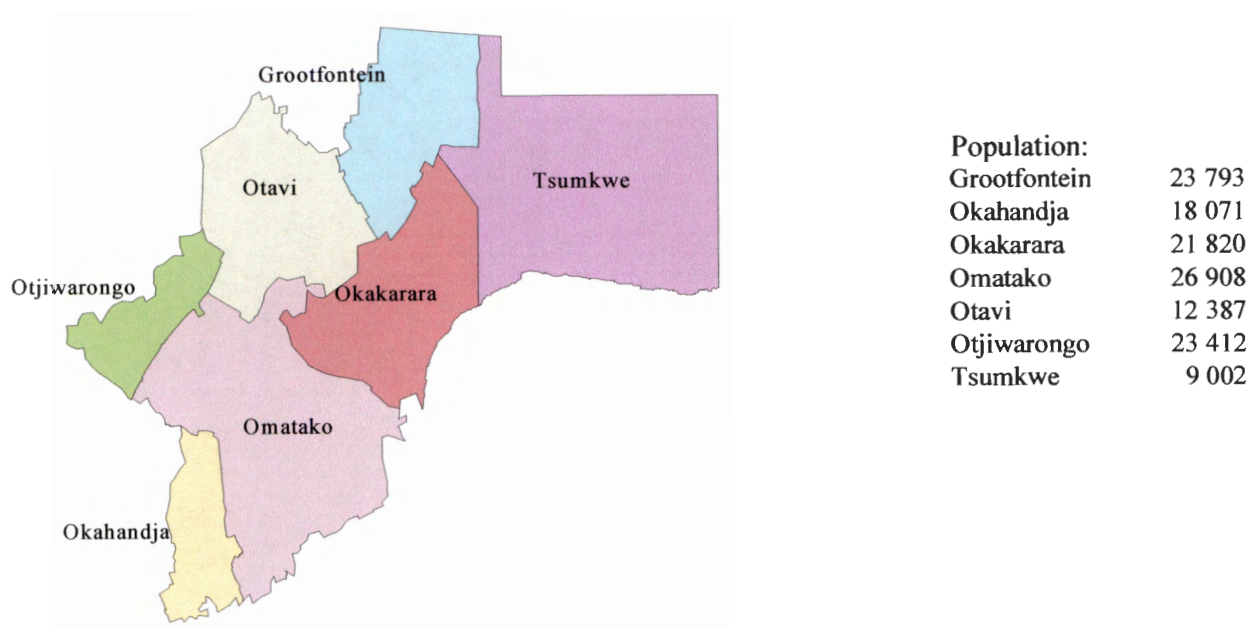
Map 1: Regions of Namibia



Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

Map 2 below shows the whole region and highlights specific constituencies where interviews, group discussions and field visits were conducted. The population figures are also documented so as to give the reader informed details on the population status of the region per constituency that was studied.

Map 2: Otjozondjupa Region



Source: Otjozondjupa Regional Plan 2001/2002 - 2005/2006

4.2 The Organization of Decentralization in Otjozondjupa Region

The data revealed that the first five-year development plan for Otjozondjupa Region, 2001/2002-2005/2006 is part of the realization of the government's policy objective on decentralization in order to achieve expanded development for all the inhabitants of the region. It was further revealed during the study that both decentralization and capacity building programmes at the regional and local authority levels are aimed at strengthening regional institutions so that Otjozondjupa Region and its population would be empowered to undertake an active role in planning, implementation, monitoring and evaluation of the process of decentralization. The region embarked on a bottom-up approach, thus giving all structures involved in the process to give inputs. The study revealed that provision of services ensures that the implementation of decentralization is not just an organized system of approach and well-structured programme, but a program that meets targeted goals.

The respondents in the regional council of Otjiwarongo indicated that the region ensured that sound measures in the discipline regarding budgeting and budget implementation are put in place. Secondly, the region put in place constant physical monitoring and evaluation of projects. Thirdly,

sensitization of councilors, staff and the general public in the region and on the regional plan to ensure full support by all stakeholders in and outside the region was crucial for the region. Fourthly, mobilization of financial, material and human resources, both internally and externally was a dire need. The study further revealed that in order for the activities of development to be carried out effectively, the region used a bottom-up approach and structured itself as follows:

4.2.1 Composition of Regional Councils

The study carried out indicated that regional council is composed of the Regional Governor who is the chairperson chairing all Regional Council meetings, the Chief Regional Officer who is the secretary of the Regional Council as well as being the head of administration accountable for the implementation of all regional, local and central government programs in the region. Data further revealed that there are Heads of Departments of line ministries, a representative from each local authority in the region, non-state actors (NGO's, CBOs and Private sector), a representative from each Constituency Development Committee (CDC) and the Directorate of Development Planning, which is the secretariat.

4.2.2 Composition of Local Authorities

Data collected from Okahandja Constituency revealed that Local Councils consist of seven councilors elected from various political parties. The Mayor is the chairperson of Council followed by the Deputy Mayor. There is a Management Committee headed by a councilor as chairperson, followed by the deputy chairperson, a *secundi* and then other councilors as additional members. The key informants revealed that the Chief Executive Officer implements the decisions made by Council. The different Heads of Departments form part of Management Committee, whose functions are to advise council as well as carrying out administrative work.

The respondents revealed that the main activities of local councils are to ensure that the infrastructure in urban areas is provided. Among those services provided are such as sewerage, water supply, refuse removal, selling of plots/erven, provision of electricity, law enforcement, provision of roads and maintenance thereof, providing employment to the communities, providing licenses to businesses, transport and many others alike.

4.2.3 Composition of Traditional Authorities

Data collected revealed that traditional authorities in the region form part of the local government management. Those traditional authorities have their chiefs, sub-chiefs and headmen who were put in power by their subjects in each community. The traditional leaders inherit chieftainship from their forefathers. These leaders are heading a certain community according to tribes. The Ovaherero have their own chief who is a paramount chief under whom are other sub-chiefs. Second to the paramount chief is a senior councilor, the councilors and then headmen who are in villages running them on behalf of the chief and reporting on any activities taking place. The traditional authorities have Village Development Committees who coordinate development programmes and projects with elected constituency councilors to report on all developmental activities to the regions. The study shows that constituency councilors sitting on a regional council put all development agenda points in meetings held at the regional council headquarters.

The data from key informants indicated that the community is mobilized to elect their own councilors in constituencies and these become their political leaders linking them with the regional councils. Data further indicated that those elected constituency political leaders receive

development projects and programmes from the grassroots people, which are to be implemented in a given financial year according to the five-year regional development plan.

4.3 Policy Implications and the Performance of Decentralization

From the data collected, 95% of the respondents indicated that implementation of the decentralization policy in the Otjozondjupa Region is a good stance taken by government in bringing services closer to the people. The respondents indicated that the rationale for putting up decentralization policy in place was that of delegating functions and powers from central government to regional and local authorities in order to give the local people the benefit of decision-making.

The study carried out in the study area revealed that programmes of action focus on the evaluation of the existing situation and the demands imposed by the decentralization policy on the region. The study further revealed that the Decentralization Master Plan for the Otjozondjupa Region has been compiled. 60% of the key informants further revealed that training of regional and town councilors in order to equip them with strategies on how to implement the decentralization policy had been conducted.

The purpose for instituting the decentralization policy as indicated by 80% of the key informants from Okahandja was that of transferring political, administrative, legislative, financial and planning authority from the center to regional and local authority councils. 90% of the respondents indicated further that decentralization promotes participatory democracy and empower the local communities to make their own decisions. 65% of the key informants observed that regional government lacks human and institutional capacities that need to assist in the interpretation of national policy frameworks and formulation of regional plans and programmes.

25% of the informants in Otjiwarongo Constituency indicated that there is a Regional Development Plan that is divided into three parts, which is documented in the Otjozondjupa Regional Development Plan 2001/2002 – 2005/2006. The first one is the Overview of the Region, which shows a situational analysis of the region as it is now, indicating the directions for future developments; secondly, the Development Plan Framework that indicates the broad thrusts of the sector development to be implemented in the next five years. The last one is the Programme Summary, which indicates programme objectives, activities and projects aiming at meeting the development goals of the region and of each sector.

The survey conducted in Okakarara Constituency indicated the following duties and functions as key for regional planning and development: the physical, social and economic characteristics of the region; the distribution, increase, movement and urbanization of the population; the natural and other resources and the economic development potential of the region; the existing planned infrastructure; the general land utilization pattern; and the sensitivity of the natural resources.

97% of the literature gathered in the study area indicated that other powers accorded to local government are those of advisory roles regarding the issues that affect regional development planning and as well the authority to make recommendations to the Ministry of Finance and the National Planning Commission Secretariat (NPCS) on matters regarding the region's annual budget preparation. Other powers of the regional councils extend to that of an advisory role to the State President, or any Minister, on issues affecting the region. Furthermore, respondents indicated that regional councils are able to enter into agreement with central government, another regional council or a local authority for the provision of services on an agency basis.

The study discovered that the decentralization units of the line ministries are dealing with sectoral programmes and projects. The study further

revealed that NGO's are playing a role in rendering development services at the local community levels and have helped communities in designing projects that fit the people at grassroots levels. 66% of the respondents at Otjiwarongo regional office indicated that inputs, which are identified are coordinated between the line ministries at regional level. The Regional Development Advisory Committee coordinates those inputs to ministries, local authorities, constituency development committees and so forth. Projects proposed are submitted to the NPCCS by the line ministries for scrutiny and inclusion in the National Development Plan II.

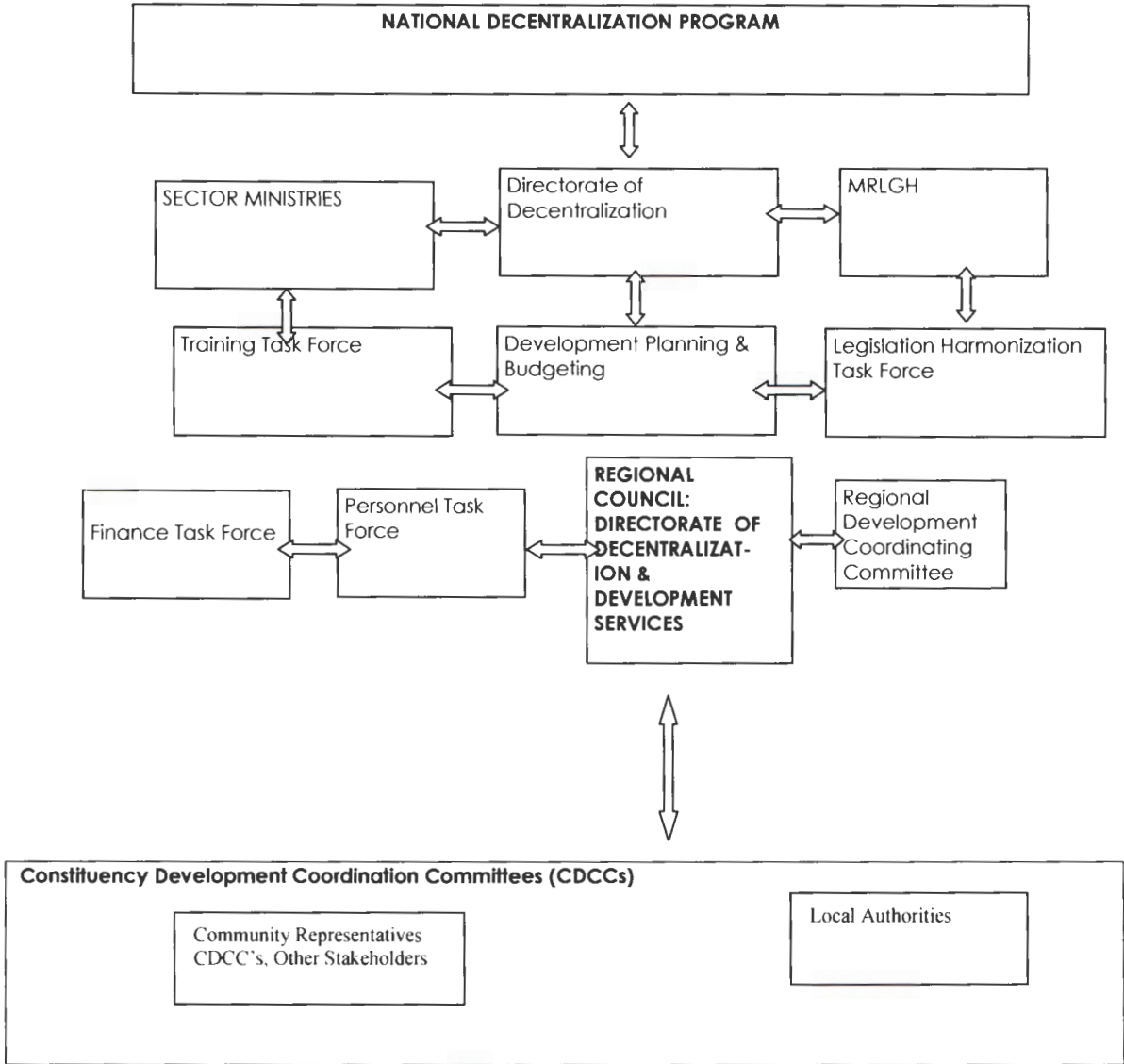
98% of the key informants at both central and regional levels revealed that top-down approach to decision making so far, has not been fully successful due to ineffective development planners deployed in the regional councils. In addition, respondents pointed out that coordination and the flow of information between the ministries and regional councils have not been achieved. The survey showed that reasons to this are that other ministries have not yet decentralized their services to the regions. The surveys conducted in the study area further indicated that ministries that have decentralized services are those of Health, Education, and Regional, Local Government and Housing. 81% of the respondents argue that the Ministry of Home Affairs has not decentralized vital civic services such as issuing of passports and identity documents to the region. For the

regional council to be able to take up the challenge of a coordinating role, the study revealed that the capacity is still lacking. It was found during the field study that this task is not an easy one nor is it a “quick fix”, as the financial foundations of the regional council are only limited for the purposes of gradual development of its human resources and institutional base.

The field surveys revealed that the regional council assumes a more distinctive role in approving and submitting development proposals to central government for assessment and then referred back for implementation by the region. In most and not separate cases of all the constituencies, 99% of the respondents indicated that the budget as proposed by the regional council is cut, resulting in most programmes and projects not realized as per plan of the region.

See Figure 2 for illustrations on Institutional Framework for Decentralization

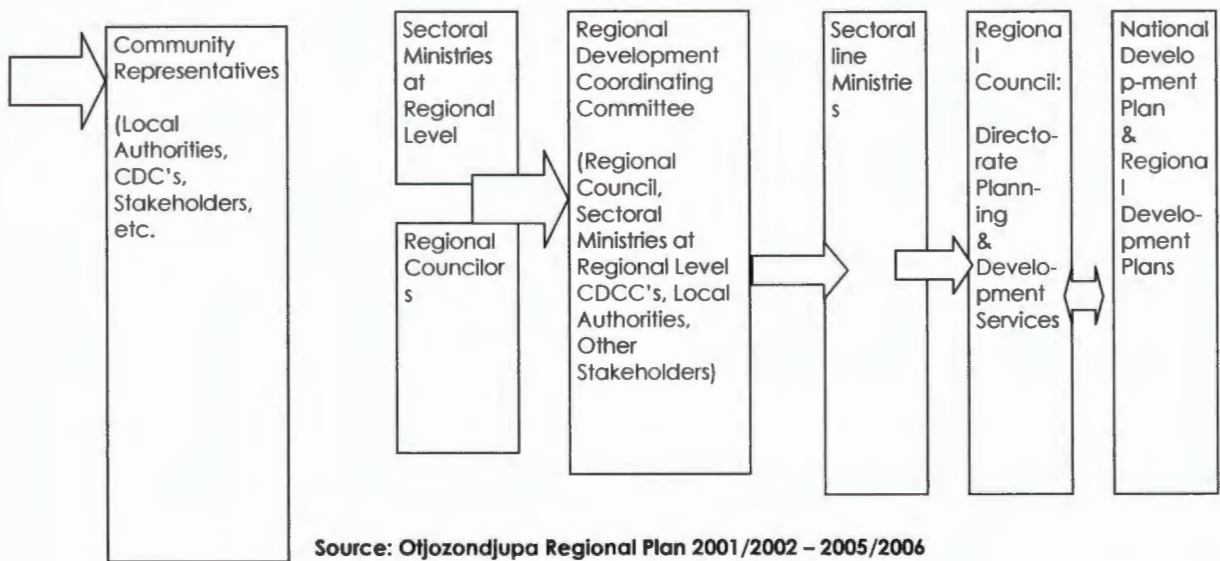
Figure 2: Institutional Framework for Regional Decentralization



Source: Ofjonzondjupa Regional Plan 2001/2002 – 2005/2006

Figure 3 below shows how communication channels between various government ministerial levels, regional councils and local authorities are operating to ensure that decentralization and service delivery are fully coordinated through these different levels.

Figure 3: Proposed Communication Structure for the Institutional Framework for Regional Planning in Terms of Proposals, Programmes and Projects



According to respondents from central level, decentralization has not yet been fully implemented. The regional council only has proposing and monitoring roles while the line ministries have the implementation roles. The literature indicated that implementation of all national development programmes and projects as set in the NDP II is the responsibility of all the

sections of government. The literature further reveals that projects as contained in the NDP II passed through a screening process to ensure that they are consistent with the objectives and strategies set. The recurrent costs of running and maintaining of those programmes have been quantified. 98% of the respondents in the study area argue that little has been done in realizing those objectives leading to the implementation and completion of such development programmes. They argue that incompetent human resources are low in planning and implementation capacities. It was observed in the study that such incompetencies result, because those human resources lack skills and training in the various fields they occupy.

The study revealed that improper placement and selection of competent human resources are other confounding factors. 93% of the respondents indicated that there is also a lack of material resources. Field surveys revealed that financial resources are also constraints that bring shortcomings in the delivery of services in some regional and local authorities.

Literature revealed that the decentralization policy engaged by government is implemented in the regional and local levels by following this program below:

Table 4.2: Implementation of the Decentralization Policy in the Otjozondjupa Region

Code	Name of Project	Source	Total	Estimated Expenditure in years					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Otjiwarongo Decentralization Master Plan compilation	MRLGH Regional Council	1,270	270	1,000	0	0	0	MRLGH Regional Council Local Authorities
1.2	Otjiwarongo, Regional, Town Village Councilors and Staff – training	MRLGH Regional Council	750	750	0	0	0	0	MRLGH Regional Council Local Authorities
	Total Allocation		2,020	1,020	1,000	0	0	0	

Source: Otjozondjupa Regional Plan

Table 4.2 above indicates how the implementation of decentralization has been organized using a five-year strategic budget to ensure that all programs of decentralization are implemented and finally achieved.

4.4 Government Commitment to Decentralization and Service Delivery

The literature revealed that local government after the independence of Namibia was the responsibility of government to ensure that services are equitably delivered to all Namibians. The literature studied revealed that, previously the white community benefited more than the black

community. The literature further indicated that services delivered by the white colonial South Africa such as health, housing and clean water supplies were discriminatory. Field surveys conducted in all constituencies revealed that, in terms of housing; the white community lived in better housing conditions as compared to the blacks. The study carried out in all the constituencies of the study area indicated that black informal settlements were rampant and were located in bad and hardship conditions further away from the whites. These inherited disparities were discovered in all the towns of the region.

In Okakarara for example, the study revealed that the white settlement is located 3 km away from the black settlement. 98% of the respondents indicated that better services were only given to the white community and not to the black community. The study further revealed that the types of housing conditions and structures show wider differences. Those built for the white settlements were having large yards and were very spacious and attractive as compared to those of their counterparts, the blacks. The key informants at Okakarara indicated that the situation today is such that black communities who are well off with life and can afford living in those previously white owned houses have mingled with those whites who chose to remain behind after independence in 1990 when others left for South Africa at the expiration of the colonial era that overshadowed

Namibia over 106 years. The study revealed that black and white alike buy those houses with the help of banks and government in order to encourage communities to own their own homes.

4.4.1 The Role of Central Government

According to the revelations of the study, the roles of central government were to provide the sub-levels of government with policies, technical, financial support and mediating NGO's that come in both nationally and internationally with the intention of providing projects into the communities residing in the sub-levels of government. In most cases, literature revealed that sub-levels of government have been provided with policies while in most cases, this has not been done in other areas of the region. The study revealed that central level has provided for the interpretations of statutes from English to indigenous/local languages in the region for them to familiarize themselves with such policies fairly well. It was revealed that implementing agents are neglecting or are incompetent in the performance of their duties to ensure that effectiveness and efficiency of service provision through the use of these policies and the available limited resources are attained.

4.4.2 The Roles and Functions of Local Government

The fact that decentralization has to be exercised at local levels as well as at the central level plays an important role with regards to which functions each level has to implement, stick to, monitor and evaluate progress thereof. The roles of local government are not only limited to certain parameters, but also go beyond those to include inherited functions such as privatization, commercialization, or public/private partnerships. This implies that they have to acquire skills and discipline to discharge such service provisions. Inherent to local government is the effective management of disasters as they are much closer to the people where the disaster is occurring. It was discovered during the research that decision-making is still lying with central level, which case delays the resolutions to problems at hand.

The functions of central government have been decentralized directly to two autonomous levels of the same government, viz. regional councils and local authorities. The regional council oversees non-urban areas as well as covering the areas in which local authorities fall. This gives the regional authority the power to coordinate functions and responsibilities vis-à-vis central and local authorities. Traditional authorities are also incorporated into the local government in order to manage services properly.

The study indicated that local government does not represent the intentions of affording beneficiaries the right to govern their resources and administrative structures on their own. Government is having more grips and controls on the manner local government is run.

86% of the respondents indicated that local government reform came as a result of the pressing needs of the community and how these pressing needs could be addressed to solve them in a reasonable time period. Decentralization therefore, according to informants came to the fore, as a major change effort directed at transforming the way the governance of people, the mobilization of resources and the delivery of equitable services could be organized to meet those pressing demands.

92% the respondents from central level indicated that the reform started at central level by restructuring institutional arrangements such as the government ministries, parastatals, regional councils, local councils, and traditional authorities with their communities. These major changes also involved how the NGO's would feature in the arrangements in order to render services prolessly. The decisions would therefore be made at the local government as well. From what the region experienced to this end, the data collected shows that there have been changes, but the power

and authority are still more centrally located at the higher echelons of government. Bureaucracy is still tight and the fewer services delivered are not adequate for the communities who need them.

According to respondents from the regional office in Otjiwarongo Constituency, local government is set for the region to implement activities, decisions, programmes and projects from central, regional and local levels including parastatals as well as NGO's. The respondents in all the constituencies studied indicated that local government is not given all the powers, duties and functions they were supposed to have been entrusted with. This therefore leads to services that the communities expect not to be effectively delivered.

The respondents cited the issuing of identity documents and passports still centrally located and which causes inconveniences to communities in the region through delays experienced in receiving those documents.

79% of the respondents argue that regions have to ensure that such documents are collected from the central to the local levels of government. This normally takes at the longest, two to three years before one receives his or her identity document. If local governments were

given full mandate to conduct or deliver such services, there would be minor delays in the communities receiving their documents.

The power to make decisions on budgets and other powers on staff changes are still central to government and this takes long for a staff member to be relocated with all the benefits.

4.5 Public Service Delivery

48% of the respondents indicated that some public services are performed moderately, but others do not receive attention they ought to receive. This is a shortfall in the service delivery and comes as a consequence of incompetent human capital. The human capital is negligent and not qualified enough to perform such services to the communities in the centers they were deployed. The other reason central to this is the mismanagement of funds and corruption from those staff members who want to enrich themselves with funds allocated to local government. There is also a situation of the lack of machinery and equipment to carry out services satisfactorily. However, those below are the services rendered.

4.5.1 Law and Justice

The study indicated that there is a greater demand for the upgrading of existing facilities in the law and justice sector. It was revealed during field visits that there is an acute shortage of vehicles for service delivery at police stations. Police stations are far apart from each other and most areas are located far from such facilities. Some other police officers are not able to take statements nor communicate well to address pressing public complaints in charge offices, border posts or other important points where they are deployed, due to their low educational levels. The study revealed that magistrate's courts are located far from being of access to people.

It was observed during the field surveys that there are no adequate housing facilities, transport, schools, recreational activities, libraries, etc. established for staff members in some areas in order to attract competent personnel.

In table 4.3 below, funds are allocated in the five-year decentralization development program to enhance law and justice in the region as a service. It is disappointing that the funds allocated in the 5 year strategic plan were not utilized due to incompetent human capital and poor

planning in existence. This can be clearly observed from the budgets of the financial years 02/03; 03/04; 04/05 and 05/06 as indicated in Table 4.3 below.

Table 4.3: Enhancement of Law and Justice in the Otjozondjupa Region

Code	Name of Project	Source	Total	Estimated Annual Expenditure					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Okamatapati Police Station	MHA Police Force	11 000	1 000	5 000	5 000	0	0	MHA
1.2	Upgrading existing Police Stations (14 Police Vehicles to be purchased)	MHA Police Force	2 800	1 400	1 400	0	0	0	MHA
1.3	Proposed Okamatapati Police Station – mobile Magistrate Court establishment	MHA	500	100	100	100	100	100	MHA
1.4	Coblenz, Okakarara, Tsumkwe, Dobe Gate – necessary long term law and justice developments – feasibility study	MHA, Regional Council	100	100	0	0	0	0	MHA
	Total		14 000	2 600	6 500	5 100	100	100	

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

4.5.2 Education and Training

The study revealed that the region has 54 schools in total. Of the 54, 38 are primary, 6 secondary, and 10 combined junior secondary. There is a Vocational Training School at Okakarara and a special educational school for children earmarked to be established in Okahandja. The National Housing and Income Survey reported in their survey conducted

in 1996 that the region's households have 49% children walking more than an hour to get to a primary school. Some places do not have libraries.

Like the conditions applicable to that of the health sector of the region as indicated in the field study, there is a major divide between the eastern and western parts of the region, thus disadvantaging the San people who mainly occupy the eastern parts of the region. Among the San people, 18% only enroll for school as compared to the country with 85% school enrollment. During the field surveys, it was discovered that difficult access to primary schools results in such low school enrolment.

In table 4.4 below, the planned improvements in the five-year strategic plan indicate what was planned for the achievement of maximum education output in the region. Funds are allocated to build new educational structures and as well upgrading existing ones. It can be clearly seen in Table 4.4 below that funds were allocated for improvements in the education sector, but were not utilized due to poor management of those funds at the regional council.

Table 4.4: Construction and Upgrading of Educational Facilities

Code	Name of Project	Source	Total	Estimated Annual Expenditure					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Construction of 5 classrooms and administration block (Okakarara Constituency)	GRN	1 000	1 000	0	0	0	0	MBESC
1.2	Construction of additional classrooms and library at Ovitoto Primary School	GRN	500	0	500	0	0	0	MBESC
1.3	Upgrading Okahitua, Gam Primary to Junior Secondary school	GRN	1 000	0	0	0	500	500	MBESC
1.4	Upgrade Coblenz Junior Secondary School to full senior secondary school	GRN	800	0	0	800	0	0	MBESC
1.5	Establishment of Community Sports Facility Incentive Fund	GRN/ Private	100	20	20	20	20	20	MBESC
1.6	Upgrading GKWaal Primary School in Kalkfeld to Grade 10 as well as additional 13 classrooms needed	GRN	1 000	0	0	1 000	0	0	MBESC
Total Allocation			4 400	1 020	520	1 820	520	520	

Source: Otjozondjupa Regional Plan 2001/2002 – 2005/2006

4.5.3 Rehabilitation

The study revealed that fundamental human rights are still denied those people living with disabilities to contribute towards sustainable development of the region. It was noticed during focus group discussions that the major barrier the people with disabilities face is the negative attitudes of their families and communities around them. However, literature studied during field visits revealed that there is a National Policy on Disability that gives people with disabilities equal rights and responsibilities, but the policy has not yet been fully disseminated to the communities. The policy provides the community-based rehabilitation as the appropriate means in which those people with disabilities are reintegrated into the structures of the communities of the region.

Table 4.5 below indicates how rehabilitation support systems were planned in the region. Funds to enhance capacity building in the rehabilitation of the people living with disabilities are indicated in the five-year strategic plan below. Due to poor planning from the part of the regional council, these funds allocated were not utilized, thus programs failing.

Table 4.5: Rehabilitation Support

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands Namibia Dollars					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Media campaigns - Radio publicity, TV, Press	OPDs/ NGOs/ MLRR/ MHSS/ MBESC	120	100	5	5	5	5	MLRR
1.2	Community Rehabilitation Workers support	GRN	500	100	100	100	100	100	MHSS
1.3	Skills and business training	GRN	1 000	200	200	200	200	200	MLRR/MTI
Total Allocation			1 620	400	305	305	305	305	

Source: Otjozondjupa Regional Plan 2001/2002 – 2005/2006

4.5.4 Gender and Development

72% of the women respondents argue that in order to have total sustainable development, women and men should be working equally together to achieve collective development. The study indicated that there are pieces of legislation such as the Married Persons Equality Act and Affirmative Action Act, which aim at eliminating many legal provisions and practices, which put women, in particular, in subservient

levels. Selected indicators from the domains of education, politics and business have shown that women in Otjozondjupa Region are still not fully having equal rights to participate in society. The study shows that educational opportunities grew tremendously in the country and thus placed younger women in employment, but yet still, the region experiences school dropouts due to teenage pregnancies, which is high. It happens that many girls fail to complete their education and are therefore unable to contribute to the economic development of the region.

Other studies indicated that previously women were not allowed to have equal rights with men, because of the implementation of pieces of legislation that were put in place to discriminate them in economic sectors such as opening bank accounts, applying for financial services and owning property.

The study revealed that women constitute 48% of the region's population. According to literature studied, women literacy level in 1991 was 78%. 74% of the respondents, mainly women from the regional office in Otjiwarongo indicated that participation of women in the labour force in Otjozondjupa Region is low compared to that of men: 66% for women and 85% for men. Women are prominent in informal sectors of business such as hawkers and

domestic work. Women of the region are also elected to political positions. The literature studied revealed that in the 1992 Local Authority elections, 11% of representatives elected were women. In 1998, 28% were representatives from women.

The respondents indicated that when women are working in the formal sector, they are likely to be working as clerks and sales persons, teachers, nurses, and cleaners. In the accompanying table below, a concern by the region to ensure that women are engaged into the economic and industrial sector is provided. In Table 4.6 below, the budget has been broken down to cater for training, loans monitoring and follow up programs. Women are engaged in business development training provided by central government to empower them economically. Revolving loans were created for small and medium enterprises.

Table 4.6: Women into Business

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands Namibia Dollars					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Women in business development training	GRN	250	50	50	50	50	50	MTI
1.2	Revolving loan fund establishment	GRN	1 500	4 500	375	300	225	150	MTI
1.3	SME monitoring and follow up program	GRN	250	50	50	50	50	50	MTI
	Total Allocation		2 000	550	475	400	325	250	

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

4.5.5 Social Welfare and Community Development

The literature studied in Okahandja Constituency indicated that there are new laws such as the Married Persons Equality Act and the new Rape Act, which enable women to have equal rights to men. 27% of the women respondents argue that women are still continuing to be physically and mentally abused at home and in the community. Abuse of women is more in the urban centers compared to rural areas, where there is a high rate of unemployment and alcohol abuse.

The study revealed that there is a protection center at Grootfontein that is due for completion where women and children who have been physically beaten, and or raped, will be receiving emergency treatment and protection. A second other unit of the similar nature is proposed to be established in Otjiwarongo. There is also another proposal of establishing shelter centers to rehabilitate street children and juvenile delinquents, committing petty offences.

54% of the respondents, mainly comprised of women, indicated that those center units are inadequate to provide the frontline help needed by victims of social alienation, violence and abuse. They indicated that the region proposed a need to engage a needs identification study in

considering the viability of establishing other abuse counseling and rehabilitation centers at Okakarara, Tsumkwe and other urban centers.

The study revealed that a growing number of orphans added financial strains on early childhood development. The benefits of early childhood development as the study indicated include the following: fewer school dropouts, fewer repeats at school, and most importantly, socially well-adjusted citizens.

88% of the informants agree that parents and communities are the ones best in providing early childhood development programmes appropriate to the needs of their own children. It was discovered that communities have the willingness to promote positive social integration through early childhood, which receive some organizational guidance from the government. Those parents and communities apply from the limited fund for small improvement grants in order to sustain those children needing financial assistance to afford school and other basic human needs.

In Tables 4.7 & 4.8 below, funds for early childhood development; provision of facilities and support; staff training and funds for small grants for early child developments were allocated. Aspects mentioned above were not achieved, due to poor planning in financial and resource management by the central and regional levels.

Table 4.7: Protective and Rehabilitation Centers for Social Welfare and Community Development

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands N\$					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Otiwarongo woman and child protection center construction	GRN	580	580	0	0	0	0	MHSS
1.2	Places of Safety Establishment	GRN / Private Sector	170	50	30	30	30	30	MHSS
1.3	Needs study for substance abuse counseling and rehabilitation	GRN	250	0	250	0	0	0	MHSS
1.4	Drug and alcohol abuse counseling/ rehabilitation center construction	GRN	350	0	0	350	0	0	MHSS
1.5	Counseling outreach service	GRN / NGO	300	0	0	100	100	100	MHSS / NGO
Total Allocation			1 650	630	280	480	130	130	

Source: Oti-zondjupa Regional Plan 2001/2002-2005/2006

Table 4.8: Early Childhood Development Support

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands N\$					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
2.1	Early childhood development staff training	GRN	2 700	540	540	540	540	540	MWACW
2.2	Early childhood development facility material provision and support	GRN	1 800	360	360	360	360	360	MWACW
2.3	Small grants fund for early child development facility infrastructure	GRN / Private Sector	300	60	60	60	60	60	MWACW
Total Allocation			4 800	960	960	960	960	960	

Source: Oti-zondjupa Regional Plan 2001/2002-2005/2006

4.5.6 Health

The study indicated that the situation that exists is such that primary health care and community-based healthcare services are outside those many inhabitants living in rural areas. The mainly disadvantaged is the San group, which is marginalized. 68% of the informants from all the four constituencies studied showed that there is a sharp shortage of human resources in terms of medical doctors, dentists, nurses, health inspectors, radiographers, pharmacists, pharmacist assistants, and in many other specialized services. 91% of the respondents in Okahandja constituency argue that Okahandja State Hospital has for the past 10 years been earmarked for upgrading, but to date, it has not been upgraded. This hospital needs extensive renovation and adequate mortuaries.

97% of the key informants in Tsumkwe indicated that there is a shortage of ambulance services and mobile clinics, especially for those people living in remote areas of the region where access to services is still a problem experienced. San people live in poor housing conditions. Full health coverage does not reach these people, because of their nomadic lifestyles. They also disappear from health service points during hunting seasons, as all families move away from home during this time. Tsumkwe constituency still needs mobile health teams, and the Ovitoto area in the

Okahandja District needs an ambulance service. In the Tsumkwe Constituency there is a focus group of community members and a primary health care program targeting the San people. This focus group has community members who identified among themselves members both men and women, who receive training and support in a variety of health education matters. The aim of this focus group is to focus on the common diseases prevalent within the community, and to train community members in the prevention, diagnosis, treatment and after care services. The study revealed that health education has reduced the levels of some of the diseases and saved many lives. The attendance of patients to clinics for minor sicknesses has also been reduced in the like manner. The community health workers have been involved in programmes such as these.

Tables 4.9 & 4.10 below show how the regional plans will address health services in the region through constructing health facilities and upgrading existing ones. The clinics as well as staff houses at Hochfeld, 5 Rand Settlement and Okarundu have not yet been constructed. Renovations and upgradings of clinics at Ovitoto and Okahandja have not yet been done. Poor planning from the part of the regional council is still playing a role here.

Table 4.9: Health Facilities Construction and Upgrading

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands N\$					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Hochfeld, 5 Rand, Okarundu clinic and staff houses construction	GRN	1 700	580	500	0	580	0	MHSS
1.2	Gam, Ovitoto clinic, Upgrade/renovations	GRN	1 000	500	500	0	0	0	MHSS
1.3	Tsumkwe, Okamatapati clinic staff house construction	GRN	400	0	200	0	0	200	MHSS
1.4	Upgrading Okamatapati clinic to Health Center	GRN	750	0	0	0	0	750	MHSS
1.5	Tsumkwe and Okamatapati mortuary expansion and back-up generator	GRN	200	0	100	0	0	100	MHSS
1.6	Coblenz, Otjituuu, Gam mortuary construction	GRN	300	300	300	0	0	0	MHSS
1.7	Okahandja Hospital renovations including incinerator	GRN	6 000	0	0	6 000	0	0	MHSS
1.8	Tsumkwe, Ovitoto and Okamatapati ambulance/mobile clinic services	GRN / Donor	800	400	0	0	400	400	MHSS / Donor
Total Allocation			11 590	1 780	1 380	6 000	980	1 450	

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

Table 4.10: Training of Community Health Workers

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands N\$					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
2.1	100 Community Health Workers trained and supported	GRN/Donor	500	100	100	100	100	100	MHSS
Total Allocation			500	100	100	100	100	100	

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

4.5.7 Water and Sanitation

The literature studied indicated that the Ministry of Agriculture, Water and Rural Development set a standard distance of providing water from a source to the communities. This distance between the water source and the communities was planned to be 2.5 km away. The literature indicated that there is a plan in place to drill 50 new boreholes and the construction of a 200 km water pipeline within the current financial year, 2001/2002 - 2005/2006. The study showed that there is also a proposal to rehabilitate the existing earth dams in some constituencies and construction of new others.

According to the indications of the study, the rationale behind is to make use of the Sustainable Water Resource Utilization Program to ensure that the Water Master Plan for the constituency capitals in the region is maintained as a guideline to ensure that water services are planned, installed and maintained in a sustainable manner with the greatest benefit for the residents of the constituency capital and with the minimum financial implications to the region.

In Tsumkwe and Gam, communities walk more than 5 km to the nearest water points. These areas have shortages of boreholes. 76% of the

respondents indicated that implementers are lax in implementing the Water Master Plan guiding water supplies systems in the area and thus resulting in water programs not successful.

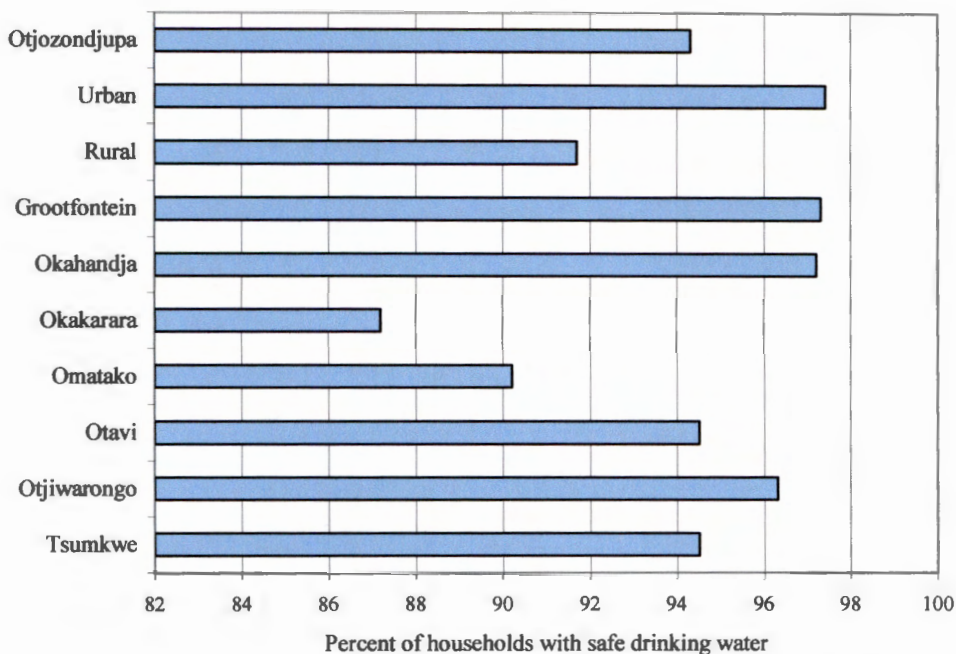
Table 4.11 below shows how the rural water supply has been planned and budgeted for in the regional plan in order to address water and sanitary problems in the region. Construction of new water sources and improvements of existing infrastructures is catered in the regional plan with a forecasted budget.

Table 4.11: Rural Water Supply

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands N\$					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Provision of new boreholes in rural settlements of communal areas	MAWRD	10 000	2 000	2 000	2 000	2 000	2 000	MAWRD
1.2	Appointment of engineering personnel	RC	2 000	400	400	400	400	400	MAWRD
1.3	Okamatapati Otjituuo Okakarara Ovitoto Rudenu pipeline construction	MAWRD/ RC	40 000	8 000	8 000	8 000	8 000	8 000	MAWRD/ RC
1.4	Otiringindo Okaundja Otuvingo Otumborombonga Coblentz Otjongombe Okomakumara Otjongombe earth dams – construction / rehabilitation	GRN	2 400	600	600	600	600	0	DRWS/ MAWRD
Total Allocation			54 400	11 000	11 000	11 000	11 000	10 400	

Source: Otjozondjupa Regional Plan 2001/2002 -2005/2006

Figure 4: Percent of households with safe drinking water by area, Otjozondjupa Region, 2001 Census



Source: Republic of Namibia 2001 Population and Housing Census Otjozondjupa Region

For public health purposes, water from pipes and boreholes, except those with open tanks, is regarded as safe for drinking and cooking. 94% of all households in Otjozondjupa Region have access to safe water. The percent distribution of households by source of water for drinking and cooking is shown in Figure 4 as well as in Tables 4.11 & 4.12 for the region, urban, rural areas and constituencies. About 68 percent of the households in the region depend on piped water within their compounds for drinking and cooking. For the region as a whole, over 9 out of 10 households have access to safe water.

Urban areas are better off when compared to the rural ones. The proportion of households with safe drinking and cooking water is over 97 percent in urban areas while that for rural ones is 92 percent. Except for Okakarara constituency, over 90 percent of the households in all the other constituencies have access to safe water, with Grootfontein and Okahandja being the leading ones.

Table 4.12 Percent of households by source of water, Otjozondjupa region, 2001 Census

Area	Number of household ^s	Percent						
		Piped water within	Public pipe	Safe bore-hole	Safe water	River/ Stream/ Dam/ Canal	Other	Not stated
Otjozondjupa	25 338	67.8	19.5	7.0	94.3	1.5	2.7	1.5
Urban	11 737	74.7	22.1	0.6	97.4	0.4	0.3	1.8
Rural	13 601	61.9	17.2	12.6	91.7	2.4	4.8	1.1
Grootfontein	4 916	83.0	10.1	4.2	97.3	0.8	1.0	1.0
Okahandja	3 724	74.7	21.3	1.2	97.2	0.5	0.8	1.5
Okakarara	3 681	59.2	15.8	12.2	87.2	1.4	9.9	1.5
Omatako	2 827	72.2	8.1	9.9	90.2	5.2	3.8	0.7
Otavi	3 007	64.6	22.2	7.7	94.5	2.4	1.7	1.3
Otjiwarongo	5 556	65.6	30.1	0.6	96.3	0.7	0.4	2.4
Tsumkwe	1 627	32.2	30.0	32.3	94.5	0.4	4.1	1.0

Source: Republic of Namibia 2001 Population and Housing Census Otjozondjupa Region

4.5.8 Rural Electrification

The study indicated that the region is well equipped with a grid-electricity distribution network concentrated alongside the main road and branching into the central parts while the far east in the Tsumkwe and Gam areas are not having adequate electrification. The respondents

revealed that there is a considerable number of settlements that must be electrified. The field surveys revealed that there is a provision of off-grid electrification in the form of diesel-or solar power to certain schools and clinics.

The study indicated that there is a Rural Electrification Program, which is having an ongoing process of identifying and implementing sub-projects covering the rural areas of the region. The program mentioned above concentrates on the extension of the existing grid network, upgrading and installation of off-grid energy sources at new areas. The criterion to determine the priority order depends on the existing health and educational facilities, as well as their business and institutional functions without electricity. The constraints in the electricity provision domain are linked to the persistent payment nature considering the cost of energy and the poor payment of energy used by households. There is a skewed situation that exists whereby the energy distribution to rural areas in which 54% of the people live, has an impact on their income since they have a low income.

Table 4.13 below indicates the planned rural electrification in order to address the shortage of electricity in the region.

Table 4.13: Rural Electrification

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands N\$					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Provision of grid electricity	MME	20 114	4 212	4 022	4 640	4 129	3 111	Nampower
1.2	Tsumkwe and Ovitoto of-grid system provision	MME	200	100	100	0	0	0	Nampower
	Total Allocation		20 314	200	100	100	0	0	Nampower

Source: Otjondjupa Regional Plan 2001/2002-2005/2006

4.5.9 Telecommunication Services

The decentralization program as the vehicle to service delivery in various quarters of the region ensures that necessary services reach all destinations for regional human benefits. The study conducted in Gam and Mangetti revealed that there is a proposal of establishing Nampost facilities at Okandjira and satellite services to Gam and Mangetti Dune, as these settlements are the only remaining administrative headquarters of the constituencies that have no post offices to the present day. As a consequence of this, the living standards of these constituencies have not been met. The study further revealed that there is a proposal of a construction of NBC TV/ radio broadcasting equipment at Okamatapati in the Okakarara area in order to address the bottlenecks in the line

TV/radio networks between Okakarara and Grootfontein Constituencies. For effective communication to be provided in the region, the regional development plan went on expanding the communication network. Table 4.14 below indicates the expansion of telecommunication network that was planned and budgeted for in the 2001/2002-2005/2006 regional development plan.

Table 4.14: Expansion of the Telecommunication Network

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands Namibia Dollars					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	Okandjira – post office construction	Nampost	600	600	0	0	0	0	Nampost
1.2	Okamatapati – NBC Broadcasting equipment – construction	NBC	2 000	1 000	1 000	0	0	0	NBC
	Total Allocation		2 600	1 600	1 000	0	0	0	

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

4.5.10 Transport

The study indicated that the development of the transport sector has not been fully maximized in the region. 52% of the respondents argue that the benefits of maximizing road networks from the inter-regional connecting roads and the railway line have not been achieved. This development of road networks is intended to strengthen agricultural and tourism sectors, as these are the main potential development areas of the region. Findings of the study showed that there is a need to upgrade the District Road

between Okahandja and the Midgard resort as well as the bridges along the route in order to secure development in the tourism industry. The study revealed also that there is a proposal of the construction of a District Road between Gam and Eiseb in the Omaheke Region in order to maximize tourism entry points in the region.

The study further revealed that means to achieve the above envisaged development is under way and this was to tar the District Roads connecting Okakarara, Okamatapati and Otjituu so as to open the interior of the region to new economic development ventures. The second proposal in this road network upgrading is that of upgrading the gravel District roads linking Otjinene in the Omaheke Region with Okondjatu, Okamatapati and Grootfontein to a quality all weather gravel road network. According to respondents, this road network development will ensure that the eastern part of Namibia will be opened for import and export of products to Angola and Zimbabwe. The feasibility study regarding this development venture will be conducted by the central government during the NDP II plan period.

Table 4.15 below indicates how the regional decentralization program aims to address the issues of safe, effective and efficient transport services of the region. Central to this program is the construction of feeder roads to destinations that would be viable in connecting the region's road infrastructure with key points in the region.

Table 4.15: Safe, Effective and Efficient Transport Services

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands Namibia Dollars					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	District Road D3822 – Okakarara to Otjituu – bitumen surface construction	Road Fund Admin.	126 000	26 000	25 000	25 000	25 000	25 000	Roads Authority
1.2	District Roads – D3823, D3804, D3802 – all weather gravel district road construction	Road Fund Admin.	73 800	13 800	15 000	15 000	15 000	15 000	Roads Authority
1.3	Upgrading of District Road 2102 and bridges between Okahandja and Midgard	Road Fund Admin.	35 000	20 000	15 000	0	0	0	Roads Authority
1.4	Construction of District Road between Gam and Eiseb	Road Fund Admin.	30 000	15 000	15 000	0	0	0	Roads Authority
	Total Allocation		264 000	74 800	70 000	40 000	40 000	40 000	

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

4.5.11 Housing

66% of the respondents indicated that there is a greater demand for housing in all towns and villages, as a result of the existing informal housing structures due to migration or influx of people from areas known to offer less economic opportunities in all the towns that were studied. Institutional records revealed that the Ministry of Regional & Local Government & Housing planned to layout planning for erven which are to be bought by prospective owners in Okatjoruu (400 erven), Coblenz (580 erven), Tsumkwe (350 erven) and Okandjira (150) erven).

It was discovered during the study that the living standards for the majority of the urban poor (informal areas) are below acceptable standards in the towns studied and the region in general. The situation is such that 54% of the region's inhabitants are living in rural areas where worse living conditions are experienced. Home ownership is limited to traditional ownership in the communal areas and permission to occupy (PTO) in the unproclaimed villages, all of which restricting security of tenure is the trend applied. Field surveys revealed that formal housing exist mainly in Grootfontein, Okahandja, Otavi and Otjiwarongo. A survey was conducted by NHE in 1999 and revealed that Otjiwarongo had a need for housing in all income groups. The study revealed that there is a moderate

demand for housing in Okakarara for government employees, which can be accommodated by the erven currently existing. Okahandja Municipality indicated that there is a high need for low-income housing.

The problem that exists in Okahandja as indicated by the informants is that there is more land, which is not serviced for housing needs. There are no erven available for the inhabitants to build houses either under National Housing Enterprise (NHE) or Build Together Programs (BTP) or private. The reason for this is the low capacity of the Municipality in terms of manpower's ability to plan and the budgetary constraints while Grootfontein Municipality indicated that the housing market for the higher income groups is fully utilized due to a high number of private developers.

The study revealed that housing in Otjozondjupa Region by the public and private sector concentrates at the constituency capitals in order to provide the required infrastructure in line with the Decentralization Policy. The programme therefore constructs housing units for those who can afford housing in terms of the existing housing schemes (private, parastatal or government) in order to ensure security of tenure. The programme continues to provide housing to the group of people not able to secure loans (e.g. pensioners, the disabled and the destitute) through special scheme or social housing benefits available. The study indicated

that Regional Housing Construction is restricted because there is a lack of coordinated planning with information regarding the housing stock, demand, supply, affordability, cost and support structures.

Table 4.16 below shows how the 5 year budget was allocated to construct houses in the region. Poor planning and incompetence from the part of the regional council resulted in very little to be realized.

Table 4.16: Regional Housing Construction in the Otjozondjupa Region

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands Namibia Dollars					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	15 houses per year through BTP	MRLGH	16,022	2 625	2 886	3 175	3 493	3 843	Local Authority/ RC
1.2	10 houses per year through NHE	MRLGH	30 342	4 970	5 467	6 014	6 615	7 276	Local Authority/ RC
1.3	Informal Settlement at Okahandja (R5 Camp), Otjiwarongo and Kombat upgrading	MRLGH/ International Donor	27 500	5 500	5 500	5 500	5 500	5 500	Local Authority/ RC
1.4	Housing fund for low-income establishment	MRLGH/ International Donor	5 000	1 000	1 000	1 000	1 000	1 000	MRLGH/ Local Authority/ RC
1.5	Okamatapati and Kalkfeld Social housing construction	MRLGH/ International Donor	1 400	650	750	0	0	0	RC
1.6	Tsumkwe (3) and Okamatapati (3) Hochfeld (2) and Okarundu (2) health staff housing construction	MRLGH/ International Donor	1 500	300	300	300	300	300	MRLGH/ Local Authority/ RC
	Total Allocation		81 764	15 045	15 903	15 989	16 908	17 919	

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

Table 4.17 Percent distribution of households by type of housing unit, Otjozondjupa Region, 2001 Census

Area	Number of households	Percent					
		Detached, semi detached house	Flat	Traditional dwelling	Improvised housing unit (shack)	Other	Not stated
Otjozondjupa	25 338	65.0	2.8	13.1	10.9	7.1	1.0
Urban	11 737	71.6	3.2	4.2	11.3	8.7	1.0
Rural	13 601	59.4	2.3	20.8	10.6	5.8	1.0
Grooifontein	4 916	66.9	2.8	10.8	6.7	12.2	0.5
Okahandja	3 724	67.1	2.2	0.5	23.8	5.0	1.3
Okakarara	3 681	64.5	2.9	26.0	1.5	3.5	1.6
Omatako	2 827	77.9	2.1	5.4	7.4	6.8	0.5
Otavi	3 007	63.6	2.2	6.4	16.7	10.3	0.8
Otjiwarongo	5 556	70.2	3.4	7.9	12.1	5.3	1.2
Tsumkwe	1 627	18.4	3.4	63.7	7.2	6.3	1.0

Source: Republic of Namibia 2001 Population and Housing Census Otjozondjupa Region

Nine types of housing units were identified. These are detached house, semi-detached/townhouse, apartment/flat, guest flat, part commercial/industrial, mobile home (caravan or tent), single quarters, traditional dwelling, and improvised house (shack).

Table 4.17 above shows that detached and semi-detached houses are predominant as they are occupied by about two third of all households in the region. Close to 11 percent of the households live in improvised housing units (shacks). There are significant differences between urban and rural areas with respect to the types of housing units. About 72 percent of households live in detached and semi-detached houses in urban areas. The corresponding percentage in rural areas is 59. Only 4 percent of households reside in traditional dwellings in the urban areas,

compared to 21 percent in the rural ones. At constituency level, detached and semi-detached houses dominate in all constituencies (well above 60%), except in Tsumkwe, where traditional dwellings dominate (64%). A significant proportion (over 20%) of shacks are found in Okahandja (2001 Population and Housing Census).

4.6 Challenges Facing Decentralization in Otjozondjupa Region

4.6.1 Introduction

Decentralization has some challenges to be experienced in its implementation and those need to be borne in mind at every stage of service delivery or implementation of programs. Institutional capacity building is a challenge that needs attention if decentralization has to be properly implemented. Finances to address pressing needs of the community are inadequate and therefore impede development. Unemployment and poverty continue to strain the communities at a time when services delivered need to be paid for and only to realize that they are not affording services being rendered. Women are mostly unemployed as compared to men. Due to landlessness, communities settle in informal settlements and therefore affecting service delivery in terms of financial and material resources to be now organized and used to address the needs of the informal settlements. HIV and AIDS pandemic

continues to affect the residents of the town and leaving more orphans and street children who are unable to manage life in local government setups.

4.6.2 Institutional Capacity Building

The study revealed that the Ministry of Regional, Local Government and Housing is faced with challenges in institutional framework as many other line ministries have not yet decentralized essential services to the regions. Such services are still held at the central level and are often cumbersome in terms of proximity for the people who are poor to spend money to get such services. The kinds of services that are still held at the central level are such as issuing of personal identity documents, passports, and emergency traveling documents, which were supposed to have been decentralized by the Ministry of Home Affairs.

89% of the respondents from the Regional Council indicated that other line ministries such as Agriculture; Home Affairs; Regional, Local Government & Housing and others have not yet decentralized essential services to the region.

4.6.3 Finance

The study indicated that funds are inadequate to cater for all services to be delivered from community, local and as well to regional levels. The respondents in focus group discussions mentioned that there is currently a lack of credit facilities for small business and entrepreneurs in the region. According to respondents, financial opportunities in the region are not created for people to develop economically. Field survey visits showed that Tsumkwe and Okandjira have no banking facilities. 55% of the respondents in all the areas studied expressed concerns on the mismanagement and misappropriation of public funds in the local authorities. Some councils use public funds for personal gain. In the Ottjozondjupa Region, it was revealed that the Regional Governor and top officials mismanaged funds for personal use by giving themselves loans and buying of furniture for their own personal use.

4.6.4 Unemployment

The criterion by which unemployment was measured was by calculating the proportion of the unemployed persons in the labour force for a given sex / age population, i.e., the number of unemployed persons divided by all people in the labour force in the same sex /age population group. The rate of unemployment in the region is 32% according to the 2001

Population and Housing Census. The study indicated that young people, notably females, have the highest unemployment rate in the region. The rates are significantly higher for females than males in all age groups. Unemployed rate in Otjozondjupa is high and skew between men and women.

Women are mainly unemployed as compared to their counterparts, the males. See accompanying Figure 5 & Tables 4.18, 4.19, 4.20 and 4.21 for more details.

Table 4.18: Population aged 15 years and above by activity status and sex, Okahandja, 2001 Census

Activity Status	Total	Female	Male
Economically Active (Labour Force)			
Employed	5 514	2 014	3 500
Unemployed	3 056	1 740	1 316
Total labour force	8 570	3 754	4 816
Unemployment rate (%)	35.7	46.4	27.3
Economically inactive (outside labour force)			
Student	1 138	567	571
Homemaker	795	709	86
Income recipient	119	66	53
Severely disabled	33	14	19
Retired	267	137	130
Old age	404	246	158
Other	31	16	15
Total outside labour force	2 787	1 755	1 032
Labour force participation (%)	71.5	64.0	78.6
Not stated	636	355	281
Total	11 993	5 864	6 129

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

Table 4.19: Population aged 15 years and above by activity status and sex, Okakarara, 2001 Census

Activity Status	Total	Female	Male
Economically Active (Labour Force)			
Employed	2 026	632	1 394
Unemployed	2 154	909	1 245
Total labour force	4 180	1 541	2 639
Unemployment rate (%)	51.5	59.0	47.2
Economically inactive (outside labour force)			
Student	2 312	1 105	1 207
Homemaker	3 753	2 068	1 685
Income recipient	223	102	121
Severely disabled	77	33	44
Retired	296	165	131
Old age	1 077	590	487
Other	49	23	26
Total outside labour force	7 787	4 086	3 701
Labour force participation (%)	32.2	25.2	38.5
Not stated	1 001	485	516
Total	12 968	6 112	6 856

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

Figure 5: Unemployment Rate (%) by age group and sex, Otjozondjupa Region, 2001 Census

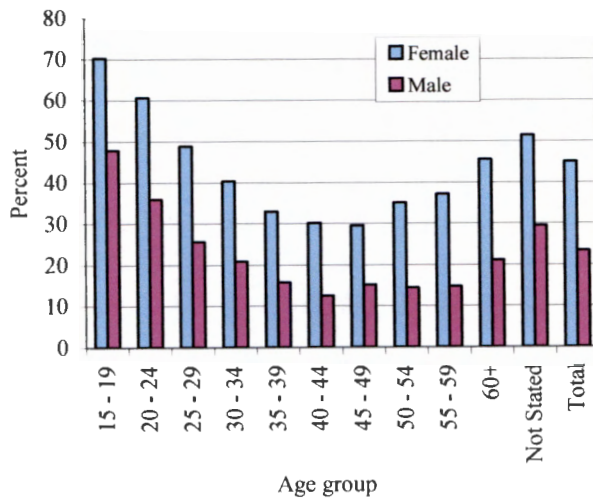


Figure 5 indicates that young people, notably females, have the highest unemployment rate in the region. The rates are significantly higher for females than males in all age groups. About 21 percent of all unemployed had previously worked. To a larger extent, younger people are first time job seekers.

Source: Republic of Namibia 2001 Population and Housing Census Otjozondjupa Region

Table 4.20: Population aged 15 years and above by activity status and sex, Otavi, 2001 Census

Activity Status	Total	Female	Male
Economically Active (Labour Force)			
Employed	3 942	997	2 945
Unemployed	1 202	715	487
Total labour force	5 144	1 712	3 432
Unemployment rate (%)	23.4	41.8	14.2
Economically inactive (outside labour force)			
Student	524	276	248
Homemaker	1 182	1 011	171
Income recipient	38	20	18
Severely disabled	18	11	7
Retired	96	50	46
Old age	297	164	133
Other	59	16	43
Total outside labour force	2 214	1 548	666
Labour force participation (%)	64.3	46.6	79.4
Not stated	642	417	225
Total	8 000	3 677	4 323

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

Table 4.21: Population aged 15 years and above by activity status and sex, Otjiwarongo, 2001 Census

Activity Status	Total	Female	Male
Economically Active (Labour Force)			
Employed	7 247	2 912	4 335
Unemployed	3 177	1 916	1 261
Total labour force	10 424	4 828	5 596
Unemployment rate (%)	30.5	39.7	22.5
Economically inactive (outside labour force)			
Student	1 544	834	710
Homemaker	1 538	1 271	267
Income recipient	50	21	29
Severely disabled	102	35	67
Retired	462	237	225
Old age	427	266	161
Other	221	94	127
Total outside labour force	4 344	2 758	1 586
Labour force participation (%)	66.8	59.6	74.6
Not stated	827	509	318
Total	15 595	8 095	7 500

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

4.6.5 Poverty

The study revealed that there are very limited job opportunities in the region and in Namibia in general. According to respondents in focus

group discussions, poverty exists as economic development of the rural poor and those in the informal settlements across the region are jobless and continue to live in poverty. They further argue that economic development, which should benefit the poor in the region, is carried at a very slower pace. The study revealed that there is no striking balance in both the haves and have-nots in terms of affording life in general. The study also revealed that corruption as well as mismanagement of funds indicated considerable influence in the development of the region. Those in higher government positions, as indicated earlier by the respondents, divert financial and material resources to benefit themselves and their families or close friends at the expense of the poor for whom those funds were allocated.

They also use their political influence to get their families, friends, and the likes in all influential categories of employment to benefit from the system. Those not connected to them suffer this way and have no jobs. They become unemployed and once excluded from the economy, they are filtered into the poverty line.

4.6.6 Informal Settlements

The existence of informal settlements in all the four main urban centers of Grootfontein, Otavi, Otjiwarongo, and Okahandja as well as the Okakarara town was noted during field visits. The reasons 27% of the respondents gave as to why those informal settlements exist were among others, the landlessness that is prevalent in the region. The respondents further indicated that the reasons for the settlements to exist were that poor people of the region living in rural areas migrate to town in search of jobs, education and other needs according to choices. The next reason is that those who already reside in towns and cannot afford the high standards of life such as buying houses, paying higher water bills, rates and taxes also find their way to the informal settlements where life is cheap.

46% of the respondents further stated that whites chase blacks from their farms and dump them by the roadsides. Examples of these cases cited were incidences of Ongombo Farm in Otjozondjupa Region and other related cases in Omaheke and Erongo Regions. When those people had been so dumped by the roadsides, they are relocated in towns or other farm areas of government through the Regional and Local Councils.

4.6.7 HIV and AIDS in the Context of Regional Development

It was revealed during the study that HIV and AIDS pandemic has an impact on the socio-economic development of Otjozondjupa Region. 81% of the respondents revealed that the pandemic decreases the amount of skilled people available to develop the region. Findings of the study indicated that funds to treat those who are infected with HIV and AIDS are critical challenges that government is faced with in the region. AIDS is the leading cause of death in Namibia. The rate of infection over a period of five years from 1992 to 1997 has increased ten-fold from 4 045 to 68 196. Other studies from hospitals, clinics and schools conducted indicated that about 900 new HIV and AIDS cases were reported in this region in 1999. The HIV and AIDS infection in pregnant women attending anti-natal services in Otjiwarongo was 16% in 1998. In that same year, more condoms per 1000 population were distributed in the region more than any other region in Namibia. HIV and AIDS is a threat to the socio-economic development in the region.

The informants indicated that a greater number of people become sick, families and communities find themselves devoting more human and financial resources in the pandemic. The respondents mentioned that symptoms of HIV and AIDS and the nature of its onslaught to the people

are still not yet easily identified by the community at grassroots level. The study revealed that there is a great concern of orphans left behind as a result of HIV and AIDS death cases.

Other findings from the Ministry of Health & Social Services were that government is addressing this pandemic by distributing free condoms in health facilities.

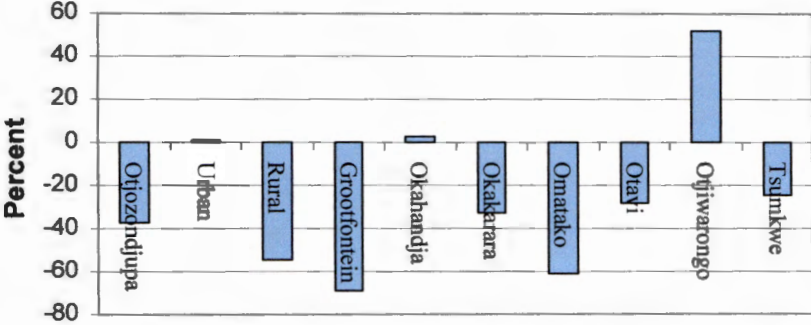
Table 4.22 and Figure 6 below indicate the plan put by the region to ensure that the HIV and AIDS pandemic is controlled. Funds in the five-year strategic plan are allocated to ensure that ends meet in protecting the inhabitants of the region against this pandemic through prevention and support services.

Table 4.22: HIV and AIDS Prevention and Support Services

Code	Name of Project	Source	Total	Estimated Annual Expenditure in Thousands Namibia Dollars					Responsible Agency
				01/02	02/03	03/04	04/05	05/06	
1.1	AIDS awareness campaigns	GRN/TB F	800	200	200	200	100	100	MHSS
1.2	Condom distribution scheme establishment	GRN	2 500	500	500	500	500	500	MHSS
1.3	Home-based health care establishment	GRN/TB F	1 500	100	200	300	300	300	MHSS
1.4	Orphan care network support: establishment	GRN/TB F	1 200	400	500	600	700	800	MHSS
	Total Allocation		7 500	1 200	1 400	1 600	1 600	1 700	

Source: Otjozondjupa Regional Plan 2001/2002-2005/2006

Figure: 6 Percent increase of deaths by area, 1999 – 2001, Otjozondjupa Region, 2001 Census



Source: Republic of Namibia 2001 Population and Housing Census Otjozondjupa Region

4.7 Conclusion

The information gathered guided the researcher of the stumbling blocks associated with the achieving or realization of decentralization in Namibia. It was clearly observed during interviews and group discussions that though government is committed in instituting policies, institutional reforms to address service delivery by maximizing decentralization programs and processes; challenges such as capacity building, informal settlements, financial resources, poverty and HIV and AIDS dictate considerable shortfalls on the achievement of the envisaged vision of efficient service delivery. The variables tested and analyzed therefore led to the understanding of the position of the impact of decentralization on service delivery and what could lead to possible further research works in the field of decentralization in the Namibian context.

CHAPTER FIVE

FINDINGS AND DISCUSSION

5.1 Introduction

This chapter is an in-depth discussion of the findings with special attention to the implementation of decentralization policy implications and its performance, the capacity of the operational systems of local government management and how they were reformed to achieve greater benefits of service delivery through decentralization. The manner by which services are delivered to improve the living standards of the people, challenges influencing decentralization process, and finally attempts to address constraints faced during the implementation of decentralization to achieve equitable service delivery are discussed and addressed.

5.2 Policy Implications and the Performance of Decentralization

The study indicated that policies regarding decentralization are available and more supporting information in forms of constitutional documents, brochures, booklets, and leaflets for the regions and local authorities to refer to were provided. The most commonly available ones are the Namibian Constitution, The Regional Councils Act No. 22 of 1992, The

Local Authorities Act No.23 of 1992, The Traditional Authorities Act No. 17 of 1995, and others.

The functions of central government as spelt out in the policies have been decentralized directly to two autonomous levels of the same government, viz. regional councils and local authorities. The regional council oversees non-urban areas as well as covering the areas in which local authorities fall. This gives the regional authority the power to coordinate functions and responsibilities vis-à-vis central and local authorities. Traditional authorities are also incorporated into the local government in order to manage services properly.

The study findings are that there is a lack of decentralization policy implementation in the region and this is due to negligence from the part of the implementing agents. This has caused decentralization programs and projects in the region not to be implemented. The planned regional framework by which those activities were supposed to have followed exists, but due to lack of competent implementing agents in terms of capacity to interpret and put into practice such policies, there are wider gaps with regards to the achievement of decentralization goals.

Decentralization was enacted in parliament as government policy and approved by Cabinet on 11 December 1996. Its implementation commenced on 1 April 1998. Consultations were made with all relevant stakeholders such as the Association of Regional Councils of Namibia (ARC), the Association for Local Authorities of Namibia (ALAN), line ministries, and so forth. The decentralization reform process can only take place if the power of the law can be used to enforce its occurrence. The study showed that there was no effect on the existence and operations of the decentralization process. The study revealed further that there were no clear cuts regarding separation of functions and services between the central and local government. The legislation pertaining to decentralization provision clearly empowers local governments to make laws, making decisions on financial resources, planning their developments and approve their own budgets.

Government under the SWAPO Party believes in popular participation of all the people. The government put up a decentralization program for Otjozondjupa Region, which is part of the realization of its policy on decentralization. Regional Councils were tasked with the responsibility of planning for the development of the region by establishing a Regional Development Plan. It is based on this background that both decentralization and capacity building programs at the regional and

local authority levels are aimed at strengthening regional institutions. By doing so, the region and its inhabitants are empowered to take charge of planning, implementing, monitoring and evaluating the decentralization process and the delivery of services. The basic principle of government to the management of local government is that of building capacities and strengthening regional and local authorities in order to create and promote participatory development and implementation of the region's development activities through effective service delivery.

In order to achieve this, the first five-year development program for Otjozondjupa Region was to address the following key priorities: regional agriculture extension; primary health care; primary education; security, law and order; promoting the child, gender and environmental issues; construction and maintenance of roads; improving regional revenue administration; promoting the development of tourism; industrial mining (small-scale), and agriculture, etc.

The five-year development strategy was made possible through wider consultations and participation of Municipality Councils, NGOs', settlement committees, line ministries, private farmers associations, traditional leaders, pastors and the Regional Councils.

The study indicated that decentralization improves public sector management so that there is a close link between taxes paid by the people and the quality of services delivered. By involving communities in the election of their own leaders, the leaders are therefore accountable of the services they were elected for to serve.

Respondents mentioned that local government in Namibia embraces regional and local authorities as forms of local government, but the manner into which they operate has not been clear as yet. The respondents argue that the differences in their job tasks especially in the areas of Okakarara and Kalkfeld are not distinct. They argue that regional authorities perform those functions outside the boundaries of the municipalities, but it is not clear as to whether central government is completely in control or not. While local authorities perform those functions in the urban areas, central level influence is still being maintained. They argue that the autonomy of local government is questionable.

The respondents indicated that most local authorities and regional councils experience three major problems, namely: inadequate financial resources; inadequate human resources; skills capacity and inadequate infrastructure. Decentralization was therefore put in place to relieve the

sub-national levels to be able to cut some of those problems experienced. The decentralization program provides for an equity fund from which assistance is rendered to those who need such assistance. There are current capital projects that are provided by the Ministry of Regional and Local Government to help smaller local authorities and poorer regional councils. The support made by the ministry is conditional, because the Decentralization Policy has made provisions for the regional and local government levels to develop and expand their own tax-bases in order for them to be viable and sustainable. Respondents argue that the central level is not providing subsidies for municipalities to sustain while at the same time, the same government insists that those people who flock to urban areas be provided with basic services, which they do not even afford paying. The system is not sustained if this is the trend.

The study revealed that many of the activities that were put forward during the time when the Otjozondjupa Regional Development Program was compiled were the responsibility of the local authorities and the Otjozondjupa Regional Council to implement. It was indicated that the five-year development strategy was to run concurrently with the implementation of the Namibia decentralization policy, which commenced when the Decentralization Enabling Bill was passed to guide

decentralization program as well as putting in action all the decentralized services or functions.

5.3 Service Delivery

It was discovered during the interviews with the respondents that functions delivered by central government in the region were categorized in three phases, viz. those that were decentralized in the immediate term, mid-term and those that would not be decentralized at any given time. By the time of this study, those two categories had been implemented.

Those functions implemented on immediate terms were: community development; early childhood development; management of communal lands; responsibility over personnel; primary health care; pre-primary education; conservation; forest development and management; physical planning; economic planning; emergency management; resettlement; rehabilitation and housing; and lastly, the agency services for the villages and settlements.

Those functions that were targeted to follow those of immediate term were: regional asset management; small mining development; informal trade licenses; informal market dues and rural electrification. Those that

would not be decentralized at any given time are those of defence and security as a consequence of their national scope and importance.

However, respondents pointed out that not all services were decentralized nor implemented. The following services that were decentralized to Otjozondjupa Region are community development; early child development; administration of settlement areas; rural water supply and development; management of communal lands; responsibility over personnel and their salaries; primary health care; pre-primary education; nature conservation; forestry development and management; physical and economic development; emergency management; resettlement, rehabilitation and housing; works, transport and communication asset management; small mining development; informal trade management; rural electrification; and agency to the towns, settlements and villages.

The respondents mentioned that municipalities such as Grootfontein, Otavi, Otjiwarongo and Okahandja were tasked to provide the following functions/services: environment and tourism; housing; electricity distribution; water and refuse collection fees; collection of rates and taxes; traffic control; primary health care; social services; community development; youth, sport and recreational facilities; non-personal health

care; libraries; liquor licensing; business registration and control over aerodromes.

The functions/services given to Okakarara are traffic control and licensing; distribution of water and electricity; collection of rates and taxes; refuse collection fees; control over aerodromes; libraries; budgeting responsibilities; and sport and recreational facilities.

Studies showed that there are set objectives, strategies, programmes and projects, which were listed in the Regional Development Plan. These all aim to strengthen the capacity of the Regional Council in order to ensure that decentralization is implemented at a faster rate. The following functions were studied in order to identify the performance of service delivery under the decentralization program.

5.3.1 Law and Justice

The respondents indicated that there is a greater demand for the upgrading of existing facilities in the law and justice sector of the region. Okahandja, Tsumkwe, Okakarara and Otjiwarongo experience acute shortage of vehicles and the long distance police officers travel to deliver services. The communities of those districts complain that police stations

are far apart from each other and this delays the police when called to attend to serious complaints. The respondents indicated that magistrate's courts are situated far from some communities, thus making it difficult to report complaints in reasonable times. There is no adequate housing for staff members, transport, schools, recreational activities, libraries, etc. established in order to attract competent personnel.

The respondents indicated that some other police officers fail to take statements or even communicate well to address pressing public complaints in charge offices, border posts or other important points where they are deployed. It was discovered during interviews that police officers also are corrupt and are not complying with the requirements of their jobs.

5.3.2 Education and Training

The study in Tsumkwe revealed that English language skills is lacking. A vocational training school exists at Okakarara, but the participants mention that after completion of their vocational training, there are no jobs in the respective areas of study, however, some of them get jobs after the completion of their studies in their different fields. The respondents in Okahandja indicated that the quality of education and infrastructure in the region is good, but there are problems experienced in

the lack of adequate secondary schools. The other problem the respondents indicated was that the walking distance from home to school is long and lasts them an hour to reach the school while the policy of the Ministry of education states that schools should be located 5 km away from each other.

A major divide between the eastern and western parts of the region exists, and this is affecting the San people. The San people also have a problem of leaving schools and migrate with their parents during the hunting seasons. The other problem is that the San people are very poor and cannot afford school fees and uniforms. The fact that there are difficulties in access to primary schools, results in such low school enrolment. The study revealed that there are no electricity networks, library facilities, laboratories, proper housing facilities for teachers and other education staff members in some schools of the rural areas. TV and radio do not reach other communities for attracting competent teachers and other staff members to work in such areas.

5.3.3 Rehabilitation

The area under study indicated that fundamental human rights are still denied those people living with disabilities in the region. This makes it

difficult for them to contribute towards sustainable development. Discussions with some members from the people living with disabilities revealed that they are neglected and cannot be part of the development of the region even if they were prepared to be. The respondents mentioned that there is a National Policy on Disability and that this policy gives people with disabilities equal rights and responsibilities. What surfaced from the research was that the policy has not yet been circulated into some of the communities of the region. Interviews with the respondents showed that the community-based rehabilitation plays a key role in reintegrating people living with disabilities.

85% of the respondents indicated that there are still cases of discrimination between the people living with disabilities as compared to those who are not disabled in terms of job provision and as a consequence of this, affirmative action is not well implemented. They further indicated that the government is doing all what is possible in granting them social grants, but still more others are still subject to stark poverty. Poor planning by the Regional Council for failing to implement programs using funds allocated in the budget was one of the problems identified.

5.3.4 Gender and Development

The study indicated that women are mainly disadvantaged as compared to men in the job industry. It is important that women work equally together with men to achieve collective development of the region. Interviews conducted indicated that legislations such as the Married Persons Equality Act and Affirmative Action Act, which were in force, discriminate women, in particular, and place them in subservient levels and cannot therefore contribute towards sustainable development. Women are still denied equal participation in education, politics and business. 74% the women respondents indicated that educational opportunities rose in the country and younger women are employed. The study revealed that the region is experiencing a considerable number of school dropouts due to teenage pregnancies. The respondents argue that many girls fail to complete their education and therefore fail to contribute to the economic development of the region.

The participation of women in the labour force in Otjozondjupa Region is low. The study indicated that women are prominent in informal sectors of business such as hawkers and domestic workers and few of them are also elected to political positions during the election time. The data collected

showed that women working in the formal sector are mainly clerks and sales persons, teachers, nurses, and cleaners.

5.3.5 Social Welfare and Community Development

38% of the women respondents observe that women are physically and mentally abused at home and in the communities of the region in general. They further argue that urban centers compared to rural areas, have high rate of unemployment and alcohol abuse.

Data gathered shows that a protection center in Grootfontein is due for completion and women and children who have been physically beaten or raped will be receiving emergency treatment and protection there. The respondents said that it was necessary that a second other unity of the similar nature be established in Otjiwarongo to cut most of the problems experienced by women. The respondents at Otavi further indicated that there is a need of establishing shelter centers to rehabilitate street children and juvenile delinquents committing petty offences in order to help relieve difficulties related to this nature.

43% of the respondents in the study area showed that there is a need to engage a feasibility study in order to identify a possibility of establishing

other abuse counseling and rehabilitation centers at Okakarara, Tsumkwe and other urban centers of the region.

The growing numbers of orphans who contribute to financial strains on early childhood development in the region were discovered during field visits. It was revealed by the study that the benefits of early childhood development include fewer school dropouts, fewer repeats at school, and most importantly, socially well-adjusted citizens, if community development is taken at heart.

89% of the respondents agree that the parents and communities should provide early childhood development programs, as these ones know their needs much better than anyone else. The study showed that communities have the willingness to promote positive social integration through early childhood in the region. According to respondents, small improvement grants in order to sustain those children needing financial assistance to afford school and other basic human needs have not been provided by the government. This according to respondents comes into play, because of the poor planning roles in financial and human resource management, as well as implementation and monitoring of projects and programs by the central and regional levels.

5.3.6 Health

67% of the key informants argue that although the region has satisfactory distribution of health centers and clinics in the four main urban centers, the capacity of nurses is not satisfactory. The respondents indicated that patients wait in long queues before they are attended. The study revealed further that primary health care and community-based healthcare services are located far outside those many inhabitants of the rural areas such as Tsumkwe and sometimes the sick have to wait for days or months before reaching a health facility. The San group, which is marginalized is poor and affected when it comes to health service provision in the eastern parts of the region. Their nomadic ways were once again mentioned by the respondents as some of the reasons the San do not receive full health coverage, as they go for hunting seasons and disappear from points health services should reach them. The study indicated that San people live in poor housing conditions, which are unhealthy. 93% of the respondents indicated that there is a sharp shortage of medical doctors, dentists, nurses, health inspectors, radiographers, pharmacists, pharmacist assistants, and in many other specialized health services in the region.

The communities of Okahandja stated that the Okahandja State Hospital was proposed for upgrading, but no upgrading to this hospital was effected. They further pointed out that the hospital needed extensive renovation, incinerator and adequate mortuary facilities.

In the discussions engaged in the focus groups, shortages of ambulance services and mobile clinics were raised as serious concerns. The respondents from regional and traditional levels stated that those people living in remote areas of the region die in their areas or at OPD before they receive attention. The respondents indicated that Tsumkwe in the Grootfontein District needs mobile health teams for better access to health services. The Ovitoto area in the Okahandja District also needs an ambulance service in order for good health service delivery to be carried out effectively.

The study revealed that women and men receive training in community based primary health care services to help the San people in health education services. The education mainly focuses on the diseases prevalent within the community. The informants mentioned that this training is aimed at training community members in the prevention, diagnosis, treatment and after care services in order to support health services in the region. The communities interviewed indicated that this

health education reduced the levels of some of the diseases and saved many lives of the people of the Tsumkwe Constituency.

5.3.7 Water and Sanitation

The literature studied indicated that the standard of the Ministry of Agriculture, Water and Rural Development to provide water to an area in the rural area is 2.5 km away from available water points. Data collected shows that communities in other places of Tsumkwe and Gam areas move long distances of about 5 km to fetch water. The respondents indicated that there is a shortage of boreholes in Tsumkwe and Gam areas.

The respondents mentioned that the proposed construction of a 200 km water pipeline and the provision of 50 boreholes within the current financial year, 2001/2002 - 2005/2006 were taking too long and not effected as per plan. The respondents further argue that implementing agents do not implement those programs and that there is a lack of strict monitoring from responsible sectors. The communities in the discussions mentioned that the proposal to rehabilitate the existing earth dams in some constituencies and construction of new earth dams were also planned in the same financial year plan, but this does not seem to take place. They further maintained that the Sustainable Water Resource Utilization program to ensure the implementation of the Water Master

Plans as indicated in the regional strategic plan has not succeeded, as the implementers are lax.

5.3.8 Rural Electrification

The key informants argue that although the region is well equipped with a grid-electricity distribution network, it is only concentrated alongside the main road for which only those located within the reach of such grid-electricity receive services. The key respondents indicated that Tsumkwe and Gam areas do not receive adequate electricity services. The settlements need electricity as well, and therefore, settlements need to be electrified.

The discussions in the focus groups indicated that those living in informal settlements depend on wood for fuel used for cooking and candles for lighting. This according to the respondents showed a very problematic situation, as many shacks always burn down and people are burnt to ashes in those shacks. The respondents mentioned that the provision of off-grid electricity in the form of diesel or solar power to certain schools and clinics needs to be given attention.

The study indicated that a Rural Electrification Programme, which is having an ongoing process of identifying and implementing electricity subprojects covering the rural areas of the region, is very slow. The respondents argue that the program concentrates only on the extension of the existing grid network, upgrading and installation of off-grid energy sources at some areas while other areas are neglected. Questionnaires as well as personal interviews regarding the constraints experienced in payment of electricity by end users showed that communities using electricity have huge accounts, which they fail to settle with towns and settlements. The poor payment of energy used by households is a consequence of poverty and low income.

5.3.9 Telecommunication Services

Literature revealed that there are major setbacks existing in the telecommunication networks in some areas of the region. The respondents showed that establishing Nampost facilities at Okandjira and satellite services to Gam and Mangetti Dune is crucial. They mentioned that these settlements are the only remaining administrative headquarters of the constituencies that have no post offices. The communities in those areas are not exposed to national information systems. The respondents indicated that postal services are non-existent in these areas and this

inconveniences the whole communication domain. Some people travel more than 100 km by vehicles to the nearest post office to post or collect their mail.

Petrol has become expensive and the costs of transport and deliveries have also gone high. Once again, the respondents argued that proposals of the construction of NBC TV/ radio broadcasting equipment at Okamatapati in the Okakarara area has been standing too long without implementation and they cannot tell whether it is the lack of funds or just lack of competency from the part of responsible authorities. Communication can be improved by establishing the line TV/radio networks between Okakarara and Grootfontein Constituencies.

5.3.10 Transport

The discussion with the communities indicated that development of the transport sector has not been fully maximized and achieved in the region. The donkey carts are the major transport modes used in the rural areas. If one has to go to town for shopping or hospital, he or she has to wait a week without getting transport. The reason to this is that some areas are inaccessible and may require that one has to go to the next area where transport reaches and ends for him or her to go to the intended

destination. The respondents indicated that benefits of maximizing road networks from the inter-regional connecting roads and railway lines are too slow. Agricultural and tourism sectors need to be strengthened because they represent major economic developments in the region. Upgrading the District Road between Okahandja and the Midgard resort as well as the bridges along the route will stimulate the tourism and agricultural industries of the region and create job opportunities. The proposed construction of a District Road between Gam and Eiseb in the Omaheke Region to maximize tourism entry points in the region was seen to be more crucial during the Discussions.

The tarring of the District Roads connecting Okakarara, Okamatapati and Otjituuu to open the interior of the region to new economic development was discussed and the respondents indicated that those who were supposed to have implemented the project are taking too long. The upgrading of the gravel road network of the District roads linking Otjinene in the Omaheke Region with Okondjatu, Okamatapati and Grootfontein to that of a quality all weather gravel road network was discussed. This road network when completed would ensure that the eastern part of Namibia is opened for import and export of products to Angola and Zimbabwe, hence uplifting the economic development of the region and the whole country in general.

5.3.11 Housing

A greater demand for housing in all towns and villages was revealed, because of the existing informal housing structures. These informal housing structures are due to migration or influx of people from areas known to offer less economic opportunities in all the towns that were studied. There are serious social problems such as alcoholism, drug abuse, rape and crimes in the informal settlements. Shacks as already explained in the preceding sections of this chapter and in chapter 4 where nine different types of housing structures were indicated are serious causes of them burning quickly when they catch fire.

In almost all local authorities towns, there is a shortage of serviced erven. This situation exists mainly in Okahandja. The living standards for the majority of the urban poor (those living in informal areas) are below acceptable standards. Most of the region's inhabitants live in rural areas where impoverished living conditions are experienced. The study indicated that home ownership is limited to traditional ownership in the communal areas. This implies that permission to occupy (PTO's) in the unproclaimed villages are restricted to security of tenure by those having rights on traditional or communal land only.

The study found out that formal housing exists mainly in Grootfontein, Okahandja, Otavi and Otjiwarongo due to demands by those who have income to afford formal housing. According to the studies by NHE in 1999, Otjiwarongo had a need for housing in all income groups and this same situation still exists. Okakarara studies revealed a moderate demand for housing for government employees who could be accommodated by the erven currently existing in the town. Okahandja respondents indicated that a need for low-income housing by the BTP existed. The findings show that Okahandja has more land, and it is important that the land be serviced for housing needs of the town. There are no serviced erven available for over 2000 applicants from BTP. The low capacity of the Municipality in terms of manpower's ability to plan and as well budgetary constraints are contributing factors. Grootfontein Municipality indicated that the housing market for the higher income groups is provided, because there is a high number of private developers who construct houses for those who need them.

The respondents indicated that houses are constructed mainly for those who can afford purchasing them while those not able, do not benefit from such services. The study revealed that Regional Housing Construction is restricted. The reason for this restriction is lack of coordinated planning

with information regarding the housing stock, demand, supply, affordability, cost and support structures in the region.

The housing sector in the region is influenced by poor economic situation; shortage of professional/technical staff; limited available serviced and surveyed erven; the uncoordinated manner in which inter-ministerial planning takes place; sale of erven based on the valuation role limiting the potential income of local authorities; limited access to housing finance and subsidies especially for the poor; inadequate provision of welfare housing; limited community participation in low-income housing development; low-income housing stock is still administered by local authorities on subsidized rental basis; and poor payment for Build Together Housing Schemes, and finally, urbanization of those who come to towns for better jobs, education, and other related opportunities.

It was discovered that government contribution to housing for the financial year 2000/2001 was limited to the Decentralized Build Together Program at Otjiwarongo and Grootfontein while no funds were made available for informal settlements or single quarters upgrading or for the construction of social housing.

Houses are very expensive to purchase and this makes it uneasy for people to afford securing and building their own houses. The living standards on the livelihood of the people have become very high and the government is silent on the skyrocketing prices of houses and other basic needs such as food and materials. There is no striking balance in both the haves and have-nots in terms of affording life in general.

5.4 Government Commitment to Decentralization and Service Delivery

Although government is committed in terms of policy making, provision of funds and technical support to the local government systems; it lacks commitment in monitoring and evaluation of programs, implementation of policies and programs / projects. The respondents argue that government is not doing enough in curbing corruption and all of its other forms in order to control resources and manage them effectively and efficiently for sustainable development.

The role of central government as a policy maker and provider, financial entity and technical supporter to the region is crucial. Throughout the research, respondents argue that, to this end, much is not done, as the services that were supposed to have been rendered are still centrally located.

Decision-making still lies with the central level and as a consequence of this, local government systems have problems in discharging their duties at given times. The respondents indicated that the government has not done enough in relinquishing some of its powers to the region. Evaluation and monitoring of the performance of decentralization in

Namibia is still disappointing and is not likely that decentralization will be achieved in the reasonable time frame. Discussions with senior government staff and those at local government level showed that little is done to realize decentralization, as staff members are negligent and some not capable of discharging their duties.

The roles and functions of local government are that of providing services to the local people. The decision-makers located at the central government level are the ones lying with powers of deciding on other matters and did not dispatch such powers to the local levels of government for effective and efficient service delivery. This affect effective service delivery since local government levels may not have ruling powers on such other matters. This is due to the fact that politicians have no will power to decentralize such essential services to the local levels of government.

5.5 Challenges Facing Decentralization in Otjozondjupa Region

5.5.1 Introduction

There exist challenges in institutional capacity building in the running of the day to day affairs of local government to bring about equitable service delivery. The region lacks funds to deliver services in all the communities.

Unemployment and poverty are prevalent in the communities hence making it difficult for them to afford paying for municipal services being provided. Informal settlements are a result of landlessness in the majority of the residents of the urban areas. HIV and AIDS pandemic exists in the communities, especially in urban areas.

5.5.2 Institutional Capacity Building

The Ministry of Regional, Local Government and Housing is faced with challenges in institutional framework as many other line ministries have not yet decentralized essential services to the regions. Such services are still held at the central level and are often cumbersome for the people who are poor to spend money to get such services. The kinds of services still

held at the central level are such as issuing of personal identity documents, passports, and emergency traveling documents. The Ministry of Home Affairs was supposed to have decentralized those essential services. The ministries of Agriculture; Regional and Local Government and Housing have also not fully decentralized services to local levels.

The line ministry is still having some grips on local issues and as a result of this, more confusions and unrests, especially in the towns of Okahandja, Otjiwarongo, Keetmanshoop, Katima Mulilo, Okakarara and others were experienced during 2005.

5.5.3 Finance

Findings revealed that the region lacks funds in order for it to deliver all services in the communities. Small business and entrepreneurs in the region experience shortfalls when they want to open up businesses, because credit facilities are not there. The need to create credit facilities for the communities to start up with business ventures is paramount. This will help the communities to grow and create wealth for sustainable development. The fact that Tsumkwe and Okandjira have no banking facilities for the people to lend money or have their bank facility at close

proximities, clearly suggests that people have to walk longer distances or even take three to four days without reaching the bank facility.

The public funds are mismanaged and misappropriated by those senior officials serving in local authorities, and as a consequence of this, services are not delivered to the required maximum levels. Councils use public funds for personal gain. It was revealed in the study that the Regional Governor and some of the top officials mismanaged funds for personal use by giving themselves loans and buying of furniture in 2005.

When councilors or directors get positions into central or local government sectors, they pull in their husbands, wives and families or closest friends who then cause the collapse of such local government systems. Some governments like Namibia use political influences such as calling themselves party loyalists and then dominate the sectors of job industry by reserving positions for such party members only. This corrupts the whole system and then the misuse of funds follow as a result of lack of control for such party employed members. Education and qualifications are not considered in this case.

5.5.4 Unemployment

The study indicated that the rates of unemployment in the region are significantly higher. The most affected are the females whose unemployment rates are higher than males in all age groups. This clearly indicates how women continue to be discriminated or actually not in the job industry.

The highly affected category in the employment sector is the youth. The youth of the country are highly unemployed and as a consequence of this, they start indulging themselves in crimes, alcoholism and substance abuse. Unemployment in the entire country is calculated between 40 – 60%, these are high considerable rates that need address.

5.5.5 Poverty

Poverty comes, as a result of unemployment that is prevalent in the region. The job opportunities in the region and in Namibia in general are very low and disappointing. The rural poor and those in the informal settlements across the region find it difficult to get jobs. The respondents argue that economic development in the region is very low. Some businesses in the towns are closing down due to lack of buying power and

as well the threats of operating in the face of their competitors. The poor people, who would have benefited in the region, are bypassed by the funds they were allocated either from central, regional or donors / sponsors for personal use by the corrupt senior officials and councilors.

5.5.6 Informal Settlements

The four main urban centers of Grootfontein, Otavi, Otjiwarongo, and Okahandja as well as the Okakarara town are receiving considerable problems as a result of informal settlements. The respondents indicated that those informal settlements came about as a result of the landlessness situation that is in the region. Poor people of the region living in rural areas migrate to town to look for jobs, education and other needs. Those who already reside in town and cannot afford the high standards of life such as buying houses, paying higher water bills, rates and taxes, live in informal settlements where life is cheap. Some who work in minority white farms grow there and when the white farmers decide not to live with them, they chase them or dump them on the roadsides; the case of Ongombo Farm in the region was noted. The other cases in Omaheke and Erongo regions are clear examples of this scenario. Once these people are dumped by the roadsides; government through regional and local government

resettles them in towns, but in the informal areas until they are fully reintegrated in the towns.

The influx of people into urban areas put more strains on local authorities budgets, because they have to plan infrastructure to meet the demands of those people.

It is also significant that those that migrate to towns are the youth that come for job and education opportunities. During the time of job search and at times not finding any, they resort to alcoholism, juvenile delinquency, substance abuse and related evils of society.

Vandalism such as breaking of pipes, illegal water connections, damages made to building and structures of municipalities; spread of HIV and AIDS; and demands for extensions of informal locations become the most areas of concern. The crimes are on the increase and become unbearable for the concerned authorities.

5.5.7 HIV and AIDS in the Context of Regional Development

The study indicated that HIV and AIDS pandemic has an impact on the socio-economic development of Otjozondjupa Region. Interviews with

communities of Okahandja indicated that the disease is spreading rapidly in the region and many skilled people available to develop the region are the potential target the disease affects. The government is facing critical challenges in trying to solicit funds to treat those who are infected with HIV and AIDS instead of concentrating on development programs and using these scarce resources for socio-economic upliftment. The government should strive to ensure prevention from the pandemic infections and aim at reducing the deaths caused by this pandemic.

5.6 Conclusion

Using the data collected and analyzed, it was possible to reach at conclusions that although government tried to bring decentralization to ensure effective service delivery, there are stumbling blocks such as the lack of competencies on the part of the personnel to implement policies. Distances between the service and the communities are vast. Corruption and mismanagement of funds was also observed. Government projected years of a five-year strategic plan and funds allocated to accomplish such programs have not been all realized. Government commitment in monitoring the progress of decentralization in the region is neither effective nor succeeding. This is due to lack of efficient and effective implementing agents. While the government is engaging decentralization

to serve the region and the nation better, challenges such as poverty, informal settlements, unemployment and others are hampering such progress.

CHAPTER SIX

SUMMARY, FINDINGS, POLICY RECOMMENDATIONS AND CONCLUSIONS

6.1 Summary of the Study

Namibia approaches decentralization and service delivery as key components in bringing decision-making and services closer to the people, more especially those from grassroots levels who are affected and are living in poverty. Literature review has been systematically selected to give the reader the views of some scholars of decentralization and how these views are seen and applied in the Namibian decentralization and service delivery context.

The situation of the region with regards to decentralization as an impact determination on service delivery as closely observed in chapter four are centered on whether decentralization has improved the situation or not. Policy implications, service delivery and challenges faced by decentralization and how those are affecting service delivery in order to attain sustainable development are fully discussed in order to give the reader an idea of the linkages between decentralization and service delivery.

The study uses experiences of some global partners who used decentralization as a system of governance and applies this to the Namibian context as a guiding principle. The advantages and disadvantages of both centralized and decentralized systems of government as observed and applied in local and global perspectives were discussed. These were given to indicate to the government or reader what could be expected of those two systems of governance.

The data collected in chapter 3 and the results as revealed in chapter 4 centered on the situational analysis of the region with regards to the performance of decentralization and its impact on service delivery. The results are presented on tables, charts, graphs and pyramids to summarize data that was gathered. The differences among women and men in terms of job situations are also indicated. The interviews with the respondents were eye openers to the researcher as it was interesting to note the existing knowledge, interpretations and approaches to situational questions among different individuals in their settings.

The study in chapter 4 indicates how decentralization is organized in the region, policy implications that direct decentralization activities and the kinds of services being delivered in the region. The study found that there

are somewhat significant differences in the manner decentralization is implemented in the study area and in Namibia in general. This is due to the failure of central government in allowing sub-national levels of government to make decisions and the tendency of government in the appointment of incompetent human capital, and poor planning resulting in mismanagement of financial and material resources.

In terms of the provision of education, health, electricity, transport, water supply, law and justice, the study indicated that the most areas affected are those of Tsumkwe in the eastern parts of the region. The vast distance covered between one constituency to the other affects service delivery and the distribution of resources due to lack of facilities and infrastructures.

The challenges of decentralization that government faces, which are limiting factors to the implementation and achievement of sustainable development through service delivery in the entire region are discussed. Among these challenges are poverty, unemployment, HIV/AIDS, capacity building, finance, and informal settlements.

6.2 Summary of the Findings

The study revealed that more has to be done in the areas of implementation of decentralization and its performance. The capacity of the operational systems of local government management in order to achieve greater benefits of service delivery through decentralization as presented is disappointing. There are challenges facing government in its endeavors to implementing decentralization and these continue to affect government efforts of bringing about effective service delivery.

The region like all the other thirteen regions of Namibia was tasked to implement decentralization in order to transfer some of the political, administrative, legislative, financial, and planning authorities from central government to regional and local authorities. Decentralization was therefore aimed at being a driving force used to strengthening the capacities of regional and local councils to plan, implement, manage and monitor the delivery of quality services to the people in the region.

Necessary efforts to build capacities and strengthening regional and local authority institutions in order to establish and promote participatory development, planning and implementation of the development activities of the region were embarked and pursued. By pursuing bottom-

up approaches through extensive consultations and participation of municipality councils, constituency committees, NGO's, settlement committees, line ministries, private farmers associations, and the regional council, greater results in good and quality service delivery to change the livelihood of the grassroots people for the better were the ideals of the Namibian Government.

The discipline in budgeting and budget implementation, constant physical monitoring and evaluation in all phases of implementation were sought to enable the implementing agents to achieve best results with the limited resources allocated. Councilors, staff and the general public in the region were sensitized on the regional plan so that they could be able to support programmes and projects by fully participating into them.

The region is vast with some areas not easily reached. The surface area of the region is 105 328 km² according to the report released by the Second Delimitation Commission of 1998. This makes it difficult for police officers to perform their duties effectively. In order to improve on this, more police stations, ideally located at constituency capitals and educated personnel in the police force were planned to have taken place. Most police officers were found to have limited capacities, because they do not know how to write, taking statements, filling in of forms, opening docketts,

helping in charge offices and investigations. All these hamper effective policing service delivery. Government had a need in its plans to increase the number of police stations, upgrading existing police stations and magistrate's courts by providing appropriate plans and financial resources, but poor and incompetent human resources jeopardized the implementation of such plans. Courts are located in urban areas, meaning that rural areas do not have easy access to them. To help alleviate this problem, mobile magistrate courts would have been established at existing police stations, but all these goals were not realized.

To promote the maintenance of law and order throughout the region, police stations and magistrate's courts were planned to be decentralized in order to serve the remote areas. Those existing facilities were not upgraded and made adequate to provide communities with quality services as well as ensuring that police officials are provided with appropriate working conditions.

The civic departments providing passports, identity documents and other related services are still at central government and were not decentralized in order to allow for community access to such essential services. In order to attract competent police personnel in the remote

areas of the region, proper conditions of services such as good housing, schools, libraries, recreational centers, electricity, communication network systems, transport, water and other basic infrastructure were on regional plans, but could not be achieved.

There is a good provision of educational facilities in the Otjozondjupa Region of which 92% of its classroom facilities are built with permanent construction materials and almost 98% of all schools have permanent water supply and 72% of teachers' houses have been constructed with permanent building structures Education Management Information Systems (EMIS, 1998). In order to provide more literacy in the region, more pre-primary and primary schools were proposed in the region, but the implementation was not done. A situation exists where a divide in terms of education from the inhabitants of the region's eastern and western parts and most predominantly; in the case of the San. This, according to government plans could be curbed through the establishment of more schools and placing emphasis on attendance of schools in the early childhood stages within the San people. Constructing schools within learner reach to minimize the long walking distances that the learners walk were all in the government plans to be spearheaded by the Ministry of Education.

Rehabilitation can only be effective through combined efforts of disabled people themselves, their families and communities and the financial support in order for them to receive better health, education, vocational and social services. In order for the people with disabilities (PWDs) to operate well, the community rehabilitation workers themselves firstly need sufficient training, accurate information on the numbers of the people with disabilities (PWDs), their location and living conditions in various constituencies. Government was of the opinion that once these are well identified, practical skills training to empower them would be provided to them in order for them to be economically active and self-supporting. A need that was essential was that these be provided with vocational training in manufacturing of traditional crafts and as well in business skills in order to enable them to become self-sufficient. This once done would ultimately improve the quality of their life through enhancing their dignity, well-being and empowerment in order for them to achieve the essentials of life, which is equity, full participation, independence and self-determination in the region.

The expansion of educational opportunities for all Namibians brought new possibilities for younger women, but still, school dropouts due to teenage pregnancies is experienced. The government through the region engineered a strategy of ensuring that women complete their education

in order to enable them to go into politics and business. The Regional Council embarked on providing increased opportunities for women to be able to participate in the economical activities of the region. They could also be provided with business training, traditional crafts and after-care support.

It was observed that women and child abuse is very common in the region under study. A needs assessment was conducted in order to identify whether substance abuse counseling and rehabilitation centers are required at Okahandja, Tsumkwe and Okakarara. Advocacy programmes were planned to be established at all centers where mentally and physically abused persons could be referred for rebuilding their lives. Protection and rehabilitation centers where victims of abuse could be held and receive emergency treatment, counseling and protection were planned to be provided. A safe place where offenders could be also contained to receive rehabilitation support services was seen to be necessary and a need to establish this in the entire center points of the region was shown. These centers established would therefore also be used for drug and alcohol abuse counseling /rehabilitation.

The improvement of the health of all the people in the region is important. The quality of existing health care services were proposed to be improved

and as well provide accessibility to health services by all people. Needs to expand primary health care services to less developed parts of the region such as Gam and Tsumkwe where the San people live were planned. HIV and AIDS was found to be threatening and the numbers of the infected persons were not reduced through monitoring the spread and development of the disease and its effects. The empowerment of individuals, their families and community members with the knowledge and skills for prevention, home based care and self-protection regarding HIV and AIDS were emphasized by the health sector. Upgradings of Okakarara, Okahandja, and Otjiwarongo Hospitals as a matter of urgency were considered, but were not done.

Respondents indicated that HIV and AIDS infection rate in pregnant women attending anti-natal services is high and recorded at 16%. Health education campaigns and condom distribution points are inadequate in the region. More orphans are left behind as a result of HIV and AIDS death cases. Key informants agreed that orphan programmes are not enough in the region to be able to educate these orphans and encourage them through life supportive initiatives from all government, NGO's, and the businesspeople. The programmes are neither actively functional nor dynamic.

A large number of settlements located at longer distances between them and the source of water according to standards set by the Ministry of

Agriculture, Water and Rural Development were observed during field visits. In order to promote the provision of water sources for settlements not within walking distance in the region, it was revealed through literature studies that 50 new boreholes for communities not within walking distance of water sources be provided. Provision of pipelines, rehabilitation and construction of eight earth dams in the region were observed as necessities. The communities were also encouraged to develop a culture of paying for water services being supplied as the means to recover costs and sustain the continued supply of water.

Although the region is well equipped with a grid-electricity distribution network, which is mainly located on the main road and branching into the central part, Tsumkwe, which is in the eastern parts where the San people live, still does not receive such electricity services. An extension of the grid-electricity network according to the Rural Electricity Distribution Master Plan was earmarked in order to engage this program to those in the rural areas who have no access to the use of power. The construction of off-grid network systems to Tsumkwe and Ovitoto in order to enhance their socio-economic development and promoting economic activities was proposed and seen to be essential.

Gam, Okandjira and Mangetti Dune settlements were the only three administrative headquarters, which had not yet received Nampost facilities such as post offices and satellite services. In order to increase communication services in the rural and suburban areas of the region, those Nampost facilities were proposed for establishment. To further increase a better outreach of such services, NBC TV / radio and broadcasting equipment were also under plans to be established at Okamatapati.

The transport sector according to the Ministry of Works, Transport and Communication had plans to develop road networks by maximizing benefits that could be derived from inter-regional connecting roads and the railway line already existing in the region. The transport sector also focused on strengthening the agricultural and tourism sectors, because these remain the main potential areas of development in the region. In order to achieve this, the rehabilitation and construction of the District Road between Okahandja and Midgard resort; tarring of 168 km district road between Okakarara and Otjituuu, as well as the construction of bridges along this district road of Okahandja and Midgard resort would ensure that the development in the tourism sector was enhanced.

Other key road constructions of 246 km of all weather gravel district roads linking Otjinene and Okondjatu, Okamatapati and Grootfontein, as well as that of the district road between Gam and Eiseb would ensure the availability of safe, effective and efficient transport services to the various development growth points of the region.

Regional and local authorities were seen to be key providers of housing while central level took a facilitative role to ensure that there is progress made. Access to housing finance and subsidies were provided from central level. Housing needs are coordinated in a planned manner to all public and private sectors. A data base established for updated information regarding housing stock, demand, supply, affordability, cost and support structures (services available) necessary in order to make future coordinated planning possible between all the housing providers and those who have been provided with housing structures was crucial. Local authorities having a large concentration of people in them were able to use local resources in financing the development of land and promoting the construction of houses by also recovering costs in the long end. This will be more on the reduction of the dependency of local authorities to central level for financial support. The plan is such that local communities also receive training in the use of local/indigenous building

materials and designs to provide affordable housing thereby making them self-reliant.

The National Housing Enterprise (NHE), Build Together Programme (BTP), Home Loan Housing Schemes (HLS) and Shack Dwellers Association (SDA) were programs put in place to ensure that they make resources available in order to provide infrastructure and facilities for every person in the region to have a fair opportunity to acquire land with access to potable water, energy and a waste disposal system within a conducive environment and access to shelter in the location he or she can afford. Since the housing sector is too slow, a regional housing database was proposed and used to investigate possible solutions to those existing problems and weaknesses causing such slowness in the provision of houses to persons who need shelter. Communities according to government plans were encouraged to participate in home loan schemes for them to construct houses of their own and be encouraged to pay back those loans in order to sustain the systems. Continuous meetings with the communities in order to sensitize them on the need to have their own housing facilities were very crucial at all stages of planning.

6.3 Summary and the Recommendations

Institutional capacity building from central government responsible for policy and decision-making should be well articulated and spelt out in the legislation. This would help decentralize the decision-making process and allow local government to make some decisions, thus minimizing the bureaucracy currently existing. More trained staff should be put in positions of influence and of seniority with experiences in various dimensions of service delivery in order to ensure that quality and equitable services are reaching the target population. With the current situation that the local government is facing where central government does not want to let off power go to the lower echelons, situations such as non-compliance in terms of clarity of purpose, implies that central government nor local government may be in a position of not knowing who is responsible for what function. The functions of each specific stakeholder should be clearly spelt out by way of legislations in order to sanction functions, powers and duties of each stakeholder in a prowess manner.

Regional Councils, Local Authority Councils, Non-governmental organizations and Traditional Leaders should be well harnessed and coordinated in a manner that is more of consultations before making any decisions in order for all their different communities to be well informed of

any decisions or plans of government with regards to policies, programs or projects proposed to take place in their areas of jurisdiction. This will help government in making informed decisions that are lasting and hence achieving sustainable development by an inclusion of those who are to be affected or favored by such decisions made.

In order to strengthen local government, the tax base of regional and local authority governments should be administered in such a way that it accommodates the poor and the unemployed. Government should also provide subsidies matching the revenue and service delivery needs of the region with its responsibilities. Since central level in Namibia at the present moment does not help its local authorities with any subsidies for them to sustain, it is recommended that the central level support local authorities with subsidies in order for them to be financially strong and able to render services. The success of decentralization in ensuring that services are delivered depends on the strengthening of the revenue generation capacity at the regional and local government levels. It is important therefore that provision for sources of local revenue, developing, budgeting and managing of funds collected become paramount. The community should be sensitized and made aware regarding the introduction of taxes and user charges or fees of all services being delivered for them to contribute towards sustainable service delivery.

Those areas which have been denied the bank facilities could be in the meantime be provided with mobile banking facilities, which may be provided at least twice a week for effective service delivery to those working in such remote areas.

Unemployment is predominant in the area and to curb this problem, the active working class should be encouraged to engage in traditional arts and crafts, which are made in centers that they are provided with. Some could also be encouraged in going for small and medium enterprises. These should be provided with starting capitals in the form of soft loans for them to be empowered financially in order for them to engage such programs or projects. Funds should be solicited from private sectors as well as central government. The starting capital should then be repaid back in order to have a stronger base for those beginners who engage in other light business sectors. Those school going learners should be encouraged to be in school and able to complete their schools from primary to secondary as well as in tertiary levels. Some of these learners after completion of secondary school should be filtered into vocational schools, technikons and universities to pursue fields of different specializations in order to create better living conditions for them so as to achieve sustainable development in the end.

Since it was discovered in the research that people stream to urban areas in search of good school facilities, job opportunities, etc., it is essential that the vision of establishing settlements that would be later proclaimed as towns in the rural areas to create similar opportunities in those remote areas and therefore help to contain them there be pursued.

There were also situations identified in the research where people were dislodged from the farms owned by their counterparts, the whites, and as a result, came to settle in informal settlements near towns, thus overcrowding and engaging in criminal activities and the spread of the HIV and AIDS pandemic. Informal settlements began in this way and are not easily controlled by all stakeholders. To curb this, local authorities should provide erven for these people, which they should purchase and encourage them through low-income housing schemes to establish their own homes. To support them economically, soft loans should also be made available from relevant authorities in which they should be encouraged to participate and involve in business in order for them to generate income for sustainable development and living. They have to be trained in conducting business; skills training in crafts and other related vocational training for them to be sustainable and self-reliant. This would enable them to cope with life challenges in terms of socio-economic growth and development.

HIV and AIDS is a threat to the most potential groups in the working class and it is essential that people be encouraged to abstain from sexual activities before marriage and as well sticking to one partner. Public awareness campaigns should be launched in the communities of the region and educate them on the use of condoms and social behaviours that influence the pandemic. Those people living with AIDS should also be cared after and be introduced to ARV treatments, which would prolong their lives. Those home-based caregivers should also be trained how to handle people living with HIV and AIDS pandemic.

HIV and AIDS infection rate in pregnant women attending anti-natal services should be reduced through health education and the establishing of more condom distribution points in the region. Government and other institutions should encourage testing women attending anti-natal clinics. Men should also be encouraged to test in order for them to know their HIV and AIDS statuses. More orphans left behind as a result of HIV and AIDS death cases should have orphan programmes where they are educated and encouraged through life supportive initiatives from all government, NGO's, and the businesspeople. The programme should be more functional and as well aim at allowing them to remain in their communities after the death of their parents. On the other hand,

government should play a distinctive role by distributing free condoms in all health facilities of the region and the country in general.

6.4 Area for further Research

As revealed by the study, there exist such situations and scenarios where decentralization has not been fully achieved in Namibia and all its local government systems. The most critical areas of further research are those of the political will of the central level to allow the sub-national levels of government to have the powers of decision-making and realizing their own destiny based on the national ideals. The other area is the fragmentation between party politics that there is no trust for all political parties to participate in the political system since the ruling party does not tend to listen nor change the system of government to involve all other parties in the cabinet and as a result of this, a pejorative and a dichotomous system of government exists.

The major SWAPO Party, which in this case is the ruling party on the other hand, is entangled with corruption such as appointing its members only in all influential central, regional, parastatals, and in local council sectors under the SWAPO Party loyalists undercover. This corruption attracts poor performance, disruption of services by the ruling party, lack of control over

appointed political staff members, appointing unqualified staff members into higher positions where they have no knowledge of what they are tasked to do nor the capability of interpreting statutes or government legislature for the proper implementation of decentralization. This is done to perpetuate the existence of SWAPO as a ruling party over a long period in order to benefit those in the party, their friends and relatives.

The next area of further research should be of the proposed privatization of electricity such that five stakeholders will be involved in delivering the services in this domain. These five stakeholders *inter alia* include Government, Nampower as a parastatal, Electricity Control Board (ECB, as a parastatal), the Central Red (a company mainly infiltrated by higher government officials as boards of directors and stakeholders), the municipalities, and then lastly the communities who are the end users. The reason this has to be researched is the manner into which the poor communities will afford the purchase of electricity competing on a competitive level on the world market. Will there be price controls and provision of adequate electricity according to demands? Will the poor communities afford paying electricity with high price hikes? Namibia as a country that emerged from long years of colonial supremacy has so far not achieved equitable and sustainable development and this being the case, decentralization is going to be affected with privatization and

commercialization of government institutional services and Otjozondjupa region like any other regions of the country will suffer and cannot be an exception.

The other field of further research should be in the area of payment of service delivered to the community. What should be done to ensure that cost recovery is maintained while weighing the poverty line and the unemployment rate that exist in the region? This will help stakeholders in applying proper measures to recover these costs.

6.5 Conclusions

The fact that service delivery depends much on the resources, planning, organization and management of all key stakeholders, the use of policies and legislations proved that decentralization could not be achieved, because there are constraints or shortfalls in the whole process of decentralization. Among all constraints are incompetent human capital, mismanagement of funds and corruption in its wider forms. A lesson was learnt that proper organization of all relevant stakeholders, proper management of funds, allowing the communities to participate fully in the decentralization process through decision-making and harnessing all the

roles each stakeholder has to provide by supplementing each other, would lead to proper implementation of decentralization in Namibia.

The government has not done much in monitoring and evaluation of decentralization. Lessons were learnt from other African states such as Ghana, Uganda and Zambia as well as the United Kingdom. In the United Kingdom, it was discovered that central government interfered too much in the local government. As a consequence of this, full autonomy by the local government in decision-making is minimal and thus clarity of purpose not well sanctioned. All chapters highlighted important works the decentralization and service delivery have bearings on in order to lay a firmer foundation of the purpose the study was intended to achieve. Areas that need further research are also indicated so as to fill gaps and give room to other researchers to explore more on the study of decentralization in Namibia.

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LIST OF APPENDICES

APPENDIX A: LETTER TO RESPONDENTS

Student Name:	Vincent Ntema Sazita
Course:	PhD. Public Administration
Academic Year:	2005

RESEARCH PROJECT

DOCTOR OF PHILOSOPHY (Ph.D.): PUBLIC ADMINISTRATION

QUESTIONNAIRE ON THE IMPACT OF DECENTRALIZATION ON SERVICE DELIVERY IN OTJOZONDJUPA REGION (NAMIBIA)

The study seeks to gain information from you to help me with my studies and to help make recommendations that will help our policy makers to be more effective in service delivery to you and the community. You are therefore requested to answer as honestly and relevantly as possible.

Your identity will be treated as confidential as possible and only those answers you have provided will be analyzed. The information that you will provide will help central, regional and local governments with necessary information needed for the development and planning of those services to be rendered and establish effective structures aimed for sustainable development of the grassroots levels of our societies.

Answer all questions to the best of your ability and as accurately as possible.

Name of Respondent	
Position	
Institution	
Signature of Respondent	
Date:	

Questionnaire Number.....

APPENDIX B: QUESTIONNAIRE TO CENTRAL GOVERNMENT

1. What led you to decentralize functions to regional and local levels?

.....

2. Are there functions that are not decentralized?

Yes	
No	
Not applicable	

2.1 If "Yes", what are those functions

.....

2.2 If "No", why not?

.....

3. What are your responsibilities as central government after decentralizing those functions?

.....

4. Do you have mechanisms put in place to ensure that regional and local governments carry out those functions decentralized?

Yes	
No	

4.1 If "Yes", what are those?

.....

4.2 If "No", why not?

.....
.....

5. Are there proper communication channels to ensure effective and efficient information and feedback systems?

Yes	
No	

5.1 If "Yes", what are those?

.....
.....

5.2 If "No", why not?

.....
.....

6. Are there any policies in place to ensure that functions decentralized are sanctioned and well carried out?

Yes	
No	
Not applicable	

6.1 If "Yes", which are these?

.....
.....

6.2 If "No", why not?

.....
.....

7. Are you using top-down approach of management?

Yes	
No	

7.1 If "Yes", how is this done?

.....
.....

7.2 If "No", why not?

.....
.....

8. Are you using down-up approach of management?

Yes	
No	

8.1 If "Yes", how is this done?

.....
.....

8.2 If "No", why not?

.....
.....

9. Are regions and local authorities participating in decision-making?

Yes	
No	

(a) How do regions and local authorities participate in decision making? Please circle the answer you think is right.

- (i) providing basic information
- (ii) present and voting on all decisions
- (iii) other (specify)

(b) If "Yes", what are those decisions?

.....
.....

(c) If "No", why not?

.....
.....

10. How often do you do regional and local authorities visits? Tick the right answer from those provided in the table below.

Once a quarter	
Twice a quarter	
Thrice a quarter	
Once a year	
Never	

Other (specify)

12. Do you need training to do what is required of you?

Yes	
No	

12.1 If "Yes", what type of training?

Skills training	
Managerial training	
None	

Other (Specify)

.....
.....

12.2 If "No", why not?

More qualified for what I am	
Not trainable	
Not interested	
About to retire from work	
None	
Other (Specify)	



APPENDIX C: QUESTIONNAIRE TO REGIONAL COUNCILS

1. Do you have a role to play as Regional Councils in the decentralization process?

Yes	
No	

1.1 If "Yes", what are those?

.....

1.2 If "No" Why not? Please circle the letter with the right answer from the ones provided below.

- (i) lack of capacity
- (ii) lack of infrastructure
- (iii) lack of funds
- (iv) other (specify)

2. What is the role of Regional Councils in ensuring that decentralization is implemented?

.....

3. In your view, do you think decentralization was the right thing to do?

Yes	
No	

3.1 If "Yes", what are those?

.....

3.2 If "No", why not?

.....

4. What do you see currently as constraints of the decentralization process? Please circle the letter with the right answer.

- (a) implementation too fast
- (b) lack of capacity
- (c) lack of financial resources
- (d) other (specify)

.....

5. What planning mechanisms are you using to ensure that decentralization functions properly?

.....

6. How are your working relationships with the central government since the inception of decentralization from 1998? (Please tick).

Excellent	
Good	
Fair	
Poor	

7. Do you have mechanisms put in place to ensure that regional and local governments carry out those functions decentralized?

Yes	
No	

7.1 If "Yes", what are those?

.....

7.2 If "No", why not?

.....
.....

8. Are there proper communication channels to ensure effective and efficient information and feedback systems?

Yes	
No	

8.1 If "Yes", what are those?

.....
.....

8.2 If "No", why not?

.....
.....

9. Are there any policies in place to ensure that functions decentralized are sanctioned and well carried out?

Yes	
No	
Not applicable	

9.1 If "Yes", which are these?

.....
.....

9.2 If "No", why not?

.....
.....

10. Are you using top-down approach of management?

Yes	
No	

10.1 If "Yes", how is this done?

.....
.....

10.2 If "No", why not?

.....
.....

11. Are you using bottom-up approach of management?

Yes	
No	

11.1 If "Yes", how is this done?

.....
.....

11.2 If "No", why not?

.....
.....

12. Are regions and local authorities participating in decision-making?

Yes	
No	

12.1 How do regions and local authorities participate in decision-making?

Please circle the letter with the answer you think is right.

- (i) providing basic information
- (ii) present and voting on all decisions
- (iii) other (specify)

.....

12.3 If "Yes", what are those decisions?

.....

12.3 If "No", why not?

.....

13. How often do you do regional and local authorities visits? Tick the right answer from those provided in the table below.

Once a quarter	
Twice a quarter	
Thrice a quarter	
Once a year	
Never	

Other (specify)

.....

14. Do you need training to do what is required of you?

Yes	
No	

14.1 If "Yes", what type of training?

Skills training	
Managerial training	
None	

Other (specify)

.....
.....

14.2 If "No", why not?

More qualified for what I am	
Not trainable	
Not interested	
About to retire from work	
None	
Other (specify)	

APPENDIX D: QUESTIONNAIRE TO LOCAL AUTHORITIES

1. What do you think about decentralization?

Very good	
Good	
Fair	
Poor	

Give reasons to support your answer.

.....

.....

.....

2. Has service delivery improved since the institution of decentralization?

Yes	
No	

2.1 If "Yes", how much?

50%	
40%	
30%	
20% and below	

2.2 If "No", why not?

.....

.....

3. What types of services do you deliver to your communities? Please circle the number of the correct answer provided below.

- (i) water
- (ii) electricity
- (iii) waste
- (iv) none

Other (Specify)

.....
.....

4. Who is planning your activities?

.....
.....

4. Do you prepare your own budget?

Yes	
No	

5.1 If "Yes", who finally has control over it?

.....
.....

5.2 If "No", why not?

.....
.....

5. Do you get all amounts you ask for in your budget?

Yes	
No	

6.1 If "Yes", how?

.....
.....

6.2 If "No", why not?

.....
.....

7. Is bureaucracy still experienced in your organization?

Yes	
No	

7.1 If "Yes", how is it organized and used?

.....
.....

7.2 If "No", why not?

.....
.....

8. Do you have control mechanisms on the delivery of services?

Yes	
No	

8.1 If "Yes", what are those?

.....
.....

8.2 If "No", why not?

.....
.....

9. Are there any relationships between your organization and the central government?

Yes	
No	

9.1 If "Yes", what are those?

.....
.....

9.2 If "No", why not?

.....
.....

10. Do you experience constraints in the delivery of services?

Yes	
No	

10.1 If "Yes", what are those?

.....
.....

10.2 If "No", why not?

.....
.....

11. Is the community participating in the performance of decentralized services?

Yes	
No	

11.1 If "Yes", in what areas?

.....
.....

11.2 If "No", why not?

.....
.....

12. Do you have programmed activities that you perform in the delivery of services?

Yes	
No	

12.1 If "Yes", what are those?

.....
.....

12.2 If "No", why not?

.....
.....

12. Are there any policies relating to decentralization in your position as an organization?

Yes	
No	

13.1 If "Yes", what are those?

.....
.....

13.2 If "No", why not?

.....
.....

14.1 Do you need training to do what is required of you?

Yes	
No	

14.2 If "Yes", what type of training?

Skills training	
Managerial training	
None	
Other (Specify)	

14.3 If "No", why not?

More qualified for what I am	
Not trainable	
About to retire from work	
None	
Other (specify)	

APPENDIX E: QUESTIONNAIRE ON SERVICE DELIVERY

1. Do you think service delivery has improved since 1990?

Yes	
No	

1.1 If "Yes", what are those improvements made?

.....
.....

1.2 If "No", why not?

.....
.....

2. Has the cost of service delivery improved?

Yes	
No	

2.1 If "Yes", what are those?

.....
.....

2.2 If "No", why not?

.....
.....

3. Does this cost match services that are delivered?

Yes	
No	

3.1 If "Yes", what are those?

.....
.....

3.2 If "No", why not?

.....
.....

4. Are there any services delivered?

Yes	
No	

4.1 If "Yes", what are those?

.....
.....

4.2 If "No", why not?

.....
.....

5. Do you need training to do what is required of you?

Yes	
No	

5.1 If "Yes", what type of training?

Skills training	
Managerial training	
None	

Other (specify)

.....
.....

5.2 If "No", why not?

More qualified for what I am	
Not trainable	
About to retire from work	
None	

Other (Specify)

APPENDIX F: QUESTIONNAIRE TO TRADITIONAL LEADERS

1. How many settlements or towns have been established in your area of jurisdiction since 1990?

Tick the right answers from the boxes provided below

1.1 Settlements

1-2	
3-5	
6 and more	
None	

1.2 Towns

1-2	
3-5	
6 and more	
None	

3. How many schools have been established in your area since 1990?

Tick the right answers from the boxes provided below

3.1 Pre-primary

1-2	
3-5	
8 and more	
None	

3.2 Primary

1-2	
3-5	
9 and more	
None	

2.3 Secondary

1-2	
3-5	
10 and more	
None	

4. Where do you get water?

Tick the right answers from the boxes provided below

4.1 Source

Bore holes	
Wells	
River	
Stream	

4.2 Hygiene of water

Is this water purified?

Yes	
No	

4.2.1 If "Yes", how?

.....
.....

4.2.2 If "No", why not?

.....
.....

6. Are your roads tarred?

Yes	
No	

5.1 If "Yes", how many of those roads are tarred?

.....
.....

5.2 If "No", why not?

.....
.....

6. Do you think regional councils are doing much to develop your area in terms of service delivery?

Yes	
No	

6.1 If "Yes", what are those activities done to ensure adequate service delivery?

.....
.....

6.2 If "No", why not?

.....
.....

7. Is there any involvement or participation that is required from you by the regional councils?

Yes	
No	

7.1 If "Yes", what involvement and participation do you provide?

.....
.....

7.2 If "No", why not?

.....
.....

8. In your view, do you think it was worthwhile for government to decentralize certain services to the regions?

Yes	
No	

8.1 If "Yes", why do you think so?

.....
.....

8.2 If "No", why?

.....
.....

9. Do you see any constraints with the decentralization program that has been instituted?

Yes	
No	

9.1 If "Yes", what are those constraints?

.....
.....

9.2 If "No", why not?

.....
.....

13. Are there any improvements in housing of your community by the regional councils?

Yes	
No	

5.3 If "Yes", what are those improvements?

.....
.....

5.4 If "No", why?

.....
.....

14. Do you need training to do what is required of you?

Yes	
No	

11.1 If "Yes", what type of training?

Skills training	
Managerial training	
None	

Other (Specify)

.....
.....

11.2 If "No", why not?

More qualified for what I am	
Not trainable	
Not interested	
About to retire from work	
None	

Other (Specify)

.....
.....

APPENDIX G: QUESTIONNAIRE ON CAPACITY BUILDING

1. Do you have the human capital in regions to carry out the process of decentralization?

Yes	
No	

1.1 If "Yes", how many are they?

.....

1.2 If "No", how many more will you need to improve the situation?
 (Please tick).

100	
50	
30	
20	
10	
5	
Other (specify)	

2 Do you think staff members are equitably and evenly distributed in terms of gender and physical disabilities in the regional levels of government?

Yes	
No	

2.1 If "Yes", how? (Please tick).

Number of males	
Number of females	
Number of disabled employees	
Number of males in managerial positions	
Number of females in managerial positions	
Number of disabled employees in managerial positions	

2.2 If "No", how are they placed?

.....
.....

3 Are there enough houses in regional setups for the staff members?

Yes	
No	

3.1 If "Yes", who constructed them?

.....
.....

3.2 If "No", why not?

.....
.....

4 Do you think staff members are rightly placed?

Yes	
No	

4.1 If "Yes", how are those staff members placed?

.....
.....

4.2 If "No", why not?

.....
.....

5 Do you experience constraints in staff turnover?

Yes	
No	

5.1 If "Yes", what are those problems?

.....
.....

5.2 If "No", why not?

.....
.....

6 Is the infrastructure in the regional setup adequate or there are still some to be provided?

Yes	
No	

6.1 If "Yes", what are those?

.....
.....

6.2 If "No", why not?

.....
.....

7. Do you need training to do what is required of you?

Yes	
No	

If "Yes", what type of training?

Skills training	
Managerial training	
None	

Other (Specify)

.....
.....

7.1 If "No", why not?

More qualified for what I am	
Not trainable	
Not interested	
About to retire from work	
None	

Other (Specify)

.....
.....

APPENDIX H: GROUP DISCUSSIONS

	YES	NO
1. Do you think it was right for government to institute decentralization in Namibia?		
2. Are you happy that you have inputs in those services decentralized?		
3. Do you have any roles to play in the decentralization program?		
4. Are you also making decisions in the programs and projects that come to you?		
5. Is there any difference in governments, before independence in 1990 and after independence to date?		
6. Do you feel that services are now brought to the people?		
7. Do you have adequate personnel delivering services in your area?		
8. Are your roads tarred?		
9. Are you having sufficient sources of clean water?		
10. Which of the other functions that were not decentralized do you think the government should also decentralize?		

Give reasons to support your answer in each answer you provided.

15. What constraints do you have in the implementation of the decentralization program?

16. What are your roles in the decentralization program?

17. Are you also making decisions in the programs and projects that come to you?

18. What differences can you draw between decentralization and centralization of services?

19. How are your relationships between regional and central government possible?

20. Who is drawing up your budget?

21. Who is planning all your activities?

22. How do you ensure that services are thoroughly done?

 23. Which of the other functions that were not decentralized do you think the government should also decentralize?

 24. Why do you think that those services you mentioned in 19 above should be decentralized?

21. Do you need training to do what is required of you?

Yes	
No	

25.1 If "Yes", what type of training?

Skills training	
Managerial training	
None	
Other (Specify)	

25.1 If "No", why not?

More qualified for what I am	
Not trainable	
About to retire from work	
None	
Other (Specify)	