

REPUBLIC OF NAMIBIA

MINISTRY OF REGIONAL, LOCAL GOVERNMENT AND HOUSING

**CAPACITY ASSESSMENT
OF
REGIONAL COUNCILS
IN
NAMIBIA**

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PREFACEPREFACEPREFACEPREFACEPREFACEPREFACEPREFACE

The Report has been prepared in response to the terms of reference provided by the Ministry of Regional, Local Government and Housing (MLRGH) to the Centre for Public Service Training (CPST), University of Namibia (UNAM) to execute a consultancy on the Capacity Assessment of Regional Councils. The terms of reference are set out in full on page 1 of the report.

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GLOSSARY OF ABBREVIATIONS

ALAN	Association of Local Authorities in Namibia
ARC	Association of Regional Councils
CBOs	Community Based Organisations
CDCs	Constituency Development Committees
CPST	Centre for Public Service Training
GRN	Government of the Republic of Namibia
MAWRD	Ministry of Agriculture, Water and Rural Development
MBEC	Ministry of Basic Education and Culture
MET	Ministry of Environment and Tourism
MFMR	Ministry of Fisheries and Marine Resources
MHSS	Ministry of Health and Social Services
MIB	Ministry of Information and Broadcasting
MLRR	Ministry of Lands, Resettlement and Rehabilitation
MME	Ministry of Mines and Energy
MRLGH	Ministry of Regional, Local Government and Housing
MTI	Ministry of Trade and Industry
MWTC	Ministry of Works, Transport and Communications
MYS	Ministry of Youth and Sports
NAMPOST	Namibia Post
NANGOF	Namibia Non-Governmental Organisations Forum
NAPB	Namibia Area Planning Board
NDP1	First National Development Plan
NGO	Non-Governmental Organisation
NPC	National Planning Commission
OPM	Office of the Prime Minister
PSC	Public Service Commission
PTO	Permission to Occupy
RDCC(s)	Regional Development Co-ordinating Committee(s)
RDP(s)	Regional Development Plan(s)
REMU	Regional Emergency Management Unit

EXECUTIVE SUMMARY OF MAIN RECOMMENDATIONS

The following are the principal recommendations of this report:

1. Regional councils were established comparatively recently in 1992 and given limited functions. They have been allowed restricted responsibility for carrying out their own work and controlling their own resources, much of which has in the past been done by MRLGH under agency arrangements. Regional councils have therefore been able to build only limited capacity. Their capacity must be increased to cope both with their existing functions and the functions, which will be decentralised to them.
2. The national policy for decentralisation provides for the delegation of certain central government line ministry functions to the regional councils. Before this can be done effectively central government should organise its line ministries on a regional basis and must produce clear comprehensive and co-ordinated plans for the delegation of functions to the regional councils.
3. Such plans should provide for the availability of adequate resources of finance, personnel and equipment to enable the regional councils to carry out the delegated functions. They should also show the precise operations to be delegated and the conditions subject to which delegation is made.
4. MRLGH should co-ordinate the production of the plans to ensure that they contain all the necessary information and in particular that they provide for a transfer of resources adequate to enable the delegated functions to be properly performed.
5. The present financial base of the regional councils is inadequate and uncertain and outside the control of the regional councils. Before decentralisation is implemented a clear and equitable basis for the funding of regional councils should be drawn up taking into account the varying needs and resources of the regions. A study should be undertaken of the additional sources of revenue, which could be raised locally by the regional councils.
6. Clear and workable rules and criteria should be drawn up for the allocation of funds for regional council projects from the national development budget and from the Trust Fund for Regional Development and Equity Provision, which rules and criteria should be made available to the regional councils.
7. The regional councils need adequate property, equipment and materials to enable them to carry out their functions.
8. There is need for regional councils to have comprehensive regional databases. Accurate and adequate sources of information are essential for effective planning and decision making.
9. The regional council should be given adequate time to prepare for the withdrawal of the agency arrangements, which should be done in a planned manner.

10. NGOs can have an important supplementary role to play in service delivery in the regions. The regional councils should therefore keep registers of NGOs operating in their areas and, where practicable, integrate the various NGO activities within regional programmes to avoid duplication of efforts and disjointed development activities.
11. With regard to delegated functions the central government should clarify the following issues:
 - (a) the precise operations which comprise the function to be delegated.
 - (b) the staff and assets which are used in each of those operations.
 - (c) what decisions/action the regional council may take without reference to central government or conversely what issues central government retains for its own decisions and any relevant reporting arrangements.
 - (d) the terms and conditions subject to which the delegation will operate.
 - (e) the arrangements for budgeting and financial management and control.
12. The Permanent Secretaries of each relevant ministry in conjunction with MRLGH should keep their regional officials at all levels informed of the policy of decentralisation, the action which is proposed to implement it and how it will affect their ministry's operations and reporting lines.
13. MRLGH should organise workshops in each region on the policy of decentralisation and the practical steps to be taken to implement it, which should be attended by senior officers of line ministries in the regions and regional council officials. Use should be made of the regional council officials trained as trainers for decentralisation.
14. To ease the burden on the regional council, advisory committees of the regional council should be set up for education, health and development. To avoid duplication of effort and functions, consideration should be given as to whether some or all of the already existing regional consultative committees and advisory boards can be merged with the relevant advisory committee of the regional council.
15. Regional Councils do not have adequate capacity to cope with their existing functions of regional development planning and the establishment and management of settlement areas. To remedy this situation a planning and development division should be established in each regional council.
16. The Regional Officers' position should be upgraded to the level of director. The appropriate level for the regional officer on the implementation of decentralisation by delegation is that of under -secretary. The timing of this upgrading should be agreed between MRLGH and OPM. A further review will be necessary when decentralisation moves to the stage of devolution.
17.
 - (a) The regional council should have four directorates - planning and development, central services, education and community health. The directors' posts should be at director level.

- (b) The planning and development directorate should have three divisions - planning, development and rural services responsible for the functions shown in Appendix 8.
 - (c) The Central Services directorate should initially have three divisions headed by chief officers at deputy director level. The divisions proposed are administration (to include information and community relations), personnel and finance. However:
 - (i) Information and community relations may at some stage justify a division of its own with reporting lines direct to the regional officer.
 - (ii) If legislation were to be amended to allow the chief financial officer to become the regional council's accounting officer then a separate finance directorate may be justified.
 - (d) The education directorate should include responsibility for youth and sport and community and early childhood development.
 - (e) The community health directorate will be responsible for the operations comprised in primary health care viz.: community based health care, water and sanitation and social pensions relating to the identification and payment of pensions.
18. S 23(4) of the Act allows the regional council to designate one of its officers to act as regional officer in the absence or incapacity of the post holder. Although it is anticipated that this deputising role will frequently fall to the Director of Central Services, this will depend on the circumstances of each regional council and it is not proposed to make a firm recommendation as to the post of deputy regional officer.
 19. An officer advisory board should be established to co-ordinate the management of the regional council and the preparation of policy advice to the regional council and the management committee. Consideration should be given as to how the advisory board and the RDCC will function together.
 20. The officers' advisory board should consist of the regional officer (chairperson) and the four directors, with the chief administrative officer acting as secretary.
 21. An administrative group chaired by the Director of Central Services and with appropriate representations from each department should be established to co-ordinate administrative systems and practices across the organisation.
 22. The implementation of the structures proposed in this report can only be justified if there is a firm and programmed commitment to decentralisation by central government accompanied by a transfer of resources (including personnel) and responsibility from the centre to the regions and also if it is justified by the responsibilities and workload actually falling to the regional councils once the details of the delegation arrangements have been finalised.
 23. It is important that all RDCCs operate effectively. Instructions should be given through the permanent

secretary of each line ministry with operational divisions in the regions that the senior officials in each region should attend RDCC meetings. The regional officers must ensure that adequate notice is given of meetings and that the agendas and supporting papers reflect the importance of the terms of reference of the RDCC and justify the attendance of senior officials of the line ministries.

24. A decentralisation working group should be set up in each region to co-ordinate the administrative implementation of the approved decentralisation plans in the regions and to draw up an inventory of the assets and resources (including office space) available in the region.
25. MRLGH should set up task forces of senior officials experienced in the administration, finance and personnel management of local government to give guidance to the regional decentralisation working groups, to advise on the implementation of the new decentralised arrangements and the introduction of new records and systems.
26. Minimum educational and work experience requirements should be prescribed for appointments to various positions in regional government.
27. Cognisant of the fact that nationally there are a limited number of suitably experienced public servants with the requisite qualifications, where posts cannot be filled from candidates possessing suitable qualifications and experience, in the initial stages of decentralisation officers currently in regional government service and being assessed to have the required capabilities and sufficient experience may be considered for appointment to the various positions even if they do not meet the minimum educational requirements.
28. ARC and MRLGH should immediately agree on putting in place a training and education programme that will ensure that in future there will be a sufficient supply of trained officers from which appointments to regional government service will be made.
29. Career structures should be introduced in the various disciplines of regional government and moves should be made to synchronise such career structures and qualifications and experience requirements for appointments with those for local authorities through discussions between the ARC and ALAN and with MRLGH and PSC so that when decentralisation moves to the stage of devolution there will be a common career structure in place for local government as a whole.
30. Bearing in mind the importance of their constituency work and the important role of the CDC, the issue of allowances, remuneration and services for regional councillors needs review in the light of other priorities and the resources available. The following may be worth investigating in order to improve the accessibility of regional councils and the councillors to the inhabitants of the region:
 - (a) the introduction of a vehicle loan scheme for councillors;
 - (b) the merits of a radio communication network; and

- (c) the feasibility and merits of a mobile office of the regional council which could visit each constituency on a rota basis.
31. To make decentralisation to the regions effective, several short and long term courses and workshops in various disciplines are recommended for both regional councillors and officers.
32. If the policy of decentralisation to the regional councils is to be successfully implemented it is vitally important in the consultants view that MRLGH ensures that adequate preparation is carried out. Having said that, MRLGH should ensure that a firm but realistic programme is set and that all parties - MRLGH, line ministries and regional councils- meet their targets within that programme. A realistic (but tight) target date for the completion of the preparatory work for decentralisation by delegation is 1st April 2002.
33. MRLGH should ensure that all the other essential elements of the implementation arrangements are in place and should produce guidance notes for the regional councils and line ministries.
34. The regional councils should be fully informed of and consulted on the plans and arrangements for the implementation of decentralisation before they are put into effect.
35. A more comprehensive summary of the conclusions and recommendations of the report are included in Chapter 7.

CHAPTER 1

INTRODUCTION

- 1.1. On 31st May 1999 the Ministry of Regional, Local Government and Housing (MRLGH) asked the Centre for Public Service Training at the University of Namibia (CPST) to undertake an assessment of the capacities and training needs of the regional councils in Namibia in accordance with the following terms of reference:
- (a) To assess the capacity of regional councils in relation to their existing functions and in relation to the functions which are being decentralised to them.
 - (b) To establish the current relationship or functional linkage between the sector ministries operating in the regions and the regional councils.
 - (c) To establish the current staffing in each region of the sectoral ministries affected by decentralisation.
 - (d) To make recommendations as to the organisational structure and staff establishment for each region required following decentralisation.
 - (e) To identify areas of capacity shortfall and recommend remedial measures.
 - (f) To assess the training needs of regional councils in relation to their existing and their expanded functions under decentralisation, which will include for elected councillors and for personnel both of the regional councils and the regional offices of central government to be employed on decentralised functions.
 - (g) To make proposals as to how the identified training needs can best be met.
 - (h) To identify possible sources of finance for implementing the recommendations in the report.
 - (i) To identify NGOs, if any, operating in the regions and their relationship with the regions in terms of service delivery and their future role in decentralisation implementation
 - (j) To present the report of the findings and recommendations to the Permanent Secretary of the Ministry of Regional, Local Government and Housing and the Office of the Prime Minister.
- 1.2. The time agreed for the study was 15 weeks from commencement subject to CPST receiving the full and timely co-operation of all the parties concerned, i.e., MRLGH, the regional councils and the relevant line ministries.
- 1.3. At the outset of the study CPST requested the MRLGH, the regional councils and line ministries to supply certain base information by 25th June 1999. Copies of the letters from CPST dated 7th and 10th June 1999 are included in Appendix 1 to this report.
- 1.4. The main part of the study involved visits to all 13 regions at which regional councillors, regional council staff, line ministry officials in the regions and representatives of NGOs operating in each region were to be interviewed on a one to one basis. The four standard forms of questionnaires for these interviews are included in Appendix 2 to this report. In addition detailed briefing sessions were held with each Regional Officer and all but one Regional Governor. A total of 26 town clerks and other local

authority senior staff and were interviewed regarding the relationship between their local authorities and the regional council.

- 1.5. Unfortunately the visit to the Caprivi region was interrupted by events outside the control of CPST . The conclusions in the report are therefore based on the results of the survey of the other 12 regions.
- 1.6. All regional councillors were given the opportunity to be interviewed. The response was variable region by region. In some regions all the councillors (except unavoidable absentees) have been seen. In other regions, under half of the councillors made themselves available although it is not clear whether this was due to concern at the nature of the interview or to difficulties in getting to the regional headquarters in view of the distance and expense involved.
- 1.7. All available senior staff of the regional council was interviewed together with a limited selection of junior staff. Senior officials of relevant line ministries in the regions were contacted where possible and given the opportunity to be interviewed. Numerically the response was quite good but in some cases junior officials were deputed to be interviewed who did not have the experience to give adequate replies. The number of NGOs varied with each region but was generally disappointing.
- 1.8. Table 1 sets out the interviews conducted region by region:

TABLE 1

INTERVIEWS CONDUCTED BY REGION (N = 307)					
Region	Regional councillors	Regional Council Officials	Line Ministry Officials	NGOs	Town Clerks /Other Senior Local Authority staff
1. Kunene	2	6	18	2	4
2.Omusati	2	5	6	-	-
3.Oshana	9	7	11	2	4
4.Ohangwena	8	7	6	-	1
5.Oshikoto	8	5	8	3	1
6.Kavango	8	5	17	2	1
7.Erongo	5	6	10	2	4
8.Otjozondjupa	8	9	8	1	3

INTERVIEWS CONDUCTED BY REGION (N = 307)					
Region	Regional councillors	Regional Council Officials	Line Ministry Officials	NGOs	Town Clerks /Other Senior Local Authority staff
9.Omaheke	3	5	13	-	2
10.Khomas	8	5	5	-	1
11.Hardap	4	8	10	1	4
12. Karas	1	6	15	1	1
Totals	66	74	127	14	26

1.9. The regional councils have generally co-operated well with the study and most (but not all) of the information requested has been provided. Unfortunately, the information requested from the line ministries and MRLGH has been late arriving and in most cases is incomplete particularly as to each ministry's detailed plans for decentralisation and the impact on their operations at regional level. The report has therefore been delayed and has had to be based on the information which has been made available or which CPST has been able to obtain from other sources. The draft provisional conclusions of the report were given to MRLGH on 4th November 1999. The full draft report was sent to MRLGH on 18th January 2000 and copies were also sent to UNDP, UNICEF, OPM, the relevant line ministries and the regional councils. Comments were invited by the end of February 2000. A workshop to which all the stakeholders were invited was held at the Safari Hotel on 9th March 2000. The views expressed by the stakeholders both in writing and at the workshop have been considered and, where appropriate, taken into account in the final report.

1.10. The report is divided into seven main parts:

Part 1: Introduction.

Part 2: Background - sets out the legal and constitutional background for regional councils and their relationships with central government and local authorities together with the relevant aspects of the approved decentralisation policy.

Part 3: The Present Capacity of Regional Councils - looks at the present resources, organisation and structure of regional councils in relation to their existing functions and the changes needed and also looks at the role that can be played by NGOs.

Part 4: The Impact of Decentralisation - considers the impact of decentralisation on the operations of regional councils and their relationships with central government and local authorities, the resources, organisation and structures needed to effectively cope with the decentralised situation.

Part 5: Capacity Building and Training - looks in more detail at the areas where the capacity of regional councils needs to be increased in the light of decentralisation and the education and training needs of regional councillors and staff and line ministry officials.

Part 6: The Challenges of Decentralisation - looks at the challenges faced in the implementation of the decentralisation policy and suggests measures to be undertaken in order to overcome the challenges.

Part 7: Conclusions and Recommendations - draws together the proposals in the report.

CHAPTER 2 BACKGROUND

- 2.1. Chapter 12 of the Constitution of the Republic of Namibia makes provision for the structures of regional and local government in Namibia. Each unit of regional or local government is to have a council as a principal governing body. Local authorities are to include all municipalities, communities and village councils as defined and constituted by Act of Parliament. The boundaries of the regions were to be determined by a Delimitation Commission and each regional council was to have the composition, powers and structure set out in the constitution or as determined by act of parliament.
- 2.2. The first Delimitation Commission, reporting in 1991, proposed 13 regions for Namibia. These proposals were accepted by the Government (with slight modifications) and were incorporated in the Regional Councils Act 1992 (No 115 of 1992), which is referred to in this report as the Act. The boundaries of some of the regions were altered as a result of the proposals of the Second Delimitation Commission but the basic patterns of 13 regions remains the same.
- 2.3. The statistics of population and surface area together with the average population density and the percentage urbanisation for each region are set out in Table 2 (a) below.

Table 2(a)

Statistics of Population and area surface by region				
Region	Area km sq.	Population	Average Population Density per km sq.	% of population urban
Kunene	144 255	64 017	0.44	14
Omusati	13 638	189 919	13.93	0
Oshana	5 291	134,884	25.49	26
Ohangwena	10 582	179 634	16.98	0
Oshikoto	26 607	128 745	4.84	13
Kavango	43 418	116 830	2.69	17
Caprivi	19 532	90 422	4.63	15
Erongo	63 720	55 470	0.87	63
Otjozondjupa	105 328	102 536	0.97	46

Statistics of Population and area surface by region				
Region	Area km sq.	Population	Average Population Density per km sq.	% of population urban
Omaheke	84 732	52 735	0.62	16
Khomas	36 805	167 071	4.54	88
Hardap	109 888	66 495	0.61	44
Karas	161 325	61 162	0.38	37

Source: National Planning Commission (1994), Population data from 1991 census

- Urban is defined in the 1991 census as comprising all municipalities, towns and settlements with some basic social facilities. This includes some but not all sizeable settlements in the communal areas.
- Data have been rounded to the nearest whole number or decimal place as appropriate.
- About 33% of the total national population enumerated in 1991 lived in urban areas, while 67% were enumerated in rural localities. Compared with the 1981 urban population of 25%, Namibia can be said to be experiencing an increasing urbanisation of its population.

2.4. The Act (together with the Constitution) provides the legal framework within which each regional council must operate. For the purposes of this report it is important to bear in mind that the following matters are prescribed by the Act and such rules can only be changed as provided for in the Act or by amending legislation:

- the seat of the regional council, the number of councillors and the constituencies in respect of which each is elected.
- the powers, duties and functions of regional councils and their management committees.
- the appointment of regional officers and other employees of the regional councils and the application of the Public Service Act to their employment.
- the funds of regional councils, their application, the accounting records to be kept and their audit.

2.5. The substantive powers, duties and functions of regional councils under the Constitution and the Act are as follows:

- to elect members of the National Council.
- to undertake the planning and development of the region (with due regard to the powers, duties and functions of the National Planning Commission) with a view to:
 - the physical, social and economic characteristics of the region.
 - the distribution, increase, movement and urbanisation of the population.
 - the natural and other resources and the economic development potential of the region.

- (iv) the existing and planned infrastructure.
 - (v) the general land utilisation pattern.
 - (vi) the sensitivity of the natural environment.
 - (c) to establish, manage and control settlement areas.
 - (d) to assist any local authority in the exercise or performance of its powers, duties and functions.
 - (e) to exercise any power assigned to regional councils by the laws governing communal land.
- 2.6. In addition to the substantive powers summarised in paragraph 2.5 a regional council may exercise such powers as may be delegated to it by the President. It also may make recommendations to the Minister of Regional, Local Government and Housing (referred to in this report as the Minister) in relation to the exercise of his/her powers under the Local Authorities Act of 1992 in respect of a local authority in the region, and to the Minister of Finance on matters relating to the region in the preparation of the annual estimates of expenditure to be presented to the National Assembly. A regional council can also advise the President or any Minister on any matter, which it may refer. In addition, the regional council has certain ancillary or procedural powers granted to help it in carrying out its main functions (e.g., acquiring and selling property; opening bank accounts; establishing committees).
- 2.7. A regional council may enter into an agreement with central government, another regional council or a local authority providing for the exercise or performance by the regional council as agent on such terms and conditions as may be agreed, of any power, duty or function conferred by law on central government, another regional council or local authority. Such an agreement may also provide for central government, another regional council or local authority to exercise or perform as agent the functions of the regional council.
- 2.8. It will be seen from the summary in paragraphs 2.5, 2.6 and 2.7 that a regional councils functions relate principally to the planning and development of the regions with powers to advise and act as agent for central government. A regional council currently has no power of its own (except in settlement areas) to provide services for its inhabitants equivalent to those conferred on local authorities under S30 of the Local Authorities Act of 1992.
- 2.9. When regional councils were first established in 1993 they were given a standard establishment of six (the regional officer, chief control officer, secretary, clerk, driver and cleaner). This was irrespective of interregional differences of area and population and the differing scale of activity, which may have been required by each regional council. Although S23(1)b of the Act allows each regional council to appoint such officers and employees as it may deem necessary for the performance of its functions, in practice central government control of the finance of regional councils and the application of the Public Service Acts means that every additional post must be approved by the Ministry of Regional, Local Government and Housing (referred to in this report as MRLGH) and the Public Service Commission. Additional posts have been approved since 1993 but are on an almost uniform basis with the standard establishment of each regional council in 1998/9 being 12 (regional officer, chief control officer, accountant, personnel

officer, private secretary, three clerks, two record clerks, driver and cleaner). The establishments usually contain no professional or technical staff to undertake the regional councils' principal functions of regional development planning and the creation and management of settlements. Where these functions have been undertaken the regional councils have obtained technical services from MRLGH under the agency arrangements (see paragraph 2.10) or appointed consultants.

- 2.10. Every regional council has indicated that it entered into an agency agreement with MRLGH under S30(1) of the Act whereby MRLGH carried out as agent certain functions of the regional council. It is understood that these agreements were entered into in 1993. However neither regional council nor MRLGH have been able to produce a signed and completed copy. The specimen agreement produced by MRLGH is incomplete as the addendum listing the management services to be undertaken has not been completed. However as a matter of practice the following services have been undertaken by MRLGH on behalf of the regional councils:

- (a) Budgeting (except for the regional councils' own income and expenditure).
- (b) Payment of government funded expenditure.
- (c) Payment of salaries and allowances.
- (d) Approval of establishment and appointments.
- (e) The surveying of settlement and township areas.
- (f) The submission of capital projects.

On 13th July 1999 MRLGH sent to the regional councils a working document on nullifying the agency agreements. This purported to start negotiations for the termination of the agreements and the transfer of responsibilities to the regional councils. The comments of each regional council were asked for. The regional councils have now been asked to enter into revised agreements by 1st April 2000. The likely impact of the termination of the agency arrangements is dealt with in paragraphs 3.6.2.2 to 3.6.2.4 of this report.

- 2.11. The Delimitation Commission under Article 105 of the Constitution determines the number of councillors on each regional council and each councillor is elected in respect of a constituency of which the Delimitation Commission has fixed the boundaries. Article 106(1) of the Constitution requires there to be no fewer than six and no more than twelve constituencies in each region. The Act provides rules for the election and conduct of councillors and for certain practices and procedures (including meetings) of the regional council. It requires each regional council to appoint a management committee to carry out certain responsibilities set out in Section 22(1) of the Act. The management committee consists of a chairperson (who will be the Regional Governor) and either two or three other councillors (depending on the size of the council) elected by the regional council from among its members. The numbers of members of each regional council and its management committee are set out in Table 2(b).

Table 2(b)

Regional Council	Number of Councillors/Constituencies	Number on Management Committee (including Governor)
Kunene	6	3
Omusati	11	4
Oshana	10	4
Ohangwena	10	4
Oshikoto	10	4
Kavango	8	3
Caprivi	6	3
Erongo	7	3
Otjozondjupa	7	3
Omaheke	6	3
Khomas	9	4
Hardap	6	3
Karas	6	3

The regional council and the management committee can both establish such additional committees as they consider necessary to advise them in the exercise of their functions and can appoint to those committees such councillors or other persons as they consider appropriate. Only two regional councils have appointed additional committees under these provisions.

2.12. The principal funding for regional councils' recurrent expenditure comes from central government. The other sources of revenue to which a regional council is statutorily entitled are:

- (a) 5% of the rate income of any local authority in its area (S77 of the Local Authorities Act 1992).
- (b) income from settlement areas [S33(1)(b) of the Act].
- (c) fines imposed in respect of any contravention of the Act [S33(1)(e) of the Act].
- (d) moneys received by way of donation [S33(1)(f) of the Act].
- (e) interest on any investments [S33(1)(d) of the Act].

Almost all other revenue is derived from the 5% of local authority rates. Table 2(c) sets out the local income received by each regional council indicating the element attributable to the 5% of local authority rates as against the budgeted expenditure for each regional council controlled by MRLGH.

TABLE 2(c)

LOCAL INCOME AND NATIONALLY BUDGETED EXPENDITURE

REGION	Local Income For 1998 - 1999 Unless Otherwise Stated		Expenditure budgeted for by MRLGH >99/00
	5% of LA rates	Total	
Kunene	Outjo only - last paid 1997/98	140 000 estimated for 1999/00	4 504 000
Omusati	-	-	6 250 000
Oshana	Oshakati only	Not known	4 622 000
Ohangwena	-	-	5 908 000
Oshikoto	104 000	128 300	4 153 000
Kavango	-	141	4 724 000
Caprivi	Not known	Not known	3 955 000
Erongo	774 090	1 199 254	3 390 000
Otjozondupa	357 970	* 434 112	4 407 000
Omaheke	99 850	146 738	4 191 000
Khomas	2 745 543 (for >97/98)	3 820 641 (for >97/=98)	2 652 000
Hardap	48 394 (for >97/98)	** 194 197 (for >97/98)	4 052 000
Karas	249 442	249 442	5 465 000

* excludes N\$500 000 for Tsumkwe housing loan

** includes N\$130 935 contribution from MRLGH.

- 2.13. At present the regional councils do not have their own allocation of funding for capital expenditure. The national development budget is prepared on the basis of submissions by each of the line ministries (including MRLGH) prepared in accordance with guidelines produced by the National Planning Commission, the Ministry of Finance and the Bank of Namibia and the priorities established in the First National Development Plan (NDP1). Regional Councils can submit their own proposals for capital projects through MRLGH and they can influence the submissions of line ministries at regional level. The breakdown of the estimates of development expenditure by region in the annual development budget can be misleading unless it is remembered that this reflects the submissions of line ministries and not necessarily the priorities of the regional councils. Table 2(d) sets out the estimates of development expenditure in the state revenue fund by region in the development budget for 1998/99.

Table 2 (d)

Development Expenditure Estimates by Region in N\$ >000			
Region	1998/99	1999/00	2000/01
Kunene	18,005	27,300	37,760
Omusati	27,373	18,669	19,052
Oshana	17,358	23,118	23,420
Ohangwena	48,207	15,204	2,138
Oshikoto	19,575	25,412	22,976
Kavango	17,508	18,373	23,020
Caprivi	25,810	23,242	22,399
Erongo	14,881	37,108	23,441
Otjozondjupa	32,169	14,746	20,553
Omaheke	6,107	9,533	160
Khomas	119,087	176,648	73,270
Hardap	1,825	6,285	6,283
Karas	28,046	35,406	28,700
Nationwide*	313,972	322,079	240,236

* The nationwide category consists of projects benefiting more than one region and across regional groupings.

The Minister has however indicated that 20% of the development budget will in future years be allocated to reflect regional councils' priorities. At present no guidelines have been seen as to how this will be effected.

2.14. On 10th June 1997 the Regional Development and Equity Provisions Trust was established. The Deed of Trust has the following objectives:

- (a) To provide money to regional councils and local authority councils for the implementation of the decentralisation process in regions and local authorities and for the development of regions and local authorities according to such process, and through the active participation of the local people in the regions and local authorities.
- (b) To provide funding for technical assistance, guidance and training in the identification, preparation, appraisal, evaluation, financing, implementation and management of developmental actions as well as the study of priorities and the formulation of specific projects,

needs or proposals in regions and local authorities, whether on its own initiative or when so requested by a regional council or local authority, and on terms and conditions to be decided by the Trustees.

- (c) To co-operate and co-ordinate the activities of the Trust with other public or private entities actively involved in the decentralisation process in Namibia.
- (d) To assist with the implementation of the decentralisation process in Namibia.

The Trustees are given a number of management powers including the powers to raise and receive moneys. They are under duty (amongst others) to:

- (a) use the capital and revenue of the Trust for the purpose of achieving the objectives of the Trust; and
- (b) prepare accounts of revenue and expenditure and a balanced sheet of assets and liabilities as soon as possible after the end of each financial year.

No accounts have been seen but a copy bank statement indicates that a sum of N\$ 838,109.60 stood to the credit of the Trust's current account on 27 March 1999. It is understood that it is intended that the provisions of the Trust be given statutory effect when the Regional Development and Equity Provisions Bill is enacted.

- 2.15. In September 1997 a decentralisation policy for the Republic of Namibia was approved by the National Assembly, which was officially launched on 30th March 1998. MRLGH produced a three-volume document *Decentralisation in Namibia* between September 1997 and April 1998, which defines the policy and outlines proposals for its development and implementation. The three volumes have been widely distributed and it is not possible to adequately summarise their contents in this report. However the extracts from Volume 2 at Appendix 3 give a clear indication of the content of the policy and the direction of its implementation as they affect Regional Councils.
- 2.16. The line ministries principally affected by the proposals for decentralisation to regional councils all have their own regional organisations. However not all of them are organised to correspond with the thirteen political regions. The notes to Appendix 4 show the regional organisational groupings for some of the relevant line ministries. From interviews with regional line ministry officials it is clear that a considerable degree of central control over regional operations is still exercised from ministries headquarters particularly on issues relating to finance, personnel and assets with regional line ministry officials having to refer minor matters to headquarters for decisions with corresponding delays which can be substantial. There is currently therefore no effective deconcentration of functions to the regions and the issues of regional organisation and regional decision making will need to be addressed in each ministry's plan for decentralisation if there is to be effective delegation of functions to the regional councils.
- 2.17. The process of implementing the decentralisation policy was outlined in Volumes 2 & 3 of *Decentralisation in Namibia* but was given additional weight and impetus through the Secretary to the Cabinet's memorandum of 9th June 1998 addressed to all Permanent Secretaries and Accounting

Officers. Since then work has started on the production of action plans for decentralisation in each affected line ministry under the co-ordination of the MRLGH, the preparation of financial regulations for regional councils and local authorities through the use of consultants and the working out by the MRLGH and the Ministry of Finance of the technical details regarding the modality of financial transfers under delegation and devolution. At the date of writing this report the final results of these activities had not been seen.

CHAPTER 3

THE PRESENT CAPACITY OF REGIONAL COUNCILS

- 3.1. The working definition of capacity in relation to regional councils for the purposes of this study is the combination of resources, practices and authority which permits an organisation to achieve its goals. Resources include human, financial, material and information resources. Practices include the structure and management of the organisation. Authority refers to the legal status and powers of an organisation and to its moral authority as represented by its standing in the community and its relationship with other organisations with which it has dealings. The primary goals of all regional councils have been taken to effectively carry out their functions and to exercise their powers and duties for the optimum benefit of their communities.
- 3.2. The starting point for the assessment of the capacity of a regional council is to look at its goals, i.e. its functions and the services it is required to render to its community. The next stage is to assess the adequacy of its existing resources as compared to those needed to achieve the regional councils' goals. If there are deficiencies, then the report will give suggestions as to what needs to be done to make them good.

3.3. The Functions

The functions of a regional council can be grouped into four main classes, i.e.:

- (a) the planning of the development of the region.
- (b) the establishment, management and control of settlement areas.
- (c) the administration of the council itself and all matters incidental thereto.
- (d) giving advice and making representations on matters affecting the region.

This section of the report looks at the work involved in each of these functions and the resources available and necessary to carry them out effectively.

3.3.1 The planning of the development of the region

- (a) The principal means of planning the development of the regions is the preparation of regional development plans (RDPs). To date 5 regions have produced a form of RDP. In each case the RDP has been produced through the use of consultants. No region has its own planning division nor has any regional council on its establishment anyone with a recognised planning qualification. NPC has not accepted any of the plans so far produced as fully complying with its requirements for a RDP. NPC has therefore arranged for the appointment of consultants on a national basis to produce RDPs for eleven regions. The other two regional councils (Erongo and Oshana) have appointed different consultants on similar terms approved by NPC to produce RDPs for their regions by mid-2000. The terms of reference require the consultants to work closely with each regional council, to include in their team for each region a person from that region with knowledge of its culture and local issues and to hold meetings for three days in each constituency in each region. The programme anticipates the completion of this exercise

by August 2000.

- (b) Although the appointment of consultants may take care of the preparation of a RDP for each region there is still the need to undertake the monitoring, review and implementation of the approved plan. Nor is the use of consultants considered to be an effective way of planning, preparing and submitting the Regional Councils' own capital projects for the region or securing their implementation when approved under NDP1.
- (c) The NPC has proposed a structure for a regional planning division at the regional council the draft of which is reproduced as Appendix 6 to this report. Although appreciating the rationale behind the proposed structure the consultants have some reservations about its practical implementation at the present time for the following reasons:
 - (i) the provision of six subdivisions with seventeen professionally experienced staff in each region is thought to be too elaborate and too heavy on the planning resources available nationally to be sustainable.
 - (ii) each region has different characteristics and a model common to each may not be appropriate.
 - (iii) the structure does not take into account the resources of local authorities and the possibilities of joint working with them and between regions.
- (d) However what is fully accepted is the need to establish a planning division within each regional council at the very minimum to monitor the RDP and to secure its implementation through the effective preparation and submission of regional projects under NDP 1. The structure proposed for this is dealt with in Parts 4 and 5 of this report so that aspects of decentralisation can also be taken account.

3.3.2 The establishment, management and control of settlement areas

- (a) The principal vehicle for securing the development of a region outside local authorities areas is through the establishment of settlement areas. This is governed by Part 7 of the Act. When a regional council is of the opinion that an area ought to be developed so as to be established as a local authority then it can, by notice in the Gazette, declare such an area to be a settlement area. To enable this to be done the boundaries of the settlement area must be surveyed and delimited on a plan approved and numbered by the Surveyor General. The designated area is then subtracted from the surrounding unsurveyed state land. On declaration the Registrar of Deeds will issue a certificate of registered title for the settlement area in the name of the regional council. To develop a township within the settlement area a proposal is submitted to the Namibian Area Planning Board (NAPB) who may approve the need for a township under Sections 5 and 6 of the Township Ordinance 1963. A planner will then prepare a plan of the proposed township area showing the layout and the conditions for the establishment of the township. This will then be submitted to NAPB who will recommend the proposed layout and

conditions for approval by the Ministry. When this approval is given, a survey will be undertaken of the approved layout and a general plan of the township prepared for approval by the Surveyor General. When this has been obtained, the general plan will be submitted to the Registrar of Deeds for the registration of title of all the erven within the township area. The conditions of establishment will be legally scrutinised and prepared for declaration in the Gazette under Section 13 of Township and Division of Land Ordinance 1963. It is a prerequisite for the development of townships within settlement areas that services (water, electricity and sewerage) be available. Capital provision is made by central government for the provision of services to growth points, which have been accepted, as such by central government.

- (b) The involvement of the regional councils in this process is:
- (i) the delineation and survey of the boundaries of the settlement area.
 - (ii) the preparation of the conditions and layout plan for the township area.
 - (iii) the survey of the township and the production of a plan for the registration of the erven.
 - (iv) the provision of services to the settlement area and the collection of charges for their use.
 - (v) until registration of the erven the collection of fees for permission to occupy (PTO).
 - (vi) after registration, the sale of erven.
 - (vii) the provision of local authority services within the settlement.
 - (viii) the establishment of a committee for the settlement area.

- (c) The establishment of settlements involves a long and complicated process and a substantial input from the regional council. This input has generally been met:
- (i) by the use of consultants.
 - (ii) through agency arrangements with the MRLGH.
 - (iii) so far as revenue collection and maintenance of services within settlements are concerned by the regional councils' own employees.

In view of the importance of the creation and growth of settlements to the development of the regions, in the consultants' view it is vital that the regional council should have the ability itself to plan and survey settlement areas. The creation of settlements would be greatly helped by the simplification of the process. This should be investigated together with the possibility of the involvement of the private sector in the development of settlements and in the provision of services.

- (d) The establishment of each regional council to deal with settlements will vary according to its population outside local authority areas and the likelihood of settlement creation within each region. However each region with a programme of settlement creation should have at least one land use planner and one surveyor on its establishment. The position within the structure is

dealt with in Part 4 of the report. The drafting of township conditions and the sale of erven will require the services of a suitably experienced lawyer who should continue to be contracted from private practice.

- (e) At present all the resources for the creation and management of settlements are provided by the central government. If and when the regional council has to meet the cost out of its own resources, the more successful it is, the sooner the settlement becomes a local authority and the regional council loses control of the assets which it has created and any revenue therefrom.
- (f) Under Section 32 (1) of the Act, the regional council is given certain powers to manage and control settlements as if it were a village council. These include:
 - (i) the provision and maintenance of services.
 - (i) refuse collection and disposal.
 - (iii) establishing and maintaining cemeteries.
 - (iv) constructing and maintaining streets and public places.
 - (v) the provision of parking places.
 - (vi) the beautifying of the area including the planting of trees.
 - (vii) raising charges for the rendering of services.
 - (viii) the assessment and collection of rates.
 - (ix) the maintenance of public water courses.Certain other local authority functions may be exercised in relation to settlements if such functions are assigned to the regional council by the Minister by notice in the Gazette.
- (g) If the regional council is to incur expenditure in managing settlement areas it will need to ensure either that such expenditure is met by central government or that income from charges and /or rates is raised from the settlement area under S 32(1) of the Act to cover such expenditure.

3.3.3 The Administration of the regional council

- (a) The Act confers on regional councils certain powers and duties which are needed to administer its affairs. These include the holding of meetings (Section 11); the payment of remuneration and allowances to councillors (Section 15); the election of a management committee (Section 18) and other committees [Section 28(1)(h)]; the appointment of a regional officer and other officers and employees (Section 23); the acquisition of property [Section 28(1)]; the opening of bank accounts [Section 28(1)]; the preparation of estimates of income and expenditure (Section 38) and the keeping of accounts (Section 39). The regional council also has the power to do anything which is necessary or conducive to the exercise of its powers or the performance of its duties and functions under the Act [Section 28(1)].
- (b) The purpose of the administration is to make sure that the council is able to exercise all its

functions lawfully and democratically in accordance with the Act in an efficient and accountable manner. Thus it should ensure amongst other things that:

- (i) meetings are properly convened.
- (ii) resolutions of the council are lawfully made and accurately recorded.
- (iii) decisions of the council are promptly and efficiently implemented.
- (iv) the income of the council is fully collected.
- (v) expenditure is properly authorised and in accordance with the approved estimates.
- (vi) the assets of the council are well maintained and used properly for the purpose of the council.
- (vii) financial and personnel records are properly maintained.
- (viii) correspondence and other communications are promptly and properly dealt with.

The administration through the regional officer, is also responsible for giving advice and providing information to the Governor and regional councillors to help them in carrying out their duties. The administration is therefore the lubrication, which ensures the smooth operation of the regional council.

- (c) However the decision-making capacity of the regional council rests with the Governor and the regional councillors through the regional council and its management committee. They are responsible for the conduct of the meetings and the effective making of the decisions, which govern the policies, and activities of the regional council. The councillors are also the representatives and contact points for the regional council at grassroots level. Their conduct and responsiveness to local issues is perhaps one of the key factors in establishing and maintaining the reputation of the regional council amongst the inhabitants of the region and securing that its policies are relevant to the needs of the region and its population.

3.3.4 The Representative and Advisory role of the regional council

- (a) The regional council is a body of councillors directly elected by the electors of each constituency in the region. It is therefore in a unique position to be aware of the needs and aspirations of the regions population and to represent and advise on the interests of and matters relating to the region.
- (b) The representative position of the regional council is recognised by a number of provisions in the Act whereby a regional council:
 - (i) may be consulted and make recommendations in relation to proposed legislation or other submissions made to the Cabinet by any ministry on any matter affecting the region.
 - (ii) has the right to make submissions to the Cabinet or MRLGH in relation to the administration of any law or on any matter peculiar to the region.
 - (iii) may make recommendations to the Minister of Finance on matters relating to the region for the purposes of the preparation of the national estimates of expenditure.

- (iv) may make recommendations to the Minister in relation to the exercise of his powers in relation to any local authority in the region.

In addition the regional council has the right to be consulted by each local authority in the region) during the preparation of its annual estimates of income and expenditure.

- (c) To exercise its representative and advisory role effectively the regional council needs not only a knowledge of the needs and aspirations of the region but also:
 - (i) a detailed and up to date knowledge of the facts relevant to the region.
 - (ii) good intelligence regarding the external factors which are likely to affect the region such as new legislation and the policies of government and parastatal organisations.
- (d) A comprehensive and accurate regional database is essential for the regional development planning process. One of the outputs required from the regional development plans project is the establishment of a socio-economic data base for each region. It is important that once provided this is regularly updated and if necessary expanded so that it will provide an comprehensive and accurate information base which will be available for the whole of the regional council (see also para. 3.4.4).
- (e) Each regional council has two representatives on the National Council elected under Article 69 of the Constitution of the Republic of Namibia. One of the powers of the National Council is to recommend legislation on matters of regional concern. The regional councillors serving on the National council are therefore in a position to influence central government policy with regard to the regions and to receive information from national sources, which is relevant to the regions.
- (f) In 1995 the regional councils came together to form the Association of Regional Councils (ARC). The aims of the Association were to:
 - (i) Protect, safeguard and enhance the image of the Regional Councils.
 - (ii) Act of behalf of its members in matter affecting the common interests of the Regional Councils.
 - (iii) Liaise between the Central Government, the Association of Local Authorities and the Regional Councils in Namibia in all matters of common interest.
 - (iv) Strengthen and back up the activities of the National Council as provided for in Article 74(1)(c) of the Constitution of the Republic of Namibia.
 - (v) Promote the status and further strengthen the regional councils, in conformity with the Namibian constitutional guidelines.
 - (vi) Promote and encourage the principles of continental and international co-operation and comparative studies of Regional governments for the mutual benefit of its members and the Republic of Namibia at large
 - (vii) Strive for and promote democratic values in mass participation of the broad masses of the population and tolerance of our various cultural and traditional heritages. All

regional councils are members of the ARC, which is governed by a central executive committee and a management committee, which is responsible for the day to day business of the Association. There is currently one employed officer of the Association, the administrative secretary, whose responsibilities include keeping proper minutes and records, ensuring that agendas and minutes are issued before meetings and that correspondence is promptly attended to.

- (g) It is in the interests of both regional and central government that ARC is able to comment positively and in detail on issues of common interest. Ways of strengthening the capacity of ARC to do this should be investigated possibly involving the long-term secondment of a suitably qualified officer from government or a regional council.

3.4 The Resources

The resources of a regional council are for the purposes of this report considered under the following headings:

- (a) Human
- (b) Financial
- (c) Material
- (d) Information

3.4.1 Human Resources

The Human resources of a regional council comprise elected councillors and appointed officials. Although they form part of the same organisation and should work together to achieve the goals of the regional council, different rules apply and they have different roles within the organisation. They are therefore considered separately.

- 3.4.1.1 (a) A regional councillor is elected by secret ballot and is the person receiving the most votes at an election in any constituency. A councillor will hold office for a period of six years unless the councillor:
 - (i) becomes disqualified to be a member of a regional council.
 - (ii) is convicted of certain offences.
 - (iii) if having been nominated as a candidate by a political party, he/she ceases to be a member of that party.
 - (iv) is absent without leave of the council from three consecutive meetings of the regional council.
 - (v) resigns his/her office in writing.
- (b) There are no qualifications of education or experience required to become a candidate at a regional council election. The duties of a councillor are not specified in detail in the Act. However he/she is expected to attend meetings of the regional council and the committees to which he/she is appointed and to understand and participate in the decision making process on which the successful operation of the regional council depends. A regional councillor should

therefore acquire as quickly as possible after election a working knowledge of the following matters, which should be updated from time to time:

- (i) the main provisions of the Act and the functions of the regional council.
- (ii) the principles of public service management (including decision making and the conduct of meetings).
- (iii) the role of a councillor and the rules governing his/her conduct.
- (iv) the principles of financial control and budgeting.

Where appropriate a councillor should also be encouraged and given help to improve his/her ability to understand written and spoken English as the official language.

- (c) The first regional council elections were held in 1992 and the second in 1998. Of the 102 regional councillors elected in 1998, 47 were elected for the first time. A workshop for new councillors organised by the training division of MRLGH was held in early 1999. The course was found useful by most of those attending. The concept of separating the new councillors has however been criticised by some second term councillors who felt that they could benefit from a refresher and that the workshop would have benefited from their experience.
- (d) Regional councillors may be paid remuneration and allowances and benefits in accordance with the rates determined by the President and published in the Gazette. There is however no requirement that a regional councillor must devote him/herself full time to the duties of a councillor. Of the councillors interviewed 56% had other occupations (the principal one being that of farmer - 32%). Two members of each regional council are elected by the regional council to be members of the National Council the duties of which require extended periods of absence from the regions.
- (e) A regional councillor is elected by voters within a geographical constituency, which he/she then represents on the regional council. An important element of the work of a regional councillor is therefore constituency work. This is not specified in the Act but the regional councillors interviewed gave the following as examples of what they are called upon to do in their constituencies:
 - (i) chairperson of the constituency development committee.
 - (ii) promoting development in the constituency.
 - (iii) meeting traditional leaders.
 - (iv) holding consultative meetings with the various committees.
 - (v) listening to problems and trying to find solutions through contact with the regional council, local authorities and line ministries.
 - (vi) settling disputes.
 - (vii) assisting in community projects.
 - (viii) informing people of government policy and being the link between the people and

government.

- (ix) identifying constituency needs and projects and motivating the communities to support them
- (x) making sure that the elderly and the handicapped get help
- (xi) fund raising for constituency funds
- (xii) helping in combating crime
- (xiii) educating people on elections and voting.

- (f) Nearly all the regional councillors interviewed complained of the lack of facilities available to assist them in their council work particularly in their constituencies. Virtually all the councillors seen regarded the provision of the following within each of their constituencies as desirable for the conduct of their council work:

- (i) an equipped office (including a telephone)
- (ii) administrative/secretarial services
- (iii) transport (or help with transport)

It is understood that MRLGH has agreed to allocate N\$320 per month towards the expenses of a constituency office. Councillors generally regard this as inadequate.

It is undoubtedly important for the encouragement of democracy and development at grassroots level that the regional councils establish a strong constituency presence. This is particularly so now that constituency development committees (CDCs) are being established under the decentralisation policy with a broad membership under the chairpersonship of the constituency councillor and with wide ranging terms of reference (see paragraph 4.3.7 below).

However, the cost of establishing effective constituency offices is likely to be considerable and it will not be easy to attract competent administrative staff to remote rural areas. Nor is it clear how far the regional councillors' remuneration was intended to defray the expense of carrying out their duties. The issue of servicing the constituencies is considered further in paragraphs 4.3.8(a) and (b) and 5.42.

3.4.1.2(a)

The Governor is the councillor who is elected chairperson of the regional council's management committee. The governor is elected by fellow councillors and retains responsibility for a constituency and for work as a regional councillor. In addition he/she is given certain statutory responsibilities as Governor :

- (i) authority to take action on the order of the Regional Council [Section 28(3) of the Act].
- (ii) being the political head and initiating and formulating planning and development policies and closely monitoring their implementation.
- (iii) having supervisory powers over the planning and execution of development programmes and projects.
- (iv) with regard to (ii) and (iii) being the principal agent of the government and being accountable to the government and the inhabitants of the region.

- (v) investigating and trying to solve any issue relating to the region [in consultation with the regional council]. [Section 2 of the Regional Councils (Amendment) Act 1997].
- Additional powers are intended for the Governor under the Regional Council (Amendment) Bill to:
- (vi) initiate the making of regulations
 - (vii) initiate the entering of joint business ventures and the commercialisation of services.

Many of the Governors interviewed were not fully aware of the executive powers, which they had been granted under the Regional Councils (Amendment) Act 1997. There was therefore no strategy or structure in place to enable them to exercise such powers.

- (b) All the Governors had available to them the use of an office at the regional offices and transport allocated to the regional council. They generally shared the use of a private secretary with the regional officer. The Governor therefore relies very heavily on the services of the regional office and particularly the regional officer in carrying out his/her duties. It is vitally important that the Governor exercises his/her executive powers in co-ordination with the activities of the rest of the regional council's administration and particularly that he/she works closely with the regional officer. In those few regions where the consultants noticed difficulties in this relationship the whole management of the regional council suffered.
- (c) Given their roles as heads of the regions and the specific statutory duties which they are required to perform, it is important that the Governors be equipped to carry out their role and be given training particularly in the areas of leadership, the conduct of meetings, policy making and implementation and the planning of development. Many governors expressed dissatisfaction with the standard of office accommodation and transport provided for their use.

3.4.1.3 (a) Part 4 of the Act requires a regional council to appoint a regional officer and also such other officers and employees as it considers necessary for the performance of the work necessary to carry out the functions of the regional council. Certain provisions of the Public Service Act 1995 are applied to regional councils. Thus the employees of a regional council are part of the public service governed by many of the same rules of employment as the civil service. This, in contrast to employees of local authorities, whose remuneration and terms and conditions of employment are determined by the local authority (in consultation with or subject to approval by the Minister).

- (b) Although the Act allows a discretion to regional councils in the number and type of officers and employees it appoints, in practice central government control over the resources of regional councils has meant that their central establishments follow a similar pattern. A typical organisation chart for a regional council is shown in Appendix 7.

- (c) The post of regional officer is a statutory requirement [Section 23 (1)(a) of the Act]. The regional officer is the chief executive officer of the regional council charged with the responsibility, subject to the control and direction of the regional council, of carrying out the decisions of the regional council and administering its affairs. By virtue of Section 34 of the Act the regional officer is also the accounting officer of the regional council and responsible for accounting for all the moneys received and for all payments made by the regional council. The regional officer can use other officers in this work under his/her direction and control. The regional officer holds office from his or her appointment until two years after the next general election of members of regional councils has taken place. The regional council can extend this term of office for a further similar period or successive periods.
- (d) There are no standard job descriptions for the posts below that of regional officer. In practice however the work carried out by the holders of comparable posts in different regional councils is similar. The following is a brief summary of the main duties of the senior posts:
- (i) The chief control officer is the principal assistant to the regional officer and responsible to him / her for the day to day administration of the regional council and the supervision and control of staff.
 - (ii) The accountant assists the regional officer to undertake the duties of accounting officer. The work includes the drawing up of draft budgets, the preparation of accounts, the control of expenditure and the collection of revenue. The work may also include the general supervision of the finances of the settlements in the region.
 - (iii) The personnel officer is responsible (usually through the chief control officer) for processing and obtaining approval for all personnel issues including recruitment, transfers, registration, retirements and disciplinary matters and advising the regional officer and staff on such issues.
 - (iv) The chief clerk is usually responsible to the chief control officer for the day to day control and supervision of support services such as typing, telephones, transport and reception, for the issue of notices of meetings and the preparation of agendas and minutes and for the supervision of the management of settlement areas. Where the workload justifies it there may be two posts of chief clerk in some regions.
- (e) Declared settlement areas generally have their own establishment, which in the past have been administered under agency arrangements with MRLGH. A clerk or senior clerk usually heads the settlement administration. The duties of this post will include the administration of the settlement, convening and servicing the settlements committee, keeping a register of erven and co-ordinating the maintenance of the settlement infrastructure.
- (f) There is no regional council which has within its establishment posts providing the skills and expertise required in the establishment of settlements (see para 3.3.2) or in the planning of the

development of the region (see para 3.3.1). No regional council has a full technical division, which will enable it to prepare and implement development projects and provide proper supervision to building and maintenance operations. These matters are therefore either not being done or are being undertaken through consultants or agency arrangements with MRLGH.

- 3.4.1.4 (a) The regional councils, given a full establishment have adequate numbers of staff to undertake its routine and statutory administrative functions. The quality of that administration however depends very much on the commitment ability and experience of the regional officer, the staff and the council and on the way that the organisation is managed and motivated.
- (b) It was difficult to assess the quality of the administration in any one region with any precision from a brief visit. However the following findings from all regional councils may help in establishing a general picture of the experience and education of the officials interviewed:
- (i) 88% had not served in any other position on the council.
 - (ii) 86% had not served with any other council.
 - (iii) 17.5% had served at one time at MRLGH headquarters.
 - (iv) 17.5% had not worked anywhere other than the regional council with which they were now employed.
 - (v) Of the 82.5% with other work experience most (74%) had worked for the government with experience also in the service of political parties, teaching and the private sector.
 - (iv) 89% had been educated to grade 12 and 71% had attended college or university.
 - (iiv) 5% hold a master's degree, 5% hold a bachelors degree, 35% obtained a diploma, 19% a certificate and 4% hold both a diploma and certificate, 32% have no post secondary school qualifications.
- (c) The workload of the various posts was also difficult to assess. The officials interviewed gave an assessment of their own workloads by answering the question whether they considered that their work kept them >very busy >busy or >not busy. 59% considered they were very busy, 37% considered they were busy and 4% considered that they were not busy. These were the officers' own subjective views which were not necessarily borne out in all cases by the observations of the consultants during their regional visits.
- (d) The quality of management in any regional council is difficult to define. The element of team working must be present. The officials interviewed were asked whether they felt that they got adequate support in carrying out their duties from (i) the council, (ii) their superior officer, (iii) their colleagues and (iv) their subordinates. Table 3(a) shows the replies.

TABLE 3(a)

Council Officials views on whether they got adequate support in their duties from the council, superior officer, colleagues and subordinates (N=74)			
SUPPORT FROM	ADEQUATE	NOT ADEQUATE	NO REPLY
1. The Council	78%	21%	1%
2. Superior Officer	72%	20%	8%
3. Colleagues	74%	14%	12%
4. Subordinates	74%	11%	15%

- (e) The regional councillors were also asked to give their views on the quality of service received by councillors from the regional council administration and on the standard of communication between councillors, between councillors and the regions officials and between the regional council and the public. In each case they were asked to categorise the quality as very good, good, fair, poor. Table 3(b) shows the replies:

TABLE 3(b)

Councillors views on quality of service and standards of communication (N=66)				
	Very good	Good	Fair	Poor
1. Service from the administration	15%	18%	37%	30%
2. Communication councillor/councillor	32%	39%	18%	11%
3. Communication councillor/officials	18%	61%	17%	4%
4.communication regional councillor/public	14%	55%	17%	14%

Interestingly while 67% of the councillors questioned categorised the service from the administration as fair or poor only 21% regarded the standard of communication with the council officers as fair or poor. Councillors were also asked whether they considered that the organisational structure of the council required improvement to deal with its existing functions. 74% thought that it did. But this can be compared with the 88% who thought that the organisational structure would need improvement to cope with decentralisation. There is clearly scope to improve the quality of administration and management in the regional councils, much of which can be achieved through training and experience. These issues are dealt with in Part 5 of the

report. Suggested improvements of the organisation of regional council to deal with its existing functions and with decentralisation are considered further in Parts 4 and 5 of the report.

3.4.2. Financial Resources

- (a) The sources of funding for regional council expenditure (both revenue and capital) are outlined in paragraphs 2.12, 2.13 and 2.14 of this report.
- (b) The present financial base of regional councils is inadequate and uncertain and outside the control of the regional council. Apart from the expenditure currently determined and administered by MRLGH under the agency arrangements the only income of any substance to which the regional councils are entitled is 5% of the rate income from local authorities. This varies substantially from region to region with the more developed regions receiving the greater income and those regions without local authorities collecting rates having no income (see Table 2(c)). It is important that the work of the technical subcommittee on intergovernmental transfers be concluded at an early date so that an equitable distribution of adequate financial resources amongst regional councils can be determined taking into account the varying needs and resources of the regions.
- (c) There may be limited scope for raising additional revenue for regional councils by looking at the possibility of additional fees, charges and taxes being raised locally. Any additional sources of revenue will need to be authorised by statute but this issue should be explored further. A study should be undertaken of the additional sources of revenue which could be available to regional councils which should include the feasibility and cost of collection, the economic impact and the legal/statutory changes necessary to authorise collection.
- (d) Clear and workable rules and criteria should be drawn up for the allocation of funds for regional council projects from the national development budget and from the Trust Fund for Regional Development and Equity Provision which rules and criteria should be made available to the regional councils.

3.4.3. Material Resources

- 3.4.3.1 The regional councils need adequate property, equipment and materials to enable them to carry out their functions. The following is an assessment of what is available at the present time in terms of offices, transport, computers and other material resources.

3.4.3.2. Offices

- (a) The following is a brief description of the office accommodation available to the regional council headquarters in each of the regions.

1. **Kunene:** new offices have recently been completed for the regional council in Opuwo with an

extra wing to provide space for additional staff. Some poor quality government offices in Opuwo were recently vacated by the regional council most of which have been taken over to Opuwo TC. Most government office space is in Khorixas and is of reasonable quality but it is not clear what scope there may be for rationalisation.

2. **Omusati:** new offices were recently completed for the regional council in Uutapi, which will provide good accommodation for existing staff. The old regional council office space in Uutapi will provide accommodation of limited quality for some additional staff. Most government offices serving Omusati are in Oshakati/Ondangwa outside the region.
3. **Oshana:** the offices of the regional council are part of an old government office complex in Oshakati town centre. They are poorly signed with barely adequate space for the existing staff. There would appear to be little space for the rationalisation of accommodation.
4. **Ohangwena:** new offices were recently completed for the regional council in Eenhana, which will provide good accommodation for existing staff. The old regional council office space in Eenhana will provide accommodation of limited quality for some additional staff. Most government offices serving Ohangwena are in Oshakati/Ondangwa outside the region.
5. **Oshikoto:** good quality offices are rented from NAMPOST in the town centre at Tsumeb. The accommodation is satisfactory for existing staff but provides no scope whatsoever for expansion. There is limited government office space available in Tsumeb with many of the government departments serving Oshikoto being situated in Oshakati/Ondangwa outside the region.
6. **Kavango:** the regional council occupies rooms in a government office complex, which is shared with some line ministries and Rundu Town Council. The offices are old with limited space, which is barely adequate for existing staff. There is no scope for rationalisation to provide additional accommodation.
7. **Caprivi:** the regional council occupies rooms in the government office complex at Katima Mulilo. The offices are scattered throughout the complex with those for the governor and the regional officer being in separate blocks. The offices are not signed and it is difficult to detect the presence of the regional council. The space available to the regional council is barely adequate for existing staff. The government offices in the same complex are individually of reasonable standard but the layout and signing is poor and although there appears to be no surplus space there may be some scope for rationalisation.
8. **Erongo:** the regional council occupies part of a government office block in Swakopmund. The accommodation is of reasonable quality and the layout and access quite good. However the

space available is limited and provides no scope for expansion for additional staff.

9. **Otjozondjupa:** the regional council occupies limited rooms in the government office complex at Otjiwarongo, which do not provide adequate space for the present staff. The interior of the accommodation is of good quality and the layout and access are of reasonable standard. There may be some scope for the rationalisation of accommodation within the government complex but it is unlikely to yield much additional usable space.
 10. **Omaheke:** the regional council occupies part of the main government office block in Gobabis. The accommodation is of good quality and sufficient for the existing establishment of the regional council. There may be scope for some rationalisation of government office space in Gobabis but it is thought unlikely to yield much additional usable space.
 11. **Khomas:** poor quality offices are rented by the regional council from the private sector close to the city centre and the government office park in Windhoek. The layout and access is poor and the accommodation sub-standard for existing staff with no room whatsoever for expansion. It is difficult to identify those government offices in Windhoek which serve the Khomas region and which may become available on decentralisation.
 12. **Hardap:** the regional council occupies part of the main government offices in Mariental. The accommodation is adequate for existing staff but its location, access and signing are poor. There may be scope for some rationalisation of government office space in Mariental.
 13. **Karas:** the regional council occupies part of the main government offices in Keetmanshoop. The accommodation is of reasonable standard and adequate to accommodate existing staff. Improved signing would help to establish the presence of the regional council. There may be scope for some rationalisation of government office space in Keetmanshoop.
- (b) The above is only an indication of the office space currently available to the regional council. A more detailed assessment of all the government office space which can be made available by region once the plans for decentralisation are known [see paragraph 6.9 (b) below] is required. However one issue where action can and should be taken now is on the signing of the location of the regional council offices. All of the offices, even the recently constructed ones, do not announce the presence of the regional council and many are difficult to find. If the regional council is to establish its presence in the region people need to be aware of it and its services and it needs to establish its identity. Clear and individual signing and directions for its offices would be a first step in this process. Further consideration of the issue of public relations is given in paragraph 3.6. 4.1 of this report.

3.4.3.3. Transport

- (a) Most of the transport used by regional councils is owned by central government and managed through the Ministry of Works, Transport and Communication and allocated to MRLGH for use by the regional councils. Several regional councils with more substantial resources from the 5% rate income [Khomas and Erongo] have purchased their own vehicles. .
- (b) The position regarding the availability of transport for each regional council is set below:
- Kunene** - 2 GRN Land cruisers
Omusati- 5 GRN vehicles (unspecified)
Oshana - 3 GRN vehicles (unspecified)
Ohangwena - 2 4x4 station wagons and 1 delivery vehicle (GRN)
Oshikoto - 1 Toyota Venture, 1 Land cruiser (GRN)
Kavango - 1 GRN vehicle for Governor and use of MWTC pool vehicles
Erongo - 3 vehicles (Land cruiser, Ford Tracer, Mercedes saloon) and 2 tractors at Wlotzkasbaken
Otjozondjupa - 4 GRN vehicles (2 Land cruisers, 1 Toyota Cressida and 1 Ford Courier) and vehicles at settlement areas
Omaheke - 2 GRN vehicles (1 sedan and 1 4x4) and vehicles at settlement areas
Khomas - 2 Vehicles (Mercedes saloon and Toyota Hilux 4x4)
Hardap- 2 GRN vehicles (Toyota Ventures)
Karas - 3 GRN vehicles (2 sedans and 1 4x4)
- (c) One of the vehicles for each regional council is generally allocated for the use of the governor. This leaves very limited transport available for the administration of the regional council given the large area of most of the regions and the need to ensure access to the remote parts of the regions if government is to reach grassroots level. The situation is made worse where the vehicles are old and unreliable. The criteria for the allocation and renewal of vehicles for regional councils by MWTC is not clear nor is it clear what priority the regional council has in the occasional allocation of other vehicles from the MWTC pool. With the coming of decentralisation the issue of transport will assume even greater importance and is considered further in Part 6 [see paragraph 6.9 (c)]

3.4.3.4 Computers

- (a) All regional councils have at least one computer. There seems however to be little if any standardisation of hardware even within the same authorities. The principal uses to which the computers are put are word processing and the keeping of accounts. Some of the computers are old and/or out of use and it was not possible to assess the capacity of each individual computer. The position on the availability of computers in the regions is summarised below:
- Kunene** - 2 computers in the offices of the Chief Control Officer and the secretary to the Regional officer and used mainly for word processing

Omusati - 2 computers, of which one was not in use

Oshana - 2 computers

Ohangwena - 3 computers (one of which was out of use) in the general office and with the regional officer used mainly for word processing

Oshikoto - 2 computers, one for word processing and one for accounts

Kavango - 1 computer used by the private secretary for word processing

Erongo - 6 computers put to various uses by the Regional Officer, the settlement officer, the typist, the accountant, the Governor and Coastal Zone Management

Otjozondjupa - 5 computers put to various uses by the accountant, the Regional Officer, the Private secretary, the Chief Control Officer (out of order at the time of survey) and for the printing of pre - payment cards.

Omaheke - 6 computers, 2 of which were out of order, used for the control of telephones, personnel information, word processing and accounts

Khomas - 4 computers (with 3 more budgeted for) for use by the Regional Officer, the Chief Control Officer, the secretary and the accountant.

Hardap - 3 computers, 2 used for word-processing and 1 for accounts. The purchase of a 4th is proposed for planning and information.

Karas - 1 computer used mainly for word processing.

- (b) Computers are now an essential tool for any organisation in management and the processing of information. It is important however that: .
- (i) the organisation is aware of the potential of the use of the equipment within the organisation.
 - (ii) the hardware and the software acquired is designed to meet the needs of the organisation.
 - (iii) that staff who are required to use computers in the course of their duties are trained in their use.

There is little evidence that any of the above issues have been systematically addressed by any regional council.

- (c) The uses to which regional councils would wish to put computers are likely to be similar. There may be merits therefore for regional councils in identifying those uses and in looking at the possibility of standardising equipment and software across the country. This is perhaps an issue that ARC could pursue in conjunction with MRLGH with a view to producing a planned programme of acquisition and training to optimise the use of computers in the management of all regional councils. .

3.4.3.5. Other material resources

Most regional councils were able to produce an inventory of equipment ranging from pencils to photocopiers. The adequacy and reliability of such equipment and control over its use are important factors in the efficiency of an organisation but are matters for each regional council to address. Most have systems for the control of the use of telephones and photocopying and the issue of stock but no assessment was attempted of their effectiveness.

3.4.4. Information

3.4.4.1. Accurate and adequate sources of information are essential for effective planning and decision making. No regional council has access to a comprehensive regional data base.

3.4.4.2 The exercise for the production of regional development plans for all regional councils involves the establishment of a socio-economic data base for each region. This database will be designed towards the planning of the development of the region. It should however provide the basis for a comprehensive regional database. There are sources of other information from within the regional councils' own records (minutes, files etc) and from the ministries, parastatals and NGOs operating within the region which could be included. A pilot study should therefore be undertaken to identify such other sources of information for incorporation in a regional data base, which could then be applied to all regional councils.

3.5. Management

3.5.1. The structure of regional councils at both member and officer level is described in paragraphs 2.9; 2.11; 3.4.1.2(a) and 3.4.1.3 of this report. Because this is largely governed by statute or controlled by central government there is little variation in formal structure across the country. Where differences in management style and capacity between the regions have been detected this has been broadly attributed to three main factors (although no detailed analysis has been possible). These three factors are:

- (i) team working
- (ii) motivation
- (iii) openness

3.5.2. (a) Where an organisation knows where it is going and the route it is going to take then it is easier for all the members of that organisation to pull together to achieve its goals. No regional council has produced a formal strategic plan covering all its activities, but several had produced informal versions of a regional development plan [see para 3.3.1(a)]. The position can be improved.

(b) Although plans may show the goals and the direction of effort needed unless all the members of an organisation know their parts in achieving those goals then the organisation does not achieve its full potential. One of the areas of difficulty noted in some regional councils was uncertainty amongst officers and members about their respective roles leading to conflict and indecision.

- 3.5.3 Unless members of an organisation feel that they and the contribution they can make are valued by the organisation they will not give of their best. This in some part will depend on conditions of service but largely stems from their perception that the job they are doing is appreciated and that they as people are valued. Motivation such as this is very much a matter of leadership, communication and trust. In regional councils where difficulties have been noticed this has usually arisen from the situation where a senior officer has the view that it is easier to do the job myself, which results in a subordinate being sidelined or by passed. It can also arise if a councillor or group of councillors is made to feel that they are not relevant to the work of the council. Such problems can be cancerous affecting the entire operations of the regional council but the cure can be achieved without surgery through training and communication.
- 3.5.4 The situation described in paragraph 3.5.3 is more likely to arise where decisions are taken by individuals or groups without consultation with other members of the organisation. So far as regional councils are concerned not only is it advisable for the organisation as a whole to support decisions made but such decisions should also be acceptable or at least understood by the community as a whole. So decisions which are made after full and open consultation and discussion are more likely to be properly made and implemented than those taken without discussion by a small group.
- 3.5.5 The above issues are those, which the consultants have found most likely to contribute to difficulties in the management of regional councils. The situation can be improved through better communication and through training. This is considered in Chapter 5 of this report.

3.6. Authority

3.6.1. The Law

- 3.6.1.1. A regional council can only do what it is authorised to do by law in the manner prescribed by law. A brief summary of the existing legal powers of a regional council is included in Chapter 2 of this report. It follows therefore that any proposals in this report which are not authorised by the existing legislation will require amending legislation.
- 3.6.1.2 A number of pieces of amending legislation affecting regional councils have been drafted and are being considered by government. The principal ones are:
- (a) The Decentralisation Enabling Bill - to authorise the decentralisation of powers and functions from central government to regional and local authorities by delegation and devolution and to specify the procedures to be followed.
 - (b) The Regional Councils (Amendment) Bill - to institute various amendments to the Act including provisions to:
 - (i) extend the powers and functions of the Governor
 - (ii) establish recruitment committees
 - (iii) allow for the establishment of regional tender boards

- (iv) allow regional councils to enter into joint business ventures
- (c) The Trust Fund for Regional Development and Equity Provision Bill - to give statutory effect to the Trust Fund described in paragraph 2.14 of this report.

3.6.1.3 It is not known when the above pieces of draft legislation will become law and what their final form will be. The provision of a Bill cannot be applied until such time as it becomes a statute. Any steps in the decentralisation process must therefore be authorised by and be in accordance with the existing legislation. The provision of the Act relevant to this is:

- (a) Section 29, which authorises the delegation of government, powers to regional councils by the President by proclamation in the Gazette on such conditions as may be determined by the President.
- (b) Section 30 which permits a regional council to enter into an agreement with the government providing for the exercise of government functions by the regional council as agent for the government on such terms and conditions as may be agreed upon.

It is important for MRLGH and the regional councils to bear in mind that any decentralisation prior to the passing of the Decentralisation Enabling legislation must comply with the above provisions and the procedures which they lay down or wait for the enactment of the Decentralisation Enabling Bill and follow the procedures which it will contain.

3.6.2. Relations with central government

3.6.2.1. Regional councils are virtually a part of the Ministry of Regional, Local Government and Housing. The establishment of regional councils is included in the components and post structure of MRLGH. Almost all the expenditures of most regional councils are funded by central government and controlled by MRLGH by virtue of S 37 of the Act (see Table 2(c)). Many of the activities of the regional council are carried out on their behalf by MRLGH under arrangements under S30 of the Act (see para 2.10 of this report). This has led to a culture of dependency of the regional councils on MRLGH with activities, particularly in the field of finance and personnel, being carried out at a fairly low level in the regional councils with responsibility being seen to rest with ministry headquarters.

3.6.2.2. On the 13th July 1999 MRLGH issued a working document on nullifying the agency agreement . This summarised the functions of regional councils outlined the division of responsibilities in relation to settlement areas and the resources available. It referred to the transfer of personnel and salary files and indicated that the financial transfer will be done once the mode of financial transfer is agreed with the Ministry of Finance and the financial section of the regional councils established. Each region was asked to indicate whether it wanted the agency agreement to continue in whole or in part. It was also requested to indicate the specific functions MRLGH will have to carry out on the regional councils' behalf and the terms of the relevant agreement. MRLGH held a workshop on 10th March 2000 at which all regional councils were invited to sign revised agency agreements dealing with finance, personnel and planning by 1st April 2000.

3.6.2.3 The regional councils ought to be given adequate time to prepare for the withdrawal of the agency arrangements which should be done in a planned manner. The following should be taken into account:

- (a) not only should the financial and personnel functions administered by the regional councils under the agency arrangements revert to the regional councils but adequate resources of finance and personnel need to be made available to the regional councils to undertake the work presently carried out by the ministry.
- (b) the ministry should give clear and workable rules and guidelines for the operation of these functions to the regional councils with adequate mentoring and supervision over at least the first two years of operation.

3.6.2.4. The working document acknowledges the need for guidance for the regional councils and proposes outreach programmes to give on the job guidance/mentoring, support supervision, inspection, monitoring and evaluation of the regions and to carry out outreach programmes in other areas of regional councils operations such as: financial management, personnel and the technical fields. It is vital that outreach teams are composed of senior staff, qualified and experienced in the relevant fields, who have been trained in giving on the job guidance and the transfer of skills. They should also be allowed enough time in each region to deal with all the issues that are likely to arise.

3.6.3. Relations with Local Authorities

3.6.3.1. Both the Regional Councils Act 1992 and the Local Authorities Act 1992 contain provisions, which require communication between a regional council and the local authorities in its region. The main provisions are:

- (a) S 15(2) Local Authorities Act - a local authority must within 7 days of a meeting submit to the regional council copies of the relevant agenda, supporting documents and minutes.
- (b) S 32 Local Authorities Act and S 30 Regional Councils Act - a regional council can enter into an agreement with a local authority to perform as agents for the local authority any power duty or function of the local authority. The agreement can also provide for a local authority to perform the functions etc of the regional council.
- (b) S 77 Local Authorities Act - a local authority must transfer 5% of its rate income to the regional council.
- (c) S 83 (1) Local Authorities Act - the management committee of the local authority must consult with the regional council before preparing the local authority annual budget or a supplementary budget.
- (d) S 28 (1)(a) Regional Councils Act - a regional council must consult with a local authority when compiling its regional development plan.
- (e) S 28 (1)(d) Regional Councils Act - a regional council may make recommendations to the MRLGH concerning the use by the Minister of any of his/her powers with regard to a local authority in the region.
- (f) S 28 (1)(f) Regional Councils Act - a regional council may assist any local authority in the

exercise of its powers, duties and functions.

3.6.3.2 The 5% rate contribution was generally paid to the regional council by local authorities but not always on time or in full. Local Authorities minutes were usually sent to the regional councils who were generally given the opportunity to be consulted in the preparation of the local authority budget. Many of the town clerks interviewed felt that the regional councils did not make use of the minutes or the consultation on the budget, as there was no feedback from the regional councils. Several considered that the 5% could be better used by the municipalities as the regional councils had little to do and no real functions.

3.6.3.3 Apart from the statutory requirements (which are not always fully observed) the relations between regional councils and local and traditional authorities in their regions has tended to be occasional and informal. Particularly with decentralisation, collaboration is likely to become more important in a number of areas:

- (a) regional development planning.
- (b) where functions are decentralised to both regions and local authorities.
- (c) the shared use of scarce resources whether skilled personnel, property or equipment.
- (d) tackling problems common to all authorities in the region.

There could well be benefits in establishing in each appropriate region a local government liaison group chaired by the Governor to which representatives of the regional council and all local and traditional authorities are invited to discuss matters of common concern and to identify areas in which joint working arrangements can benefit the community. Such a liaison group needs to meet regularly but probably not more than three or four times a year. Informal working and exchange of information between senior officers of each authority should be encouraged.

3.6.4. Relations with the Community

3.6.4.1 Regional Councils seem to have the widest direct contact with the public through the regional councillors and their constituency activities [see paragraph 3.4.1.1(e)] and through the office of the Governor. The regional councils as organisations have little presence in the regions with their offices usually being unmarked and difficult to find. Although several of the regional councils produced useful annual or periodic reports of their activities it was not clear how widely this information had been publicised. No regional council had a definite public relations policy. If the role of regional councils under decentralisation is to be accepted in the regions, their work needs to be better known. Consideration should be given as to how this can be done at both national and regional level.

3.6.4.2. Non-Governmental Organisation (NGOs) can have an important supplementary role to play in service delivery in the regions. Unfortunately only 14 NGOs in 8 regions were able to take part in the survey. 35% of these felt that there was not effective co-operation with the regional council and 35% did not have participation by regional councillors in the activities of the NGO. For details of the NGOs that participated in the survey please refer to Appendix 5. The services with which the NGOs could assist the regional council were training, sharing of information, advisory services and the facilitation of regional

and community development. The NGOs are clearly an important resource for the regions. However at the moment there is room for improvement in co-ordination among NGOs and between NGOs and the regional councils. In fact some NGOs are operating in some regions without their presence and activities being known to the regional council. NGOs operating in the regions should make known to the relevant regional council(s) their activities so that these can be effectively co-ordinated with the activities of regional councils and other service providers. The regional councils should keep a register of all NGOs operating in their region. The regional council should where practicable integrate the various activities within regional programmes to avoid duplication of effort and disjointed development activities. NANGOF should be encouraged to update its database on NGOs and provide it on a regular basis to regional councils.

3.6.4.3 A number of regional committees have been established to plan and co-ordinate community action or act in an advisory capacity to government departments. The principal such committees include:

- (a) Regional Emergency Management Unit (REMU).
- (b) Regional Education Forum.
- (c) Regional HIV/AIDS Committee.
- (d) Regional Health Advisory Committee.
- (e) Regional Roads Boards.
- (f) Regional Resettlement Committee.

This is not a comprehensive list and there are others established within individual regions or serving group of regions (e.g. the Coastal Line Management Committee). The regional council is represented on all these committees and the Governor is chairperson of most of them. However they are not committees of the regional council. It is important for the regional council in its co-ordinating role to have formal access to the information available to these regional committees and to their decisions. It is suggested therefore that where this does not already happen, officers of the regional council should undertake the servicing of all regional committees and their minutes should be formally reported to the regional council. Where a decision of a regional committee is likely to affect the finance, personnel or other resources of the regional council, then such decisions should be routed to the regional council via its management committee.

3.6.4.4 The Regional Development Co-ordinating Committee (RDCC) and its associated Constituency Development Committees (CDCs) were established under the decentralisation policy to co-ordinate the planning and development of the region and its constituencies respectively. Although their functions relate principally to the existing development planning functions of the regional council, the operation of the RDCC and the CDCs is considered in more detail in paras. 4.3.7 to 4.3.9 of this report in the chapter dealing with the impact of decentralisation.

CHAPTER 4

THE IMPACT OF DECENTRALISATION

4.1 The Policy

4.1.1 The National Assembly approved a decentralisation policy for the Republic of Namibia in September 1997. The policy was formally launched on 30th March 1998. Between September 1997 and April 1998 three volumes of decentralisation in Namibia were published by MRLGH entitled:

- (i) Decentralisation development and democracy
- (ii) The policy, its development and implementation
- (iii) Situation analysis

4.1.2 Relevant extracts from Volume 2 of the policy documents are set out in Appendix 3 to this report, which contain substantial elements from Part 4 dealing with the administrative implementation of delegation.

4.1.3 Although the policy documents provide a framework for the implementation of the policy of decentralisation through delegation, a great deal of work needs to be done and further decisions taken to translate that policy into a cohesive and clear management structure and administrative framework for regional councils. The principal issues needing further work are as follows:

4.1.3.1(a) In carrying out delegated functions regional councils are to act as principal agents and under the direction of central government which retains primary responsibility for policy and finance. The regional councils will be responsible for all matters of operation. If this is to work in administrative terms the following issues must be clarified by central government before delegation takes place.

- (i) the precise operations which comprise the function to be delegated
- (ii) the staff and assets which are used in each of those operations
- (iii) what decisions/action may be taken by the regional council without reference to central government or conversely what issues central government retains for its own decisions and any relevant reporting arrangements.
- (iv) the terms and conditions subject to which the delegation will operate
- (v) the arrangements for budgeting and financial management and control.

MRLGH has been in discussion with the line ministries involved in decentralisation and has asked each for its plan for decentralisation. None of those seen has been finalised and all concentrate on items (i) and (ii) above. It is vital that (iii), (iv) and (v) be addressed also. MRLGH should bear in mind that until the Decentralisation Enabling Bill becomes law, decentralisation under S 30 Regional Council Act 1992 requires an agreement with the regional council.

(b) Where decisions are to be taken by a ministry's headquarters it is important that such decisions

are taken promptly. Whilst 23% of the regional line ministry officials who replied said that they got decisions from headquarters within days over 50% said it took more than a month to get a reply and 33% said it took over two months. On occasion replies were never received. This situation needs to be improved.

4.1.3.2 The policy requires the delegated units of the line ministries to be seconded to regional councils and for the regional officials of the delegated functions to be placed under the overall charge and supervision of the regional officer. It is likely that some of the line ministries in the regions will delegate only part of their functions to the regional councils e.g. Ministry of Health and Social Services will delegate only primary health care. Thus there will be regional divisions of line ministries with part of their functions delegated and part retained, looking to headquarters on issues of policy and finance but for the operational purposes of the delegated functions under the overall charge and supervision of the regional officer who may not in any event be able to provide the professional supervision required. The policy also requires various classes of correspondence to be differently addressed and copied. Clarification and simplification is required if the administration of the delegated functions is to work effectively. The matter is considered further in paragraphs 4.3.6(a) to (e) of this report.

4.1.3.3(a) The policy states that central government will continue to provide the funds for the delegated functions both recurrent and development and that the funds will be administered in the regions. Central government already provides most of the funds for the regional councils existing functions given the limited resources of most regional councils (see paragraph 2.12). Clear guidance on the administration of the funds in the regions should be given both to the regional councils and the line ministries.

(b) So far as regional councils recurrent expenditure on both delegated and existing functions is concerned it is vital that the work of the subcommittee on intergovernmental transfers is concluded at an early date and that before decentralisation is implemented a clear and equitable basis for the funding of regional councils revenue expenditure is drawn up taking into account the varying needs and resources of the regions.

(c) So far as development projects are concerned the regional council has in the past been able to submit its proposals for capital expenditure for the region to the National Planning Commission through MRLGH. However the Regional Councils submissions have rarely been successful. The capital projects in the region have reflected almost entirely the submissions of the line ministries (see paragraph 2.13). It has been proposed that a proportion of national development expenditure be set aside for regional councils' proposals. The establishment of RDCCs and CDCs in each region under the decentralisation policy should result in a more co-ordinated approach to the submission of regional development projects. It is important however that clear and workable rules and criteria should be drawn up for the allocation of development funds between regions for regional council projects (including from the Trust Fund for Regional

Development and Equity Provision) which rules and criteria should be made available to regional councils.

4.2 The Functions to be Decentralised

4.2.1 The decentralisation policy envisages the immediate delegation to regional councils by the line ministries affected by decentralisation of the functions set out in Table 4 (a) below.

TABLE 4(a)

Functions for immediate delegation on to regional councils by line ministries	
MINISTRY	FUNCTIONS
MRLGH	Community development and early childhood development Housing
MAWRD	Rural water development and management
MLRR	Management and control of communal lands, resettlement and rehabilitation
MHSS	Primary healthcare
MET	Conservation Forest development and management
MBEC	Primary education

In addition, the Ministry of Youth and Sport (MYS) and the Ministry of Information and Broadcasting (MIB) are considering delegating functions to regional councils. Three of the functions identified for decentralisation in the policy document - administration of settlement areas; physical and economic planning; agency services to villages and settlements - are already within the powers of the Regional councils although subject to agency arrangements with MRLGH. Emergency Management is already co-ordinated at regional level through the Regional Emergency Management Unit (REMU) chaired by the Governor.

4.2.2 Although the line ministries affected by decentralisation have been asked by MRLGH to produce their detailed plans for decentralisation to the regions not all of them have done so. Where decentralisation plans have been available they have been in draft form subject to internal ratification and consideration by the Office of the Prime Minister. In addition not all the line ministries are currently organised on the basis of the individual regions. It is therefore very difficult at this stage to produce a comprehensive establishment list for the regional councils under delegation. However Appendix 4 summarises in

respect of the relevant directorates of each ministry affected by decentralisation the total number of posts in the regions and the notes comment on the progress made towards decentralisation and the current regional groupings of the various ministries. Appendix 4A attempts to identify the administration, personnel and finance posts from the line ministries affected by delegation in each region.

4.2.3 Until approved plans for the decentralisation of functions to the regions are produced by each ministry showing:

- (i) the precise operations to be delegated to each authority
- (ii) the organisation of the relevant divisions on a regional basis
- (iii) the posts allocated to those operations and details of the staff to be seconded
- (iv) the resources identified as being used in those operations
- (v) the conditions subject to which the delegation is to be made defining in particular the financial and operational discretion to be conferred on the regional council, it will not be possible to produce a detailed establishment list for each regional council showing the seconded posts. However it is possible to produce a suggested organisational structure for the regional councils taking account of the delegated functions and the estimated number of posts likely to be involved [see paragraph 5.17].

4.2.4 For decentralisation to be successful there needs to be a full commitment particularly from central government. The delay in the production of plans for decentralisation by the line ministries is one worrying factor. However at regional level the survey of line ministry officials indicates that there is very limited knowledge of the policy of decentralisation and the impact which it will have on the regional operations of the ministries. Of the officials interviewed:

- (a) only 13% had read all 3 volumes of the decentralisation policy whilst 59% had not read any of them.
- (b) 69% had not seen the Secretary to the Cabinet's circular of 9th June 1998 giving instructions regarding the policy of decentralisation.
- (c) 80% had no instructions from their ministry's headquarters regarding decentralisation.
- (d) 73% were unaware of the Minister's letter of 29th December 1998 allocating ministerial briefs to regional councillors.
- (e) only 8% had involved the regional council in the initiation of capital projects.

4.2.5 However there is clearly a willingness amongst line ministry officials to work with the regional council through the regional officer. 73% of the line ministry officials surveyed said they felt there was effective co-operation with the regional council and 77% of those who replied felt comfortable with the role of the regional officer as regional co-ordinator and chairperson of the RDCC. This goodwill needs to be built on and the following action should be taken:

- (a) the Permanent Secretaries of each relevant ministry in conjunction with MRLGH should keep their regional officials at all levels informed of the policy of decentralisation and the action

which is proposed to implement it and how it will affect their ministry's operations and reporting lines.

- (b) MRLGH should organise workshops in each region on the policy of decentralisation and the practical steps to be taken to implement it, which should be attended by senior officers of the line ministries in the regions and regional council officials. In August 1999 MRLGH arranged for the training of an officer from each regional council to act as a trainer in each region on the policy of decentralisation. It is anticipated that use will be made of those officers in sensitising their colleagues in the region.

4.3 The Impact on the Regional Councils

4.3.1 The advent of decentralisation will have a major impact on regional councils. In broad terms this will be as follows:

- (a) Until now the regional councils principal functions have been planning and development with service provision limited to settlement areas. The implementation of decentralisation will for the first time give regional councils responsibility for the provision of services across their regions.
- (b) Regional councils have been limited function, single department organisations with a simple management structure. Decentralisation will impose much more complex reporting and accounting lines, which will need to be reflected in their organisation.
- (c) The responsibility, activity and decision making of regional councils should increase substantially with decentralisation. They will therefore need an improved capability to plan and manage their operations and effectively make and implement decisions.

4.3.2 (a) The composition and constitution of the regional council and its management committee are prescribed by statute. In addition to the statutory requirements of a management committee the regional council may also establish such other committees as it considers necessary to advise it in the exercise and performance of its functions and can appoint such councillors and other persons as it thinks fit to be members of those committees [Section 28(i)(h) of the Act]. Under section 29(2) of the Act the regional council can delegate to the Management Committee, the regional officer or any officer, any power conferred on it by law [with certain exceptions set out in Section 29(2)]. It has no authority to delegate its powers to any other committee or person.

- (b) Decentralisation should result in a substantial increase in the number of matters to be considered and decisions to be taken by the regional council. Detailed deliberations of all those issues by the council itself would place an enormous burden on the regional council. Advisory committees of the Regional Council should therefore be set up for:
 - (i) Education.

- (ii) Health.
- (iii) Development [to include those delegated functions of a developmental or environmental nature, e.g. rural water, forestry, and lands and resettlement] as well as the planning and development functions of the regional council.

Such committees could include, in addition to regional councillors, people with specialist knowledge and those with a particular interest in the services provided.

- (c) As an aid to prompt decision making on appropriate issues it would be helpful if regional councils could delegate certain responsibilities to advisory committees. Unfortunately this is not permissible under the existing legislation but perhaps consideration could be given to an amendment of S 29 (2) of the Act when the opportunity arises.
- (d) There already exist a number of consultative committees and advisory boards established on a regional basis (see paragraph 3.6 and 4.3 above). To avoid duplication of effort and functions, consideration should be given as to whether some or all of the above bodies can be merged with the relevant advisory committee of the regional council.

4.3.3 Although there is very little structural change that can take place in the member organisation of the regional councils the management structure will require substantial review at officer level firstly because of the need to provide for the more effective performance of the existing planning and development and settlement functions of the regional council and secondly to provide a management structure to cope with the complexities of the decentralised system under delegation.

4.3.4 (a) Regional councils do not have adequate capacity to cope with their existing functions of regional development planning and the establishment and management of settlement areas or to provide technical services for the regional council (see paragraphs 3.3.1, 3.3.2 and 3.4.1.3 (f) above). It is important that this situation is remedied at the same time taking into account the impact of decentralisation.

- (b) A planning and development division should be established in each regional council to implement these functions. For details of this recommendation see paragraphs 5.14 to 5.26.

4.3.5(a) In looking at the management structure of any organisation certain basic principles should apply. These are:

- (i) it should reflect the aims and objectives of the organisation.
- (ii) it should comply with the law.
- (iii) it should be as clear and logical as possible.
- (iv) it should indicate lines of authority and responsibility.
- (v) it should reflect the resources available to the organisation.

- (b) The main problems in drawing up a management structure for regional councils taking account of the functions to be decentralised to them are:
 - (i) the lack of approved detailed line ministry plans for decentralisation.
 - (ii) the proposed legislation framework for decentralisation is not in place.
 - (iii) under delegation the ultimate responsibility for the functions decentralised remains with the centre and the terms and conditions to be imposed on the regional councils are not known.
 - (iv) there is no certainty as to the level of resources, which will be available to regional councils for decentralisation.
 - (v) in some cases the regional council will be geographically separated from the units of line ministries to be decentralised.

- (c) It is clear from the policy however that an integrated management structure for regional councils is required, with those ministry staff carrying out delegated functions being seconded to the regional council and placed under the overall charge and supervision of the regional officer.

- (d) The management structure shown at Appendix 9 to this report has been drawn up as one way of achieving an integrated structure under a delegated system.

- (e)
 - (i) The structure proposed at Appendix 9 is designed for the position where full delegation to regional councils is achieved in accordance with the approved policy. This will not happen overnight but is a process, which must be carefully planned and prepared for. Any additional resources required will need to be found from savings from central government's organisation resulting from the decentralisation process.

 - (ii) The position of the regional officer as regional co-ordinator and chairperson of the RDCC is generally accepted. This responsibility together with the burden of piloting the processes of decentralisation in the region justifies, in the consultants' view, the immediate upgrading of the post to the level of director. However the consultants agree with the view of MRLGH that the correct grading for the post of regional officer given its responsibilities on completion of the process of delegation, is that of under-secretary. The timing of this upgrading is a matter for agreement between MRLGH and OPM. A further review of the level of the post will be necessary when decentralisation moves from delegation to devolution.

- (iii) The structure proposes four directorates: -
1. Planning and Development Services (see appendixes 6 and 8, and paragraphs 5.14 to 5.26.) In addition to the Planning and Development divisions it is also proposed to include a Rural Services Division to co-ordinate the delegated functions of the MAWRD, MLRR, MET, and (if appropriate) MFMR. Housing should be the responsibility of the development division. If functions are ultimately delegated from MTI, MME and MWTC it would seem appropriate that they be located within the Directorate of Planning and Development Services.
 2. The Central Services directorate is shown as being divided into four divisions: -
 - * Administration
 - * Information and community relations
 - * Personnel
 - * Finance

Initially the first two should be grouped together under the chief administrative officer. Information and community relations are however regarded as sufficiently important, when resources allow, to justify their own sub - division with a direct reporting link to the regional officer. The provision of information and services to councillors could fall within the scope of this sub - division.

No detailed recommendations are made regarding the size and structure of the personnel division. These will depend upon a number of factors, which are likely to vary region by region, i.e.:

- * the size of the regional councils establishment .
- * the legal requirements for regional recruitment and disciplinary committees.
- * the internal management arrangements of the regional council.
- * the speed and extent of the implementation of the decentralisation policy.

By virtue of S34 of the Act the regional officer is required to be the accounting officer of the regional council. This is in contrast to the position under S81 of the Local Authorities Act 1992 where local authorities have the discretion to designate as accounting officer an officer other than the chief executive. In view of the increasing burden of responsibility and work which the implementation of decentralisation will impose on regional officers and the increasing need for professional supervision and control of the finance of regional councils it is recommended that, when legislative time allows, the Act be amended to give regional councils the same discretion as local authorities to appoint a professional finance person as accounting officer. This would justify a separate directorate of finance.

Until that time however finance is shown as a division of the central services

directorate under a chief finance officer. The 1998 report on Financial Decentralisation - Intergovernmental Transfers by S Wenkere-Kisembo considered the financial establishment for regional councils and their internal audit arrangements. The proposed regional office accounts section structure recommended in that report is shown at Appendix 10 and has been incorporated in the structure at Appendix 9 under the chief financial officer.

3. Education, which in addition to education services, will be responsible for the functions of youth and sport and community and early childhood development.
 4. Community Health - to be responsible for the delegated functions of MHSS comprised in primary health care i.e. community based health care, water and sanitation and that part of social pensions dealing with the identification and registration of pensioners and the control of pay points.
-
- (iv) An officers advisory board should be established to co-ordinate the management of the regional council and the preparation of policy advice to the regional council and the management committee. The regional officer should chair the board with the four directors as members. The chief administrative officer should be secretary of the board, which should meet regularly at least once a month. Consideration needs to be given as to how far the responsibilities of the advisory board can be integrated with those of those of the RDCC (see para.4.3.7).
 - (v) An administration group chaired by the director of central services and with appropriate representatives from each department should be established to co-ordinate administrative systems and practices across the organisation. Any policy recommendations arising out of its deliberations should be made to the regional council through the officers' advisory board.
 - (vi) S 23 (4) of the Act allows the regional council to designate one of its officers to act as regional officer in the absence or incapacity of the post holder. Although it is anticipated that this deputising role will frequently fall to the director of central services this will depend on the circumstances of each regional council and it is not proposed to make a firm recommendation as to the post of deputy regional officer.
 - (vii) Subject to para. 4.3.6 (b), it is envisaged the central finance and personnel divisions will carry out the bulk of the financial and personnel work of the regional council under delegation. However each directorate will need to have its own administrative unit to ensure the efficient operation of the directorate and to take care of such issues as correspondence, filing, records, specialised stores, typing and secretarial services, and when the directorate is not centrally located, telephone and reception. It may also be operationally desirable, in certain circumstance, to retain some finance and personnel capacity within the directorates but under

the overall direction and control of the chief finance and personnel officers.

- (viii) A chief clerk should head administrative units within the directorates. The precise staffing levels will depend upon the functions workload and size of each directorate.
 - (ix) Suggested outline job descriptions for the senior posts of regional officer, director of central services, director of planning and development services, chief financial officer and chief personnel officer are given at Appendix 11.
 - (x) In order to ensure the proper co-ordination of activities and responsibilities the regional officer should continue to be the principal adviser to the Governor. However with the Governor assuming an increasingly executive vote, it is considered important that he/she has adequate day to day administrative support. A post of personal assistant to the Governor is therefore proposed.
 - (f) The establishment of the structures at Appendix 9 will impose a substantial increase in the expenditure of regional councils. This can only be justified if there is a firm and programmed implementation of decentralisation by central government accompanied by a transfer of resources (including personnel) and responsibility from the centre to the regions. This must also involve the responsibilities and workload actually falling to the regional councils under the detailed delegation arrangements.
 - (g) Each region is different. It has different needs and problems, different human and other resources from all the other regions. Although this report can recommend a broad structure and suggest general guidelines for the implementation of delegation it does not, nor should it, prescribe in detail the organisation and processes to be introduced in each region. These should be prepared region by region on the basis of agreed guidelines by the regional council, the local authorities, MRLGH and the line ministries working in partnership and making full use of the decentralisation working group proposed in para. 4.4.2 (d).
- 4.3.6 (a) The regional directorates of line ministries fall into three main categories so far as the administration of decentralisation is concerned:
- (i) major directorates with their own administrative, financial and personnel management capacity where only some of its operations are to be delegated e.g. health.
 - (ii) major directorates with their own administrative, financial and personnel management capacity whose operations are to be fully delegated e.g. education and rural water (if their decentralisation plans so provide).
 - (iii) small directorates or divisions without its own administrative, financial or personnel management capacity whose operations are to be fully or partly

decentralised.

- (b) In the case of directorates under (a)(i) above until such time as the delegated function can be operationally and organisationally separated the administration, finance and personnel sections will remain with the ministry's regional directorate and will administer those aspects of both the retained and delegated operations. The delegated operations will be administered on behalf of the regional council/ local authority and in accordance with the rules applying to such delegated operations. The following rules and procedures relating to reporting and accountability to the regional councils are suggested:
- (i) the head of the ministry's regional directorate should be responsible to the regional council through the regional officer for the effective operation of the delegated functions and for reporting to the regional council through the regional officer the issues relating to finance and personnel and policy. Where appropriate he/she should serve on the officers' advisory board of the regional council [see paragraph 4.3.5(e)(iv)]
 - (ii) The senior officer in charge of the delegated operations will be responsible for the day to day liaison with the regional council and keeping the regional council informed of activities under the delegated operations. He/she may serve on the administration group [see paragraph 4.3.5(e)(v)].
 - (iii) The following matters will be reported to the regional council:
 - * all matters relating to delegated functions and requiring the decision of the regional council.
 - * a quarterly report regarding the operation of the delegated functions
 - * annually (in about September) a plan of action for the delegated functions for the following financial year together with the budget proposals for the relevant lines ministry. The submission to the regional council of all planning and policy issues should be co-ordinated by the officers advisory board.

Guidance should be given by MRLGH as to the form in which periodic reports and action plans should be produced.

- (c) In the case of directorates under (a)(ii) above the financial and personnel functions should, as soon as the capacity can be created, be carried out by the regional councils finance division and personnel section and the staff concerned should become part of the regional councils finance and personnel sections. The directorate should retain a core administrative capacity to enable it to carry out its day to day activities. Any surplus staff will become part of the regional councils administration division. The rules and procedures set out at (b)(i) (ii) and (iii) will apply except that the head of a ministry's regional directorate may nominate one of the senior officers in the directorate for day to day liaison and membership of the administration group.

- (d) In the case of directorates or divisions under (a)(iii) above the finance and personnel functions should be carried out through the relevant section of the regional council. Depending on geographical location the division may need to retain some clerical / administrative support. The senior officer of the division will report to the regional council through the relevant director of the regional council or if none has been assigned, the regional officer. The provisions at (b)(ii) and (iii) above will apply.
- (e) It should be stressed that the above recommendations are for general application and may need to be varied to take account of local circumstances. In particular where a directorate's functions are delegated to the regional council and to one or more local authorities in that region agreement will need to be reached between the various parties as to the detailed administrative and reporting arrangements that will apply.

4.3.7 (a) An important element of the decentralisation policy is the establishment of a Regional Development Co-ordinating Committee (RDCC) for each region. Its membership is to consist of the regional officer (chairperson), the head of all line ministries in the region and representation of all local authorities, traditional authorities and NGOs and community based organisations (CBOs) in the region. The RDCCs terms of reference include:

- (i) to facilitate the establishment of a sound management information system for the region.
 - (ii) to prepare and evaluate development proposals / plans for the region for approval by the regional council.
 - (iii) to supervise/oversee, monitor and evaluate the implementation of those development plans.
 - (iv) to co-ordinate the development planning of the region and integrate development proposals from the CDCs for presentation to the regional council.
 - (v) generally to monitor the implementation of projects and other activities undertaken by government, local authorities, NGOs and CBOs in the region.
- (b) Thus, although it is not a committee of the regional council, the RDCC has an important role to play in co-ordinating all development and other activities throughout the region. When asked, half of all line ministry officials considered that the proper co-ordination of the RDCC was an important factor in improving co-operation with the regional council.
- (c) Although RDCCs have been established in all regions there was general dissatisfaction with their effectiveness. The regional officers considered that inadequate support was received from the senior line ministry officials some of whom did not attend or were represented at too junior a level. The line ministry officials in many regions, considered that the regional officers had not fully prepared for the meetings, that inadequate notice was given and that the contents of

the agendas did not merit high priority for their attendance.

- (d) It is important that all RDCCs operate effectively. Instructions should be given through the permanent secretary of each line ministry with operational divisions in the regions (whether subject to decentralisation or not) that the senior officials in each region should attend. The regional officers must ensure that adequate notice is given of meetings and that the agendas and supporting papers reflect the importance of the terms of reference of the RDCC and justify the attendance of senior officials of the line ministries. The question of payment for attendance at RDCC meetings including payment for the cost of transport and responsibility for any such payments needs to be resolved.

- 4.3.8 (a) The decentralisation policy envisaged that the RDCC will be supported by a Constituency Development Committee (CDC) in each constituency of the region under the chairpersonship of the regional councillor for that constituency and with a broad community based membership. The CDC is charged with the effective co-ordination of the planning and development of the region at the constituency level and is given extensive terms of reference which include:

- (i) to facilitate the establishment of a community based management information system.
- (ii) to identify and assess community needs and problems.
- (iii) to prepare and evaluate development proposals for the constituency.
- (iv) to initiate, encourage, support and participate in communities self help projects and mobilise assistance in relation thereto.
- (v) to assist in the maintenance of law, order and security.
- (vi) to monitor day to day emergency occurrences.
- (vii) to serve as the communication channel between the regional councils and the constituency.
- (viii) to generally monitor the administration of its area and report to the regional council or the local authority.
- (ix) to co-ordinate and monitor projects and activities undertaken by government, government agencies, regional councils, local authorities, NGOs and CBOs in the area.
- (x) to monitor and evaluate the implementation of development plans as approved by the regional council and write reports.

The secretary of the CDC is to be elected from amongst its membership

- (b) If fully complied with the above terms of reference will impose a fairly substantial workload on the CDC and require reasonably experienced and competent administrative support. This issue should be taken into account when considering the support for the regional councillors at constituency level [see paragraph 3.4.1.1(f) above]. The secretary of the CDC will require training in the duties of the post (particularly if he/she does not have administrative experience). The questions of payment for attendance at CDC meetings (including the cost of transport) and

payment to the secretary need to be resolved.

- 4.3.9 The decentralisation policy also envisages the establishment of local authority development committees, village development committees, settlement committees and ward development committees in order to co-ordinate the planning and development of their respective areas. As the constituencies include all the above areas this seems to give rise to substantial duplication of effort. Provided the local authorities, villages and settlements can be represented on the CDC it is suggested that the establishment of the above committees under the decentralisation policy be reconsidered. It is of course open to local authorities to establish their own development committees under S 30(1)(w) of the Local Authority Act 1992 if they so wish.

4.4 Implementation

- 4.4.1 If regional councils are to have the capacity to cope with decentralisation through delegation as prescribed in the policy documents then the way in which the decentralisation policy is implemented will have an important bearing on that capacity. If it is done too quickly without adequate preparation then the regional councils' capacity to cope will be undermined. If central government without adequate consultation with and the involvement of the regional councils impose decentralisation then it will stand little chance of taking root and local democracy will be weakened.

- 4.4.2 The actions, which should be taken to effect decentralisation by delegation to the regions, are as follows:

- (a) Each ministry which is to delegate functions to the regional councils will have to produce detailed plans for decentralisation containing the information set out in paragraph 4.2.3 above.
- (b) MRLGH should co-ordinate the production of the plans to ensure that they contain all the necessary information and in particular that they provide for a transfer of resources adequate to enable the delegated functions to be properly performed. As part of this exercise MRLGH will need to develop in conjunction with all the relevant stakeholders, a target programme for the implementation of decentralisation so that the line ministries, the regional councils and the local authorities will all be aware of what is expected of them in preparing for the implementation of decentralisation (see para. 4.4.5 and 4.4.6).
- (c) The Decentralisation Enabling Bill and the Regional Councils (Amendment Bill) need to be enacted to give legal authority to changes necessary to give effect to the policy.
- (d) A decentralisation working group should be set up in each region to co-ordinate the administrative implementation of the approved decentralisation plans in the region. The membership should be from the relevant senior officers of the regional council, the local authorities in the region and the line ministries affected by decentralisation. Its tasks should include:
 - (i) producing an inventory of assets and resources (including those used in the decentralised functions) which are available in the region and making proposals to their regional council regarding their disposition under the new system.

- (ii) making proposals to MRLGH and Public Service Commission and the regional council regarding the detailed management structure of the regional council to be based on the recommendations in this report.
 - (iii) providing an estimate of the revenue and capital expenditure required to implement such proposals.
- (e) MRLGH should set up task forces of senior officials experienced in the administration, finance and personnel management of local government to give guidance to the regional decentralisation working groups, to advise on the implementation of the new decentralised arrangements and the introduction of new records and systems. They should be required to pay regular visits to the regions and be able to respond quickly and effectively to requests for help and advice.

4.4.3 The availability of finance and clear guidance as to the budgeting process (which should be uniform across the various ministries) is vital to the establishment of the decentralised system. MRLGH should therefore monitor and co-ordinate the decentralisation processes in the regions and should in co-ordination with the Office of the Prime Minister and the Ministry of Finance:

- (a) give guidance to the regional councils and the line ministries as to the preparation of estimates to reflect the decentralised situation with effect from 2001/2 (see paragraph 4.4.4 below)
- (b) make contingency provision (possibly within the Trust Fund for Regional Development and Equity Provision) so that any unforeseen essential expenditure on the implementation of decentralisation can be met and delays in the process avoided.
- (c) identify savings in the line ministries (including MRLGH) which will arise from the decentralisation of functions to the regions.

4.4.4 There is a great deal of preparatory work remaining to be done before the proposals for decentralisation by delegation to the regions can be effective. It is essential that the line ministries complete the preparation and approval of their plans for decentralisation at an early date. In addition to the issues listed in para. 4.2.3 the ministries should, either in the plans or in the target programme for implementation, indicate the dates by which they will be in a position to commence the delegation of functions to the regional councils and local authorities (see para. 4.4.6)

4.4.5 Whilst decentralisation is a process, it should be a planned process. Once implementation starts the regional councils need to be in a position to accept the delegated functions in accordance with the agreed programme (see para. 4.4.2 (b)). This requires the regional councils to have adopted an appropriate management structure, to have made appointments to key posts particularly in the fields of finance, personnel, administration and planning and to have in place administrative systems and processes to cope with the delegated functions and the additional staff and resources which will come with decentralisation.

This will take time and should be allowed for in the agreed programme for implementation.

- 4.4.6 Any timetable is contingent on the enabling legislation being in place in time for the necessary procedures for decentralisation to be effected and on other uncertainties being resolved. Full effectiveness will only be achieved by the commitment of all parties to decentralisation and the development of their capacities to make it work. An appropriate target date for both the regional councils and line ministries to aim for under para. 4.4.4 and 4.4.5 to complete preparations for the processes of delegation are suggested to be 1st April 2002.
- 4.4.7 The situation where there is delegation of the same functions to both regional councils and local authorities will require careful handling. Traditionally the regional councils and local authorities have had separate functions under different legislation. The decentralisation policy provides for some of the same functions to be decentralised to both types of authority. It also states that the >relationship between regional councils and local authorities is to be based on the principle of non-subordination. Functional relationship is to be based on collaboration and co-operation, with regional councils having co-ordination and residual functional responsibilities as an agent in lieu of central government. (Vol. 2 para.2.4). Guidelines will need to be worked out by MRLGH in conjunction with ARC and ALAN as to how this relationship will operate in practice. The relevant line ministries plans for decentralisation will need to be very clear as to the division of responsibilities and resources between the regional council and the local authorities and as to how the decentralised functions will be organised particularly in regions like Erongo and Otjozondjupa which contain a number of municipalities.

CHAPTER 5

CAPACITY BUILDING AND TRAINING

- 5.1. In this chapter we look at the areas where the capacity of regional councils needs to be increased in the light of decentralisation and at the education and training needs of regional councillors and staff and line ministry officials.
- 5.2. In this chapter we have used the term “personnel management” instead of “human resource management” because the former is still in common use in the public sector in Namibia.
- 5.3. In this report, certificates refer to qualifications obtained from tertiary institutions normally after a full-time study duration of at least one academic year while diplomas refer to undergraduate qualifications obtained from tertiary institutions normally after a full-time study duration of at least two academic years. BA/BSc degrees refer to qualifications obtained from recognised universities and other tertiary institutions normally after a full-time study period of three academic years (for those with A-level entry qualifications) and four academic years (for those with O-level entry qualifications).
- 5.4. The current institutional capabilities of regional councils in Namibia are very limited. Indeed, the regional councils have inadequate capacity to carry out their present functions of regional development planning and the establishment and management of settlement areas. Further, the fact that the Ministry has undertaken most of the regional councils financial and personnel activities is evidence of the regional councils’ lack of capacity in those fields. Thus, regional councils need to have their capacity increased to carry out their present functions.
- 5.5. From the foregoing (5.4) it follows that regional councils will definitely need their capacity to be increased to enable them carry out the added functions and responsibilities that will come with decentralisation.
- 5.6. Capacity building of regional councils will involve, among other measures, institutional restructuring and training of councillors and staff and line ministry officials in a number of areas where regional councils and line ministries are weak. Strengthening of regional councils and line ministries in the light of decentralisation will also require prescription of minimum educational requirements for staff positions.
- 5.7. When dealing with the issue of capacity building it is important to recognise and appreciate that capacity building cannot be seen or undertaken in isolation. It is deeply imbedded in the social, economic, and political environment. Understanding this environment is critical in order to appreciate the nature of the lack of capacity. Also, if there is lack of understanding of the environment within which a capacity building programme is to be implemented, it is unlikely that the programme would produce any tangible results.

- 5.8. Further, capacity building is a continuous process and there are no magic wands. For instance, a one-off workshop will not on its own eliminate institutional weaknesses. Furthermore, capacity building is a complex and multifaceted process. Therefore, an effective capacity building programme should tackle the various factors that account for institutional weaknesses and not focus on single issues. For instance, it does not help to train individuals when organisational vision is unclear, organisational culture is unhelpful and structure is confusing or obtuse. It would also not help to develop information management systems when the basic organisational attitude is one, which rejects learning through monitoring and evaluation in favour of frantic activity.
- 5.9. Before we discuss the areas where the capacity of regional councils needs increasing in the light of decentralisation it is important that we highlight the factors accounting for lack of capacity.
- 5.10. The main factors accounting for the regional councils' lack of capacity include:
- (i) mismatch between organisational structure and functions;
 - (ii) an inadequate financial base;
 - (iii) lack of suitably qualified and experienced staff in key areas such as finance and personnel;
 - (iv) inadequate guidance and support from MRLGH.
- 5.11. When decentralisation takes full effect the volume of work for regional officers is expected to significantly increase. Further, the regional officer will be expected to oversee and co-ordinate government activities in the region. As earlier recommended in the report, the regional officer position should be elevated to the level of Director (and to the level of Under Secretary on the implementation of decentralisation through delegation) to enable regional officers effectively to co-ordinate governmental activities in their regions. The current situation, where some of the line ministry officials in the regions are senior to regional officers, is not conducive for effective co-ordination. We should however point out here that elevating the position of regional officer to a higher level without doing anything to the education and work experience requirements of the position will not achieve much in terms of giving the position enough clout. For the regional officer position to command the necessary respect among senior line ministry officials there is need for the position to be occupied by officers with reasonably high educational qualifications and a sufficiently rich track record of relevant work experience. We therefore propose that the minimum educational requirements to the position to be aimed for a B.A degree in Public Administration or Development studies or Economics or any other relevant discipline. As can be seen from Table 5a below, if a first degree was taken as a minimum educational requirement for the post of regional officer only four of the twelve regional officers interviewed would qualify for appointment to the position. However one should not lose sight of the need to balance qualifications with experience (as to which see paragraph 5.44 below).

TABLE 5a

Tertiary Educational qualifications held by Regional officers (N=11)	
Type of Qualification	Number of officers
MSc /MEd/MA	2
BSc/B.A	2
Diploma	8

5.12. All the Regional Officers interviewed indicated that they were overloaded with work. From our interviews it appears that not all Regional Officers were making good use of their subordinate staff, particularly the Chief Control Officer. In several regional councils some subordinate staff who were supposed to report to the Chief Control Officers were reporting directly to the Regional Officers contributing to the overloading of the Regional Officer. There is in some cases limited delegation of responsibilities by Regional Officers to their Chief Control Officers leaving them underemployed. With additional responsibilities coming with decentralisation, if Regional Officers do not ensure that proper use is made of the delegation of work within their departments, the quality of administration will go down. It is important that senior officers make full use of their subordinates, that such staff is trained to accept additional responsibility and that clear rules for the delegation of work are laid down.

5.13. Due to the expected increase in the volume of work for the regional officer the position will need secretarial support. Therefore the Regional Officer should continue having a secretary. A person holding a Diploma in Secretarial studies should preferably occupy this position. If a Diploma in Secretarial Studies was taken as a requirement for the position of Secretary to the regional officer, as can be seen from Table 5b below, it would appear that none of the Private Secretaries currently serving in regional councils would qualify for the position.

TABLE 5b

Tertiary Educational qualifications held by Private Secretaries interviewed (N=7)	
Type of qualification	Number of officers
Certificate	4
None	3

5.14. Although regional development planning is a key function of regional councils, there is no provision in the present organisational structure of regional councils to reflect this position. Even without decentralisation, regional development planning is an important function of regional councils. There is

therefore need to have in the organisational structures of regional councils a unit dealing with regional development planning. The present structure of regional councils is simply inadequate for purposes of regional development planning for the present and the future.

5.15. The organisational structure of regional councils is also inadequate for purposes of the establishment and management of settlement areas, which is and will continue to be an important function of regional councils. When decentralisation takes full effect regional councils will be expected to assume a more direct and active role in the establishment and management of settlements than is the case at the moment.

5.16. In view of 5.14 and 5.15 above, there is need to establish a directorate within the organisational structure of the regional council to be responsible for regional development planning and the establishment and management of settlement areas. This directorate to be known as the Planning and Development Services Directorate should have three divisions namely planning, development and rural services (See Appendix 8).

5.17. The Planning Division should be responsible for the following activities:

- (i) Regional development plans - preparation, monitoring and review.
- (ii) Capital development projects - planning and preparation.
- (iii) Planning of settlements.
- (iv) Regional database - establishment and maintenance.
- (v) Economic development promotion.

The skills that would be required for the above mentioned activities are economic planning, land use planning, technical drawing, data systems and analysis, economic development and promotion and publicity.

5.18. The Development Division should be responsible for the following activities:

- (a) Settlements.
 - (i) Surveying and development.
 - (ii) Maintenance and operation.
- (b) Capital development projects - implementation.
- (c) Contracts - preparation and supervision.
- (d) Technical services for the Regional Council.

The skills that would be required for the Development Division are land use planning, land surveying, building (including plumbing and electrical), quantity surveying, architecture, engineering and mechanical. The planning and development divisions will be expected to work together and the skills and resources of one will be available for the other (and indeed for the remainder of the regional council).

5.19. The Rural Services Division will co-ordinate the delegated functions of the following ministries:

- (a) MAWRD - rural water.
- (b) MET - forestry and conservation.

(c) MLRR.

- 5.20. We wish to point out here that the promotion of development in the region could encompass the promotion of business, industry, tourism and agriculture in addition to general promotions and publicity for the region as a whole. This may assume sufficient importance to justify a division of its own, perhaps reporting directly to the regional officer. The nature and establishment of such a division will depend on the needs of a particular region.
- 5.21. The precise establishment for the Regional Planning and Development Directorate must follow the needs and activities of each region. These will vary from region to region and therefore the establishment of each regional council will vary accordingly. The precise establishment will thus depend on, among other factors, size and population of the region and the level of activity possible in a particular region. Discussions will need to be held with NPC with regard to its proposed structure for a regional planning division (see Appendix 6) to secure agreement on the principles involved.
- 5.22. Subject to this we propose that the directorate be headed by a Director of Planning and Development Services who will be assisted by three divisional heads to be in charge of planning, development and rural services divisions respectively. To reflect the importance of the position of the Director of Planning and Development Services and in view of the heavy workload of a largely technical nature anticipated for the holder of this position, when decentralisation takes full effect we propose that this position be at the level of Director. We further propose that the positions of the divisional heads be at the level of deputy director.
- 5.23. The skills required for the Planning and Development Directorate are in short supply nationally. Certain of them, e.g. architecture, are unlikely in the foreseeable future to justify a full time appointment. Therefore, use should be made of consultants or agency arrangements until the workload of the regional council in any particular area justifies a full time appointment and an appropriately skilled officer can be recruited.
- 5.24. It is considered important however to have directorate and divisional heads in post when decentralisation takes full effect in order to superintend any work which is undertaken on behalf of the regional council. A start should be made with the appointment of the Director of Planning and Development in 2000/1 and provision be made in the budget accordingly. Given the national shortage of experienced planners, consideration should be given to the post being shadowed for the first two years by an experienced volunteer planner if one can be recruited and funding obtained for each region.
- 5.25. We propose that minimum educational and/or professional qualifications commensurate with the responsibilities of the jobs be prescribed for the positions of Director of Planning and Development and the heads of the divisions of planning, development and rural services. In our opinion, the minimum educational requirement for these positions should be a Bachelor's degree in a development related

discipline such as Economics and Development Studies or an appropriate professional qualification in a development related subject.

- 5.26. Until such time as the planning and development directorate is properly established and a Director of Planning and Development appointed the present arrangement for the establishment and management of settlements under the Regional Officer should continue.
- 5.27. As we have already pointed out in this report, regional councils have weak capacity in personnel and financial management as evidenced by the fact that most of the personnel and financial functions are undertaken by MRLGH on behalf of the regional councils. When decentralisation takes full effect the delegation of functions and secondment of some staff from some line ministries to regional councils will inevitably increase the workloads for the personnel and financial management sections. This will require that the capacity of regional councils in personnel and financial management be increased.
- 5.28. For a start, the financial and personnel functions administered by MRLGH under the agency arrangements should revert to the regional councils and adequate resources of finance and personnel must be made available to the regional councils to undertake the work presently carried out by the ministry. The agency arrangements should however be withdrawn in a planned manner. The ministry should work out and provide regional councils with clear rules and guidelines for the operation of these functions.
- 5.29. With regard to the personnel function, we propose that a position of Chief Personnel Officer be created in all regional councils. A suitably qualified and experienced person in personnel management should fill this position. This is important because under decentralisation the officer in charge of the personnel function will be expected, over and above the traditional personnel functions, to advise the regional recruitment and disciplinary committees on recruitment and disciplinary matters respectively.
- 5.30. Further we propose that minimum educational and professional qualifications commensurate with the responsibilities of the job be prescribed for the position of Chief Personnel Officer. It would be desirable if a person trained in public administration and personnel management at least at the level of a B.A degree occupied this position. As can be seen from Table 5c below, of the eight personnel officers interviewed none hold a BA degree, six hold diplomas in public administration and personnel management and two do not hold any qualifications in public administration and personnel management. In the event of failure to attract experienced candidates with a B.A degree paragraph 5.44 should apply. The importance should be stressed of encouraging serving officers to study for and obtain the qualification needed for promotion.

TABLE 5c

Tertiary Educational Qualifications held by Personnel officers interviewed (N=8)	
Type of qualification	Number of officers
Diploma (Public Administration/Personnel Management)	6
None	2

- 5.31. We propose that the Chief Personnel Officer be assisted by at least two Personnel Officers. The total number of Personnel Officers will depend on each regional council's needs. The minimum educational requirement for appointment to the position of Personnel Officer should be a diploma in Public Administration or Personnel Management.
- 5.32. With the expansion of the organisation required by decentralisation and the termination of the agency arrangements it is necessary to improve the financial expertise of the regional councils. A post of Chief Finance Officer is therefore proposed to oversee the introduction and operation of the new financial systems required and to secure high quality financial management and control. We further propose that this post be placed at deputy director level.
- 5.33. We also propose that minimum educational and professional qualifications commensurate with the responsibilities of the job be prescribed for the position of Chief Finance Officer. In our opinion, a person holding a recognised professional accounting qualification such as ACCA and CIPFA or a BA degree in Accounting should occupy this position. As can be seen from Table 5d below, among the ten regional Accountants interviewed only one has undergone training in finance and accounting up to a level that would be considered appropriate for the position. Of the 10 accountants interviewed 1 holds a B.Comm in Accounting, 1 holds a Diploma in Bookkeeping, 1 holds an Advanced Certificate in Bookkeeping and Accounts and the other 7 do not hold any qualifications in accounting and finance. Thus only one of the ten accountants interviewed can professionally lay claim to the use of the title accountant. It is important that the position of Chief Finance Officer be held by someone with the appropriate qualifications and good relevant experience. Such appointments should be made where possible from within the public service. Only in situations where suitably qualified and experienced persons cannot be found from within the public service should appointments be made from outside the public service. For the positions of Senior Accountant and Accountant proposed under Appendix 10, minimum professional qualifications and relevant experience should also be prescribed and suitably qualified and experienced persons be appointed to the same. In our opinion, the minimum educational requirements for the positions of Senior Accountant and Accountant should be a Diploma and Certificate respectively or equivalent professional qualifications in accounting.

TABLE 5d

Tertiary Educational Qualifications held by Accountants interviewed (N=10)	
Type of qualification	Number of officers
B.Comm (Accounting)	1
Diploma (Bookkeeping)	1
Advanced Certificate (Bookkeeping)	1
None	7

- 5.34. Since regional councils will under decentralisation be expected to be responsible for procurement of materials and equipment needed in their regions, we also propose that the Chief Finance Officer be assisted by a Senior Procurement Officer. A person holding at least a diploma in Purchasing and Stores should occupy this position. We further propose that the Senior Procurement Officer be assisted by at least one Purchasing and Stock Control Clerk who should be of Grade 12 education and hold a certificate in Purchasing or Stores Management. The total number of clerks will depend on a particular region's needs.
- 5.35. When decentralisation takes full effect it is envisaged that there will be an increase in the level of activities within regional councils. This will necessitate the need for the establishment of internal audit units, which will act as independent appraisal functions within regional councils for the review of activities as a service to all levels of management (see Appendix 10). Internal audit should be viewed as a crucial device which measures, evaluates and reports upon the effectiveness of internal controls, financial and other, as a contribution to the efficient use of resources within an organisation. One Internal Auditor, who should have appropriate training and experience in auditing, should staff the internal audit section. The position of Internal Auditor should be placed at Senior Accountant level and have the requirement for the same level of professional qualifications. Where possible appointments to this position should be made from within the public service.
- 5.36. To ensure that regional councils continue undertaking their routine and statutory administrative functions satisfactorily we propose that a position of Chief Administrative Officer be established in all regional councils. This position to be occupied by a suitably trained and experienced person in administration should be placed at deputy director level.
- 5.37. We further propose that minimum educational and professional qualifications commensurate with the responsibilities of the job be prescribed for the position of Chief Administrative Officer. In our opinion the minimum educational requirement for this position should be a Bachelor of Arts in Public Administration or any other relevant discipline. If we are to take a Bachelor of Arts in Public Administration as a minimum educational requirement for this position, of the 9 chief control officers we

interviewed 3 would qualify for appointment. As can be seen from Table 5e below, of the 9 Chief Control Officers interviewed 2 hold M.A degrees, one holds a B.A degree, 3 hold Diplomas, 2 hold certificates and one holds no post-secondary education qualification.

TABLE 5e

Tertiary Educational Qualifications held by Chief Control Officers interviewed (N=9)	
Type of Qualification	Number of officers
M.A	2
B.A	1
Diploma	3
Certificate	2
None	1

- 5.38. A Senior Meetings Administrator and a Senior Clerk will assist the Chief Administrative Officer. For details of the structure of the Administration Division refer to Appendix 9.
- 5.39. Decentralisation should result in a substantial increase in the number of matters to be considered and decisions to be taken by the regional council and its committees. This will increase the volume of minute taking. The minutes will have to be professionally prepared and properly kept. This will require the appointment of a suitably qualified and experienced person to the position of Senior Meetings Administrator. Further, we propose that the Senior Meetings Administrator be assisted by at least two meetings clerks. However, the total number of clerks should depend on a particular regional council's needs. We recommend that the minimum educational requirement for a Senior Meetings Administrator be a Diploma in Public Administration or any other relevant discipline. As can be seen from Tables 5f and 5g below, there are only a limited number of suitably qualified persons for the job amongst officers currently serving as Chief Clerks, Senior Clerks and Clerks.

TABLE 5f

Tertiary Educational Qualifications held by Chief Clerks interviewed (N=14)	
Type of Qualification	Number of officers
Diploma (Public Administration)	2
Diploma (Bookkeeping & Accounts)	1
Diploma (Education)	1
Certificate (Public Administration)	1
Certificate (Education)	1
None	7

TABLE 5g

Tertiary Educational Qualifications held by Senior Clerks (2) / Clerks (10) / Clerk Typist (1) interviewed (N=13)	
Type of qualification	Number of officers
Diploma (secretarial)	1
Diploma (Geology)	1
Certificate (Public Administration)	1
Certificate (Education)	1
Certificate (Accounting)	1
Certificate (Agriculture)	1
None	7

- 5.40. Similarly, decentralisation should result in an increase in registry work, asset management, stores management, transport management and support services. Thus, it is important that the Senior Clerk be suitably qualified and experienced to manage his/her section. We propose that the Senior Clerk be assisted by three clerks to be responsible for the various units of the section (see Appendix 9). We should however point out that the total number of clerks should depend on a particular regional council's needs. We recommend that the minimum educational requirement for the position of Senior Clerk be a Diploma in Office Administration, Stores Management, Assets Management, Computer Skills or any

other relevant discipline.

- 5.41. The Chief Administrative Officer, Chief Personnel Officer, Chief Finance Officer and Public and Community Officer will report to the Director of Central Services whose appointment will be at director level. The minimum educational requirement for appointment to the position of Director of Central Services will be the same as those for the Chief Administrative Officer, Chief Personnel Officer and Chief Finance Officer but with relevant management experience.
- 5.42. Given the lack of approved line ministry plans for decentralisation to the regions, it is difficult to determine precisely which staff will be seconded to the regional councils. It is therefore difficult at this stage to make specific recommendations on which areas of the functions to be delegated will require increases in capacity. It is equally difficult to make recommendations on the educational and training needs of line ministry staff for delegated functions.
- 5.43. With regard to the Governor, it is expected that the Regional Officer will continue to be his/her principal adviser. Since under decentralisation the Governor is expected to assume an increasingly executive role [see Regional Councils (Amendment) Act 1997 and the proposals in the current Regional Councils (Amendment) Bill], there is need for administrative support to be provided specifically to the Governor. A post of Personal Assistant is therefore proposed. This position would require a person with a Diploma in Secretarial/administrative studies.
- 5.44. We are aware that nationally there are a limited number of suitably experienced public servants that would meet the minimum educational requirements that we have recommended for various positions in regional government. Thus, we recommend that, where posts cannot be filled from candidates possessing suitable qualifications and experience, officers currently in regional government service or serving in ministries subject to decentralisation who are assessed to have the required capabilities and sufficient experience should be considered for appointment to the various positions even if they do not meet the minimum educational requirements. This exception should be allowed only in the initial stages of decentralisation. It is important that currently serving officers be encouraged to study for and obtain the qualifications needed for their careers in regional government. ARC and MRLGH should immediately agree on and put in place a training and education programme that will ensure that in future there will be a sufficient supply of trained and qualified officers from which appointments to the regional government service can be made.
- 5.45. To give long term effectiveness to regional government in the decentralised system of local government the following action should be taken:
- (a) career structures should be introduced in the various disciplines of regional government, which will:
 - (i) require minimum relevant entry qualifications for appointments.

- (ii) encourage existing staff to acquire relevant qualifications.
- (iii) define the levels of qualifications and experience, which will be required for appointment to positions in regional government.

- (b) moves should be made to synchronise such career structures and qualifications and experience requirements with those for local authorities through discussions between the ARC and ALAN and with MRLGH and PSC so that when decentralisation moves to the stage of devolution there will be a common career structure in place for local government as a whole.
- (c) only qualifications obtained from institutions recognised by the Namibian government should be accepted for appointments and promotions.

5.46. As pointed out earlier in the Report [3.4.1.1(f)] almost all councillors interviewed stated that, in order to perform their functions properly they needed:

- (a) a constituency office with secretarial support.
- (b) the provision of help with transport.
- (c) a telephone.

Again, as earlier mentioned in the Report [3.4.1.1(f)] the cost of making this provision across the country in all 102 constituencies would be substantial. The principal problems faced by councillors appear to be:

- (a) access by/to their constituents.
- (b) the difficulty and expense of travelling particularly where expenses are not payable.
- (c) lack of administrative support.

The whole issue of allowances, remunerations and services for regional councillors needs review in the light of other priorities and the resources available. However, the following may be worthy of investigation in order to improve the accessibility of the regional council and the councillors to the inhabitants of the region:

- (a) the introduction of a vehicle loan scheme for councillors.
- (b) the merits of a radio-communication network.
- (c) the feasibility and merits of a mobile office of the regional council, which could visit each constituency on a rota basis (if funding could be found for a pilot scheme).

5.47. To make decentralisation to the regions effective several short and long term training interventions should be undertaken. These should include:

- (a) Short term (up to one week) workshops for regional councillors in each region or grouping of regions to cover:
 - (i) the decentralised system of local government.
 - (ii) the functions of the regional council including the delegated functions.
 - (iii) the role of regional councillors.
 - (iv) the principles of local government management, financial control and budgeting.
 - (v) Local and Regional Government Legislation

- (vi) Local Authority - Regional Council Relations
 - (vii) Regional Council - Central Government Relations
- (b) Short term (up to one week) workshops for regional council officials and line ministry officials in each region to cover:
- (i) the decentralised system of local government.
 - (ii) the functions of the regional council including the delegated functions.
 - (iii) the administration of the regional council with particular reference to any manuals produced [see (d) below].
 - (iv) Local and Regional Government Legislation
 - (v) Regional Council - Central Government Relations
- Elements of the workshop for councillors and officials could be held together.
- (c) Job specific training courses should be organised for classes of regional council and line ministry officials e.g. accountants, personnel officers, administrators etc. to update their professional and technical knowledge and skills in the light of the new systems.
- (d) Manuals should be prepared in consultation with ARC, to give guidance to regional councils in such fields as:
- (i) financial management (including budgeting)
 - (ii) the Regional Councils Act 1992 and other relevant legislation including the functions of regional councils and the conduct of meetings (with model standing rules of order).
 - (iii) administrative practices and procedures
- (e) Computer systems with compatible hardware and software should be introduced across the regions, again in consultation with ARC, to facilitate the introduction of common financial systems and databases and to facilitate the exchange of information and the introduction of standard training programmes.
- (f) A training programme for regional councillors should be introduced to cover their six-year period of office. In addition to the short workshops mentioned in (a) above this programme should include:
- (i) long term courses (up to two or three weeks) on, for example, Policy Making, Development Planning, Project Management and Communication Skills.
 - (ii) study tours to countries with similar regional government systems to that of Namibia.
 - (iii) help, to those that need it, in understanding written and spoken English.

5.48. We should point out here that course materials for some of the courses we propose in this chapter already exist. The existing materials for such courses should be identified. Given the scarcity of financial resources, it would be more efficient and effective to use existing course materials. Further, where

existing course materials are not based on the Namibian situation, these should be adopted to suit the Namibian context.

- 5.49. As earlier stated (see paragraph 4.2.4) the survey of regional line ministry officials indicated that there is very limited knowledge at that level of the policy of decentralisation and the impact which it will have on the regional operations of their ministries. Similarly, as can be seen from Table 5h below, with the exception of regional officers, most of the other officers have not attended workshops/seminars on decentralisation. Therefore these officers' awareness on decentralisation should be very low. In view of the foregoing it is important that line ministry and council officials attend the workshops mentioned in 5.47(b) above.

TABLE 5h

Responses from council officers (interviewed) on attendance of Workshops/Seminars on Decentralisation by Job category (N=74)		
TITLE	YES	NO
Regional Officers	11	-
Chief Control Officers	5	4
Personnel Officers	2	6
Chief Clerks	5	9
Senior Private Secretaries	-	7
Accountants	2	8
Clerk Typists	-	1
Clerks	2	10
Head: Technical Division	-	2
Totals/Percentages	27 (36%)	47 (64%)

- 5.50. Job related refresher and upskilling courses, seminars and workshops for regional officers, directors of planning and development and directors of central services should focus on various relevant areas of training as stated in Table 5i below.

Table 5i

Job related refresher and upskilling courses, seminars and workshops for regional officers, directors of planning and development and directors of central services	
Officer category	Areas of training
Regional Officers	Policy Formulation Public Management Development Planning Project Management Personnel Management Communication Skills Computer Skills Financial Management
Directors of Planning and Development	Policy Formulation Development Planning Project Management Communications Skills Computer Skills
Directors of Central Services	Policy Formulation Public Management Personnel Management Communication Skills Computer Skills Financial Management

- 5.51. Job related refresher and upskilling courses, seminars and workshops for chief administrative officers, chief finance officers, chief personnel officers and directorate of planning and development services divisional heads should focus on various relevant areas of training as stated in Table 5j below.

Table 5j

Job related refresher and upskilling courses, seminars and workshops for chief administrative officers, chief finance officers, chief personnel officers and directorate of planning and development services divisional heads	
Officer category	Areas of training
Chief Administrative Officers	Public Management Personnel Management Computer Skills Policy Formulation Financial Management Communication Skills
Chief Finance Officers	Financial Management Financial Information Systems Computer Skills Communication Skills
Chief Personnel Officers	Personnel Management Computer Skills Communication Skills
Directorate of Planning and Development Divisional Heads	Policy Formulation Development Planning Project Management Communications Skills Computer Skills

5.52. Job related short term refresher and upskilling courses, seminars and workshops for Senior Accountants, Senior Procurement Officers, Senior Clerks, Senior Meetings Administrators and Personnel Officers should focus on various relevant areas of interest as stated in Table 5k below.

Table 5k

Job related short term refresher and upskilling courses, seminars and workshops for Senior Accountants (and Accountants), Senior Procurement Officers, Senior Clerks, Senior Meetings Administrators and Personnel Officers	
Staff category	Areas of training
Senior Accountants (and Accountants)	Financial Management Financial Information Systems Computer Skills Communication Skills
Senior Procurement Officers	Purchasing Stores Management Stock Control
Senior Clerks	Information Systems Stores Management Transport Management Assets Management Office Administration Computer Skills
Senior Meetings Administrators	Conduct of Council Meetings Minute and Report Writing Computer Skills Communication Skills
Personnel Officers	Personnel Management Computer Skills Communication Skills

5.53. Job related short-term refresher and upskilling courses, seminars and workshops for clerks, meetings clerks and purchasing and stock control clerks should focus on various relevant areas of training as stated in Table 5l below.

Table 5l

Job related short term refresher and upskilling courses, seminars and workshops for clerks, meetings clerks and purchasing and stock control clerks	
Staff category	Areas of training
Clerks	Information Systems Stores Management Transport Management Assets Management Office Administration Computer Skills
Meeting Clerks	Conduct of Council Meetings Minute and Report writing Computer Skills Communication Skills
Purchasing and Stock Control Clerks	Purchasing Stores Management Stock Control

5.54. Job related short-term refresher and upskilling courses and workshops for Personal Assistants and Secretaries should focus on various relevant areas of training as stated in Table 5m below.

Table 5m

Job related short term refresher and upskilling courses and workshops for Personal Assistants and Secretaries	
Staff category	Areas of training
Personal Assistants and Secretaries	Secretarial Practices Office Administration Computer Skills Communication Skills

5.55. Job related refresher and upskilling courses for the subordinate staff in the planning and Development Division would depend on the responsibilities of the positions to be established in the division by a particular regional council.

5.56. Job related short term refresher and upskilling courses, seminars and workshops for subordinate accounting staff should focus on financial management, financial information systems and computer

skills.

- 5.57. Long-term job related courses for accounting staff should aim at enabling the staff to acquire appropriate recognised accounting qualifications.
- 5.58. Long term courses for Auditing staff should aim at enabling the staff acquire appropriate recognised qualifications in Auditing while short term courses should aim at refreshing and upskilling staff in the same field.
- 5.59. A Training programme should be put in place to enable eligible Personnel Officers study towards B.A degrees in Public Administration or Personnel Management. This is important because it would provide a pool of officers with first degrees from which future appointments to positions of Chief Personnel Officers would be made.
- 5.60. Similarly, a training programme should be put in place to enable eligible Senior Clerks and Senior Meetings Administrators to study towards B.A degrees in Public Administration. This is important in that it would provide a pool of officers with first degrees from which future appointments to positions of Chief Administrative Officers would be made.
- 5.61. All eligible clerks (including meetings clerks) should be assisted to study towards Certificates (if they do not hold any) and eventually diplomas in a relevant field, for instance, Public Administration, Stores Management, Office Administration etc. This is important in that this would provide a pool of qualified clerks from which future appointments to positions of Senior Meetings Administrator and Senior Clerk would be made.
- 5.62. A comprehensive and detailed five-year education and training programme should be produced to take account of the above requirements and to tailor it to the specific needs of the regional councils. In so far as funding for the programme cannot be made available from MRLGH's training budget or the trust fund for regional development and equity provision, it should be sought from external sources.
- 5.63. The training and capacity building proposals made in this chapter will require a lot of financial resources to implement. In view of this, we propose that a study be undertaken to explore the possible sources of funding for the training and capacity building proposals made in this chapter.
- 5.64. Depending on the availability of programmes and financial resources the training courses, seminars and workshops for councillors and staff can be held within a particular region or elsewhere in Namibia. Further, where there is special need and suitable training opportunities are not available in Namibia, Regional Councils in conjunction with MRLGH should make concerted efforts to find external scholarships to enable them to send councillors and officers for appropriate training courses, seminars and workshops abroad.

- 5.65. Opportunities should be sought for regional council officers to obtain work experience with the larger and longer established local authorities either through short-term secondment or the exchange of staff. The possibilities of short/medium term placements with local government abroad should also be explored.
- 5.66. The only real way for regional councils to learn and build capacity is by doing. It is important therefore that, subject to the conditions of delegation and essential guidance issued by MRLGH (see paragraph 4.1) the regional councils be encouraged to take responsibility for their own and the delegated functions and that they be given the resources to do this. To help them with this and to make sure that the guidelines and regulations are being observed, teams of senior officials of MRLGH experienced in the administration, finance and personnel management of local government should be formed and required to pay regular visits to regional councils to advise on the implementation of the new decentralised arrangements and the introduction of new records and systems and able to respond quickly and effectively to request for help and advice.
- 5.67. For training to have long-lasting benefits it is essential that qualified officials from MRLGH oversee the work of recently trained staff to encourage them to use the knowledge and skills obtained and to become more efficient and effective. This could be done either as an integral part of a training course, thereby adding an additional component to the course or preferably back at the staff's place of work as an ongoing process combining training and experience.
- 5.68. We should highlight here the importance of monitoring post-training implementation. In this connection, central government's role will not only be to identify, design, plan and implement training courses. A vital component of the training process will be the monitoring of post-training implementation of the knowledge and skills obtained. This will not only make sure that knowledge and skills acquired on the training course are being used and shared. It will also give the opportunity to review the effectiveness of the training provided, monitor that the organisational environment is conducive to post-training implementation and make adjustments and improvements where appropriate.
- 5.69. Finally, it is very important for any capacity building programme to pay attention to the issue of staff retention after training. It is pointless to invest in staff training only for staff to leave shortly after for other posts in the public service or in the private sector. There is need to provide conditions of service that will attract trained staff to stay within the organisation after training. Further, staff should be bonded to the organisation after training for specified period or to require staff who resign before serving their bondage to refund the organisation partially or wholly for the cost of training.

CHAPTER 6

THE CHALLENGES OF DECENTRALISATION

- 6.1. The policy of decentralisation as approved by the Cabinet and the National Assembly has the ultimate intention of transferring many of the processes of government from the centre to the regions. Such processes will therefore be carried out by the regional councils and the local authorities leaving the centre to define national policy, to set standards, to guide, monitor and inspect. This process of decentralisation should involve not only a shift in responsibilities to the regions but also a substantial shift in resources and personnel.
- 6.2. The policy provides for a gradual transfer of functions through delegation to enable the capacities of the regional councils and local authorities to be built up to equip them for the eventual devolution of all appropriate government functions to the regions. It is vitally important that the entire process be properly planned and co-ordinated from the start. Principal responsibility for this has been placed on MRLGH and its directorate of decentralisation.
- 6.3. Although the initiative for implementing decentralisation rests with the centre it must not act alone. Unless the regional councils, the local authorities and the line ministries regional organisations know about and are involved in the planning of the process and its implementation then they will not own the process and it will fail. The signs so far are not encouraging. The regional councils, although generally aware of the policy, have not been informed of or involved in the planning for implementation. The line ministry officials, in their regions show very limited knowledge of the policy of decentralisation and even less of the proposals for implementation. This situation needs to change and a determined effort be made to involve the regions in the process.
- 6.4. Each line ministry affected by the decentralisation policy has been asked to produce its own plan for the decentralisation of the relevant functions. So far as the consultants are aware none have been finalised and from the drafts seen all are in different form. So far as is known, comprehensive guidance has not been made available either to the ministries or the regional councils on such issues as:
 - (a) the budgeting and financial arrangements under delegation.
 - (b) how the secondment of staff will operate and what the precise role of the regional councils will be.
 - (c) the general terms and conditions which will apply to delegation.
 - (d) the need to identify the statutory provisions relating to the functions of central government that will be delegated to the regional councils and the rules and procedures that will need to be followed.
 - (e) the decisions that regional councils will be allowed to take and what must be referred to the centre and the appropriate reporting lines.

- 6.5. The legal mechanism for authorising and implementing decentralisation is contained in the Decentralisation Enabling Bill and the Regional Councils (Amendment) Bill which have not yet been enacted. MRLGH is therefore taking steps to delegate functions through the use of presidential proclamations under S 29 of the Regional Councils Act 1992. This is despite the apparent lack of preparation and involvement of the regions referred to in paragraphs 6.3 and 6.4 above.
- 6.6. If the policy of decentralisation to the regional councils is to be successfully implemented it is vitally important in our view that MRLGH ensure that adequate preparation is carried out and that the process is not rushed through just to achieve an internal timetable. Having said that, MRLGH should ensure that a firm but realistic programme is set and that all parties - MRLGH, line ministries and regional councils - meet their targets within that programme. ARC should be fully consulted in the setting of such a programme.
- 6.7. In the consultants' view the following action should be taken:
- (a) the individual line ministries need to finalise their plans for decentralisation. MRLGH should ensure that they are produced in common format and contain all the information necessary for implementation.
 - (b) MRLGH should ensure that all the other essential elements of the implementation arrangements are in place and should produce guidance notes for the regional councils and line ministries to cover:
 - (i) the budgeting and financial arrangements.
 - (ii) the process of personnel management including the rules concerning the recruitment, employment and discipline of seconded officers.
 - (iii) the general terms and conditions which will apply to delegation to include such issues as the extent of the regional councils discretion, the reporting process, the exercise of statutory powers, legal liability and insurance and the use of property and other assets.
 - (c) The regional councils should be fully informed of and consulted on the plans and arrangements for the implementation of decentralisation before they are put into effect. The regional councils are, after all, the organisations which will have to carry through the implementation plans and the regional councils need to be satisfied that the plans are capable of practical implementation in the regions. Any difficulties which the regional councils draw to MRLGH attention should be fully considered and solutions found.
 - (d) A decentralisation working party should be set up in each region to pilot the process locally and undertake the tasks identified in paragraph 4.4.2(d). The working party should contain representatives at a senior level of the regional council, line ministries and in regions where delegated functions are to be split between the regional council and local authority, representation from each local authority. A senior officer of MRLGH who is able to give

guidance on policy and practice should also support the working parties.

- 6.8 The regional councils are currently deficient in capacity to cope with the functions to be delegated to them. This report makes certain proposals to rectify the situation through improvements in organisations, training and resources. Capacity can only really be gained by the regional councils through practical experience doing the job but with support from the centre through training, guidance and mentoring and the provision of adequate resources. Sufficient preparation to make sure that all these are in place before the job is taken by the regional council is therefore vital. It is the responsibility of MRLGH to ensure that this happens. In the consultants' view an appropriate target date for the completion of the preparatory work to ensure the effective implementation of delegation to the regions in accordance with the policy is 1st April 2002. This however is a matter for MRLGH to determine and act on.
- 6.9 There are several issues, which could pose problems for the implementation of decentralisation, which will need to be quantified at both national and regional level and appropriate action taken. The principal such issues are:
- (a) Housing - in many regions staff housing is not available and there is very limited private housing to rent or buy. Also the general living facilities may be poor in comparison with those in Windhoek. In the absence of compulsion or substantial inducement it may be difficult to persuade staff to move from ministry headquarters to some of the regions.
 - (b) Offices - although some regional councils have recently completed the construction of new offices, there is little spare office capacity to cope with an influx of staff to the regions on decentralisation. An audit of the available government office space in the region, its location and the demands imposed by the new structure will have to be carried out by the decentralisation working party for the region as soon as practicable after the detailed plans for decentralisation have been finalised and if necessary provision made in the national development budget for a phased programme of office provision/rationalisation.
 - (c) Transport - the availability of adequate transport is a crucial issue of the regional councils given the wide geographic areas that they cover and their increased functions under delegation. Most regional councils and line ministries are reliant on GRN transport maintained and supplied through the MWTC. It is understood that the future of this arrangement is under consideration. The entitlement of the regional councils to transport under decentralisation must be clarified and their interests fully taken into account in any revised arrangements.
 - (d) Skills - there is a shortage of certain skills nationally and particularly in the public sector. The decentralisation of government to the regions and the assumption by regional councils of their full responsibilities will increase the requirement for qualified and experienced personnel in the regions particularly in the fields of finance, planning, administration and personnel

management. In so far as this requirement cannot be met by officers already in the regions or moved from headquarters these skills may have to be bought in in the short term but in the long term will have to be developed. The early need for a long-term training and career development plan for local government cannot be over emphasised. The successful completion of the decentralisation programme depends on the ability, skill and experience of those entrusted with implementing it.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

- 7.1. (a) Regional councils are comparatively new organisations having been set up following the passing of the Regional Councils Act in 1992. Their functions, resources and experience are modest. They have relied heavily on central government for finance and for undertaking their limited responsibilities. The capacity of regional councils has therefore not been developed since 1992, as perhaps it should.
- (b) The approved policy of decentralising certain major functions of central government to the regions is an exciting opportunity for the regional councils. However the successful implementation of the policy will require the full commitment of both central government and the regional councils, very careful and thorough preparation and the development of the necessary capacity at both national and regional levels.
- (c) The essentials for the effective decentralisation of central government functions to the regions are:
- (i) central government should organise its ministries on a regional basis and produce clear workable plans for the decentralisation of its functions to the regions.
 - (ii) the regional councils must be given the resources and develop the capacity to deal with the transferred functions.
- This report identifies the issues and suggests action that should be taken.
- 7.2. The Regional Councils have inadequate capacity to carry out their present functions of regional development planning and the establishment and management of settlement areas.
- 7.3. A planning and development division should be established for each regional council to implement these functions.
- 7.4. The precise establishment for this division will depend on the size and population of the region and the level of activity possible in the region. A proposed structure for the planning and development division taking into account the proposals resulting from decentralisation is set out at Appendix 8 to this report.
- 7.5. A start should be made with the appointment of the regional planning and development officer in 2000/1 and provision made in the budget accordingly. Given the national shortage of experienced planners, consideration should be given to the post being shadowed for the first two years by an experienced volunteer planner if one can be recruited and funding obtained for each region.
- 7.6. The simplification of the procedures for establishing settlements and the possibility of the greater involvement of the private sector in their development should be investigated.

- 7.7 The regional councils, given a full establishment, have adequate numbers of staff to undertake their routine and statutory administrative functions prior to decentralisation. The quality of that administration however depends very much on the commitment, ability and experience of the regional officer, the staff and the council. The training programme and career structure proposed in Part 5 of the report are intended to improve and maintain standards of administration.
- 7.8. The fact that the ministry has undertaken most of the regional councils' financial and personnel activities under an agency arrangement means that there is a lack of experience in those fields in the regional councils.
- 7.9. The agency arrangements should be withdrawn in a planned manner. The following need to be taken into account:
- (a) not only should the financial and personnel functions administered by under the agency arrangements revert to the regional councils but adequate resources of finance and personnel need to be made available to the regional councils to undertake the work presently carried out by the ministry.
 - (b) clear and workable rules and guidelines for the operation of these functions should be given by the ministry to the regional councils with adequate mentoring and supervision over the first two years of operation.
- 7.10. The present financial base of regional councils is inadequate. It is important that the work of the technical sub-committee on inter-governmental transfers be concluded at an early date so that an equitable distribution of adequate financial resources amongst regional councils can be determined taking into account the varying needs and resources of the regions.
- 7.11. A study should be undertaken of the additional sources of revenue which could be available to regional councils which should include the feasibility and cost of collection, the economic impact and the legal/statutory changes necessary to authorise collection.
- 7.12. Clear and workable rules and criteria should be drawn up for the allocation of funds for regional council projects from the national development budget and from the Trust Fund for Regional Development and Equity Provision which rules and criteria should be made available to the regional councils.
- 7.13. A vital resource for all regional councils is a regional database. This will be established in part during the preparation of regional development plans currently being undertaken for all regions by consultants. A pilot study should be undertaken to see whether this can be expanded to include additional information providing a comprehensive regional database, the principles of which could be applied to all regions.
- 7.14. The survey of regional line ministry officials indicates that there is very limited knowledge at that level

of the policy of decentralisation and the impact, which it will have on the regional operations of their ministries. The following action should be taken:

- (a) Permanent Secretaries of each relevant ministry should keep their regional officials informed of the policy of decentralisation and the action proposed to implement it within the ministry.
- (b) Workshops should be organised in each region on the policy of decentralisation and its implementation (when the details are known) to be attended by senior officers of the line ministries and regional council officials.

7.15. Not all ministries are organised on the basis of individual regions. Where decentralisation is to take place to regional councils this will be facilitated if the line ministries own organisation corresponds to the individual regions. This should be achieved as soon as practicable.

7.16. It should be made clear to regional councils what discretion they have under delegation and what issues for decision must be referred to the line ministries and the procedure for such referral. The regional council's discretion should be substantial within approved budgets and guidelines.

7.17. The budgeting procedures under delegation should be clearly prescribed and should be uniform across the various ministries.

7.18. The operation of the RDCC should be strengthened with instructions being given preferably by the Secretary of Cabinet through the Permanent Secretary of each line ministry that the senior official in each region should attend. The Regional Officer must ensure that adequate notice is given of meetings of the RDCC and that the content of the agenda justifies the attendance of senior officials.

7.19. The line ministries proposing to decentralise functions should produce clear plans at an early date showing:

- (a) the precise operations to be delegated to each authority
- (b) the posts allocated to those operations and details of the staff to be seconded
- (c) the resources identified as being used in those operations
- (d) the conditions subject to which the delegation is to be made defining in particular the financial and operational discretion to be conferred on the regional council

7.20. MRLGH should co-ordinate the production of the plans at national level and scrutinise them to ensure that they provide for an adequate transfer of resources to enable the functions delegated to be properly performed.

7.21. A decentralisation working party should be set up in each region to co-ordinate the administrative implementation of the approved decentralisation plans in the region in accordance with the agreed programme. The membership should be from the relevant senior officers of the regional council, local authorities and the line ministries affected by decentralisation. Advice and guidance should be available from MRLGH.

- 7.22. The administrative capacity of the regional council (including finance and personnel) must be improved to enable it to cope with the seconded staff and the additional responsibilities conferred by delegation. Detailed proposals are made in Parts 4 and 5 of the report.
- 7.23. It is important for MRLGH and the regional councils to bear in mind that any decentralisation prior to the enactment of the Decentralisation Enabling Bill must comply with the existing legislation and the procedures which they lay down or wait for the enactment of the Decentralisation Enabling Bill and follow the procedures which it will contain.
- 7.24. The stages necessary to implement decentralisation by delegation to the regional councils in accordance with the approved policy are as follows:
- (a) The preparation and approval by each line ministry and MRLGH of detailed plans for the decentralisation of functions to the regions.
 - (b) The enactment of the Decentralisation Enabling Bill and the Regional Councils (Amendment) Bill to give the legal authority to changes necessary to give effect to the policy.
 - (c) The approval of a revised organisational structure for each regional council.
 - (d) The early appointment or confirmation of the key posts of regional officer, director of central services, director of planning and development services, chief financial officer and chief personnel officer. Wherever suitably qualified and experienced personnel can be found within the existing establishment of the regional councils or the ministries affected by decentralisation, appointments to the new structure should be made from those personnel to avoid unnecessary inflation of the public service.
 - (e) The making of contingency provision (possibly from the Trust Fund for Regional Development and Equity Provision) to cover any unforeseen additional costs arising from the decentralisation process which cannot be budgeted for in the estimates of the Regional Councils for 2000/1.
 - (f) The identification of savings in MRLGH and the line ministries arising from the decentralisation of functions and personnel to the regions.
 - (g) Each region to produce an inventory of its assets and resources (including those used in the decentralised functions), its proposals for a detailed management structure and systems on the basis of the recommendations in this report and its assessment of the revenue and capital expenditure required to implement and operate the functions of the regional council on the basis of the management structure.
 - (h) MRLGH to monitor and co-ordinate the above process and in consultation with the Ministry of Finance give detailed guidance to regional councils and line ministries as to the preparation of estimates to reflect the decentralised situation.
- 7.25. A programme of action, so that all the stakeholders are fully prepared for the implementation of decentralisation by delegation, should be drawn up by MRLGH in conjunction with the regional councils and the relevant line ministries. A realistic target date for the completion of such preparatory work is

suggested as 1st April 2002.

- 7.26. The actions, which it is desirable to take in the short term to make decentralisation to the regions effective, are:
- (a) Short workshops should be held for regional councillors, regional council officers and line ministry officials in each region or grouping of regions on matters relevant to the implementation of decentralisation.
 - (b) Job specific training courses should be organised for classes of regional council and line ministry officials e.g. accountants, personnel officers, administrators etc to update their professional and technical knowledge and skills in the light of the new systems.
 - (c) Manuals should be prepared in consultation with ARC, to give guidance to regional councils in such fields as:
 - (i) financial management (including budgeting).
 - (ii) the Regional Councils Act 1992 and other relevant legislation including the functions of regional councils and the conduct of meetings (with model standing rules of order).
 - (iii) administrative practices and procedures.
 - (d) Computer systems with compatible hardware and software should be introduced across the regions, again in consultation with ARC, to facilitate the introduction of common financial systems and data bases and to facilitate the exchange of information and the introduction standard training programmes.
 - (e) On decentralisation more decisions will fall to be taken by the regional council. Each council should consider very carefully therefore the level at which decisions should be taken and the introduction of a scheme of delegation to the management committee and officers in accordance with Section 29(2) of the Act to ensure effective decision making.
- 7.27. To give long term effectiveness to regional government in the decentralised system of local government the following action should be taken:
- (a) Career structures should be introduced in the various disciplines of regional government, which will:
 - (i) require minimum relevant entry qualifications for new entrants.
 - (ii) encourage existing post holders to acquire those minimum qualifications.
 - (iii) to provide training opportunities to staff to enhance their advancement prospects.
 - (iv) define the levels of qualifications and experience, which will be required for appointment to senior positions in regional government.
 - (b) Moves should be made to synchronise such career structures and qualifications and experience requirements with those for local authorities through discussions between the ARC and ALAN and with MRLGH and PSC so that when decentralisation moves to the stage of devolution there will be a common career structure in place for local government as a whole.
 - (c) The position of the ARC should be strengthened to enable it better to represent the views and position of the regional councils in such discussions and generally in representing and

negotiating the interests of regional government.

- (d) A training programme for regional councillors should be introduced to cover their six-year period of office.

7.28. The decentralisation policy clearly intends that there shall be an integrated structure for the regional councils under delegation. The suggested structure at Appendix 9 is drawn up as one way of achieving this.

7.29. The following issues arise out of a consideration of this structure:

- (a) the structure is designed for the position where full delegation in accordance with the decentralisation policy has been achieved. Its implementation will therefore, take place over a period of time and should be carefully planned and prepared for. The additional resources required should be found from savings in central government arising from the decentralisation process.
- (b) the position of the regional officer as regional co-ordinator and as chairperson of the RDCC together with the role of piloting the process of decentralisation justifies the immediate upgrading of the post to the level of director. However the consultants accept MRLGH's view that the correct grading of the post under full delegation is at the level of under secretary. The timing of such upgrading will need to be agreed upon.
- (c) four directorates are proposed viz.:
 - (i) planning and development services (see 7.3 to 7.7 above). It will also in addition to the planning and development divisions contain a rural services division to oversee the delegated functions of rural water supply, forestry and conservation, lands resettlement and rehabilitation and if appropriate, inland fisheries.
 - (ii) Central services which will contain the divisions of personnel, finance and administration (including initially the functions of information and community relations).
 - (iii) Education, which in addition to education services will be responsible for the functions of youth and sport and community and early childhood development.
 - (iii) Community Health to be responsible for the delegated functions of MHSS comprised in primary health care i.e. community based health care, water and sanitation and social pensions.
- (d) It is suggested that central government gives consideration, when the opportunity arises, to bringing regional councils into line with local authorities allowing them to appoint an officer other than the regional officer as accounting officer through an amendment of S34 of the Act.
- (e) While the Regional Officer remains the accounting officer, the internal auditor will be based within the finance division but will report as necessary to the regional council and the management committee.

- (f) The Regional Officer should continue to be the principal adviser to the Governor. However with the Governor assuming an increasingly executive role there is need for administrative support to be provided specifically to the Governor. A post of secretary/personal assistant is therefore proposed.
- (f) An officers advisory board should be established to co-ordinate the management of the regional council and the preparation of policy advice to the regional council and the management committee. The board should be chaired by the Regional Officer and consist of the four directors. The chief administrative officer should be secretary of the board, which should meet regularly at least once a month.
- (g) An administration group chaired by the director of central services and with appropriate representatives from each department should be established to co-ordinate administrative systems and practices across the organisation. Any policy recommendations arising out of its deliberations should be made to the regional council through the officers' advisory board.

The proposed arrangements for the integration of line ministry functions with the regional councils organisation will vary according to the size of the ministry's regional organisation and the functions to be decentralised. The proposed arrangements are set out in paragraph 4.3.6 of the report.

- 7.30. The implementation of the structures can only be justified if there is a firm and programmed commitment to decentralisation by central government accompanied by a transfer of resources (including personnel) and responsibility from the centre to the regions. Any decisions, which are still required to be made by the centre, should be made promptly.
- 7.31. Decentralisation should result in a substantial increase in the number of matters to be considered and decisions to be taken by the regional council. Detailed deliberations of all those issues by the council itself would place a substantial burden on the regional council. Advisory committees of the regional council should therefore be set up for:
 - (a) Education.
 - (b) Health.
 - (c) Development [to include those delegated functions of a developmental or environmental nature e.g. rural water, forestry, community development] as well as the planning and development functions of the regional council.

People from outside the regional council with relevant knowledge and experience may be appointed to the advisory committees. Consideration should be given to the amendment of Section 29(2) of the Act to allow delegation of appropriate functions to such committees by the regional council.

- 7.32 (a) There already exist a number of consultative committees and advisory boards established on a

regional basis. To avoid duplication of effort and functions, consideration should be given as to whether some or all of the existing regional committees can be merged with the relevant advisory committee of the regional council. Whether or not this is done, to ensure co-ordination, all regional committees including the RDCC should be serviced by officers of the regional council and their minutes reported to the regional council.

- (b) Any recommendations of an advisory committee, which affects the finance, personnel or other resources of the regional council should be referred to the regional council through the management committee.
- 7.33. (a) The RDCC is to be responsible to the regional council for the effective planning and co-ordination of the development of the region. They are supported by CDCs which are charged with the effective co-ordination of the planning and development of the regions at constituency level and are given additional extensive terms of reference. The need to provide adequate support to CDCs should be included in the investigation into the support for regional councillors at constituency level.
- (b) The constituencies of the region will include all the local authorities, villages, settlements and wards of that region. It appears therefore that to have separate development committees for local authorities, villages, settlements and wards will be a substantial duplication of effort, which could give rise to confusion. It is considered that the development committees be limited to the RDCC and the CDC with the Local Authorities and their wards, villages and settlements having representation on the CDC of the constituencies of which they form a part. It would of course be open to Local Authorities to establish their own development committees under S 30 (1)(w) of the Local Authority Act if they considered it appropriate.
- 7.34. Given their roles as heads of the regions and the specific statutory duties which they are required to perform, it is important that the Governors be equipped to carry out their role and be given training particularly in the areas of leadership, the conduct of meetings, policy making and implementation and planning and development.
- 7.35. Almost all councillors interviewed stated that, in order to perform their functions properly they needed:
- (a) a constituency office with secretarial support.
 - (b) the provision of help with transport.
 - (c) a telephone.
- The cost of making this provision across the country in all 102 constituencies would be substantial. The whole issue of allowances, remuneration and services for regional councillors needs review in the light of other priorities and the resources available. The following may be worthy of investigation as part of this exercise in order to improve the accessibility of the regional council and the councillors to the inhabitants of the region:
- (a) the introduction of a vehicle loan scheme for councillors.
 - (b) the merits of a radio-communication network. .

- (c) the feasibility and merits of a mobile office of the RC, which could visit each constituency on a rota basis (if funding could be found for a pilot scheme).
- 7.36.
- (a) The only real way for regional councils to learn and build capacity is by doing. It is important therefore that, subject to the conditions of delegation and essential guidance issued by MRLGH, the regional councils be encouraged take responsibility for their own and the delegated functions and that they be given the resources to do this.
 - (b) To help them in this and to make sure that the guidelines and regulations are being observed the following should be in place:
 - (i) an internal audit regime should be established independent of the accounting officer and backed by regular annual audits by the Auditor General as required in Part 8 of the Act.
 - (ii) teams of senior officials of MRLGH experienced in the administration, finance and personnel management of local government should be formed and required to pay regular visits to regional councils to advise on the implementation of the new decentralised arrangements and the introduction of new records and systems and able to respond quickly and effectively to request for help and advice.
- 7.37.
- (a) Apart from the statutory requirements (which are not always fully observed) the relations between regional councils and local and traditional authorities in their regions has tended to be occasional and informal. Particularly with decentralisation, collaboration is likely to become more important in a number of areas:
 - (i) regional development planning.
 - (ii) where functions are decentralised to both regions and local authorities.
 - (iii) the shared use of scarce resources whether skilled personnel, property or equipment.
 - (iv) tackling problems common to all authorities in the region.

There could well be benefits in establishing in each appropriate region a local government liaison group chaired by the Governor to which representatives of the regional council and all local and traditional authorities are invited to discuss matters of common concern and to identify areas in which joint working arrangements can benefit the community. Such a liaison group needs to meet regularly but probably not more than three or four times year. Informal working and exchange of information between the senior officers of each authority should be encouraged.
 - (b) The situation where there is delegation of the same functions to both regional councils and local authorities will require careful handling. MRLGH should work out guidelines in conjunction with ARC and ALAN to deal with this situation. Line ministries' plans will need to be very clear as to the division of responsibilities and resources and the organisation of the decentralised functions where there is delegation to both the regional council and the local authorities.

- 7.38. Some NGOs have an important supplementary role to play in service delivery. However at the moment there is generally poor co-ordination among NGOs and between NGOs and local and regional councils. The regional councils should keep a register of all NGOs operating in their region. The regional council should, where practicable, integrate the various activities within regional programmes to avoid duplication of effort and disjointed development activities. NANGOF should be encouraged to update its database on NGOs and provide it on a regular basis to regional councils.
- 7.39. There are several issues which could pose problems for the implementation of decentralisation which will need to be quantified at both national and regional level once the detailed line ministry decentralisation plans have been approved. These issues are:
- (a) Housing - in many regions staff housing is not available and there is very limited private housing to rent or buy. Also the general living facilities may be poor in comparison with these in Windhoek. In the absence of compulsion or substantial inducement it may be difficult to persuade staff to move from ministry headquarters to some of the regions.
 - (b) Offices - although some regional councils have recently completed the construction of new offices, there is little spare office capacity to cope with an influx of staff to the regions on decentralisation. An audit of the available government office space in the region, its location and the demands imposed by the new structure will have to be carried out by the decentralisation working party for the region as soon as practicable after the detailed plans for decentralisation have been finalised and if necessary provision made in the national development budget for a phased programme of office provision/rationalisation.
 - (c) Transport - the arrangements for the provision of transport to regional councils by MWTC needs to be reviewed.
 - (d) Skills - there is a shortage of certain skills nationally and particularly in the public sector. The decentralisation of government to the regions and the assumption by regional councils of their full responsibilities will increase the requirement for qualified and experienced personnel in the regions particularly in the fields of finance, planning, administration and personnel management. The early need for a long-term training and career development plan for local government cannot be overemphasised.
- 7.40. The decentralisation of government to the regions as set out in the policy documents is a difficult and complex process, which requires careful planning and preparation and a full commitment by all concerned.
- (a) MRLGH and the line ministries need to produce comprehensive co-ordinated and viable plans for decentralisation to the regions.
 - (b) MRLGH should not appear to be trying to push through the decentralisation process using existing legislation without adequate preparation and consultation.
 - (c) Neither the regional councils nor the regional organisations of the line ministries have been adequately informed of or involved in the actions being taken by the centre.

It is vital therefore that this situation be remedied and that the actions proposed in this report be undertaken.

- 7.41. The work required and the time needed for preparation and implementation of decentralisation should not be underestimated. MRLGH must draw up a firm and realistic programme for the implementation of decentralisation to the regions and ensure that it is adhered to.

APPENDIX 3:

RELEVANT EXTRACTS FROM VOLUME 2 OF MRLGH's POLICY DOCUMENTS DECENTRALISATION IN NAMIBIA.

Volume 2, Part 2

The policy of decentralisation in the context on Namibia is aimed at devolution but within the framework of a unitary state. Its implementation is to be phased in systematically. Functions to be decentralised are categorised into immediate, medium or long term; by being decentralised to either regional councils or local authorities and where the latter are differentiated between part 1 and 2 municipalities; towns; proclaimed villages and settlements.

In a nutshell, Decentralisation seeks to transfer political, administrative, legislative, financial and planning authority from the centre to regional and local authority councils. It strives to promote participatory democracy, empower the local population to make their own decisions and determine their own destiny. It also aims at improving public sector management so that in the long run there is close linkage between taxes paid by both the people and the quality of services provided. The local people shall be able to hold both their appointed and elected accountable.

Volume 2, Part 4

Decentralisation in Namibia ultimately aims to devolve agreed responsibilities, functions and powers to regional and local levels of government within the framework of a unitary state. However due to the complexity of decentralisation and its implementation requirements, going through various interim stages including delegation shall form part of the implementation of Decentralisation shall therefore start with\under delegation.

The regional councils and local authorities in their corporate status shall administer the delegated services as a trust for which they shall be fully accountable. However, the Centre in this case does not hand over its ultimate responsibility. With delegation, there shall be a contractual relationship between the Centre and regional councils and local authorities. This will determine the terms and conditions of operations between the Centre and regional councils and local authorities with the terms and conditions determined by the Centre.

For all delegated functions, all matters of operation became the responsibility of the regional councils and local authorities. Line ministries shall have to list all matters of operations in respect of delegated functions for the purpose of guidance on them to regional councils and local authorities.

When acting as principal agents regional councils and local authorities shall do so under the direction of central government, which will remain primarily responsible for the policy and finance.

Line ministries must initially concentrate on the teaching /mentoring process and establish inspection and quality assurance units for this purpose.

All communications from central ministries regarding delegated functions, which relate to major policy and management issues, are to be addressed to the regional officer with copies to the governor and regional ministry heads. Routine correspondence is to be addressed to the regional ministry head with copies to the governor and regional officer.

To ensure standards and administrative efficiency at regional level central government (through the respective ministries and agencies) must issue regulations and advice and carry out regular inspections of services and audit accounts.

All regional officers are accountable for their actions and must submit quarterly reports to MRLGH with copies to Office of the Prime Minister and the relevant ministries.

The governor shall be the political head of the region and the principal agent of the government.

Regional officers shall be at a rank to be determined and agreed upon by the Office of the Prime Minister, MRLGH and the Public Service Commission.

Field directorates, divisions and units of line ministries (delegated) shall be seconded to regional councils. The regional officials of the delegated functions shall be placed under the overall charge and supervision of the regional officers.

Regional Development Co-ordinating Committees (RDCC) are to be established for every region under chairpersonship of the regional officer for the purpose of effective regional development planning and co-ordination (the policy also provides for the establishment of Constituency Development Committees, Local

Authority Development Committees, Village Development Committees, Settlement Committees and Ward Development Committees)

There shall be established for each region a Recruitment and Disciplinary Committee under the chairpersonship of the regional officer for the purpose of handling matters relating to the recruitment and discipline of the staff in the regions.

An assessment of the optimum staff establishment required for a region to function effectively shall be undertaken by MRLGH in collaboration with Office of the Prime Minister (OPM) and Public Service Commission (PSC).

Regional councils and local authorities shall operate Acash limited payrolls. Central government shall be responsible for paying the salaries of delegated staff but salary payments for any additional staff recruited by a regional council shall be the responsibility of that regional council.

Central government will continue to provide the funds for delegated functions, both recurrent and development. The funds will be administered in the regions. Regional officers (as Chief Executive Officers and accounting officers) shall be responsible for funds transferred from central government for delegated functions (rather than the Permanent Secretaries of line ministries). Regional officers will also supervise and co-ordinate the activities of all seconded officers. Funds for delegated functions will be transferred under the vote system to include sector funds as well as salaries for delegated staff. The ministry of Finance is to be the accountability centre for delegated funds with the governor having an oversight function in relation to their utilisation.

Regional councils and local authorities will be in control of their capital budget except where there are agreed government subsidies for a particular project. Capital projects shall be budgeted for by central government. In the case of capital projects with a life span of up to 2 years the funds shall be deposited in the Trust Fund for Regional Development and Equity Provision. Projects with a life span of over 2 years will be the responsibility of central government unless otherwise stated.

MRLGH in consultation with Ministry of Finance shall make financial regulations prescribing the manner on which the financial business of the regional councils and local authorities shall be controlled and managed.

Volume 2, Appendix 1

Functions to be decentralised to regional councils.

When taking into account all the issues regarding direction and pace of Decentralisation to the regions, and as a result of extensive consultations with the regional and local authorities, it has been decided that the following functions will be decentralised, within the time frames indicated and to the type of councils as shown below. Technical details will be agreed upon with the individual council.

1. Functions for Immediate Decentralisation to Regions
 - 1.1 Community Development and Early Childhood Development
 - 1.2 Administration of settlement areas.
 - 1.3 Rural Water Development and Management
 - 1.4 Management and control of communal lands
 - 1.5 Responsibility over personnel, including paying salaries
 - 1.6 Primary health care
 - 1.7 Pre-primary education
 - 1.8 Conservation
 - 1.9 Forest development and management
 - 1.10 Physical and economic planning (including capital development projects)
 - 1.11 Emergency management
 - 1.12 Resettlement, rehabilitation and housing
 - 1.13 Agency services to villages and settlements
2. Functions to be Decentralised in the Intermediate Terms because they need further work, study etc.
 - 2.1 Regional assets management now under the Ministry of Works, Transport and Communication
 - 2.2 Small miners development
 - 2.3 Informal trade licences

- 2.4 Informal market dues
- 2.5 Rural electrification

- 3. Functions not likely to be Decentralised to Regional Councils in the near future (long - term)
- 3.1 All agreed government function being implemented by line - ministries at regional levels should eventually be decentralised to Regional Councils.
- 3.2 There will always be those functions, which can never be decentralised in a unitary State.
- 3.3 All those functions, or parts of functions, which in theory can be decentralised, according to the above criteria, but are not listed above, will continue to be carried out by line - ministries in the foreseeable futures.
- 3.4 For that to happen, line - ministries should be organised so that their representatives have specific regional responsibilities, and regional councils should know what these are and which region (s) they are responsible for.

APPENDIX 4:

NOTES:

The following information is derived from information supplied by each ministry or where this has not been done from the components and post structure supplied by the OPM and dated July 1999.

Ministry of Health and Social services (MHSS)

The ministry has clarified the term >primary health care used in the policy documents to mean:

- (a) Community Based Health Care
- (b) Water and Sanitation
- (c) Social Pensions - identification and registration of pensioners and control of pay points.

The four regional groupings are being discontinued and 13 Health and Social Welfare Regional Management Teams are being established to report directly to ministry headquarters. A division of Regional Management Co-ordination and Support has been set up at head office to oversee the decentralisation process and offer technical support to the regions. Details have been given of the numbers of staff in each region broken down into categories and these are shown above. Plans for the decentralisation of primary health care are being worked out but it is not yet possible to allocate the posts between delegated and retained functions.

Ministry of Basic Education and Culture (MBEC)

The ministry is currently organised in 7 mainly multi-regional directorates. The staff numbers for each directorate (excluding schools and other educational institutions) are shown above. The ministry's plans for decentralisation have not been seen nor is it known whether the ministry propose to regionalise the directorates.

Ministry of Agriculture Water and Rural Development (MAWRD)

The directorate of rural water supply is organised in two divisions (north and south) with subdivisions for 11 regional groupings. The staff numbers for each regional groupings are shown above. The ministry's plans for decentralisation have not been seen nor is it known whether it is intended to regionalise the organisation. It is assumed however that delegation will be limited to rural water development and management as per the decentralisation policy. Each divisional office has an establishment of 9 headed by a deputy director in addition to the staff numbers shown.

Ministry of Youth and Sport (MYS)

The current number of posts in the regions is shown under the directorates of Youth (Y) and Sport (S). These figures do not include the establishments for the following centres/institutions:

- Youth Resource Centres in Oshana, Caprivi, Omaheke, Khomas and Karas
- International Youth Hostel in Erongo
- Environmental Centre in Khomas

The ministry has indicated its intention to decentralise both the regions and to municipalities and some towns. The ministry proposes two chief officers for youth development and sports development plus ten support staff for each region with a youth officer and a sport officer plus 2 others for each municipality and town. The ministry also proposes the establishment of a multi purpose Youth Resource Centre and Youth hostel for each region.

Ministry of Information and Broadcasting (MIB)

No information has been received regarding the ministry's proposals for decentralisation. The above figures reflect the staff numbers allocated to each regional information office.

Ministry of Lands, Resettlement and Rehabilitation (MLRR)

Currently the ministry is not organised on a regional basis. Four deputy directorates have recently been set up as follows:

- North and North West: Oshikoto, Ohangwena, Oshana, Omusati and Kunene
- North East: Kavango and Caprivi

- Central: Erongo, Omaheke, Otjozondjupa and Khomas
- South: Hardap and Karas

Before the above reorganisation started the resettlement division had a headquarters establishment of 12 with approximately 64 posts allocated to some 21 projects in different regions. There is also an emergency project team of 5.

The rehabilitation and disability division has a headquarters establishment of 10 with 156 staff allocated to regional groupings but based mainly in Windhoek except for the south(33) which was based in Keetmanshoop. However the staffing structure for the regions has not yet been finalised. The following factors are likely to affect the situation:

- (a) The establishment of regional land boards to deal with communal land issues under the Communal Land Bill
- (b) The setting up of regional resettlement committees under the co-chairpersonship of the Governor and the relevant deputy director
- (c) The proposal for 6 deed registration offices in addition to those existing in Windhoek and Rehoboth. The only firm decentralisation proposal of the ministry seen is to transfer 7 resettlement projects to 5 regional councils.

Community Development and Early Childhood Development of MRLGH

The directorate is organised on regional bases and it is intended to delegate all its regional activities to the regional council and local authorities. The above figures represent the existing establishment allocated between the regional council and the local authorities in the region.

Ministry of Environment and Tourism

- (a) The directorate of resource management proposes to decentralise the information component of the directorate to the regional councils comprising 12 information wardens and 24 rangers. The numbers of posts for each region are shown in the table above.
- (b) The directorate of forestry under the decentralisation policy is scheduled to delegate forest development and management to the regional councils. The latest proposals however are to second a forest ranger in each region to work with the regional officer and to act as the link person in transmitting policy and information and requests for action and services. This proposal appears to be still under discussion. The above table shows the total number of forest management posts in each region according to MET's establishment list.

APPENDIX 4A: NOTES

Appendix 4A is an attempt to identify posts relevant to the general administration personnel and finance functions of the line ministries in the regions affected by decentralisation. The figures should however be treated with caution for the following reasons:-

1. It has not been possible to allocate the posts between those relating to the functions to be delegated and those relating to the retained functions.
2. The information bases are different. The figures for MHSS, MAWRD (RWS), MYS and MET were supplied by the line ministries. The figures for the other ministries are derived from the components and post structure supplied by OPM. There is no reflection of the recent ministerial changes.
3. It has only been possible to extract the class of post. There is no indication as to the precise nature of the work carried out by the post holder and whether it is of a specialised nature which will necessitate the post being retained in the line ministry.
4. The figures relate to posts. It has not been possible to determine with any accuracy which posts are vacant or to identify the qualifications and experience of the post holders.
5. The figures do not include institutional posts (e.g. at schools) or those identified with a particular project.