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# WELCOME ADDRESS

by Governor S.S. Nuuyoma  
Erongo Region



*Governor S.S. Nuuyoma*

It is with the sense of deep gratitude and appreciation that I rise to speak to you today, at this very important gathering. I am particularly pleased to have been availed this opportunity to welcome all the distinguished guest to the great Erongo Region and in particular to the beautiful historic beach Town of Swakopmund.

Having said that, allow me on behalf of Erongo Regional Council, the people of the great Erongo Region and of course on my own behalf to officially pronounce a warm welcome to all of you honourable members, most particularly the Right Honourable Prime Minister, Comrade Hage Geingob and all the dignity members from all the corners of the Republic of Namibia. Your presence here is held in a very high esteem.

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The same heartfelt welcome is extended to all the distinguished guests. Your presence here is a token of solidarity and unity that embraces all of us together, to discuss and share knowledge and experiences at this Congress. Without your presence this Congress will be meaningless.

Equally important, let me also on behalf of the people of the great Region register my gratitude and appreciation to the Management team of the Association of Regional Councils under the leadership of Honourable Governor and the President of the Association, Comrade John Pandeni for finding it fit to host the third Congress in our Region.

I believe that the weather of the Atlantic Ocean which is uncharacteristic to many of you will give you a special treatment. Feel part of its hospitality.

I don't have any fundamental facts as to why crucial gatherings of the Association of Regional Councils are being always conducted in the month of September. It is perhaps because the first meeting of the Association was for the first time held in September 1995 in which the management committee was elected.

I have also noticed, Ladies and Gentlemen, that a special meeting for the Regional Governors, Regional Executive Officers, and Management Committee of the Association was also held in September 1996 in which important decisions were taken.

In the same manner, the consultative Conference of the Association which took place in Swakopmund in 1996 was also held in September. As we are sitting here, we are witnessing the second Congress of the Association of Regional Councils being held in September 1999 and the last for the century before the new millennium. On this note, September should be a month of hard work for the Association of Regional Councils.

I am certain that the distinguished leaders who are present here today will bear with me that the biggest challenge to our Association today among other things is to ensure that the process of decentralisation is being put in place. It is a particular matter, on which we should concentrate our collective wisdom and strength in the period ahead of us in order to fulfil our constitutional obligations.

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Chapter 12 of the Namibian constitution of the Republic of Namibia provides for; and requires Parliament to pass laws and policies to implement. Therefore, the Parliament of the Republic of Namibia should ensure that laws and policies, are fully implemented such as the policy on decentralisation.

We must indeed applause the founding fathers for believing that regional and local administration is an instrument of bringing government closer to the people through their elected representatives in the Regional and Local Councils.

Equally important, we must also applause the founding father for believing that democracy can only be realised if the citizens are able to make their own political, cultural, social and developmental decisions at their own level and that the only safe guard of sustainable development is when people participate in setting their own priorities, planning, implementing, monitoring and evaluating them within the framework of the overall national interest.

It is also true that the biggest threat to participatory democracy which is intended to be extended to our people is poverty. Poverty eradication is a prerequisite to democracy.

Decentralisation has been argued as a tool to eradicate poverty in our country. Decentralisation will enhanced local people access to locally relevant decision making through which they will be able to control local resources so that they may be utilised according to their own priorities.

All of us must work hard to eliminate poverty in our country, to improve the quality of life of the people, to close the gap between the rich and the poor and to attain sustainable rate of economic growth and development. But this can and can only be achieved if the people in the regions are empowered.

I have no doubt that the majority of our people desire the decentralisation order. But despite this, it has been notice that decentralisation ideas have not been met with equal enthusiasm in the public as well as private sector.

We are of the opinion that the delay in the implementation of this policy can no longer be tolerated unless fully justified. Constraints must be identified and addressed. We must engage ourselves in a debate, and we must develop a clear implementation strategy for all.

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It has been proven that democracy can only be nurtured if the dreams, concern and aspiration of the Electorate are well noted and addressed. In order to achieve this, Regional Councillors who are the link between the Electorate and the Regional Government; their working condition should be put into account. They should be provided with the necessary infrastructure like offices, staff, telephones, and vehicles to be able them to communicate effectively in their constituencies.

Despite many recommendations made by this Association during its existence as reflected in many of the important documents, the above matter still remains the issue of concern. This clearly shows and confirms the importance of it, and we must continuously attend to it and help find the solution to this challenge which is the main obstacle for us to fully service our people.

The progress towards the empowering of our people in making their own decisions can only have deeper meaning if it is accompanied by the significant progress in the struggle for the emancipation of our women.

I believe that we should measure the success of progress towards social transformation by advances we make in the struggle for non sexist society. Indeed we should measure our progress by the progress we record in the struggle for gender equality. We as Regional Councillors must play a profound role to inoculate this philosophy of equal treatment into the fabric of our nation.

The violence against women are reported on daily lives and we must appreciate the fact that this form of oppression is a human cancer which affects all sectors and all levels of society and should be stopped. It should be stopped, Ladies and Gentlemen if we want to extend, enhance and guarantee participatory democracy in our constituencies.

Lastly but not least, the drastic acceleration of the rate of HIV/AIDS infection and the financial, economic and social challenges that it poses, constitute a serious threat to democracy in general. Democratic rights of our people can not be fully exercised if the majority of our people are unhealthy.

In the last survey done by the Ministry of Health and Social Services, prevalence rates of up to 34% were recorded. In Erongo Region alone levels

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of up to 29% were reached. This means that in the next few years 29% of today's adult population will be lost to the epidemic. Economically this is a disastrous situation, as it represent the net loss of our workforce, in addition to the loss in investment in those infected and affected by the disease.

What I would like to bring to your attention today is the fact that unless we act in a prompt manner, a time will come when we will realise that we have failed our voters by not addressing such a critical issue.

The fight against AIDS is gaining strong momentum by the support shown by the highest authority of this land. His Excellency the President of the Republic of Namibia Dr Sam Nujoma stated two weeks ago and I quote "The epidemic is putting a heavy burden on our health delivery systems and has a severe and negative impact on our socio - economic development. The economically productive sections of our population namely the youth, are the most at risk of infection" end of quote.

With our position as the third worst hit country in the world, we strongly need the political will and commitment that will drive the masses to find a way out of this situation.

During the latest workshop for parliamentarians on AIDS, Health Minister said and I quote "Namibians are on the brink of being wiped out by HIV/AIDS because politicians failed to act in time - by denying the existence of the disease in the country" end of quote.

The nation is at the brink of being wiped out, we as leaders have been too quiet for too long. It was denial from our side as leaders, let us wake up if we want to lead, let us fight for the survival of our nation.

One cannot but agree with the honourable Minister. It is true that we did not devote the needed effort and energy to address the imminent danger.

Let us make this Congress a fresh starting point for a war against HIV/AIDS wherever we are serving communities. We must make a concerted effort in order to reduce HIV/AIDS.

Finally, I wish all the delegates gathered here fruitful and constructive deliberations throughout this Congress. May the Association of Regional Council go from strength to strength.

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**OFFICIAL OPENING**  
**Right Honourable Prime Minister of the**  
**Republic of Namibia, Hage Geingob**



*Honourable Prime Minister Hage Geingob*

At the time of the drafting of the Constitution, there was consensus that Namibia should be secular, democratic and unitary state. We had also agreed that “for the purpose of regional and local government, Namibia shall be divided into regional and local units.” Structures of regional and local governments, their composition, elections to them, and their powers are articulated in Chapter 12 of our Constitution.

Since the drafting of the Constitution, we have implemented the necessary structures, and have held elections for regional and local governments. Now, we are striving to make our regional governments a great deal more attuned to their regional responsibilities. In other words, our regional councils need to be the institutions of change at the regional level by being responsive to the needs as well as expectations of the people.

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For that reason, we had taken a serious initiative to work towards decentralization. This undertaking of the decentralization initiative by the government indicates the government's commitment to strengthening democracy at all levels. We strongly believe that for democracy to be meaningful, it needs to flow from the grassroots.

This belief of the Swapo government has its roots in history. In fact, the SWAPO manifesto of 1989 released prior to the Constituent Assembly elections, has stipulated that "under a SWAPO government, independent Namibia will have democratically elected local authorities in both rural and urban areas, in order to give power to the people at the grass root level to make decisions on matters affecting their lives." Since then, with the holding of regional and local government elections, Swapo has redeemed that pledge.

We had also felt that decentralization needed to go beyond just elected representatives and regional and local governments. It requires that our local and regional governments become pro-active in taking on local and regional responsibilities for the provision of services such as, education, health sanitation, environmental protection, law and order, etc.; creation of jobs, promotion of favourable conditions for investment, and resource mobilization. As you consider the various issues dealing with your responsibilities as regional governments in line with the provisions of the Regional Councils Act of 1992, please keep in mind that the central government is committed to decentralization in the decision making process. However, all of us need to recognize that the success of decentralization greatly depends on a public consensus that decentralization is appropriate.

We are also fully aware of the difficulties involved in decentralization. The two most important difficulties being lack of sufficient skilled human resources, and the government's need to contain and curtail the size of the civil service.

Lessons from other countries suggest that limited budgeting, auditing, and accounting systems should not be considered a barrier as such technical capabilities can be borrowed from higher levels of government. In any case, we are proceeding cautiously developing asymmetric decentralization, by assigning powers to different levels of government, depending on capacity.

Of course, shifts of additional responsibilities to lower levels of government

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would increase as competencies are built up, and resource constraints overcome.

Keeping these issues in view, I am very pleased that the Ministry of Regional and Local Government and Housing had formulated a policy of gradually phasing in the various facets of decentralization. I am informed that a number of ministers would be sharing their perspectives on this subject during your deliberations at this congress. Your interaction with them would, no doubt, be of great help in furthering our shared objective of strengthening grassroots participation in strengthening democracy, and promoting equity and social justice.

Indeed, the keyword is grassroots participation. It must therefore be incumbent upon regional councillors to be sensitive to the demands of their constituencies and be ready to communicate these demands to the central government. From the central government's perspective, we view the regional government representatives as our eyes and ears to help us appreciate, understand and strive to meet the citizens' needs. Regional representatives are thus an interface between the grassroots and the government. Therein lies the strength of regional governments and the decentralization process.

The government is committed to meeting the many challenges of decentralization, and we have many friends who are willing to help. In this regard, I am very pleased to see the representatives of a number of organizations including the Namibia Institute for Democracy, the Konrad Adenauer Foundation, and the Friedrich Ebert Foundation. I thank them for their interest.

Having seen your programme, I know that you have a full agenda for the next two days. I wish you successful deliberations and look forward to your final communique.

It is now my pleasure to declare the Second Association of Regional Councils Congress opened.

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# MESSAGE

by Theunis Keulder

Executive Director: Namibia Institute for Democracy



*Theunis Keulder*

It gives me pleasure to have the opportunity to deliver a short message on behalf of the Namibia Institute for Democracy. I was asked to brief you on how the NID assists members of the Regional Councils in their efforts towards regional development and decentralisation. The NID remains committed to the goals of decentralisation and the interests of the Association of Regional Councils, as democracy and decentralisation are inter-linked processes. Decentralisation enhances government efficiency. One of the outcomes of decentralisation should be that government is constantly responsive to local needs. Therefore, open communication channels are necessary to enhance interaction between Regional Councils and their electorate.

However, in the observations of our institute, in practice these communication channels are often blocked for a variety of reasons, which include that the nature of regional government is still a relatively unfamiliar concept to a large

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part of Namibians, or a perceived lack of authority of Regional Councils, which then results in little support from the local population in decentralised task performance or abstinence from voting. In recognition of this dilemma, the NID, in co-operation with ARC and the Ministry of Regional and Local Government and Housing has in recent years embarked on a variety of nation-wide civic education projects addressing this issue. In this process, the interaction between Councillors and their electorate was emphasised, and the specific role of women in the decentralisation process highlighted.

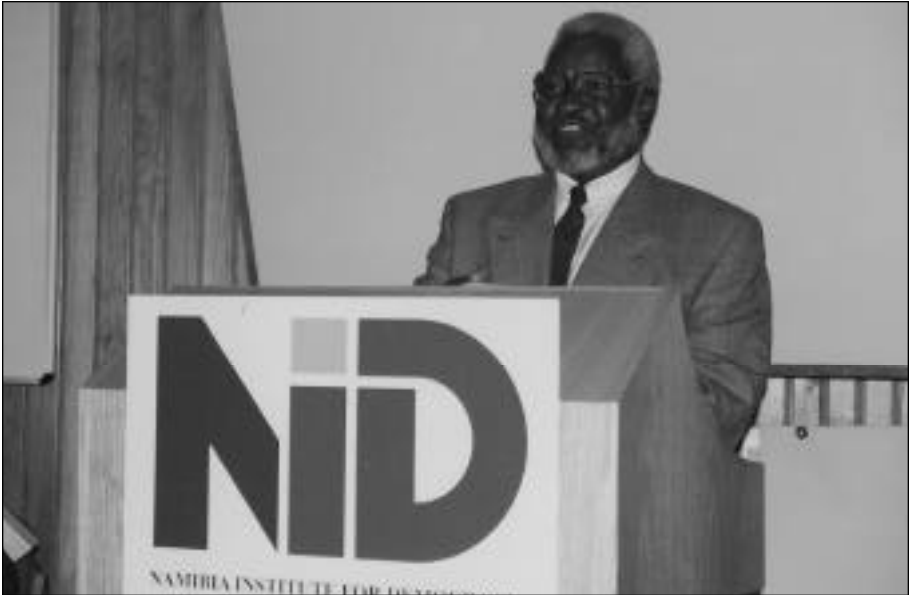
One project has been an annual gathering of all regional councils, of which this 2<sup>nd</sup> congress is the first by the councillors elected last year, which allows Regional Councils to take stock on its achievements, reflect on problems and advise on solutions to such problems. This congress and similar annual gatherings more importantly allow for valuable interaction and consultation not only between councillors, but between councils and line ministries as well, which after all is what democracy is all about. Therefore, I would like to assure all Regional Councils of the NID's continued support in the facilitation of further consultative conferences and congresses. I wish to thank the Regional Councillors and the Ministry of Regional and Local Government and Housing for their support and look forward to continued co-operation.

Last but not least I would like to thank the Konrad-Adenauer-Stiftung for their support in funding this congress.

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## MESSAGE

by the Chairman of the National Council,  
K. Nehova



*Honourable K. Nehova*

It is indeed my pleasure to be part of this gathering and to address you as your colleague.

I said as your colleague because most of the people gathered here today have common needs and common aspirations.

These needs and aspirations can be summarised as further socio-economic development, cultural enhancement of our people, as well as unity of purpose and regional cooperation.

Before I proceed Mr Chairman, allow me to wholeheartedly welcome the distinguished delegates to this congress from the thirteen (13) regions, as well as all the distinguished invited guests to the 2<sup>nd</sup> Congress of ARC. You are all warmly welcome.

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Mr Chairman, allow me also, while delivering this statement, to make some references in a generalized manner, on issues of great concern to all of us Regional Councillors.

As we progress on the road of realising our socio-economic development objectives, it is important to take stock of the progress made and review our strategies, if need be. This second Congress of ARC is indeed the opportunity to do this exercise.

Regional Councils, being a new invention after independence were faced with the challenge of defining their own place, their identity in an independent Namibia as well as the challenge of building their capacities to ensure program implementation. This handicap, of being a new structure, implies short comings in terms of structural organisation, staff component and capacity building; as well as financial resources.

Contrary to the Central or some Local Authorities, Regional Councils had to start from the very beginning.

**The first congress of ARC, in 1995 adopted the following resolutions:**

1. For the Regional Council's Act to be amended;
2. For revenue collected by Central Government to be shared with Regional Councils;
3. For the planning of development for the regions to be decentralized;
4. For Government activities at regional level to be co-ordinated by Regional Councils;
5. To train and build the capacity of Regional Councillors and staff;
6. To address the fundamental need of the regional Councillors in terms of offices, staff, houses, vehicle schemes operational and developmental funds;
7. To promote gender equality;
8. To acquire pension and medical aid;
9. To strengthen international relationships;

Evaluating our progress over the past seven years, we can freely say that much progress has been made:

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- The Regional Councils' Act has been amended;
  - The decentralisation policy passed in 1998 attempts to address many of the shortcomings and problems experienced in the past.

The policy clearly allocated power to plan to the Regional Councils, it empowers Regional Councils to co-ordinate the activities of individual ministries in particular regions and attempts to address the needs of councillors in terms of staff, office space and operational and developmental funds. Clearly this effort provides councillors with an improved opportunity of bringing about development in their Regions.

Though not all objectives are met, clearly concrete efforts are being made to address some for the outstanding issues.

A lot still needs to be done in terms of capacity building, gender representation and personal benefits of councillors. But we remain hopeful of good developments.

**The aims and objectives of ARC further spells out ARC intentions to:**

1. Protect, safeguard and enhance the image of Regional Councils;
2. Act on behalf of its members in matters affecting their common interest;
3. Liaise between Central Government and Regional Councils in matters affecting their Regions;
4. Strengthen and back up the activities of the national Council

Therefore, it is the role of ARC to monitor the process of decentralisation and act as a mouthpiece for all Regional Councils.

As much as proper dialogue is needed and proper consultation with all stakeholders, it is important to keep the momentum and to guard against delaying the implementation of this essential process.

Decentralisation, my colleagues is not only beneficial to the Regional Councils, but also to the government of Namibia in general and the electorate out there.

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In this era of globalisation, Namibia cannot afford to govern in a manner that alienates the governing from the governed. We must continue to strengthen this new order between the electorate and the elected. We must implement development programs that enjoy the participation of ordinary citizens, we must take government to the people.

When we do this, when we commit ourselves to this process, we will Experience Governance that is reflective of the needs of the people.

We will also experience communities appreciation of Government's efforts and communities taking ownership of the development programs. This indeed is sustainable development.

As elected leaders, we must take up the responsibility to ensure the realisation of these noble goals.

Dear participants, as mentioned at the outset, this Congress provides us with the opportunity to evaluate our progress and to determine our future direction.

Let us do real evaluation, lets us be courageous enough to acknowledge our shortcomings and frank enough to demand the tools needed for effectiveness.

We also need to ensure the cooperation and commitment of all stakeholders. And ARC can be very instrumental in facilitating this cooperation.

Though faced with many limitations, especially in terms of support services, I would like to commend the management and secretariat of ARC for continued commitment to act as facilitator and mouthpiece for the interests and programs of Regional Councils. The challenge facing us, I wish to emphasise, is to ensure capacity building and to concertise our programs and approaches for the realisation of our noble goals.

I trust we will make maximal use of this gathering and go away with renewed strength, enthusiasm and vision.



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**MESSAGE**  
by Cllr. B. Pienaar  
**Association of Local Authorities in Namibia**



I am tremendously proud to convey a message on behalf of the Association for Local Authorities in Namibia to the Association of Regional Councils.

Despite my youth, the occasion makes me feel like a veteran, or like concerned grandmother passing on some good old advice to her grandchild.

Such symbolism stems from the fact that ALAN held its 50th Congress earlier this year, while this is only the second time for ARC to do so.

But while ALAN may have the edge on experience at this level, I must also hasten to add that our Regional Councillors' differing backgrounds are bringing such a wealth of experience to this forum, that effectively the scores on experience are quite even.

After all, we are all partners working towards one goal, and that is to improve the lives of our Namibian people. We serve exactly the same communities in

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the same towns, villages and settlements all over this beautiful country of ours. Close cooperation between the two bodies and amongst all their members has always been a priority, and rightly so.

Mr. President, the grandmother's message today is simply this: if you need help on a grassroots, level, just shout and we in ALAN will do our best to assist, considering our experience of working with local communities. At the same time we will be able to learn from your own and unique experiences.

May your congress turn out to be the great success you are hoping for. Remember that success comes in small dosages, and every bit counts. Even if only some of your objectives are met during this congress, it is already a measure of achievement.

We further wish you all the best during the elections later during the congress, and look forward to continue working with you for the people of this land.

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## MESSAGE

by the Resident Representative of the  
Konrad-Adenauer-Stiftung,  
Dr. B.K.H. Dobiey



It gives me great pleasure to say a few words of encouragement and appreciation on behalf of the Konrad Adenauer Foundation at the onset of this Congress.

The Foundation has been sponsoring activities of the Association of Regional Councils in Namibia for five years now, and I want to say that we are proud and pleased to have contributed to the tremendous success-story of ARC since its inception.

Five years ago the situation looked quite bleak: True, Regional Councils had been enshrined in the Constitution – indeed, they were a new achievement of Namibian independence! -, Regional Councillors had been elected (somewhat belatedly), but that was that. A “culture of decentralisation” had

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not yet taken root, and democratic centralism was prevailing over democratic decentralisation.

Many stakeholders feared – and perhaps do so even today – that democratic decentralisation would lead up to a weakening of the State. In fact, the opposite is true: A State, which is over-extending itself, trying to regulate, execute and deliver all and everything from the central level, will in the long run become quite ineffective, despite immense expenditure.

Decentralisation, in contrast, which follows the principle of subsidiarity, relieves the superior levels of some of their burden of problem-solving, permitting them to concentrate on the core functions of the State.

The principle of subsidiarity, which works efficiently worldwide under very diverse conditions, implies that any public function that does not necessarily have to be handled by the central authority must be decentralised and entrusted to regional or local government. Similarly, whatever a citizen can do by him- or herself need not be handled by government at all.

As a result, the central State can focus its activities on those functions which it can fulfil successfully only at this level. And that means that the State emerges strengthened from a process of decentralisation, which at the same time is a very successful form of governance, not least because it leads up to “good governance.”

By this I mean that decentralised governance offers greater participation in decision-making, planning, and implementation. Even citizens at the grass-roots level whose activities are confined to the ballot will learn to better understand democracy and the process of governance and administration.

Furthermore, decentralised politics qualify people to enter the higher levels of politics, training them in democracy, so to speak: Most politicians begin their careers in local politics, where they have to negotiate directly with the people concerned and where they develop a good understanding of how citizens are affected by decisions. These experiences help them to never forget the needs at the grass-roots level in their future political careers.

To quote the Right Honourable Prime Minister: “In Namibia, decentralisation is a constitutional requirement, ... decentralisation is, for us, synonymous

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with democracy". (Address delivered at the Ministerial Seminar on Decentralisation, 12 Sept. 1996).

In April 1998, Cabinet adopted a policy-paper on "Decentralisation in Namibia", which deserves high credit for its depth and scope and also for the clear commitment of government to decentralisation. ARC has, by the way, considerably contributed to this policy-paper in the course of a truly consultative process.

It seems that everybody should now be happy and eagerly be involved to implement this clear-cut decentralisation policy. Obviously, however, this is not the case.

Regional Councillors interviewed by New Era lately (19-25 March 99) complained that the central government was dragging its feet in regard to effectively transfer power from the centre to the regions, and that they lack the means to deliver the expected services. They rather felt that decentralisation was being perceived as a "transmission belt".

If this should be the case, and maybe we will hear more about this during our conference, then this attitude stands in clear contrast to the government's commitment to decentralisation as a means of enhancing democracy.

Obviously, there are still people out there who consider decentralisation as a zer-sum-game, where the central government loses power in as much as the regional or local level gains responsibility and the right of decision-making.

But good and responsible government by the people and for the people cannot be built on criteria like personal gain or loss of power. The overall picture is more important than personal aspirations. As I have tried to point out earlier, decentralisation is a win-win-game, strengthening the State as a whole and making it thus fit to meet the challenges of the 21st century.

Therefore, a truly co-operative implementation process of the excellent decentralisation policy adopted by Cabinet should be the order of the day. This also requires to systematically empower the regional (and local) authorities, thus enabling them to capably deliver the services which the citizens expect from them.

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In practical terms this means to provide the necessary infrastructure – e.g. a properly equipped office -, the manpower, the finances and not least the necessary training. Decentralisation and capacity-building must go hand in hand.

After all, nobody can expect the impossible, namely to drive a car without having petrol and a drivers license.

Dear Governors and Councillors, on a special note, I would like to thank you on behalf to the Konrad Adenauer foundation and myself for your preparedness to support the activities of the two partner-organisations of the Foundation, namely Women's Action for Development (WAD) and the Namibia Institute for Democracy (NID).

Whenever we needed your co-operation, your assistance or your presence, you were there to give a helping hand. Your commitment is highly appreciated and I use this occasion to explicitly thank you for your very positive attitude towards our grass-roots activities!

Lastly, I would like to thank our esteemed long-time partner NID under the capable leadership of its director, Mr Theunis Keulder, for its committed work in general and particularly for organising the ARC conferences, seminars and workshops over the years.

In conclusion, I congratulate ARC and its leadership, notably the President of ARC, Hon. Jon Pandeni, on its strength, its achievements and its excellent work, and I wish this conference fruitful deliberations and good results.

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**VOTE OF THANKS**  
by the Governor of the Otjozondjupa Region,  
G. Uushona



*Honourable Governor G. Uushona*

I feel indeed most honoured and privileged to give the vote of thanks on behalf of the executive of ARC and the entire members of ARC on this special occasion.

The right Honourable Prime Minister, I would therefore like to express our deepest gratitude and appreciation for accepting our invitation despite your busy schedule. In the same vein, I would also like to thank each and everybody present here for your input and deliberations during the course of the congress.

Cde Prime Minister, the advice, positive and constructive ideas and moral support that you have given us today is of vital importance. e.g. Decentralization, decision making process

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I would therefore like to encourage all Governors Councillors here to follow your advice in order for us to focus on the development of our communities and country at large, and to refrain from political differences when it comes to development issues.

The Right Honourable Prime Minister, be assured that your advice and all the good words that you have said today have not fallen on deaf ears.

We will definitely try our utmost best in order to develop our regions and country at large.

Allow me to make use of this opportunity to congratulate His Excellency Dr. S. Nujoma, the Prime Minister and all Cabinet Ministers for a job well done for the past nine years, which has placed Namibia on the World map. The Government of the Republic of Namibia has maintained peace and stability through the policy of National Reconciliation.

Once again thank you very much Honourable Prime Minister for the time you have been with us and for the positive and constructive ideas you have given us.

I wish you strength and courage in your daily duties.

May God bless you all in all your endeavours.



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**ADDRESS**  
by the Minister of Regional and  
Local Government and Housing  
Dr. N. Iyambo



*Honourable Minister Dr. N. Iyambo*

It is indeed an honour for me to be present at this congress, being the second annual congress organized by the Association of Regional Councils in Namibia.

This Congress, I believe, is of vital importance to all regional councils across the country. Not only does it mark the last congress of the millennium, but it also marks the beginning of the implementation of the first programmes under the Decentralization Policy. The latter, I believe, will be a matter that will occupy the minds of all regional councils into the year 2000 and beyond.

It is, therefore, befitting that I update you on a few issues relevant to the implementation of the Decentralization Policy, from its adoption to date.

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As can be recalled, it was resolved to implement the process of decentralization gradually, but continuously until the aims and objectives of the policy have been reached. This decision was taken in light of the recognition that the process is a learning curve for the whole country, that cannot afford mistakes as a result of over eagerness.

It is, therefore, important that the implementation of this process of decentralization programmes is understood in this way by all stakeholders. Any expectations by you in this respect should be seen in the same context.

The Policy requires that Central Government transfers identified functions with their associated finances, personnel and any other resources to the regional and local levels. This is to ensure that regional councils are fully equipped to deliver the required results.

Consequently, the Government is currently in the process of addressing the question of personnel, financial transfers and capacity building which are all fundamental to the decentralization of functions to the regional levels.

In this respect, Government has decided to create a main division of decentralization in every Ministry. Effectively, this means that money should be budgeted for each region, as opposed to the current situation where Ministries budget in lump sums according to their own programmes. The main divisions of decentralization in every Ministry will be consolidated into 13 regional votes, which will be the medium through which money is transferred to the regions for the specific purposes that they were budgeted for.

The said regional votes will indicate how much money is allocated to each region, both for recurrent and capital expenditure. This process will enable everyone to see that the arguments that some regions are neglected are actually incorrect.

A financial decentralization committee chaired by the Ministry of Finance was then created to oversee this process. This committee is currently consulting Line Ministries on the issue, and is expected to finalise its recommendations in due course. Once finances are transferred to the regions, it is expected that there will be more effectiveness and efficiency in the procurement of administrative needs and the payment of personnel salaries. Other regional

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expenditures for water, electricity, sitting allowances, as well as some maintenance work, repair of cars, and the provision of fuel, will also be expected to be paid for by Regional Councils directly.

Regarding the maintenance of cars and the provision of fuel, I wish to inform you that the Ministry of Regional and Local Government and Housing is currently consulting with Treasury and the Ministry of Works, Transport and Communication, for approval to operate its own fleet. Once this is approved, the Ministry wishes to decentralise transport as a regional responsibility, so that Regional Councils will run and maintain all vehicles under its jurisdiction.

In principle, therefore, the general idea is that regional budgets, both recurrent and capital, should be transparent for everyone to see. For that reason, it will from now on also be required that regional councils reflect how the 5% revenue contribution made by local authorities operating within its boundaries, is utilised. This is pursuant to the provisions of the Constitution and the Regional Councils Act, which provides that Regional Councils may generate their own sources of revenue.

Secondly, the University of Namibia has been contracted to study the staffing needs of each region. That is, they have to determine how public servants are deployed in each region under decentralization. It must, however, be stressed that this ideal staffing proposal subject to Cabinet approval, which even if approved, might not be filled immediately.

In the same vein, the study is specially tasked to look into the position of the Chief Executive Officer in the regions.

It has been found that this position may have to be upgraded to address the lines of authority and communication under decentralization, when rationalizing public servants in the regions under the Regional Councils. The study is also required to identify the training needs of each region and make appropriate recommendations.

I must say that there will be no automatic filling posts initially, because there is a need to first organize other logistics like transfers and accommodation.

For administrative purposes and above all, for regional councils to be kept abreast of all sector issues in their region, the Ministry has given

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administrative directives to Regional Councils to organize themselves such that there is a Councillor for each sector. Under these directives, Councillors can be assigned a number of sectors depending on the number of Councillors in the region. This arrangement requires Councillors to have regular briefings with officials responsible for their sectors, and each councillor in turn is expected to brief the Council on issues related to the sectors he/she is responsible for.

In this manner, there will be an improvement on the information flow in the Council and the region in general.

In line with the principle of giving the regions more power to plan their own development, Cabinet has decided that 20% of the national Capital budget will be reserved for Regional Councils. This means that the criteria for the kinds of projects which the Regional Council will be able to execute, will depend on the cost of the project (not more than N\$2 million per project), the technical input involved, the location of the project i.e. whether it is trans-regional, or whether it is in the geographical area of a particular region.

This principle could, however not be put into practice this financial year due to the complexity of these arrangement, the diverse nature of the projected proposals received, as well as the appropriate institutions for development planning which is not yet functioning year, however, the 20% of the capital budget will be used partly for the construction of constituency offices in each and every constituency.

The regional development planning requires the functioning of the Constituency Development Committees, and the Regional Development Coordinating Committees to ensure consensus in the region on the type of projects, the priorities within those projects, the specific location in the region, and above all, the feasibility and sustainability of those projects.

The process of development planning will require the Constituency Development Committees to propose projects for consideration by the Regional Development Coordinating Committees. This body of technocrats will scrutinize them and make recommendations to the Regional Council. Once projects are endorsed by the Council, they will be submitted to the concerned line Ministries for approval. The Line Ministries concerned will then adopt and refer them to the regions for feasibility studies.

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This entire process should take place within one fiscal year. Projects whose feasibility studies have been completed will then be executed in the next financial year.

I am sure you will appreciate the need for coordinated planning and feasibility studies for capital projects. Needless to say, this will ensure that projects are feasible and can be sustained by concerned Line Ministries or Regional Councils themselves.

All of the above of course will not be practical if the Decentralization Enabling Bill is not passed by Parliament. I am happy though to report that this process is close to completion and that the absence of the Bill at this stage, should not influence the putting in place of all institutional tools to make decentralization a success in our country.

All in all, the process of decentralization is well on its way, as can be seen through the full devolution of some functions to the regions already. It will, however, only be through the full cooperation of both Central Government and the Regional Councils that the aims of decentralization will be realized, and fruits of this process enjoyed by all Namibians.

As a matter of fact, the Ministry of Regional and Local Government and Housing has already decentralized N\$42,5 million for housing, as well as N\$3 368.000.00 which has been decentralized to the regions for the implementation of Early Childhood Programmes.

Finally, I must say, decentralization in Namibia is on the right track, it is being implemented slowly, but surely. Let all of us join hands in this endeavour and play our parts!

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## QUESTION AND ANSWER SESSION – MINISTER N. IYAMBO

- *What is the possibility of decentralising funds management from the Central Government to Regional Councils?*

Decentralising the management of funds requires prior Treasury approval. At present, the Finance Act regulates who may collect and who may control government funds. Regional Councils in many areas will first have to establish towns to be able to collect regional income from before they will have funds to manage. There is therefore disparity between the different regions, and government would therefore have to subsidise certain regions while collecting excess incomes from others. The administrative burden on Government on managing such diversity between regions will be enormous. The funds would also require the skills of personnel who are experienced at managing funds on behalf of government. Personnel would have to be trained at a cost and then sent to the different regions. Retaining such skilled personnel will be a challenge the regions will have to manage successfully. Personnel leaving would have to mean Government would have to train more personnel who will once again be sent to the region. Such duplication of training is more unlikely in the capital where there is a bigger pool of skilled individuals to choose from – often in the same ministry.

Another hindrance is the fact pertaining to decentralisation of costs, such as personnel, is that Regional Officers are contractual workers who may not necessarily be elected for the next term – which will mean the loss of continuity. The new incoming regional officer will then have to learn anew how to manage funds. The problem is therefore both logistically and practically difficult to address. The longer-term plans may, however, increasingly move towards self-management of funds and expenses – salaries, maintenance of government assets (building) etc.

- *Given the fact that national elections are due at the end of 1999, what is the expected duration to formalise the Decentralisation Enabling Bill?*

The law may be delayed but the principles have been discussed and approved. Having been approved, the bill will have to be written by the legal

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department, whereafter it will have to be approved by all parties involved and then be presented to the National Council prior to passing the law. This may take some time but the process has been initiated and regardless of who the next elected Ministers may be, this process will be run to completion. Even without the law, the Government may pass administrative regulations in this regard and implementation need therefore not be delayed. As an example – Italy started the implementation of decentralisation after the Second World War and are still engaged in the process thereof. Regions must appreciate that decentralisation is a slow process – Uganda and Ghana respectively initiated decentralisation 10 and 15 years ago and are still busy with the process.

- *A complaint of insufficient communication between line Ministries and the Regional Councils is lodged.*

It is the responsibility of Regional Councils to initiate communication between themselves and the ministries. It may be suggested that Regional Councils elect a person in their Council who can liaise with a specific ministry. That way there is a dedicated person dealing with a Ministry and the Ministry would also know whom to contact when they need to pass on information.

- *It is stated that according to the Ministry, the regions do not pursue additional sources for income collection strongly enough. However – decentralisation requires regional representation on financial committees, which in turn raises the question of additional personnel to be provided to the regions for assistance.*

There are clear logistical problems with relocating trained personnel to the regions e.g. accommodation – in the case of transferring personnel in a temporary or permanent basis. There must rather be looked at people already employed in the regions who could assist with such functions. The National Planning Commission already asked for experienced volunteers for the regions who can perform the necessary functions and simultaneously perform a training function – e.g. retired expatriates who would be interested in such employment. The NPC is presently conducting studies in the regions to analyse the situation and to make decisions. The ideal, however, is to advertise posts in the regions and employ people from the regions, which

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would then solve the question of providing accommodation. It is, however, important to note that such employment need to be offered from the regions and not government as not more posts can be created within the government.

With regard to additional sources of income – the 1993 seminar held in Swakopmund identified sources of income that the regions can employ to collect revenues from. It is now up to the respective Regional Councils to take charge and act on the authority delegated to them.

- *Given the status of the Regional Councillors and their responsibility to plan, organise and form part of the Government structures - Will the issue of the provision of office furniture be addressed? If so when; Now or in the next financial year?*

Regional Councils are structures of government in the regions. As such, office furniture will be provided, but no personnel will be provided. This could only happen in the next financial year.

- *The disparities between the regions are noted and it is mentioned that this disparity affects the attitude of the Regional Councillors. It is asked how the Ministry will determine the salaries and pensions of the different Regional Councillors?*

The differences between the remuneration structures for the councillors do not depend on the region, but on the position of the councillor. Some of the Regional Councillors are members of the National Council and therefore earn bigger salaries because of their stature as Members of Parliament. In the regions, the Governor of a region is a full time appointment and is expected to be available throughout the whole day. Given the workload expected of this position, the Governor is also paid differently to other Regional Councillors. The Regional Councillors are involved with their constituencies on an “as needed” basis. Given the principle of part-time employment on a contractual basis, the remuneration of Regional Councillors would necessarily differ from that of MP’s and Governors of regions.

The part-time status of Regional Councillors precluded the latter from being defined as either political appointments or civil servants. Due to this fact, pensions were not arranged for Regional Councillors right from the outset.



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The Ministry of Finance started deducting money from Regional Councillors initially, but there was no secondary contribution from government due to the unsure status of the appointments. Such contributions were repaid to Regional Councillors from whom deductions were made.

Cabinet, however, decided to rectify this matter by declaring that Regional Councillors are political appointments and should therefore be treated similar to members of the National Assembly. The latter have pensions tied to the Government Pension Fund Scheme (GPFS). It was decided to create a second pension fund for political office bearers whereby the Ministry of Finance would calculate, collect and keep such pension funds separately. Consequently, a second draft on this pension fund issue was drafted and will be dealt with by Cabinet at the next sitting. After the Bill is then approved, the President will proclaim the Regional Councillors retroactively as political appointments and issue instructions that deductions for pension will commence.

- *When the Government agrees to make contributions to the Government Pension Fund on behalf of Regional Councillors for the period 1992 - 1998, will the Regional Councillors be able to withdraw such payments and start contributing anew in 1999?*

For those individuals for whom the government needs to contribute for the period 1992 to 1998, government could make its contribution after the Enabling Bill has been passed. Individuals could also request that the pension contribution be paid out to them. Individuals who wish to make a back-payment on their part of the pension contribution in order to enhance the value of their pension may do so. It must, however, be stressed that such option would be totally voluntary. Regional Councillors who only served a single term (1992-1996), would also be able to collect their portion of the pension – but only to the value of the half portion contributed by the Government during their term.

- *The concern is raised as to the vulnerability of the decentralisation process to fall prey to corruptive practices. How can corruption be prevented and inefficiencies addressed?*

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The single biggest problem of corruption is a misleading perception generated in the media of government corruption. However, the temptation to misuse government assets and funds would be much greater once the regions were responsible for their own offices, expenses and funds. Given the knowledge of the possible temptation, the regions should become proactive by instigating processes that have checks and balances that could pick up such misappropriations. Remarks regarding corruption should, however, not be seen as a vote of no-confidence but rather an advice for more caution.

- *In order to address and act upon sources of revenue proposed in the seminar in 1993, legal assistance is required. The Regional Councils do not have access to such advice. How should Councils address this problem?*

The Minister expresses his disbelief that regions lacked access to legal counsel for the 8 years since 1992. He asks why the councils with such problems did not list their requirements and lack of funds and addressed such concerns to government, in order for government to draft by-laws that could have alleviated the problem. Local authorities have issued regulations that were standardised in order for other local authorities to also make use of them. This saved a lot of money and helped standardise regulations in different towns and villages. The regions should consider asking the ARC for assistance / help in drafting standard regulations. In addition to the ARC, the regions may also approach the social partners in the process – the Konrad Adenauer Foundation, the Namibia Institute for Democracy or the Friedrich Ebert Foundation for example.

- *Prior to obtaining funds for community projects, feasibility studies are required. Are such studies also required for minor projects such as maintenance of traditional/community halls? Also, will the buildings envisioned for the regions be standardised to ensure uniformity and easy recognition and accessibility?*

Maintenance of the infrastructure of government buildings is the responsibility of the Ministry of Works, Transport and Communication. Feasibility studies help identify problem areas and would help with ensuring that the regions get the necessary approval to affect repairs. Buildings for the

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regions, such as offices for Regional Councillors, will have standard drawings and standard sizes. Where possible, these buildings must be built next to existing government structures, which would assist with the repairs and maintenance and would help to secure the buildings.

- *Where municipalities cannot contribute 5% of their income to the Regional Councils, what should such councils do?*

Municipalities are required to contribute 5% of their incomes to the Regional Councils. If the municipalities refuse to contribute, the councils should contact the Ministry of Regional and Local Government and Housing, who would then intervene. The Ministry could, for example, instruct the municipalities to contribute in another way – e.g. by providing office space at a discounted lease rate. Where there are no municipalities to collect from or where there are no incomes, government would have to subsidise such regions.

- *Where line ministries request Regional Councils to co-ordinate some of their functions in the region, but do not want to contribute towards the Council's costs of performing such functions, what should the Councils do?*

Where the Councils can co-operate with the ministries they should do so. However, if the ministries are not able or willing to contribute towards expenses, the Councils should not assist in areas whereby costs are involved e.g. extensive travel or the payment of bills etc. In future, ministries will have to allocate a part of their budgets for every region, which may help alleviate the problem. The commitment from central government to making funds available to regions will help in this regard.

- *Transport for Regional Councillors remains a problem. Could the Ministry or the Government help address the problem?*

It is in the interest of Regional Councillors to visit their constituencies in order to be re-elected. Transport is therefore in the interest of re-election as well as a logistical consideration for government where Regional Councils assist with government business. If government, however, were to make transport available to Regional Councillors, it would have a similar obligation to other political office bearers such as Members of Parliament.

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- *It is asked whether government would consider a car scheme for Regional Councillors?*

The Minister states that transport and any scheme that would bring about a cost would not be considered. A longer-term view may include the creation of separate fleet of cars that could be dispatched with a driver. Such fleet may then be used in the interest of government but may then also be utilised by the regions.

- *Line ministries have decentralised certain services, but a complaint is raised as to how certain regions are clustered together. The question remains: Can these clusters be reorganised in a more logical manner?*

The answer is that certain functions of certain ministries have been combined in certain regions and that such “cluster” have been in place since before decentralisation. The only ministry where the regions can still make suggestions with regards to “clustering” is the Ministry of Works, Transport and Communication – who has yet to decentralise its functions. The linking / “clustering” of regions helps save costs and makes more resources available to all the regions. The discomfort should be compared with the advantage such clustering has.

- *The amount of N\$ 200.00 for S&T per day is brought up. It is asked whether this amount could not be revised?*

The Minister mentions that there are two issues here – some issues are operational and other administrative. He can address the operational issues, but administrative issues such as the size and allocation of S&T’s resort under the Ministry of Finance which has pre-set criteria to determine what payments are made to whom. Queries should be directed to that Ministry.

- *Allocations for settlement areas are made but servicing of the areas are not done prior to the development of the area. Why?*

The Minister explains that the reason for failing to service an area prior to development has been brought in after some developments were planned, areas were serviced but no development has been started as yet. The Ministry now instructs developers to make provision for connections to

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services, and then instruct the areas to be connected to services the development has been completed.

- *The delay of the decentralisation process is acknowledged but it is suggested that before Namibia finds itself in the position of that of Uganda and Ghana who have been busy with decentralisation respectively for over 10 - 15 years, that a workshop should be organised to evaluate the problems experienced by these countries. It is suggested that the Namibia Institute for Democracy be approached to assist with such a workshop where the problems may be evaluated and the experiences of Uganda and Ghana be looked at.*

The Minister states that the questioner should address such proposals to the social partners in attendance.



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**ADDRESS**  
by the Deputy Minister of Finance  
R. Kukuri



*Honourable Deputy Minister R. Kukuri*

**1. Introduction**

Allow me first to convey to the Congress the personal apologies by Honourable Nangolo Mbumba for not being able to attend your important deliberations here in Swakopmund. The Honourable Minister is at this stage on his way to attend the Annual meetings of the International Monetary Fund and the World Bank in Washington C.D., where global financial issues are debated. However, your deliberations are very important to him and to me, hence my presence here today.

It is, therefore, a distinct pleasure for me to address you on a number of issues related to the subject of progress in implementing the Government's decentralisation policy.

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## **2. The rationale for decentralisation from a macro-economic and fiscal perspective**

Honourable Chairman, much has already been written and said about the need for accelerated decentralisation in Namibia. But still, considerable progress has to be made to equip the regions with tangible functions and requisite powers to carry out these functions and to finance them. However, allow me to briefly review the need for decentralisation from a macro-economic and fiscal perspective.

One of the reasons why Namibia is experiencing slow progress in alleviating poverty and in narrowing the wide gap between poor and rich through a policy of regional development and reallocation, is the continued emphasis on service delivery from a strong centrally based government, with little room for citizen involvement. A strong centrally based government is rarely close enough in touch with the needs of large sections of the population in setting and implementing policy and is unlikely to meet collective needs efficiently if it does not know what many of those needs are and how the priorities differ amongst the regions. Therefore, reinvigorating public institutions must begin by bringing government closer to the people.

In Namibia there is a strong urge to decentralise public service delivery into the regions, but this process can only be successful if accompanied by greater decentralisation of government power and resources. Carefully managed, decentralisation can do much to improve state capability, creating pressures for better matching of government services to local preferences and needs, improving efficiency and strengthening local accountability, and supporting local economic development.

But, there are pitfalls: policy makers in central government may lose control over the macro-economy as a result of uncoordinated local decisions, and regional disparities could widen, exacerbating economic and social tensions. Local government could fall under the sway of particular interests, leading to abuse of state power and result in even less responsive and less accountable government. It should, therefore, be acknowledged that bringing the government closer to the people would only be effective if it is part of a larger strategy for improving the institutional capability of the state as a whole.



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In my view, there should be a clear division of the state's responsibility and resources between the central, regional and local government, as well as the functional and financial relations amongst these levels. A clear-cut model with accompanying rules is essential for defining responsibilities and imposing conditions on the actors at each level of government. Equally important seems to be the process by which the rules are agreed upon. That is, the top down approach or broad consensus among all stakeholders. Some of the rules should spell out the macro-economic dimensions of inter-governmental finance, the extent of sub-national borrowing, measures to address regional disparities and inequalities in service, assigning of expenditure and revenue authority, and above all the approach to strengthen institutional capabilities. Another major factor, that should guide the design of a decentralisation model, is that decentralisation should not expand the overall size of government!

### **3. Progress with decentralisation so far**

So far, no full devolution of powers from the central to the regional government has taken place, but it was decided instead that decentralisation should proceed as an interim measure under delegation. This implies that Regional Councils will act as principal agents for designated functions delivered in the regions, with central government remaining primarily responsible and accountable for policy and financing the costs of the programmes involved. The respective voted expenditure will be transferred to the regions to fund the designated programmes.

While this interim arrangement will activate the performance of Regional Councils, it also raises practical and highly relevant questions. For example, who will be ultimately accountable for the functions being carried out efficiently and effectively and within the financial constraints of the budget, and who will be responsible for supervising the staff responsible for these programmes? Among others, these are some financial issues which need to be addressed before any serious transfer of central government resources could be made to the Councils.

In my personal view, that as of now, it is premature to delegate central government's fiscal functions to the regions. The Regional Councils

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need a track record of implementing functions and programs which will, for the time being continue to be funded by transfers from the central government.

The first step in this process is to equip the Regional Councils with executive powers and capabilities to implement the designated functions. Unfortunately, there is as of now, no consensus about what these functions should be and in what order of priority such functions would be taken up. Consideration of revenue sharing formulas and consequent amendments to the State Finance Act could only follow once such decisions have been made and a track record acquired in the implementation capacity for such functions.

#### **4. Financing resources for regional development**

You will agree, Mr Chairman, that the current volume of the budgetary and external resources allocated to investment in Regional and Local Authorities in Namibia, certainly does not do justice to the Government's stated objective and constitutional obligation of decentralisation.

Mr Chairman, it is encouraging, however, that there are a number of international development finance institutions, which have recently expressed keen interest in becoming involved in the financing of smaller municipal and regional projects in Namibia. These include the Agency Franchise de Développement (AFD), the European Investment Bank (EID), the Development Bank of Southern Africa (DBSA) and the Kreditanstalt für Wiederaufbau (KfW). These institutions believe that a permanent financing mechanism for investments in regional and local authorities in Namibia should be established.

In addition, AFD has offered to assist the Government in defining the implementation of such a mechanism by funding a feasibility study. Draft terms of reference for this study have been prepared for this purpose which will be submitted to AFD for consideration. I trust that, having carried out this study, we will be able to attract sufficient concessionary resources to finance projects in the Regions and in smaller Local Authorities.

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## **5. Pension Fund for Political Office Bearers**

I have also been asked to make a few remarks on the situation of Regional Councillors with respect to participating in the Pension Fund for Political Office Bearers.

A declaration as Political Office Bearer is a prerequisite for any politically elected leader to qualify for participation as member of the Pension Scheme for Members of Parliament and other Political Office Bearers. The present situation is such that only Parliamentarians and Governors of the Regional Councils are declared as Political Office Bearers by His Excellency the President. Clearly, Mr. Chairman, this seems to be an oversight, since the intention is to declare all politically elected leaders as Political Office Bearers.

In view of this, the Ministry of Finance has approached Cabinet to rectify this unfortunate error, and I trust that those non-Parliamentary Regional Councillors who are currently left out will soon be allowed to participate in the Pension Scheme, and later, when the Bill on the Pension Fund for Political Office Bearers is passed, also in the Pension Fund for Political Office Bearers.

Mr Chairman, I trust that this statement meets with your approval.

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## QUESTION AND ANSWER SESSION – DEPUTY MINISTER KUKURI

- *Could a pool of potential income be decentralised to the regions e.g. incomes from motor vehicle licensing and registrations?*

The Deputy Minister confirms that it is government policy to decentralise but decentralisation will have to be incorporated in stages. At present, the capacities (personnel, programs, etc.) are not available. Regional Councils need to have some track record in order for the ministries to agree to decentralise some of their functions. However, to be able to allocate budgets to the regions and to enable them to collect and manage funds, the State Finance Act would have to be changed first. The challenge, however, is to structure the collection of income in a way that would not expand the government civil service. Namibia is a unitary state and all actions to devolute functions from the ministries to the regions may only be done to strengthen capacity – not to weaken it by losing control and quality of service by delegating functions to regions.

- *When it is stated that Regional Councillors will become part of the Government Pension Fund Scheme “soon” – what time period is envisioned and are salary increases a possibility?*

In order to become part of the government pension fund, a declaration will be required in order to qualify as a member of such a scheme. Technical issues will have to be addressed (how to retro-actively provide funds for pensions) but a time period until such declaration will be made cannot be determined as technical persons in the Ministry will have to create solutions first.

Salary increases in the current term are not a consideration, as Regional Councillors are employed on a contract basis with certain set terms and conditions. Regional Councillors may, however, make recommendations for the next elected term and could renegotiate their terms and conditions prior to signing their contracts during the next term.

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- *Will the pension contributions be equal by all the contributing parties?*

Not all contributions to pension schemes will be equal. Contributions are determined by salary.

- *The Government is thanked for providing housing funds. The question arises as to how the interest rate of such loans are calculated, given no input was requested from Regional Councils? Can such interest rates be reconsidered?*

The Ministry of Finance has set fixed interest rates on loans that had to be paid to prevent the abuse of funds for private gain. Such rates have been set to also enable affordability. The interest is paid into revolving funds and not to the Ministry of Finance, which helps to make more funds available to communities who can utilise additional funds at a minimal cost (the interest rate mentioned). Such interest rate is not negotiable.



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## ADDRESS

by the Deputy Minister of Lands, Resettlement  
and Rehabilitation, S. Wohler



*Honourable Deputy Minister S. Wohler*

On behalf of my Ministry allow me to express my profound gratitude for inviting the Ministry of Lands, Resettlement and Rehabilitation (MLRR) to address this very important Second Congress of the Association of Regional Councils on my Ministry's plans towards regional governance in accordance with the decentralization policy of the Government of the Republic of Namibia.

You are all aware that the process of land reform in Namibia started immediately after independence (1990) with the establishment of the Ministry of Lands, Resettlement and Rehabilitation. This Ministry is primarily responsible for the implementation and administration of the Agricultural (Commercial) Land Reform Act, No. 6 of 1995 as passed by Parliament. To

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effectively implement this Act and to enable the Ministry to carry out the process of land reform in Namibia, the MLRR, through meaningful consultation and collaboration with other concerned stakeholders developed the National Land Policy (1998), National Policy on Resettlement (1997) and the National Policy on Disability (1997). These policies serve as strategies to ensure that land allocation and distribution in Namibia is carried out in accordance with the requirements of the laws of the Republic of Namibia.

Without dwelling too much on other issues let me confine my presentation on issues that my Ministry was requested to highlight to this Congress as follows:

### **1. The Communal Land Bill (Act)**

The MLRR in collaboration and in consultation with other stakeholders developed a Communal Land Bill that was submitted to the National Assembly in the middle of this year (1999). Currently as I am speaking to you the Bill is with the Parliamentary Standing Committee on Natural Resources. The Committee is currently conducting general hearings and consultations with the grassroots community on the contents contained in the Communal Land Bill. My Ministry has allowed this process of wider consultation on legislative aspects to ensure that people get involved and participate democratically in issues that affect their daily lives. It is my strong conviction that once the process of consultation is concluded, communities will be in a better position to understand and implement the Bill once it is enacted into law by Parliament in the very near future.

And just to make it very clear and underline what the objective of my Ministry is with this Bill, with the current process of country wide consultations that is underway at this point in time, is to improve the quality of the legislation and to canvas for the input from all the stakeholders from all corners of the country. After such an extensive process of consultation, despite the earlier consultations with stakeholders with vested interest like organized farmers and traditional authorities groups, it will no doubt be recognized that the legislation initiated by the Ministry of Lands, Resettlement and Rehabilitation is relevant and applicable to the situation in Namibia.



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## 2. Roles of Stakeholders

My Ministry is one of those government institutions dealing with a very delicate and politically sensitive aspect of economic empowerment and development. The solution to the land question cannot be left to one ministry. It is very important to establish coordinated linkages and proper mechanisms or channels of communication and consultation to address the issue of land distribution and allocation. To this effect my Ministry has gone a step in the right direction by establishing bodies at regional level to carry out the process of land allocation and management. These are the Regional Resettlement Committees consisting of people from the communities who know the local circumstances and of which the Regional Governor is the chairperson.

My Ministry has established a positive link with the Ministry of Agriculture, Water and Rural Development in providing water and technical assistance to beneficiaries of our resettlement projects. The Ministry of Basic Education and Culture is involved in providing education (school) facilities to settlers in our resettlement projects. The Ministry of Health and Social Services is also involved in providing health and medical facilities to resettled communities. In line with the policy of decentralization my Ministry has already established four operational regions with regional offices. Three (3) deputy directors have already been appointed to head these regional offices. One deputy director for the Southern Region (Hardap, Karas), one for the North-North West (Omusati, Oshana, Ohangwena, Oshikoto), and one for the North-East Region (part of Otjozondjupa, Kavango and Caprivi). These regional deputy directors work very closely with the Regional Councils in their respective political regions.

In accordance with the plan of decentralization the Ministry of Lands, Resettlement and Rehabilitation has already identified resettlement projects such as Mangetti Dune, Omega, Drimiopsis and Skoonheid, to mention just a few, to be handed over to Regional Council administration (MRLGH). It is my strong belief that once these resettlement areas are fully handed over the Regional Councils will continue the provision of all basic amenities and other developmental projects to uplift the living standard of the beneficiaries in these areas.

Let me use this opportunity to inform the members that my Ministry will always continue the democratic process of participatory planning as far as

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the land reform programme is concerned. Consultation with stakeholders is a key strategy in social and economic development planning. To demonstrate the culture of consultation my Ministry recently held a consultative and information sharing meeting on 30th August 1999 with representatives from the National Union of Namibian Workers. At this meeting one of the resolutions reached was that a small committee comprising of representatives from these Trade Unions and the MLRR should be formed to discuss issues concerning land reform programme on an ongoing basis.

### **3. Existing Training Programmes for Communities**

On the issue of training, my Ministry has realized the importance of human resource development as one of the positive factors contributing to national development and economic independence. It is against this background that my Ministry has engaged Agri-Futura and the Ministry of Agriculture, Water and Rural Development (Extension Services) to conduct training, give advice and skills development programmes among beneficiaries in our resettlement and rehabilitation projects, especially in food production and minor maintenance to production equipment. With the assistance of Agri-Futura and the Extension Services from the MAWRD our beneficiaries are able to produce food to feed their families and even to sell whenever there is surplus. Activities that are underway at centers such as the Disability Resource Center (DRC) in Okuryangava (Windhoek) and the Mangetti Dune Resettlement Center are testimony of the training offered to communities by my Ministry. The same approach will be found at Westfallen and Bernafay in the South and Elao in the Omusati Region.

Apart from the short training we offer to settlers (beneficiaries), my Ministry has designed a human resource development programme to train personnel in various fields of land management and administration in order to give better service. With the financial assistance from the GRN through National Planning Commission (NPC) and Government of the Netherlands my Ministry is enabled to send students to undergo training at diploma and degree levels in land-use planning, management, survey and mapping and valuation courses at the Polytechnic of Namibia and other foreign institutions of higher learning.

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#### **4. Current Resettlement and Rehabilitation Programmes**

Resettlement and rehabilitation programmes are part and parcel of the land reform process and they are key strategies in land distribution and expansion of equitable access to both natural and other resources that are found in Namibia. To effectively carry out these programmes the MLRR has established Regional Resettlement Committees at regional level to do the selection of beneficiaries of the resettlement and rehabilitation programmes. Planning of resettlement and rehabilitation centers is a shared responsibility between the MLRR and other stakeholders through regional structures that are in place.

You are all aware of the recent announcement by the Minister of Lands, Resettlement and Rehabilitation of the resumption of resettlement activities on 29th July 1999 which was suspended last year (1998) by Cabinet in view of the drought conditions which prevailed then. The public was informed that a total land area of 104 482 hectares, in the Hardap and Karas Regions (nine Government farms), will be subjected to resettlement and/or lease. All those who aspire to be resettled or to lease are required to apply through established procedures for consideration. This is in line with the stipulations of the Agricultural (Commercial) Land Reform Act (Act No. 6 of 1995).

When it comes to rehabilitation programmes the MLRR has established disability resources centers (DRCs) in Keetmanshoop, Mariental, Aranos, Okuryangava, Elao and Omusati Tailoring and Carpentry (Omusati Region) respectively. Activities at these DRCs vary from vegetable production to sewing and welding. People with disabilities are actively involved in these activities. The Ministry is still planning to establish other DRCs in other regions in the near future.

Let me conclude by inviting you to make valuable contribution to the process of land reform and economic empowerment of our vulnerable communities, because it is my Ministry's conviction that resettlement is a process of economic upliftment of the previously disadvantaged masses of our nation.

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## QUESTION AND ANSWER SESSION – DEPUTY MINISTER WOHLER

- *According to the Regional Councils Act, Regional Councils should regulate land use (allocate settlement areas), whereas the Land Act determines that Traditional Leaders allocate settlement areas. Whose responsibility is it? Why are some regional resettlement programs initiated without prior consultation with the Regional Councils?*

While the Regional Councils used to regulate land use, it is now being regulated by the Land Act. The Communal Land Bill was presented to a Parliamentary Committee in June 1999. The bill is still under discussion and some changes may still be sought. There are currently representatives who are travelling through the country to explain the Communal Land Bill in the regions. The Ministry encourages the formation of regional resettlement committees and if such committee does not get the necessary recognition from the Ministry, such problem must be addressed. Committees need to make enquiries and contact with the Ministry.

The resettlement of communities will eventually be handed over to the Regional Councils. Regional resettled communities must refer to the governor of a region for adjudication.

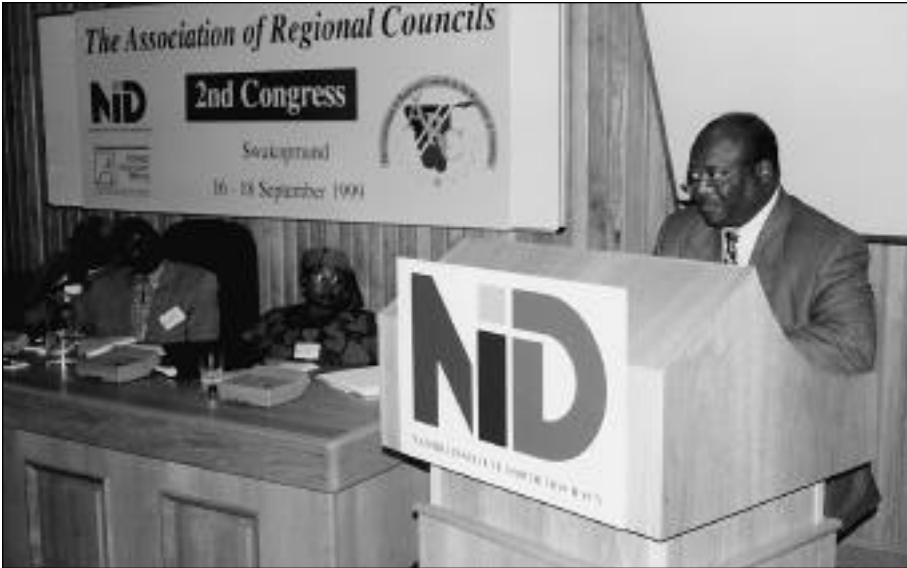
- *On policy matters: the Government has since 1990 allocated N\$10 million per year to buy land. Despite documents prepared to assist Government with resettlement policies, the Ministry first abandoned resettlement ideas, and then reinstated resettlement. How is this possible?*

The Government indeed allocated N\$20 million per year (not N\$10 million per year) for the acquisition of land. There have been suggestions from the regions as to how to address the resettlement problem, but the regions should understand that while the Ministry appreciated the inputs, not all suggestions are valid and can be incorporated into the Ministry's policy. The resettlement process was halted while the Ministry was working on home-grown solutions. Communities such as those in the Hardap, Karas and Oshana regions created their own guidelines and the Ministry followed their initiatives with success. Therefore, while certain regions may perceive the process as having been halted, the Ministry is busy with implementation in regions who have contributed toward solutions for the process.

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## ADDRESS

by the Minister of Agriculture, Water and  
Rural Development, H.K. Angula



*Honourable Minister H.K. Angula*

### Introduction

The broad aims of the Decentralisation policy of 1998 are to:

- Extend, enhance and guarantee participatory democracy
- Ensure and safeguard rapid sustainable development
- Transfer powers to the regional councils and local authorities based on national ideas and values.
- Improve the capacity of regional and local government councils to plan, implement, manage and monitor delivery of services for the constituents.

In essence, the decentralisation policy recognises that the empowerment of Regional and Local Councils and local communities is fundamental for the democratic, unified and sustainable development of Namibia.

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As one of the central implementing organs of the Decentralisation Policy, the Ministry of Agriculture, Water and Rural Development has an over-arching responsibility to ensure that these objectives are achieved. No-where is this more so than in the water sector.

Water is possibly Namibia's most scarce and hence precious resource. Water is valuable to Namibia for several reasons.

Firstly water has a social value. Water is a necessity for survival and the supply of clean water in sufficient quantities can convey considerable social and economic benefits to Namibians. It can improve nutrition and the health of the population through the reduction of water borne diseases and in turn improve the nation's productivity and standard of living.

Secondly, water has an economic value. Water is an essential input into economically productive activities and the economic development of Namibia is entirely dependent upon the supply of water.

Lastly, water has environmental value. Water has a key role in maintaining environmental and ecological functions essential for human existence.

In order to maximise the values from Namibia's limited water resources for the well being of current and future generations, water must be managed efficiently and sustainably. It is essential that the extent to which water is a constraint to economic and social development be minimised if Namibia is to proceed along a sustainable path of economic development in the next millennium.

One of the most crucial components of an integrated approach to water resource management is to ensure that decisions regarding the utilisation and supply of water resources are made in the context of regional and local circumstances, with the participation of the communities that will eventually benefit from the water development activities.

In this regard the Decentralisation Policy specifies that objectives for the water sector as being the decentralisation of:

- Rural water development and management
- The distribution of bulk water.

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- Water services and revenue collection in Municipalities and Villages.

Within the MAWRD there are clear plans to promote regional involvement in these different aspects of the water sector. Furthermore, there are numerous examples of how the MAWRD has made great strides towards achieving these ends.

### **Rural Water Supply**

The Community Based Management (CBM) Policy and Strategy of the Directorate of Rural Water Supply is directly in line with the objectives of the Decentralisation Policy.

The CBM-Policy, which was approved by Cabinet in June 1997, resulted from consultation and participation with communities in the 13 rural water supply regions of the communal areas of Namibia. The main objective of the CBM-Strategy is to ensure that the water supply points in the communal areas of Namibia are owned and managed by the communities themselves. To this end Water Point Committees (WPC's) consisting of elected members of the community have already been created in all of the communal areas of Namibia. The WPC's will be responsible for the continued supply of safe water, and after the passing of the recently drafted Rural Water Supply Bill, they will obtain legal recognition and power.

Since commencing on the 1st of August 1997, the CMB-Strategy has brought about the creation of approximately 2 000 water point committees. The ultimate aim of the CBM-Policy is to ensure that 80% of Namibia's rural water supply points will be under Community Based Management by 2007. This will simultaneously help to achieve two other targets for the water sector namely:

- The goal of cost recovery for water supply in Namibia's rural areas as stipulated in the Water and Sanitation Policy of 1993
- The goal of 80% access to improved water sources in rural areas as stipulated in the First National Development Plan and the mission statement of the Directorate of Rural Water Supply.

The community based management strategy includes many other institutions. In the future, the interaction between the water point committees and the functions of central and regional government is to be assisted by the

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existence of several community based associations and committees. Voluntary organisations such as Water Point Associations and Local Water Associations are to represent the communities at the water point and local level. At the constituency level, Constituency Water Committees will comprise of representatives of the Water Point Associations and Local Water Associations.

Currently Regional Water Committees are the highest community structure responsible for the decision making with regard to the development needs of communities in the rural water sector. Regional Water Committees will represent the full range of water-related community organisations for the benefit of transparent and participatory regional governance.

It is clear that the Community Based Management Policy promotes the decentralisation of responsibilities, expertise and legal and decision making power to the community.

In addition to the decentralisation of water management to the community level, many of the monitoring and practical functions of the Directorate of Rural Water Supply have been decentralised to the regions. Since Independence 11 regional RWS offices have been created, each with a degree of budgetary independence and discretion. Ultimately Regional Councils in the 13 Rural Water Supply regions of Namibia will be responsible for the development, planning and management of Rural Water Supply.

As far as the work of the Directorate Resource Management in the Regions is concerned, my Ministry has initiated the establishment of Catchment Management Committees which will involve all regional stakeholders in the joint management of their water catchments. As a starting point and to evaluate the concept, the Cuvelai Basin in the four central northern Regions and the Okavango Basin in the Kavango and Otjozondjupa Regions will be targeted first.

### **Bulk Water Supply (NamWater)**

April 1st 1998 heralded the commencement in earnest of the Decentralisation Policy. April 1st 1998 also saw the official creation of the Namibia Water Corporation, NamWater. This parastatal is fully owned by the Government and is being run on a commercial basis under the direction of a board of directors appointed by the government. Bulk water is being supplied on a



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cost recovery, non-profit basis, in accordance with the NamWater Act of 1997.

The commercialisation of NamWater is seen as the most appropriate manner in which to ensure the efficient and affordable supply of bulk water whilst reducing the fiscal burden upon government. In essence the commercialisation of the bulk water sector has been a direct response to the call of the first National Development Plan to:

‘restructure, decentralise and increase the efficiency of central government whilst improving cost recovery’

Since April 1998 NamWater has decentralised many of its primary functions and activities. 3 regional and 9 area offices have been created from Keetmanshoop in the South to Oshakati in the North, allowing a more responsive service to the community at large. Furthermore, NamWater is on target to achieve full cost recovery by 2000, a further success of Government for the efficient supply of water.

### **Role Players in Water Management**

The water sector consists of many different organisations and institutions, each of which has its own responsibilities, functions and perspectives. The Directorate of Rural Water Supply has already been mentioned, as have the Water point Committees created in order to manage water supply on a community based level. Water supply in bulk is the role of NamWater and its many regional offices and supply schemes.

### ***Ministry of Regional and Local Government and Housing***

In urban areas the responsibility for providing and maintaining water supply, water reticulation to the consumers and sanitation falls upon the Local Authorities and Regional Councils under the provisions of the Local Authorities Act of 1992. The Ministry of Regional and Local Government and Housing, being responsible for the overall co-ordination of the Decentralisation Policy, has been actively encouraging the decentralisation of responsibilities for water supply. Currently most town and village councils are responsible for the collection and accounting of fees for water and sanitation services. This has considerably reduced the budgetary role of the MRLGH and in the long-run will help to improve cost recovery and efficiency in maintaining the water supply and sanitation services to the community.

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### ***The Department of Water Affairs***

The Department of Water Affairs is charged with the responsibility of the overall management of the nation's water resources. The prime objectives of the DWA are to ensure that:

- water resources are properly investigated and their potential ascertained
- water is used in a sustainable manner
- water resources are protected from pollution
- water is allocated to consumers in such a way as to maximises the social and economic benefits that can be achieved for the nation as a whole.

It seems clear that an integrated and holistic approach to water resources management is required if all of these objectives are to be achieved. This means assessing the needs of different water stakeholders from the supplier to the consumer. Furthermore, co-ordination of all the stakeholders at all levels is required.

### **Water and Sanitation Co-ordinating Committee (WASCO)**

To this end, and as part of the Water Sector policy recommendations, the MAWRD created the Water Supply and Sanitation Co-ordinating Committees (WASCO). The WASCO provides a forum for the co-ordination of the water sector and its main principles emphasise community responsibility, community organisation and partnership. The Cabinet recently approved additional measures to improve the efficiency of WASCO.

### **Water Association of Namibia (WAN)**

July 1999 saw the creation of the Water Association of Namibia under the directive of the Department of Water Affairs. The prime objectives of the WAN are:

- to encourage communication and better understanding between those engaged in the water sector: and
- to secure concerted action in improving technical, legal and administrative knowledge of the water sector.

Again the WAN acts as a co-ordinating mechanism for the private and public sector for information regarding the water sector as a whole.

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It is clear that better co-ordination in the water sector is being undertaken by the DWA through these specific organs.

### **The Reform Process**

Despite the evolution of the water sector since Independence, involving the creation of new decentralised institutions and the decentralisation of current institutions, there is still much to be achieved. The implementation of the Decentralisation Policy has raised many more pertinent issues for the MAWRD in its role as custodian of the nation's water resources. Not least of these issues is the role of central government.

It is generally felt that integrated and holistic management of Namibia's water resources requires the decentralisation of decision making, expertise and funding to the lowest feasible level. However, the need for central co-ordination of legislation, regulation of utilities and national planning perspectives is also of paramount importance. Indeed regional development, of water resources or otherwise, must be seen as being a part of national development and therefore flowing from national plans.

At present the balance of responsibilities of the institutions responsible for water resource management is under review. In 1996 the Right Honourable Prime Minister requested support from the World Bank for the development of water resources in Namibia. 1998 saw the launch of the **Namibia Water Resources Management Review** funded by GTZ, the World Bank and UNDP. The immediate objectives of the review are to:

- Examine the current water resources management practices
- Define the issues and evaluate the impact of water resource allocation, water use and waste water disposal practices
- Propose policies, institutional arrangements, planning, monitoring and enforcement processes which will:
  - provide for the equitable allocation of water resources,
  - ensure the environmental sustainability of water use and re-use
  - support long term social and economic development of Namibia
  - ensure the full participation of the stakeholders
  - develop and strengthen the capacity of Namibia to manage its scarce water resources.

The **Review** holds several principles as paramount to the reform process

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including community participation, accountability and, most importantly, decentralisation.

With these principles in mind the water sector aims to proceed into the new millennium in a manner consistent with the board targets of the first National Development Plan, the objectives of the Ministry of Agriculture Water and Rural Water Supply and the Decentralisation Policy.

The MAWRD hopes to achieve greater efficiency in water supply and sanitation, whilst addressing the social goals for the water sector and respecting the environmental role of water. The recommendations of the Review process will promote a focus on participatory management of water resources, which in turn will encourage appropriate regional development and regional co-operation with regard to water resources.

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## QUESTION AND ANSWER SESSION – MINISTER H. ANGULA

- *What controls are there over contractors drilling for water? It seems that in the Caprivi region many saline rich water holes have been drilled, which are unfit for consumption. Are the contractors monitored?*

The Minister mentions that very few qualified Namibians are available to help assess the quality of service of contractors drilling for water. He mentions that the Ministry is aware of the region with the saline rich water and denies that contractors continue drilling for water in such regions. The success rate for boreholes is relatively high. The failure rate for drilling in the Caprivi is a mere 10%, but the Ministry is aware of the need to monitor quality and costs. Drilling will have to continue, as the government cannot afford to erect pipelines for the water due to the great costs involved and the purification required prior to piping water to areas in need.

- *The issue of inadequate inspection of the infrastructure of the water structures is raised. Certain water projects have only recently been completed, but the taps are already defunct. Cost recovery is then set in motion, causing communities to carry the bill for inadequate materials. How can the Ministry address this problem?*

The problem has been outlined and discussed in the previous question. The challenge to provide the vast amount of communities with water raises a necessary drive for economisation. This means that the Ministry sometimes accepts tenders with less optimised materials. The principle of “good enough” must sometime be followed given the limited funds at the disposal of the Ministry. The lack of quality is, however, an oversight and communities should assist the ministries to inform of sub-standard materials used in the water structures. Regions must assist in the management of catchment areas, and the monitoring and maintenance of water structures is incorporated in such management.

- *Which Ministry must address problems during drought stricken periods?*

Cabinet must act as the responsible party during droughts and enact

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assistance through its implementation agency – the Ministry of Agriculture. Given the restriction on expenditure, it has been proposed that a National Drought Fund be established collectively from the funds provided by all ministries.

- *Rural based management of water supply workshops were held in the regions and a directive was sent out by the Ministry to inform that rural based management must commence with their cost recovery programs as from the 1st of August 1999. Is this correct?*

The Minister confirms this date as being correct. The drive is to have portable water available in the whole of Namibia by the year 2007. In order to realise this vision, the population should contribute towards the upkeep of present structure, and as such, communities need to buy into the cost recovery programs. Sacrifices are needed to ensure that development is sustain throughout the country. As such, people will have to pay to have access to developments paid for by Government.

- *There is a concern with regard to resettlement of communal farmers who were unsuccessful in communal areas and who are then resettled in commercial farming areas. If the idea is economic empowerment, should there not rather be a focus on the resettlement of the successful communal farmer?*

Resettlement should be a process of economic upliftment in order to rectify previously disadvantaged groups, but the question is asked whether the truly poor do not deserve such a chance rather than the communal farmer who is already successful? It is a priority for government to resettle to poor first. The people of the land ARE the first priority – the land is a secondary issue.

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**ADDRESS**  
by the Deputy Minister of Health and Social  
Services, Z. Mujoro



*Honourable Deputy Minister Z. Mujoro*

I am delighted and honoured to address you during this very important congress – mapping out the new millennium. In view of the invitation to my Ministry, you have requested to be informed about the linkages and mechanisms of our Ministry with stakeholders in the regions, in particular in relation to the problem of HIV/AIDS.

Cognisant of the fact of the rapid spread of HIV/AIDS in our country and irrespective of our Ministry and other partners efforts towards education and prevention, we have launched the National Response towards HIV/AIDS – 24th March 1999 – by His Excellency the President, Dr Sam Nuyoma. Most relevant stakeholder including Governors attended this meeting.

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This response was aimed at realising a multi-sectoral approach as one of the key components towards our campaign. Hence we have established the National AIDS Coordinating Committee (NAMACOC). Our Governors are members of this Committee.

Since then, all regions have developed Regional Aids Action Plans with the assistance of our Ministry, and two (2) meetings of the National Aids Coordinating Committee (NAMACOC) were organised.

The Ministry of Health is impressed with the plans that were prepared by the regions, and we congratulate those regions that have already started to address HIV/AIDS during meetings with their Councillors and Communities. The first payment has been made during the past days to all regions to enable the Regional Aids Committees to start with the implementation of their Regional Action Plans.

We know that the number of persons with HIV is still increasing. As there is yet no cure for the disease, we know that the impact of the epidemic over the coming year is going to increase. We should therefore build-up a lasting response. (Budgeting for treatment)

We should not forget, however, that new infections can be prevented immediately and (that our youth is not yet entirely affected by the epidemic.) We therefore will have to find ways to assist the youth to grow up and build a future in a world with AIDS.

The campaign of the World AIDS Day 1999 is therefore focused around the theme "Listen, Learn and Live".

Ladies and gentlemen, with this I have given you a short overview of the present status of the HIV/AIDS Program, the mechanisms for co-ordination and role of the crucial role of the regions in the national response to the epidemic. As we are still in the beginning of the process, it is too early to comment on the effectiveness of this approach, as requested to me in the invitation letter. We have no other choice than to succeed and we have no time to waste. I therefore thank you again for the opportunity to address this important meeting.



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# ADDRESS

by the Ministry of Basic Education and Culture



## Introduction

On behalf of my Minister I should like to thank you for the opportunity to make a short input on decentralization and the Ministry of Basic Education and Culture. In the short time available I shall focus my comments on three issues, namely.

1. Can primary education be isolated and decentralized on its own?
2. Can equity be satisfactorily addressed?
3. Is meaningful consultation possible between the region and the line ministry?

But first, I must inform you where our Ministry stands with the development of our decentralization plan.

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## **MBEC draft decentralization plan**

As you are aware, we currently have seven regional education offices, “decongested” offices in terms of the definitions used in the national plan. We have held a series of consultative workshops to try to achieve consensus among representatives of our regional offices and of the head office directorates. In many cases our regional office staff have consulted more widely. After the most recent workshop, in June 1999, a draft plan was presented to our Minister. While he was generally satisfied with the draft, he requested more detailed work to be done in a number of areas, and a task force has been proceeding with this work. It is hoped that by the end of this month the additional information will be made available to the Minister. He will then consult with his counterpart in the Ministry of Regional, Local Government and Housing before submitting our draft plan to Cabinet.

Let me now address the three issues already identified.

### **1. Can primary education be isolated and decentralized on its own?**

Primary education is not at present delivered as an isolated service. Although the MBEC budget has separate votes for primary and secondary education, one out of every four of the Ministry’s schools combines primary and secondary grades in one school. In such a school the principal is responsible for both the primary and the secondary component of the school. Some teachers teach at both primary and secondary level. It is not known and it cannot be readily established with present accounting procedures whether expenditure for such schools is correctly divided between the primary and secondary budget votes. Every year the status of a number of schools changes, most frequently from primary school to combined school, as efforts are made to provide access to education for a larger number of grade 8 learners. If, as has been suggested in the decentralization policy guidelines, only primary education is to be decentralized at this stage, these combined schools will be problematic. It will not be possible to decentralise part of the school and have the line ministry remain responsible for the other part. The principal, for example, cannot be expected to serve two masters. Three alternatives may be considered:

1. The combined schools may be regarded as primary schools, and be decentralized, in which case regions will also become responsible for some secondary learners.
2. The ministry may retain these schools, in which case it will not fully be decentralising primary education.

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3. The ministry may simultaneously decentralise primary and secondary education, handing over primary schools, secondary schools, and combined schools to the control of the regions.

Discussion within the ministry currently favours the third alternative, that of decentralising primary and secondary education simultaneously. In this regard it should be noted that the schools are supported from the present regional education office by inspectors, advisory teachers, personnel officers, procurement officers, and so on. These services in most cases provide assistance to primary and secondary schools in an integrated way. If these support services cannot be decentralized along with the schools, it will be extremely difficult, if not impossible, for the regions to administer the schools.

The present thinking in the ministry thus suggests that primary and secondary education, together with the support services for these activities, should be simultaneously decentralized as a bundle of functions.

## **2. Can equity be satisfactorily addressed?**

At present some of our regions are very much better provided with educational services than others. Various measures of these inequities may be offered, for example the average number of learners per teacher, the percentage of qualified teachers, the shortage of conventional classrooms, the proportion of schools without toilet facilities, and so on.

With the present level of budgetary support by GRN and donors for the provision of infrastructure, we are able to build between 500 and 700 classrooms per annum. The present backlog of conventional classrooms is 2800, which would take between four and six years to wipe out, provided that there is no growth in enrolment, and that we continue with the double session or "platoon" system. Apart from the shortage of classrooms, there is a shortage of libraries, laboratories, and specialist rooms, there is a shortage of toilet facilities; and so on.

We are afraid that if decentralization takes place too rapidly we shall find that we have entrenched inequities. The Presidential Commission on Education, Culture and Training, in their preliminary report, proposed that inequities in the recurrent budget be phased out over a period of three years. In the absence of a significant increase in the funds for teacher salaries, the implication of this proposal would be that the better-off regions would lose

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teachers so that the saving in salaries could be transferred to the regions that are less well-off. The Karas Region, for example, would lose half of its teachers over the three-year period. To avoid this, an additional amount of N\$400 million would be required on the present budget of the Ministry, representing a 26% increase in the recurrent budget. Unless this can be made available by cutting the allocations of other Ministries, the only other way in which it could be provided would be by increasing government borrowing, which in the present economic climate would be highly undesirable. The dilemma of how to achieve equity without lowering standards thus remains unresolved.

### **3 Is meaningful consultation between the region and the line ministry possible?**

Even after decentralization regular consultation between the region and the line ministry will be a necessity. The line ministry remains responsible for the policy, for monitoring, for training. There may be some activities in the region which have not been decentralized, and for which the line ministry remains responsible. If meaningful consultation does not take place there will be a break-down in the quality of services provided. There will need to be a forum for such discussions to take place.

At present we have a structure of regional education forums, one for each political region. The regional governor is ex officio chairperson of the forum, and the regional director of education ex officio secretary. Where these forums are not presently proving to be effective there is a serious doubt as to whether effective consultation will happen after decentralization. As we move towards a more deliberately decentralized system it is vital that we consult with one another, and also that we make the best possible use of the structures for consultation which already exist, even if they are to be phased out at a later stage when more effective structures are put in place.

### **Conclusion**

It is our intention, once our draft decentralization plan has been approved in principle by Cabinet, to organize meetings in the regions to explore these and other issues more fully.

I am sure that the decentralization exercise will be a success if we face the problems boldly in a spirit of seeking together for solutions.

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## PRESENTATION

by the Director-General of the National Planning Commission,  
S. Kuugongelwa



*S. Kuugongelwa*

Namibia's planning system provides for planning at three levels; national level, sectoral level and regional level which are inter linked. The responsibility for regional planning rests with the Regional Councils in accordance with the Regional Councils Act which gives power to the Regional Councils to undertake the planning for development of their regions.

At the national level, the National Planning Commission plays a leading role of planning the priorities and direction of national development. Deriving from this broad responsibility, the National Planning Commission also has the task of sectoral and regional development planning in collaboration with sector Ministries and Regional Councils. This is necessary to ensure vision and perspective at national level.

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With regard to regional development planning the role of the commission is to:

- Provide planning guidelines and technical advice to Regional Councils
- Strengthening development planning capabilities at regional level
- Ensuring the monitoring co-ordination and integration of regional plans into national plans.
- Ensuring the allocation of budgetary resources to regional programmes and projects.

The Regional Councils on the other hand are responsible for the formulation of regional development plans and programmes, their implementation and monitoring.

The growing acceptance of regional planning as a development approach is based on the desire to promote development with greater equity in the distribution of benefits and opportunities and to shift from a center driven to a more people centred type of development. Its innate strength is that it is participatory. It combines the planning both from the bottom and the top. The top provides the overall national framework and the resource constraints within which National Planning should take place, while the bottom determines the substance of regional planning.

Namibia as a newly independent country faces the pressing problems of regional and social disparities. The Namibian Constitution has recognised regional planning as appropriate to the country's sustainable development and has created institutions of regional governments to be in charge of regional administration. Regional planning in Namibia poses the double challenge of undoing the past and creating the conditions for a positive forward looking development of the country and its people.

Up until now, however, planning has taken place only at national and sectoral levels with consultations. Inadequate institutional and manpower capacities at regional level and less harmonised and functional responsibilities have stood in the way of the realization of this participatory planning approach.

Government has, however, perceived a programme of creating the legal and policy framework to give effect to this approach. The introduction of the decentralization policy, the regional planning and development policy and the ongoing capacity building programmes at regional level will empower the

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Regional Councils to actively participate in planning and development in the country and create harmonised and functional responsibilities between agencies involved in planning and development.

Efforts are currently ongoing to assist Regional Councils to put in place regional development plans for their regions. These would then make an input into the formulation of the second national development plan NDP11 and therefore ensure integration of the regions socio-economic need with national development. Similarly, the poverty reduction action programme being finalised at the National Planning Commission has had significant input from the regions and entails region specific programmes based on specific problems and opportunities of each individual region. Every region will be responsible for the implementation of its own region's poverty reduction programme, vision 2030, Planning units, Capacity building, RDCC & RAC etc. (20% budget).

With the implementation of the enabling policies of decentralization and regional development and planning policies, and capacity building the Regional Councils will acquire the appropriate capacities to execute its mandate of regional planning and contribute to the realisation of a truly participatory planning in our country. For its part the National Planning Commission stands ready to play its role of facilitate the realisation of this noble objective.





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**PRESENTATION**  
by the Deputy Director of Elections,  
Mr. A.N. Elago



*Mr. A.N. Elago*

It is indeed my distinguished honour to make a presentation to you on the operations of the Directorate of Elections in specific and the Electoral Commission in general.

This is indeed a relevant platform for briefing, consultation and advice and I hope my presentation will give some food for thought.

1. When talking about the operational character of Namibia's Electoral Institution, (e.g. Electoral Commission and Directorate of Elections) two things should be noted namely;
  - ◆ Origin of Electoral Act (the state constitution a reference print).
  - ◆ Source of Electoral Institution of Namibia (the Electoral Act the basis of one operation)

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International Arguments/Prepositions are as follows:

Firstly, some experts support Electoral Act and Electoral bodies to be part of the National Constitution (for Legitimacy) to ensure unlimited period of appointment and full time employment of Electoral Commissioners.

Secondly, some researchers favour Electoral Laws by STATUTE and serve on part time basis and should not exist by the Constitution (for easy perfection) or amendment of the Electoral Law. They argue that the Constitution cannot easily be amended to meet unexpected demand and development. It has been argued that to involve an Electoral Commission in daily activities may not be good practice.

**Question:** Do these expectation suits new democratic countries?

## 2. Principle Operational Ethics

Namibia Electoral Management is strictly subject to the standard ethical guidelines viz:

- (i) Neutrality : to ensure impartiality and efficient credible electoral management
- (ii) Transparency : to ensure that everything is seen to be done through participatory process, openness, accessibility etc.
- (iii) Fairness : to ensure equal treatment of all political parties, candidates, electorate's, observers and the media.
- (iv) Freeness : to ensure total absence of intimidation
- (v) Independence : that Electoral institution and personnel should not subdue to any outside influence in organising, planning and running of election.

The Electoral Act recognises the participatory equality of all registered political parties in Namibia.

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**In addition:**

- ◆ the Namibia Electoral Institutions believe that the ethical principles referred to above are not enough to produce successful election alone
- ◆ Thus sensitivity to electoral work and other associated functions is critical.
- ◆ Accurate, detailed and respect of the law (discipline)
- ◆ Consultation with and among stake holders is important.
- ◆ Accuracy, honesty in one's responsibility and scarifices (working long hours) cannot be over emphasised.
- ◆ Sufficient allocation of funds and acquisition of strong pool of well trained human capital to effect change or decentralisation of services and modernisation are central.
- ◆ Proper planning and effective administration contribute enormously to the success of every election within the ethical principles.

**3. Elections '99**

I am pleased to brief you about the electoral preparation worked for the upcoming presidential and National Assembly Elections.

The continuous registration and supplementary registration teams have done a tremendous job. We have registered a total of 154 290 registered voters since March '99 continuous and supplementary registration in total.

**Comparison**

	March - June	Supplementary 16 - 31 August
New Cards	47 195	63 488
Change of Address	23 210	20 397
<b>Total</b>	<b>70 405</b>	<b>83 885</b>

To date we have registered an impressive ±900 000 registered voters which is very close to the number of eligible voters who are less than 1 000 000 from a population estimate of 1.6 million.

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We have established a decentralised structure that includes:

- ◆ the appointment of the Regional Co-ordinator
- ◆ the establishment of the Erongo Regional Council
- ◆ sufficient registration officials

We have embarked on an intensive voter education program that includes:

- ◆ the training of the Regional Staff
- ◆ production of print material
- ◆ production of audio material (video)

We are also in the process of improving our training program to address the shortcomings of the past.

We have done a proper analysis of our staffing needs and are making appropriate arrangement in this regard.

Our media campaign is very successful. By maintaining the momentum built, we maintain a high level of consciousness about Election '99. We have acquired a program on the NBC every Monday, we are working on the TV shows, radio shows and print media articles.

**4. Some issues of concern in operational endeavour of Namibia Electoral Institutions:**

- (a) Border lines of constituencies.
- (b) Lack of topographic maps that identify places particularly in the Northern Areas.
- (c) Lack of provisions in the Electoral Law to enable students at boarding schools and those at higher institutions of learning and Namibians abroad, soldiers and police officers to register and vote particularly during Regional and Local Authorities Elections is a concern.
- (d) Lack of provision in the State Constitution to deal with unexpected events if more than two candidates contesting for the presidency and none obtain 50 + 1% of the total votes counted to win the election is another issue.

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I believe, it will be more expensive and probably endless process if we are to conduct the second or third round in order for the election to produce the winner. Will it not be a good idea if the constitution or the electoral law limit the second round contest to two, candidates with most high votes in the first round to contest in the second round?

(e) Commercial Farmers and Farm labourers.

Information reaching Electoral Institutions indicate repressive and deliberate resistive attitudes of some commercial farm owners who continue to refuse or obstruct entry of election officials into their private properties.

This practice disturbs the electoral work and might be regarded as a violation of human rights. Some labourers at some commercial farms describe their state of living similar to prison confinement. They are not allowed to visit places where electoral activities take place, even when such services are at a gate of a farm they live or next to it.

Many Regional Councillors have tried to address such retardatory development to no avail. I strongly feel that many compatriots in such farms have never voted before since birth. Some might have been voting under duress for political parties or candidates against their will or choice.

(f) Legal implications and the Way Forward

Amendment to the Electoral Laws to seal loopholes in such Laws which currently only mandates to electoral officials on election day to enter upon any place with the consent of private farm owners. The Electoral Statute does not refer to the voters registration officials. By implication some farmers and their lawyers may deny their workers to vote by leaning on the literal wording of the Electoral Statute which specifically refers to Election Officers and not to registration officers.

Electoral Law has to be amended or any legal instrument is necessary to mandate any person under the employ of the directorate of Elections to enter any place for the purpose of conducting electoral activities.

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A moderate provision be provided in the Electoral Law to cater for the interests of both private properties owners, potential and registered voters within the spirit of the Namibian Constitution.

**5. Assistance of Voters: Who must do it?**

The law allows Election Officials and friends or family members who travel with such a person to the polling venues. Often political parties or party agents would want to assist voters. What is the likely concern of such practice if agents of political parties are allowed to assist. In such a situation secrecy falls and transparency prevails.

Tendered ballots - The law permits tendered ballots to be counted at counting venue in the regions and only reconciled at the Directorate of Elections to ensure that all those voted a true voters within the meaning of the Law.

I leave these considerations to the conference to deliberate on.

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## QUESTION AND ANSWER SESSION – MR. ELAGO

- *What can be done for the fishermen who are out at sea during voter registration and elections? Can something also be done to persons hindering the election process?*

There is little the Directorate can do about fishermen out at sea during periods of voter registration and elections. The Regional Councils are asked for constructive advice as to suggestions how to address this problem and to present such suggestions to the Directorate of Elections. As for the hindrance of the election process – such actions are illegal and unconstitutional.

- *Is it possible to have more polling stations than the current number and can the registration period be extended?*

Regional Councils must resubmit their suggestions for the placement and number of polling stations per region. There seems to have been a mistake at the Directorate with the amount and placement of polling stations – the information distributed was incorrect – the data must have been that of the previous election.

- *Can there be some voter education on where to put a vote on the ballot paper in order for votes not to be spoilt?*

Voter education can be arranged. Mr. Elago, however, explains that the benefit of the doubt is applied to determine the intention of the voter, when the cast votes are counted.

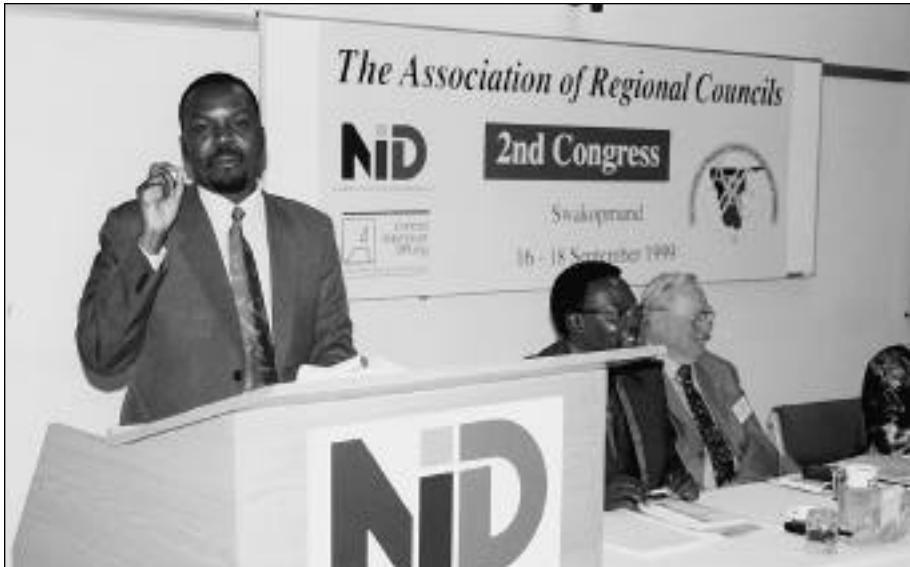




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## ETHICS AND GOOD GOVERNANCE

by Phil Macheza – National Democratic Institute for International Affairs, Malawi



*Phil Macheza*

I have been invited here today to make a presentation on ethics.

My first question is: What is ethics?

People often ask me what the definition or the meaning of ethics is. There are many definitions but I personally believe “ethics” is simply an euphemism for “anti-corruption”.

With the many changes and liberation struggles we have experienced in Southern Africa in recent history, people have come to power who were used to military order and made use of conflict and self-empowerment to gain the right to power. Democratic rule may have been the intention at the outset, but the lack of exposure to such forms of leadership meant that the intention did not always transplant well into practice. This abuse of power, and the subsequent acceptance of such leadership practices, led to the instigation

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and acceptance of self-enrichment practices taking place today – called corruptive practices for the purposes of this presentation.

Corruptive practices actively help destroy the principle of meritocracy in society, because merit is no longer the only manner by which one could rise to positions of power. Corruption prevents us from gaining the respect of our people and the rest of the world, and it leads others into the example set.

I remember while still employed in civil services, I was once unable to attend a seminar and subsequently sent my assistant to attend on my behalf. Upon my return I found my assistant enthusiastic and inspired. In reply to my question as to this changed demeanour he said that the seminar led him to new heights of ambition. He indicated that the seminar contained quite a number of highly placed officials and after meeting them, he was convinced he could easily compete with those individuals. Their high stations were mostly not due to personal merit, but rather on connections they had to move up the social ladder. My assistant concluded that if those individuals could get to such high positions without any distinguishing characteristics, so could he. The example was set.

In order to look at the phenomena of corruption more closely, one should first define the line between “petty corruption” and “grand scale corruption”.

Both of these types of corruption destroy systems and commitment to create value in one’s work, but the scale is the defining factor between the types of corruption. One slowly corrodes the funds needed to build up a nation, the other set about stealing as much money as possible in the shortest period of time and often leads to shortages. Most of us at some time or another will be guilty of a “petty corruption” offence. Maybe some of you do not believe this but it is true. For those Regional Councils who say the corruption is in your capital city only – just wait until they give you funds to administrate on their behalf. The opportunities become more widespread and you will see what I meant when you are assigned the watchdog by your government.

In order to define petty corruption the following example may explain it best: You are speeding in your car on the way to a meeting. The traffic police stop you because speeding is a misdemeanour and demands that you follow them to the charge office. However, you are late for a meeting and you ask the traffic officer whether you cannot settle the fine in cash because of the fact

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that you are in a hurry. If you pay the “cash fine” e.g. N\$ 20.00, your intention is to corrupt the officer. If he accepts the money, he is guilty of petty corruption. Grand scale corruption is when a civil servant misappropriates thousands of dollars or government funds to enrich himself at the cost of others.

For some reason or another civil servants / persons in public office are more easily tempted to indulge in petty corruption. These persons are in positions where their work may easily tempt them to work in their own favour first.

Another argument is that this perception of petty corruption by persons in public office is due to the fact that such corruption is widely reported in the media and is therefore more widely known. Persons in public office also have a specific obligation towards the taxpayers who pay their salaries and as such, corruption in civil service is always more newsworthy than corruption in the private sector. Civil servants and members of especially associations such as ARC should be wary of the risk such indulgences could have. I know because I used to work as legal council in the ministry and was dealing with parties guilty of corruption on a daily basis.

Corruption is not only a morally reprehensible practice, but is also a social problem that needs addressing. Corruption leads to conflict, frustration, and sometimes shortages, and there is a lot of pressure on the guilty parties to hide/justify such practices. However, in order to start addressing the problem of corruption, one should first go about identifying the factors that gives rise to corruption.

Corruption refers to a need / a greed of a person in a position of power / authority. Such person uses his station to enrich himself – either by extortion / stealing or corruptive practice. The lack of checks and balances that help monitor the actions of persons in positions where the temptation may arise to abuse their station, does nothing to prevent corruptive practice and actually helps increase the scope for persons to be tempted.

Poverty and inequalities are also powerful instigators and such needs for a rich soil for corruption to grow in. Laws are especially subject to abuse. When laws are not enforced, standard corruptive practice becomes the norm and behaviour that should have been checked by law enforcement, becomes socially acceptable behaviour.

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One of the most radical reasons for the existence of corruption is the rationalisation of corruption by the leaders in society. Leaders sometimes fail to take sufficiently strong action when corruption surfaces. In some instances instead of rooting out the problem, leaders take protectionist action to prevent the prosecution of the perpetrators. In some cases when corruption is exposed, leaders accuse the reportage as being a political attack with the aim of discrediting the parties involved. The argument itself is null and void but it indicates the deep settled denial that they are indeed involved in corruption and unacceptable behaviour.

Another cause of corruption is the increasing pressure to deregulate certain government functions. Fierce competition is usually the end product in a deregulated society and the country is open to abuse by foreigners with better technological and financial resources and contacts the world-over. It is said that you need a lot of money to steal big.

Another contributing factor is the fact that society relies on traditional peace-keepers to safeguard them from corruption. This function has traditionally been that of a country's police force. The reality, however, is that the police are totally unequipped to fight corruption and white collar crimes that are so common today.

The police forces are trained in the maintenance of law and order – not in tracing, documenting and catching criminals involved in elaborate corruption schemes. With the training given to the police force, they cannot even begin to comprehend the problem, let alone contrive ways of preventing such criminal activities.

Having discussed the various causes and contributory factors, it becomes clear that the traditional ways of fighting such activities will simply not stem the wide ranging corruptive practices reported. There should be focused efforts to address the problem to society to prevent the many ill effects it has on our society.

Corruptive practices causes and are caused by inefficient systems and eats into the state coffers, leaving less money to be distributed to the people in dire need thereof. The resultant insufficient government funds following wide scale corruption gives rise to limited resources to distribute to the populace who in turn must also survive and so also try their hand at corruption. It is a

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vicious circle that eats into the moral fibre of our society and it needs a commitment from all of us to stop it from damaging our fragile societies.

Corruption actively works at destroying the rule of law. Persons who want to indulge in corruptive practices start with confusing the system initially put in place to prevent corruption. The latter gives rise to the perception of inefficiencies and the sub-standard work in its turn gives rise to chaos in which corruptive practice can flourish. One should start questioning the causes of processes that are not running efficiently any more. Are the perceived inefficiencies merely inefficiencies or is it a smokescreen for corruptive practices?

I urge you today to look at the duties you are assigned and ask yourself whether you are doing it to the best of your abilities or whether you are more involved in side issues than real work. In order to have a lawful society, one should start by putting systems in place that would make it difficult for anyone be guilty of corruption.

In order to ensure peace and stability, one should not condone corruptive practices but take firm action against such practices so that others may learn from example. A new culture with a firm commitment to instigating a strong code of ethics must be cultivated.



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## TREASURER'S REPORT

by Cllr. K. Howes



*Cllr. K. Howes*

This is our second Congress and its finances show a great step forward for the association. I will firstly deal with the year ending 31st March 1998.

As you will see the financial position of ARC was consolidated and the year ended with a surplus of income over expenditure of N\$35481.00.

I wish to point out this is not because we over-budget but is as a result of trimming our projected expenses.

A major expense remains the travelling costs and I am sure we all understand this very necessary expense. The Management and Central Committees meet on a regular basis and the travelling expenses are mainly for these members. Our Secretary lived in Omaruru so the expense of him travelling backwards and forwards was rather high.

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The investments of ARC's funds was changed to include the use of Treasury Bills, we have invested N\$80,000.00 in Treasury Bills.

The books of account are audited by Ernst & Young and are available for inspection at the main table. You will see attached to this speech a copy of the 1998 and 1999 income statements and the balance sheet figures. Each Region will receive a copy of the audited reports for the past two years and I invite the Governors to take their copies back with them for the records of their region.

### **Year ending 31st March 1999.**

The audited reports show that the surplus for the year amounted to N\$70,197. You will note from the accounts that the income from interest is now approaching the salary of our secretary which is the goal we wish to achieve, should we achieve this goal we will be on our way to becoming self sustaining as this is our major expense. You will note that we cut the travelling expenses which is our second biggest expense.

In this year we set up a special fund which set aside N\$ 10,000.00 for disadvantaged regional expenditure. The N\$100000.00 was invested in a Treasury Bill. In the coming year we will invest a further amount of N\$10,000.00 to the Special fund.

The income statement shows an increase in Stationery and Printing which was due to the Otjiwarongo conference which required that we did a large amount of printing. The legal fees were also due to the Otjiwarongo conference as we had our legal advisor present at the meeting. This amount represents half of the fee the other half was paid by F.E.S. who paid for the conference. Which brings me to the issue of Congresses, workshops and seminars held over the past two years. Few of these would have been possible without the unstinting generosity of our Donors and here I refer to NID and Konrad Adenauer Foundation and the Friedrich-Ebert Foundation. This Congress as you are no doubt aware is being financed by NID I would suggest a rousing round of applause for the three institutions.

I must touch on an issue which may become a problem in the future. The Regions which have an income from Municipalities are receiving less money from the state to finance their budgets and have to rely on this extra income

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to meet similar commitments as regions who do not have this income. While this equalization may be necessary it poses a problem for ARC as we derive our income from those regions which have this income. The feeling is thus that if those regions are to receive less from the state they cannot be expected to carry the full burden of financing ARC and that all regions must pay towards the upkeep of ARC.

I don't think there is a magic formula which will solve this, however we need to start thinking about a solution before it becomes problem. Khomas for example bears 62% of the ARC costs at this stage which represents some N\$106000 and is roughly 5% of their income. I use this merely as an example and not as a complaint.

This issue has bearing on the outstanding accounts shown in our audited accounts and the auditors have asked me whether we are going to write off these amounts or are the regions going to pay these accounts.

The Cash situation at the end of March 99 was N\$206049.00 so the amount that is a worry is in total N\$18316.00 and is not included in the cash figure, these figures are shown in the Balance Sheet on page 4 of the audited accounts. We must decide on a course of action.

In regard to the 1999 to 2000 accounts the only region that has paid its dues so far is Khomas and I appeal to all Councils to pay their dues as soon as possible. Copies of all accounts are available from Ms Irene Marenga here at the Conference. Attached to this speech you will find a copy of the budget for the current year and you will see at the bottom the fees to be paid by each region.

Lastly I wish to state that it was a great pleasure working with the CEC and Management Committees and that I hope to see ARC going from strength to strength. I do think we can all add to its success by talking about ARC whenever possible. I think our diplomatic staff where ever they are need to be kept up to date so as to encourage international contact between like institutions.

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**INCOME STATEMENT  
FOR THE YEAR ENDED 31 MARCH 1998**

	<b>1998</b>	<b>1997</b>
	<b>N\$</b>	<b>N\$</b>
<b>INCOME</b>		
Interest received	9 501	11 749
Membership fees	112 231	112 231
Sundry income	<u>3</u>	<u>-</u>
	121 735	123 980
<b>EXPENDITURE</b>		
	86 254	53 411
Accommodation	4 626	1 182
Advertising	500	-
Audit fees	2 373	2 133
Bad debts	-	2 040
Bank charges	1 080	677
Congress	80	1 000
Courier costs	320	-
Fixed assets written off	4 259	-
Insurance	260	217
Legal fees	-	955
Office equipment maintenance	-	108
Prizes	-	300
Refreshments and meals	-	32
Remuneration	31 096	16 693
Secretarial fees	-	5 035
Security, staff and sundry	1 035	598
Stationery and printing	3 462	979
Telephone	1 563	546
Travelling	<u>35 600</u>	<u>20 916</u>
Surplus for the year	<u><u>35 481</u></u>	<u><u>70 669</u></u>

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**ASSOCIATION OF REGIONAL COUNCILS IN NAMIBIA  
BALANCE SHEET AT 31 MARCH 1998**

	<b>1998 N\$</b>	<b>1997 N\$</b>
<b>ASSETS</b>		
<b>Current assets</b>		
Accounts receivable	11 049	5 000
Bank balances and cash	<u>140 784</u>	<u>111 220</u>
<b>Total assets</b>	<b><u>151 833</u></b>	<b><u>116 220</u></b>
 <b>EQUITY AND LIABILITIES</b>		
<b>Capital and reserves</b>		
Accumulated funds		
At the beginning of the year	114 017	43 448
Surplus for the year	<u>35 481</u>	<u>70 569</u>
At the end of the year	<u>149 498</u>	<u>114 017</u>
<b>Current liabilities</b>		
Accounts payable	<u>2 335</u>	<u>2 203</u>
	_____	_____
<b>Total equity and liabilities</b>	<b><u>151 833</u></b>	<b><u>116 220</u></b>

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**ASSOCIATION OF REGIONAL COUNCILS IN NAMIBIA  
INCOME STATEMENT  
FOR THE YEAR ENDED 31 MARCH 1999**

	<b>1999 N\$</b>	<b>1998 N\$</b>
<b>INCOME</b>		
Interest received	32 764	9 501
Membership fees	132 537	112 231
Sundry income	-	3
	165 301	121 735
<b>EXPENDITURE</b>		
	<b>95 104</b>	<b>86 254</b>
Accommodation	5 982	4 626
Advertising	-	500
Audit fees	2 335	2 373
Bank charges	1 289	1 080
Congress	-	80
Courier costs	650	320
Fixed assets written off	-	4 259
Insurance	297	260
Legal fees	3 264	-
Refreshments and meals	307	-
Remuneration	41 712	31 096
Secretarial fees	1 500	-
Security, staff and sundry	3 145	1 035
Stationery and printing	6 482	3 462
Telephone	4 205	1 563
Travelling	23 936	35 600
	70 197	35 431
<b>Surplus for the year</b>		

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**ASSOCIATION OF REGIONAL COUNCILS IN NAMIBIA  
BALANCE SHEET AT 31 MARCH 1999**

	<b>1999 N\$</b>	<b>1998 N\$</b>
<b>ASSETS</b>		
<b>Current assets</b>		
Accounts receivable	18 316	11 049
Bank balances and cash	<u>206 049</u>	<u>140 784</u>
Total assets	<u><u>224 365</u></u>	<u><u>151 833</u></u>
<b>EQUITY AND LIABILITIES</b>		
<b>Capital and reserves</b>		
Accumulated funds		
At the beginning of the year	149 498	114 017
Surplus for the year	<u>70 197</u>	<u>35 481</u>
At the end of the year	<u>219 695</u>	<u>149 498</u>
<b>Current liabilities</b>		
Accounts payable	<u>4 670</u>	<u>2 335</u>
	_____	_____
<b>Total equity and liabilities</b>	<u><u>224 365</u></u>	<u><u>151 833</u></u>

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<b>Description of vote</b>	<b>Present Cost</b>	<b>Proposed Expenditure</b>	<b>Breakdown of Proposal</b>	<b>Running Total</b>
Accommodation		7000		7000
Accom. Staff		0		7000
Advertising		2000		9000
Audit Fees		3000		12000
Bank Charges		1000		13000
Computer		3000		16000
Congress		5000		21000
Cleaning serv.		0		21000
Depreciation		300		21300
Elec & Water		0		21300
Insurance		500		21800
Khomas Man. Service		3500		25300
Legal Fees		10000		35300
Medical Aid		5088		40388
Office Equipment		3000		43388
Office Maintenance		500		43888
Postage		1000		44888
Printing / Publishing		3000		47888
Pension Fund		6600		54488
Prizes		0		54488
Salaries		33600		88088
Salary Manager		0		88088
Security		0		88088
Secretarial Costs		2000		90088
Staff expenses		500		90588
Stationery		2500		93088
Sundry Expenses		500		93588
Telephone		7000		100588
Travelling committee		30000		130588
		0		130588
Refreshment		3000		133588
Special Fund		10000		143588
Staff Training		5000		148588
Rentals		1000		149588
Contingency		20000		169588
<b>TOTAL OF COLUMNS</b>	<b>0</b>	<b>169588</b>		<b>169588</b>

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FEESTRUCTURE : AS PER CONSTITUTION OF ARC  
REGION Fee PAYMENT BY REGION

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SUNDRY INCOME % in decimal

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CAPRIVI	1	1250	1250
ERONGO	2	27134	0.160
HARDAP	3	1350	1350
KARAS	4	7123	0.042
KHOMAS	5	106162	0.626
KUNENE	6	1250	1250
OMAHEKE	7	2883	0.017
OMUSATI	9	1250	1250
OHANGWENA	9	1250	1250
OKAVANGO	10	1250	1250
OSHANA	11	1250	1250
OSHIKOTO	12	3561	0.02
OTJIZONDJUPA	13	14245	0.08

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**TOTAL OF INCOME**      **169958.6**    **Paid to date**      **0**

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## QUESTION AND ANSWER SESSION – CLLR. K. HOWES

The Treasurer's Report as presented by Cllr. Howes is accepted by the Congress. Cllr. Howes informs the meeting that it is the intention of Minister Iyambo to make the Regional Councillors Officers of the Peace (Commissioners of Oath). Cllr. Howes has to give details of interested parties (the person's full names, ID number and contact numbers) to the Minister who will conclude the process with the Ministry of Justice. Interested parties may contact Cllr. Howes for more details.

- *Has the CEC corresponded with Regional Councils who failed to pay their contributions to ARC? It is suggested that the ARC does not write off outstanding accounts, and at the very least demands that those councils part-pay outstanding accounts.*

Cllr. Howes assures the Congress that accounts are sent out and that all Regional Councils are well aware of their outstanding accounts. Councils receive income by taxing municipal incomes. Certain regions have no municipalities to tax and therefore have difficulty paying the membership fees. The regions who are in arrears are: Kunene, Omusati, Oshana and Ohangwena.

Cllr. Kapere mentions that the regions who failed to pay their N\$1 250.00 annual contribution to ARC have no excuse as such moneys could be raised within the communities.

Cllr. Chaka requests that some lee-way be given to councils who have totally new council members, who have deal with old debts of previous councils.

Cllr. YaFrance comments that other councils find it disheartening that certain regions fails to pay their contributions and that such regions be refused voting rights. Regions are strongly advised to devise plans to repay.

- *Some further clarification of the T-Bills which are bought by ARC is requested.*

90-day Treasury Bills are bought to ensure that money is accessible. Special funds T-Bills were bought at 17% and are due to mature in ±2 weeks. Unfortunately economic conditions are such that the pay-out rate currently is closer to 11%.



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# PRESIDENTIAL REPORT

by Governor J. Pandeni



*Honourable Governor J. Pandeni*

Today 4 years ago history was made in the Republic of Namibia when an Association was launched in Tsumeb 1995 representing all our 13 Regional Councils in the country. Delegates to this launching Congress were honoured with the presence of His Excellency President Sam Nujoma who officially opened the Congress.

In his opening speech President Nujoma clearly outlined his support for the Association and spelt out the important role the Association can play in the process of **Democracy, Development and Decentralization**. "In my view, the Association must be seen as a bridge connecting the Regional Councils and the Central Government, in addition to other channels of communication that are already in existence. This body should be an unhindered lane of traffic to convey **coherent** and **unified demands** of authorities locally to Central Government. It is therefore imperative that a **cordial relationship** is

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established between this Association and other Government bodies so that proper cooperation and coordination is made possible. You are assembled here today to take stock of the **activities** and **performances** of the Association of Regional Councils since the 1st Congress that you attended in Mariental Hardap Region in 1997. During that Congress a range of **Resolutions** and important **decisions** were taken. In view of that it is only logical that this Congress is convened at the right time in order to give account on its implementation.

## 1. 1st Congress deliberations

Congress delegates will recall that during the **1st Congress of ARC** held in October 1997 in Mariental Hardap Region, serious and intensive discussions took place on the papers presented by invited Ministries who were deliberately requested to clarify the **scope** and the **content** of the Ministries' commitment on implementing decentralization as outlined in the **Policy, its development and implementation** document.

Altogether seven Resolutions were taken. Delegates to this Congress have just adopted and launched the 1st Congress book which I believe to be the first acknowledgement of keeping the **history** of the work of the Association of Regional Councils **alive** and beneficially to us and generations to come. This Congress was invited not only to scrutinize and identify while recapping important points raised during their discussion in the first Congress but most important use the information of our previous Congress in order to give **guidance** and **direction** to the 2nd Congress you are attending today.

## 2. The Management Committee

As per the stipulation of ARC constitution article 8 (v), the following members were elected to serve on the Management Committee at the meeting of the Central executive Committee meeting held on 3rd December 1997.

- \* Hon. Asser Kapere - chairperson
- Hon. Nico Kaiyamo
- Hon. Ken Howes
- \* Hon. Tsukhoes //Gowases
- \* Hon. Ida !Ha Eiros

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Both the CEC and the Management Committee were the driving force behind the activities of the Association since the first Congress.

The Management Committee has its constitutional obligation to ensure the smooth running of ARC activities on a day to day basis. However this was a crucial period, a challenging one in which the Administrative Secretary Hon. Hongoze has to fulfil his responsibilities outside the Management Committee scope of meetings.

### **3. Pension Issue and Medical cover**

Prominent amongst the challenges facing the new leadership was the pension issue. It has been incomprehensible for Regional Councillors as elected politicians to work for a period of six years without the provision of social benefits enjoyed by fellow politicians such as those that are serving in parliament (National Assembly and National Council).

One of such benefits desired is the pension a contribution by law coming from the beneficiary and his/her employer.

In spite of heeding to requests to provide for pension benefits and the subsequent deductions of amounts from Councillors' salaries by the authority, these deductions were not backed up by a reciprocal contribution by the employer as required by law. As a result the process was discontinued after a lengthy time of one-sided deductions. The amounts as deducted were ordered to be paid back to the contributor without clear directives how the back payments were to be effected and what to do with the interests possibly accrued during that process.

Various interventions by ARC officials and pursued discussions with the Hon. Minister Iyambo were carried out aimed at solving the problem once and for all.

As we entered the 2nd term of office by Regional Councillors it was informed that it was agreed and directed that Regional Councillors will be provided for with pension benefits and be given medical aid scheme to benefit from. All that was left was to change the regulations to meet these requirements and Councillors have to subscribe to the institution competent to provide for that.

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At the looks of things it appeared we are not closer to the solution than we were during our 1st term of office. This Congress is **invited** to seriously discuss the issue and give further direction where to go from here. We need a clear explanation of what bottlenecks the ministry is experiencing resolving the issue.

It goes without saying therefore that whatever solution found should cover Regional Councillors serving during the 1st six years term of office too.

#### **4. Plan of Action since Founding Congress**

Congress delegates are reminded to give attention to aspects to be included in a plan of action, a programme to be drawn up by the elected leadership in their efforts to implement Congress decisions and resolutions.

The plan of action drawn up since the 1995 founding Congress is undoubtedly exhausted and the need arise now to consider the scope of a new plan of action.

#### **5. Decentralization Enabling Bill**

A successful one-day conference was organized by ARC in April 1998 in Otjiwarongo (Otjozondjupa Region) to enable the participants representing our 13 Regions to make meaningful contributions to the Decentralization Enabling Bill.

A competent lawyer from the law firm Damaseb and Conradie was engaged in assisting the Association. The Decentralization Enabling bill is the type of legislations required to implement the Policy of Decentralization. Your prompt and unfailing response as Regions is commendable as it produced a working Paper from which the participants to this conference could effectively make meaningful contributions.

*The Bill is basically dealing with the following crucial aspects:*

- \* Definitions
- \* Functions and a services to be decentralized
- \* Effect of decentralization
- \* Withdrawal of the decentralized functions and services

- 
- \* Amendments to the Regional Council Act of 1992
  - \* Application of the Tender system
  - \* Interpretation and implementation of the system

We are thanking the Friedrich Ebert Stiftung and Cde Damaseb and all those who were involved with the preparations.

This Congress should direct a proper follow up to be done through line Ministries to table this Bill in Parliament and subsequently for it to be gazetted.

## **6. Decentralization and the role of Traditional Leaders**

At a workshop organized for traditional leaders and other stakeholders which took place on 24-25 April 1998 the Association was represented by the Hon. Nico Kaiyamo who delivered a paper on our behalf.

At this workshop Hon. Kaiyamo addressed key issues of importance inhabiting the success of the work of Regional Councillors such as the **lack of offices, unavailability of funds**, lack of planners, to mention but some few.

## **7. Namibia Planning Advisory Board (NAMPAB)**

The Association is doing everything to obtain representation on the Board mentioned above. The Association of Local Authorities is represented on this Board and there is no logic to deny Regional Councils access in a body dealing with the work that forms part of their main role, that is advising communities to plan for the development of their respective regions.

## **8. ARC, ALAN / MRLGH Forum**

The CEC is recommending the creation of an appropriate platform at which both Association and the MRLGH **share information** and discuss issues of common interest beneficially to our communities.

This Congress is requested to discuss and give the course of direction.

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## 9. Regional Councils / Local Authorities Elections

Democratic Elections in our set up indicate positive attempts to maintain **peace**, strengthen the democratic process while **consolidating** the gains of our hard won Independence.

Cardinal to the holding of successful democratic elections are voters registration and voters education. Regional Councillors need to be commended for the efforts to ensure eligible voters are registered and are encouraged to exercise their votes during elections.

It should be the concern of all politicians including Regional Councillors when the trend is experienced in which the same number of registered voters do not get to the polling boots.

Some Regional Councillors did not make themselves available or could not make it during the recent Regional Councils elections at the end of last year. As Regional Councillors were not provided for with Pension and other benefits their situation became rather **pathetic**.

The Association of Regional Councils submitted proposals to the Ministry of Regional Local Government and Housing in which the plight of those Councillors is expressed and the Ministry was requested to consider some form of benefits to be given in recognition of the services rendered by them during their 6 years term of office.

A list of the names of Regional Councillors who are no longer serving as Councillors was sent to enable the Ministry to act. It is understood the Ministry is considering proposing changes in some of our legal system to enable this decision to be implemented. This congress is directed to discuss this matter and come up with some suggestions on how to find solution to this issue.

Three Regional Councillors elected during 1st Congress to serve on the CEC were not re-elected as Regional Councillors during the Regional Councils Elections late last year. As the Constitution was silent on how to go about in filling the positions left vacant by Regional Councillors who happened to vacant Regional Councils, a meeting of the Central Executive Committee was convened to discuss the matter. Based on the decision of the CEC the



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following Councillors were appointed to fill these vacant posts:

- ◆ Hon. C.G. Uushona
- ◆ Hon. G. Andowa
- ◆ Hon. M. Mensah

Congress is invited to give guidelines that could assist in future to deal with similar occurrences. Hon. M. Mensah was also appointed to assist with Administration.

## 10. Training and capacity building

Training and capacity building is underscored as one of the effective weapons Regional Councils have to arm themselves with if indeed Governance at regional level is to succeed in the Republic of Namibia. Through training and capacity building workshops organized by the Association of Regional Councils, assisted technically and financially by NGOs, members of the Regional Councils participated in serious debates of topical issues such as **budgeting, office space** for Regional Councillors, the role of Regional Councils, **transparency** and **accountability** to mention but some few.

Understanding the **National Budget** and how the **National Budget affect all of us workshops** were conducted country wide in Otjiwarongo, Mariental, Oshakati and Rundu attracting all our Regions. These workshops were made possible with the support of NDI and NCCI. The result is the increase in the capability of the participants to interpret and find relevant information in the National Budget document.

Perhaps congress should direct for future workshops to include **inflation** and related economic terminologies (concepts)

## 11. HIV/Aids pandemic

The spread of HIV/Aids pandemic in Namibia remains the concern, which unless it becomes effectively curtailed through the participation of all of us is focussing a dark future for our country. Namibia currently is rated **number three**, one amongst those countries with the highest infections.

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Government has directed that both **Regional and constituency** HIV/Aids committees should be established.

This worldwide epidemic up to date has no cure and the negative effect it is posing on both our human resources and the economy cannot be left unchallenged. Congress is therefore directed to discuss the matter and come up with appropriate measures aimed at preventing further spread of this deadly disease.

## **12. Energy Efficiency, Water Conservation and water demand Management**

Human survival and economic development are dependent on the availability of water resources and energy sources. Extensive workshops were organized at which Regional Councillors participated on behalf of their respective communities.

If there is anything which has the capacity of making someone unpopular it is **water**. And yet water is life saving. Water resources are limited. Water is scarce. Our communities perceive water as **God's given free gift** and therefore without price.

This Congress is called upon to deliberate and come up with appropriate approaches how to convince people of the need to manage the use of our limited resources sustainably. What a task to convince grandma / pa that this ox should use **x cubic litres** of water per day only. How do you stop that?

## **13. Oath by and code of conduct for, members of the Regional Councils.**

Each Regional Councillor, before assuming his / her duties **did make** and subscribe before the magistrate an **oath** saying:

**"I (so and so) do hereby swear and solemnly and sincerely promise to be faithful to the Republic of Namibia to uphold and defend the Namibian Constitution and the laws of the Republic of Namibia and to perform my duties as a member of the Regional Council for (so and so) region diligently, honestly, fairly and to the best of my ability) so help me God"**

**Article 9(1).**

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This was serious business. This Congress might be failing if it does not condemn in strong terms the idea of dismembering Caprivi from the rest of Namibia as orchestrated by Muyongo and his group. Namibia is one and Namibia should be developed as one in the interest of all of us and generations to come.

In conclusion I wish to thank sincerely the Right Honourable Prime Minister Cde Hage Geingob, Dr. Nickey Iyambo MRLG&H, NID, KAS, and all those who empowered our discussion by presenting well researched papers, our secretaries and most of all our Host Governor of Erongo Region.

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## QUESTION AND ANSWER SESSION – GOVERNOR J. PANDENI

- *Will the newly elected Central Executive Committee of ARC continue efforts to address pension and other benefit problems?*

Efforts started by the first CEC will be continued by the newly elected CEC.

- *Can this Congress encourage the new CEC to look into other forms of securing funds for Councils?*

Funds such as motor vehicle licensing, etc. will have to be discussed with Home Affairs. Parliament has already addressed the collection of income from settlement areas. The correct authorities must be approached for revenue generating duties that the Regional Councils can perform.

- *It is asked that ARC seeks greater co-operation between ARC and ALAN (given the lack of representation of the latter at this Congress).*

It is confirmed that this problem will be addressed by the new CEC.

- *The possibility of possible affiliations by ARC world-wide is raised.*

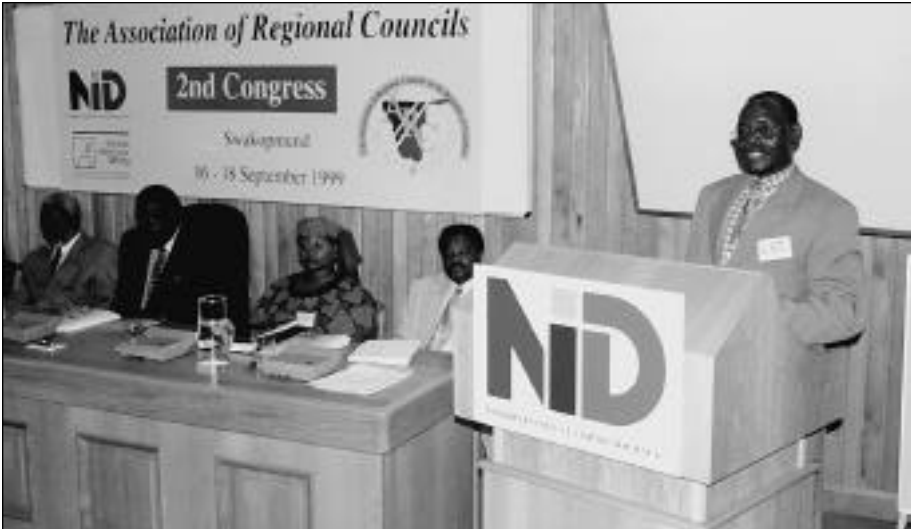
A visit by a French senator has been concluded successfully. Governor Pandeni suggests the creation of a web page to attract world-wide attention, which may assist in successfully securing ties with similar organisations world-wide.

- *Referring to the recent assault of a Regional Councillor, it is asked whether the Regional Council members cannot be issued with identification cards to help with identification in the regions?*

Governor Pandeni laments the assault but encourages members to report such incidents to ARC. He commends the idea of a card and will encourage the new CEC to look into such a possibility.

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# RESOLUTIONS OF THE 2nd CONGRESS OF ARC



Resolutions were discussed and amended with consent of the meeting. The final resolutions accepted are as follows:

## **RESOLUTION 1:**      HIV/AIDS EPIDEMIC IN NAMIBIA

- Noting that Namibia has been listed number three world-wide concerning the HIV/AIDS prevalence rate;
- Taking into account the fact that HIV/AIDS, as a world-wide epidemic disease threatening the existence of humankind, is increasing in Namibia at an alarming rate;
- Accepting the reality that to date no cure has been found for this deadly disease;
- Realising the negative effect AIDS has on both our country's economy and human resources;
- Realising the fact that the Government, through its National Aids Control Programme of which all Governors in our Republic are members, has declared an all out war against HIV/AIDS.

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Congress therefore resolves:

- To encourage and support the 13 Regional Councils and other stakeholders to put into operation appropriate measure to fight the epidemic;
- To increase HIV/AIDS awareness especially amongst the Youth through requesting the member Councils to assist with establishing HIV/AIDS committees at constituency level;
- In consultation and co-operation with the Ministry of Health and Social Services, the National Aids Committee, UNICEF and all stakeholders, to solicit funds and draw up programmes aimed at conducting awareness workshops while helping HIV/AIDS infected patients and aids orphans to overcome the trauma caused;
- To support initiatives to break the secrecy surrounding information to close relatives of infected HIV/AIDS victims;
- Regional Committees and HIV/AIDS committees can support and contribute by putting up regional programs that would deal with counselling, home-based care, treatment and acceptance of the HIV/AIDS epidemic.

**RESOLUTION 2: ESTABLISHMENT OF REGIONAL COORDINATING COMMITTEES AS PART TO THE PROCESS OF DECENTRALISATION**

- Realising the fact that the most challenging aspect of the policy of decentralisation remains its implementation;
- Cognisant of the fact that regional planning for development as a major function of the Regional Councils has not been addressed adequately during the past nine years of Namibia's independence;
- Taking into account the importance of coordinating Regional Development Planning efforts of all stakeholders in order to minimise duplications while saving cost;

Congress therefore resolves:

- To encourage the establishment of Regional Development Co-ordinating Committees, Constituency Development Committees, Village Development Committees and Settlement Committees in all 13 regions;

- 
- To organise workshops and training for officers and councillors who will be instrumental in ensuring effective functioning of the said committees;
  - To organise information meetings and seminars in which community participation is targeted.

**RESOLUTION 3:** OVERLAPPING OF FUNCTIONS FOR IMMEDIATE DECENTRALISATION TO REGIONS AND LOCAL AUTHORITIES

- Noting the potential of overlapping in the deliverance of functions and services by both Regional Councils and Local Authorities as they might serve the same communities;
- Realising the need for an effective mechanism to take care of such overlapping in order to minimise duplications and save cost;

Congress therefore resolves:

- To encourage consultations and co-operation between Regional Councils, Local Authorities, Traditional Authorities and the Ministry of Regional, Local Government & Housing or the relevant line ministry aimed at setting up agreements and guidelines to that effect;
- To discourage unnecessary competition that might result in the interest of the community being compromised.

**RESOLUTION 4:** TRAINING AND CAPACITY BUILDING FOR REGIONAL COUNCIL STAFF AND OFFICERS

- The CEC to review the progress on this resolution adapted during the launching Congress in 1995, to identify obstacles in the implementation process in order to devise an improved process.

**RESOLUTION 5:** OFFICE ACCOMMODATION FOR REGIONAL COUNCILLORS IN EACH CONSTITUENCY

- Noting that Regional Councils as embodiments of Regional Governance have no offices in the various constituencies from where to conduct their administrative and consultative activities;
- Bearing in mind that without office accommodation in each

- 
- constituency effective management and continued linkages with electorates and the community at large will be difficult;
- Cognisant of the fact that our ideals to take Government closer to the people will only be realised when we have appropriate facilities closer to them;

Congress therefore resolves:

- To support the Government's initiatives to establish constituency offices in all constituencies;
- To negotiate with the Ministry that staff component is recruited to help with administration and secretarial responsibilities;
- To advise the MRLG&H to carry out a feasibility study to find out the magnitude, the quality and the cost involved as these offices should be on even with different economic values;
- To advise that budgetary arrangements should be put in place to ensure the proper maintenance of these office.

**RESOLUTION 6: ENERGY EFFICIENCY, CONSERVATION AND WATER RESOURCES MANAGEMENT**

- Noting that energy in Namibia is necessary for both economic development and human survival;
- Taking into account the uneven distribution of our country's energy resources before Independence that resulted into the majority of our population using only traditional energy resources such as wood, animal waste, etc.;
- Noting that 70% of our commercial energy (electricity) is imported mainly from the RSA making Namibia heavily dependent on energy supply from other countries, there is a need to seek alternative ways and energy resources;
- Taking into consideration that *water* is one of the basic needs for sustaining life;
- Cognisant of Namibia's reality that our water resources are very much limited;
- Being aware of the fact that our ideal of achieving development in our regions on a sustainable manner depend on the availability of water resources;



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Congress therefore resolves:

- To support the efforts and co-operate with the Ministries of Mines and Energy; Agriculture, Water and Rural Development in ensuring Namibia's energy efficiency and conservation, and water resources respectively.
- That Regional Councils facilitate the understanding, the involvement and co-operation of our communities in the above activities (projects);
- To encourage proper management and utility of our energy and water resources.

**RESOLUTION 7:** PENSION AND MEDICAL AID SCHEMES

- Congress reaffirms its commitment to the successful implementation of the resolution taken and adopted during its launching Congress of 1995.

**RESOLUTION 8:** CREATION OF A PLATFORM - MRLGH, ARC & ALAN

- Having realised / identified the necessity of close co-operation between the Ministry of Regional and Local Government and Housing, the Association of Regional Councils and the Association of Local Authorities in Namibia on issues of common interest, policy, training programmes, etc.;

Congress therefore resolves:

- To initiate the process of creating a forum to discuss matters of common interest between ALAN, ARC and MRLG&H.

**RESOLUTION 9:** EMPOWERMENT AND RIGHTS OF WOMEN AND CHILDREN

- Cognisant of the fact that Namibia subscribed to international conventions such as the Convention on the Rights of Children, as well as the Convention on the elimination of all forms of discrimination against Women;

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Congress therefore resolves:

- To condemn all forms of violence against women and children and hence call for stricter sentences for perpetrators;
- To advocate for the increase of the percentage of women in leadership positions during future elections.

**RESOLUTION 10: SECURITY SITUATION IN THE CAPRIVI REGION**

- Cognisant of the security situation in the Caprivi, and the disturbance of peace and stability brought on by selfish, rebellious elements in the region;

Congress therefore resolves:

- To condemn in the strongest terms, the idea and actions of dismembering the region of Caprivi from the rest of Namibia as orchestrated by secessionist elements. Namibia is a unitary state and will remain one in the interest of generations to come.

It is minuted that Cllr. F.B. Basson of the Karas Region mentions a concern, which is not taken up as a resolution but recorded as follows:

“Cognisant of the fact that the Ministry of Home Affairs cannot cope with the issuing of Birth Certificates; Death certificates and Identity Documents, the ARC should resolve that:

- (i) all birth and death certificates to be registered immediately at Hospitals and Clinics and that only completed forms should be sent through to Home Affairs for recording and filing purposes only;
- (ii) all identity document registrations should be de-centralised to all major centres in all constituencies of which there should be at least one fixed registration point per constituency.

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## AMENDMENTS TO THE CONSTITUTION OF ARC



### ARTICLE 8

- (i) (d): “Each member Council shall delegate five persons (four delegated Councillors and one Regional Officer) to Congress.”
- (ii) (b): “Four additional Councillors and two Regional Officers to be co-opted by the CEC”
- (iii) (g): “The CEC shall have the power to co-opt or suspend persons in positions on either the CEC or Management Committees, but such appointments / suspensions will have to be confirmed at Congress.”
- (vii) 2: Add as 2(b): “He/She shall preside over meetings of the Management Committee”,  
Also renumber existing (b) as new (c); (c) as new (d); 9(d) as new (e).

### ARTICLE (B)

“Only paid up member council delegates shall be eligible to vote and be voted for.”

It is decided and so minuted that the changes of the ARC Constitution as adopted herewith, will only become applicable as from the next Congress.

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## NEWLY ELECTED CENTRAL EXECUTIVE COMMITTEE OF THE ASSOCIATION OF REGIONAL COUNCILS



*Ftr: Cllr. K. Howes (Treasurer); Governor S.S. Nuuyoma (Vice President); Cllr. M. Mensah (Secretary of Information and Publicity); Cllr. T.K. Veii (Additional Member); Cllr. A. Kapere (President); Cllr. S. Shixwameni (Additional Member); Cllr. T. //Gowases (Additional Member).*

*Absent: Cllr. N. Kaiyamo (Administrative Secretary); Governor G. Uushona (Additional Member)\**



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## FINAL COMMUNIQUE OF THE ARC 2nd CONGRESS



The Association of Regional Councils in Namibia held its second and last congress for this century in Swakopmund from 16-19 September 1999.

The following Councillors were elected to lead the ARC into the next millennium:

President – Hon. Asser Kuveri Kapere; Vice-President – Hon. Samuel Sheefeni Nuuyoma; Administrative Secretary – Hon. Nico Kaiyamo; Treasurer – Hon. Ken Howes; Secretary (Information and Publications) – Hon. Margareth Mensah; and Additional Members: Hon. Kavemunu Tjikuzu Vei; Hon. Tsukhoe IlGowases; Hon. Herbert Shikongo Shixwameni and Hon. Grace Uushona.

Two regional councillors were co-opted to the CEC by the present newly elected councillors and they are Ms. Basson (Hardap Region) and Mr. Kazombaize (Otjozondjupa Region).

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The Congress expresses its sincere gratitude to the outgoing President, Hon. John Pandeni for his leadership and dedication during the past two years as well as to all the previous members of the CEC. We would also like to thank our social partners for their contributions and support which made this congress possible – Dr. Burkhard Dobiye of the Konrad Adenauer Foundation and Mr. Theunis Keulder and his staff of the NID.

This congress saw the launching of the first booklet of the Congress held in Mariental in 1997. The booklet was approved and has been distributed to all regions.

The Congress wishes to express its dismay at the intention of some misguided and rebellious secessionists who tried to destabilise the peace and stability in the Caprivi Region and the entire Namibia.

The Congress congratulates the prompt action taken by the Namibian Government to restore peace and order in the region and supports the presence of the security forces in that region.

Although it is their constitutional right to be granted bail, the nature of the charge laid against them – High Treason and Murder – should preclude bail as it would not be in the public interest to allow bail in this case.

Furthermore, Congress took cognisance of the assault on Sunday, the 11th of July 1999 of the Hon. Councillor Kilus Nguvauva of the Steinhausen constituency by a farmer. Congress condemns in the strongest terms such barbaric actions. Such barbaric and unconstitutional actions cannot be condoned any longer. Congress took note and is concerned by the silence of human rights activists on this issue.

The Congress was informed and also discussed the problem experienced by some eligible voters, who were refused the right to register and vote by certain farmers, churches, private companies and certain individuals. Congress therefore condemns such unconstitutional and undemocratic actions. Such actions must be discontinued with immediate effect.

The ARC 2nd Congress further adopted the following resolutions:

Resolution 1: HIV/AIDS Epidemic in Namibia

Resolution 2: Establishment of Regional co-ordinating Committees as part of the process of decentralisation



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- Resolution 3: Overlapping of functions for immediate decentralisation to Regions and Local Authorities
  - Resolution 4: Training and capacity building for Regional Council staff and officers
  - Resolution 5: Office accommodation for Regional Councillors in each constituency
  - Resolution 6: Energy efficiency, conservation and water resources management
  - Resolution 7: Pension and Medical Aid Schemes
  - Resolution 8: Creation of a platform – MRLGH, ARC and ALAN
  - Resolution 9: Empowerment and rights of women and children
  - Resolution 10: Security situation in the Caprivi Region

The communique is concluded with thanks to the delegates for their support and trust in the Councillors whom they elected to the CEC of ARC. The newly elected President requests a round of applause for the outgoing President. Hon. John Pandeni, and avails on the Hon. Pandeni to assist the new CEC with advice with their daunting task ahead.

The Congress accepts the final communique.

With final thanks to all participants, the management of the “Alte Brücke”, the conference secretaries the organisers and the Regional Councillors from the host region, Erongo, the congress is adjourned.



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## PARTICIPANTS IN THE 2nd CONGRESS OF THE ASSOCIATION OF REGIONAL COUNCILS



### **Omaheke Region**

W.W. Hoveka  
K. Nguvauva  
P. Thataone  
B. Katjatenja  
G.D. Matenqu (R.O.)

### **Oshana Region**

C.E. Kashuupulwa  
B.S. Munalye (R.O.)  
I. Uugwanga  
A. Martin

### **Otjozondjupa Region**

T. Eiseb  
A. Mbai  
T.B. Uahongora  
O. Kazombiaze (R.O.)  
L. Hifitikeko

### **Oshikoto Region**

S.S. Angula-Mupopiwa (R.O.)  
P. Ndakolo  
P.H. Ndjambula  
A.S. Nghipandulwa  
V.E.S. Kamanja

### **Omusati Region**

S. Kayone  
L. Katoma  
H. Shekutamba  
L.N. Kornelius

### **Caprivi Region**

L.L.Chaka  
K.L. Muzebi  
J.L. Ndubano  
S. Shilongo

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**Erongo Region**

A. Auxab  
Z.K. Mujoro  
K.T. Veii  
S.S. Nuuyoma  
M. Demula

**Karas Region**

S. Goliath  
P.A. Ephriam  
P.J. Stephanus (R.O.)  
F.B. Basson  
F.G. Samuel

**Khomas Region**

J. Ya Otto Nankudhu  
G. Iithete  
P. Ya France (R.O.)

**Ohangwena Region**

B. Mwaningange  
J. Nakwalifa  
H. Nghiwewelekwa  
P. Erastus  
M. Bernald (R.O.)

**ARC Staff**

I. Marenga  
B. Katjaita

**Namibia Institute for Democracy**

T. Keulder  
D. Weissnar  
L. Katjiremba  
M. Silas  
F-J. Haushiku  
J. Sifoleni  
R. Ndara  
D. Roos

**Hardap Region**

K. Kisting  
T. Basson (R.O.)  
P. van Zyl  
P. van Zyl  
P.W. Benz

**Kavango Region**

R.E. Muremi  
R.N. Dinyando (R.O.)  
H.H. Thiguru  
H.S. Shixwameni  
A.H. Haingura

**Kunene Region**

J.K. Mburura  
T.D. Murorua  
S. Tjongarero  
E.M.K. Nganyone (R.O.)  
J. Hendricks

**ARC Central Executive  
Committee**

J.A. Pandeni  
A.K. Kapere  
M. Mensa  
K. Howes  
P. Boltman  
T. //Gowases  
G. Uushona

**Konrad-Adenauer-Stiftung**

B.K.H. Dobjey

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# PROGRAMME OF THE 2nd CONGRESS OF THE ASSOCIATION OF REGIONAL COUNCILS

## 16 September 1999 - Day 1

- 16h00 : Arrival  
17h00 - 18h00 : Registration of delegates  
19h00 : Dinner

## 17 September 1999 - Day 2

- 07h00 - 08h00** : **Breakfast**  
08h00 - 08h20 : Registration  
08h20 : Arrival: The Right Hon. Prime Minister, Hage Geingob  
08h30 - 08h40 : National Anthem followed by the OAU Anthem  
08h40 - 08h45 : Prayer - Reverend S Goliath  
08h45 - 09h00 : **Welcoming remarks**  
Governor S. Nuuyoma - Erongo Region
- 09h00 - 09h30 : **Intervention**  
Mr. T. Keulder, Director - Namibia Institute for  
Democracy (NID)
- 09H30 - 10H30 : **Official opening**  
Right Honourable Prime Minister, Hage Geingob
- 10h30 - 10h35 : **Vote of thanks**  
Governor G. Uushona - Otjozondjupa Region
- 10h35 - 11h00** : **Tea Break**
- 11h00 - 13h00 : **Fraternal greetings**
- Chairman - National Council (NC)
  - President - Association for local Authorities (ALAN)
  - The Director - Konrad Adenauer Foundation (KAF)
  - Resident Representative - Friedrich Ebert  
Foundation (FES)
- 13H00 - 14H00** : **Lunch**
- 14h00 - 15h30 : **Presentation by Minister**
- Minister - Ministry of Regional,  
Local Government & Housing

- 
- Discussions
  - Minister - Ministry of Finance  
Discussions
  - Minister - Ministry of Lands, Resettlement & Rehabilitation  
Discussions
  - Minister - Ministry of Mines & Energy  
Discussions

**15h30 - 16h00 : Tea Break**

16h00 - 17h00 : **Presentation Continue**

- Minister - Ministry of Agriculture, Water & Rural Development  
Discussions
- Minister - Ministry of Health & Social Services  
Discussions
- Minister - Ministry of Basic Education & Culture  
Discussions

17h00 - 17h30 : **Presentation:** Director General - National Planning Commission

17h30 - 18h00 : **Presentation:** Director - Directorate of Elections

18h00 - 18h30 : **Presentation on ethics:** Representative - National Democratic Institute for International Affairs (NDI)

**19h00 : Dinner**

**18 September 1999 - Day 3**

08h30 - 09h00 : Review & Adoption of 1st Congress Minutes

09h00-09h30 : Launching of 1st ARC Congress Book

09h30 - 10h00 : Treasurer's Report  
Discussions

10h00 - 10h30 : Presidential Report  
Discussions

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**10h30 - 11h00** : **Tea Break**

11h00 - 13h00 : Resolutions

**13h00 - 14h00** : **Lunch**

14h00 - 15h00 : Amendments to ARC Constitution

15h00 - 15h30 : Election - ARC Office Bearers

**15h30 - 16h00** : **Tea Break**

16h00 - 16h45 : Election Results

16h45 - 17h15 : Short break (preparation of the communiqué by ARC  
previous MC Members)

17h15 - 17h30 : Presentation: Final Communiqué

19h00 : Dinner (own choice, outside premises)

**19 September 1999, Day 4**

Departure

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# Regional Councils Amendment Bill

## ACT

To amend the Regional Councils Act, 1992, so as to provide for the appointment of the delimitation commission at intervals of not less than 5 years; to define the powers, duties and functions of the chairperson, elect any of its members to preside at a meeting; and to provide for incidental matters.

**BE IT ENACTED by the Parliament of the Republic of Namibia as follows:-**

### **Amendment of section 5 of Act 22 of 1992**

1. Section 5 of the Regional Councils Act, 1992 (hereafter referred to as the principal Act), is amended by the substitution for paragraph (b) of subsection (1) of the following paragraph:

“(b) shall at intervals of not less than five years and not more than 12 years, commencing from the commencement of this Act, with a view to re-dividing the regions into constituencies.”.

### **Insertion of section 18A in Act 1992**

2. The following section is inserted in the principal Act after section 18:

#### **“Powers, duties and functions of chairperson**

(19A) A chairperson referred to in subsection (1) of section 18 shall, in respect of the region concerned



- 
- (a) be the political head and, in consultation with the regional council concerned -
    - (i) initiative and formulate planning and development policies; and
    - (ii) closely monitor the implementation of the policies contemplated in subparagraph (i);
  - (b) have supervisory powers regarding the planning and execution of all development programmes and projects:
  - (c) in any matter referred to in paragraph (a) or (b), be the principal agent of the Government;
  - (d) be accountable to the Government and to the inhabitants of the region regarding any matter referred to in paragraph (a) or (b); and
  - (e) in consultation with the regional council, investigate, and endeavour to solve, any issue pertaining to the region concerned”.

### **Amendment of Section 21 of Act 22 of 1992**

**3.** Section 2 of the principal Act is amended by the insertion of the following subsection after subsection (2) :

“(2A) If the chairperson is absent from a meeting of the management committee, the members present at such a meeting shall from their number elect a person to preside at such meeting such person so elected shall, while he or she so presides, exercise all the powers and perform all the duties and functions of the chairperson.”.

### **Short title**

**4.** This Act shall be called the Regional Councils Amendment Act, 199.

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# The Association of Regional Councils in Namibia Aims to:

- Protect, safeguard and enhance the image of the Regional Councils.
- Act on behalf of its members in matters affecting the common interests of the Regional Councils.
- Liaise between the Central Government, the Association of Local Authorities and the Regional Councils in Namibia in all matters of common interest.
- 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.
- Promote the status and further strengthen the Regional Councils, in conformity with the Namibian constitutional guidelines.
- Promote and encourage the principles of continental and international cooperation and comparative studies of Regional governments for mutual benefit of its members and the Republic of Namibia at large.
- 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.

## Regional Council Constituencies

(G) = Governors •  
**Constituency**

(NC) = National Councillors  
**Councillors**

### Caprivi Region

1 Kabbe	P.M.Mwale (NC)
2 Katima Mulilo Rural	Leonard L. Chaka
3 Katima Mulilo Urban	Bernard S Sibalatani (G)
4 Kongola	Moffat Muneti Sileze
5 Linyandi	John Licaba Ndubano
6 Sibbinda	Joseph Sitali Masake (NC)

### Erongo Region

1 Arandis & Henties Bay	Asser Kapere (NC)
2 Brandberg	A Auxab

- 
- 3 Karibib & Usakos
  - 4 Omaruru
  - 5 Swakopmund
  - 6 Walvis Bay Rural
  - 7 Walvis Bay Urban

Zedekia K Mujoro (NC)  
Kavemunu Tjikuzu Veii  
Samuel S Nuuyoma (G)  
Johannes Nangolo  
M Demula

### **Hardap Region**

- 1 Gibeon
- 2 Mariental Rural
- 3 Mariental Urban
- 4 Rehoboth Rural
- 5 Rehoboth Urban East
- 6 Rehoboth Uran West

Karl Kisting (G)  
Pieter Jacobus Boltman  
Petrus Van Zyl  
Samuel Petrus Cloete (NC)  
Stephanus Alfred Dax (NC)  
Petrus Willem Benz

### **Karas Region**

- 1 Berseba
- 2 Karasburg
- 3 Keetmanshoop Rural
- 4 Keetmanshoop Urban
- 5 Luderitz
- 6 Oranjemund

Stephanus Goliath (G)  
Paulus Amukoshi Ephriam  
Albert Krohne  
Franciskus B Basson (NC)  
Fluksman N Samuel (NC)  
T. Nambala

### **Kavango Region**

- 1 Kahenge
- 2 Kapako
- 3 Mashare
- 4 Mpungu
- 5 Mukwe
- 6 Ndiyona
- 7 Rundu Rural
- 8 Rundu Urban

Reinhold Eino Muremi  
Engelmund H Haizani  
Paulus Kaburu Shikongo  
Johannes K Hambyuka  
Johannes U Thinghuru  
Sebastian Karupu (G)  
Herbet S Shihwameni (NC)  
Ambrosius H Haingura (NC)

### **Khomas Region**

- 1 Hakahana
- 2 Katutura Central
- 3 Katutura East
- 4 Khomasdal North
- 5 Soweto
- 6 Wanaheda

Erasmus Hendjala (NC)  
Tsukhoe //Gowases  
Gabriel Lithete  
Margareth N Mensah (NC)  
John A. Pandeni (G)  
John Otto Nankudhu

---

- 
- 7 Windhoek East
  - 8 Windhoek Rural
  - 9 Windhoek West

Kenneth James Howes  
Albert Tsuob  
Henry Ferdinand Mudge

### **Kunene Region**

- 1 Epupa
- 2 Kamanjab
- 3 Khorixas
- 4 Opuwo
- 5 Outjo
- 6 Sesfontein

Jonna Kasita Mburura  
Themistokles Murorua (NC)  
Simson Tjongarero (G)  
Edward U Mumbuu (NC)  
Thomas Sheya  
Theodor Hendriks

### **Ohangwena Region**

- 1 Eenhana
- 2 Endola
- 3 Engela
- 4 Epembe
- 5 Ohangwena
- 6 Okongo
- 7 Omundaungilo
- 8 Ondobe
- 9 Ongenga
- 10 Oshikango

K.M.Shinohamba  
N Tuhadeleni (NC)  
H Nghiwewelekwa  
J Nakwafila  
U Nghaamwa  
P Mwahayekange  
E Petrus  
B Mwaningange (G)  
L Shimatakweni  
M Hishikashitja (NC)

### **Omaheke Region**

- 1 Aminius
- 2 Gobabis
- 3 Kalahari
- 4 Otjinene
- 5 Otjombinde
- 6 Steinhausen

Mburumba Kerina (NC)  
Frans Goagoseb (NC)  
Paulo Thataone (G)  
Arch Billy Katjatenja  
Willy Hoveka  
Kilus Munjuku K Nguvauva

### **Oshikoto Region**

- 1 Engodi
- 2 Guinas
- 3 Okankolo
- 4 Omuntele
- 5 Omuthiyagwipundi

W Sheyavali  
Isack Gomachab  
J Imbili  
S Nangula  
P J Ndakolo

- 
- 6 Onayena
  - 7 Oniipa
  - 8 Onyaanya
  - 9 Tsumeb
  - 10 Olukonda

M Nekongo  
Alfeus S. Ngipandulwa  
Vilho Elifas S Kamanja (G)  
Hosea Nico Kaiyamo (NC)  
P Ndjambula (NC)

### **Oshana Region**

- 1 Okakaku
- 2 Okatana
- 3 Ompundja
- 4 Ondangwa
- 5 Ongwediva
- 6 Oshakati East
- 7 Oshakati West
- 8 Uukiwiyu
- 9 Uuvudhiya
- 10 Okatjali

Henock Sheya Ya Kasita (NC)  
Clemens H KASHUUPULWA (G)  
Lovista Nelongo  
Ismael Uugwanga  
Hinananye S Nehova (NC)  
Silvanus Vatuva  
Martin Aram  
Otto Matheus Amadhila  
A Ndahafa  
J Mupetami

### **Omusati Region**

- 1 Anamulenge
- 2 Elim
- 3 Etayi
- 4 Ongongo
- 5 Okahao
- 6 Okalongo
- 7 Onesi
- 8 Ruacana
- 9 Tsandi
- 10 Uutapi

Ms. Generosa Andowa (NC)  
L N Mukwiilongo  
B Shekutamba  
S Kayone (G)  
I Kapenambili  
J Hakaye (NC)  
J lipinge  
K Lazarus  
L Katoma  
H Ausiku

### **Otjozondjupa Region**

- 1 Grootfontein
- 2 Okahandja
- 3 Okakarara
- 4 Omatako
- 5 Otavi
- 6 Otjiwarongo
- 7 Tsumkwe

Claudia Grace Uushona (G)  
Theofelus Eiseb (NC)  
Asser Mbai  
Theophelus B Uahongora  
Bartholomeus T Shangeta (NC)  
Lucas Hifitikeko  
Jonaten Ezekiel Katjimune

---

# MAKE USE OF YOUR REGIONAL COUNCIL

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- 5 Kunene Regional Council**  
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- 6 Omaheke Regional Council**  
Regional Officer: Mr. J Matengu  
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- 7 Otjozondjupa Regional Council**  
Regional Officer: Mr. I. Kozombiaze  
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**The Association of Regional Councils  
2nd Congress  
Swakopmund, 16 – 19 September 1999**

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