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## PREFACE

The Constitution of the Republic of Namibia provides for the national administrative structures consisting of central and regional governments as well as local authorities. It was with that provision in mind that the country was demarcated into 13 regions and 95 Constituencies while efforts are underway to develop and proclaim towns.

The Government believes that regional and local administration is an instrument of bringing government closer to the people and the promotion of participatory development by the people through their elected representatives in the Regional Councils and Local authorities.

The Government has further perceived a programme of creating the legal and policy framework to effect participatory development planning, project planning, implementation and monitoring of the development programmes and/or projects.

Both the National Planning Commission Act No. 15 of 1994, and policy documents such as the Machinery for Plan implementation, Monitoring and Progress Reporting and the Decentralisation Policy, as part of the National Planning system recognise planning at three levels, that is, National level (NPC), Sectoral Level (Line Ministries) and Regional Level (Regional Councils) all of which are inter-linked.

Up until now, planning has taken place only at national and sectoral levels with only consultations at regional level. Both the decentralisation policy and the capacity building programmes at the regional and local authority levels have been aiming at empowering the regions to take an active role in planning and development. And the Regional Planning and Development Policy is one of the instruments designed to empower Regional Councils in realising their mandate.

The Regional Planning and Development Policy is an integral part of the national development strategy and aims at achieving national unity and integration, full participation of the majority of the population in the development process, equitable distribution of the benefits of development and systematic utilization of the country's resources in the regions for socio-economic development of Namibia and its people.

The Policy has been necessitated by the need for co-ordinated supervision of functions and development activities in the regions; the need to extend and integrate national development with socio-economic needs of the regions. The existing differences among the regions and within regions, particularly with regard to income distribution, housing standards, services such as water, electricity, telecommunications, transport, and other facilities, has also necessitated the Government to undertake the important step of formulating the Policy.

As Regional Planning cuts across all sectors, the implementation of the Policy requires the full participation of Line Ministries, Regional Councils, Local Authorities, Private sector and communities at large.

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## EXECUTIVE SUMMARY

The desire to promote development with greater equity in the distribution of benefits and opportunities has been the underlying factor for the growing acceptance of regional planning as a development approach. The innate strength of the approach is that it is participatory; unlike the national-sectoral approach, which is characterised by top-down planning, regional planning combines 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 determine the substance of regional planning.

Namibia, as a newly emerging independent country, faces the pressing problems of regional and social disparities, under-urbanisation, skewed urban spacing, inadequacy of institutional and manpower capacity especially at regional level, paucity of data and less harmonised and functional responsibilities between different agencies. Notwithstanding these pressing problems, the country still has the capacity and the possibility to introduce and strengthen regional planning as its development strategy: The constitution has recognised the strategy as appropriate to the country's sustainable development and the basic institutional structures have been created; the need for a rational relationship between resource possibilities and the growing population pressure makes the problem less insurmountable; the introduction of decentralisation and broad-based development gives a strong support to the country's overall development strategy.

To assist in realising the national objectives of reducing the existing economic and regional imbalances; diversifying, expanding and restructuring the economy to enhance sustainable economic development and growth; and alleviation of poverty. The objectives of the Regional Planning and Development Policy are to:

- Realise national unity
- Ensure that participatory development takes place in all the country's regions, thereby fulfilling the constitutional requirements about the people's right to participating in decision-making and implementing their own decisions about their own developments needs and well-being;
- Ensure available resources in the regions are fully exploited and effectively utilised for purposes of regional and national development;
- Reduce the existing socio-economic disparities between rural and urban areas on one hand and among the different regions and within individual regions on the other;
- Diversify regional socio-economic activities by promoting existing and creating new economic activities in the different regions, thereby expanding employment opportunities for unemployed Namibians;
- Give priority to least developed regions of the country;
- Promote regional specialisation in development activities in order to take advantage of available abundant resources in individual regions;
- Promote and encourage inter-regional trade while improving, at the same time, the terms of trade between urban and rural areas;
- Improve employment opportunities, income distribution and standards of living of the people in the different regions of the country;
- Increase food production and attain local food self-sufficiency in potentially good agricultural regions and attain local food self-sufficiency ;
- Establish and strengthen regional planning units in all the country's regions; and
- Rationalise rural and urban settlement patterns.

The major policy instrument for reversing some of the adverse conditions being experienced is effective decentralisation. Other corollary strategy areas of regional development planning include:

- Development as an Endogenous and Resource-based process
- Emphasis on agricultural development
- Promoting small-scale industries
- Promoting Urban-rural linkages
- Environment resource management
- Maintenance of Regional carrying capacity
- Strengthening institutional capacity
- Inter-and intra-regional planning

Another basic factor, which promotes effective regional planning and development, is the institutional and organisational structures which institutionalise relationships between Regional Authorities and other agencies including the Central Government. The institutional structure pertains to the division of development functions from the national level to the grassroots exhibiting the total vertical and horizontal picture and position of Regional Councils in the system of decentralisation.

With regard to financial decisions, the policies should allow each regional authority:

- to control its own budget and be accountable for its effective use;
- to have access to pooled financial resource depending on its resource deficiency and the degree of its relative underdevelopment;
- to have allocation of financial resources by the Central Government;
- to enhance its financial capacity through loans from financial institutions.

Lastly, although Regional Councils are structurally connected to the Central Government, the Central government will still ensure that the overall progress of development in the regions is satisfying and by and large meets the national policy framework of development. In evaluating and broadly controlling performance, the regions' stated objectives, plans and budgets are used as standards against which to compare and measure actual performances

Regarding the process of interpreting the policy and strategies into concrete application, two phases are envisaged: The first is the preparation phase which involves acquisition of needed human resources, conducting of accelerated training programmes and organisation of the regional data base. In the second phase, the regional planning machinery should be set to exercise actual regional planning with, of course, technical support from NPCCS, MRLGH and other sectoral ministries.

## **1. INTRODUCTION**

- 1.1 The process of socio-economic development of any country embraces macro, sectoral (micro) and spatial (regional) dimensions. Development, takes place in time and space. This is so because development takes place vertically (sectorally) and horizontally (regionally). Macro instruments such as aggregate investments, national income savings, prices, level of inflation, human resources availability, exchange rates, level of government expenditures and many others, support and facilitate the development of economic sectors such as mining, fisheries, manufacturing, agriculture, tourism, transport and communications, construction, etc. However, all sectoral projects and programmes responsible for bringing about sectoral development, small, medium or large, have specific locations within Namibia. Obviously, those locational points belong to specific regions or areas of the country. As development of those projects proceed, the degree and extent of the development taking place ultimately transform the focal points or regions in question.
- 1.2 Since development takes place through individual projects and programmes, whether privately or publicly promoted, it goes without saying that development, as a process, assumes a regional character in as much as all the individual projects have specific territorial locations. Concentration of development projects in one area, therefore, brings tangible socio-economic development only to that specific location (region). It is not surprising, therefore, that some parts of Namibia are less developed than others.
- 1.3 The marked purposes of the regional planning policy for Namibia are to establish a common frame of reference among all development agents and to provide guiding mechanisms for the operationalization of regional planning, decentralisation and local participation and initiatives. As outlined in NDP1 and further stressed in the policy on decentralisation, these strategies have actively and positively taken a centre stage in the discussions and efforts in Namibia today and have become the major preoccupation of the Namibian government.
- 1.4 The significance of regional planning and development is to realise a sustainable shift from a centre-driven and dependent development approach to a more people-centred and participatory spatial type of development. The essence this approach is that the basic enabling conditions needed for regional planning are strengthened in addition to the other efforts aimed at removing the obliquities of the past. Institutions for regional planning need to be properly structured and constantly strengthened and shaped, human resource capacities, need to be adequately developed. The legacy of the past is a complete anathema to the concept of broad-based and equitable development. Regional planning and development in Namibia, therefore, poses the double challenge of undoing the past and creating the conditions for a positive forward development of country and its people.

## **2. BACKGROUND**

### **2.1 Regional Development Policy Under Colonial Rule**

- 2.1.1 Before independence regional development policy was characterised by racial, ethnic and tribal fragmentation of the country and its people. Seeds of regional alienation were sown by the German colonisation of Namibia. The illegal occupation of Namibia by the Apartheid South Africa intensified further the process of regional fragmentation and alienation culminating in the grouping of the Namibian people into poverty-ridden homelands. Thus, the

regional policy under the colonial regimes was used as an instrument for perpetuating white domination and oppression through divide and rule over the black majority. It was also used to maintain cheap black labour, which serviced white business interests in Namibia.

- 2.1.2 The Odendaal Plan, for example, divided Namibia into twenty-seven (27) magisterial districts for administrative convenience. Further more, proclamation of A.G.8 of 24th April 1980, regrouped the country into eleven exclusive groups, once more, on racial, ethnic and tribal lines. A concise and comprehensive discussion on regional development policy before independence and prospects for anticipated post independent policy changes for independent Namibia is available in the United Nations Study: "Namibia, Perspectives for National Reconstruction and Development", prepared by the then United Nations Institute for Namibia.

## **2.2 Regional Disparities after Independence**

- 2.2.1 Historically, therefore, independent Namibia inherited a deeply divided nation with glaring inequalities, skewed distribution of economic resources, acute differences in the levels of socio-economic development in the country's regions. There are great differences, among the regions and between urban and rural areas, particularly in income distribution, housing standards and other services such as water, electricity, transport, telephone, television and radio and other facilities.
- 2.2.2 In terms of regional distribution of incomes, for example, the Khomas region has the highest level of private incomes with an average annual per capita income of about N\$10,000 compared to only N\$ 900 for the Northern regions. The situation is not different with regard to housing and other services. In rural areas for example, more than 75 per cent of households live in traditional houses compared to only 3% in urban areas. Further more, over 80% of rural households have no electricity or gas for lighting and cooking; more than 60% use the bush or bucket as toilet. Well over 50% of the household still have no piped or well for drinking water within five minutes one-way walking distance.
- 2.2.3 Since independence, government efforts have focused on improving the socio-economic conditions, particularly, of the least developed regions. However, maximum benefits from these efforts have been swotted by the absence of a comprehensive and coherent Regional Planning and Development Policy for Namibia. While the government actively undertakes macroeconomic, sectoral and programme/project planning, very little has taken place in the area of regional planning.

## **2.3 Government commitment to regional planning and development**

- 2.3.1 The significance of government commitment to regional development and planning is further exemplified and underlined by the First National Development Plan objectives and strategies. The objectives of NDP1 express government's resolve to establish a coherent and comprehensive Regional Planning and Development Policy for Namibia. Some of the NDP1 objectives related to regional development and planning are to:

- Reduce existing regional imbalances;
- Reduce inequalities in income distribution;
- Reduce poverty by:
  - ◆ Reducing the proportion of poor households from 47% to 40% by the year 2000;

- ◆ Reducing the proportion of severely poor households from 13% to 7% by the year 2,000;
- Increase Real Gross National Income per capita by 12% from N\$6,930 to N\$7,720 by the year 2,000.
- Support and encourage increased participation of women, youth and other marginalised groups in economic development activities in the country;
- Expand the role of the private sector;
- Create employment opportunities for all unemployed Namibians by:
  - ◆ increasing wage (formal) employment by 70,000 by 2,000;
  - ◆ increasing informal employment by 40,000 (subsistence agriculture - 30,000 and other informal sector - 10,000); and
- Formulate and employ a development strategy centred on participatory development and equity.

2.3.2 There is therefore a strong recognition and commitment in Namibia, of the most fundamental but often sidelined phenomenon, that all development efforts ought to be centred on human objectives concerned with providing for the people's need and aspirations. The desire to promote growth with a more equitable spread of opportunities and benefits within and between regions and social groups, especially in the historically deprived rural areas, is gaining momentum. The development approach which, in practice, has manifested increasing relevance to addressing these fundamentals and which Namibia is actively pursuing at present is regionalized planning.

2.3.3 The First National Development Plan, which has charted the nation's medium-term development direction, has given the approach its due significance by accentuating its development role and firmly reflecting the Government's concern for participatory development and equity.

### **3. OBJECTIVES OF REGIONAL PLANNING AND DEVELOPMENT POLICY**

#### **3.1 Regional Planning Objectives**

3.1.1 Regional development and planning policy is an integral part of the national socio-economic policy and strategy. In this regard, Namibia's regional planning and development policy is an instrument for achieving national unity and integration; ensuring full participation of the majority of Namibians in the country's development process; and enhancing systematic and maximum utilisation of the country's regional resources for overall as well as regional socio-economic development of the country thereby reducing existing differences in the scale and level of socio-economic development of the regions.

3.1.2 Among the major fundamental objectives of regional planning and development policy are to;

- i. Realise national unity;
- ii. Ensure that participatory development takes place in all the country's regions thereby fulfilling the constitutional requirements about the people's rights to participate in decision making and in implementing their own decisions regarding their development needs and well being;
- iii. Ensure that available resources in the regions are fully exploited and effectively utilised for purposes of regional and national development;
- iv. Reduce the existing socio-economic disparities between rural and urban areas on one hand and among the different regions and within individual regions on the other;
- v. Diversify regional socio-economic activities by promoting existing and creating new economic activities in the different regions of the country thereby expanding employment opportunities for unemployed Namibians;
- vi. Give priority to least developed regions of the country;
- vii. Promote regional specialisation in development activities in order to take advantage of available abundant resources in individual regions;
- viii. Promote and encourage inter-regional trade while improving, at the same time, the terms of trade between urban and rural areas;
- ix. Improve employment opportunities, income distribution and standards of living of the people in the different regions of the country;
- x. Increase food production and attain local food self-sufficiency in potentially good agricultural regions;
- xi. Establish and strengthen regional planning units in all the country's regions; and
- xii. Rationalise rural and urban settlement patterns in the country.

## **4. STRATEGIES OF REGIONAL PLANNING AND DEVELOPMENT POLICY**

### **4.1 Prerequisites for effective Regional Planning**

#### **4.1.1 Critical prerequisites**

The critical prerequisites for a successful regional planning strategies include, among others;

- The need for priorities to be established through consensus within the region and agreement with appropriate national institutions in order to ensure commitment;

- Ensuring that regional plans and programme are supported by adequate staff with professional and technical skills within the region to ensure an efficient and professional approach to planning and plan implementation;
- Regional planning activities must be based on national and regional priorities resulting from an analysis of the strengths, weaknesses, opportunities and constraints facing the regions and localities;
- Regional programmes and related activities require adequate financial support, control, and constant monitoring and effective evaluation of projects by Regional Authorities.
- The overall structure within a region should reflect the correct balance between the needed consultations and accountability and the ability to take effective and quick decisions.
- Public awareness and support for a regional development strategy requires a positive strategy;
- There is need to always strike a correct balance between development measures of the regional authorities and measures for the region by national authorities. Establishing a correct balance for the two kinds of measures is key to the success of the country's Regional Planning and Development Policy.
- A correct balance is necessary between development of capacity building and of direct development measures (programmes), especially during the early phases of an intervention. An ambitious programme is unimplementable if the region's capacity is inadequate.

## 4.2 Overview of Regional Planning Strategies

4.2.1 Counteracting unemployment, reducing poverty and skewed distribution of economic and social resources, increasing development activities in poorly or depressed regions, etc., require the use of appropriate strategies. **Some of the general and crucial regional strategies include, among others:**

- i. Formulating a comprehensive and coherent Regional Planning and Development Policy for Namibia;
- ii. Outlining and establishing a Regional Planning System for the country supported by an institutional framework;
- iii. Defining precisely the functions, roles and working relationships, between different planning and administrative units at different levels of local, regional and national hierarchy;
- iv. Formulating and supporting the country's policy of decentralisation (regionalization) and its relationship with regional development and planning;
- v. Outlining the mechanism for integrating (establishing linkages) between Regional Planning with National Planning;

- vi. Defining ways of improving the co-ordination of regional development activities by different agencies or players at regional and local levels;
- vii. Providing a comprehensive institutional framework and machinery for implementing, monitoring and progress reporting on the implementation of regional development plans and programmes;
- viii. Working out indicative short, medium and long-term regional human resources development programmes;
- ix. Working out regional action plans as strategic instruments for realising regional development goals, objectives, and targets;
- x. Providing economic, financial and other instruments for attaining regional goals, objectives and targets; such instruments may include, among others;
  - General information and advice to start-ups and potential entrepreneurs;
  - Specialist advice to start-ups and established small and medium businesses;
  - Financial assistance in the form of grants, soft loans, guarantees, equity, etc.
  - Training in enterprise management and business skills;
  - Provision of marketing facilities and other instruments; and
  - Providing necessary incentives for promoting economic activities in the regions.

4.2.2 The country's regional strategy is based on the desire for unity, economic efficiency and equity. The selection of places for allocating investment resources will therefore be based on identification of growth points. The policy will focus on:

- i. **Growth Poles** - These are comparatively well developed areas such as Windhoek, Swakopmund, Walvisbay, etc.
- ii. **Development Centres** - comprising mostly Regional Councils Headquarters such as Rundu, Tsumeb, Oshakati, Opuwo, Gobabis, Otjiwarongo, Katima Mulilo, Mariental, Uutapi, Eehnana, Keetmanshoop, etc.
- iii. **Sub-Centres of Development** - These include all township councils except those identified as Growth Poles or as Development Centres under (a) and (b) above.

4.2.3 The strategy of growth points does not, in any way, mean that development activities at National, Regional and Local levels will be restricted to already developed areas such as Windhoek, Walvisbay, Swakopmund, Tsumeb, Gobabis, etc. To the contrary, the strategy is intended to ensure that Regional and Local Councils identify potential growth points or development centres in their respective areas and come up with a priority setting indicating

which of the potential development points are to be proclaimed and developed first. The strategy obliges Councils and the Central Government to work out long, medium and short term plans and programmes in which development priorities are clearly determined giving the time frame for their implementation. Development of these centres will lead to socio-economic development of the regions and eventually the whole country in general.

4.2.4 One of the driving forces to the regional planning and development policy in Namibia is the country's free market economy, which enhances increased private sector development and diversification of economic activities in the regions. The general and historically existing unbalanced development being experienced by many regions; inadequate and weak regional structures; low technical standards of material base in the regions; are some of the main driving force for undertaking regional development and planning. Regional development and planning strategies are, therefore, to focus on allocating development resources on the basis of the growth points strategy. Identification of potential regional development points and preparing regional programmes for their efficient exploitation is a key function of regional planning. For example, developing tourism in areas with tourism potential, fishing, manufacturing, mining, small and medium enterprises, trading etc., has to be the main focus of regional strategies by regional authorities.

#### **4.2.1 Significant characteristics of some Regional Planning Strategies**

#### **4.2.2 Decentralisation**

The complexities of development tasks on the one hand and the presence of a reservoir of knowledge and latent capacity at regional, local and community levels on the other have made it necessary to pursue the policy of decentralisation in Namibia. Decentralisation is a genuine process of transferring responsibilities and commensurate powers to the regional authorities and to the communities to plan and carry out development activities and functions within the confines of defined geographical areas. It is a people-centred approach to development. The underlying aims are promotion of self-initiated participation by all including grassroots and the build-up of broad-based and enduring institutional and human resources capacities at regional and local levels. Implied here are clear division of responsibilities and institution of binding functional relationships between the Central Government and the regional authorities.

The Government recognises the potential benefits of decentralisation in terms of (i) promoting genuine democracy, democracy and political equity, (ii) enhancing management efficiency, (iii) maximising mobilisation and utilisation of local resources, (iv) showing flexibility and responsiveness to local concerns and interests and (v) creating enabling conditions for entrepreneurs and development agents. The need for decentralisation has now become axiomatic. The Decentralisation policy of the government has identified responsibilities and tasks to be divided between the Central Government and regional authorities and the relevant regional institutions to undertake those responsibilities.

##### **4.3.1.1 Key elements of the Decentralisation policy, as outlined in the decentralisation policy document, include, among others:**

- Devolution of responsibility, authority and resources and/or resource base to Regions, in accordance with the criteria related to functions to be decentralised, the timing and pace of such decentralisation.

- The pace and content of devolution shall be determined by considerations of and government's commitment to democracy and participative governance, while taking into account political and technical feasibility, system and individual capacity, as well as the national macro-economic and fiscal environment, public and private sector and economic reform policies and activities in the country.
- Systematically phasing out the decentralisation process. Some functions will be decentralised faster than others, and of those functions decentralised, not the entirety of the function need be decentralised all at the same time, and it is not necessary that there be simultaneous start in all regions and local authorities. This should go according to the state of readiness of individual regions. However, decentralisation once started, will be continuous.
- Institutional and organisational change at national, regional and local levels, as restructuring of responsibility for functions and changes of location and emphasis from the centre, increased capacity at the regional and local levels will mean different institutional and organisational requirements.
- legislative and other rationalisation measures, to bring the law and other policies in line with decentralisation policy.
- Promotion of cost effective decentralisation in which people manage their own resources giving them a more direct relationship between revenue, expenditure and services, and therefore less wastage and more responsibility, making cost recovery more feasible. Because the technical cadre for service delivery will be localised, services will be cheaper by at least that much, and because people can see and have influence on how their money is spent, it will be easier to collect revenue and to introduce new revenue sources.
- Relationship between Regional Councils and Local Authorities will continue to be one of mutual autonomy within the requirements of the law but the key functional relationship will be that of collaboration and co-operation, with the regional council having co-ordinative and residual functional responsibilities in lieu of central government.
- A level of individual, organisational, institutional and system wide capacity building has to be developed across the board. It is too much to expect that a system barely coping with the daily routine of running a country should also be able to, without any major reorganisation and retooling, run such a major change effort as decentralisation. Therefore, time and resources will be invested in assessing what is needed to create capacity in the system - capacity to conceptualise, adopt, implement and monitor and evaluate the decentralisation process.

#### 4.3.1.2 **The above government efforts will focus on:**

- identifying the key players in the decentralisation effort;
- delineating the roles of the key players and how these are to be played;
- clearly examining their normal institutional missions, mandates, objectives, etc., and how they relate to the decentralisation process;

- clearly mapping out the different interfaces and how these are to be managed;
- assessment of the individual and collective capacity of all the key stakeholders to carry out their own functions in the whole exercise, including the co-ordinative/collaborative functions which are essential to drive the process forward.

#### 4.3.1.3 **Some of the functions to be decentralised are identified below:**

##### **To Regional Councils**

##### **Functions for immediate decentralisation to regional Councils level will include:**

- community development and early childhood development
- administration of settlement areas
- rural water development
- management and control of communal lands
- primary health care
- pre-primary and primary education
- conservation
- forest development and management
- physical and economic planning (including capital development projects)
- emergency management
- resettlement rehabilitation
- regional council personnel responsibility

##### **Functions to be considered for further decentralisation to regions in the intermediate term but needing further work, study, etc. will, among others, cover:**

- regional assets management now under Ministry of Transport, Works and Communications
- small miners development
- rural electrification

##### **To Local Authorities**

Local authorities in Namibia already carry out certain functions assigned to them by the Local Authorities Act. Which ones they carry out depends on their grading in terms of the above Act. In general it is expected that those municipalities with the highest grading, part one, will take on full responsibility for their communities for all the functions defined in terms of the criteria for decentralisation outlined above. The smaller the local authorities, the more direct involvement and support of the state and/or the regional councils there will be. In principle where the relationship between local authorities and central government remain a strong one in functional and funding terms, such a relationship could be exercised through regional councils. Functions to be decentralised to the Local Authorities are outlined in the Decentralisation Policy.

- 4.3.1.4 The sectoral agencies of line ministries in the regions analyse their sectors and shall prepare reports to be included in the regional profile, articulate their objectives, priorities, strategies and project proposals ultimately to be reconciled with the regional

policy, secure funds for the regions' budgetary plans and implement and monitor sectoral projects when approved. These activities are to be undertaken in close consultation and collaboration with regional authorities.

4.3.1.5 Community-based organisations shall, under the co-ordination of regional councils, take part in development activities thereby ensuring for a broad-based participatory planning and development. Traditional leaders, interest groups and key personalities are considered essential to the process since they are rooted in the regions where existing social and cultural values influence attitudes and behaviour.

4.3.1.6 A critical issue to recognise in pursuing the process of decentralisation is the notion of preparedness for the responsibility at the regional level. Here, in addition to concern for human resources and institutional capacities, the extent of the Regional Governors' powers need to be reviewed for greater effectiveness. As situations stand now, the Governors are constituency councillors elected for the governorship by their fellow councillors. In the interest of greater legitimacy, mandate and acceptance, they (Governors) may need to be elected by the people of their respective regions.

### **4.2.3 Development as Endogenous and Resource-Based Process**

4.3.2.1 The development of the regions is conceived more as an endogenous process which can be better promoted when it is based on the resource potentials of the regions and is geared to satisfying basic needs and strengthening the regions' productive base.

4.3.2.2 Investment resources shall be pursued by deliberately deploying these resources in regions and in activities within the regions in which the economic returns on investments are high. The objective is to maximise the benefits to be derived from investment vis-à-vis the associated costs incurred. A thin spread of limited resources everywhere is not a worthwhile development strategy and will not be pursued as it does not bring about more productive and gainful (effective) utilisation of resources and improvements in the living standards of the people.

4.3.2.3 Regional specialisation and co-operation between and among the regions can take place only when the regions produce with efficiency those products and services for which they have comparative advantages and try to promote inter-regional and intra-regional exchanges. Namibia's diversify lends itself to such a development approach. Here, the essential role of regional and local authorities is in identifying resource possibilities of regions and deciding on how best to develop and utilise them.

### **4.2.4 Emphasis on Agricultural Development**

4.3.3.1 One of the high priorities and dominant productive sectors in the country is agriculture. The underlying objectives of promoting the sector in suitable regions are the achievement of self-sufficiency in basic food supplies and the production of raw materials for agro-based processing industries and the eventual general improvement in the lives of the people. The essential pre-condition for expounding and increasing production is the provision of effective extension services, physical infrastructure including access roads, micro-irrigation systems, water supply systems, adequate storage and marketing facilities. The economic strength of a region suited to agriculture hinges on increased productivity of the sector crops and livestock.

4.3.3.2 A corollary of the above strategy is the promotion of small-scale and peasant agriculture as an integrated part of the regional development plans. Small family farms get higher output per unit of land, increase cropping and land use intensities, strengthen crop-livestock integration, increase labour input per unit area and are highly responsive to incentives. Unlike the commercial farms, whose owners have their seats in cities, which obtain their inputs from and deliver their outputs to cities, the activities, input sources and markets of small farms are almost totally local and are for the benefit of the local rural population who constitute more than 70% of the population. Promotion of peasant or communal agriculture is therefore, intended to bring benefits to the majority of the people.

#### 4.2.5 Promotion of Small-scale Industries

4.3.4.1 Under the umbrella strategy of resource-based for regional development the small-scale industry sector deservedly stands out as an area of prime importance for regional development. The over-riding purpose here is the satisfaction of the needs of regional producers in terms of technology, demands for consumer goods and the need for processing regional resources to establish forward and backward economic linkages, substitute imports and enhance resource capacities in the regions. Equally essential areas of focus under Namibia's existing conditions is the generation of employment opportunities and expanding income distribution at regional and local levels. The contribution of small-scale and informal sector industries in mitigating unemployment lies in its labour-intensiveness. Promotion of small-scale and informal sector industries will assist in spreading income distribution to the majority of Namibians. It will also enhance the participation and contribution of the majority of Namibians in creation of the country's wealth.

#### 4.2.6 Promoting Urban-Rural Linkages

4.3.5.1 The promotion of spatial systems in Namibia aims at a wider and more balanced location, spread of regional urban centres and the establishment of functional linkages between the urban centres themselves and between the urban centres and rural sectors with a firm and mutually supporting economic base. This is a cardinal condition for integrated and comprehensive socio-economic development of the regions. By definition, *a region contains a rural sector and any number of urban centres of varying sizes and capacities. Regional planning implies the integration of distinct economic and service activities of urban centres and rural areas into mutually stimulating and reinforcing production and exchange functions.* It also implies the hierarchical establishment and integration of villages, small towns, intermediate cities and big cities in terms of their respective functions. The process of integration occurs through a variety of physical, economic, social, technological and administrative linkages, bound together through regional planning and development and decentralisation.

4.3.5.2 Experiences in other countries show that towns and cities develop where natural resource endowments exist and where dynamic interactions between the urban markets and the farm producers prevail. The exchange functions between urban and rural parts in terms of each other's goods and services for consumption and further production, in principle, constitute the flow of development impulses in both directions. **The two spatial units are functionally inseparable.**

4.3.5.3 Viewed in the light of the desired urban-rural and urban-urban relations briefly described above, the major regional urban centres of Namibia have a number of critical inadequacies, which call for planned transformation:

- a) They exist as functionally separated "enclaves" in the midst of vast territorial units with limited or none of the development linkages with their immediate hinterlands in operation. They continue to maintain their potent economic relations mainly with the primate city and with other developed urban centres both within and without the regions and the country, leaving the rural sectors with little urban influences and thereby depreciating their own role as spatial development factors. Looking at the issue from a different perspective, the policy of direct investment in urban public services including infrastructure, education and health facilities and the policies dealing with credit facilities, minimum wages and all forms of subsidies imply that funds acquired from the rural sectors as government revenues are partly committed to upgrade the urban qualities without reciprocal benefits flowing in the rural direction.

The country's regional planning and development policy dictates a gradual and steady promotion of the process of urban-rural integration. **The starting point of the integration process is to bring the overall administration of the urban centres under the co-ordinating authority of the Regional Councils.** In addition to the development value of urban-rural integration, the role of regional councils as regional planning bodies can have substance and impacts only when the more dynamic and economically potent spatial units, namely the urban centres, constitute a part.

- b) The present locations of major urban centres demonstrate a visibly skewed spatial picture. They are, by and large, located along main transportation and communication access leaving vast proportions of territories without urban access. Redressing the imbalance and preparing the basis for a regional planning process which integrates urban and rural functions, the government is undertaking a planned upgrading and proclamation of towns, villages and settlement areas with promising economic prospects and with a population size of at least 2 or 3 thousand. This programme includes the build-up of infrastructure and services and the creation of enabling conditions for decentralisation of relevant urban functions, already referred to in item 4.3.
- c) The urban system in general exhibits a gap in the urban hierarchy because of the near-absence of intermediate size cities, which fall between the Primate City (Windhoek) and the remaining towns. Of necessity, the urban production and service functions which logically should situate themselves in intermediate cities find their ways to the primate city, thus causing over-concentration of functions and triggering population influx to the big city.

## 4.2.7 Environmental Resource Management

4.3.6.1 One of the priorities and major preoccupation of the government and regional authorities is the maintenance and augmentation of renewable and non-renewable environmental resources. Resource maintenance is livelihood maintenance. The regions of Namibia are increasingly facing degradation of agricultural lands, pastures and rangelands, and the rapid deterioration of forests and vegetation covers. Chief among the resources to be sustainably managed (through prior assessment of

development impacts and close monitoring of the acts of man and nature) are soil, water and forests.

4.3.6.2 The measures for the maintenance and augmentation of regional environment are being carried out through supply, demand and management strategies. The supply side of the current strategies aim at augmenting the stock of natural resources through innovative practices, area expansion and introduction of substitutes, always ensuring that the supply strategies and measures do not cause other forms of negative environmental impacts.

4.3.6.3 The alternative and at times complementary strategic instrument deals with the reduction of demand for the resources through the provision of substitutes or alternative resources and, in the long-term, through the control of population growth. The third strategic measure pertains to the management side of resource maintenance. This measure concerns itself with the care exercised in resource management and their systematic and effective utilisation. Haphazard and heedless utilisation of the resources inevitably leads to their decline irrespective of strategies and measures on the supply and demand sides.

4.3.6.4 Therefore, the government is underlining the crucial role of regional planning and decentralisation. The management of environmental resources from the Centre is viewed by the government as remote management through successive levels of intermediary bureaucracies. In line with decentralisation policy, therefore, regional and local authorities (together with the communities) - closely familiar with the problems and equipped with indigenous knowledge - are empowered to assume responsibilities of regional planning and resource management. This makes regional authorities positioned in close proximity to the problem situations and through regional planning is bound to be productive, effective and sustainable. The Government's role in this situation is one of providing support and creating public awareness through media education and good communication.

## **4.2.8 Maintenance of Regional Land Carrying Capacity**

4.3.7.1 A close and supportive strategy to that of management of environmental resources is the heedful observance of compatibility between land capacity and the pressure on it. It is necessary that the capacity of each liveable area (within each region) to support a given size of population (and livestock) is constantly appraised and determined as an essential part of the regional planning process.

Some of the methodical approach for analysing and determining the carrying capacity of regions may take the form of:

- Assessment of land requirement for food crops, cash crops, fuel wood, grazing, house plot and other uses and determination of minimum and maximum total land in hectares (ha).
- Assessment of land resources based on land use categories. The total land minus non-agricultural land should give the total available land in ha.

## 4.2.9 Strengthening Institutional Capacity

- 4.3.8.1 Regional and Local level institutions need to be established and strengthened with a balanced and cost-effective combination of human and material resources for effectively carrying out regional planning process and adequately co-ordinating implementation of development projects in the regions. Improved co-ordination of the region's development activities means minimisation of duplication of efforts and maximisation of effective and efficient use of local scarce resources. The quality of institutions at all levels determines the level of performance and the achievements realised through regional development activities.

## 4.2.10 Inter- and Intra-Regional Planning strategies

- 4.3.9.1 Within the context of regional planning and development policy, a national regional strategy focuses on resolving the various development problems facing regions through **inter** and **intra** regional planning. Both inter- and intra- regional planning respond to the most pressing regional issues facing Namibia. **Intra-regional planning** is directed towards resource allocation within regions. Its concern is the allocation of resources among the sub-regions within a region on one hand and between the various policy sectors or areas such as economic development, social, environmental, transport, tourism development etc., within the sub-regions. Its aim is to achieve a satisfactory relationship between people, jobs and the environment within the regions. Intra regional planning deals with social factors concerned with the provisions of housing, social cultural and recreational facilities; economic objectives and strategies relating to diseconomies of the congested cities like Windhoek and the distribution of new investments; environmental objectives relating to issues such as the quality of water, etc. With such multiple problems and needs only regional planning is the best instrument to handle them rationally and effectively within the parameters of the national development strategy. Town and Country planning, an aspect of regional planning, does assist City and Township Councils in tackling these problems.

- 4.3.9.2.1 Intra-regional planning varies from region to region in as much as the dimension, form and extent of these problems differ from one region to another. For example, a congested metropolitan city like Windhoek, its emphasis may be on controlling the spread of squatters, location of the population, provision of employment, water, electricity, telephone services, recreational and parking services etc. to city residents. For the least developed regions, however, emphasis may be directed at stimulating development and growth, employment generation, etc. Intra-regional planning is, therefore, an essential management tool for effective regional planning and development.

- 4.3.9.3 Inter-regional planning is, in contrast, concerned with inter-regional relationships. It deals with the allocation of resources between regions, and also is concerned with economic imbalances between regions resulting from disproportional locational preferences in the overall investment activities in the country. Like Intra-regional planning, inter-regional planning is also multi-objective and is an integral part of the national development strategy. It draws, in particular, on the national objectives of economic development and growth, such as provision of employment opportunities, social equity and income distribution, poverty alleviation, and gives these objectives a

regional dimension. Economic development and growth involve efficient utilisation of resources in order to maximise outputs. However, some regions may have very high levels of unemployment and under-utilised of capital assets. In this regard injection of investments in such regions, in the form of new infrastructure, industry, agricultural programmes, dams etc., can provide the necessary catalyst for regional socio-economic development and growth which, eventually enhances overall national development and growth. Regional planning, therefore, is an integral part of the national development strategy for executing the First National Development Plan (NDP1) and other future plans.

- 4.3.9.4 Employment and underemployment have regional and time dimensions. Reduction of major inequalities in regional and reducing unemployment are major factors in inter-regional planning. Related to the question of employment generation is social equity, which is equated with the reduction in inter-regional differences in per capita incomes, referred to in paragraph 2.2. Time horizon is of essence particularly in the allocation of investments between developed and less developed regions. The national goal is to reduce absolute income differences between developed and under-developed regions. A predicament is always encountered in the allocation of investment resources in general terms. Firstly, allocation of preferential investment to less developed regions on equity grounds may limit economic development and growth in the short-run by failing to take advantage of the economies of scale existing in more developed regions. However, in the long run, a stable situation may be attained as diseconomies in less developed regions are removed.
- 4.3.9.5 It is essential to underline the meaning of balanced development as applied in regional planning. In general it simply means equality, uniformity or conformity. To the contrary, in regional planning, it means equality of opportunities for each region to redress demographic, economic, social, cultural, environmental and other prevailing weaknesses and to achieve the region's full development potential, thereby ensuring that the quality of life of the people is not a function of the areas or locations of the country in which people happen to live and work.
- 4.3.9.6 Inter-regional planning is, therefore, a top-down process of allocating resources, and is concentrated within national (central) government agencies such as NPCS, Ministries and Regional Councils. The degree of concern for inter-regional disparities varies between these agencies.
- 4.3.9.7 Regional planning has relatively been neglected compared to macro, sectoral and project planning. This is reflected in the lack of professional regional planning staff at national, regional and local levels.
- 4.3.9.8 The role of regional planners raises familiar questions of the division of responsibilities between the professional regional planners and the various functional sectoral planners of line ministries and agencies involved in the planning process. Functional planners are the local representatives of the various ministries represented at Regional Councils. At this level the work of a regional planner is basically that of a facilitator, co-ordinator and negotiator, especially in the early stages of regional planning.

- 4.3.9.9 Regional planners must be stationed in regional focal point in the Regional Council structure where they are able to receive support and guidance from the Regional Executives Officers of the Regional Councils. This means that they should be placed in the office of the Regional Executive Officer at the Regional headquarters who is one the most senior civil servant in the region.
- 4.3.9.10 Regional planning represents the most obvious interface of economic development planning and physical planning. It integrates different sectors to form an **integrated regional planning** process. The planners must therefore have practical knowledge of the local administrative system and procedures and other aspects of the local environment.

#### **4.2.11 Financial Strategy for Regional Planning and Development**

- 4.3.10.1 Financial policy, like the decentralisation policy is an integral part of the overall regional planning and development policy. Regional development planning will be actualised only when Regional Councils are in a position to decide on and commit adequate financial resources in support of their own development programmes.
- 4.3.10.2 The Financial policy deals with the formulation of guiding mechanisms for generating, allocating and utilising financial resources to support development and other regional activities. Embodied in the broad definition of financial policy are:
- developing tax structures for regional councils;
  - national budgetary support to regional development activities (grants, loans);
  - inter-regional financial transfers;
  - direct financial support from development co-operation partners to regions;
  - Direct financial assistance from NGOs to regions;
  - raising of own resources from local initiatives; and
  - Guarantees by the Central Government to Regional Authorities in respect of raising external or domestic loans.
- 4.3.10.3 Effective mobilisation, utilisation and control of financial resources require the creation of institutional capacity and the decentralisation of financial decisions. Regional financial policy is orientated towards regionalisation (decentralisation) of development functions and constitutes an indispensable instrument for furthering the realisation of the regional development strategy for Namibia. As no standard financial policies exist that are equally good and applicable for all regions, each regional situation will, from time to time, be monitored on individual basis.
- 4.3.10.4 In general terms, a time of 5 to 6 years may be allowed as a grace period for capacity building, identifying and building of regional resource potentials and creating enabling conditions for regional production and productivity. During this transition, a greater degree of involvement and support from the Central Government will be undertaken.
- 4.3.10.5 The beginning of self-reliance for regional authorities to increasingly show capabilities for planning and plan implementation as well as for making considered decisions on

the utilisation of financial and other resources with all the attendant responsibilities of accountability, will have started after the grace period of five to six years.

4.3.10.6 The system of financial policies is orientated towards promoting regional planning and development and reflects the following basic conditions:

- Every regional authority will control its own budget and will be directly accountable for an effective use of its resources;
- A negotiated arrangement is to be worked out as necessary between the Central Government and the Regional authorities about raising local financial resources such as service fees.
- Financial transfers by the Central Government through the national budget will constitute an important source of revenue for regional authorities. The amount and form of transfers should consider the size, capacity and potential of a region, its population and the size of financial shortfall between the budget and locally raised revenue.
- Regional Councils and Authorities will be eligible to receive grants from donors and NGOs in support of their development programmes and projects and will be directly accountable for proper utilisation of those resources;
- Regional authorities will operate some revenue generating economic activities with direct or indirect (proxy) management and use them as revenue sources. These revenues shall be subject to taxation by the Central Government, but the percent and stages at which they will be taxed shall be determined through negotiations between the Central Government and Regional Authorities.
- Regional authorities may avail themselves of local and external loans as alternative or additional source of finance. The external loans shall be negotiated for on their behalf and approved by the Ministry of Finance on behalf of regional authorities.

## **5. INSTITUTIONAL STRUCTURES FOR OPERATIONALIZING REGIONAL PLANNING**

### **5.1 The need for regional planning structures**

5.1.1 Regional planning, like any other planning, is a management function and assists regional leadership in managing the development process in their regions. Regional development refers to socio-economic activities, which bring about improvements in the quality of life of the people in the regions, the adoption of new technologies, the establishment of new institutions, etc. It is associated with progress and improvement. Regional development involves implicit and explicit value judgements about the direction and speed of change. Regional development is much more than economic development. It is a multi-dimensional process which takes place in time and space and includes economic development; distributional aspects of development (social aspects); political and administrative development processes which are concerned with the shifts in the influence and power of groups and individuals. All these processes are

complexly interrelated and interdependent (the distributional impact of economic development and growth, the productivity effect of social factors, etc.).

- 5.1.2 The management of regional development lies in the hands of a large number of actors, both public and private, operating at different levels, with varying capacities, capabilities, concerns and powers. If regional planning is to act as an effective management tool, it must seek to influence the various agencies (actors) with the powers to act, encouraging them to adopt and use regional plans and policy guidelines. The Regional level is an intermediate level between national and local levels. The diversity of actors in the formulation and implementation of regional development programmes demands on the existence and functioning of institutional structures capable of co-ordinating activities of the various actors.

## 5.2 Overall Structures for Regional Planning

The key elements of the country's regional institutional structures include:

### At National Level

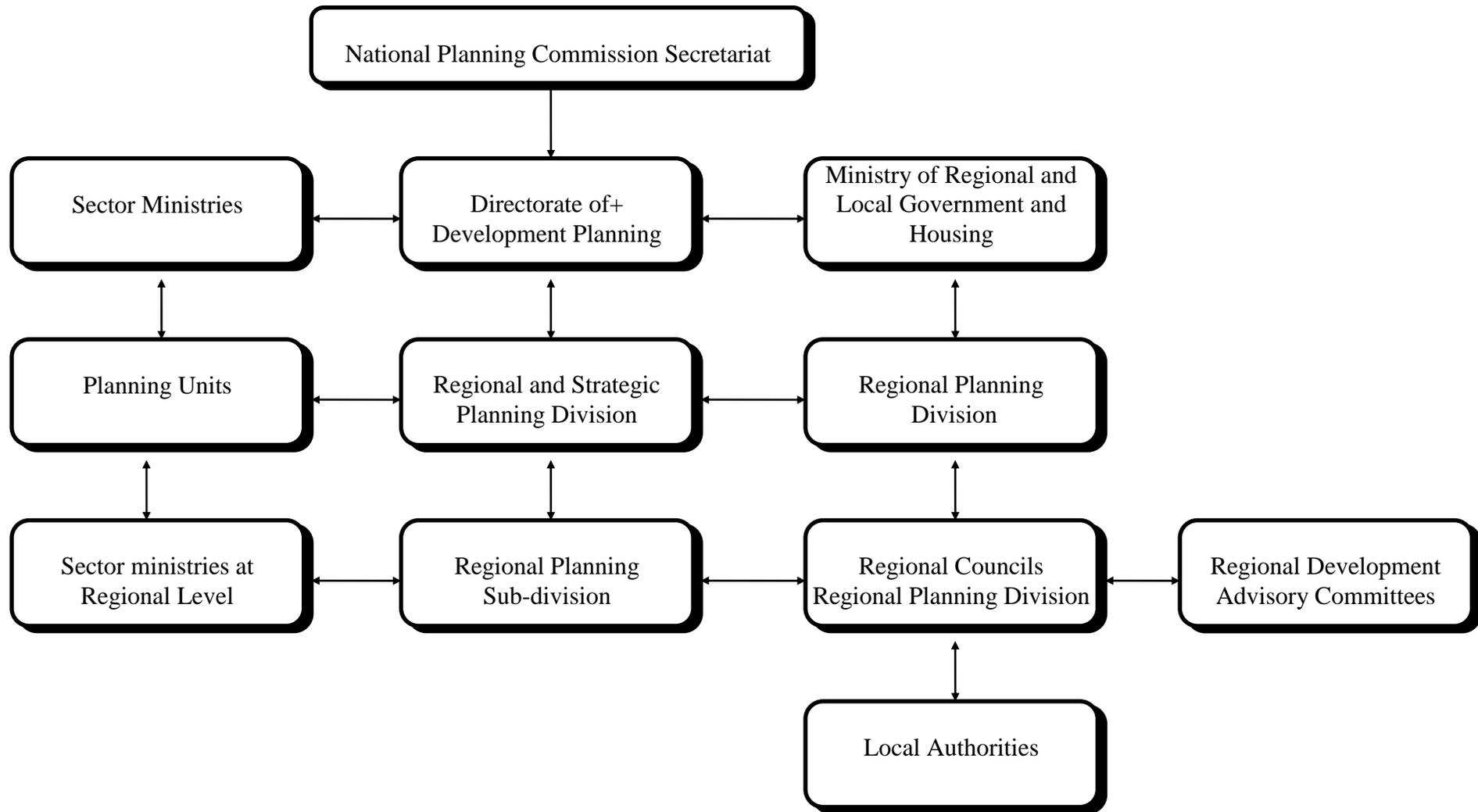
- 5.2.1 The **Regional and Strategic Planning Division** of the National Planning Commission Secretariat is the national umbrella body for regional planning at the National level. The main function of the Regional Planning Division is to establish, strategic regional development policies, plans, programmes and overseeing, co-ordinating, monitoring and evaluating their implementation. It oversees the regional planning activities of planning units of Line ministries as well as those of Regional Councils. It receives progress reports from regional councils, line ministries on realised regional development activities.
- 5.2.2 **Regional Planning Division** at the Ministry of Regional, and Local Government and Housing oversees both the political and socio-economic activities of Regional and Local Authorities. It oversees the planning and implementation of regional programmes and projects. It receives progress reports from regional councils and makes reports to the National Planning Commission Secretariat. The link with the planning activities at regional level is vital for the success of regional planning and development policy.
- 5.2.3 **Planning Units of Line Ministries** - deal with Sectoral programmes and projects, the majority of which include vital regional activities. Some of the planners at the Ministerial Planning Level deal specifically with the regional related sectoral programmes and projects. Adequate and effective communication and interaction is, therefore, essential between the Ministry's Planning Unit and the Planning Units of Regional councils in order to ensure that regional aspects of sectoral projects are reflected in the Councils regional development plans thereby making them more complete efficient and effective.
- 5.2.4 The national and regional structures are hierarchically linked and complementary structures are provided. The national structure (figure 1) pertains to the division of planning and development functions from the national level to the grassroots outlining the vertical and horizontal linkages and the position of Regional and Local Councils in the system.

- 5.2.5 The central message in both structures is that Regional Council are viewed as the sub-national institutions which have legal responsibility and corresponding authority to prepare, approve, co-ordinate, monitor and evaluate all development activities within the confines of their regions in line with the broad development framework and conditions set by the Central Government.
- 5.2.6 In the functional presentation of figure 1, the National Planning Commission (NPC) is placed at the summit of the structure. All Central Government Planning Agencies including those in sectoral ministries are functionally subordinate to this national body. The NPC is charged with the mammoth responsibilities of determining the priorities and direction of the nation's development. All governing policies and decisions pertaining to the overall orientations of social and economic plans and the relative allocations of investment resources fall within the functional domain of the National Planning Commission.
- 5.2.7 The Ministry of Regional and Local Government and Housing (MRLGH) and the National Planning Commission Secretariat are the leading national agencies with major responsibilities for promoting, strengthening and facilitating sustainable regional planning in the country in line with the decentralisation policy. MRLGH, which bears the direct responsibility for organizing and strengthening regional governments also, serves as a bridge between the Central Government and the sub-national Regional Councils. More specifically, the crucial role it plays has been defined in the decentralisation policy. Some of those responsibilities include:
- ensuring that decentralisation policy, which reflects Namibia's unitary status and the regions' realities, is in place, monitored and is updated from time to time;
  - building regional capacities in human and financial resources, institutions, services and facilities;
  - negotiating with the Central Government on resource transfers to the regions and the power to raise local revenues;
  - with the assistance of NPC and Ministry of Finance, negotiating and processing major loans on behalf of regional governments;
  - with the help of NPC, convincing sectoral ministries to comply with the decentralisation policy and to subject their sectoral plans, programmes and projects to the co-ordination of regional councils;
  - monitoring and evaluating the performance of Regional Councils;
  - through the NPC, exploring and realising international contacts on behalf of the regional authorities as regards experiences in regional planning and the development of new knowledge and techniques related to regional planning;
  - assisting Regional Councils in the build-up of regional data banks and documentation centres;
- 5.2.8 The contribution of the Secretariat of NPC to the promotion of regional planning capacity and practice, significant as it may be, is somewhat less direct than that of MRLGH: Through its Regional Planning Subdivision, staffed by a team of multidisciplinary experts, the NPC Secretariat:
- exerts necessary conditions for the undertaking of regional development plans and regional master plans;

- provides planning guidelines and technical advice to Regional Councils;
- encourages, supports and influences regional planning through allocation of investment and recurrent budgets for region-initiated plans, programmes and projects;
- monitors and evaluates implementation of regional plans, programmes and projects;
- Generates, processes and disseminates regional socio-economic data.

5.2.9 Jointly, the two national agencies can influence the degree of decentralisation and the future strength of Regional Councils in Namibia. Through this support the potential of participatory and more equitable development in the regions will be ensured.

**Figure 1: Institutional Framework for Operationalizing Planning at Regional Level**



### 5.3 Regional Council Level Structures

5.3.1 **Regional Councils** are the umbrella and highest political and administrative bodies at regional level. They provide a forum, which brings together the major regional organisations and forces within the region. Regional Councils are responsible for regional development policies and priorities for the regions, co-ordination and overseeing the general implementation of regional development activities. The Regional Councils represent the region at Ministerial and National levels. The Councils report to the Ministry of Regional and Local Government and Housing, responsible sector ministries and the Regional Planning Division of the NPC. Planning responsibilities of Regional Councils are outlined in the Regional Council Act of 1992 as follows:

- To undertake, with due regard to the powers, duties and functions of the National Planning Commission referred to in Article 129 of the Namibian Constitution and any other law relating to planning, the planning of the development of the region for which it has been established with a view to -
  - the physical, social and economic characteristics of such regions and, in so far as any neighbouring region has or is like to have any effect on the physical development of that region, the physical, social and economic characteristics of any such neighbouring regions;
  - the distribution, increase and movement and the urbanisation of the population in such region;
  - the natural and other resources and the economic development potential of such region;
  - the existing and the planned infrastructure, such as water, electricity, communication networks, and transport systems, in such region;
  - the general land utilisation pattern;
  - the sensitivity of the natural environment;
  - subject to the provision of Part VII, to establish, manage and control settlement areas;
  - To assist any local authority council in the exercise or performance of its powers, duties and functions etc.

5.3.2 Following the Regional Councils Act of 1992 item 2 (1), in terms of Article 56 of the Namibian Constitution, 13 Regional Councils were established as follows:

<b>REGION</b>	<b>REGIONAL COUNCIL</b>
a. Omusati	Omusati, Regional Council
b. Oshana	Oshana Regional Council
c. Ohangwena	Ohangwena Regional Council
d. Oshikoto	Oshikoto Regional Council

e. Kunene	Kunene Regional Council
f. Omaheke	Omaheke Regional Council
g. Otjozondjupa	Otjozondjupa Regional Council
h. Khomas	Khommas Regional Council
i. Kavango	Kavango Regional Council
j. Caprivi	Caprivi Regional Council
k. Erongo	Erongo Regional Council
l. Hardap	Hardap Regional Council
m. Karas	Karas Regional Council

- 5.3.3 The Regional Councils will have regional planning divisions and Regional Development Advisory Committees which will assist in the interpretation of national policy frameworks and in the formulation of regional plans and programmes and policy instruments consistent with the national development strategy. The Committees will assist in the analysis and determination of priorities, in the establishment of performance norms and ultimately in the evaluation of the performance of Regional Councils. The Regional Development Advisory Committees as a technical bodies, will have wider representation and will be under the supervision of Regional Councils. Plans and projects developed by sectors, NGOs, local authorities and the Regional Councils themselves will be analysed by the Committees for feasibility and consolidated on priority basis and presented to the Council for approval and eventual inclusion in regional plans for implementation.
- 5.3.4 The origins of plan or project ideas will be from the local communities, the people at the grassroots, social or community organisations on the ground reflecting their needs and interests. The ideas shall be screened and progressively formalised by the village and local councils respectively including Regional Development Advisory Committees and forwarded to the Regional Councils. Sectoral agencies will also collect and put together sector related project ideas for formalising and eventual presentation to the Regional Planning Division at Regional Council office. The major responsibility of the sectoral agencies is one of implementing approved programmes and projects falling in their respective spheres of activities ensuring the active participation of the local communities and Councils.
- 5.3.5 **Local Councils** - are local bodies such as township and rural councils, responsible largely for local development activities. As sub-development growth points, they form the nucleus of regional development in the localities. Some form of planning may be undertaken through those directly administering the affairs of councils.
- 5.3.6 A successful regional planning and development policy, as indicated above, is linked with effective decentralisation of regional development activities including decision making. Decentralisation is also advocated as a way of improving the management of regional development activities by increasing flexibility and responsiveness. If projects and programmes are planned and implemented at the local level, it is easier to make adjustments if unanticipated changes become necessary. For example, if a capital works project - such as a road, Primary School or health centre, fails to be implemented according to plan, it is easier to make adjustments such as the extension of the time required or the transfer of funds from one project to another. Similarly, if in the course of implementing a programme involving the introduction of a new cash crop, problems arise and the crop proves unsuitable in certain parts of the region because of adverse soil conditions or opposition from local farmers, changes can be made more easily and quickly if control is decentralised to regional and local levels.

5.3.7 Decentralisation is also advocated as a means of improving co-ordination between the various agencies involved in planning and implementation of development programmes at local and regional levels. It helps achieve integration of regional planning and fosters community and popular participation at regional and local levels.

5.3.8 The following are some of the critical characteristics essential for an effective institutional capacity building at regional and local levels:

- i. Adequate decision making and priority setting structures at appropriate regional levels involving wider local participation;
- ii. Appropriate organisational structures and inter relationships to enable the implementation of regional development strategies (measures, programmes, projects, etc.).
- iii. Availability of resources and information to enhance co-ordination and implementation of action plans through a regionally prepared development strategy;
- iv. Availability of necessary physical resources, such as office space office equipment, telecommunications, transport, etc.;
- v. Availability of necessary human resources with appropriate professional and technical skills to foster the establishment of priorities and the implementation of actions;
- vi. Participation in necessary networks, such as mass participation, community participation, to allow access to regional development experiences at local, regional, national and international levels.
- vii. Adequate financial resources to support the requirements outlined above.

## **6. PLANNING, IMPLEMENTATION, MONITORING AND EVALUATION OF REGIONAL DEVELOPMENT ACTIVITIES**

### **6.1 Implementation of the Regional Planning System**

6.1.1 Implementation of the regional planning system will be in stages. The first stage will involve the establishment of a sound institutional framework for efficient and effective operations of regional planning and development policy (plan formation, implementation, monitoring, evaluation and progress reporting). This stage is important as it covers both the establishments of regional planning institutions such as regional planning units, regional development advisory committees, capacity building and human resources development, etc. The ultimate success of the regional planning and development policy hinges on building and maintaining adequate capacities for the formulation and implementation of the regional planning policy. Appropriate support in this regard, will be essential particularly from Namibia's development co-operating partners and NGOs.

6.1.2 The second stage involves concretization and practising self-reliance in the formulation and implementation of regional plans and programmes. At this stage Regional councils will be

expected to have matured and established enough capacities for planning and implementation purposes as well as for mobilising budgetary resources needed to support effective execution of regional plans and programmes. Necessary attention will therefore continue to be given to institutional building, especially the strengthening of capacities for Regional councils to formulate their own plans, projects, programmes and adequately monitor and evaluate successes and failures of their endeavours. Co-ordinating and managing regional planning and implementation activities, through monitoring, evaluation and progress reporting, is fundamental and demands effective organisation of the whole planning process. Thus, the establishment (proclamation) of towns and villages will remain a priority and a continuous exercise. The process of institutional and capacity building will be undertaken continuously.

## **6.2 Monitoring, Evaluation and Progress Reporting of Regional Performance**

6.2.1 Regional development is an integral part of the process of national socio-economic development. Both the central and regional authorities are interested in ensuring sustainable regional development performance. The ultimate responsibility in ascertaining that progress in regional development activities is attained rests with regional authorities. Monitoring of implementation activities, evaluating and reporting the progress achieved is one of the key responsibilities, activities and functions of regional authorities. Some of the basic instruments for monitoring, evaluation and progress reporting will include:

- i. quantitative and qualitative objectives and targets set by regional development plans for realisation within specified time limits, against which actual performance results will constantly be measured;
- ii. quantitative and qualitative objectives and targets of national plans, such as NDP1, and future plans, will be used as standards against which to measure actual progress realised.
- iii. The regional development budget also performs as a standard against which actual expenditure is measured. Here, the concern is not only the total expenditure but also the expenditure on each budget item and the time frame within which expenditures have taken place. Gross comparisons between the budget and the actual expenditure and physical achievements of projects combined with detailed audit reports of financial performance are practical important instruments of control and performance indicators.

6.2.2 A summary presentation of the monitoring, evaluation and progress reporting system, at regional level, is presented below.

## MONITORING, EVALUATION AND PROGRESS REPORTING AT REGIONAL LEVEL

IMPLEME- NTATION	MONITORING	EVALUATION	PROGRESS REPORTING
Basic Purpose of monitoring, evaluation and progress reporting.	Keeping track of progress in implementation of Regional Development Plans, Programmes & Projects in relation to set objectives and targets. Timely removal of constraints and lags and taking corrective action.	Assessment of performance achieved, effectiveness, impact and effects of implemented regional programmes & projects against the plans' regional objectives and targets.	Provision of Periodic (quarterly, end of year) progress achieved in implementation of Regional plans, programmes and projects.
Sources of Information	Periodic Regional and Local Progress Reports.	Periodic administrative reports, evaluation reports, in-depth studies, sample surveys.	Regional Planning Units of Regional Councils, Local Councils/authorities, Project Reports of NGOs, Donors, line Ministries, etc.
Location	Regional Planning Units at Regional Council Level.	Regional and Local Councils (Planning Units)	Regional and Local Councils (Planning Units)
Reporting To	Regional Council, Ministry of Regional and Local Government and Housing and National Planning Commission Secretariat.	Regional Council, MRLGH and NPCS.	Regional Councils, MRLGH, NPCS, Funding Agency.
Main Focus	Attainment of Regional Objectives and Targets.	Regional & Local Councils, NGO's & Aid Agencies, MRLGH, line Ministries and NPCS.	Regional & Local Councils, MRLGH, NPCS Funding Agency.
Time Frame (Periodicity)	Quarterly and End of Year.	Quarterly and End of Year.	Quarterly and End of Year.