

RESEARCH PROJECT

**EFFECTIVENESS AND EFFICIENCY OF A PUBLIC-PRIVATE PARTNERSHIP
ARRANGEMENT: A CASE STUDY OF PERCEPTIONS ON THE WARD
CONTRACTOR SYSTEM IN THE CITY OF WINDHOEK, NAMIBIA.**

By

Dr Charles Keyter

December 2009



Declaration

I Charles Keyter declare that this project is my own and original work and that this work has not been submitted before.

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Charles Keyter

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Date

Abstract

Public private partnerships (PPP) have become an important instrument in sub-national government's development assistance. PPP also adds a new variant to cooperation between governments and the economy of their countries. It concerns the establishment of purposeful joint business ventures at programme level, which aims at providing a more efficient and effective service delivery. Furthermore, the aim of PPP arrangements is to ensure that the approach being use is pro poor. In this regard the City of Windhoek has embarked on such a PPP arrangement to enhance the living conditions of the residents within the city, create an entrepreneurial spirit amongst small scale independent providers and to ensure that the most vulnerable groups within the Namibian society, women, benefit from this arrangement.

The purpose of this project is to determine the effectiveness and efficiency of the ward contractor project based on the perceptions of the various stakeholders involved in the project. The ultimate aim is to investigate the link between the theory and the practice and that this specific project lives up to its goals and objectives. This project will generate knowledge that will be of benefit to decision makers, practionaries and scholars interested in PPP within the Namibian, regional and international context. The knowledge gain with this project will be disseminated at local, regional and international forums to enhance the subject field and practice of public-private partnership and entrepreneur ship.

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Table of Contents

1. Introduction	13
2. Public-Private Partnership to Improve Local Service Delivery	14
3. Legislation relating to Public-Private Partnerships in Namibia	16
4. Public-Private Partnerships for Sustainable Development: A Case Study of Solid Waste Management in the City of Windhoek.....	18
5. Development of the Ward System in the City of Windhoek.....	19
6. Division of the City of Windhoek into functional wards	21
7. Research problem	22
8. Objectives of the research project.....	23
9. Research methodology and administration.....	23
10. Research findings	26
10.1. Gender	26
10.2. Years of employment.....	27
10.3. Education	28
10.4. Familiar with the concept Public-Private Partnership (arrangement between private business and the local authority/municipality) in service delivery.	29
10.5. Private business involvement in the improvement of services at local government level. ...	30
10.6. Reasons why the City of Windhoek engaged in a partnership arrangement with the private business in the Ward Contractor project.....	31
10.7. The City of Windhoek consult other parties such as citizens, employees of the city, Non-Governmental Organisations, Community Based Organisations and Faith Based Organisations (churches) before engagement in the project.....	32
10.8. Other parties beside the private business who are involved in the project.....	33
10.9. Familiar with the role(s) and responsibilities of each partner (Ward contractor, City of Windhoek) in this arrangement.....	34
10.10. The City of Windhoek created an enabling regulatory, legal and political environment suitable for this partnership arrangement.	35
10.11. The division of the City of Windhoek into 16 functional wards is the most appropriate system to render an open space and street cleaning service.....	36

10.12.	Familiar with the content of the contractual arrangement (service delivery agreement) in place.	37
10.13.	The current contractual arrangement (service delivery agreement) is the most suitable for the project.....	38
10.14.	The City of Windhoek provides the necessary supervision and contract management in order to ensure that the provisions of the contracts are adhered to and that the cleanliness within the City is maintained.....	39
10.15.	The City of Windhoek pay agreed fees promptly and in full.	40
10.16.	The Ward Contractor provides the agreed service.....	41
10.17.	Ward Contractor meets the agreed standards/targets as set in the agreement.	42
10.18.	All partners (Ward contractor, City of Windhoek) act in a transparent and accountable manner.	43
10.19.	Appointment of ward contractors was transparent.....	44
10.20.	Anti-corruption measures in place to avoid favouritism of a specific Ward Contractor.	45
10.21.	Partners (Ward Contractors, City of Windhoek) adhere to the general legal requirements/laws of Namibia.	46
10.22.	Performance measures in place to monitor performance of all partners involved.	47
10.23.	The Ward Contractor project contributes towards capacity building amongst partners.	48
10.24.	Training was provided as part of this project.	49
10.25.	The training provided was relevant and applicable to the project.....	50
10.26.	The arrangement allows for innovative and creative ideas to be implemented.....	51
10.27.	Conflicts between partners (Ward contractors, City of Windhoek and employees of Ward Contractors) are properly solved.	52
10.28.	The Ward Contractor project creates new jobs.....	53
10.29.	The Ward Contractor project contributes towards empowerment of the poor.....	54
10.30.	The Ward Contractor project contributes towards economic development in the City of Windhoek.....	55
10.31.	The community is satisfied with the appropriate level of services provided by the Ward Contractor.....	56
10.32.	Services provided are affordable to the community.	57
10.33.	The Ward Contractor project contributes towards the cleanliness of the City of Windhoek.....	58
10.34.	The Ward Contractor project contributes towards the cleanliness of the informal settlements in the City of Windhoek.	59

10.35.	The Ward Contractor project contributes towards the improvement of the health of the citizens of the City of Windhoek.	60
10.36.	The cleanliness of the City of Windhoek has influenced tourists’ perception of the city.	61
10.37.	The Ward Contractor project used by the City of Windhoek can be implemented by other towns in Namibia.	62
10.38.	The Ward Contractor project is a success.....	63
10.39.	The Ward Contractor project is sustainable for the future.	64
10.40.	The Ward Contractor project demonstrates “value for money”	65
11.	Discussion.....	69
11.1	Starting out a PPP project.....	70
11.2	Preparation stage of a PPP.....	72
11.3	Development stage of a PPP	73
11.4	Implementation stage of a PPP.....	74
12.	Conclusion	75
13.	Recommendations	76
14.	Bibliography	78
	Appendix A: Questionnaire.....	80
	Appendix B: Response of the Employees of the Solid Waste Division	85
	Appendix C: Response of the Ward Contractors	88
	Appendix D: Response from the Employees of the Ward Contractors	91

List of Figures

Figure 1: Gender of respondents	26
Figure 2: Comparison of employment duration of samples.....	27
Figure 3: Holistic response on duration of employment.....	27
Figure 4: Comparison of the level of education of samples.....	28
Figure 5: Holistic response on the level of education.....	28
Figure 6: Holistic response on familiarity with the concept PPP	29
Figure 7: Comparative perceptions of the samples on the involvement of the private sector in local government services.....	30
Figure 8: Holistic response on the involvement of the private sector in local government services.....	30
Figure 9: Comparative perceptions of the samples on the reasons why the CW engaged in the Ward Contractor project.....	31
Figure 10: Holistic response on the reasons why the CW engaged in the Ward Contractor project.....	31
Figure 11: Comparative perception of samples on whether consultation with other role players such as NGO's, CBO's and FBO's took place before the project began.....	32
Figure 12: Holistic response on consultation with other stakeholders such as NGO's, CBO's and FBO's before the project began	32
Figure 13: Comparative perceptions of the samples on the involvement of other parties beside the private business in the project.....	33
Figure 14: Holistic response on the involvement of other parties beside the private business in the project.....	33
Figure 15: Comparative perceptions of the samples on familiarity with the role(s) and responsibilities of each partner.....	34
Figure 16: Holistic response on familiarity with the role(s) and responsibilities of each partner.....	34
Figure 17: Comparative perceptions of samples on the creation of an enabling environment by the CW.	35
Figure 18: Holistic response on the creation of an enabling environment by the CW.....	35
Figure 19: Comparative perceptions of samples on the division of the CW into 16 functional wards.	36
Figure 20: Holistic response on the division of the CW into 16 functional wards.....	36
Figure 21: Comparative perceptions of samples on the content of the contractual agreement	37
Figure 22: Holistic response on the content of the contractual agreement	37
Figure 23: Comparative perception of samples on the service agreement as an option for the project ..	38
Figure 24: Holistic response on the service agreement as an option for the project.	38
Figure 25: Comparative perceptions of the samples on the supervision and contract management provided by the CW	39
Figure 26: Holistic response on the supervision and contract management provided by the CW	39
Figure 27: Comparative perceptions of samples on the payment of fees by the CW promptly and in full	40
Figure 28: Holistic response on the payment of fees by the CW promptly and in full.....	40
Figure 29: Comparative perceptions of samples on the rendering of services by the Ward Contractor...	41
Figure 30: Holistic response on the rendering of services by Ward Contractor.....	41
Figure 31: Comparative perceptions of samples on whether the Ward Contractor meets agreed standards/targets.....	42
Figure 32: Holistic response on whether the Ward Contractor meets agreed standards/targets.....	42
Figure 33: Comparative perceptions of samples on transparency and accountability of partners	43
Figure 34: Holistic response on transparency and accountability of partners	43

Figure 35: Comparative perceptions of samples on the transparent appointment of Ward Contractors.	44
Figure 36: Holistic response on the transparent appointment of Ward Contractors	44
Figure 37: Comparative perceptions of samples on awareness of anti-corruption measures in place to avoid favouritism of a specific ward contractor	45
Figure 38: Holistic response of awareness of anti-corruption measures in place to avoid favouritism of a specific ward contractor.	45
Figure 39: Comparative perceptions of samples on adherence to the legal requirements/laws of Namibia	46
Figure 40: Holistic response on the adherence o the legal requirements/laws of Namibia	46
Figure 41: Comparative perceptions of samples on the presence of performance measures in place to monitor performance of partners.....	47
Figure 42: Holistic response on the presence of performance measures in place to monitor performance of partner.	47
Figure 43: Comparative perceptions of samples on capacity building of partners through the project. ..	48
Figure 44: Holistic response on capacity building of partners through the project.	48
Figure 45; Comparative perceptions of samples on the provision of t raining to participants of the project	49
Figure 46: Holistic response on the provision of training to participants of the project	49
Figure 47: Comparative perceptions of the samples on the applicability and relevance of the training provided	50
Figure 48: Holistic response on the relevance and applicability of training provided	50
Figure 49: Comparative perceptions of samples on the implementation of innovative and creative ideas as part of the project	51
Figure 50: Holistic response on the implementation of innovative and creative ideas as part of the project	51
Figure 51: Comparative perceptions of samples on the solving of conflicts amongst patners.....	52
Figure 52: Holistic response on the solving of conflicts amongst partners	52
Figure 53: Comparative perceptions of samples on job creation through the project	53
Figure 54: Holistic response on job creation through the project.....	53
Figure 55: Comparative perceptions of samples on the empowerment of the poor through the project	54
Figure 56: Holistic response on the empowerment of the poor through the project.....	54
Figure 57: Comparative perceptions of samples on the project’s contribution towards economic development in the CW	55
Figure 58: Holistic response on the contribution of the project towards economic development in the CW.....	55
Figure 59: Comparative perceptions of samples on the community’s satisfaction with the services provided by the Ward Contractor.....	56
Figure 60: Holistic response on the community’s satisfaction with the services provided by the Ward Contractor	56
Figure 61: Comparative perceptions of the samples on the affordability of services to the community..	57
Figure 62: Holistic response on the affordability of services to the community.....	57
Figure 63: Comparative perceptions of samples on the cleanliness of the CW	58
Figure 64: Holistic response on the cleanliness of the CW	58
Figure 65: comparative perception of samples on the cleanliness of the informal settlements	59
Figure 66: Holistic response on the cleanliness of the informal settlements.....	59
Figure 67: Comparative perceptions of samples on the contribution of the project to the health of the citizens of the CW.	60

Figure 68: Holistic response on the contribution of the project towards the health of the citizens of the CW.....	60
Figure 69: Comparative perceptions of the samples on tourists’ perception of the CW.....	61
Figure 70 holistic response on tourists’ perception of the CW	61
Figure 71: Comparative perceptions of the samples on the use of the project by other towns in Namibia	62
Figure 72: Holistic response on the use of the project by other towns in Namibia	62
Figure 73: Comparative perceptions of samples on whether the project is a success.....	63
Figure 74: Holistic response on whether the project is a success	63
Figure 75: Comparative perceptions of samples on the sustainability of the Ward Contractor project ...	64
Figure 76: Holistic response on the sustainability of the Ward Contractor project.....	64
Figure 77: Comparative perceptions of samples on the statement “ Value for money”	65
Figure 78: Holistic response on the statement “Value for money”	65

List of tables

Table 1: Comparative response from samples on the negative aspects of the Ward Contractor project.	66
Table 2: Comparative response of samples on recommendation made to improve the Ward Contractor project.....	68

Acronyms

CW	City of Windhoek
CBO	Community Based Organisation
EMP's	Employees of the Ward Contractors
FBO	Faith based Organisation
GRN	Government of the Republic of Namibia
LED	Local Economic Development
MDG	Millennium Development Goals
NGO	Non governmental organisation
OSSC	Open space and street cleaning
PPP	Public-Private Partnership
SWD	Solid Waste Division
WC	Ward Contractors

1. Introduction

The public sector has been the main actor in service delivery and development activities in most countries in Africa until the mid 1980s. The public sector was the main actor in providing basic services such as primary education, health care, clean water supply and distribution, waste water collection and removal and treatment, solid waste collection and removal and energy supply which is vital to poverty reduction and the achievement of the Millennium Development Goals (MDGs). From the mid 1980s, following the winds of change in the form of far-reaching social, political and economic reforms the role of the public sector in the development process has changed in many African countries. The main role of the public sector is to act as facilitator for the private-led economic development and growth. In this regard the private sector has played a major role in bringing about sustainable development in most economies.

Private-sector-led economic growth and development is considered to be more effective and efficient when it comes to service delivery. The private sector is been seen as more dynamic, resistant, creative, innovative and vibrant than the public sector. The main arm of the private sector is to make a profit as it embraces the concept of free interplay of the market forces of supply and demand in the production and distribution of goods and services. Due to this interplay there might be market failures in the production and distribution of same goods and services. Furthermore, due to the profit-oriented approach used by the private sector goods and services might not be available or affordable by the poor and only benefit the rich who can pay for them.

In order to address above-mentioned concerns, the use of Public-Private Partnerships (PPPs) in the production and distribution of same goods and services is inevitable for the attainment of sustainable development. PPPs can indeed deliver tangible economic, social and environmental benefits to the poor, this contributing to achieving the MDGs nationally. Furthermore, a pro-poor PPP is intended to deliver basic services to the poor themselves, thus enhancing their access to adequate affordable services while providing them with economic and livelihoods opportunities. Moreover, such an approach can empower the poor and catalyse their effective participation and representation and expand their choice for the service level, its provider, its planning investment, service tariff setting and its adequacy.

2. Public-Private Partnership to Improve Local Service Delivery

It is becoming increasingly clear that governments cannot meet the growing demand for services by acting alone and that there is indeed a need to look for support from other employers within society to contribute towards service delivery. However, since basic services are public goods and since markets fail to provide such services equitably, the primary responsibility and accountability for their delivery remains with the state. A Public private partnership can be explained as conceptually collaboration between public and private organisations in public service delivery (Commonwealth 2003; Sohail, 2003; Base and Walt, 2002 and Nkya, 2000). According to Plummer (2002) PPPs describe some form of partnership endeavour involving the public and private sectors, but not excluding the involvement of the third sector, namely, civil society. This approach is been echoed by Gildman et al (1995:vii) in Ngowi (2006: 29), which indicate that four groups of actors are relevant in PPPs. These four groups are the government, non-governmental organisations (NGOs), community based organisations (CBOs) and the private sector. Current literature and experiences indicate that faith-based organisations (FBOs) such as churches can also play a major role in PPP arrangements.

The Ministry of Regional and Local Government, Housing and Rural Development in Namibia, has defined the Namibian Governments definition of PPP as follows: “Public-Private Partnership describes a range of possible relationships between public and private actors for the cooperative provision of municipal services. It therefore offers alternatives to full privatisation by combining the social responsibility environmental awareness and public accountability of the public sector, with the finance technology, managerial efficiency and entrepreneurial spent of the private sector” (MRLGH, 2004:5).

Plummer (2004) indicates that there are various organisational frameworks that can be considered for a municipal private partnership arrangement. In this regard Plummer (2004; 179-187) draws attention to the following organisational options, namely:

- The direct contractual model;
- The utility model;
- The joint venture model;
- The community-contracting model;
- Bundling; and
- Unbundling.

The development of an organisational framework will form the primary part of the broader urban management objectives. Once the framework is in place, the various contractual options on offer can

then be considered. In this regard Plummer (2004) identifies the following major types of contracts currently in use with the formal private sector, namely:

- Service contracts;
- Management contracts;
- Leases and affermage contracts;
- Franchises;
- Concessions; and
- Build operate transfer (BOT) variants.

The above mentioned contracts can be distinguished by the role of the public and private organisations in ownership, investment, tariff collection and operation.

According to Gildman et al (1995:ibid) in Ngowi (2006: 31) the most commonly form of PPP is contracting out. Sohail et al (2003) indicate that there are no strict PPPs classifications that can be made because partnership classification depends on the type of services, the nature and strengths of the partners and the objectives of PPPs. Nkya (2000) and Sohail, et al (2003), further argues that partnerships are basically institutional arrangements which constitute rules defining the relationships that govern the partnerships, roles, responsibilities and accountability mechanisms. The overall aim of PPPs is to meet public needs, which would not have been realised without joint efforts. Ngowi (2006:31) concludes that through PPPs, inter-alia, the public sector will be able to maintain partial ownership and management of services, avoid accusations of “whole state” transfer of service delivery to the private sector and at the same time be effective in its role of political accountability to its constituents.

One of the main problems experienced in conventional PPP arrangements is that the poor do not benefit from this arrangement. On the contrary, improvements in the service often come at the expense of the poor. This is mainly due to the absence of proper policy directives and regulatory frameworks with strong poverty reduction objectives and incentives that are not in place at the outset. Furthermore, the lack of capacity and hastily prepared policy instruments together with a lack of experience and knowledge, lead many governments to adapt contracts and regulatory frameworks that are detrimental to the poor. In order to rectify these contractual omissions, it might lead governments to renegotiate contracts with their private counterparts to address the omissions. This process becomes very costly for the state, sets uncertainties for the private sector investment in service delivery and creates public discontent and opposition to any form of private sector involvement in the provision of basic services. It is required from governments who embraced a PPP approach to ensure that there is close consultations with all the stakeholders, including the poor, before entering into any type of contractual arrangement. It is the responsibility of governments to define service delivery targets, make the necessary regulatory changes

and build them into contracts with appropriate incentives for private operators and other non-state providers to meet service delivery targets and enforceable penalties for failure of doing so.

The private sector operators and other non-state providers also have a role to play in order to ensure that the PPP arrangement is successful. Besides employing ethical business practices in fulfilling their contractual obligations and not exploiting the power accorded to them in terms of long-term contracts they need to be more creative and innovative in seeking to expand the service coverage, quality and affordability of the service to the poor. Transferring of skills and knowledge together with empowerment of the poor are crucial contributions to be made by the private sector operators and other non-state providers.

The role of CBOs, NGOs and FBOs in making PPPs work for the poor can also be significant. They can mobilise community support for and ensure involvement with the related processes, undertake public awareness raising and promotion campaigns for PPPs to succeed, and they can mediate dialogue between public and private partners and the community and users. They can furthermore play an oversight role on behalf of the poor users and the public with regard to the service delivery quality, quantity, coverage affordability of the service and ensure that there is no abuse of users by the private operators and/or misuse of public funds by the partner.

3. Legislation relating to Public-Private Partnerships in Namibia

The law in Namibia with regard to PPPs is contained in the following pieces of legislation, namely:

- The Local Authorities Act, 1992 (Act No. 23 of 1992) as amended;
- The Regional Councils Act, 1992 (Act No. 22 of 1992);
- The Decentralisation Enabling Act, 2000 (Act No. 23 of 2000);
- The Trust Fund for Regional Development and Equity provisions Act, 2000 (Act No. 22 of 2000);
- The Nature Conservation Ordinance, 1975 (Ordinance No. 4 of 1975);
- The National Water Policy White Paper of August 2000;
- The National Environmental Health Policy of March 2003; and
- The National Land Policy of 2004.

Each of these current or pending laws has implications for PPPs in Namibia. The law currently prescribes two mechanisms for establishing PPPs. These two mechanisms are joint business ventures or/and commercialisation of services functions or duties. Currently the preferred mechanisms for PPPs in Namibia are the entering into a joint business venture by a local authority council or regional council. This

arrangement implies that a local authority or a regional council in Namibia may enter into a joint business venture by taking up shares in an existing company registered, or a company to be registered in terms of the Companies Act, 2004 (Act No 28 of 2004) or by accepting the position of beneficiary of a trust established or entering into an agreement with the government, a ministry, a regional council, another local authority council, a public enterprise or an NGO relating to the joint or business venture (MRLGH, 2004:91)

For the purpose of this research project the focus will be on the Local Authorities Act, 1992 (Act No. 23 of 1992), which is the governing law in Namibia relating to local government affairs. Section 94 A (1) (b) and (c) of the Act empowers the Minister of Regional and Local Government, Housing and Rural Development to make regulations relating to the entering into a joint business ventures by a local authority council and the commercialisation of any service rendered or function or duty exercised or carried by a local authority council, respectively. The minister has made regulations relating to the entering of joint business ventures by local authority councils under section 94 A (1) (b) of the Local Authorities Act, as amended in 2000, and those regulations were promulgated by Government Notice No. 40 of 5 March 2001 (MRLGH, 2004:10). The effect of this government notice is that a local authority council may enter into a joint business venture in order to exercise, perform or carry out any power, function or duty of the local authority council relating to:

- The supply of water;
- Sewerage and drainage;
- Removal, destruction or disposal of night soil, rubbish, slop water, garden and stable litter, derelict vehicles, carcasses of animals and all kinds of refuse or otherwise offensive and unhealthy matter;
- Establishment and maintaining of cemeteries;
- Constructing and maintaining of streets and public places;
- Supply of electricity or gas;
- Establishment, carrying on and maintaining of sand, clay, stone or gravel quarries;
- Establishment, carrying and maintaining of a public transport service;
- Establishment of a housing scheme;
- Establishment, carrying and maintaining of markets, abattoirs, aerodromes, an ambulance service, bands and orchestras, dipping tanks, a fire brigade, museums, pounds, nurseries and a traffic service, depots and parking garages;
- Beautifying and securing the neatness of a local authority area;
- Establishing and maintaining of any building or structure for community requirement;
- Acquisition, hiring, letting of any movable property;
- Buying, hiring of any immovable property;

- The determination of charges, fees and other moneys payable in respect of service, or facility established and provided by it under this Act;
- Farming on its town lands,
- Promotion of tourism; and
- Exercising of any other power conferred upon or assigned to a local authority council.

The manner in which a local authority council may enter into a joint business venture is to take up shares in an existing company registered or a company to be registered in terms of the Companies Act, 2004 (Act No 28 of 2004), or to accept the position of beneficiary of a trust established or to enter into an agreement with the government, ministry, a regional council, another local authority council, a parastatal or an NGO to the joint business venture.

4. Public-Private Partnerships for Sustainable Development: A Case Study of Solid Waste Management in the City of Windhoek

In order to understand the involvement of the City of Windhoek (CW) in PPPs, it is imperative to take note of the vision and mission statement of the CW, respectively. In this regard the vision of the City of Windhoek reads as follows:

We commit ourselves to make the City of Windhoek a vibrant, economic and technological centre of excellence in Africa in order to enhance the quality of life of all our people.

The mission statement of the City of Windhoek is to:

- Render affordable, efficient and effective services to our customers through the optimal use of resources, technology and sound financial and environmental practices, and
- Recruit, train, develop and retain a highly motivated work force (Mayoral Report, 2006-2007).

The CW, through the Department of Economic Development and Community Services is responsible for the promotion of business development and employment creation in Windhoek. The Local Economic Development (LED) strategy of the CW provides the focus and direction of all activities within the city towards the promotion of new and better employment opportunities, a conducive environment for business and investment, as well as a more sustainable and diverse economic base. In this regard the LED strategy recognises the market conditions that influence Windhoek's local economy as well as the current national policy environment. The LED strategy consolidates the major initiatives and plans for the CW, while promoting the collaboration and harmonisation of programmes and activities that intervene in

the development of the local economy. In this regard the awarding of tenders to 16 ward contractors who are responsible for solid waste and the cleaning of the CW is a good example, which will be explained in the remaining part of this paper. These contractors will be monitored and supervised by the CW to ensure desired results. The CW has granted their small contractors an opportunity to become entrepreneurs and contribute meaningfully to the economy of the city and the country. The next part will briefly explain the development of the ward system and its influence in promoting effective and efficient service delivery to the residents of the CW.

5. Development of the Ward System in the City of Windhoek

After independence in 1990, the population of the CW have grown substantially. Currently, the unprecedented annual growth rate of the CW is 4% which presented serious challenges to the management of the city in rendering services (Mayoral Report, 2006-2007: 22). This influx of people has led to an increase in waste generated, especially in the informal settlements. Furthermore, the high concentration of people in these informal areas poses a dangerous health issue and has the potential for disease outbreaks. The limited availability of serviced land is a burning challenge to which the CW has no immediate solution.

The management of solid waste in informal areas is difficult and the increase in waste generated in the CW implementing the Open Space and Street Cleansing System (OSSC) in 1991 as an employment creation initiative, with secondary objectives of providing a more community based approach to open space cleansing and to curb the ever escalating refuse removal costs while at the same time maintaining a clean city. In 2002 the system was reviewed and changed to the Ward System in which the CW was divided into 16 functional wards with increased supervision and an element of community education and awareness regarding solid waste management. The ward system consists of three main units, established to perform specific tasks, namely:

- Street sweeping and open space cleaning – manual operations.

Currently, the City of Windhoek has 689km of tarred streets/roads that need to be swept and maintained clean and for this task the unit has two teams. These two teams are each equipped with a light truck and sweeping equipment. The unit cleaned all open spaces by picking-up of litter and manually sweeping streets all over the City of Windhoek (Louw, 2006: 16).

- Street sweeping and open space cleaning – mechanical operations.

This unit dealt with the removal of the refuse (building rubble, garden refuse and car wreckages) from open spaces and street corners. Approximately 4000 m³ of waste was removed per month in the entire CW. At the same time the CW has introduced the skip container system as an additional system to reduce the front-end-loader system by 50 per cent. In this regard the CW has introduced a total of 322 skip containers which were serviced by two double axle skip container trucks and two old tipper trucks that was converted to load skip containers. Two new mechanical brooms were also purchased to replace the old heavy-duty redundant units, which were out of operation for most of the time (Louw, 2006: 17).

- Solid waste management education and law enforcement

Environmental awareness grew in every sector of the public as solid waste management increases their efforts with more community participation and involvement. The need to have a dedicated team responsible for raising awareness and the promotion of solid waste management is a pre-requisite for a clean city. The education unit within the solid waste management division is responsible for the development of educational and awareness raising materials. Solid waste management education is implemented by means of the following ways, namely:

- electronic media advertising and talk shows;
- radio advertising and talk shows;
- print media advert-editorial and advertisements;
- schools and public campaigns;
- law enforcement/transgression activities and solid waste management control;
- school competitions/sensitisation/syllabus development;
- reuse and recycle activities;
- environmental organisations
- holistic marketing strategy and solid waste management aimed at changing public perception and environmental cleanliness; and
- solid waste management educational materials development (Louw, 2006: 18).

Besides successes achieved with the Ward System, some major weakness were also experienced, namely;

- The performance measurement of the Ward System was based on the quality of waste removed, for example, the number of bags collected, distance of streets swept and number of truck loads of waste. During the operations, some of the contractors were stealing the refuse from their fellow

contractors in order to increase the quality of waste, and thereby increasing their remuneration. The result of such practices was that the CW was not left clean and the CW has to pay large amounts of money to contractors on a monthly basis and thereby spending valuable resources in managing disgruntled contractors.

- The required level of supervision over the system was insufficient due to a lack of supervisory staff. In practice one supervisor has been appointed to coordinate, supervise and accurately record the output of \pm 50 private contractors and or community volunteers and or permanent assistants on a daily basis. The result of this practice has led to the lowering in the quality of the service, fraudulent actions such as over-or-under booking of data, increased public complaints and poor service delivery.
- Due to the fact that the supervisory personnel spend most of their time supervising, they did not have time to deal with the community educational programmes on solid waste management. This practice has resulted in the community not being properly educated on issues of solid waste management issues. This resulted in the illegal dumping of refuse in the various neighbourhoods.
- Lastly, the educational level of the supervisory staff was lacking, which resulted in various queries received about the audit, operation, execution and supervision of contracts. Serious allegations were made regarding corruption and maladministration practices amongst supervisory staff (Louw, 2006: 19).

6. Division of the City of Windhoek into functional wards

Since the implementation of the OSSC system in 2002, the CW has advanced in population and new developmental projects that has taken place. This has resulted in an increase in solid waste in the entire city. This harmful manifestation of the problem was more apparent in the industrial areas and informal settlement areas. Numerous challenges facing the system allowed for another review in 2006 culminating into the introduction of the Ward Contractor System towards the end of 2006. The objectives of the ward contractor project were to:

- Enhance the cleanliness of the City of Windhoek in particular the Katutura neighbourhood and the surrounding residential areas;
- Enhance community awareness of the negative effects associated with illegal dumping and the benefits for the residence and environment in particular in good solid waste management practices;
- Introduce and establish a dedicated person (coordinator/team leader) dealing with solid waste management issues – and known to the residents in each area; and

- Establish smaller functional units throughout the CW which can be better supervised and managed and which can in the medium – to long term possibly be developed into Small Medium and Macro Enterprises (SMME) operational units (Louw; 2006:20).

In this regard the CW was divided into 16 functional wards, each with a ward contractor tasked with the responsibility of coordinating all solid waste management activities in that ward, on grass-roots level. The CW has entered into 5 year contracts with 16 independent Ward Contractors who are responsible for the rendering of the following services:

- collection of all open space refuse and rubble;
- sweeping of street surfaces from road edge to road edge inside kerb face;
- cleaning of storm water catch-pits to ensure free flow of storm water;
- supervision of the community waste volunteer system;
- conducting of community education and awareness raising;
- tracking of illegal dumping activities and the issuing of transgression notices; and
- co-ordination of a heavy refuse removal programme within each ward, in collaboration with the relevant project leader (Louw, 2006: 21).

The CW is responsible for the supervision and contract management in order to ensure that the provisions of the contract are adhered to and that the level of cleanliness within the City is maintained.

7. Research problem

Since PPP arrangements is a fairly new concept among most Local Authorities in Namibia, the Namibian Government has adopted a strategy to promote pro-poor service delivery partnership contracts for services such as refuse removal, street cleaning, solid waste material resource recovery/recycling, management, parks, cemeteries and recreational centres. This approach provides opportunities for entrepreneurs, small-medium enterprises and civil society organisations to pool resources together and participate in the delivery of services for the poor. However, the challenge is whether all partners can work together to ensure that quality services are delivered in a speedy manner and to meet realistic standards at affordable tariffs. The challenge is further to ensure that the national development objectives of job creation, empowerment of disadvantage groups, poverty reduction, local economic development and environmental sustainability can be achieved. In this context the project was undertaken. The research problem was to determine the effectiveness and efficiency of the ward contractor project in the City of Windhoek based on perceptions of the various role players involved.

8. Objectives of the research project

The objectives of the research project were to:

- Investigate the perceptions of the various role players involved in solid waste management service within the CW according to criteria related to public-private partnership arrangements;
- Compare the perceptions various role players involved in solid waste management service within the CW.
- Make recommendations regarding the improvement of the solid waste management service in the CW.

9. Research methodology and administration

The researcher made use of a qualitative research approach during the research. A qualitative data collection approach is been used because it is a source of well-grounded, rich descriptions and explanation of processes in identifiable contents (Miles & Huberman, 1994: 10).According to Leedy (1993:140) the “qualitative research approach is both creative and scholarly. It is a creative scientific process that necessitates a great deal of time and critical thinking, as well as emotional and intellectual energy. One must have a true desire to discover meaning, develop understanding and explain phenomena in the most thorough way possible. Qualitative research is not slovenly, undisciplined, “soft” research but creative scholarship at its best”. In order to complete this task the CW and especially the Solid Waste Division and service is demarcated as a case study to determine the effectiveness and efficiency of the open space and street cleaning project in the City. The case study approach depicts a slice of life, since it is a written record of an actual incident that happened in a work environment. This incident is described and explained, along with the problem that arose, who was involved, why the problem was experienced, and the opinions and prejudices that were pertinent to the individuals involved (Brynard & Erasmus, 1995:7). The strength of this approach is that it involves participation and involvement on the part of subjects, which enhances the changes of high construct validity, low refusal rates and ownership of the findings. A structured questionnaire has been designed and used during the research. The questionnaire has been designed in such a manner that the views and opinion of each participant will be treated in a confidential manner. Participants do not have to mention their name or the name of their company. The questionnaire consists of three (3) sections, namely:

- Biographical Information;
- Statements; and
- General comments.

The questionnaire was submitted in draft form to the project leader within the Solid Waste Division of the CW for comments and input. The project leader requested that some of the questions be simplified to make it understandable to the employees of the ward contractors. The majority of the employees of the ward contractors are illiterate and not familiar with some of the concepts used. The majority of the employees are Oshiwambo speakers and are not familiar with the English language. Once the questionnaire was finalised a meeting was set up between the researcher and the ward contractors and the employees of the Solid waste Division. During the meeting the purpose of the research was discussed with the participants. The content of the questionnaire was also discussed with the ward contractors to address all possible misunderstandings. During the meeting with the ward contractors it was also agreed that at least 25 percent of the employees of each ward contractor will complete the questionnaire, and especially those who understand the English language and who can read and write. Furthermore, the perceptions on statements were grouped according to the four main stages of a PPP as identified by the United Nations Development Programme: Public-Private Partnership for the Urban Environment Tools for Pro-poor Municipal PPP (UNDP:PPPUE, 2005), namely;

- Starting out a PPP project;
- Preparation stage of a PPP;
- Development stage of a PPP; and
- Implementation stage of a PPP.

It was agreed that the population for the research project will consist of the following groups of people, namely:

- 13 Employees of the Solid Waste Division of the City of Windhoek representing 100% of the population;
- 16 Ward Contractors who are self employed representing 100% of the population; and
- 72 Employees employed by the 16 Ward Contractors representing 25% of the population.

The data obtained with the questionnaires were recorded on a Microsoft Excell programme.



10. Research findings

The research findings of this research project will be recorded by means of figures and pie charts. In this regard each statement as indicated on the questionnaire will be analysed and recorded to give an overview of the various responses. The figures will focus on the comparative responses of each group of participants, employees of the Solid Waste Division (SWD), Ward Contractors (WC) and Employees of the Ward Contractors (EMP's) while the pie charts will focus on the group response regarding each statement.

10.1. Gender

A structured questionnaire was used as basis to investigate a representative sampling of 72 respondents representing the three groups of stakeholders involved in the ward contractor project. In this regard 51% of the respondents were female, while 49% of the respondents were male, see figure 1.

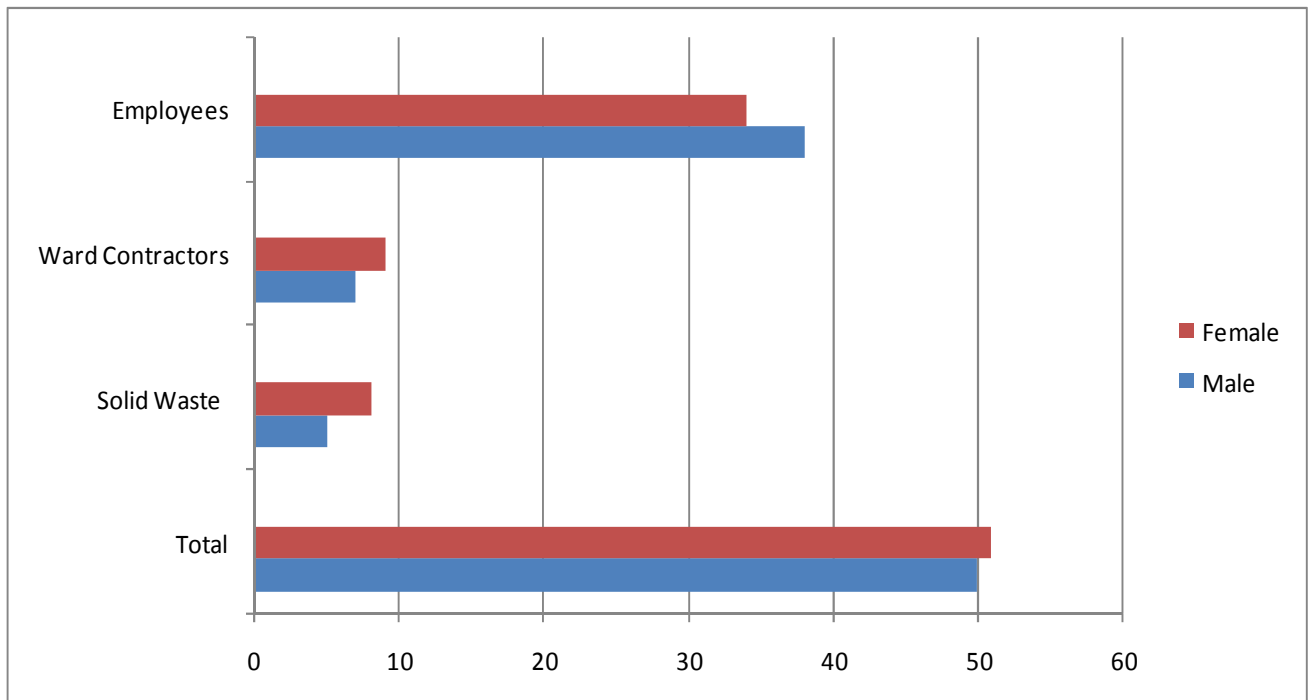


Figure 1: Gender of respondents

10.2. Years of employment

Years of employment is also a variable that will influence the success of the project or not. The comparative level of years of employment indicated that 55% of the EMP's are employed between 3 and 5 years, while 54% of the WC are self employed between 3 and 5 years. However, 56% of the SWD is been employed, see figure 2.

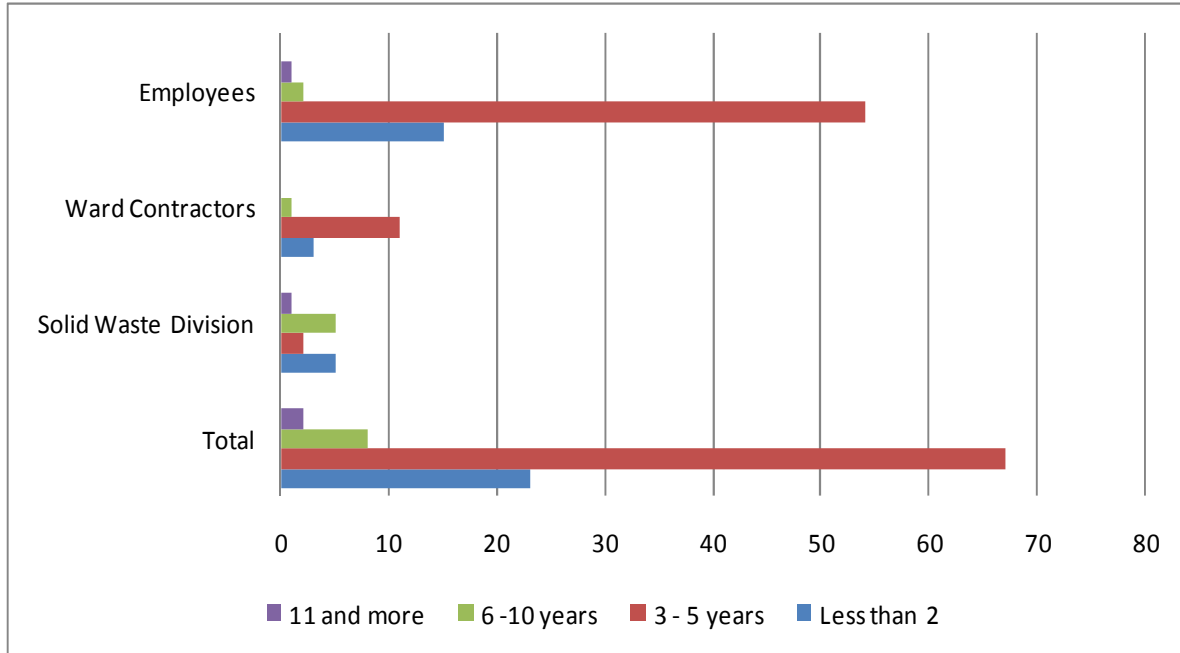


Figure 2: Comparison of employment duration of samples.

The research further indicated that 67% of the group had been employed for 3 – 5 years. Furthermore, 23% of the respondents indicated that they had been employed for less than 2 years. Figure 3 further reveals that 90% of the respondents had been employed for at least 5 years.

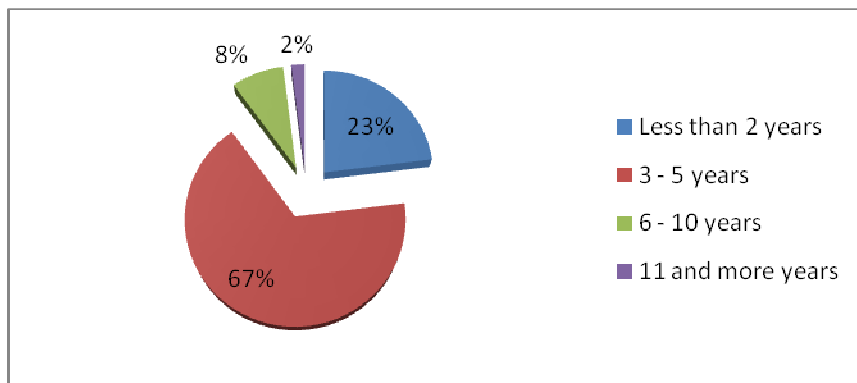


Figure 3: Holistic response on duration of employment.

10.3. Education

From the comparative data in Figure 4, 87% of the EMPs indicated that their level of education is less than Grade 10. In the case of the WC 56% indicated that their level of education is Grade 12, while 56% of the SWD indicate their level of education as graduate and 44% as post graduate.

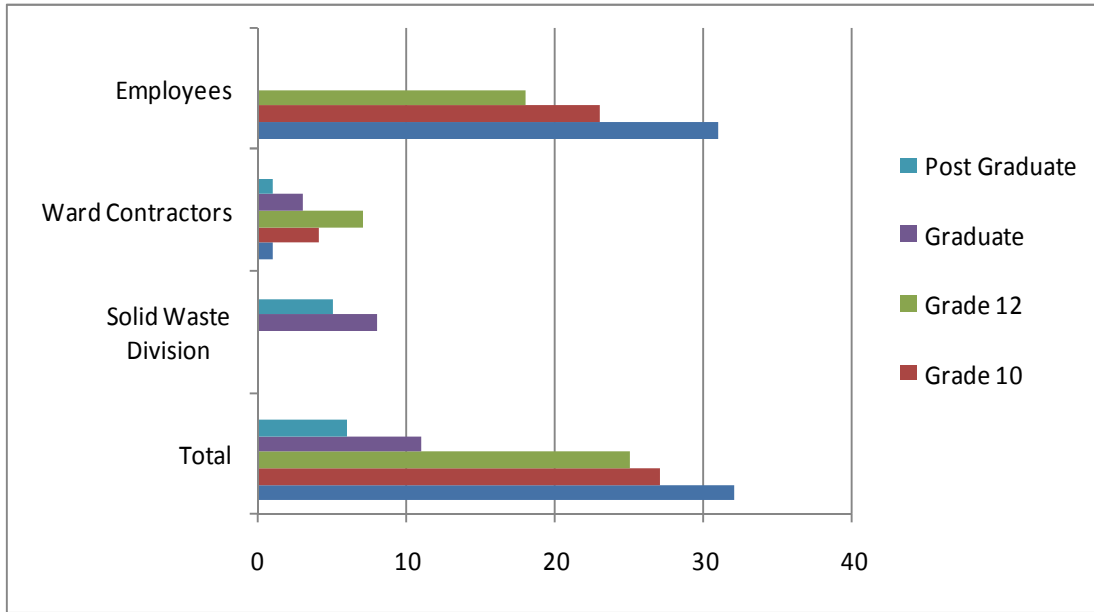


Figure 4: Comparison of the level of education of samples.

In terms of group response, figure 5, 31% of respondents have less than a Grade 10 qualification, while 27% obtain a Grade 10 qualification. This implies that 58% of the respondents fall within the category of no qualification, too a Grade 10 qualification

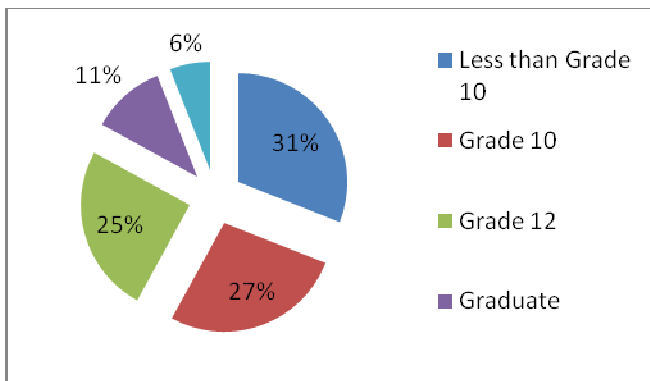


Figure 5: Holistic response on the level of education

10.4. Familiar with the concept Public-Private Partnership (arrangement between private business and the local authority/municipality) in service delivery.

Figure 6 reveals that 92% of the SWD are familiar with the concept PPP. Similarly, 88% of the WC indicated their familiarity with the concept PPP. However, only 54% of the EMP's are familiar with the concept.

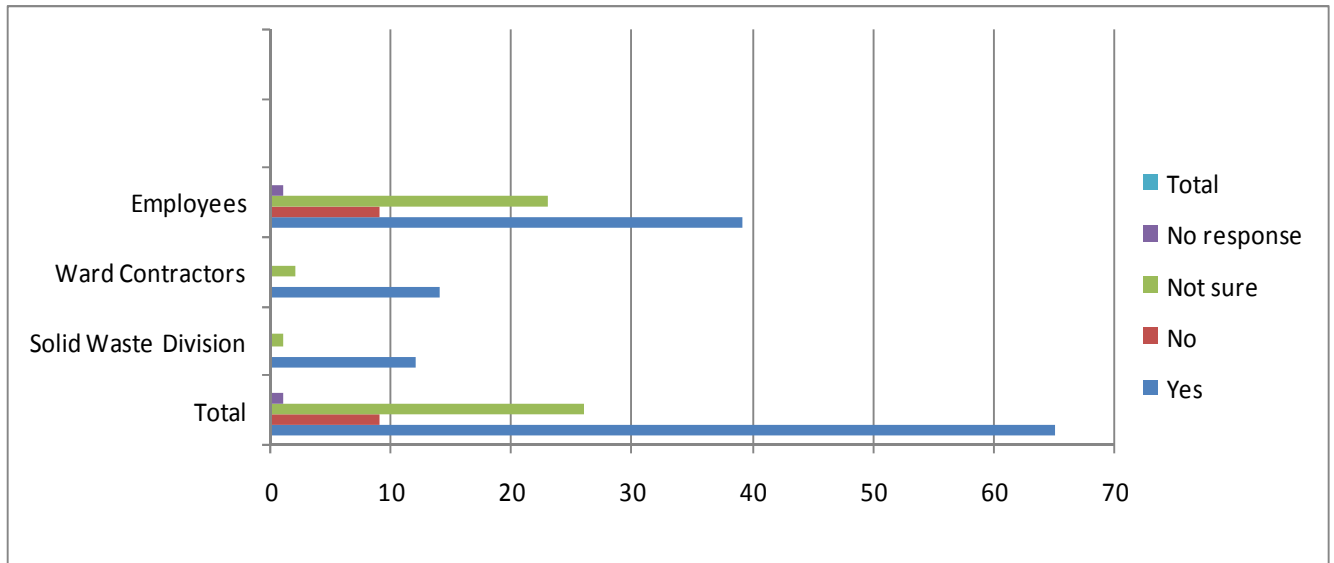


Figure 6: Comparative perceptions of the samples on familiarity of the concept PPP

Figure 7 indicates that 76% of the group are familiar with the concept PPP.

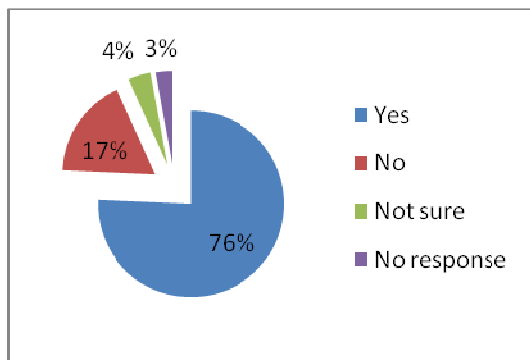


Figure 7: Holistic response on familiarity with the concept PPP

10.5. Private business involvement in the improvement of services at local government level.

Private sector involvement in local government service delivery is a common feature of any PPP project. This perception is been supported by all participant in this project, namely, 84% of the SWD and 94% of the WC support this view. With regards to the EMP's 57% support this view as well in Figure 8.

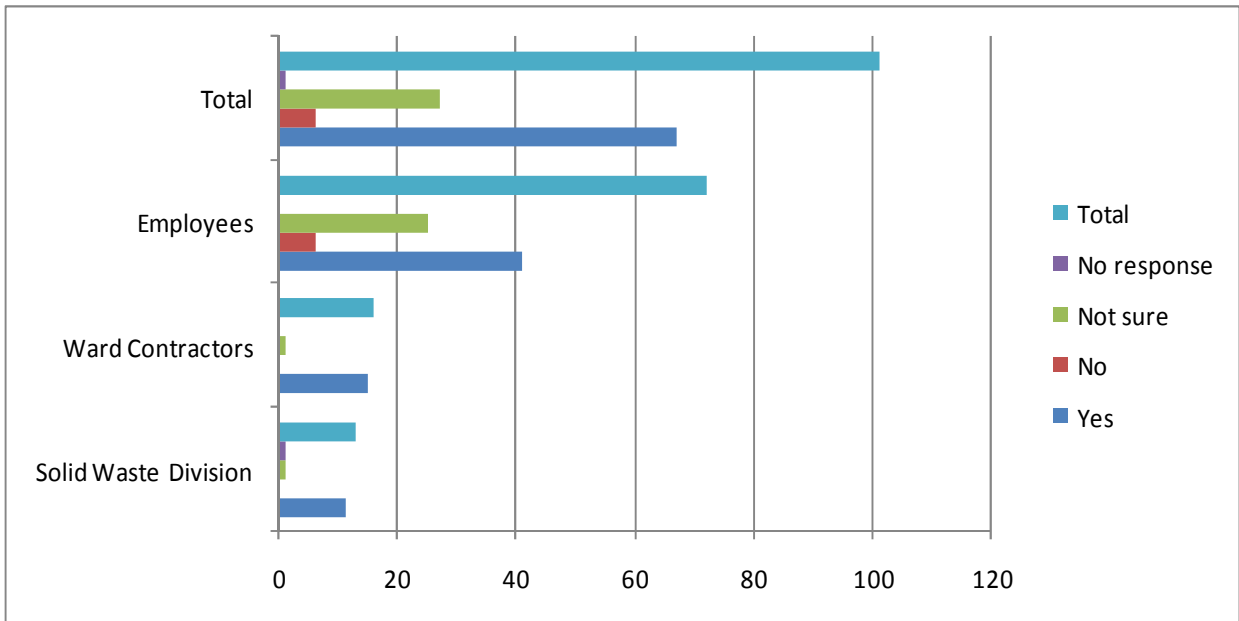


Figure 8: Comparative perceptions of the samples on the involvement of the private sector in local government services

As a group the majority of respondents, namely, 78%, see Figure 9, indicated that the private sector can play a role in the improvement of services at local government level.

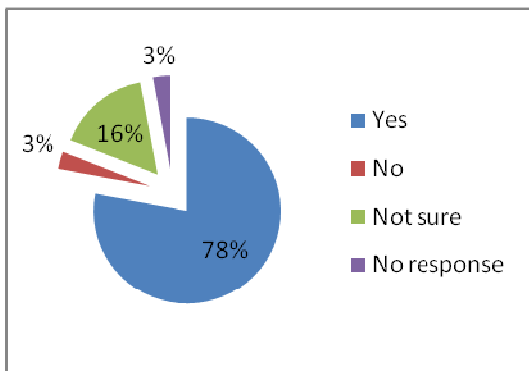


Figure 9: Holistic response on the involvement of the private sector in local government services

10.6. Reasons why the City of Windhoek engaged in a partnership arrangement with the private business in the Ward Contractor project.

Figure 10 reveals that the majority of the SWD, namely, 77% and 94% of the WC are familiar with the reasons why the CW engaged in this project. However, only 35% of the EMPs are familiar with the reasons while the majority, namely, 65% do not know, or are not sure.

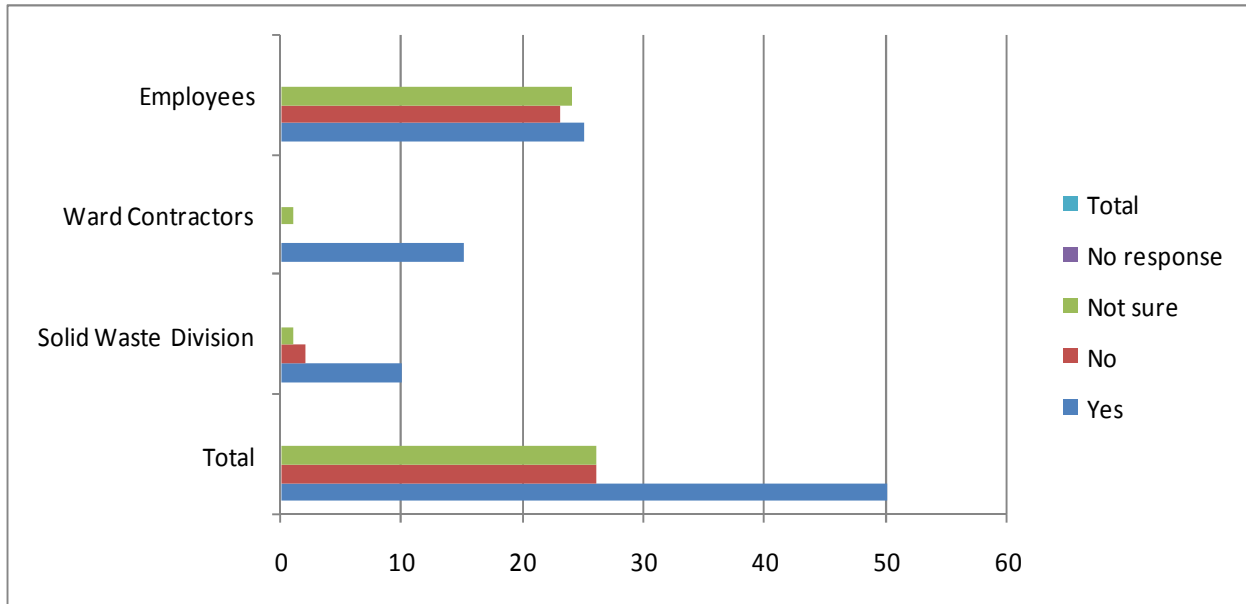


Figure 10: Comparative perceptions of the samples on the reasons why the CW engaged in the Ward Contractor project.

The majority, 68% of respondents indicated that they are familiar with the reasons why the CW engaged in the Ward Contractor project, see Figure 11.

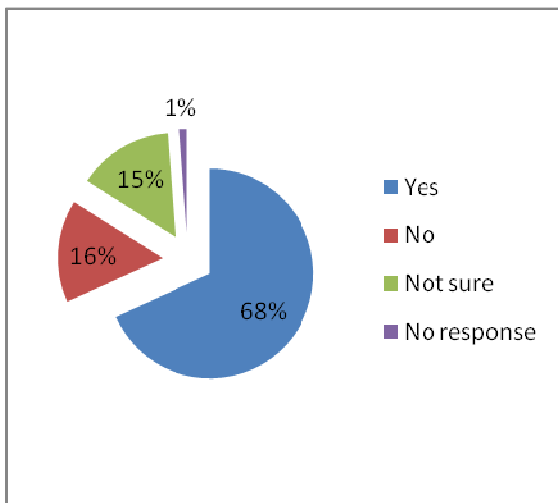


Figure 61: Holistic response on the reasons why the CW engaged in the Ward Contractor project.

10.7. The City of Windhoek consult other parties such as citizens, employees of the city, Non-Governmental Organisations, Community Based Organisations and Faith Based Organisations (churches) before engagement in the project.

With reference to this question only 39% of the SWD indicated yes, in comparison with 50% of the WC and 21% of the EMPs who said yes. The majority of respondents said no or are not sure whether consultation did take place with other role players, see Figure 12.

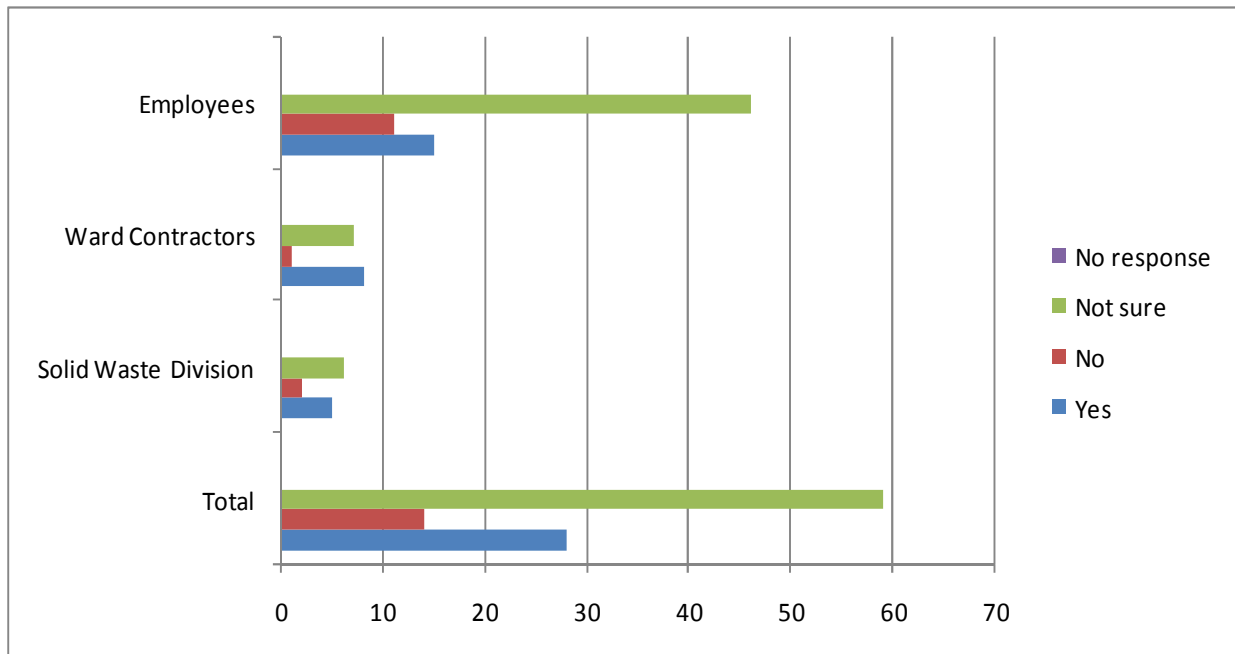


Figure 72: Comparative perception of samples on whether consultation with other role players such as NGO’s, CBO’s and FBO’s took place before the project began.

The vast majority of respondents, 51%, Figure 13, indicated that they are not sure whether consultation took place with other role players such as NGO’s, CBO’s and FBO’s.

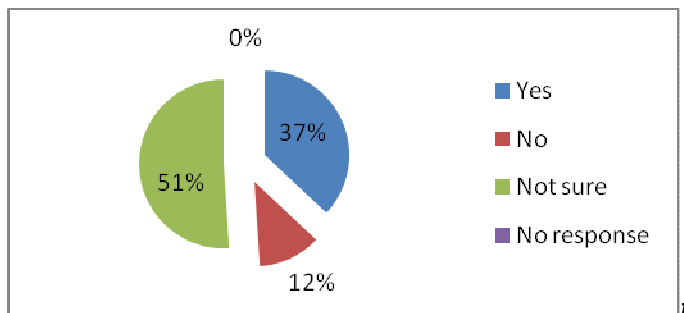


Figure 83: Holistic response on consultation with other stakeholders such as NGO’s, CBO’s and FBO’s before the project began

10.8. Other parties beside the private business who are involved in the project.

The majority, namely, 62% of the SWD, 56% of the WC and 62% of the EMPs said no, indicating that the CW only involve the private business in the project, see Figure 14.

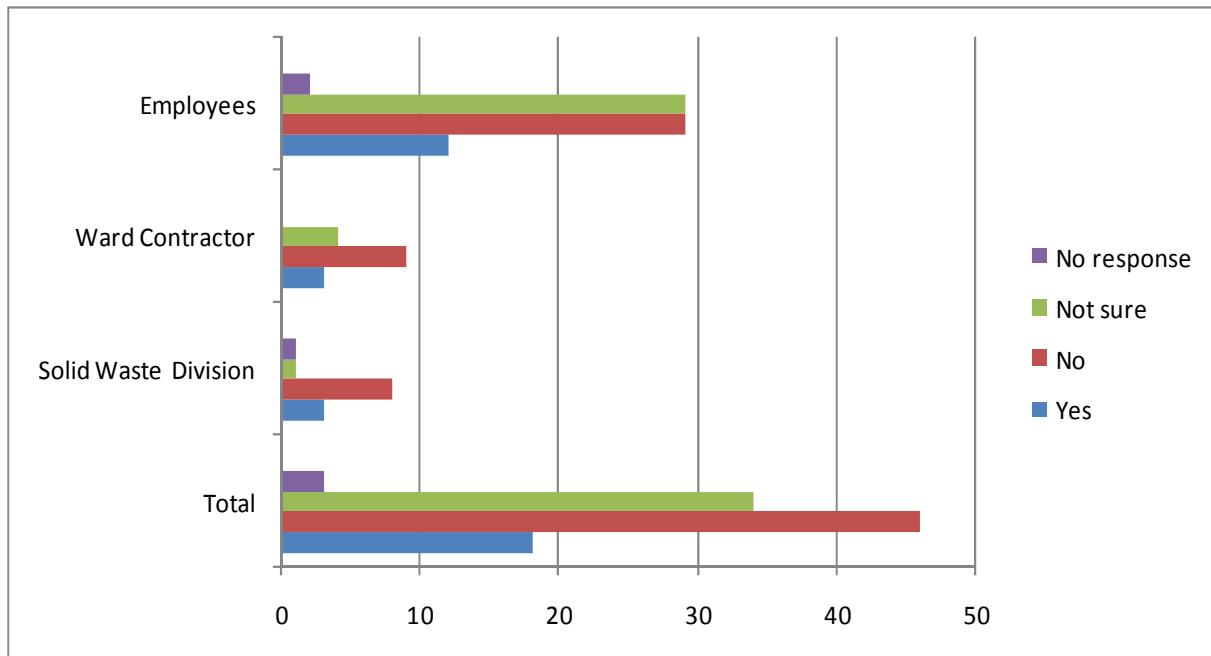


Figure 94: Comparative perceptions of the samples on the involvement of other parties beside the private business in the project.

The majority of the group, 60% said that no other parties beside the private contractors are involved in the project, see Figure 15.

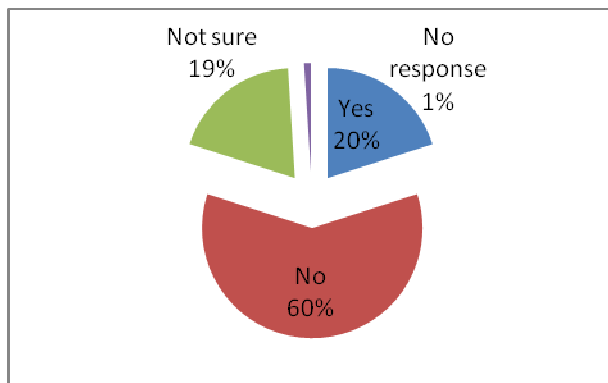


Figure 105: Holistic response on the involvement of other parties beside the private business in the project.

10.9. Familiar with the role(s) and responsibilities of each partner (Ward contractor, City of Windhoek) in this arrangement.

In terms of Figure 16, 100% of the SWD are familiar with the roles and responsibilities of each partner, while 88% of the WC also said yes. Only 62% of the EMPs said yes.

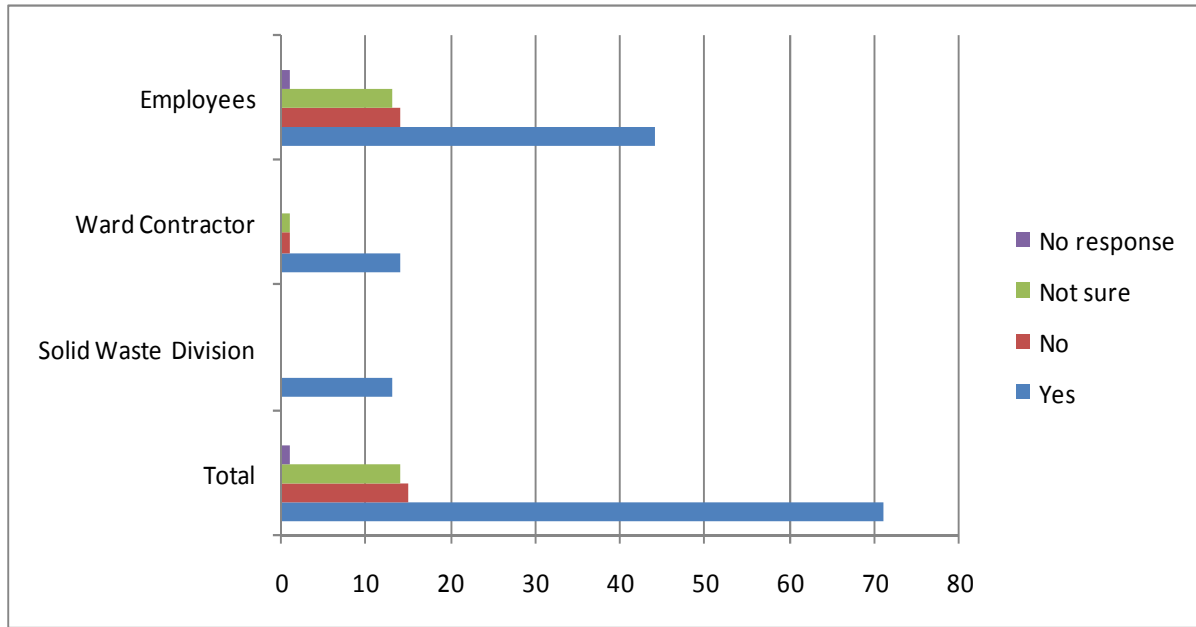


Figure 116: Comparative perceptions of the samples on familiarity with the role(s) and responsibilities of each partner

Overall 84% of the respondents, Figure 17, are familiar with the roles and responsibilities of each partner in this project

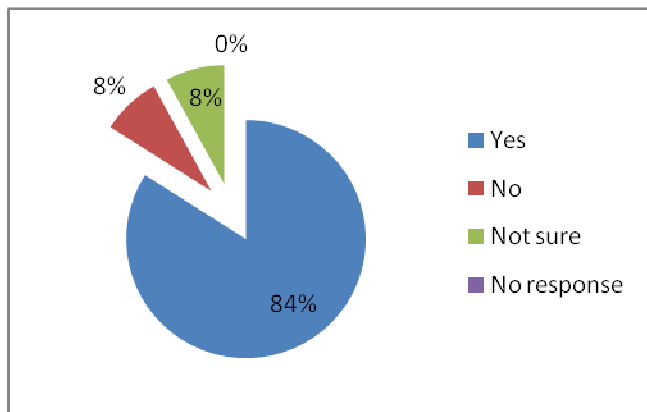


Figure 127: Holistic response on familiarity with the role(s) and responsibilities of each partner

10.10. The City of Windhoek created an enabling regulatory, legal and political environment suitable for this partnership arrangement.

The comparative response in Figure 18 reveals that 85% of the SWD and 76% of the WC agree that the CW created an enabling environment, while only 35% of the EMPs agree. The majority of the EMPs, 54% said they are not sure.

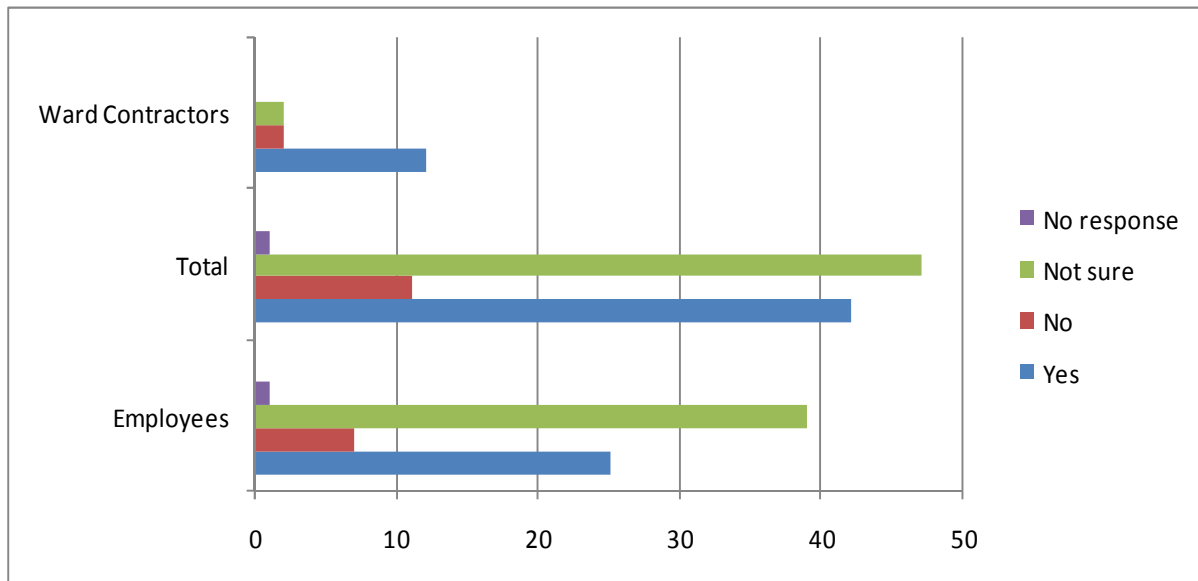


Figure 138: Comparative perceptions of samples on the creation of an enabling environment by the CW.

The majority of respondents, 66% indicated that the CW created an enabling environment suitable for the project, see Figure 19.

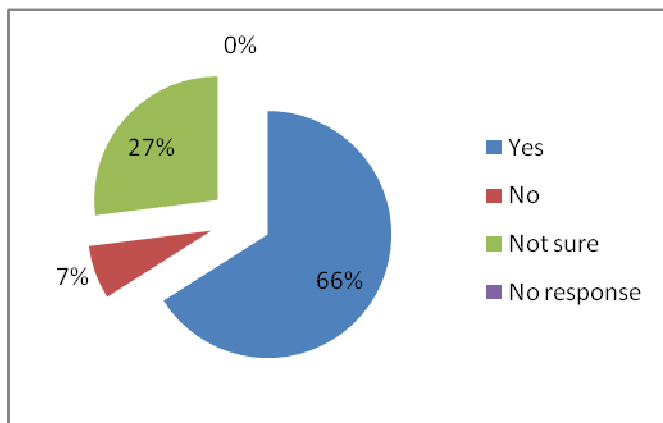


Figure 19: Holistic response on the creation of an enabling environment by the CW

10.11. The division of the City of Windhoek into 16 functional wards is the most appropriate system to render an open space and street cleaning service.

According to Figure 20, 100% of the SWD and 100% of the WC agree that the division of the CW into 16 functional wards is the most appropriate system, while only 63% of the EMPs agree with the statement.

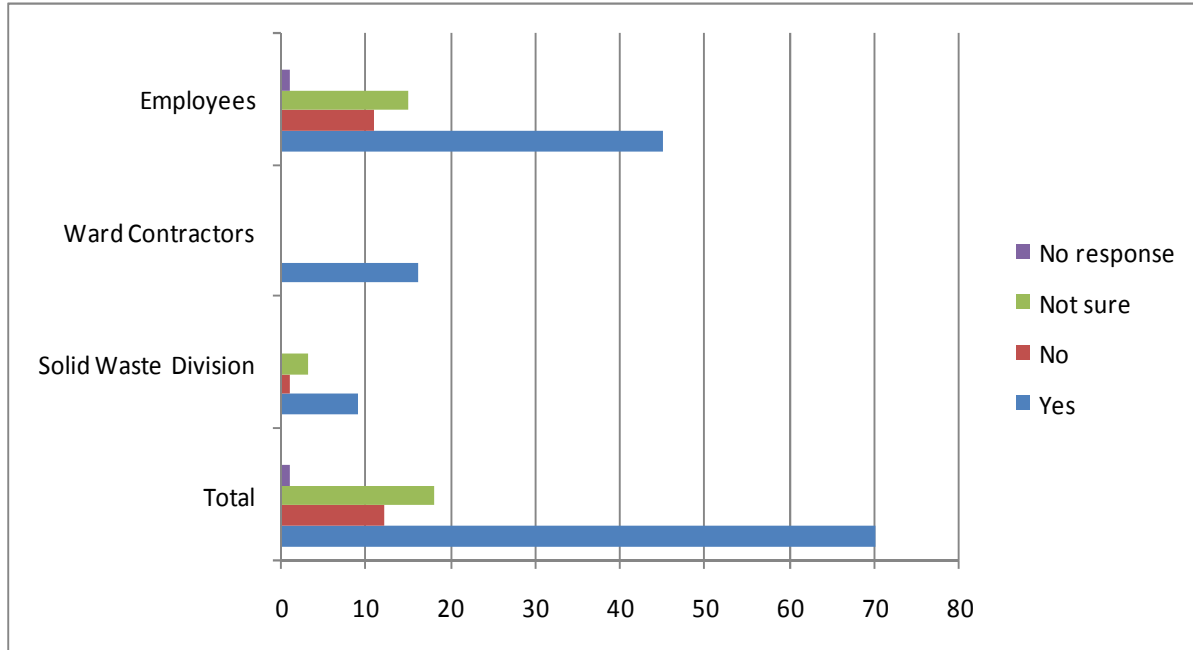


Figure 20: Comparative perceptions of samples on the division of the CW into 16 functional wards.

The group response, Figure 21, indicate that 76% of the respondents agree with the statement that the division of the CW into 16 functional wards is the best option available.

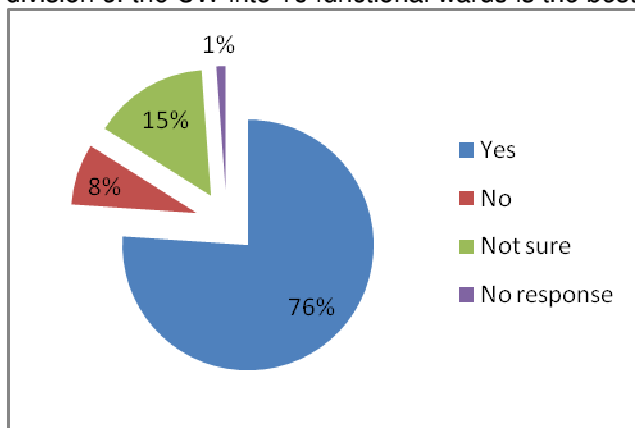


Figure 141: Holistic response on the division of the CW into 16 functional wards.

10.12. Familiar with the content of the contractual arrangement (service delivery agreement) in place.

Figure 22 reveals that 845 of the SWD, 945 of the WC and 54% of the EMPs are familiar with the content of the contractual agreement in place.

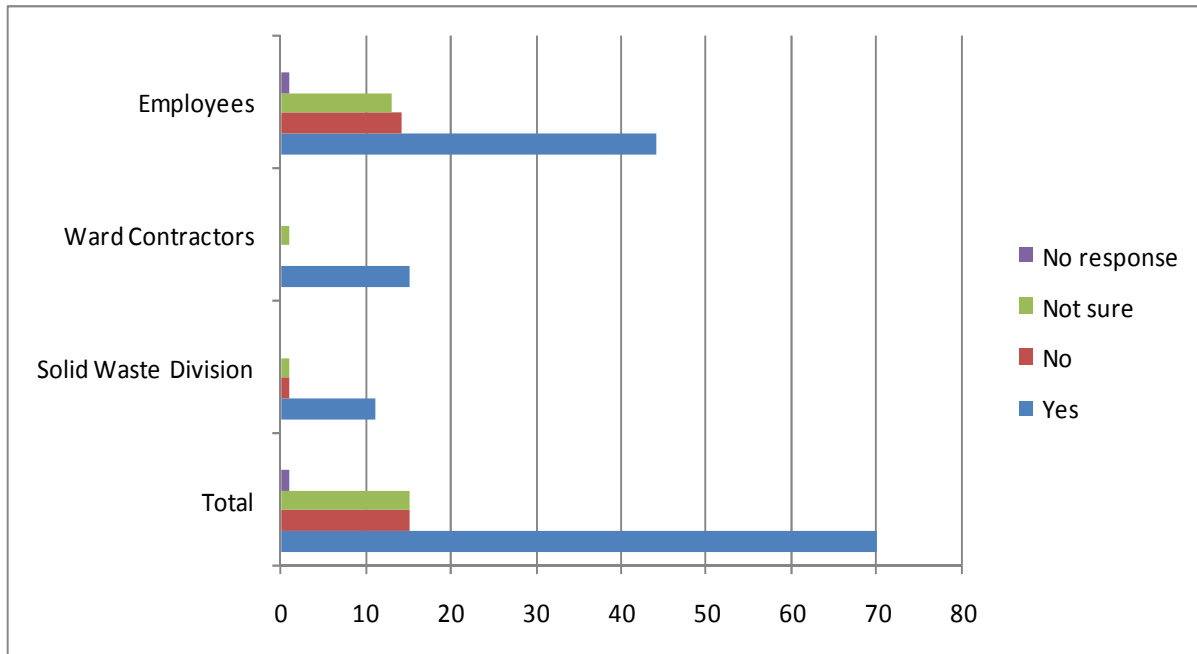


Figure 152: Comparative perceptions of samples on the content of the contractual agreement

As a group 77% of the respondent are familiar with the content of the contractual agreement in place, see Figure 23.

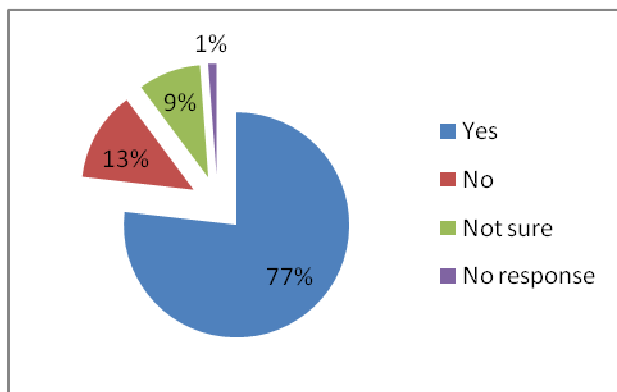


Figure 163: Holistic response on the content of the contractual agreement

10.13. The current contractual arrangement (service delivery agreement) is the most suitable for the project.

This statement reveals that 69% of the SWD, 88% of the WC and 56% of the EMPs consider the service delivery agreement as the best option for this project, see Figure 24.

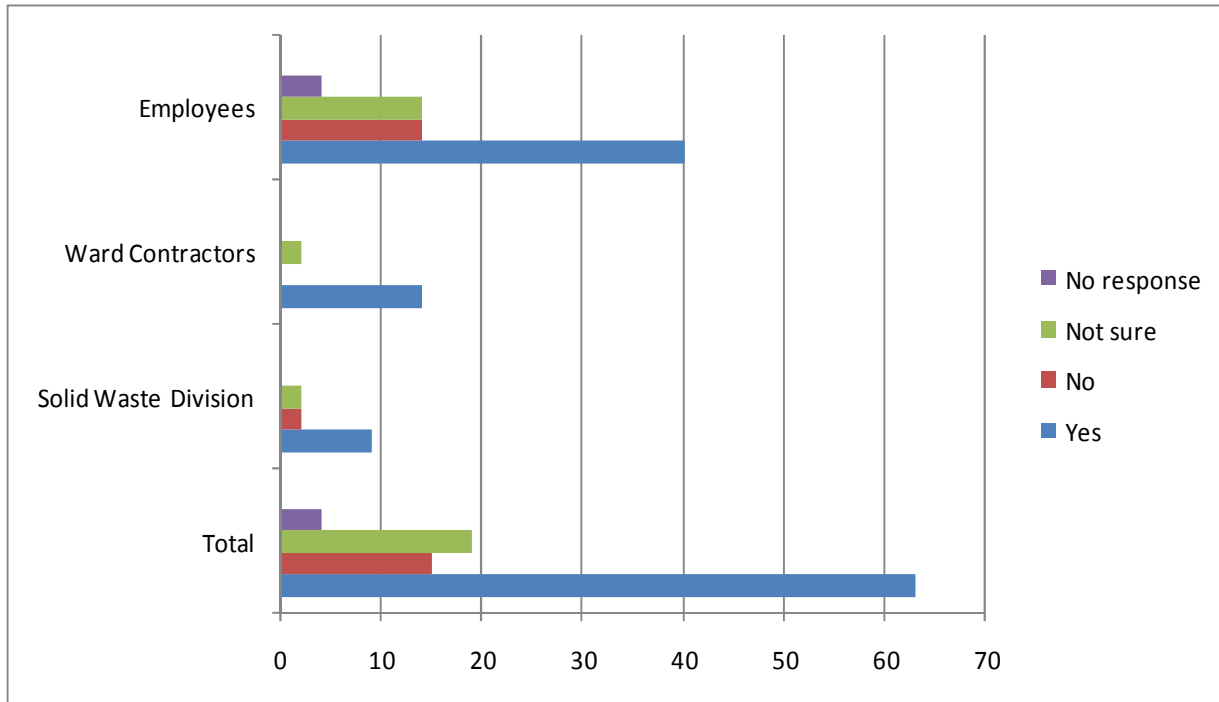


Figure 174: Comparative perception of samples on the service agreement as an option for the project

In general 72% of the respondents agree that the service agreement is the best option for the project, see Figure 25.

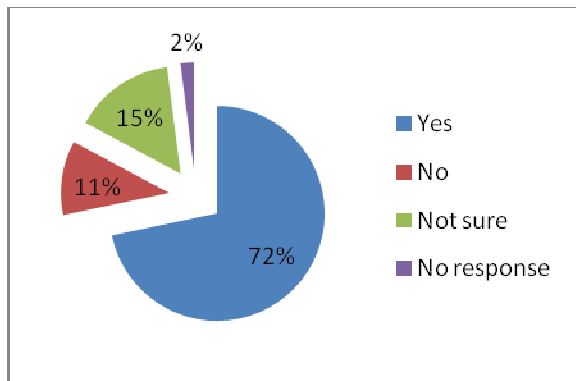


Figure 185: Holistic response on the service agreement as an option for the project.

10.14. The City of Windhoek provides the necessary supervision and contract management in order to ensure that the provisions of the contracts are adhered to and that the cleanliness within the City is maintained.

This statement reveals that 92% of the SWD, 94% of the WC and 78% of the EMPs agree that the CW provides the required supervision and contract management to make a success of the project, see Figure 26.

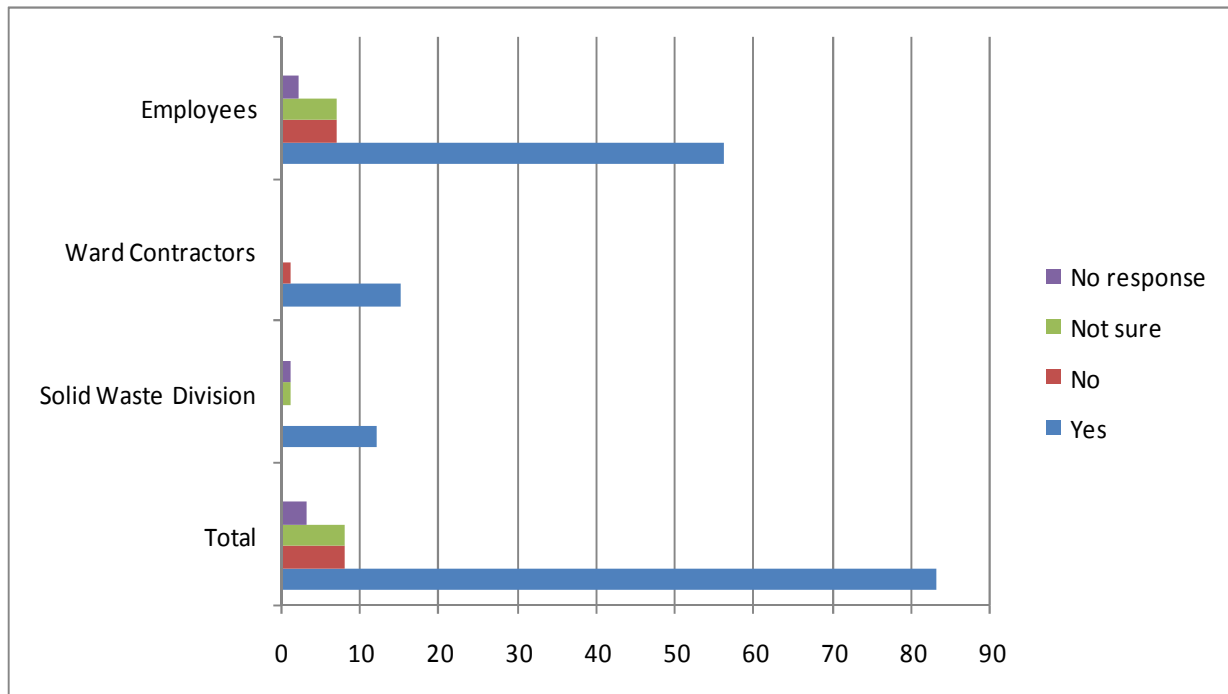


Figure 196: Comparative perceptions of the samples on the supervision and contract management provided by the CW

On the whole 88% of the group indicate that the CW provides the necessary supervision and contract management to make a success of the project, see Figure 27.

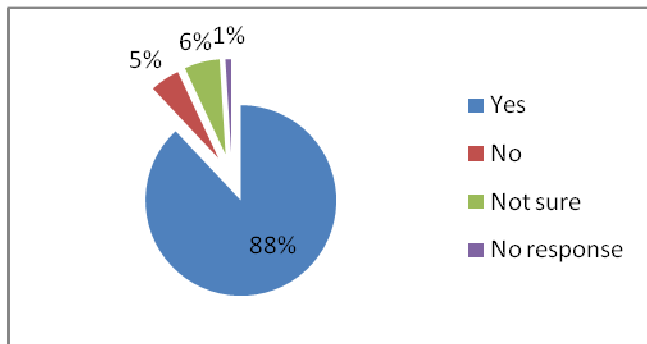


Figure 207: Holistic response on the supervision and contract management provided by the CW

10.15. The City of Windhoek pay agreed fees promptly and in full.

Figure 28 reveals that 77% of the SWD, 94% of the WC and 60% of the EMPs agree that the CW pay agreed fees promptly and in full.

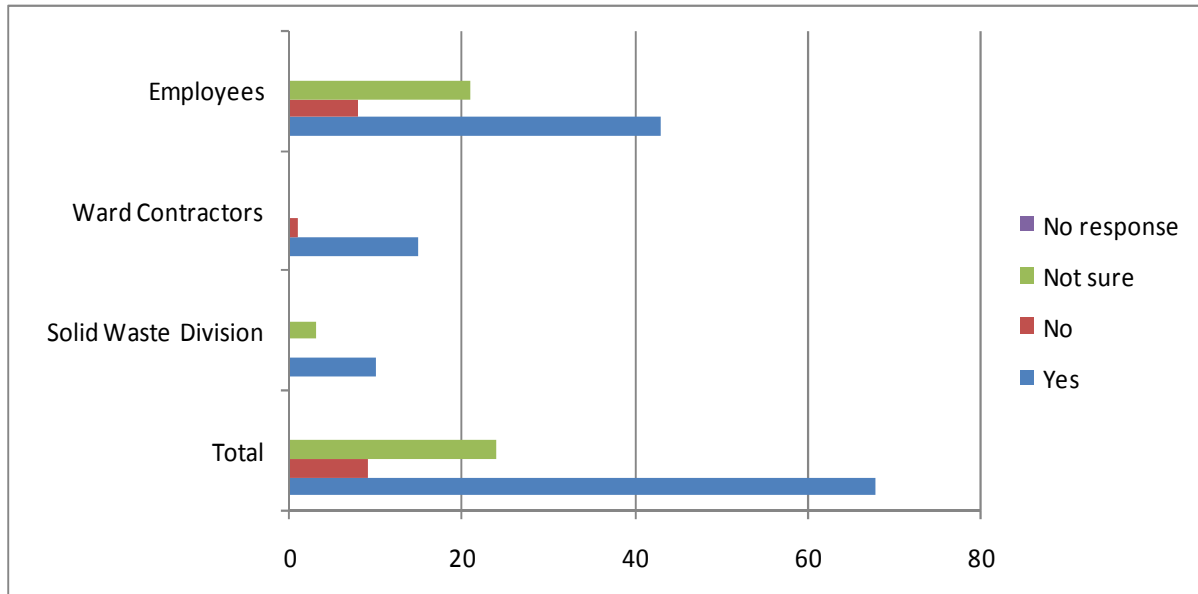


Figure 218: Comparative perceptions of samples on the payment of fees by the CW promptly and in full

By and large 77% of the respondents agree with the statement that the CW pay the agreed fees promptly and in full, see Figure 29.

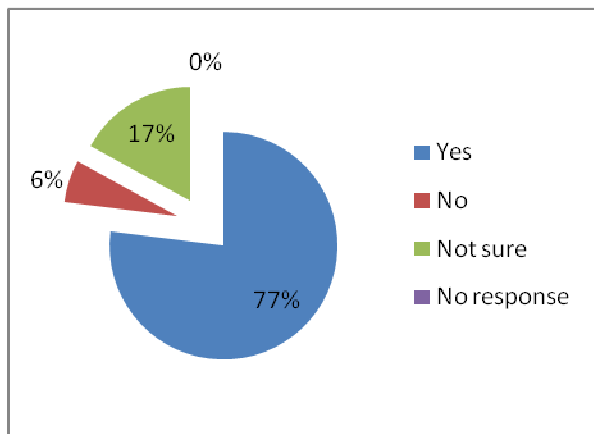


Figure 229: Holistic response on the payment of fees by the CW promptly and in full

10.16. The Ward Contractor provides the agreed service.

The comparative response was as follows, 77% of the SWD, 100% of the WC and 86% of the EMPs agree with the statement that the WC provides the agreed services, see Figure 30.

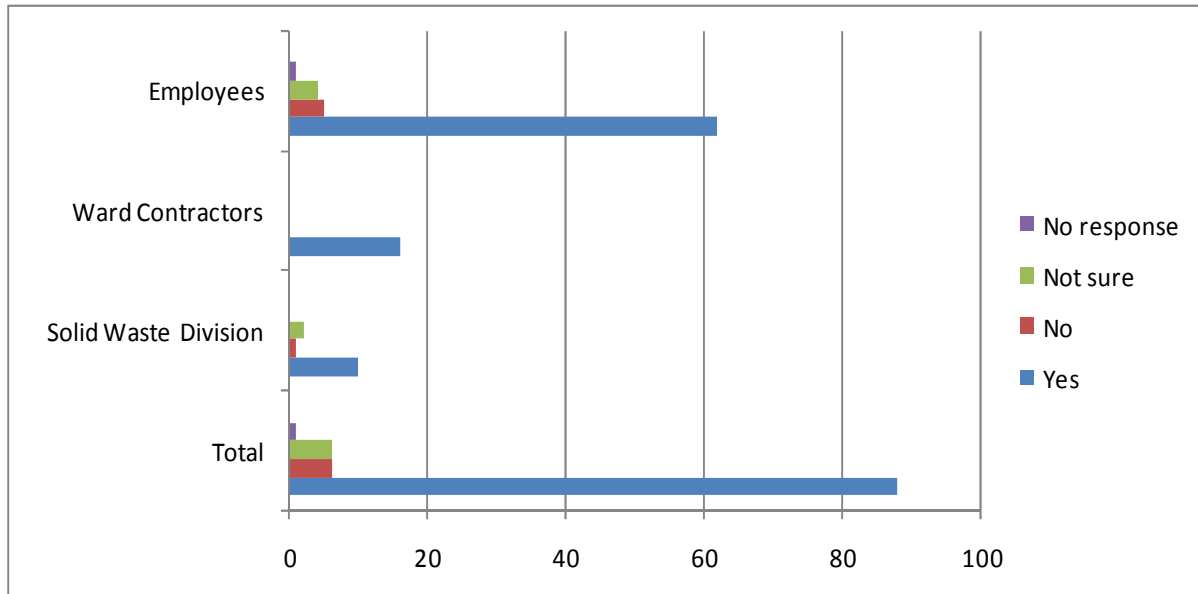


Figure30: Comparative perceptions of samples on the rendering of services by the Ward Contractor

As a group, 88% of the respondents agree that the Ward Contractor provides the agreed services, see Figure 31.

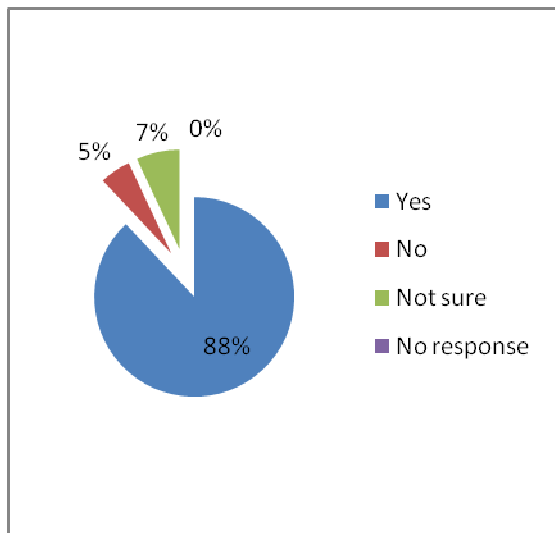


Figure 231: Holistic response on the rendering of services by Ward Contractor

10.17. Ward Contractor meets the agreed standards/targets as set in the agreement.

Response on this statement reveals that only 31% of the SWD agree with this statement while 46% of the same respondents are not sure. On the other hand 94% of the WC and 68% of the EMPs agree with the statement, see Figure 32.

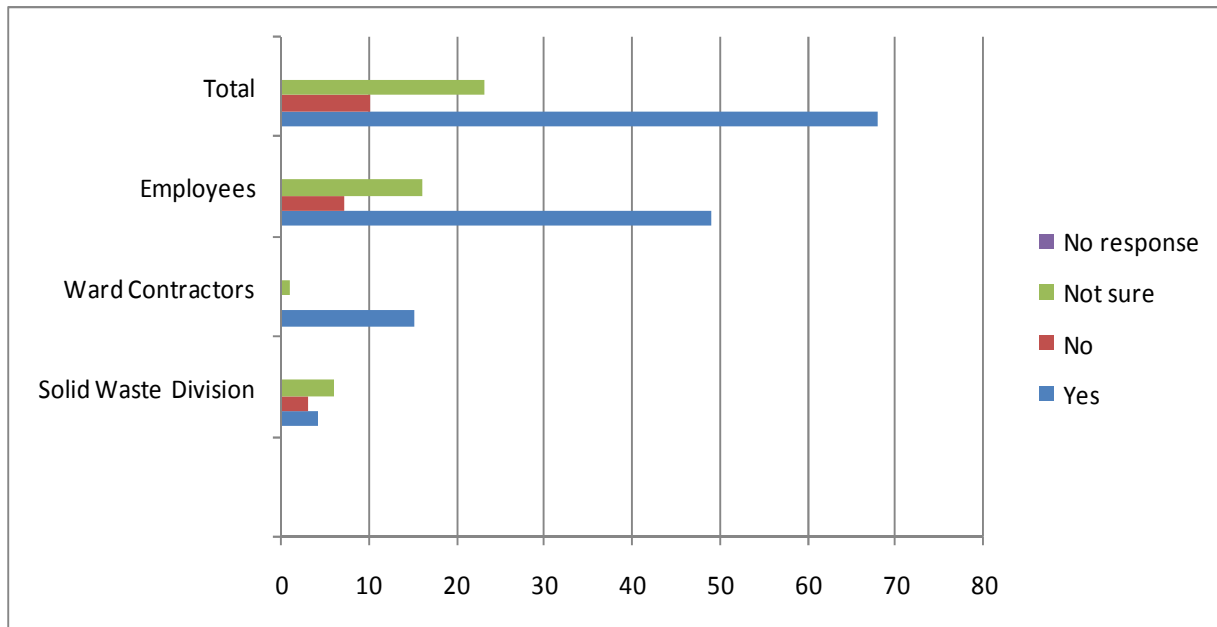


Figure 242: Comparative perceptions of samples on whether the Ward Contractor meets agreed standards/targets

In terms of Figure 33, 64% of the respondents agree with the statement that the Ward Contractor meet agreed standard/targets.

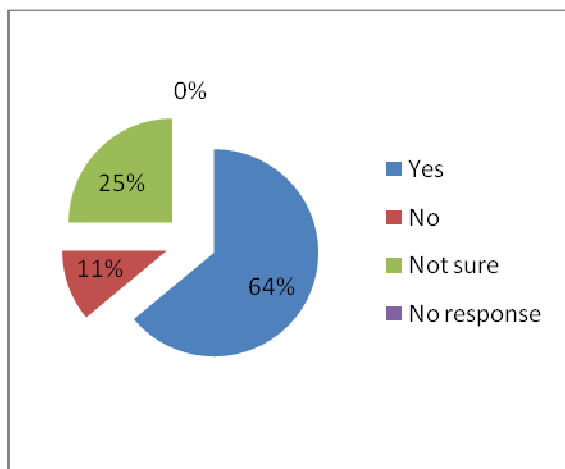


Figure 253: Holistic response on whether the Ward Contractor meets agreed standards/targets

10.18. All partners (Ward contractor, City of Windhoek) act in a transparent and accountable manner.

Comparatively the response is as follows namely, 62% of the SWD, 94% of the WC and only 47% of the EMPs agree with the statement that all partners act in a transparent and accountable manner, see Figure 34.

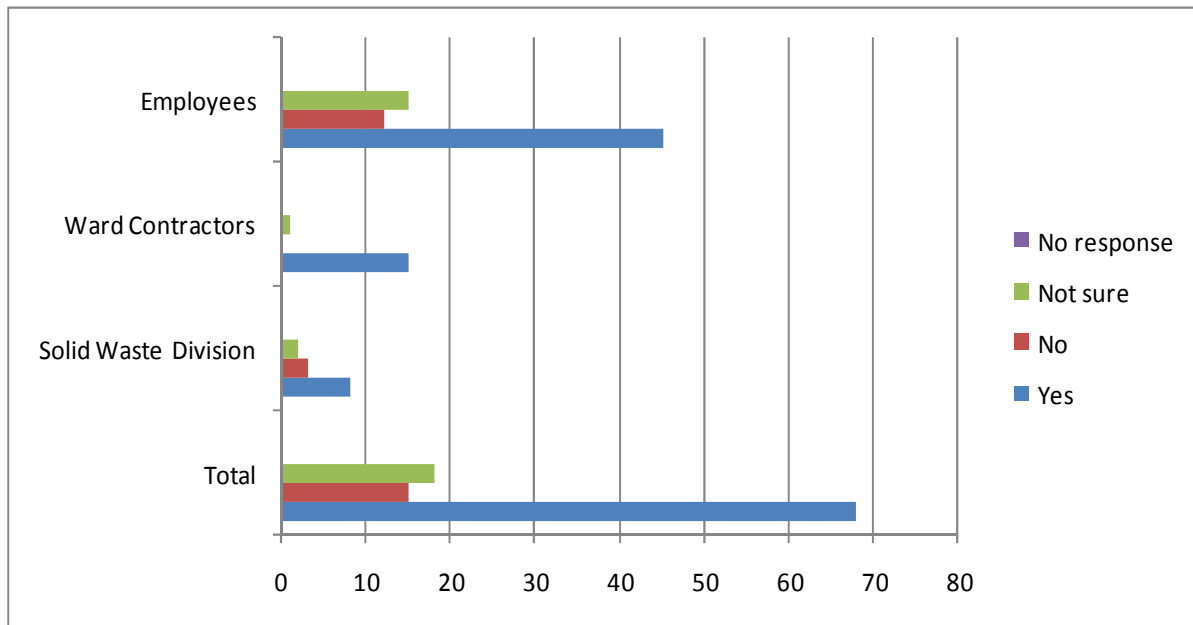


Figure 264: Comparative perceptions of samples on transparency and accountability of partners

As a group, Figure 35, 73% of respondents agree that partners act in a transparent and accountable manner.

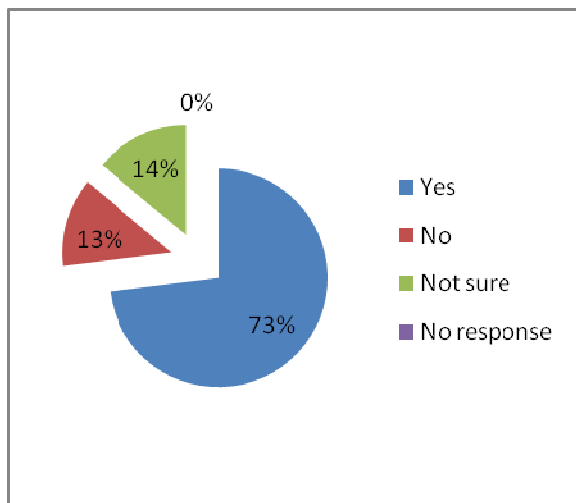


Figure 275: Holistic response on transparency and accountability of partners

10.19. Appointment of ward contractors was transparent.

With reference to this statement only 46% of the SWD and 47% of the EMPs agree, while 100% of the WC agree with the statement, see Figure 36.

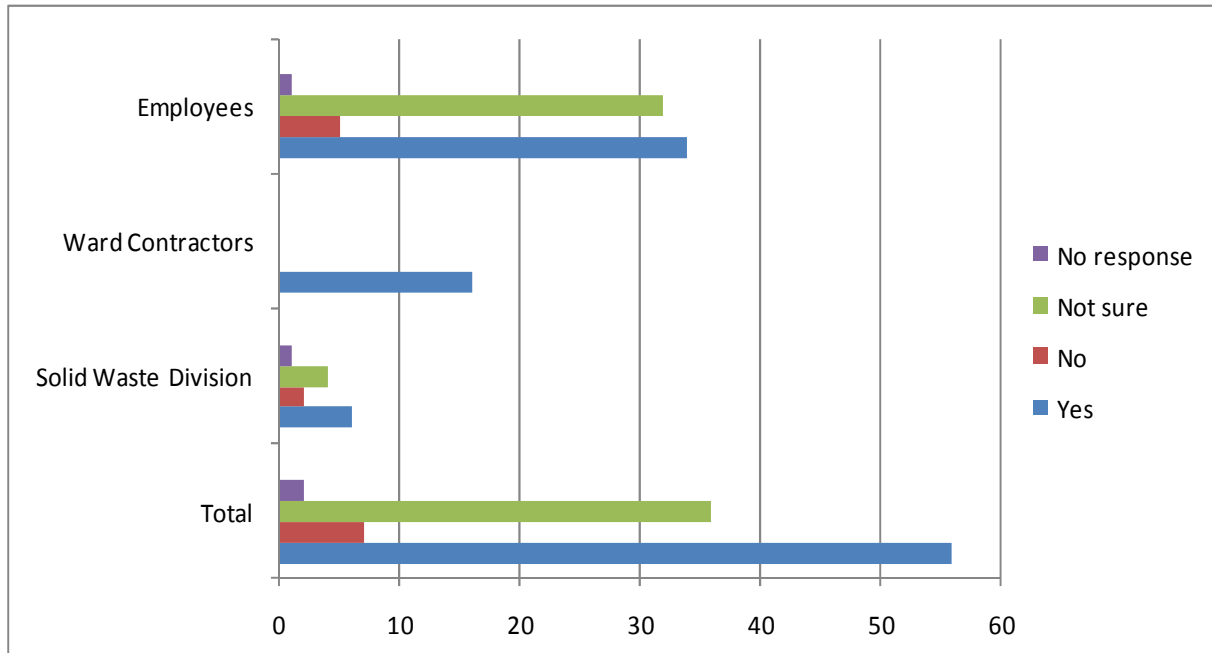


Figure 286: Comparative perceptions of samples on the transparent appointment of Ward Contractors

In general 64% of the respondents agree with the statement that the appointment of the Ward Contractors were transparent, see Figure 37.

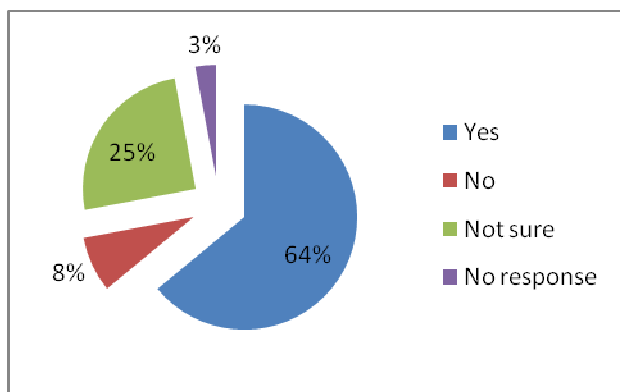


Figure 297: Holistic response on the transparent appointment of Ward Contractors

10.20. Anti-corruption measures in place to avoid favouritism of a specific Ward Contractor.

Figure 38 reveals that only a very low percentage of the various groups of respondents are aware of anti-corruption measures in place to avoid favouritism of a specific Ward Contractor, namely, 23% of the SWD, 14% of the EMPs and 50% of the WC.

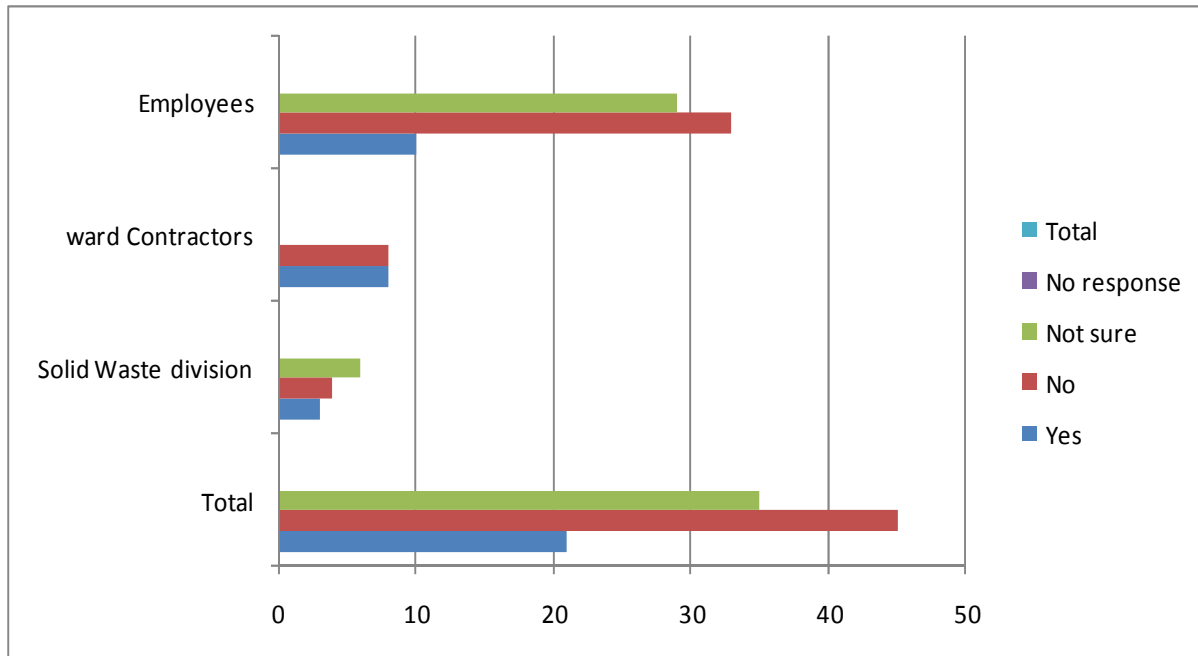


Figure 308: Comparative perceptions of samples on awareness of anti-corruption measures in place to avoid favouritism of a specific ward contractor

Figure 39 reveals that only 29% of respondents are aware of anti-corruption measures in place to avoid favouritism of a specific ward contractor while 42% of the group is not aware of anti-corruption measures in place.

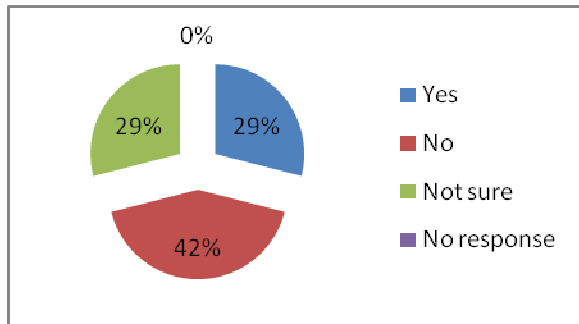


Figure 319: Holistic response of awareness of anti-corruption measures in place to avoid favouritism of a specific ward contractor.

10.21. Partners (Ward Contractors, City of Windhoek) adhere to the general legal requirements/laws of Namibia.

Comparatively the response was as follows, 62% of SWD, 88% of the WC and 58% of the EMPs agree with the statement that all partners adhere to the legal requirements/laws of Namibia, see Figure 40.

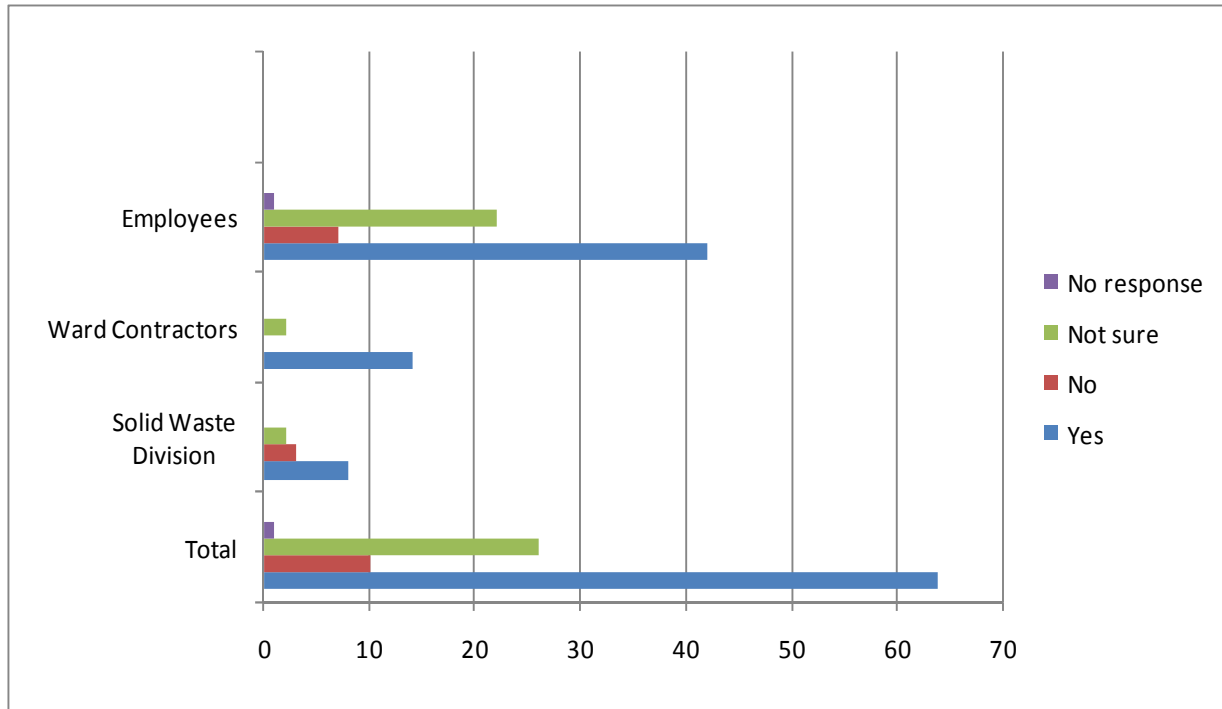


Figure 40: Comparative perceptions of samples on adherence to the legal requirements/laws of Namibia

As a group 70% of the respondents agree with the statement, see Figure 41.

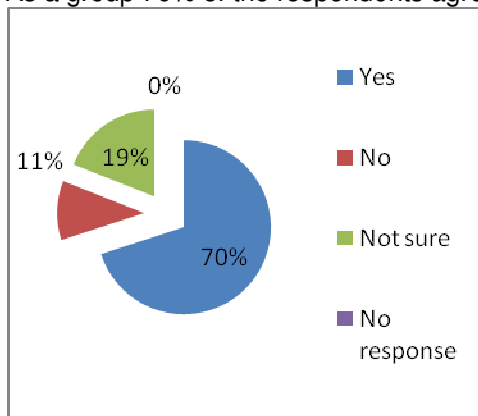


Figure 321: Holistic response on the adherence to the legal requirements/laws of Namibia

10.22. Performance measures in place to monitor performance of all partners involved.

Figure 42 reveals that 85% of the SWD, 88% of the WC and 72% of the EMPs agree with the statement that performance measures are in place to monitor performance.

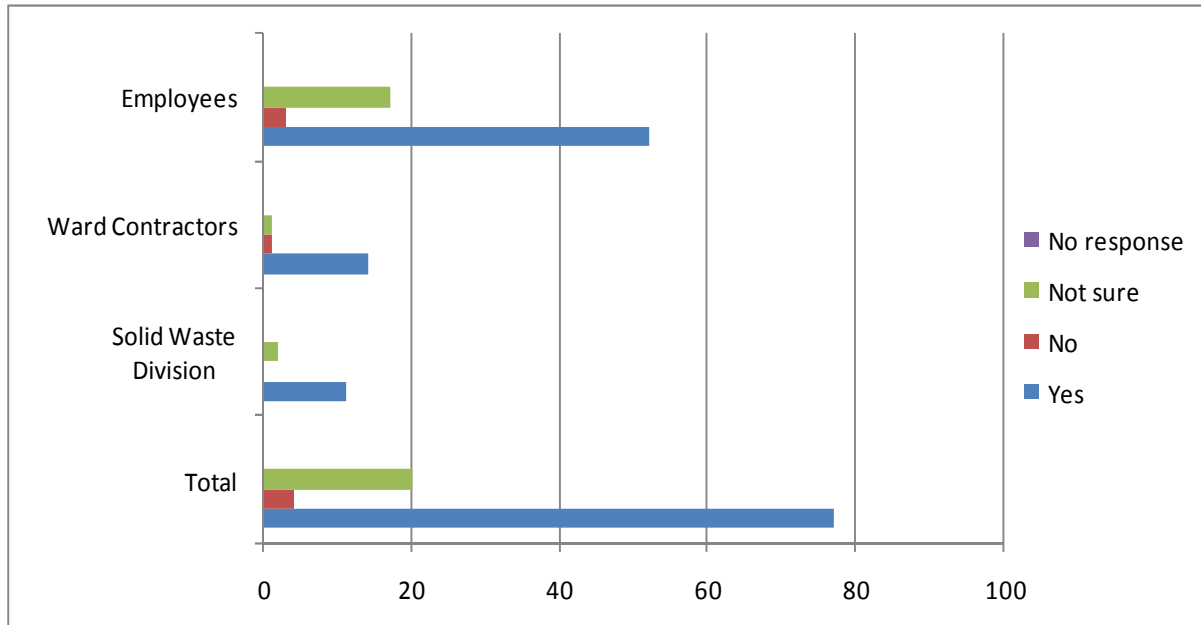


Figure 42: Comparative perceptions of samples on the presence of performance measures in place to monitor performance of partners.

The majority, 82% of respondents agree that performance measures are in place to monitor the performance of all partners involved in the project, see Figure 43.

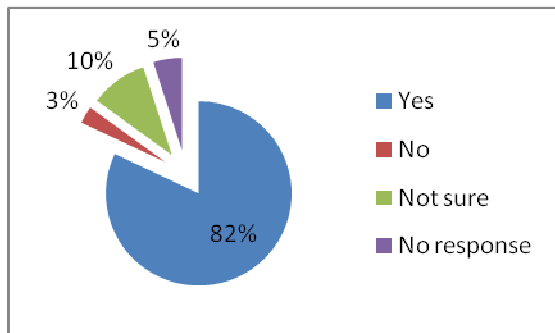


Figure 333: Holistic response on the presence of performance measures in place to monitor performance of partner.

10.23. The Ward Contractor project contributes towards capacity building amongst partners.

Partners respond as follows, namely, 62% of SWD, 88% of WC and 58% of EMPs agree that the project contribute towards capacity building amongst partners, see Figure 44.

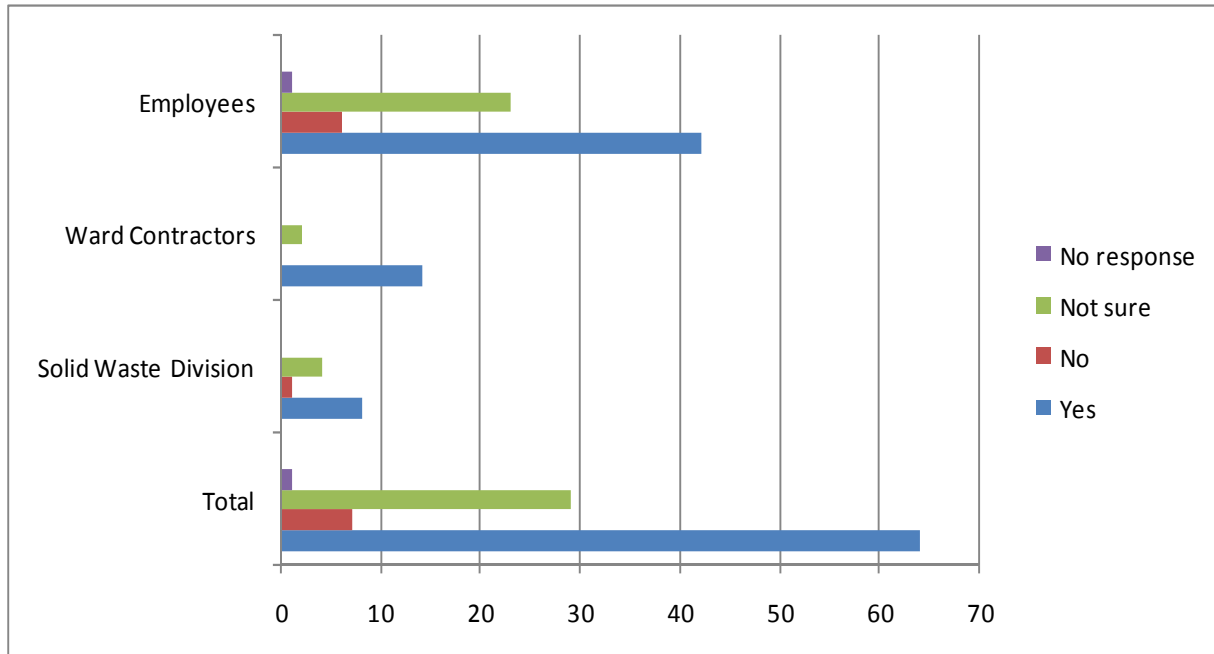


Figure 344: Comparative perceptions of samples on capacity building of partners through the project.

Overall 69% of respondents agree that the project contribute towards capacity building amongst partners, see Figure 45.

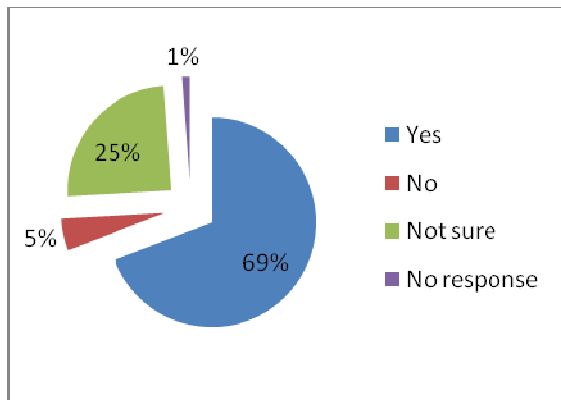


Figure 355: Holistic response on capacity building of partners through the project.

10.24. Training was provided as part of this project.

Interesting 100% of the WC and 57% of the EMPs indicated that they receive some type of training regarding this project, while only 31% of the SWD agree that they receive some training, see Figure 46.

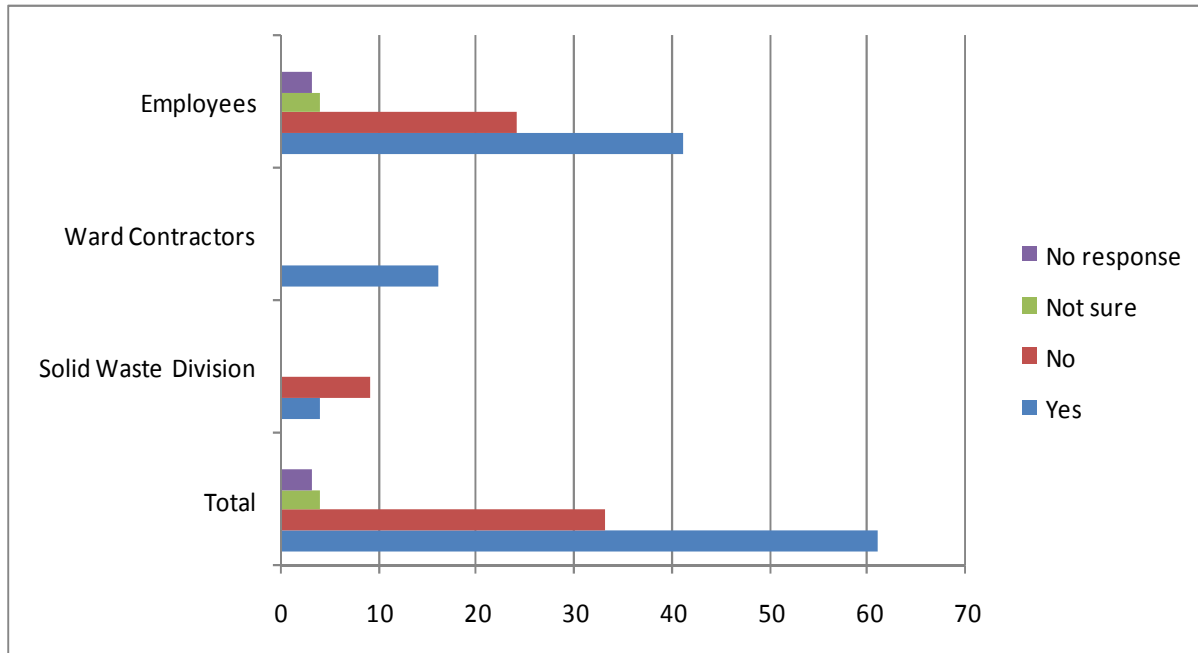


Figure 366: Comparative perceptions of samples on the provision of training to participants of the project

As a group 63% indicated that they receive some type of training as part of the project, see Figure 47.

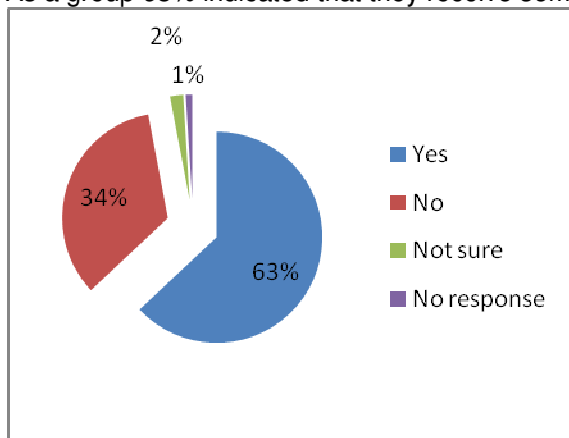


Figure 377: Holistic response on the provision of training to participants of the project

10.25. The training provided was relevant and applicable to the project.

Figure 48 reveals that 63% of the SWD, 94% of the WC and 57% of the EMPs agree that the training provided was relevant and applicable to the project.

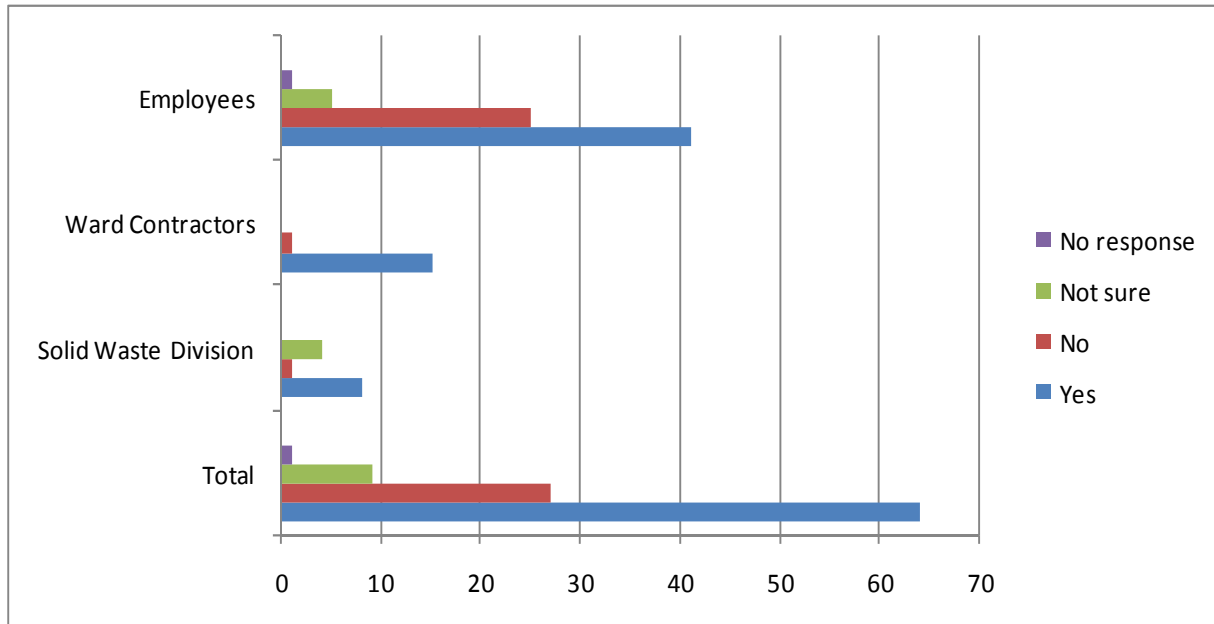


Figure 388: Comparative perceptions of the samples on the applicability and relevance of the training provided

In general 70% of respondents agree that the training provided was relevant and applicable, see Figure 49.

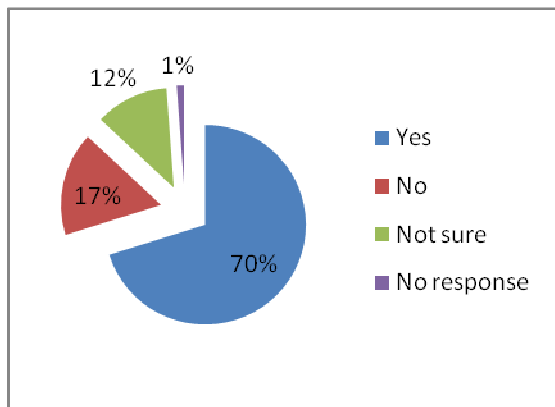


Figure 399: Holistic response on the relevance and applicability of training provided

10.26. The arrangement allows for innovative and creative ideas to be implemented.

According to Figure 50, 62% of the SWD, 94% of the WC and 52% of the EMPs agree that the arrangement allows for innovative and creative ideas to be implemented in the project.

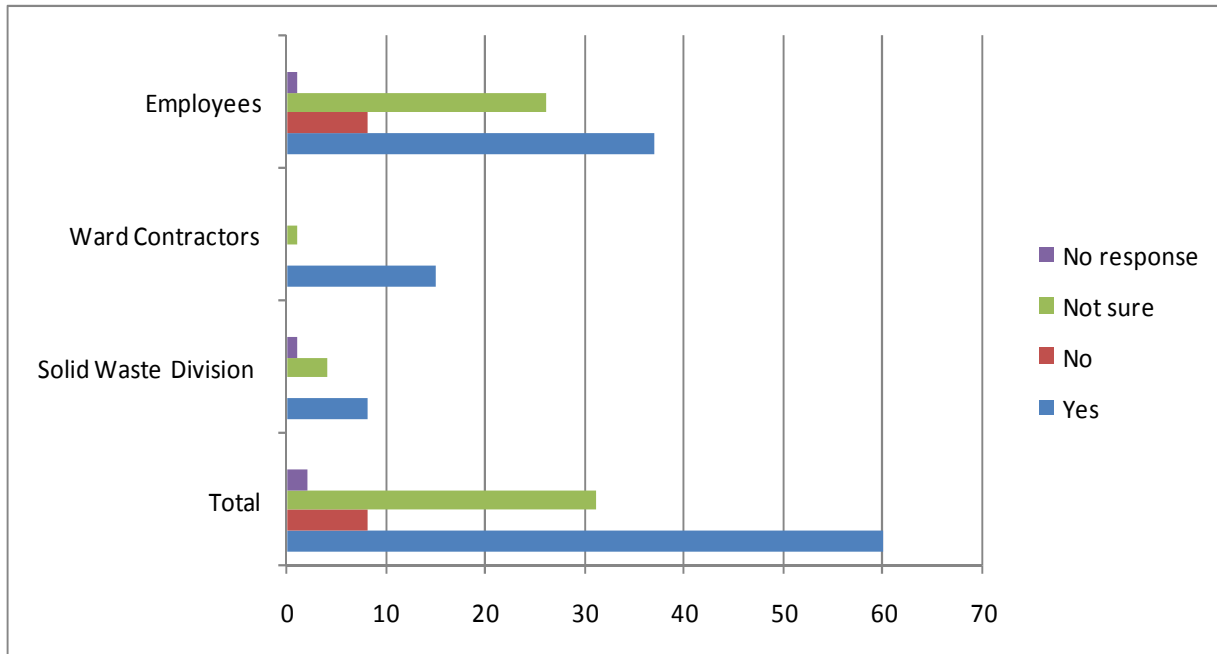


Figure 50: Comparative perceptions of samples on the implementation of innovative and creative ideas as part of the project

The group response indicated that 69% of respondents agree with the statement that innovative and creative ideas be implemented as part of the project, see Figure 51.

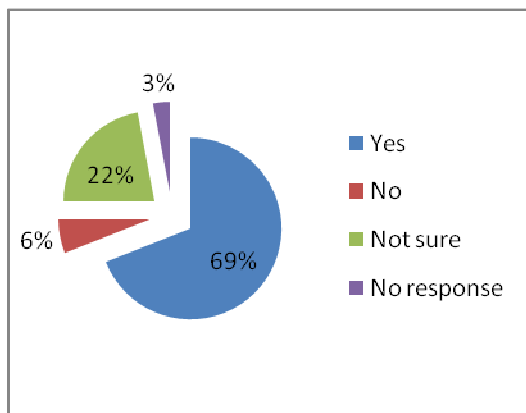


Figure 401: Holistic response on the implementation of innovative and creative ideas as part of the project

10.27. Conflicts between partners (Ward contractors, City of Windhoek and employees of Ward Contractors) are properly solved.

Above mentioned statement reveals that 54% of the SWD, 88% of the WC and 69% of respondents is of the opinion that conflicts between partners are properly solved, see Figure 52.

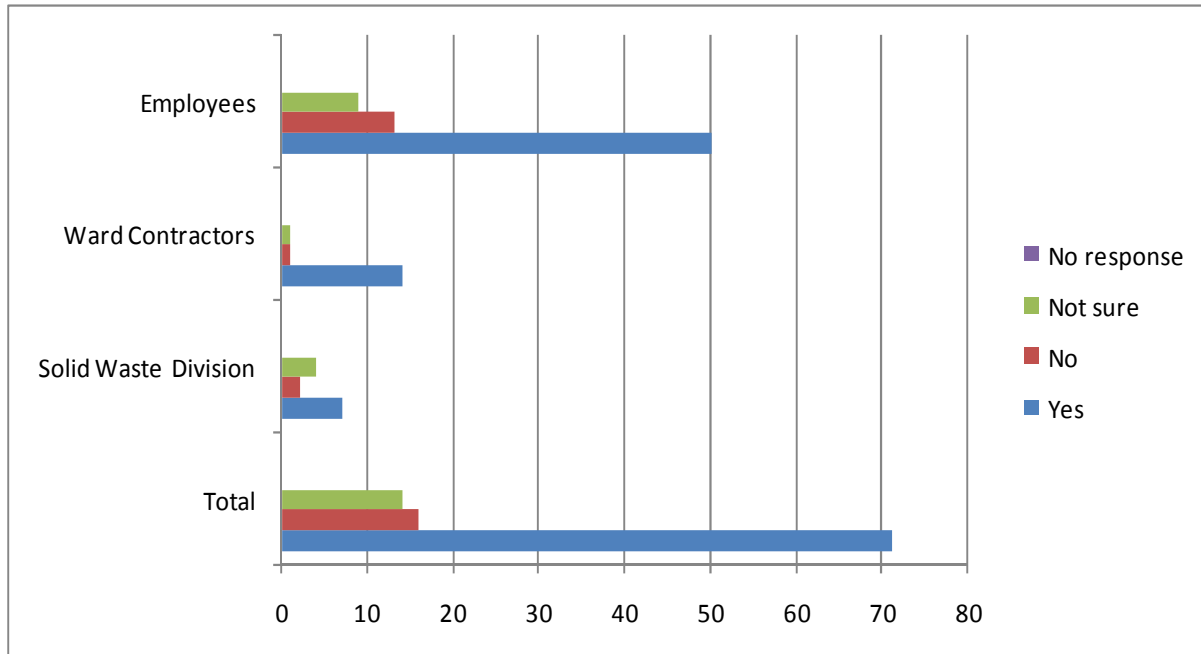


Figure 412: Comparative perceptions of samples on the solving of conflicts amongst partners.

As a group 69% agree that conflicts between partners are properly solved, see Figure 53.

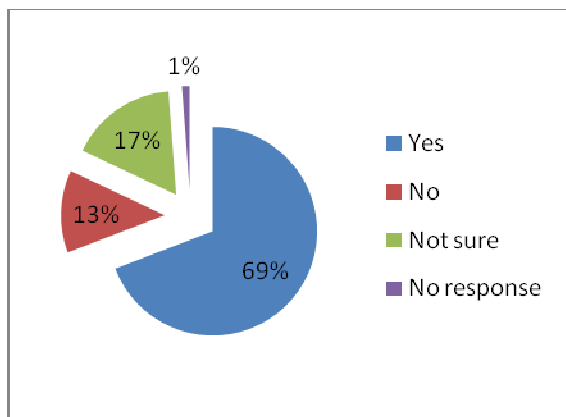


Figure 423: Holistic response on the solving of conflicts amongst partners

10.28. The Ward Contractor project creates new jobs.

All respondents, namely, 77% of the SWD, 100% of the WC and 78% of the EMPs agree that the Ward Contractor project contributes towards the creation of new jobs, see Figure 54.

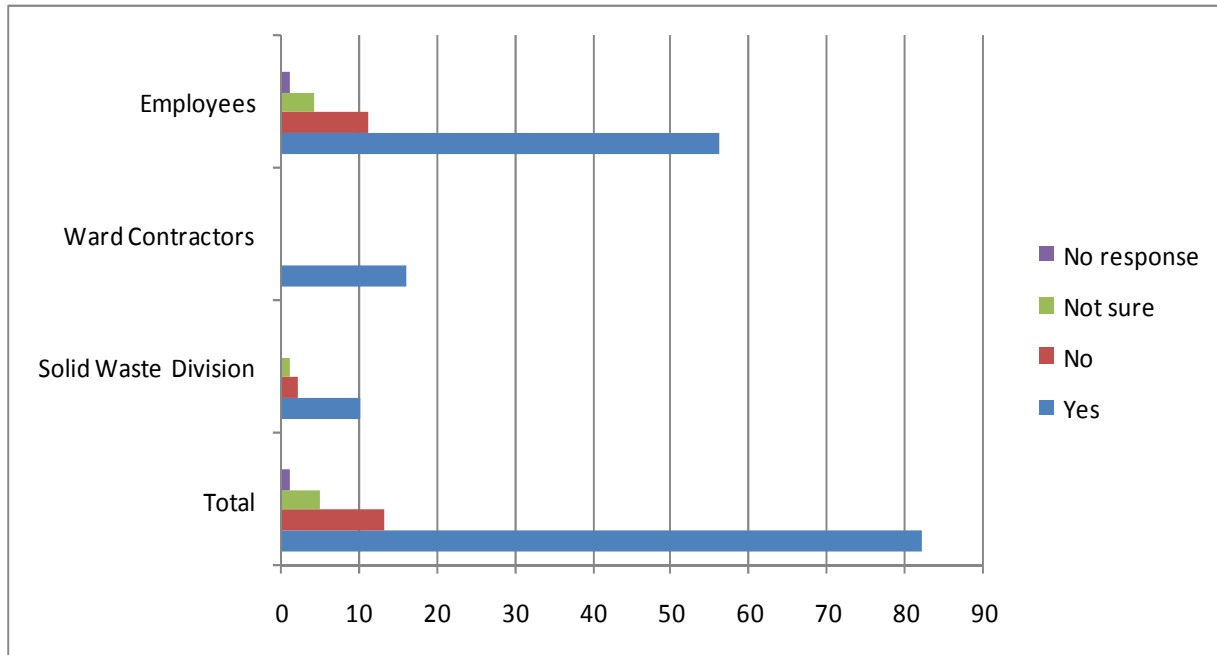


Figure 434: Comparative perceptions of samples on job creation through the project

Overall 84% of respondents are of the opinion that the Ward Contractor project contributes toward the creation of new jobs see Figure 55.

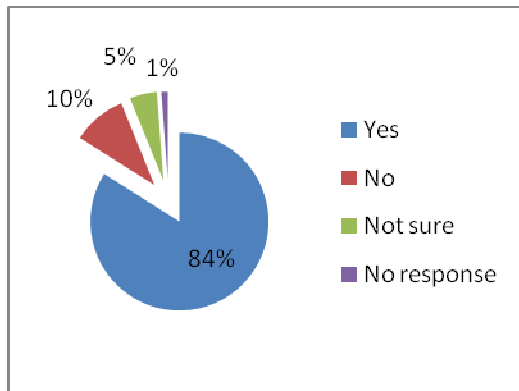


Figure 445: Holistic response on job creation through the project.

10.29. The Ward Contractor project contributes towards empowerment of the poor.

According to Figure 56, only 46% of the SWD agree with the statement, while 94% of the WC and 78% of the EMPs agree with the statement.

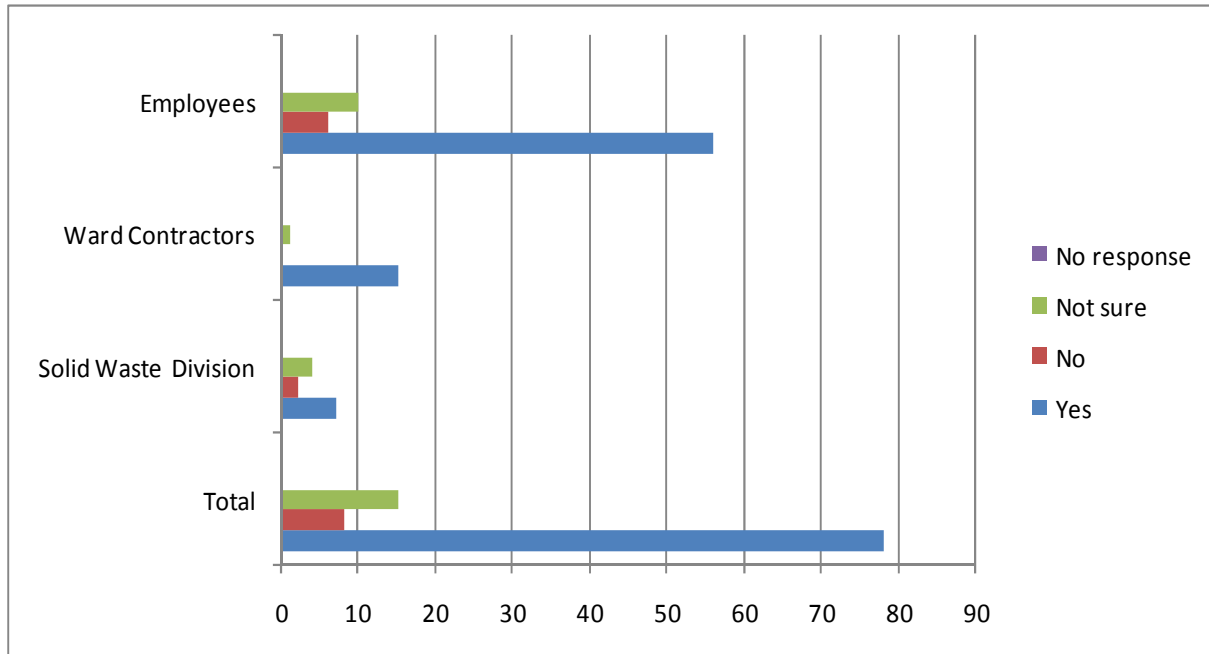


Figure 456: Comparative perceptions of samples on the empowerment of the poor through the project

The group response reveals that 71% of the respondents agree that the project contributes towards the empowerment of the poor, see Figure 57.

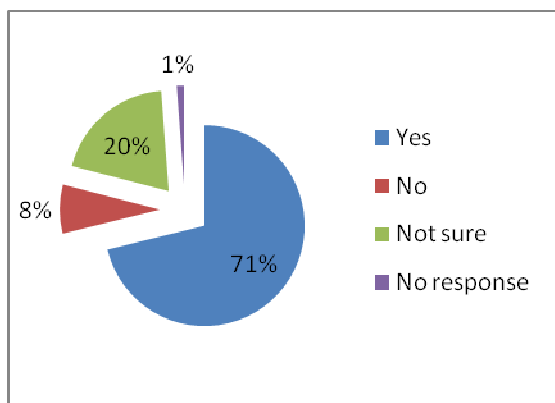


Figure 467: Holistic response on the empowerment of the poor through the project

10.30. The Ward Contractor project contributes towards economic development in the City of Windhoek.

According to Figure 58, 54% of the SWD agree with the statement that the project contributes towards economic development of the CW in comparison with 94% of the WC and 77% of the EMPs.

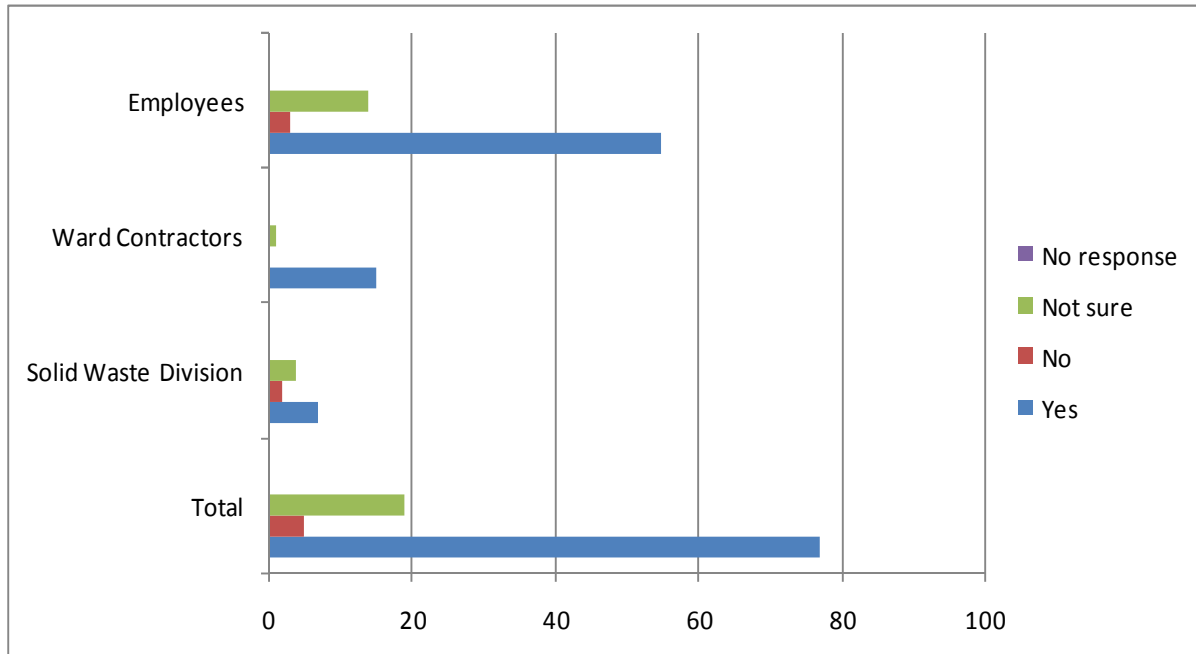


Figure 478: Comparative perceptions of samples on the project's contribution towards economic development in the CW

The group response indicates that 74% of the respondents agree that the Ward Contractor project contributes towards economic development in the CW.

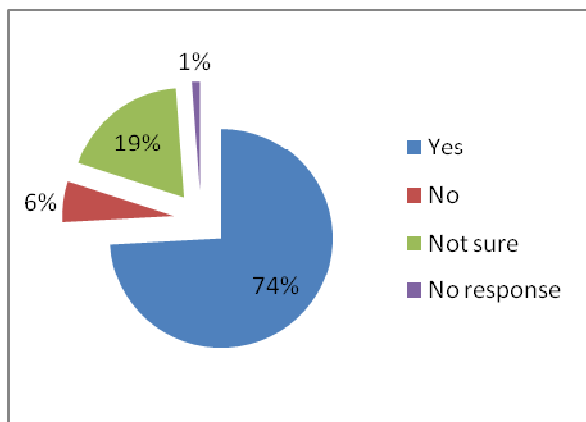


Figure 489: Holistic response on the contribution of the project towards economic development in the CW

10.31. The community is satisfied with the appropriate level of services provided by the Ward Contractor.

When comparing the response it is interesting to note that 69% of the WC and 74% of the EMPs indicated that the community is satisfied with the services while only 8% of the SWD agree with the statement. 69% Of the SWD indicated that they are not sure, see Figure 60.

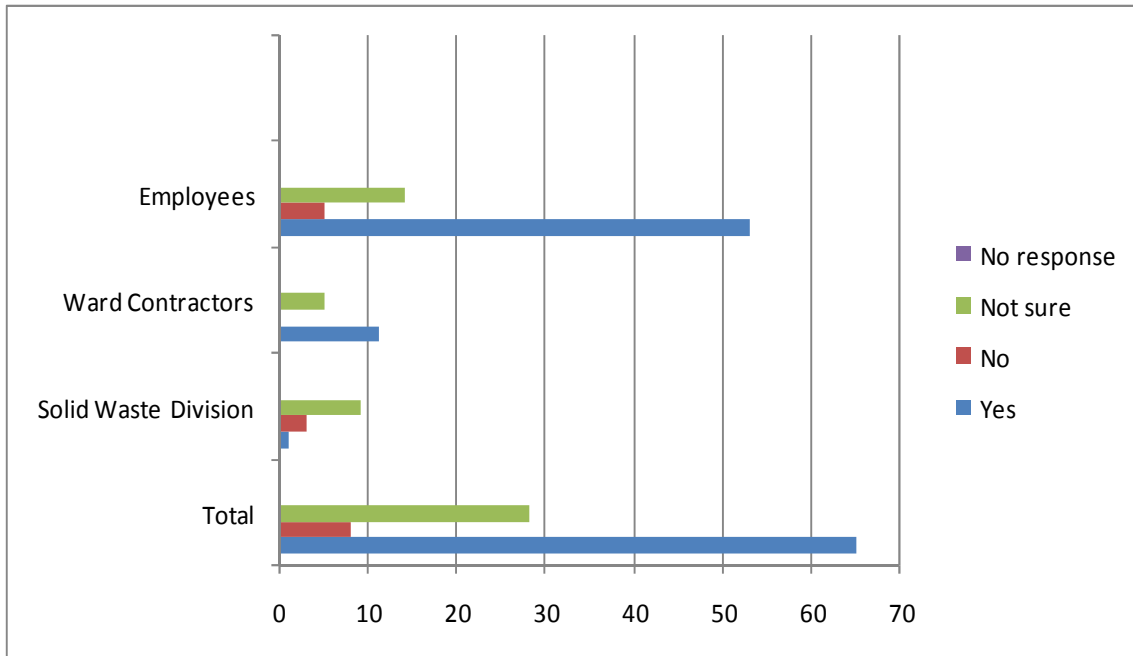


Figure 60: Comparative perceptions of samples on the community's satisfaction with the services provided by the Ward Contractor

The group response indicated that 50% of the group agree that the community is satisfied with the level of services while 40% said no and 10% is not sure, see Figure 61.

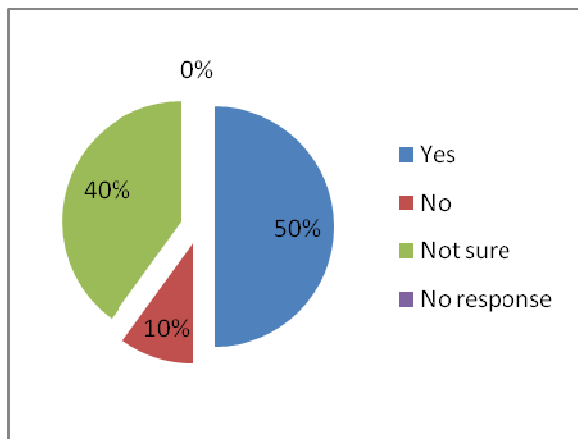


Figure 491: Holistic response on the community's satisfaction with the services provided by the Ward Contractor

10.32. Services provided are affordable to the community.

Only 46% of the SWD agree with the statement that the services provided by the Ward Contractor is affordable to the community in comparison with 81% of the WC and 64% of the EMPs, see Figure 62.

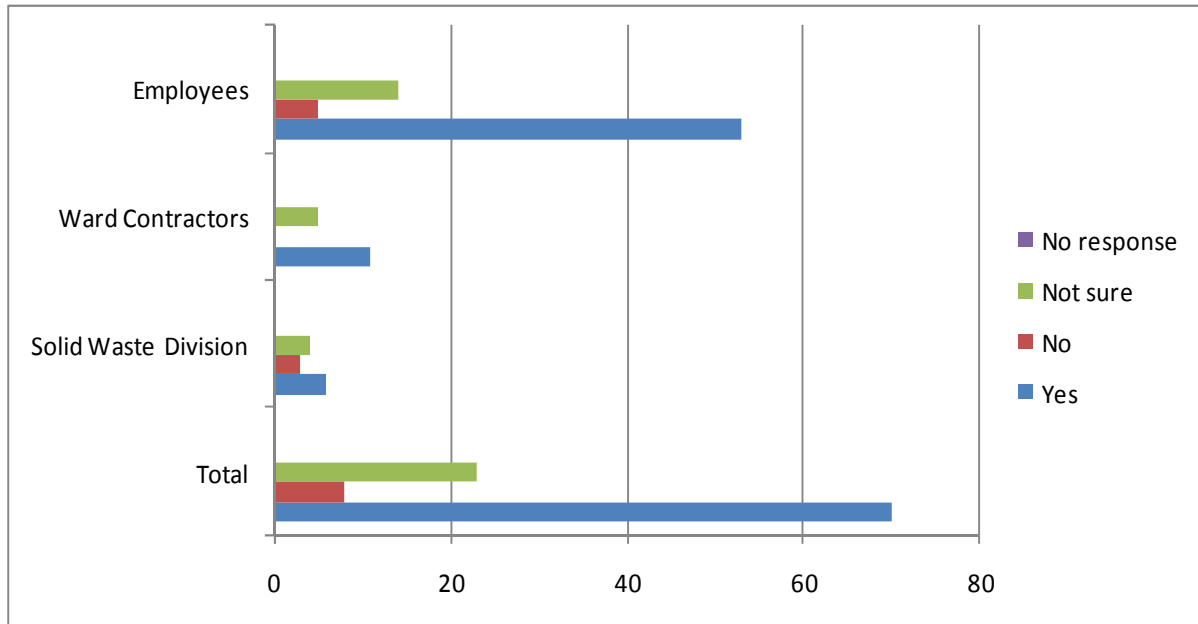


Figure 502: Comparative perceptions of the samples on the affordability of services to the community.

The group response revealed that 65% of the respondents are of the opinion that the services rendered are affordable by the community, see Figure 63.

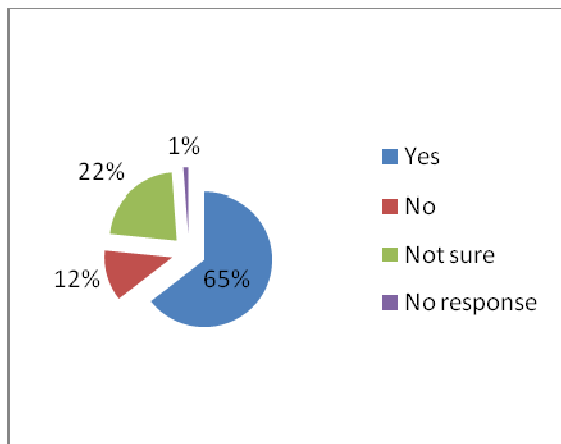


Figure 513: Holistic response on the affordability of services to the community

10.33. The Ward Contractor project contributes towards the cleanliness of the City of Windhoek.

Figure 64 reveals that 94% of the WC and 93% of the EMPs agree with the statement in comparison with 77% of the SWD that the project contributes towards the cleanliness of the CW.

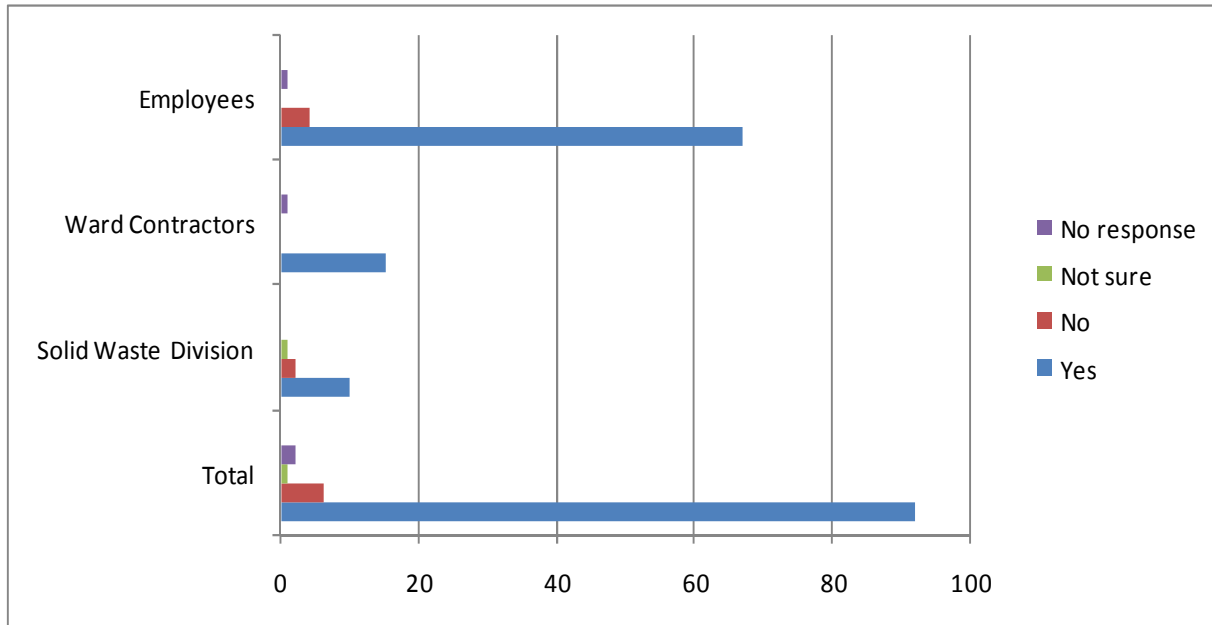


Figure 524: Comparative perceptions of samples on the cleanliness of the CW

As a group, Figure 65, 89% of the respondents agree that the project contributes towards the cleanliness of the CW.

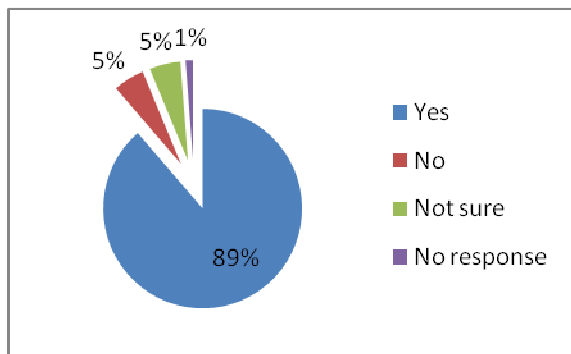


Figure 535: Holistic response on the cleanliness of the CW

10.34. The Ward Contractor project contributes towards the cleanliness of the informal settlements in the City of Windhoek.

The comparative response indicates that 77% of the SWD, 94% of the WC and 84% of the EMPs agree that the project contributes towards the cleanliness of the informal settlements, see Figure 66.

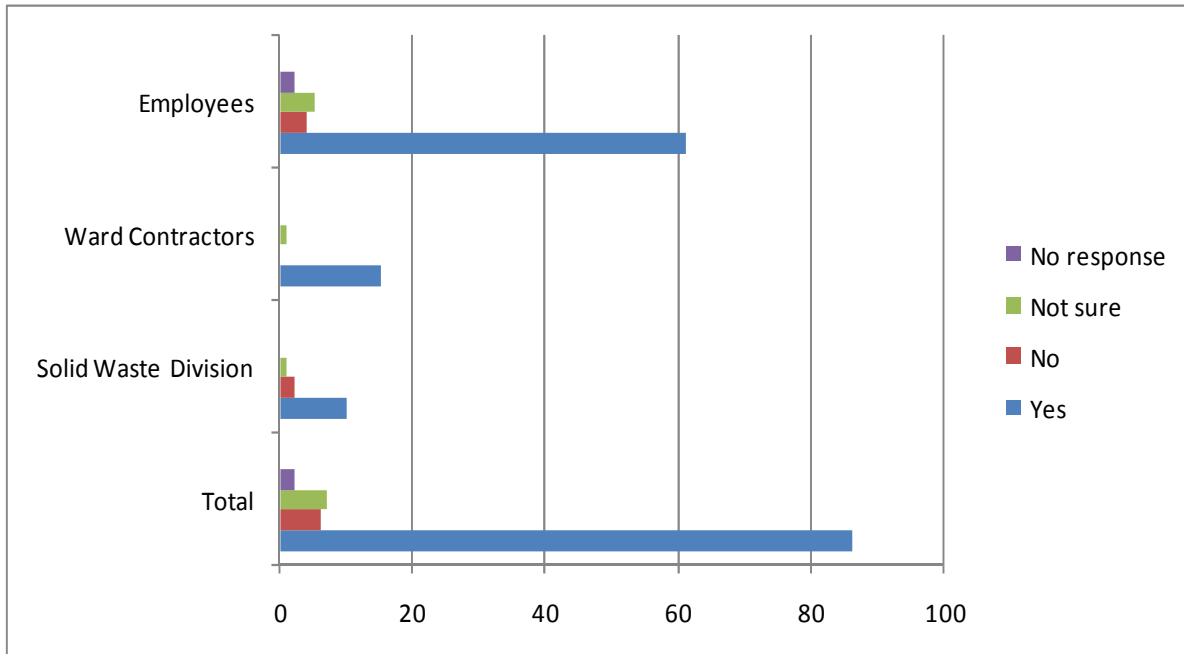


Figure 546: comparative perception of samples on the cleanliness of the informal settlements

The majority of respondents, 85% agree that the project contributes towards the cleanliness of the informal settlements, see Figure 67.

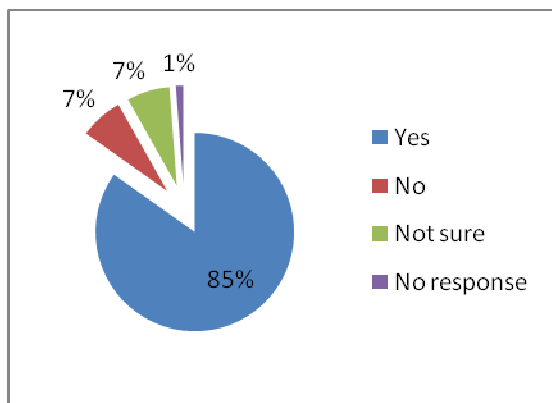


Figure 557: Holistic response on the cleanliness of the informal settlements

10.35. The Ward Contractor project contributes towards the improvement of the health of the citizens of the City of Windhoek.

The comparative response on whether the project contributes towards the health of citizens of the CW reveals in Figure 68 that 77% of the SWD, 94% of the WC and 92% of the EMPs agree with the statement.

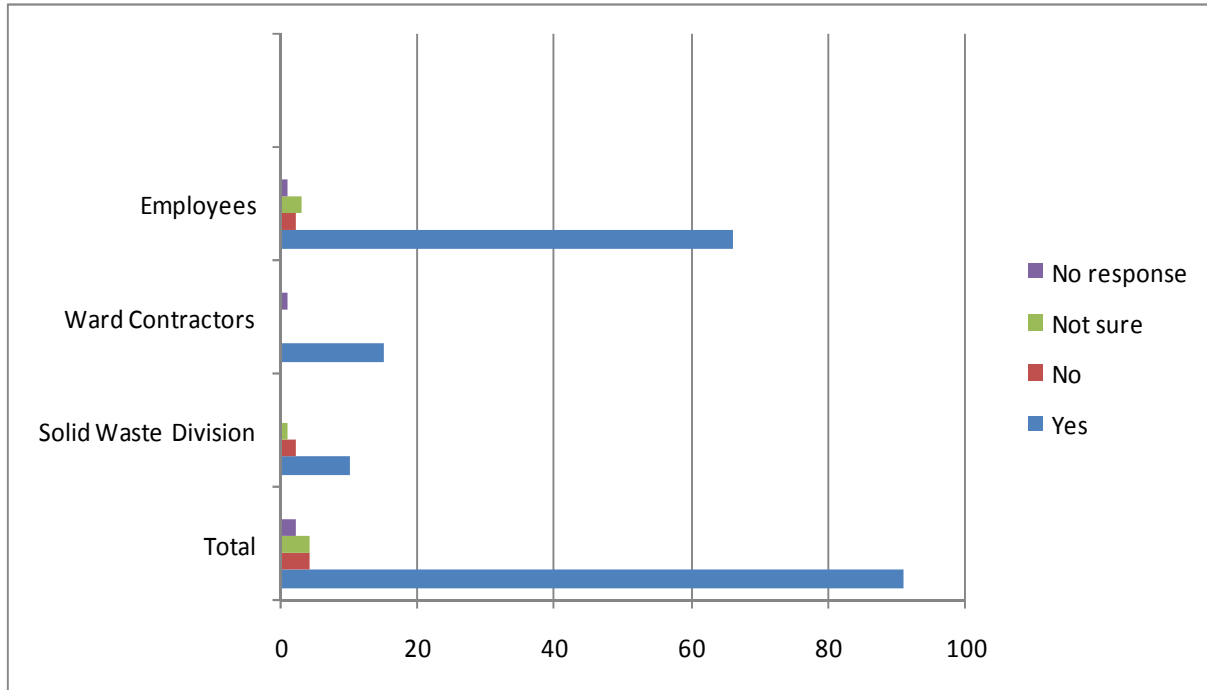


Figure 568: Comparative perceptions of samples on the contribution of the project to the health of the citizens of the CW.

Overall 89% of the respondents agree that the Ward Contractor project contributes towards the health of the citizens of the CW, see Figure 69.

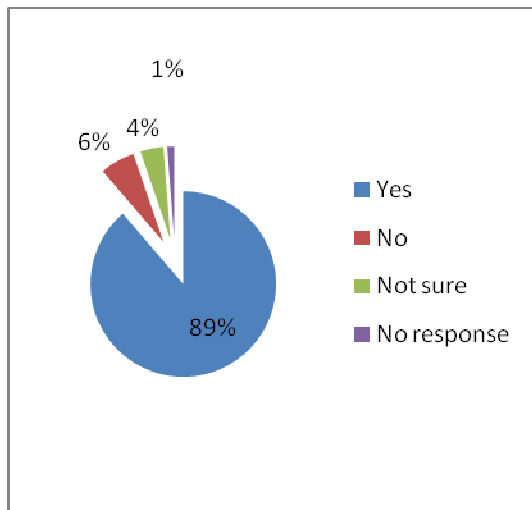
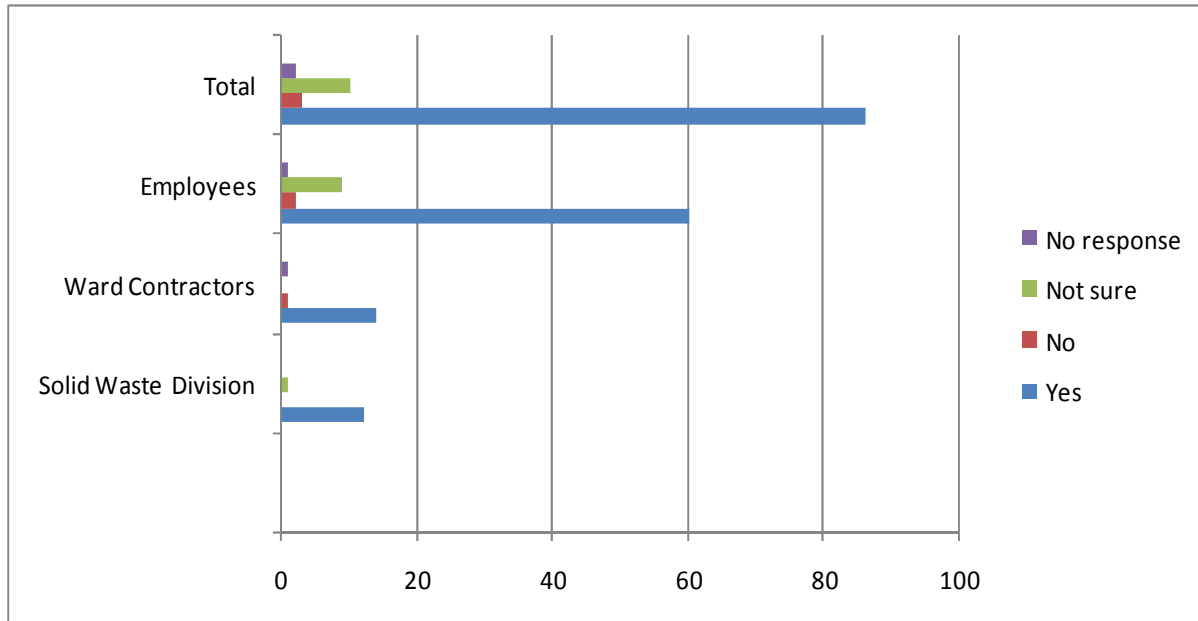


Figure 579: Holistic response on the contribution of the project towards the health of the citizens of the CW

10.36. The cleanliness of the City of Windhoek has influenced tourists' perception of the city.

Figure 70 reveals that 92% of the SWD, 88% of the WC and 83% of the EMPs agree with the statement



that the cleanliness of the CW has influenced tourists' perception of the city.

Figure70: Comparative perceptions of the samples on tourists' perception of the CW.

Overall 88% of respondents agree that the cleanliness of the CW has influenced tourist perception of the city, see Figure 71.

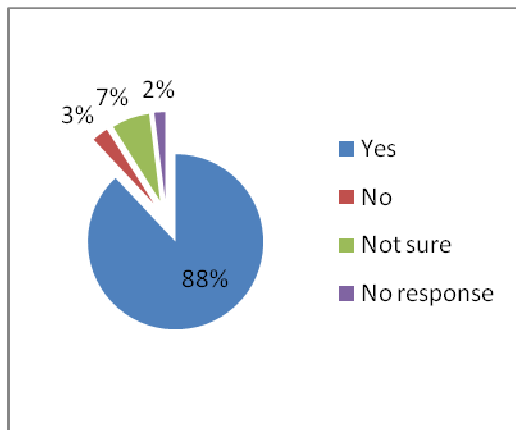


Figure 581 holistic response on tourists' perception of the CW

10.37. The Ward Contractor project used by the City of Windhoek can be implemented by other towns in Namibia.

The comparative response reveals that 85% of the SWD, 88% of the WC and 75% of EMPs agree that the Ward Contractor project can be used by other towns in Namibia, see Figure 72.

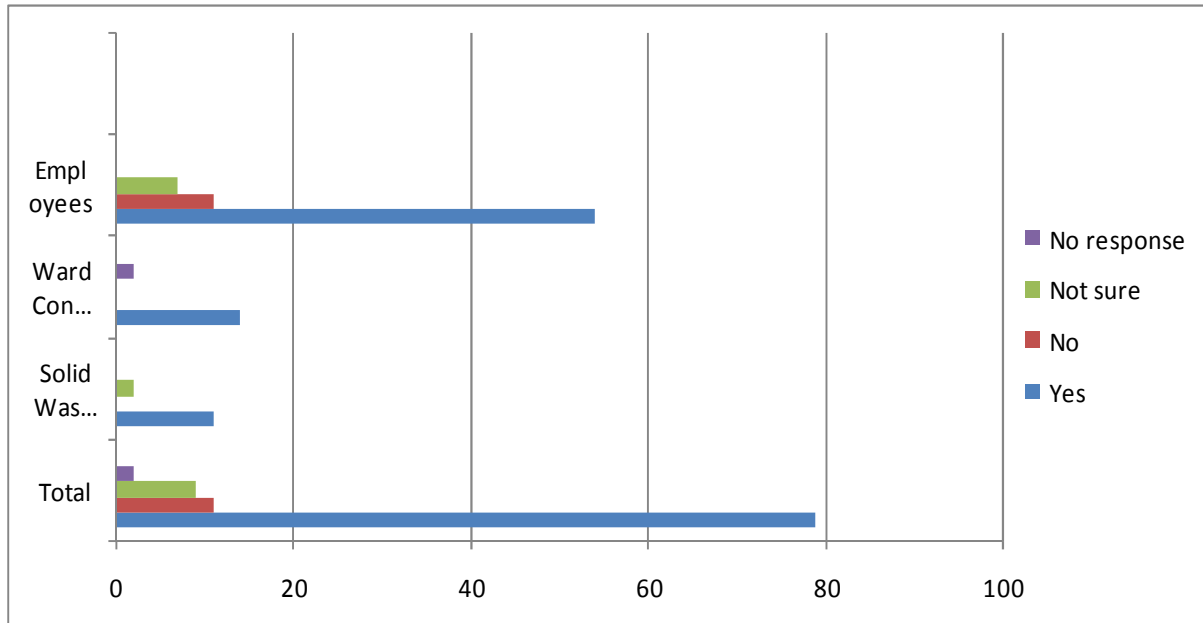


Figure 592: Comparative perceptions of the samples on the use of the project by other towns in Namibia

The majority of respondents, 83% agree that the Ward Contractor project can be used by other towns in Namibia, see Figure 73.

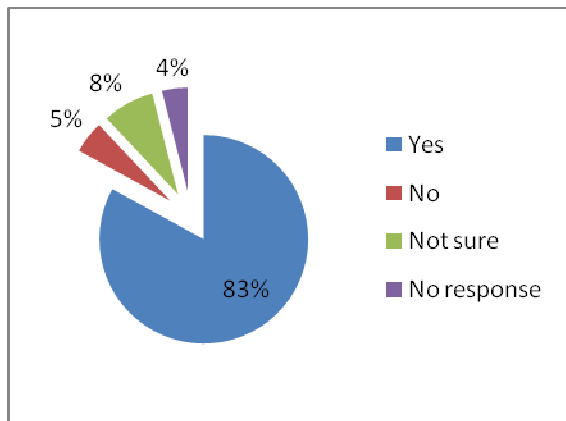


Figure 603: Holistic response on the use of the project by other towns in Namibia

10.38. The Ward Contractor project is a success.

Figure 74 reveals that 70% of the SWD, 88% of the WC and 68% of the EMPs consider the Ward Contractor project a success.

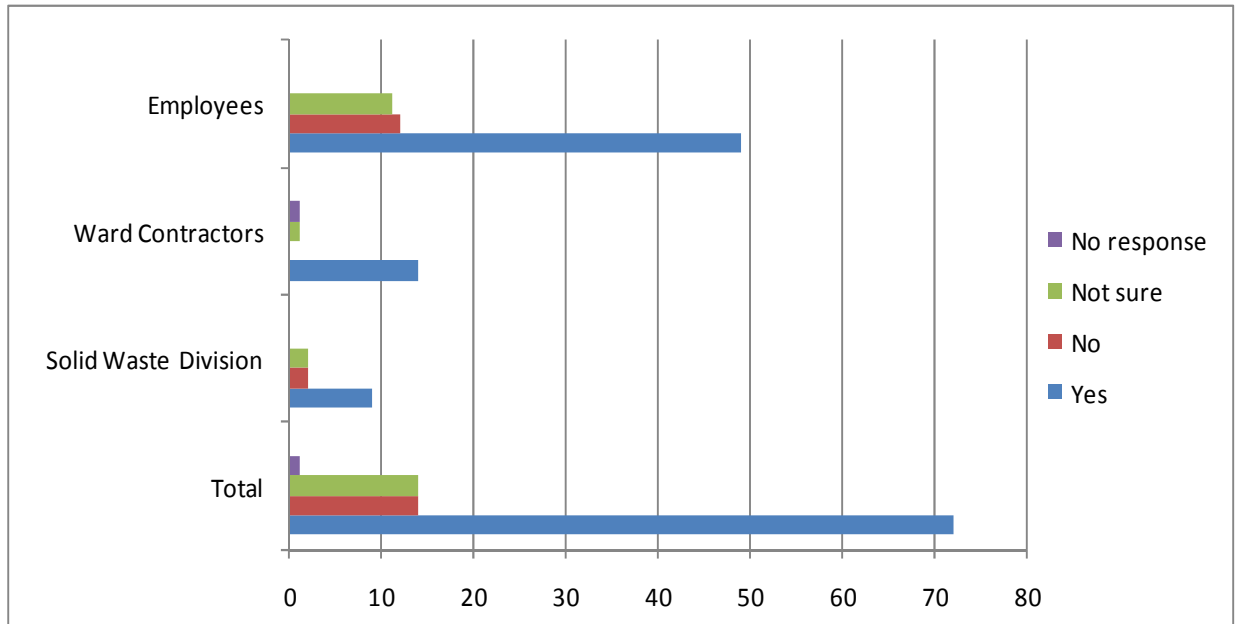


Figure 614: Comparative perceptions of samples on whether the project is a success

Overall 76% of the respondents consider the Ward Contractor project a success, see Figure 75.

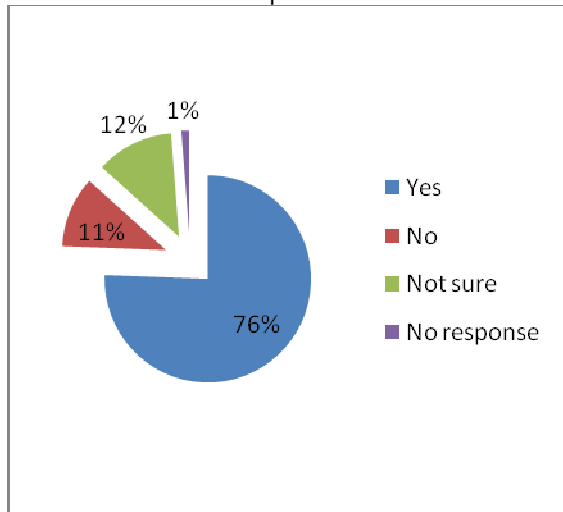


Figure 625: Holistic response on whether the project is a success

10.39. The Ward Contractor project is sustainable for the future.

The comparative views as reflected in Figure 76 reveals that 69% of the SWD, 88% of the WC and 60% of the EMPs consider the ward Contractor project sustainable for the future.

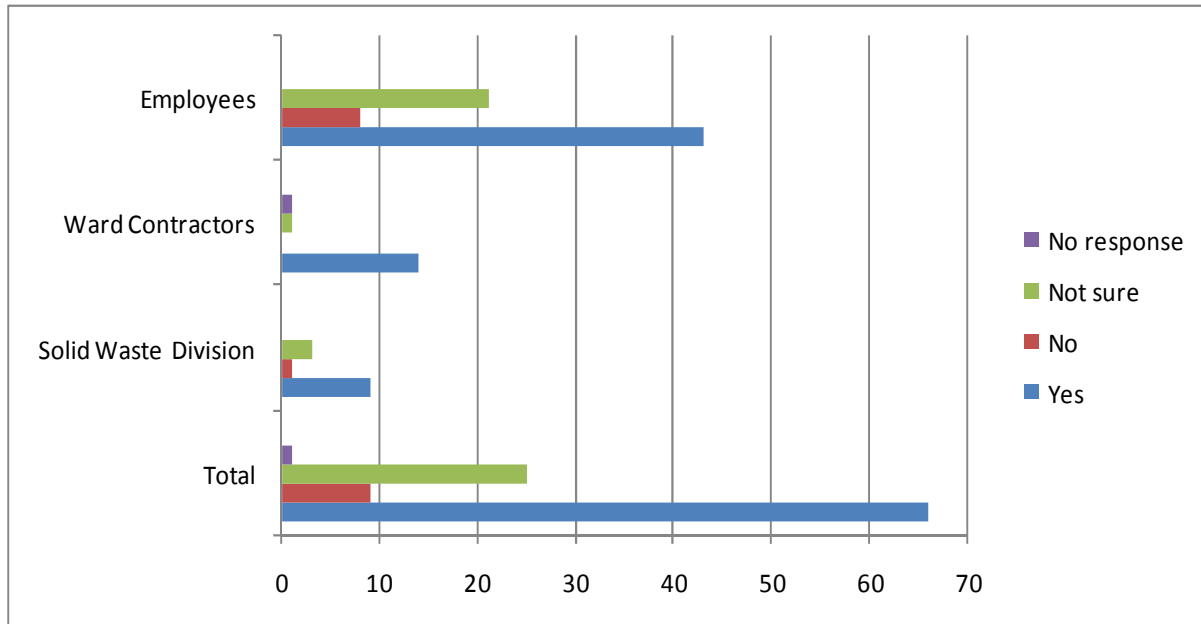


Figure 636: Comparative perceptions of samples on the sustainability of the Ward Contractor project

In general 72% of the respondents consider the ward Contractor project sustainable for the future, see Figure 77.

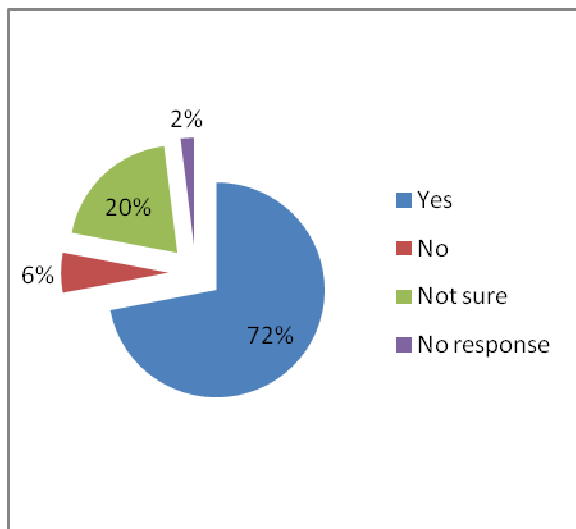


Figure 647: Holistic response on the sustainability of the Ward Contractor project

10.40. The Ward Contractor project demonstrates “value for money”.

Figure 78 reveals that only 54% of the SWD and 52% of the EMPs consider the project value for money in comparison with 75% of the WC.

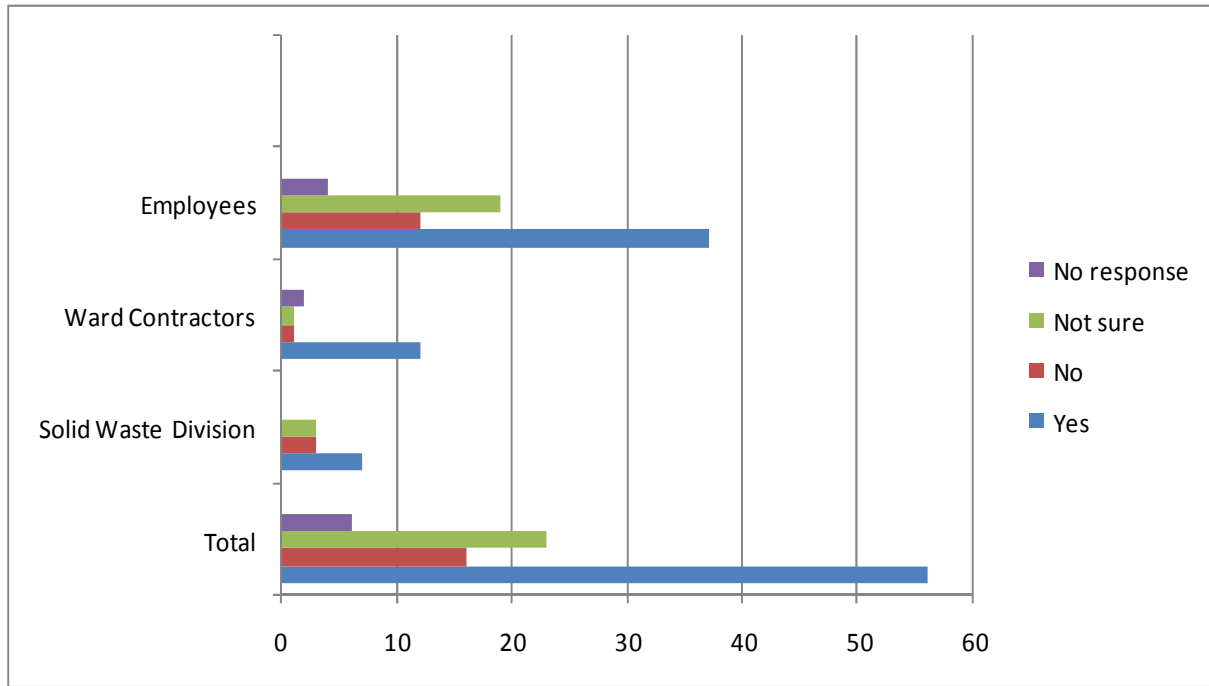


Figure 658: Comparative perceptions of samples on the statement “ Value for money”

Overall 63% of the respondents agree that the project demonstrates value for money, see Figure 79.

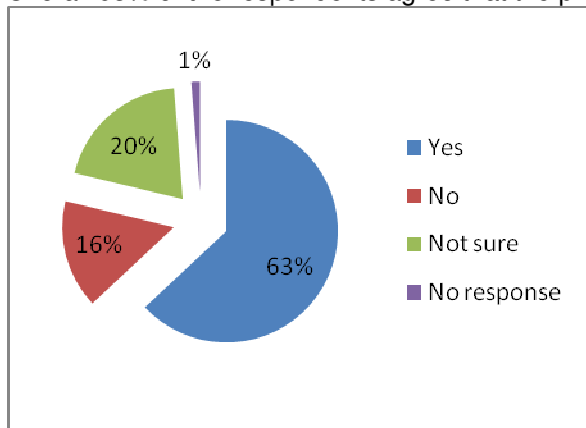


Figure 669: Holistic response on the statement “Value for money”

Table 1: Comparative response from samples on the negative aspects of the Ward Contractor project.

Solid Waste Division	Ward Contractors	Employees
<ul style="list-style-type: none"> • Some areas are not as clean as they should be because the ward contractor is not performing according to the agreed specifications; • Community perceive the outsourcing of the project in a negative light; • Conflict between ward contractors are not resolved in a transparent manner and therefore reflect negative on the supervision of the contract; • Cost escalation are not justifiable for some ward contractors, implying that some ward contractors earn more money than others; • Loopholes in contract does not allow for consistent monitoring, implies that penalties are not issued; • Ward contractors thrive on nepotism. 	<ul style="list-style-type: none"> • Does not satisfy the needs of the community; • Community not informed/educated about the project; • Insufficient funds to run project; • Community use open space as toilet; • Employees should see medical doctor on a regular basis 	<ul style="list-style-type: none"> • Appointments should be permanent; • Once contract expire there will be job loses; • Increase salaries; • Lack benefits such as housing; • No overtime payment; • Community guilty of illegal dumping of waste; • Community insult and don't cooperate; • Ward contractors don't know how to treat their employees in a humane manner; • Work long hours; • Poor salaries.

In analysing the response from the groups one can predict differences and similarities. The issues raised by the SWD focus mainly of performance management, conflict resolution, contract management and transparency. These are all related to managerial activities and related to the work that they are doing, namely, management, supervision and monitoring of the project.

With reference to the WC the main concerns are related to the community's perception about the project, there employees and the issue of funding to sustain the project. As private contractors who depend on the existence of the project, these concerns are legitimate. In the case of the EMPs, there main concern deals with issues related to there work environment, such as poor salaries, lack of benefits, job loses and treatment by the WC. As employees these concerns are predictable.

The main similarity between the three groups are related to the community and there perception and experience of the project. Concerns raised indicated that the community is not properly involved in the project and therefore they perceive it in a negative light

Table 2: Comparative response of samples on recommendation made to improve the Ward Contractor project.

Solid Waste Division	Ward Contractors	Employees
<ul style="list-style-type: none"> • Apply and enforce the Labour Law; • Capacity building of all partners through training; • Increase resources allocated to the ward contractors; • Expand project; • Needs and perceptions of clients should be linked to goals of the project; • Service delivery structures should be improved; • Conflict should be resolved in a proper manner. 	<ul style="list-style-type: none"> • Education officers should become more involved in building awareness amongst the community; • Public should be informed about the project; • Sanitation facilities provided to informal settlements; • More attention to informal settlements; • Environmental education; • Enforce law, illegal dumping of refuse; • Extend contract 	<ul style="list-style-type: none"> • Add more skip containers and toilets in wards; • Employ more workers; • Should be employed by the City of Windhoek on a permanent basis; • Improvement of salaries and benefits; • Community should be educated and informed about the projects aims and benefits; • Contract should be extended to 10 years; • Workshops should be set up to allow employees, ward contractors and employees from the City of Windhoek to address concerns; • Training of employees; • Political parties should be encouraged to support the project.

In terms of recommendations made by the three groups, there are differences and similarities. According to the response of the SWD there recommendations centre on the improvement of the managerial activities such as the application of the Labour law, allocation of financial resources to the WC, improvement of service delivery and conflict resolution between partners. The WC on the other side focus on the extension of the contract, enforcement of environmental laws/regulations, the cleanliness of the informal settlements and the livelihood of the informal settlements. These recommendations are related to there daily involvement in the project.

The EMPs emphasised the issues related to there position, namely, permanent employment, salaries, benefits, extension of the contract, improvement of the relationships between the WC and the SWD and political support for the project.

In terms of similarities all three groups emphasise the importance of getting the community involved through various activities such as environmental education and educating/informing the community about the project and its benefits. Furthermore, all three groups emphasised the importance of capacity building amongst all parties and the community. Community involvement will enhance the success of the project.

11. Discussion

PPP is the global facility that developing countries use to obtain support in their efforts to reduce poverty by increasing the access of the poor to basic services. PPP also offers a flexible option of demand driven services built on the basis of a strong partnership network and results at the country level. The PPP approach recognised that both the public and private sectors can by pooling their resources, know-how and expertise to improve the delivery of services to all citizens. PPP offer an alternative to full privatisation by combining the advantages of both sectors.

The United Nations Development Programme developed a toolkit on how to plan, develop, implement and regulate PPP's. This toolkit will be used as a guide in discussing and evaluating the Ward Contractor project of the CW. In this regard the project will be discussed under the four main stages namely:

- Starting out a PPP project;
- Preparation stage of a PPP;
- Development stage of a PPP; and
- Implementation stage of a PPP.

The biographical data revealed that 51% of the respondents were female while 49% are males. In terms of educational background 31% of the respondents have less than a Grade 10 qualification while 27% had a Grade 10 qualification. The rest of the respondents namely, 25% had a Grade 12 qualification, 11% a Graduate qualification and the remaining 6% had no qualification. With reference to years of employment, the majority of respondents, 67% has been employed for three to five years.

The remaining part of the research findings will be discussed according to the four main stages of a PPP as identified in the UNDP Toolkit. Furthermore, the research findings will be discussed according to the holistic perceptions of the respondents.

11.1 Starting out a PPP project

There are three main conditions that favour the formation of a partnership namely, a crisis, the involvement of a champion and some kind of catalyst. With reference to a crisis it takes a widely acknowledged crisis before partners decide to cooperate in order to resolve the problem. Even if the crisis is clear and the interest is there, partnership arrangements will not succeed without the drive and commitment of a few individuals. Such champions can be government officials, NGOs, business people, or citizens who make partnerships happen. There is also a need for some kind of catalyst to bring the partners together (UNDP:PPPUE Module 1, 2005: 4).

In the case study all three conditions were met namely, since the implementation of the OSSC system in 1991, the City of Windhoek has advanced in population and new developmental projects have taken place. This has resulted in an increase in solid waste in the entire city. This harmful manifestation of the problem was more apparent in the industrial areas and informal settlement areas. Numerous challenges facing the system allowed for another review in 2002 and 2006 culminating into the introduction of the ward contractor project towards the end of 2006. In this regard the City of Windhoek was divided into 16 functional wards, each with a ward contractor tasked with the responsibility of coordinating all solid waste management activities in that ward, on grass-roots level. The City of Windhoek has entered into 5 year contracts with 16 independent ward contractors who are responsible for open space and street cleaning.

The cornerstone of any PPP is the creation of an enabling regulatory, legal and political environment. This implies that the public sector must establish an appropriate legal framework for contract procurement and private sector investment. The creation of a regulatory framework alone does not necessarily guarantee effective regulation. As all local governments are different, the public and private sectors will face a steep learning curve as they try to define and regulate their relationship with one another and their roles in providing services. In particular, the public sector needs to define a clear allocation of responsibilities between the national and municipal governments, and a clear statement of its role as a

provider and regulator (UNDP:PPPUE Module 1, 2005:4). Within the Namibian context the Ministry of Regional and Local Government, Housing and Rural Development in Namibia, has identified a PPP as mean of improving services. The definition adopted by the Namibian Government emphasised the view that a PPP can contribute towards the improvement of service delivery at local level. In this regard the Namibian Government defines a PPP as follows namely, “a Public-Private Partnership describes a range of possible relationships between public and private actors for the cooperative provision of municipal services. It therefore offers alternatives to full privatisation by combining the social responsibility environmental awareness and public accountability of the public sector, with the finance technology, managerial efficiency and entrepreneurial spent of the private sector” (MRLGH, 2004:5).

One of the laws in Namibia which deals with a PPP is the Local Authorities Act, 1992 (Act No. 23 of 1992)as amended which is the governing law in Namibia relating to local government affairs. Section 94 A (1) (b) and (c) of the Act empowers the Minister of Regional and Local Government, Housing and Rural Development to make regulations relating to the entering into a joint business ventures by a local authority council and the commercialisation of any service rendered or function or duty exercised or carried by a local authority council, respectively. The minister has promulgate regulations relating to the entering of joint business ventures by local authority councils under section 94 A (1) (b) of the Local Authorities Act, as amended in 2000. The effect of this government notice is that a local authority council may enter into a joint business venture in order to exercise, perform or carry out any power, function or duty of the local authority council.

With reference to above-mentioned criteria, 66% of the respondents acknowledged the fact that the City of Windhoek created an enabling environment suitable for the arrangement. The majority of respondents, namely, 76% agree that the private sector can contribute towards the improvement of services at local government level. In terms of whether they are familiar with the concept PPP, 78% of the participants indicated that they understand the concept of PPP which is an arrangement between the private sector and the local authority in service delivery. These findings concur with the requirements lay down regarding the starting out of a PPP arrangement.

11.2 Preparation stage of a PPP

Once there is agreement to pursue a partnership approach, it is necessary to plan the process. In particular, the local authority should consider

- What work will be undertaken;
- How the work will be undertaken; and;
- Who will undertake the work (UNDP: PPPUE Module 2, 2005:1).

The first step is to ensure that the process is properly planned and organised. This implies that a management team should be the main planning and organising body in a PPP. It not only facilitates the establishment of the PPP through the stages of planning an organising, but it also participates through implementation, management, monitoring and adjustment. For the better planning and organising, it is crucial that the management team involves relevant representative from all sectors, namely, input from NGOs, CBOs, FBOs and the community. However, a partnership approach can bring additional benefits to the planning and organising stage, despite the possibility of difficulties in communication and understanding (UNDP: PPPUE Module 2, 2005: 2 -7).

With reference to the case study 68% of the respondents indicated that they understand the reasons why the City of Windhoek has set up this arrangement. This implies that the majority of the participants were aware or consulted before the City of Windhoek embarked on this arrangement. In terms of whether the City of Windhoek consulted other parties such as NGOs, CBOs, FBOs and the communities before they engaged in this project only 37% of the respondents said yes, while the majority 51% indicated that they were not sure whether these consultations did take place or not. This is linked to the response that 60% of the respondents indicated that they don't know of other partners besides the private sector (ward contractors) involved in the project.

11.3 Development stage of a PPP

Once the preparation stage is completed the development stage takes place. This stage consists of the following activities, namely;

- Identifying constraints;
- Define the PPP objectives;
- Define the scope of the PPP;
- Establishing the partnership principles;
- Establish the partnership processes;
- Selecting options;
- Financing (investments and cost recovery);
- Preparing plans of action; and
- Regulating the PPP(UNDP: PPPUE Module 3, 2005: 1 - 71).

With reference to the case study, 76% of the participants agreed that the division of the City of Windhoek into 16 functional wards is the most appropriate system to render the open space and street cleaning service. This implies that consultation took place between the main partners, namely the City of Windhoek and the newly appointed entrepreneurs (WC) and the EMPs and that all partners agree on the scope and objectives of the project. The research reveals that 84% of the respondents are familiar with the roles and responsibilities of each partner in the agreement. The majority of respondents, 77% indicated that they are familiar with the content of the contractual agreement in place and 72% also indicated that the service delivery agreement is the most suitable agreement for this arrangement. Furthermore, 88% of the respondents agree that the City of Windhoek provided the necessary supervision and contract management and that the City of Windhoek pay agreed fees promptly and in full. This implies that the City of Windhoek is adhering to its commitments. In comparison with the other main partner the WC, the research reveals that 88% of participants agree that the WC provide the agreed service while only 64% of the respondents agree that the WC meet the agreed standards of service delivery. This implies that although the majority agreed that the WC provide the services, less is of the opinion that the standard of service delivery is met.

Referring to the partnership principles applicable to the project, 73% of the respondents indicated that all partners act in a transparent manner, while 64% indicated that the appointment of the WC was done in a transparent manner. Furthermore, 29% of the respondents indicated that they know of any anti-corruption measures in place to avoid favouritism of a specific WC, while 42% indicated that there are no anti-corruption measures in place to avoid favouritism.

Adherence to legal requirements/laws of the country is one of the most important criteria which any PPP need to adhere to in order to sustain the project. In terms of regulating the arrangement, 70% of the respondents indicated that all partners adhere to the general legal requirements/laws in Namibia Besides the low response on the lack of anti-corruption measures in place, the majority of respondents agreed that the development stage of the arrangement meets the criteria for a successful PPP.

11.4 Implementation stage of a PPP

Once the development stage is completed, the PPP project can be implemented. In this regard the following activities need to be conducted, namely;

- Managing the PPP;
- Monitoring and evaluation;
- Managing conflict; and
- Capacity building (UNDP: PPPUE Module 4, 2005: 1 - 33).

Proper performance measures should be in place to make a success of the arrangement. In this regard 82% of the respondents indicated that there are performance measures in place to monitor the performance of partners. At the same time 69% indicated that the arrangement allow for innovative and creative ideas to be implemented. This implies that partners are flexible and that they allow for new ideas and inputs to be generated to make a success of the arrangement. Conflict is a natural and normal part of any working relationship. Without conflict growth is limited, however many fear and avoid conflict because they don't know how to deal with it. Note worthy 69% of respondents indicated that conflict between partners is properly solved.

Capacity building is one of the main features to sustain an effective PPP arrangement. A PPP represent a new field, requiring new skills as municipal functions are delegated to the private sector and the role of the municipality is changed. Capacity building entails the sustainable creation, utilisation and retention of that capacity, in order to reduce poverty, enhance self-reliance and improve people's lives (UNDP:PPPUE Module 4, 2005: 33).In terms of the research 69% of the respondents agreed that the project contributed towards capacity building. Furthermore, 84% of the respondents agreed that new jobs have been created while 74% of the respondents indicated that the program lead to the empowerment of the poor. Overall 74% of respondents agreed that the project contributed towards economic development in the City of Windhoek.

One of the tools used to build capacity is training. In this regard 63% of respondents indicated that they receive some type of training in comparison with 34% of the respondents who indicated that they did not receive any type of training. In the case of those who received training, 70% indicated that the training was relevant and applicable to the project.

Monitoring and evaluation is a routine management methodology, not just an ad hoc activity instituted for the purpose of an external performance audit. Performance monitoring requires effective communication and interaction between project partners and other stakeholder such as the consumers for problem solving and adaptive project management (UNDP: PPPUE Module 4, 2005: 19). In general 82% of the respondents agreed that there is consensus amongst the partners that the project is properly monitored. However, only 50% of the partners are of the opinion that the communities which they serve is satisfied with the service rendered. The remaining 50% disagree with the statement that the project contributes towards the improvement of the livelihood of the citizens of the City of Windhoek while 65% of the respondents are of the opinion that the services provided is affordable to the communities. The remaining 35% don't support the statement that the services are affordable to the consumers. The majority, 74%, agreed that the project contributes towards the cleanliness of the City and especially the informal settlements. Furthermore, 83% agreed that the project can be used as a benchmark by other towns in Namibia as a successful PPP arrangement. Lastly, the overall view of the respondents indicated that the project is a success and sustainable for the future while 63% indicated that the project demonstrates value for money.

12. Conclusion

Service delivery is the primary function of a government and in this process the Namibian government has a responsibility to ensure that citizens have access to their fundamental rights as enshrined in the Constitution. Due to limited financial resources the Namibian government has been compelled to find alternative service delivery mechanisms in order to fulfil its mandate of ensuring that services meet the expectations of the people. In this regard the Namibian Government has identified PPP arrangements as an instrument in addressing service delivery problems experienced on local government level.

Urban growth in the capital city of Namibia since independence has outstripped the City of Windhoek's ability to cope with the growing demand for the most basic and essential public services such as sanitation, water and waste. Therefore, the City of Windhoek has introduced a ward contractor project to alleviate the problems experienced especially with solid waste. The implementation of the ward contractor system by the City of Windhoek has created a favourable environment for the rendering of defensible and suitable services and ensures economic empowerment within the various communities of the City. This new approach has led to the creation of new jobs but also contribute towards sustainable

community development. The creation of an entrepreneurial culture amongst the newly established entrepreneurs has created an understanding that none or under performance in service delivery will result in cancellation of the contracts. Furthermore, the City of Windhoek in consultation with the WC defined performance targets and build them into contracts with appropriate incentives for private operators to meet service delivery targets and enforce penalties for failure doing so.

The study reveals that the majority of participants agreed that the ward contractor project adheres to the criteria and four stages of a PPP as identified by the UNDP Toolkit and they perceive the project a success. However, the main area of concern is the lack of involvement and support of the community in the project. This implies that there is a need for the community to be empowered to participate effectively in the project.

The study acknowledges the need for all partners to act in a transparent and accountable manner in order to make a success of the project. The absence of anti-corruption measures could harm the success of the project and should therefore be addressed by all partners. The main challenge facing the WC is to ensure that they employ ethical business practices in performing their duties. This implies that a new business culture be created amongst the WC through training and exposure to best practises. Lastly, the study concludes that further research is necessary and that it should include the perceptions of the consumers who receive and pay for the service.

13. Recommendations

The following recommendations are aimed at enhancing the Ward Contractors project:

Enhancing participation and decision-making: A platform should be created for the community to be present when decisions are taken that affects their livelihoods. The platforms can also be used to allow communities to air there views and concerns about the service rendered by the Ward Contractor and to improve the relationship between the partners.

Empowerment: In order for the community to participate, it is essential for the community to be well informed. The use of capacity-building workshops is a tool that can be considered to engage the community. External service providers such as academic institutions can be engaged to conduct this training. This would add to ensuring that the imbalance between the municipal officials, the ward contractors, the employees of the ward contractors and the community respondents are eliminated. It is

also recommended that the training offered and the learning gaps currently experienced be revised and that empowerment became more progressive.

Strengthening adherence to the public private partnership principles of transparency and accountability;

Transparency and accountability are vital aspects of democratic and inclusive form of urban governance. Transparency and accountability requires keeping stakeholders informed and curtailing corruption. Keeping stakeholders informed implies that all stakeholders, consumers, labour organisations, bidders and the local authority have information about potential impacts, policies, partnership objectives and procurement criteria and processes. In this regard anti-corruption measures should be made available to all partners to prevent possible corrupt practices.

Further research: The research could be strengthened by including the perceptions of the consumers who receive and pay for the services provided by the Ward Contractor. Due to the huge sample size and financial and human implications it is recommended that modalities be discussed with the management of the CW to undertake this research.

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Appendix A: Questionnaire

RESEARCH PROJECT: DETERMINING THE PERCEPTIONS OF THE WARD CONTRACTORS, EMPLOYEES OF THE WARD CONTRACTORS AND EMPLOYEES OF THE SOLID WASTE DIVISION OF THE CITY OF WINDHOEK ON THE EFFECTIVENESS AND EFFICIENCY OF THE WARD CONTRACTOR SYSTEM.

Dear Stakeholder

Approval was granted by the management of the City of Windhoek on 27 January 2009 that the above-mentioned research project be conducted. The purpose of this research project is to determine the perceptions of the stakeholders (Ward Contractors, Employees of the Ward Contractors and Employees of Solid Waste Management Division of the City of Windhoek) on the effectiveness and efficiency of the open space and street cleaning project. The evaluation will be conducted through a structured questionnaire. In this regard you are required to answer the attached questionnaire. The questionnaire consists of three (3) sections, namely:

- Biographical Information;
- Statements; and
- General comments.

YOUR VIEWS AND OPINION WILL BE TREATED WITH THE GREATEST CONFIDENTIALITY. YOU WILL NOT BE ASKED TO MENTION YOUR NAME OR THE NAME OF YOUR COMPANY.

Please follow the instructions carefully and remember to answer every question as honestly as possible.

Please submit your completed questionnaire in the enclosed envelope within 10 (TEN) working days to Ms Maya Chipeio.

Your cooperation is highly appreciated.

Thank you
Dr Charles Keyter (Researcher)
Polytechnic of Namibia
School of Business and Management
Department of Public Management
Tel: 2072450 (w)

SECTION A: BIOGRAPHICAL INFORMATION

Please indicate your choice in the appropriate block with a cross (X).

1. What is your gender?

Female	
Male	

2. What is your employment status?

City of Windhoek	
Ward contractor	
Employee of ward contractor	

3. Indicate the number of years of employment/self employment?

Less than 2 years	
3 – 5 years	
6 – 10 years	
11 and more years	

4. What is your highest qualification?

Less than Grade 10	
Grade 10	
Grade 12	
Graduate	
Post Graduate	

SECTION B: STATEMENTS

Please indicate your choice in the appropriate block with a cross (X).

	Yes	No	Not sure	No response
5. Are you familiar with the concept Public-Private Partnership (arrangement between private business and the local authority/ municipality) in local service delivery?				
6. Do you think that the private business can contribute towards the improvement of services at local government level?				
7. Do you understand the reasons why the City of Windhoek engaged in a partnership arrangement with the private business in the Ward Contractor project?				
8. Did the City of Windhoek consult other parties such as citizens, employees of the city, Non-Governmental Organisations, Community Based Organisations and Faith Based Organisations (churches) before engagement in this project?				
9. Do you know of other parties beside the private business who are involved in the project?				
10. Are you familiar with the role(s) and responsibilities of each partner (Ward contractor, City of Windhoek) in this arrangement?				
11. Did the City of Windhoek create an enabling regulatory, legal and political environment suitable for this partnership arrangement?				
12. Do you think that the division of the City of Windhoek into 16 functional wards is the most appropriate system to render an open space and street cleaning service?				
13. Are you familiar with the content of the contractual arrangement (service delivery agreement) in place?				
14. Do you think that the current contractual arrangement (service delivery agreement) is the most suitable for the project?				
15. Does the City of Windhoek provide the necessary supervision and contract management in order to ensure that the provisions of the contracts are adhered to and that the cleanliness within the City is maintained?				
16. Does the City of Windhoek pay agreed fees promptly and in full?				
17. Does the Ward Contractor provide the agreed service?				
18. Does the Ward Contractor meet the agreed standards/targets as set in the agreement?				
19. Do all partners (Ward contractor, City of Windhoek) act in a transparent and accountable manner?				
20. Was the appointment of ward contractors transparent?				
21. Do you know of any anti-corruption measures in place to avoid favouritism of a specific Ward Contractor?				
22. Do all partners (Ward Contractors, City of Windhoek) adhere to the general legal requirements/laws of Namibia?				
23. Is there performance measures in place to monitor performance of all parties involved?				
24. Did the Ward Contractor project contribute towards capacity building amongst partners?				
25. Did you receive any type of training as part of this project?				

26. Did you consider the training, if any, relevant and applicable to the project?				
27. Did the arrangement allow for innovative and creative ideas to be implemented?				
28. Are conflicts between partners (Ward contractors, City of Windhoek and employees of Ward Contractors) properly solved?				
29. Did the Ward Contractor project contribute towards the creation of new jobs?				
30. Did the Ward Contractor project contribute towards empowerment of the poor?				
31. Did the Ward Contractor project contribute towards economic development in the City of Windhoek?				
32. Do you think the community is satisfied with the appropriate level of services provided by the Ward Contractor?				
33. Do you think the services provided are affordable to the community?				
34. Did the Ward Contractor project contribute towards the cleanliness of the City of Windhoek?				
35. Did the Ward Contractor project contribute towards the cleanliness of the informal settlements in the City of Windhoek?				
36. Did the Ward Contractor project contribute towards the improvement of the health of the citizens of the City of Windhoek?				
37. Do you think that the cleanliness of the City of Windhoek has influenced tourists' perception of the city?				
38. Can the Ward Contractor project used by the City of Windhoek be implemented by other towns in Namibia?				
39. Do you consider the Ward Contractor project a success?				
40. Do you consider the Ward Contractor project sustainable for the future?				
41. Did the Ward Contractor project demonstrate "value for money"?				

SECTION C: GENERAL COMMENTS

Please give any negative comments about the Ward Contractor project, if any:

Please indicate what can be done to improve the Ward Contractor project, if any.

Appendix B: Response of the Employees of the Solid Waste Division

SECTION A: BIOGRAPHICAL INFORMATION

Please indicate your choice in the appropriate block with a cross (X).

1. What is your gender?

Female	8
Male	5

2. What is your employment status?

City of Windhoek	13
Ward contractor	
Employee of ward contractor	

3. Indicate the number of years of employment/self employment?

Less than 2 years	5
3 – 5 years	2
6 – 10 years	5
11 and more years	1

4. What is your highest qualification?

Less than Grade 10	0
Grade 10	0
Grade 12	0
Graduate	8
Post Graduate	5

SECTION B: STATEMENTS

	Yes	%	No	%	Not sure	%	No response	%	Total
5. Are you familiar with the concept Public-Private Partnership (arrangement between private business and the local authority/ municipality) in local service delivery?	12	92	0	0	1	8	0	0	13
6. Do you think that the private business can contribute towards the improvement of services at local government level?	11	84	0	0	1	8	1	8	13
7. Do you understand the reasons why the City of Windhoek engaged in a partnership arrangement with the private business in the Ward Contractor project?	10	77	2	15	1	8	0	0	13
8. Did the City of Windhoek consult other parties such as citizens, employees of the city, Non-Governmental Organisations, Community Based Organisations and Faith Based Organisations (churches) before engagement in this project?	5	39	2	15	6	46	0	0	13
9. Do you know of other parties beside the private business who are involved in the project?	3	23	8	62	1	8	1	8	13
10. Are you familiar with the role(s) and responsibilities of each partner (Ward contractor, City of Windhoek) in this arrangement?	13	100	0	0	0	0	0	0	13
11. Did the City of Windhoek create an enabling regulatory, legal and political environment suitable for this partnership arrangement?	11	85	0	0	2	15	0	0	13
12. Do you think that the division of the City of Windhoek into 16 functional wards is the most appropriate system to render an open space and street cleaning service?	9	69	1	8	3	23	0	0	13
13. Are you familiar with the content of the contractual arrangement (service delivery agreement) in place?	11	84	1	8	1	8	0	0	13
14. Do you think that the current contractual arrangement (service delivery agreement) is the most suitable for the project?	9	70	2	15	2	15	0	0	13
15. Does the City of Windhoek provide the necessary supervision and contract management in order to ensure that the provisions of the contracts are adhered to and that the cleanliness within the City is maintained?	12	92	0	0	1	8	0	0	13
16. Does the City of Windhoek pay agreed fees promptly and in full?	10	77	0	0	3	23	0	0	13
17. Does the Ward Contractor provide the agreed service?	10	77	1	8	2	15	0	0	13
18. Does the Ward Contractor meet the agreed standards/targets as set in the agreement?	4	31	3	23	6	46	0	0	13
19. Do all partners (Ward contractor, City of Windhoek) act in a transparent and accountable manner?	8	62	3	23	2	15	0	0	13
20. Was the appointment of ward contractors transparent?	6	46	2	15	4	31	1	8	13
21. Do you know of any anti-corruption measures in	3	23	4	31	6	46	0	0	13

place to avoid favouritism of a specific Ward Contractor?									
22. Do all partners (Ward Contractors, City of Windhoek) adhere to the general legal requirements/laws of Namibia?	8	62	3	23	2	15	0	0	13
23. Is there performance measures in place to monitor performance of all parties involved?	11	85	0	0	0	0	2	15	13
24. Did the Ward Contractor project contribute towards capacity building amongst partners?	8	62	1	8	4	30	0	0	13
25. Did you receive any type of training as part of this project?	4	31	9	69	0	0	0	0	13
26. Did you consider the training, if any, relevant and applicable to the project?	8	62	1	8	4	30	0	0	13
27. Did the arrangement allow for innovative and creative ideas to be implemented?	8	62	0	0	4	30	1	8	13
28. Are conflicts between partners (Ward contractors, City of Windhoek and employees of Ward Contractors) properly solved?	7	55	2	15	4	30	0	0	13
29. Did the Ward Contractor project contribute towards the creation of new jobs?	10	77	2	15	1	8	0	0	13
30. Did the Ward Contractor project contribute towards empowerment of the poor?	6	46	2	15	5	39	0	0	13
31. Did the Ward Contractor project contribute towards economic development in the City of Windhoek?	7	55	2	15	4	30	0	0	13
32. Do you think the community is satisfied with the appropriate level of services provided by the Ward Contractor?	1	8	3	23	9	69	0	0	13
33. Do you think the services provided are affordable to the community?	6	46	3	23	4	31	0	0	13
34. Did the Ward Contractor project contribute towards the cleanliness of the City of Windhoek?	10	77	1	8	2	15	0	0	13
35. Did the Ward Contractor project contribute towards the cleanliness of the informal settlements in the City of Windhoek?	10	77	2	15	1	8	0	0	13
36. Did the Ward Contractor project contribute towards the improvement of the health of the citizens of the City of Windhoek?	10	77	2	15	1	8	0	0	13
37. Do you think that the cleanliness of the City of Windhoek has influenced tourists' perception of the city?	12	92	0	0	1	8	0	0	13
38. Can the Ward Contractor project used by the City of Windhoek be implemented by other towns in Namibia?	11	85	0	0	2	15	0	0	13
39. Do you consider the Ward Contractor project a success?	9	70	2	15	2	15	0	0	13
40. Do you consider the Ward Contractor project sustainable for the future?	9	70	1	8	3	23	0	0	13
41. Did the Ward Contractor project demonstrate "value for money"?	7	54	3	23	3	23	0	0	13

Appendix C: Response of the Ward Contractors

SECTION A: BIOGRAPHICAL INFORMATION

Please indicate your choice in the appropriate block with a cross (X).

1. What is your gender?

Female	9
Male	7

2. What is your employment status?

City of Windhoek	
Ward contractor	16
Employee of ward contractor	

3. Indicate the number of years of employment/self employment?

Less than 2 years	3
3 – 5 years	11
6 – 10 years	1
11 and more years	

4. What is your highest qualification?

Less than Grade 10	1
Grade 10	4
Grade 12	7
Graduate	3
Post Graduate	1

SECTION B: STATEMENTS

	Yes	%	No	%	Not sure	%	No response	%	Total
5. Are you familiar with the concept Public-Private Partnership (arrangement between private business and the local authority/ municipality) in local service delivery?	14	88	0	0	2	12	0	0	16
6. Do you think that the private business can contribute towards the improvement of services at local government level?	15	94	0	0	1	6	0	0	16
7. Do you understand the reasons why the City of Windhoek engaged in a partnership arrangement with the private business in the Ward Contractor project?	15	94	0	0	1	6	0	0	16
8. Did the City of Windhoek consult other parties such as citizens, employees of the city, Non-Governmental Organisations, Community Based Organisations and Faith Based Organisations (churches) before engagement in this project?	8	50	1	6	7	44	0	0	16
9. Do you know of other parties beside the private business who are involved in the project?	3	19	9	56	4	25	0	0	16
10. Are you familiar with the role(s) and responsibilities of each partner (Ward contractor, City of Windhoek) in this arrangement?	14	88	1	6	1	6	0	0	16
11. Did the City of Windhoek create an enabling regulatory, legal and political environment suitable for this partnership arrangement?	12	75	2		2		0	0	16
12. Do you think that the division of the City of Windhoek into 16 functional wards is the most appropriate system to render an open space and street cleaning service?	16	100	0	0	0	0	0	0	16
13. Are you familiar with the content of the contractual arrangement (service delivery agreement) in place?	15	94	0	0	1	6	0	0	16
14. Do you think that the current contractual arrangement (service delivery agreement) is the most suitable for the project?	14	88	0	0	2	12	0	0	16
15. Does the City of Windhoek provide the necessary supervision and contract management in order to ensure that the provisions of the contracts are adhered to and that the cleanliness within the City is maintained?	15	94	1	6	0	0	0	0	16
16. Does the City of Windhoek pay agreed fees promptly and in full?	15	94	1	6	0	0	0	0	16
17. Does the Ward Contractor provide the agreed service?	16	100	0	0	0	0	0	0	16
18. Does the Ward Contractor meet the agreed standards/targets as set in the agreement?	15	94	0	0	1	6	0	0	16
19. Do all partners (Ward contractor, City of Windhoek) act in a transparent and accountable manner?	15	94	0	0	1	6	0	0	16

20. Was the appointment of ward contractors transparent?	16	100	0	0	0	0	0	0	16
21. Do you know of any anti-corruption measures in place to avoid favouritism of a specific Ward Contractor?	8	50	8	50	0	0	0	0	16
22. Do all partners (Ward Contractors, City of Windhoek) adhere to the general legal requirements/laws of Namibia?	14	87.5	0	0	2	12.5	0	0	16
23. Is there performance measures in place to monitor performance of all parties involved?	14	88	1	6	1	6	0	0	16
24. Did the Ward Contractor project contribute towards capacity building amongst partners?	14	88	0	0	2	12	0	0	16
25. Did you receive any type of training as part of this project?	16	100	0	0	0	0	0	0	16
26. Did you consider the training, if any, relevant and applicable to the project?	15	94	1	6	0	0	0	0	16
27. Did the arrangement allow for innovative and creative ideas to be implemented?	15	94	0	6	1	0	0	0	16
28. Are conflicts between partners (Ward contractors, City of Windhoek and employees of Ward Contractors) properly solved?	14	88	1	6	1	6	0	0	16
29. Did the Ward Contractor project contribute towards the creation of new jobs?	16	100	0	0	0	0	0	0	16
30. Did the Ward Contractor project contribute towards empowerment of the poor?	15	94	0	0	1	6	0	0	16
31. Did the Ward Contractor project contribute towards economic development in the City of Windhoek?	15	94	0	0	1	6	0	0	16
32. Do you think the community is satisfied with the appropriate level of services provided by the Ward Contractor?	11	69	0	0	5	31	0	0	16
33. Do you think the services provided are affordable to the community?	13	81	1	6	1	6	1	6	16
34. Did the Ward Contractor project contribute towards the cleanliness of the City of Windhoek?	15	94	0	0	0	0	1	6	16
35. Did the Ward Contractor project contribute towards the cleanliness of the informal settlements in the City of Windhoek?	15	94	0	0	1	6	0	0	16
36. Did the Ward Contractor project contribute towards the improvement of the health of the citizens of the City of Windhoek?	15	94	0	0	0	0	1	6	16
37. Do you think that the cleanliness of the City of Windhoek has influenced tourists' perception of the city?	14	88	1	6	0	0	1	6	16
38. Can the Ward Contractor project used by the City of Windhoek be implemented by other towns in Namibia?	14	88	0	0	0	0	2	12	16
39. Do you consider the Ward Contractor project a success?	14	88	0	0	1	6	1	6	16
40. Do you consider the Ward Contractor project sustainable for the future?	14	88	0	0	1	6	1	6	16
41. Did the Ward Contractor project demonstrate "value for money"?	12	75	1	6	1	6	2	13	16

Appendix D: Response from the Employees of the Ward Contractors

SECTION A: BIOGRAPHICAL INFORMATION

Please indicate your choice in the appropriate block with a cross (X).

1. What is your gender?

Female	34
Male	38

2. What is your employment status?

City of Windhoek	
Ward contractor	
Employee of ward contractor	72

3. Indicate the number of years of employment/self employment?

Less than 2 years	15
3 – 5 years	54
6 – 10 years	2
11 and more years	1

4. What is your highest qualification?

Less than Grade 10	31
Grade 10	23
Grade 12	18
Graduate	
Post Graduate	

SECTION B: STATEMENTS

	Yes	%	No	%	Not sure	%	No response	%	Total
5. Are you familiar with the concept Public-Private Partnership (arrangement between private business and the local authority/ municipality) in local service delivery?	39	54	9	13	23	32	1	1	72
6. Do you think that the private business can contribute towards the improvement of services at local government level?	41	57	6	8	25	35	0	0	72
7. Do you understand the reasons why the City of Windhoek engaged in a partnership arrangement with the private business in the Ward Contractor project?	25	35	23	32	24	33	0	0	72
8. Did the City of Windhoek consult other parties such as citizens, employees of the city, Non-Governmental Organisations, Community Based Organisations and Faith Based Organisations (churches) before engagement in this project?	15	21	11	15	46	64	0	0	72
9. Do you know of other parties beside the private business who are involved in the project?	12	17	29	40	29	40	2	3	72
10. Are you familiar with the role(s) and responsibilities of each partner (Ward contractor, City of Windhoek) in this arrangement?	44	62	14	19	13	18	1	1	72
11. Did the City of Windhoek create an enabling regulatory, legal and political environment suitable for this partnership arrangement?	25	35	7	10	39	54	1	1	72
12. Do you think that the division of the City of Windhoek into 16 functional wards is the most appropriate system to render an open space and street cleaning service?	45	63	11	15	15	21	1	1	72
13. Are you familiar with the content of the contractual arrangement (service delivery agreement) in place?	39	54	22	31	10	14	1	1	72
14. Do you think that the current contractual arrangement (service delivery agreement) is the most suitable for the project?	40	56	14	19	14	19	4	4	72
15. Does the City of Windhoek provide the necessary supervision and contract management in order to ensure that the provisions of the contracts are adhered to and that the cleanliness within the City is maintained?	56	78	7	10	7	10	2	2	72
16. Does the City of Windhoek pay agreed fees promptly and in full?	43	60	8	11	21	29	0	0	72
17. Does the Ward Contractor provide the agreed service?	62	86	5	7	4	6	1	1	72
18. Does the Ward Contractor meet the agreed standards/targets as set in the agreement?	49	68	7	10	16	22	0	0	72
19. Do all partners (Ward contractor, City of Windhoek) act in a transparent and accountable manner?	45	63	12	16	15	21	0	0	72
20. Was the appointment of ward contractors transparent?	34	47	5	7	32	44	1	1	72
21. Do you know of any anti-corruption measures in place to avoid favouritism of a specific Ward Contractor?	10	14	33	46	29	40	0	0	72

22. Do all partners (Ward Contractors, City of Windhoek) adhere to the general legal requirements/laws of Namibia?	42	58	7	10	22	31	1		1	72
23. Is there performance measures in place to monitor performance of all parties involved?	52	72	3	4	17	24	0		0	72
24. Did the Ward Contractor project contribute towards capacity building amongst partners?	42	58	6	8	23	32	1		1	72
25. Did you receive any type of training as part of this project?	41	57	24	33	4	6	3		3	72
26. Did you consider the training, if any, relevant and applicable to the project?	41	57	25	35	5	7	1		1	72
27. Did the arrangement allow for innovative and creative ideas to be implemented?	37	52	8	11	26	36	1		1	72
28. Are conflicts between partners (Ward contractors, City of Windhoek and employees of Ward Contractors) properly solved?	50	69	13	18	9	13	0		0	72
29. Did the Ward Contractor project contribute towards the creation of new jobs?	56	78	11	15	4	6	0		0	72
30. Did the Ward Contractor project contribute towards empowerment of the poor?	56	78	6	8	10	14	0		0	72
31. Did the Ward Contractor project contribute towards economic development in the City of Windhoek?	55	77	3	4	14	19	0		0	72
32. Do you think the community is satisfied with the appropriate level of services provided by the Ward Contractor?	53	74	5	7	14	19	0		0	72
33. Do you think the services provided are affordable to the community?	46	64	5	7	21	29	0		0	72
34. Did the Ward Contractor project contribute towards the cleanliness of the City of Windhoek?	67	93	4	6	1	1	0		0	72
35. Did the Ward Contractor project contribute towards the cleanliness of the informal settlements in the City of Windhoek?	61	84	4	6	5	7	2		2	72
36. Did the Ward Contractor project contribute towards the improvement of the health of the citizens of the City of Windhoek?	66	92	2	3	3	4	1		1	72
37. Do you think that the cleanliness of the City of Windhoek has influenced tourists' perception of the city?	60	83	2	3	9	13	1		1	72
38. Can the Ward Contractor project used by the City of Windhoek be implemented by other towns in Namibia?	54	75	11	15	7	10	0		0	72
39. Do you consider the Ward Contractor project a success?	49	68	12	17	11	15	0		0	72
40. Do you consider the Ward Contractor project sustainable for the future?	43	60	8	11	21	29	0		0	72
41. Did the Ward Contractor project demonstrate "value for money"?	37	52	12	17	19	26	4		4	72

