

**A SHIFT FROM PRIVATE TO PUBLIC URBAN
MANAGEMENT: A CASE STUDY OF ORANJEMUND,
NAMIBIA.**

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*Research article presented in partial fulfilment of the requirements for
the degree of a Masters in Urban and Regional Planning in
the Faculty of Arts and Social Sciences at Stellenbosch University.*

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April 2019

Declaration

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ABSTRACT

This study analyses the managerial shift from private to public authority in the town of Oranjemund, Namibia. It covers the theme of urban management and understanding what it means. It does so by looking at the definition of urban management and two different approaches to management: Tradition Management and New Public Management (NPM). It discusses the differences between the two approaches and the relationship the public and privates sector have regarding services and infrastructure. The paper specifically touches on the shift from a traditional management approach to the NPM approach. The collaborative relationship between the public sector, private sector and civil society that the NPM promotes is highlighted throughout the study. Furthermore, the theme of urban management is applied to the concept of mine towns and what happens to these towns, their infrastructure and citizens after they have reached their full life span. The town transformation process of Oranjemund is elaborated on and broken down. The shift in its managerial approach is discussed and it is clear that the collaborative approach (NPM) is the best way forward when striving towards a post-mining town economy towards a multi-faceted, independent, thriving and sustainable town.

Keywords: traditional urban management, new public urban management, mining towns, company towns, town council, private management, public management.

OPSOMMING

Die studie analiseer die bestuurs-verskuiwing van privaat na publieke gesag in die dorp van Oranjemund, Namibie. Dit dek die tema van stedelike bestuur en hoe om dit te verstaan. Dit doen dit deur om te kyk na die defenisie van stedelike bestuur en twee verskillende benaderings van die soort bestuur: Tradisionele Bestuur en Nuwe Openbare Bestuur (NOB). Dit bespreek die verskil tussen die twee benaderings en die verhouding wat die publieke en privaat sektor het met betrekking tot dienste en infrastruktuur. Die papier raak spesefiek op die verskuiwing van a tradisionele bestuur benadering na dit van die NOB benadering. Die gesamentlike verhouding tussen die publieke sektor, privaat sektor en die burgerlike gemeenskap wat die NPM benadering bevorder is uitgelig regdeur die studie. Verder, die tema van stedelike bestuur word toegepas aan die konsep van myn dorpe en wat gebeur met hierdie dorp, sy infrastruktuur, en burgers wanneer die myn sy volle lewensduur bereik het. Dit brei uit op- en breek af die stads transformasie proses van Oranjemund. Dit kyk na die verandering in bestuur in die proses en bewys dat wanneer n' myn dorp streef na n suksesvolle post-myn ekonomie is die gesamentlike verhouding benadering (NOB) die beste manier om voortoe te beweeg en as n onafhanklike, vooruistrewende en volhoubare dorp te ontwikkel.

ACKNOWLEDGMENTS

I would sincerely like to thank:

1. God and my parents for allowing me another year to study and complete my Master's degree.
2. Anele Horn for the patience and guidance throughout this research paper.
3. The entire CRUISE team for the knowledge transferred throughout the year.

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ABBREVIATIONS AND ACRONYMS

NDP – National Development Plan

NPM – New Public Management

OTC – Oranjemund Town Council

TT/TTT – Town Transformation / Town Transformation Team

Section 1

1.1. Introduction

Changes are occurring in the world of urban management and administrative management as a whole. It has shifted from a traditional form of management to New Public Management (NPM) - a new paradigm (Vyas – Doorgapersad 2011). The traditional form of management has been changed to be able to cope with the current challenges that management experiences. It has shifted from a paradigm that is repressive, autocratic and conservative with a top down management approach to one that is inclusive, bureaucratic and transparent with a bottom up approach to management (Vyas – Doorgapersad 2011; Kalimullah et al. 2012). NPM has two significant managing features: separating policy formulation and operation and places emphasis on private sector management (Kalimullah et al. 2012). Thus, NPM encourages the presence of Neoliberalism in management. Neoliberalism is a process that changes the relationships between the public sector, private sector and civil society in an effort to enable growth, specifically economic growth. It is predicted that the neoliberal planning theory will become a popular choice of planning amongst planners (Wright 2013).

This study looks at management, specifically urban management, in relation to town management, specifically a private mine run town transitioning to a public government run town. For years, mines that have reached the end of their life span, closure soon follows. This does not only affect the economy but also has devastating impacts for anything that remains behind (van Heerden 2016). Therefore, the effective management and mitigation of the socio-economic impacts resulting from the closure of mines and transfer of assets need to be conducted responsibly. This is a critical step when developing a mine town to have a sustainable post-mining economy (De Beers Group 2010). In light of the managerial shift mentioned above, the purpose of this study is to analyse the meaning of urban management, the differences between the two paradigms and the roles of the various sectors in urban managements through literature. It further combines the study of urban management with the study of a mine town's post-mining success by exploring the managerial shift of a mine town currently in the process of changing its management - using Oranjemund, Namibia as a case study.

1.2. Problem Statement

As cities and towns were developed issues such as social, economic and physical problems arose with their development. Urban management was introduced and its role was to address these issues. Therefore, urban management is considered a central topic in urban development (Werna 1995). Management is seen as achieving particular objectives through taking sustained responsibility for actions with regards to a particular object. In the case of urban management the object is a city or town and it is concerned with

common goals, the benefits from co-ordination of expenditures and human actions, and focusing on managing resources through direct effort (Mattingly 1995). Urban management has traditionally been the responsibility of the government, i.e. through public management, however more recently interest is shown in the benefits that the private sector can administer and there is a movement towards new public management, and an increased role of private sector in governance aspects (Mattingly 1996).

In Oranjemund, Namibia, urban management has been the responsibility of the private sector since the establishment of the town and on October 14 2017 has made the shift from private to public management. Oranjemund is a mine town located in the south of Namibia where the town's infrastructure and services were solely run by Namdeb Diamond Corporation, until recently. This suggests a decreased involvement of the private sector in favour of more public sector responsibility in governance, the converse of the new public management discourse. Due to the fact that the operations of a mine are limited, the dependent town needs to detach itself from the mine to be able to be sustainable and thrive. The town of Oranjemund has made this shift to ensure the success of not only the town but the mine as well through creating interdependent relationships rather than a dependent one. In the case of Oranjemund, the mine is not closing however it has fully handed over the responsibility of managing the town to the local town council (Nel 2017). A Memorandum of Agreement has been signed between the Namdeb Diamond Corporation and the Oranjemund Town Council. The Memorandum of Agreement focuses on the transferring of all municipal services, infrastructures, assets, sales of land and existing improvements from the mine to the local town council opening up various opportunities for the future of the town, e.g. people are now allowed to own private property where this was not possible before.

1.3. Research Question:

What are the differences between the historic (private) and current (public) approaches to urban management in Oranjemund and how will it affect the town's physical development and quest to become sustainable?

1.3.1. Hypothesis

The shift from private to public urban management differs significantly and the shift away from private management can prove detrimental to the growth of the town.

1.3.2. Aim

An analysis of the shift from private urban management under the mine, Namdeb Diamond Corporation, to public urban management under the local town council, Oranjemund Town Council, in the town of Oranjemund, Namibia.

1.3.3. Objectives

- Historically analyse the takeover process by the Oranjemund Town Council from Namdeb Diamond Corporation (Pty) Limited;
- Describe the institutional changes that took place since the takeover by the Oranjemund Town Council from Namdeb.

Section 2: Literature Review

2.1. Introduction

Urban management is considered a central issue in urban development (Werna 1995). The world's population has increased significantly. Consequently, so has the population of people who live in urban areas. This increase, as a result of urbanization, has intensified the pressures experienced within urban areas. Poverty, unemployment, informality, environmental degradation and the lack of urban services include the list of pressures these areas are confronted with (Werna 1995; Menguele 2007). The surfacing of these pressures has led to the emergence of urban management and requires a transformation in governance by local governments and city administrations to regulate and find solutions for urban challenges (Werna 1995; Menguele 2007). Urban areas are considered as important for the development of its national economy making the management of these areas essential (Mattingly 1995). The concept of urban management become a key approach in urban development as it gained international recognition through its application in the developing world and its adoption into programmes by international organisations such as the World Bank, United Nations Centre for Human Settlements (UNCHS) and the United Nations Development Programme (UNDP) who together established the Urban Management Programme (UMP) in 1986 (Werna 1995).

Mattingly (1995) mentions three principal actors in the management of urban areas: the public sector, private sector and community sector. Traditionally it has been the responsibility of the public sector to manage cities and towns, however, a lack in local government's capacity regarding factors such as inadequate resources has resulted in a collaborative relationship with the private sector (Mattingly 1995; Werna 1995). This gives rise to the concept of New Public Management, a paradigm breaking away from the traditional model of public administration which was based on autocratic, repressive and conservative top down approach (Vyas-Doorgapersad 2011). Firstly, this section explains the concept of urban management. Secondly, it will discuss the traditional and new forms of urban management. Lastly, it will focus on the topics of service delivery, public participation and spatial planning within urban management.

2.2. What is Urban Management?

Urban Management as a concept has widely been acknowledged as elusive (Mattingly 1994; Werna 1995; Wekwete 1997). The definition of urban management may vary from country, region or city depending on their planning system and planning theory, and can range from a physical perspective towards a holistic view of urban management (Horelli 2013). Wekwete (1997) uses the context of Africa to describe urban management as a practice which involves the administrative and political structures of a city and the challenges that arise from providing the city with social and physical infrastructure services. These social and physical services refer to the managing of urban economic resources such as land and built environment assets, creating employment, and the quality improvement of available goods and services through attracting investments (Wekwete 1997). It ensures the harmonious relationship between private, public and community stake holders to assure the provision of basic services (Acioly 2003). Fundamentally, urban management is “a set of instruments, activities, tasks and functions that assures a city can function” (Acioly 2003: 2). For urban management to be put to practice, and weak urban management methods to improve, there needs to be an understanding of what it entails, who is responsible of carrying out the practice, and who will be the recipients of the management results. This lack of awareness contributes to the various different types of urban management experienced globally. However, with the awareness of what urban management is countries, especially developing countries, can analyse their managing efforts and improve on their weak urban management (Mattingly 1994).

It should be remembered that urban management consists of both planning and development and should not be viewed as separate from management (Mattingly 1994). According to Mattingly (1994), there are two prime fields of urban management: (1) organizational management and (2) the management of activities within human settlements. The first field of management refers to the management of activities within organizations focused on actively running a city or town and includes government organizations. The aim of this field of management is to reach the highest level of performance quality within an organization, using measures like efficiency to measure performance quality. The second field of management is the management of complex activities that occur within human settlements. The goal of this field of management is to accomplish identified objectives in terms of the results, usually results affecting human life and production, of these complex activities. This form of management focuses on achieving their objectives effectively making efficiency, in this case, a secondary form of measure of performance. It views various actor-organizations and the management of their relationships as fundamental to management as these actor-organizations function as resources that can be utilized in a way that will lead to the most effective results, for example skills or money. Mattingly (1994) (1) continues to state that the second field of management is the one that “may truly be called urban management.” Considering the above mentioned, it is important to note that urban management needs a balance amongst the two fields of management. This

is on account of the fact that if urban management only focuses on organizational management it will result in a lack of attention towards the objectives and its emanate priorities for cities and towns which will lead towards ineffective priorities due to the absence of strategies of action and coordination. Consequently, the organizations, government and other, will have an appearance of effective and efficient units and viewed as internally well managed but could be achieving the wrong objective or objectives that have little significance due to little management of activities within human settlements (Mattingly 1994).

Objective are considered a necessity when it comes to urban management, no objectives are equivalent to no problems or opportunities because they determine what is desired within a city or town and are needed to establish the activities that need to be prioritized within the city or town. They set a goal which can be used to measure products and progress, therefore, they can also measure performance. There are an unlimited number of objectives, such as government transparency and accountability, however there are a primary objectives that are frequently voiced. These primary objectives are featured in the World Bank's Urban Sector Policy Paper (1991) and UNDP (1991) and include but are not limited to; the improvement of productivity, protecting the built environment, alleviating poverty, improving living conditions, access to land, municipal finance, and improving the provision of infrastructure (Mattingly 1994). The World Bank mentions four objectives, similar to the primary objectives, to promote sustainable cities and towns: liveability, competitiveness, good governance and management, and financial stability (bankability). For cities to become sustainable and functional these four aspects are important and should be achieved to improve citizen welfare (Kessides, 2000). This confirms the importance of objectives, specifically in encouraging governments to support these aims (Mattingly 1994).

There is a need for the management of urban areas for national economic development. Urban areas accommodate manufacturing and service industries within its space, these industries are the providers of jobs, incomes and national product that form as the base for the social and economic development of a country (Mattingly 1995). Other services and factories such as transportation, solid and sanitary waste disposal, water supply, telecommunication services, electricity provision, factories, shops, offices, institutional services, and human settlements are all provided and settled within urban areas making it fundamental for national social and economic systems, the provision of activities that contribute to national growth in marketing, education, financial and business services, government and the increasing social development opportunities and housing of its population(Mattingly 1995).

However, urbanization, especially in developing countries, has resulted in the inability of urban areas to meet the increasing need and demand of its growing populations for services and facilities. Although cities have substantially grown there has been little progress regarding urban systems around the world which has led to areas that do not meet the acceptable conditions according to the general standard. The lack of

attention regarding urban systems has led to insufficient resources required to resolve urban pressures and created institutions incapable of dealing with these pressures. In addition to this it has created an obscure environment where the responsibilities and who will bear them are blurred. Waste and various types of pollution have increased and surpassed their threshold as cities and towns, home to large concentrations of various activities, have reached alarming levels. Living conditions have become unacceptable as solid waste go uncollected and there is a lack of effective drainage with poor housing, a lack of sanitation, degraded physical environment, and inconvenient circumstances such as traveling and clean drinking water that has become expensive, uncomfortable and time consuming (Mattingly 1995).

The need for better urban management is an attempt to improve and alleviate the pressures caused by the faults of the past.

2.3. Mining Towns: A concept

Across the world company towns have existed for centuries (Littlewood 2014). Typical characteristics to describe such towns include: a single dominating industry where the company has ownership of land, authority over the local government, control of housing and services, with the social and economic life revolving around the company. The company has ownership over majority, if not all, buildings and land and usually rent these out to other businesses for free or subsidized. These buildings range from housing to social facilities and service infrastructure. Also, company towns may be 'closed' towns where access is restricted only allowing the access to the employees and their families or 'open' allowing the public unrestricted access (Littlewood, 2014). The standard life course of a company town begins with its birth, followed by life and finally death once the center industry closes. However, each company town has its unique circumstances and thus the outcomes may differ. It is no longer uncommon for these towns, rather than closing down, to create long-term development and reach sustainability (Littlewood 2014).

Wigblad (1995) describes a bridging model that can be used as a guide towards creating sustainable company towns when the dominating industry decides to close. He mentions two approaches that can be taken: the community bridging concept and the preservation strategy. The preferred approach is the community bridging concept, it has a better chance of succeeding over the preservation strategy. The community bridging concept model has two processes, one, the decline of employment and two, the efforts from the community to attract new employers. The idea is for the community and the company to have an open line of communication and cooperate to allow the community to search for alternative ways to make use of resources before as soon as the company considers closing down. Informing the community ahead of the closure will give them ample time to seek or arrange alternative employment. Thus, this concept is considered as the community bridge model because it bridges the gap between the decline of the company and the growth of the community (Wigblad, 1995). An alternative route is the preservation strategy that

focuses on saving the existing industry rather than closing the company. Through this strategy the community attempts to either find a new employer to take over the operations of the company, make changes to restore the competitiveness of the market, or enter the current company into new markets. Wigblad (1995) concludes that although the preservation strategy can have a successful outcome it blocks communication between involved parties in search of innovative approaches. In addition, for the bridging model to be successfully implemented the preservation strategy needs to be abandoned.

2.4. Traditional Urban Management

Traditionally, the environment, illegal settlements, poverty, infrastructure, lack of access to resources, finances, the informal sector, form part of, but are not limited to, the issues addressed by the local authorities through urban management (Werna 1995; Wekwete 1997). They carry out their management duties through establishing departments, for example Health, Town Planning or Engineering departments, which are responsible for specific issues as per the status quo of the departments. These responsibilities are fulfilled through the provision and maintenance of specific services. Therefore, traditional urban management is considered a top-down approach as the departments are connected to central government who are ultimately responsible for the management of cities (Wekwete 1997). The level of urban management responsibility is divided amongst the different tiers of government. The lowest tier of government, municipalities, are assigned the most basic responsibility of promoting social equity and allocating resources. The higher tiers are government set constraints for the lower tiers through assigning functions and fiscal authority and create partnerships with the private and civil society that provide local public goods (Kessides, 2000).

The administration of cities remained the responsibility of local authorities after colonialism. The public sector played an important role in the physical planning and infrastructure development that urban management entailed. However, the traditional urban management approach failed due to changes in politics and declining economies resulting in the reduction of state intervention and increasing the involvement of the public sector giving rise to a new form of urban management (Wekwete 1997).

Access to services and their maintenance are labelled as mandatory for the citizens of a city. It is viewed as their right due to their tax payments and the legitimacy they provide local authorities and the state (Wekwete 1997).

However, the view of traditional urban management has recently shifted towards a governance that has a broader view involving the civil society and the benefits they can provide, as well as broadening the range of stake holders to include private sector agencies, community based organizations (CBO's), non-governmental organizations (NGO's), and other interest groups (Wekwete 1997).

2.5. New Public Management

Non-government actors are increasingly becoming involved in approaching the problems of cities and towns and thus, urban management can be considered as inter-sectoral. The barriers between private and public, and administrative levels and departments are being broken as the definition of urban managers are not reserved to anyone specifically but that it applies to anyone who fulfills the responsibility of achieving the objectives set out for a city or town (Mattingly 1996). Until the 1960s, the role of government was severely criticized in production, market oriented reforms, socio-economic transformation, provision and regulatory activities as there were imperious bureaucracy, a lack of accountability and poor performance in public organizations, corruption, changes in public expectation and emergence of better alternative forms of service delivery that contributed to the growth and introduction of NPM (Kalimullah et al. 2012). The concept of NPM emerged in the western developed countries and since the late 1970's and has influenced the urban management directly (Zhou & Wu 2015). NPM is based on a system that produces ideas in the private sector and transfers them to the public sector (Vyas-Doorgapersad 2011; Kalimullah et al. 2012). It is concerned with the promotion of better public accountability mechanisms, customer satisfaction, and institutional development within a small, decentralized government (Kalimullah et al. 2012).

According to Vyas – Doorgapersad (2011) and Kalimullah et al. (2012), the components of the NPM include: a decentralized bureaucracy; wide personnel management, desegregated units in the public sector through the dismantling of former monolithic units, the creation of corporative units by splitting the public sector by products, with developed budgets; increase competition by introducing term contracts and public tendering procedures in the public sector; and place emphasis on management practices influenced by the private sector which involves embracing a public service ethic that is more flexible regarding hiring, rewards and the use of public relations from a military style ethic.

Due to the broader governance perspective created by NPM, urban management needs to be broad in its outlook, more participative, more transparent, and less bureaucratic (Wekwete 1997). As urban management continued to transform during the 1980s, urban governance was introduced as significant changes on the politics, society and economy of cities occurred impacting the original system (Zhou and Wu, 2015). Four urban management modes for governance structure were identified by Peters (1996) and include: a market government model, flexible government model, participation government model and deregulating government model. Although these urban management modes may vary, the trends of community participation, decentralization and public administration marketization continue in the 21st century (Zhou & Wu 2015).

As previously mentioned, the public sector, private sector and community sector have been identified as the primary actors in the management of urban areas. National, provincial and municipal governments have

authority over various tasks regarding urban management, however, there are some significant tasks that they are unable to fulfill. The lack in resources thus opened the door for the private sector and reduced the effectiveness and importance of local government (Mattingly 1995). Other forces also influence the shift towards NPM such as the globalization of the world economy. Territorial borders acting as barriers have reduced significantly with the introduction of information technology and the liberalization of international capitalist regimes which has turned cities and towns into areas of exchange and interaction (Wekwete 1997; Kalimullah et al. 2012). The result of this transformation has changed the organization of production in cities and towns from a Fordist directive towards decentralized, flexible, and technologically driven systems. Therefore, decentralization has replaced centralization at local and national level to create a market with less state intervention that allows older cities to compete with new centers in order to attract capital (Wekwete 1997; Kalimullah et al. 2012).

The involvement of the private sector, as organizations independent of municipal governments, addressing problems with special projects have proven to be successful with negative consequences. It has led to an urban systems that is fragmented and difficult to cope with due to their complexity (Mattingly 1995). Due to the effects of colonial governments in the past and the small capacity these sectors performed at during the years following independence, post-colonial governments view the community and private sectors as having no significant role in urban management. As a response to these sectors continued to growing and strengthening their influence on urban life, public bodies preferred to regulate rather than guide or join the activities of NGOs, individuals, and businesses (Mattingly 1995). All in all, NPM is an ideology based on the private sector and the ideas it generates in order to reorganize public sector management procedure to become more effective and efficient (Kalimullah et al. 2012).

Many countries, especially African countries, suffer from autocratic regimes where the government is the sole administrator. As a result these countries suffer from political, social and economic turmoil. As such, NPM aims to reach a level of improved service delivery of basic public services, focusing on those that influence the living standards of the poor (Vyas- Doorgabersad 2011). A study done by Dan (2015) shows negative and positive effects of New Public Management, as experienced in Hungary, Estonia and Romania, and it was found that there are three significant effects regarding: “Internal changes in process, activities and structures; coordination, transparency and accountability; and efficiency, effectiveness and quality of public services,” (Dan 2015: 65). Most changes consisted of the introduction of new practices and tools that took place within the internal working of the public sector organizations aimed at improving the management and governance of processes. However, these changes does not assure improvements in processes, outputs and outcomes (Dan 2015). Changes in coordination, transparency, trust and accountability are also recorded following the introduction of NPM. In some cases public management

reform, if incorrectly adopted, can lead to a system that is insufficiently cohesive and poorly coordinated concerning changes such as decentralization and de-concentration. Furthermore, NPM focuses on improving savings, effectiveness, service quality and efficiency, thus it is expected for positive changes to manifest with this public management reform. However, outcomes differ from case to case resulting in different, positive and negative, results regarding effectiveness, efficiency and improved service quality (Dan 2015).

Table 1: The differences between tradition urban management and NPM (Author 2018).

Traditional Urban Management	New Public Management
Centralised	De-Centralised
Top Down Approach	Bottom Up Approach
Main Stakeholder: Public Sector	Three stakeholders: Public Sector, Private Sector, and Community Sector
Socially Responsibility	Capitalist and Profit-based

2.6. Management regarding: service delivery, public participation and spatial planning

This section discusses the service delivery and spatial planning within urban management. The responsibility of performing tasks and processes does not necessarily have to be carried out by the managers but can also be distributed to other involved partners. The managers thus take on the role of guiders, persuaders and motivators in the quest of encouraging others complete priority actions (Mattingly 1994). The idea of governments being facilitators or enablers has been suggested by advocates of better urban management (Mattingly 1996). Naturally the responsibility of a productive and satisfactory town or city belonged to the public sector which had a range of roles, however, there are three categories of principal actors in urban management that can take on some of the responsibility of managing urban areas (Mattingly 1994).

The three categories include; the public sector, the private sector and the community sector. The public sector is composed of various managers such as public service authorities and corporations, government ministries, and local government. These public sector managers work as a collective to provide services and achieve overall urban management, individually these managers will be unable to provide services or have difficulty in doing so. The quality and quantity of services in the public sector tends to lack and produce little to no fruitful result, thus encouraging contribution from the private sector. The private sector is motivated by capitalism and provide services based on the profits that they yield, therefore, the quality and quantity of the services depend on their profits. This sector includes private commercial companies that are tasked with constructing, operating and maintaining different aspects of cities and towns. The private sector

rarely dominates in urban management and the achieving of objectives for a town or a city and will only fulfill objectives if they have the potential of yielding profits. A positive aspect of the public sector is that it holds a large supply of resources and the competitive environment that it creates can lead to innovation and the economic use of resources. Urban tasks are not only limited to the public and private sector but also the community which has the ability to conduct and complete sufficiently great urban management tasks. Constructing, planning and maintaining facilities and providing services can be achieved when there is voluntary and co-operative organizations involved, such as community based organizations. Due to the lack of quality and quantity services by the public sector, the community sector becomes an alternative service provider although it does not have the same access to resources as the other two sectors (Mattingly 1994).

2.6.1. Service Delivery

Local government, specifically weak governments in poor countries, have lacked in their urban management performance and cannot complete most basic functions. As a result, the main providers of housing, infrastructure and social services are households and informal institutions. Although this provision is a solution for essential needs, the economic fragmentation it has created negatively effects the poor who pay the most for “low quality services; poorly integrated land, transport, and housing markets impose high costs on users; and congestion haphazard waste disposal degrade the environment,” (Kessides 2000:7) There is a high level of inequality as the wealthier neighbourhoods enjoy services and amenities while the poorer neighbourhoods are found in areas physically excluded, deprived and living at a higher risk (Kessides 2000). Local government or designated agencies are liable in providing the poor with essential services; providing public goods, such as streets and public green spaces; provide urban land that can easily be accessed and efficiently used; coordinate and correct plans and policies; be accountable for positive and negative spill overs from private activities, for example, pollution; and protect the safety of the public (Kessides 2000).

2.6.2. Spatial Planning

Kessides (2000) mentions the important role government plays regarding land use. It is centre to the nature of the social, economic and physical character of urban settlements (Kessides 2000). Governments, especially in countries that are less industrialized, have the tendency to ignore or disregard the advantage and positive qualities the private sector can offer them, regarding land development (Mattingly 1996). According to Mattingly (1996), while land planning has been consumed by the need to control the actions of landowners and users, the private sector (private individuals, land development companies and spectators) has proceeded to build cities. Although private investment has contributed greatly to the construction of cities the public sector shapes this development through ‘government zoning regulations, building codes, taxation and the nature and location of direct public investment such as transport networks’ (Kessides 2000:45) . It suggests that government can allow the private sector to partake in urban

management through the completion of certain objectives and aims that will allow them to still maintain majority if the urban management authority. This makes for an improved urban management approach as government allows the objectives to be met effectively through guiding non-governmental activities concerned with reaching public goals (Mattingly 1996).

A study completed in Nepal showed how the poor struggled to gain access to land that was under the authority of the government. The government had schemes in place however, none of them benefited the poor as their numbers increased with the growing of- and the in-migration of poor families in the area. Schemes that were in place were headed by speculators, which made it too expensive for the poor to benefit from. However, it was found that majority of the poor, as well as other income groups, were accommodated by the private sector regarding land development utilization in the forms of illegal occupation, rented accommodation, and/or badly done construction (Mattingly 1996). In addition. It was uncovered that government schemes had little effect with most of the land development within Kathamandu, Nepal, completed by the private sector (development companies and individual land owners). In regards to land development, the study concluded that government is unable to effectively keep up with the rapid urban growth in Nepal therefore suggesting land development schemes, such as land pooling, cannot be implemented by government (Mattingly 1996). Consequently, the private sector was introduced as an alternative solution to the land development execution problem. Achieving the objectives for the public remains the pursuit of the government however, the responsibility of completing the task is done by whoever can do it efficiently, sufficiently, and effectively (Mattingly 1996).

Section 3: Methodology and Study Area

3.1. Methodology

For this study the methodology is primarily based on qualitative analysis. The data used was obtained through unstructured interviews with one member from both the local authority (The Manager of Infrastructure and Technical Services) and the mining company (The Manager of the entire town transformation project) in the town of Oranjemund. The data received came in the form of unpublished PowerPoint presentations, report documents and spatial maps. The data is presented as a report of what is and has taken place regarding the shift in management from private to public. It covers the visions that form the basis of the shifting process, presents a timeline explaining the shifting process, and inspects the changes that are occurring as a result of the shifting process. All data obtained in the study was given to the researcher freely by the different stakeholders.

The methodological approach followed is the Institutional Analysis approach. This approach is concerned with the study of institutions and organisation of government or state. This method is centered in the studying of the structure, function, regulations, legislatures and departments of a government (Juneja 2018). For the purpose of this study it focuses on the two main stakeholders involved in the managerial shift: the local town council and the mine corporation. Institutions have a significant impact on performance, due to this reason it is crucial to study the involved intuitions to determine performance, and in the case of this study the town's ability to become sustainable as it is detached from the mining company and transferred to the local authority (Herrera et al. 2005). Institutions can informally defined as “the rules of the game in society” or formally defined as “humanly devised constraints that shape human interaction,” (Herrera et al. 2005:2). As a result, institutions structure what motivates and encourages political, social and/or economic human exchange.

This research had three phases, see Figure 1. The first phase consisted of becoming familiarised with the topic of urban management. As a result of thorough research regarding the topic, a problem statement, aims and objectives could be formed to fit the theme and the topic of the study. The second phases consisted of contacting the necessary sources that will be the main sources of the data used within the study. This was then followed by the collection of this data through unstructured interviews. The last phase consisted of analysing the data and creating the final research document by relating it back to the literature.

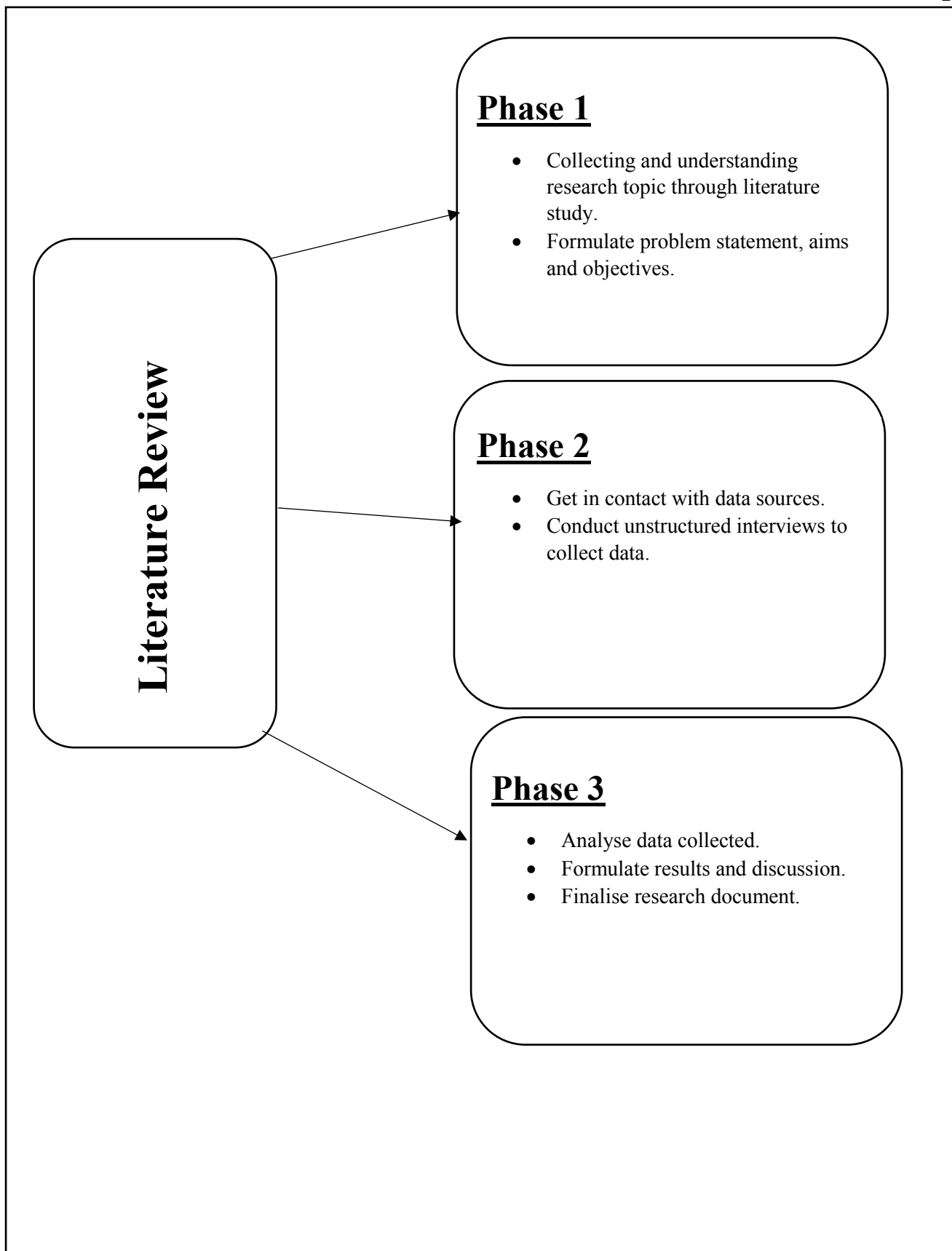


Figure 1: Research Design (Author 2018).

3.2.2. Background Information

Oranjemund became a mine town with the discovery of diamonds in Luderitz and north of the Orange River. The Sperrgebiet was proclaimed in 1911 becoming a forbidden diamond mining area and initiating the diamond production (Stubenrauch Planning Consultants 2016). Following this rush was the formation of the Consolidation Diamond Mines (CDM) in 1920, currently known as Namdeb. Oranjemund was structurally developed in 1936 as area began to gain roughly placed buildings that created the blueprint for a future town. In the 1940's the CDM head offices relocated from Luderitz to Oranjemund which officially jumpstarted the development of a mine town (Stubenrauch Planning Consultants 2016). The main purpose of the town was to act as an area of accommodation for the mine workers (Anonymous pers com 2018). Early developments included a tennis club, library and cricket club developed from 1943 to 1946 (Stubenrauch Planning Consultants 2016). Oranjemund remained a 'closed' mine town for over 80 years under the private management of Namdeb. The town was initially created under a mining license and thus was never officially characterised as a 'town' until its proclamation in 2011. The town was separated from its private ownership and officially defined as a 'town' according to the criteria of the Namibian government (Stubenrauch Planning Consultants 2016; Anonymous pers com 2018). The reason behind the detachment of Namdeb, as a private entity, from the town was as a result of a recession the company dealt with which made it financially difficult and impractical for the company to maintain the operations and day to day activities within the town (Anonymous pers com 2018). The town became operational under the Local Authorities Act of 1992 (Act 23 of 1992) after the first elections were held for the first Town Council administration in 2012. The local authority measures approximately 280 hectares (Stubenrauch Planning Consultants 2016). The town remained closed to the public and visitors had to continue to use clearance permits to enter the town until October 2017 when the town was finally opened to the public and no more permits were needed for entry (Stubenrauch Planning Consultants 2016). Figure 2 shows the existing town of Oranjemund and the area in which they plan to expand as a result of its new found independence.



Figure 3: Existing town and future planning scheme (Stubenrauch Planning Consultants 2016).

Mining has maintained the role and function of the town since its establishment. Thus, the biggest contribution the town makes towards the Namibian economy is that of diamond mining. Due to a lack of major transport corridors from the town to the rest of the country and no strategic port the town has remained reliant on diamond mining as its main sector. The industry has vastly contributed to employment within the country as the mining industry requires a large number of employees which influenced migration from the northern regions of the country to the south. The mining industry contributes roughly 6.8% employment opportunities to the employment sector in the region with agriculture at roughly 37%, construction roughly 10% and wholesale 7.8%. The town possesses significant assets such as the Sperrgebiet National Park and is well located to act as a tourism link between the Sperrgebiet and //Ai-Ais Transfrontier Park, giving it great tourism potential. It can also act as an important travel link between Namibia and South Africa, and if further development in the region occurs, for example the opening of a regional tourism road leading to Luderitz, the town can benefit from any spill-over rewards (Stubenrauch Planning Consultants 2016).

3.2.3. Demographics

The population count varies according to different sources. According to the 2011 census Oranjemund has a population of 3 908, according to the constituency it is 9 837 and according to Namdeb it is closer to 10 000, however, these statistics could be seasonal (Stubenrauch Planning Consultants 2016). Overall,

the //Karas Region has an annual growth rate of 1.1% with a 54% urban population and a 46% rural population. During the 2011 census the total population of the region was 77 421. The Oranjemund Constituency has a population density of 2.1 persons per km². The population is relatively young, between 20 and 29 years, with the average at 28 years whereas the average for the //Karas Region is 26 years. The Oranjemund Constituency has a larger male population due to the contribution a higher male population can provide the mining industry. The male population is 54.7%, a higher proportion males in comparison to the regional average of 50.9%. The average household size in the Constituency is 2.7 persons per household (Stubenrauch Planning Consultants 2016). According to the Stubenrauch Planning Consultants (2016), Oranjemund has three spatial growth scenarios: 1) The town's development remains slow and dependent on the mining industry; 2) Once Oranjemund is open the town will grow at a national growth rate of 1.4% annually; and 3) Once open, the town will receive a large influx of job seekers and investors into town.

The housing types in the Oranjemund Constituency vary from detached houses (37.4%), flats (20%), semi-detached houses (10.2%), and improvised housing units (18%). Due to the distinctive circumstances of Oranjemund, , i.e. the town being privately owned, the ownership of property trends are unique as the mine has always provided all houses or flats: 23.8% rents property from a private firm, 12.7% is owner occupied without any mortgage and 19.8% lives rent free. The town has a sufficient supply of electricity (95% of the population has access to electricity); 99% of the population has access to safe drinking water, 72% have access to a flushing toilet which are better statistics than compared to the rest of the region with only roughly 59%. As previously stated, the main source of income in Oranjemund is provided by the mining sector in the form of salaries and wages. The Oranjemund Constituency has a 99.5% literacy rate according to the 2011 census. In addition, Oranjemund has one hospital and once clinic to serve the entire town (Stubenrauch Planning Consultants 2016).

Section 4: Results and Discussion

4.1. From Private to Public: The managerial shift/process

4.1.1. Creating a Vision

The future of Oranjemund as a newly proclaimed town is guided by three strategies: Vision 2030 and the Namibian National Development Plan 4 (NDP4) - two national strategies, and the Oranjemund 2030 Strategic Plan – a local strategy. Vision 2030 was introduced in 2004 to act as a

framework for future development in the country regarding land reform, housing, health, the environment, improving the economy and education. It is considered as a management tool that ensures that all government decisions are made effectively (Republic of Namibia 2004). The goals set out by the Vision 2030 strategy for urban environments reads as follows: “Healthy, self-sufficient rural populations and reduced rates of rural-to-urban growth; well planned, well managed, clean safe and aesthetically pleasing urban areas; recreation facilities (parks, monuments, museums etc.) available in cities; equitable access to land and essential services; opportunities for innovative and sustainable employment; and pro-active, citizens with high levels of civic pride, involved in decision-making. “ (Republic of Namibia 2004: 172). The vision focuses on maintaining the growth levels by ensuring that they remain at a sustainable level; decelerate migration rates by developing economically and environmentally safe sustainable rural areas; practice responsible architecture, for example, by considering the environment when formulating designs; starting up youth recreation centers run by trained adults; improving cycle routes and safety in the major towns and city by making it ‘cyclist friendly’ in an effort to decrease traffic congestion and consequently contributing to global warming mitigation; reduce the spread of HIV/AIDs; and introduce disaster risk management tools and strategies focusing on the rising sea-level risk that could potentially affect coastal towns (Republic of Namibia 2014). Furthermore, the Vision includes a factors to avoid when dealing with urban environments, mainly, to avoid lack of planning, increasing urbanization, and uncontrolled urban sprawl that all contribute to environmental degradation, the loss of green spaces and unmanageable waste control (Stubenrauch Planning Consultants 2016).

The NDP4 is concerned with being a guide for high-level national priorities, strategic initiatives and desired outcomes to ensure all three are moving in the wanted direction. It identified three priorities which include 1) basic enablers, 2) economic priorities and execution, 3) monitoring and evaluation and progress reporting. Priority 1, basic enablers, focus on creating an enabling environment, establishing a quality health system, and improving management skills and education through introducing economic development enablers. The purpose of the economic development enablers is to ultimately reduce extreme poverty and improve public infrastructure for Namibian industries allowing them to reach the aims and objectives as set in Vision 2030. The most important basic enablers include: institutional environment in order to, e.g. improving relative competitiveness; investing in education and skills as it is considered as one of the most significant improvers of human development; improving healthcare as a plan to increase quality of life and the country’s workforce; simultaneously reduce

poverty as the economy grows; and reliable public infrastructure to act as a catalyst for economic growth. Without these enablers sustainable development cannot take place (Republic of Namibia, 2012). Priority 2 refers to the economic approach as defined under the NDP4. Due to Vision 2030, attention is placed on services, manufacturing and improving industrial activities while continuing to maintain and improve the agriculture sector. As part of the country's development agenda, Namibia planned to focus on industrialisation as a method to improve its development status. It requires the shift from an agricultural dominated economy to a manufacturing economy which would decrease the dependence on importing goods, improve the country's ability to provide secondary services and products, and improve its status as an upper-middle-income country. The NDP4 identifies 4 strategic areas in this regards: logistics to increase distribution; tourism to become a leading tourism destination; manufacturing to contribute towards the value of the Namibian dollar; and agriculture as it remains one of the leading sectors within the country. Priority 3 refers to the execution strategy in addition to monitoring and evaluation. The country's greatest weakness is its inability to implement and address the issues that it identifies. Therefore, monitoring, evaluation and execution is considered a priority (Republic of Namibia, 2012). In addition, it should be noted that the NDP4 has since been updated to the NDP5 for the years 2017/18-2021-22. Its vision remains improving the economic status of Namibia from an upper-middle-income country to a high-income country (Republic of Namibia, 2017).

Lastly, the Oranjemund Town Council with Namdeb and Oranjemund citizens compiled a 2030 strategic plan that set out the future goals the town wishes to achieve. The Council identifies five key guiding principles, see Figure 4 below – to create a sense of belonging and place; conserve – increase the connection of the town with the rest of the //Karas region and country; conserve – remain mindful of the town's nature conservation status and focus on sustainability; and diversify - introduce a variety of sectors to the town such as agriculture, commercial and industrial activities (Stubenrauch Planning Consultants 2016). The goals set for the town according to the structural plan is to expand the town's economy to accommodate more than a mining economy, use the surrounding desert as an area for agriculture, introduce an industrial port across the town's coast, create a sense of place and belonging, and enhance connectivity and interconnectivity within and outside of the town (Stubenrauch Planning Consultants 2016). Namdeb describes the 2030 strategic plan as “a programme, coordinated to reshape Oranjemund from a privately owned, one-dimensional economy, to a multi-faceted, publicly owned, sustainable and thriving town, “(Town Transformation Team 2017).



Figure 4: Key guiding principles (Namdeb Diamond Corporation (Pvt) Limited 2017).

4.1.2. Timeline

The town transformation process, i.e. the official shift of managerial authority from private to public, followed after the town proclamation on 11 July 2011. The Local Authority, officially elected in March 2012, formed the Oranjemund Town Council whom are obliged to provide services for their area of jurisdiction by the Local Authorities Act (Act 23 of 1992). The town transformation progress was a collaborative process involving Namdeb, Oranjemund Town Council and the civil society in an effort to comfortably create the shift in a manner that will positively affect the town's quest for sustainability and one that will not negatively affect the town's residents (Town Transformation Team 2017). It was important to involve the citizens as the Council was met with resistance and by involving and informing them about the town transformation decisions, through public participation via meetings and a town whatsapp group, the Council was able to gain the trust of the people, thus making the shift more acceptable (Anonymous, pers com 2018). The town transformation team (TTT) was formed in 2013 and were tasked with the responsibility of completing the town transformation process. The process aimed to transform Oranjemund into an independent town disconnected from Namdeb. Three phases were identified that formed the basis of the process: transfer, transition, and transform. The first phase, transfer, entails the idea of becoming a formal town by handing over the services, property, and infrastructure and confirming council viability throughout 2016-2019. The second phase, transition, is aimed at normalizing the town through education, health, water, citizenry and security throughout 2016-2021. The third and final phase, transform, refers to the diversification of the town economy by introducing sectors such as agriculture, tourism, renewable

energy, manufacturing throughout 2016-2030. The Vision 2030 guiding the future development of the town was finalized in 2015. This study will focus on the first phase of the town transformation process.

The transfer took place in 2013 requiring the local council to take responsibility of the town management. In 2015, the TTT created a short term and long term development strategy for the town which compiled of a first and second phase. Phase one concentrated on ‘managing the now.’ This mean identifying the priority issues that are hampering transformation through surveys, group interviews, and formal and informal discussions. Phase two concentrated on ‘preparing for the future.’ This mean formulating a collaborative long term Vision and Strategy for the town (Freethinkers 2015). The town was officially opened to the public in October 2017 which was a significant point in the town transformation as outsiders are now allowed to visit the town thus inviting potential investors which could potentially contribute to the sustainability of the town. The TTT established a Memorandum of Agreement (MoA), a document describing the collaborative relationship between the mine and the local council, which states the official transfer of services from the authority of the company to the town council. The MoA was officially signed on 11th June 2018 to which the local council fully committed to the management and maintenance of municipal services. As part of their responsibility, Namdeb initiated and complete infrastructure upgrades from 2016 which were completed in 2018. Futhermore, land and property sales were and are an integral part of the town’s sustainability and officially started in 2017. Following 2018 onwards the town aims to complete their following two phases to normalize the town. Figure 5 displays the significant events pertaining to the town transformation process as mentioned above.

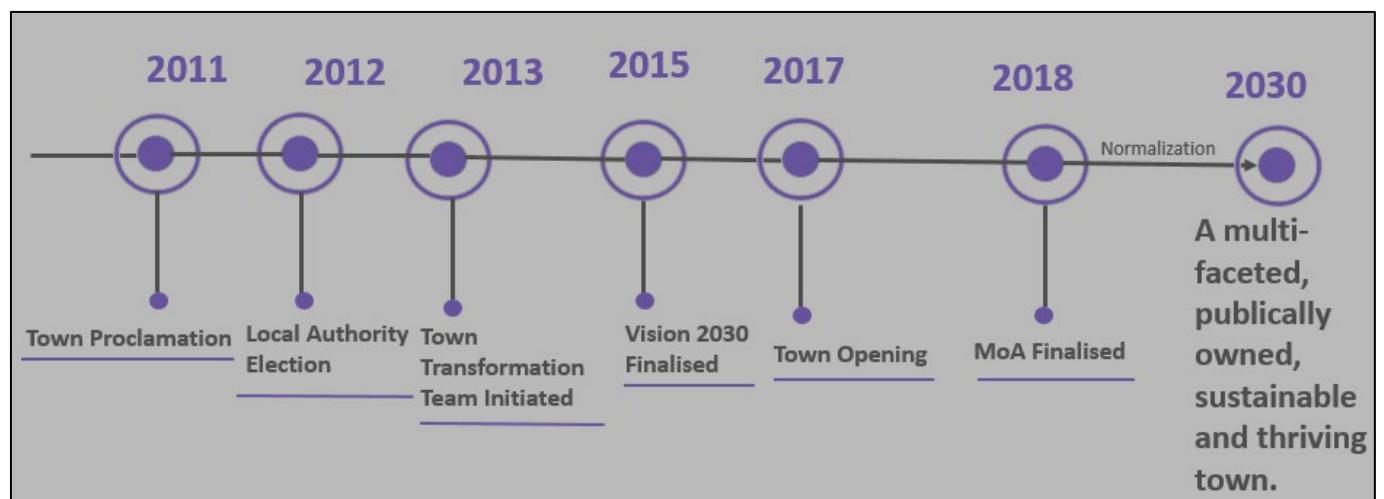


Figure 5: Significant events displayed throughout the town transformation process thus far (Author 2018).

4.1.3. Viability

As Oranjemund’s existence is so unique to that of the rest of south Namibia, with its infrastructure considered more favourable, i.e. of better quality, to even larger cities in the country, its opening has

increased the town's state of flux. This called for a viability review of the town council as an independent authority disconnected from the mining operations and now in charge of municipal services previously managed by the mine. The Oranjemund Town Council was meant to immediately take on its duty as the local authority after the elections and town proclamation, however, the council lacked staff with only the elected Local Council as employees (Freethinkers 2017). The council lacked a CEO and an acting CEO from Mariental Town Council, a neighbouring town, was hired to assist in introducing policies, laws and regulations applicable to Oranjemund's new independent status. Establishing the town proved to be a difficult task as people were not paying for any services meaning there was no funding for the municipality to carry out its day to day responsibilities (Anonymous pers com 2018). Hence, the town council was unable to take-over the municipal infrastructure and provision of services due to insufficient capacity (Freethinkers 2017). As a result to the aforementioned, the town remained dependent on the mine after the proclamation and is reason to why the approach towards a multi-faceted and sustainable town remains a collaborative one. Note that although the approach is collaborative there is still a possibility for the town council to fail independently from the OMD 2030 vision because even though the strategy plan may succeed the town council can still fail to fulfill its duties, for example OMD 2030 may result in an influx of job seekers, however the council can still fail regarding service delivery (Freethinkers 2017).

In regards to the town transformation process and the OMD 2030 vision, viability is described as “the ability of the OTC to uninterruptedly provide and afford town services to sustain normalised functioning of the town for the same population as presently, beyond the diminishing role of Namdeb as the anchor client,” (Freethinkers 2017:6). In accordance with the first phase, transfer, the town council is required to take over the full function of the town, this includes: infrastructure; land and housing; service delivering such as electricity, water and sewage; revenue generation and collection such as tariffs and taxes; maintenance and capital replacement; stakeholder engagement with residents, businesses and government; and the environmental and municipal harmonization.

4.2. Services and Infrastructure

4.2.1. Water

Oranjemund has a number of boreholes and wells - the Fehlam Wells, which provide the town with its water supply. There are currently approximately 10 boreholes. Water is pumped to the town residents from two town reservoirs who receive water from the Swartkops reservoirs located outside of town who initially receives water from the boreholes and wells. The town reservoirs have a volume of approximately 2.4ml, the Swartkops reservoirs have a capacity of 1.5ml and the pumps located at the boreholes have a total capacity of 455m³/h (1236l/s). Before and at the start of the town transformation process it was recorded that the town dealt with water leakages and pressure problems due to the old and low capacity state of the

water infrastructure (Stubenrauch Planning Consultants 2016). As previously mentioned, before the OTC can fully take over the town's function, it is Namdeb's responsibility to upgrade the state of the infrastructure. Namdeb launched water reticulation projects to upgrade the boreholes through re-drilling and refurbishment, replace the Fehlman Well pumps, seal the Swartkops, town and mine reservoirs, complete y-piece refurbishment, replace the chlorination system, replace a 500 mm pipeline, replace the town booster pump house, purchase critical spares such as valves, clamps and bearing, commission water meters, and replace fire hydrants (Namdeb Diamond Corporation (Pvt) Limited 2018). Prior to the town transformation process, water in the town was never metered and consequently citizens became ignorant and unaware of their water usage and its consequences (Environmental Management Plan 2012). Since the 1st August 2017, the OTC has taken over the bulk and distribution networks. Water meters have been installed and commissioned on residential and business properties and a billing system is in place. The OTC rejected a NamWater (Namibia's national water corporation) supply agreement and continues to use the water source and infrastructure Namdeb used. The OTC will now supply Namdeb with water at a cost. Finally, according to a transfer progress report, the OTC started to charge for water from 1 July 2017.

4.2.2. Electricity

ESKOM supplies Oranjemund with electricity through a 220kV powerline. The powerline runs across the river to the Farm Groot Derm and then distributed to the town from there (Stubenrauch Planning Consultants 2016). Similarly to water infrastructure, Namdeb undertook certain projects to contribute to the upgrade of the service. In the case of electricity was the installation of prepaid electricity meters, the replacement of street lights and fittings, a kiosk refurbishment, and the construction of a high voltage line at Shepard's Lodge located outside of town at Swartkops (Namdeb Diamond Corporation (Pvt) Limited 2018). The OTC took over electricity services on the 1st January 2018 and are responsible for the low voltage (LV) and medium voltage (MV) networks. Namdeb will continue to maintain the MV infrastructure town with electricity, however, the OTC will compensate them for their contribution. Nevertheless, OTC will maintain the town LV network infrastructure, for example street lights and domestic supplies. Electricity vending machines were set up by the OTC, one exclusively for Namdeb. Residents and businesses never paid for electricity however, according to a progress report OTC were to start charging for electricity 1st March 2018.

4.2.3. Sewage

Oranjemund's waste water treatment works is located south of the town. Due to the town's flat topography, a number of smaller sewer pump stations are used to pump effluent to a main pump station, followed by transportation from the main pump station to the waste water treatment works. Regarding accommodation located outside of town, i.e. Swartkops, effluent is collected by trucks and transported to the waste water treatment plant. The treatment works has a capacity of 2Ml/day. Similar to the water and electricity services, Namdeb initiated a sewage reticulation project which included the replacement of Swartkops trickling filter

plant, a refreshment of sewer station No. 2, the replacement of sewage station No. 5, and sewage treatment plant equipment refurbishments and pond lining (Namdeb Diamond Corporation (Pty) Limited 2018). The OTC took over the management and maintenance of the sewage system and infrastructure.

4.2.4. Sanitation

Oranjemund's landfill site is located north of the town. There is a system in place that collects solid waste every week (Stubenrauch Planning Consultants 2016). Namdeb is required to close down the current dumpsite as it is located in an area earmarked for future urban development. Refuse collection and dumpsite management was taken over by the ORC on the 1st March 2017.

4.2.5. Education and Institutions

Oranjemund has a number of education and institutional facilities. There are a total of four educational facilities which include a pre-primary school, private primary school and a secondary school, and recently a government school has been established in the town. Institutional facilities include churches, a library, a police station, magistrate's court, and museum. The town also has a variety of sport fields such as a soccer field, rugby field, hockey field and cricket field and a town public swimming pool and gym (Stubenrauch Planning Consultants 2016). The town also has a hospital and clinic. Prior to the TT process all institutions and their infrastructure were owned and managed by Namdeb. However, with the detachment process a lot of changes have occurred in management. Namdeb removed the education system as a core activity of Namdeb. The government school requires an expansion as it is at full capacity whereas the private school will downscale from its current size. The Oranjemund Private School infrastructure will be transferred to the Ministry of Education, Arts and Culture and a smaller private school will be established fit for purpose. The government school will build a new secondary school and make use of the private school infrastructure as they currently only accommodate students up until grade 9. The government and private secondary schools will be combined to create a model C school. As a result of the changes to the education system, teachers at the current schools, specifically OPS, were retrenched and school fees were increased by 50% as Namdeb subsidized fees for all Namdeb employees (Namdeb Diamond Corporation (Pty) Limited 2017).

Furthermore, the town had to make changes to its healthcare service. The town's hospital has historically been private managed by Namdeb. Many services offered at the hospital are outsourced, for example physiotherapy services, dental services and specialist doctor services such as gynecology, orthopedics and orthodontist to name a few. As the town transformation has kicked off Namdeb identified two options regarding the hospital and its services. The first was to donate or sell the hospital to the government, Ministry of Health and Social Services (MoHSS), and/or to sell it to a private company and continue its functions as is. The final decision was to transfer the hospital to the MoHSS by 2020 as the current state of the hospital

is described as improbable creating a material business risk. As part of their policy framework of 1998 the MoHSS encourages close cooperation and joint ventures between the private and public sector if it contributes towards the goal of health and social wellbeing of all Namibians (Namdeb Diamond Corporation (Pty) Limited). In addition, other facilities are also undergoing changes in management. The OTC has taken on full responsibility of the cemetery which is planned on increasing in size and expanding to accommodate any future need. Oranjemund has a town swimming pool open to the public, the OTC has shown no interest in this facility and it remains the responsibility of Namdeb (Town Transformation Team 2017). Also, another important facility that the town owns is the airport. Due to its large distance from the rest of Namibia, the airport is a great asset, has an impact on the visitors to the town and should be considered as an investment transport route. Improvements such as a runway extension project will take place and negotiations will be underway between Namdeb and the Namibian airport companies regarding the future of the airport (Anonymous pers com 2018). Also, one of the towns features are their number of parks and gardens. According to the MOA agreement Namdeb is to maintain some of these parks and gardens where as others will be rezoned for residential purposes (Town Transformation Team 2017).

4.2.6. Road networks and Infrastructure

Oranjemund's street network is well-established. Due to the private mine management majority of the streets within the town are tarred. The town has one main road connecting it to the rest of Namibia. The Main Road (M0118) was upgraded and reconstructed to fit the idea of an open town (Stubenrauch Planning Consultants 2016). This main road stretches for 95km and safely connects Oranjemund to the closest Namibian town, Rosh Pinah. This road acts as an invitation for social and economic integration and is an important for future transport networking possibilities. It is designed to offer breathtaking views as it runs past the river (Nel 2017).

4.2.7. Accommodation

As previously mentioned, the town of Oranjemund was built to accommodate the mine employees, thus, accommodation has always been provided by Namdeb for free. In light of the TT process, one of the major changes is the ability for people now to own private property, i.e. people are now able to buy or rent the homes that they live in. All sales of general residential property are allowed. The need to privatize property was seen as imperative to the future development of the town.

With regards to business premises, all business owners have indicated that they want to buy their business premises. Tenders and auctions were planned for obsolete buildings.

4.3. Spatial Layout

When Oranjemund was initially developed in 1936, there was no proper form of town planning applied. The town was developed for one purpose only and was never considered a proper town until its proclamation. Therefore, following the proclamation, it was realized that the land the town was built on was never subdivided and town planners had to be outsourced to create a master layout plan, visible in Figure 6. This process took approximately 2-3 years to complete which contributed to the local authority's inability to take over the full functions of the town since they were unable to charge residents for any services and this is the reason why the town remained under Namdeb's authority even after the proclamation. Currently the town has approximately 2000 houses. Prior to the TT process, Namdeb had no reason to expand the town outside of its current outline. There was no need for new developments as the people who did not work for the mine would leave the town and someone else would replace them (Anonymous pers com 2018). The diamond mining licenses the town was created on hindered its growth and served as a constraint. Only after the license are cleared is the town able to expand into its surrounding area (Stubenrauch Planning Consultants 2016).

Based on population growth calculations it is estimated that the town will need approximately 4 066 erven by 2030. Council would therefore have to provide an additional 2 080 erven by 2030. These numbers are based on population growth predictions and could increase if the OTC wants to attract investors to the town through the provision of serviced erven that will act as a catalyst for growth. Essentially, the more serviced erven will ensure growth which will attract more potential investors (Stubenrauch Planning Consultants 2016). In 2016 the OTC planned on increasing the number of erven by 2025 with an additional 1 500 erven through the development of six extensions: Extension 8, 9, 10, 11, 12 and 13. The number of extensions has since increase to eight with and additional Extension 14 and 15. Figure 6 displays the proposed extensions and erven as well as the existing town erven. It should be noted that development in Oranjemund is sensitive. Apart from the diamond mining license constraints, the town has a number of topographical and geological constraints. These constraints include but are not limited to; to the north of the town there is a rising dune belt; the town has a wildlife corridor that is an advantage to the town, this is also the reason why wildlife roams freely throughout the town; to the south the town has an Orange River, RAMSAR site and 'pink pan' which are important bird sanctuaries; south-west of the town is the golf course and mouth of the river which have been identified as sensitive for urban development; east of the town is Swartkop hill which is a plant nature reserve area; certain areas south of the town fall in the old flood plains of the river which could prove to be detrimental if thorough research is not conducted before developing; and finally, west of the town is filled with mining activities that would require rehabilitation before any development can occur. Due to these constraint Oranjemund will develop through densification and intensification of the existing town (Stubenrauch Planning Consultants 2016).

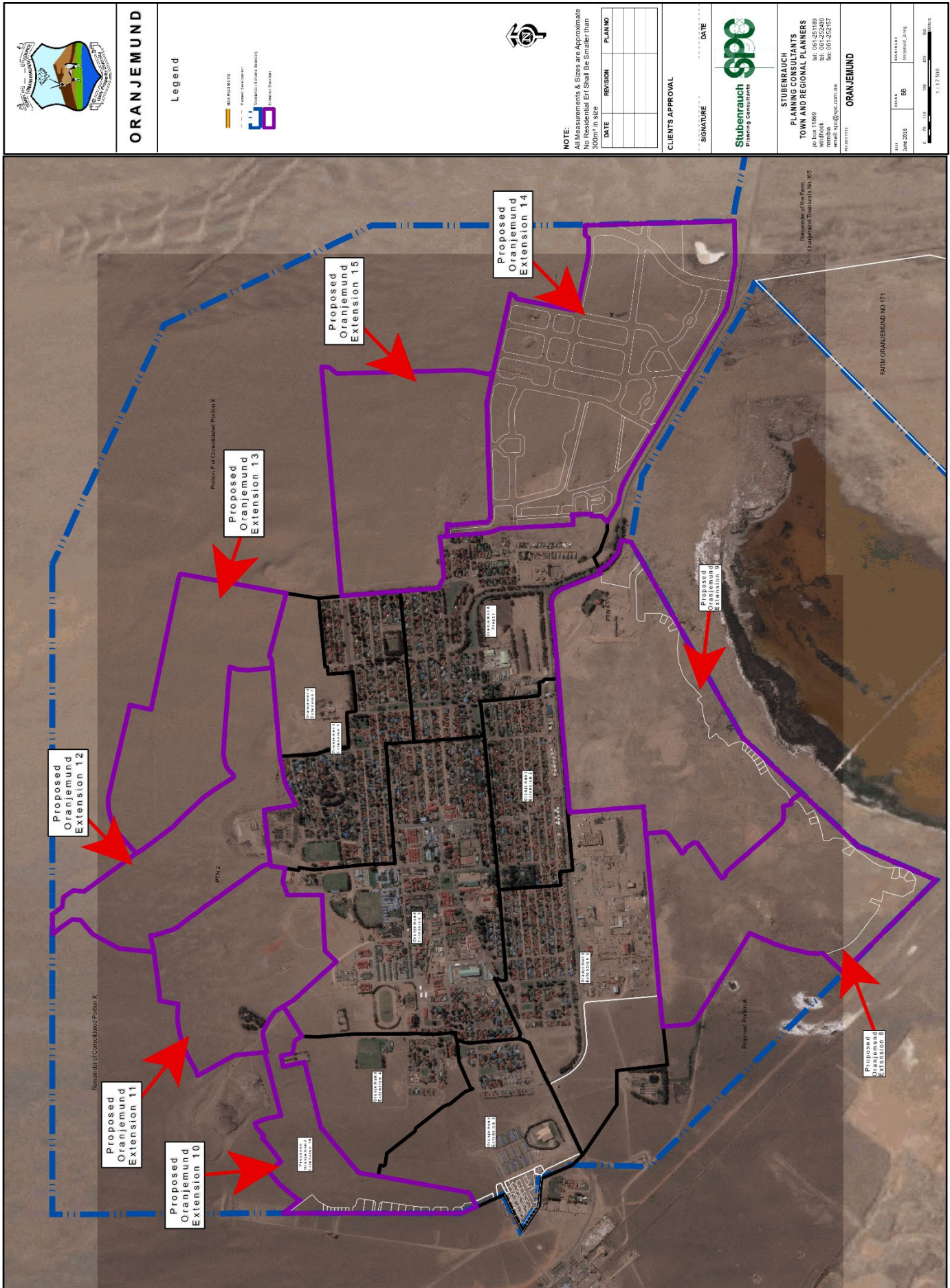


Figure 6: Master Layout Plan (Anonymous pers com 2018).

Section 5: Predictions and Conclusion

5.1. Predictions

The TT team identified four possible scenarios. The first is a short life mine span with uncommitted shareholders. In this scenario the mine reaches its closure in 2022 and the shareholders cut their losses leaving Oranjemund in shock. The closing of the mine will lead to a mass departure of people as a result of large-scale retrenchment followed by unemployment. The OTC's lack of funds will lead to a reduction in extent or quality of potential growth industries, such as life-style living and tourism, due to a decrease in the quality of basic services. Finally, safety will become a concern as many houses are left empty they end up being expropriated. Low-cost diamond mining methods will occur and contribute towards unregulated labour which will rapidly increase in number and cast a shadow over diamond equity (Town Transformation Team 2017).

The second is a longer life span with uncommitted shareholders. The mine continues to run towards 2030 and beyond headed by Namdeb or a second-tier miner with minimal support from shareholders. Investor support contributes towards the growth of potential growth industries such as life-style living, tourism, agriculture and logistics. Council receives funding for basic service provision through new hub development near the golf-course, river mouth and main road. Inefficiencies develop as a result of old and new town dynamics (Town Transformation Team 2017).

The third is a short mine life span with committed shareholders. In this scenario the mine closes by 2022 but is mitigated by shareholder commitment through a number of actions such as government investment and policy support or incentives, Namdeb's investment establishment and support and the potential growth industries mentioned in the previous scenarios are supported which attracts pioneering investors. Inefficiencies develop as a result of old and new town dynamics (Town Transformation Team 2017)

The fourth and final scenario is a long mine life span with committed shareholders. In this scenario the mine continues to run towards 2030 and beyond headed Namdeb or a second-tier miner. The town continues to flourish through shareholder commitment through actions such as government investments, Namdeb's investment establishment and support and new industries, as mentioned in scenarios above, provide new economic opportunities supported by good healthcare and education, a developed entrepreneurial spirit and active and positive citizenry. The OTC will receive funding to provide basic services through a new hub development near the golf course, river mouth and main road and through economic diversification (Town Transformation Team 2017).

In addition, potential investors and development have been identified that can contribute greatly to the future of Oranjemund as town independent from the mining industry. The opening of the town has allowed for

investors to enter town and has the OTC and Namdeb ensuring these businesses that their investments will not be in vain through negotiations that can encourage more investments from other investors. Part of Oranjemund's growth required the town to look for new ways to sustain itself. New developments include agricultural opportunities, such as fishing, and business opportunities such as a new mall, the Karoo Gas project which is described as a 'game changer' and an oil storage harbour. Oranjemund is also situated in the Speredig National Park with a vast number of attractions which makes tourism a key contributor to the future sustainability of the town (Anonymous pers com 2018). Therefore, the town has the potential to thrive.

5.2. Conclusion

The research aimed to uncover whether the town of Oranjemund can reach its goal of sustainability after managerial power is shifted from the private sector to the public sector. It aimed to look at the differences that occur under the leadership of the private sector and the leadership of the public sector, in this case the diamond mine (Namdeb) and the local authority (OTC). The case of Oranjemund, Namibia differs slightly from other cases of mine closures. In this case, the mine does not close down but rather decouples itself from the town for it to prolong its life span. Traditionally, the public sector has been responsible for the management of cities and town, though not in the case of Oranjemund. Although traditional urban management has historically reigned, as urban issues are on the rise the public sector lacks the adequate capacity to fulfill their duties which forces the public and the private sector to come together as a collaborative unit (Mattingly 1995; Werna 1995). The literature explained how there is a need for NPM in the new era. Before the involvement of the public sector the government was criticized in production, market orientated reforms, socio-economic transformation, provision and regulatory activities, lack of accountability and poor performance in their organizations. In the shift towards the NPM there is a beneficial change in the approach: NPM promotes public accountability, customer satisfaction, and institutionalised development through decentralization (Kalimullah et al. 2012).

The benefits surrounding the involvement of the private sector in urban management is evident in the study of Oranjemund. The mining company has taken on the TT process as their responsibility, however working closely with various other groups: the local authority and citizens. This in itself indicates the power of the private sector. The local authority, i.e. public sector, has struggled to gain stability since the proclamation of the town in 2011. Therefore, as mentioned, a collaborative approach was identified as the only approach that can ensure the success of the town as multi-faceted, independent and sustainable. From the study it can be drawn that the sustainability of Oranjemund is not guaranteed, yet not impossible. Although mining towns have a low success rate, the collaborative approach currently being followed by the TTT is one that is thorough and achievable. Although there have been disputes among the stakeholders and resistance from

the town citizens the planning and potential industries identified can contribute to the town reaching its goal if the stakeholders work together (Anonymous pers com 2018). This is an opportunity for the public sector to prove its value and disprove the current ideas surrounding complete public sector authority within urban management because although the TT is under the leadership of the private sector, if the OTC fails it can reduce the attractiveness of the town, for example if the OTC fails to provide basic services if there is an influx of job seekers. ‘Whilst there is undeniable interdependence - theoretically the council could succeed or fail independent of the town as an enterprise, which in turn can succeed or fail independent of the OMD 2030 strategy,’ (Freethinkers 2017:8). In conclusion the strategy developed, specifically OMD 2030, through correct implementation can turn Oranjemund into its sustainable dream.

Lastly, the research conducted in this paper only contains a fraction, and a broad view, of what is involved in the shift from private to public urban management and what the impacts and outcomes could be. This study is context based and therefore only focuses on the study area. More information and research could have been yielded from this study if more sources were available and different methodologies were explored. However, and because of the previous statement, there is great potential in future studies of this topic. A more in-depth approach can be followed as well as a follow-up study regarding, possibly temporal, that records the changes that occur and finally will record the complete outcome as the town transformation process reaches its final stage. More topics, e.g. public satisfaction and town council performance can further be researched.

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