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REPUBLIC OF NAMIBIA

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

**Ministry of
Agriculture, Water and
Rural Development**

NATIONAL WRAP-UP WORKSHOP (SW3)

ON

COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

WINDHOEK, 10 - 13 MARCH 1997

DEPARTMENT OF WATER AFFAIRS

DIRECTORATE OF RURAL WATER SUPPLY

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WORKSHOP DOCUMENTATION



NATIONAL WRAP-UP WORKSHOP (SW3)
ON
COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

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GENERAL ANNOUNCEMENTS



NATIONAL WRAP-UP WORKSHOP (SW3)
ON
COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

General Announcements

Room and Board

Participants from the regions are provided with room and board (including non-alcoholic beverages) from 9 to 13 March 1997. Checkout time is 10:00, 13 March. Telephone calls, alcoholic beverages and laundry are at the cost of participants, who should settle their accounts with the hotel before departure. Participants from the Windhoek area are provided with the daily lunch. Breakfast, Lunch and Dinner is served in the Welwitchia Room. Dinner is also served in the Okashia Room and the Steakhouse.

List of Participants.

A provisional list of participants is attached to the workshop documentation. Participants are requested to complete and return the attached form to the secretariat by Tuesday evening, or give the completed form to the secretary attending the Wednesday morning plenary session. The final list will be based on these completed forms and attached to the workshop document.

Workshop Sessions

Plenary Sessions will be held in the Conference Center. The location of working group and language group sessions will be announced prior to the session.

Workshop Secretariat

The location of the workshop secretariat and the working groups will be announced. Facilitators and rapporteurs of working groups may request the secretariat to help in the preparation of working group reports.



Documentation

Documents are provided in two colors: White for completed documentation
 Yellow for draft documents to be discussed

After the discussions are completed and the documents revised appropriately, they will be reprinted on white paper as final documents. Participants should then replace the yellow version with the final white copy.



AGENDA



NATIONAL WRAP-UP WORKSHOP (SW3)
ON
COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

Agenda

First Day: Plenary Sessions

08:00	Coffee and late registration	Local Participants (others will have registered as part of hotel check- in)
08:30	Introduction	Dr. V. Shivute, Workshop Chairperson, Permanent Secretary, Ministry of Agriculture, Water and Rural Development
08:45	Opening Prayer	Mr. H. Nampala, Governor of Oshikoto
09:00	Opening Address	The Honorable Helmut K. Angula, Minister of Agriculture, Water and Rural Development
09:30	Response and Welcome	Mr. J. Pandeni, Governor of Khomas
09:45	Workshop Objectives	Mr. R. Fry, Undersecretary, Department of Water Affairs, MAWRD
10:00	Coffee	
10:30	Overview of Progress to Date	Mr. P. Nghipandulwa, Director, Directorate of Rural Water Supply, DWA
11:00	Question Period	Participants



11:30	Review of Community Consultation	Mr. H. Koch, Deputy Director, Rural Water Supply Development and Planning, DRWS
12:00	Question Period	Participants
12:25	Organisational Announcements	Conference Secretary
12:30	Lunch	
14:00	Workshop Organisation	Ms. A. Butkus, DCD
14:15	Introduction to WASCO Statements and Principles	Mr. K. Tjijenda, DRWS
14:30	Comments and Discussion	Participants
15:30	Tea	
16:00	Review of Issues: Empowerment of the Community through Regional Structures Management of Water Point Improvement of Services Timescale for Implementation Financial Management at Community Level	Ms. K. Ekandjo, DCD, MRLGH Mr. T. Kauaria, DRWS Mr. J. v/d Colf, DRWS Mr. K. Tjijenda, DRWS Mr. I. Zijlma, DRWS
17:15	Introduction of Working Groups	Mr. A. Nehemia
17:25	Organisational Announcements and Closure	



Second Day:

Working Group Sessions

- Working Groups:**
- 1. Empowerment of the Community through Regional Structures
Facilitator: Slysken Samupofu**
 - 2. Management of Water Points
Facilitator: Abraham Nehemia**
 - 3. Improvement of Services
Facilitator: Ron Kaheka**
 - 4. Timescale for Implementation
Facilitator: Coen Esterhuyse**
 - 5. Financial Implications of Cost Recovery
Facilitator: Godfried Tjiramba**

08:00 Working Group Sessions begin with the election of a rapporteur and of a bilingual person for each language to liaise with language groups. Specially trained DRWS staff have been assigned as facilitators to each working group and the presenters of the issue papers will participate as resource persons.

10:30 Coffee

11:00 Continuation of Working Group Sessions

11:25 Organisational Announcements

12:30 Lunch

14:00 Working Sessions in Language Groups (each covering all themes)

15:30 Tea

15:00 Continuation of Working Sessions of Language Groups

17:25 Organisational Announcements

17:30 Closure



Third Day:

1. Working Group Session

08:00 Presentation in Working Groups of Language Group contributions, discussion and revision/preparation of Working Group Reports to Plenary

10:30 Coffee

2. Plenary Sessions

Presentation, Discussion and Approval of Working Group Reports

11:00 Working Group 1 Presentation Facilitator or Rapporteur

11:20 Comments Participants

11:50 Working Group 2 Presentation

12:10 Comments

12:35 Organisational Announcements

12:40 Lunch

14:00 Working Group 3 Presentation

14:20 Comments

14:50 Working Group 4 Presentation

15:10 Comments

15:40 Tea

16:10 Working Group 5 Presentation

16:30 Comments

16:55 Organisational Announcements and Closure

17:00 Further Discussion, if required, followed by Report Preparation/Revision by Facilitators, Rapporteurs and Workshop Working Group



Fourth Day: Plenary Session

**08:00 Summary Report and
Recommendations**

Chairperson

08:30 Comments and Approval

Participants

09:00 Closing Remarks

**The Honorable N. Iyambo,
Minister of Regional and Local
Government and Housing**

09:30 Farewell

**Mr. B. Von Finckenstein,
Mayor of Windhoek**

Coffee



INTRODUCTION



INTRODUCTION

Presented by Dr V Shivute, Permanent Secretary of Ministry of Agriculture, Rural and Water Development

Honourable Minister Helmut Angula, Honourable Governors from the 13 regions represented here, Honourable Councillors from all the regions, Traditional leaders from all the regions, Dear Colleagues, Ladies and Gentlemen.

First of all, welcome to this third workshop on Community Management of Rural Water Supply - also known as Swakopmund 3. As you may be aware, this is the National Wrap-up workshop following Regional Preparatory Workshops from January to October 1996 and Regional Wrap-up workshops from October to December 1996.

The main purpose of this workshop is to try and reach consensus on the principles agreed upon by Regional Preparatory workshops and Regional Wrap-up workshops held in each and every region - as to how to proceed from here to implement the objective of Community Management of Rural Water Supply. Colleague R Fry will elaborate on this later.

I have been given the responsibility by the Preparatory committee to chair this workshop. As you can see from the agenda, this is no easy task. Issues to be discussed are very important both to communities and Government but the time is limited. Please bear with me in this matter. If you see me interpreting your contributions or urging you to be concise, it is not out of disrespect but rather because I have been given the difficult task managing this workshop, especially recording to the time limit. This workshop is full of senior people, most of them my seniors, I rely on your good will to make this time management a success. Thus be short and to the point on the details have already been housed out in Regional Workshops.

You will also notice that during the second day, we will meet in working groups in the morning to discuss various topics. The operative language in the morning will be English. In the afternoon, some topics will be discussed by working groups using the main local languages i.e. Afrikaans, Damara>Nama, Herero, Lozi, Kwangali and Oshiwambo. The main purpose of this is to ensure effective participation by all. Under ideal circumstances, simultaneous translation would have been provided. But it has been difficult to arrange simultaneous translations in several languages - it is beyond the capacity of the workshop organisers. I would therefore suggest that bilingual staff members must make themselves available to translate to people who will need assistance during plenary and English working group sessions - sit next to someone now.

With these few introductory remarks, I would like us to return to our agenda. I now call upon Mr Nosea Nampala, Honourable Governor of Oshikoto Region to open our meeting with a prayer.



OPENING ADDRESS



OPENING ADDRESS

**Presented by the Honourable Minister Helmut Angula
Minister of Ministry of Agriculture, Rural and Water Development**

Mr Chairman, Honourable Members of Parliament, Your Excellencies, Members of Diplomatic Corps, Honourable Governors and Councillors, Representatives of NGO's, Traditional leaders, Members of the Media, Ladies and Gentlemen

It is my distinct honour to be here with you. I have learnt and am still learning a lot during my regional visits about the conditions of rural communities. I have been discussing relevant issues to my Ministry with the elected and community leaders in the regions and one of them being WATER. What we are discussing with the regions during my weekly visits covers all issues related to Agricultural development and I am particularly pleased that the Water sector has pro-actively advanced in trying to find sustainable long term solutions to the acute problems we are facing.

Let me start by thanking the organizers of this historical National Wrap-up Workshop especially our main sponsor GTZ. I would also like to commend the NGO's and foreign governments who played an instrumental role in assisting the DWA and I hope that this positive gesture shown will be continued and strengthened during the follow-up programmes to be discussed during our deliberations. In the same vein allow me to extend my appreciation to the staff in the DWA, Regional Councils and DCD in the MRLGH who collectively spearheaded these extensive consultations with the rural communities throughout the country. That is fair indication that you involved the people directly affected as part and parcel of policy formulation process.

Again, Mr Chairman we are assembled at the right time to discuss water when nature is blessing us with an abundance of this scarce resource, allowing us to focus on medium and long term objectives. Currently the GRN is negotiating with our neighbouring countries on sharing our common water resources whilst being mindful about the fragile environment. We are embarking upon this effort in order to enhance economic development and to a major extent covering water for human consumption and subsistence farming where possible. We can always achieve our objective of sustainable utilization of this resource, by participating in water awareness campaigns on the days such as the 22 March as it is this year.

More importantly, this workshop is crucial since it is the last of the planned deliberations which started with Swakopmund 1, continued to Swakopmund 2 and followed by intense series of consultations in each rural water supply region. This time we ought to draw conclusions from our consultations and this time we ought to agree on the recommendations to Cabinet on how to improve the rural water supply sector and to implement this policy, this time we are to return home with the understanding that actions based on consensus are about to begin.

I expect that hopefully most of you have been in one way or another involved in the national and regional consultations designed to formulate the policy guidelines and to obtain comments and recommendations on these guidelines. On the basis of that you should be more conversant with what is being discussed here.

However, Mr Chairman let me draw a little attention to some of the pertinent challenges ahead of us if we want to achieve our goals in the programme of Community Management of Rural Water Supply; Firstly in this workshop we must analyse and revise if necessary the WASCO statements because I think they are the milestone through which the rural water sector can be based in the future.



Secondly, we should strive towards the establishment of a national policy framework. I am satisfied to learn that remarkable consensus exist across the regions from the South to the North and from the West to the East on the outcomes of regional workshops and Siapac community survey

Mr Chairman I am not advocating however, that everybody must "wear the same suit" because I believe that some differences remain due to the distinct cultural, economic and historical realities of our people in their different regions. Therefore regional differences in the implementation of the policy are expected and acceptable as long as they conform to the overall policy.

Dear participants, it is a matter of great satisfaction to me and of course to my colleagues in the Government to hear the results of the regional consultations. The rural water consumers have demonstrated a high degree of understanding of the issues, indeed have shown sophistication which is truly remarkable. Our belief in community participation, and the maturity of the rural water users have been amply justified.

Thirdly, the financial resources to implement this policy are hard to come by. You have recently listen to the budget speech in National Assembly and most probably share my dilemma in this regard. It is essential however, that for us to implement this policy we must get funds for the training plan and subsequent rehabilitation programme of installations to a reliable standards as the communities have requested in the consultation process. These two aspects are in my view fundamental and prerequisite to the implementation of the policy and management of water points by communities. Therefore their financial implications ought to be explored. I should mention that I am informed about the training plan and it's implications and I expect that similar investigation will be carried out to determine the cost and schedule of the rehabilitation programme. But, in the meantime those with reliable installations should pave the way of managing and owning their water points after the training while the rest below the service standard can follow suit pending the extensive rehabilitation of the water points

The Government as it's sole responsibility will continuously render the service to the rural community till such time they are capable of handling their own affairs. We are also advising the community members to assist those who can not afford to contribute for their own water supply. In the same spirit of partnership we encourage private sector involvement in assisting the communities with the maintenance of the installations and selling of parts without taking the advantage of market monopoly to the detriment of communities. The Small Scale Enterprises must be strengthened at local community level (i.e. through Co-operatives)

Finally, we would be having a "baby" which all of us can claim to be ours. But take note that with the devolving of responsibilities from the central to the regional governments through the policy of decentralization, Regional Councils in the future will feed and serve all the basic needs of this baby. Therefore I am pleased that the MRLGH are partly involved in the initial phase of preparing for the delivery of the baby. I hope the baby will be left in good hands if we all from the very onset show commitment and dedication towards the baby.

Bearing the above-mentioned points in mind, Mr. Chair, Dear participants, ladies and gentlemen I would like to stress that your constructive contributions during the plenary session, as well as (thematic) working and language group will be highly valued. I am keen to hear a compromised version of the summary and recommendations emanating from this workshop. I am urging you not to divert from the agenda and most importantly the time allocated per topic. Let me wish all the participants to openly discuss and come up with what

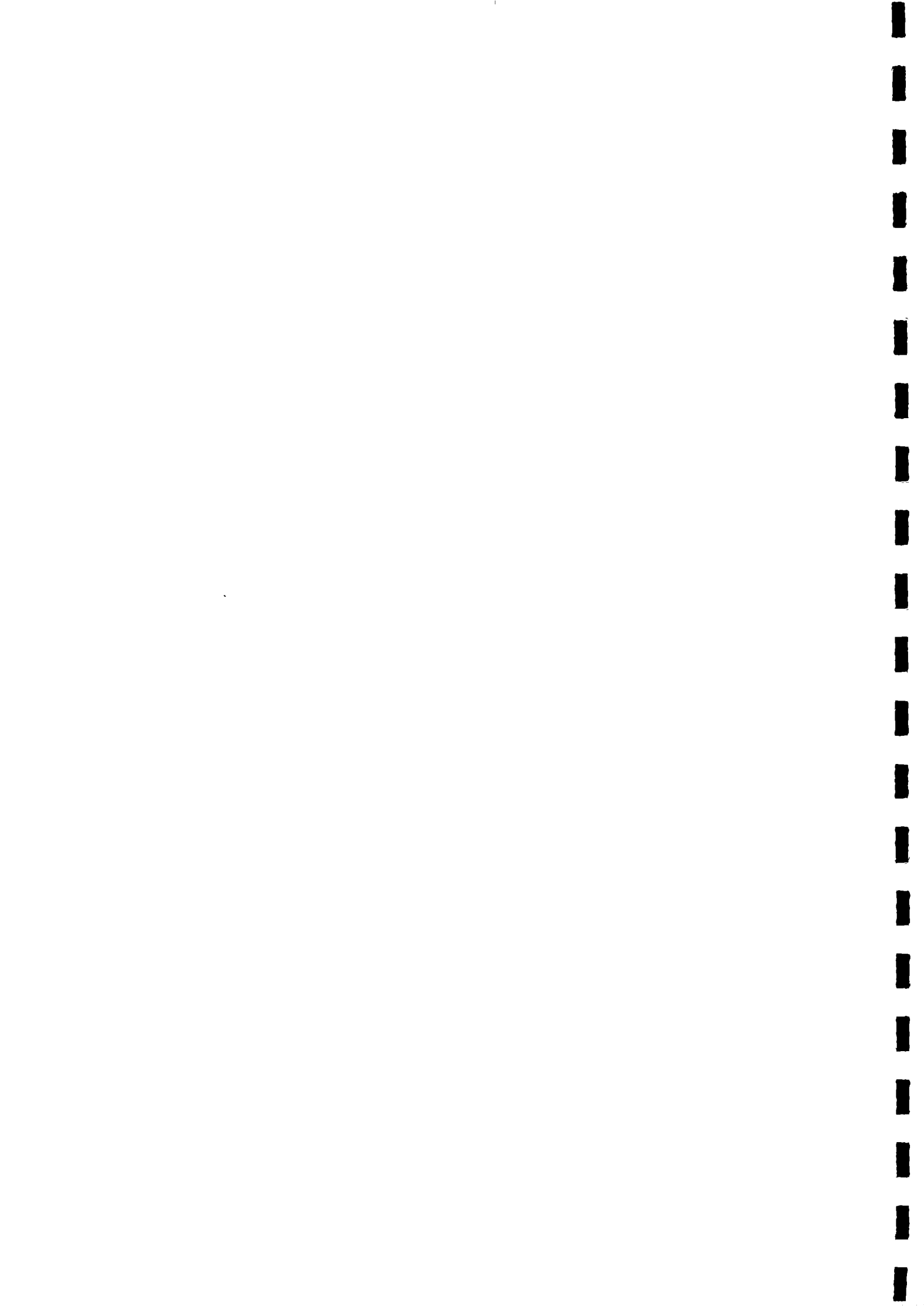


I can refer to as **“Guidelines for future Rural Water Supply Policy”** which will serve as guiding principles to my ministry and subsequently to us in the Cabinet.

In conclusion I believe that the understanding reached and future strategies drawn during this workshop could serve as basis for the operations of other Directorates in the Ministry, i.e. Agricultural Engineering Services, Veterinary Service, Directorate of Planning and Rural Development.

With confidence that we all fully appreciate the far reaching importance of our deliberations, I declare the workshop officially opened.

I thank you all !



WORKSHOP OBJECTIVES



WORKSHOP OBJECTIVES

Presented by Mr Richard Fry, Under Secretary of the Department of Water Affairs, Ministry of Agriculture, Rural and Water Development

Honourable Minister, Governors, Councillors, Traditional Leaders, Ambassadors, Members of the Diplomatic Corps, Colleagues indeed fellow stakeholders in rural water supply in Namibia.

It would be fair to say that the objective of this workshop is to be a success, but what is a success? What is the indicator of success: The ultimate indicator is sustainability.

What is sustainability?

Skills	:	Training
Appropriate Equipment	:	Investment
In Good Order	:	Maintenance
Payment for service	:	Prerequisite for above

Objective No. 1 SUSTAINABILITY

This is a key **consultation** in respect of achieving sustainability and the important word here is **consultation**.

Why do we consult?

Common problem
Achieve understanding
Identify answers
Jointly agreed strategy
Implement in Partnership

Objective No. 2 PARTNERSHIP

Partnerships can be formed in various ways there can be senior partners and junior partners. Perhaps for rural water supply it has seemed that Government is the senior partner. This should change by virtue of **empowerment**.

What does this mean?

Ownership
Financial control
Ability to decide
Facilitation of Development

Objective No. 3 in EMPOWERMENT

A car without a steering wheel cannot move in the direction required by the owner. In our case we have the steering wheel (**WASP**) but not the car. We do not even know what the car should look like. If we are in partnership (Government and Rural Communities) then we must reach **consensus** as to what this vehicle for sustainability will look like.

Consensus in respect of what?



The partnership principle
The manner of implementation
Regional differences
Common strategy
WASP principles
The way forward

Objective No. 4
CONSENSUS

Once we, as partners, have achieved consensus then we can advise our **founding fathers and mothers** of the understandings we have reached. The steering wheel and the car will then be one, the vehicle of sustainability can be driven forward with confidence. The fifth and final practical objective of this workshop is therefore to advise the Cabinet in respect of how to implement the **WASP** in respect of rural water supply this we will do through partnership in a consultative process are the next four days.

In summary therefore the workshop objectives are to:

Achieve rural water supply sustainability

1. through consultation and thereby the establishment of a partnership
2. resulting in empowerment
3. and through consensus
4. advise our founding fathers and mothers
5. of the way forward



OVERVIEW PAPER



OVERVIEW OF PROGRESS TO DATE

Presented by Mr P. Nghipandulwa
Director of Rural Water Supply

Ladies and gentlemen

You have been addressed by the Honourable Helmut K Angula, who conveyed to you his hopes for this workshop and you have heard of the objectives of the workshop from Under Secretary, Mr Fry. Let me add my welcome, and that of all my colleagues in the Directorate of Rural Water Supply.

With this National Wrap-up Workshop, or as it was originally known, Swakopmund 3, we have reached the end of the beginning of our joint efforts to improve rural water supply services.

We have reached the end, because with this meeting we conclude our discussions, deliberations and consultations and agree on the way to the future

We are at the beginning, because at the conclusion of this workshop, we will have agreed on the way to the future, and the hard work of implementing our agreements throughout Namibia, in every community hitherto not adequately served with water, is just beginning

Some of you have started this journey with us in the Swakopmund 1 Workshop and continued on with Swakopmund 2, the regional consultations and are now participating in Swakopmund 3 to see the fruition of all the efforts which we have made. Some of you have joined the journey along the way, but all of us have worked extremely hard to ensure the success of our efforts

What we have accomplished together is surely unprecedented in the history of our development, and I, for one, am proud to have been part of this effort. We have brought together the greatest assembly of stakeholders involved in the rural water supply sector, ranging from the rural water users to the Governors and just about everybody in between. We have reached out and consulted with the rural communities to obtain their opinion and recommendations on how water supply should be managed, and we are now on the verge of producing recommendations which represent a truly national consensus

Most of you know the background of this workshop, but let me briefly summarise how we got here by means of the overhead slide which graphically explains better than words how the process has worked

The objective of the consultative process was to develop a rural water supply improvement programme which would be

1. financially and technically sustainable over the long term by the user of the services,
2. meeting with the consent of the user and be supported by all stakeholders in the sector.

The objective is based on experience which shows that schemes not supported by the user, not managed by the community and not based on cost recovery, invariably fail, leading to inadequate services, low lifespan and generally of the schemes lack of economic progress within our communities.



In general the rural communities and their leadership show a remarkable understanding of the need to change the existing approach to rural water supply in line with the reforms implicit in the WASP Statements and agree on the principle issues. For example, they:

- a) wish to manage their own supply provided they can participate in the planning and decision making process from the beginning, expect that the assets, whose user ownership is to be transferred by GRN to the community, meet acceptable standards, insist that the community receives appropriate training and demand that the communities legally own the assets,
- b) believe in the principle that the user of rural water supply services should contribute, but that appropriate (intra- and inter-community) arrangements must be made to help those unable to contribute in cash;
- c) are generally satisfied with the service provided, with reservations expressed in respect of distance to water point, insufficient supply, unreliability of the equipment and delay in needed repairs, and believe they could provide better service, if supported to do so,
- d) believe, with some exceptions, that those watering their cattle at water points should contribute for that service in addition to the payment made for human supply; and
- e) insist that water point management should be on a democratic basis and the management of funds collected for water service be transparent

There is, of course, no complete agreement on any of these issues, although in every case the majority supporting, for example, community management, cost recovery and other policies, is impressive. It is our task to reach consensus on the few remaining differences, recognising that it is important to reach agreement on principles, but that the methods on how they are to be accomplished may well be left to the individual regions, in some cases even the individual community.

Although there is a remarkable openness to change and understanding of the need to assume greater responsibility by the user, it is also clear that there is concern that change may come too quickly, without due consideration to the problems of the communities and a recognition that communities do need help from Government during the foreseeable future.

One of the changes needed is the change of the Government from the role as a provider of services to that of a facilitator to communities to assist them to become service providers. DRWS, in preparing itself for this role, is already.

- a) Conducting a training needs assessment to determine the suitability of staff members for their role in the new approach
- b) Assessing how the legal status of the various water committees can be addressed;
- c) Assessing how to transfer the user ownership of government assets to the communities; and
- d) Implementing a comprehensive Training Plan for both the communities and DRWS staff, based on the strong request from the communities that training must be a prerequisite for implementing community based management.



The regions were asked to review the existing WASCO statements and offer suggestions for improvements. The suggestions will further be discussed at this workshop before they are forwarded to WASCO for endorsement. In addition, the principles of community management development during the regional consultations have been added to the WASCO statements as has been requested during the regional consultations.

It is the purpose of the deliberations of the plenary session and the working groups to achieve as complete a national consensus as possible, without infringing on individual regions' right to implement recommendations so as to reflect regional and local conditions. For example, national coverage standards proposed in the WASCO Statements are designed to ensure a minimum service standard affordable to both the community and the Government. These standards should not prevent individual communities from the achievement of higher standards if they can afford to do so with their own resources. The Government's decentralisation policy delegates to the regions and the communities the authority and responsibility to make decisions pertaining to their own development, and as the consultations show, the communities are eager to take control of the development of their own water supply services. Obviously, that would include decisions on coverage of water supply, provided the national standards are not lowered. Priority of Government support through grants and subsidies would go to communities not yet receiving the benefits of the minimum coverage defined in the WASCO Statements to ensure that all Namibians receive such water supply service as quickly as possible.

Finally let me now summarise the regional recommendations (the full recommendations are attached to the Overview). Issue Papers have been prepared for review by the working group. These papers will be presented later today, so I restrict myself to the highlight.

Ownership is considered the key to community participation, cost recovery and sustainability, without it, there is neither interest in operating and maintaining facilities, nor a realistic expectation of cost recovery.

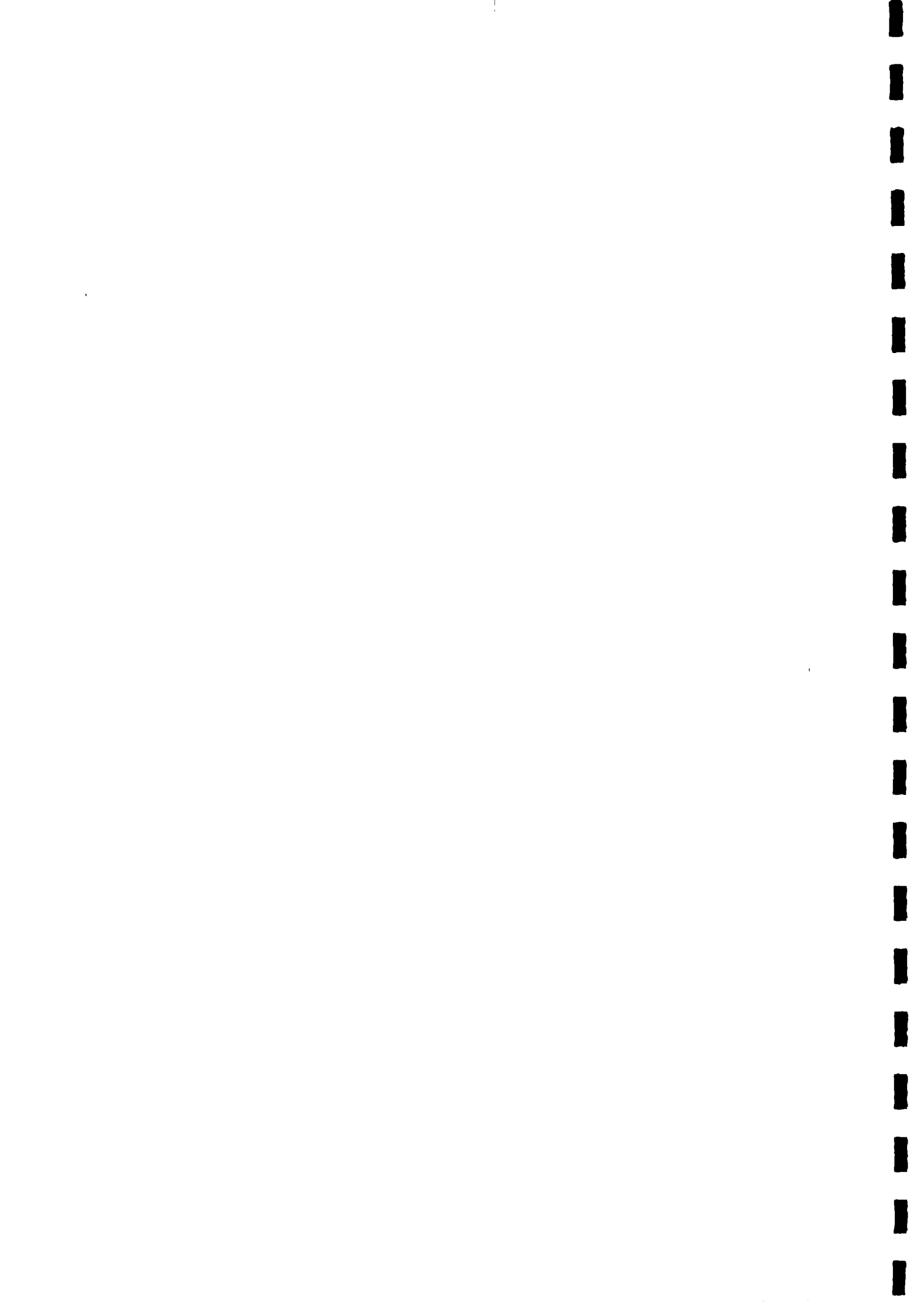
Legal Status of the water point committee, and by implication of other water committees, is of great concern to all who participated in the regional consultation. Legal status is needed to:

- (I) convey the right to operate public services,
- (II) collect, administer and keep funds in the community,
- (III) open accounts and enter into contracts,
- (IV) punish violators of WPC rules,
- (V) seek enforcement of Government commitment, in short, to have the power to do all those things necessary for the operation and maintenance of water point or system and enforce the rules and regulations issued for that purpose

A National Organisational Structure required to support the water point committee is also strongly recommended by the regional consultations. A structure emphasising the regional responsibilities evolved in the course of the consultations during the regional preparatory meetings will be reviewed in a working group session.

Relations between water and development committees were discussed in considerable detail. It is agreed that development committees are the planning body for local community development, and that water committees should channel their requests and proposals through the proposed development committees.

Partnership between Government and Community was identified as an essential part in the development of community management of water supply services. This partnership will be particularly strong with regional authorities once the decentralisation policy is being



implemented. The national organisational structure reflects the needed partnership arrangements.

Participants in the regional consultation agreed that all the procedures and actions of the WPC must be based on democratic principles and be transparent, particularly the management of funds.

The role of traditional authority was subject to close examination, with no universally accepted proposal. Universally accepted was the recognition that traditional leaders need to be playing a role in the WPC's. Differences of opinion exist as to what that role should be. Some felt that traditional leaders should be members of the WPC in an advisory role, because they would be called upon to settle disputes between the WPC and water users and anything but advisory participation would create a conflict of interest. Others did not think the question of conflict of interest was serious enough to impede the active participation of traditional leaders in the management of the water point. Yet a third opinion was that traditional leaders should participate under the same rules as anyone else, and without exercising their traditional authority while performing their functions as members of the WPC. This topic will, I am sure, be further reviewed by the working group in an attempt to define a solution acceptable to all.

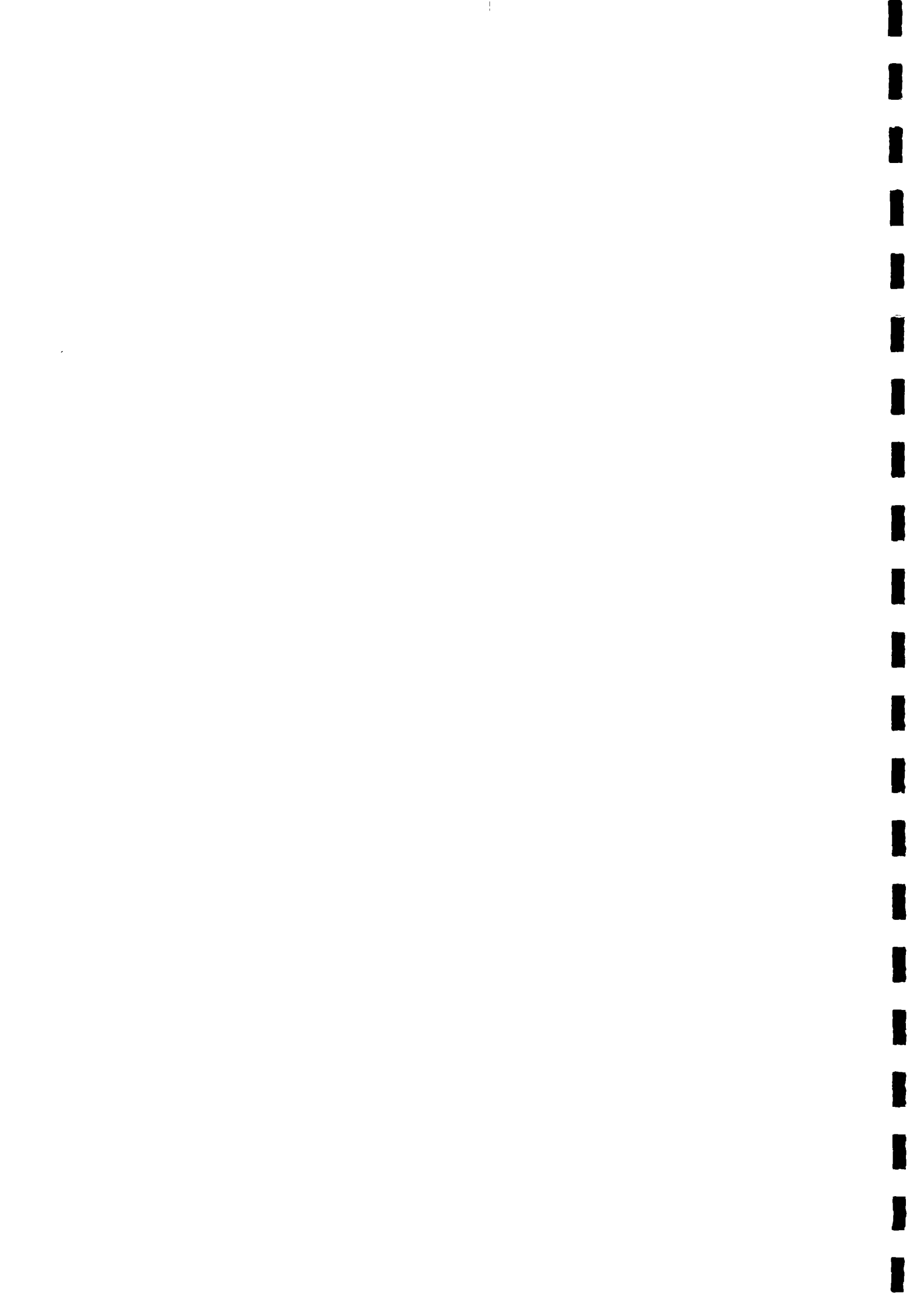
The Financial Organisation did not appear to cause any controversy during the regional consultation. The WASCO Statements with respect to cost recovery were accepted, with the following points emphasised:

- a) Contributions required for the financing of water point operations should be set by the WPC in consultation with the community.
- b) Funds collected by the WPC should be managed in a transparent manner and preferably deposited in a registered bank or other appropriate institution.
- c) Contributions may be made in cash (preferably) or in kind, and those unable to contribute should provide labour; and
- d) The majority of participants in the regional consultations felt that the community should raise funds for those unable to make their contributions and believe the communities will be able to make the necessary arrangements. A minority felt that the Government should help with subsidies, particularly to help the community provide for those unable to meet their obligations on a long term basis.

The training of WPC members is a topic on which universal agreement was reached. Community representatives not only agree but insist on adequate training of WPC members and caretakers before assuming responsibility for management of the water point.

Extension Services have been listed as an essential part of rural water supply improvement in all regional consultations. Rural Water Extension Officer (RWEO) would be expected to help the community organise WPC's would be unable to solve themselves, and be the contact on water supply matters to higher authorities.

An Enabling Environment has been cited repeatedly by the participants in regional consultations as a prerequisite for any community participation in the improvement of rural water supply. Including in the enabling environment are an appropriate legal framework, an extension service and appropriate training, access to financial resources, and a system providing easy access to spare parts.



The Condition of the Water Point was of concern to all, and the requirement that the Government restore water points to good condition before the communities assume responsibility for operation and maintenance was considered a minimum requirement for community participation

Coverage Standards were generally accepted, except that a number of communities would like to have better service than provided under the standards proposed in the WASCO Statements

The Implementation Date of the proposed changes caused a great deal of concern and after lengthy discussions, most of the participants agreed with the date of April 1997. These concerns reflected the need for WPC members to be trained, and the requirements that Government restore facilities to good working conditions.

Implementation Phases also posed some problems during the consultations. The WASCO statements foresee a three year phase during which the cost of operation and maintenance would gradually be taken over the WPC's, followed by an additional six year phase during which the financing of total costs would gradually be taken over by the WPC's.

Factors affecting the time scale of implementation include some under control of the Ministry of Agriculture, Water and Rural Development, some of which are only partially under its control. Amongst the former are the training of WPC members and the rehabilitation of rural systems prior to their take-over by the WPC's. Among the latter are agreements on the establishment of mechanisms for the recovery of investments made for the benefit of wildlife and the compensation of damages caused by wildlife, which needs to be agreed upon with the Ministry of Environment and Tourism, and the recommended establishment of a rural water supply sector development fund, which has to be considered together with the Ministry of Finance

Based on the result of the regional consultation, DRWS has prepared a brief report on this topic for review during this workshop. A working group will examine the report and submit its recommendations to the plenary session, as will all the other working groups. The guidance provided through this process will enable DRWS to contract for the preparation of appropriate manuals for the use of WPC members

The recommendations of this workshop will provide the basis of the Cabinet proposal DWA will prepare after the conclusion of this workshop. In a very real sense, that proposal will not really be DWA's, but of the participants of this workshop and of the many who have been consulted and have responded so enthusiastically to the opportunity to participate.

For that participation, I thank you on behalf of DWA, and I hope you will express that gratitude to your constituents, colleagues and neighbours when you return home.

THANK YOU!

COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

OVERVIEW

INTRODUCTION

- 1 The purpose of this overview is to provide a summary of activities so far implemented and to introduce the topics submitted for review to the participants of this workshop. The recommendations of the workshop participants will guide the Directorate of Rural Water Supply (DRWS) in the preparation of a proposal to Cabinet for a national programme on community management of rural water supply. Community management will have as the central focus assuring the financial sustainability of rural water supply through a cost recovery system designed to cover operating and maintenance costs within the community recommended time frame, and an additional period for full cost recovery. Determining this time frame on the basis of community recommendations is one of the tasks of this workshop.
- 2 The process implemented so far and proposed for the planning of future rural water supply programmes is based on comprehensive participation of all stakeholders, ranging from the water users in rural areas to ministerial policy makers and planners. Consultation with the rural communities and their leadership has been emphasised throughout the process to ensure that the proposals to be submitted to Cabinet by the Department of Water Affairs (DWA) will reflect the consensus of the rural population.
- 3 The objective of the consultative process was to develop a rural water supply improvement programme which would be financially and technically sustainable over the long term by the user of the services, a programme that would meet with the consent of the user and be supported by all stakeholders in the sector. The objective is based on experience which shows that schemes not supported by the user, not managed by the community and not based on cost recovery, invariably fail, leading to inadequate services, low quality of life and lack of economic progress.
- 4 The consultative process so far carried out consisted of the following steps. Two National Workshops in Swakopmund in November 1995 and February 1996 respectively, Regional Preparatory Workshops from April to July 1996, Community Consultation Surveys from June to October 1996 and Regional Wrap-up Workshops from October to December 1996. This workshop concludes the activities leading to the preparation of a Cabinet Proposal for rural water supply by DRWS.
5. Community Management of water supply is especially important in a country with severe water resource constraints, such as Namibia. Water resources are not only scarce, but the distribution of the resources available is also uneven across the country. To summarise, the country can be said to suffer from a more or less permanent drought, and its water resource policies should be based on an assumption of continuous water scarcity. As a consequence, water conservation



and water reuse should be emphasised and all possible means, technical, motivational and pricing, should be employed to encourage water conservation. Ultimately, the success of conservation will depend on the conscientiousness with which the individual consumer practices conservation, and the community should therefore fully participate in the planning and management of its water supply. For this reason, all stakeholders involved in the rural water supply have participated in the consultative process, as have policy makers responsible for economic development and other activities with an impact on water resources.

EXISTING SITUATION

Coverage

6. According to a community survey, carried out by SIAPAC as part of the 1996 consultation process leading to this workshop, a vast majority of people do have access to a water point within a distance of 2,5 km, a target endorsed by the Water and Sanitation Co-ordinating Committee (WASCO) This is not always an improved water supply, however, and much has yet to be done to ensure that water supplies are of potable quality.
7. The same survey indicates that more than 70% of the people rely on improved sources for water, but use, on average, less than 10 litres per person per day. This is much less than the 15 litres recommended by the WASCO endorsed statements. This low consumption could be at least partly explained by the distance to the water source and, possibly, the questionable reliability of the equipment. However, in areas with piped schemes, where the distances are much shorter, consumption is similarly low. The survey's findings confirm experience world-wide that distances have little impact on consumption until they are reduced very significantly, usually to within a distance of less than 200 meters from the domicile. The quality of water from protected sources appears to be generally adequate for human consumption.

Institutional Arrangements

8. On December 12, 1996, the Permanent Secretary of the Ministry of Regional and Local Government and Housing distributed a Cabinet Policy entitled: "Decentralisation, Development and Democracy". Under this policy, rural water supply is to become the responsibility of the Regional Councils, with appropriate assistance by responsible line ministries. The Water Supply and Sanitation Policy (WASP - 1993) went even a step further and stipulated that rural water supply should become the responsibility of the communities themselves, with assistance from the Department of Water Affairs. In Cabinet's mandated decentralisation, provision has been made for a hierarchy of committees which would be responsible for development activities in the regions. This regional structure would be capable of promoting and assisting the empowerment of local communities to handle their own affairs. The Department of Water Affairs had



already started in 1991 the process of decentralisation by setting up a similar organisational structure consisting of a hierarchy of water committees.

9. DWA is in the process of employing one Rural Water Extension Officer (RWEO) for a specific area (village, community, settlement area), whose task it is to promote the establishment of water point committees and to guide them in their functioning. Altogether, 239 RWEOs are expected to be employed throughout the country, although presently the proposed staff establishment makes provision for 200 RWEOs only. Training of the Water Point Committees will be done by specially trained RWEOs. Training of Community Caretakers will be carried out by training teams consisting of trained maintenance staff and technically oriented RWEOs. The RWEO would also liaise with other actors in the sector in support of the water committees. DWA at present provides all operation and maintenance services and spare-parts for free, but in line with the community based management approach, DWA plans to ensure the availability of spare-parts, by encouraging NGOs and private enterprises to stock and sell spare-parts and provide maintenance and repair services to the communities.

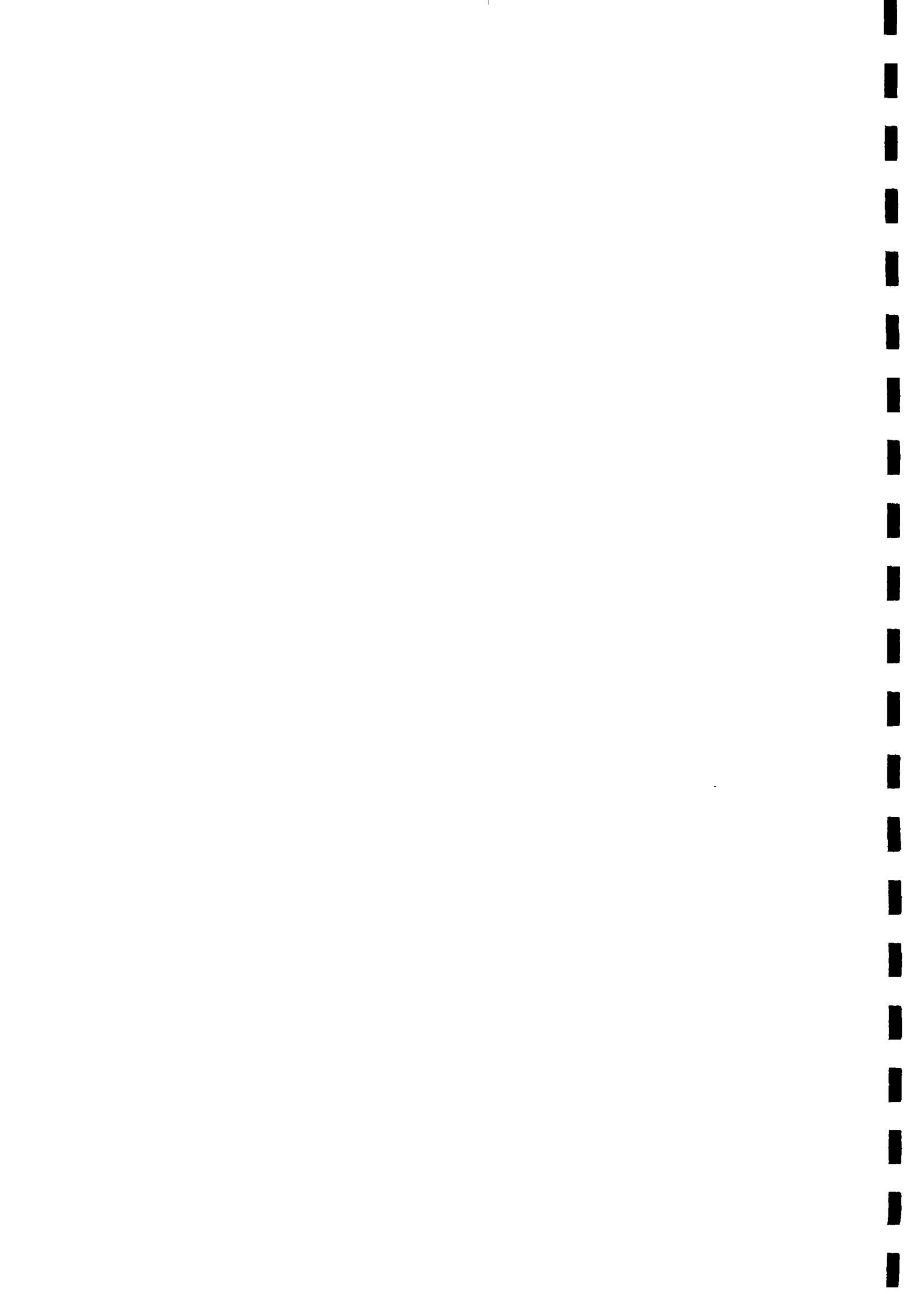
Finances and Cost Recovery

10. Investment funds for rural water supply are provided by the Government of the Republic of Namibia (GRN) through budgetary allocations, by NGOs and by Donors. In specific projects, local communities are expected to provide labour and materials and sometimes money for the construction or rehabilitation phase of rural water supply infrastructure. Where contractors are employed for drilling of boreholes or for the installation of equipment, there is usually less scope for community contributions.
11. GRN also pays for operation and maintenance of rural water supply facilities and fuel for diesel pumps. The proposed implementation of community based management foresees the reduction the supply of free diesel fuel in stages. Eventually, communities are expected to take over all functions of operation and maintenance, including the purchase of diesel fuel. Transfer of responsibility is planned to occur over a period of ten years. DRWS estimates that the savings to the national budget will run in tens of millions of Namibian dollars.

DEVELOPMENT EFFORTS

Policy Development

12. In September 1993, Cabinet adopted overall policies for the development and management of water and sanitation. The first National Workshop on Cost Recovery for Rural Water Supply held in 1995 produced guidelines for the implementation of the policy which after the workshop were endorsed by the Water and Sanitation Co-ordination Committee (WASCO) and are now referred to as WASCO Statements. They were accepted by the participants during the



second National Workshop on Rural Water Supply Cost Recovery, with the addition of an explanatory preamble.

13. The WASCO Statements were reviewed during the consultation with regional and local elected and traditional authorities and the rural communities themselves during the period April 96 to December 96. As a result of these discussions, and reflecting the realisation that cost recovery has to be an integral part of community ownership and management of rural water supply schemes, agreement was reached among the participants in the consultation to add to the WASCO statements four principles on the topics of Community Responsibility, the National Organisational Structure needed to support the community, Community Organisation, and Implementation.
14. The WASCO Statements foresee cost recovery for operation and maintenance of rural water supply facilities in the short term and full cost recovery in the long term. They also make specific provisions for service delivery standards, the protection of low income users and other actions designed to achieve long term sustainability. However, the statements were originally drafted to promote cost recovery, and lack reference to community participation, government - community partnership or community empowerment. The Statements have been revised to accommodate the outcome of the community consultation process and the four principles have been added. After consideration by the workshop participants, the Statements will be submitted to WASCO for endorsement and submission to Cabinet by the Minister of Agriculture, Water and Rural Development.

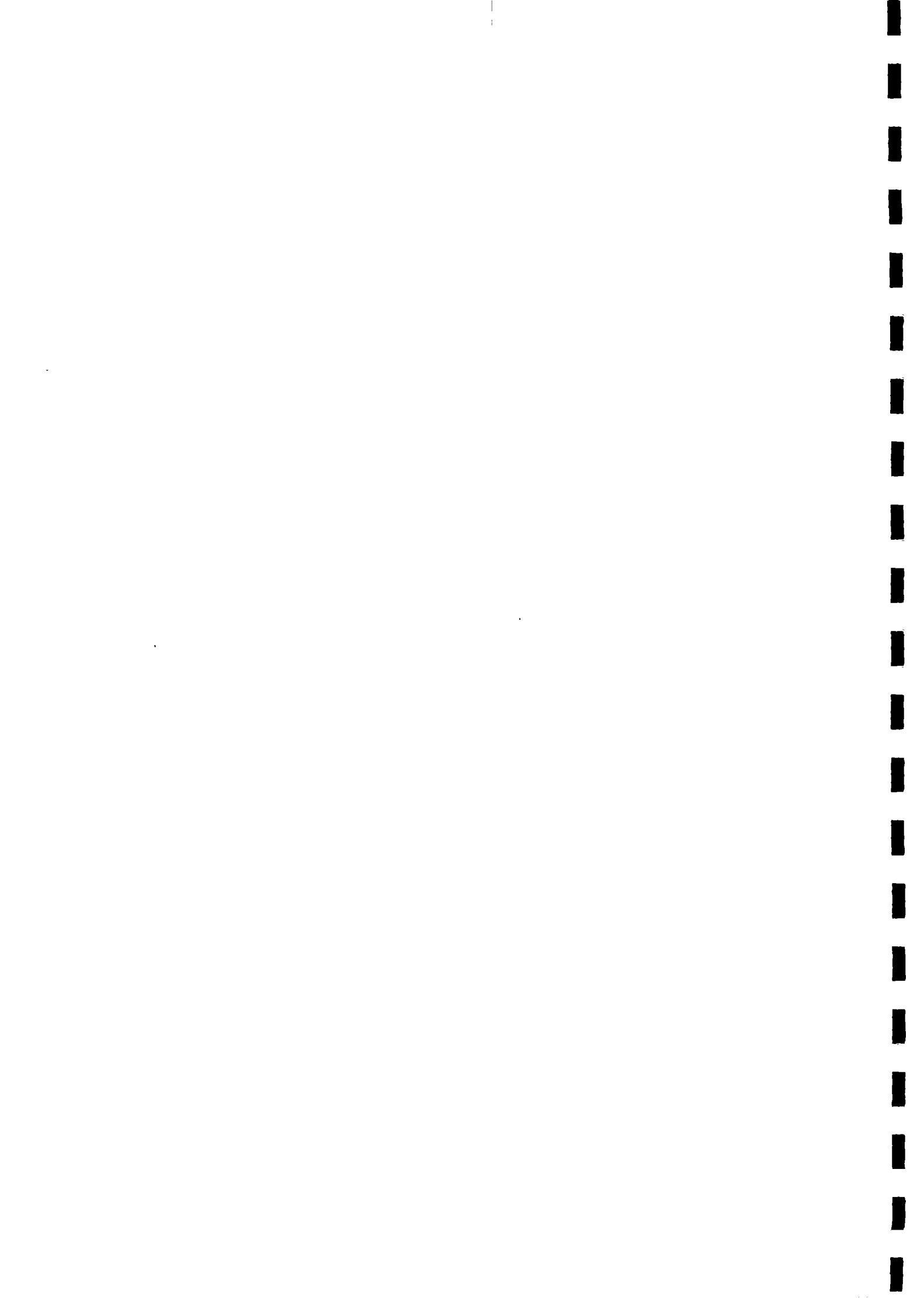
Financial Management

15. A report was prepared and submitted by the Department of Water Affairs to the First National Workshop in Swakopmund (SW1) on rural water supply cost recovery in November 1995, for review and discussion by national leaders of the sector and representatives of appropriate national and international organisations.
16. The report recommended possible methods of cost recovery and financial management. The report also recommended institutional reforms and suggested that the recommendations be discussed with stakeholders and be pilot tested prior to their final revision and adoption by GRN. As a consequence, the participants at the workshop recommended that the Directorate of Rural Water Supply in the Department of Water Affairs prepare a programme of consultation and submit appropriate proposals to the Second National Workshop (SW2). During SW2, regional leaders and representatives of rural areas had an opportunity to review, modify and approve the proposed programme and then participate in its implementation. The proposed programme was approved and implemented accordingly. As part of the programme, DRWS has employed a consultant to look into the financial implications of cost recovery, for both the communities and the government. This report will be presented at this third National Workshop.



The Consultation Process: National Workshops, Regional Workshops and Community Consultations

17. The Consultative process developed by the first and second National Workshops included a number of activities, starting with SW1 which was designed to inform the national leadership of rural water supply needs and obtain their support for proposed actions. The second step consisted of another national workshop (SW2) bringing together the regional leadership and stakeholders to review proposals of SW1 and agree on a process of consultation leading to the preparation of a policy implementation proposal to be submitted to Cabinet.
18. The concept behind the consultative process was to initiate the activities by informing the National Leadership, NGOs, Donors, and Regional Governors of the proposed actions deemed necessary to improve rural water supply services. Following the approval at this forum, another national workshop was held uniting those more directly responsible for implementation of rural water supply activities, Governors, Executive Officers, and regional staff of line ministries. The process then continued with regional workshops and direct consultations with communities, elected and traditional leaders in each region.
19. The Regional Consultation process started with **Regional Preparatory Workshops**, covering all the Regions, in order to inform regional leaders, local and traditional authorities and community representatives on the principles of cost recovery, community based management, results so far achieved, the implications for the communities and to get the commitment from the leaders to support the next step in the process to find out what the communities would and would not do. Briefing documentation was presented to all participants with the most important contributions translated in the local languages and Workshop Proceedings were prepared and distributed to all participants, also translated where necessary.
20. The Regional Preparatory Workshops were followed by the **Community Surveys**, covering 2883 randomly selected households across all the regions. The consultations took place with households, small groups of people and local leaders and influential people. Summary reports have been prepared for all regions while full reports will become available at a later stage. An integrated national summary about the community consultation will be presented to the participants in this workshop, which can be considered the National Wrap-up Workshop.
21. The community consultations were followed by 10 **Regional Wrap-up Workshops**, co-organised by the Regional Councils, where the participants discussed the findings of the community consultations and made recommendations based on the ideas, proposals and commitments of the communities for the region-specific implementation of cost recovery. These recommendations will be included in the presentation to Cabinet, after review and acceptance during SW3. Documentation before and after the regional workshops were prepared and translated where required.



22. The results of all these consultation will be presented and discussed during this (SW3) workshop, providing all stakeholder representatives, from ministries, Governors, regional councillors, elected and traditional leaders, an opportunity to participate and develop a consensus on actions to be proposed to Cabinet. Following this Workshop and after WASCO approval of the proposals, formal documentation for submittal to Cabinet will be prepared.
23. The activities implemented as part of the consultative process are presented in Table 1. The diagrammatic presentation below demonstrates the concept and method of planning and community participation in developing a national consensus on how to achieve sustainable rural water supply service in accordance with the stipulations of WASP.



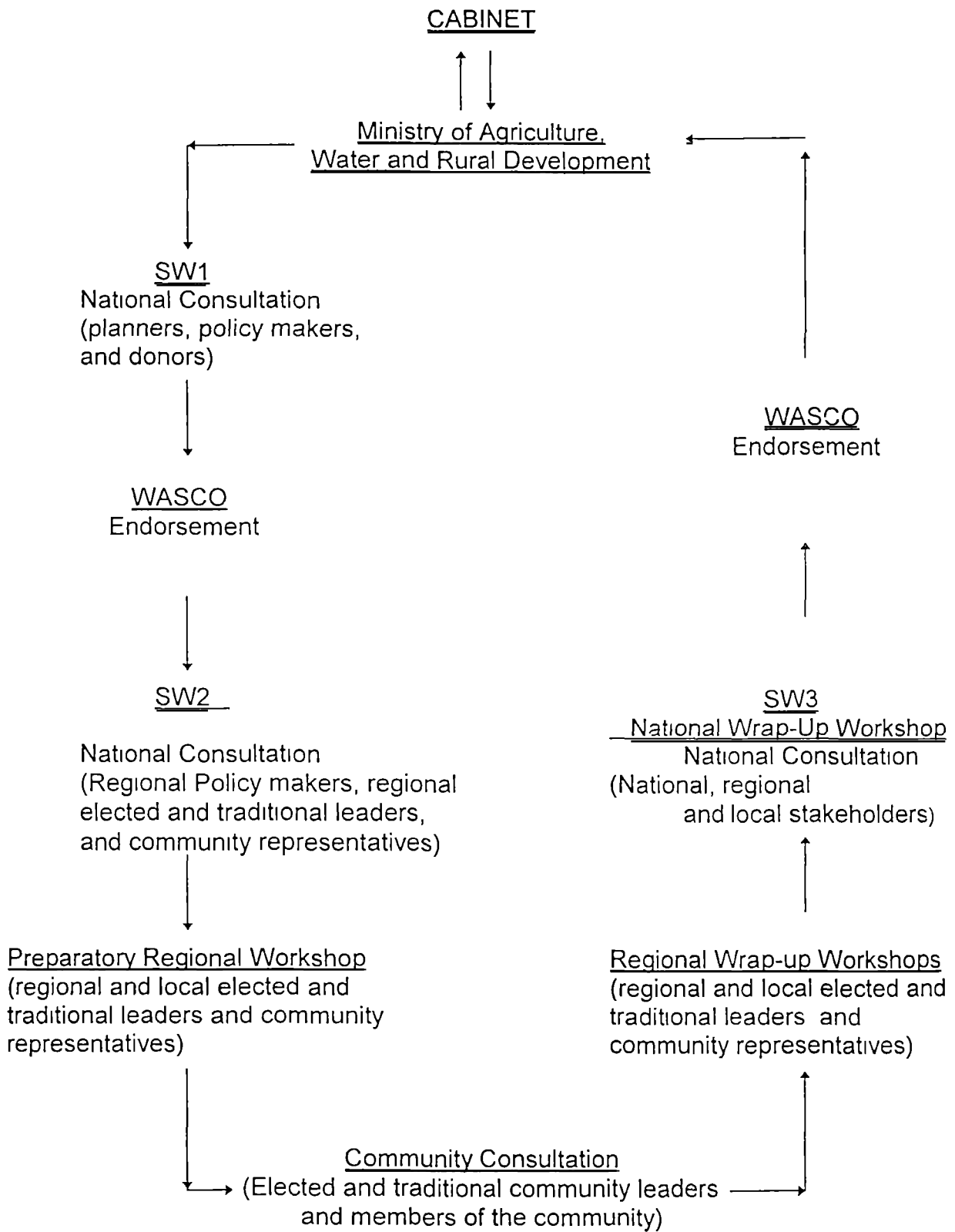




Table 1

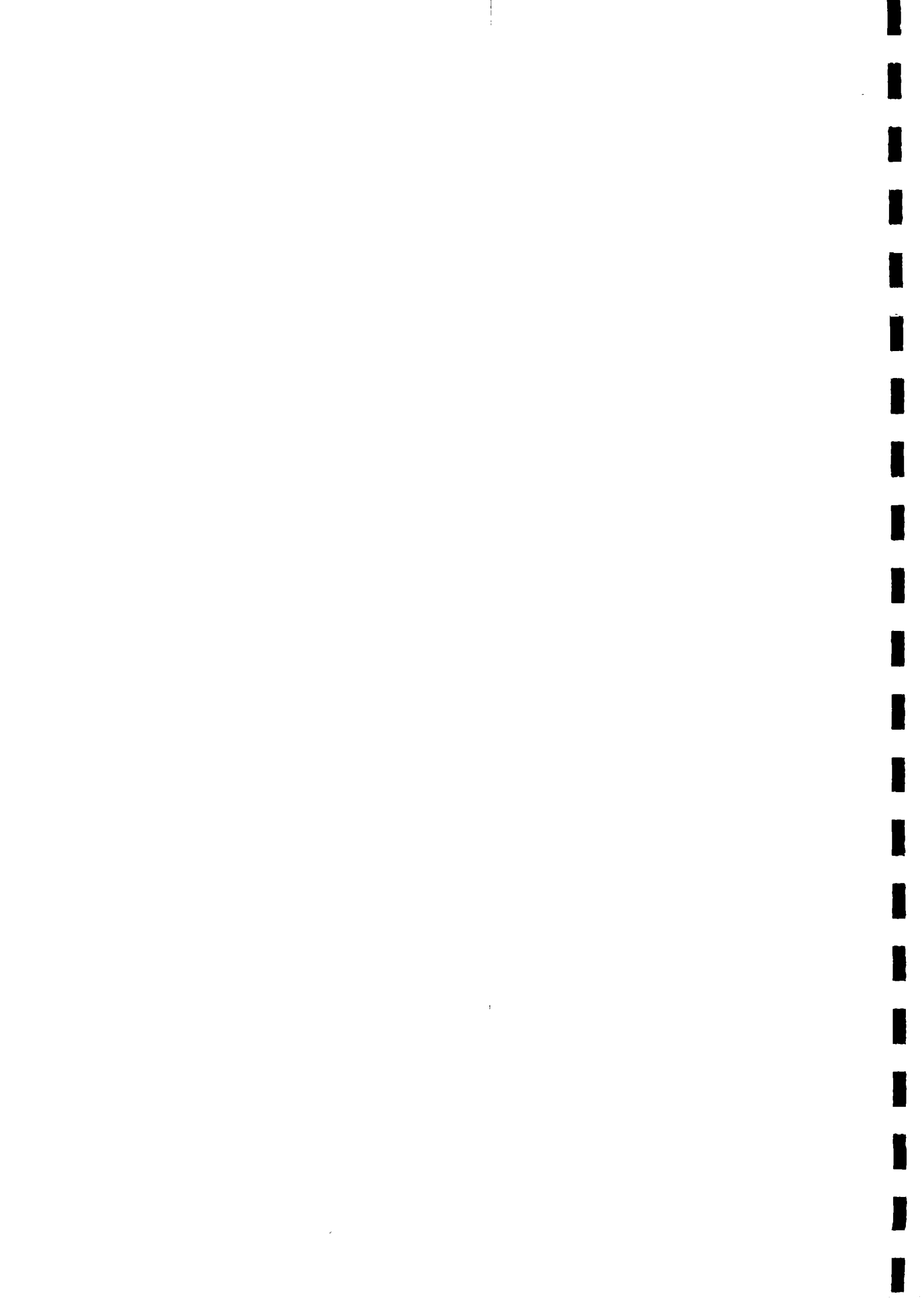
Activities of the Consultative Process

Activity	Location	Date	Participants
National Workshop (SW1)	Swakopmund	5-8 November '95	National sector leaders from MAWRD, MRLGH, NGO's, Donors and Governors
WASCO Review of SW1 policy proposals	Windhoek	10 November '95	WASCO members
National Workshop (SW2)	Swakopmund	1,2 February '96	Governors, Executive Officers Local Leaders, MAWRD and MRLGH national and regional staff, NGO's
Preparatory Workshops	In the regions	April - Sept '96	Regional and local elected and traditional leaders, MAWRD and MRLGH national, regional and local staff
Community Consultations in each region	Selected communities	June - Oct '96	Local leaders and members of communities
Wrap-up Workshops	In the regions	Oct - Dec '96	Regional and local elected and traditional leaders, MAWRD and MRLGH national, regional and local staff
National Wrap - up Workshop (NWUW)	Windhoek	11 - 14 March '97	Traditional and elected leaders, governors, Executive Officers and Councillors, MAWRD and MRLGH staff, and a wide range of stakeholders
WASCO Review of SW3 Proposals	Windhoek	March '97	Members of WASCO, staff of MAWRD and MRLGH
Preparation of Report to Cabinet	Windhoek	March '97	Staff of MAWRD and Consultant
Presentation to and Approval by Cabinet	Windhoek	March '97	Presentation by Minister of Agriculture, Water and Rural Development to Cabinet
Initiation of Programme Implementation	Country wide	Target date April 1, 1997	MAWRD, MRLGH, national and regional staff, local communities



PRINCIPAL ISSUES

24. In general, the rural communities and their leadership, which had an opportunity to participate in the consultation conducted by the Directorate of Rural Water Supply (DRWS) and its consultants show a remarkable understanding of the need to change the existing approach to rural water supply and the reforms implicit in the WASP Statements. For example, they:
- a. wish to manage their own supply provided they can participate in the planning and decision making process from the beginning, expect that the assets transferred by GRN to the community meet acceptable standards, insist that the community receives appropriate training and demand that the communities legally own the assets;
 - b. believe in the principle that the user of rural water supply services should contribute, but that appropriate (intra- and inter-community) arrangements must be made to help those unable to contribute in cash;
 - c. are generally satisfied with the service provided; with dissatisfaction expressed referring mostly to distance to water point, insufficient supply, unreliability of the equipment and delay in needed repairs, and believe they could provide better service;
 - d. believe, with some exceptions, that those watering their cattle at water points should contribute for that service in addition to the payment made for human supply; and
 - e. insist that water point management should be on a democratic basis and the management of funds collected for water service be transparent.
25. There is, of course, no complete agreement on any issue, although in every case the majority supporting, for example, community management, cost recovery and other policies, is impressive. There are regional differences, and participants at the third national workshop will attempt to reach a consensus on those issues requiring a national consensus, recognising that it is important to reach agreement on principles, but that the methods on how they are to be accomplished may well be left to the individual regions, in some cases even the individual community.
26. It is interesting to note that ownership of facilities is frequently referred to as a reason for making contributions for water supply service. While not explicitly stated by participants in the consultations, it is reasonable to assume that ownership of water systems by the community would reduce, if not eliminate, the problem with misuse and vandalism. The often mentioned insistence on participating in the development process from the beginning, with explicit rejection of the idea of the "hand over" of a completed project, seems to reflect a certain dissatisfaction with the present process and the lack of a feeling ownership by the community, which may also explain the vandalism of assets owned by an



"absentee owner" and further supports the conclusion that community ownership will result in a reduction of vandalism

27. Although there is a remarkable openness to change and understanding of the need to assume greater responsibility by the user, it is also clear that there is concern that change may come too quickly, without due consideration to the problems of the communities and a recognition that communities do need help from Government during the foreseeable future
28. DRWS, in preparing itself for the role as facilitator rather than provider, is attending to the following:
 - a. Conducting a Climate Study followed by a training needs assessment, by an independent consultant, to determine the suitability of each individual staff member for his/her role in the new approach and determine individual as well as general training and development needs. The capacity of the Regional Offices to implement the cost recovery strategy will require special attention
 - b. Assessing how the legal status of the various water committees can be settled;
 - c. Assessing how to transfer government assets to the communities; and
 - d. Implementing a comprehensive Training Plan for both the communities and DRWS staff, based on the strong request from the communities that training must be a prerequisite for implementing the cost recovery policy. The Plan identifies logistical, personnel and financial requirements. The result will be the handing over of upgraded water points to trained Water Point Committees and Community Caretakers over a period of 5 years. The Training Plan has been approved by the Ministry and will be sent to Cabinet for final approval

REGIONAL RECOMMENDATIONS

29. At each of the regional wrap-up workshops, the result of the discussions was summarised and the conclusions presented as summary recommendations. These recommendations are attached to this overview as Annex I to give participants from all regions an opportunity to review all recommendations and to compare their own conclusions with those of other regions. It is the purpose of the deliberations of the working groups to achieve as complete a national consensus as possible, without infringing on individual regions' right to implement these recommendations so as to reflect regional and local conditions. For example, national coverage standards proposed in the WASCO Statements, which are to be discussed in the course of this workshop, are designed to ensure a minimum service standard affordable to both the community and the Government. These standards should not prevent individual communities from



the achievement of higher standards if they can afford to do so with their own resources. The Government's decentralisation policy delegates to the regions and the communities the authority and responsibility to make decisions pertaining to their own development, and as the consultations show, the communities are eager to take control of the development of their own water supply services. Obviously, that would include decisions on coverage of water supply, provided the national standards are not lowered. Priority of Government support through grants and subsidies would go to communities not yet receiving the benefits of the minimum coverage defined in the WASCO Statements which are to be proposed by the national wrap-up workshop, to ensure that all Namibians receive such water supply service as quickly as possible.

30. For the purpose of working group discussions, the regional workshop recommendations have been further summarised and assembled into major topics, namely:

- a. Empowerment of the Community through Regional Structures;
- b. Management of Water Point;
- c. Improvement of services;
- d. Timescale for Implementation; and
- e. Financial Management at Community Level

Empowerment of the Community through Regional Structures

31. Ownership is considered the key to community participation, cost recovery and sustainability; without it, there is neither interest in operating and maintaining facilities, nor a realistic expectation of cost recovery. Integral part of ownership and assuming of responsibility for the water supply is the restoration, if necessary, of facilities to proper operating condition prior to transfer of ownership to the community.
32. DRWS will now have to establish inventories of existing facilities and their rehabilitation needs. For piped systems, it is necessary to establish precisely what facilities belong to individual water point committees, which are common to one or more, and which are to be owned by the next higher water committee in the regional structure.
33. Legal Status of the water point committee, and by implication of other water committees, is of great concern to all who participated in the regional consultation. Legal status is needed to: (i) convey the right to operate public services, (ii) collect, administer and keep funds in the community, (iii) open accounts and enter into contracts, (iv) punish violators of WPC rules, (v) seek enforcement of Government commitment; in short, to have the power to do all those things necessary for the operation and maintenance of a water point or system and enforce the rules and regulations issued for that purpose.

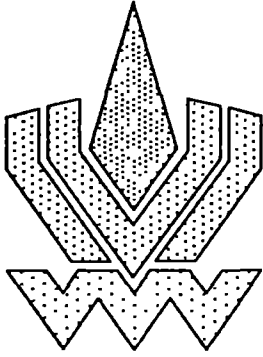


34. DRWS is drafting a standard legal document which can serve both for the legal establishment of the water point committee and for delineating the legal obligations of both the WPC and the Government. This standard agreement should provide for special conditions which would be drafted separately for each WPC to reflect local conditions. Until the Decentralisation Policy approved by Cabinet in December 1997 is implemented, DRWS will be the contractual partner of the WPC on behalf of the Government. To ensure a smooth transfer of responsibility and avoid renegotiations between Regional Councils and WPCs once rural water supply responsibility is assumed by Regional Councils (as foreseen by the Decentralisation Policy), DRWS will consult with Regional Councils in the formulation of the Standard Agreement. At the time of transfer of responsibility for rural water supply to Regional Councils, the implementation document will define the respective functions of the Central Government (i.e. DRWS) and the Regional Councils.
35. A National Organisational Structure required to support the water point committee is also strongly recommended by the regional consultations. A structure emphasising the regional responsibilities evolved in the course of the consultations during the regional preparatory meetings. A graphical presentation of the original national organisational structure based on those discussions is shown below. Subsequently, several regions recommended specific modifications reflecting their own cultural and social circumstances. These regional "variations on the theme" should be reflected in the Standard Agreements establishing community management of water supply, because there is no need to have a uniform approach in all the regions. The idea of decentralisation approved by Cabinet as a national policy is based on the devolvement of authority to the regions who are in a better position than national agencies to determine what serves their needs best, provided that the national policies and directives guide the implementation at regional and local level.
36. Relations between water and development committees were discussed in considerable detail. It is agreed that development committees are the planning body for local community development, and that water committees should channel their requests and proposals through the development committee. It is recognised that it will take time and effort at the local level to develop adequate relationships between committees. The forthcoming implementation of the Government's decentralisation policy will respond to this need through regional leadership.
37. The role of traditional authority was another point of intense interest during the regional consultation. There was general agreement that traditional authority has an important role to play, but the regions differed significantly on what that role ought to be. Because the discussion focused on the role of traditional leaders at the community level, this topic is discussed in "Management of the Water Point".
38. Partnership between Government and Community was identified as an essential ~~part in the development of community management~~ of water supply services. This partnership will be particularly strong with regional authorities once the



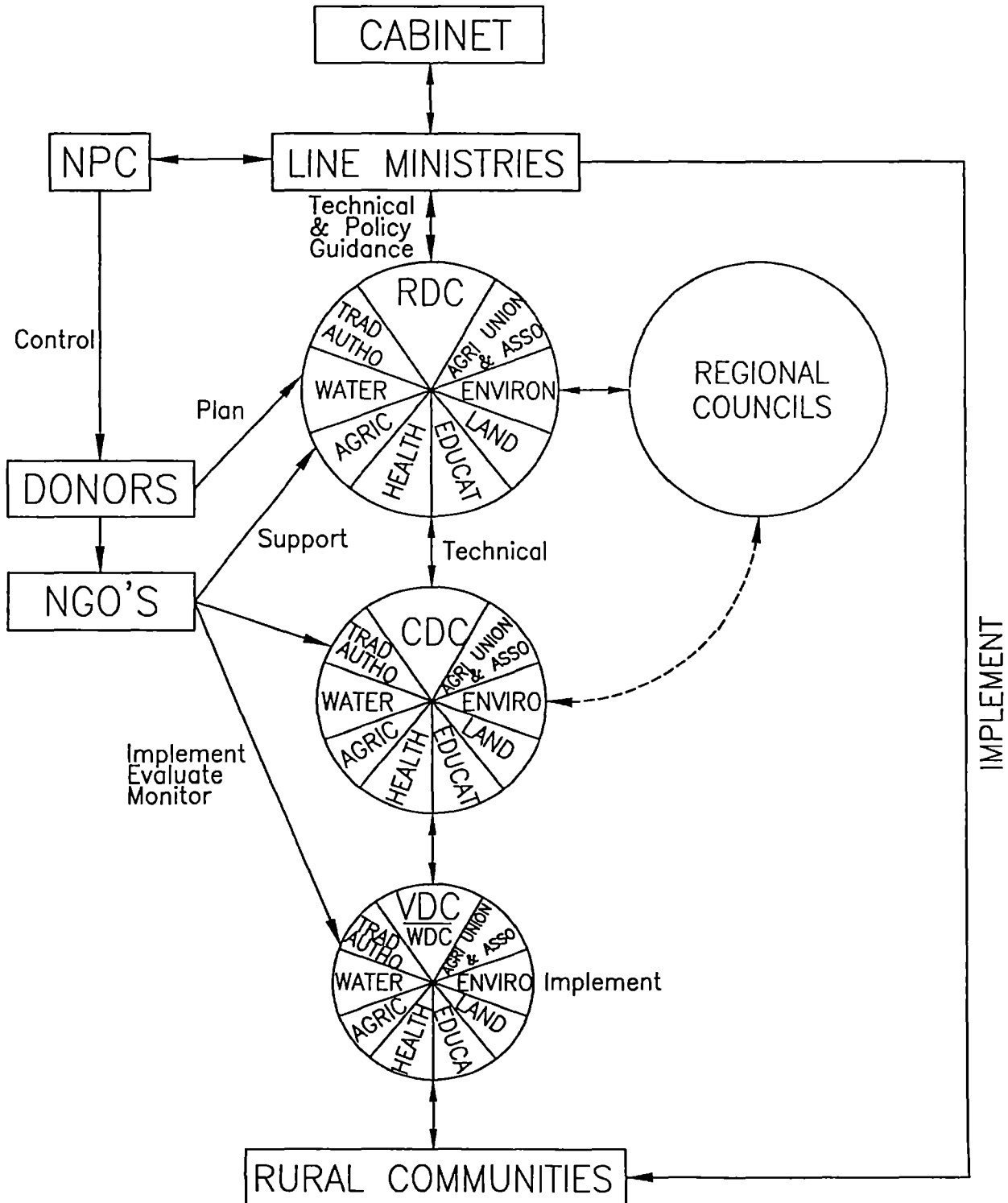
decentralisation policy is being implemented. The national organisational structure reflects the needed partnership arrangements.

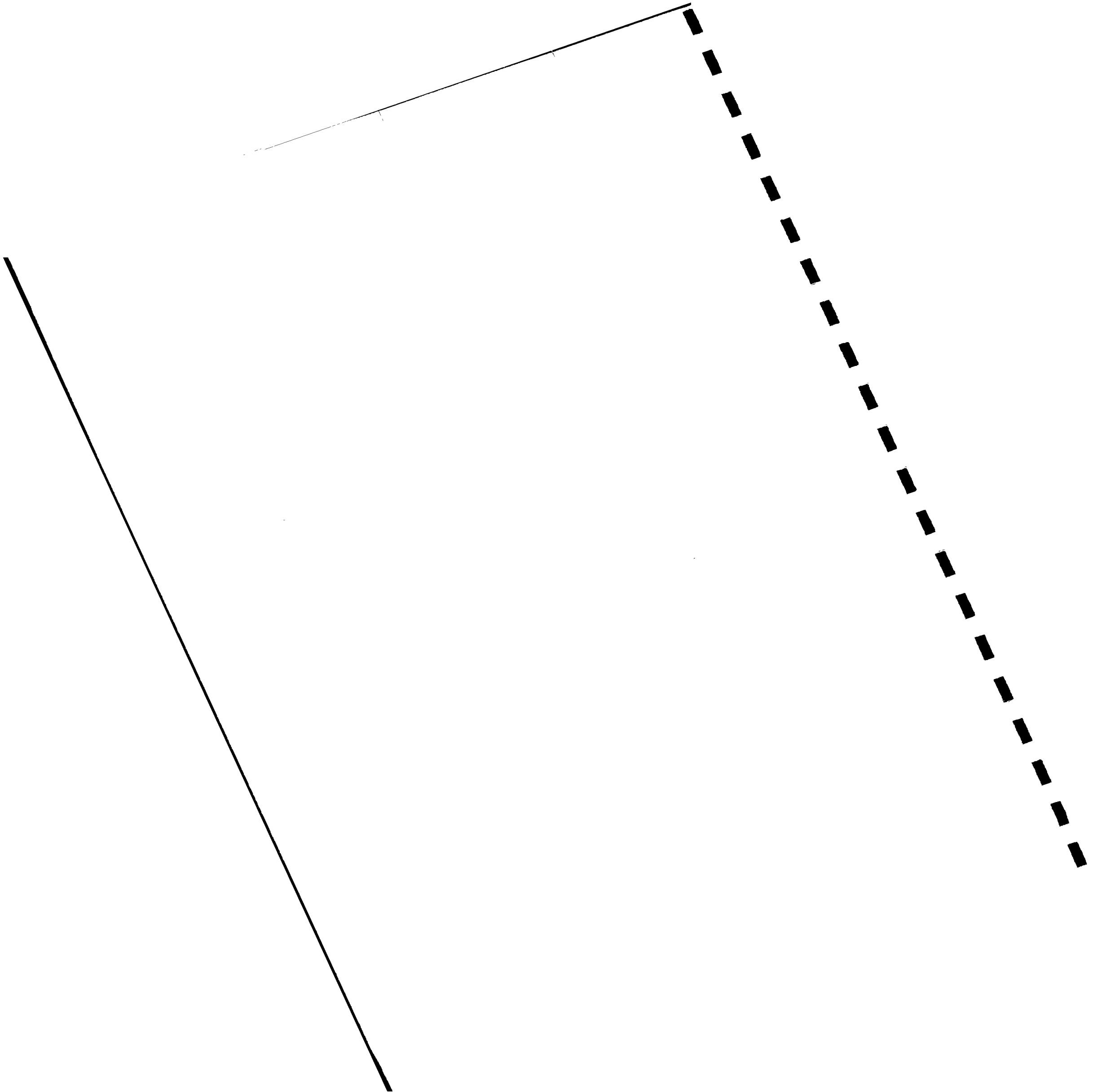




NATIONAL WRAP-UP WORKSHOP ON COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

NATIONAL ORGANISATIONAL STRUCTURE





39. Communities are aware that they will need continued service support from Government, subsidies until the water point committees succeed in raising their own funds, training of members of the water point committee, particularly the caretaker and the treasurer, and on a long term basis, technical assistance in tasks which exceed the capacity of the water point committee, and in spare parts supply. The approach is one of assignment of specific responsibilities to specific agencies, and the commitment of all of them to fulfil their assignment. The Standard Agreements with the community (see paragraphs 33 and 34) must therefore specify the respective responsibilities and commitments of the signatories.

Management of the Water Point

40. Organisation of the water point committee (WPC) is the first step in empowering the community to manage its own water supply. As already pointed out in paragraphs 33 and 34, its competencies and obligations need to be carefully spelled out in the legal document establishing the WPC. The WPC tasks, such as management and operation, and raising funds, require legal powers which have to be delegated by the regional and national Government.

41. Participants in the regional consultation agreed that all the procedures and actions of the WPC must be based on democratic principles and be transparent, particularly the management of funds.

42. The role of traditional authority was subject to close examination, with no universally accepted proposal. Universally accepted was the recognition that traditional leaders need to be playing a role in the WPCs. Differences of opinion exist as to what that role should be. Some felt that traditional leaders should be members of the WPC in an advisory role, because they would be called upon to settle disputes between the WPC and water users and anything but advisory participation would create a conflict of interest. Others did not think the question of conflict of interest was serious enough to impede the active participation of traditional leaders in the management of the water point. Yet a third opinion was that traditional leaders should participate under the same rules as anyone else, and without exercising their traditional authority while performing their functions as members of the WPC. This topic needs to be further reviewed by the working group in an attempt to define a solution acceptable to all.

43. The Financial Organisation did not appear to cause any controversy during the regional consultation. The WASCO Statements with respect to cost recovery were accepted, with the following points emphasised:

- a. Contributions required for the financing of water point operations should be set by the WPC in consultation with the community;
- b. Funds collected by the WPC should be managed in a transparent manner and preferably deposited in a registered bank or other appropriate institution.
- c. Contributions may be made in cash (preferably) or in kind, and those unable to contribute should provide labour; and



- d The majority of participants in the regional consultations felt that the community should raise funds for those unable to make their contributions and believe the communities will be able to make the necessary arrangements. A minority felt that the Government should help with subsidies, particularly to help the community provide for those unable to meet their obligations on a long term basis.
44. The last point (43.d.) generated a great deal of debate, with some expressing the belief that the served community ought to find ways to cover the cost of providing water to those unable to provide for themselves. A possible solution would be continue Government service support during a transition period, after which the community assumes full responsibility. This point also needs to be carefully considered in the working group. The standard agreement (see paragraphs 33 and 34) should include the rules for Government support.
45. The training of WPC members is a topic on which universal agreement was reached. Community representatives not only agree but insist on adequate training of WPC members and caretakers before assuming responsibility for management of the water point. This requirement is one of the needs identified from the very beginning of the discussions on community empowerment and cost recovery and DRWS consequently has already prepared proposals on how to respond to this demand. Training will have to remain a permanent feature of rural water supply although at a less intensive level once the initial capacity building effort has taken place.

How to improve the Services?

46. Extension Services have been listed as an essential part of rural water supply improvement in all regional consultations. Rural Water Extension Officers (RWEO) would be expected to help the community organise WPCs, would train the WPC members, provide technical assistance to solve problems the WPCs would be unable to solve themselves, and be the contact on water supply matters to Government Agencies.
47. An Enabling Environment has been cited repeatedly by the participants in regional consultations as a prerequisite for any community participation in the improvement of rural water supply. Including in the enabling environment are an appropriate legal framework, an extension service and appropriate training, access to financial resources, and a system providing easy access to spare parts.
48. The Condition of the Water Point was of concern to all, and the requirement that the Government restore water points to good condition before the communities assume responsibility for operation and maintenance was considered a minimum requirement for community participation. To accelerate the implementation of community management of rural water supply, water points in acceptable position administered by capable WPCs should be transferred to the community as quickly as possible. For others DRWS should implement an accelerated programme of rehabilitation with the help of supplementary budget allocations. If such a programme would likely exceed the in house capacity of DRWS, the private sector should be contracted to undertake the necessary construction.



49. Coverage Standards were generally accepted, except that a number of communities would like to have better service than provided under the standards proposed in the WASCO Statements. In fact, many communities already have better standards of supply. The purpose of the coverage standards should therefore be reiterated: they specify a minimum level of service to be provided as quickly as possible to all Namibians, with appropriate assistance by the Government if the community is unable to do so with the means at its disposal. Nothing should prevent communities from achieving higher standards if they are able to do so by using their own resources.

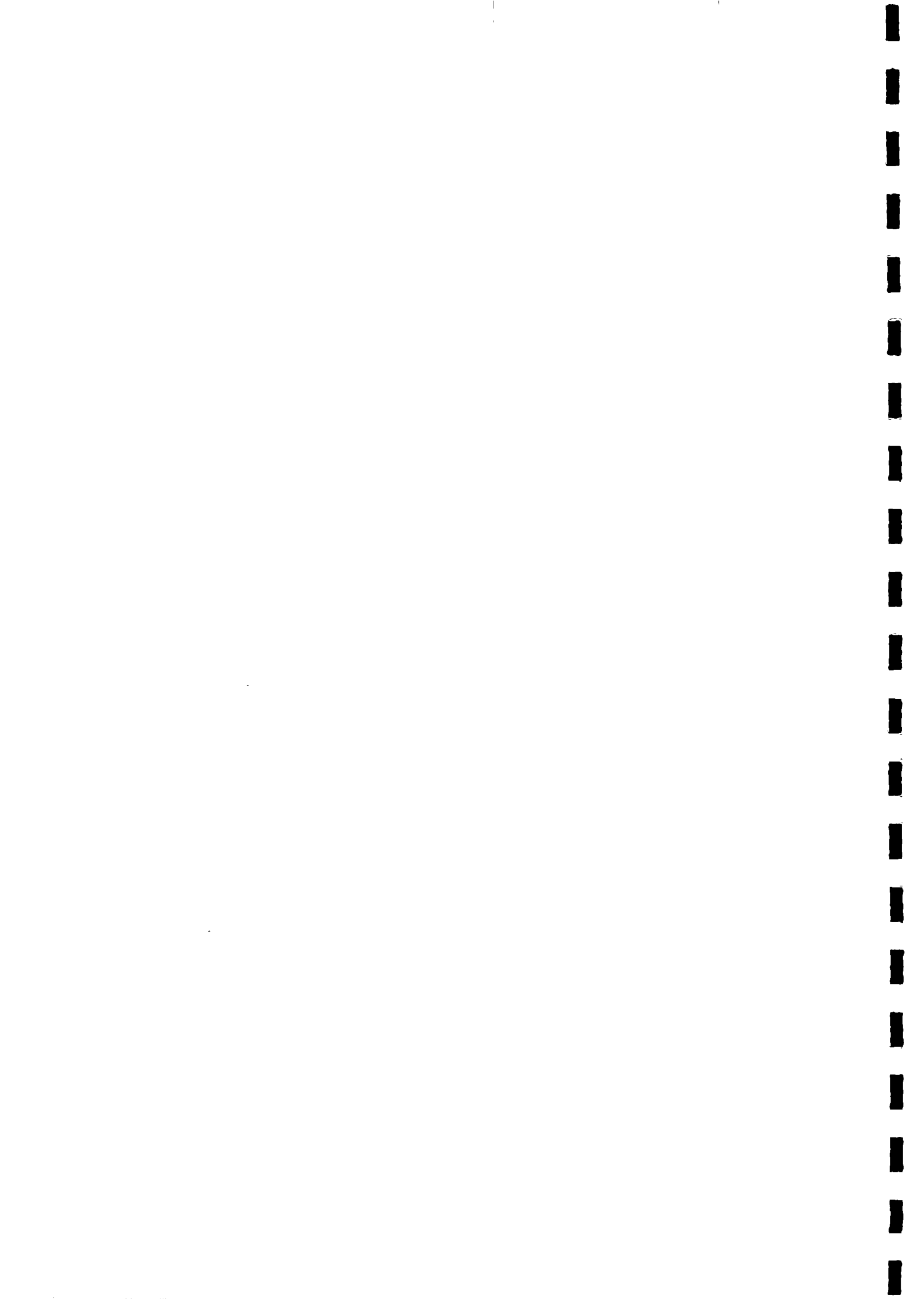
Time scale for Implementation

50. The Implementation Date of the proposed changes caused a great deal of concern and lengthy discussions, even though most of the participants agreed with the date of April 1997. Some apparently agreed because they were under the impression the Government had decided on that date, and discussion was therefore futile, others agreed provided the conditions they insisted upon (rehabilitation prior to taking over, training etc.) be accepted. Those conditions clearly could not be met by April, so implementation would be automatically suspended.

51. The date of implementation is defined as the date the implementation of the proposed programme starts. For individual communities, the implementation begins on the date specified in the agreement with DRWS, i.e. when the WPC is capable of taking responsibility for the rehabilitated assets. For the programme as a whole, the starting date is April 1997, because DRWS will by that time implement steps already approved in its work plan and budget, such as the training programme.

52. Implementation Phases posed a serious problem during the consultation. The WASCO statements foresee a three year phase during which the cost of operation and maintenance would gradually be taken over by the WPCs, followed by an additional six year phase during which the financing of total costs would gradually be taken over by the WPCs. Views of participants in the consultations diverged widely, with total cost recovery periods suggested ranging from ten to 20 years (20 years for diesel, ten for all other schemes), and the period required to reach O&M cost recovery ranging from five to ten years, although a number of participants accepted the WASCO suggested three years.

53. The working group reviewing the time scale for implementation should attempt to reach general agreement on time scales for implementation reflecting the concerns of the participants. One possibility would be to distinguish between technologies, with all but diesel pump schemes meeting a five year date for full O&M cost recovery and a ten year period for full cost recovery. Diesel powered groundwater schemes would reach full O&M cost recovery in two phases, the first phase (involving partial O&M and minor repairs) ending after five, the second (full O&M and all repairs) after 10 years, and full cost recovery after 20 years.



54. Responsibilities and commitments of stakeholders, principally the community represented by its WPC(s), the central government and eventually the Regional Councils, need to be carefully described in the agreement between them. The issue of payment for diesel fuel is a particularly thorny one, with some stating their belief that government and community should share the cost equally during the three year period originally proposed to reach full O&M cost recovery, others suggesting that fuel should be free of charge until the year 2000, and others felt that obviously poor communities should receive free diesel fuel beyond the date of full cost recovery for O&M or, in one instance, beyond the date of full cost recovery. Although these suggestions seemed to be strongly held opinions by some, the great majority expressed a belief the communities should be able to assume responsibility for payment of diesel fuel after a transition period. A five year transition period to reach full payment appears to be a reasonable compromise, subject to further deliberations in the working group.
55. Policies need to be applicable to the majority of cases, with exceptions made for special circumstances. One possible compromise the working group may wish to consider is cost recovery for diesel fuel by the end of five years, beginning with the WPC paying 20% the first year, 40% the second, 60% the third, 80% the fourth, and 100% the fifth year. Exceptions should be based on the same rules yet to be promulgated for regional and central Government subsidies in support of water supply for economically distressed communities.
56. Factors affecting the time scale of implementation include some under control of the Ministry of Agriculture, Water and Rural Development, some of which are only partially under its control. Amongst the former are the training of WPC members and the rehabilitation of rural systems prior to their take-over by the WPCs. Among the latter are agreements on the establishment of mechanisms for the recovery of investments made for the benefit of wildlife and the compensation of damages caused by wildlife, which needs to be agreed upon with the Ministry of Environment and Tourism, and the establishment of a Rural water supply sector development fund, which has to be considered together with the Ministry of Finance.

Financial Management at Community Level

57. The participants in the regional consultations made a number of recommendations with respect to the financial management of the PCs. Those recommendations are reviewed in the Issue Paper: "Management of the Water Point".
58. DRWS has prepared a brief report about how, in practice, these recommendations could be implemented. The review of the working group during this workshop will result in further details and recommendations helping in the preparation of a manual to assist the WPC with its financial management.

NEXT STEPS

59. The objective of the consultative process, which began in 1995, was to develop a programme which will lead to a system of rural water supply services which is



sustainable. The discussion of recommendations made by the participants in the consultations with a wide range of stakeholders has confirmed that this objective is achievable and that the DWA approach of devolving responsibility for rural water supply to the community and transforming its own role to that of an enabler is accepted by the user, provided agreement is reached on the creation of a safety net to help those communities temporarily unable to meet their obligations.

60. The DWA approach of delegating authority and responsibility for the management of their water schemes to the communities being served by them is also in compliance with the Cabinet Policy for Decentralisation of December 1996.
61. Issues papers have been prepared which will permit working groups at this, the "National Wrap-up Workshop on Community Management of Rural Water Supply (SW3)" to review regional proposals and develop a consensus on the few remaining outstanding issues on which disagreement still exists.
62. Once the participants at this workshop have passed their recommendations on to the Minister for Agriculture, Water and Rural Development at the conclusion of the workshop, the ministry will prepare a proposal reflecting these recommendations for submission to Cabinet.
63. In the meantime, DWA will proceed with the implementation of those actions leading to improvements in rural water supply which have already been approved in response to the recommendations of the regional consultation.

7 March 1997



ANNEXURE

RECOMMENDATIONS

OF

REGIONAL WRAP-UP WORKSHOPS



ERONGO REGION

RECOMMENDATIONS AND SUMMARY

In principle we undertake to do the following:

- * community ownership of water points
- * partnership between community and government
- * community contributions gradually increasing
- * contributions collected by/for communities (WPC) not Government
- * Water Point Committees manage their own water point - control, supervise, decide
- * Government to consider prevailing drought

National organisation structure

Accepted with amendments

- * DDC between VDC and CDC
- * traditional and regional council have the power to channel development projects from the region to the line ministries

Legal status of the Water Point Committees

- * Government defined legal authority of Water Point Committees
- * Government to assist the communities to draft the constitution
- * Water Point Committees must make themselves known to traditional authority

Community contributions

Preconditions

- * training of community members
- * upgrading of installations (domestic water tanks provided)
- * development of community (facilitate income generating activities for those who cannot contribute)
- * 1 April 1997 start of implementation process, but not start of community contribution towards operation and maintenance

Phases of contribution

Diesel engine installations:

- * oil
- * filter
- * valves
- * diesel pipes
- * nozzles
- * v-belts
- * rods
- * injector pipes
- * diesel pump
- * cylinder / element
- * cylinder head / diesel
- * pipes
- * mono/power head
- * engine overhaul
- * drilling of boreholes
- * Services
- * Minor repairs
- * Major repairs
- * Overhaul/replacement

Coverage



- * walking distance to water point reduced from 2,5 km to 1,25 km
- * household to determine water requirements
- * livestock distance and waiting time accepted, but to be improved

Sharing of responsibilities

1. Government

- * training
- * extension services
- * supply of equipment, tools and material
- * major repairs
- * set up development fund - soft loans with lowest possible interest rates

2. Communities

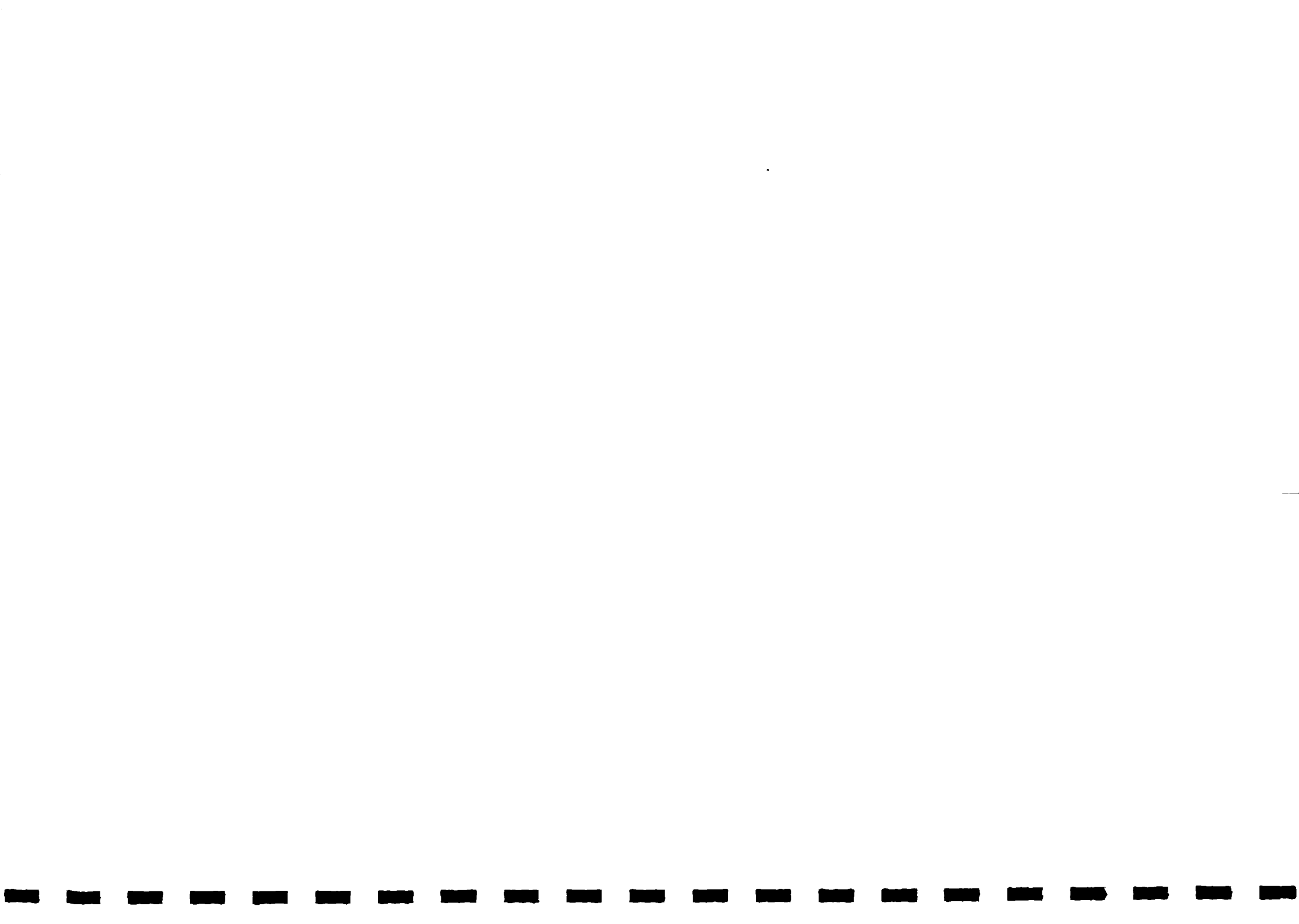
- * supervising operation of water point
- * minor repairs and services
- * contribution in kind
- * establishment of own water point fund
- * provide labour

3. Joint Responsibility - Resource management

- * siting of boreholes
- * investigation to develop water sources including earth dams and boreholes
- * specific investigation of pipeline schemes and projects
- * subsidise - supporting those people who are too poor to contribute

Miscellaneous

- * M E T to compensate for damage caused by wildlife
- * resettle people to promote better farming
- * traditional leaders to visit regions to familiarise themselves with local conditions - transport to be provided by Government
- * Government to facilitate / support stores to carry necessary spare parts.
- * traditional leaders to assist in regional issues



KARAS REGION

RECOMMENDATIONS AND SUMMARY

1. Participants accept principle of cost recovery through community management for rural water supply, according to the pre-conditions as set out/stipulated by GRN.
2. Communities are prepared to gradually take over responsibilities of repairs, labour, provision of tools and management of water points over the next 15 years.
3. Before assuming responsibility, communities expect all water points to be upgraded by GRN. Water Point Committee members to be trained and all organisational structures as proposed to be in place to enable water points to function properly. Water point communities should also have legal status to be able to discipline offenders by own action or through traditional/ civil/criminal courts.
4. Extension services should be able to reach all communities on a regular basis to ensure good co-operation and smooth running/functioning of both Water Point Committees and Water points.
5. Communities request that minimum requirement for RWEO appointment be relaxed to grade 10 level.
6. Role of Water Point Committees must be well defined in the Water Point Committee constitution.
7. Only matured and responsible members should/may be elected to a Water Point Committee through fair and democratic elections and women should be represented on the Water Point Committee.
8. Traditional councillor(s) may/can be a member of the Water Point Committee in an advisory capacity, but without any traditional authority powers
9. Both communities and GRN to subsidise people who cannot afford to contribute towards water use, depending on the specific situation/circumstances.
10. Participants agree to the establishment of a development fund.
11. Minimum life-line coverage to be as follows
 - i) for human consumption - 20 l/c/day
 - ii) for small livestock - 15 l/ssu/day
 - iii) for large livestock - 50 l/lssu/day
 - iv) maximum walking distance for animals - 5 km
 - v) maximum walking distance for humans - 1 km
 - vi) maximum waiting time for humans at water point to obtain water - 10 minutes
12. Contribution of diesel by GRN should be on a 50/50 basis for at least the first three years.
13. Damage to water supply infrastructure by wildlife to be the responsibility of Ministry of Wildlife and Tourism.



KUNENE REGION

RECOMMENDATIONS AND SUMMARY

Mr J Eysselein, Deputy Director - RWS South

1. Government should go into partnership with community in order to promote community development
2. Community must collect and manage the funds
3. Government must train community in all respects
4. Water Point Committee/Community should be given legal power/status
5. The activities of government and community must be transparent at all times
6. The land issue/policy should be addressed before cost recovery policy can be implemented
7. People unable to contribute should be assisted by government
8. Each ward/constituency to have its own Regional Water Extension Officer
9. Water point to be in good working condition before hand-over
10. Development fund should be established to promote community development
11. Government should consult with traditional leaders, councillors, committee before any development is done
12. Community should be compensated by damage done by Wildlife/Water use
13. In case of drought/poverty /disasters government should assist the community
14. Water Point Committee should be elected democratically with guidance from Regional Water Extension Officer
15. Traditional leaders should take a leading role in community management
16. Farmers Associations should be added on the organisation structure
17. Women should be part of the Swakopmund III workshop



OKAVANGO REGION

RECOMMENDATIONS

Ownership

- * Community will have overall control
- * Community surrounding water point will be regarded as users
- * Decisions concerning a water point should be taken by people surrounding that water point

CWC - Chairperson

- * It was decided that the Regional Governor shall not be the chairperson
- * It was recommended that any staff member from the DRWS in the region should be given that task

Financial Assistance - Lifeline Supply:

- * Government will consider subsidies as proposed
- * Community members who are not able to contribute financially or in kind, should contribute by way of labour
- * All requests from the community to government should come via the Water Point Committee
- * The Water Point Committee should organise the kind of contributions to be made, by all concerned
- * The Water Point Committee is to liaise with other Water Point Committees to enable the usage of their water point in time of need and to come to an agreed compromise amongst them

Development Fund

It was agreed that the fund should be established, with the following provisions

- * It is recommended that application forms for the fund to be drawn up
- * The loans from the fund should correspond to the needs of the community
- * Long term and short term loans should be available
- * Interest rates should range from 4 - 7%
- * The Community Development Committee should handle all applications for funding and prioritise them
- * The Community Development Committee is to recommend such applications to the Regional Development Committee
- * The Regional Development Committee should forward applications further
- * The approval or decline of such applications should be done in writing

Damage Caused By Wildlife

- * The Ministry of Environment and Tourism is to establish subsidies for affected communities
- * The Water Point Committee is to authenticate any claim by reporting it in writing to the Village Development Committee or directly to the relevant line ministry

Community Empowerment

What is user/ownership?

- * It is something over which I have overall control
- * People using the water sources



OMAHEKE REGION

RECOMMENDATIONS AND SUMMARY

1. NATIONAL ORGANISATION STRUCTURE

The workshop participants have accepted the structure. Traditional leaders should be members of the various committees, and good working relationship should be established.

2. LAND/WATER POINT OWNERSHIP

Rural communities should be given the right by law to own land and water sources.

3. WATER POINT COMMITTEE

The communities must elect the Water Point Committee through a democratic process. 9RWEO to assist the process of election. The Water Point Committee should have the legal right/status to discipline/punish offenders, as stipulated in the rules and regulations

- * The Water Point committee should collect, control and manage funds.
- * Water Point Committee and users should set the level and types of contributions.

4. SHARING OF RESPONSIBILITIES BETWEEN GRN AND COMMUNITY

COMMUNITY

GOVERNMENT

1. Belts	Rings
2. Filters	Pistons
3. Nozzles	Bearings
4. Engine oil	Crank shaft
5. Diesel pump	Diesel
6.	Replacement of engines
7.	Cylinder/mono elements
8.	Mono and power heads
9.	Drilling rig
10.	Drilling of boreholes
11.	Pipes extraction
12.	Winch
13.	Water tankers
14.	Three feet extraction tower
15.	Replacement of stolen engines

5. COMMUNITY COMMITMENTS

The community accepted to contribute towards operation and maintenance as indicated under community responsibilities (see no 4), but under the following pre-conditions:

- * Necessary training is provided
- * All installations are upgraded up to a reliable standard before April 1997

6. GOVERNMENT COMMITMENTS

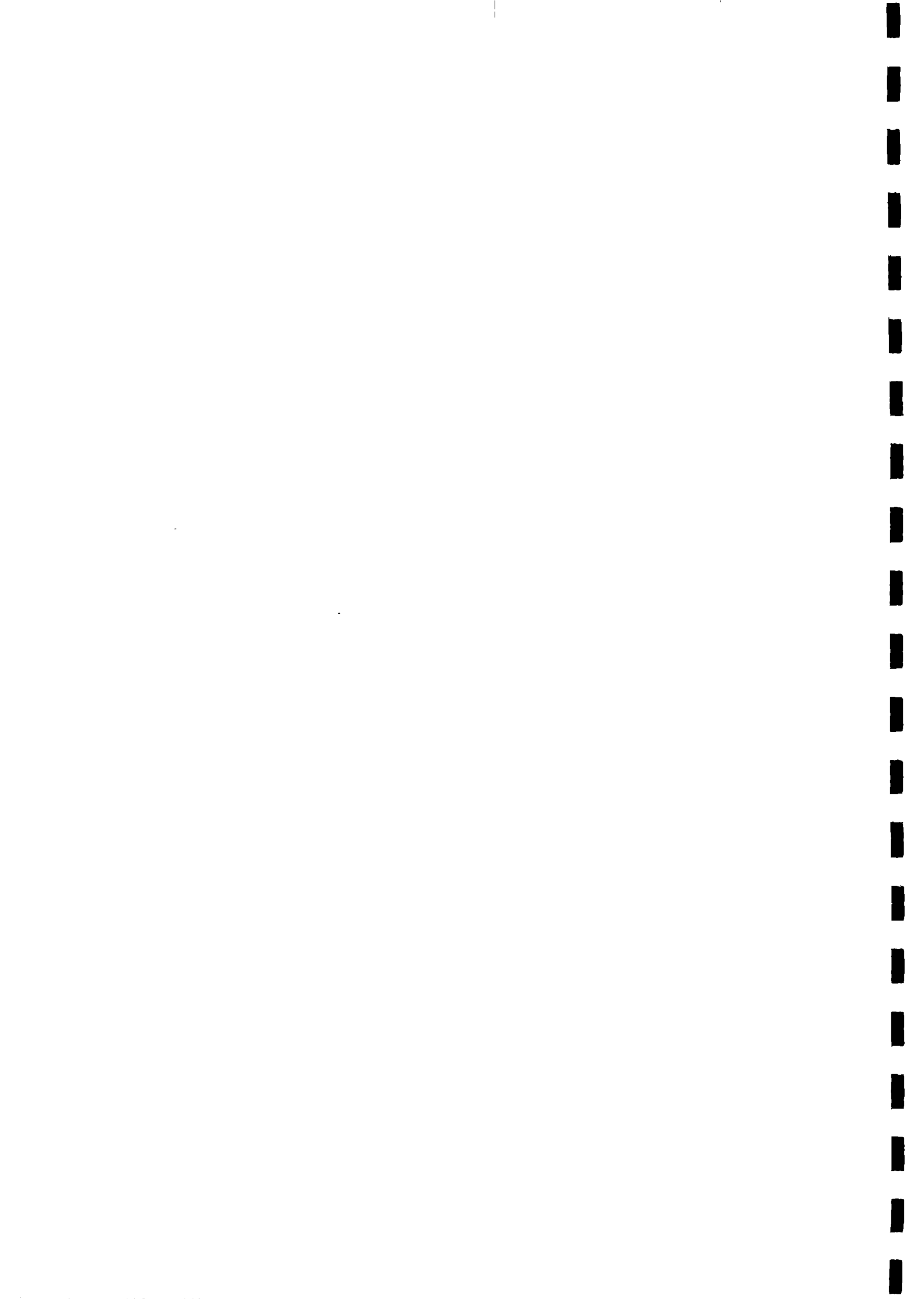
- * RWEO should visit communities
- * ES should take problems of communities and to train Water Point Committee
- * Government should provide transport to RWEO's

7. ROLE OF TRADITIONAL LEADERS

The importance and role of traditional leaders in communities have been acknowledged by the participants

- * They should settle conflicts at water points and attend to issues affecting their communities

8. DEVELOPMENT FUND



The establishment of such a fund is accepted by the delegates.

- * Loan repayment should have the lowest interest rates
- * The management of the fund must be clarified to the communities

9. COVERAGE

The principles are accepted with amendments

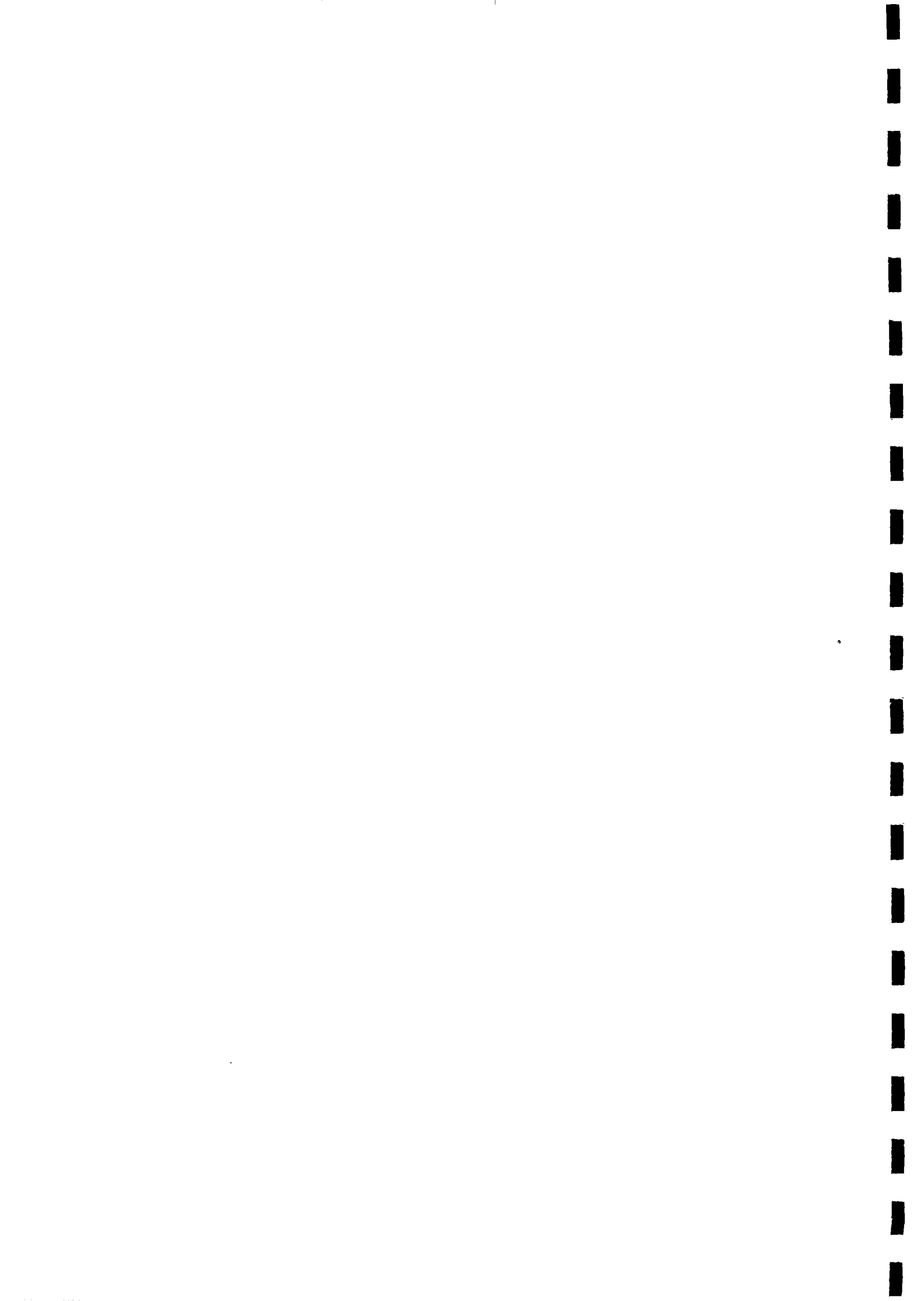
- * Walking distance to 0,5km
- * Waiting time for livestock reduced to 20 minutes
- * Humans = zero waiting time

10. SPARE PARTS

The participants felt that the parts should be brought closer to the people, i.e. district towns (supporting policy. "Government closer to the people")

11. COMMUNITY REQUESTS

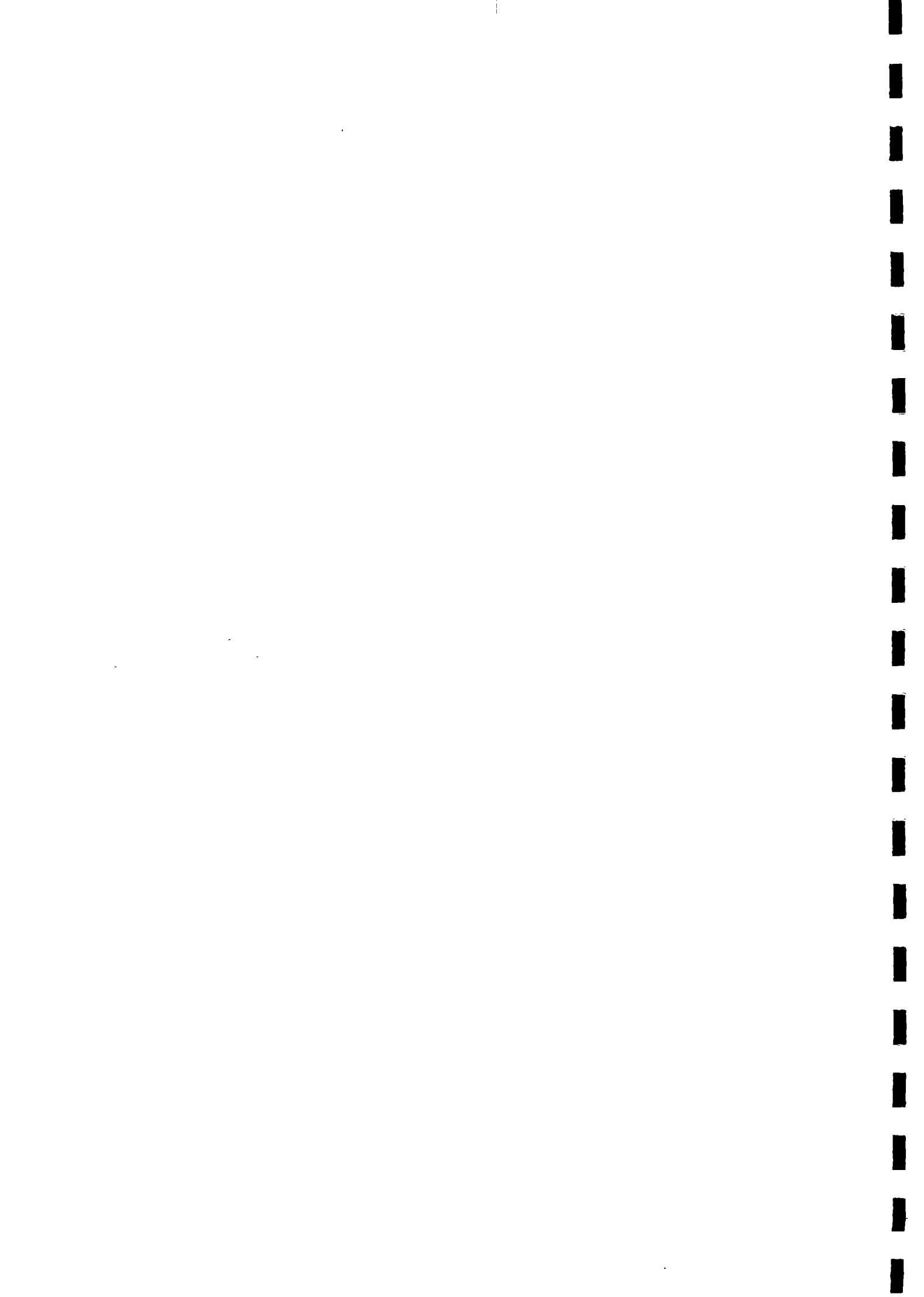
- The implementation is monitored and evaluated through the years
- Technical support from Government to be ongoing process
- Broken engines to be taken back to the original water point after repair
- Before an engine is taken for repair, replacement should be given
- District workshop must be upgraded and equipped (such as tools etc.) for MT "slimjannies" to improve the maintenance in the regions
- The drilling machine should be on standby at each district office
- The number of winches, lorries and water tankers must be increased in the region
- The contribution towards operation and maintenance as proposed in Omaheke region should be applied similarly countrywide (nationwide)
- Urgent demand Engines should be repaired at district offices in order to speed up repairs and to avoid enriching their fellow whites
- Water tanks for human consumption all over the region as well as to people owning private boreholes
- Diesel distribution points at Vergenoeg and Blouberg
- There should be a diesel distribution point at Korridor like the other areas within the region
- Leaking dams and troughs must be renovated



OTJOZONDJUPA REGION

RECOMMENDATIONS AND SUMMARY OF WORKSHOP

- 1 Land and water resources should be under the control of the communities and under the overall control of the Traditional Leaders
2. The national organisational structure is accepted with the following amendment. Farmers' unions should be represented on all three Development Committee levels, i.e on the Village, Local and Regional Development Committees.
3. Implementation of community based management of rural water supply should take place after training assessments in collaboration with the communities have been done and members have been trained (managerial, bookkeeping and technical skills) starting April 1997, i.e rural people should first be developed and assessed
- 4 government should draft the Water Point Committee Constitution and submit such a draft to the communities for amendment to fit their own particular situations The final submission should be forwarded to the Ministry of Agriculture, Water and Rural Development for scrutinising and recommendation
- 5 The status of Water Point Committees should be legalised by way of an Act
6. Fact-finding visits to other regions should be conducted with selected members of the region Government transport should be made available for such visits
- 7 Water Point Committees should be democratically elected (number of members to be decided by communities) and Committees should represent all people in the Communities on an equal/proportional basis
- 8 Water Point Committees should collect and manage all funds for Operation and Maintenance
- 9 Water supply installations should be upgraded before hand-over and full cost recovery implementation
- 10 The following lifeline quantities of water and coverage respectively should be assured
 - 30 litres per person per day
 - 15 litres per small stock unit per day
 - 50 litres per large stock unit per day
 - households : 0,5 km (max) to the nearest water point/tap stand and
 - 10 minutes (max) waiting time at water point/tap stand
 - livestock: 7,5 km (max) to nearest water point/trough
- 11 Training by Government should be assured on an ongoing basis to ensure Water Point Committee members have the required skills, i.e Government should provide extension services on an ongoing basis to assist communities by way of training and support
- 12 The Community Consultation Report by SIAPAC is accepted
13. The Cost Recovery Draft policy is accepted with amendments



14. Water meters should be installed to measure water consumed/used by farmers and other businesses.
15. Government should encourage the establishment of market facilities for farmers to be able to sell their produce/merchandise.
16. People who cannot afford to pay towards cost recovery should be supported by way of cross subsidisation by Government and communities.
17. Sharing responsibilities regarding operation and maintenance:
 - operation to be provided by communities
 - engine oil and filters to be supplied by communities
 - Government to maintain pump installations, ie all major repairs and replacements
 - communities to maintain pump installation infrastructure

Cost sharing/contribution should be reviewed after three (3) years.

18. Government should be responsible for the construction of new and the rehabilitation of existing earth dams.
19. Communities are prepared to carry out trench digging and pipelaying and the material should be provided by the Government.
20. The establishment of a Development Fund is accepted.
21. Government is to supply diesel fuel until full cost recovery has been implemented and Government should establish three (3) additional diesel fuel distribution points in the region, ie at Okondjatu, Okamatapati and Otjituuo. Communities will collect diesel fuel themselves.



CAPRIVI REGION

RECOMMENDATIONS AND SUMMARY

PRINCIPLES ACCEPTED

- the communities accept ownership and understand it means responsibility
- community/Government partnership means good relationship and good communication
- service will be improved when water points are handed over to the community

ORGANISATION STRUCTURE

- the structure is accepted
- group between VDC and CDC to monitor and ensure transparency
- RDC advise CDC - CDC control VDC
- traditional leaders elected on all levels of committees to advise
- woman to be equally represented on the committees

LEGAL STATUS OF WATER POINT COMMITTEES

- VDC to advise Water Point Committee on legal matters
- ability to punish culprits and remove from community
- people not wanting to contribute to be taken to traditional courts

COMMUNITY CONTRIBUTION

- community will contribute in :
 - money
 - in-kind
 - labour
- Water Point Committee will set and review contributions with community
- Water Point Committee will collect and control funds
- funds to be kept in registered banks
- contributions for livestock will be agreed by the users of the water point

TIME SCALE FOR IMPLEMENTATION - 1 APRIL 1997

- full cost recovery
 - handpump - 10 years
 - solar pump - 10 years
 - diesel engine - 20 years
 - pipelines - main pipelines stay responsibility of Government
 - pipelines - operation and maintenance - 6 years + operation and maintenance (incl NAMWATER) - 10 years

COVERAGE

- the following minimum figures are recommended
 - human consumption - 25 litre per day
 - distance from homestead to water point - 500 m
 - waiting time at water point - 10 minutes
 - small livestock - 12 litre per day
 - large livestock - 100 litres per day
 - distance from grazing area - 7,5 km

SHARING RESPONSIBILITY

Government

- assist with formation of committees
- assist communities when unable to carry out repairs
- extension service
- training of all Water Point Committee members
- tools for caretakers



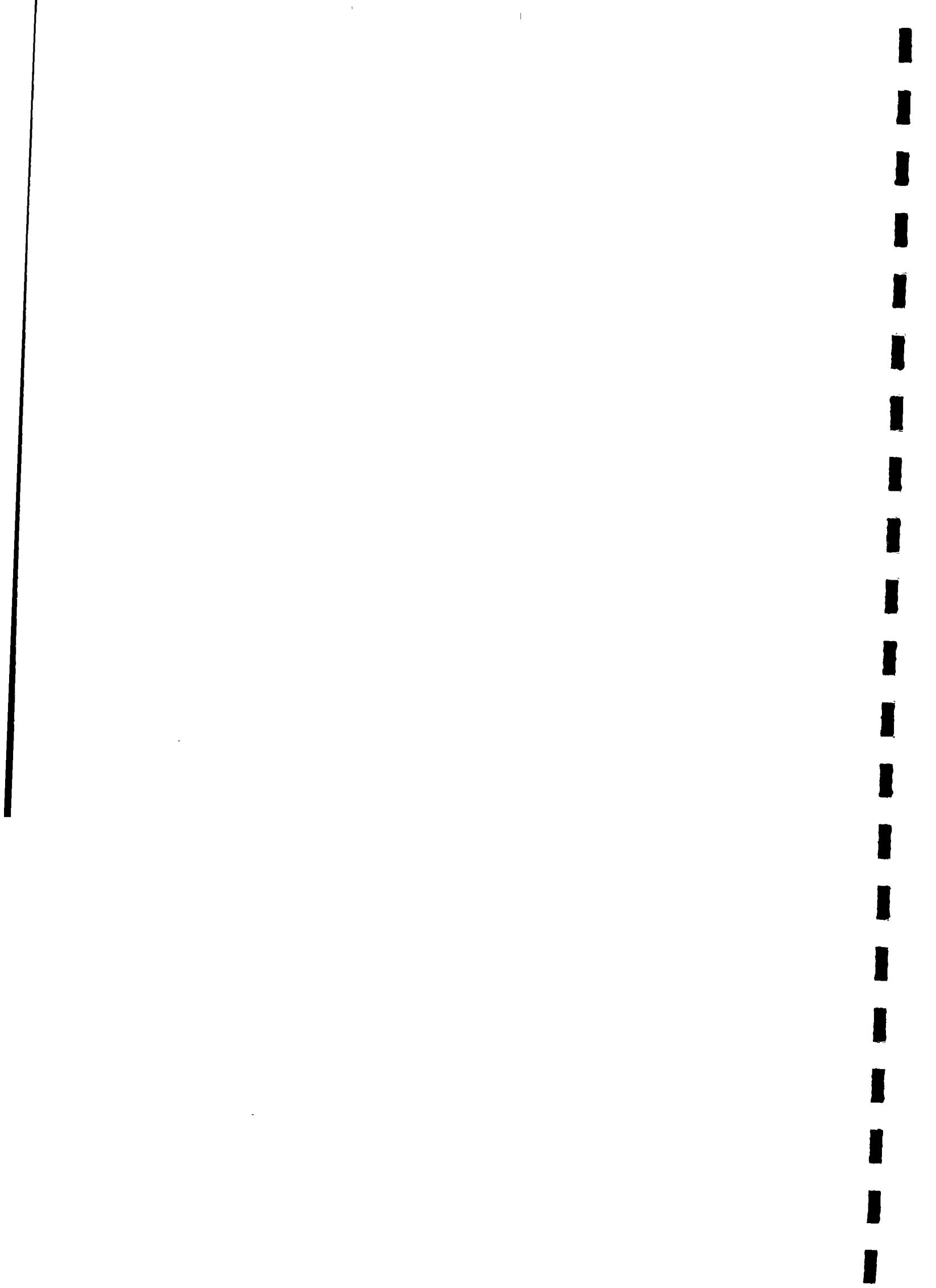
- major repairs
- subsidies for life line supply
- create depots for spare parts and tools and fuel

Community

- hold fair and open elections for committees by users
- maintain committee structure
- hold regular meetings
- keep water point area hygienic and clean
- minor repairs
- protect water point with fencing
- payment for caretakers

OTHER ITEMS

- extension service to assist the community and provide communication links between communities and Government with duty stations throughout the regions
- traditional authorities to set example in providing contributions
- traditional authorities to identify who requires subsidies
- pipelines are recommended by and for the people of the Caprivi Regions
- Compensation for damage by wildlife to be provided by the Ministry of Wildlife, Environment and Tourism
- caretaker must be chosen to ensure reliable person who will stay in the community because of the cost involved in training and to ensure that the community gets continuous service
- ownership of the water point by the community is the key to sustainability



HARDAP REGION

SUMMARY AND RECOMMENDATIONS

the Plenary

Communities are convinced that a water point cannot be divorced from the land around it, and therefore both, the water point and the land around it should be addressed simultaneously by the Ministry of Lands, Resettlement and Rehabilitation, the Ministry of Agriculture, Water and Rural Development and the Ministry of Works, Transport and Telecommunication. The communities also feel that water point ownership should go hand in hand with land ownership.

the Discussion Groups

Communities accept the policy of cost recovery for and community management of their water supply under certain preconditions.

Before assuming responsibility, communities expect all water points to be upgraded, Water Point Committee members to be trained and Water Point Committees to have a legal status.

Upgrading should include fencing in of water point equipment where essential and water tanks to be placed on higher stands where pressure is inadequate.

Government and the communities should assist and cross-subsidise the needy groups and individuals, depending on the circumstances.

Any person from a community making use of a water point, including women and minority groups, can be elected to serve on Water Point Committees. Traditional councillors and headmen can serve in an advisory capacity as well as being elected to serve on a Water Point Committee like any other member of society.

The national organisation structure as amended after Swakopmund I and II, i.e. with the Traditional Authorities being represented on the Local and Regional Development Committees, is accepted by the communities.

Line coverage concerning water and its accessibility should be as follows:

i) Quantity - 15 litre/cap/day/min
- 12 litre/SSU/day/min
- 45 litre/LSU/day/min

ii) Distance - Humans: 2,5 km/max
Animals: 5,0 km/max

iii) Waiting time- 30 minutes/max

Government should supply diesel to all communities until the year 2000 and should always supply diesel to those communities who cannot afford it.

The role and powers of a Water Point Committee must be well defined in a water point constitution.

Communities agree to the establishment of a Development Fund.

Communities are prepared to gradually take over the responsibility for operation and maintenance of their water supply equipment over the next ten years.

Communities are prepared to accept full responsibility for their water supply after five years from taking over operation and maintenance (fifteen years from now).

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OHANGWENA/OSHIKOTO REGION

RECOMMENDATIONS AND SUMMARY

1. PRINCIPLES AGREED

The principles of community management and cost recovery is accepted, with the following conditions:

- WPC's established
- WPC's trained
- Community sensitisation
- Infrastructure to be acceptable standard

2. ORGANISATION STRUCTURE

- Advisory development committees
- WPC - CWC - RWC
- Each region to have RADC and RWC, not just one for Cuvelai
- Traditional leaders to have advisory role

3. LEGAL STATUS OF WPC

- Protect and take care of facilities
- Deal with vandalism and trouble makers
- Draw up constitution and by-laws
- Access to legal representation
- Report cases to police and traditional leaders

4. COMMUNITY CONTRIBUTIONS

- Communities willing to contribute in:
 - cash
 - in-kind
 - labour
- Communities to become self-sufficient with cross-subsidisation

5. PHASES OF CONTRIBUTION

- Setting up WPC's 1999
- Operation and maintenance and minor repairs 2000
- Full cost recovery 10 - 15 years
- All time scales dependent on community capabilities

6. COVERAGE

- Walking distance reduced to 2 kilometres
- litres per day allowed for small gardens
- Other parameters accepted but to be improved if possible

7. SHARING RESPONSIBILITIES

Government

- Extension services
- Training
- Major repairs
- Spare parts/diesel available
- locally
- Sensitisation

Communities

- To keep water point clean
- Minor repairs
- Set up and maintain committee structure



- Planning of water points and water supply

8. **MISCELLANEOUS**

- WPC's to be registered with government gazette
- Role of each partner to be clearly identified
- Extension service to be decentralised
- Development fund terms to be established



OMUSATI/OSHANA REGION

RECOMMENDATIONS AND SUMMARY

Chairman:

Good morning ladies and gentlemen We are here on the last session of our workshop here and this morning we are waiting for recommendations and summary of the workshop It is suppose to be done by Mr Nghupandulwa but instead we have Mr Eysellein who is going to conduct the summary of the workshop Therefore, I invite Mr Eysellein to come forward and make his recommendations to us

Mr J Eysellein, Deputy-Director

Regional governors, councillors, headman, ladies and gentlemen, I am Jurgen Eysellein and I am the Deputy-Director, Rural Water Supply North and my responsibilities also include water supply to the four regions here.

A summary of recommendations of all the working groups will be taken up in the minutes of this meeting and the minutes will be given to all the participants of this workshop. The recommendations of this workshop will be taken up in the national document and will be presented at the national wrap-up workshop in Swakopmund

The principle of cost recovery is accepted with the following conditions:

- proper training should be given to water point committees before community management and cost recovery is accepted
- must be transparent
- legal status be granted to the committees

The second point is the organisational structure The organisational structure is accepted with the following amendments

- The committee should not fall directly under the regional councils and line ministries because they are governmental institutions
- There should also be a link between the regional councillors and the National Planning Commission
- The committees should have advisory and supportive roles

And then regarding the legal status of the Water Point Committees.

- By-laws must be instituted to protect the poor and the minority groups
- The Water Point Committee should have the right to administer public money
- The Water Point Committee should have the right to legal representation
- Should have the right to work together with the police and take abusers to court
- Should be in accordance with State rules as existing laws

Community contributions:

The Water Point Committee is responsible for the collection and control of funds and contributions can be in money, labour or livestock or in kind.

Phases of contribution:

It was recommended in the plenary that the responsibility for operation and maintenance could be started with by the year 2000, while the period to full cost recovery could b 10 to 15 years

Coverage:

- Quantity - Minimum levels accepted:
- There should be 15 litres per person per day, 45 litres for large stock and 12 litres small stock
- It was also proposed that the minimum distance from water point for people should depend on the waiting term and where there are many people it should be reduced to 1,5 km
- Distance for livestock 5km

Sharing responsibilities:

GRN
Major repairs
Training

COMMUNITIES
Upkeep of water point
Minor repairs



Subsidies

Subsidies/cross-subsidisation

Planning

Siting of boreholes/water points

Extension service

Maintaining committee structure

Replacements

Rehabilitation

Development fund

Desalting of natural lakes (dams)

8. MISCELLANEOUS

- Training should be in local language and at a level which is understandable
- Only communities with functioning WPC's should be eligible for support from development fund
- The ministry to establish outlets where spare parts and fuel can be purchased
- GRN to consider establishment of more earth dams



**REVIEW OF
COMMUNITY PARTICIPATION**



Community Consultation and Survey Programme

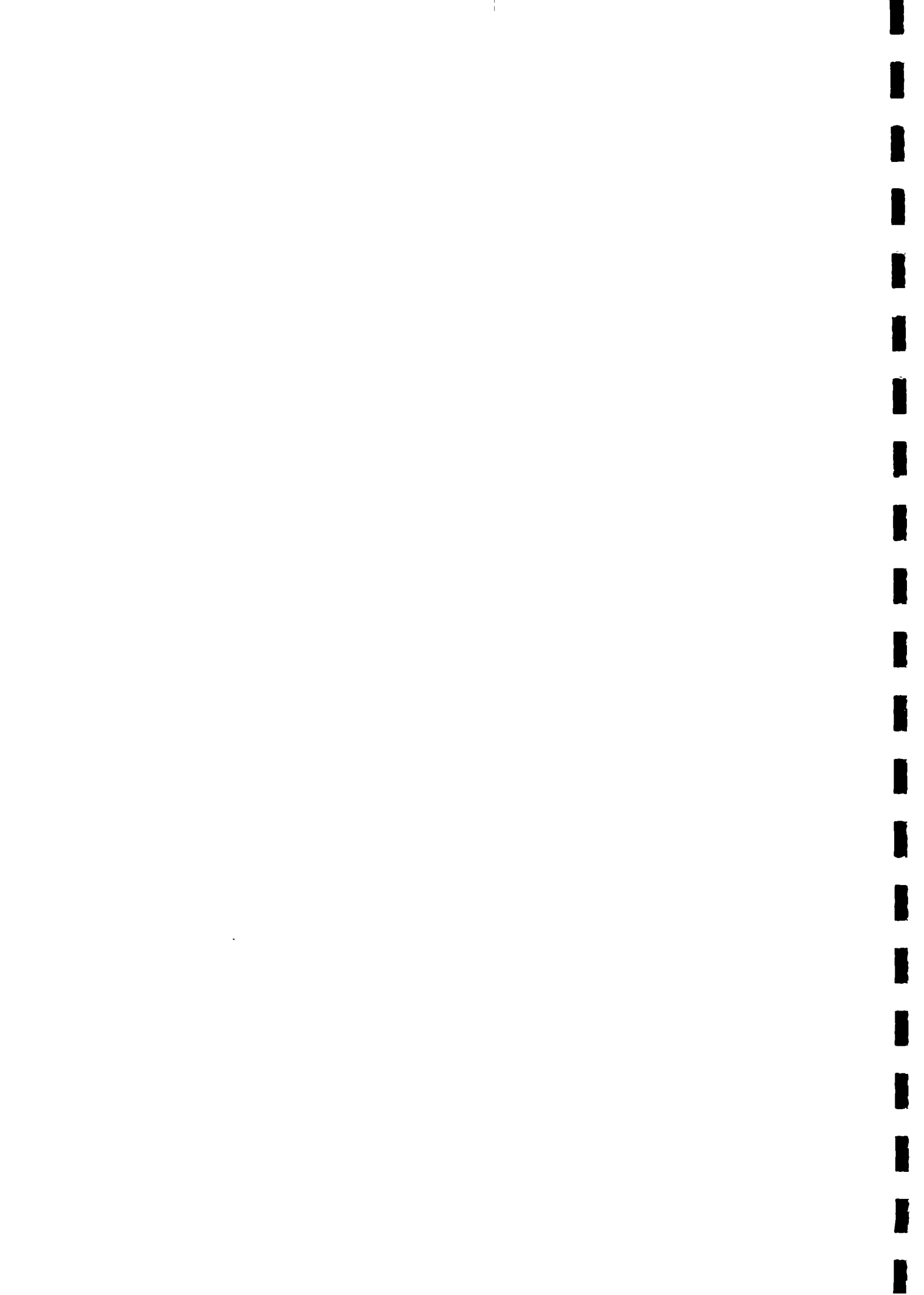
Integrated Summary Report

Prepared by
Social Impact Assessment and Policy Analysis Corporation (Pty) Ltd.
(SIAPAC)

for

the Directorate of Rural Water Supply, Department of Water Affairs
Ministry of Agriculture, Water and Rural Development
Government of the Republic of Namibia

February, 1997



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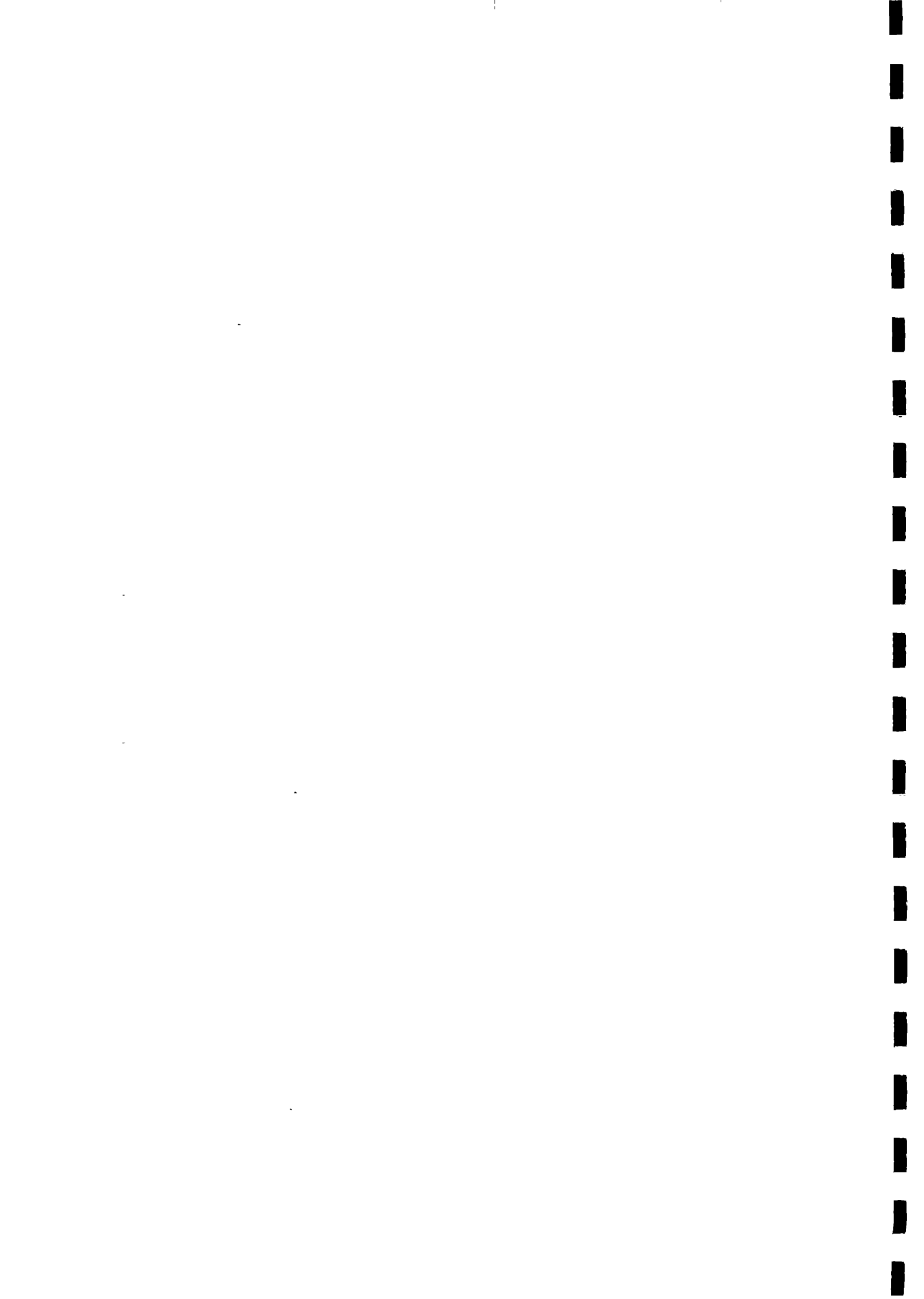
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1.0 Introduction

1.1 The Process of Community Consultation

Reflecting a commitment to consultation, the Department of Water Affairs initiated a process of dialogue with informed individuals, local leaders and elected officials in rural areas throughout the country. To hear the views, opinions and concerns of the people who would be affected by any rural water supply decisions, the Government agency in charge of rural water supply, the Directorate of Rural Water Supply (DRWS), initiated a nationwide consultation with almost 3000 randomly-selected households across the regions of Karas, Hardap, Omaheke, Otjozondjupa, Erongo, Kunene, Omusati, Ohangwena, Oshana, Oshikoto, Okavango, and Caprivi. Consultations took place with households, small groups of people, and local leaders and influential people.

This consultative exercise coincided with a request that those attending the opening Swakopmund workshops, as well as those attending the Regional Preparatory Workshop, inform their communities of the upcoming survey and carry out their own consultations. Survey results showed that a total of 29.8% of all respondents had heard about the survey prior to being interviewed.

1.2 Background to this Report

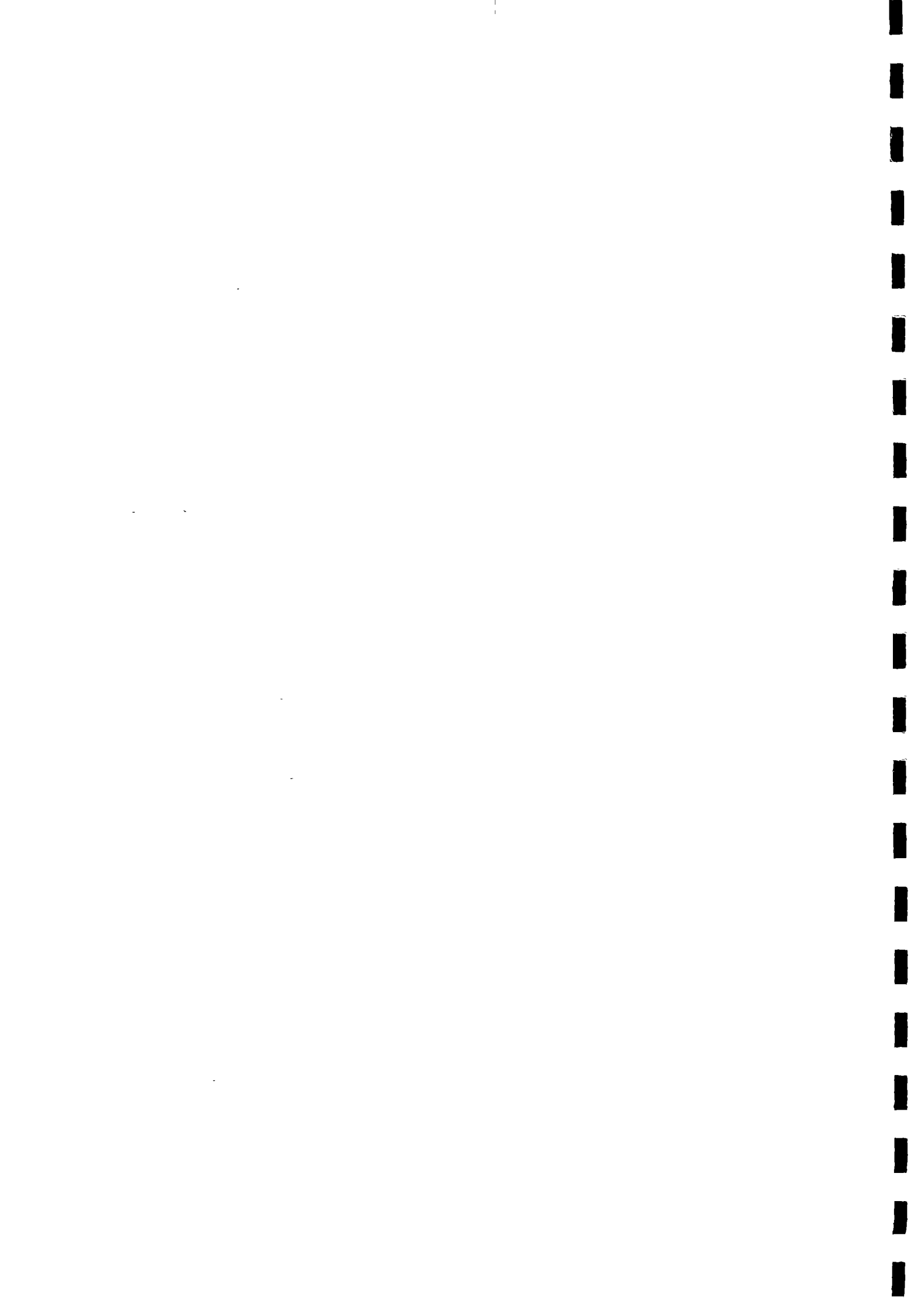
As part of the Wrap-Up Workshop series, the consultants were asked to prepare brief documents summarising the main findings from the consultative survey on a region-by-region basis. These documents were included in the reports prepared and distributed at the Wrap-Up Workshops. The consultant then presented the summary findings at each of the ten workshops.

Following completion of the Wrap-Up Workshops in early December, 1996, the consultants prepared an Integrated Summary Report. The Integrated Summary Report focuses on the same topics raised at the Wrap-Up Workshops.

In terms of data presentation, the findings are included on a region-by-region basis, allowing comparisons across the regions. In addition, to get a sense of how the nation as a whole responded to the key questions raised by the survey, analysis was carried out on a combined weighted dataset. Each figure and table, therefore, includes both regional and national findings.



Chapter 2 covers the *current water supply situation* in the twelve regions, levels of satisfaction with current services, and desired improvements. Chapter 3 covers *community management* issues related to rural water supply, while Chapter 4 covers *community contributions* towards the construction, operation, maintenance, and sustainability of rural water supply infrastructure.



2.0 Current Water Supply, Level of Satisfaction and Needed Improvements

2.1 Introduction

In this chapter, current water supply systems and reliability are reviewed in an effort to better understand the situation facing rural water users. Source, distance, per capita water use, livestock water use, water supply problems, the implications of these problems, and overall satisfaction with water supply are all considered.

2.2 Water Supply and Consumption

2.2.1 Source

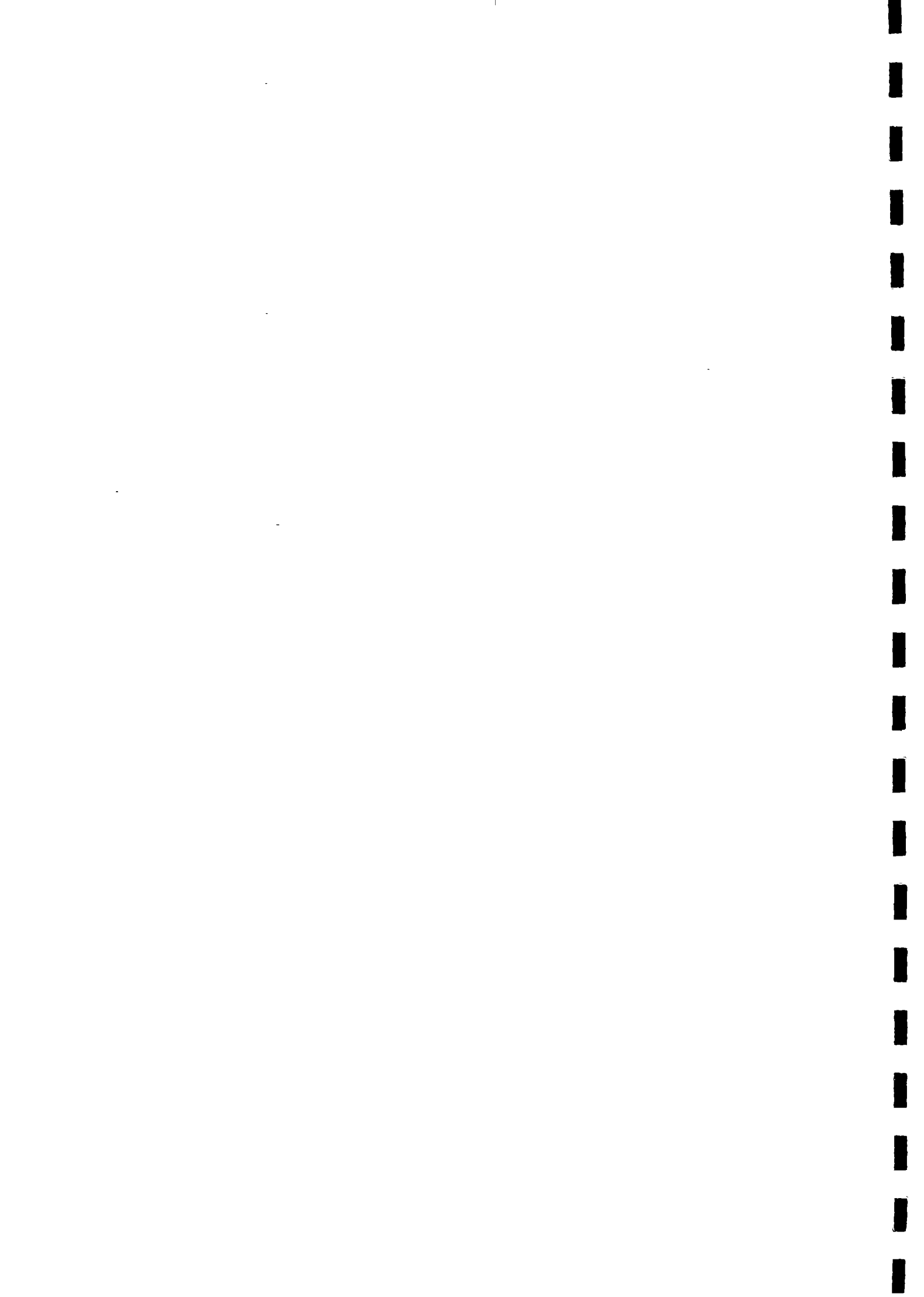
Nationally for rural areas, during the dry season, 73.7% of all households rely on improved sources of water¹. This drops dramatically to 53% for the wet season. Figures for the nation as a whole and by region are shown in the following table:

Table 1: Reliance on Improved and Unimproved Sources by Region by Season

Region	Improved		Unimproved	
	Dry	Wet	Dry	Wet
NATIONAL	73.7	53.0	26.3	47.0
Karas	92.0	80.5	8.0	19.5
Hardap	94.0	87.6	6.0	12.4
Otjozondjupa	100.0	90.5	0.0	9.5
Omaheke	99.5	99.0	0.5	1.0
Erongo	96.7	88.6	3.3	11.4
Kunene	89.8	66.4	10.2	33.6
Omusati	53.9	19.1	46.1	80.9
Oshana	89.0	42.0	11.0	58.0
Ohangwena	63.0	21.5	37.0	78.5
Oshikoto	72.5	40.5	27.5	59.5
Okavango	35.3	32.1	64.7	67.9
Caprivi	29.6	18.1	70.4	81.9

There is significant variation across the regions regarding access to improved sources of water for human consumption. In southern and central regions, most notably Omaheke, respondents tended to rely on improved sources of water for both the dry and wet seasons. In the north, where surface water options are either available year-round (e.g., Okavango and Caprivi Regions), or are available during

¹ 'Improved sources' refers to water resources which would be expected to be clean at the source. These include boreholes and pipeline water systems, and exclude uncovered wells and surface water sources.

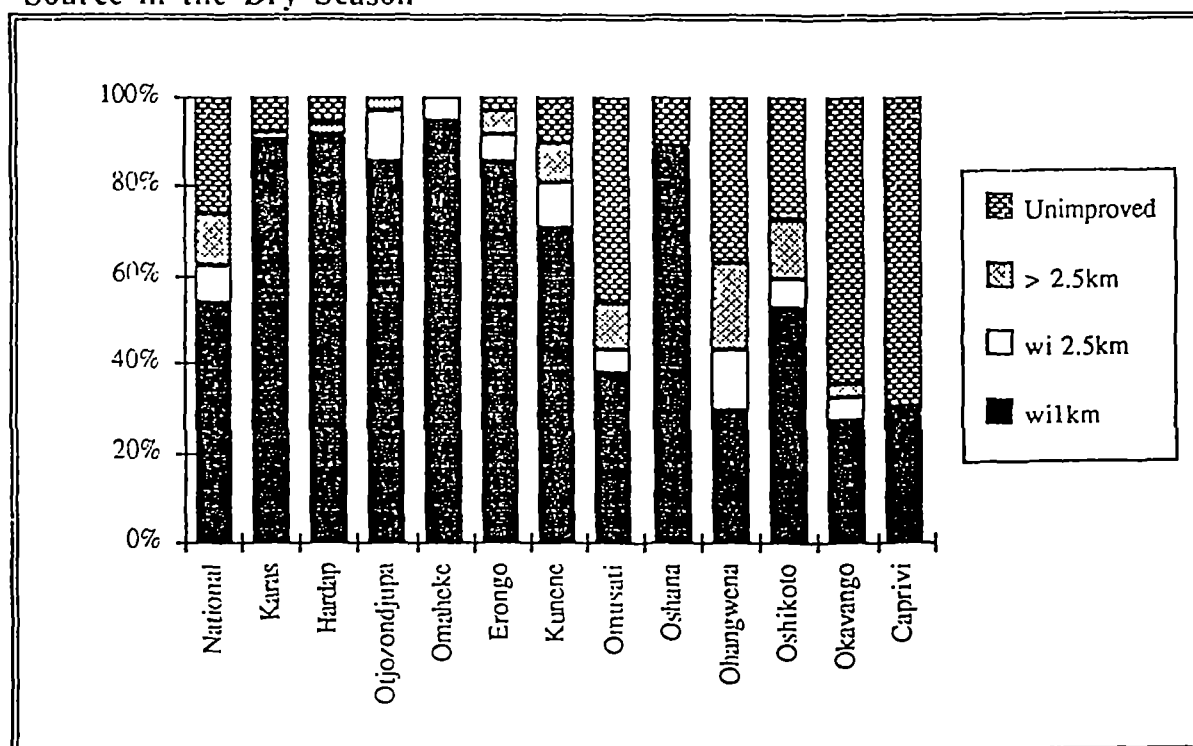


the wet season (e.g., Omusati, Oshana, Oshikoto and Ohangwena Regions) and part of the dry season, reliance on unimproved sources for human consumption is much higher.

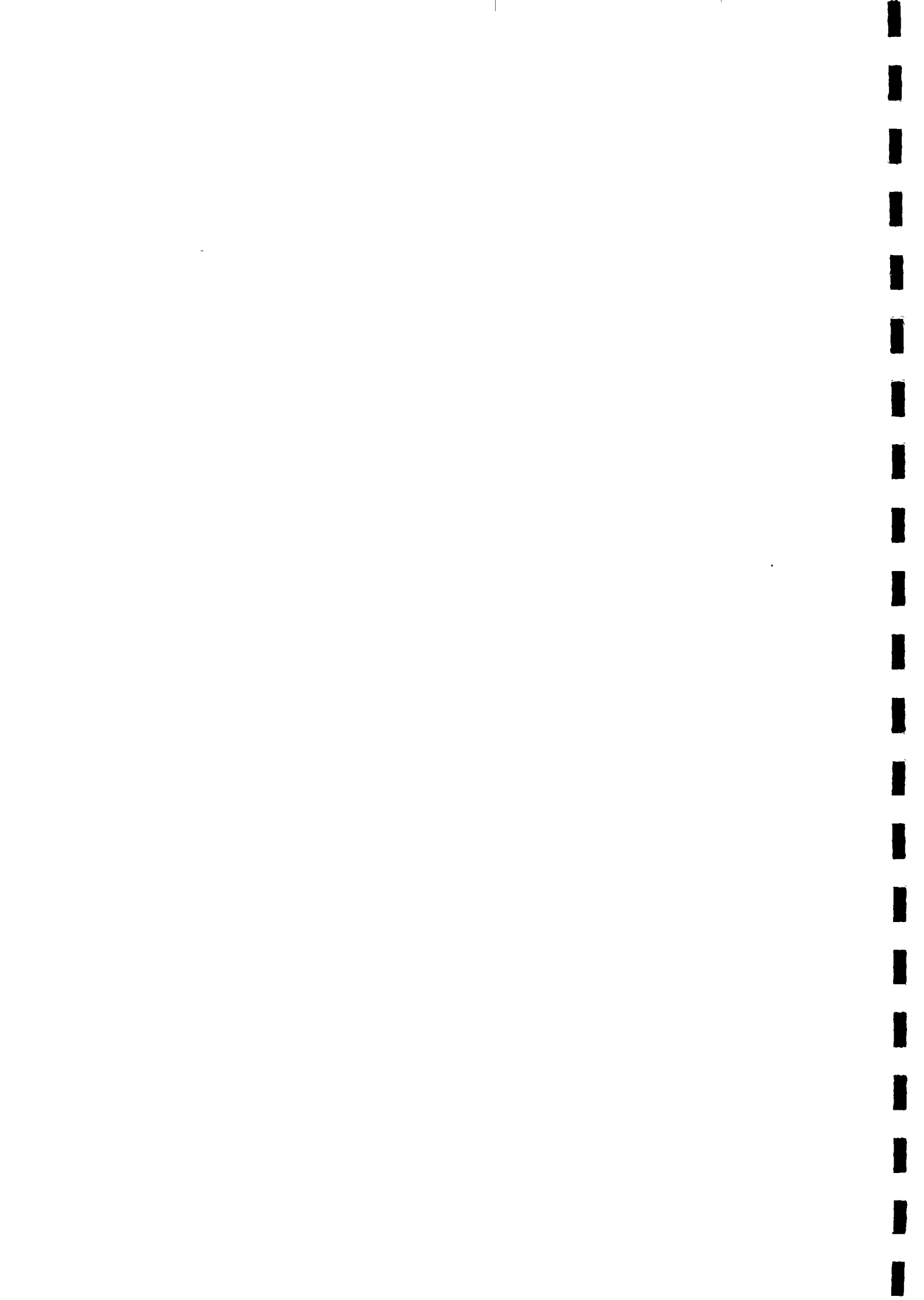
2.2.2 Distance

The draft Water and Sanitation Policy has, as one of its key infrastructural targets, the objective of bringing potable water to within a recommended distance of 2.5 kilometres of the majority of the rural population. During the study, therefore, the research team measured current distance to primary water source for human consumption. Distances of one kilometre and 2.5 kilometres were measured; in addition, households who relied principally on unimproved sources are also included in the figure, as they would also form part of any target group for infrastructural upgrading. Dry season findings are indicated in the following figure:

Figure 1: % of Households Within Various Distances of the Primary Water Source in the Dry Season



Nationally, during the dry season, only half (53.7%) of all respondents were within 1 kilometre of an improved primary water source. An additional 8.2% were within 2.5 kilometres, giving a total of 61.9% within 2.5 kilometres of their primary improved water source during the dry season. An additional 11.9% were further than 2.5 kilometres from their improved waterpoint. Nationally, one-quarter (26.3%) do not principally use improved water sources during the dry season. Finding therefore suggest that over one-third (38.2%) of all respondents



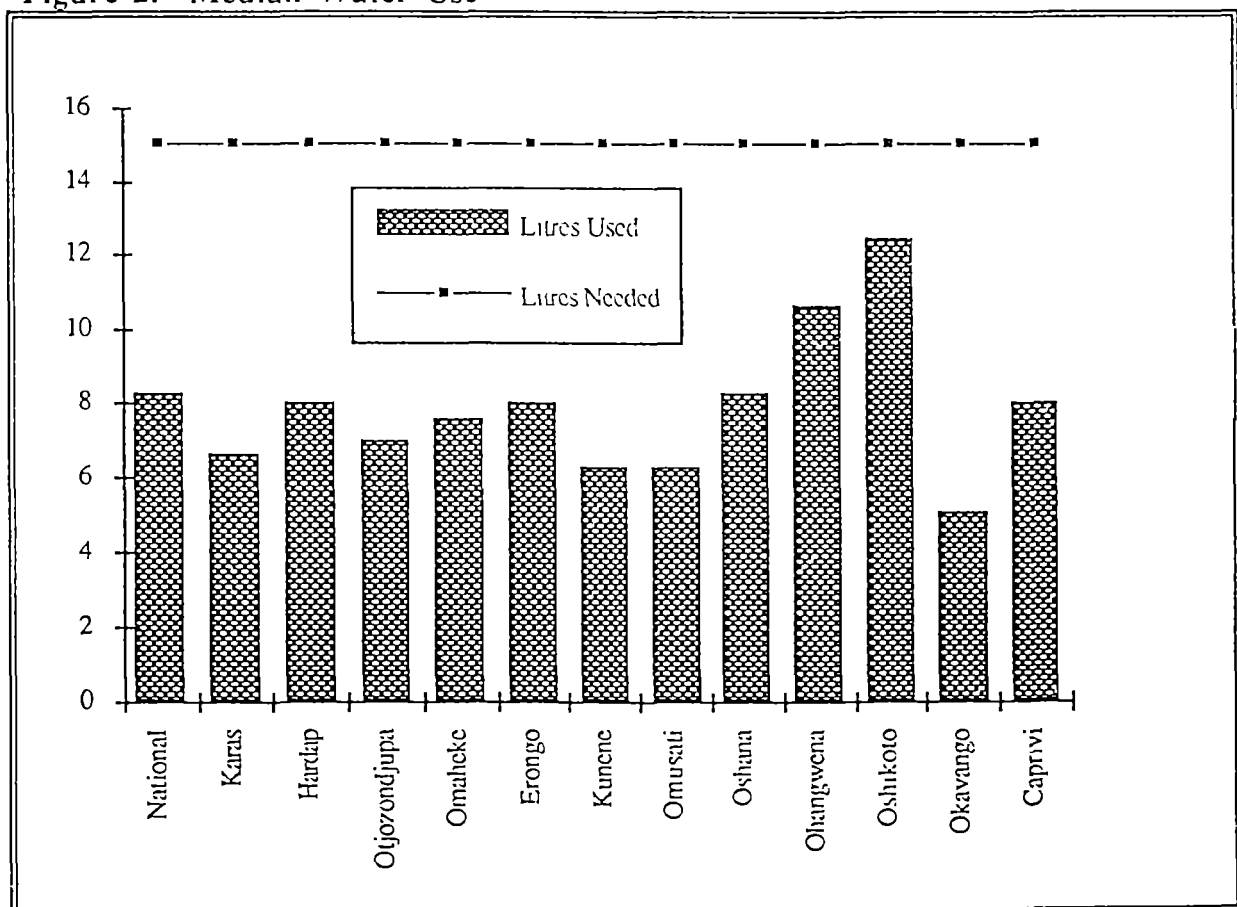
nationally would need to be reached before the recommended policy of 2.5 kilometres of an improved source could be met; this rises to almost half (46.3%) if the national criteria is one kilometre.

While there was little variation across the regions, southern and central regions tended to be better served than northern regions in terms of distance. There was no relationship between type of source (improved versus unimproved) and distance.

2.2.3 Per Capita Water Use

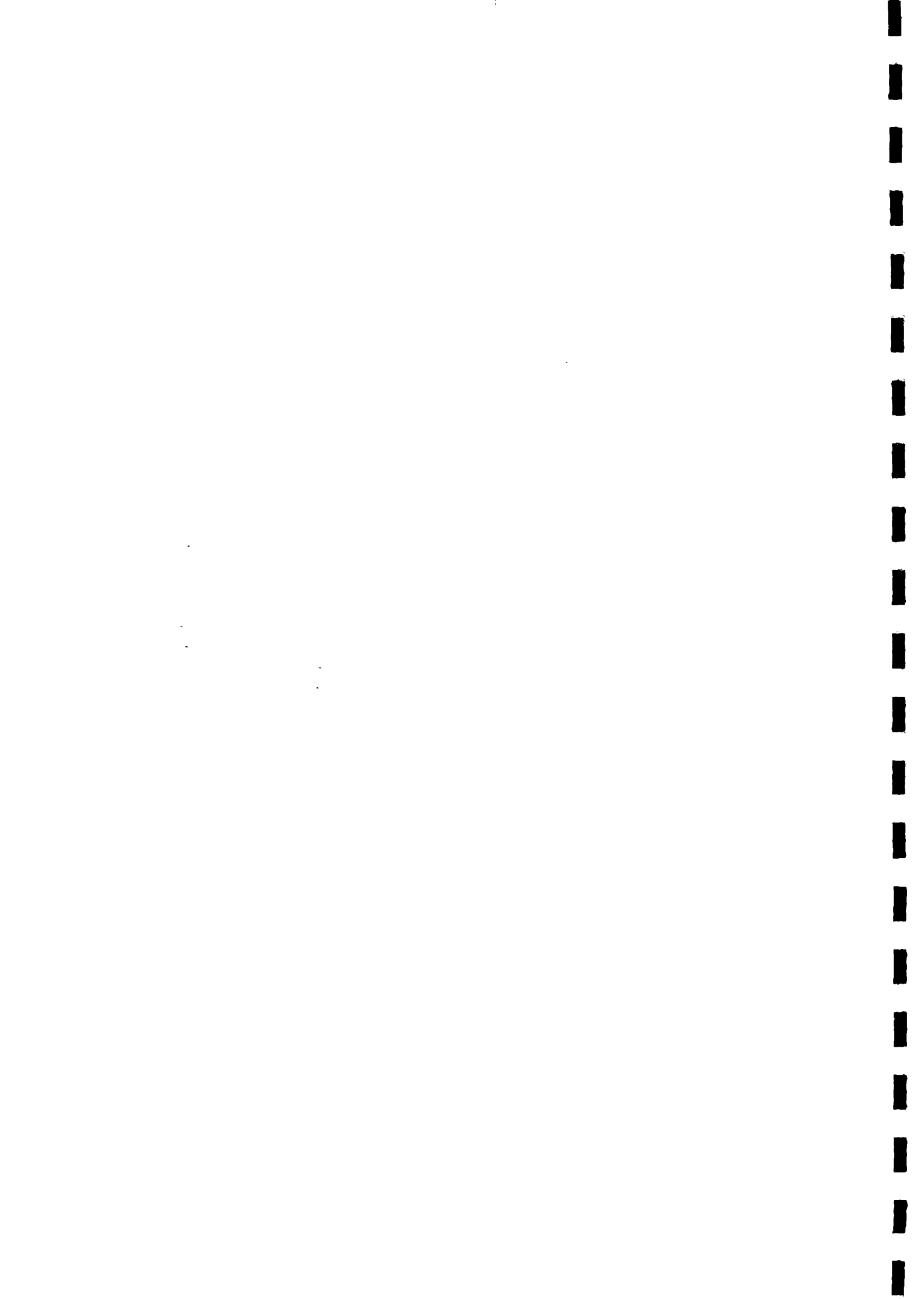
National mean (average) per capita water use was only 9.9 litres, with median (middle figure) use at *8.3 litres per day*.² This is significantly below levels of desired use for health and well-being purposes³. Median water use figures are indicated for each region and the nation as a whole in the following figure:

Figure 2: Median Water Use



² A mean includes all households, wealthy and poor. However, because wealthy households have much higher incomes, means are 'skewed' towards higher numbers. This means that it does not give an accurate 'picture' of the actual average wealth of the region. Therefore, statisticians often use a median calculation instead. The median is in the 'middle', and therefore gets rid of the extra influence of the wealthy households. It is therefore an accurate picture of the average wealth of households in a region.

³ 15 is the figure recommended to be the lowest acceptable consumption level for an individual in rural Namibia.



Median water use in every region in the survey was below the minimum required for good health. For rural areas of the nation as a whole and for most regions, per capita water use was below 10 litres per capita per day.

2.2.3.1 *Human Versus Livestock Use*

Measures were taken of livestock water use compared to human water use. The total litres of water consumed by people in the households in the survey during the previous 24 hours was 18.1 cubic metres. By contrast, livestock owned by these same households consumed 115.8 cubic metres during the same period. Further details are provided in the following table

Table 2: Livestock Water Use Compared to Human Use

Region	Livestock Use Compared to Human Use
NATIONAL AVERAGE	6.4 : 1
Karas	19 : 1
Hardap	26 : 1
Otjozondjupa	25 : 1
Omaheke	40 : 1
Erongo	34 : 1
Kunene	67 : 1
Omusati	4.3 : 1
Oshana	6 : 1
Ohangwena	4.2 : 1
Oshikoto	3 : 1
Okavango	15 : 1
Caprivi	1.5 : 1

Nationally, livestock consumed 6.4 times as much water as people.

2.2.4 Water Source for Livestock Use

Nationally, during the dry season, two-thirds (67.7%) of all households with livestock water these livestock from improved sources. This dropped *significantly* with the availability of surface water during the wet season to 9.8%.

2.3 Problems With the Water Supply Service and Required Improvements

2.3.1 Problems in the Past 3 Months

Respondents were asked to indicate whether they had suffered from any domestic water supply problems (improved sources) in the past three months:

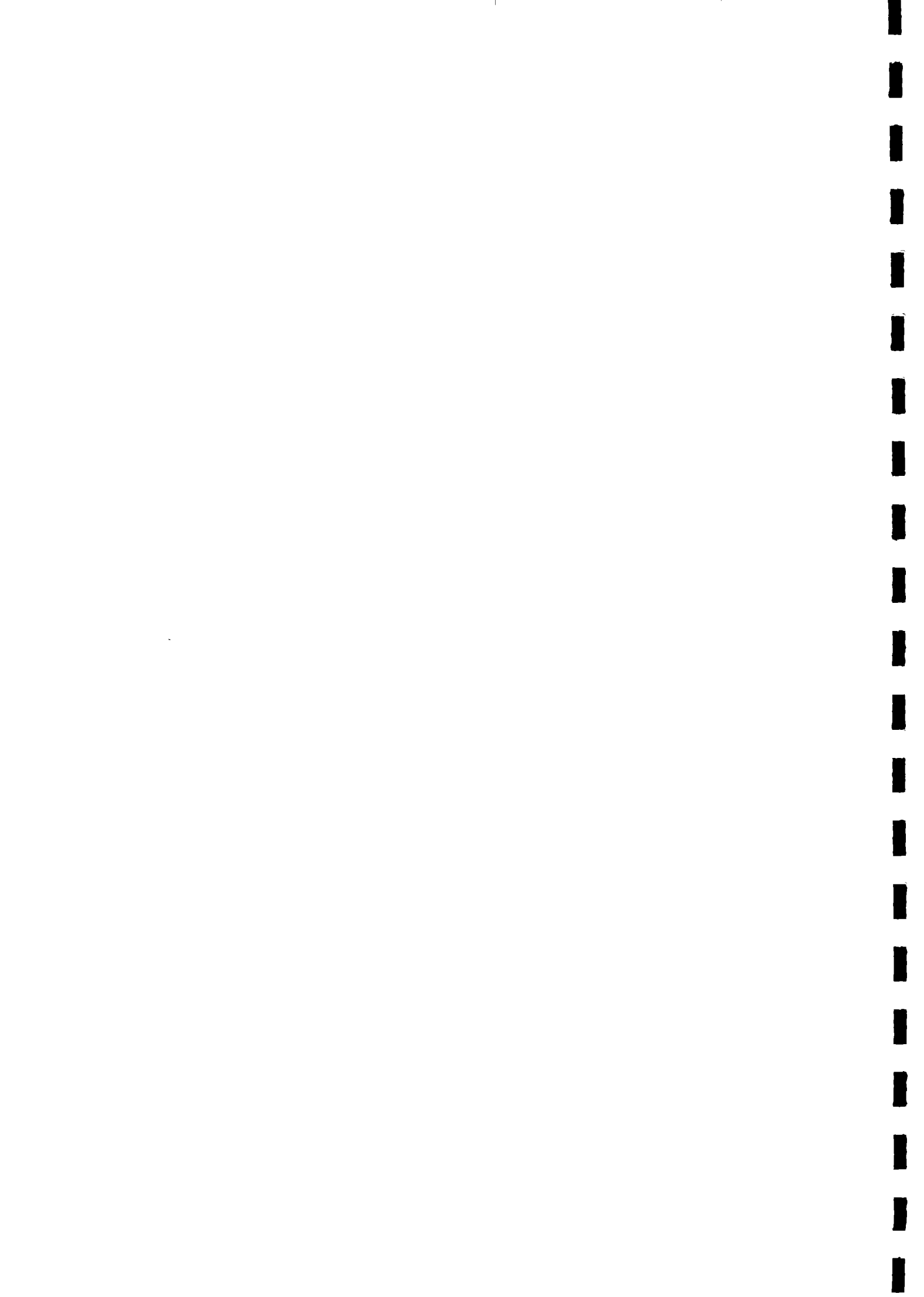
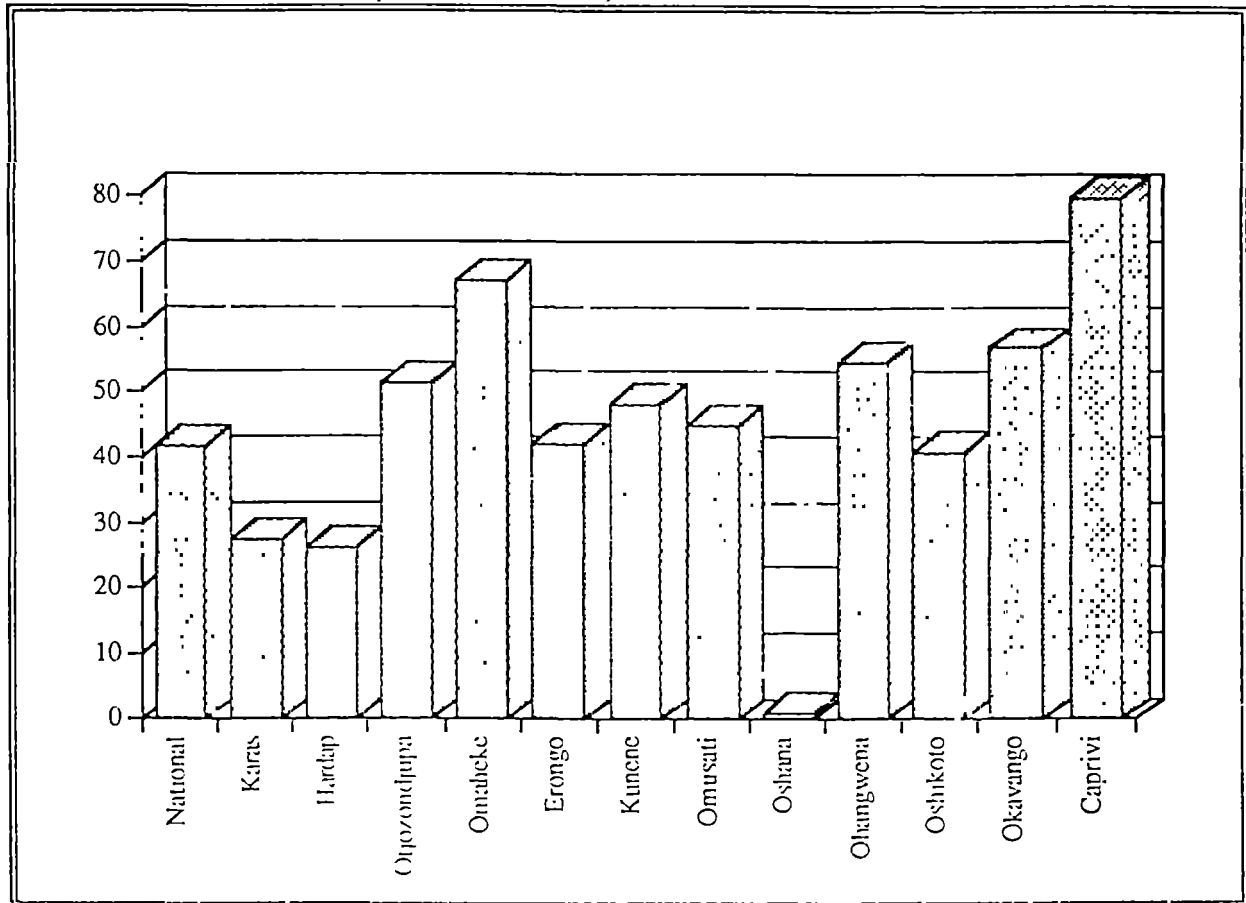


Figure 3: Households Which Suffered Domestic Water Supply Problems in the Past 3 Months (Improved Sources)



Nationally, 41.7% of those relying on improved sources noted that they had some problems. Regionally, households in Caprivi Region had the highest percentage of problems in the past three months, followed by Omaheke Region. Oshana Region had by far the fewest problems.

2.3.2 Usual Dry Season Problems

This question was followed by a more general question asking respondents reliant on improved and unimproved sources to consider what type of dry season problems they usually had with waterpoints for human consumption:

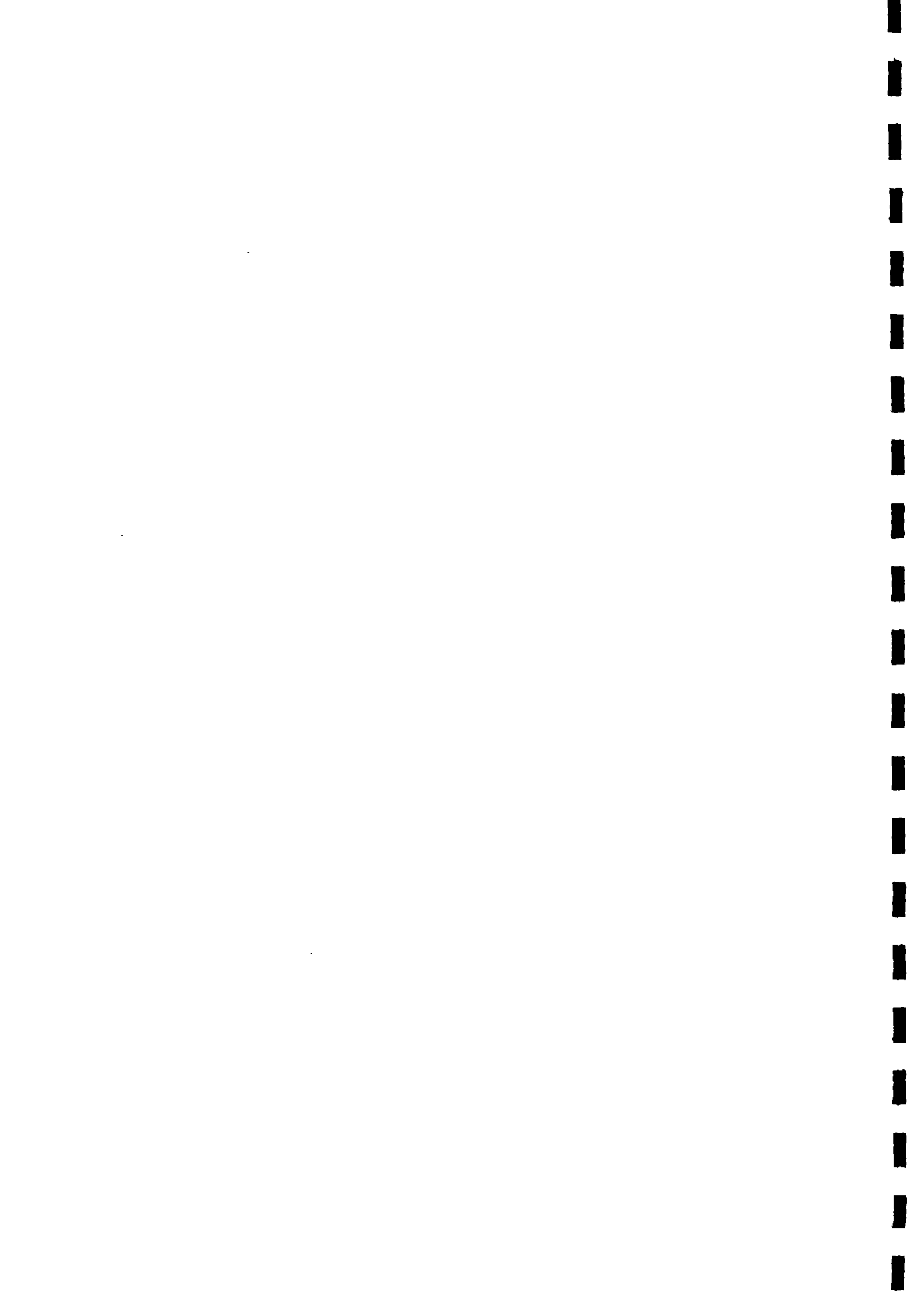


Table 3: Common Types of Dry Season Problems With Water For Human Consumption and Response (All Sources)

Region	None	Distance	Queues	Broken Super	Broken Sub	Unreliable	Dries Up	Unclean
NATIONAL	28.4	26.4	17.4	11.5	7.3	15.9	12.0	8.3
Karas	21.9	14.4	0.0	43.3	27.4	2.0	10.0	2.5
Hardap	26.0	7.5	0.5	15.5	11.0	23.5	12.5	6.0
Otjozondjupa	13.0	11.0	0.0	47.5	30.0	19.5	3.5	0.0
Omaheke	8.5	12.5	0.5	81.5	55.0	6.0	1.5	1.0
Erongo	21.3	19.9	0.0	29.3	19.3	11.0	13.6	1.3
Kunene	14.1	19.9	6.0	38.2	36.9	2.4	14.9	6.0
Omusati	23.1	46.7	25.6	4.7	4.1	14.4	12.8	13.8
Oshana	60.6	18.2	24.2	2.0	1.5	8.6	0.0	2.5
Ohangwena	18.6	20.6	21.1	12.5	3.0	26.6	19.1	8.5
Oshikoto	26.5	25.0	17.0	1.5	3.5	24.5	18.5	5.5
Okavango	40.4	19.5	1.8	16.3	10.2	4.1	3.6	9.1
Caprivi	22.1	28.1	21.6	4.5	6.0	7.0	11.6	13.1

Only 28.4% stated that they usually had *no* problems with their water supply systems during the dry season, with 71.6% stating at least one problem. Distance and overcrowding at waterpoints were the most common problems, despite the fact that most households were within the 2.5 kilometres set as a national *recommendation* through the draft Water and Sanitation Policy; this finding therefore raises questions about the acceptability of the 2.5 kilometre criteria. Superstructural and substructural breakdowns and unreliability, as well as inadequate yield and over use of waterpoints, were also common problems.

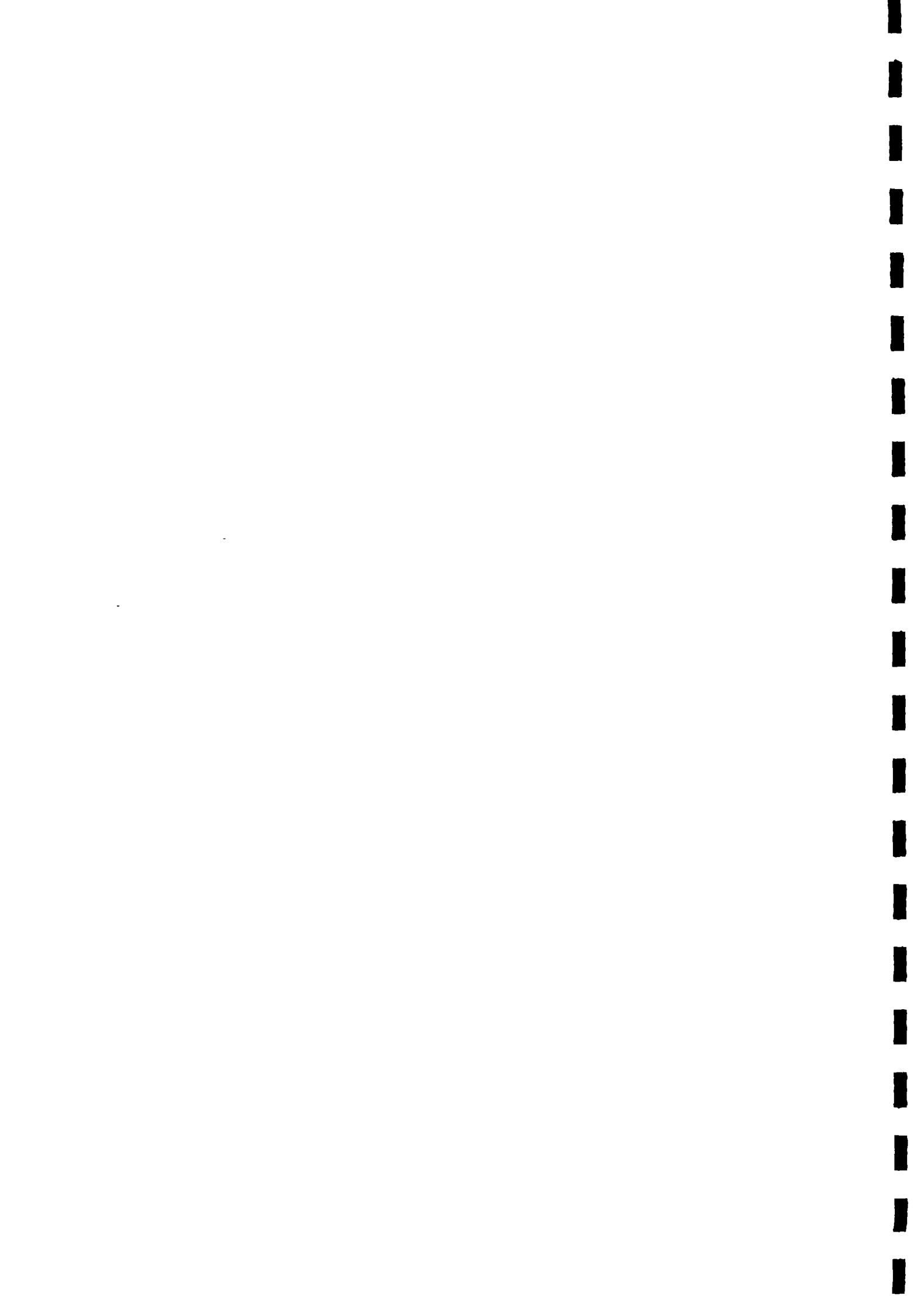
There was significant variation across regions, with superstructural and substructure breakdowns most common in central and southern regions, and inadequate service levels more common in the north (e.g., distance, queues).

2.3.3 Length of Breakdowns

Nationally, for breakdowns, 42% lasted less than one week, while most of the remainder lasted less than one month; 17.3% were never fixed. In most cases the Directorate repaired the broken waterpoint; in 9% of all cases, breakdowns were repaired locally.

2.3.4 Vandalism

14.6% of all waterpoints had been vandalised in recent years.



2.3.5 Livestock Problems

Regarding livestock, respondents were asked to consider common long-term problems with water for livestock during the dry season:

Table 4: Common Types of Dry Season Problems With Water For Livestock Consumption and Response

Region	None	Crowd -ing	Distance	Broken Super	Broken Sub	Unreli- able	Dries Up	Not Clean
NATIONAL	33.1	32.8	26.4	9.5	7.4	13.2	10.2	6.7
Karas	38.5	2.2	1.5	38.5	30.4	0.7	8.9	1.5
Hardap	36.5	25.8	10.1	9.5	6.9	3.1	11.3	6.9
Otjozondjupa	10.4	7.9	6.7	65.8	42.1	10.4	3.7	0.6
Omaheke	10.6	24.5	8.5	84.6	60.1	5.3	1.6	0.0
Erongo	28.3	3.5	7.0	28.7	24.3	7.0	23.9	1.7
Kunene	19.3	21.8	17.1	38.0	38.0	2.8	15.3	2.8
Omusati	33.9	28.7	39.8	2.4	4.1	10.5	10.5	12.9
Oshana	63.5	19.9	21.8	0.0	0.6	12.8	0.0	7.1
Ohangwena	19.4	52.3	25.8	5.2	1.3	17.4	13.5	7.7
Oshikoto	25.2	50.4	26.0	1.6	1.6	26.0	17.9	12.2
Okavango	57.6	6.8	11.7	16.6	12.2	6.3	2.4	5.9
Caprivi	27.0	22.6	39.4	2.2	2.2	1.5	16.1	21.9

Fully two-thirds (66.9%) of the respondents noted problems with their livestock watering source during the dry season. Overcrowding and distance were the two most common complaints. As with domestic water supplies, breakdowns were most common in Omaheke and Otjozondjupa Regions.

2.4 Overall Satisfaction with Water Supply

Following the questions on current water supply, respondents were asked to give a final assessment of their level of satisfaction with their current supply, rating it from good to poor. Findings are indicated in the following figure:

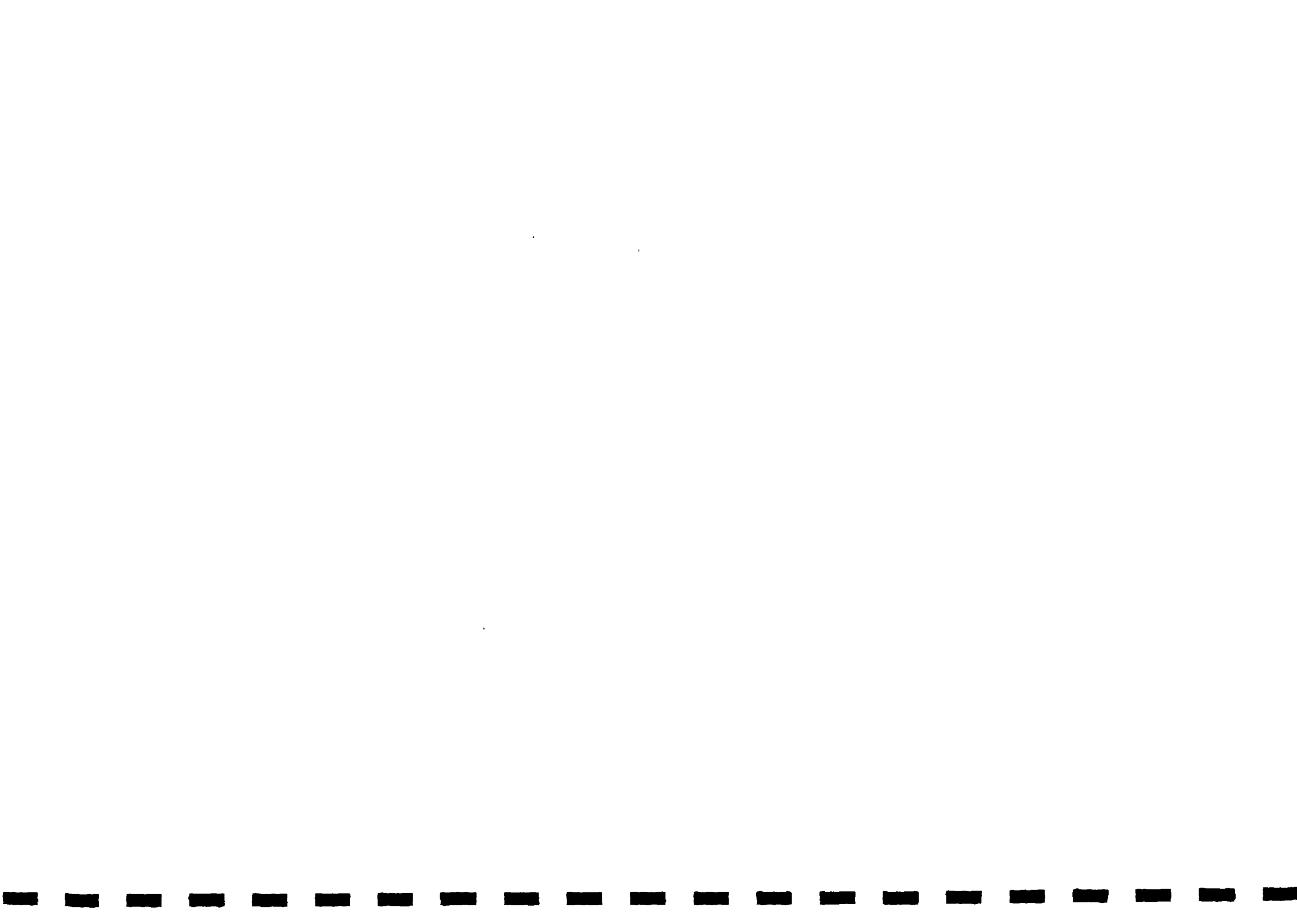
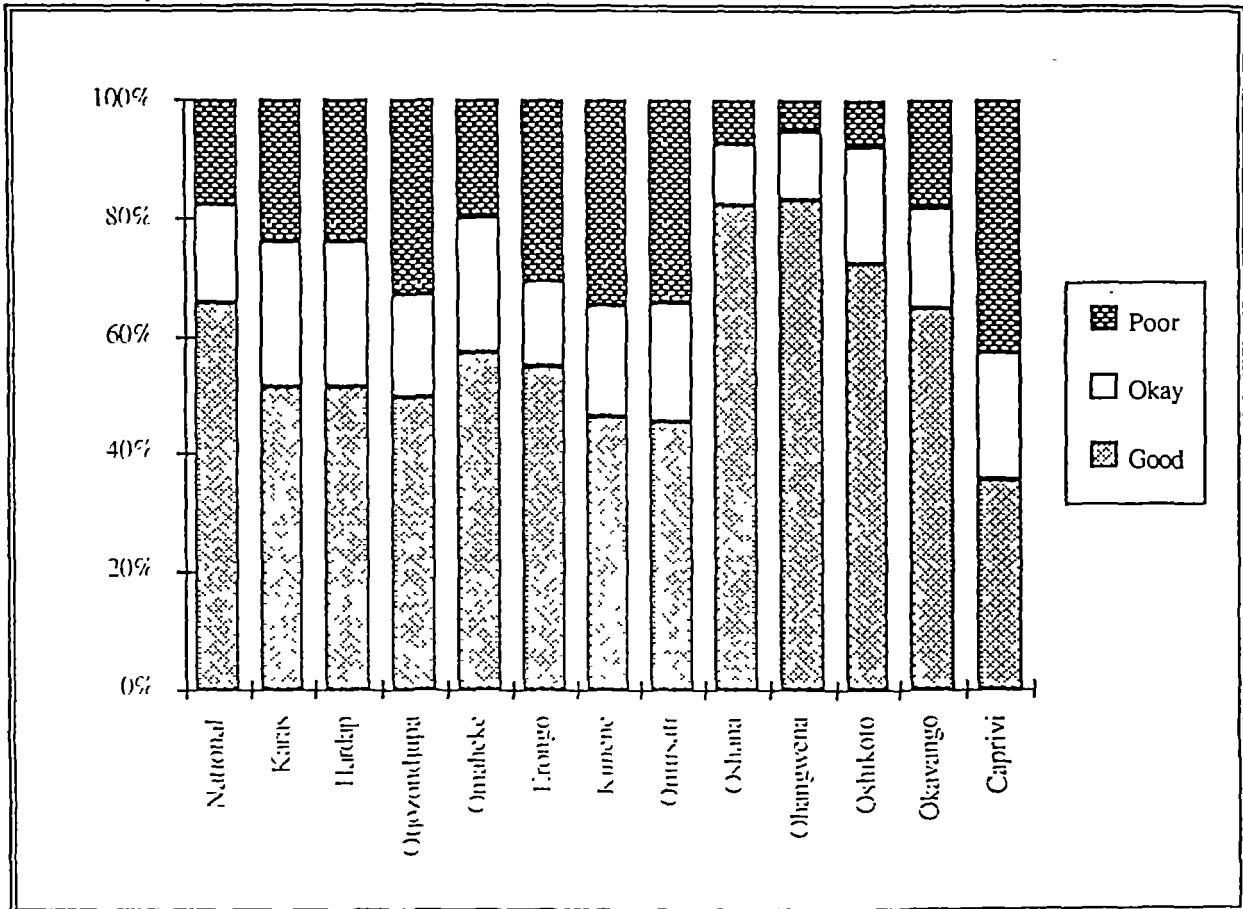


Figure 4: Overall Level of Satisfaction With Water Supply for Human Consumption



As an overall assessment, two-thirds (65.7%) of the respondents rated their current water supply system as 'good', while an additional 16.5% rated the system as 'just okay'. 17.9% of the respondents rated their current water supply as 'poor'.

There was significant variation across the regions in terms of satisfaction with water supplies, with respondents in the north most satisfied, despite their higher reliance on unimproved water sources. Not surprisingly, the fewer the problems with water supplies in the past three months, the more satisfied respondents were with their water supplies.

2.5 Summary

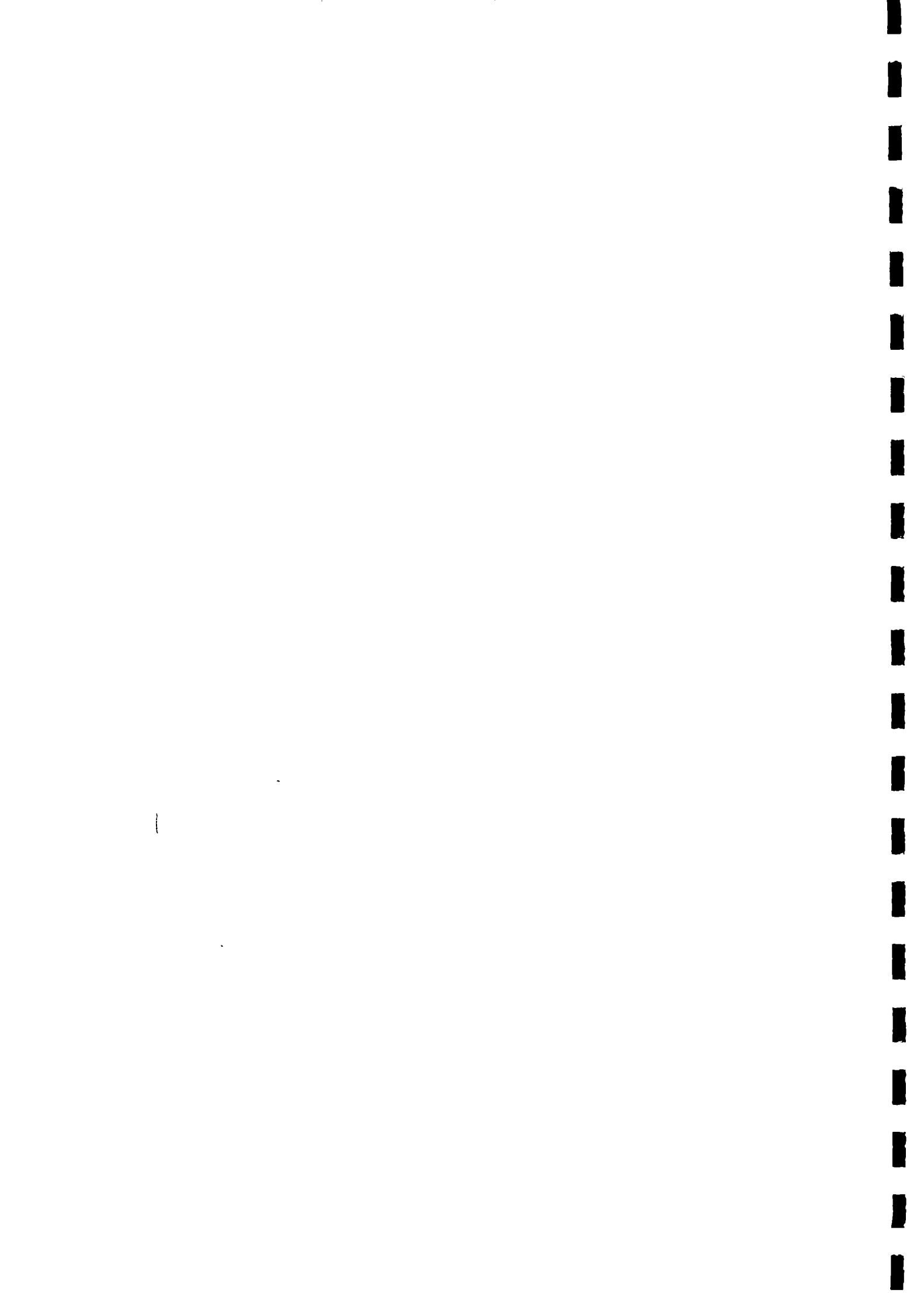
Nationally, during the dry season 73.7% of all respondents used improved water sources, falling to 53% during the wet season, there was significant variation across region. During the dry season, 61.9% of all respondents were within 2.5 kilometres of their main improved water source for human consumption, while 53.7% were within 1 kilometre of an improved source.



Per capita water use is extremely low, at 8.3 litres (median value). Nationally, livestock used 6.4 times as much water as people.

41.7% of all households suffered from dry season water problems at least once in the past three months. Over two-thirds usually suffered from dry season water problems for human consumption, as did two-thirds of those with livestock regarding water for livestock consumption. Half of the domestic breakdowns lasted less than one week, while most of the remainder were repaired within a month. In most cases the Directorate of Rural Water Supply repaired the breakdowns, only 9% were repaired locally.

Two-thirds of the respondents (65.7%) were, overall, satisfied with their level of service of water supply for human consumption, although there was significant variation across regions. 17.9% felt that the service was poor.



3.0 Community Empowerment

3.1 Introduction

Local management of rural water supply systems is fundamentally reliant on the ability of communities to set up structures which can effectively manage the water supply system and prevent and resolve disputes. A series of questions were therefore asked regarding existing groups in surveyed communities, including water committees, the setting and enforcement of rules for outside use, and attitudes people have about how effectively they think their community could manage their own water affairs.

3.2 Existing Groups

Respondents were asked to indicate which types of community action groups, except for waterpoint committees and emergency drought committees, existed in their community.

Table 5: Existence of Community Action Groups (Excluding Waterpoint Committees)

Region	YES	NO
NATIONAL	22.9	77.1
Karas	41.5	58.5
Hardap	25.9	74.1
Otjozondjupa	37.0	63.0
Onaheke	37.7	62.3
Erongo	40.3	59.7
Kunene	32.7	67.3
Omusati	21.5	78.5
Oshana	27.5	72.5
Ohangwena	7.0	93.0
Oshikoto	10.5	89.5
Okavango	51.6	48.4
Caprivi	29.7	70.3

At the national level, aside from emergency drought committees, which existed in 33.3% of all communities, community action groups only existed in 22.9% of all sample communities. In these communities, four basic types of groups were present: church groups, school committees, women's groups, and health groups.



3.2.1 Waterpoint Committees

Waterpoint committees were more common than other types of committees, as indicated in the following table:

Table 6: Waterpoint Committees⁴

Region	% of Communities Having Waterpoint Committees
NATIONAL AVERAGE	40.7
Karas	78.0
Hardap	14.8
Otjozondjupa	71.5
Omaheke	55.8
Erongo	83.8
Kunene	64.1
Omusati	37.8
Oshana	33.3
Ohangwena	15.0
Oshikoto	6.7
Okavango	29.4
Caprivi	18.1

Nationally, 40.7% of all surveyed communities had waterpoint committees, the majority of which were reported to be currently functioning. Waterpoint committees were most common in Erongo, Karas, and Otjozondjupa Regions, and least common in Oshikoto, Hardap, Ohangwena and Caprivi Regions.

Nationally, one-quarter of all waterpoints had a caretaker, of which one-quarter were paid.

3.3 Use of Waterpoints by 'Outsiders'

Given that the water and sanitation policy refers to local management of waterpoints, questions were asked regarding the use of water facilities by outsiders:

⁴ Refers to all waterpoint committees, regardless of who may have been involved in setting up the committees.

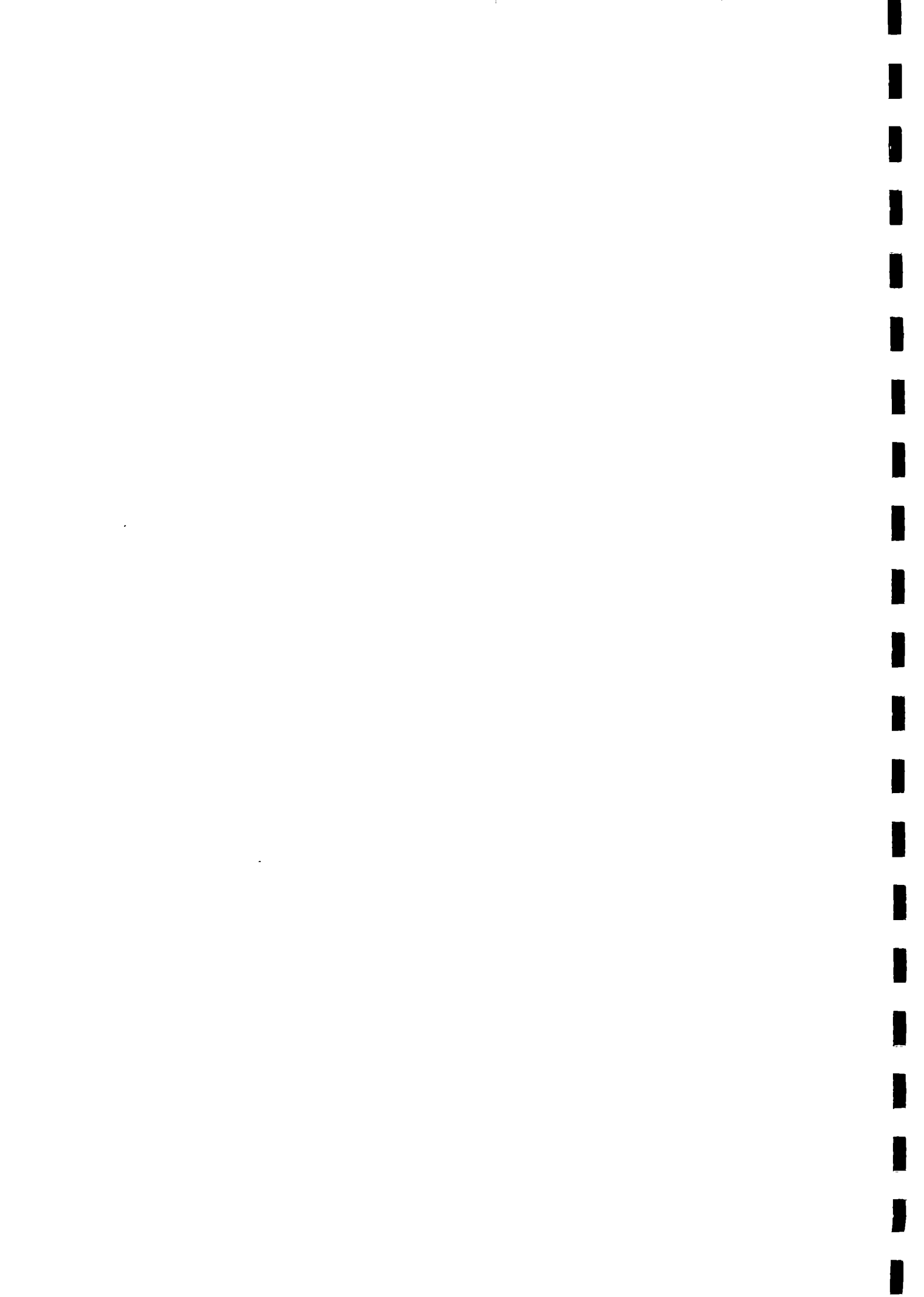


Table 7: Use of Waterpoints by Outsiders

Region	% Affected by Outside Use of Water Supply
NATIONAL AVERAGE	58.6
Karas	27.4
Hardap	43.0
Orjozondjupa	33.3
Omaheke	72.5
Erongo	51.3
Kunene	53.0
Omusati	72.4
Oshana	56.5
Ohangwena	71.5
Oshikoto	57.0
Okavango	31.3
Caprivi	17.5

Nationally, over half of all households live in communities where outsiders come to use their waterpoints. Permission is usually not sought, with 81.1% of all outsiders coming into the area to seek water without asking permission from the community or its leaders. However, few conflicts were created by this outside use, whether or not permission was sought: if water is paid for, however, conflicts could arise.

The origins of outsiders coming into communities was mixed, with one-third coming from the same traditional authority area (35.6%), 43.5% coming from a different traditional authority area, while 18.7% came from communities where outsiders came from both the same and different traditional authority areas.

3.4 Overall Attitudes

A series of attitudinal questions were raised concerning local management of water schemes. Grouped attitudes are indicated in the following table:

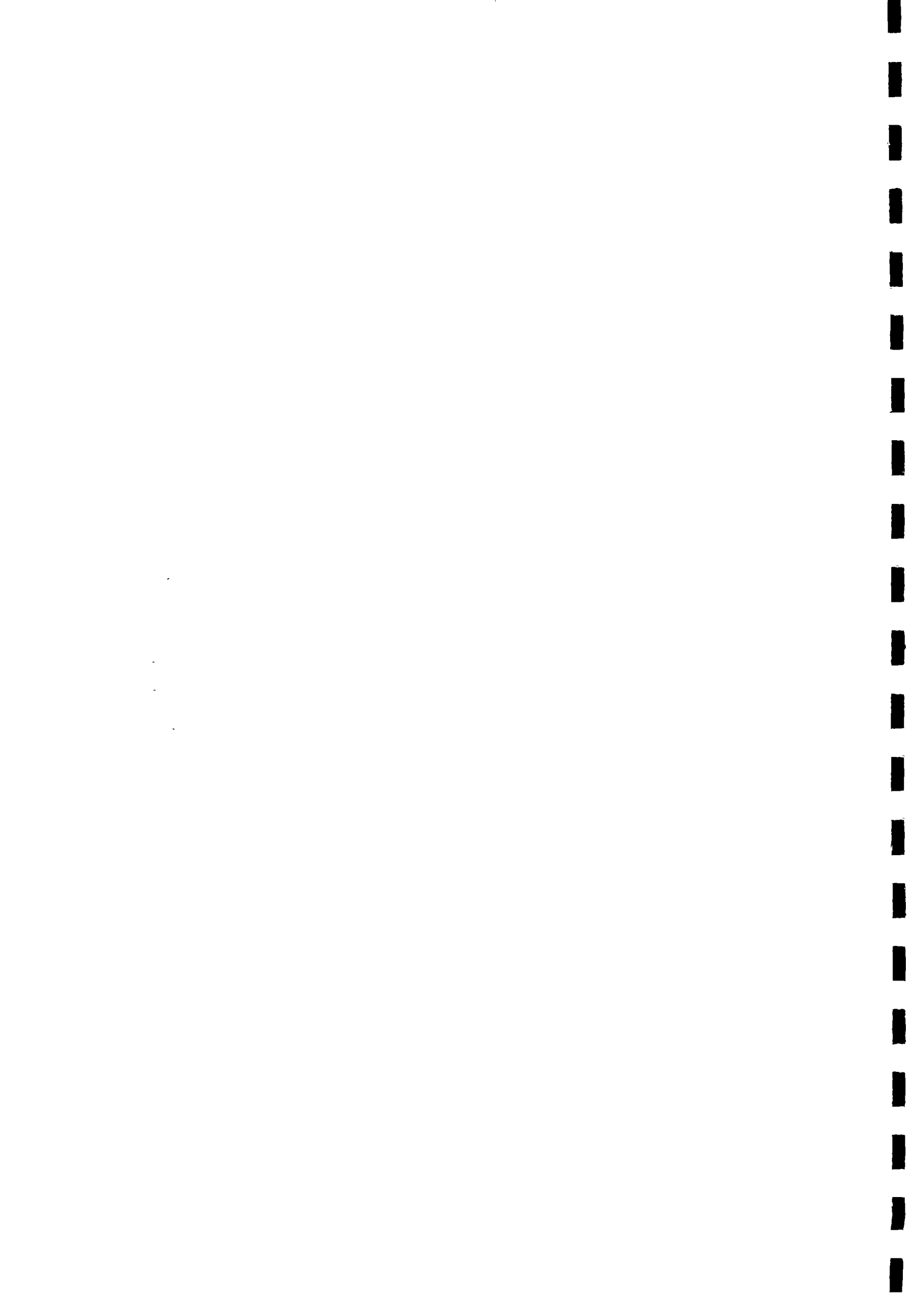


Table 8: % of All Households by Region Willing to Manage Local Water Supplies

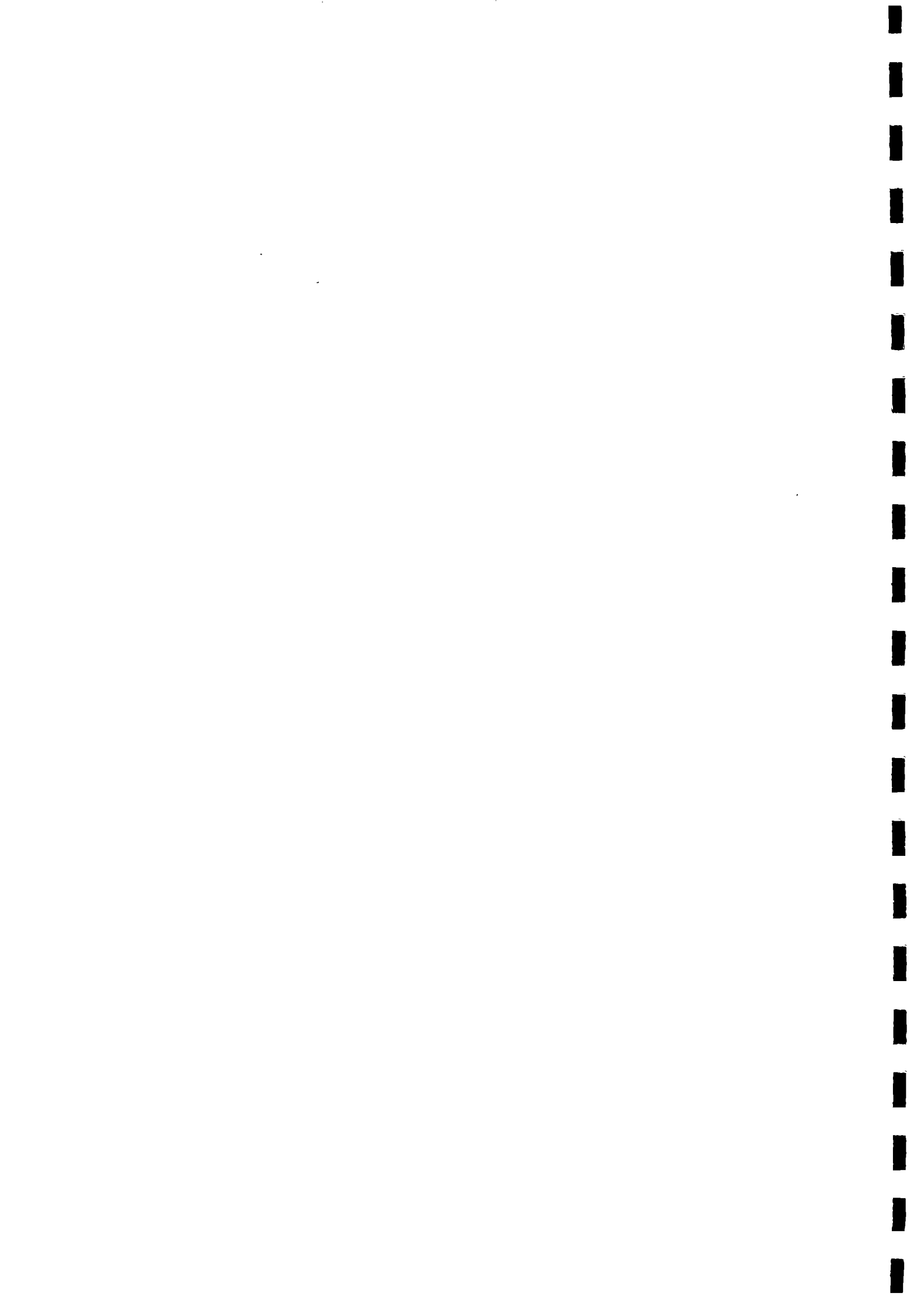
Region	% Willing to Manage
NATIONAL AVERAGE	78.9
Karas	77.6
Hardap	57.2
Ojozondjupa	73.5
Omaheke	85.5
Erongo	69.8
Kunene	67.5
Omusati	92.0
Oshana	61.5
Ohangwena	70.0
Oshikoto	83.5
Okavango	84.2
Caprivi	89.5

78.9% of all households interviewed nationally were, overall, positive about their role in managing water supplies locally. Up to 92% of all households were, on average, interested in managing their own water supplies. Omusati Region was the most interested, while Hardap Region was the least interested, although even in Hardap over half of the respondents expressed an interest in managing their own water supplies.

Findings do suggest that, while there is a high desire to manage own affairs, empowering communities to effectively manage their own water supply is fundamentally based on working towards local ownership from the *beginning* of the development, not 'turning over' the system after planning and installation has occurred. Historical experience with community action groups is lacking, while 60.6% agreed with the statement "in general, our community has not had much success with community groups". Respondents were quick to note that these problems did not necessarily arise from community conflicts, rather there was concern over the effectiveness of community management skills by groups and a fear over handing money.

3.5 Summary

Less than one-quarter of all households lived in communities with community action groups in the non-water arena. A higher 40.7% of all surveyed communities currently had waterpoint committees.

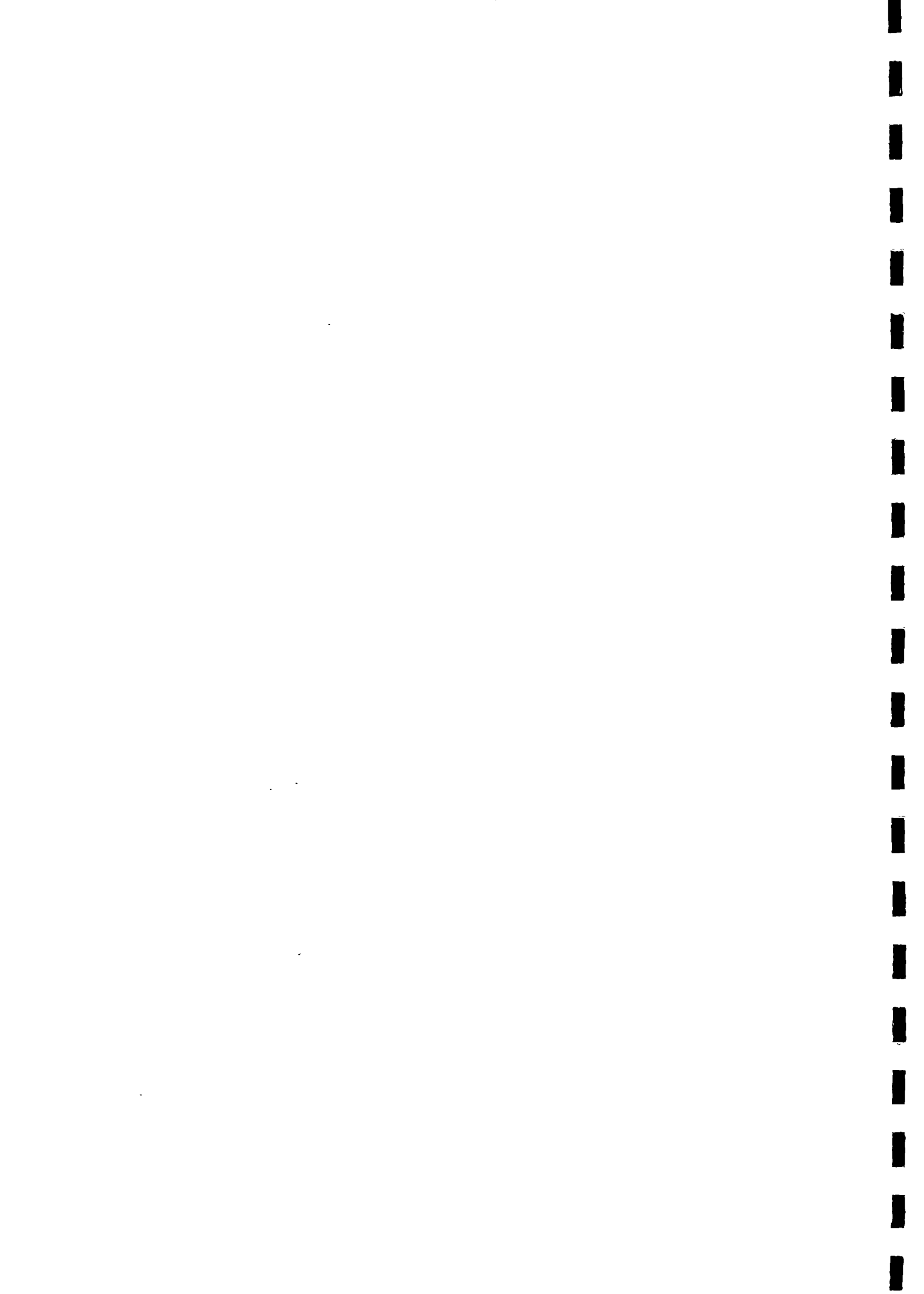


Over half of all households lived in communities where outsiders used their water resources, coming both from the same and different traditional authority areas. Few conflicts arose.

78.9% of all respondents had positive attitudes about local management of their own water supply. Attitudinal responses show that respondents intend that such management should begin before installation decisions are made, and should follow through the life of the installation.

Respondents were quite clear that training was both needed and desired before they felt that they could manage their own systems.

Finally, most respondents felt that democratic committees were central to the success of community management of rural water supplies.



4.0 Local Management of the Waterpoint

4.1 Introduction

A final set of questions were raised about contributions for water supply and how this linked to sustainability, system reliability, and community management. The first section deals with the history of contributions for community projects, followed by comments on attitudes about contributing for water, expectations in return for contributing towards water and managing their own affairs, and a set of questions related to knowledge of the actual costs of providing water in their area. Finally, a few ability to contribute issues are considered.

4.2 History of Contributions for Community Projects

Nationally, 12.7% of all respondents indicated that, over the past few years, money had been collected from community members for various development projects. Projects in the education sector were the most common, at one-third (33.7%) of all cases, followed by water (23.5%) and agriculture (19.3%). In-kind contributions were more common, at 43%, while voluntary labour contributions also occurred (18%). Over the past year, 5.2% of all respondents had paid for water at least once.

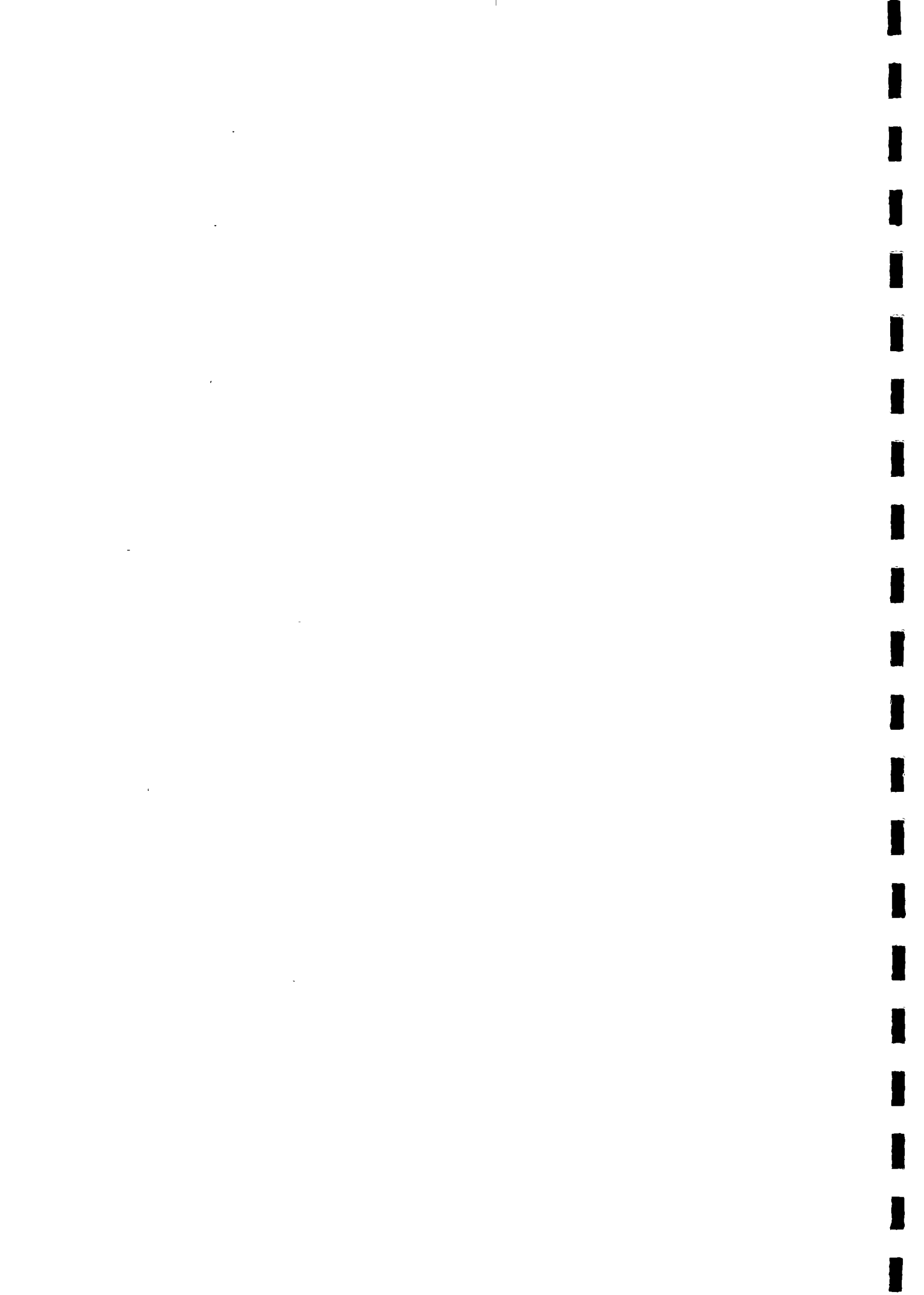
4.3 Attitudes Towards Contributing Towards Water

Respondents were asked a series of questions about contributing for water. Grouped attitudinal findings are indicated in the following figure:

Table 9: % of All Households by Region Willing to Contribute Towards Local Water Supplies

Region	% Willing to Contribute
NATIONAL AVERAGE	78.6
Karas	71.1
Hardap	54.2
Otjozondjupa	67.0
Omaheke	56.0
Erongo	66.4
Kunene	56.0
Omusati	89.5
Oshana	65.0
Ohangwena	80.0
Oshikoto	81.5
Okavango	77.9
Caprivi	87.0

An average of 78.6% of all respondents were positive in their views regarding contributions towards their water supply. Again, respondents in Omusati Region were the most positive, followed closely by Caprivi Region, while Hardap Region again had the lowest figure.



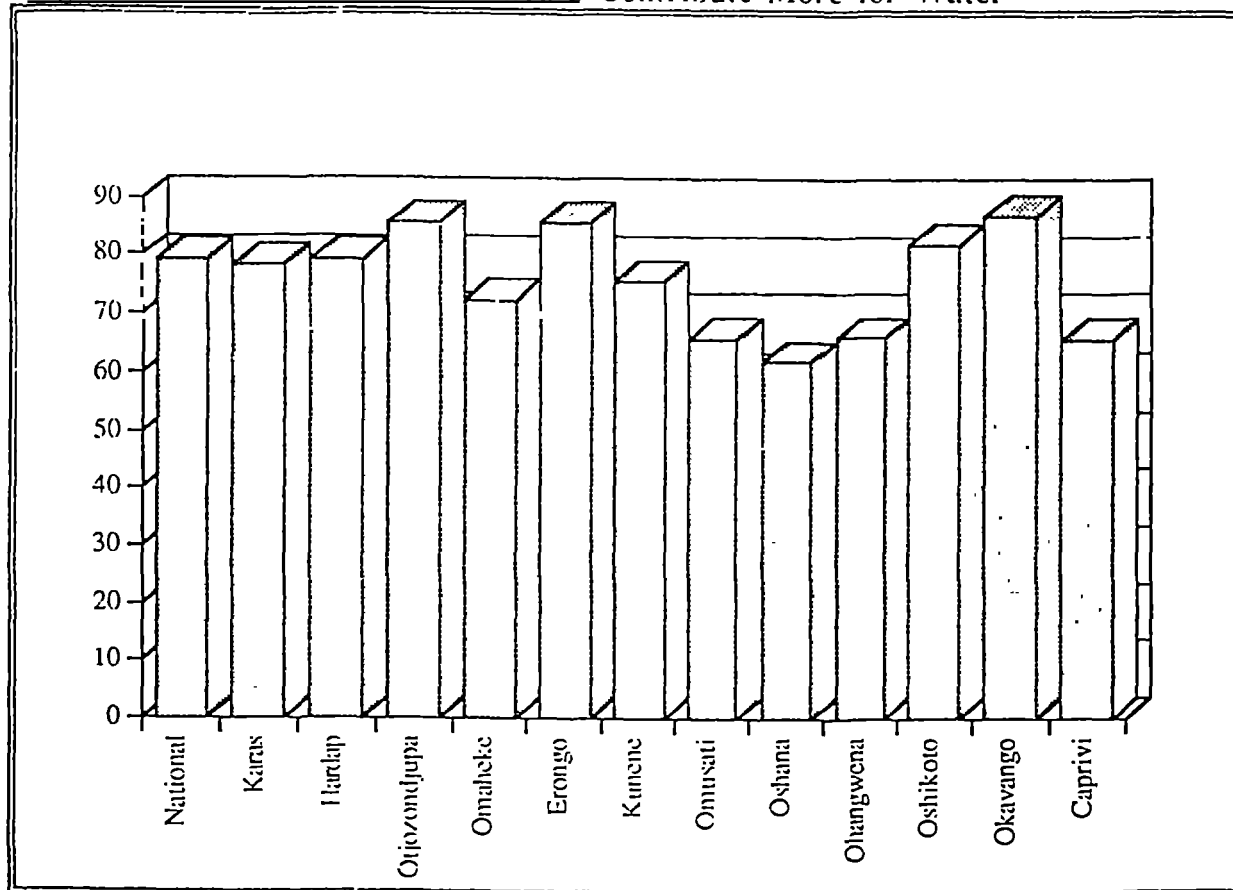
92.1% of the respondents agreed that basic services like water should be contributed towards as a matter of principal. Local-level key informants were, in general, in agreement with these respondents, although many in central area locations such as Otjozondjupa, Kunene South and Erongo appeared to be more concerned about the number of people *unable* to contribute than respondents from the survey, and therefore were less likely to agree that contributions should occur as a matter of principle.

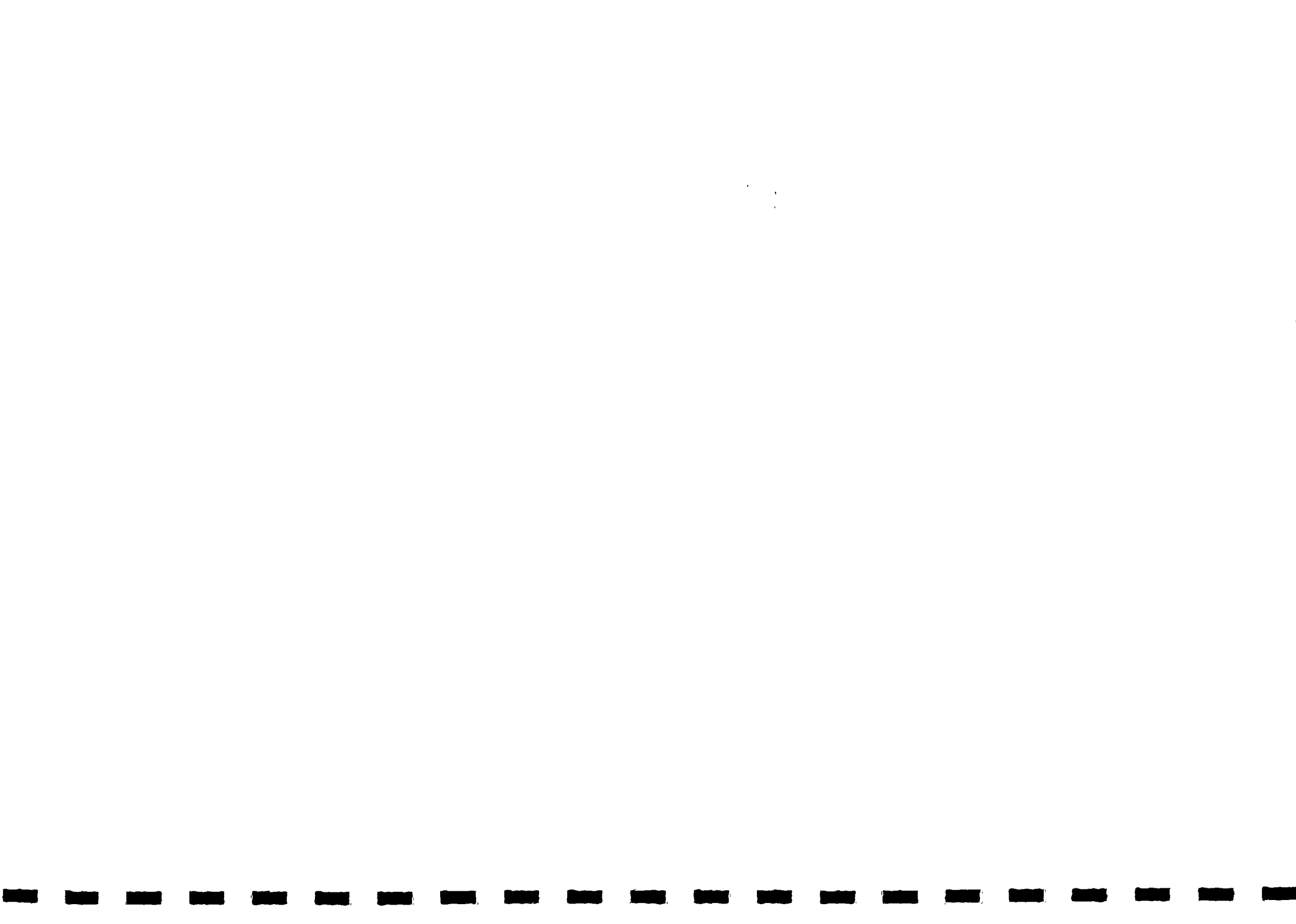
Nationally, there was also a feeling that contributions would lead to a sense of ownership (94.3%) and that this meant that the system would operate and be maintained well. However, 97.5% argued that water should not be contributed towards *until* improved water facilities were available. Further, 40.1% of the respondents were very concerned about how their communities would handle any cash contributions, and felt that committees should help in lessening problems.

4.3.1 Contributions for Livestock Water Use

Respondents were asked whether those with livestock should contribute more money towards an improved water supply, if these livestock used an improved source. Basic findings are given in the following figure:

Figure 5: Livestock Owners Should Contribute More for Water





Nationally, 79.5% argued that livestock owners should contribute more for water, with most of these (60.3%) arguing that contributions should be based on the number and type of livestock.

4.4 Expectations in Return for Contributions

Respondents were asked to consider what characteristics a water supply system would have to have in order for them to contribute for water. While 11% of the respondents indicated that they would never contribute towards water, the remaining 89% gave a variety of answers. Proximity (41.8%), reliability (29.9%), lack of shortfalls in supply (26.1%), good taste (13.6%), good yield (11.6%), ease of use (9.9%), and 'healthy' water (8.6%) were the most common responses.

4.5 Ability to Contribute

4.5.1 Household Incomes and Expenditures Survey

During 1993 and 1994, the Central Statistical Office undertook a nationwide Household Incomes and Expenditures Survey. The aim was to keep detailed records on incomes⁵ and expenditures⁶ for a three month period for a set of households. The data are presented below so that ability to pay can be provisionally considered.

First, overall median⁷ income is considered for the nation as a whole, and on a region-by-region basis.

Table 10: Median Income by Region

Region	Median Income (N\$) Per Annum
NATIONAL AVERAGE	N\$6,233
Karas	N\$9,387
Hardap	N\$7,065
Otjozondjupa	N\$6,619
Omaheke	N\$5,916
Erongo	N\$8,633
Kunene	N\$5,262
Omusati	N\$5,254
Oshana	N\$5,453
Ohangwena	N\$4,096
Oshikoto	N\$4,754
Okavango	N\$5,631
Caprivi	N\$3,586

⁵ Income includes cash income, in-kind 'income', and own production 'income'.

⁶ Expenditures include all consumption of income, including use of cash, disposal of in-kind income, and consumption of own production.

⁷ See the explanation in footnote 2 on page 6 above. For Namibia, given high levels of inequality within many regions, particularly in the central and southern regions, median figures are used instead of mean figures. Practically speaking, if a region, such as Omaheke, Otjozondjupa, Karas or Hardap, has a number of wealthy commercial farmers, the influence of their income levels on the overall median figure is minimised.



Median income for the nation as a whole was NS6,233 per annum, ranging from a low of NS3,586 in Caprivi Region and NS4,096 in Ohangwena Region, up to NS9,387 in Karas Region and NS8,633 in Erongo Region.

Assuming an average monthly contribution valued at NS10 per month (NS120 per annum), this would form 1.9% of median income for the nation as a whole, ranging from 1.2% for Karas Region to 3.3% for Caprivi Region

To better explore affordability by different income groups, the HIES survey also allowed 'quartile' breakdowns of the income and expenditure data, dividing the population into categories ranging from the poorest households to the wealthiest households (putting 25% of the population into each of the four categories). This helps to clarify affordability within different economic class groups.

Assuming that 5% of total income is available to spend on water, the following table shows how much expenditure could be afforded by each quartile group:

Table 11: Quartile Mean Income Expenditure on Water, Assuming 5% of Total Income is Spent on Water

Region	Q1 (N\$)	Q2 (N\$)	Q3 (N\$)	Q4 (N\$)
Karas	NS140	NS400	NS1200	NS1500
Hardap	NS94	NS230	NS956	NS3207
Otjozondjupa	NS115	NS263	NS460	NS1921
Omaheke	NS105	NS241	NS421	NS2673
Erongo	NS158	NS389	NS742	NS2938
Kunene	NS90	NS235	NS451	NS1345
Omusati	NS108	NS209	NS358	NS1016
Oshana	NS104	NS227	NS381	NS381
Ohangwena	NS91	NS164	NS266	NS774
Oshikoto	NS94	NS177	NS350	NS1122
Okavango	NS115	NS226	NS371	NS1084
Caprivi	NS79	NS162	NS272	NS1000

The table shows how much income could be spent on water, if 5% of total income were considered to be a target high figure for such expenditures. Findings suggest that Quartile 1 households could pay between NS79 per annum (Caprivi) and NS158 per annum (Erongo), with many regions clustered around the figure NS100. Converted to months, an average of NS8 for Quartile 1 households would be affordable under these assumptions (ranging from NS6.58 for Caprivi Region to NS13.16 in Erongo Region). Findings therefore suggest that, overall, water charges up to these levels would be affordable by households in all four income quartiles



It is worth considering, however, the relationship between these figures and current surplus income levels, as indicated in the following table:

Table 12: Quartile *Surplus* Income Compared to a 5% Total Income Expenditure on Water*

Region	Q1			Q2			Q3			Q4		
	5% (NS)	Sur. (NS)	Diff. (a/b)	5% (NS)	Sur. (NS)	Diff. (%)	5% (NS)	Sur. (NS)	Diff. (%)	5% (NS)	Sur. (NS)	Diff. (%)
Karas	140	275	<u>.51</u>	400	1854	.22	1200	9494	.13	1500	33878	.04
Hardap	94	20	4.7	230	450	<u>.51</u>	956	8734	.11	3207	26303	.12
Otjozondjupa	115	168	<u>.68</u>	263	601	.44	460	1171	.39	1921	11628	.17
Omaheke	105	57	1.8	241	747	.32	421	1132	.37	2673	15072	.18
Erongo	158	376	.42	389	986	.39	742	2188	.34	2938	20430	.14
Kunene	90	157	<u>.57</u>	235	1073	.22	451	2868	.16	1345	6729	.20
Omusati	108	102	1.1	209	253	<u>.83</u>	358	575	<u>.62</u>	1016	1856	<u>.55</u>
Oshana	104	41	2.5	227	495	.46	381	685	<u>.56</u>	381	5206	.07
Ohangwena	91	133	<u>.68</u>	164	75	2.2	266	308	<u>.86</u>	774	803	<u>.96</u>
Oshikoto	94	184	<u>.51</u>	177	194	<u>.91</u>	350	928	.38	1122	3840	.29
Okavango	115	56	2.1	226	326	<u>.69</u>	371	704	<u>.53</u>	1084	4576	.24
Caprivi	79	37	2.1	162	654	.25	272	774	.35	1000	5676	.18

* 'Sur.' refers to the Namibian dollar surplus that is, the difference between incomes and expenditures by quartile group. 'Diff.' refers to the percentage difference between the two (column 'a' divided by column 'b'), with figures under 1.0 indicating that the 5% figure is under the current surplus, and figures above 1.0 indicating that the 5% figure is higher than the current surplus. In the latter case, the figure is bolded, while in cases where the differential is higher than .5, this is underlined.

Quartile 1 households in Hardap, Omaheke, Omusati, Oshana, Okavango and Caprivi Regions have a surplus income below the amount which would be used to contribute 5% for water (figures are bolded), this is also the case for Quartile 2 households in Ohangwena Region.

In most other regions, the differential was over 50% of surplus income for Quartile 1 households; this was also the case for Quartile 2 households in Hardap, Omusati, Oshikoto and Okavango Region, and Quartile 3 households in Omusati, Ohangwena, and Okavango Regions.

Findings suggest that, while Table 11 showed that 5% of total income was affordable, if the money is taken from the current *surplus* income, it is not affordable for up to half of all households. Expenditure patterns would, therefore, have to be restructured to pay for water in those households.



4.5.2 Response to Households Who Would be Unable to Contribute

Given that some households would not be able to afford to pay for water at all times, respondents were asked what should be done in the case of households who were *temporarily* unable to contribute, due to a temporary setback. Following this, respondents were asked what should be done in cases where respondents were *consistently* unable to contribute. Responses are indicated in the following two tables:

Table 13: Response to Temporary Inability to Pay Situations

Region	Local Solution	Government Pay
NATIONAL	85.6	14.4
Karas	91.8	8.2
Hardap	76.5	23.5
Otjozondjupa	92.9	7.1
Omaheke	86.9	13.1
Erongo	94.6	5.4
Kunene	92.8	7.2
Omusati	95.5	4.5
Oshana	50.8	49.2
Ohangwena	89.5	10.5
Oshikoto	86.5	13.5
Okavango	84.6	15.4
Caprivi	97.4	2.6

Nationally, a majority of respondents felt that people who were *temporarily* unable to contribute should still be accommodated, and that local solutions could be found. Of interest, only a small percentage felt that Government should pay (14.4%). One-quarter of the respondents (22.3%) felt that households temporarily unable to contribute should not be allowed to use the waterpoint. Some of the local level key informants felt that labour contributions by poor households should be accepted in lieu of other contributions.

Table 14: Response to Constant Inability to Pay Situations

Region	Local Solution	Government Pay
NATIONAL	71.5	28.5
Karas	63.5	36.5
Hardap	65.8	34.2
Otjozondjupa	60.6	39.4
Omaheke	51.5	48.5
Erongo	84.6	15.4
Kunene	64.1	35.9
Omusati	83.5	16.5
Oshana	28.6	71.4
Ohangwena	80.5	19.5
Oshikoto	75.5	24.5
Okavango	68.2	31.8
Caprivi	92.8	7.2



The findings changed somewhat when people were asked about what to do with households who were *consistently* unable to contribute. Just over one-quarter (28.5%) argued that Government would have to step in and contribute for them. Many local-level key informants agreed, feeling that this was the only solution. However, almost three-quarters of all households argued that they could work out a local solution.

4.6 Summary

In 12.7% of all cases, respondents had previously been involved in development projects where money had been collected from community members. In one-quarter of all these cases, the projects were in the water sector. In addition, in-kind contributions were more common, at 43%, while voluntary labour contributions occurred in 18% of all cases.

Over three-quarters of all respondents had, overall, positive attitudes about contributing for water, and drew a link between such contributions and the development of a sense of ownership. A higher 92.1% agreed that basic services such as water should be paid for as a matter of principle. 97.5% tied contributions with the delivery by DRWS of an improved service, focusing on proximity, reliability, lack of shortfalls in supply, good taste, good yield, ease of use and healthy water. Only 11% argued that they would never contribute for water, no matter what.

79.5% of all respondents felt that livestock owners should contribute more if their livestock used water from an improved source, with 60.3% of these arguing that contributions should be based on the number and type of livestock.

Ability to pay findings suggest that the poorest households in the poorest regions would be able to pay up to N\$80 per annum on water in the poorest regions, and up to N\$150 in the wealthiest regions. However, as a percentage of *surplus* income, expenditure of 5% of total income would exceed or form a significant component of current surplus incomes in almost half of all households nationwide. In addition, many poorer households would have to restructure expenditures before they could pay for water; it is uncertain how many households could do this without affecting core expenditures on foodstuffs and other necessities, or whether this restructured income could come from discretionary expenditures (e.g., alcohol, soft drinks, etc.).



For those who were *temporarily* unable to contribute, 85.6% of all households felt that local solutions could be found, while for those *consistently* unable to contribute, 71.5% still felt that local solutions could be found.



WORKSHOP ORGANISATION



NATIONAL WRAP-UP WORKSHOP

COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

Organisation of the Workshop

Purpose

The workshop provides an opportunity to review work initiated in November 1995 at the Swapkopmund 1 (SW1) workshop, continued with the Swakopmund 2 (SW2) workshop and the regional consultations conducted since then. The regional consultations, consisting of a preparatory workshop, community consultations and a wrap-up workshop in each region, provided an opportunity for communities and individuals to comment on proposed recommendations and measures intended to improve rural water supply service.

This process of consultation provided a wealth of information, comments and suggestions for changes and improvements. This workshop's purpose is to glean from all the suggestions a common approach and to draft policy proposals to Cabinet which will lead to measures resulting in improved services, without infringing on the regions' prerogative to implement national policies and proposals in a manner most appropriate to their environmental and social conditions. Recommendations should therefore reflect national objectives the achievement of which the national Government will support (minimum service standards, maximum time for the achievement of targets, etc.), without preventing regions and communities from achieving better standards more quickly, if they have the capacity to do so with their own means.

Previous Activities and Recommendations

SW2 defined the objective of Swakopmund 3 (paragraph 42 of Summary Report) as follows:

To formulate a proposal for submission to Cabinet which includes:

1. Detailed Policy Proposals designed to implement WASCO Policy Statements
2. Guidelines for Community Participation
3. Organisational Structure designed to support communities
4. Strategic Investment Programme
5. Guidelines for Financial Management and Cost Recovery
6. Programme Implementation

The instructions of SW2 further provided for DRWS to draft the documentation needed to complete the Cabinet Proposal. It also recommended that, if such documentation had not been prepared, Swakopmund 3 provide guidance to DRWS for the completion of the Cabinet Proposal. The documentation anticipated by SW2 is available in part and will be reviewed at



this workshop. This documentation, and the recommendations resulting from the regional consultations, will be reviewed during this workshop during the plenary session on Principals and WASCO Statements, and during the working group deliberations. The results of this review will guide DRWS in the preparation of the Cabinet Proposal.

During the regional consultations, a consensus developed that cost recovery needed to be part of an overall approach to rural water supply based on community ownership and management of rural water supply systems, and the communities participation in the planning of water supply development. This places rural water supply activities in the mainstream of the Government's decentralisation efforts promulgated in the December 1996 Cabinet Decentralisation Policy. The proposed revisions of the WASCO statements, and the issues to be reviewed by the working groups, address cost recovery and community management in the context of the new Decentralisation Policy.

Process

The Process proposed for the deliberations of this workshop is as follows:

WASCO Statements have been reformulated reflecting comments and suggestions made during the consultation process to produce revised WASCO Statements. The plenary session dealing with this topic should review the proposed revised statements, suggest improvements as necessary, and accept the final wording to be submitted to WASCO for endorsement and forwarding to Cabinet for approval. To facilitate the review, both original and revised Statements are provided side by side in tabular form. Both to clarify the intent of the statements, and to introduce additional ideas. For example, the four principles which guided the discussion during the wrap-up workshops have been incorporated into the statements. If necessary, the chairman will appoint a small working group to resolve any conflicts which may remain at the conclusion of the plenary session dealing with the subject.

Recommendations made during the regional consultations by each of the regions have been consolidated and, where contradictions existed, an attempt has been made to resolve the issue. The resulting proposals are presented in the Issues Papers which will be briefly presented during a plenary session and then examined in detail by working groups charged with reviewing specific issue papers. No discussion in the plenary session is provided for after the issue paper presentations because the discussions will take during the working group sessions. The purpose of presenting the issue papers in the plenary session rather than to the working group is to provide every participant with knowledge of what will be discussed in the various working groups. The working groups are charged with developing a consensus on the issues discussed and to draft recommendations acceptable to all regions. In doing so, the working groups will need to keep in mind that different regions will have to be able to implement the recommendations in a manner which reflects their local environmental and social conditions. The product of the working groups' labours will be a revised draft issues paper reflecting the consensus of the working group.



Language, or rather limitations in translation, may negatively influence the efforts of participants' work. Simultaneous translation of several languages is beyond the capacity of the workshop organizers to arrange. It is therefore suggested that bilingual staff make themselves available to translate informally during plenary and English working group sessions for those who need assistance.

At the same time it is recognised that many people are capable of reading English documents and understand presentations reasonably well. However, because they do not generally use English in their daily activities, they may not be comfortable expressing themselves freely in English. To ensure fullest participation, the second day will consist of English topical working group sessions in the morning, and group sessions by language in the afternoon. In language sessions, all topics can be discussed, and the conclusions and recommendations reported back to the facilitator for incorporation into the English working group report. Further details are discussed in the Instructions to Working Groups.

Working Groups' Draft Issues Papers will be reviewed by all workshop participants in a plenary session during which general agreement should be reached on the incorporation into the working group reports of suggestions offered by plenary participants. The final text produced by the working groups will then be presented to and approved by the participants at the concluding plenary session of the workshop. Draft documents are produced on yellow paper. The final version approved by the working group and plenary will be printed on white stock and distributed to participants to replace the yellow drafts in their folders.

The Instructions to Working Groups include lists of participants assigned to the different working groups. DRWS has endeavored to make assignments ensuring equitable representation of regions and also reflecting known interests and expertise of the participants. Anyone preferring a different assignment should advise the secretariat or contact Mr. K. Tjijenda of the Workshop Working Group who will attempt to arrange a transfer, provided the overall distribution amongst working groups is not adversely affected.

Output

At the conclusion of the workshop, the participants will thus have produced the following documents representing a national consensus as represented by the participants:

1. Draft Principles and Statements for endorsement by WASCO; and
2. Issues Papers for the guidance of DRWS in the
 - a) Formulation of a Cabinet Proposal
 - b) Formulation of an Implementation Strategy
 - c) Adoption of a National Organisational Structure
 - d) Guidelines for Community Management and Participation

**WASCO STATEMENTS
AND
PRINCIPLES**



NATIONAL WRAP-UP WORKSHOP
COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

COMMUNITY MANAGEMENT PRINCIPLES AND WASCO STATEMENTS

PREAMBLE:

At the heart of community empowerment and cost recovery is the willingness and ability of communities and individual citizens to take responsibility and ownership of the water systems and to pay for water service. The participation of all individuals, families, communities, groups and organizations is essential. The perspectives of these, based on life situations and realities, need to be heard and incorporated into the enactment of these Statements which are eventually to be proposed to Government for adoption as sector policies.

From April to December 1996, a process of intense consultation with rural water supply stakeholders was held to ascertain the interest of communities to assume control over their own water supply services and to determine the measures required to transform the Directorate of Rural Water Supply from its present role as the provider into that of a facilitator of rural water supply. In the course of these consultations, four principles which in the future should govern community managed rural water supply evolved and modifications of the WASCO Statements were proposed. During the National Wrap-Up Workshop (SW 3), a fifth principle was introduced and approved by the participants. The original four principles and the proposed modified WASCO statements were accepted by the participants without changes. To facilitate the review of the statements by WASCO, the original version and the proposed modified versions are presented side by side.

This participatory process of consultation leading to the regionally responsive implementation of national policies will continue to be used whenever it becomes necessary to further develop sustainable water service delivery and the policies which guide it.



PRINCIPLES

1 Community Responsibility

The Communities undertake to accept full responsibility for, and eventually, full ownership of their own rural water supply service.

2. National Organisational Structure

The Communities and the Government accept the organisational structure as proposed and accepted at the regional preparatory workshops to implement and guide the community based management process.

3. Community Organisation

Communities will manage and control their own individual water points and accept the related responsibilities

4 Implementation Process

Implementation of community based management will be phased in accordance with the capacity of both the Community and the Government

5. Partnership

Both the communities and the GRN recognise that the transfer of responsibility for the management of rural water supply to the communities will be a gradual process, with the timing of the transfer determined by the communities' ability to assume their responsibilities. Until that transfer GRN, through DRWS, will endeavor to continue its present support and will not transfer responsibilities to communities without the means required to exercise them

WASCO STATEMENTS

WASCO endorsed Statements

1. Water is an economic good and consumers shall pay for water supply service Tariffs shall be set at levels to cover operation and maintenance for an initial three year period and be incrementally increased during the next six years

Proposed modified Statements

1. Water is an economic good and consumers shall pay for water supply service. Revenues from the provision of water supply service shall cover operation and maintenance costs within five years and full costs within ten years



to achieve full cost recovery in nine years.

2. Regional Governments in the 13 regions of Namibia will be responsible for the planning of management of rural water supply and the establishment of water tariffs in their respective region. Regional Governments will establish an appropriate committee structure in each region.
- 3 Revenue from water tariffs will remain within the region and be managed at the lowest appropriate community level.
- 4 A lifeline tariff to charge for basic needs consumption shall be implemented to ensure social equity and the availability of water to all Namibians
- 5 The first priority will be water for human consumption Subsistence livestock farming shall be accorded second priority.

2. Regional Governments in the 13 regions of Namibia will be responsible for the development, planning and management of rural water supply. They will establish appropriate organisational structures needed to empower and support local communities in their water supply management

Endorsed 3 eliminated, replaced by new 4.

Endorsed 4 eliminated, replaced by new 4.

3. Same as endorsed 5

4. Revenues collected from water users will be managed by the collecting water point committee who shall, in consultation with the community it serves, establish appropriate charges (which should include bulk water costs, where applicable), including a lifeline charge to satisfy basic needs of low income users Regional and central Government will provide subsidies, if required to supplement community cross-subsidies, or to protect regional and national economic interest.



6. Within Regions cross-subsidisation will be used to ensure a basic needs supply for all. Cross-subsidization will also be applied as dictated by regional and national interest.

Endorsed 6 eliminated, replaced by new 4.

7. A disincentive tariff, including a natural resources user fee combined with a limitation of water supply, will be applied to control overgrazing by livestock and assure long term sustainability of the environment

5. A disincentive tariff will be applied to control excessive use, where water resource constraints make it necessary.

8 Within the limits imposed by resource availability, minimum acceptable water supply to all Namibian communities recognised by Regional Government, will be based on.

6. Same as endorsed 8

8.1 maximum walking distance of 2,5 km

8.2 a minimum of 15 liters per person per day, which may be regionally adjusted following studies to determine actual water needs

8.3 a maximum of 30 minutes waiting time at the water collection point.

9. A national compensation fund shall be established to finance the provision of water for wildlife and pay damage to water installation caused by wildlife. It is recommended that the fund be financed through a tourist levy because the tourist industry is the principal beneficiary of wildlife support undertaken by water suppliers

7. Same as endorsed 9

Note: The ministry of Environment and Tourism (MET) does not endorse this method and is formulating different proposals. It will be necessary for WASCO to agree with MET on an appropriate method which ensures that the beneficiaries of the water supply pay for the cost of supply and damages



10. The principle of full transparency will be followed by national and regional governments and all committees responsible for water supply.

11. It will be ensured that women are included as full partners in the planning, development, management and decision making of rural water supply

8. Same as endorsed 10

9. Same as endorsed 11

10. A Rural Water Supply Development Fund should be established, funded initially by Government and Donors and eventually from interest and loan repayments, to finance the development of rural water supply. The fund should establish lending policies and interest to be paid based on need, payment and operating capacity of applying communities.



ISSUE PAPERS

**PAPER 1: EMPOWERMENT OF
THE COMMUNITY**

**PAPER 2: MANAGEMENT OF
THE WATER POINT**

**PAPER 3: HOW TO IMPROVE
THE SERVICES**

**PAPER 4: TIMESCALE FOR
IMPLEMENTATION**

**PAPER 5: FINANCIAL
MANAGEMENT AT
COMMUNITY LEVEL**



INTRODUCTION TO ISSUE PAPERS

The workshop organisers prepared issue papers reflecting the recommendations developed during the regional consultations. These issue papers were reviewed by working groups. The versions presented in this report have been modified to reflect the working group recommended changes agreed to by the plenary session.

Issue paper 1 is the original paper prepared by the workshop organisers because working group 1 choose to base its discussion on questions prepared by the DRWS development planners. This report therefore contains those questions and the answers provided by the working group. The original issue paper is included so the reader can review the conclusions resulting from the regional consultations.



GROUP 1

COMMUNITY EMPOWERMENT THROUGH REGIONAL STRUCTURES

1. OWNERSHIP

- Yes, through Management, operation and Maintenance.
- Full responsibility after handing over. If WP is in good operational condition.
- Control of WP
- Authority

QUESTION: How do you own WP on land that you do not own?

2. VANDALISM AND CARELESSNESS

- Yes, Vandalism will be minimised.
- Government to replace damages cause by wildlife and natural disasters.

3. TRAINING AND CONDITION OF WP

- Yes, the training is necessary and should go hand-in-hand with ownership.
- Rehabilitate WP before handing over.

4. USER OWNERSHIP

- Yes.

5. LEGAL STATUS

- Yes, but in case of emergencies the private WP owner should assist the community on Cost Recovery basis.

As there are three types of WP e.g.

- Community WP
- Private owned WP in Communal Land
- Government drilled, but private installed WP
- In case of emergencies the private WP owner should assist the community on Cost Recovery basis.

6. INCLUSION OF VANDALISM IN CONSTITUTIONS

- Yes, for culprits to be punished through the existing community court (in liaisons with the police).

7. NATIONAL ORGANISATIONAL STRUCTURE

- Yes.



8. CHANGES IN NATIONAL ORGANISATIONAL STRUCTURE

- Yes, DDC between VDC and CDC.
- That RC and TA be placed between Line Ministries and RDC.
- That RC be linked to NPC directly.
- TA may be elected in VDC - CDC depending on community.
- TA to be represented by one or two members or nominees on RDC.

9. STRUCTURE TO SUIT SPECIAL REGIONAL NEEDS

- Yes, fully.

10. ESTABLISHMENT OF COMMITTEES: DC'S

- Democratic election.
- Fair representing of existing structures, e.g. -handicapped
 - Gender balance
 - Farmer's Unions and Associates
 - Traditional leadership
- Where applicable Civil Servants may only serve in an advisory capacity and not as members.

11. REPORT AND FEEDBACK

- Yes, after changes and concerns.

12. DECENTRALIZATION

- If the NOS is implemented according to the set objectives and structures.

13. GOVERNMENT ROLE - ESTABLISHMENT OF DC'S

- Provide CLO's to facilitate the process. (MRLGH)
- Assist with the drafting of legal and constitutional documents
- Regional Councillors should initiate within their Constitution, involving traditional leaders at village level.
- Co-ordinated working extension services of all line ministries, NGO's in the regions.

14. ROLE OF TRADITIONAL LEADERS

- To provide an enabling environment for changes and positive participation.
- Positively motivate the formulation and functioning of Committees

15. PARTNERSHIP - GOVERNMENT AND COMMUNITY

- Yes.



16. DRWS ROLE CHANGED RDC

- Yes, if it goes with economic upliftment of the communities.
- WASCO recommendations (SW 3) to come back to Community for final scrutiny and transparency before forwarded to Cabinet.

17. IMPLEMENTATION OF O & M

CLO's

- Yes, gradually as recommended in Regional Wrap-up Workshops.

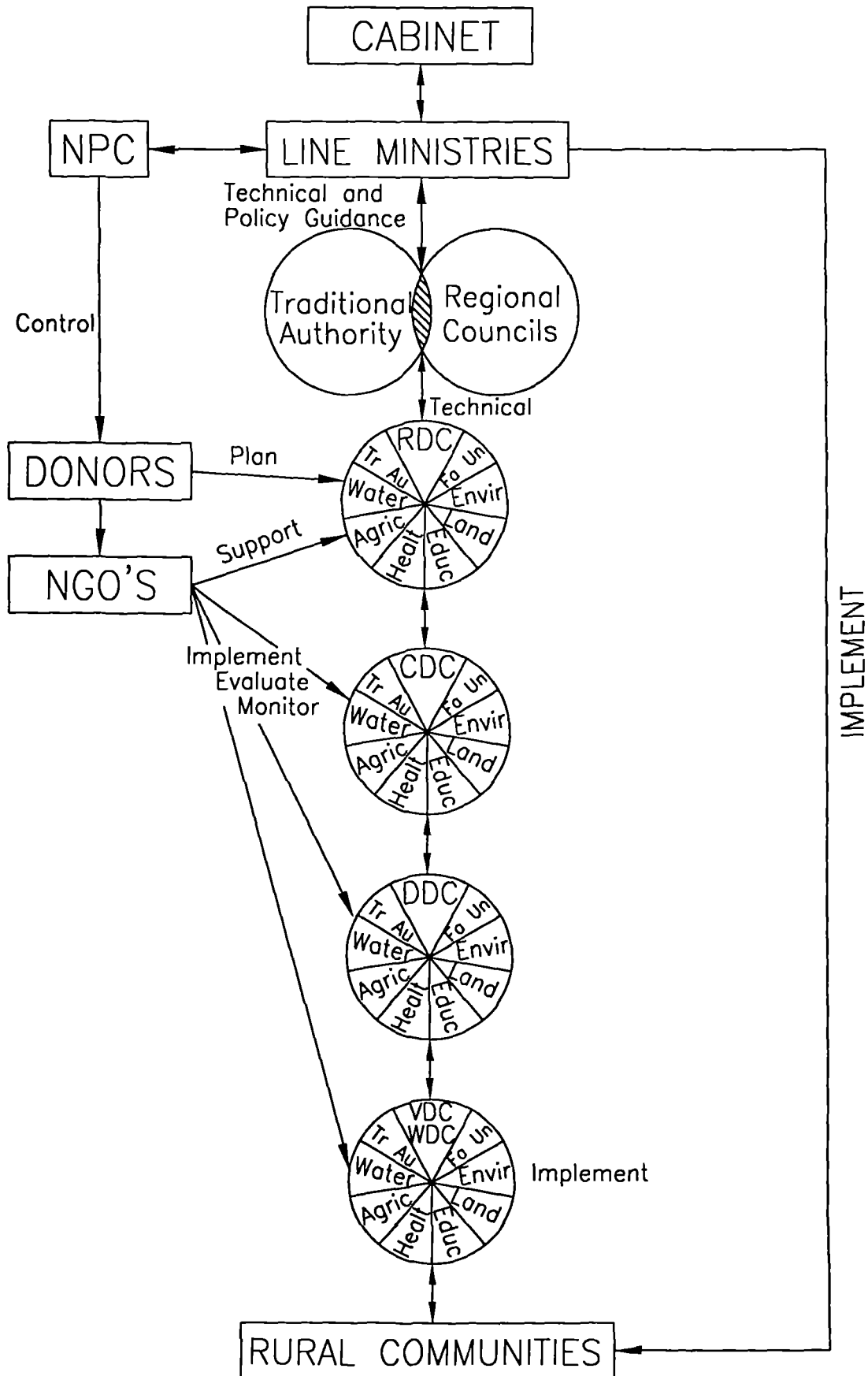
WP	-	Waterpoints
DDC	-	District Development Committee
VDC	-	Village Development Committee
RDC	-	Regional Development Committee
CDC	-	Constituency Development Committee
CLO's	-	Community Liaison Officers
NGO's	-	Non-Governmental Organisations
O & M	-	Operation and Maintenance





NATIONAL WRAP-UP WORKSHOP ON COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

NATIONAL ORGANISATIONAL STRUCTURE





**NATIONAL WRAP-UP WORKSHOP
COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY**

ISSUE PAPER 1

Community Empowerment through Regional Structures

Introduction

This is a brief overview from the recommendations and summaries of the 13 regions, reflecting the discussions which took place during regional consultations and the National Wrap-up workshop on Community Management of Rural Water Supply. The first WASCO Statement declares that water is an economic good, that therefore the consumers shall pay for water supply services. This issue paper reviews the basic requirements for cost recovery, the empowerment of the communities to manage their own water schemes. The issues reviewed include:

- OWNERSHIP
- LEGAL STATUS OF WATER COMMITTEES
- NATIONAL ORGANIZATIONAL STRUCTURE
- RELATIONS BETWEEN WATER COMMITTEES AND DEVELOPMENT COMMITTEES
- ROLE OF TRADITIONAL AUTHORITIES AND
- PARTNERSHIP RESPONSIBILITIES/COMMITMENTS

1. Ownership

The concept of "ownership" is clearly the key to sustainable, community management of a rural water supply system. All 12 regions served by rural water supply schemes believe that water is for everyone, that those using water points should own them, and that that would have a clear and a positive impact on the physical and organisation management of the scheme by the communities. In all the 12 regions, it was clear that the community wanted to own their own water point and be responsible for repairs if adequate training were offered by Government (GRN). It was felt, however, that this idea could only succeed if individual water points operated according to the wish of the community at large.

Hence, each Water Point Committee (WPC) will decide its own approach which will be incorporated into the water point committee constitution. It was very clear from the discussions with the communities that, if all water points were brought to a higher standard of maintenance, they will have no problem to take over and maintain the water point for generations to come.



The general feelings from the communities is the overall control of WP, which they hope will ultimately help the communities understand the concept of full cost recovery.

2. Legal status

Here, a constitution is needed in order to prevent abuse of water points (WPs). Any decisions taken about WPs should only be taken by people who belong to that particular WP. Thus, the legal document should give rights and obligations to individual Water Point Committees (WPCs) to conduct their business. There should be a clause, which protect the poor and monitoring groups. The WPC's should also be given the right to:

- operate public services and to collect contributions and administer public funds,
- open accounts and enter into contracts,
- sue and be sued and seek enforcement of Government commitments,
- punish culprits and take abusers to court, and
- have the power to do all those things necessary for the proper administration of a water point or water system.

Punishment should be in accordance with set rules (as existing laws).

The legal status should be legalised, if necessary by way of a legislative act, and the legal document for each WPC based on this act should be a tripartite agreement defining the respective powers and obligations of the national and regional Governments and the WPC.

DRWS should initiate action leading to a draft standard tripartite agreement which can be agreed upon between the national and regional Government and amended by the latter to suit the circumstances of particular WPCs.

3. National Organizational Structure

The National organisational structure as amended after Swakopmund I and II and during the regional consultations, with the Traditional Authorities being represented on the Central and Regional Development Committees, is accepted by the communities. Most regions felt that Traditional leaders should be members of the various committees, and good working relationship should established between GRN and the communities.

During the regional consultations it was recommended that farmers unions should be represented on all three Development Committee levels, i.e. on the Village, Local and Regional Development Committees. All committee members are to be trained and all organisational structures as proposed to be in place to enable water points to function properly.

Traditional and regional council have the power to channel development projects, including proposals for water supply improvements, from the regions to the line



Ministries, among other functions. They therefore have to be part of the national organisational structure. All regions saw the need for such a structure and accepted the proposed National Organisational Structure which is attached to this paper. However, several regions indicated a need to make some modifications to the structure to reflect local conditions. Such adaptations are in keeping with the Government's decentralisation policy, provided they adhere to the overall pattern of the national structure.

4. Relation Between Water Committees and Development Committees

A strong, reliable and co-operative relationship should exist between water committees (WC) and development committees (DC) at every level, because the purpose of both is to work for the improvement of the well being of their constituents. WCs may be part of the DCs, for example as sub-committees, under administrative arrangements agreed upon between them and the community. Where a DC does not exist, the WC may assume some or all of its functions or transform itself into a DC, if the community so decides. Whatever the organisational structure, the focus should be on co-operation.

5. Role of Traditional Authority

In most regions, it was felt that the Traditional Leaders should be members of the different committees. They hope that having traditional leaders form part of the committee structure will strengthen the functioning of committees. Those regions with less emphasis toward traditional leaders felt that the Regional Council should be part of the committee structure. It was generally felt, however, that in accordance with democratic principles the representative of the Traditional Authority could or should not be elected as required by the various committees. The participation of traditional leaders is covered in detail in issue paper 2 and need therefore not be discussed by working group 1.

6. Partnership/Responsibilities/Commitments

At this particular point, the communities realise that, a strong honest relationship between GRN and community should be a priority, because at present the Government is paying for everything that rural communities are using. This is considered to be a negative relationship, since when only the Government is doing everything for communities, there is a lack of commitment on the part of the communities.

At present, due to limited resources, the communities hope that the GRN will provide the most expensive parts and make the major repairs; after adequate training, the communities hope to take over that function and maintain the facilities themselves.

The decentralisation policy passed by Cabinet in December 1996 will eventually result in more and more functions now exercised by national agencies and line ministries being transferred to regional and local authorities. The role of DRWS will



also change from that of a provider of services to a facilitator assisting regions and communities in their own activities in rural water supply. Central functions will probably include the development of policies and standards, strategic planning, technical assistance in water supply development and operations and training, and monitoring of activities in order to advise Government on the efficacy of the programme being implemented.



Graph of National Organisational Structure

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NATIONAL WRAP-UP WORKSHOP
COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

ISSUE PAPER 2

Management of the Water Point

Introduction

Throughout the regional consultations, communities have indicated time and again their understanding that assuming ownership of the water point and in turn ensuring sustainable management entails both rights and obligations. That is to say, the right to participate in the planning of the facilities which will serve the community, to make decisions affecting the implementation of the planned facilities, and the method of administration and operation. On the part of obligations are: to have a form of community organisation for the area served by the water point, skills to manage the water point, as well as financial resources to maintain the water point. Consequently the notion of management of a water point (including the ownership) was accepted by communities with recommendations on these aspects.

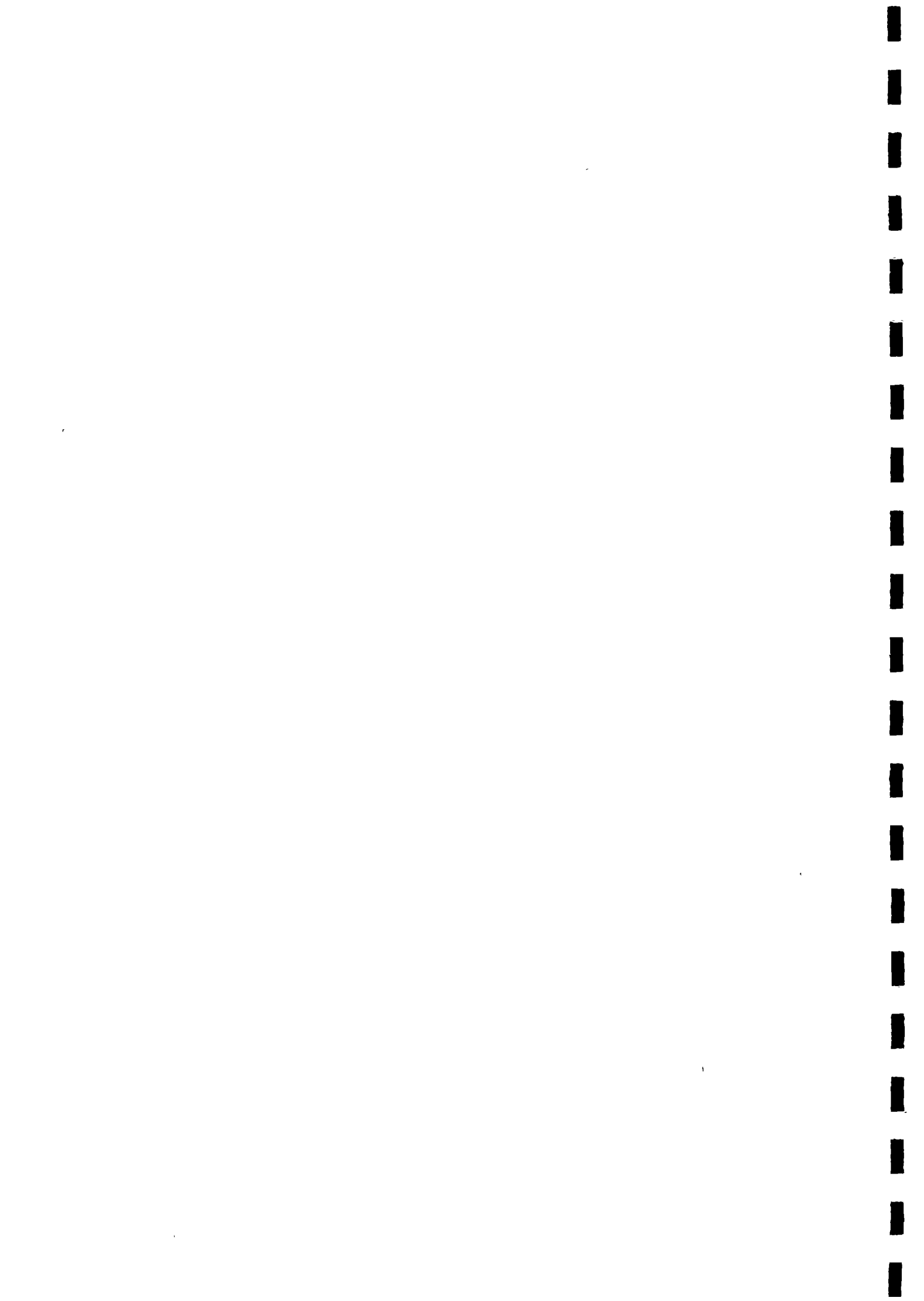
1 Organisation

The Community must be organised in a representative's structures such as the Water Point Committees (WPC's) which are an appropriate tools for a community to expressed their request to the Government. The WPC is accountable to the community and is entrusted with the following tasks.

- a) to manage and take decisions pertaining to water point.
- b) collect contributions from the users and control them in an open and accountable manner.
- c) to operate and maintain the water point
- d) to determine subsidies' allocation.

It was recommended that WPCs should be guaranteed by a legal status which defines the rules and regulations of a particular water point in their constitution and also gives them the authority to :

- a) enforce discipline
- b) discipline offenders (e.g. involved in vandalism, reluctance to contribute)
- c) to go into joint (bilateral) agreement with other water points or institutions.



- d) Solve issues arising around the water point and refer those that are beyond their capacity to other levels e.g. traditional courts and magistrate courts.

The WPC should be comprised of members who are permanently residing in the particular community, and who use the particular water point. It is also recommended that the election of the members be conducted in a democratic process with equal and proportional representation of all the users including women and minority groups. Members are also expected to be mature and responsible persons. The Caretakers must be reliable persons who will always remain in the community. The term of office of WPC members should not exceed three years and the actual period should be stipulated in the particular WPC Constitution.

2 The Role of Traditional Authority

Traditional Leaders may directly or indirectly be involved in the management of the water point. They can play the role in the following manner

- a) they may sit in WPC meetings on advisory capacity
- b) they must not be members because they must exert power from outside in assisting WPC in the following :
 - i) **punishment of WPC members through traditional courts.**
 - ii) **resolving conflicts at water points and attending to issues affecting their communities.**
 - iii) **leading in community management and contribution.**
 - iv) **identifying community members deserving subsidies.**

The above-mentioned points do not necessarily discriminate against Traditional Leaders from being members of water point committees, but rather reflect the community concern in regard to the neutrality, objectivity and workload of the leaders in handling issues at a local level

3 Financial Organisation

The financial resources contributed by communities for the purpose of maintaining the water point can be secured under these conditions :

- a) WPC shall set and review contributions (in cash, kind or labour) to be made by the users, in consultation with the community, and collect and manage the funds in a transparent manner. The funds can be deposited in a Bank account or other community saving methods (if applicable) with financial record to be audited regularly by a person from outside the committee. The auditor must be identified by the community themselves on annual basis.
- b) Contributions shall be determined separately for
 - i) human consumption,



- ii) water use by large users, such as commercial enterprises and farmers, whose water use should preferably be metered,
- iii) livestock consumption separately for large and small animals.

The community should consider the establishment of a lifeline supply to ensure that low income users will be able to purchase water for basic needs at a cost they can afford, or devise some other convenient arrangement to accomplish that purpose.

Note : " Lifeline " charges may also be set for Livestock to distinguish between subsistence and commercial farming (e.g. lower rate per head of cattle for a small number of cattle and a higher rate per head if the number of cattle exceeds that number).

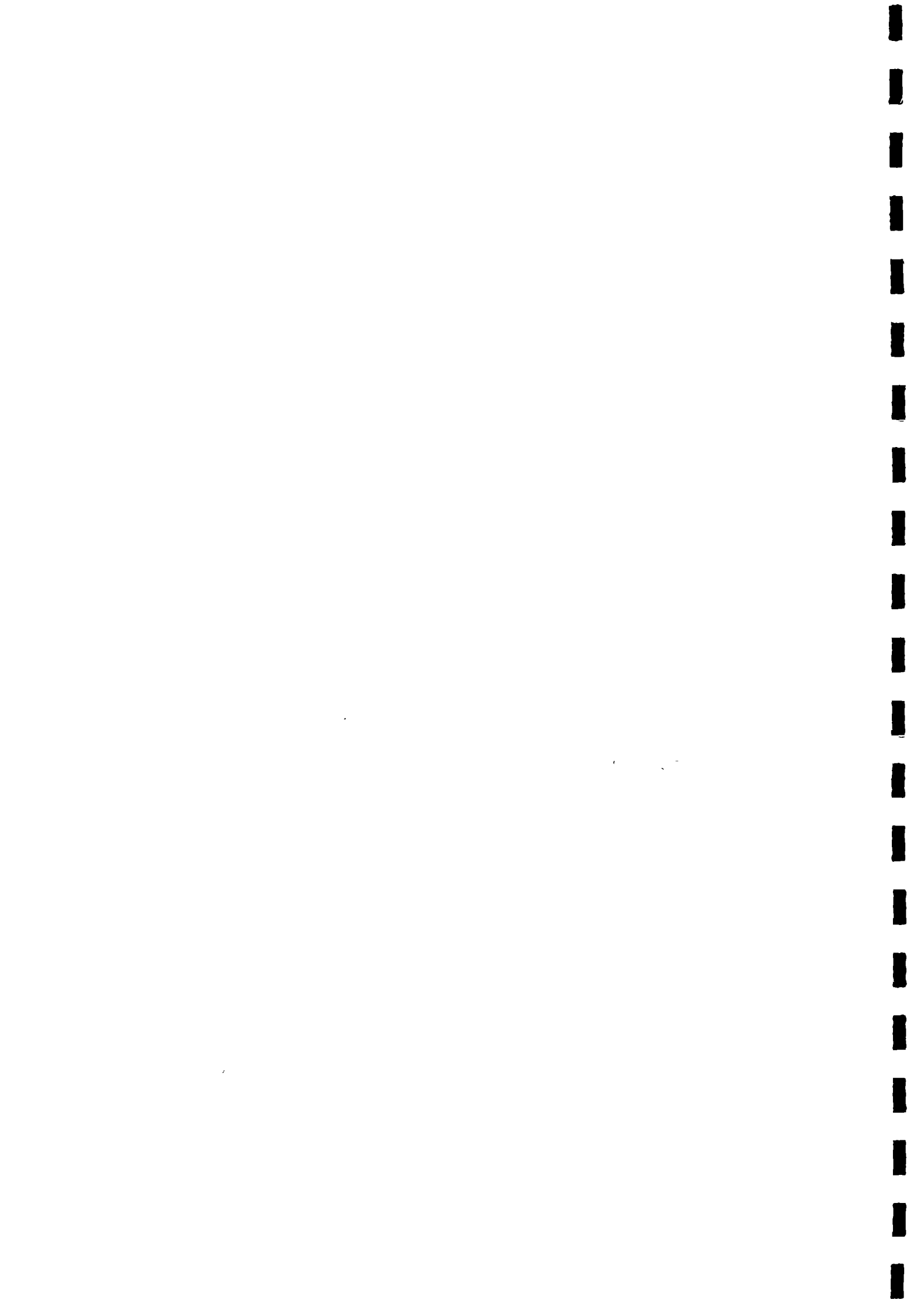
- c) Contributions may be money, in kind (including livestock or other marketable farm products) or labour which is proposed for users unable to make contributions in money or in kind.
- d) Arrangements to pay for those unable to contribute are generally felt by the majority of the regional consultation participants to be the responsibility of the community. A minority believed that the community will need some assistance from government, particularly to help compensate for those users lacking resources to pay on a permanent basis.

Note : Clear and transparent rules or guidelines for subsidy eligibility of communities should eventually be established by both regional councils and central authorities based on guidance provided by this workshop. These rules should differentiate between routine problems the communities can handle, and major disasters, such as drought and economic hardships beyond community control. The working group should suggest possible rules, giving due consideration that national, regional and community resources are limited.

4. Training of Community Members (Human Resources Development)

It was reiterated by almost all participants in the consultations that training is a prerequisite to the management and subsequent ownership of water points by communities. Thus, WPC and Caretakers must be trained in different sorts of skills relating to the management of the water point. Training of trainers should precede the training of communities. These fields were generally identified during the consultation process :

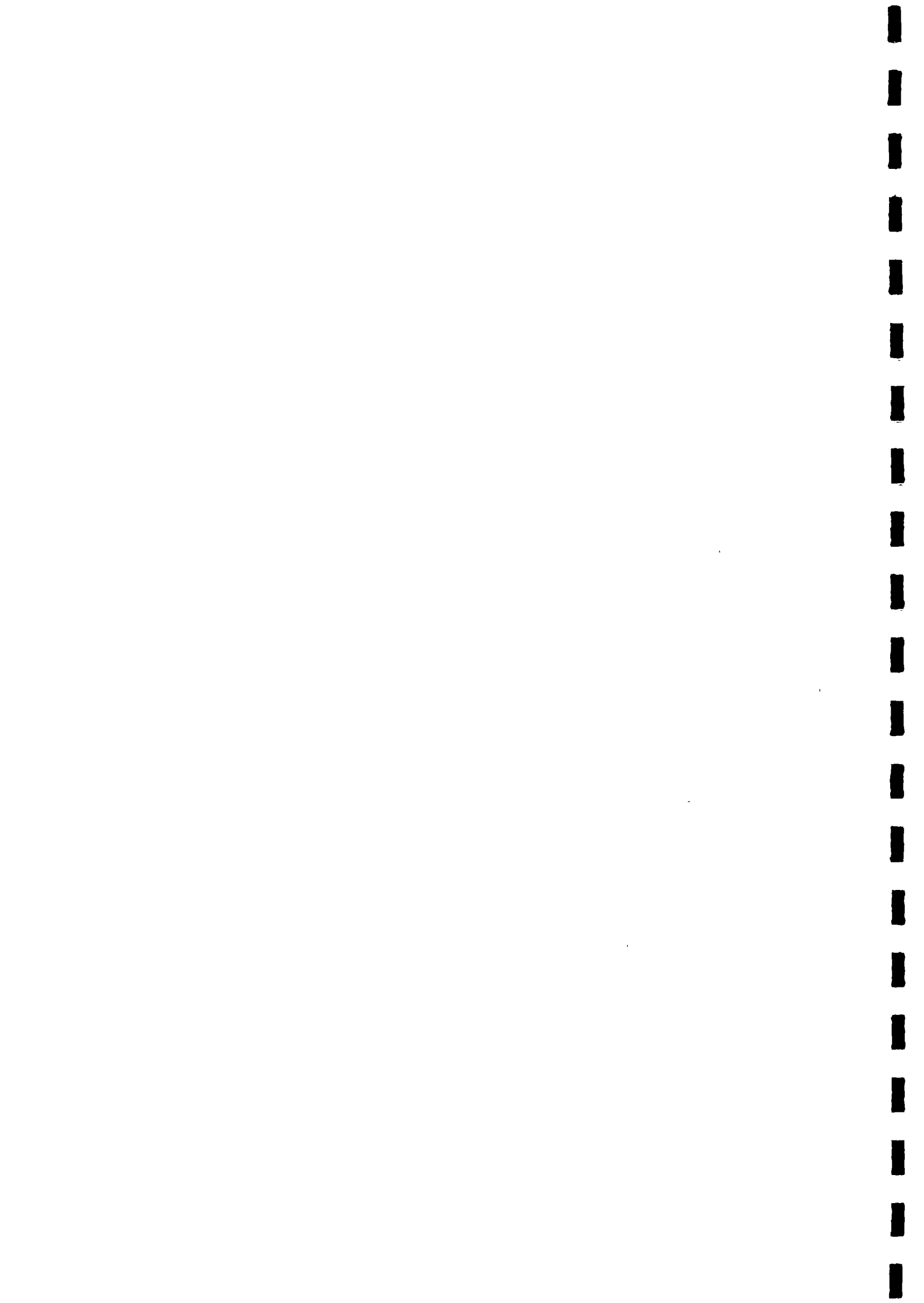
- a) Management skills such as communicating with the water users, organising operation and maintenance work,
- b) Financial Management such as billing and collecting, bookkeeping, purchasing



c) Technical Skills in all RWS installations for Caretakers.

DRWS has developed a training programme for this purpose. It foresees a five year implementation which will begin shortly. The programme is designed to train WPC members and caretakers in all rural communities. The training will be conducted at a local level.

During the consultations, participants generally also agreed that an extension service be created capable to train local communities and available to assist when required to solve problems beyond the capacity of the community to resolve.



NATIONAL WRAP-UP WORKSHOP

COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

ISSUE PAPER 3

Improvement of Services

Introduction

One of the Water and Sanitation Principles approved by Cabinet during 1993 stated as follow ;

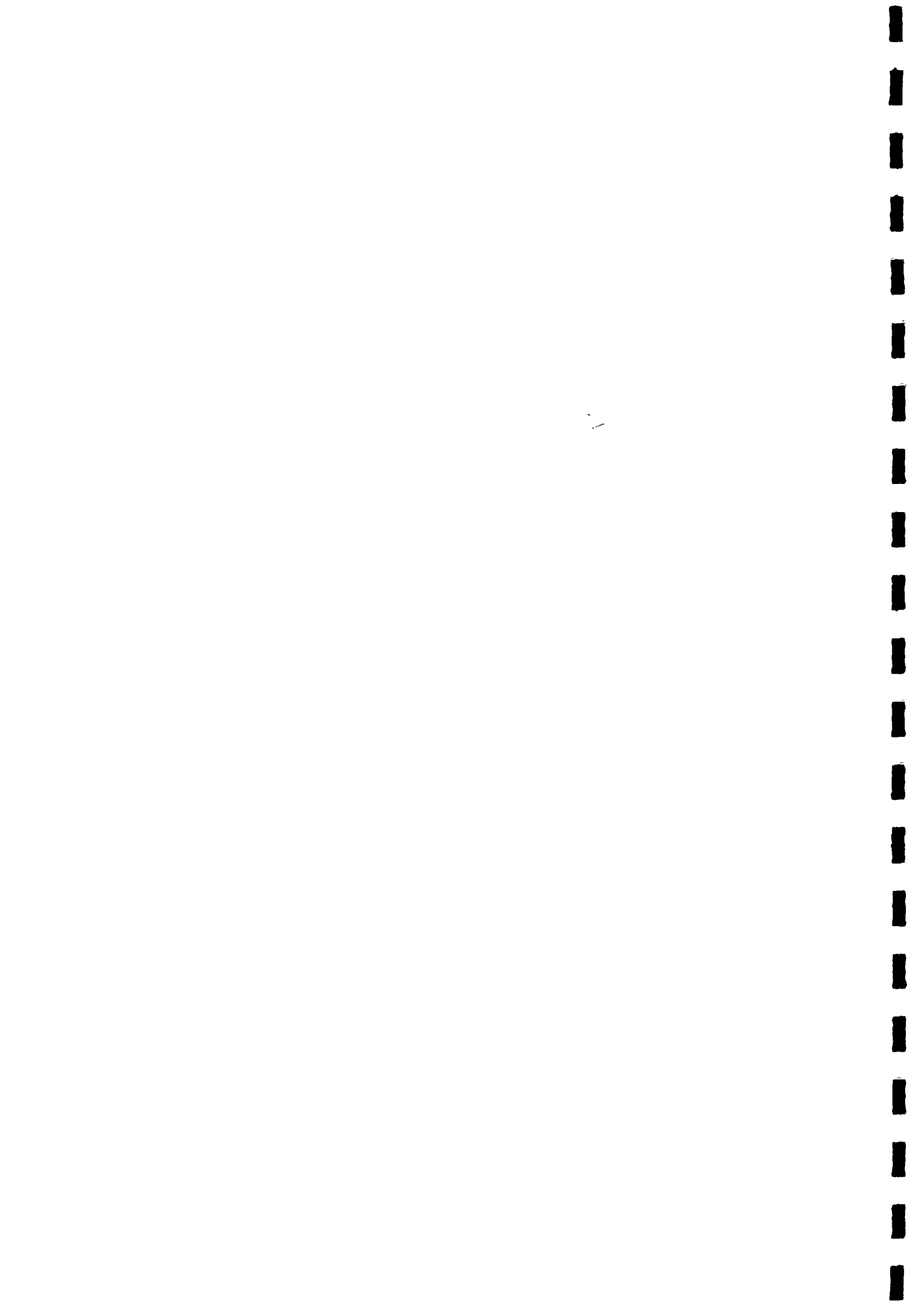
“ Equitable improvement of services should be a result of the combined efforts of the Government and the beneficiaries , based on community involvement , participation and responsibilities . “

During the recent Regional Workshops the Communities agreed on the principle of a partnership with the government to improve the services of the Rural Water Supply Sector .Although differences appear in the Regions on the issues , this paper will concentrate on the common aspects of the issues related to the improvement of services .

By improving the services of Rural Water Supply the communities agreed that

- Water Point Committees must be in place
- An Extension Service must be in place
- An enabling environment must be created for the communities to manage water points
- Water Points Must be in a working condition
- Rural Water Supply must reach a certain coverage
- a Partnership on the responsibilities and commitments to reach the above mentioned issues must exist between the communities and the Government .

This paper will outline each of the issues with reference to the division of responsibilities between the government and the communities .



1 Strong Extension Services

1 1 Full complement of staff for each region

1 2 Train WPC members in all aspects

1 3 Advice and guide water point community members on the proper management of the water point

1 4 Maintain sound communication between the water point committee and Government Agencies

1 5 Lead the water point community to develop to self reliance

1 6 Assist the water point caretaker with tasks which exceed his capacity

1 7 GRN to ensure RWEO's are well trained and appointed in a decentralized way to ~~save~~ *serve* the WPC's effectively

2 Water Point Committees

2 1 The communities must ensure that the WPC's will be democratically elected and representative of the community as a whole, and GRN must support the development of the communities by means of training and guidance through the extension service

2 2 The community should have the power to call for re-elections

e.g. a) Vote of no confidence

b) Incapacity

c) Disconfirmation of commitment

2 3 The WPC is financially and personally accountable to the community, e.g. policy of transparency required and have to answer other communities.

2 4 It will be the task of the WPC to ensure that the waterpoint is maintained and operated on an improved basis by means of proper financial and resource management



3 Enabling Environment

3.1 The GRN must provide the legal framework and organizational support structure.

3.2 Powers and training in the Water Point Committee requires for the discharge of it's tasks

3.3 Extensions services.

3.4 The GRN shall ensure the availability of spare parts, tools and equipment for the maintenance of waterpoints by:

- a) assisting the communities that cannot afford the spare parts until they are self-reliant
- b) depending on the existing infrastructure and support systems, for example Agricultural and Farmer's Unions, or NGO's, etc. will investigate the possibility of setting up co-operative stores to assist remote communities.
- c) GRN should encourage the private sector to supply parts.
- d) until such a time as a, b and c are effective, and as a last resort, selling spare parts via GRN stores to the communities should be implemented (GRN shall restructure the existing system)

3.5 Providing access to funds to finance investments, including the establishment of a rural water supply development fund .

4 Condition of the water point

4.1 The waterpoint must be in excellent working condition before it is handed over to the WPC.

4.2 The community shall keep the waterpoint in working order by doing minor repairs initially and gradually increasing their contribution with the improvement of their capacity.

4.3 A caretaker will be appointed by the community, trained by GRN, and he/she will be responsible for the operation of the waterpoint.

4.4 GRN through its existing structures should upgrade the WP's before handing them over to the communities.



4.5 To assist GRN in speeding up the process of rehabilitation of WP's, GRN should co-opt the assistance of NGO's, donors and the private sector.

5 Coverage

5 1 T communities agree on the coverage standards as proposed by WASCO, but commitment from both GRN and the communities is required to speed up the effort to improve on the figures.

5 2 The communities must be part and parcel of the planning and structuring of new infrastructures within their communities.

5 3 Infrastructure must be appropriate as far as possible user friendly to the communities.

6 Partnership

6 1 GRN and the communities undertake to share all responsibilities: Planning; Restructuring; Management; Financial; etc of the waterpoints.

6 2 Both the communities and the GRN recognise that the transfer of responsibility for the management of Rural Water Supply to the communities will be a gradual process with the timing of the transfer determined by the communities ability to assure these responsibilities. Until that transfer GRN, through DRWS, will continue to endeavour to continue its present support and will not transfer responsibilities to communities without the means required to exercise them.



ISSUE PAPER 4 : TIME SCALE FOR IMPLEMENTATION

1/IMPLEMENTATION DATE

The starting date for implementation is 01 August 1997.

NOTE : 4 Months after the National Wrap-up Workshop have been proposed on the basis of ;
a) Cabinet preparation as proposed by SW2
b) Consultation with communities on the outcome of this National Wrap-up Workshop

2. TIME SCALE PER IMPLEMENTATION PHASES PER INSTALLATIONS

(a) Time scale per installations (Diesel/Hand/Solar pump/Windmill/Pipe scheme)

PHASE ONE:	Capacity Building	(One year & Ongoing basis)
PHASE TWO:	O&M	(Five years)
PHASE THREE:	FCR	(Four years)

(b) Different phases

1 Capacity Building

- (i) Establishment of WPC.
- (ii) Establishment of Extension Service to facilitate community management programme.
- (iii) There must be ongoing training to prepare communities before each implementation phase
- (iv) Legal Status of WPC.
- (v) Rehabilitation of facilities/infra-structures
- (vi) Assessment on community capacity and usage of water at water point (info system)
- (vii) GRN to monitor and evaluate the implementation process

2. O & M

INSTALLATION	ITEMS FOR O&M PER EACH INSTALLATION	ITEMS FOR O&M PER ALL INSTALLATIONS
(i) HANDPUMP	Hand lead; bolts; grease,	Maintenance of infra-structures (storage reservoirs, troughs, fences, tank, pipeline fitting) provided that installations are upgraded before handover
(ii) WINDMILL	Break band; break cable, wooden rod; grease;	Protection of water point
(iii) SOLAR PUMP	Cleaning of panels; tightening of bolts;	
(iv) PIPE SCHEME	Standpipe, taps, water meters,	
(v) DIESEL PUMP	Cleaning, starting and stopping, attending to oil and coolant levels, pipe leaks; repair and replacement of filters, nozzles and V-belts, supply of engine oil and diesel;	



NOTE: The supply of diesel has been recommended as follow:

- **Year 2 -3** 25 % from communities
 75 % Government
- **Year 4 - 6** 50 % both community and Government
- **Year 7 and beyond** 100 % community

3. FCR

INSTALLATION	ITEMS FOR FCR PER EACH INSTALLATION	ITEMS FOR FCR FOR ALL INSTALLATIONS
(i) WINDMILL	Replacement of gearbox, wheel	Rehabilitation of a bore hole, replacement and repair of rods and pipes; pipe extraction; drilling of new bore holes, cylinder
(ii) SOLAR PUMP	Replacement of panels	
(iii) HANDPUMP	Replacement of the handpump	
(iv) PIPE SCHEME		
(v) DIESEL PUMP	Overhaul of engines, replacement of mono/powerhead	

3. THE RESPONSIBILITIES AND COMMITMENTS BETWEEN BOTH THE GOVERNMENT AND COMMUNITIES

When the implementation begins on 1st August or earlier and regardless of the length of the period for O & M and FCR, that period is one of transition during which the community will assume increasing responsibilities for its water scheme. The respective responsibilities and time scales will be stated in the Government - Community Agreement establishing the water point committee.

FACTORS AFFECTING THE TIME SCALE OF IMPLEMENTATION

a. pre-conditions

The training of community (water committees) should be an ongoing process. The training plan compiled by DRWS must be implemented as proposed. The installations must be upgraded at each water point before WPC can take over user ownership right protected by a law as from 1st August 1998. The conditions reflect the fact that rural communities at present lack many of the needed management and technical skills as well as community structures to facilitate Community Based Management of RWS. The existing installations are not reliable enough for communities to claim and accept ownership.

b. capacity

- The full involvement of community in the management of rural water supply depends on social and economic conditions in their regions. Thus this workshop participants agree as it was recommended by consulted communities that the time scale for implementation should consider the capacity of community. It was felt that not only DRWS but community as whole must be developed and their capacity be assessed before implementation can take



place. Participants considered it of great importance that a market environment should be established which would be conducive to the selling of products (either from Agriculture or other business ventures) and could provide income earning opportunities for residents, thus ensuring their ability to contribute to the water services. DCD is implementing a variety of income generating initiatives and close co-operation between it and DRWS will be required so that income generating and rural water supply initiatives can be jointly pursued.

c **Institutional building**

- The management of RWS by community, which leads to overall improvement of service in the sector, presupposes/precipitates the establishment of sound institutions that can support the community efforts to achieve sustainable management of the sector. We recommend based on the communities recommendations to establish an Extension Service to assist in training and the provision of services the community will be unable to provide for itself.
- We further recommend that Sector Development Fund to be established if proven feasible from which rural communities could borrow funds on concessionary terms.
- Finally, the WASCO Statement recommending the establishment of a fund to pay for water for wildlife and damage to water installation by wildlife, financed from the income from tourism, was endorsed by this workshop participants and throughout the regional consultations however, it is recognised that MET is proposing an alternative approach and WASCO will have to consider those arrangements and consult with MET on their implementation. Participants expect that DRWS will undertake the necessary consultation leading to the eventual establishment of these funds or alternative arrangements.

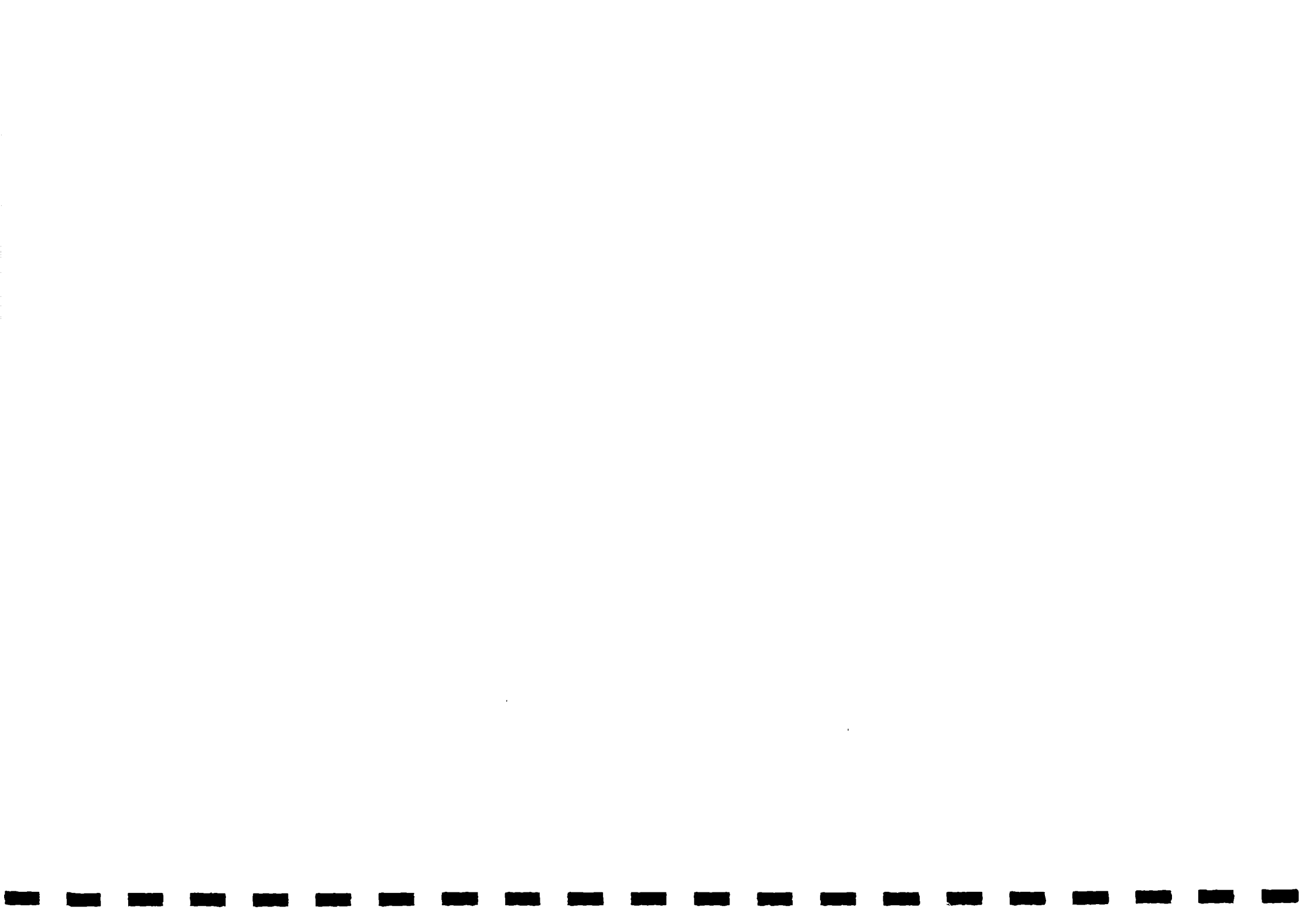
d **Private Sector participation**

- There are many opportunities for private sector to participate in the development and management of rural water supply. For example, routine maintenance and repairs could be done on contract basis by mechanics and craftsmen available within the district or region. Several WPC's could join to contract such as services rather than handling the tasks themselves. The criteria for all contracting out to the private sector should be efficient and cost effective. The selling of spare parts to the communities and other related equipments should be on reasonable prices. The training plan should therefore include instructions on how WPC's can manage private sector participation. DCD should be involved in these initiatives because the resulting arrangements could provide the nucleus of income generating schemes.

e **Outsider factors**

(i) **Custodianship of land surrounding the water point**

The control and management of communal land in relation to water point is currently operating without legal guidelines, as a result traditional authority don't have backing legal mechanism to impose custodianship over communal land. Therefore all land disputes arising within the framework of water point to be referred to traditional authority and MLRR through WASCO. It will be appreciated if MLRR can solve this problem if possible before 1 August.



NATIONAL WORKSHOP

COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

ISSUE PAPER 5

FINANCIAL MANGEMENT AT COMMUNITY LEVEL

Principles

1. During the regional consultations, the participants established several principles they wish to guide the community management of rural water supply. Those applicable to financial management include the following:
 - a. Democracy in the selection of Water Point Committee (WPC) Members (and by implication, WPC officers);
 - b. Transparency in the management of the Water Point (and thus the financial management);
 - c. The establishment of the amount of contributions to be collected by the WPC in consultation with the community;
 - d. Contributions to be based on either human water use, metered water consumption of commercial farms and enterprises, and on per head of large and small livestock;
 - e. Payment of contributions may be made in cash, kind or labor, but preferably in cash, according to rules set by WPC;
 - f. Contributions on behalf of those unable to pay will be made from cross-subsidies and, in cases where the community is unable to generate sufficient funds, from subsidies of regional and central Government;
 - g. Funds collected to be deposited in registered Bank or other credit institution, and financial management to be audited by outsiders.
2. These principles define the parameters of the financial management of the Water Point Committee, with the details of the actual raising and use of funds to be determined.

WPC officers responsible for the Financial Management

3. In accordance to the principles established by the participants in the regional consultations, the members of the WPC will be elected by the community. The officers of the WPC may also be elected by the community, or by the membership of the WPC, as the community prefers. The method of election and the responsibilities of members and officers should be described in the "Standard Agreement" establishing the WPC. The caretaker may be a member of the WPC or not, but in either case would have a contract with the WPC specifying the work to be done.



4. The officer directly responsible for the financial management is the treasurer of the WPC. The treasurer will prepare the annual budget, propose the amount and method of contributions to be collected, collect contributions to the committee (or arrange for the collection by the caretaker or others) and record income and expenditures.
5. The WPC should authorise the treasurer to open and maintain a bank account and, jointly with any other two members, e.g. the chairperson and secretary of the WPC, to withdraw funds for the payment of budgeted obligations the WPC assumes in the discharge of its functions. Non-budgeted obligations, such as unexpected major repairs, should be authorized by the WPC, although the WPC may authorise the treasurer to pay for emergency repairs up to a specified monetary limit. The treasurer should report quarterly to the WPC on income and expenditures, and once annually prepare a financial report on the past year's financial operations for submission to the community by the WPC after its review and approval. The annual report should include the estimated budget for the coming year.

Raising Funds

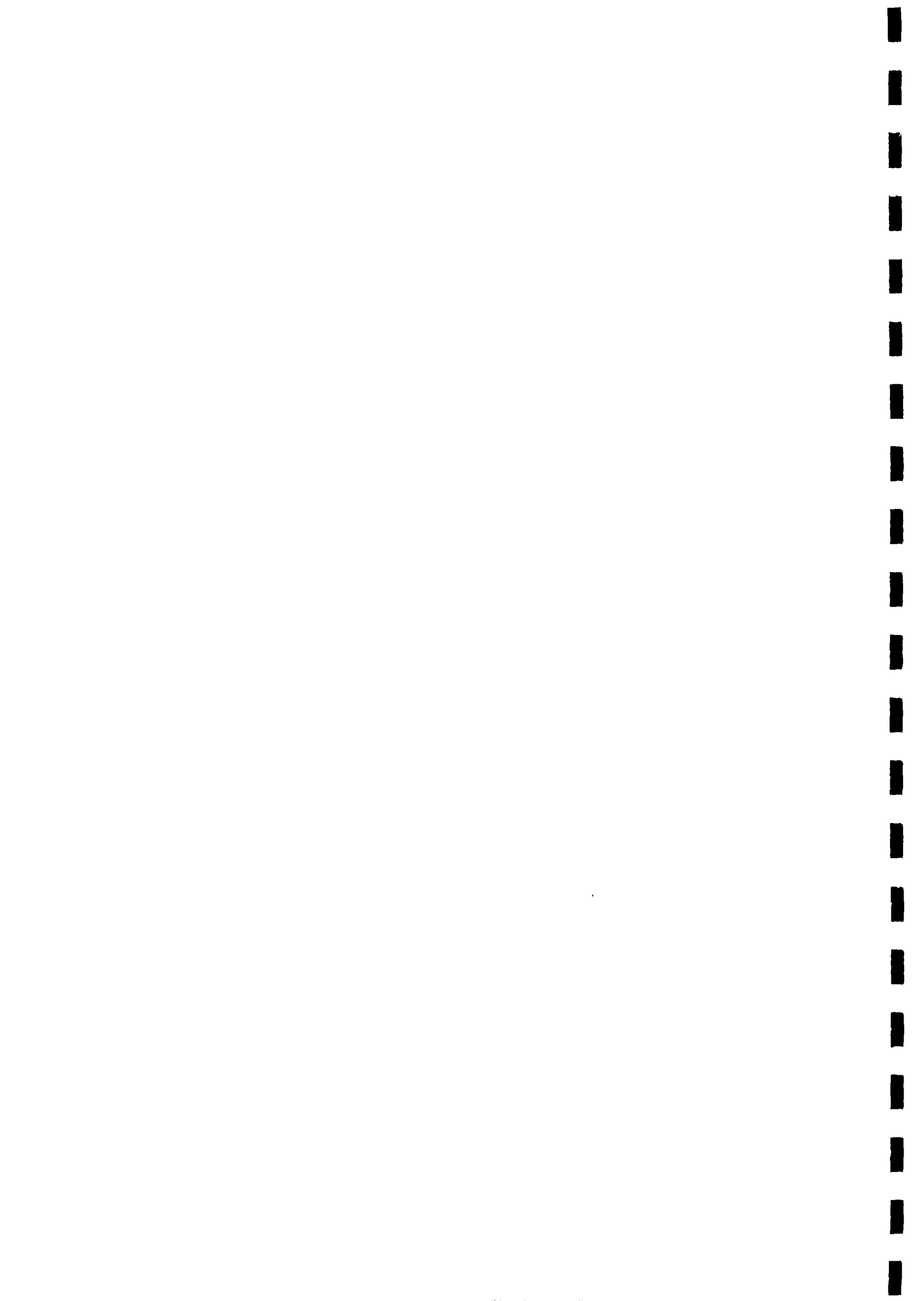
Estimating Funding Requirements

6. Before any decision on how to raise funds can be made, the amount to be collected needs to be determined. This in turn requires the WPC to prepare an annual budget with estimated expenditure for the year. Rural Water Extension Officers (RWEOs) will initially assist the community in preparing a budget, which may include funds for the payment of bulk water, diesel fuel or electric energy, depending on the type of service. The budget must also provide funds for the payment of spare parts and consumables (e.g. oil for engines), to pay for services provided by others, such as repairs performed by outside mechanics, and to pay the caretaker of the water point.
7. The Standard Agreement will specify transitional periods for reaching the financing of O&M costs and subsequently of full costs. During the transition period, the amount of funds to be raised will thus depend not only on the cost of operations, but the percentage of those operations the WPCs are expected to finance as stipulated in the Standard Agreement.
8. Where the WPC expects contributions to be made in kind, or labour, it needs to consider whether some of the expenditures can be paid in kind as well. For example, the caretaker could be paid in kind, and some of the caretaker's tasks, such as clean-up around the water point, erecting or repairing a fence, etc., could be performed by members of the community contributing labour rather than in cash or kind. Paying in kind would reduce or eliminate the need for the WPC to sell in kind contributions to generate cash for payments. Obviously, payment in cash from water users are preferable to payment in kind because they simplify cash generation, bookkeeping and management.
9. Nevertheless, it is necessary for the WPC to categorise its needs (separate estimates of expected needs and contributions in cash, kind and labour) and determine how they can be

met. Intimate knowledge of the community, and good communications, are necessary to find out about what amounts are going to be provided in cash, in kind, and in labour. As part of establishing the budget, the WPC must also set the unit value of in kind contribution and labour (i.e. what is the value of one hour of labour, one kg of grain etc.), so everyone can be treated equitably. Clearly, operations based entirely on cash would be considerably simpler for the WPC, because the burden of converting goods into cash would be placed on the user making the payment, rather than on the WPC.

Determining Contributions

10. Once the requirements for the forthcoming year are estimated (in cash, kind and labour), the contributions to be collected can be determined, again, if necessary, in cash, kind or labour. The caretaker should prepare an estimate of labour requirements and be authorised to direct those contributing labour in the conduct of needed tasks. In kind contributions should be provided to the treasurer who will be responsible to use them in payment for services or convert them to cash by selling the goods locally or to a merchant.
11. Cash contributions, which should represent the major portion of the WPC's income, in kind and labour being accepted only from those unable to make payments in cash, may be collected:
 - a. at regular intervals, say once a month, or once every six months;
 - b. when funds are needed, say at the time of breakdowns;
 - c. a combination of (a.) and (b.), regular collection for routine maintenance, supplemented by collections when a breakdown occurs;
 - d. at times of major income generation, say at harvest time or Livestock Auctions; and
 - e. at regular intervals until a target amount is collected, say the value of anticipated major repairs or purchase of spareparts.
12. These methods can be combined in a variety of ways, depending on the preferences and earning patterns of the community. The WPC will have to clearly explain to the members of the community why they suggest a specific manner of collection, and consider the reaction of the community in making a final selection on the manner of collection. In general, it is advisable to have at least part of the funds collected at regular intervals, for example the estimated cost of routine maintenance, and collect additional funds to accumulate resources in preparation for larger expenditures, including emergencies, in any manner convenient to the community. It is important, however, to make decisions on how to collect funds on the basis not only of needs, but the social customs of the community. In some societies, collection when needed is preferred and has succeeded.
13. Determining the amount of funds to be collected from members of the community should be based on the estimated cost of providing the water supply service. Unless there is a great variation of per capita water consumption amongst the members of the community, the simplest way to determine the annual per capita payment is to divide the total anticipated annual cost by the number of users. However, it is generally advisable to institute two different charges so that a lower "lifeline" contribution can be charged to those with limited means unable to pay the regular contribution.



14. Where large users are obtaining water, their consumption should be measured and payment made on the basis of actual consumption. To determine the cost per m³ of water, the total water use should be estimated (using estimated per capita consumption of domestic users and metered or estimated consumption by large users). The cost per cubic meter is then estimated by dividing the total cost by the number of cubic meters consumed. Charges for all users can be calculated by multiplying the number of m³ consumed by the cost per m³. In the case of non-metered domestic users, the same number of m³ used to estimate per capita consumption should be used to calculate the total per capita charge.
15. Contributions in kind or labour can be calculated by using the unit values previously determined. For example, if one member of the family contributes labour, the number of hours worked should be equal in value to the cash paid by a family of the same size.
16. Charges for cattle watering can also be based on water consumption, calculated in the same manner as per capita charges for human consumption. Alternatively, the community may prefer to set a charge per head of large and small livestock. The main objective, regardless on the manner of calculation, is to raise the funds required to finance operation and maintenance and eventually total costs in an equitable manner.
17. Equity considerations become especially important when occasional users who are not members of the community collect water for themselves, or their animals. Such users should pay at least the full cost of the service. The community would also be justified to levy a surcharge to compensate the communal user for the investments made and charges paid during the permanent operations to which the occasional user does not contribute.

Collection of Funds

18. The method to be used for the collection of funds also should reflect the community's preferences:
 - a. the caretaker or treasurer may visit the users once a month, or once at whatever time interval decided upon, and collect a cash contribution
 - b. the caretaker may accept payment from the water collectors at the water point on the first day of the collection period;
 - c. the treasurer may receive payments once per collection period at the WPC official location (for example the treasurer's residence);
 - d. the treasurer may receive contributions at the convenience of the user, for example after the harvest, or Livestock Auction, or other times when cash is more readily available.
19. Whatever method is selected, it is important to determine when payment is due, and enforce measures to ensure payments within a reasonable period of the due date. Sanctions may be imposed for non payment, for example denial of access to the water point, or any other sanction the community finds effective. Recourse to traditional leaders or the courts may be a last resort for the WPC to enforce collection of funds due.
20. Some communities may find that providing some visible proof of payment for those who have paid their contributions may not only facilitate the identification of those permitted



to obtain water, but will encourage payment. A disk attached to a necklace, differently colored for each payment period, with the name or symbol of the user, collected from the user by the caretaker after each payment period and replaced with one of a different color provided payment has been made, is one method. Other ways of identifying those who have made their payment can be devised. The best protection against fraudulent use of the water point is the informed consent of the community to the charges which must be collected and the appreciation that unauthorised use is in fact stealing from the community.

21. Any method used will only be as effective as the enforcement by the WPC, probably delegated to the caretaker. If there is a significant problem of non-payment, it will probably be necessary to restrict access to the water point to specific hours of the day so that the caretaker can be present and control access. Restricting access in order to restrict water use by non-payers is even more important in those cases where heavy demand is exerted by non-community users.
- 22 Large users connected to the system and charged a metered rate should be disconnected for non payment of bills, after a reasonable grace period. Meters should be read and consumption billed at intervals not greater than three months, although the WPC may wish to use a lesser period
- 23 It reasonable to expect that in every community there will be families with higher and lower incomes, and some who either temporarily or more or less permanently are unable to pay part or all of their water charges. The WPC therefore needs to collect sufficient funds (by charging a small amount in excess of actual costs to accumulate funds to compensate for those unable to pay (assuming that revenues from contributions in kind and labour by the users in question are not sufficient to pay the charges). For long term non payment, help through subsidies from regional and central Government should be a last resort, under conditions to be promulgated by Government in close consultation with the community.

Managing the funds

Banking

24. The officer responsible for managing the collected funds of the WPC is the treasurer. In general, he should deposit the funds in a registered bank or other credit institution approved by the WPC. The tripartite agreement establishing the WPC should provide the legal authority for WPC to open and maintain accounts. The treasurer should have the authority to deposit funds and, together with the chairperson of the WPC, withdraw funds. Once the pattern of expenditures is established, the treasurer should be authorised to withdraw and hold up to two months worth of normal expenditures from the account to eliminate frequent time consuming travel to the bank holding the funds.
- 25 The purpose of depositing the funds in a bank is twofold:
 - a. to earn interest on the deposited funds
 - b. to provide security



- 26 Given the relatively small amounts of money involved, banks may be reluctant to provide interest bearing accounts. If that is the case, the WPC may reconsider urgency of depositing of funds in a bank account and only do so once substantial amounts have accumulated; provided the funds can be kept safe within the community. Safekeeping may be arranged with the treasurer, other person of authority in the community, such as a local merchant, who may open a bank joint account for a number of WPCs.
- 27 The WPCs could also consider to jointly approach their Regional Councils with a request for it to negotiate with a bank to establish special interest bearing accounts for community development or to establish a regional accounts into which WPCs could deposit funds and from which the WPCs could withdraw the funds again as needed. Each WPC would be limited to withdraw up to the amount it previously had deposited to the account, plus interest earned. There is sufficient time to explore these possibilities because it is not anticipated that WPCs will pay full O&M costs in the near future. DRWS could assist regional Governments in approaching a bank to determine the feasibility of such an arrangement and the conditions for the account's operation.

Bookkeeping

- 28 The amounts of money handled initially are small and operations are simple. There is no urgent requirement for the WPC to value and depreciate assets (which can be done at a higher organisational level, which can also agree with the WPCs on the amount to be paid for amortising investments, once full cost recovery is being implemented), so that a simple accounting of income and expenditures at WPC level is sufficient. A part of the training of WPC members and officers, the treasurer will be taught how to keep a ledger of income and expenses, make monthly, quarterly and annual statements. keep receipts for expenditures and provide users with receipts for their payment. The treasurer will also be trained to record the value of contribution in kind and labour, using the per unit values determined by the WPC (see paragraph 9 above).

Annual Report and Auditing

24. Although the financial affairs of a WPC are simple, and the amount of funds managed initially is small, it is nevertheless good practice to have the WPC's finances audited on an annual basis. The audit report should be presented to the community at large at an annual meeting during which the WPC reports on the past year's operations and presents the budget for the coming year for approval by the community. The WPC may also hold other meetings throughout the year, either on a regular schedule or to obtain the community's advice on specific issues as they arise. Reporting requirements of the WPCs should be specified in the standard agreement.
25. The annual audit also presents an opportunity for the auditor to add to the training of the treasurer, if this is deemed necessary as a result of the examination of the records.
26. To ensure the cost effectiveness and uniformity of the auditing process, the extension service may be authorized by the Government to provide auditing services with its own



staff or with consultants engaged for that purpose. WPCs should also be permitted to engage auditors at their own cost. Appropriate stipulations for the auditing should be contained in the Standard Agreement.

Other Considerations

27. Successful operations of a WPC requires support by outsiders, principally the extension service. The RWEOs will visit regularly to monitor operations and assist with advice, when necessary, and arrange for the implementation of tasks which exceed the WPCs' capacity.
28. Easy access to spareparts needs to be organised by the extension service, either by establishing their own spareparts warehouses or, preferably, encouraging the private sector to stock parts needed by the WPCs. Initially, inducements may be necessary to encourage private entrepreneurs to enter this field.
29. Tools and an initial set of spareparts likely to be needed in the near term should be provided to the WPCs as part of the installation of the water scheme. The WPC will thus be in a position to operate and make repairs while accumulating funds for spareparts required in the future. The extension service should also consider, and if found of benefit, promote the use of private entrepreneurs for water repair and maintenance work. WPCs may also find it of benefit to contract for the monitoring of facilities by a private sector organisation and schedule maintenance work, its own or of a private entrepreneur, on the basis of regular (annual) monitoring report. The decision on whether to use contractual services would be the individual WPCs'.



**INTRODUCTION TO
WORKING GROUPS**



NATIONAL WRAP-UP WORKSHOP

COMMUNITY MANAGEMENT OF RURAL WATER SUPPLY

Instructions to Working Groups

Tasks

The task of each working groups is to:

1. Review the issues paper assigned to the group to ensure that it fairly represents the discussions and recommendations of the regional wrap-up workshops (summary recommendations of the regional wrap-up workshops are attached to the "Overview" document);
2. Where necessary, reach a consensus on conflicting recommendations made by different regions, or justify different approaches for specific regions or circumstances; and
3. Revise the draft document to reflect the consensus of the working group and, after the presentation of the draft to the plenary session, incorporate comments and suggestions agreed to by the plenary.

Recommendations shall be drafted to provide guidance in the drafting of national policies, standards, strategies and guidelines. Implementing measures at regional level may differ from those national standards to reflect regional and local conditions. For example, the coverage standards are to be the minimum acceptable service anywhere in Namibia, the achievement of which the national Government will support with budgetary resources. If a region or a community is able to achieve higher standards with its own resources, they should be permitted to do so, but without the financial support of the national Government. The working group recommendations should therefore be understood to reflect national criteria (minimum technical and service standards, maximum time for reaching a target, etc.), leaving regions and communities free to do better and do it more quickly, if they have the capacity to do so.

Organisation

At the beginning of the topical (English) working group sessions, the participants shall elect a rapporteur and a bilingual speaker of each of the languages (English-vernacular) to act as a liaison between the topical and language groups. A rapporteur for the language group is not required because the liaison person will report comments and suggestions of the language group to the facilitator and rapporteur of the topical group. DRWS has trained some of its staff members as rapporteurs to make working group more productive, and they have been



assigned to each of the topical working groups (listed in the Agenda). The language working groups should elect a facilitator from among their own ranks. The presenters of the issue papers will participate in the appropriate topical working groups as resource persons to assist, as necessary, with clarifications about the issue papers.

The facilitator of each working group is responsible to guide the discussion of the group and ensure that everybody participating has a fair opportunity to present suggestions and discuss the report. The rapporteur will keep notes of the discussion and at the close of the session record the groups decisions. Once a consensus is reached or, in its absence, agreement on the differing viewpoints to be presented to the plenary, the rapporteur should draft the necessary changes to be incorporated into the draft issues paper and provide the draft to the secretariat. The secretariat will produce a new document incorporating the changes.

Language Sessions and Translations

To ensure the fullest possible participation by everybody, there will be both topical and language working groups. Topical working groups will meet during the morning of the second day to review the topic assigned to them and conduct their work in English. Language working groups will meet in the afternoon and conduct their work in Oshiwambo, Herero, Damara>Nama, Kwangali, Lozi, or Afrikaans. Each language working group will review all topics. All participants should participate both in the morning and the afternoon so that discussions can be comprehensive and representative. It is suggested that participants make informal arrangements for translation during the morning sessions, if deemed necessary.

The liaison persons will brief their respective language groups of the discussion and recommendations of their topical working group and, at the conclusion of the language group work, report back to the topical groups' facilitator and rapporteur the language group's comments and suggestions. Facilitator and rapporteur should incorporate into their reports the comments received from language groups and when presenting their report to the working group on the morning of the third day, specifically refer to the contributions of the language working groups.

Process

The process of review and drafting issues papers' revisions is as follows:

1. During the morning of the second day, topical working groups meet.
2. Bilingual speakers of each language (and English) will participate in each of the topical working groups.
3. In the afternoon, participants will meet in language groups in which all themes (issues papers) will be discussed. Each of the topical groups will be automatically represented in each language group because designated bilingual speakers of the different languages who participated in the topical working groups will be in their language group in the afternoon. DRWS staff participating in the language group



sessions and language liaison persons are invited a bilingual speaker of each of the languages (English-vernacular) should be designated to act as a liaison between the topical and language group to meet informally with resource persons during tea break to obtain clarifications, if necessary.

4. At the end of the morning session, the facilitator and rapporteur of each of the thematic working groups will begin to draft needed changes to the issues paper and, after the conclusion of the afternoon sessions of the language groups, make necessary additional changes and amendments to reflect language group contributions, as necessary.
5. The draft issue papers will be presented to the topical working groups by their facilitators or rapporteurs at the start of the third day so the groups can approve the draft issues papers to be presented to the plenary session later that day, or make final changes. Contributions made by the language groups should be identified during this presentation.

The draft issues papers approved by the working groups will be presented by the facilitator or rapporteur (or any other person selected for the purpose by the working group) for comments to the plenary sessions of the third day. At the end of the day (or the session), the facilitator and rapporteur of each working group will incorporate pertinent comments and suggestions from the plenary into the issues papers

The revised issues papers will then be presented by the working group facilitator for final approval to the final plenary session of the workshop. The presentation (and the discussion) at that final plenary session should be restricted to those aspects modified as a result of the previous days discussions in the plenary.



GROUP 1: EMPOWERMENT OF THE COMMUNITIES					
	NAME	TITLE	REGION	ACCOMODATION	GROUP
1	Amweero E	Traditional Leader	Oshana	Yes	1
2	Dishabue H	Traditional Leader	Omaheke	Yes	1
3	Eises I (Ms)	Chief Community Liaison Officer	Karas	Yes	1
4	Elandjo K (Ms)	Chief Community Liaison Officer	Oshana	Yes	1
5	Garoeb Justus	Traditional Leader	Kunene	Yes	1
6	!Gonteb T	Regional Officer	Erongo	Yes	1
7	Haingura F	Traditional Leader	Kavango	Yes	1
8	Haraseb B	Traditional Leader	Erongo	Yes	1
9	Ikosa N	Traditional Leader	Caprivi	Yes	1
10	Karita EE	Traditional Leader	Otjozondjupa	Yes	1
11	Katoma I	Regional Councillor	Omusati	Yes	1
12	Kharigub S	Community Activator	Hardap	Yes	1
13	Mabuka JN	Governor	Caprivi	Yes	1
14	Muremi R	Governor	Kavango	Yes	1
15	Ndkola P	Regional Councillor	Oshikoto	Yes	1
16	Petrus E	Regional Councillor	Ohangwena	Yes	1
17	Thataone P	Governor	Omaheke	Yes	1



GROUP 2: MANAGEMENT OF THE WATER POINT					
	NAME	TITLE	REGION	ACCOMO-DATION	GROUP
1	Amuporo E	Governor	Kunene	Yes	2
2	Frederick D	Traditional Leader	Karas	Yes	2
3	Garoeb M	Regional Officer	Hardap	Yes	2
4	Hoveka G	Traditional Leader	Omaheke	Yes	2
5	Kambazembi D	Traditional Leader	Otjozondjupa	Yes	2
6	Kamwanga F	Traditional Leader	Kavango	Yes	2
7	Kapi O	Traditional Leader	Kunene	Yes	2
8	Kashikola DV	Regional Officer	Ohangwena	Yes	2
9	Lifimbela A	Traditional Leader	Caprivi	Yes	2
10	Mukwilongo N	Governor	Omusati	Yes	2
11	Mutilifa M (Ms)	Chief Community Liaison Officer	Oshikoto	Yes	2
12	Nambundje OJ	Traditional Leader	Oshana	Yes	2
13	Nganjone EMK	Regional Officer	Kunene	Yes	2
14	Pretzel J	Traditional Leader	Erongo	Yes	2
15	Tjahere SN (Ms)	CWC Member	Otjozondjupa	Yes	2



GROUP 3: HOW TO IMPROVE THE SERVICES?

	NAME	TITLE	REGION	ACCOMO-DATION	GROUP
1	Boltman P	Governor	Hardap	No	3
2	Butkus A (Ms)	Chief Community Liaison Officer	Erongo	Yes	3
3	Hupita J	Traditional Leader	Karas	Yes	3
4	Jonas R (Ms)	Traditional Leader	Ohangwena	Yes	3
5	Kahuure E	Traditional Leader	Omaheke	Yes	3
6	Kalira E (Ms)	Chief Community Liaison Officer	Kavango	Yes	3
7	Kashuulwa C	Regional Councillor	Oshana	Yes	3
8	Kasiringua M (Ms)	Chief Community Liaison Officer	Otjozondjupa	Yes	3
9	Kooper J	Traditional Leader	Hardap	Yes	3
10	Mabuku R	Traditional Leader	Caprivi	Yes	3
11	Mpası S	Traditional Leader	Kavango	Yes	3
12	Nampala H	Governor	Oshikoto	Yes	3
13	Shiindi PJ	Traditional Leader	Oshikoto	Yes	3
14	Shivolo	Regional Officer	Omusati	Yes	3
15	Tjamburu U	Traditional Leader	Kunene	Yes	3
16	Zeraua C	Traditional Leader	Erongo	Yes	3



GROUP 4: TIMESCALE FOR IMPLEMENTATION

	NAME	TITLE	REGION	ACCOMO-DATION	GROUP
1	Coetzee R	CWC Secretary	Kunene	Yes	4
2	Dinyando R	Regional Officer	Kavango	Yes	4
3	Jacobs S	Traditional Leader	Hardap	Yes	4
4	Kaambo G	Regional Officer	Omaheke	Yes	4
5	Kapere A	Governor	Erongo	Yes	4
6	Likando P	Regional Officer	Caprivi	Yes	4
7	Mbai A	Regional Councillor	Otjozondjupa	Yes	4
8	Mbambo EM	Traditional Leader	Kavango	Yes	4
9	Munalye B	Regional Officer	Oshana	Yes	4
10	Mwaningange B	Governor	Ohangwena	Yes	4
11	Schmidt P	Regional Councillor	Hardap	Yes	4
12	Shooya D	Traditional Leader	Omusati	Yes	4
13	Silimwe M	Traditional Leader	Caprivi	Yes	4
14	Stephanus J	Regional Officer	Karas	Yes	4
15	Stephanus J	Traditional Leader	Karas	Yes	4
16	Tjingaete E	Regional Councillor	Omaheke	Yes	4
17	Tjongarero S	Regional Councillor	Kunene	Yes	4
18	Uukule FA	Traditional Leader	Oshikoto	Yes	4



GROUP 5: FINANCIAL MANAGEMENT AT COMMUNITY LEVEL					
	NAME	TITLE	REGION	ACCOMO- DATION	GROUP
1	Ashipala	CWC Chairperson	Oshana	Yes	5
2	Angula- Mupopiwa S (Ms)	Regional Officer	Oshikoto	Yes	5
3	Goaxub J	Traditional Leader	Otjozondjupa	Yes	5
4	Goliath S	Governor	Karas	Yes	5
5	Karuombe J (Ms)	Chief Community Liaison Officer	Kunene	Yes?	5
6	Katjatenya B	Regional Councillor	Omaheke	Yes	5
7	Kazombiaze O	Regional Officer	Otjozondjupa	Yes	5
8	Kooitjie	Traditional Leader	Erongo	Yes	5
9	Meyer A	Traditional Leader	Hardap	Yes	5
10	Muchila E	Chief Community Liaison Officer	Caprivi	Yes	5
11	Mujoro Z	Regional Councillor	Erongo	Yes	5
12	Ribebe A (Ms)	Traditional Leader	Kavango	Yes	5
13	Taapopi JS	Traditional Leader	Omusati	Yes	5
14	Thomas B (Ms)	Traditional Leader	Karas	Yes	5
15	Ueyulu V	Traditional Leader	Ohangwena	Yes	5
16	Vatuva S	Governor	Oshana	Yes	5



**SUMMARY
AND
RECOMMENDATIONS**

SUMMARY AND RECOMMENDATIONS

Introduction

The Wrap-up Workshop brought together the major stakeholders of the rural water supply sector to review the results and recommendations of the regional consultations which were held throughout 1996. Participants worked in plenary sessions and working groups to achieve a national consensus on future rural water supply activities, a consensus reflecting the agreements reached during the regional consultations. To ensure the fullest possible participation, working groups were organised thematically as well as by languages so that everyone had an opportunity to discuss issues in his/her own language.

Discussions in both plenary and working group sessions were extensive and sometimes tense. Nevertheless, participants did overcome differences of opinions and achieve a common point of view on the issues under discussion. As a result, there now exists a true national consensus on the future direction and objectives of rural water supply.

Discussions

Several topics were the subject of intense debate:

1. The Time Scale for the implementation of the proposed actions, such as training, rehabilitation, achievement of cost recovery, was of great concern to all participants. Not unexpectedly, many participants were very concerned about making commitments which obligated their communities to achieve certain levels of cost recovery, or obligated them to take over the management of water systems, in the near or medium term. The proposed phasing and time scale represents an achievable compromise.
2. The Organisational Structure was of equal concern, in particular the role of traditional leaders in the planning and administration of rural water supply. The compromise solution adopted recognises that regions will want to adjust the structure to satisfy their own particular needs.



3. The Role of Traditional Leaders in the Water Point Committee (WPC) was also subject to considerable debate. The value and need to have traditional leaders participate was recognised by everyone, but the concern of participants about the potential conflict of interest of traditional leaders as members of a committee which may come before them to adjudicate a legal dispute resulted in the agreement that traditional leaders would not participate in WPCs but will participate in the Central Water Committee.
4. The Legal Status of the WPC caused participants some concern, although eventually the need for legal status was recognised and accepted.
5. Land Reform and Ownership of Water Points was a topic of great interest and debate, but beyond the competence of the workshop participants to resolve. The topics were frequently raised during the regional consultations and will need to be resolved as part of water resource management and land reform measures.

Consensus was reached very quickly on other topics, of which the major ones include:

1. The Partnership between community and Government must ensure that communities are supported until they are capable of assuming management responsibility for their water point, and that the Government will not transfer responsibility for the water point to a community without the means required to exercise that responsibility.
2. Rehabilitation of Facilities e.g. facilities must be in good operating condition before the community is prepared to assume responsibility for the water point.
3. Training of WPC must be completed prior to the committees assumption of the management of the water point.

On many other issues, consensus was almost instantaneous, either because participants agreed with issue paper recommendations, or they had already reached consensus on the topic during regional consultations and the conclusions in the different regions were very similar. Among the conclusions easily agreed upon were recommendations on service improvement, options on financial management at community level, and most of the recommendations on management of water points and empowerment of the community. Similarly, agreement on the needed revisions of WASCO Statements was reached relatively quickly, except for the WASCO statement recommending a compensation fund to reimburse WPCs for damage caused by wildlife, on which the representative of the Ministry of Environment and Tourism had objections. This issue needs to be further discussed by WASCO. The formulation of Principle 5, newly added to the original four, was accepted without dissent.



Recommendations

Based on the deliberations during this workshop, the participants recommend that the Department of Water Affairs

1. Forward the revised WASCO Statements and Principles to WASCO for endorsement and subsequent submission to Cabinet for approval as policies for the rural water supply sector,
2. Prepare and submit a Cabinet Proposal for implementation of a rural water supply programme based on the guidance provided by the WASO Statements and Principles and the recommendations of the issue papers approved by the participants of the workshop.

The participants further recommend that the Government:

1. Endeavour to allocate the financial resources to implement as quickly as possible the training of WPCs and the rehabilitation of rural water supply facilities,
2. Study the possibility of establishing a rural water supply development fund to increase and channel financial resources to the sector in a transparent and equitable manner and establish such a fund if found to be of benefit;
3. Formulate, or instruct WASCO to formulate, a method of reimbursing WPCs for the provision of water for wildlife, or for damages caused by wildlife, from funds earned by the beneficiaries of the presence of such wildlife;
4. Resolve the issue of land and water point ownership.

Concluding Remarks

Now that the national wrap-up workshop has ended, it is important that we all keep in touch with the communities and keep them informed of progress. Therefore, workshop participants should inform their constituents and communities of the deliberations and recommendations of this workshop

Once Cabinet has approved the recommendations and outcome of the consultation, implementation of the recommended actions will start.



The ministry will communicate the Cabinet decision to the participants of this workshop by correspondence and to the public at large through the media and regional officers of MAWRD and MRLGH.



**CLOSING
REMARKS**



CLOSING SPEECH

BY

***HON DR N IYAMBO, MINISTER OF
REGIONAL, LOCAL GOVERNMENT
AND HOUSING***

AT THE

***NATIONAL WORKSHOP ON
COMMUNITY BASED MANAGEMENT
OF RURAL WATER SUPPLY***

13 MARCH 1997



Mr Chairperson

His Worship, the Mayor of Windhoek,

Participants

Ladies and Gentlemen

Kindly allow me to make some remarks at the closing of the National Workshop on Community Based Management of Rural Water Supply. It is indeed a pleasure, and an indication of our dedication to pursue joint efforts in community development.

The consultative process on rural water supply and management has come a long way since the very first workshop which was held at Swakopmund in November 1995. During this process, all the communities involved were consulted on the importance of rural water supply management, in a country with such severe water constraints.

The objective of the workshop was to wrap - up new policies and future rural water supply programmes that would satisfy all stakeholders involved. This wrap-up workshop is a fitting end to a long process of consultation which has given all stakeholders and opportunity to participate in a democratic fashion to help decide the future of rural water supply. We must not forget that the result we have achieved this week is based on the contributions made by the rural water user during the regional consultation. They above all deserve our thanks!



The national consensus developed is impressive. Let me mention just a few highlights:

- The Partnership between the Government of the Republic of Namibia and the communities, giving the community the responsibility and the means to assume its responsibilities in rural water supply service,
- The Communities willingness to assume this responsibility,
- The Agreement on the timescale and phasing of a programme leading to the transfer of water supply responsibility to the communities
- The Agreement on the role of the different stakeholders (GRN, Regions, Community, Traditional Authorities)

As you may be aware, the recently approved Decentralization Policy for Namibia, shifted the responsibility of rural water supply to the Regional Council. As one of the main aims of Decentralization is to encourage grass roots participation in development and decision making, I wholeheartedly support the idea that communities will from now on, manage their own water supply on a cost recovery and maintenance basis.



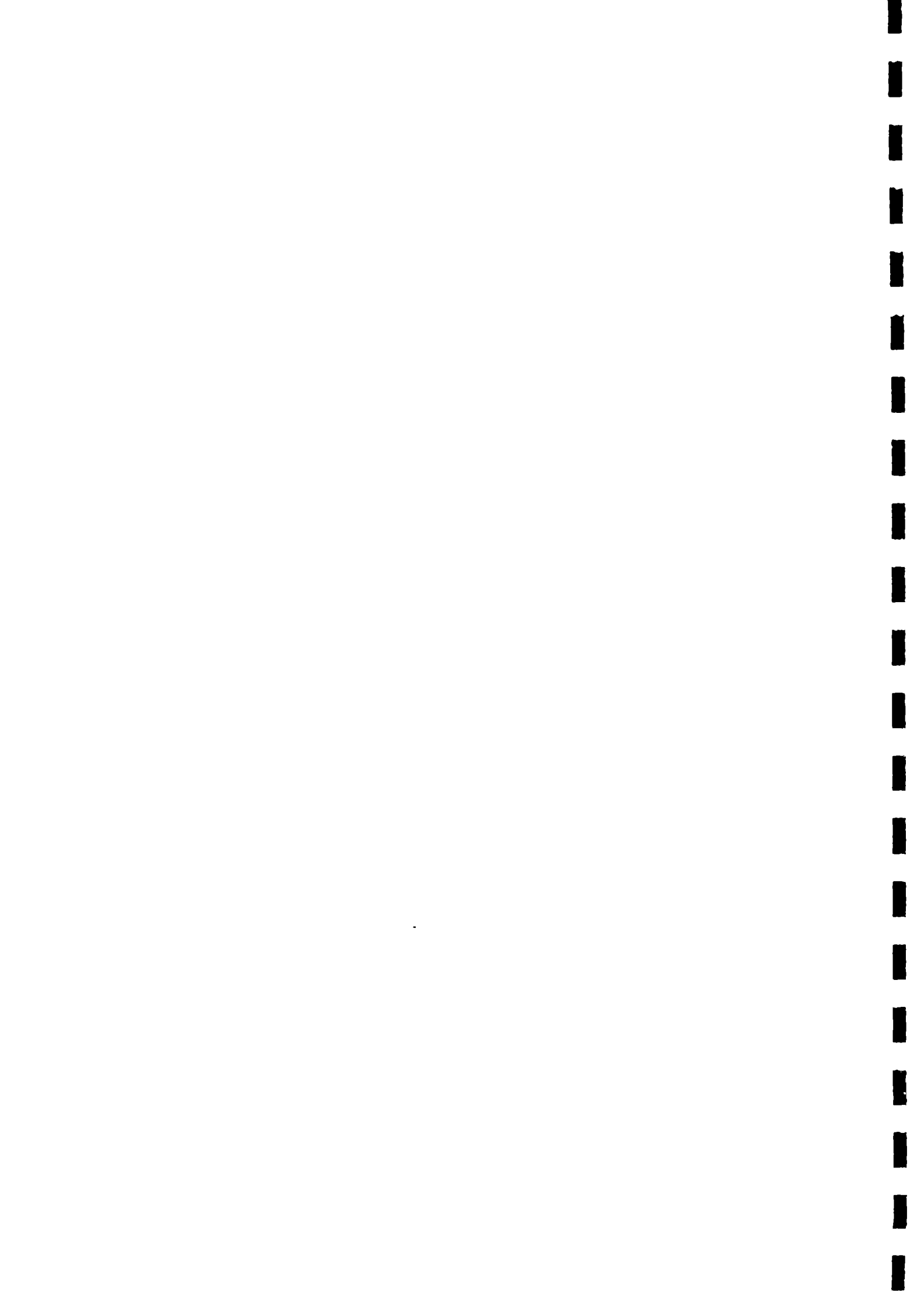
Kindly accept my gratitude for the assistance and support from all ministries involved in this cause, NGO's, donor agencies and regional councillors for their contribution in making community based management of rural water supply, a success in future.

Let's now go and start the implemtation.

I thank you.

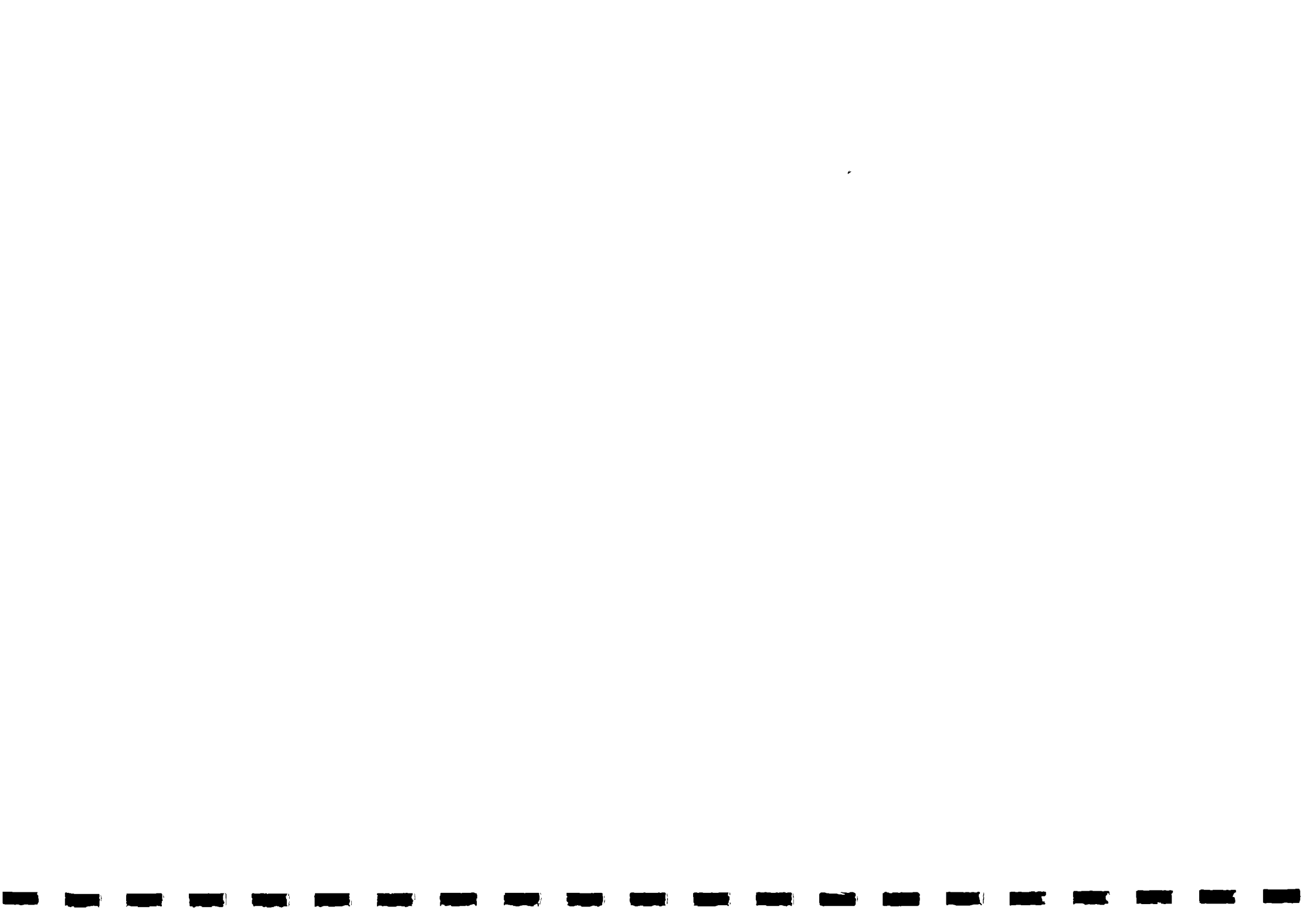


LIST OF PARTICIPANTS



LIST OF PARTICIPANTS

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