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REPORT OF

FIFTH BACKSTOPPING MISSION

TO THE NETHERLANDS- SUPPORTED

WATER SUPPLY PROGRAMMES IN NAMIBIA

Volume 2:

Main Report and Appendices

Mission April 1998

IRC International Water and Sanitation Centre
The Hague, The Netherlands

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Members Fifth Backstopping Mission:

- **Mr Jo Smet, team leader**
- **Ms Beth Terry**
- **Mr Wim Klaassen**

DRWS Core Team:

- **Mr Johan van der Colf**
- **Mr Matty Hauuanga**

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ABBREVIATIONS AND ACRONYMS USED

CBM	-	Community Based Management
CWC	-	Central Water Committee
DRWS	-	Directorate of Rural Water Supply
DWA	-	Department of Water Affairs
EIA	-	Environmental Impact Assessment
ESA	-	External Support Agency
FGD	-	Focus Group Discussions
“Four Os”	-	Water supply region including the four regions of Ohangwena, Omusati, Oshana, and Oshikoto Regions (formerly Cuvelai)
GIS	-	Geographic Information System
GRN	-	Government of the Republic of Namibia
HO	-	Head Office of DRWS in Windhoek
HRD&T	-	Human Resource Development and Training Sub-Division
IRC	-	IRC International Water and Sanitation Centre
LSU	-	Large Stock Unit
LWC	-	Local Water Committee
MAWRD	-	Ministry of Agriculture, Water and Rural Development
MET	-	Ministry of Environment and Tourism
MHSS	-	Ministry of Health and Social Services
MT	-	Maintenance Team
NDT	-	Namibia Development Trust
NOLIDEP	-	Northern Livestock Development Project
NamWater	-	Namibia Water Corporation Limited
O&M	-	Operation and Maintenance
RNE	-	Royal Netherlands Embassy
RO	-	Regional Office
RTT	-	Regional Training Team
RWD	-	Rural Water Development Division (in DRWS)
RWEO	-	Rural Water Extension Officer
RWS	-	Rural Water Supply
TOR	-	Terms of Reference
WASCO	-	National Water Supply and Sanitation Co-ordination Committee
WASP	-	Water and Sanitation Policy
WP	-	Water Point
WPA	-	Water Point Association
WPC	-	Water Point Committee

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1. PURPOSE OF THE BACKSTOPPING MISSIONS

The purpose of the Backstopping Mission is related to the Dutch-financed water projects in the Cuvelai Water Supply Region, i.e. the Ogongo-Okalongo and the Oshakati-Omakango piped water schemes, and the Calueque II project.

The abstracted objectives are (i) to review jointly with DRWS Core Team the achievements, effectiveness and sustainability of the above projects; and (ii) to assist DRWS in the development and demonstration of operational community management systems and related structures contributing towards scheme sustainability and learn from the reviewed experiences.

The main objectives of the Fifth mission were to assess the progress in the Netherlands-supported water projects and more specifically on community-based management in the Netherlands-funded piped water schemes and in the water sector developments in Namibia, to discuss and analyse with the RWEOs and DRWS Regional staff the extension service's functioning and planning, and to make new arrangements on further steps to be taken by DRWS in order to improve the operations of the extension service and the sustainability of the water systems. More specific, this Mission aimed at assessing the progress and "quality" of the agreed activities during the Fourth Backstopping Mission, and recommending specific additional actions. These activities include the very crucial elements for the establishment of community-based management (CBM) including establishment and training of both WPCs and LWCs. The detailed TOR is attached (Appendix 1).

The Team of the Fifth backstopping mission was composed of Mr Jo Smet, Ms Beth Terry and Mr Wim Klaassen. The DRWS Core Team was composed of Mr Johan van der Colf and Mr Matty Hauuanga. A substantial input related to monitoring was given by Mr Karukirue Tjijenda. Unfortunately, the expected contribution from the Training and Human Resources Development Sub-Division through participation in the activities in the North did not materialise.

2. MONITORING OF NETHERLANDS-SUPPORTED WATER SUPPLY PROJECTS

The monitoring task of the Backstopping Mission is related to the two rural piped water supply schemes (Ogongo-Okalongo and Oshakati-Omakango), and the rehabilitation of the Calueque Dam and Olushandja Reservoir. Monitoring of physical progress of these projects is reported in chapter 6.

3. PROGRAMME OF FIFTH BACKSTOPPING MISSION

The fifth mission took place between 13 and 26 April 1998. After briefings with the DRWS management, the HRD and Training (HRD&T) sub-division and Development Planners, and discussions with other DWA and DRWS staff, the mission spent eight days in the Four 'O' Regions. Field visits were made to the two schemes. The teams had separate focus group discussions with community members/users, WPC and LWC members in each scheme. These field visits were combined with joint participatory

analysis, which involved DRWS staff and discussions with other institutions and organisations involved in rural water supply and environment, including the CWC, governmental and non-governmental organisations. A one-day orientation on monitoring for sustainability for WPCs and LWCs was organised in Oshakati. The team participated in the discussions with potential contractors for the rehabilitation of the Oshakati-Omakango scheme. Discussions were held with key organisations involved in environmental affairs related to rural water supply, both in the North and in Windhoek. In Oshakati, a 'WATSAN' meeting with various people involved in water and sanitation projects in the "Four Os" Region was organised. In Windhoek, a short workshop was held on monitoring for sustainability and the role of DRWS on its development and training on *monitoring for sustainability*, and on the further development of LWCs.

At the end of the Mission the major conclusions and action points were discussed with the DRWS management, with Messrs Pita Nghipandulwa, Jürgen Eysselein, Harald Koch and Hans van der Veen, the First Secretary of the RNE; a Summary Report was submitted (Appendix 4).

A detailed itinerary and a list of persons met are attached (Appendix 2 and 3).

4. PARTNERSHIP WITH THE DIRECTORATE OF RURAL WATER SUPPLY

The Core Team at the DRWS side consists of Messrs. Johan van der Colf and Matty Hauuanga. Sjaak Zijlma is now more involved in the management of DRWS. Because of other activities and assignments the participation of Matty Hauuanga was not full-time throughout the Mission, which is regretted as it hampers the dynamics of exchange and feedback between the two Teams, and so eventually the impact of the Backstopping Mission. It was hoped that the HRD&T Sub-Division would have provided a staff member to the Core Team to have good interactions on the crucial element of capacity building in the CBM; unfortunately this did not happen this time, hopefully it will next Mission.

The DRWS Management expressed the value of this kind of Backstopping support in the development of sustainable CBM systems, and therefore the value is not restricted to the two Netherlands-financed schemes. The DRWS Management has trust that the collaboration and communication with the full DRWS Core Team will be better during next Mission and also in-between the Missions. It was stated that the Backstopping Team can always communicate with the Core Team to enquire on progress and problems regarding the agreed action points. The Backstopping team is prepared to provide support where possible in the development and implementation of the follow-up activities. In the debriefing an agreement on follow-up activities was reached with the indication of the main responsible persons and deadlines (report volume 1: chapter 3). The concrete proposals on the re-activation of the training of WPCs and the contributions in the thinking around the development of the LWC and through these to the development of sustainable community management structures seem to be appreciated.

5. DEVELOPMENTS IN RURAL WATER SUPPLY SECTOR AND THE DEPARTMENT OF WATER AFFAIRS

Several important new developments have occurred since the last Backstopping Mission in April 1997:

- Towards the end of 1997, the DRWS revised staff structure and establishment was finally approved by the Office of the Prime Minister (see Appendix 5). In this way, DRWS was given the go-ahead to advertise for unfilled posts, depending upon approval by Treasury for the required budget. This approval is still pending. Along with this, the posts of Regional Heads and RWEOs have been upgraded but still wait Treasury approval. The major changes are in the Division Rural Water Development (formerly Division Rural Water Development and Planning) where some of the functions have been regrouped (i.e., Design and Contract Development sub-divisions) and a number of engineering posts introduced. The other change affects Division North, where the former Cuvelai Region (now "Four Os") will be split into two rural water supply regions: Omusati and Oshana Regions as one water supply region, and Ohangwena and Oshikoto as the other.
- The Namibia Water Corporation Limited (NamWater) was officially created in March 1998. As a new parastatal it will take over the objectives and activities of the former Department of Water Affairs' Bulk Water Supply Section. In relation to the activities of DRWS and the CBM activities of the users, Local Water Committees on the pipeline schemes will be expected to collect money from the WPCs and to pay NamWater the appropriate tariff payments. However, NamWater representatives have stated that they will not deal with LWCs until they have obtained legal status. Regarding the direct impact on the Directorate, at least one person has left DRWS to join NamWater.
- Through a lengthy participatory process within the Directorate starting in late 1997, DRWS has begun a series of steps in order to determine its purpose and to plan carefully for its future. This has included the development of statements on its Vision, Mission, and Values (see Appendix 6) and a Strategic Plan at the Directorate (national) level. In early March 1998, the Strategic Plan of the Directorate was finalised, which included eight strategic objectives for a ten-year period (see Appendix 7). In mid-March, a workshop was held in Swakopmund to initiate the Operational Planning Process for the Directorate and its three divisions. The planning process was designed around a series of 15 planning steps which were developed to establish the operational objectives for a five year period for each of the strategic objectives and to provide indicators of progress. The steps should culminate in workable annual operational plans. In the workshop, DRWS defined their operational objectives (see Appendix 7) and identified 84 major activities to achieve these objectives. Currently the three Divisions at Head Office level are in the process of further defining their Main Activities, and will come together in late June to combine the three Divisional Operational Plans.
- Parallel to the above planning process at the Directorate and Divisional level, Operational Planning has begun at the Regional Level. The process of building awareness around the necessity of planning, and training the Regional Office Management Teams (ROMTs) in the planning process began in two regions (Okavango and Otjozondjupa) in February 1998. This same exercise will be implemented across all water supply regions during 1998 and culminate in each region having its own annual operational plan, which will complement the Directorate HO's plans.

- The Finnish and Namibian governments' support programme to the Directorate began in April 1997. This Community Water Supply Management Support Programme (CWSMSP) is in two phases. The one-year assessment phase ended in March 1998, and examined the areas in which DRWS might need support. Phase Two, which will last for three years, recently commenced and will focus on strengthening the management capacity of DRWS's Head Office and Regional Offices to implement the Water and Sanitation Policy (WASP) and Community Based Management (CBM) strategy. The consultancy team will provide support especially in the following areas: 1) development and implementation of a comprehensive Management Information System (MIS), including the establishment of a Rural Water Information System (RUWIS) database, 2) more effective planning processes (including strategic and operational plans at the Head Office and Regional levels and Regional Development/Infrastructure plans), 3) strengthened management capacity so that DRWS can prepare communities to manage their water supplies following CBM principles, 4) the delivery of training, staff development and Human Resource (HR) management services to all levels of the Directorate through the HRD&T Sub-division, 5) management capacity to secure adequate financial resources to support its activities and to manage these resources.
- The DRWS developed further CBM procedures to be followed for the provision of new infrastructure, a copy is attached as Appendix 8.
- A two-year World Bank Review of the Namibia's water sector, which has just commenced, will be conducted by a large (40 member plus) technical team made up of all the relevant stakeholders, and include expert advisors and seconded officers from various ministries. Primarily intended as a review of water as a resource, it will also look at other aspects including institutional structures, organisational development, staff structure and training, and affirmative action issues.
- CBM was officially launched in August 1997 through a National Awareness Campaign for the general public, including an official televised presidential address, a television panel discussion, periodic television commercials, radio panel discussions and question and answer periods on all the local language stations, and the distribution of various printed brochures and posters. Other activities focus on school children including an art competition covering the theme, "water in our community", which will continue until September 1998.
- Legal aspects of CBM have been investigated including the legal status of the various water committees and the ownership of water points (currently government-owned infrastructure) by communities. The legal advisor has made various recommendations to DRWS including the need for writing legislation that will reinforce the legal status of the water committees and the authority of community members/users. This status and authority will be based on the community members/users formally associating together in Water Point Associations (WPAs) with the Water Point Committees (WPCs) acting as executive bodies of the WPAs. The main issues that will be addressed over the next year to ensure legal status include: 1) finalisation of model committee/association constitutions, 2) support at the regional level to write these constitutions, 3) registration of committees and associations, 4) finalisation of hand-over agreements (leasehold and full ownership), and 5) determining and initiating the application process for PTOs to ensure the necessary land rights in the communal areas that will allow the WPAs to take ownership of their WPs.

6. PHYSICAL PROGRESS OF WATER SUPPLY SCHEMES

Oshakati-Omakango scheme

The preparations for the rehabilitation of the Oshakati-Omakango scheme are nearing the final stage. The consultant has been selected, Steward Scott Namibia. In close collaboration with the extension staff of DRWS RO, the mapping (GPS co-ordinates) of all water points in this scheme was done at the end of 1997 and beginning of 1998 (see Appendix 9 and 17). This opportunity of visiting all WPs was also used to (re-)establish some of the remaining WPCs. During this mission, the Backstopping Team participated as observer in the consultant's briefing meeting for the interested contractors. Together with them a few selected water points in the scheme were visited. These visits gave a good impression of the dilapidated condition of the water points; some were even not connected to the mains. These are results of both poor workmanship of the original structures but even more of the lack of community-based management.

The rehabilitation will start soon and is expected to take three to four months. By October the rehabilitation should be completed. The rehabilitation is the very moment to organise the WPCs, formalise the WPAs and raise the awareness of the users on CBM including ownership. The DRWS RO in collaboration with the Development Planners have started the establishment and capacity building of the LWC. This physical rehabilitation should also be used to link the WPAs (and their WPCs) with the LWCs and the other way around. DRWS decided that the community members will not provide free labour or local materials for the rehabilitation works. One reason for this is the fact that they had contributed through free labour and also through local materials during the initial construction in 1991. Another reason is the fact that the poor state of condition of the scheme and WPs leading to the rehabilitation was beyond their control and merely the result of the absence of the CBM system, and poor planning and workmanship.

Ogongo-Okalongo scheme

The physical condition of the Ogongo-Okalongo scheme is still quite fine. The major problems, already earlier indicated in previous Backstopping Missions, are:

- the limited storage capacity at some WPs (while at others there are too many tanks; the requirement of a minimum of two tanks per WP was mentioned by the LWC),
- some branch-lines are too small for the water demand along the line,
- several broken water meters, no separate water meters for schools and clinics, and
- the expressed need to have more water points for 'unserved' communities at distances of more than 2.5 km from a WP.

The newly established LWC for this scheme indicated the solving of these problems as conditions for accepting the management responsibility of the scheme. DRWS plans to inspect the scheme, make an inventory of these problems and plan rehabilitation. This rehabilitation would be most likely carried out by the DRWS RO rather than contractors. The location of the water points is indicated in Appendix 16.

Calueque Dam Phase II

Although it was included in the TOR and planned for this Mission, a visit to the Calueque Dam was not made. The reason was that no progress was made in the physical rehabilitation at the

dam site. A progress report was received from DWA (Chief Construction of DWA, Mr Johann Botha), see Appendix 10. All the hardware, i.e. spare pump, three electro motors and switch gears, have been bought using Netherlands funds. The installation of this equipment can only take place after repairs of the road from the border to the dam have been carried out. The rehabilitation of the Calueque Dam has been postponed because of lack of funds and because the urgency is low. The pump capacity of the new equipment is $6 \text{ m}^3/\text{s}$ but the dam condition does not provide for that volume to be pumped. For the time being the Olushandja dam reservoir has a capacity to cater for some three months of supply for domestic purposes. As the Netherlands funds for this project have been exhausted, other funds (local or international) have to be sought for the dam rehabilitation. The EU has made some funds available for the demining of the areas next to the canal section in Angola, in order to clear the bushes as part of routine O&M of the canal.

Depending on the progress of the installation of the electric equipment, the next Backstopping Mission may include a visit to the Calueque for visual inspection.

7. COMMUNITY-BASED MANAGEMENT OF PIPED WATER SUPPLY SCHEMES

7.1 Community Participation

Compared to previous Backstopping Mission visits, the overall feeling coming from the community members or users is not very positive. During the discussions on the schemes with the users and with the committees, several points were mentioned that gave the impression that the relationships between the users and the committees were deteriorating:

- Meeting attendance by community members on both schemes was reported to be dwindling.
- The committees are now lacking any authority in the eyes of the users.
- Some conflicts occur because people do not attend the regularly scheduled WPC-community meetings and then do not adhere to decisions made regarding rules around the WPs (especially concerning wasting water).
- In at least one place, physical violence was used against one WP caretaker. Other WPC members report that they are "called names" and intimidated.
- The communication and reporting link between the users and their committees is not very good. This is illustrated by the fact that in at least some cases on both schemes, users did not know how much money has been collected by their own WPC, how much was on hand, or what the money was used for. Some knew that there was a registry or books kept on members and contributions, but that was all.
- "The community members do not trust the committees: committee members 'eat the money', steal and hide."
- The attitude of the users towards contributing to their water supply also appears to be worsening, and contributions have declined seriously over the past year or so.

For more specific examples, see the five Appendices 11 to 15 with the field discussion notes for user and WPC discussion groups.

The main reasons for this current state-of-affairs appear to be two-fold:

1. WPCs still have not been trained and, therefore "do not know their responsibilities", and
2. WPCs still do not have any legal status.

Lacking both of these, the committees have no authority and the users are losing respect for them. Another reason for the clear decline in contributions is the fact that people do not know what the contributions are for, because the only visible expense to date has been the replacement of broken taps. Without having an understanding about the need for collecting regular funds in case of major repair problems (and for future capital replacement costs) and payment for water consumed, the users see no purpose in making contributions. Besides those who are refusing to contribute, many users are still worried about their ability to contribute.

If all these conditions and attitudes fester and continue, there is a real risk that negative attitudes about CBM will create a major relapse in any progress made to date.

During the process of receiving legal advice on CBM implementation issues (see Chapter 5), a decision has been made by DRWS management to formally group community members/users around one WP into associations. Those involved (i.e., the community members "attached to" and using a specific water point) will remain the same but be labelled "Water Point Association", and the Water Point Committee will be the executive body of the association. This label of "Association" will give a legal status to the users group. Although this does not alter any existing structures or change any people, the more formal label and structure may help to make a more cohesive link and relationship between the community members/users and their WPCs. The present key to an improved situation appears to be getting the WPCs trained (see Section 8.2 below).

One other finding came out during the discussions with users on the Ogongo-Okalongo scheme, which confirms findings by the Development Planners. These groups of users mentioned that they are aware of Cost Recovery, and in principle, they do not have any objections against it. However, they say that the policy can only be implemented after all outstanding issues on the scheme have been solved. These include: 1) rehabilitation of some WPs, 2) the training of the WPCs and LWC, and 3) WPs for those who live on top of the scheme but who do not have a WP within "WASP-agreed" distances. The Mission feels that rehabilitation should only take place if the WPC can prove that the poor condition has resulted from circumstances beyond their control. The Mission assumes that DRWS will provide WPs to those communities under 3).

7.2 Water Point Committees (WPCs)

To each of the schemes a field visit was made; at Oupomako (Oshakati-Omakango scheme) a meeting was held with 20 WPCs representatives (11 male/9 female). At Okashipo (Ogongo-Okalongo scheme) 22 representatives (16 male/6 female) were met. In a participatory meeting with them, a number of topics were discussed. The findings and recommendations are given in the following section.

a. Establishment of the WPCs

In order to complete the establishment of all WPCs in both schemes a crash activity was carried out between July and November 1997. For the Ogongo-Okalongo scheme there were 16 remaining water points committees. Particularly in the Oshakati-Omakango scheme there was a backlog of 70 WPCs (out of the total of 94) which were all established by November 1997 (for scheme overviews with WPs, see appendices 16 and 17).

The establishment of a relative high number of WPCs was possible after DRWS had given this activity the highest priority, which is in accordance to the agreed action points resulting from

the Fourth Backstopping Mission. The necessary fieldwork of the RWEOs was also greatly facilitated by the availability of a vehicle and camping equipment.

The completion of Water Point Committees' establishment is a good achievement. Concern exists as to whether the speedy nature of the activity may have had a detrimental influence on the selection of the members by the community and hence on the stability and functioning of the WPCs. In reviewing the process of WPCs establishment it appeared that crucial steps like the initial community meeting and further involvement of the local leaders did not take place, which used to be a standard procedure before. The RWEOs said that some days were available for communities that needed more time before they could elect their committee. In the detailed discussions, no obvious weaknesses could be found in the composition and present functioning of the recently established WPCs. It was however agreed that in the accelerated establishment of WPCs there is a considerable risk that genuine community support is lacking or other factors weakening the authority may develop.

In conclusion it was agreed that the committees which were established at slow pace as in the earlier stages of the programme were equally strong as those established during July-November and that the training of WPCs is a more decisive factor for their functioning. The failure of the DRWS to arrange for the training is therefore of great concern.

The RWEOs indicated a relatively frequent drop out of members from the committees established in the beginning of the programme which creates a threat to the sustainability of the functioning of the water points. Reasons given included the lack of authority of the WPC-members and resulting poor relations with the community. Factual information on this statement of the RWEOs could not be collected during this mission.

b. WPCs' functioning, problems encountered and solutions suggested

Communities have their own specific structure and organisation. The process of getting organised around a 'new' utility as water is unknown to most of the communities. The consolidation of the WPCs, particularly as training and capacity development of the WPC-level has not yet been realised, is a process that is presently hampering. Many people in the villages still state that the water is property of the government and not of the community or the WPC; consequently this raises many questions concerning the authority and legal base of the WPCs.

As a matter of interest, comparison has been made with other committees in the community, e.g. school committees, drought relief committees and agricultural committees. It transpired that all have problems comparable to those of the WPCs. Community members are inclined to question the authority of the committees and the honesty of individual members in particular. Often it is claimed that the members 'eat the money', steal and hide. Increasingly people refuse to pay. It was noted that the WPC's task is extra difficult as it has to deliver water continuously and failure is felt directly. Other committees operate only recurrently or incidentally.

The WPCs face several problems. Few people do come to the community meetings, unless they are gently forced by way of keeping the tap closed from early morning until the meeting is over. More interest for meetings was observed when the RWEO or other staff from DRWS attends. Better results were also found if the meetings were held right after the church service or around another major gathering or event.

Mention was made of some cases where closing the tap did not help: "...motorised people came with spanners, broke the locks and tapped large amounts of water. They disappeared without closing the pipes leaving the water flow out for the whole night."

Physical violence by a community member was reported against one WPC caretaker (present in one of the meetings) when the caretaker was alleged to delay children asking their help to clean the WP. Neither the community nor the police apparently took decisive action. Besides this incident, several persons said that they were regularly 'called names' and intimidated by the community members. Several members said that, if they see wrong behaviour related to the water supply, they opt for not reacting and not taking up their assumed roles, as acting would lead to serious threats of witchcraft placing a bad spell on the water point.

An interesting suggestion was put forward to enable people to have private connection as "the difficult people are often rich and in any case can be told to have a private connection if they are disturbing the peaceful members of the community."

Children may be destructive! One WPC decided to close the tap if kids were out of classes. Often it was seen that parents refused to discipline the children as they said they had paid for the water -- if at all -- and that the scheme was property of the GRN and the WPC could not claim authority. Inclusion of subjects, such as the community water supply, water as a natural resource, and the scarcity of it in Namibia, in the school curriculum is the first step to change the behaviour of the children. Active involvement of the parents indicating their responsibility should also not be overlooked.

The so-called water stand, a tap without water meter, reservoir, washing basin etc., is generally difficult to maintain and operate. There is no responsible WPC or person, and therefore they are often in poor condition. It was decided that the water-stands without WPC will be disconnected or upgraded and rehabilitated.

The WPC members had themselves general solutions to overcome the problem of lack of power and authority. Points mentioned included: close the stop valve to control the service periods and service to whom; pre-paid water allocation arrangements (only the ones who had paid are entitled to collect water); and ask DRWS staff to participate in community meetings on water supply.

c. Payment for water

Preparedness to pay for water has declined seriously over the past 3 years.

In the Ogongo-Okalongo scheme, it was assessed that payment through regular user charges was done now by about 35%¹ of the user families; this percentage has been decreasing since 1995. None of the WPCs represented in the meeting had a bank account established.

In the Oshakati-Omakango scheme an estimated 55%¹ of the families paid regular user charges to the WPCs. For this scheme accountability of the WPCs seems not to be a problem, despite several allegations of the community members about mischief by the WPC-members.

d. Ownership

Ownership of the schemes is still not yet clear. In a previous mission, one of the RWEOS said that users indicated that the water supply is now "in their hands". Increasingly, however, it

¹ Rough indications based upon statements of WPCs present in 'scheme' meetings

appears that communities dispute and disclaim their ownership. As a matter of urgency this requires to be addressed.

e. O&M

O&M requirements are still limited because the schemes are rather new. This explains why the low payments for O&M have not yet led to problems in the functioning of the schemes. The biggest problem at present is the non-availability of tools in the community. A tap is bought to replace the broken one, but the spanner to fix it is missing! The WPCs present felt that no special technical skills were needed, as maintenance and repair are low-tech and of the same level of repairing a bike. However, the O&M requirements of a fully operational water point with pipes, taps, tanks and cattle troughs should not be underestimated. Taps can be bought in a local rural shop, where a cheap tap costs N\$ 27 (diameter 15 mm). A better quality brass tap costs N\$ 80.

Despite the hardship of being a WPC member, there are still community members who aspire to be a member of the WPC and existing WPC members choose to remain as members. The main reason stated is that people feel responsible as they were elected by the community or they felt they had ownership responsibility and that if they would not take care for the supply system, it would be totally wrecked and soon not function anymore.

An analysis was done on the gender composition among 141 WPCs in the two schemes. The modal situation is that among WPCs in the Ogongo-Okalongo scheme 2 out of 6 members are women, and in the Oshakati-Omakango scheme, 3 out of 7 members are women. When considering the total number of WPC members (n=873), then women make up 39% of the total. More detailed analysis are given in Appendix 18.

7.3 Local Water Committees (LWCs)

The developments around the LWC as a key institution in the CBM of rural piped water supplies got a big boost over the last half year due to the efforts of the HO Development Planners and the 'Four Os' RO extension staff. Achievements made since the last Backstopping Mission are:

- both LWCs for Ogongo-Okalongo and Oshakati-Omakango have been established or re-established through an election process
- a workshop with all LWC members in Oshakati has been conducted on defining the responsibilities and tasks of the LWCs, and on drafting the LWC constitution
- in the same workshop a detailed planning has been made on the process of institutional development of the LWC and on the human capacity building for the members of the LWCs
- key issues are under development, including finalisation of the LWC constitutions; introduction of LWCs to all WPAs (including WPCs); orientation of LWCs to NamWater procedures and on the production and distribution of bulk water; defining responsibilities of LWCs and WPAs; training of LWC members, especially the Executive Committees of LWCs; management procedures in money collection and billing

The Mission had with each of the LWCs a separate meeting in the field, and a one-day orientation workshop was conducted for WPCs and LWCs on monitoring for sustainability. The summaries of the meetings in the field are attached as Appendix 19 and 20. The paper of this workshop is included in Appendix 21; the attendance list of the 20 WPCs and LWCs representatives as Appendix 22.

The key findings of these contacts with the LWCs were:

- Each LWC has a large representation of 15-22 members and an Executive Committee of seven people
- LWC members were elected in a fair process; they seem to represent the water users from the entire scheme (usually each branch-line has one representative in LWC)
- LWC branch representative are the intermediary between LWC and WPCs on their branch line, and to support the WPCs on their branch line to solve problems
- LWC members do not realise as yet the magnitude of the responsibilities and huge task of the LWC (e.g. financial turn-over; administrative tasks; O&M responsibilities)
- LWC members do not see the need for a professional unit attached to the LWC
- LWCs requested support in training for their new tasks and for establishing the LWC infrastructure (office; transport; equipment etc.)
- Need for improved communication between LWC and WPCs, and the users
- DRWS (extension officers and other staff) needs to give support in the development of authority and building up of respect for the LWC and the WPC from community (perhaps by being present in a few meetings)
- LWCs demand the support from councillors and headmen in water supply affairs (respecting authority of both WPCs and LWCs)
- LWCs see still serious problems with the recovery of envisaged water cost level in future
- The WPCs and LWCs are keen to develop monitoring areas and indicators for the management of the water points and scheme. However, as indicated the level of understanding of their responsibilities and tasks needs to be increased. This monitoring system development will be opportune if they have started their tasks on O&M and cost recovery.

The professional capacity of the LWC has to be addressed adequately. The responsibilities and tasks in managing a scheme are substantial. These will be beyond the capacity of the Executive Committee. It is recommended to have a professional unit with a (part-time) administrator, a (part-time) bookkeeper and a plumber. The private sector could be involved for more serious technical problems. Annual auditing to ensure transparent accountability is needed. An Advisory Board for LWCs with representation of councillors, NamWater and DRWS should be considered.

In general terms, the institutional development (including constitution and training) and the organisational systems of LWC operations (including procedures, office, transport, etc.) need gradual development. Room for learning has to be created; the two '*development and demonstration schemes*' should provide for experiments in this learning environment. Two staff from the Development Planning Unit are enthusiastically involved in the LWC development activities, leading to very good progress and well-thought outcomes. Nevertheless, there is still a lot to be done. DRWS HO should give full support and create a sound-board group for this process of LWC development.

The Backstopping Team and Johan van der Colf had a discussion with Mr Tjijenda and Ms Hermans on issues such as legal status; authority; composition of Executive Committee; professional unit; capacity building; gradual introduction of tariffs; gradual increase of LWC responsibilities; monitoring; and other options of managing the scheme. These discussions were very much appreciated by the Development Planners; due to lack of time these discussions could not be completed.

The plan is to have the schemes officially handed over to the LWCs by December 1998. Full cost recovery is planned to start in August 1998. This does not seem realistic for both schemes, also in view of the physical state of the schemes. It is recommended to adhere to the cost recovery policy of gradual introduction of the payments, first for O&M of WP and scheme, and then for the water itself. The Backstopping Mission agrees with the DRWS RO that it is not correct to move away from this gradual introduction earlier than agreed with the people. Introduction over a period of two years or so would be feasible. At a subsequent DRWS meeting after the Backstopping team left Namibia, a decision was made that payments would be gradual for existing pipeline schemes and over a period of five years, coinciding with the second phase of CBM. In the first year starting in August 1998, the LWCs would write a cheque to NamWater for 20% of the NamWater tariffs owed and give this cheque to DRWS. DRWS would then submit this cheque to NamWater along with the other 80% of the payment. The LWCs portion would increase to 40% in the second year and so on. In this context, it is important that eventually NamWater accepts direct payments from LWC; therefore the legal status of the LWC must be addressed.

For marginalised groups, a water subsidy based on individual household's financial capacities and being paid by the central or local government may be considered and studied for its feasibility, testing and implementation.

This development towards a strong institutional and organisational LWC that functions well needs close monitoring. If this institutional structure appears not viable, other management options should be considered, which could already be studied now. Such options would include a privatised corporation, subsidiary of NamWater, or an institution under the regional council, although the latter one has many sustainability risks.

7.4 Central Water Committee (CWC)

For the first time, the Teams had the opportunity to participate in a meeting of the CWC. Some 30 people attended the meeting on 22 April but only one person was a formal CWC member! Others included two regional governors, four regional councillors, three community members, five consultants and 15 DRWS staff. The impression was created that the Committee's activities and meetings are not well structured. This is caused amongst others by the absence of a secretary and a secretariat. The new applications for water supply were not really analysed and prioritised. No clear CWC commitments were made and follow-ups were unclear.

The Mission briefed the meeting on its objectives, activities and achievements, and the perspectives on sustainability of piped water supply were indicated (Appendix 23).

From this meeting, the Mission concludes that the CWC is in desperate need of some consolidation and training, especially around membership, responsibilities, meeting skills, and the roles and responsibilities between the CWC and the DRWS RO. The appointment of an executive committee (chairperson, secretary) and the establishment of a secretariat are prerequisites for the urgently needed improvement in efficiency.

7.5 RWEOs

The RWEOs made a progress report for the two schemes in which they are involved, which gives a good reflection of the state-of-affair and the problems they face in their operations (see Appendix 24). Four main areas were discussed with the RWEOs. These areas are as follows:

Establishment of WPCs

As has been discussed in chapter 7.2 of this report the WPCs in the Oshakati-Omakango scheme have been established in a fast pace under pressure of the rehabilitation of the scheme prior to the handing over to the LWC. The question at stake in the discussion was whether the rapid approach, which basically followed the usual establishment process but than in a shorter time, would result in WPCs that would function just as well as the WPCs that were established over a much longer time.

It was felt that the slow pace and long delays, which have occurred in both schemes, have been detrimental to the up-keep of the water points and the relationship of the WPCs with the communities. A more effective approach and rapid establishment would most likely avoid these problems. In the opinion of the RWEOs and the Backstopping Team the key question is not so much the speed of establishing the WPCs, but whether the WPCs have been sufficiently capacitated to assume their tasks. This brought out again the delay in training material development and the implementation of the training.

Training of WPCs

The RWEOs felt that the starting of the training of WPCs was an urgent matter. To get started soon, it was suggested to use the curriculum in its present state. It was felt that the translation of hand-outs and flipcharts from English to the local language could be done by the Regional Training Teams (RTTs) and the Acting Control RWEO. The HRD&T sub-division will have to make all the final preparations to have the training in the regions by the RTTs (consisting of RWEOs) started. Further reference is made to chapter 8.

Improved efficiency of the RWEOs

The provision of transport and camping equipment (tents etc.) have helped the RWEOs to reach far away places. However, problems with the reliability of the car were said to be a major setback and the camping equipment was not used as frequently as expected. The RWEOs for Ogongo-Okalongo scheme used the camping equipment about seven times; this made them more independent of transport to be provided by the RO that had to be shared with the other scheme. The RWEOs for the Oshakati-Omakango scheme used the equipment only once. It was emphasised that more frequent usage would lead to greater efficiency of the RWEOs and through the more intensive contacts also to increased effectiveness of their work. With the present practice, because of poor work planning and supervision, the efficiency gains are limited. The proposed study on efficiency related to the extension service is again suggested. There is good co-ordination, co-operation, and planning between the four RWEOs regarding the use of the vehicle for the two schemes.

Mr Pinehas Elago has become Acting Control RWEO, while Mary Isaac Itembu has not become Acting Chief RWEO.

Remaining obstacles or constraints

- The vehicle for the two schemes arrived in August 1997. It is an overhauled four-wheel drive which needs some regular attention but seems to be fine. One of the RWEOs on the two schemes has finally obtained a driver's license.
- On both schemes the camping equipment does not appear to have been used adequately; Mary and Toivo only used the camping equipment once. Even though camping may have

been more efficient, they ended up using the vehicle mostly and returning to home base each day, spending a lot of time in driving. Toivo also had to make some private transport arrangements to hold community meetings on some of the weekends.

- There is some confusion about the role of Mary as the "lead" RWEО on the two schemes versus the role of Pinehas as the Acting Control RWEО.
- The vehicle needs a canopy. A single cab with an open back is not good when you must transport many people or materials for training/discussions.
- The idea about having radios for easier communication has never been followed-up by either the Regional Office (RO) or the Head Office (HO).
- The RWEОs feel there is still a lack of support from the HO.

Planning

Planning (weekly or monthly) by the RWEОs, and monitoring their plans and reporting to the Acting Control RWEО is not going well. The planning, reporting and monitoring systems remain weak, so that the Acting Control does not really know what the four are doing. Sometimes reports are not made or they are late. A simple chart (draft) for a personal action plan for a four-week period was made that would form the basis for planning and monitoring (see Appendix 25). The appropriateness must be checked versus other planning tools presently developed at DRWS HO. This poor planning and co-ordination takes place, even though the RWEОs claim to know how to make action plans, but they do not understand the purpose, and their planning is often interrupted by other activities/requirements from the HO or now from the rehabilitation on the Oshakati-Omakango scheme.

Because the follow-up on the newly established WPCs is seen as a priority, the RWEОs indicated that plans for this follow-up should consider:

- that June through October is the best time to work with the communities and WPCs; follow-up should be done in earnest during this period coming up.
- that the Acting Control RWEО intends to put up a programme to make sure that the LWCs and WPCs know each other and understand each other's roles.
- the dates for LWC activities and rehabilitation activities and then fit in the WPC follow-up activities (and hopefully WPC training weeks also).
- to work together in teams (i.e., two on one scheme, two on the other) to do the follow-up so that they can: 1) give support to each other, 2) make sure that the same CBM message is passed, and 3) try to solve problems/confusion straight away on the spot.
- that the possible support role of the Acting Control RWEО in giving assistance and solving problems.
- that the Acting Control RWEО will follow-up on the monitoring of planning, progress of RWEОs work.

Due to limited time, the issue of monitoring by WPCs, LWCs and DRWS RO was not discussed at the progress meeting with the RWEОs.

7.6 DRWS Regional Office Oshakati

The team found that DRWS Oshakati has achieved some major steps forward concerning the rehabilitation of the Oshakati-Omakango scheme, the WPC establishment, and LWC consolidation. However, several of the tasks that were agreed upon during the previous mission

were not yet accomplished. The reasons for this are based in both DRWS RO and HO. Below the main reasons of the operational shortcomings of the DRWS RO are analysed.

Insufficient decentralisation (incl. delegation of responsibilities)

The RO and its staff are situated close to the people, the target group of the DRWS projects. They know very well the problems and needs of the people. Based upon demands from the people and the communication of the councillors and with the CWC new activities can be identified. This includes also the development and support of CBM systems to improve the sustainability of the water supply services. However, the RO has no formal authority to start activities, such as training. They need approval and have to follow the standardised approaches developed at the HO. The bureaucracy at the HO delays the decisions and operations significantly. Examples are the provision of the vehicle for the RWEOs, the study on RWEOs' efficiency, and the training of WPCs and CTs. In these cases the RO was ready to start off with the implementation (or use) while the finalisation of procedures and training materials has taken a very long time causing risks in the regions. This confirms the need for decentralisation of present HO tasks to the RO. Decentralisation will be possible if the framework for development is clear and RO-capacities are developed. Resources to implement decentralised activities need to be allocated.

For the time being, the RO and HO should jointly identify the problem areas, analyse them and come to jointly agreed solutions with well-defined time results and schedules. Both offices should then monitor the progress of the agreements. Now the RO identifies and communicates problems to HO, expects actions from HO, while HO does not take action and does not communicate to the RO. This is quite frustrating. This delay in decisions and actions has affected the two Netherlands-financed schemes.

Lack of staff in DRWS RO

The staffing in the RO is below the establishment, particularly considering the fact that the RO Oshakati has to manage four political regions. The planned split of the present RO in two ROs will increase the total staff for the "Four O" Regions. The present lack of qualified supervisory staff, significantly influences the performance of the extension staff, particularly in their efficiency. It seems that technical maintenance staff is "occupying" posts meant for Chief extension officers. Having too many maintenance staff may delay or discourage the development of and the involvement of the private sector in the O&M of both piped and pumped water systems.

Lack of operational and managerial capacity at the regional level

There is insufficient planning and management support, guidance and monitoring/feedback support within and for the extension service. Good guidance and coaching will improve the commitment of the extension staff and so improve their performance. This applies to all levels in the extension service at the RO, from the Control to the RWEOs. Training is needed on procedures for planning and monitoring, and how to use the information need to be developed. Private sector training institutes could possibly be used to help in developing that capacity in the RO.

7.7 DRWS Windhoek

In the present centralised system in DRWS, the optimal functioning and performance of the HO is crucial for the operations at the regional level. The examples above have illustrated this. There is room for optimising this HO performance. The communication between the three divisions is not optimal. The performance of each division depends on the outputs from the others, and particularly the service provision from the Division Rural Water Development to the Divisions North and South. Improvement of services relates to both the quality and timely delivery of products. The management of DRWS recognises the existing problems and the need for improvement in communication, planning and management of the several sub-divisions. The present problem with the training package is an outstanding example of the lack of communication and management. But there are also good examples, including the work of the Development Planning Sub-division on the LWC establishment, development and training; although this may not have been their primary tasks.

7.8 Organisations active in Water in "Four Os" regions

A meeting was organised to exchange project objectives and experiences among organisations and projects involved in water supply and sanitation in the "Four Os" Region. Only five organisations were represented. It became clear that there were different approaches followed in the support to communities in rural water supply, which are not all in line with the government's. DRWS representatives indicated that there is general communication on the policy but that it is expected that NGOs have the responsibility to keep themselves informed. The notes from the meeting are attached as Appendix 26.

7.9 Conclusion on sustainability of piped water supply schemes

The long-term functioning and use of the improved rural water supply is in the hands of the WPAs with their WPCs and LWCs. They have received from the users the mandate and responsibility to manage the schemes that their water supply is ensured in quantitative and qualitative terms. But the willingness and ability to pay for water by all users is not fully secured yet. Cost recovery may become successful if cross-subsidy at WPC level is established, and in individual cases subsidy from the government may be considered. The authority of WPCs needs to be improved. The WPA and its WPC is a viable institution provided the WPC members are well trained and procedures internalised on accountability and communication to the WPA/users which are their constituency and owners of system and scheme.

In administrative, financial and technical terms the LWC needs strong professional staff to handle these affairs in an adequate way and to apply transparent accountability in order to make the scheme management strong, effective and sustainable. In this concept the LWC is then the Board of Representatives of the WPAs.

There are still many risks that may jeopardise the sustainability for piped rural water supplies, both at WPA and LWC level. Many areas need to be consolidated still, and further adjustments will be needed.

8. TRAINING DEVELOPMENT

8.1 Training for RWEOs

The basic foundation training of all RWEOs (the "T1-T4" training courses) is almost complete. During May and early June 1998 the last rounds of T3 and T4 will be provided to the "new" group of RWEOs.

There is some recognition that the "old" RWEOs (recruited in 1994 and includes the four RWEOs on the two Dutch-financed schemes) and the "new" RWEOs (recruited in 1996 and 1997) have had differences in their training. This has particularly occurred because CBM implementation strategies, guidelines and activities have been increasingly thought through and defined over the past year. The upcoming Review of the Extension Service will attempt to identify some of these differences (and possible gaps) and recommend some interventions to improve the situation. Meanwhile some HRD&T staff are also listing gaps between the two sets of RWEOs and are beginning to discuss possible training or other types of interventions to rectify any problems.

8.2 Training of WPCs

Training of WPCs on their responsibilities and tasks is crucial for the proper functioning of the committee and the management of the water supply services. The members of the WPCs need this training urgently to give them the knowledge and skills to perform to expectations. This training and capacity building is one of the pillars required for the sustainability of the water supply facilities and the service. The Backstopping Missions have emphasised the need for this training from the very beginning, and has repeatedly made specific suggestions e.g. on the organisation of the WPC training. One Backstopping Team member gave even inputs in the development of training modules, reviewing of modules and field-testing of the methodology and materials. In the Fourth Backstopping Mission Report (IRC 1997:13) the steps taken prior to April 1997 to prepare the training package and the Regional Training Teams (RTTs) for running WPC Skills Training in all regions were described. (A detailed account of steps taken since April 1997 is given in Appendix 27).

In the agreed activities (at the debriefing of the Fourth Mission), the training of the WPCs in both schemes had been flagged with the highest priority, and to start as soon as possible. The Mission was astonished to hear and find out that the actual training of the WPCs had not yet started, although on many occasions different people such as Regional Head, raised the importance and the concern on risks for sustainability, and the drawbacks for the dynamics around the WP and in the users groups.

Problems caused by the delay in training are clearly arising and were noted during this Fifth Backstopping Mission in discussions held with users and WPCs on the Ogongo-Okalongo and Oshakati-Omakango pipeline schemes, plus during other discussions and activities with various actors in the region. Some examples include:

- WPCs feeling resentment against the newly formed LWCs to the point that they are very discouraged and are almost feeling redundant. Some WPCs have been established for more than two years, they have been promised training, yet to date they have not had any training. The WPCs also feel that the newly formed LWCs are now receiving most of the attention by being invited to workshops and follow-up meetings.

- Other NGOs or Project Partners struggling to get information on the training package from DRWS and then having to prepare their own, because they were not able to get the DRWS materials in time.
- The Consulting Engineers overseeing the rehabilitation of the Oshakati-Omakango pipeline agree that the committee training should be done hand-in-hand with the rehabilitation work. People should be trained and ready to take over the pipeline at the end of the rehabilitation. If this is not done communities will not be able to manage the newly rehabilitated scheme. [This opinion is directly in line with the DRWS's ideas for regional operation planning and the sequencing of steps for CBM implementation.]
- The Regional Head, Chief Extension Officer, and RWEOs from the "Four Os" are worried that the RWEOs who have been trained as WPC Skills Trainers will have forgotten all that they have learned about training.

The DRWS management indicated during the debriefing session of the 5th Dutch Backstopping Mission that the training activities on CBM at community level should determine the pace of the construction rather than training of WPCs coming far behind the construction. This is of course not the case for the two Netherlands-financed schemes. This training of the WPCs was therefore given high priority using the present training manual. During the debriefing it was decided by the DRWS management that one member of the Backstopping Team would assist in this training. This decision was communicated to relevant parties, including the HRD&T staff and RO.

8.3 Training of Caretakers

The status of caretaker training on pipeline schemes was described by the senior technical trainer in the HRD&T Sub-Section, as follows:

- During 1997, a six-week Training of Caretaker Trainers (Caretaker TOT) took place in each region. In each region, four Caretaker Trainers (2 teams of 2 trainers each) were trained in all technologies used in RWS in Namibia with an emphasis on boreholes with diesel driven pumps and wind pumps.
- In June 1998, for the five northern regions a three-week TOT follow-up will be conducted in which other technologies, such as solar pumps, piped water supply and handpumps will be covered more extensively. Also in this TOT follow-up, new training materials (handouts and posters) will be used and tested.
- Training materials have been developed for caretakers on the pipeline schemes in the form of a handbook for pipeline WP caretakers. The pipeline caretakers training is planned for five days, and will focus on the simple repair jobs that the caretakers will be expected to undertake, especially repair of taps and leaking pipes (above and below ground). Within the five days, other sessions will cover CBM policy (especially around O&M and technical management of the WPs), safety, and use of tools. Repair work needed because of poor design (pipes into tanks and troughs) will not be covered. Rather the caretakers will be taught when to report certain problems beyond their capacity. Although working with cement was covered during the Caretaker Trainers TOT, this type of work will probably not be done by pipeline WP caretakers. Equipping the caretakers with the necessary tools and skills does not really make sense considering that cement work may only occasionally be needed. Furthermore, trained masons who can be contracted by the communities/WPCs when necessary, are available in the communal areas.
- This Training of Caretaker Trainers is considered to be part of the capacity building effort for CBM implementation. Training of caretakers is in principle to be conducted by DRWS

Caretaker Trainers, who are drawn from both the extension officer cadre and the regional maintenance teams. Training of caretakers is to be planned and organised by the regions as one of the steps of CBM implementation, and should take place in parallel with rehabilitation. The training should begin in principle across the regions starting not later than August 1998, when the O&M phase of CBM implementation is set to begin.

In principle, DRWS will co-ordinate all training in the CBM using the existing trained Caretaker Trainers and the training materials developed by DRWS. In the situation where construction or rehabilitation is carried out, trained Caretakers should be involved in the physical construction or rehabilitation activities, as an opportunity for further training on-the-job. This is suggested for the Oshakati-Omakango scheme presently under rehabilitation. If this on-the-job training is to take place, it should become part of the contract with the consultants. As this will be the first on-the-job training for pipeline caretakers, careful co-ordination must take place between the consultant, the contractors, and the DRWS line divisions (i.e., Division North or South) and the HRD&T Sub-Division.

8.4 Training of LWCs

The Development Planners at HO, in conjunction with the RWEOS on the two Dutch-financed schemes and the newly established LWCs, have been discussing training needs and scheduling of the LWC training. Their main conclusion is that only the Executive Committee of the LWC will receive training.

According to the most recent report on the issue, dated May 1998, "Working Paper for the Implementation of Cost Recovery for Pipe Schemes", the following steps should be taken:

- A one-week training course should be given to the LWC Executive Committee.
- A training package based on the results of the training needs assessment should be prepared by the Development Planning Sub-division in consultation with HRD&T.
- The training should be given by a community trainer (if in place by the time the training should occur) or a consultant or the Chief/Control RWEO, with back-up support from the Development Planners.
- The training is planned for August 1998 when schools will be on holiday, because some of the LWC Executive Committee members are school teachers and need to be free from work responsibilities during the training.
- At the moment, the Development Planners suggest that the following topics should be included in the training:
 - * Tasks of the members of the executive committee
 - * Review of management plan (operational guidelines)
 - * Agreements
 - * Tariff calculations
 - * Office administration
 - * Planning, monitoring and evaluation
 - * Conflict resolution (with case studies)
 - * Maintenance of scheme

8.5 Conclusion on Training

The Regional Office staff and several people in the Head Office recognise the absolute importance of community training (i.e., caretakers, WPCs, LWCs), and that much of the progress of CBM implementation and the sustainability of the community managed rural water supply systems hinges on successful training. DRWS staff is also acknowledging that more and more problems are arising because WPC and caretaker training have not yet started. Unfortunately a co-ordinated and supported effort by all involved (top HO management, RO management, the HRD&T Sub-Division, project partners, etc.) is just not materialising.

9. ENVIRONMENTAL SUSTAINABILITY

In northern Namibia, the environment in terms of vegetation and space is under pressure of population growth and increasing numbers of cattle. Information from the Oshana Region Environmental Status Workshop displayed the priorities and environmental challenges as follows:

(i) Water management; (ii) Overgrazing; (iii) Land tenure; (iv) Wood shortage; (v) Soil problems (fertility, salinity, erosion); (vi) Wildlife; (vii) Fencing; (viii) Problem animals (ix) Waste disposal; and (x) Veld Fires.

It may be assumed that this reflects the realities in the other "O" regions to a good extent. The top ranking issues: Water Management and Overgrazing, which are of serious concern in Oshana, are in the heart of the TOR of the Backstopping Missions and will be dealt with in this section. It is recognised that the water supply and management is a serious constraint in the area. Provision of piped water allows more cattle to be held compared to before, while grazing becomes the next limiting factor for the cattle owners. Clearly, this demonstrates the environmental risk.

A large number of cattle drinking treated water would mean a substantial increase in the running costs (O&M and water cost) of the water points and the scheme. Reliable figures on the actual heads of cattle drinking treated water do not exist. The numbers will vary significantly over the year because of presence of open surface waters during and after the rainy season. Monitoring the heads of cattle drinking daily from the water point would give clarity on this issue. This has not been an issue for the WPCs till now. But now having to pay (partially) for water consumed, this information has become important for the management /cost recovery at the water point level.

During the past years little attention has been given to the environment by DWA. The department has been allowed to carry on in relative isolation from knowledgeable ministries, such as the Ministry of Environment and Tourism or the Ministry of Health, in view of environmental hygiene and health matters.

Along with the comments and recommendation in previous backstopping reports the following is urgently recommended:

- ***DWA to co-operate with the Ministry of Environment and Tourism (MET) and the Ministry of Health and Social Services (MHSS)***

It is recommended that DWA co-operates with MET and MHSS concerning the assessment of environmental and health aspects and actions to be taken. The following activities of the MET are highly relevant and need support from the DWA:

- * co-operation with the Northern Namibia Environmental Programme (NNEP) and establishment of pilot plots -in close co-operation with the communities- in the scheme areas to study the effects from cattle and community settlements on the natural resources water and vegetation.
- * development of a joint data base with the NNEP on all water resources registered by DWA (and others), whereby GIS could be used to strengthen the applicability and usefulness of the data, see also next point.

- ***Information system and database in DWA***

In view of existing water supply systems and planning of future schemes the information present at the department should be extended and made accessible to others involved, such as ministries, NGOs and private sector. This would enable the DWA to play a much stronger co-ordinating role in the water sector. Efforts have been made by DRWS to start the MIS/RUWIS system. A database/information system could be built jointly with NNEP. The system should indicate how water is distributed, all the water points, information on capacities/yields, pump mechanisms in relation with population, cattle and trek routing. The database should be built in a geographical information system to make it more practical and to enable to provide information to outside parties.

- ***DWA to seek co-operation with NOLIDEP***

In the MAWRD, also the NOLIDEP programme implements relatively big water programmes on cattle watering through dams. In the agricultural department considerable knowledge is available concerning natural resources/environmental issues and in the NOLIDEP programme research on environmental impact is implemented. Seeking co-operation with those colleagues would enrich DWA and be beneficial to take measures to protect the environment.

- ***DWA to more strictly use its Environmental Impact Assessment (EIA)***

According to the environmental policy of the government development of water resources will be preceded by an environmental impact assessment study. For the two Dutch-funded schemes, these are not available. Nowadays it is common practice to have a consultant carry out an EIA, although it is not certain that the information is used well by DWA. It is recommended to strictly apply the policy and have the assessments done, even retrospective in environmentally vulnerable areas. The impression exists that the EIA studies available are rather technical in nature and do not sufficiently take into account local socio-cultural aspects. For the implementation of the EIA studies by consultants, it is proposed to have the Ministry of Environment and Tourism supervise the work.

- ***Establishment of Regional Environmental Committee***

The work presently done by the MET to establish regional environmental profiles, as done for Caprivi, should be done for other regions as well (already planned for the "Four Os" region. These profiles should be the basis for a Regional Environmental Committee composed of a number of the most relevant ministries who decide on the implementation of the policy for the region.

- ***DWA/DRWS Environmental consultancy (using Netherlands Budget Support funds)***

An environmental consultancy is planned for July to assess the impact of rural water supply projects on the environment, to identify sources of pollution and recommend activities to mitigate the situation. A report will be available in September.

10. CAPACITY DEVELOPMENT FUND

There have been two allocations into the CDF:

1. CDF I: Dfl 42,175 which became active in 1995
2. CDF II: Dfl 61,000 which was added in 1996

The balance for CDF I is Dfl 14,688.

During the period between the Fourth and Fifth Backstopping Mission (April 1997-April 1998) the Capacity Development Fund (CDF II) was used for the following agreed purposes:

- Training materials for RWEOS
- Training materials for WPC, Caretaker and LWC training
- Camping equipment for the four RWEOS in the two schemes

The amount spent during the above period was: N\$ 58,769. The total amount spent from the CDF II is N\$ 110 245. An overview of CDF II is given in Appendix 28.

A total overview of expenditures of CDF I and II is given in Appendix 29.

For the coming period the following main expenditures are expected using CDF I and II:

- pilot training WPCs
- specific training materials for WPC training in the two schemes
- pilot training LWCs of the two schemes
- training in community management for the Acting Control RWEOS and one of the RWEOS of the two schemes

11. OVERVIEWS OF AGREEMENTS, POINTS TO FOLLOW-UP AND PROPOSALS

TABLE 1: OVERVIEW OF AGREEMENTS AND POINTS NEEDING FOLLOW-UP Per 24.04.98

adjusted deadlines
shaded areas have highest priority!

No.	Topic	Description	Follow-up by	Deadline	Status
1.	Reporting	Distribution First Backstopping Mission Report to DWA, Donors, and NGOs	DRWS	January 1996	Done
2.	Reporting	Distribution Second Backstopping Mission Report to DWA, Donors and NGOs	DRWS	February 1996	Done
3.	Core Team	Approach Regional Head and/or Control RWE0 for participation in DRWS Core Team	DRWS	March 1996	involvement if possible
4.	CWC	Communicate the decision and implications to make both schemes Development and Demonstration schemes; and establish lines of communication between CWC and DRWS (Control RWE0)	DRWS	March 1996	April 1998
5.	CWC	Constitution of CWC to be finalised	DRWS and CWC		draft; legal adviser's attention
6.	Pilot schemes	Develop a stepwise process of activities to be implemented in these schemes	Core and Backstopping Team	May-June 1996	done during mission 3
7.	Pilot schemes	Rehabilitation of Oshakati-Omakango Scheme	DRWS	Oct. 1998	consultant contracted
8.	Pilot schemes	Establishment of two LWCs	DRWS	Sept. and Oct. 1997	done late 1997
9.	LWC	LWCs to be represented in CWC	DRWS	late 1998	
10.	LWC/ WPCs	• LWCs and WPCs establish lines of communication between them • LWC to develop support structures to WPCs	DRWS	late 1998	
11.	WPCs	RWE0s determine factors for success and failure of WPCs			done June 1996
12.	WPCs	Establishment of remaining WPCs	DRWS	ASAP	done Nov 1997
13.	Training	Acting Control and one RWE0 (Mary) to attend the Community Management course in Harare	DRWS	November 1998	
14.	Training	Develop training package for WPCs; train RWE0s to use this package; pilot test WPC training	DRWS with some support of Backstopping Team (Beth)	December 1996	done April 1997
15.	Training	• Finalization LWC training package by Development Planners and HRD&T sub-division	DRWS	July 1998	
16.	Training	Review versions of four training package for first group of RWE0s (T1-T4) by Backstopping Team (Beth)	Core and Backstopping Team	February 1996	done
17.	Training	Training WPCs in both schemes	DRWS	to start June 1998	

18.	Training	Training of caretakers of WPCs both schemes and caretakers of LWCs	DRWS	August 1998	
19.	Training	Training of LWCs by Development Planners	DRWS	August 1998	
20.	Training	Management or other training and/or study tours for senior DRWS HO staff	DRWS and IRC	ASAP	
21.	Support RWEOs	Improve general support to RO and RWEOs	DRWS	ASAP	
22.	Support RWEOs	Appointment of Chief RWEO for piped water schemes	DRWS	Sept. 1997	
23.	Support RWEOs	Provision of vehicle to newly appointed Chief RWEO	DRWS	Sept. 1997	done Nov. 1997
24.	O&M	Determine costs estimates of (i) O&M of WP (gradual increasing); (ii) O&M of scheme (gradual increasing); (iii) O&M costs of full supply scheme; (iv) costs of water including depreciation costs (differentiation of tariffs)	DRWS and DWA	June 1996	done
25.	Finance	Information on costs of investment and O&M (phased approached) to be communicated to CWC, LWCs and WPCs	DRWS	November 1996	via Cost Recovery W/shops
26.	Gender	Exploration of gender-related issues: WPC/LWC composition; roles and authority in WPC/LWC; men/women as users of water versus decision-making; effects of women committee members on performance; erosion of traditional power over water	DRWS, RWEOs and Backstopping Team (Beth)	December 1996, and ongoing	partly done in Mission 5 (WPC part)
27.	Monitoring	Development of monitoring structures (methodology, tools and indicators) for basic monitoring at WPC level (including e.g. consumption, cost recovery, number of users, condition of WP, performance of caretakers)	Development Planning and HRD&T sub-divisions	April 1996; new: to be started July 1997	orientation w/shop at RO and discussion at HO done, April 1998
28.	Environment	Obtain copy of the EIA of the Olushandja Dam Project from DWA (Construction)	Backstopping Team	April 1996	draft received; final later
29.	Environment	Approach Ministry of Environment and Tourism (Oshakati office?) to participate for some days in Third Backstopping Mission	DRWS and Backstopping Team	May 1996	done but no participation
30.	Hygiene	Communication between DRWS and MHSS on proper hygiene education and water handling (also from Harnmeijer report)	DRWS	May 1996	done by Beth
31.	Hygiene	Water handling education by RWEOs and Health staff	DRWS and RWEOs	May 1996	not assessed
32.	Mission Methods	Split up Teams during coming Missions when meeting communities (through FGDs) and other activities	Core and Backstopping Team	June 1996	done
33.	Rural Water Development Fund	Find out the developments of this interesting RWDF, including procedures and criteria.	DRWS and Backstopping Team	March 1996	discussed; DRWS to follow up
34.	Calueque	• Planning and progress reports to come from DWA	DWA and	May 1996	done and

	Dam Phase II	• Next Backstopping Mission, progress monitoring to be included versus planning	Backstopping Team		continuing
35.	Studies	Conduct Efficiency Study on Extension Service	DRWS	start 1998	to be decided by DRWS, and using Budget Support
36.	Publications	Order IRC publications or other relevant publications using available funds	DRWS	before end 1998	

Table 2: PROPOSED OVERALL PLANS AND ACTIVITIES RELATED TO COMMUNITY MANAGEMENT IN NETHERLANDS-FINANCED WATER SCHEMES IN "FOUR OS" REGION

plans requiring attention are shaded!

per 24.04.98

	Activity	Time schedule	Actors	Finance	Status
1.	<i>Ogongo-Okalongo scheme</i> Agreement on development scheme into "development & demonstration" scheme	March 1995	DRWS	nil	approved DGIS
2.	<i>Both schemes</i> Recruitment and training of three RWEOs and of one Chief RWEO	March-September 1995	DRWS	see 7.	three more RWEOs recruited
3.	<i>Ogongo-Okalongo scheme</i> Establishment of 64 WPCs; training caretakers; training WPCs; re-establish LWC; train LWC; recruitment of two RWEOs; monitoring progress community management	March-September 1995	Training Programme by DRWS; on-the-job Training by Maintenance Team DWA and RWEO	from Training Section and CDF	64 WPCs; 2/3 care-takers WPCs done; not yet for LWC
4.	<i>Ogongo-Okalongo scheme</i> DRWS with support Backstopping Team develop and introduce support systems for community-based management	March 1995-mid 1997	DRWS; DRWS Core Team; Backstopping Team	DRWS operational funds	framework prepared
5.	Regular review of development, introduction and functioning of community-based management systems	continuous	WPCs; LWCs; CWC; RWEOs, Chief RWEO; DRWS; DRWS Core Team; Backstopping Team	DRWS operational funds	ongoing
6.	<i>Oshakati-Omakango scheme</i> Establishment of 96 WPCs; training caretakers; training WPCs; re-establish LWC; train LWC; recruitment of two RWEOs; monitoring progress community management	March 1995-January 1996; reviewed, new target date end 1998	as for 5.	see 7.	two RWEOs recruited and trained; all WPCs established
7.	Request to Netherlands Government to fund the four new DRWS extension staff for three years	February/April 1995	DRWS	DFL 90,000	done and approved
8.	Request to Netherlands Government to fund purchase of transport for Chief RWEO	February/April 1995	DRWS	DFL 40,000	done
9.	DRWS Core Team and Backstopping Team organise workshops on experiences and lessons learned from the two schemes	Backstopping Mission periods	DRWS Core Team and Backstopping Team	DFL 2,500	ongoing
10.	Backstopping Team organises short workshops on specific topics	Backstopping Mission periods	DRWS Core Team and Backstopping Team	DFL 2,500	ongoing
11.	Request to DGIS to activate the Capacity Development Fund	March/April 1995	DRWS Core Team and Backstopping Team	nil	done and approved
12.	Assistance to DGIS in final selection (best three) and briefing of Dutch experts for Namibia	continuous	DGIS and Backstopping Team	to be indicated per activity	discussed with DGIS

continued...

	Activity	Time schedule	Actors	Finance	Status
13.	<i>Oshakati-Omakango scheme</i> Agreement on development scheme into "development & demonstration" scheme	January 1996	DRWS	nil	approved DRWS and DGIS
14.	Request to Netherlands Government to utilise the balance funds of Ogongo-Okalongo allocation for "Development and Demonstration Fund", for small-sized supporting activities; (became supplement to Capacity Development Fund)	February 1996	DRWS; DGIS/RNE; IRC	Dfl 61,000	approved by DGIS; not from balance; supplement to CDF
15.	Request to Netherlands Government to utilise the balance funds of Ogongo-Okalongo allocation for External Study on the Functioning of the RWEOs (Efficiency Study); request from DRWS with TOR to come	October 1996	DRWS; RNE	Dfl 37,000	funds available but not utilised; DRWS did not find study opportune
16.	DRWS to decide on utilising Netherlands Budget Support for Efficiency Study for Extension Service	August 1998	DRWS; RNE agreed	Dfl ??	
17.	DRWS to request extension of Backstopping Contract till July 1999	June 1998	DRWS	budget neutral	

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Appendix 1

Terms of Reference

Fifth Backstopping mission to Namibia in 15-28 February 1998

- to assess the recent developments in the water supply sector (e.g. decentralisation; cost recovery; training) and related sectors as sanitation and environment
- to discuss with DWA (Windhoek) the progress on Olushandja water works and dam (Phase II); and rehabilitation of Calueque intake structures (Phase II)
- to discuss the progress of activities proposed during the Fourth Backstopping Mission
- to assess through structured discussions the progress of decentralisation within DRWS/DRWS Oshakati and the effects on (i) DRWS Oshakati (incl. RWEOs), (ii) the LWCs and WPCs, and (iii) the sustainability of the two Netherlands-supported piped water supply schemes; assessment includes capacities in DRWS Oshakati; this includes field visits to the scheme areas and discussions with LWCs and WPCs
- to assess progress on training of WPCs and re-activation of LWCs along Oshakati-Omakango and Ogongo-Okalongo schemes vis à vis the presence of Chief RWEO and RWEOs, and to assess whether WPCs and LWCs are capable for their managerial tasks
- to further develop methodologies and action-plans for the development and establishment of sustainable *community management systems* (at WPC and LWC level) including cost recovery, O&M, community-based monitoring, and to follow-up earlier agreed action-plans; emphasis will be placed on community-based monitoring and DRWS monitoring including the flow of information
- to further develop methodologies and action-plans for the development and establishment of sustainable *community management support structures* (at DRWS level and for private sector) including cost recovery, O&M, monitoring, and to follow-up earlier agreed action-plans
- to meet with CWC (Oshakati) to inform them on Backstopping mission, its objective, activities and results, and exchange ideas
- to discuss further activities to be financed through the "Capacity Development Fund"
- to jointly present the DRWS Core/Backstopping Team's preliminary findings and specific issue(s) to DRWS and RNE for discussion and follow-up
- to discuss and agree on follow-up activities by DRWS core team and DRWS staff, and by the Backstopping Team itself; these activities have to be endorsed by DRWS and RNE
- to produce a brief report on the mission's agreed findings, recommendations and follow-up

Appendix 2

Itinerary

ITINERARY

Fifth Backstopping Mission to Namibia during 13 April to 25 April 1998

Monday	13 April :	Arrival in Namibia
Tuesday	14 April	Discussion Backstopping Team Discussion with DRWS Management Team Discussion with DRWS HRD&T and Development Planning sub-divisions Informal dinner with DRWS staff
Wednesday	15 April	Discussion with DRWS HRD&T and Development Planning sub-divisions Discussion with NAMWATER on Calueque and Olushanda Discussion with DWA Directorate Investigations and Research Travel to Oshakati by car Discussions with Regional Head in Oshakati on Regional Progress and programming of the Workshop
Thursday	16 April	Workshop with RWEOS and Regional Head on Progress Community Management Visit to the Oshakati-Omakango Scheme: Participatory Meetings with LWCs, WPCs and WP members
Friday	17 April	Workshop with RWEOS and Regional Head on Progress Community Management Visit to the Ogongo-Okalongo Scheme: Participatory Meeting with LWCs, WPCs and WP members
Saturday	18 April	Workshop with RWEOS and Regional Head on Progress Community Management
Sunday	19 April	Evening Teams Meeting
Monday	20 April	Meeting with other water and sanitation organisations and projects operating in the North . Meeting team with RWEOS to plan the workshop on Community Based Monitoring Methodology Meeting with organisations involved in environmental affairs in Four Os region
Tuesday	21 April	Workshop with selected LWC and WPC members Plus regional and Head office Staff on Community Based Monitoring Methodology
Wednesday	22 April	Debriefing with DRWS Oshakati Participation in monthly CWC meeting
Thursday	23 April	Participation in briefing and field visit on rehabilitation of Oshakati-Omakango scheme, organised by consultant Travel to Windhoek by air Discussion (by Wim Klaassen) with organisations in Windhoek dealing with environmental affairs including DRWS staff Backstopping team meeting to draft mission's conclusions and recommendations
Friday	24 April	Half day workshop on monitoring and evaluation With the Training Subdivision, Development Planners. Discussion (by Wim Klaassen) with organisations in Windhoek dealing with environmental affairs including DRWS staff Debriefing report to DRWS Management and RNE and agreement on follow up Discussion with Development Planners and HRD&T sub-divisions on LWC development
Saturday	25 April	Departure to South Africa

Appendix 3

List of people met during the fifth backstopping mission

APPENDIX 3

LIST OF PEOPLE MET DURING THE FIFTH BACKSTOPPING MISSION

Department of Water Affairs

- Mr. Pita Nghipandulwa
- Mr. Piet Heyns
- Mr. Harald Koch
- Mr. Jürgen Eysselein
- Mr. Sjaak Zijlma
- Mr. Matty Hauuanga
- Mr. Johan van der Colf
- Mr Karukirwe Tjijenda
- Ms. Ria Hermans
- Mr. Godfrey Tjiramba
- Ms. Leoni Futter
- Mr. Nick Brandsma
- Mr. Willy Iyambo
- Mr. Pinehas Elago
- Ms. Mary Isaac Itembu
- Ms. Petrina Ipumbu
- Ms. Monica Sidute
- Mr. Toivo Munenguni
- Director of DRWS
- Director Investigations and Research DWA
- Deputy Director Rural Water Development
- Deputy Director DRWS North
- Control Engineering Technician
- Deputy DRWS North
- Development Planner
- Development Planner
- Development Planner
- Ag. Head HRD and Training Sub-Division
- Consultant, Training Sub-Division
- Technical Trainer, Training Sub-Division
- Regional Head, Cuvelai Region
- Acting Control RWEO
- RWEO, Oshakati-Omakango scheme
- RWEO, Ogongo-Okalongo scheme
- RWEO, Ogongo-Okalongo scheme
- RWEO, Oshakati-Omakango scheme

Others

- Mr. Hans van der Veen
- Mr. Johann Botha
- Mr. Evat Kandongo
- RNE First Secretary OS
- NamWater Chief Construction
- Office Manager, Stewart Scott Namibia
- list of people met by Wim Klaassen on environmental issues in Windhoek and Oshakati
- list of people in WATSAN Oshakati
- participants in the CWC meeting
- members of LWCs, WPCs and communities visited

Appendix 4

Debriefing note fifth backstopping mission

FIFTH BACKSTOPPING MISSION DRWS NAMIBIA - APRIL 1998

SUMMARY OF FINDINGS AND CONCLUSIONS

◆ Objective of the mission

This Fifth Backstopping Mission has been postponed several times mainly because of delay in progress of agreed actions during the short April 1997 mission. It was originally planned to come in November. It was expected that after the intensive period on cost recovery consultations, which ended in March 1997, the further development of the community-based management in the two Netherlands-financed water schemes would have been taken up.

The main objectives of this mission are to jointly review the progress on community-based management in the two schemes (two days were spent in the scheme areas), analysing the findings and making strong recommendations. This will include making new arrangements during this debriefing meeting on further steps in the two schemes which function as development and demonstration schemes on community-based management in piped water supply in Namibia.

◆ Partnership with DRWS

The Core Team has remained the same as last Mission. There was more communication between Backstopping Team and Core Team in between the last and this Mission. Particularly, the undersigned followed up/monitored the progress on the agreed action list of the last Mission. This follow-up was a tiring exercise as no or limited information was given by the Directorate, and it was indicated that it was not the business of the Backstopping Team to make follow-ups on these but just see the results during the Missions. The actual progress on that agreed action list will be raised later in this debriefing.

In general the partnership has become very weak. The participation from DRWS side is very limited, only Johan van der Colf was together with the Backstopping Team during the eight-day stay in the North. The participation of the other Core Team member was minimal, as he did not have time to participate in meetings and in the analytical team discussions. The requested participation of a training section staff as many mission, issues were dealing with training, did not materialise. This is entirely away from the spirit of the agreed working methodology of the Backstopping Missions, and contributes to the results and particularly the absence of joint conclusions/recommendations and action points. With this weak relationship, DRWS will not be serious in following-up the agreed actions, as was also strongly concluded over the last year. This situation is very much regretted.

It is strongly recommended that during the two weeks of Backstopping Mission per year the two Core Team members are throughout that period together with the Backstopping Team.

The participation of DRWS staff from the Four "O" Regions is much appreciated. Several discussions were held with Mr Willy Iyambo, the Regional Head; and during the eight days we were daily together with the Acting Control RWE, Mr. Pinehas Elago, and the RWEs of both schemes, Ms Mary Isaac Itembu; Ms Petrina Ipumbu; Ms Monika Shidute and Mr Toivo Munenguni. Spread over the eight days about two days were used for discussions on their extension work, progress, successes, failures, problems and solutions.

◆ **Rehabilitation Calueque Dam - Olushandja Dam**

E-mail communications and a meeting took place with Johann Botha, Chief Construction in NAMWATER. Since 1995 no physical work was carried out at the Calueque Dam, but all equipment, that is one spare pump, three electro motors and switch gears have been delivered to NAMWATER in Windhoek. Dutch funds were used for these purchases. The installation of this equipment will be done later this year after the road to Calueque has been rehabilitated and the power lines have been upgraded. The have arrived, but pumps are still in South Africa. The civil works and hydraulic steel works are not planned for the short term because of shortage of funds and sufficient storage capacity in the rehabilitated Olushandja Dam.

◆ **Functioning of the schemes**

The teams did not physically inspect the Ogongo-Okalongo scheme but the Backstopping Team joined the inspection visit of contractors interested in tendering for the rehabilitation of the Oshakati-Omakango scheme. The Mission is glad to conclude that eventually, after having put this rehabilitation on the action list since the first Backstopping Mission in 1995, this scheme will be rehabilitated before the end of this year.

Regarding the Ogongo-Okalongo scheme, the LWC indicated that several physical changes and repairs had to be made on water meters, pipe diameters and perhaps new WPs (also at far away places) before the LWC would be willing to accept the responsibility over the scheme. *This minimal rehabilitation needs urgent attention to avoid delay in handing-over to the LWC.*

◆ **Sustainability of schemes**

The primary purpose of the Backstopping is to contribute to the development of structures and methodologies leading to sustainability. The mission did a continuous sustainability risk analysis and wants to report on this and the suggestions to improve the future sustainability.

Ogongo-Okalongo scheme: The remaining 16 WPCs were established by Monika and Petrina by the end of last year as planned. The car and camping equipment provided facilitated the accelerated establishment; consolidation and training of these WPCs is still due. The LWC has been established last year with the strong guidance of Karukirue Tjijenda and Ria Hermans. They made an action plan for both LWCs on developing procedures, orientations and planning for training etc. This is a good initiative and direction. More on LWCs will be presented in the section on LWC.

The Backstopping Team is glad to see that further *development and demonstration* activities can be carried out, this being the very first LWC in Namibia, and so ideal to address management issues: scheme cost recovery; scheme financial management and scheme O&M.

Oshakati-Omakango scheme: also here all remaining 72 (!) WPCs were established in a kind of crash action of about two months. Consolidation and training has still to take place. The establishment was also important in view of

the forthcoming scheme rehabilitation. The rehabilitation needs to be done with the involvement of the users/owners of the water points, so that they appreciate the quality improvements of their property. It builds a strong foundation for the ownership and community-based management. The Backstopping attended the meeting between DRWS, the consultant and the contractors interested to tender for the work; this was followed by site visits. Regarding the LWC the same applies as for the Ogongo-Okalongo scheme, and more information is given in the section LWC.

WPC: The camping equipment was well used by only two extension officers who also made good progress in the establishment and consolidation of WPCs. The Backstopping Mission has always emphasised the importance of WPC establishment as the first step but also that WPCs can only function adequately if they are well trained and consolidated through the continuous support of the extension officers. At the time of the previous Backstopping Mission (April 1997) the WPC skills training package was ready to be used, be it on a pilot scale, and RTTs trained on the training package. WPCs have been established since 1994 in Ogongo-Okalongo scheme and never received any training. Because of lack of skills several have dissolved, others are poorly functioning while in some members have passed their first term already without any skills training. There are three more important factors that do not allow any further delay in the start of the skills training of the WPCs. First, the LWCs have been established and are soon going to function, expecting payments from the WPCs. But as the WPCs have not been trained, the payment by the WPCs and their relation with the LWC is put at risk and so the cost recovery and the sustainability of the entire scheme. The sustainability is built from the bottom, which is formed by the users, the very owners of the WPs and scheme; and they need guidance from strong WPCs. Secondly, the LWCs are being oriented and trained now towards their future tasks through informal workshops. This fact that they get training and the WPCs not, very much demotivates the WPCs, being in existence for several years. Thirdly, the momentum of rehabilitation of the Oshakati-Omakango scheme is the moment to train the WPCs in that scheme so that they can take up their tasks adequately from the very beginning.

It should be noted that using the planned approach of five days training and 3-4 WPCs at the time, the skills training for all WPCs in the two schemes will take about 2 years!!, assuming that the Regional Training Team (RTT) will conduct a training every other week. Ways have to be considered to speed up that training process, e.g. by training more RTTs, or involving the private sector in training.

In the discussions with the Willy Iyambo, Regional Head, and others in the Regional Office, it was made very clear that they want to start as soon as possible with this WPC skills training, for the above mentioned reasons. In that respect the Regional Head wrote a letter to Mr. Jürgen Eysselein in August last year but this had no effect. The RTT is ready to start provided logistical and financial support is provided by the Head Office. Translation in vernacular can be done by the Regional Office. Training materials can be produced in Oshakati. The training package should remain an adaptable package and not be 'cast in concrete'. To get the skills training off the ground, three options can be considered:

1. The pending consultants tender (end of May) for supporting the RTTs begin their work in the Four O regions starting on the two Dutch-financed schemes for reasons given above.
2. The consulting engineers Stewart Scott organise and oversee the WPCs training on the Oshakati-Omakango scheme using the RT. and the methodology and training package of the DRWS. The disadvantage is that the Ogongo-Okalongo scheme is not treated equally.
3. Beth Terry works with the RT. for some 4 training courses to ensure the RT. makes a solid start with some final fine-tuning before working fully on their own.

The present delay of the WPC skills training is the most serious issue found during this Backstopping Mission and puts the sustainability of the schemes at a great risk, so immediate action is required!

LWC: According to that plan all WPCs will receive skills training in three months time, which is impossible with the present training approach. The plan also indicates that the scheme will be handed over to the LWC by the end of this year, and full cost recovery will start in August. This is not realistic, not for the Oshakati-Omakango scheme as it will not be fully rehabilitated yet, neither for the Ogongo-Okalongo scheme as also there physical work has to be carried out. Most important is the adherence to the cost recovery policy of gradual introduction of the payments, first for O&M of WP and scheme, and then for the water itself. That is what the people have been told by the extension officers and they correctly feel that moving away from this gradual introduction is not holding to earlier agreements with the people. The Regional Office feels the same. The Backstopping mission has the same opinion as people may just refuse to pay the sudden increase in monthly user charges from about N\$1 (presently paid by only some 20% of households) to some N\$ 10-15/household per month. The LWCs have been successfully established with a rather large representation of 15 and 22 members, and an Executive Committee of seven people. The presence of a caretaker and a deputy caretaker in the Executive Board is very awkward, a bit like having the sweeper of the Directorate in the Management! Of concern to the Mission is also the professional staff who needs to be recruited to carry out the daily tasks of the LWC. The present voluntary Executive Board of people with good intentions, is definitely not capable to manage the daily activities in the scheme. As mentioned in the third and fourth mission, this LWC is a small water corporation supplying water to 30,000 to 40,000 people, 50-100 WPCs and several hundred private connections as clients; O&M of several hundreds of kilometres of branch-line; monthly meter-readings; expected turn-over of some N\$ 0.5 to 1 million per year (for full cost-recovery); etc. It is concluded that at least part-time (?to be shared with the other scheme?) the following staff is needed: an administrator, a book-keeper and a plumber. The auditing for transparent accountability must be done annually. The idea of an Advisory Board with representation of councillors, NAMWATER and DRWS should be considered or a stronger CWC could take up that task. It is clear that such an institutional and organisational structure (including office, transport, etc.) can not be created within a few months. This institution needs gradual development and learning otherwise it may become a big catastrophe with again serious risks on

sustainability and a threat from the political side for the entire cost recovery policy which has just been made effective.

Therefore it is recommended to have a gradual introduction of payment for O&M costs (WP and scheme) as the first step, and then in, for instance two steps, the full payment for water.

This may take some years still before that is achieved. But it should be at a full cost recovery level before August 2002, when the last phase in cost recovery will start country-wide.

Processes and institutional/organisational systems need to be developed soon!

This development towards a strong LWC needs close monitoring; if this institutional structure appears not viable, other options including a privatised corporation must be developed in parallel. Individual water subsidy for marginalised groups from central or local government may be considered. In this context the agreement by NAMWATER to accept direct payments from LWC and not from DRWS must be reached soon.

CWC's meeting of Wednesday 22 April was attended by the Backstopping Team and Core Team. A brief on the Backstopping Missions was given, including its purpose, methodology, results, and the perspectives for sustainability of piped water supplies. Questions from councillors on this brief were surprisingly more of a general cost recovery nature. The CWC is not valued as a strong committee, although their mandate is important. Actually, there was only one member of the CWC present, and furthermore mainly councillors, DRWS staff and consultants. DRWS should look into this matter to see how this committee can be strengthened and become a legal body.

RWEOs: The functioning of the RWEOs was analysed together with them. Most of the four are enthusiastic and competent. A general observation is that their efficiency has improved but can be much higher. They miss a well-structured work approach, including planning, organisation of their work, reporting and monitoring. They do not receive any coaching from the Acting Control RWEO; but Mr Elago was going to address the coaching and monitoring of the four extension officers. The planned *Extension Service Efficiency Study* was found not necessary by DRWS as all WPCs had been established. The Mission regrets that this study did not take place as it would have resulted in recommendations on structures and tools for efficiency improvements of extension workers. The Mission recommends to explore the availability of balance funds (Ogongo-Okalongo scheme) and if positive to use these for *Extension Service Efficiency Study* but more with an organisational than a content focus; this could be done by an organisational expert. This would result in directions to develop more efficient working procedures, including organisational structures and management tools. Suggestions have been made by the Mission for action plans and ideas on performance monitoring. More support from the Head Office is needed to improve the efficiency. DRWS should make a monitoring format for activities/output on daily and monthly basis. WPCs' "history-files", which are part of the MIS forms, should be used to record the specifics of each WPC.

DRWS Four O-regions: The split into two regions is not yet done. In the framework of the forthcoming decentralisation, there will be four regional water offices but directly under the Regional Council. There is generally a good atmosphere in the Regional Office. Capacities are too limited to have a proper functioning regional office. The Chief RWEO has been made Acting Control RWEO. There is now only one Acting Chief while the office *needs more Chiefs*. In this context it may be said that the *RWEOs do not have the right capacities to deal with the affairs of the LWC*; this should be taken up by a Chief RWEO. An overhauled vehicle has been provided for the two schemes and is drive by Mary Itembu for extension work in the two schemes. *This car should be replaced* by one of the previous WSSPOR double cabs when these are released. *Training of present Acting Control and Mary Itembu on community management is recommended.*

Operation and Maintenance:

Training of newly elected WPC caretakers by MTs and RWEOs is to be organised. Training package for caretakers of piped water supply schemes is still under development by Training Sub-division. This is another urgent training issue, that needs to be addressed seriously to keep the sustainability at low failure risk level. *Training schedule for caretakers to be made!*

◆ **Monitoring**

Monitoring of efficiency of functioning of RWEOs had not been started, but will be taken up by Mr. Elago with support from the proposed study and the DRWS Head Office. *Monitoring schedules/forms need to be prepared!*

A one-day orientation workshop on monitoring for sustainability for WPCs and LWCs was given by Messrs Karukirue Tjijenda and Jo Smet. It gave the participants an idea on the usefulness of the functioning and use of monitoring as a management tool at those levels. This orientation needs follow-up by training in monitoring for sustainability after their skills training. *The HRD & Training Sub-division and the Development Planners should follow this up.*

¹A presentation on Monitoring for Effectiveness was also given to the HRD&T and Development Planning sub-divisions. The DRWS staff present concluded that this type of monitoring is very important for the DRWS and should be taken up in the planning and training. The Monitoring for Effectiveness is complementary to the MIS and Progress Monitoring being carried out now by DRWS.

◆ **Environmental Sustainability**

In the scheme areas the amount of water consumed by cattle is approximately five times higher than the volumes for domestic use. Water management and over-grazing are the greatest concern, according to the Oshana Region Environmental Status Workshop (NNEP). Improved water supplies generate larger number of people, more cattle and more pressure on the natural resources in relatively small

¹ This paragraph was not included in the original debriefing notes but verbally added during the debriefing on 24 April

areas. In none of the schemes action has been taken to assess and address the environmental consequences of the schemes. ***Proposed is that DWA co-operates with the Ministry of Environment and Tourism concerning such an assessment. DWA should more strictly use its EIA including socio-cultural aspects next to technical ones. Some projects within the MAWRD study and use EIA for larger water projects (NOLIDEP).***

◆ **Netherlands Government-related issues**

1. Funds for Study of Efficiency of RWEOs and Planning methodologies/tools for RWEOs available through Netherlands Budget Support (if DRWS puts it as priority) ***Proposal to be made!***
2. Capacity Development Fund balance available for training Chief RWEO and others in Harare and Nairobi? ***proposal to be made!***
3. Dutch expert in DRWS: trainer on community management, Ms Loes Bellaert, is approved by PSC and now waiting final Agréement of GRN;
4. Dutch experts to be briefed at IRC before coming to Namibia
5. Discussion on second phase Dutch Backstopping Mission

◆ **Agreements and Follow-up**

The following proposals and time schedule are made by the teams for agreement by the DRWS:

- | | |
|--|---|
| • <i>Training WPCs Ogongo-Okalongo and Oshakati-Omakango scheme</i> | <i>start in May/June 1998</i> |
| • <i>Training caretakers ...do...</i> | <i>start in May/June 1998</i> |
| • <i>Support to institutional development of LWC</i> | <i>start in May till October</i> |
| • <i>LWC gradual introduction cost recovery</i> | <i>as from October 1998</i> |
| • <i>Training and support on monitoring at WPC</i> | <i>very urgently!</i> |
| • <i>Appointment Chief RWEO</i> | <i>before end September 1998</i> |
| • <i>Efficiency Study</i> | <i>before end December 1998</i> |
| • <i>Training Acting Control and Chief RWEO</i> | <i>November 1998</i> |
| • <i>Training other DRWS staff</i> | <i>before end 1998</i> |
| • <i>Improved general support to Regional Office and RWEOs by DRWS HQ</i> | <i>asap and on-going</i> |

The Backstopping Team will continue to keep close contact with the Core Team and expects that the DRWS adheres to the approved action-plan and time table.

◆ **Next mission**

There will be one more missions tentatively planned for 11-25 April 1999. That mission should also address the achievements, the effectiveness, the approach on the Backstopping Mission methodology.

Appendix 5

Staff establishment of the DRWS at the 28th February 1998

Staff establishment of the DRWS at the 28th February 1998

Region	Male	Women	Total	%
Karas	51	10	61	16
Hardap	43	11	54	20
Erongo	52	8	60	13
Otjozondjupa	79	3	82	4
Omaheke	101	8	109	7
Head Office	6	1	7	14
Sub-total/ South	332	41	373	11
Kunene (Khorixas)	63	13	76	17
Kunene (Opuwo)	68	6	74	8
North Cenral	81	8	89	9
Kavango	63	5	68	7
Caprivi	49	11	60	18
Head Office	8	0	8	0
Sub-total/ North	332	43	375	11
RWD	22	7	29	24
Director's Office	1	1	2	50
Grand Total	687	92	779	12

Appendix 6

Directorate of rural water supply: Vision, Mission and Values

DIRECTORATE OF RURAL WATER SUPPLY

Our Vision

By the year 2007, we will ensure that 80 per cent of the rural population of Namibia will receive water from improved systems, and all the water points that then exist will be managed by the communities themselves.

The Directorate will then consist of a group of in-house specialists, who will provide advice and services on policy-making, planning, and information management.

As part of Regional management structures, rural water supply support units will provide project management services, policy advice, training services, management of inter-Regional pipelines, and advice and support in water supply operations.

Our Mission

To ensure a sustainable supply of safe water to rural communities in communal areas.

Values

Customer Service Orientation

We believe that it is our customers who justify our existence. Therefore all our efforts will be focused on ensuring that the services that we provide are to their satisfaction and meet their needs.

Sensitivity

In all our dealings with each other and with our customers we will have empathy for the plight of others, respect other people's different views, and be supportive and caring in our relationship.

Recognition

We will make special efforts to ensure that outstanding performance and contributions are recognised and highlighted. We will build on our achievements, as important steps in our progress.

Transparency

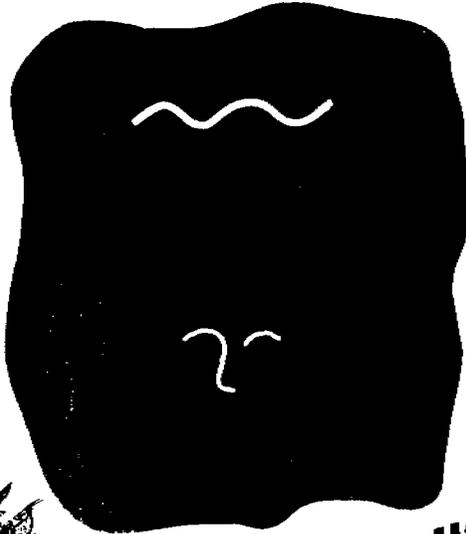
In all our actions and communications we will be open, sharing knowledge and information, since this creates trust and confidence.

Integrity

We will be honest and truthful in our dealings with others, so that we are seen to be trustworthy and reliable.

Our Mission

To ensure a sustainable supply of safe water to rural communities in communal areas



Directorate of Rural Water Supply

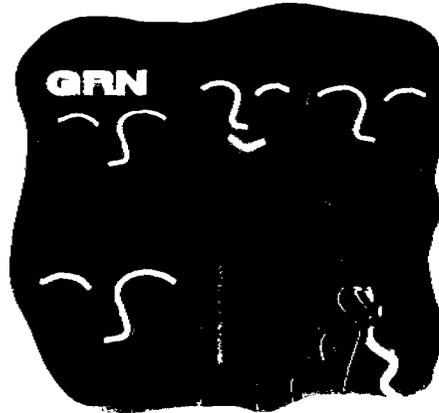


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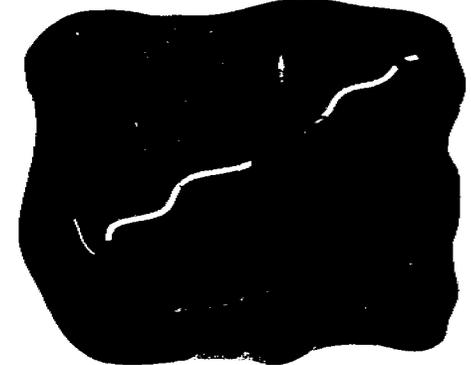
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Appendix 7

Strategic objectives of DRWS

STRATEGIC OBJECTIVE:

1. COMMUNITY-BASED MANAGEMENT

To have CBM implemented by 31 July 2007

Operation and maintenance

Minor services:

100 % from 01/04/98 – 31/07/99

From 100% to 87% from 01/08/98 – 31/03/99

Major services:

100% from 01/04/98 – 31/03/99

Operation (free diesel and spares)

100% to 31/07/98

75% from 01/08/98 – 31/07/2000

Support systems in place:

From 01/04/98 – 31/03/99 to be finalised

Implement phase 2:

From 01/04/98 – 31/03/99, handover of 13% of water points to the WPC's.

From 01/04/99 – 31/03/2000, handover of 20% of water points to the WPC's

From 01/04/00 – 31/03/01, handover of 20% of water points to the WPC's

From 01/04/01 – 31/03/02, handover of 20% of water points to the WPC's

From 01/04/02 – 31/03/03, handover of 20% of water points to the WPC's

From 01/04/03 – 31/07/03, handover of 7% of water points to the WPC's

STRATEGIC OBJECTIVE:

2. COVERAGE: To have achieved 80% coverage by 31 July 2007

OPERATIONAL OBJECTIVE:

COVERAGE:

2.1 *Rural Water Development Plans*

To prepare Water Points data base for all regions (not necessarily computer based) from 1/4/98 to 31/3/99.

To prepare Regional Rural Water Development Plans for 5 regions from 1/4/99 to 31/03/2000.

To prepare Regional Rural Water Development Plans for 7 regions from 1/4/2000 to 31/03/2001.

2.2 *New Infrastructure*

To provide new infrastructure as follows:

01/04/98 – 31/03/99	:	5%
01/04/99 – 31/03/00	:	5%
01/04/00 – 31/03/01	:	10%
01/04/01 – 31/03/02	:	15%
01/04/02 – 31/03/03	:	15%
01/04/03 – 31/03/04	:	15%
01/04/04 – 31/03/05	:	15%
01/04/05 – 31/03/06	:	5%
01/04/06 – 31/03/07	:	5%

STRATEGIC OBJECTIVE:

3. DIRECTORATE'S FUTURE ORGANISATION STRUCTURE:

To have turned DRWS-HO into a team of specialists by the end of the year 2007 and to have the Regional Offices transformed into Rural Water Supply support units by the end of the year 2007

OPERATIONAL OBJECTIVE:

DIRECTORATE'S FUTURE ORGANISATION STRUCTURE:

3.1 To have developed physical regional office facilities appropriate to the decentralisation

Programme:

01/04/98 – 31/03/99 1 office (split 4O's to 2 x 2O's)
01/04/99 – 31/03/00 1 office (split 1 x 2O's to 2 x 1O)
01/04/00 – 31/03/01 1 office (split second 2O to 2 x 1O)
01/04/01 – 31/03/02 Extend/rehabilitate Kunene North / South

3.2 To staff newly established regional offices

01/04/98 – 31/03/99 1 office (split 4O's to 2 x 2O's)
01/04/99 – 31/03/00 1 office (split 1 x 2O's to 2 x 1O)
01/04/00 – 31/03/01 1 office (split second 2O to 2 x 1O)

3.3 To secure appropriate gradings for Regional Head positions and all levels of RWE0 staff by 31/03/99.

3.4 To have obtained clear guidelines from MRLGH and the Water Sector Review on decentralisation and sectoral re-organisation processes:

50% by 31/03/99
100% by 31/03/00

3.5 To have resolved issues affecting delegation of authority to Regional Offices (such as outsourcing, budgeting, financial control, petty cash).

50% by 31/03/99
100% by 31/03/2000

3.6 To have transformed Head Office and Regional Offices to suit future responsibilities:

01/04/98 – 31/03/99 Responsibilities 75% defined,
KR & I 50% defined and transition
process 25% defined
01/04/99 – 31/03/00 Responsibilities 100% defined,
KR & I 100% defined and transition
process 100% defined.
Transition process 25% implemented
01/04/00 – 31/03/01 Transition process 50% implemented
01/04/01 – 31/03/02 Transition process 75% implemented.
(By 31/03/08) Transition process, remaining 25%

STRATEGIC OBJECTIVE:

4. KEY PLAYERS:

To have enlisted support of key players affecting DRWS's environment and performance through regular effective meetings and informal consultations with the main key-players by the end of the year 1998

OPERATIONAL OBJECTIVE:

4. KEY PLAYERS:

To have enlisted support of key players affecting DRWS's environment and performance, through regular effective meetings and informal consultations and have built effective relationships with the main key players by 31/12/1998.

STRATEGIC OBJECTIVE:

5. OPERATIONAL EFFICIENCY:

To have a Directorate which performs according to its identified key results, by the end of the year 2001

OPERATIONAL OBJECTIVE:

5. OPERATIONAL EFFICIENCY:

5.1 Introduce MBR & O

To prepare key results and indicators and training needs assessment for MBR & O, from 01/04/98 to 31/07/98.

To implement MBR & O

10% of MBR & O, from 01/08/98 – 31/03/99

30% of MBR & O from 01/04/99 – 31/03/2000

30% of MBR & O from 01/04/2000 – 31/03/2001

30% of MBR & O from 01/04/2001 – 31/03/2002.

To review the training programme from 01/04/99 – 31/07/99

To assist trained staff in skills application:

10% of MBR & O, from 01/08/98 – 31/03/99

30% of MBR & O from 01/04/99 – 31/03/2000

30% of MBR & O from 01/04/2000 – 31/03/2001

30% of MBR & O from 01/04/2001 – 31/03/2002.

5.2 Financial Control System:

To develop a financial control system from 01/04/98 – 30/09/98.

To build capacity to apply financial control system from 01/10/98 – 31/03/99.

To apply system from 01/04/99 – 30/09/99.

5.3 Implement M.I.S:

To implement M.I.S. in 2 pilot regions from 1/4 98 – 31/07/98.

To identify other regions to implement M.I.S. from 01/08/98 – 31/03/99.

To implement 50% of M.I.S. in selected regions from 01/04/99 – 31/03/2000.

To implement remaining 50% of M.I.S. in selected regions from 01/04/2000 – 31/03/2001.

5.4 Introduce Planning on all Levels:

To carry out Regional Operational Planning skills training in:

4 Regions for 100%

2 Regions for 90%

2 Regions for 80%

2 Regions for 70%

from 01/04/98 – 31/03/99

To complete all regions from 01/04/99 – 31/06/99.

5.5 To develop improved recruitment procedures from 01/04/98 to 31/09/98.

5.6 To develop improved DRWS procedures and systems from 01/04/98 – 31/03/98.

STRATEGIC OBJECTIVE:

6. HRD:

To have a 80% staffing rate of key positions, to have achieved a 95 % competency and a 95% satisfaction level for all staff by the end of the year 2001

OPERATIONAL OBJECTIVE:

6. HRD:

6.1 To develop the human resource capacity of the DRWS personnel to implement CBM:

01/4/97 – 31/03/98 30 % of identified needs
01/4/98 – 31/03/99 50% of identified needs
01/4/99 – 31/03/2000 20% of identified needs

6.2 To develop a 5 year human resource development plan for the DRWS personnel 1/4/98 – 31/3/99.

6.3 To implement 5 year HRD plan:

01/04/99 – 31/03/2000 20%
01/04/00 – 31/03/01 20%
01/04/01 – 31/03/02 20%
01/04/02 – 31/03/03 20%
01/04/03 – 31/03/04 20%

6.4 To establish and implement recruitment, selection and career path procedures:

01/04/98 – 31/03/99 Developing and training
01/04/99 – 31/03/00 60% Staffing key positions, competency and satisfaction
01/04/00 – 31/03/01 70% Staffing key positions, competency and satisfaction
03/04/01 – 31/03/02 80% Staffing key positions, competency and satisfaction

STRATEGIC OBJECTIVE:

7. MARGINALISED GROUPS:

To have empowered and brought up to equity level the identified marginal groups by the end of the year 2001

OPERATIONAL OBJECTIVE:

7. MARGINALISED GROUPS:

7.1 To define marginalised groups within the DRWS and the communities from 01/04/98 – 01/06/98.

7.2 To define the internal guidelines for marginalised groups within the DRWS from 01/06/98 – 01/10/98.

7.3 To sensitise DRWS personnel on marginalised groups from 01/06/98 – 01/10/98.

7.4 To implement the guidelines from 01/10/98 – 31/03/2001.

STRATEGIC OBJECTIVE:

8. REGIONAL IMPLEMENTATION:

To have defined a strategy for the programme of Regional implementation of the Strategic Objectives, now

OPERATIONAL OBJECTIVE:

8. REGIONAL IMPLEMENTATION:

To define a strategy for the programme of regional implementation of the strategic objectives by 12h00 12/03/98.

Appendix 8

CBM procedures for new infrastructure

REPUBLIC OF NAMIBIA



DEPARTMENT OF WATER AFFAIRS
PRIVATE BAG 13193
WINDHOEK



TEL: (264) (0)61.2963132 FAX: (264) (0)61.230133

INTERNAL MEMORANDUM

TO :

FROM: I.G. Zijlma

DIVISION: DRWS/RWD

YOUR REF.:

ROOM: 614

DATE: 31 March 1998

REFERENCE: 21/1/P

SUBJECT: CBM procedures for new infrastructure

As agreed, new infrastructure should be CBMed as per 1/4/1998. No new infrastructure is to be provided if there is no Water Point Committee in place.

Enclosed is a draft of the proposed procedures to be followed.

The process will be lengthier by nature but that should be offset by the fact that the infrastructure will not need any early rehabilitation and so will save money for all in the long run.

Please provide me with your comments not later than Friday, 17 April 1998.

Note that the abbreviation RH means Regional Head and/or his senior staff.

A handwritten signature in black ink, consisting of several loops and a long horizontal stroke.

CBM PROCEDURES TO BE FOLLOWED FOR THE PROVISION OF NEW INFRASTRUCTURE

to be initiated per 1/4/1998

REGIONAL OFFICE		RWS NORTH/SOUTH	GEOHYDROLOGY	RURAL WATER DEVELOPM
Time 	RH receives list from CWC	RH confirms with RWS N/S no. of water points to be constructed	RWS N/S confirm with RWD availability of funds, per Region	RWD allocates capital funds to Regions based on existing information
	RH visits selected sites to check validity of requests		RWS N/S decide how many water points per Region can be constructed and inform Regional Heads	
	RH completes Form no 12 for drilling of allowed boreholes			
	RH sends completed Forms to RWS N/S	RH starts with community sensitisation and mobilisation		
			RWS N/S checks completed forms and instruct Geohydrology to drill required boreholes	
			RWS N/S inform individual Regions about drilling programme	Geohydrology arranges for tender and construction and advice RWS N/S about drilling programme
	RH monitor contractors regularly	RH completes establishment of WPCs		Geohydrology monitors contractors regularly
	RH attends hand over	WPC and Caretaker attend hand over		Hand over from contractor to Geohydrology
				Geohydrology sends completion reports to RWS N/S
			RWS N/S sends Forms no. 12, together with completion form to RH	

RH completes forms no. 12 regarding selection of installation and establishment of WPC				
RH returns completed forms to RWS N/S				
		RWS N/S check forms and send them to RWD for tender procedures		
				RWD arranges for tender and construction and advice RWS N/S about construction programme
		RWS N/S inform individual Regions about construction programme		
RH monitor contractors regularly	WPC and Caretaker monitor contractors regularly			RWD monitors contractors regularly
RH attends hand over	WPC and Caretaker attend hand over			Hand over from contractor to RWD
				RWD hands over to RWS N/S
RH/RWS N/S <i>initial</i> hand over to WPC				
RH trains WPC				
RH trains CT				
RH follows up WPC and CT training				
RH hands over <i>formally</i> to WPC for O&M				

Appendix 9

Water points' location (GPS) of Oshakati-Omakango scheme

Appendix 10

Progress report Calueque/Oluskanja Phase II up to the end of November 1997

CALUEQUE OLUSHANDJA PHASE II WATER SCHEME
PROGRESS REPORT UP TO THE END OF NOVEMBER 1997

1. PHYSICAL PROGRESS

By 5 November 1997 rehabilitation of the structure and the installation of the new pumping equipment on the Olushandja North Wall Pump Station was complete and properly commissioned. The provision of a kiosk for the electrical switch gear and the rehabilitation of the mechanical equipment on the Olushandja Dam South wall were also complete.

The total replacement of a badly deteriorated 3,5 Km portion of the old canal between Calueque and Olushandja was completed by June 1995.

The manufacture of the new spare pump and three electrical motors for the Calueque dam pump station was complete and the items delivered to the DWA in Windhoek.

The electrical switch gear for the new motors was delivered to the Department's stores and a contract was signed with Nampower, the Namibian electricity supply utility, for the upgrading of the high tension power supply to the pump station.

Installation of the motors and switch gear will take place as soon as the entry visas for the Department's technical personnel are obtained from the Angolan authorities.

Tenders for the civil works and hydraulic steelwork on the dam itself closed in November 1996. Due to the very high tender prices it was decided not to award the tenders. Negotiations to reduce the tender price was conducted with the lowest tenderer but no avail. It was decided to postpone this part of the project until the Department can obtain sufficient funds to do the work. This is not regarded to be a serious problem as the Olushandja dam with the rehabilitated North wall pump station renders sufficient stand-by capacity to cater for interruptions in the water supply from Callueque.

2 CASH FLOW

The attached table reflects the cash flow on claims to date and the explanations per cost allocation.

CHIEF : CONSTRUCTION
28 November 1997

15/04/98

NAMIBIA WATER CORPORATION LIMITED - SURFACE WATER SYSTEM

REPORT NAME : damb

WEEKLY DAM BULLETIN

FILE NO : 11/1/2

DATE OF THIS BULLETIN : 1998-03-23

DATE OF LAST BULLETIN : 1998-03-16

NAME OF RESERVOIR	Full Supply		Lowest Abstraction		Present Water Stage (m RSL)	Present Content (Mm ³)	Present % of Full Capacity	Change since last Bulletin (Mm ³)	% Last Season
	Level (m RSL)	Capacity (Mm ³)	Level (m RSL)	Capacity (Mm ³)					
SWAKOPPOORT DAM	1135.00	63.489	1115.70	1.431	1130.92	37.332	58.8	-0.312	77.7
VON BACH DAM	1350.00	48.560	1329.50	2.073	1345.65	30.248	62.3	-0.427	48.6
OMATAKO DAM	1359.00	43.499	1353.20	4.073	1353.80	5.755	13.2	-0.032	91.8
GOREANGAB DAM	1585.31	3.621	1574.31	0.010	1581.58	1.286	35.5	-0.055	99.8
AVIS DAM	1717.00	2.417	1708.00	0.010	1714.14	1.148	47.5	-0.014	74.1
SUB-TOTAL WINDHOEK		161.586		7.597		75.769	46.9	-0.840	73.3
OTJIVERO MAIN DAM	1575.50	9.808	1561.15	0.066	1573.80	7.399	75.4	-0.222	87
OTJIVERO SILT DAM	1576.00	7.795	1568.98	0.096	1571.34	0.523	6.7	-0.022	62.3
TILDA VILJOEN DAM	1436.04	1.224	1425.71	0.028	1434.34	0.923	75.4	0.007	98.0
DAAN VILJOEN DAM	1432.22	0.429	1426.00	0.000	empty	0.000	0.0		83.0
SUB-TOTAL GOBABIS		19.256		0.190		8.845	45.9	-0.237	77.6
HARDAP DAM	1135.00	294.593	1114.80	4.299	1131.30	198.615	67.4	-2.546	98.9
NAUTE DAM	732.00	83.580	711.30	1.320	731.45	77.469	92.7	-0.537	110.0
OANOBI DAM	1453.00	34.505	1424.50	0.417	1451.78	30.371	88.0	-0.223	100.5
DREIHUK DAM	895.00	15.493	884.13	0.206	885.47	0.473	3.1	-0.019	10.5
BONDELS DAM	947.56	1.103	944.70	0.007	empty	0.000	0.0		37.2
SUB-TOTAL SOUTH		429.274		6.249		306.928	71.5	-3.325	97.9
OLUSHANDJA DAM	1106.00	42.331			1105.30	24.669	58.3	0.000	53.6
FRIEDENAU DAM	1649.21	6.723	1633.50	0.391	1646.32	4.614	68.6	-0.025	88.8
OMARURU DELTA DAM	262.20	41.288			245.58 e	2.862	6.9	-0.062	28.3
OMATJENNE DAM	1362.92	5.063			empty	0.000	0.0		44.2
TOTAL		705.521		14.427		423.687	60.1	-4.489	78.2

A blank space indicates no readings received.

e indicates that the water level has been estimated.

Lowest Abstraction levels have not been finalised for Olushandja, Omaruru Delta and Omatjenne.

Appendix 11

**Notes discussion with water users/members of
the WPs on Oshakati-Omakango pipeline scheme,
(Oupumako, 16 April 1998)**

NOTES FROM GROUP DISCUSSION WITH WATER USERS/MEMBERS OF THE WPS ON OSHAKATI-OMAKANGO PIPELINE SCHEME, HELD AT OUPUMAKO ON 16 APRIL 1998

By Monika Shidute and Johan van der Colf

WATER QUALITY:

They have enough water at their WP.

Water is good to drink.

No break downs.

Some of the community members are travelling long distances to collect water from their WP.

COMMITTEE:

There are WPCs at their WPs.

MEETINGS:

Some of the communities hold their meeting quarterly at their WPs. But to those who do not hold meetings, they said that it is because the WPC does not know their responsibilities.

CONTRIBUTION:

Some communities do their contribution at their WPs but there are some who do not because they do not understand what money is contributed for.

They have a list for households that are using water at their WP.

CONFLICT:

At some WPs conflict is caused by those who do not attend the meetings, while at some WPs children cause conflict.

CBM:

All of them they heard it by RWEO and LWC.

NAME OF PARTICIPANTS (USERS) IN OUR GROUP WERE:

1.Filipus Elasimus	Oshuulula wp
2.Kareb Stempanus	Hatutale wp
3.Lovisa Ndakolute	Kashala wp
4.Vinia Salom	Naxwiya wp
5.Toimi Mungungu	Nambalu wp
6.Olivia Hamukwaya	Hamakali wp
7.Lahia Lucas	Naxwiya wp

Appendix 12

**Notes from discussion water users/members
of the WPs on Ogongo-Okalongom pipeline scheme
(Okashipu "A", 17 April 1998)**

NOTES FROM GROUP DISCUSSION WITH WATER USERS/MEMBERS OF THE WPS ON OGONGO-OKALONGO PIPELINE SCHEME, HELD AT OKASHIPU "A" ON 17 APRIL 1998

By Monika Shidute and Johan van der Colf

WATER QUALITY:

Water is good and enough for them but they have only a problem for standing long time waiting for water at their WP (Okashipu "A"), which they think it is caused by the size of the pipeline.

COMMITTEE:

There are WPCs.

MEETINGS:

All of the users of water at the above mentioned WPs hold their meetings quarterly.

CONTRIBUTIONS:

They do contribution at their WP, but have not yet opened their bank account because they did not meet to discuss when to open bank account.

They have a list for households that are using water at their WP.

CONFLICT:

No conflict among them but only wasting of water caused by those who do not attend meetings and have lack of understanding.

CBM:

They heard it by RWEO, LWC and via the Radio by P. Elago, Chief RWEO.
No councillor told them about CBM.

FEELINGS ABOUT COST RECOVERY:

They do not have problem with cost recovery if all outstanding problems in their scheme are solved.

Appendix 13

Notes from discussion with WPs on Oshakati-Omakango pipeline scheme (Oupumako, 16 April 1998)

NOTES FROM GROUP DISCUSSION WITH WPCS ON OSHAKATI-OMAKANGO PIPELINE SCHEME, HELD AT OUPUMAKO ON 16 APRIL 1998

A total of 18 people (12 men and 6 women) representing 14 Water Point Committees (WPCs) participated in this small group discussion conducted by Beth Terry and Toivo Munenguni, as seen in Table 1.

Table 1 WPCs represented in the discussion

No.	Map No.	WPC Name	Village Name	No. of People Represented	No. of WPC Members	% Women	No. of Women	No. of Men
1	1	Epyaeshona 1	Epyaeshona	1	3	.33	1	2
2	42	Namafululu	Omupanda	1	6	.50	3	3
3	52a	Mandume Ndemufayo	Omatunda	3	8	.37	3	5
4	70	Hailonga Shinime	Onamutayi	1	5	.20	1	4
5	58	Iamaulu Hedula	Oshuulula	2	6	.33	2	4
6	24	Shilamba	Ondjodjo	1	3	.0	0	3
7	41	Oshomeya	Omupanda	1	7	.28	2	5
8	45	Nanghandja	Ounonge	1	6	.33	2	4
9	31	Nghixulu	Omusheshe	1	6	.83	5	1
10	43	Nahenu	Ounonge	1	6	.17	1	5
11	59	Nghuwoyepongo	Eenghala	2	6	.33	2	4
12	60	Hamukoto	Eenghala	1	6	.17	1	5
13	88	Hangula Kashile	Okahenge	1	7	.28	2	5
14	47	Nambalu	Oupumako	1	5	.40	2	3
				18	80	.40	32	48

A variety of questions were posed to determine the status and functioning of the WPCs present. The discussion lasted about 2 hours. Twelve of the 18 people present have participated in field visits and discussions with the Dutch Backstopping Team on earlier visits. As noted in Table 1 above, these participants represented WPCs with membership numbers ranging between 3 and 8, and with the representation of women ranging from 0% to 83% with the average representation being 32%. In terms of length of service of the WPC, 4 were established before 1996, 8 during 1996, and 2 in 1997. Table 2 provides information on the status of the committees in terms of their functioning levels.

Table 2 Functioning Indicators for WPCs (N=14)

No.	Indicator of a Functioning WPC	No.
1	WPC with at least 33% women in the committee	9
2	A list of users has been compiled	14
3	Rules have been developed for the WP	14
4	The WPC has a constitution	0
4	Generally the WP is kept clean either by the WPC or the members of the WP	14
5	The WPC has a caretaker	11
6	The caretaker is undertaking basic maintenance and cleaning	11
7	The WPC is collecting contributions from the users	14
8	The WPC has opened a bank account or post office savings account	0
9	Money is kept in a safe place	11
10	Some type of budget prepared to indicate how much money is needed and for what	6
11	Self-assessment: WPCs that are functioning	14

To elaborate on these figures, comments and examples were given during the discussion, as follows:

2. List of Users

WPCs did have the list of users, but they are compiled and listed in the books recording the contributions, not as a real "membership registry". In the 3 examples that were available for inspection, the head of the household was listed as the user/contributor represented the household. Even in the cases of the head being absent from the area, his/her name was still the one listed. In one example, 48 names were listed, which represented households from the community where the WP is locate. In addition, other users from other communities not having their own WP were listed. These are not official members of the WP, but are expected to contribute money because they are using the WP, and they were involved in the election of the WPC members and are able to participate in future decision making. In another example, 28 names representing only the households in the area of the WP were listed.

3. Rules for the WP

All WPCs have rules that were typically drawn up by the WPC and WP members. Not all WP members were necessarily around when the rules were developed but apparently they were all informed of the rules. Two committees noted that the WP members were no longer following the rules because they did not see that the WPC had any power to enforce the rules. For the people under those committees who did follow the rules it was only because of the goodwill of those people. One committee noted that their users were following the rules and also contributing money.

Some examples of rules included:

- No one can wash themselves at the WP
- No washing clothes in the cattle trough
- Clothes are not allowed to be hung on the WP fence
- No washing clothes on Sundays
- Do not let soap powder/suds run onto the ground
- When you are washing out your bucket do not just throw the water onto the ground, rather throw the water into the pit dug for that purpose
- The WP must be cleaned every Saturday

4. Cleaning the WP

One WPC noted that they have the rule that the WP must be cleaned every Saturday, but only a few people come sometime to clean. In practice WP members only clean if they know that the RWEOs are going to come for a visit.

When the participants were asked what advice they had for other WPCs who struggle to get users to clean the WP, the following suggestions were made:

- Must encourage WP members to attend meetings so that they know the importance of having a clean WP.
- The RWEOs should also be more active in passing this message of the importance of a clean WP and "don't be lazy".
- On Saturdays when people come to collect water, the WPC should be there to "encourage" WP members to clean the WP by not allowing people to take water before they help to clean.
- Turn off the water until people come to clean.

5. The WPC Caretaker and 6. The Work of the Caretaker

Of the 14 WPCs, 11 have caretakers. The work that they are currently undertaking includes:

- Replacing taps
- Cleaning the cattle trough
- Keeping the children away from the WP so that they do not waste water or damage the WP. (One caretaker does this on Saturdays and Sundays because that is the time that the children are not in school.)
- If a user sees someone wasting water they can report it to the caretaker, and the caretaker must then stop this abuser.
- When the DRWS Maintenance Team (MT) comes around to do some type of repair work (fixing tanks, replacing tanks, etc.), the caretaker should be on hand to observe and learn.

Other than replacing taps, no other repair work was mentioned.

7. Contributions

All 14 WPCs are collecting money with varying degrees of success. In two examples, WPCs were collecting N\$2.00 per household per month.

Several WPCs said that WP members used to contribute more regularly before than now. In one example, at the end of the year contributions were made by over half the 48 households, but by March 1998, only about 20-25% were contributing. Another example was similar. Out of 23 households, about half were contributing at the end of 1997. In January 1998 only 4 were contributing, in February only 2 and in March zero. "These days people will only contribute if a tap breaks and it needs to be replaced, otherwise we see no point in giving money." Table 3 lists the money currently on-hand for each of the 14 WPCs.

Apparently another reason for the reduced level of contributions is that community members/users are no longer coming to meetings as much as they used to. Some say that users only come to meetings if the RWEOs are at the meeting. The general feeling is that the interest level of users is dropping because nothing much is happening, so meeting attendance and contributions are suffering.

8. WPCs with Bank Accounts

None of the WPCs have opened bank accounts because too little money has been collected to date to warrant depositing money and then having to go and take money out when needed. The WPCs say that when they are ready to open accounts they will do this in Oshakati because it is the closest place for them with a bank.

9. Money Kept in Save Place

All the WPCs are keeping their money in the house of the treasurers. Some feel that the money is kept safely, but several, including one treasurer feels there is danger of theft or fire, and she is worried about her responsibility.

The participants said the best way to solve this problem is to open a bank account. However, to do this the money on-hand has to be increased by putting more pressure on people to make their contributions.

Suggestions were then given on how to increase the number of contributions.

- Have a meeting with the headman. Get the headman to make his contributions and then he can encourage others.
- At the end of the church service on Sunday, make an announcement reading all the people's names who have not contributed.
- A letter should be written on official DRWS stationery with an official stamp stating that the WPC has the right to collect money.
- All WPCs must agree and work together. If someone refuses to contribute and then is refused water at their own WP, another WPC must not give that person water for free.
- Set certain times for getting water. The WPC should be present at the WP during that time. They should only let people take water who have made their contributions.

Table 3 Money On-Hand

No.	Amount (N\$)	Comment
1	10	had N\$100, but bought 2 taps @45 each in April 1998
2	104	---
3	D/K	treasurer not here
4	D/K	secretary writes down the contributions and treasurer keeps the money, neither are here
5	D/K	knows they have money but not the amount
6	80	---
7	150	---
8	110	---
9	D/K	knows they have money but not the amount
10	19	had N\$73 but bought 2 taps @27 each
11	128	---
12	56	---
13	D/K	knows they have money but not the amount
14	D/K	do not know amount, but do know that 2 taps were bought at the end of 1997

10. Budget Preparation

A few WPCs have discussed issues related to a budget i.e. how much money is needed and for what purpose. Six WPCs claim to have put this in writing into their record keeping books, but no examples were available.

11. Functioning WPCs

When asked for their own opinion on their functioning level from poor to excellent, all 14 committees feel that they are all functioning very well.

Appendix 14

**Notes from discussion with water users/members
of the WPs on Ogongo-Okalongo pipeline scheme
(Okashipu "A", 17 April 1998)**

NOTES FROM GROUP DISCUSSION WITH WATER USERS/MEMBERS OF WPS ON OGONGO-OKALONGO PIPELINE SCHEME, HELD AT OKASHIPU "A" ON 17 APRIL 1998

A total of 25 people (14 men and 11 women) representing 4 Water Points (WPs) on the pipeline scheme, 2 open man-made bodies of water (*etale*) and 1 open well participated in this small group discussion conducted by Beth Terry and Toivo Munenguni. The water sources and their representatives are described in Table 1.

Table 1 WPs represented in the discussion

No.	WP Name	Village Name	No. of People Represented	% Women	No. of Women	No. of Men
1	Elao/Okashipu A	Okashipu A	15	40%	6	9
2	Onghembadala	Onghembadala	1	0%	0	1
3	Onandjaba	Onandjaba	1	100%	1	0
4	Epoko	Oupale	1	0%	0	1
5	etale water source		6	66%	4	2
6	open well		1	0%	0	1
			25	34%	11	14

A variety of questions were posed to the people present to determine the status of their WPs and the functioning of their WPCs if they had one. The discussion lasted about 2 hours.

All 4 pipeline WPs have a WPC. In terms of length of service of the WPC, 2 were established in 1994, and the establishment year of the other two was not known. Of the 18 people present representing WPs on the pipeline, only 6 participated in the election of their WPC. Table 2 provides information on the status of these 4 committees in terms of their functioning levels.

Table 2 Functioning Indicators for WPCs (N=4)

No.	Indicator of a Functioning WPC	No.
1	A list of users has been compiled	0
2	Rules have been developed for the WP	4
3	The WPC has a constitution	0
4	The WPC has a caretaker	4
5	The caretaker is undertaking basic maintenance and cleaning	4
6	The WPC is collecting contributions from the users (but only when taps are broken)	3
7	Self-assessment: WP is well managed	4

To elaborate on these figures comments and examples were given during the discussion, as follows:

2. Rules for the WP

Some example of rules included:

- No one can wash himself or herself at the WP.
- No washing clothes in the cattle trough.
- The WP must be cleaned every Saturday.
- No one should enter through the fence into the area around the tank
- The school should only use the school tap. If any vandalism happens the school should be responsible.

Most agreed that the rules are followed, except sometimes children disobeyed the rules. If this happens the children are told to stay away from the WP, and any user is entitled to chase the children away. Sometimes the children are taken to the parents for punishment.

4. The WPC Caretaker and 5. The Work of the Caretaker

All 4 WPCs have caretakers. The work that they are currently undertaking includes:

- Repairing taps
- Replacing taps
- Making sure WP is clean
- Making sure that users come on Saturday to clean the WP
- Stopping children from playing around the WP or taking water from the trough

None of the WPs have had any physical problems needing repairs other than the occasional broken tap.

7. Contributions/Cost Recovery

All 4 WPCs are collecting money with varying degrees of success. At Elao some people are contributing regularly, but most are only contributing if new taps need to be bought. The later situation is the case for the other three.

None of the participants present knew how much money their WPC had on-hand. The Elao users only knew that 1 tap had been bought that cost N\$45, and 3 other taps were supplied by individual users who took it upon themselves to buy the taps with their own money. Elao people also mentioned that the contribution used to be N\$2/household/month, and recently it was increased to N\$6, and now they want to increase it again to N\$10. None of the Elao participants could state how many households, even approximately, were using the one WP.

When asked for their **understanding of Community-Based Management (CBM)**, the participants mentioned a few things and then turned immediately back to cost recovery and contributions:

- Water must be paid for.
- The water as a source must be sustainable.
- It would have been better if the RWEOs had selected the WPC members.
- The idea of contributions is "helpful" because then one person is not stuck with buying a tap.
- One person said he did not know how CBM will work, he said: "one person takes one bucket, another takes ten buckets, why should they pay the same". When I asked if anyone could explain to him, one women said, "the payment will be different; the one who uses more water will pay more".
- So then an old man chimed in, "I will only pay for water if I have a private connection. I will not pay for water at the communal tap. I will simply just take water at night. This CBM is only complicating our lives." When asked, "what if the tap is locked?" His response, "at night people will break the lock!" He then added, "anyone from the outside can come and take water, so why should the people around the WP have to pay for it?!"
- Many others will come from the outside to use our WP because they will not want to pay for water at their own WP.

The group then started discussing what could be done about this payment situation:

- Someone from the WPC should be at the WP at all times and collect money per bucket of water.
- Another pointed out that this would be difficult because the WPC members are just volunteers
- When I asked, "are people willing to contribute more so that this person can be paid for staying around the WP", the response was:
 - "I am willing to pay for water, not a person, and even then we are still worried about payment. We are all jobless here."
 - No one wants to pay for a person to stay at the tap.
 - "We don't want this. That person will go around and force people to pay!"
 - "It is a good idea that the person is paid, but DRWS should pay that person, not us."

To get a feeling on **willingness** to contribute to their own water supply, the participants were asked to stand up if they were willing. Of 22 people who were still left, 17 are willing to contribute. However all 17 were worried about their **ability** to pay. Other than some with pensions, this group claims that none of their households have any source of cash income.

One woman requested DRWS to help them to start income-generating projects, women's projects, self-support projects, etc. so that they can earn money to pay for water.

Meetings with RWEO and/or WPC

This group said that only the people from far away from the WP tend to come to meetings. They themselves who live close by do not. They thought this may be the case because they are getting the water close by, it is a good source, at the moment at least **it is free**, and "we are comfortable" so nothing needs to be discussed at meetings. Those from further away may not be as content so they come to meetings.

Management of the Water Point

When asked for their own opinion on their whether their WP was well-managed or not, all the people from the pipeline WPs felt they were. In stark contrast, none of the *etale* or well users felt that there was any management of their water source.

People without WPs

Seven in this group (4 women and 3 men) were without proper WPs, only an open well or *etale*. Those on the well complained that it often goes dry. All are frustrated because the pipeline passes under their *mahangu* fields and they have been promised a tap since 1995 but nothing has happened.

Throughout the first hour of the meeting these seven people (especially 2 women and 1 man) often interrupted the discussion to repeatedly ask when they were going to get their promised WPs. Toivo kept repeating that their need had been noted by the RWEO and communicated to the DRWS office. He also reminded them that they had given the request to the old LWC, which was supposed to take it to the DRWS. Apparently they did this, **but there never was any feedback from DRWS**. Monika, Petrina and the new LWC are all aware of the need, so these people now request action, or at least feedback.

At the end of the meeting, one man made a final request to DRWS to build additional WPs to help those far away from a WP and for those with pipes under their fields but no tap.

Appendix 15

Notes from discussion with WPs on Ogongo-Okalongo pipeline scheme (Okashipu "A", 17 April 1998)

NOTES FROM GROUP DISCUSSION WITH WPCS ON OGONGO-OKALONGO PIPELINE SCHEME, HELD AT OKASHIPU "A", 17 APRIL 1998

By Petrina Ipumbu and Wim Klaassen

20 participants (6 female, 16 male) representing about 15 WPCs.

Opening issue: tell something about the usefulness of the WPC in your village.

It was said that a community needs committees to take care of important matters and to mobilise the community for water, etc. The difficulty is that communities do not understand the need to be organised and mistrust the people who are in a committee. After the first year when everybody was still happy with the water supply it is now said that the water is property of the government and not for the community or the WPC. People listen less and less to what the WPC says.

Are there other committees in the community?

Mentioned were school committees, drought relief committees and agricultural committees. It is hard to be a committee member in all committees. Some were members of several committees. The communities do not trust committees and say that the members 'eat the money', steal and hide. Increasingly people refuse to pay.

The WPC is more difficult as it has to perform everyday, while the other committees are active only incidentally.

Relationship with the community

In all places, the relationship was said to be very poor. People do not want to come to the meetings any more. One WPC found a way to force them together: to call for a meeting at 10 am and leave the tap closed until the meeting is over! The communities do want to meet, but only if a RWEO is attending. One of the best moments is to call people after another major gathering, like a church service.

In some cases, closing the tap did not help. 'Motorised people' came with spanners and tapped large amounts of water. Then they disappeared without closing the pipes.

In one community, it came to physical violence against one of the WPC caretaker. He decided one day to cut the grass and clear the place. When people came to collect water, they were asked to carry the grass and other rubbish to a pit nearby. Some children did so, but returned home late for food. The father became cross, called the caretaker and beat him up! He went to the police station. The man was arrested, but acquitted after two days without any form of punishment. The community refused to take any action.

Besides this man, 7 persons said that they were regularly 'called names' and intimidated. Several people said that they choose not to comment any more if something went wrong.

It was suggested strongly that private connections should be allowed, as "the difficult people are often rich and in any case can be told to have a private connection and stop disturbing the peaceful members of the community".

Children are particularly destructive. One WPC decided to close during the periods of the day that the kids were not in class. Parents often refuse to discipline their children as they said they had paid for the water (if they did) or said that the water scheme was property of the GRN and the WPC had nothing to say.

The so-called water stands (i.e. taps without meter or tank) are a serious problem. There is no responsible body or person and they are often broken.

Payment for cost recovery

Preparedness to pay for water has declined seriously over the past 3 years. Some figures from some villages:

- > payment since 1995: N\$ 25/yr/fam. 10% of families pay.
- > 1997: N\$ 2/month/fam. 70%
- > 1995: N\$ 2/month/fam. In the beginning all paid. Low in 1997 and no payments in 1998.
- > 1995: N\$ 2/month/fam. Payments gone down from the onset. Zero at present.
- > 1995: N\$ 10/year/fam. All pay!! Defaulters are asked to meet a group of senior people from the community and explain why they do not want to pay. Cattle trough gets only water between 10 am and 1 pm, as it felt to contaminate the place and disturb domestic collection. (In this disciplined WP, a woman is in charge there!)

In none of the communities, a bank account had been established.

Why do you still want to be a member of the WPC?

- We can not go without water
- The water point is our thing and we want to take care of it
- We know the water point will be soon totally wrecked and closed if we do not take care of it.

Appendix 16

Water points in Ogongo-Okalongo Scheme

OKALONGO

- ① OSHIKANGOSHOLWAADHI
- ② OMUTHITUGWONYAMA

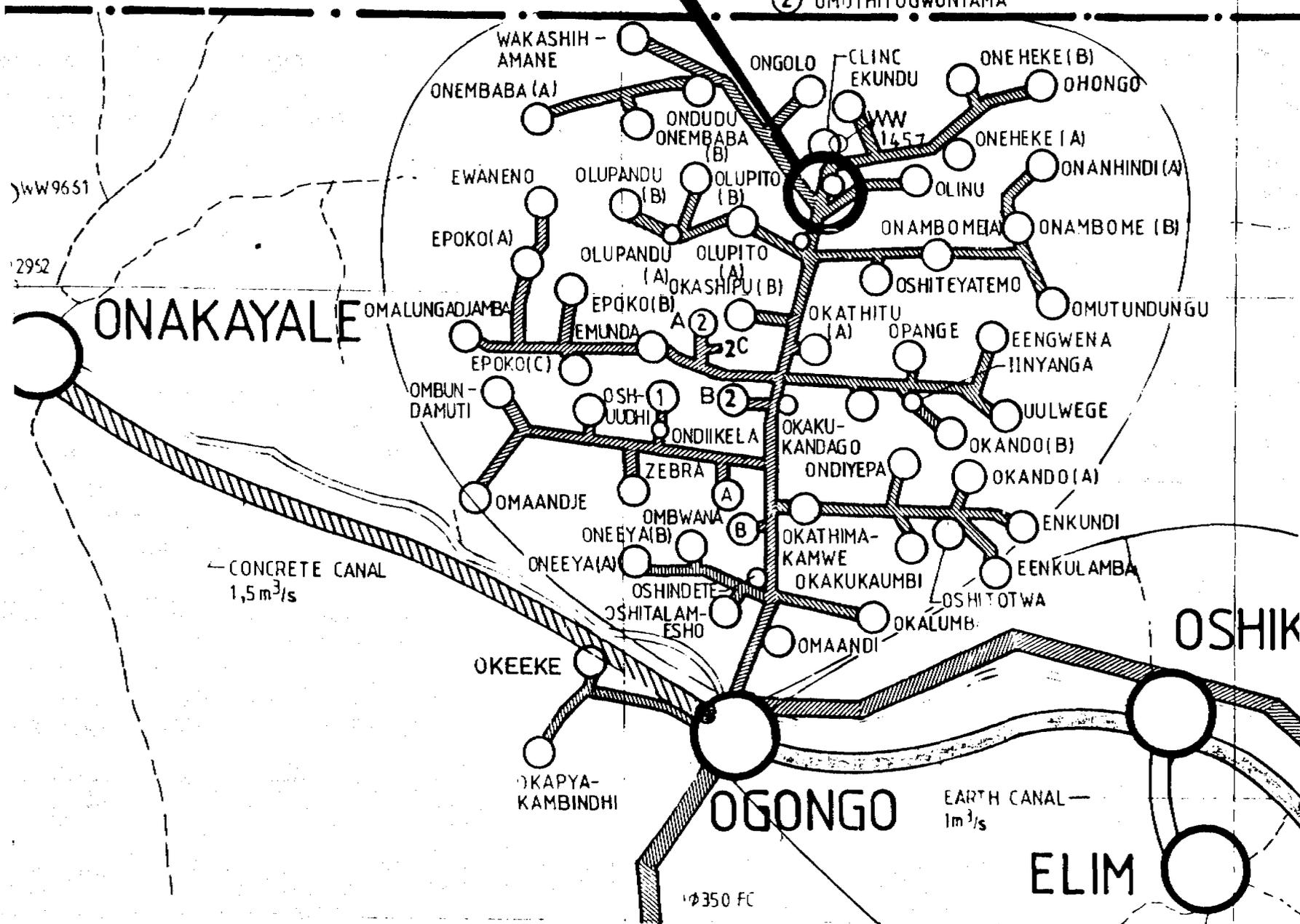


Figure 3 - The existing OKONGO-OKALONGO Scheme

Appendix 17

Water points in Oshakati-Omakango Scheme

Appendix 18

Gender balance in the WPCs on the two Dutch-supported pipeline schemes

GENDER BALANCE IN THE WPCS ON THE TWO DUTCH-SUPPORTED PIPELINE SCHEMES IN THE "FOUR OS", AS REPRESENTED BY A RATIO OF WOMEN TO MEN AS MEMBERS IN A WPC

OGONGO-OKALONGO PIPELINE				OSHAKATI-OMAKANGO PIPELINE			
WOMEN	MEN	NO. OF WPCS WITH THESE RATIOS	% OF WPCS WITH THESE RATIOS	WOMEN	MEN	NO. OF WPCS WITH THESE RATIOS	% OF WPCS WITH THESE RATIOS
0	10	1	2%	0	4	2	3%
1	6	1	2%	1	6	2	3%
1	5	10	16%	1	5	6	8%
1	4	1	2%	1	4	5	6%
2	5	3	5%	1	3	4	5%
2	4	15	25%	2	5	6	8%
3	7	1	2%	2	4	7	9%
3	6	2	3%	2	3	9	11%
3	5	5	8%	2	2	5	6%
3	4	2	3%	3	2	4	5%
3	3	10	16%	3	4	10	13%
4	6	1	2%	3	3	8	10%
4	3	2	3%	3	1	2	3%
4	2	4	7%	4	4	1	1%
5	2	1	2%	4	3	2	3%
5	1	1	2%	4	2	3	4%
6	3	1	2%	4	1	1	1%
		61	100%	5	2	2	3%
				7	3	1	1%
						80	100%

Notes:

- Gender data were not available for 16 of the 96 WPCs on the Oshakati-Omakango Scheme.
- The shaded areas in the table above represent the modal situation. Thus on the Ogongo-Okalongo Pipeline, the largest percentage (25%) of WPCs have six members with two women and four men. While the most common situation (13%) on the Oshakati-Omakango Scheme are WPCs with seven members, including three women and four men.
- Amongst the 61 WPCs on the Ogongo-Okalongo Scheme, 72% of the WPCs have membership where at least one-third are women. Of the same 61 WPCs, 31% of the WPCs have membership where at least half are women.
- Amongst 80 WPCs out of 96 on the Oshakati-Omakango Scheme, 66% of the WPCs have membership where at least one-third are women. Of the same 80 WPCs, 31% of the WPCs have membership where at least half are women.
- Looking at the total number of WPC members on the Ogongo-Okalongo Scheme, out of 405 people, 38% are women. On the Oshakati-Omakango Scheme, of 468 people in 80 WPCs, 40% are women. These figures are comparable to the situation found in June 1996 when a much smaller portion of WPCs were established. Therefore, no real effort was made to increase the number of women in WPCs over the past two years when more WPCs were being established.

Appendix 19

Report on meeting LWC Oshakati-Omakango Scheme

REPORT ON MEETING LWC OSHAKATI-OMAKANGO SCHEME

16 April 1998

Twelve LWC members (11 male and one female) were present; their WPCs branch-lines are listed at the end of this report. None of them was in the Executive Committee of the LWC.

They were elected on 28 November 1997. The total number of LWC members elected is 22. They represent the 94 WPCs in the scheme.

Functioning of WPC and WPCs

The problems around the WPs and the WPCs are numerous. Only a few members indicated improvement in the relation with the users (less insults and better understanding). Most report on problems related to users not accepting the authority of the WPC members (no cleaning, no participation in fencing; stealing taps) and non-payment of user charges (some WPs as low as 10% charge collection). People from outside the community often create problems (refuse to pay for water; vandalise water point); closing (locking) tap during the night hours was given as solution. As there is no legal status as yet, WPC members do not take action and sanctions. Often headmen also remain silent on vandalism particularly if vandal is 'strong'.

Role of LWC in problems at WPC level

The authority of members of both WPCs and LWCs has to be built up. The GRN/DRWS should "hand-over" the responsibilities of management of water point and scheme in a stylish way with a memorable ceremony. People/users should hear from DRWS that these committees are in charge from then onwards.

Councillors and headmen should play a more supportive role in confirming the authority of both committees in water supply affairs. Councillors and headmen could be in advisory positions of these committees, not in decision-making positions (separation of powers!).

Many WPCs are not functioning. The role of the LWC branch representative would be to assist in revival of the WPC.

LWC branch representatives are also the intermediary between LWC and their WPCs (constituency). Communication to and from LWC should go through them. They should also be introduced to the users groups (WPAs) by DRWS and explain their role and authority, and that of the LWC.

Roles and responsibilities of the LWC

Most roles and responsibilities mentioned were of the activity-type. The overall responsibility of managing the scheme to ensure supply of water was not mentioned. In general the scope and magnitude of the responsibility was not clear. It is still more seen as a voluntary entity that meets now and then, reads water meters and collects money. The need for professional staff, auditing and full-time caretaker/mechanics was not yet thought about. They laughed when the LWC was compared with a mini-NAMWATER.

After some discussion and the BT indicating money volumes and total pipe lengths to be dealt with the need for professional book-keeper and mechanics was recognised. The problem of mistrust on finance among people was mentioned as a serious risks. They were expecting guidelines and operational suggestions on the functioning of the LWC from DRWS.

There was an acceptance of the payment for water as it is a Cabinet decision, but unclarity about what to do with poor people; it was said that fit people can also pay in kind.

The ownership of the water points and scheme were clearly put in the hands of the users, and as a managing committees in the hands of WPCs and LWC.

Most LWC members present knew about the discussions on WPA, WPA constitution, WPC and Caretaker skills training.

List of WPCs the LWC members present are coming from (all chairpersons of WPCs)

1. Unonge
2. Ohendjeli
3. Omalango
4. Ondjandgahwi
5. Onamutaj (first leg of branch-line)
6. Ondjandjo
7. Onumotaj (second leg of branch-line)
8. Okahenge
9. Oshuelula
10. Amtanga
11. Omatando
12. Omutemo

Appendix 20

Report on meeting LWC Ogongo-Okalongo Scheme

REPORT ON MEETING LWC OGONGO-OKALONGO SCHEME

17 April 1998

Eight LWC members were present (five females and three males); their WPCs branch-lines are listed at the end of this report. Three of them (two females and one male) were in the Executive Committee of this LWC.

The total number of LWC members elected is 15. They represent the 64 WPCs in the scheme.

Functioning of WPC and WPCs

They did not indicate many problems around the WPs and the WPCs. Payment of user charges is generally seen as a big problem. Now only few people pay user charges. Some people do not have a job, so no income. Another serious problem is the lack of authority of the WPCs among the users.

From the users' side a common problem is the distance they have to walk to the WP; they like to see this reduced, so more WPs. Another common problem is queuing because of limited pressure and/or limited storage capacity (one water tank only).

Some caretakers want to be paid for what they do! E.g. for daily opening/closing valves.

Support to WPCs and LWCs

LWC should help the WPCs in problem areas and conflicts. For instance, LWC should help the WPCs to convince people to accept this payment system and the reasons why they have to pay.

DRWS staff, headmen and councillors should also help in solving problems at WPC and LWC level. General meetings could be called for that. Headmen are generally not coming to WPC-community meetings, which undermines the WPC's authority.

Some headmen fear that LWC may challenge their position. Therefore good communication between LWC and headmen is seen as crucial to have LWC accepted and not seen as threat. Headmen could be invited for opening WPC-community meetings or they may be elected as advisors (or asked?)

Roles and responsibilities of the LWC

As in the other scheme, most roles and responsibilities mentioned were of the activity-type. Also here, the overall responsibility of managing the scheme to ensure supply of water was not mentioned. However, cleaning of the WP was mentioned as a task of the LWC to assist the WPC in!

In general the scope and magnitude of the responsibility was not clear. When indicated that the monthly amount to be paid to NAMWATER may be some N\$ 35,000 they got a shock and could not believe it. At this moment the payment of N\$ 1-2/HH.month seems a problem already, what about N\$ 10-15/HH.month. They indicated that they need help from outside to have this big amount raised, say half should come from outside. They mentioned that DRWS had indicated that there is a "FUND" from where they could get

this money. Otherwise they could not take over the responsibility of the scheme. They indicated that the Cost-Recovery consultation had made mention of payment for water, according to what had been consumed but it was unclear over what time period that payment would be introduced.

On O&M of scheme, they agreed that they would need a full-time caretaker (mechanic) who also needs transport. But this transport should then be purchased by the GRN. It would not be fair to push this in the hands of the LWC/WPCs.

The BT indicated that including LWC professional staff, O&M costs, water charges by NAMWATER, office costs etc. the monthly turn-over could be as high as N\$ 80,000 and more in future. It was said that people may not trust the LWC to handle these amounts of money or they may take their lives. If the tasks are that big then an office is needed, but who will pay all this. Could Dutch Government not come to rescue them??

They made it clear that they were not going to take it over unless certain serious problems were properly solved:

- installation of functioning water meters at all WPs and separate ones for schools and clinics;
- new WPs for people who have to walk long distances
- at least two water tanks per WP
- larger pipe diameters of branch lines to allow private connections (some are too small now)

When asked how they were going to ensure transparency and accountability, they indicated that they need more training and specific workshops.

List of WPCs the present LWC members are coming from (all chairpersons of WPCs)

1. Onanhindi A
2. Omaandi
3. Okashipu A
4. Oshitejatemo
5. Eegnwena
6. B 2 - branch with Ewaneno WP at the end
7. B 2 - branch with Onembabe at the end
8. branch with Okathima WP at beginning of branch-line

Workshop: Monitoring for sustainability WPCs and LWCs

WORKSHOP: MONITORING FOR SUSTAINABILITY WPCs AND LWCs

Orientation workshop for LWCs and WPCs; Oshakati Tuesday 21 April 1998

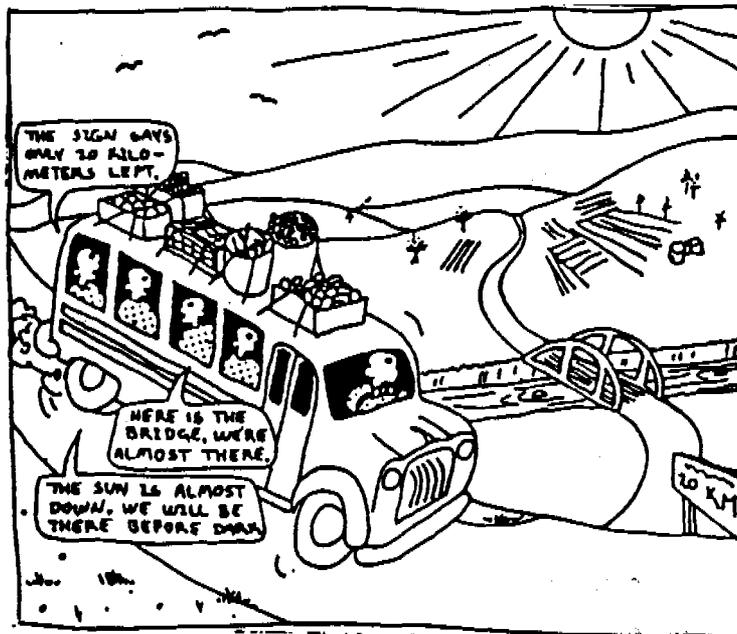
Purpose of day

- (i) participants all understand what participatory monitoring is;
- (ii) part. know the usefulness of participatory monitoring;
- (iii) together find some possible monitoring areas and indicators;
- (iv) together work on an example of a monitoring system

1. WHAT IS MONITORING?

We are all monitoring in our daily lives. Every day we monitor, but probably without knowing it. A few examples.

1. You have been in Windhoek and are returning to Oshakati. You take the bus. You know it is a long way and the bus stops several times. You have been sleeping for quite some time and when you wake up, you want to know where you are? How far is it still before we reach Oshakati? My objective of that day is to arrive in Oshakati. I look outside for signs that help me to say where we are.



Indicators for how far I have reached are: (i) sign board with distance to Oshakati; (ii) sign board of certain town, say Tsumeb; (iii) certain farm or bottle store; (iv) fact that the sun has almost set while you know you will be in Oshakati before sunset. What you do is using indicators to get information of where you are, because that is what you want to know. **Participatory monitoring** is letting all the passengers in the bus know what the destination is, and what indicators will be used to tell them where the project is.



But when it is bad weather, a real rainstorm, the passengers can not look outside, they can not observe anything, not any sign, not any indication. So they do not know where they are, when they will reach Oshakati, when they will reach their objective/target of that day. That is like a project without monitoring.

2. You are living near WP Olupandu A or Omayanga and you want to go to Onghediwa to the Trade Fair. How are you going? On the bicycle. But you know it is a long way. So before you take off, you ask yourself some questions: which? E.g. will this bike take me to Onghediwa without any problem on the way? What would be possible indicators that I can use to see if the bike is in good condition? E.g. Are tyres flat or low pressure; are bolts of wheels loose? You will then check (you *collect information*), you feel the tyres and you conclude what to do, what *action* to take. You *take action* by pumping your tyres and/or tighten the bolts.

This is a typical example of monitoring resulting in action. You will inform your wife that you are going and tell her that those tyres were flat again and that you have to get it well repaired. But if it is all fine, you will not inform your wife that the bike is OK. Monitoring results are not always to be reported to many others.

3. Assume I am a farmer in Endola and have every year about 5 ha of mahangu. The crop provides food to my family and the surplus is sold at the market. In 1995 I got 20 bags of mahangu, and I was happy because I sold 10 bags and got a lot of money. In 1996, there were very good rains, and I harvested 23 bags. I was very happy! Last year, I had only 8 bags. Not even enough to feed my family. So I had a problem. What I was doing over the years is *monitoring* the crops. I *collected information*. And that is not enough in monitoring because now I have two problems that need to be solved. One is to get more food for my family. But as a manager of the farm, I have to make sure that I have a better harvest next year. So what *action to take*? For that I have to see what factors contributed to such a low crop. Was it the seed, the fertiliser, the rains, the land?? I have to *take action by adjusting my farming* to improve my crop again. It may also be beyond my control.

We see that *participatory monitoring* is:

- (i) knowing what you and the others in the project want to achieve,
- (ii) define what you and others in the project want to know or what the problem is,
- (iii) collect the right information,
- (iv) analyse this information,
- (v) together with others in the project decide what action to take
- (vi) take action to correct problem, and
- (vii) check whether problem is overcome or question answered.

2. NEED FOR MONITORING

DRWS is also doing monitoring including during the construction of the scheme, they monitor the progress of the construction. So, they monitor how far they have come every week, and how much materials and funds they have used to reach that progress. Monitoring for WPCs and LWCs is different, because they do not construct but they have other responsibilities.

Monitoring must have a meaning, it must have a sense. Usually, monitoring addresses: a problem we want to solve; a question we want to get answered; a concern we have; a decision we have to take. In the case of WPCs and LWCs, monitoring is to ensure *sustainability*, that is to ensure the *functioning and utilisation* of the water supply systems/service.

For what purposes could the results of the monitoring be used:

- the daily operations can be adjusted;
- early adjustments can be made before the 'damage' is too big;
- it can be concluded that assumptions have changed
- it can be concluded that unforeseen things happen
- new year-planning can be made
- for DRWS policy, strategies and guidelines can be adjusted
- for DRWS fund allocation, planning and personnel allocations can be made.

In participatory monitoring it is important that the results of the monitoring and the related actions for adjustment/corrections are communicated to the 'participants' in our case the users of the water supply systems. Because it all concerns them and you are managers because they have trust in you. Only through good communication on what is happening, you maintain their trust, and so you keep your authority.

Back to the schemes:

The major objective of the WPCs and LWCs is to ensure that people in their area have continuous supply of sufficient and safe water. So they are managers to make sure that happens. To achieve that objective they have many responsibilities. List some of the activities of WPCs and LWCs. As an example: *the caretaker opens and closes the valves daily*. Mention two activities for the WPC and LWC.

WPC: 1.

LWC: 1.

WPC: 2.

LWC: 2.

Now you as managers, as chairpersons of WPCs or as member of the Executive Committee of the LWCs, you are not doing these activities yourselves, others do. But you have certain questions regarding these activities. The answers on these questions must tell you whether you are happy or sad, and on the basis of that what to do next. So not DRWS will provide you with these answers, and also they can not define what you want to know or what your constituency (the users) find important to see happen or has a concern. As the management is brought to the lowest appropriate level (LWC and WPC), also the defining of the questions, monitoring areas, indicators etc. must be done at that same level. What would be a question of the managers could ask about the objectives and activities? For example related to the stated activities: ***does the caretaker really opens and closes the valves as agreed?***

Can you come up with one question related to the earlier stated objectives/activities

WPC: 1.

LWC: 1.

WPC: 2.

LWC: 2.

The point is we can ask 1001 questions, but it may be very expensive and it may take a long time to have the information collected to have these all answered. But do you have the money, the time and the people to do this? Probably not.

So, you have to ask yourself in the context of ***monitoring for sustainability***:

- do I really need that information
- what will I do with the information; how useful is it
- can I do without that information

Monitoring is often done just for the sake of the collection information, and then data sheets end up in the drawer or get dusty on the shelf (data graveyards); if that is the case STOP THAT MONITORING and conclude this is not what you wanted because you do not use it! Waste of time and resources.

3. KEY AREAS / ISSUES IN MONITORING

There are many areas and issues that can be monitored. But to be able to select the ones on which you want to do the monitoring, we should first consider the objectives and responsibilities of LWC and WPCs and group them. For example issues to do with cost recovery and management of the finances, and to do with operation and maintenance. Can you indicate apart from those you indicated earlier some important issues, for WPCs and LWCs separate? We will then later group them in areas.

Monitoring areas could include:

- water tariffs and cost recovery
- financial management and accountability
- functioning of systems, including water pressure
- operation and maintenance
- users and consumption, and purposes
- water quality and cleanliness

- functioning of WPCs and LWC
- communication and linkages with users and LWC (WPCs and NAMWATER, DRWS)

4. TWO EXAMPLES AND THEIR INDICATORS AND FOLLOW-UP

WPC-level:

Monitoring areas: the functioning of the water supply service.

WPC wants to know whether the water supply service is reliable and appreciated, because this gives motivation to the people to pay their charges monthly.

So the **monitoring questions** is: is the water supply service reliable throughout the year and appreciated by the users (members of the association)

The next point is: what are the indicators for this question; actually there are two questions in it: which?

1. is service reliable?
2. do users appreciate service?

We can not give a direct answer to Q1. Because we have to define what we mean by 'reliable'. For instance, you as a WPC agree that the system should not breakdown for more than five days per year, and further be able to supply at least 30 lcd.

So we look for an indicator that gives us information on the breakdown: Indicator for 1a.

Number of days that no water comes out of the tap.

It is difficult to measure the amount of water people collect daily. What you may want to know is, does the system sometimes not provide sufficient water to people, that is are taps sometimes dry? Indicator 1b.: **same as indicator 1a! but then due to empty water tank!**

Q.2: what indicator could answer that? You could ask the individual users say monthly whether they are happy with the supply; you can also say if nobody complains to the WPC members including the caretaker on any day and in the community meetings than it is OK. So indicator: **number of complaints on water supply service from the users per month.**

The information on the indicators need to be **collected, how and by whom?**

Indicator 1: by observation, daily and by caretaker. The cause of breakdown or dry tap needs to be indicated: e.g. no supply of water from outside; water tank empty or problem between water meter and tap (this is the responsibility of the WPC to repair!?).

Indicator 2: through verbal or written communication by users to be recorded by any WPC member and reported to secretary on a monthly basis (in WPC meeting).

For both indicators **simple forms** can be developed for easy data recording by caretaker and WPC.

Both indicators are straight forward, and, if the case, can be reported upon in the WPC meeting for action. The WPC can instruct the caretaker to repair or to report to LWC, and if no action is taken, the WPC should take action by instructing the caretaker again.

Cross-checks on information on Q2 can be done by WPC secretary visiting the complainers. Complaints should be attended to by WPC members or the caretaker, or discussed with LWC. If the issue requires extension of the system and the WPC approves, then LWC to be contacted and/or the CWC for proposal on extension.

5. SUMMARY OF STEPS IN MONITORING SYSTEM

step 1: identify key problem, question, concern: **WHY**

step 2: define indicators clearly: **WHAT**

step 3: collect information, analyse data and report: **HOW and WHO**

step 4: use of monitoring information: **ACTION**

step 5: information flow: to same level for check on action; possibly (if appropriate) to higher level for planning, policy etc.

step 6: checks and balances, for validity, triangulation

step 7: training and facilitation

step 8: review on usefulness and adapt monitoring system on a regular basis

6. EXAMPLE 2

LWC: functioning of the LWC itself

steps: question by WPCs: **does the LWC functions really well?**

possible indicators: payment for water; accounting for money; breakdowns repaired within two days; LWC meeting once a year; decisions agreed by majority of LWC; decisions actually carried out; minutes from LWC meetings available and distributed

7. Group work: define problem issue and define indicator

8. Group work: define monitoring system using step 1-7 on one key issue

Appendix 22

Monitoring Workshop attendance list

Workshop on Monitoring 21 April 1998

	Name	Name of Committee LWC or WPC		Function on committee
1	Nghiwiwilepo, Maria	WPC	Oshakati -Omakango Omunashipundri	chairperson
2.	Shifela Stilya	LWC	Oshakati Omakango	chairperson
3.	Kiinge Secilia	WPC	Ogongo Okalongo	chairperson
4.	Johan van der Colf	DRWS	Windhoek	
5.	Luise Munghono	LWC	Ogongo Okalongo	Caretaker dept. Omupangeli
6.	Wim Klaassen	Member	Backstopping team	
7.	Apasha Benny	LWC	Ogongo Okalongo	chairperson
8.	David Abraham	WPC	Ogongo Okalongo	member
9.	Evat Kandongo	Stewart Scott	Oshakati Omakango	consultant
10.	Shiweda Gabriel	WPC	Ohabethu	chairperson
11.	Matty Hannanga	DRWS	RWS-North	deputy head RWS-north
12.	Isaac Itumbu Mary	DRWS	RWS Oshakati	RWEO
13.	Petrina Ipimbu	DRWS	RWS Oshakati	RWEO
14.	Monika Shidute	DRWS	RWS Oshakati	RWED
15.	Josua Shipunda	LWC	Ogongo Okalongo	treasurer
16.	Regarus Salom	LWS	Ogongo Okalongo	caretaker
17.	Maria Ugwanga	LWS	Ogongo Okalongo	dept. secretary
18.	Munenguni Toivo	DRWS	RWS Oshakati	RWED
19.	Valombweleniscaa	LWC	Ogongo Okalongo	deputy chairperson
20.	Erasmus Sackaria	WP	Ogongo Okalongo	Omupangeli
21.	lipinge Andreas	LWC	Oshakati Omakango	secretary
22.	lita Asteria	LWC	Oshakati Omakango	treasury
23.	Nuulimb. M.	WPC	Oshakati Omakango	chairperson
24.	Nikanog R.	Chair com.	Osakati	chairperson
25.	E. Amuero	WSP	Oshakati Omakango	water point committee
26.	Jo Smet	member	Backstopping team	
27.	A. Sakatia	LWC	O	
28.	J. Shiweda	LWC	Oshakati Omakango	dept. chairperson
29.	S. Muatotele	LWC	Oshakati Omakango	
30.	P. Plage	DRWS	RWS Oshakati	Act. Control RWEO
31.	Beth Terry	member	backstopping team	
32.	K. Tijjenda	DRWS	Windhoek	development planner

Appendix 23

Brief on the Netherlands-supported backstopping mission

BRIEF ON THE NETHERLANDS-SUPPORTED BACKSTOPPING MISSIONS

for CWC in Oshakati, April 1998

1. Background

After independence the need for the development of rural water supply, a neglected area till then, was very great. The Netherlands Government agreed to finance the construction of a number of water projects including the construction of two schemes, Oshakati-Omakango (1991) and Ogongo-Okalongo (1993), the rehabilitation of the Calueque Dam and Olushandja Dam, and that of the purification plant in Ogongo. The Netherlands Government did only provide funds and was not involved in the construction or management.

2. Rationale

To improve the effectiveness of their grant for the two schemes, the Government of the Netherlands and the Government of Namibia agreed that support will be given to the development of community-based management in the two schemes. The sustainability of the services in the two schemes needed to be improved through involvement of community and management of water systems by the users. Community-based management, an approach to sustainability in rural water supply, was entirely new for the Department of Water Affairs. IRC was given this Backstopping assignment a.o. because of its experience, access to knowledge on these experiences and innovative approaches.

3. Objectives and methodologies

The abstracted objectives of the Backstopping Mission are: (i) to review jointly with the DRWS Core Team the achievements, effectiveness and sustainability of the two schemes; and (ii) to assist DRWS in the development and demonstration of operational community management systems and related structures contributing towards scheme sustainability and learn from reviewed experiences.

Key areas in the Backstopping Missions addressing this sustainability are community involvement; participatory methodologies; legal ownership of water systems; legal status of management bodies; community-based management including cost recovery, financial management, operation and maintenance, and monitoring; and hygiene and environment. Furthermore areas of a more institutional and organisational nature are addressed: i.e. policies, strategies, guidelines, capacity building, and extension service.

The Missions are carried out in partnership with the Directorate of Rural Water Supply, whose Core Team of three staff members works closely with the Backstopping Team with the purpose of joint learning from reviews and analysis. The two schemes were earmarked as '*development and demonstration schemes*' which gives room for learning from experiences with new approaches and strategies in community-based management. The Missions started in 1995 and the present one is the fifth of six; the sixth is tentatively planned for first half 1999. The Missions have their focus in the Four O-regions with participatory meetings with users, WPCs and LWCs in the two schemes on progress, successes and problems in the community-based management, particularly in the WPCs and LWCs. These reviews are followed by analysis of the progress with the extension officers in the two schemes who have been financed using Dutch funds. Directions are given and contributions made to innovative methodologies and capacity building, e.g. monitoring for sustainability.

4. Activities and progress

The Backstopping Missions have been learning periods for the Directorate on community-based management, and on-the-job training for the extension officers working in the two schemes. The major achievement of the Backstopping Mission is to put certain key issues on the Directorate's agenda, such as cost recovery, legal ownership of water systems, legal status of WPCs and LWCs, accelerated programme on establishment and training for WPCs, establishment of LWCs, training for LWCs, private sector involvement in O&M, and monitoring at all levels. In physical development, the rehabilitation of the Oshakati-Omakango scheme was put as a priority since 1995. It was recommended to the DRWS HO to provide more support to the regional offices in terms of methodology development, and decentralisation of decision powers and resources to DRWS RO.

Progress is being made on most fields but presently the most pressing issue is the training of WPCs which should have started two years ago! This delay holds up many developments needed for CBM and creates serious risks for sustainability.

5. Perspectives on sustainability of piped water supply services

The role of the CWC in processing requests, prioritisation and planning of investments is appreciated. This committee has a crucial role in the 'decentralised' decision-making on investments for improvement in rural water supply coverage.

The long-term functioning and use of the improved rural water supply is in the hands of the WPCs and LWCs. They have received from the users the mandate and responsibility to manage the schemes that their water supply is ensured in quantitative and qualitative terms. With the full cost recovery policy effective, the payment for water to NAMWATER and so the monthly user charges will become a serious affair. The amounts envisaged are in the range of N\$ 10-20 per household per month, depending on water consumption. For an entire scheme the yearly turn-over may go up to N\$ 750,000 and more. With this financial responsibility and the technical maintenance of some 150 km pipe line, the LWC has the status of a small water corporation serving some 30,000 to 50,000 people, the size of a municipality. In administrative, financial and technical terms the LWC needs strong professional staff to handle these affairs in an adequate way and to apply transparent accountability in order to make the scheme management strong, effective and sustainability. In this concept the LWC is then the Board of Representatives. The WPC is a viable institution provided its members are well trained and procedures internalised on accountability and communication to the users, their constituency and owners of system and scheme. Cost recovery may become successful if cross-subsidy at WPC level is established. The Directorate or Regional Council may have to consider individual water subsidy for marginalised households.

There are still many risks that may jeopardise the sustainability for piped rural water supplies. Many areas need to be consolidated still, and further adjustments will be needed.

The Backstopping has a serious concern regarding this and hopes that the CWC and the Directorate realise these risks and the needs for further development towards sustainability of rural water supply using the community-based management concept.

Thank you.

**Progress report for the two schemes Oshakati-Omakango
and Ogongo-Okalongo**

J. Juma
16 April 98

Progress Report For the Two Schemes Oshakati - Omakango and Ogongo - Okalongo

WPC and LWC establishment

Oshakati - Omakango

WPC's: After the fourth back stopping mission, the remaining water point committees which were not established were all established and finished established by October 97. Now the Scheme has got 92 WPC established and 2 stand taps* with WPCs. (56^A + 56^B) During the fourth back stopping mission only 24 WPC were established then about 70 WPC's have been established so far.

LWC: After the established of WPC's in October then the LWC was also established at the end of November 97. They were elected from the chairpersons of the WPC's. Among the LWC the executive committees was established which is consist of chairperson and dept. chairperson, secretary and dept. secretary, treasure, but 2 more care-takers have to be elected and the number will be changed to 7 members. The LWC are 22 in number in Oshakati - Omakango Scheme because of the large of the scheme, each branch lines is represented by one or two or three according to its size.

Ogongo - Okalongo

WPC; After the fourth back stopping mission the remaining WPC which were not established were all established as well as LWC and Executive committee members. Now Ogongo - Okalongo have 63 WPCs. we have finished establishing the WPCs.

LWC; After the established of WPC's in July 97. the LWC was also established on the 7th October 97. They were elected from the chairpersons of the WPC's and some of them are from the old LWC's, who were elected the time the construction was taking place.. From the LWC the executive committees were elected consisting of chairperson, dept. chairperson, secretary, dept. secretary, treasure, care -taker, dept. care -taker. The LWC are 15 in number in Ogongo - Okalongo scheme because of the large of the scheme. Each branch lines is represented by one or two according to its size.

Outstanding:

Oshakati - Omakango Scheme

At Oshakati - Omakango, there are still areas which were promised to get water but up to now nothing is done. This villages dug their trenches the time the construction was taking place but their trenches were left without putting pipes. Till today nothing is done.

* stand tap have only water tap, no washing basin, no cattle troughs and also no water storage, no water meter

Ogongo - Okalongo Outstandings

There were some places left without water. Some need additional tanks while some have unfunctioning water meters. The names of their villages were given during the third backstopping mission but till now nothing is done.

Community Based Management:

Oshakati - Omakango and Ogongo- Okalongo

The community based management was implemented on the 1st of August 1997 by his excellent the President Dr. Sam Shafishuna Nuuyoma. The message was put in to the media for every one to hear. We the RWEO are doing or have done our best to make meetings and pass the message of CBM to the whole schemes. Although some people agree that it is a good thing, there are still many of them who are not agreeing with the idea of payment of water. Some people are not willing to pay for water. Apart from those who do not want to contribute or pay for water there are still people who can not afford to pay or contribute monthly because they are poor and have no income to help themselves. The CBM is now introduced to the people and we have to do our best and make them understand. Some refuse to pay because of outstanding in the scheme. They are saying that payment should only be done when all problems are solved.

Workshop

Ogongo - Okalongo and Oshakati- Omakango

From the 27th of January to 29th January 1998, the LWC workshop was held and all matters concerning the CBM, the role of the LWC as well as the LWCs constitution was drafted. After the workshop the LWCs went to mobilise the WPCs as well as all water users on what they have done at the workshop.

Training

Oshakati - Omakango and Ogongo- Okalongo

Up to now the WPC's, care takers and LWC are not yet trained this is because the training curriculum was not ready and because of this some committees are starting to resign because they have been waiting for the training which at least will show them that they are recognised and are really doing their work. It is now arranged that the LWC will receive their training on the second week of June. We hope the training will change the functioning of committees to a more better functioning.

Problems in General:

Oshakati - Omakango and Ogongo -Okalongo

The major problem we are facing now is that some communities members do not want to contribute although they have got the money. The other problem is that those who do not have money those that are poor, can not afford to pay for water.

We are having a big problem in the field with the water users when it come to vandalise or wastage of water. Because there is no policy to guide the committees, this problems can not be solved. Other problems which are common with the scheme are water wastages and property damages especially taps.

Contractor:

The Oshakati - Omakango scheme is now in the process of rehabilitation. The rehabilitation will be done by the Stewart Scott Namibia Consulting Engineers, which have already finished with surveying of all water points, leasing with WPC have been carried out, new additional waters to be moved have been finalised. The contractor will give more information in the 21st April workshop.

Compiled by:

**P. Ipumbu
M Shidute
M.Itembu
T. Munenguni**

Appendix 25

Plan-of-action chart for four-week period

FOUR "O" REGIONS

PLAN-OF-ACTION CHART FOR FOUR-WEEK PERIOD

period from to

from: function:

no	ACTIVITY	result	days required	deadline	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	responsible	resources									
1					mon	tue	wed	thu	fri	sat	sun	mon	tue	wed	thu	fri	sat	sun	mon	tue	wed	thu	fri	sat	sun	mon	tue	wed	thu	fri	sat	sun											
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Appendix 26

Notes from regional WATSAN meeting on 20 April 1998

NOTES FROM REGIONAL "WATSAN" MEETING ON 20 APRIL 1998¹

A two and one quarter hour discussion was held amongst various people connected to water or sanitation in the "Four Os" Region at the Regional Rural Water Supply Office in Oshakati on 20 April 1998. See the list at the end of these notes for those in attendance, and for those who apologised for not being able to participate. Wim Klaassen chaired the meeting and Beth Terry took notes (both from the Dutch Backstopping Team).

- After all the participants briefly introduced themselves, each described the activities of their organisation that related to the water and sanitation sectors.
- They also described any methodology used to promote community participation and involvement in their activities, as follows:

Northern Namibia Environmental Project (NNEP), Ministry of Environment and Tourism (MET)

NNEP covers the "Four Os" area and Etosha Park, and is setting up an environmental information system, and collecting and compiling information using a GIS computer-based system. They are starting a resource centre for any documentation related to environmental issues, including water, in the four regions. They see themselves as "needs-driven" and their main purpose is to build government capacity to gather information, including strengthening DRWS "Four Os" office to collect water supply information. They are also introducing an approach for environmental planning, and involved in facilitating the development of three sectors within the "Four Os" area, including wildlife, tourism, and handicrafts.

NNEP provides a link between MET and the Community-Based Natural Resource Management Programme (CBNRMP) and NGOs. In this regard, NNEP focuses on increasing community members' capacity to collect information and to monitor natural resources. Three resources (water, wood, grazing) have been chosen to be monitored at three different sites for each resource. NNEP uses the approach of integrating the local knowledge of the people and making it more widespread by linking this knowledge with the GIS system, other information, and monitoring. The NNEP staff has built contacts with both traditional and modern authorities and community leaders.

SWAM and CAWS

Both are funded by GTZ. CAWS concentrates on water supply in communal areas, while SWAM focuses on water and sanitation issues in towns and large villages. They are mainly working with town councils and regional and traditional authorities, rather than communities.

Stewart Scott Namibia Consulting Engineers

Responsible for the rehabilitation of the Oshakati-Omakango pipeline scheme for DRWS. Although currently contracted to oversee the technical work done by the contractors over the next six months,

¹ During the Third Backstopping Mission an attempt was made to revive the "Four Os" Regional Water and Sanitation Forum (WATSAN), and a meeting was held with relevant NGOs, government bodies, and DRWS project partners. Even though the regional WATSAN Forum never seem to get off the ground, during this Fifth Backstopping Mission, the same people who attended the 1996 meeting were invited again for a discussion along with some new regional players.

they recognise the importance of community involvement and see the need to be involved in the community participation aspects of the scheme, including caretaker training and WPC skills training.

The Office Manager on this project has linked up with the regional DRWS office, especially the RWEOs, and the HO Development Planners. Through their work of making community members, WPCs and the LWC more aware of CBM and cost recovery, it has been easy for Stewart Scott representatives to contact WPCs to plan the rehabilitation process. They also recognise the need to "get the blessing" of the headman, the politicians, and the community for a project of this nature, and to create a solid link between the different levels of CWC-LWC-WPC-Users/community members.

Rural Development Centre

RDC falls under MAWRD, but is managed by Namibia Development Trust (NDT). Their work related to water supply includes the manufacturing and sale of the Bush Pump handpump. They sell them for N\$350 for communal supply and for N\$750 for private use. For the communal areas they supply the linings for free, and backup service including spares, service, and repair free of charge. In previous years they have also been involved in borehole drilling, and construction and cleaning of earth dams. Financial and vehicle constraints have limited these activities in 1998. RDC has designed a dam-scoop, which can be pulled by draught power to clear or dig earth dams. It should be ready in June 1998.

At the beginning they went around to the communities, introduced themselves and their project, and "made a research" about interest and needs in rural water supply. Most interest came from Oshikoto Region, as that area is "very dry".

IRC and Dutch Backstopping Mission for the two Dutch-financed pipeline schemes in northern Namibia: Ogongo-Okalongo and Oshakati-Omakango, and the Calueque Project

Jo Smet explained the purpose of the periodic visits from the Dutch Backstopping Team since 1994: to work with DRWS to ensure the sustainability of the two community-managed rural water pipeline schemes.

DRWS

Matty Hauuanga from DRWS Head Office described the regional and national-level consultation process that was used to prepare communities and local authorities, and to create awareness around CBM and cost recovery of communal area rural water supply systems.

The discussion then turned to ways in which government and the NGOs or project partners keep each other informed about their activities, and work in line with existing government policy or strategies. Comments included:

- As an example, the DRWS policy of providing free infrastructure but then expecting the people to contribute to the cost of management, and operation and maintenance is the opposite of RDC first charging the users for the infrastructure and then providing free spares and repairs. This was explained by the fact that RDC was in the "Four Os" before DRWS.
- The consultant engineers simply follow their TOR, which follows government policy.

- The CAWS project was apparently instrumental in helping government to develop the cost recovery project. However, now there seems to be some contradiction between the government policy of phasing in payment for water and the idea that as soon as the water is turned on on the German-financed pipeline schemes, people will have to begin to pay towards the full cost. Some of the DRWS Regional staff fear that people will refuse to pay because this contradicts the phasing-in concept. Some HO staff feels this is not a problem because the cost of the pipeline schemes is much lower than the borehole schemes.
- DRWS HO staff feels that the DRWS is in contact with the NGOs that they know, and that the NGOs that are involved in the water sector are aware and are kept informed. "The responsibility rests on the shoulders of the outside agencies to keep themselves informed."

The meeting ended with a discussion about the idea and usefulness of continuing a regional "WATSAN" Forum type activity. NNEP mentioned the old "Owambo Development Coordinating Committee", and the idea of having an "information workshop" once or twice a year mainly focusing on environmental issues, including water. Three organisations in the north will co-host a workshop like this, with the first one planned for 5 June 1998. The Northern Namibia Forestry Committee (NNFC) will provide a committee to coordinate the activity. NNEP felt that rather than duplicating, it would make more sense for anyone interested in being active to share the task of hosting/coordinating rather than doing something on their own.

LIST OF PARTICIPANTS IN MEETING

NAME	ORGANISATION	POSITION	CONTACT NO.
Stuart Kean	NNEP	Project Coordinator	06751-31051
Alex Verlinden	" "	GIS Specialist	06751-30295
Evat Kandongo	SSN-Oshakati	Manager	06751-30930
J.K. Endjala	RDC	Water Development Manager	06751-30282
Thomas Chiramba	GTZ/SWAM	Advisor	06751-20575
Jo Smet	Dutch Backstopping Team (IRC - International Water and Sanitation Centre)	Section Head	31-70-3068930
Beth Terry	Dutch Backstopping Team (Design and Development Services)	Team Member	061-226231 or 061-296-3123
Wim Klaassen	Dutch Backstopping Team (Quest-Consult)	" " " "	31-487-502114
Johan van der Colf	DRWS	Development Planner	061-296-3139
Matty Hauuanga	DRWS	CCET	061-296-3184
Pinehas Elago	Regional Office DRWS	Acting Control RWEO	06751-21447 or 21166
Toivo Munenguni	" " " " " "	RWEO	" "
Monika Shidute	" " " " " "	RWEO	" "
Mary Isaac Itembu	" " " " " "	RWEO	" "

ABSENT WITH APOLOGIES: NOLIDEP and Lund Consulting Engineers

OTHERS INVITED, BUT ABSENT: Ministry of Health, Environmental Health officers; Cooperation for Development; Odibo project.

Appendix 27

Developments around the training for WPCs

DEVELOPMENTS AROUND THE TRAINING FOR WPCs

Steps since April 1997 include:

- More additions/changes were made to the training package after the pre-testing in Hardap and Omaheke Regions, and before the TOT for the RTTs from the second group of five regions. By November 1997 the package was in its 5th version. After the TOT in November 1997, some of the RWEOs trained as trainers expressed concern that two of the sessions were still too difficult (financial management and the treasurers' skills sessions) and therefore needed to be simplified. It is not clear whether this was ever done.
- A copy of the training package was only made available to the Dutch Backstopping Team at the end of the Fifth Mission in June 1998, but it turns out that even this copy is not the latest most complete version. Apparently due to the English version crashing on the computer, the final version had to be retyped, but this version has not been printed yet. The HRD&T Sub-division promised to have this ready for perusal and final checking by 11 May 1998. Beth Terry of the Backstopping Mission and Leoni Futter, consultant to HRD&T, will work together on making the final revisions during the month of May, and then it will be photocopied and sent to the regions in preparation for translations.
- For handouts and visual aids, translations from English to three of the necessary local languages have been done. These include Afrikaans, Rukwangali, and Setswana. The HRD&T Sub-division decided during the week of May 4th 1998, that translations would not be done by professional translators, rather the RWEOs, especially the RTTs and the Chief RWEOs would be responsible. It was also decided to send a memo to all the Regional Heads suggesting two alternative plans for getting the materials translated: 1) the RWEOs responsible for translations would all come down to Windhoek at the same time and work together with the HRD&T staff to get the translations done, or 2) the materials would be sent to the region and each region would be responsible for translating their own materials. The advantages and disadvantages of both systems were discussed and it was agreed that each region should make their own decision after receiving the memo.
- Visual materials and items for the "flipchart" presentations are apparently being prepared.
- Since roughly March 1997, when the first group of RWEOs finished their second TOT course, queries have been made in various forms and by various people to follow the state of preparedness and to determine when the RTTs would be "allowed" to begin training in their regions. Warnings have also been given in various forms indicating the risks and problems that would arise if training for WPCs did not commence as soon as possible. A few examples of these requests for information and worries about the delays include:
 - ⇒ Several times the suggestion was made in mid-1997 to HRD&T that if there was a problem with some of the training sessions, it would be worthwhile to bring all the actors involved together to share experiences so that the best possible training package could be developed. This discussion could include people from the DRWS, NGOs and Project Partners who had anything to do with WPC training including module development or conducting training. This never happened. Now some of the individuals in HRD&T differ in opinion on the value of still doing this or not.
 - ⇒ August 1997 letter from the "Four Os" Regional Head and RWEOs addressed to J. Eysselein which very politely invites Mr. Eysselein and Mr. Tjiramba to the region for discussions and information on the training curriculum for WPCs and Caretakers,

states: "How far is it? Can we give contributions from the region to develop the curriculum? How can we make sure that the curriculum will be suited to the regional needs and differences?" A proper response was never forthcoming.

⇒ In the September 1997 report, Progress Towards WASP/CBM Implementation: Regional Baseline Assessment, on page 21, point 4.1.6, states:

"The HO HRD&T Sub-division needs to urgently set the wheels in motion for the regions already having WPC Skills Training teams so that they can begin training. If this sub-division does not have the capacity to advise the regions in scheduling training and cannot be in the regions for the initial WPC training courses, then an alternative plan must be devised or the regions should be "let loose" to attempt their own scheduling and training. If this situation is not addressed urgently, the training teams and the WPCs' spirit will only deteriorate further."

⇒ The same point was raised again in early March 1998 as part of items to be considered for the Directorate's Strategic and Operational Planning exercise:

"In my opinion, the top priority of the HRD&T Sub-division, in terms of this year's annual operational plan, should be to get the WPCs Skills Training started in the regions (this includes finalising the one or two modules that have not been finalised, but it is not dependent on all materials being translated). If this does not start soon, almost all CBM implementation activities will be delayed. Everything else should take a backseat to this, including the next rounds of T4 and any other HRD/staff development activities."

⇒ The Extension Service's Quarterly Report for January-March 1998 from the "Four Os":

"...and again [the communities] ask the water point committees to be trained so that they can do their work. Some committees are elected in 1994 and their time is now expired. Training is needed soon, and it is advisable that all water point committees to be trained before handing over the water point to them."

Capacity development fund

CAPACITY DEVELOPMENT FUND

SUMMARY

TRAINING PROGRAMMES:	Total budget		Received by 1 April 1998	Expenditure (N\$)		Balance of received funds [C-(D+E)]	Total balance [B-(D+E)]
	A	B	C	D	E	F	G
	DFI	N\$ <i>estimated</i>	N\$ <i>actual</i>	Committed	Paid	Paid	N\$
1. Small Scale studies: Development of Questionnaires and a data base for the monitoring and evaluation of the level of community management, the effects of cost recovery implementation and WPC training needs assessment and training evaluation	10 000.00	25 300.00	5 000.00	0	0	5 000.00	25 300.00
2. Training for RWEO's: Purchase and Make Up of Pocket Charts Printing and Binding of WPC and Caretaker Trainer Manuals Transport of WP caretakers Camping facilities for RWEOs	10 000.00	25 300.00	25 125.90 <i>4 860.56</i> <i>403.86</i> <hr/> <i>30 390.32</i>	0	28 694.65	1 695.67	3 394.65
3. Materials for WPC Development: Translation of WPC Training Handout into other languages Illustrations for WPC Training Handout Preparation of training Aids for WPC training Printing and Binding of WPC Training Handout	6 000.00	15 200.00	16 423.46	0	22 488.29	- 6 064.83	- 7 288.29
4. Specialised Training for RWEO's: Community Management of Water Supply Course	10 000.00	25 300.00	13 450.64	0	4 378.00	9 072.64	20 922.00
5. Specialised Training for CRWEO's: Undecided as yet. Possibly early January, a decision could be reached.	5 000.00	12 600.00	0	0	850.00	- 850.00	11 750.00
6. Training of WP Caretakers and Training Materials for WPC's, LWC's & Caretakers: Purchase of Instruction Models for WPC Training in preparation for educated choices in appropriate technology, and the training of Caretakers	20 000.00	50 600.00	50 000.00	0	53 834.76	- 3 834.76	- 3 234.76
TOTALS:	61 000.00	154 300.00	115 264.42	0	110 245.70	5 018.72	44 054.30

NOTES: - All changes with the previous issue of August 1997 are in *italics*.

- The balance of N\$ 5 018.72 in column F is the same as on the bank statement of Beth Terry No 2, dated 28/3/1998.

Appendix 29

Overview expenditures Capacity Development Fund DRWS Namibia

