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REPORT OF

SIXTH BACKSTOPPING MISSION

TO THE NETHERLANDS- SUPPORTED

WATER SUPPLY PROGRAMMES IN NAMIBIA

Mission July 1 1999

*IRC International Water and Sanitation Centre
The Hague, The Netherlands*

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REPORT OF

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Volume 2: Main Report

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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"	-	Former Water supply region including the four regions of Ohangwena, Omusati, Oshana, and Oshikoto
Regions		(formerly called 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
PTO	-	Permission To Occupy
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

1. PURPOSE OF THE BACKSTOPPING MISSIONS

The purpose of the Backstopping Missions is related to the Dutch-financed water projects in the the Omusati/Oshana and Oshikoto/Ohangwena regions i.e. the Ogongo-Okalongo and the Oshakati-Omakango piped water schemes, and the Calueque II project.

The abstracted original objectives (TOR 1994) 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 objective of the sixth and last Mission was to jointly assess the progress on community-based management (CBM) in general and more specifically in the Netherlands-funded piped water schemes. Through joint analysis with the RWEOS and DRWS staff and by considering the water sector developments in Namibia, major problem areas were identified and directions for the future were indicated to improve the sustainability of the water supply service.

This last Mission did not aim to go in detail and come up with a list of detailed "agreements" but more to jointly identify the major areas to be addressed by DRWS to make CBM work. The focus remained on the two Netherlands-financed schemes as demonstration areas for CBM. The detailed TOR is attached (Appendix 1).

The Team of the sixth 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 only. A substantial input was given through the production by the DRWS Development Planning Sub-Division of the *Position Paper on Pilot Pipeline Schemes*; a copy is attached for easy reference in Appendix 3.

2. MONITORING OF NETHERLANDS-SUPPORTED WATER SUPPLY PROJECTS

The monitoring task of the Backstopping Mission is now only related to the two rural piped water supply schemes (Ogongo-Okalongo and Oshakati-Omakango). The project on the rehabilitation of the Calueque Dam and Olushandja Reservoir was closed and not included in the TOR. Monitoring of physical progress of the schemes is reported in Chapter 6.

3. PROGRAMME OF SIXTH BACKSTOPPING MISSION

The sixth Mission took place between 04 and 14 July 1999. After briefings with the DRWS management, the HRD and Training (HRD&T) sub-division and Development Planners, and discussions with other DRWS staff, the Mission spent four days in the two "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. The Backstopping Team, DRWS Core Team and DRWS Regional Management and Extension staff had discussions prior and after the field visits on CBM and extension and training activities. The First Secretary of the Netherlands Embassy joined the Mission in the field for two days. In Windhoek a one-day workshop was organised for DRWS staff from Head and Regional Offices and the Netherlands Embassy to review the state-of-affair and the possible future directions on CBM in Namibia. It was also planned to have on that day an evaluation of the effectiveness and the usefulness of the Backstopping Missions. On the last day of the Mission,

a meeting was facilitated to concretise some ideas for enhancing the CBM in the two schemes. Individual final debriefings were done with Mr. Pita Nghipandulwa (Director DRWS), and Mr. Hans van der Veen, the First Secretary of the RNE.

A detailed itinerary and a list of persons met are attached (Appendix 1 and 2)

4. PARTNERSHIP WITH THE DIRECTORATE OF RURAL WATER SUPPLY

The DRWS Core Team was brought back to one person Mr. Johan van der Colf. Mr. Matty Hauuanga, a Core Team member in the previous Mission, has left DRWS. Having such a small Core Team hampers the dynamics of exchange and feedback between the two Teams, and so eventually the impact of the Backstopping Mission. It was hoped that DRWS would have replaced Mr. Matty Hauuanga and 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. The fact that many DRWS staff were on leave, including the Dutch experts, may have contributed to this limited dynamics of exchange and feedback between DRWS and the Backstopping Team.

The DRWS Director 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. However, one DRWS Management staff believed that the Backstopping Mission had the purpose of "policing" the work of the Directorate related to CBM and that their judgement was a condition for further funding of the Namibian Rural Water Supply Development from the Netherlands Government. While a Core Team member assumed that his role was only that of facilitating the work of the Backstopping Mission and handling the logistics for the Missions. It is disappointing to note that these impressions were only verbalised during the last Mission.

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

A few important developments have occurred since the fifth Backstopping Mission in April 1998:

- DRWS Head Office and the rest of DWA moved to the new Government Office Park in the period December 1998 to January 1999.
- The former Four "O" Region was split into two rural water supply regions: Omusati and Oshana Regions as one water supply region, and Ohangwena and Oshikoto as the other. Additional staff, including more RWEOs, were recruited for both regions and a new Regional Head was appointed for Ohangwena-Oshikoto Regions, while the Regional Head of the former "Four Os" Regions is now the Regional Head for Oshana-Omusati Regions.
- The Operational Planning Process for the Directorate was finalised and the Directorate is now working according to an annual operational plan. The planning process was also introduced at the Regional Level so that each region could have its own annual operational plan, which will complement the Directorate's plans. Each region has had initial training in planning in a one-week course called the "P1". Some of the regions have had further follow-up ("P2") to assist them to prepare their individual plans. Oshana-Omusati Region will undergo their "P2" training possibly in October 1999.
- The Community Water Supply Management Support Programme (CWSMSP) continued throughout 1998 and 1999 and is providing support in the following areas: (i) development and implementation of a comprehensive Management Information System (MIS), including the establishment of a Rural Water Information System (RUWIS) database, (ii) more effective planning processes (including strategic and operational plans at the Head Office and Regional levels and Regional Development/Infrastructure plans), (iii) strengthening management capacity so that DRWS can prepare communities to manage their water supplies following CBM principles, (iv) the delivery of training, staff development and Human Resource (HR) management services to all levels of the Directorate through the Human Resource Development and Training (HRD&T) Sub-division, (v) management capacity to secure adequate financial resources to support its activities and to manage these resources.
- The Namibian Water Resource Management Review (NWRMR) (formerly known as the World Bank Water Sector Review) commenced in May 1998. Although there appears to be little communication between DRWS and the Review Team, it is reportedly looking at various aspects of the water sector including: water as a resource, institutional structures, organisational development, staff structure and training and affirmative action issues. A Key Issues paper was distributed in April 1999 for comment from various stakeholders.

The National Awareness Campaign to educate the public about CBM has continued. Printed brochures describing CBM in English and the various local languages were produced and distributed. A drawing competition for school children covering the theme, "water in our community", was completed in September 1998. It culminated in a calendar for 1999 featuring the 12 best drawings, one for each month. Further television spots were aired in June 1998 and radio talk shows were held in July 1998. The second phase of CBM (August 1998) was launched in Caprivi with a ceremony to hand over some water points to a Management Unit Water Committee (MUWC). Another ceremony

commemorated the start of the second year (August 1999) of Phase 2 by handing over ten water points in Hardap Region for leasehold. Activities continued to prepare a video documentary on CBM; progress was made on script writing and some footage was taken.

- Several legal aspects of CBM have been developed and approved since the fifth Backstopping Mission: (i) a model Water Point Association constitution had been introduced, with some regions already forming WPAs and helping them to write constitutions; (ii) a WPA Registration Application form, plus a form for a Register of WPA Members and a Certificate of Recognition have been approved; (iii) two leasehold hand-over agreements have been finalised and approved (one between DRWS and a WPA and one between DRWS and a LWA); and (iv) several options for the application process for PTOs have been discussed internally and recently proposed to MLRR. All of these legal aspects will be formally introduced to the regions during August to November 1999.
- The CBM legislation (called Rural Water Supply Management Bill) is now in its fourth draft. The third draft was distributed to the Regional Heads and outside DRWS to the other Directorates within MAWRD, other relevant ministries and the NWRMR Team. A meeting was held with these colleagues to receive comments for the drafting of the fourth version. In early September, the fourth draft was circulated to the same people and to the Regional Councillors, NGOs and other Project Partners for comment. Rather than conduct an extensive regional and national consultation process (like the nine-month consultation process on cost recovery and CBM), those receiving Draft 4 have been requested to contact the Director of DRWS if consultation is necessary for better understanding or further clarification.

6. PHYSICAL PROGRESS OF WATER SUPPLY SCHEMES

Oshakati-Omakango scheme

The rehabilitation of the Oshakati-Omakango scheme has been completed. There are some faults still that have to be attended to by the consultant (under the guarantee terms). Although it was reported during the fifth Backstopping Mission that all WPCs were established, it appeared that there are several WPs without a WPC. The crash-establishment was not always that effective (no exact data available on numbers of WPs without WPCs). The recommended approach to involve WPCs and caretakers in the rehabilitation was not very much followed. So, an opportunity missed.

It is very much needed to have the WPs in the rehabilitated scheme handed-over as soon as possible, before the scheme and physical structures of the water points start to deteriorate. Then another rehabilitation would be needed. As the issue of handing-over is linked to other conditions as well, this is discussed in chapter 7.1.

Ogongo-Okalongo scheme

The physical condition of the Ogongo-Okalongo scheme is in general still quite fine. But several major problems, already mentioned indicated in previous Backstopping Missions, make the LWC refuse to accept the scheme. These faults and problems are:

- the limited storage capacity at some WPs (while at others sites 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 at WPs, and 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.

It appears very difficult for the Maintenance Team of DRWS to correct these faults and problems. One effort to install new water meters at several sites was unsuccessful. It appeared that the HO had not ordered the correct-sized water meters. Decentralisation would have made this action much easier and faster. On the other faults no actions were taken to correct or address them.

7. COMMUNITY-BASED MANAGEMENT OF PIPED WATER SUPPLY SCHEMES

7.1 Community Participation

Many of the concerns on the Community Participation in CBM in the two schemes and expressed in the report of the fifth Backstopping Mission prevailed in the observations during the sixth Mission (reporting formats for field discussions in Appendix ...). The earlier mentioned "Position Paper" gives a good overview of community participation activities and problem areas both at the scheme and WP level. Good progress on community participation was made at scheme level. In both schemes the LWC are in place and trained. Both the establishment and training of WPCs has been delayed. Consequently the relation with the users leave much to be desired. Users expressed that the WPCs do not possess the required skills and authority to administer the water point yet.

The weaknesses in the community participation and CBM are related to the following issues, they have been worked out in other sections of this report:

- Infrastructure not yet rehabilitated up to standard (Ogongo-Okalongo scheme) which leads to LWC unable to accept ownership;
- Lack of organisational development on the level of the LWC which leads to limited performance toward WPCs and of scheme management;
- Not all WPCs installed properly;
- Highly insufficiently number of trained WPCs due to slow progress on training WPCs and Caretakers;
- LWC and WPCs lack legal status and thus authority to perform well;
- Support provided by the extension service (RWEOS) is not effective in some areas and needs clear objectives, methodology, planning and monitoring;
- Phasing-out of the scheme and WP maintenance tasks of DRWS Maintenance Team and handing over to caretakers of WPCs/LWCs not decided yet and consequently the division of O&M tasks of scheme and WP remains unclear;
- Crucial elements in the Rural Water Supply Management Policy, for instance cost recovery and CBM, not always sufficiently implemented;
- Rural Water Supply Management Policy sometimes denied or confused by politicians and local leaders.

Field assessments

Field assessments were made through several discussions. Community members who participated in the discussions included representatives from the two LWCs (10 from the Ogongo-Okalongo scheme and 8 from the Oshakati-Omakango scheme), a total of 87 WPC members and about 20 users from the two schemes. The field findings were analysed by the RO Extension staff in Oshakati and the Backstopping Team. The results indicating the

assessment and the actions required at project, regional and national level, are given in the table on the next pages.

Backstopping Workshop

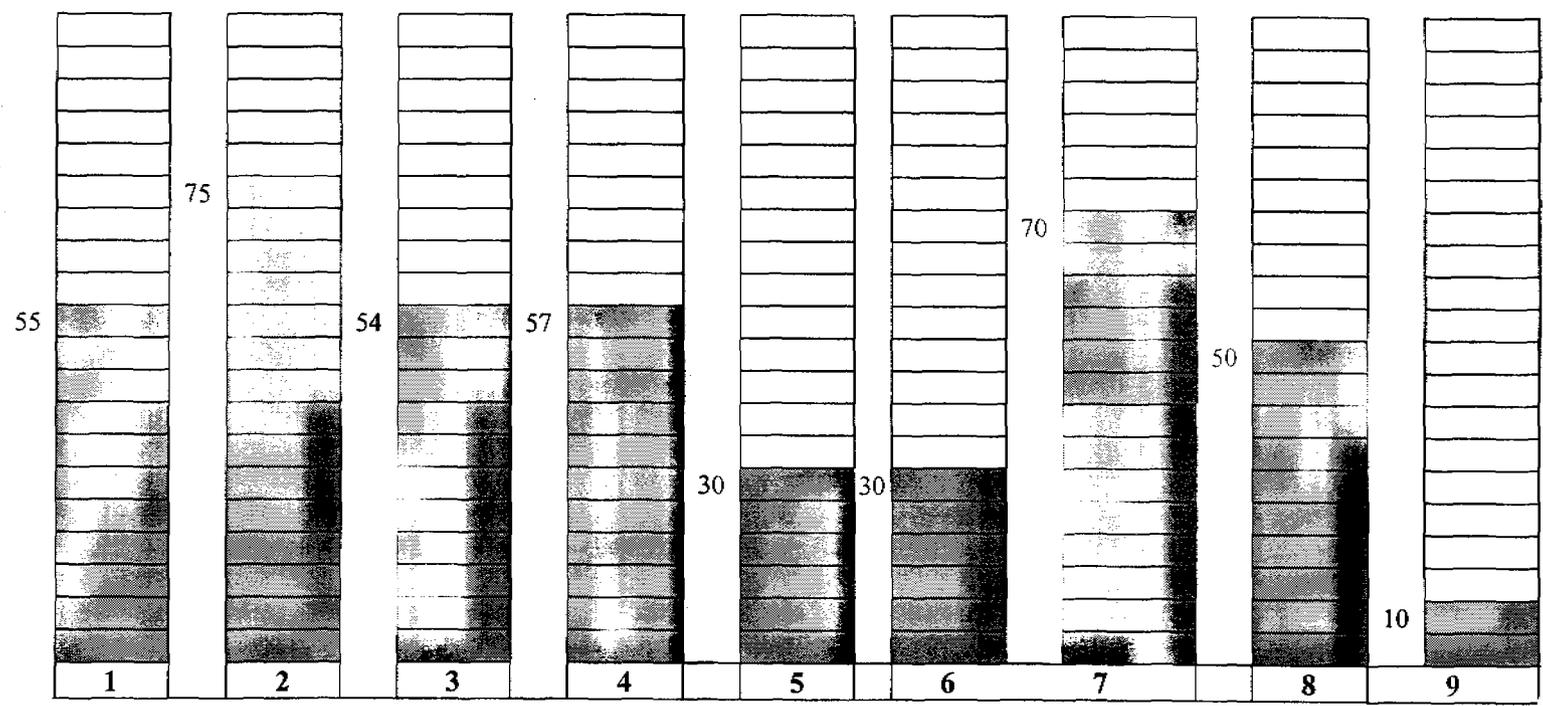
The Backstopping Workshop organised at the end of the Mission, concentrated on the achievements and remaining activities needed to enable to hand over to the WPAs and LWAs. The programme of this workshop and the list of participants is enclosed (Appendix 5 and 6). The starting point for the discussion was a list on the required handing over conditions (Appendix 7). This list was based upon information from DRWS and further detailed by the Mission.

At the Workshop the Mission presented an overview of achievements in CBM in the two schemes at both the WP and scheme level during the period 1995 until to date. The graphs below show the achievements.

PROGRESS ON DEVELOPMENT OF REQUIREMENTS FOR HANDING-OVER WATER POINTS AND PIPED-WATER SCHEMES (with emphasis on two Netherlands –financed schemes)

Indicative scoring of progress (percentage) for the nine requirements for handing-over: (see also appendix 7 for sub-requirements)

1. for ensuring up-to-standard physical condition of scheme and WP infrastructure
2. for establishment of WPCs
3. for training WPCs
4. for training Water Point Caretakers
5. for formation of Water Point Associations
6. for signing of leasehold agreements between DRWS and LWA and between LWA and WPAs
7. for establishment of LWCs
8. for training LWCs
9. for formation of Local Water Associations



Indicative percentage scores per sub-requirement:

1.a	20%	2.a	80%	3.a	98%	4.a	100%	Not done yet				
1.b	100%	2.b	90%	3.b	50%	4.b	50%					
1.c	70%	2.c	80%	3.c	80%	4.c	80%					
1.d	30%	2.d	30%	3.d	30%	4.d	35%					
				3.e	10%	4.e	20%					

REVIEW OF STATE OF FUNCTIONS & RECOMMENDED PLAN OF ACTIONS AT PROJECT, REGIONAL AND NATIONAL LEVEL

Schemes: Ogongo-Okalongo and Oshakati-Omakango

Function	Assessment	Action: Project Scheme Level	Action: Regional level	Action: National level
Service delivery <ul style="list-style-type: none"> Functioning of water scheme Reliability of water supply 	<ul style="list-style-type: none"> Reliable Only sporadic no water supply 	<ul style="list-style-type: none"> Caretakers in place and management Ensure adequate preventive maintenance 	<ul style="list-style-type: none"> Train caretakers and LWC NamWater to continue reliable services 	<ul style="list-style-type: none"> Get CBM started Discussion with NamWater on water supply to rural areas
Institutional issues <ul style="list-style-type: none"> Establishment procedure WPCs/LWC Clarity on roles & responsibilities Authority 	<ul style="list-style-type: none"> Clear procedure but too big time gap between construction and establishment WPC Clear to the trained LWCs and WPCs Authority is weak as no policy in place 	<ul style="list-style-type: none"> RWEOs to continue follow-up RWEOs to continue follow-up RWEOs plus RO/ councillors to re-mobilise the people to clarify policy 	<ul style="list-style-type: none"> training by RTTs and facilitation of RWEOs Accelerate WPC training and give operational guidelines to committees RO to support training 	<ul style="list-style-type: none"> --- Provide resources (funds, materials, etc.) for training Speed-up process and finalise policy (CBM-Bill)
Management <ul style="list-style-type: none"> Registration WPCs/users Decision-making process 	<ul style="list-style-type: none"> Registration of users is common practice WPCs feel unclear about their mandate; process very poor 	<ul style="list-style-type: none"> registration of users, and monitoring by RWEOs RWEOs to strengthen mandate and follow-up 	<ul style="list-style-type: none"> Monitoring of registration and number of users Provide WPC skill training 	<ul style="list-style-type: none"> Monitoring of registration and number of users Speed-up process and finalise policy (CBM-Bill)
Cost recovery <ul style="list-style-type: none"> Willingness to pay Ability to pay Tariff Collection of fees (N\$ and %) Procedure 	<ul style="list-style-type: none"> Willingness varies per WP As expressed this is low; people claim to be poor Acceptable tariff / m³ but unclear Low compliance on payment Long payment procedure (from users, via WPC and LWC to NamWater) 	<ul style="list-style-type: none"> RWEOs plus RO/ councillors to re-mobilise the people to clarify policy -- same as above --- -do- plus recalculate with users same as first above LWC to authorise NamWater to draw directly from Bank; establishment bank accounts for WPCs and LWCs 	<ul style="list-style-type: none"> Support RWEOs and emphasise CBM policy Support RWEOs Emphasise CBM policy awareness campaign to support payment support RWEOs 	<ul style="list-style-type: none"> Provide support on mobilisation and financial support -- same as above -- Price control mechanism awareness campaign to support payment support RWEOs on GRN policies (CBM)

Communication <ul style="list-style-type: none"> • Communication LWC to WPC • Communication by LWC to DRWS • Communication LWC to NamWater • Communication WPC to users • Communication WPC to LWC 	<ul style="list-style-type: none"> • Good communication • Good communication • Not existing • Good communication • Good communication 	<ul style="list-style-type: none"> • RWEOS continue follow-up • RWEOS continue follow-up • Facilitate communication LWC and NamWater • RWEOS continue follow-up; trust /transparency • RWEOS continue follow-up; trust /transparency 	<ul style="list-style-type: none"> • -- • -- • to facilitate the communication with NamWater • -- • -- 	<ul style="list-style-type: none"> • -- • -- • To facilitate and support the introduction to NamWater • -- • --
Ownership <ul style="list-style-type: none"> • Ownership of WP • Ownership of scheme • Full control over the WP and scheme 	<ul style="list-style-type: none"> • Ownership of WP is clear • Ownership of scheme is felt to be by GRN or NamWater • Full control follows ownership 	<ul style="list-style-type: none"> • -- • -- • -- 	<ul style="list-style-type: none"> • to push for finalisation of requirements (CBM policy) for handing-over WP • to push for finalisation of requirements (CBM policy) for handing-over scheme • -- 	<ul style="list-style-type: none"> • To finalise the CBM policy and other requirements for handing-over WP • To finalise the CBM policy and other requirements for handing-over scheme • --
Trust <ul style="list-style-type: none"> • Trust WPCs towards LWC • Trust users towards WPCs • Recognition and respect politicians 	<ul style="list-style-type: none"> • Good trust • Trust is poor to fair • Ogongo-Okalongo: cooperative and supportive; and Oshakati-Omakango: varying attitudes 	<ul style="list-style-type: none"> • RWEOS to maintain support and transparency and accountability to users • RWEOS to follow-up, and transparency and accountability to users • RWEOS continue to work with Councillors 	<ul style="list-style-type: none"> • Training of WPCs • Training of WPCs • To keep up relation with local politicians 	<ul style="list-style-type: none"> • -- • -- • To keep up relation with local politicians
O&M arrangements: <ul style="list-style-type: none"> • Present role of Maintenance Team • Future role of Maintenance Team 	<ul style="list-style-type: none"> • MT needs a very long time to attend to the problem • -- 	<ul style="list-style-type: none"> • -- • -- 	<ul style="list-style-type: none"> • to improve the services of the MT (efficiency) • -- 	<ul style="list-style-type: none"> • to facilitate decentralisation
Participation/gender <ul style="list-style-type: none"> • Gender balance and specificity in LWC/WPC • Gender issues in users tasks 	<ul style="list-style-type: none"> • Acceptable • poor 	<ul style="list-style-type: none"> • select women and men on basis of capacity • provide gender-sensitivity 	<ul style="list-style-type: none"> • open senior posts for women 	<ul style="list-style-type: none"> • implement DRWS gender policy

It is clear that some of the achievement levels are low, while others have been high but dropped because of delayed handing-over or delayed transfer of powers. It is very much feared that the achievements are at risk and may be further drop if handing-over will be further delayed. The deterioration of the scheme is one tangible example of a "crumbling" achievement. The Workshop further assessed the level of development of the key conditions (and some detailed areas). The relative developments are illustrated in the histograms on the next page. It must be emphasised that the given percentages of development resulting from the workshop discussion are only indicative.

It was concluded during the Workshop that urgent steps had to be taken to make CBM fully operational in the two schemes, to start with Oshakati-Omakango scheme. It was agreed with DRWS HO and RO that the cluster-wise process could be followed. The day after the Workshop DRWS staff from HO and RO with some start-up support from the Backstopping Team members outlined a basic action plan for the cluster-wise approach that needs further discussion and fine-tuning.

The cluster-wise process need to entail that:

1. LWCs/LWAs in both schemes will be further established as an institution with a professional management unit, and be brought to full strength.
2. A cluster-wise training and handing-over, i.e. within each scheme WPCs/WPAs are further established and trained in clusters (a cluster consists of say 10 WPCs, depending on branch line sizes). Upon completion of all the necessary steps for the WPCs in the cluster, the individual WPs are handed over to the LWC/LWAs by DRWS in a leasehold arrangement. Then the next cluster is prepared for handing over through a leasehold agreement.
3. Whenever rehabilitation is needed, this is done in the WPC training period to avoid further delay in handing over.

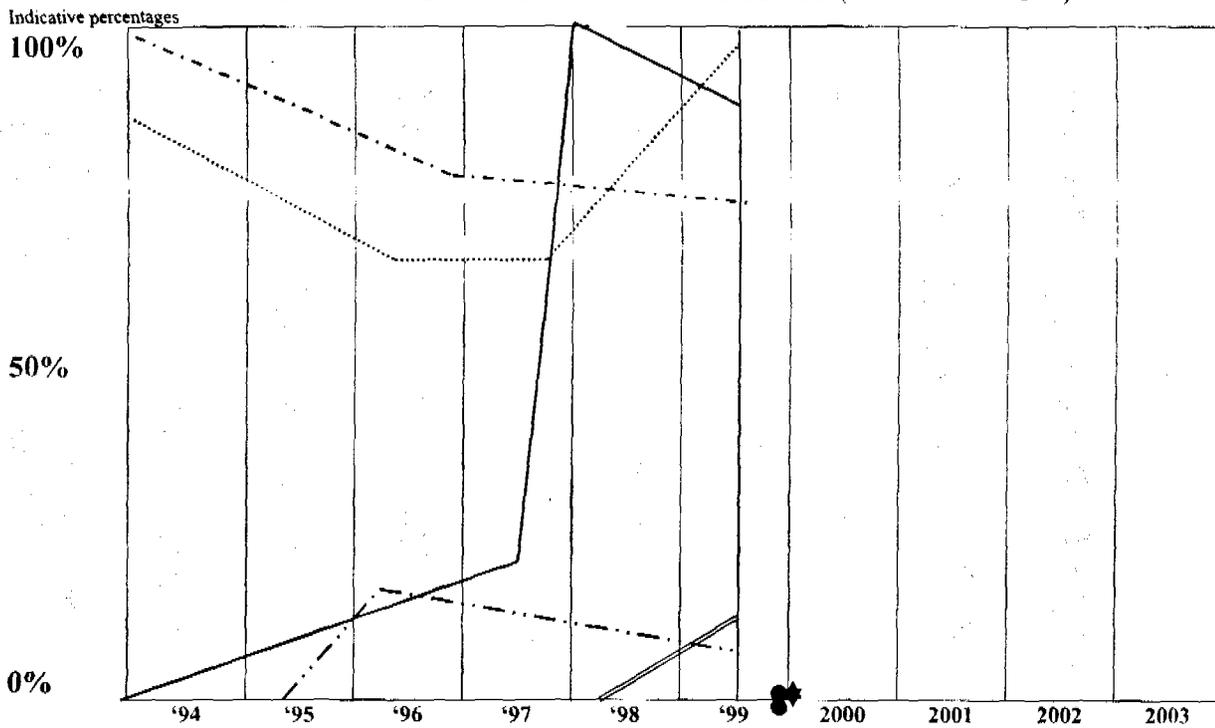
By doing so the LWCs/LWAs are gradually tasked and building up their capacity as the numbers of WPCs/WPAs is initially relatively small and gradually increasing. After handing over the Directorate has no formal commitment (e.g. on maintenance) with those committees/associations anymore. DRWS decided that the WPCs/WPAs which are not yet handed over to the LWC/LWA have to pay the same amount to NamWater (now 20% of the actual bill) as the fully trained WPCs/WPAs.

7.2 Water Point Committees

WPCs along the Oshakati-Omakango scheme have started collecting water charges from users and transfer the amount to pay for water to the LWC. As only 20% of the NamWater tariff is paid, many WPCs collect more than they have to pay. The other 80% of the full tariff will be added through yearly 20% steps. It is too early to fully review this step in CBM.

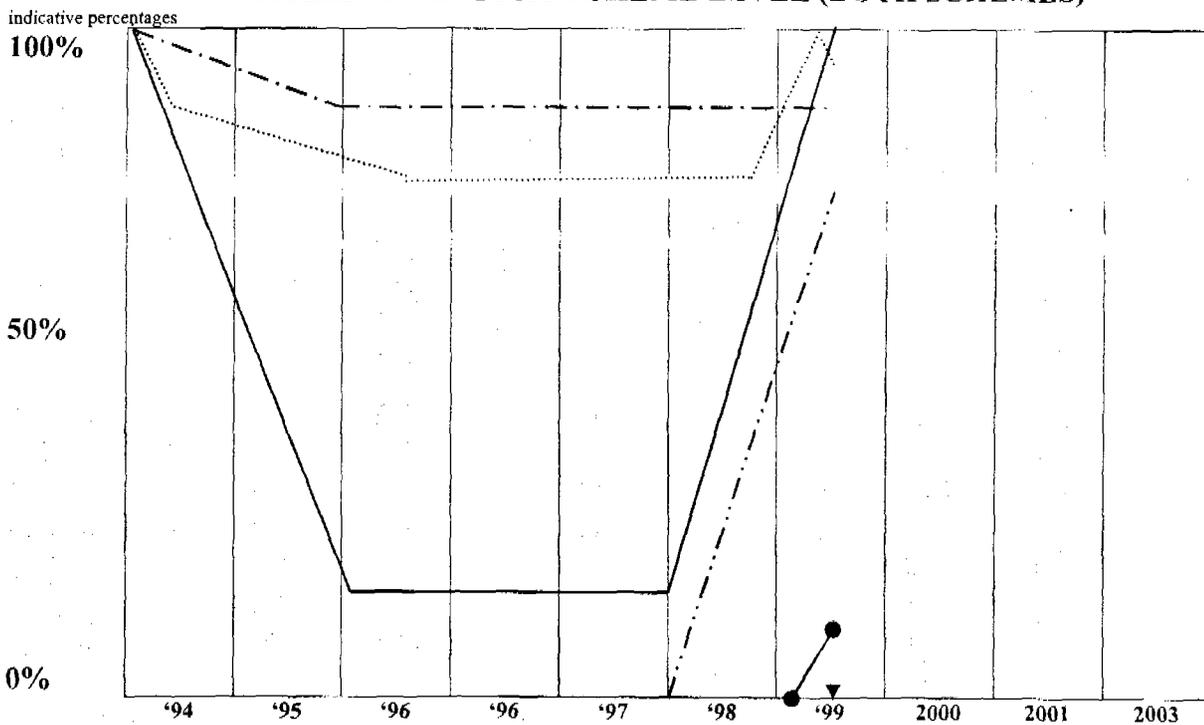
In the meeting with the WPCs, the problem on payment by users came up. In general the compliance with the payment ranges between 30-60% (indicated by the WPC members). The problem is probably less the ability-to-pay but the political issue of paying for water and the legal status of the WPCs. Some politicians still seem to send wrong messages. The involvement of the councillor in the discussion the Mission had in the Ogongo-Okalongo scheme may have been a good move. The councillor translated statements on the water policy and cost recovery to the users and committee members. Of course, councillors are opportunistic but they could be involved in this type of interactions with the users. A continuing contact with the politicians is very important. The Extension Service must get them on their side!

ACHIEVEMENTS AT WATER POINT LEVEL (BOTH SCHEMES)



- LEGEND:
- Physical Condition of Water points at Ogongo - Okalongo
 - Physical condition of Water points at Oshakati - Omakango
 - Establishment of WPCs
 - Training of WPCs
 - · - · Training of Caretakers
 - Preparations for leasehold agreement
 - ←——→ Formation of WPAs

ACHIEVEMENTS AT SCHEME LEVEL (BOTH SCHEMES)



- LEGEND:
- Physical Condition of Scheme Infrastructure Ogongo - Okalongo
 - Physical condition of Scheme Infrastructure Oshakati - Omakango
 - Establishment of LWCs
 - · - · Training of LWCs
 - Formation of LWAs
 - ←——→ Training of Scheme Caretakers

Some people in the communities misuse the absence of the legal status of the WPCs. The fact that there is no legal ownership as yet, even no leasehold agreement with the WPCs makes that presently WPCs are not backed by any law when they demand for payment for water from the users. An official GRN statement on the pilot status of the schemes, or through the leasehold agreement could have solved this. The introduction of the WPA concept (being the registered users group) then allows to demand for payment from the registered users and may deny provision of water (without payment) to non-registered users.

Effect from payment for water on consumption, a case on water demand management

A WPC was faced with huge monthly water bills amounting to some N\$ 1600 each month, but the users did not pay for the water they consumed. "There must be a serious fault somewhere, if they come with such bills. Probably wrong meter readings or a leakage." But that was all fine. Then it was found that some rich people filled huge tanks placed at the back of their cars. This water was sued for themselves and their relatives and fiends and friends further away. The WPC decided that those people have to pay for that water right at the water point. That they did not want. Next month the water bill was down to N\$ 150!

It appears that most WPCs have user lists. Some WPCs apply strict rules on use by registered users only. In some cases the WP is only opened during specific day periods. It is clear that users groups can solve these problems internally and find appropriate solutions. Extension workers could give some general suggestions to the WPCs based upon experiences from other WPCs but they should definitely not instruct the WPCs how to solve specific problems. Management tools are given as part of the WPC Skills training. The Position Paper also indicated the need for these management tools. It is expected that the confidence of WPCs to manage the water supply will gradually grow.

The equity issue, i.e. poor families getting also access to water supply, is not adequately addressed yet. The issue can either be discussed at WPA level, where then cross-subsidy may take place for those families that are accepted as "non"- or "less" payers. But it can also be taken up at regional level where subsidy to individual poor families could be considered.

DRWS reported that a study has been done on issues of marginalisation and groups that may be potentially marginalised because of CBM have been identified. DRWS is evaluating the study's recommendations and examining ways to take action to prevent marginalisation. Next year a study will be conducted to examine issues around a national subsidisation scheme and the possibility of creating a capital development fund.

WPCs claim that they meet very regular, usually once a month and when there is a problem more often. They discuss then overviews on income, expenditures and specific problems. The issue of accountability and transparency is stressed here. These build up the trust of the users towards the WPCs and reduce misappropriation of WPA funds which was reported by users.

The training of the WPCs on skills has started, although the pace is rather low. Speeding up and the cluster-wise approach as discussed in chapter 7.1 will hopefully help in this. More details on training are given in chapter 8.

7.3 Local Water Committees

The LWCs will assume responsibility for operation and maintenance of the schemes. This can be done phase-wise as soon as the caretakers or scheme mechanics have been trained. The DRWS Maintenance Team can then gradually reduce its involvement; the phases in the gradual reduction are to be defined and agreed upon with the LWCs.

The executive committee of the LWA will be the LWC. The LWAs are still to be formed. The WPAs are the members of the LWA. The LWC/LWA will be the hinging point between the WP level and NamWater. It is assumed that DRWS will continue to give organisational follow-up support to both WPAs and LWAs and their committees.

The Ogongo-Okalongo LWC has 16 members and the Oshakati-Omakango scheme has 22 members. Both LWCs have an Executive Committee of seven persons. Attention has been given to a geographical representation of the members over the scheme areas. All members in executive posts are said to be literate, some doubt exists about the functional literacy and numeracy.

The Backstopping Mission expresses again that neither the present LWC nor the future LWA may be expected to be well functioning units if it is just an association with volunteers and no support from professionals. The financial turnover, the management, administrative tasks as well as other professional requirements in view of operation and maintenance are considerable. Transformation to a LWA with a professional unit (with manager, accountant and mechanics) is of utmost importance.

In the discussions with the two LWCs the following issues were highlighted:

- Establishment procedure LWC
- Scheme functioning and reliability
- Clarity on roles and responsibilities
- Cost recovery
- Communication
- O&M arrangements
- Gender balance and specificity in LWC
- Cattle watering

These issues are further discussed in the sections below.

7.3.1 Establishment procedure LWC

The LWC at Oshakati-Omakango has been officially established and trained after the completion of the rehabilitation of the scheme in 1998. The LWC at Ogongo-Okalongo has not yet officially taken up its functions as the scheme lacked (35) water meters -and other technical rehabilitation not yet implemented. As a result water costing could not be implemented and the LWC refuses to assume responsibility for the scheme.

The explanation from the DRWS about the failure to rehabilitate the Ogongo-Okalongo scheme was referred mainly to miscommunication at and between the HO, RO and the Maintenance Team, which would have to install the water meters and carry out the technical work.

7.3.2. Scheme functioning/reliability

Both schemes are functioning well and the supply is reliable. During rehabilitation of the system in Oshakati-Omakango the water was off for some three weeks. It was said that

after the water meters were placed the pressure in the Omusasa-Omusali branch line was lower but it did not lead to water problems, not even during peak hours of cattle watering.

7.3.3. Clarity on roles & responsibilities

As has been referred to in section 7.1 the authority of the LWCs (and the WPCs) had dwindled over the past years. This is because WPCs were not functioning and LWCs had no role to play. Now after the re-establishing of the LWCs, their authority is increasing but presently the legal base of all committees is weak. This legal base will be created by the formation of the Associations and writing the constitution. The Water Supply Management Bill will increase the legal foundation and emphasises the community structures like the WPAs and LWAs.

In the discussions with the LWC members it was said that they were aware of the responsibilities but that there was little respect from the communities: they felt this very frustrating. Several persons in both committees said that NamWater should take over some of their roles and responsibilities. Some LWC members feel that the scheme is beyond their capacity, they may fear lack of competence for this "complexity" in management. This is because the LWC has a larger scope and is area-based and not community-based.

Indeed, NamWater has suggested to DRWS that they are prepared to manage schemes such as these two. NamWater would then directly bill the WPAs. This can only be seen as a strange, sudden move by NamWater after many years of disinterest in rural water supply and their past position to remain a bulkwater supplier. NamWater suggested to pilot this approach. Problems in cost recovery in towns (e.g. Rehoboth) lead NamWater to conclude that they may take over the distribution and management of water supply in (some?) towns. DRWS has still to take a stand in this move of NamWater. The pros and cons of this suggestion have to be identified and analysed with the sustainability and equity of the water supply service to all rural people as the central themes.

In terms of the ability to manage, the LWC in Oshakati-Omakango began to collect revenue. In the third month some 60% of the WPCs did pay, although with a lot of complaints. The treasurer said she did hold a register of the WPCs and signatures and receipts were shown.

Decision-making was said to be difficult as many of the WPCs do not function well and those representing the WPCs in the LWC do not feel they have been given the authority to take strong decisions.

7.3.4. Cost recovery

Both LWCs complained about the limited willingness-to-pay by users. In meetings people often insist on the fact that politicians said earlier that water was a free good and therefore could now not be sold. Others said that their children living in the capital or being employed elsewhere paid a lot of tax to the government and that therefore free water should be available in the rural areas. This gives an indication on the effectiveness of the cost recovery consultations held between 1995 and 1997, and the effects of the lag-time between the end of the consultation and the actual start of the cost recovery. The general opinion about the ability-to-pay in the schemes is that it is not seen as a serious risk towards the sustainability.

At this stage the WPCs do pay 20% of the actual NamWater price for water, next to the O&M and some administrative costs.

Cost recovery from the 104 water points at Oshakati-Omakango has started in April 1999. The LWC Treasurer said that approximately 60% of the WPCs have paid from April

onwards. For the LWC-member who does the payment on behalf of the WPC(s) in his/her area, it is a long journey to bring the money to the Treasurer. As much as possible it is combined with the monthly meetings. It was also agreed that the member of the LWC could give the money to the RWEOs who will bring it to the LWC-Treasurer. The RWEOs should not be involved in this activity which may easily lead to problems. The Treasurer noted that she does not feel comfortable with having several hundreds up to thousands of dollars in her house. In other places family houses have been robbed for smaller amounts! Ideas to make regular deposits in the bank have to be discussed with the LWCs.

It was said that a number of people do not want to pay for the following reasons:

- Payees want receipts and WPCs do often not have receipt books and claim not to have the money to buy these!
- the LWCs and WPCs have very little authority: people do not come to meetings anymore. Increasingly users and WPC do not comply to set rules and regulations. In some cases LWC/WPC members were threatened with counter-actions if steps would be taken against users or their children.
- The LWC feels it has not enough authority to implement its tasks and it was suggested that NamWater should come to hold meetings with the communities about the cost-recovery. In case of sanctions, it should also be NamWater who would cut off connections if WPC would default.

Cost recovery at Ogongo-Okalongo has not yet started because the technical rehabilitation is not yet complete. The members of the LWC indicated that they plan to alert the Directorate about the incurred delay by sending representatives of the LWC to the DRWS office or by writing a letter to the Regional Head in Oshakati. The LWC is concerned that the delay in scheme rehabilitation will lead to loss of knowledge and skills of the LWC as it can not be applied.

7.3.5. Communication

➤ *Communication by LWC to WPC*

The LWC is composed of members/chairpersons of the WPCs. As distances within the schemes are great, attendance to the LWC meetings is far below expectation. Some members also say that they are/feel not really authorised to represent their WPC. The key problem is the poor community base of many of the WPCs.

As described in section 7.1 it is recommended to complete the establishment and training of the WPCs/WPAs cluster-wise and hand them over to the LWC cluster by cluster.

➤ *Communication by LWC to DRWS*

Contacts between the LWC and the DRWS are mainly through the RWEOs and possibly through the Maintenance Teams. In the Ogongo-Okalongo scheme, the LWC admitted that the communication was rather poor. Several times messages had been sent by the LWC to the office concerning the rehabilitation of the scheme but with no definite effect.

➤ *Communication LWC to NamWater*

The LWC is the client of NamWater and consequently communication is of key importance for the operation of the scheme. This is still a new area as the actual cost recovery has just taken off since April 1999; payment to NamWater started only in July after a three-month period to build up some funds. Communication at this stage entails mainly payments for water and the contacts that go along with it. As mentioned before several LWC members feel that some of their tasks could be dealt with better by NamWater. For instance it was mentioned that NamWater should deal with defaulting

WPCs. Consequently, the LWC is just beginning to feel "ownership" (not yet formal leasehold or full ownership) and control over the scheme and much attention must be given to further strengthening this aspect.

7.3.6. O&M arrangements

➤ RDWS Maintenance Team

The role of the Maintenance team is best characterised by the answer given by the Maintenance Team Foreman of the Oshakati-Omakango scheme when asked who was in charge of the maintenance of the projects: 'The Government!', without any "but". Clearly from his position it was difficult to give a different answer but it reflects at the same time the role of the MT. They just continue to do all maintenance works, including that at the water points and at branch lines that are supposed to be (soon) under the responsibility of the LWC. Where WP caretakers are operational, they do only simple maintenance and repair, usually not more than replacement of taps. The Caretaker/mechanic of the LWC has not yet been trained and is not yet able to carry out his/her tasks. On the other hand, the list of outstanding tasks of the MTs is so long that extensive delays exist on structural maintenance and repairs. Furthermore, at this stage there is no clarity as to when the MT will draw back and the maintenance tasks will be fully handed over to the LWC.

One of the difficult issues related to the transition of ownership and the changing responsibilities is that the tasks of the government are decreasing and staff may become redundant. DRWS staff fears that because of CBM, DRWS staff may have to be retrenched. Therefore, they are not very keen to give up tasks and may even act against CBM. This "fear" issue was also discussed in a meeting with the Maintenance Team.

➤ Future role of Maintenance Team

The future role of the MT towards handed-over schemes (including WPCs) is yet to be defined. LWAs will be responsible for the schemes and the WPAs for the WPs. A phased-wise handing-over of scheme maintenance tasks is suggested. The LWA caretaker/mechanic can then learn on-the-job the tasks he/she has to carry out. However, this demands a positive attitude and capacity for the learning of the caretakers. The present perception within DRWS is that the LWC may decide to ask assistance from the DRWS MT to carry out some works, which are beyond control the capacity of the caretaker/mechanic. But also the private sector may give this type of support (e.g. through maintenance contracts like in West Africa) which will probably be more cost-efficient. This will further support the privatisation. In other countries, such as Kenya, the government services are contracted by autonomous Water Associations to implement maintenance services on contract basis. The main lines outside the scheme areas remain under the maintenance responsibility of NamWater.

7.3.7. Gender balance and specificity in LWC

In the membership of the two LWCs there is proportional representation of women and men. Women occupy several of the executive functions.

Cattle watering

Cattle owners and herdsmen, often from Angola, who are passing by, are allowed to have water free of charge. Making water available to persons and cattle, even though they may not live in the community, is a crucial value in northern Namibia culture. If a herdsman comes more often he will have to pay. Other users who take water without permission are held for committing an offence. When the percentage of payment to NamWater (presently

20%, but supposed to go up yearly by 20%) goes up, the awareness will grow that payment per cattle head is to be introduced as a fair charging system.

No cases are known of absentee cattle owners in both schemes. In some cases cattle are taken care of by people in the community -often relatives- while the owner lives elsewhere but all in the same area.

7.4 Central Water Committee (CWC)

No information was collected on the present functioning of the CWC. The Mission was informed that each region (see chapter 5) will have a CWC, but presently only the Oshana-Omusati region has a CWC. It is likely that the recommendations the Fifth Backstopping Mission made, are still valid: "... 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

Although the RWEOs are gaining considerable experience in the implementation of their tasks several conditions continue to decrease their effectiveness. These have been highlighted in the previous reports. The role of two of the RWEOs as Regional Trainers reflects the improved levels of professional skills but at the same time has also decreased the attention towards the communities. In discussions with the RWEOs it was found -and confirmed in the "Position Paper" - that "... the Extension Service lacks a clearly defined and documented programme to structure its intervention in the communities...". In addition it should be mentioned that also the extension approach needs to be explicit and the relationship with the DRWS office in Oshakati in terms of management and reporting needs clarification.

For further comments concerning the functioning of the RWEOs reference is made to other relevant sections in this report, including the table in section Section 7.1 in which the different actions and tasks at project, regional and national level are identified.

7.6 DRWS Oshakati

In observing the organisation it appears that the line of authority, command and communication from Windhoek to Oshakati needs urgent address. Several cases were discussed in which the positions of authority, the lack of co-ordination, communication and reporting have been weak.

The decentralisation of the RWS structure to the regions has been discussed for some time. The key issues for DRWS at the regional level are however, that besides tasks and responsibilities also the authority and resources must be decentralised. Resources include here human resources and up-to-date competence, materials and budgets.

It is not expected that the decentralisation (to local government) will be implemented on the short term. Strengthening of the levels of command and responsibilities from RWS/North in Windhoek through to the level of the RWEOs requires first attention. True and effective decentralisation will strengthen the section in the long run.

In order to link the issues and actions for the different levels (project, regional and national) the different tasks are presented in the table in section 7.1. This table is the result of participatory discussions with the Extension Group in Oshakati. The result may be useful for the planning of further CBM-related activities at different levels including Extension and Development Planning staff to follow-up the WPAs and LWAs.

7.7 DRWS Windhoek

The operations and efficiency of the operations at the Regional Level depends very much on the functioning and performance of the HO. Because the system is still very much centralised there is often a serious delay in the regional operations. Sometimes operations come even to a stand still for some time, leaving Regional Staff confronted with the problem and frustrated as they cannot do much. Decentralisation is being discussed at national level, but the implementation is far away still. (DRWS RO will be under the Local Government; each region wants its own DRWS staff, so the number per region has to be further reduced, from the earlier one Four "Os" office to four "O" regional offices).

A general complaint within the HO is the low efficiency, probably partly due to the low motivation of the staff and the common bureaucratic environment. There have been some efforts to introduce a result-oriented management. On the other hand, the enthusiasm of some DRWS and expatriate staff is striking; their inputs have led to the present CBM state in the two Netherlands-financed schemes. Some in the Development Planning Sub-division are very co-operative and use their intellectual capacities to substantially contribute to the CBM development. In the HRD&Training Sub-division the recruitment of new and expatriate staff has made it functioning and performing much better.

In general the domination of the technical issues over the sustainability issues (including community) seems to continue. The attitude of many DRWS HO staff is rather technocratic. There is quite some doubt on the chosen direction of CBM in management of rural water supply and perhaps also lack of support or at least hesitation among HO staff towards CBM. This delays the progress of the CBM and also the courage to take decisions on CBM. It is particularly the Development Planning Sub-Division, which adopts the learning approach towards CBM (as also promoted by the Backstopping Team).

8. TRAINING DEVELOPMENT

8.1 Training for RWEOs

The basic foundation training of all RWEOs (the "T1-T4" training courses) was finally completed, with the last rounds of T3 and T4 provided to the "new" group of RWEOs (those recruited in 1996 and 1997) during May and early June 1998. However, since this period, a third group of RWEOs have been recruited, including nine new RWEOs for Ohangwena-Oshikoto Region and five new RWEOs for Oshana-Omusati Region who were appointed in September 1998. The first RWEO training course, the "T1", was planned for this third group of recruits in December 1998, but never materialised "due to problems encountered" (HRD&T Quarterly Report, January 1999). Part of the problem has been limited HRD&T staff to organise the T1 training, with those able to do it concentrating fully on revisions to the WPC Skills Training package, and waiting for the results of the Review of the Extension Service.

It is recommended to have the T1-T4 fully organised and conducted by a private training institute. This fits very well in the trend of the GRN to transfer certain activities to the private sector. It also gives more room to the present DRWS HRD&T staff to spend more time on development and review of courses and their effects on the performance of the trained staff.

In February 1999, during a workshop to present findings and recommendations to HO-MT from the Review of the Extension Service, it was concluded that the T1-T4 package should be sent to the Namibia Qualifications Authority (NQA) to see if the RWEOs could gain formal qualifications for this training. This has not been done yet. The Namibian Water Resources Management Review (NWRMR) Team has reviewed and commented on the T1-T4 package, with some changes being made before the anticipated submission to NQA. In the HRD&T operation plan, RWEO training for the third recruitment is now scheduled to begin end of October 1999.

The Review of the Extension Service was tasked to identify some of the differences in training (and possible gaps) between the "old" RWEOs and the "new" RWEOs. The "old" are the ones recruited in 1994, which includes the four RWEOs on the two Dutch-financed schemes, while the "new" ones are recruited in 1996 and 1997. The Review had also to recommend some interventions to improve the situation. Differences were assumed to exist because many of the CBM implementation strategies, guidelines and activities have been defined more thoroughly and clarified in late 1997 and throughout 1998. Based on a written test and discussions with the RWEOs in the five regions where the Review took place, some differences did occur but it was not always the case that the "new" officers knew more than the "old". In some cases the opposite was found to be true, which can be assumed to come from the more practical experience that the "old" RWEOs had gained from being on the job longer than the new. A more alarming finding were the cases where the RWEOs in supervisory positions (i.e. Control and Chief RWEOs) scored worse on the test than the people they were supervising and showed poorer understanding of CBM issues during discussions. The Review recommended that some individual attention should be given to all the RWEOs who need it (from both the "old" and "new" recruits), rather than assuming that all "old" RWEOs need additional training. The Review also recommended that the Control and Chief RWEOs should receive specialised training in supervision and extension methods. Both of these recommendations were approved in February 1999, but neither has been acted on specifically. Implementation awaits a DRWS-wide workshop on extension.

In the meantime, some Control and Chief RWEOs (including the Control RWEO from Oshana-Omusati Region) have been attending a supervisory training programme with other second-level regional managers, which is run in a series of modules with homework assignments between the modules. All the important legal aspects for CBM will be formally introduced to the RWEOs in the regions during August to November 1999, so that they can support the communities around CBM. This exercise should help to bring all RWEOs to a common understanding about CBM.

One other aspect of training for RWEOs involves their formal qualifications. In the process of upgrading the post of RWEO and increasing salaries, it was decided that those RWEOs with less than a Grade 10 qualification would be let go or transferred to another post within government, unless procedures are put in place to assess and acknowledge their competency levels. Those with a Grade 10 qualification, but without a Grade 12, have been given three years to achieve Grade 12. One option suggested to the RWEOs is to study for a certificate in education development under the Namibia College of Open Learning (NAMCOL). The participating RWEOs would receive the equivalent of a Grade 12.

8.2 Training of WPCs

With the completion of Version 8 of the WPC Skills training package, training finally commenced in the Four Os on the Oshakati-Omakango scheme. The Regional Training

Team conducted their first (Version 8) course in August 1998, coached by a HRD&T staff member and the CBM Development Advisor. Although improvements were still needed, the team did much better than expected considering that they had completed their TOT more than a year earlier without actually doing any training.

After further testing of Version 8 in other regions, DRWS made the decision to change the duration of the WPC Skills Training from five days to seven days. This expansion would allow for some additional topics to be covered (such as the concept of Water Point Associations) and more time given to CBM awareness, financial management and the specific skills training for Chairpersons, Secretaries and Treasurers. Version 9 was supposed to be tested on the Oshakati-Omakango Scheme in February 1999 but due to poor attendance (only seven WPC members turned up) the course was cancelled. The training was finally held in April 1999 with coaching by a HRD&T staff member and the CBM Development Advisor. Improvements in the RTT's style, confidence and content knowledge were clearly apparent during this second round.

Since then, the RTT has held more training rounds without further coaching. In late July 1999, Version 10 was produced. WPC Skills Training has also officially commenced in two more regions and is now expected to continue according to the well-outlined HRD&T Operational Plan, with RTT coaching by a consultancy team in all regions.

A total of 18 WPCs have been trained on the Oshakati-Omakango scheme as of August 1999 (See Appendix 8 for a list of the WPC names). The total number of WPCs to be trained in the two schemes is 168. There is not yet a comprehensive WPC Skill training plan in the two regions. With the present pace, it will take at least three years before all WPCs have been trained. Assuming that the proposal on cluster-wise will fulfil all handing-over conditions (including WPC training, rehabilitation, formation of associations, etc.), it will still take three years until all WPs have been handed over to the LWAs and WPAs.

The WPCs met during the field visits, which had received the Skills training, found the training very useful and practical. They particularly appreciated the sessions on how to deal with people, to arrange meetings, and practical issues on money keeping and registration etc.

8.3 Training of Caretakers

In June 1998, for the five northern regions, a three-week TOT follow-up for Caretaker Regional Training Teams was conducted in which other technologies besides diesel engines, such as solar pumps, piped water supply and handpumps were covered more extensively. New training materials (handouts and posters) were also tested.

The four-day¹ pipeline Caretakers Training course focuses on the simple repair work (especially repair of taps and leaking pipes above and below ground), CBM policy (especially around O&M and technical management of the WPs), safety and use of tools. This course commenced on the Oshakati-Omakango Scheme for the Oshana-Omusati Regions during the first week of August 1999. As of the end of August, a total of ten WPCs have had Caretakers that have participated in training. They were coming from WPs having already trained WPCs or WPCs on the list to be trained soon. Therefore, once again, one of the two Dutch-funded schemes have been used for "development and demonstration" for the rest of the country.

¹ The Caretaker Training course for solar, windmill and hand pump technology is for five days, but caretakers expected to operate and maintain diesel engines will take part in a ten-day course.

Coaching of the Caretakers RTTs by the same consultancy company coaching the WPC Skills Training RTTs and the actual training of caretakers will continue for the other regions.

8.4 Training of LWCs

As mentioned previously there are 16 LWC members with seven Executive Committee members on the Ogongo-Okalongo Scheme, and 22 LWC members also with seven Executive Committee members on the Oshakati-Omakango Scheme. A programme of informal, practical training and support has been given almost monthly since March 1998 to the present two LWCs by the Development Planners from the Head Office, in conjunction with the four RWEOs on the two schemes and the Control RWEO. Some of the activities conducted as part of this programme have included: preparation of an action plan, mapping of the schemes with WP numbers and names recorded, drafting of the LWC constitution and a Training Needs Analysis (TNA) of individual LWC members. The constitution drafting process helped the LWCs to determine the physical boundaries of the two schemes, write objectives for the LWCs, and list the rights and obligations of the LWCs. During this process, it was decided that all LWCs members would participate in an "Orientation Programme", but only the Executive Committees of the LWC would receive formal training.

The Orientation Programme took place 11-15 May 1998 at the Rural Development Centre in Ongwediva. From the Ogongo-Okalongo Scheme, 21 of the 22 LWC members attended, while ten of the 16 LWC members attended from Oshakati-Omakango Scheme. Unfortunately, some key people from the Executive Committees were not in attendance due to other engagements. This Orientation Programme further developed some of the activities and topics already covered during the informal training programme, but also added new topics, including a one-day orientation at the NamWater Oshakati office.

The formal training of the LWC Executive Committee members from the two schemes took place during 17-20 August 1998. In attendance were five of the seven members from Ogongo-Okalongo and six of the seven from Oshakati-Omakango. Again, some key people did not fully attend. The Chairperson and Deputy Chairperson from Ogongo-Okalongo sent a "representative", while the Treasurer left after the first morning. The Chairperson from Oshakati-Omakango left halfway through the course and the Treasurer only arrived on the second day. Because of this, the skills training for the Treasurers was postponed until the end of August. It has not become fully clear whether the information on the training and the planning of the training period were poor or the commitment of some LWC members is below the required level. If the latter is the cause, the LWAs could consider replacement for reasons of lack of commitment.

The training was conducted by two of the RWEOs who are trained WPC Skills Training trainers, along with some assistance from the other two scheme RWEOs. The two involved Development Planners provided back-up support.

8.5 Conclusion on Training

At the time of the fifth Backstopping Mission in April 1998, one could see little progress in community training (i.e., caretakers, WPCs, LWCs) at the regional level. The Regional Office staff and several people in the Head Office recognised the absolute importance of community training for CBM implementation and for the sustainability of the community managed rural water supply systems. Although much delayed and still with some

problems, community training has now taken off and is anticipated to continue until all WPCs and caretakers are trained on the Oshakati-Omakango scheme. The training should also start in the Ogongo-Okalongo scheme in order to start the operations of the established and trained LWC. This training is then part of the proposed cluster-wise preparation to hand-over the WPs to the LWA and WPAs. The Backstopping Team expresses their concern on the pace of WPC Skill training. Acceleration would be worth considering. Involvement of the private sector could be an option, also because it is expected that this training has to go on for quite some time as new WPCs will replace the existing ones within a couple of years! According to the present DRWS approach, the outgoing WPC members must train the incoming ones. It is obvious that this approach will quickly erode the capacities of the WPCs. Another concern of some staff within DRWS and some of the Backstopping Team members is the length of the WPC Skills training. This seems to be quite long and therefore significantly limits the output in number of WPCs trained.

It was also found that there is no standardised methodology, training package and duration on WPC Skills training. Consultants responsible for the WPC training in new schemes have the freedom to follow their own ideas on methodology, package and duration. For instance, they will not go for the seven-day training for budgetary reasons. According to information received after the Mission, all the new project partners /consultants they are using DRWS's seven-day package. The Backstopping Mission recommends a standardised approach for all CBM training implementers. Further informal training and support will continue to be provided to the two LWCs until they are fully prepared to take over their duties.

9. ENVIRONMENTAL SUSTAINABILITY

An important event was the implementation of a study initiated by the GRN/RNE called "Incorporating Environmental concerns in rural water supply in Namibia". A direct result from the study is that at the level of the Directorates involved in water-related environmental issues will form a forum in order to ensure that departments (and ministries) co-ordinate their efforts to manage and protect the environment. For this purpose the WASCO will be revived as a forum for discussion at Directors level. The BSM has over the past years provided several recommendations related to various aspects of environmental care, which were to a large extent confirmed by the study.

10. CAPACITY DEVELOPMENT FUND AND BOOKS/PUBLICATION BUDGET

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 and CDF II in June 1999 was about Dfl 15,700 (on the account at IRC) plus some N\$ 45,500 (on the account in Windhoek).

In June 1999 it was decided by DRWS to use the balance for:

- Items for the LWCs through the Regional Training Teams
- Items for the WPC Skills training through the Regional Training Teams
- Items for the Caretakers Skills Training through the Regional Training Teams
- Training in Management for Sustainability abroad of one RWEQ, Ms Mary Isaac Itembu

The available budget for books and publications has been used to buy sets of relevant

water-related publications for all regions.

11. POSSIBLE FOLLOW-UP ACTIVITIES

With some DRWS staff some possible follow-up activities were discussed:

- Development of monitoring for sustainability as an activity at different levels, including the WP and scheme level. Monitoring on sustainability would give a good input in the MIS. It would concentrate on the effectiveness of the rural water supply service in the piped schemes and also in the borehole and other schemes. Monitoring must be primarily seen as a management tool at all the different management levels.
- After some time, when the development of the CBM concept has been completed and it has been introduced in some schemes, it will be very worthwhile to document the "CBM in Namibia" – case. The resulting publication would describe the entire process with successes, problems and remaining opportunities and threats (external and internal). The document would be useful for both Namibians joining the sector, potential funders and also for other countries that started or want to start the development of CBM in rural water supply. The Namibian experience is rather unique and could be a lesson to learn from for many sector professionals.
- Support and facilitation to a yearly internal review on the sustainability of CBM. The Development Planning Sub-Division could consider to take the lead in this review and external facilitation would support the process.

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

TABLE 1: OVERVIEW OF AGREEMENTS AND POINTS NEEDING FOLLOW-UP Per 15.07.99

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 RWEO 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 RWEO)	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	Done October 98
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	<ul style="list-style-type: none"> LWCs and WPCs establish lines of communication between them LWC to develop support structures to WPCs 	DRWS	late 1998	
11.	WPCs	RWEOs determine factors for success and failure of WPCs			done June 1996
12.	WPCs	Establishment of remaining WPCs	DRWS	ASAP	done Nov 1997
13.	Training	Control and one RWEO (Mary) to attend the Community Management course in Harare; changed to RWEO going to Management for Sustainability course in Nairobi. Control is not available for training in 1999	DRWS	November 1998	Partly by October 1999
14.	Training	Develop training package for WPCs; train RWEOs to use this package; pilot test WPC training	DRWS with some support of Backstopping Team (Beth)	December 1996	done April 1997
15.	Training	Finalisation LWC training package by Development Planners and HRD&T sub-division. July 99: The package is prepared piece by piece as the training takes place.	DRWS	July 1998	Ongoing as learning exercise
16.	Training	Review versions of four training package for first group of RWEOS (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	Started, and continuing activity
18.	Training	Training of caretakers of WPCs both schemes and caretakers of LWCs	DRWS	August 1998	Will start 26 July 1999, and then continuing
19.	Training	Training of LWCs by Development Planners	DRWS	August 1998	continuing
20.	Training	Management or other training and/or study tours for senior DRWS HO staff	DRWS and IRC	ASAP	Not through this project
21.	Support RWEOs	Improve general support to RO and RWEOs	DRWS	ASAP	Remains a problem area
22.	Support RWEOs	Appointment of Chief RWEO for piped water schemes	DRWS	Sept. 1997	Still to be done!
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 Dam Phase II	<ul style="list-style-type: none">• Planning and progress reports to come from DWA• Next Backstopping Mission, progress monitoring to be included versus planning	DWA and Backstopping Team	May 1996	done and project closed in 1999
35.	Studies	Conduct Efficiency Study on Extension Service	DRWS	start 1998	Done by DRWS assisted by Finnish consultant (Dec. 1998)
36.	Publications	Order IRC publications or other relevant publications using available funds	DRWS	before end 1998	Done July 1999

Table 2: PROPOSED OVERALL PLANS AND ACTIVITIES RELATED TO COMMUNITY MANAGEMENT IN NETHERLANDS-FINANCED WATER SCHEMES IN THE OMUSATI/OSHANA AND OSHIKOTO/OHANGWENGA REGION

plans requiring attention are shaded!

per 15.07.99

	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; <u>not</u> 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 <i>Efficiency Study for Extension Service</i>	August 1998	DRWS; RNE agreed	Dfl ??	Done by DRWS in Dec. 1999 using Finnish funds
17.	DRWS to request extension of Backstopping Contract till July 1999	June 1998	DRWS	budget neutral	approved

List of Appendices

- Appendix 1: Proposed terms of reference for the 6th Backstopping Mission*
- Appendix 2: List of people met during the sixth backstopping mission*
- Appendix 3: Position Paper on Ilot Pipeline Schemes*
- Appendix 4:*
- Appendix 5: Tentative Schedule for the Backstopping Workshop on « Sustainable CBM in piped RWS »*
- Appendix 6: List of participants of the Backstopping Workshop*
- Appendix 7:*
- Appendix 8: List of WPCs trained in August 1999*

**Proposed Terms of Reference
For 6th Backstopping Mission**

Sixth Backstopping Mission 5-15 July 1999.

Based on the suggested TOR for the 6th mission, discussions with DRWS staff at HO in Windhoek and RO in Oshakati the following activities are proposed to be looked into by the last backstopping mission (BSM).

DRWS intends to prepare a position paper elaborating on the present state of affairs with regard to the main aspects/objectives of the BSM. This paper will be made available by the end of June 1999 to inform participants in the BSM discussions about progress.

Scope of the 6th BSM is the two pilot pipeline schemes, Oshakati-Omakango and Ogongo-Okalongo with regard to CBM implementation in light of sustainable piped RWS.

Does the DRWS need recommendations on environmental issues to be taken up at WPA and LWC level with another environmental mission planned for during the same period as this ?

Proposed Terms of Reference.

1. To discuss the progress of follow-up and interim activities endorsed by DRWS Management during the 5th BSM
2. To inform DRWS Management about relevant and recent developments with regard to Development Co-operation policies within the Dutch Ministry of Foreign Affairs
3. To assess progress with CBM implementation and the effects, especially on sustainability, at the level of:
 - the LWCs in the Oshakati-Omakango and Ogongo-Okalongo pipeline schemes, and
 - the WPCs/WPAs in both pipeline schemes
4. To identify and propose future activities and directions needed at the WPC and LWC level for strengthening and consolidating sustainable community management of piped RWS, including environmental sustainability
5. To jointly assess with the RWEOS and their supervisors the capacity of the ES to ensure CBM implementation in the two pipeline schemes and to identify activities and directions
6. To assess the usefulness and effectiveness of the followed BSM methodology (modus operandi)
7. To advice on monitoring CBM
8. To present preliminary findings, conclusions and recommendations to DRWS and RNE for discussion
9. To produce a brief report on the BSM's agreed findings, recommendations and follow-up

Proposed Itinerary of the 6th BSM.

Sunday	4 July	Arrival in Windhoek
Monday	5 July	Discussion BS Team Discussion with DRWS Management Discussion with RNE Discussion with HRD&T Discussion with Development Planning
Tuesday	6 July	Travel to Oshakati Brief meeting with staff from Oshikoto/Ohangwena and Oshana/Omusati regions (RHs, Control RWEOS, RWEOS) on the programme
Wednesday	7 July	Meeting with same RO staff on progress with CBM implementation in two pipeline schemes LWC meeting Ogongo-Okalongo pipeline scheme
Thursday	8 July	Visit to water points and discussions with WPC members in Oshakati-Omakango pipeline scheme Meeting with LWC Focussing on WPC's already trained

Friday	9 July	Discussion with RO staff on findings field activity. Identify problem areas at pipeline scheme level and DRWS level and possible ways to overcome these problems/problem areas
Saturday	10 July	Travel to Windhoek
Sunday	11 July	
Monday	12 July	Preparation workshop
Tuesday	13 July	Workshop ¹ <i>Morning:</i> future activities and directions for sustainable CBM in piped RWS plus scheduling of activities <i>Afternoon:</i> usefulness and effectiveness of BSM methodology
Wednesday	14 July	BS Team discussions and writing of draft report Debriefing on draft report to DRWS Management and RNE
Thursday	15 July	Departure

Proposed Agenda for the Workshop.

1. Presentation and discussion on identified and outstanding problem areas with regard to sustainable CBM in piped RWS (*expected outcome: prioritised list*)
by Back Stopping Team
2. Group discussions on problem areas from the list
 - What needs to be done
 - How should it be done
 - Who should do it
 - When should it be done(*expected outcome: list with results, indicators, schedule, method(s), resources per problem area*)
3. Plenary presentation and discussion on results of group session
(*expected outcome: agreed list with results, indicators, schedule, method(s), resources*)
LUNCH
4. Presentation on BSM methodology used *by Back Stopping Team*
5. Presentation on key aspects to be assessed OR have the workshop identify key aspects for assessment
6. Workshop expresses opinions on usefulness and effectiveness of the identified key aspects
7. Formulation of recommendations

¹ Participants from Oshikoto/Ohangwena and Oshana/Omusati regions: Regional Heads, Control RWEO, 4 RWEOs working in the two pilot pipeline schemes, new RWEOs working in the same pipeline schemes, Regional Advisor.
From HO: RWS/North, RWD, IP, HRD&T, Development Planning and the Director RWS.

Appendix 2

List of people met during the Sixth Backstopping Mission

APPENDIX 2

LIST OF PEOPLE MET DURING THE SIXTH BACKSTOPPING MISSION

Department of Water Affairs

- Mr. Pita Nghipandulwa
- Mr. Harald Koch
- Mr. Jürgen Eysselcin
- Mr. Sjaak Zijlma
- Mr. Karukirue Tjijenda
- Mr. Johan van der Colf
- Mr. Godfrey Tjiramba
- Ms. Loes Bellaerts
- Mr. Nick Brandsma
- Mr. Packy Pakarae
- Mr. Sluysken Sampovu
- Mr. Abraham Nehemia
- Mr. Willy Iyambo
- Mr. John Nendongo
- Mr. Pinehas Elago
- Ms. Mary Isaac Itembu
- Ms. Petrina Ipumbu
- Ms. Monica Sidute
- Mr. Toivo Munenguni
- Director of DRWS
- Deputy Director Rural Water Development
- Deputy Director DRWS North
- Control Engineering Technician
- Chief Development Planner
- Development Planner
- Acting Head HRD and Training Sub-Division
- Social Trainer, Training Sub-Division
- Technical Trainer, Training Sub-Division
- Trainer DRWS HO
- Technician DRWS HO
- Chief Control Rural Water Extension Officer
- Regional Head, Oshana-Omusati Region
- Regional Head, Oshikoto-Ohangwena Region
- Control RWEO Oshana-Omusati Region
- RWEO, Oshakati-Omakango scheme
- RWEO, Ogongo-Okalongo scheme
- RWEO, Ogongo-Okalongo scheme
- RWEO, Oshakati-Omakango scheme

Others:

- Mr. Hans van der Veen
- Members from the LWCs of the Ogongo-Okalongo and Oshakati-Omakango schemes
- Members from the WPCs of the Ogongo-Okalongo and Oshakati-Omakango schemes
- Consumers of drinking water from the Ogongo-Okalongo and Oshakati-Omakango schemes
- Royal Netherlands Embassy First Secretary

Appendix 3

Position Paper on Ilot Pipeline Schemes

POSITION PAPER ON ILOT PIPELINE SCHEMES

CONTENTS

- I. Purpose of Position Paper
- II. Introduction
- III. Progress on Agreed Actions
- IV. Outstanding Issues
- V. Current Situation
- VI. Issues Arising

Prepared by Development Planning
Checked by Mr J Eysselein

I. Why this Position Paper

The purpose of this position paper is to bring together in one document the latest information concerning pipeline scheme management in order to inform all participants of the sixth Backstopping Mission (BSM) of the current state of affairs. Some key issues will be highlighted that the BSM could actually look into during this last mission.

The focus of this paper is on the two pipeline schemes Oshakati-Omakango and Ogongo-Okalongo that have been nominated by the Directorate of Rural Water Supply (DRWS) as development and demonstration schemes for community participation and community management systems.

II. Introduction

The Oshakati-Omakango and Ogongo-Okalongo pipeline schemes were constructed between 1992-1994. The Netherlands Government provided funding for the construction of these two schemes and for a series of backstopping missions. The Backstopping Team together with the counterpart Core Team of the DRWS review achievements, effectiveness and sustainability of the two pipeline schemes. In addition, the Teams assist the DRWS to develop and demonstrate operational community management and support structures. It is expected that increased pipeline scheme sustainability will be achieved, field experiences gained and lessons learned. To this effect, six backstopping missions are undertaken. The first mission took place in February 1995 and the sixth and last will take place in July 1999.

Based on the Terms of Reference (TOR) prepared for each mission and the findings of the mission recommendations are formulated and discussed with DRWS management which, eventually, are reflected in agreements.

In the following sections progress on the implementation of agreed actions will be examined.

III. Progress with the Implementation of Agreed Actions

The fifth backstopping mission took place in April 1998 and resulted in a list of high priority follow-up action points. A number of DRWS staff has been contacted to obtain their views on progress with the action points. However, not all the points are covered (such as 5, 9, 12) and could be elaborated during meetings between BSM and DRWS.

Action point I & 2

Training of Water Point Committees (WPCs) and Water Point (WP) caretakers in the two pipeline schemes as well as caretakers of Local Water Committees (LWC) was to start in June 1998. The WPC training would kick off, using the then available training materials. Caretaker training would also commence to benefit from the rehabilitation programme in the Oshakati-Omakango pipeline scheme.

Training WPCs started in the Oshakati-Omakango pipeline scheme in August 1998 (WP numbers 47, 48, 50) and continued in April (WPs 33, 37, 38), May (WPs 56, 57, 58) and June 1999 (WPs 19, 20, 22).

The two RWS regions of Oshikoto/Ohangwena and Omusati/Oshana have one Regional Training Team (RTT) to carry out the WPC Skills Training. The English version of the training package is nearly or completely complete.

Training caretakers on the same pipeline scheme starts on 26 July 1999.

Action point 3

Support to institutional and organisational development of the two LWC, to be provided till the end of 1998. The process of capacity building, started in January 1998 continues till this date. Regular follow-up meetings are held with the two LWCs.¹ A one-week LWC Orientation Programme took place during May 1998 and was followed by a 4-day training programme for the members of the Executive Committees in August 1998. Both programmes are documented, in draft form. Follow-up visits to the LWCs by Development Planners are documented in the form of Field Reports (a total of eleven reports).

Action point 4

Payment for water is recently introduced in the Oshakati-Omakango pipeline scheme. The rehabilitation works were completed by 15 December 1998. On this pipeline scheme the first meter reading and recording took place during the first week of April 1999 and WPCs received their first invoice for the month of April 1999. The LWC of the Ogongo-Okalongo pipeline scheme is equally ready to assume the administrative tasks of water meter recording, invoicing, handling money etc. The technical situation of the pipeline scheme however does not allow it due to a large number of non-functioning water meters, reported to the DRWS since May 1998, and a number of other technical shortcomings.

Action point 5

Training and support on monitoring at WPC and LWC level were scheduled for the end of 1998. It was recommended to include monitoring in the LWC training and later in the follow-up of WPCs. At DRWS level the Monitoring for Effectiveness system would be developed and integrated in training programmes.

At Regional Office level the Control RWEO would initiate monitoring the efficiency of Rural Water Extension Officers (RWEOs).

There is little progress to report at DRWS Head Office (HO) level where a few discussions took place involving various people at HO level.

Action point 6

The 'Study on the Efficiency of the Extension Service', scheduled end of 1998, did not take place.

It appears the DRWS over-committed itself with a Review of the Extension Service already initiated six months earlier. The Review of the Extension Service presented its draft report in December 1998. The review covered five regions, including the Four Os.

Action point 7

One Control RWEO has been appointed. Mr P Elago was promoted to the post of Control RWEO for the Omusati/Oshana region. The other five posts are not filled as yet (one Control and four Chief RWEOs for the two regions).

Action point 8

Mr P Elago and Ms M Itembu have not participated in the Community Management Training in Harare, scheduled for November 1998, because of shortage of funds within the Capacity Development Fund.

¹ The RWEOs will report on activities undertaken by them and the obtained results

Action point 9

Orientation of senior and management DRWS staff on Community Based Management (CBM) and Demand Responsive Approaches, to take place before the end of 1998 and by using, for example, the Capital Development Fund.

Action point 10

Improved general support to the Regional Office and the RWEOS to address the reported low efficiency of RWEOS and the Extension Service in general. HO would be more supportive; give organisational structure to the Extension Service and get organised around planning, supervision and monitoring. The Regional Extension Service would get more attention, extension officers working at supervisory level would receive training in management and supervision.

Did the Regional Extension Service effectively receive this attention?

A number of activities, such as on planning have been undertaken in all regions, including the Four O region. Since the divide of the Four Os into the two regions of Oshana/Omusati and Oshikoto/Ohangwena a number of other problems surfaced, adding a new smokescreen.

Additional points 11

Increased involvement of the private sector to support the Regional Office with executing their technical tasks. This takes shape in the form of contractors repairing engines for the RO.

Point 12

Regular communication between the Backstopping Team and the Core Team on progress with the agreed actions.

IV. Outstanding Issues

Scrutinising the five BSM reports on joint conclusions and recommendations as well as agreements reached leads to a list of issues which are in some cases outstanding or not concluded as yet in one of the BSM reports.

The first report mentioned, among others:

- the need to develop, with support from the BSM, community management support systems defined as extension service, O&M, cost recovery and monitoring. The BSM would support their introduction and monitor the functioning of these support systems
- the intention to discuss experiences of the development and demonstration project with a wider audience, comprising of MAWRD, other line ministries, NGOs and External Support Agencies
- effects and impacts of improved water supply on the environment
- CBM approaches and tools would be further developed and field tested
- BSM Team would support the development and testing of
 - community participation, including gender issues
 - community management
 - technology
 - O&M
 - cost recovery
 - environmental sustainability, including water related hygiene
 - training development

In subsequent reports many of the topics presented in the first report re-appeared, adding a few additional ones such as:

- DFI 61.000 balance funds from the construction of the Ogongo-Okalongo pipeline scheme would be used to
 - support training for WPCs/LWCs, and/or
 - do limited studies, for instance on affordability, or
 - small constructional adaptations, WPC/LWC membership/identity items, sign boards

The proposal as such was approved and added to the existing Capacity Development Fund bringing the total budget to DFI 104.000. The BSM Team controls the CDF. DRWS, the Namibian BS Team member and the IRC signed a formal agreement on the management of the local account. The scope of the CDF was broadened to cover expenses related to training activities in the two schemes and the development and demonstration of sustainable community management systems for piped water supply (camping equipment for the four RWEOs was also funded by the CDF).

- the agreement to study the performance of RWEOs in these two schemes, later referred to as the Efficiency Study
- the development of a RWS Development Trust Fund to support future extensions and upgrade schemes and water points

Going through the five BSM reports gives one the impression that, generally, progress with the implementation of community management has been rather slow. It could be (one of) the problem statement that the DRWS and the BSM could look into to define causes and consequences, and this during the proposed workshop. This will certainly give an indication about the effectiveness of the BSM towards achieving its objectives.

V. Current Situation

In both pipeline schemes the RWEOs established a LWC towards the end of 1997. The Regional Office considered representation important and the procedure therefore consisted of bringing the WPCs located on a branch line together to elect a representative number of LWC members from among the WPC chairpersons. This resulted in a LWC with 22 members in the Oshakati-Omakango and 15 members in the Ogongo-Okalongo pipeline scheme. The 64 water points in the Ogongo-Okalongo pipeline scheme are situated around 11 branch lines (comprising 2 to 8 water points) and some 6 water points connected to the main line. The majority of the 104 water points on the Oshakati-Omakango pipeline scheme are connected to the 10 branch lines. By adding one more LWC member in the Ogongo-Okalongo pipeline schemes the members are geographically wise nicely spread over the scheme areas. The executive members of the LWC were designated on the basis of their availability/willingness. All executive members are literate, as are the majority of the LWC members even though some persons might be considered functionally illiterate since they do not really have the habit of regular reading and writing.

Various age categories are represented in the two LWCs, ranging from the category 20-30 years to 40-50 years and beyond.

Attendance of monthly LWC meetings by LWC members is generally quite good. Members with official employment often abstain from meetings and other programmes. See field reports for details on implementation, attendance, background of members etc.

Local capacities to manage a pipeline scheme obviously lack since this opportunity has not occurred before. But, people have many capacities that have to be recognised and/or further expanded. Not to build on these sometimes hidden capacities has the risk to leave people even more vulnerable than they were before. The capacity building approach, shaped through a number of interactions: meetings, individual visits, orientation and training programme, is in the case of the pilot pipeline schemes characterised by a detailed focus on the specific situation. Sustainability requires these meetings and visits to go on for quite some time to ensure that the processes of change are embedded in an institutional and organisational structure.

There is a perceived pressure by the DRWS to implement payment for water on pipeline schemes whilst the structures are not yet put in place nor is the organisational capacity developed. WPCs on the Oshakati-Omakango pipeline scheme have been established in a so-called "crash activity" during 1997, scheme infrastructure was rehabilitated during 1998 and WPC training started in April 1999. 34 Rounds of WPC Skills training are required to complete this pipeline scheme, including the WPCs established at schools (pers. comm. Mary). At the pace the training is currently going this will take years. Moreover, after completing the WPC Skills training WPCs are to initiate a number of important activities to put in place their legal foundation as well as to develop a number of management tools. When this is done an agreement of lease can be signed and responsibilities assumed for operating and maintaining the water point. This also demonstrates that what is presently happening in the Oshakati-Omakango pipeline scheme is truly experimental. Payment for water is introduced without legal backing or foundation, with the institutional and organisational structures partly in place.

Successful CBM implementation relies on results with organisational development but equally important is the technical status of the water supply infrastructure, as illustrated by the significant role allocated to rehabilitation. The importance of implementing rehabilitation at the same time as undertaking capacity building of WPAs (or training WPCs & caretakers) is recognised by the DRWS. The case of Oshakati-Omakango perfectly illustrates that when these two activities are not carried out simultaneously, CBM implementation is affected. Moreover, a number of defaults have been repeatedly reported to the DRWS, but without result. *A LWC member in the Oshakati-Omakango pipeline scheme put it as follows: he wondered whether the maintenance teams had been sent on vacation, they had not been seen for so long.* Delays like this may have their origin in a number of factors, such as clarity about responsibilities for maintenance. The latest state of affairs (11 June) is a number of 23 technical complaints. It has now been established that this work is to be taken up by the regional maintenance team.

In the Ogongo-Okalongo pipeline scheme there has been no progress in addressing the technical shortcomings reported for so long. Without an acceptable number of functioning water meters payment for water can only be implemented on the basis of a flat rate. This proposal was however not acceptable to the LWC who claims that the DRWS has to replace these faulty water meters. The DRWS has not done so, probably for a variety of reasons that are to be clarified by the concerned persons. The last time the LWC came together was in April 1999.

Applications for private connections apparently are processed and approved by the DRWS, and presumably the Regional Office (RO) connects successful applicants. This

was at least reported as a result of a small investigation into the issue of a number of "illegal connections" done by the contractor in the Oshakati-Omakango scheme. It is not clear whether monthly invoices are issued to the private users, and which tariff is used. It is also not sure whether water meters are installed at all private off-takes. Irrespective these and other constraints, the LWC prepared invoices over the month of April 1999 for all water points in the pipeline scheme and collected the first payment from 23 water points (see field report XI). Details are presented in the attached form.

The DRWS is in the process of defining the billing and revenue collection system it intends to use for pipeline schemes. The DRWS is currently in negotiation with NamWater about NamWater doing the billing and revenue collection for RWS. In addition, there are internal discussions on the most appropriate management level within a pipeline scheme: a LWC covering the entire scheme area or committees per branch line.

Early 1999 an in-house group drafted TOR for a study/consultancy to determine the appropriate billing and revenue collection system. The proposal has been shelved for now. Instead, the DRWS will prepare a position paper reflecting the different options, their advantages in terms of development objectives and involved costs for the communities.

A benchmark for costs involved in the LWC activities should possibly be established. Donations to the LWCs consist of stationary only (calculators, forms, clip files, plastic files, receipt books, dated stamps).

The following table presents information regarding the composition of the two LWCs and the water points LWC members 'represent' in the LWC.

Ogongo-Okalongo pipeline scheme

	Name LWC member	Function	Water Point Numbers
1	Mr B Ipasha	Chairperson	025, 027, 028, 029, 030, 031, 032, 033, 034
2	Ms S Valombweleni	Deputy chairperson	The same WPs as chairperson
3	Mr J W Shipunda	Treasurer	053, 054, 055, 056, 057
4	Mr A Shapenga	Secretary	059, 060, 061
5	Ms M Hauanga	Deputy secretary	048, 049
6	Mr L Amakali	Caretaker	010, 018, 019, 20, 21, 22, 23, 24 ²
7	Ms L Munghono	Deputy caretaker	050, 051, 052
8	Ms J Paulus		004, 005, 006, 009
9	Ms S Ndapanda		038, 039, 040
10	Mr G Paulus		026, 035, 036, 037, 042
11	Ms R Shatona		062, 063, 064, 058
12	Mr O N Mundjulu		045, 046, 047
13	Ms M Haukongo		041, 043, 044
14	Ms R Iipopya		001, 002
15	Mr N Shimbu		003, 007, 008
16	Mr K Thomas		011, 012, 013, 014, 015, 016, 017

Oshakati-Omakango pipeline scheme

	Name LWC member	Function	Water Point Numbers
1	Ms H Shifela	Chairperson	013, 014, 015, 016, 017, 018
2	Mr R Nikanor	Deputy chairperson	086, 087, 092, 093, 094, 095
3	Ms A Iita	Treasurer	037, 038, 047, 048, 049, 050, 051
4	Mr A Iipinga	Secretary	002, 003, 004, 005, 006, 007
5	Ms J Shiweda	Deputy secretary	064, 065, 066, 067, 068, 105
6	Mr M Salomon	Caretaker	023, 024, 025
7	Mr J Shiweda	Deputy caretaker	077, 078, ³ 079, 080, 081, 082
8	Mr G Tshoopara		008, 009, 010, 011, 012
9	Mr M Mulongeni		026, 027, 028
10	Mr R Ekandjo		029, 030, 031, 032, 033
11	Mr J Hamunyela		069, 070, 071, 072, 083, 084, 085
12	Mr A Haufiku		073, 074, 075, 076
13	Mr W Nahenu		042, 043, 044, 045, 046
14	Ms D Ndeshaafela		088, 089, 090, 091
15	Mr A Filipus		001
16	Mr H Hamunyela		096, 097, 098
17	Mr T Joseph		039, 040, 041, 063
18	Ms T Nangolo		019, 020, 021, 022
19	Mr S Shikalepo		052, 053, 054, 055
20	Ms E Nauyoma		099, 100, 101, 102, 103, 104
21	Mr F Kandange		034, 035, 036
22	Mr J A Haufiku		056, 057, 058, 059, 060, 061, 062

² Mr Lazarus Amakali works together with Mr Sakaria Shaninga (?)

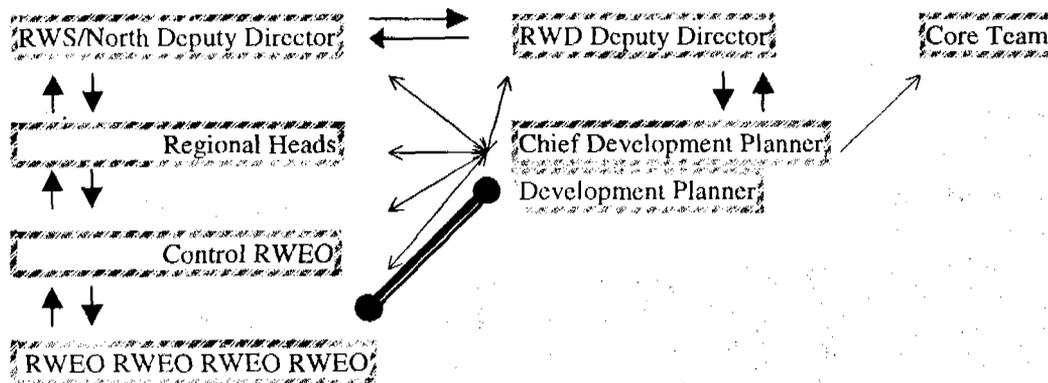
³ old standposts, removed

VI. Issues Arising

The DRWS is to be commended for providing occasion to experiment, as in the case of the pilot schemes and without putting any pressure in terms of inputs, outputs or a plan. On the other hand the impression is created that it is not always clear who is in charge, which is for instance reflected in the lack of co-ordination efforts or feedback on reports.

Related to the previous point are a number of other issues such as internal communication with the help of planning and monitoring tools, decisiveness, ownership over programmes and commitment towards CBM in RWS, especially at RO level where there is frequent pressure to focus more on supplying water to communities.

The following visualises the present internal DRWS communication lines in respect of the pilot pipeline schemes (maintenance section is not represented).



The sets of two-way arrows represent the communication lines as dictated by the DRWS structure. The reporting line (field reports) is depicted by the one-way open arrows and goes from Development Planning to the various actors at the various levels. The subject matter line is directly between the RWEOs and Development Planners. Even though all actors are informed about progress, activities undertaken, problems encountered, the problem solving capacity of the DRWS as a whole is limited.

The BSM has on several occasions expressed concern on the feasibility of a voluntary association managing and eventually owning a pipeline scheme, given the connected responsibilities and the required expertise. It is acknowledged that shifting management responsibilities to the users without the institutional and organisational structures and capacities developed community management is bound to fail. It would be very much appreciated if IRC could provide case studies or examples from other countries where similar situations were dealt with at an earlier point in time.

There is serious concern about the capability of the Regional Extension Service to work without a set of pre-packaged interventions intended to bring about a pre-defined outcome (such as for instance the establishment of WPCs). Besides, the Extension Service lacks a clearly defined and documented programme to structure its interventions with the communities. Apart from WPC establishment and training the RWEOs have little guidance towards working with communities. Follow-up might be added to the list of activities often mentioned by RWEOs but it is absolutely not clear what is understood by it nor what is achieved by doing follow-up visits. (And how that fits in the overall picture of extension objectives). The frequently reported "low efficiency of

RWEOs" by the BSM has to be understood against this background, adding the available operational resources and recently also the demanding WPC Skills Training programme leaving virtually no time for visits to the scheme areas (LWC members, WPCs, communities). The assessment of 'readiness for WPC training' indicates what was feared by some; WPCs do not meet, also because they are completely left on their own. Now, at the time of introducing payment for water RWEOs should do another "crash activity" to discuss with WPCs methods for collecting contributions from users of the water point, if only they had the time and resources.

There are often complaints about the motivation of RWEOs to perform and achieve results. In light of the previous one wonders about causes and effects relationships. Probing into the generally accepted phenomena of low efficiency and low motivation might give insight in the contributing causes, of which some might not be so difficult to take away, if the "will" power exists.

An implementation cum organisational issue is the collection of data, its filing and use, or better the absence of it. Even after "lecturing" LWCs and WPCs on the importance of proper filing and how to organise filing, RWEOs are not applying it themselves. It is true that the Development Planners write reports on general progress in these two pipeline schemes but the regional data should be available at regional level. For data/information one depends on the availability of a RWEO to obtain the required information, rather than access to a system. An indirect but important effect of this is the example set to the LWCs and WPCs who are supposed to keep a number of records. It might be worth for the BSM to contact the Regional Advisor on this particular issue to obtain his views and experiences.

Attending in time to practical field problems provides major OPPORTUNITIES for successful CBM implementation. Hence, the recognition of a holistic approach towards CBM implementation rather than approaching things in isolation.

Replicability ...

Appendix 4

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Process To Start Next Year, Explains Angula

Rural Communities To Pay For Water

By William
Mbangula

OSHAKATI

RURAL communities will be required to pay for water supplies provided by the Ministry of Agriculture, Water and Rural Development as from next year.

The Minister of Agriculture Water and Rural Development, Helmut Angula, said this last week, when he officially opened a water point at Amutanga in Oshana region.

The minister, who was making the first of his extended visit in the regions to inform residents about water management, said this decision was taken in 1997 during a landmark water management meeting in Windhoek.

Ministry officials, traditional leaders and regional councillors attended the meeting.

Angula visited water points from 5-8 July at Oshitutumu,

Ombathi, Oshilulu, Okankolo, Amutanga, Emanyana, Okankororosa and Okashana in the regions of Oshana, Oshikoto, Ohangwena and Oshikoto respectively.

In terms of the arrangements from the 1997 water management meeting, this year will be the last that the government is paying 100 per cent for the water used by the rural communities.

As from the year 2000, the communities will start gradually taking over the responsibility of paying for their own water consumption.

Communities will pay 20 per cent in the year 2000, 40 per cent in the year 2001, 60 per cent in the year 2002,

80 per cent in 2003, and the full 100 per cent in the year 2004.

The government will not contribute to the communities' water consumption as from the year 2005 since the communities will manage all the water points themselves.

Angula pointed out that a request was made to all communities using water points to establish management committees which will also have the right to collect funds from the users in order to pay the water points supervisors and for the maintenance of the facilities.

Currently the ministry is busy preparing the Bill to be tabled in parliament soon to empower the committees

with the right to collect funds for water points management.

"The main aim of our ministry is to provide water points in various parts of the country in order for the people to have access to clean water within a distance of

three kilometers by the year 2005.

But our duty will not be to manage and pay accounts for those water points because that will be the responsibility of the users who are the communities themselves."

Angula added that the ministry's responsibility would be to ensure that the water points are managed properly by the communities.

He urged the communities not to be misguided by the detractors of the government who are going around telling people not to pay for their water supplies.

"We are paying a lot of money for water which we get from Angola and it takes us a lot of effort to make this water usable in Namibia, hence the need to use the water wisely," he emphasised.

Appendix 5

Tentative schedule for the Backstopping Workshop on “Sustainable CBM in piped RWS”

**Tentative schedule for the Backstopping Workshop on "Sustainable
CBM in piped RWS"**

July 13, 1999. Venue: Safari Hotel, Windhoek, Namibia

<u>time</u>	<u>activity</u>	<u>issues</u>	<u>performer</u>
8.45 – 9.00 hrs	- Intro - Programme of the day		
9.00 – 9.20	- CBM and minimum Conditions and Procedures	- Concepts in Nam-RWS vs implementation in the african context - Aim: Schemes' handing-over and CBM - Essential requirements for handing-over and CBM	
9.20 – 9.50	- Historical overview, status quo and conclusions	- lessons learned - DRWS (operational) capacity	
9.50 – 10.30	- Current state of affairs (group work)	- output oriented - focus on the two schemes	
11.30 – 12.45	- Identification of planning and actions towards lease holding	- project a clear time line - strategic planning path - operational capacity issues	
12.45 – 13.00	- Conclusions	- output to reflect workshop objectives	

PROPOSED PROGRAMME FOR EVALUATION DUTCH BACKSTOPPING MISSIONS

Windhoek, Safari Court Hotel
13 July 1999; 14.00-17.00h

Facilitation by DRWS

Time	Activity	By whom
14.00-14.10	1. Introduction	DRWS
14.10-14.20	2. Objectives of Backstopping Missions (from original TOR and agreed Mission TOR)	Backstopping Team
14.20-14.35	3. Concepts and methodologies of BM = overview of BM concept = overview of methodologies = timing of missions = division of spent days = composition BT and Core Team	Backstopping Team
14.35-15.00	4. Methodologies/activities and issues addressed in BMs (plenary) Make 5 activity clusters and 5 issues clusters	DRWS
15.00-15.15	5. Relevance (or usefulness) and effectiveness of clustered activities and issues addressed in BMs (individual assessment by pocket chart scoring, then the average score is calculated) What is meant by relevance ? The importance of the activities and issues for the achievement of the objectives of the BM What is meant by effectiveness ? The contribution by the activities and issues towards the achievement of the objectives of the BMs Relevance and effectiveness score 1-5 (1 is poor; 2 is inadequate, 3 is average, 4 is good, 5 is very good; no opinion is possible)	DRWS
15.15-15.30	6. Achievement of original and added objectives (scoring for each of the listed objectives)	DRWS
15.30-15.45	Coffee and tea	
15.45-16.45	7. Evaluation of concept of Backstopping Missions = do strengths, weaknesses analysis = indicate suggestions for improvement = give alternatives for backstopping mission concept	DRWS
16.45-17.00	8. Conclusions	DRWS

Appendix 6

List of Participants of the Backstopping Workshop

**LIST OF PARTICIPANTS OF THE BACKSTOPPIONG WORKSHOP
“Sustainable CBM in piped rural water supply”**

Windhoek, Namibia, 13 July 1999

- Mr. Pita Nghipandulwa - Director of DRWS
- Mr. Jürgen Eysselein - Deputy Director RWS North
- Mr Karukirue Tjijenda - Chief Development Planner
- Mr. Johan van der Colf - Development Planner
- Mr. Godfrey Tjiramba - Acting Head HRD and Training Sub-Division
- Mr Packy Pakarae - Trainer DRWS HO
- Mr. Sluysken Sampovu - Technician DRWS HO
- Mr. Willy Iyambo - Regional Head, Oshana-Omusati Region
- Mr. John Nendongo - Regional Head, Oshikoto-Ohangwena Region
- Mr. Abraham Nehemia - Chief Control Rural Water Extension Officer
- Ms. Mary Isaac Itembu - RWEO, Oshakati-Omakango scheme
- Mr. Hans van der Veen - Royal Netherlands Embassy First Secretary
- Ms Beth Terry - Backstopping Team member
- Mr. Wim Klaassen - Backstopping Team member
- Mr. Jo Smet - Backstopping Team leader

Appendix 7

**DETAILED REQUIREMENTS FOR HAND-OVER FOR O&M (LEASEHOLD AGREEMENT):
WITH EMPHASIS ON TWO DUTCH-FINANCED SCHEMES**

- 1. for ensuring up-to-standard physical condition of scheme and WP infrastructure**
 - a. trained Regional staff (if rehab done by DRWS staff)
 - b. tender preparations done for major rehab work
 - c. planning and management (including quality control) at Regional level
 - d. resources at Regional level
- 2. for establishment of WPCs**
 - a. sufficiently trained RWEOs
 - b. mobilised communities
 - c. planning and management (including quality control) at Regional level
 - d. resources at Regional level
- 3. for training WPCs**
 - a. training package
 - b. trained RTTs
 - c. sufficiently trained RWEOs
 - d. planning and management (including quality control) at Regional level
 - e. resources at Regional level
- 4. for training Water Point Caretakers**
 - a. training package
 - b. trained trainers (RWEOs and Maintenance Teams)
 - c. sufficiently trained RWEOs
 - d. planning and management (and quality control) at Regional level
 - e. resources at Regional level
- 5. for formation of WPAs**
 - a. all model legal documents prepared
 - b. legal issues and concept of WPA introduced to regional staff
 - c. sufficiently trained RWEOs
 - d. WPA constitutions and management plans written, and WPA members registered
 - e. planning and management (and quality control) at Regional level
 - f. resources at Regional level
- 6. for signing of leasehold agreements between DRWS and LWA and between LWA and WPAs**
 - a. leasehold agreement documents prepared
 - b. sufficiently trained Regional staff
 - c. planning and management (and quality control) at Regional level
 - d. resources at Regional level
- 7. for establishment of LWCs**
 - a. sufficiently trained regional extension staff
 - b. mobilised WPCs
 - c. planning and management (including quality control) at Regional level
 - d. resources at Regional level
- 8. for training LWCs**
 - a. training package
 - b. trained trainers for LWCs
 - c. planning and management (including quality control) at Regional level
 - d. resources at Regional level
- 9. for formation of LWAs**
 - a. all model legal documents prepared
 - b. legal issues and concept of LWA introduced to regional staff
 - c. sufficiently trained regional staff
 - d. LWA constitutions and management plans written, and LWA members registered
 - e. planning and management (and quality control) at Regional level
 - f. resources at Regional level

Appendix 8

List of WPCs Trained in August 1999

LIST OF WPCs TRAINED IN AUGUST 1999

OSHAKATI-OMAKANGO SCHEME

NAME OF WPC	TRAINING VENUE
1. Kashala	Dupumako Church
2. Nambalu	
3. Mwatale	
4. Nakwiya	Dupumako Church
5. Amalodu	
6. Hamaulu	
7. Mushimba	Ehafo Church
8. Shilomboleni	
9. Shifidi	
10. Kakali	Ondjodjo Village
11. Kuhangwa	
12. Andonya	
13. Mandume	Ehafo church
14. Eemwandi	
15. Shindongo	
16. Mulongeni	Omusheshe School
17. Hamukoshi	
18. Muunda	

NAME OF WPC	CARETAKERS TRAINING
1. Mushimba	Ehafo Church
2. Shilomboleni	
3. Shifidi	
4. Mandume	
5. Eemwandi	
6. Kakali	Dupumako Church
7. Kuhangwa	
8. Andonya	
9. Amalodu	
10. Shindongo	