



IRC

International Water and Sanitation Centre

WHO Collaborating Centre

LIBRARY

INTERNATIONAL REFERENCE CENTRE

FOR COMMUNITY WATER, WASH AND

SANITATION (IRC)

FINAL VERSION

REPORT OF

FIRST BACKSTOPPING MISSION TO

THE NETHERLANDS-SUPPORTED

WATER SUPPLY PROGRAMMES IN NAMIBIA

February 1995

824-NA95-13367

ACKNOWLEDGEMENT

The Backstopping Missions of the Netherlands-financed piped water supply schemes rely heavily on the cooperation and partnership with the staff of the Directorate of Rural Water Supplies and many other people. The Backstopping Team would like to express their thanks to all those involved for devoting their time and effort into making this backstopping possible. Particular thanks are due to the Director of the DRWS, Mr Pita Nghipandulwa, and his staff, both at Head Quarters in Windhoek and at the Regional Office in Oshakati, for their considerable amount of support and good cooperation provided. The Backstopping Team likes to mention Messrs Jürgen Eysellein, Sjaak Zijlma, Godfrey Tjiramba, Willy Iyambo, Abraham Nehemia and Henk van der Leest, with whom a very good relationship was built up during the first Backstopping Mission. The discussions and promptness of follow-up activities show the interest and opportunity of the Backstopping Mission in its contribution to the development of sustainable rural piped water supply systems in Namibia.

INTERNATIONAL REFERENCE
RURAL WATER SUPPLY
P.O. Box 13367 AD The Hague
Tel. (070) 81111 ext 141/142
PSW 13367
824 NA 95

ABBREVIATIONS AND ACRONYMS USED

CWC	-	Central Water Committee
DRWS	-	Directorate of Rural Water Supply
DWA	-	Department of Water Affairs
ESA	-	External Support Agency
IRC	-	IRC International Water and Sanitation Centre
LSU	-	Livestock Unit
LWC	-	Local Water Committee
MAWRD	-	Ministry of Agriculture, Water and Rural Development
NWC	-	Namibia Water Corporation Limited
O&M	-	Operation and Maintenance
RNE	-	Royal Netherlands Embassy
RWEO	-	Rural Water Extension Officer
RWS	-	Rural Water Supply
TOR	-	Terms of Reference
WASCO	-	National Water Supply and Sanitation Coordination Committee
WASP	-	Water and Sanitation Policy
WPC	-	Water Point Committee

Content

0. Executive summary
1. Introduction
2. Background: Netherlands-supported water supply projects
3. Methodology and programme
4. Partnership with the Directorate of Rural Water Supply
5. Re-organization and developments within the Department of Water Affairs
6. Physical and institutional progress of water supply schemes
7. Analysis on effectiveness of water supply systems
 - 7.1 Functioning
 - 7.2 Use
 - 7.3 Appreciation
 - 7.4 Hygiene and behaviour issues
8. Analysis on sustainability of water supply systems
 - 8.1 Organization of piped water supply schemes
 - 8.2 Community participation
 - 8.3 Gender issues
 - 8.4 Technology
 - 8.5 Operation and Maintenance
 - 8.6 Cost Recovery
 - 8.7 Community Management
 - 8.7.1 Ownership
 - 8.7.2 Community Organization
 - 8.7.3 Community Financial Management
 - 8.7.4 Community-based Operation and Maintenance
 - 8.7.5 Operational capacities and capabilities
 - 8.7.6 Monitoring
9. Monitoring
10. Environmental sustainability
11. Training development
12. Joint conclusions and recommendations
13. Proposals
14. Backstopping mission planning

0. EXECUTIVE SUMMARY

The Backstopping Mission aims to jointly with the counterpart Core Team of the Directorate of Rural Water Supply review the achievements, effectiveness and sustainability of two Netherlands-financed rural piped water schemes in the Cuvelai Region in Namibia. Furthermore, the joint Teams will assist DRWS to develop and make related community management and support structures operational. In this way increased scheme sustainability will be achieved, field experiences gained and lessons learned.

The first Backstopping Mission took place between 6-18 February 1995. The objectives of this first mission were to familiarize with the situation and identify follow-up and working procedures. Apart from discussions in Windhoek, the schemes and the DRWS Regional Office for the Cuvelai Region were visited, and discussions in the field with communities and DRWS staff were held.

The two schemes are completed. There are remarkable differences between the schemes in terms of physical condition of the structures, community participation during construction, and the present community management potential. The latter is caused by the fact that in the Ogongo-Okalongo scheme, a LWC and WPCs for all water points were established and remained relatively active.

The potential for community management is present. The Namibian Water and Sanitation Policy has clearly formulated statements towards community-managed rural water supplies. This policy is not yet fully operational. The communities are eager to take up this role, but the sector organizations are not yet. The main reasons are that (i) the policy is very new (1993); (ii) the DRWS has only become effective in 1993; (iii) the sector orientation has been up to that time purely geared towards urban and institutional water supply with an engineering bias; and (iv) very important, the DRWS staffing is insufficient at all levels. However, the sector interest and motivation towards community participation and management of rural water supplies is great.

The eagerness of the WPCs to take up community management responsibilities was demonstrated by their collecting contributions from users for management and O&M; by their opening of water accounts; by requesting to allow their Caretakers to do O&M of the water points; by requesting for training for their Caretakers; and for further support in their management roles from DRWS. At the time of the visit, maintenance of scheme and water points was entirely done by the DWA Maintenance Team without any involvement of WPCs and Caretakers, and fully paid by DWA.

Sustainability and effectiveness of the schemes is not yet clear as the community management system is not yet in place, but the potential is substantial. To create the basic conditions to make this community management concept operational, the extension service in the schemes and in the Cuvelai Region has to be expanded. Now there is only one RWEO for the 64 WPCs of the Ogongo-Okalongo scheme, and none for the 60 water points without WPCs of the Oshakati-Omakango scheme. It is therefore recommended that the Netherlands Government provides funds to employ three more RWEOs for the two schemes and one Chief RWEO at regional level for support and supervision. These funds are needed to bridge a three-year period during which DRWS staff positions are temporarily frozen and after which the GRN will take over this staff.

It is further recommended that if the extension service capacity is optimal in the two schemes, these will be used to further develop and demonstrate community participation and community management systems. The Backstopping Team will support DRWS in the development of community participation; community management; technology choice; operation and maintenance; cost recovery (tariff setting); training development; and environmental sustainability.

Shortly after the first mission, DRWS of the Cuvelai Region started training 23 water point Caretakers, and DRWS Windhoek approached the Royal Netherlands Embassy requesting financial support for the employment of four RWEOs, including one Chief. The second mission will be planned as soon as the extension service in the two schemes is fully established.

1. INTRODUCTION

The purpose of the Backstopping Mission is related to the Dutch-financed water projects in Owambo, the north of Namibia, i.e. the Ogongo-Okalongo and the Oshakati-Omakango piped water supply schemes, and the Calueque II project. The construction of the two water supply schemes has been completed; the first scheme has been handed-over by the Department of Water Affairs (DWA) to the Directorate of Rural Water Supply (DRWS).

The abstracted objectives of the Backstopping Mission are (i) to jointly with DRWS Core Team review 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. For details on objectives and methodologies, reference is made to two important documents: the TOR compiled by DWA and the proposal document made by IRC.

The main objectives of the first mission were to become familiarized with the situations and conditions in the Cuvelai Region and the institutions involved, particularly DRWS in DWA, and to identify follow-up and working procedures. The TOR is appended (1).

The first mission was carried out during the period 6 to 18 February 1995.

The Backstopping Team is composed of Mr Jo Smet, Mr Wim Klaassen and Mrs Miriam Truebody (the Namibian team member).

2. BACKGROUND: NETHERLANDS-SUPPORTED WATER SUPPLY PROJECTS

The Netherlands government has been involved in a number of water projects and water-related support activities in Namibia since 1990:

- Rehabilitation of Calueque dam and Olushandja reservoir phase I (1990)
- Rehabilitation/upgrading of water purification plant at Ogongo (1991)
- Construction of rural piped water scheme Oshakati/Omakango (1991)
- Provision of three integrated experts in DWA (1992 onwards)
- Construction of rural piped water scheme Ogongo/Okalongo (1993)
- Baseline survey for socio-economic information in Owambo (1993)
- Rehabilitation of Calueque dam (phase b) and Olushandja reservoir (phase a) phase II (1994) (phase a is being implemented)
- Mission on hygiene education and sanitation in relation to rural water supply (1994)
- Backstopping missions on rural water supply projects (1994)
- Publication "Water, Namibia's most precious resource" (1994)
- Groundwater Recharge and Evaluation Study (1994) (identified activity)

3. METHODOLOGY AND PROGRAMME

The first mission took place between 6 and 18 February 1995. The Terms of Reference and itinerary are appended (1 and 2). Briefing discussions took place with the Royal Netherlands Embassy and DRWS in Windhoek. Furthermore, rural water supply activities and developments were discussed with UNICEF, AfriCare, and AgriFutura (local training institute). The DWA Core and Backstopping Teams spent five days in the Cuvelai Region to discuss projects and activities with DRWS staff of the Cuvelai region in Oshakati and in the field. The two rural water schemes were visited and discussions were held with representatives from four Water Point Committees (WPC) and Local Water Committee (LWC) of the Ogongo-Okalongo scheme. A half-day visit was paid to the FINNIDA-supported rural water supply and sanitation project in the Ohangwena Region. The team also met with the Head of Operations of Bulk Water Supply for the North region. Debriefing discussions were held with DRWS. A half-day presentation and discussion with staff from a wider range of sector organizations was held, including DRWS, DWA, Ministry of Lands and ESAs' representatives (RNE; GTZ advisor). The Royal Netherlands Embassy organized a meeting for ESAs active in the sector to discuss their involvement; this meeting also provided an opportunity for the DWA Core and Backstopping Teams to present their preliminary findings. ESAs represented during this meeting were the Embassy of Germany, French Cooperation, UNICEF, and RNE.

Finally, the proposals and the follow-up activities were discussed with the DRWS as well as with the Royal Netherlands Embassy (RNE). A list of individuals met is appended (3).

4. PARTNERSHIP WITH THE DIRECTORATE OF RURAL WATER SUPPLY

The Backstopping Team has established a good relationship with the Core Team on the DRWS side being: Sjaak Zijlma (Chief Control Engineering Technician) and Godfrey Tjiramba (Assistant Development Planner). Most meetings and discussions, and all field visits to review the situation and conditions were done jointly by the DRWS Core Team and IRC Backstopping Team. To strengthen the links to the regional office in the Cuvelai Region, it was further suggested and agreed by Mr Jürgen Eysselein, Head Division North in DRWS, that Mr Willy Iyambo, Regional Head Cuvelai, will be approached to become a member of the DRWS Core Team. The Netherlands-financed water schemes are in his region and many of the recommendations will particularly refer to his divisional organization and the area.

The Backstopping and Core Team will report on Backstopping-related issues to Mr Jürgen Eysselein.

The Backstopping Team discussed issues related to rural water supply development and planning with Mr Pita Nghipandulwa, Director DRWS. Unfortunately no discussion could take place with Mr Harald Koch, Acting Deputy Director of the Rural Water Development and Planning Division.

It is suggested to have as permanent resource persons for the Backstopping activities, Mr Harald Koch, Mr Bernard Silawa (Assistant Development Planner), Mr Henk van der Leest (Control Instructor Training Section) and Mr Abraham Nehemia (Control Rural Water Extension Officer, Cuvelai Region).

5. RE-ORGANIZATION AND DEVELOPMENTS WITHIN THE DEPARTMENT OF WATER AFFAIRS

The overall responsibility for rural water supply development lies with the Ministry of Agriculture, Water and Rural Development (MAWRD).

In September 1993, the Government decided to transfer the responsibility for rural water supply from the Directorate for Rural Development to the Department of Water Affairs (DWA). DWA was assigned to establish the Directorate of Rural Water Supply (DRWS) which became operational in September 1993. Further re-organization of DWA will take place in connection with the commercialization of Bulk Water Supply. On 21 February 1995, the Cabinet approved the establishment of a company called Namibia Water Corporation Limited. The state will be the sole shareholder and owner. The company is to be established by 1 September 1995 and will be controlled by a Board of Directors to be appointed by the Government. According to the draft organogramme the new DWA will consist of two directorates: Resource management and Rural Water Supply. The Directorate of Rural Water Supply will have three divisions: Rural Water Supply North, Rural Water Supply South and Rural Water Development and Planning. The first two divisions have geographic sub-divisions. The backstopping is particularly involved in the Cuvelai Region as the two water supply schemes, financed by the Netherlands Government, are in this region.

The Division Rural Water Development and Planning has four sub-divisions:

- Planning and design
- Scheme development and contract administration
- Development planning
- Plant and equipment management, and a specific Section Rural Water Supply Training.

The reorganization also involves decentralization of the decision-making process. Shortage of staff at regional and national level hinders effective decentralization. In reality all planning is centralized, all operations are local. Full organizational staffing will be reached in five years time; every year 20% of required personnel will be recruited. The present (February 1995) staff allocation is about 40% of the establishment. However, for the Rural Water Extension Officers (RWEO), the present staffing is only 40 of the 260 required in total. The government-defined gradual increase in allocation is due to funding restrictions resulting from the rationalization policy of the government.

Because of the historical focus and staff composition, the great majority of staff in the DRWS will, according to the organogramme, have a technical background. In view of the changed roles of the DRWS compared to the "old" DWA, re-orientation of staff at all levels towards facilitation and support of community water supply is required. Obviously, there is some resistance to change among staff. Training programmes have been formulated to serve those needs. The Backstopping missions can contribute to this re-orientation through specific short training sessions on specific topics, joint problem analysis and review, and presentation/discussion with field and office staff on mission findings.

The National Water Supply and Sanitation Coordination Committee (WASCO) will be established to cater to policy development and sector coordination. This inter-ministerial

committee, supported by sub-committees, will principally be made up of Permanent Secretaries (PS) of relevant ministries.

The delivery of water in the rural areas hinges on the effectiveness of the client relationship DWA has with the Namibia Water Corporation Limited (NWC) which is responsible for water extraction from the source and conveyance to the distribution network. NWC will have contracts with towns and clients, including the DRWS. NWC will also be responsible for the operation and maintenance (O&M) of the main lines, where at scheme level the LWCs and at water point level the WPCs take over the responsibility on management and O&M.

6. PHYSICAL AND INSTITUTIONAL PROGRESS OF THE WATER SUPPLY SCHEMES

The construction of the two Netherlands-financed water supply schemes has been completed.

The Ogongo-Okalongo scheme has been handed-over by DWA to DRWS. Prior to the handing-over DRWS has inspected the physical condition of the scheme, and after some repairs and corrections, DRWS accepted the scheme. It has been handed over to the LWC.

Observation of some water points with storage tanks and cattle troughs did not reveal major design or construction faults. The quality of construction is good. The LWC, set-up by the consultant during the construction of the scheme, is somehow dormant. The teams (Core Team and Backstopping Team) met the chairman of the LWC. WPCs were elected during the construction. Their functioning is discussed in chapter 8.

The Oshakati-Omakango scheme has not been handed-over from DWA to DRWS. An inspection by DRWS of the physical condition of structures is planned to take place soon. Repairs and some corrections have to be made prior to acceptance by DRWS. The design, construction and present condition of the water points, stop valves and cattle troughs of the earlier built part of the scheme are of a much lower standard than for the Ogongo-Okalongo scheme. During the construction corrections on the design were made, and the later constructed water points seem to be of a higher standard. The original design was older than the Ogongo-Okalongo design. Some observed problems include: many bib cocks worn-out or broken; wash basins with wrong dimensions; drainage of wash basin at wrong side (water tap side); standpost and cattle trough aprons too small; siting at flood vulnerable locations; etc. Clearly, users were not consulted in making design. Maintenance by users is not taking place as no WPCs are existent in this scheme. The LWC may be existent but very dormant.

For both schemes, institutional progress is insufficient to create the foundation for an effective organization in community management of the water supply systems.

7. ANALYSIS ON EFFECTIVENESS OF WATER SUPPLY SYSTEMS

7.1 Functioning

Both the piped water supply systems Ogongo/Okalongo and Oshakati/Omakango were functioning. The physical structure and upkeep of the first scheme was significantly better than the second. All water points in the Ogongo-Okalongo scheme have functioning WPCs while in the Oshakati-Omakango scheme WPCs were not established.

According to the four WPCs (Ogongo-Okalongo) consulted, the systems have been functioning throughout since the commissioning (April 1994) without problem, except for one occasion, for a short period of time, no water was pumped from Ogongo.

7.2 Use

During the dry season and when the rainfall is low the water supplied by the water scheme is being used for both domestic purposes and watering of cattle. With sufficient rain, surface water is available for animals and it is expected that the scheme water is used mainly, but not exclusively, for domestic and institutional (schools, clinics) purposes. At the time of visiting the water points, water collection by people was not observed; according to information from the people during rainy season good quality water from close-by sources is also used. The scheme water is used for drinking, personal hygiene, cleaning and food preparation. In accordance with the official government policy and agricultural practices (growing of the traditional mahango - pearl millet), piped water is not used for crop production. DRWS also does not encourage gardening activities.

The present consumption is much lower than the design consumption figure lcd¹. The quantity of water consumed is one of the indicators to be monitored.

It may be useful to monitor the change in the drinking pattern of livestock since the introduction of the piped scheme allowing livestock to drink piped water throughout the year, will have important consequences for the water volume consumed and subsequent cost to the communities and for the environment. Information thus collected will also have value for other existing and planned schemes.

7.3 Appreciation

During informal and formal discussions with community members and representatives of community organisations WPCs and LWC on the Ogongo-Okalongo scheme, appreciation was expressed towards both the Namibian and the Dutch Government for bringing clean piped water close to the people and thus improving the quality of the lives of the people.

Specific mention was also made regarding the community becoming self-sufficient in that they are not depending any more, unlike other communities, on the Government's tanker service to provide them with water during periods of drought. This rural community

¹ Design is based on domestic consumption of 25 lcd (with a yearly consumption increase of 1%), school consumption of 15 l per pupil per day or 100 l per pupil per day if in hostel, clinic consumption of 30 l per patient per day, plus 45 l per LSU; design period of 20 years with a population growth of 5% per annum.

mentioned as important benefits that there is a decrease in loss of cattle due to a shortage of water, and that their cattle look healthier as they have to walk less and have more grazing time.

7.4 Hygiene and behavioural issues

The Water and Sanitation Policy (WASP) approved by the Cabinet on 21 September 1993 takes a clear stand on the responsible agencies for the Water and Sanitation sector as a whole. It states in 4.8.4 that

- "Supply of water to the rural communities where State intervention is warranted, {is} to be the responsibility of the Directorate: Rural Water Supply in the Department of Water Affairs.
- Public health considerations and user health education {is} to be the responsibility of the Ministry of Health and Social Services, with the municipal authorities taking part in or discharging these functions in their areas"

For this reason and some others (e.g. no budget, no trained personnel) DRWS is only dealing with health and hygiene issues as far as the activities around the water points are concerned. Sanitation (excreta disposal) is not considered at all. This is also in line with the current developmental and technical thinking that water and sanitation should not be linked in one programme because of programme and budget group practicalities. However, a Netherlands-financed mission to identify the possible strategies and approaches for hygiene education and rural sanitation, suggested DRWS should take these tasks on its programme. This was not acceptable for DRWS. A clear decision on which ministry will be responsible for promotion and development of sanitation (i.e. excreta disposal) is expected from the WASCO towards the end of 1995.

The mission had the opportunity to observe some results of hygiene behaviour of the people on the two schemes but did not have the opportunity to discuss health and hygiene issues with the members of the community. There was a striking difference between the conditions of the water points on the two schemes. Although, from accounts from the DRWS extension workers, the Ogongo-Okalongo wash basins are used regularly for the washing of clothes - and in many cases children do the washing - the surroundings of the water points were free of pollution. No pools of standing water, and no plastic or paper items lying around. The RWEO training syllabus contains a module on hygiene education. The effects of trained RWEOs and established Water Point Committees are clear: along the Ogongo-Okalongo scheme with a RWEO and WPCs, clean water points were observed while along the Oshakati-Omakango scheme (with no RWEO and no WPCs) polluted, unclean water points.

It was not possible to observe or discuss hygiene practices of and with the people using the two schemes. In the areas of the schemes, especially in the rural Ogongo-Okalongo scheme, water is still priority number one. However, pit latrines were observed, especially at schools and clinics. The most important message came from the representatives of the four WPCs and the LWC on the Ogongo-Okalongo Scheme when they mentioned that people are "healthier, cleaner and happier" now that clean water is available. It was also mentioned by the representatives that there has been a decrease in diarrhoea cases.

An area of interest could be to look into the congruence between the training material and the actual hygiene practices of people living in the areas serviced by the two schemes. Judged by the comments of the WPC, and LWC representatives, hygiene and health are important issues and should be treated as such by DRWS.

Awareness raising for improved hygiene practices could also be approached through the adult literacy classes, a project of the Ministry of Education also supported by the Netherlands Government. Other subjects as for example the importance of water for life, water quality, etc., could be addressed in a practical way of interest to the participants of adult classes.

8. ANALYSIS ON SUSTAINABILITY OF WATER SUPPLY SYSTEMS

8.1 Organization of piped water supply schemes

The DRWS has developed a number of strategy papers:

- Ownership of rural water supply schemes and individual water points
- Introduction of payment for the service of water supply
- Sector coordination
- Monitoring and evaluation systems
- Relations between Central Water Committee, local Water Committee, Water Point Committee and the Department of Water Affairs
- Legal status of Water Committees
- Implementation of Rural Water Supply Schemes
- Operational Maintenance of Rural Water Supply Infrastructure.

At the Ogongo-Okalongo scheme, there are operational water committees on three tier levels: the Water Point Committee (WPC), the Local Water Committee (LWC) and the Central Water Committee (CWC). An organizational chart of these levels and their relation to higher, lower and parallel structures is given in appendix 4. The DRWS is supposed to support these organizational levels with its extension service.

In the Cuvelai Region, the extension service organized in the section Water Supply, has one Control Rural Water Extension Worker (Mr Abraham Nehemia) and 10 Rural Water Extension Officers, of whom one is in the Ogongo-Okalongo scheme and none in the Oshakati-Omakango scheme. The full extension service establishment for the Cuvelai Region consists of one Control, two Chief and 25 Rural Water Extension Officers.

The Rural Water Extension Officer (RWE0)

The concerned RWE0, Ms. Petrina Ipumbu, plays an important role in the communities and WPCs along the Ogongo-Okalongo pipeline. Her relationship with the community is outstanding. The water points visited were in an excellent condition and the four WPCs consulted were already collecting a financial contribution for water consumption and had established WPC bank accounts while no payments were to be made as yet.

The functioning of the RWE0 is severely restricted by a number of factors: (i) the large area that a RWE0 has to cover as few RWE0s have been employed; (ii) the unavailability of transport; and (iii) the absence of trained, community-supported Caretakers.

Ms. Petrina Ipumbu is supported by the local maintenance team (MT) in terms of provision of transport to far-away water points and provision of repair capacity.

The selection and training of the RWEOs is done by the DRWS. The most important selection criteria are: (i) be from the community; (ii) live within the community; (iii) have a sound relationship with the community; (iv) be recommended by the community; and (v) should have a feeling for community work with the required orientation and motivation towards the community.

It is felt important to employ more women RWEOs. At present there are only two in the Cuvelai Region.

Caretakers

As part of the establishment of the LWCs and WPCs, each committee selected candidates to be trained as caretakers at water point and scheme level. Caretakers are members of the committees. Their remuneration is to be decided by the committees. As the MT of the DWA is doing all maintenance of the scheme and water points, no caretakers were trained and equipped.

It must be noted with great appreciation that the Chief RWEO (Abraham Nehemia) and the RWEO (Petrina Ipumbu) for the Ogongo-Okalongo Scheme have acted very promptly and effectively on the above situation encountered during the Backstopping Mission. On 13 and 14 March a course on water point maintenance was organized and conducting of 23 Caretakers (out of a total of about 60). Technical issues were covered by the Team Leader of the Maintenance Team.

The Maintenance Team (MT)

The MTs belong to the "bulk" water supply in the old structure of DWA. The MT covers a fairly extended area; the number of water points may be several hundreds. Due to the rationalization policy of the Government and the orientation towards community-based O&M of the new Water and Sanitation Policy, the number of technical personnel in the MT-teams will be drastically reduced. The LWCs and WPCs could consider selecting DWA technical staff who become redundant as caretakers. DRWS could encourage them to become entrepreneurs (plumbers) in piped water supply repairs.

The MT in the Ogongo-Okalongo area, however, has not yet been phased out at the time of visit but was later.

The Water Point Committee (WPC)

Along the Ogongo-Okalongo line 64 WPCs have been established. WPCs are elected by the community and organized according the guidelines of DRWS. The WPCs who were consulted narrated openly about the difficulties they faced in performing their tasks as a WPC as for example the unclarity about the organizational arrangements, the MT, caretakers and finance being some. See also section 8.2 on Community Participation.

The Local Water Committee (LWC)

The LWCs of the two schemes have been set up by the consultant at the time of construction to fulfil the project's institutional requirements. Both LWCs are dormant. The primary task of the LWC is to operate and maintain the distribution and reticulation system (not the main line, and not the water points). The membership has several representatives from WPCs and other dignitaries from the area, served by the scheme. The scheme belongs to the LWC as a defined user-ownership.

The Central Water Committee (CWC)

The CWC is the regional coordinating body and water activity stimulating body, that sets regional priorities. It deals with the overall scheme interests. It has many representatives who also hold political functions or have related interests. The CWC meets every month. There is direct communication between the CWC and the political circle in Windhoek. In the Cuvelai Region a political component and motivation has come in as a result of the appointments and nominations made by the President of Namibia in the initial stages of the CWC.

In conclusion, it may be said that the institutional configuration of WPC, LWC and CWC, along with the deployment of RWEOs and the withdrawal of the MT, is shaping up although not yet being realized. DRWS will have to play a pervasive role, but feels restrained to do so because of its financial and personnel capacities. Several policy documents, strategy and working papers, that are well-thought through, have been developed by the Directorate.

At the level of the Cuvelai subdivision, the activities of both the RWEOs and MTs are coordinated from Oshakati. At present only the post of Control RWEO is filled while two posts of Chief Extension Officer are vacant. This attributes considerably to the shortfall of coordinating capacity at that level.

Relationship between DWA and Bulk Water Supply

The Bulk Water Supply (soon to be known as NWC) is responsible for the water intake, transport, treatment and distribution through main lines to clients, which can be LWCs via DRWS, individual clients like farmers, and municipalities. In view of the cooperation between DWA and Bulk Water Supply a number of issues need attention; these include (i) the client relationship between Bulk Water Supply and DWA, especially the LWCs; (ii) prioritizing the demands of different consumers, e.g. domestic supply, cattle watering, gardening, brick-making and commercial irrigation; (iii) the need to balance the engineering approach of Bulk Water Supply versus the community approach of DRWS; (iv) operational affordability and sustainability of the rural schemes in view of the possible low consumption versus the high design parameters/high costs.

8.2 Community participation

The WASP document is quite clear on the role and responsibilities of the Community in water supply and sanitation. It states that "... community ownership and management of facilities should be adopted as the strategy of choice for the water supply and sanitation sector in the rural areas"... "Government support services should be seen as a medium for eventual self-sufficiency..." and "Government should thus rather pursue the role of a facilitator than a provider" (WASP. 4.7.2). Moreover, in the overall sector objectives it is stated that an improved water supply should

- "1. Contribute towards improved public health.
2. Reduce the burden of collecting water.
3. Promote community-based social development taking especially into account the role of women.
4. Support basic needs.
5. Stimulate economic development." (WASP 4.4)

In the new policy, social development has become the overall goal and the supply of improved water has become the vehicle to achieve this national goal. People can only develop themselves by participating and managing their own lives and own resources.

This is a radical departure from the traditional water supply approach but is in line with approaches and developments in other Ministries and in the Non-Government Sector. In discussions with officials and with the community it is clear that this new approach is the preferred approach and seen as the only one leading to the maintenance of the scheme. However, being such a new concept, not only with the Directorate, but in Namibia as a whole, the problem is how to define community participation, how to delineate the areas of authority and operation of both community and government and how to ensure that community participation really occurs.

One of the methods introduced by DRWS is the appointment of RWEOs who undergo a series of theoretical training courses and periods of practical field work to prepare themselves to work as community facilitators. It is the practice to recruit RWEOs from the area where they will be working. It is the belief that knowing the community you are working in and being known by the community will ease the RWEOs task as agent of change. Special emphasis is put on the acquisition of the following skills: problem solving, innovation, communication, and facilitating the establishment of community user/owner structures.

The acknowledgement of DRWS that an effective extension service is the key to successful community involvement and community management is laudable. An interesting situation has developed on the two schemes. The Ogongo-Okalongo Scheme has one extension worker and has according to DRWS facilitated the establishment, through a process of democratic election and water point committees for all the water points on the scheme. A Local Water Committee was established when the scheme was initiated to provide an entrance into the community and to provide the basis for the development of future community involvement structures. At that time, community participation was limited to the identification of the location of the water points; digging and backfilling trenches etc. On the Oshakati-Omakango scheme there are currently no WPCs and the LWC is poorly functioning and may for all practical reasons be non-existent. As mentioned above, it appears as if the absence of WPCs, LWCs and RWEOs is directly related to the condition of the Oshakati-Omakango water points.

However, the level of community participation is not optimal as yet. The elected representatives of the four WPCs (the team had discussion with) and the LWC on the Ogongo-Okalongo scheme identified a number of issues which, according to them, cause a lower level of participation than what can be expected. The problems mentioned by WPC members include lack of trust by the community in the WPC members, lack of awareness about the tasks and the goals of the WPC, low attendance rate at regularly scheduled community meetings, the many other organisational commitments members of the community have. The venue and the time of the meetings were also identified as stumbling blocks to full participation in community meetings. That there is already a commendable level of participation by the community is evidenced by the fact that the water points observed by the Mission are well-kept and that some communities are already contributing cash to a water point maintenance fund. It is envisaged that participation could increase with additional extension support and specific training and support

programmes, for both WPC members and the community. Unfortunately, community members could not be met.

In the meeting with the WPCs it was also mentioned that some community members complained about the distances to the water point (although distances to reliable water supply had greatly improved) or if the WPC made restrictions on use of piped water, e.g. for brick-making or gardening.

8.3 Gender Issues

GRN Policy on gender issues

Gender Issues

Article 10 of the Namibian Constitution guarantees equality of all persons and freedom from discrimination on the grounds of sex, race, colour, ethnic origin, religion, creed or social or, economic status. Article 23(2) makes provision for the enactment of legislation providing for the advancement of people who were discriminated against in the past so that they can take up their rightful position in the Namibian society. Article 23(3) speaks directly to the issue of the advancement of women. It reads as follows:

"In the enactment of legislation and the application of any policies and practices contemplated in SubArticle (2) hereof, it shall be permissible to have regard to the fact that women in Namibia have traditionally suffered special discrimination and that they need to be encouraged and enabled to play a full, equal and effective role in the political, social, economic and cultural life of the nation."

During 1993, Namibia ratified the United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). This was another step in the process of developing Namibian policies and programmes to ensure the establishment of a just civil society.

With the Namibian Constitution as a basis, the WASP document also addressed the advancement of women. One of the overall sector objectives for improved water supply reads as follows:

"3. Promote community-based social development taking especially into account the role of women."

However, in the official DRWS Strategy Papers there is no specific programme or guideline for achieving the above-mentioned objective. This is an area in which the Backstopping Team can be of assistance to the Directorate.

Regarding the actual situation in the Directorate and within the communities serviced by the two Netherlands-funded schemes, the following has been observed.

Employment of women staff in DRWS

Currently (February 1995) there are no women in middle and top management in the Directorate. Women appear in great numbers on the secretarial and clerical level and

are now being trained and appointed as RWEOs. Although the DWA has made great strides in the opening up of career paths for non-technical staff, the image of the DWA is still male and technical/engineering oriented, and advertisements attract males with technical and engineering background or interests. As the Directorate has only male employees the job interviews are all conducted by men. Within the Namibian socio-cultural milieu this will mitigate against women. DRWS needs to be supported in its efforts to advertise, interview, appoint and train women on all levels within the Directorate.

Composition of community user/owner structures

Due to the nature of the first Mission, contact was made only with representatives with a limited number of committees. The women office bearers (chairpersons, secretaries and treasurers) were outnumbered by men (6 women and 14 men) but they were vocal and aware of issues regarding water, sanitation and other community concerns. The extension worker on the Dutch-funded schemes is a woman. She is doing a good job according to accounts from both the community and DRWS. Much more information needs to be collected for example regarding the reasons for the election of the women office bearers by the community, their actual power and authority in the committees, and the role model they present to women as well as men.

Design and operation of water supply structures

It is clear that women have not been consulted in the design of structures, for example, the design of the washbasins in terms of height, depth of the basin, flat area to put detergent, etc. It is recommended that the design team designs structures of standposts and cattle troughs after consultation with the actual users (in the case of wash basins, women and children).

8.4 Technology

According to the present policy of the DRWS, the priorities for technology selection are (in order of priority) handpumps (possibly with windmill); diesel/ electro-powered pump; and piped water supplies. The technology selection for the two Netherlands-financed schemes has not been done in consultation with the communities but by DWA. In view of the non-availability of groundwater sources (very saline in the Cuvelai region), piped water supply technology seems to be appropriate. Actually a large proportion of Owambo is being supplied with water from the Calueque Dam in Angola.

The design is based on the following design criteria: domestic consumption of 25 lcd (with a yearly consumption increase of 1%), school consumption of 15 l per pupil per day or 100 l per pupil per day if in hostel, clinic consumption of 30 l per patient per day, plus 45 l per LSU; design period of 20 years with a population growth of 5% per annum. A socio-economic survey was done to make estimates of the number of people, cattle and livestock present in order to determine the required quantity of water to be supplied. Each water point has a storage reservoir (at least one) of a standard volume (e.g. 10m³) depending on the number of users; schools are always provided with their own storage tank.

Monitoring of consumption patterns at WPC and LWC level will be done to give information on actual consumption versus design criteria.

The sustainability of this type of technology under the prevailing rural capacities and related to the envisaged policy of gradually increasing cost recovery (water tariffs) will be tested in the years to come.

8.5 Operation and Maintenance (O&M)

The Ogongo-Okalongo scheme has been handed over to the LWCs. Therefore, according to the contract with DWA, this committee is responsible for O&M of the scheme (LWC) and the water points (delegated responsibility of WPCs). Despite this agreement the MT continues to carry out all minor and major repairs and does not charge the community for these services. Moreover, WPCs expressed eagerness to take on the O&M responsibilities, but were not allowed by the Maintenance Team. WPCs found this situation confusing: ownership of system but no responsibilities, caretakers selected but not trained. Nevertheless the WPCs met along the Ogongo-Okalongo scheme have started collecting water fees. Continuation of repair activities by the MT would undermine the credibility of the WPCs towards the community while having funds accumulated for undefined purposes may lead to abuse. Leaving O&M with the MT also acts against the principle of community management and community-based O&M of water systems.

It should be noted that organically the MT does not belong to the DRWS, but to Bulk Water Supply. Perhaps the MT receives different instructions from both departments, which leads to unclear performance and even loyalty considerations. The MT may also work towards proving their indispensability and work security.

An O&M system has to be developed in which roles and responsibilities of different actors at different levels have to be defined. The Maintenance Units of DRWS have a role to play as well. The WPCs and LWCs may need support from small private enterprises for specialized minor and major repairs, and for spare parts. The backstopping missions will assist in the development of such an O&M system, its introduction and its field testing.

8.6 Cost Recovery

The policy of the GRN on cost recovery is clear. The users have to pay for the full operation and maintenance cost (4.7.2). In incidental cases, where financial capacities are very limited, the option of subsidy on O&M cost can be considered. DRWS developed a strategy paper on cost recovery. A clear cost recovery policy is not yet operational. The contract between DRWS and LWC particularly states that the LWC and subsequently the WPCs' responsibility to manage and finance the O&M. The strategy paper indicates the gradual increase in six steps in costs to be recovered from the users: at present only O&M and management costs of branch pipelines and water points (to be organized by LWC and WPC), then payment for production costs to NWC, to eventually payment for full cost of water including investment costs. At this moment, only the first steps in this strategy have been approved by the Cabinet. The other steps need to be further formulated.

In the Cuvelai Region there are not only piped water supply systems, but also shallow wells and boreholes with handpumps. The FINNIDA-supported project in Ohangwena Region also supports the construction of shallow wells with windlasses. It is noticed that there are big differences in O&M costs of piped water supply, borehole diesel/electro-

powered pumped systems, and systems with handpumps or windlasses. It is expected that the real O&M costs of diesel/electro-powered systems and piped supply systems are often beyond the financial capacities of the users. Technology choice based on conditions and local capacities therefore needs increased attention for reasons of sustainability.

8.7 Community Management

8.7.1 Ownership

Legally the LWCs own the schemes on a user-ownership basis, i.e. the ownership of the facilities of the water supply schemes can be considered as being leased to the LWCs. The physical structures remain the property of the government but the users (through WPCs and LWCs) have the responsibility to take care of the systems up to a level defined in the Agreement between the Government and LWC. The legal implications of the LWC owning the scheme are rather unclear. The LWCs will establish Agreements with the WPCs.

For many community members the ownership is still unclear. Some communities think that the GRN owns the systems. The unclarity in ownership is augmented by the fact that the MT of DWA discourages the WPCs (Ogongo-Okalongo scheme) to maintain their systems as Caretakers who have not been trained; instead the Maintenance Team carries out all the regular maintenance without any payment by the WPCs.

8.7.2 Community Organization

Not all WPCs (Ogongo-Okalongo scheme) had the full backing of the community. Several issues have contributed to the fact that not all community members see a clear role for the WPCs. This is evident in that the WPCs' role is presently minimal as they carry out only a very few activities, and in practical terms the agreed role of the WPCs has not been made operational by DRWS.

The LWC (Ogongo-Okalongo scheme) has no direct representation from the WPCs but was apparently set-up by the Consultant during the construction of the scheme. At this moment the LWC has not taken up the defined tasks as yet.

Guidelines on tasks and responsibilities for both LWCs and WPCs have been formulated (Strategy Paper 6) to assist the effective functioning of these committees; operational guidance is to be provided. The tasks of the secretary, treasurer and caretaker of the committees are especially substantial. Remuneration or allowance suggestions for committee members could be discussed with the committees and users.

8.7.3 Community Financial Management

During discussions with some WPCs, it was discovered that WPCs situated along the Ogongo-Okalongo line are collecting financial contributions from households, and have opened bank-accounts. The community financial management systems being used, including the method of collection of money, is not clear as yet. The present financial contributions from the households (Ogongo-Okalongo scheme), N\$ 5 per household per year, have not been based on any O&M cost analysis. Furthermore a flat rate per household, not related to the number of household members and livestock, is used. In the

future, households also must contribute to the costs of the O&M of the scheme (by LWC) via their WPCs, except the main line (by NWC). Transparent financial systems including accountability to the users are to be further developed.

The collection of money from households for the use of water from the scheme can only be justified if this money will be used for O&M and other water scheme-related activities. As all O&M is done free of charge by the MT currently, their presence very much disturbs the start of the community management of the water supply systems.

8.7.4 Community-based Operation and Maintenance

This is not yet taken place as the MT is carrying out all O&M at the water points, the branch and main lines. WPCs are not allowed to do any preventive or corrective repairs. Furthermore, caretakers have not been trained in O&M of water points. The Training Section of DRWS could programme the training of the caretakers while the MT is still present along the Ogongo-Okalongo line. Selected caretakers could join the MT in their daily duties for on-the-job training as is actually practised after the first Backstopping Mission.

8.7.5 Operational capacities and capabilities

The need for training of WPCs and LWCs to enable them to execute their technical, organizational and managerial tasks in the management and O&M of the water points and schemes, is to be assessed. It is expected that most of the training and support can be given by the RWEOS (to WPCs) and the Chief Control RWEOS (to LWCs). At present, the two Chief RWEOS posts in the Cuvelai Region are vacant.

8.7.6 Monitoring

Apart from keeping accounts of the collected and deposited money, no monitoring is being done at community, WPC and LWC level.

9. MONITORING

A strategy paper with examples of indicators on monitoring at different levels has been developed but not being made operational as yet. The major reason being that the extension service is not yet fully established. Monitoring is to be seen as a management tool of which the results can be used at different levels for regular checks on functioning and use, control, progress and planning of new activities. The design of monitoring systems is to be done very carefully. The Backstopping Team will support the further development and field testing of a monitoring system.

10. ENVIRONMENTAL SUSTAINABILITY

Environmental implications of water development

Historically the availability and nature of water supplies have determined the way of life of the communities in northern Namibia. Besides the need for domestic water, water needs for cattle have been prominent.

In the past, cattle movements in the wet and dry seasons were determined by the location of water sources; the availability of seasonal water sources ran parallel to seasonal pastures. When water in the source dried up, there would be no grass and no grazing until the next wet season. It was this mechanism that regulated the density of the animals in northern Namibia. The improved water supplies in the Cuvelai Region and other areas enabled the pastoralists to break away from the dependence on water and pastures but at the same time brought in the risk of having too many animals in too small an area.

As 97% of the land of Namibia is semi-arid, the natural environment has a limited carrying capacity. The natural environment of the Cuvelai Region is especially vulnerable to overpressure as the human residential density is the highest in the country and pastoralism is an important way of life. By improving the water supply the number of cattle generally increases, sometimes to the point where there is too much water in relation to the quantity of grazing land.

Before the piped supply was in operation, the farmers had to rely on surface water in dams, canals and wells and boreholes. The two schemes brought piped water closer to the homes for people and animals.

The villagers expressed their appreciation for having permanent water sources available in the village. It was noted that:

- (i) Livestock gather every morning and evening at the watering troughs. In some villages the numbers may amount to several hundreds and it was said that the herdsman have to wait up to three hours before all cows and goats have been able to drink. As a result, the area surrounding the trough is contaminated with animal excreta.
- (ii) The immediate availability of water leads to greater reproduction of cattle.
- (iii) From the concentration of the cattle around the water points and the daily trek to and from the water point, localized overgrazing occurs. Goats generally feed from the shrubs and trees in the neighbourhood thus reducing the vegetation. The overgrazing results in eating annual plants and grasses at an early stage of plant development and before seed maturing. This retards regeneration.
- (iv) It is a new phenomenon in the (Cuvelai) communal lands that farm and grazing areas are being fenced off with poles and sticks. This may be caused by increasing density of cattle. This fencing does cost large numbers of trees.
- (v) Some farmers in the communal land area fence their land, but have their cattle grazing on the unfenced communal land till the grass is finished there; then they take the cattle inside the fenced area. This practice puts an extra pressure on the communal land as concentrated grazing will take place.
- (vi) No erosion has been observed nearby the water points as the land is flat and rains are limited.

Ranch management is essential for proper water and environmental management, and has to be based on the carrying capacity of the land, however, a ranch is not a village. The Backstopping missions will put this issue of land use planning on the agenda for the future to be discussed with DRWS and other organizations active in this field in Namibia.

11. TRAINING DEVELOPMENT

The DRWS has developed a Training Needs Assessment and Training Programme for 1995 and 1996. The report provides adequate review of the limitations and constraints met by the DRWS employees. It should be noted however, that training is seldom effective in improving an organization's functioning if it is not part of an overall organizational development programme. Within the organizational development there are some key systems, such as the nature and priorities of the operational system, the financial and administrative system, the learning-planning system, information-communication system, decision-making system and the like. It is recommended to assess during the implementation of the training programme which and how organizational changes will have to go together with the improved level of skills, knowledge and the growing ambitions of the personnel.

During the programme the effectiveness of the courses in terms of behavioural change needs evaluation and comparison of the financial burden of the programme with the expected gains. This can be achieved by annual performance appraisals in order to assess the personal and professional performance of the employee.

Training of the RWEOs is in the beginning stage, and there is a constraint in training capacity. Training of Trainers needs further attention, particularly more and better capacities for trainers of RWEOs.

12. JOINT CONCLUSIONS AND RECOMMENDATIONS

1. The whole structure of community participation and community management has been well thought-through and developed in a conceptional way (strategy papers) with some issues also having more detailed working documents produced. Community participation is being practised through involvement of community members in the implementation of the systems and the establishment of WPCs; the training and posting of the RWEOs greatly contributed to this. The field application of the concept of community management, i.e. making LWCs and users responsible for their systems, has not yet been done. The major reasons for this are the insufficient DRWS staffing at national, regional and local level, and the required change in attitude, thinking and practice. The DWA has incorporated the policy and concept of community-managed rural water supply as the only sustainable modality to provide water to people in rural areas. The change from service provision towards community-managed systems takes time and requires a tremendous adaptation of the earlier engineering-oriented staff. Greatly appreciable efforts are being carried out by the training staff to speed up the adaptation. The established organizational structure can only be fully staffed after some three more years, as the GRN allows only a gradual increase in new staff, particularly required for the extension services at all levels.
2. Despite the understaffing of the DRWS, the community-managed rural water supply concept is to be made urgently operational for the new schemes to have the effectiveness and sustainability of these systems secured. This means LWCs, WPCs, RWEOs and chief RWEOs should be present and functioning, in a gradually increasing number of schemes.

3. Furthermore, the conceptually well-structured systems (e.g. for Extension Services, O&M, Cost Recovery, etc.) for community managed rural water supply systems need to be further developed, field-tested and demonstrated for further application in other schemes. As these systems are part of a dynamic environment, continuous review and adaptation are required.
4. Considering the present constraint on limited extension service capacities in the field, i.e. both RWEOs and Chief RWEOs, it is suggested that ESAs funding physical implementation of rural water supply projects, also finance the temporary employment of the required RWEOs and Chief RWEOs until the DRWS has reached full establishment.
5. The effectiveness and sustainability of the water supply systems is not yet clear as the community management system has not yet been put in place. Only when that is done, the test can be performed. The earlier mentioned system development for extension services, O&M, Cost Recovery and Monitoring therefore have to be developed in a very realistic way.
6. The effects and impacts of improved water supply on the environment are not clear. Some observations were made during the first mission. This aspect is of crucial importance and therefore the environmental impact and sustainability will be permanent items on the agenda of the Backstopping Team.
7. The backstopping Team will support the development and testing of the following fields of the community water supply:
 - * community participation including gender issues
 - * community management
 - * technology
 - * operation and maintenance
 - * cost recovery
 - * environmental sustainability
 - * training development

Reference is also made to chapter 14 - Backstopping Mission Planning.

13. PROPOSALS

Apart from the Backstopping issues covered in the TOR and IRC Proposal, the following activities are proposed (some may have an overlap with the TOR and/or proposal):

Development and demonstration scheme

1. The Ogongo-Okalongo scheme is one of the most developed piped water supply schemes in the Cuvelai Region with all WPCs established. Also a LWC, as installed before the construction, is still in place but dormant. This scheme will be further developed to make it suitable for a so-called "development and demonstration" or "learning" scheme. Further scheme development implies that the WPCs and LWC have to be made operational according to the GRN water policy and strategy papers. Community management approaches and tools will be further developed and field-tested in this scheme by DRWS with a support role of the Backstopping Team.
2. To make the Ogongo-Okalongo scheme fully operational at LWC and WPC levels, one RWE0 for the WPCs in the northern part of the scheme next to the present RWE0 for the southern part, Mrs Petrina Ipumbu, is required. For the higher level of extension work including the LWC training and guiding, one Chief RWE0 is needed for the Cuvelai Regional office in Oshakati. Funding from DAIS for the RWE0 and the Chief RWE0 for a period of three years is sought.
3. The selected caretakers in the WPCs and LWCs in the Ogongo-Okalongo scheme should be trained by the pipeline Maintenance Team of DWA having their camp along the main line of the scheme. This can be done with immediate effect. This will be an important step for the transfer of responsibilities from DWA/DRWS to the communities. Training programme and tools etc. can be provided by the Training Section of DRWS.
4. DRWS with its Core Team and supported by the Backstopping Team will further develop community-management support systems such as for rural water supply extension services, O&M, cost recovery and monitoring.
5. The DRWS Core Team and the Backstopping Team will jointly support the progress of development of Support Systems, their introduction and their functioning in the Ogongo-Okalongo scheme. Wherever needed, adaptation will be proposed. The expected gradual increase in the Ogongo-Okalongo scheme's effectiveness and sustainability will be monitored. This can be done by the RWE0s, the Control and Chief RWE0s of the Cuvelai Region.

Oshakati-Omakango scheme

6. For the Oshakati-Omakango scheme basic extension services will be started by establishing WPCs and reactivating the LWC, two RWE0s are required; funding from DAIS for these two RWE0s for a period of three years is sought. Progress will be monitored by the RWE0s and the Chief RWE0 of the Cuvelai Region.

Requested funding Netherlands Government

7. These four urgently required DRWS staff (three RWEOs and one Chief RWEO) can not be financed by the DRWS as the establishment for this year has been reached. Therefore, the Netherlands Government will be requested to make funds available to cover the costs of these four staff for a period of three years, when DRWS will take them over on their personnel establishment. DRWS will formally request and state this commitment if DAIS in principle agrees with the idea. The estimated required fund is DFL 30,000/year, so a total of about DFL 90,000 for three years.
8. Funding for transport for the Chief RWEO to be recruited is being sought, being DFL 40,000.

Discussion on Ogongo-Okalongo scheme experiences and other issues

9. The DRWS Core Team and the Backstopping Mission will discuss the experiences of the "learning" project with a wider audience, e.g. other staff of DRWS, DWA and NWC, and also other ministries, NGOs and ESAs.
10. As requested by DRWS, the Backstopping will consider half- to one-day participatory workshops/training sessions on specific topics related to the Backstopping activities. Topics will be decided before the next mission.

Capacity Development Fund

11. DRWS and the Backstopping Team like to request the Netherlands Government to make the dormant Capacity Development Fund suggested in the IRC Proposal active for several possible training activities. The most opportune activities will be indicated after approval of the use of the Fund. Activities may include (i) training on supervisory and management skills for Control and Chief RWEOs; (ii) training of trainers of RWEOs; (iii) training on participatory methodologies, participatory monitoring for field staff.

Selection and orientation Dutch experts

12. If requested, the Backstopping Team can assist DAIS in selecting suitable candidates for two new Dutch experts in DRWS (approved posts on Development Planning for South and North of Namibia) and one replacement for the present leaving training coordinator. Selected experts can be briefed by the Backstopping Team on their jobs in Namibia.

In principle the Backstopping Missions will have an interval period of six months. Timing of next mission is to be decided later depending on progress on RWEOs and Chief RWEO recruitment, training and posting.

Table: OVERVIEW OF PROPOSED PLAN-OF-ACTION RELATED TO COMMUNITY MANAGEMENT IN NETHERLANDS-FINANCED WATER SCHEMES IN CUVELAI

	Activity	Time schedule	Actors	Finance	Status
1.	<i>Ogongo-Okalongo scheme</i> Agreement on development scheme into "development & demonstration" scheme	March 1995	DRWS	nil	
2.	<i>Ogongo-Okalongo scheme</i> Recruitment and training of one Chief RWE0 and one RWE0	March-September 1995	DRWS	see 7.	
3.	<i>Ogongo-Okalongo scheme</i> Training of caretakers of LWC and WPCs by DRWS and MT	March-September 1995	Training Programme by DRWS; on-Training by Maintenance Team DWA and RWE0	??	
4.	<i>Ogongo-Okalongo scheme</i> DRWS with support Backstopping Team develop and introduce community management support systems	March 1995- mid 1997	DRWS; DRWS Core Team; Backstopping Team	??	
5.	Regular review of development, introduction and functioning of community management systems	continuous	WPCs; LWCs; CWC; RWE0s, Chief RWE0; DRWS; DRWS Core Team; Backstopping Team	??	
6.	<i>Oshakati-Omakango scheme</i> Reactivating LWC and WPCs; recruitment of two RWE0s; monitoring progress community management	March 1995- January 1996	<u>as for 5.</u>	see 7.	
7.	Request to Netherlands Government to fund the four new DRWS extension staff for three years	February/April 1995	DRWS	DFL 90,000	
8.	Request to Netherlands Government to fund purchase of transport for Chief RWE0	February/April 1995	DRWS	DFL 40,000	
9.	DRWS Core Team and Backstopping Team organize workshops on experiences "learning" project	Backstopping Mission periods	DRWS Core Team and Backstopping Team	DFL 2,500	
10.	Backstopping Team organizes short workshops on specific topics	Backstopping Mission periods	DRWS Core Team and Backstopping Team	DFL 2,500	
11.	Request to DAIS to activate the Capacity Development Fund	March/April 1995	DRWS Core Team and Backstopping Team	nil	
12.	Assistance to DAIS in selection and briefing of Dutch experts for Namibia	continuous	DAIS and Backstopping Team	to be indicated per activity	

14. BACKSTOPPING MISSION PLANNING

For future Backstopping missions the following modus operandi is suggested for Backstopping Team and DRWS Core Team:

- DRWS: briefing and discussion programme and issues
- RNE: briefing
- local and external support agencies: informal discussion if appropriate
- activities in Cuvelai: including joint review/monitoring; joint analysis/discussions; joint conclusions/recommendations; joint strategy development; training; joint presentation conclusions/recommendations
- DRWS and others: workshop on conclusions/recommendations; specific topic presentation/discussions
- DRWS: programming for follow-up backstopping activities (in-between missions and next mission)
- RNE: debriefing

The Backstopping Team can give some support in-between missions through the local team member, through the team members in the Netherlands and the IRC staff on specific issues. The activities of the team members will be coordinated by the team leader who has to approve requested inputs. Also, information and documentation requests from DRWS to IRC can be met if they are in line with the TOR and within the financial boundaries of the backstopping.

APPENDICES

- 1. Terms of Reference of the First Backstopping Mission to DRWS Namibia**
- 2. Itinerary of the First Backstopping Mission to DRWS Namibia**
- 3. Organizational chart of institutes/organizations involved in the rural water supply in Namibia**
- 4. List of individuals met during the first Backstopping Mission**
- 5. List of participants of the workshop on 16 February 1995**

First Backstopping mission to Namibia February 1995

- to familiarize the Backstopping Team with the DWA staff (national and in project areas), RNE staff and possibly to be involved consultants
- to assess the recent developments in the water supply sector through a participatory workshop approach, both at national and field level
- to discuss as DWA Core/Backstopping Team sector approaches and donor involvement and conditions with key bilateral donors to the rural water supply sector at and chaired by the RNE
- to familiarize through field visits with the Dutch-supported project areas and possible other relevant projects in northern Namibia; and to jointly with DWA review implementation process and experiences
- to discuss wherever possible rural water supply sector issues with other donor-supported projects staff while in the North of Namibia
- to assess the need for the establishment of a "Capacity Development Fund" as indicated in the proposal
- to jointly present the DWA Core/Backstopping Team's preliminary findings in a workshop with a wider audience (DWA and possibly other supporting and implementing organizations) for discussion and follow-up
- to discuss and agree on follow-up activities by DWA core team and DWA staff, and the Backstopping Team itself, on the joint mission findings; these activities have to be endorsed by DWA and RNE
- to discuss and agree on the future backstopping missions and interim activities: scope, methodologies, activities, fields of attention and timing, also in relation to the IRC's contract with DGIS; these planning and activities have to be endorsed by DWA and RNE
- to produce a brief report on the mission's agreed findings, recommendations and follow-up

ITINERARY

ADV/Namibia 228

First Backstopping mission to Namibia February 1995

from 06 to 18 February 1995

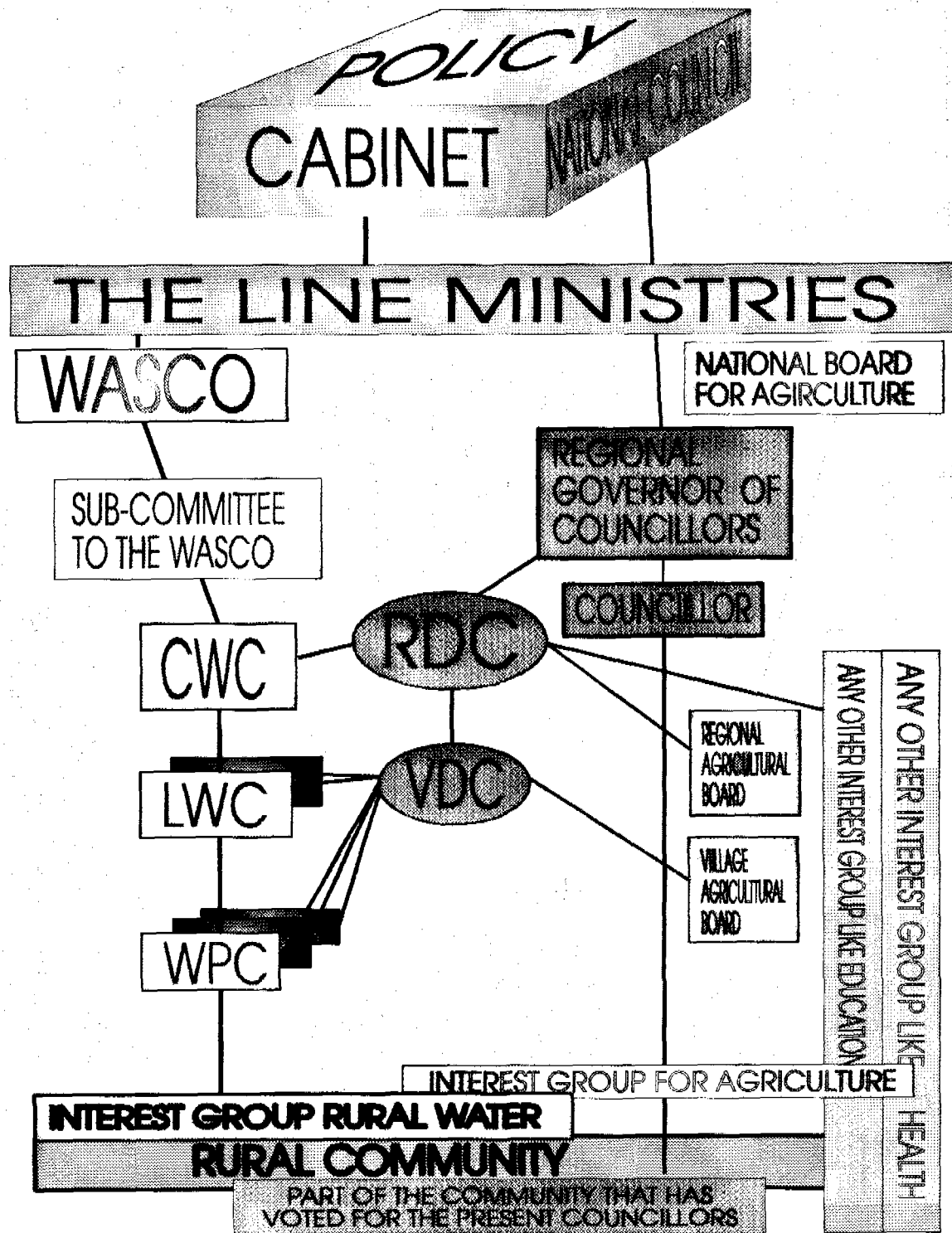
expected arrival: 07 February 1995 at 12.55 by SA 70

departure: 18 February 1995 at 13.40 by SA 71

- Mon 06 Feb travel Amsterdam - Windhoek
- Tues 07 Feb noon arrival Windhoek
late afternoon discussions DRWS Core Group and Mrs Van Waegeningh RNE Windhoek
- Wed 08 Feb a.m. Discussions with Deputy Permanent Secretary DRWS, Mr Richard Fry
a.m. Discussions with DRWS staff: Jürgen Eysselein; Sjaak Zijlma; Godfrey Tjiramba; Henk van der Leest
p.m. discussions with sector organizations in Windhoek: UNICEF; AfriCare; Agrifutura
- Thu 09 Feb travel to North by car
- Fri 10 Feb a.m. discussions with DRWS staff of Cuvelai Region in Oshakati
p.m. visit to Ogongo water canals;
Olushandja Dam and Cunene river
- Sat 11 Feb visit Ogongo-Okalongo Scheme
meeting with LWC and WPCs
- Sun 12 Feb a.m. visit Oshakati-Omakango scheme
p.m. team discussions
- Mon 13 Feb a.m. final discussion with DRWS Cuvelai Region
p.m. field visit to Water Supply and Sanitation Project Ohangwena Region, including Omafo-Eenhana scheme
- Tues 14 Feb a.m. discussion with Bulk Water Supply Oshakati
p.m. travel to Windhoek
- Wed 15 Feb a.m. discussions with DRWS Core Group and Mr Jürgen Eysselein
p.m. meeting at RNE on donor-supported activities on rural water supply in Namibia: RNE; French Cooperation; Embassy of Germany and UNICEF, with DRWS Core Group
- Thu 16 Feb a.m. participatory workshop on findings for DRWS, DWA, RNE and possibly other supporting and implementing organizations (by DRWS Core/Backstopping Team)
p.m. continued discussions with DRWS Core Group on follow-up

Fri 17 Feb a.m. final discussions with DRWS on follow-up
a.m. final discussions with RNE on follow-up
p.m. departure for Amsterdam

Sat 18 Feb arrival in Amsterdam



Appendix 4

LIST OF PEOPLE MET

Department of Water Affairs

- Mr. Richard Fry
- Mr. Pita Nghipandulwa
- Mr. Lutz Ebrecht
- Mr. Jürgen Eysselein
- Mr. Sjaak Zijlma
- Mr. Abraham Nehemia
- Mr. Henk van der Leest
- Mr. Godfrey Tjiramba
- Mr. Willy Iiyambo
- Mr. Isaac Ashepale
- Mr. Fenias Elago
- Ms. Petrina Ipumbu
- Mr. Wally Schmidling
- Deputy Permanent Secretary (Directorate of Rural Water Supply)
- Director of DRWS
- Deputy Director DRWS South
- Deputy Director DRWS North
- Control Engineering Technician
- Control RWEQ, Cuvelai Region
- Coordinator Training Section DRWS
- Development Planner, DRWS
- Regional Head, Cuvelai Region
- Hydrologist, Cuvelai Region
- RWEQ Deputy, Cuvelai Region
- RWEQ, Ogongo-Okalanga Scheme
- DWA - Bulk Water North (Oshakati)

Others

- Ms. Cornélie van Waegeningh
- Mr. Matthijs Everard
- Ms. Monique Calon
- Ms. Agnes Joignerez
- Mr. Yambila Mhone
- Mr. Colin Usurup
- Mr. Lazarus Naudile
- RNE Delegate
- RNE Head Administration
- Sector Specialist WID, RNE, Lusaka
- UNICEF
- Africare
- Agrifutura
- Community Development Officer (DRWS)

- Ms. Hilma Kapweya

- Mr. Harst Gebauer

- Mr. Jean Pierre LaHaye

- Mr. Ken Gibbs

- Finnconsult

- Embassy of Germany

- Adjoint du Chef, Mission Française de
Cooperation et d'Action Culturelle

- Water and Sanitation Officer, UNICEF

Appendix 5

List of Participants - Workshop DWA

<u>Name</u>	<u>Position</u>
Mr. Jürgen Eysselein	- Deputy Director DRWS North
Mr. Godfrey Tjiramba	- Development Planner, DRWS
Mr. Richard Alexander	- Chief, Civil Design - DWA
Mr. P.K. Chakravarty	- Consultant, Ministry of Lands
Mr. Dudley Biggs	- Director, Water Infrastructure DWA
Mr. Harry M'Pherson	- GTZ/DWA
Ms. Monique Calon	- RNE
Mr. Matthijs Everard	- RNE
Ms. Cornélie van Waegeningh	- RNE
Mr. Henk van der Leest	- Training Coordinator DRWS (Division Rural Water Development & Planning)
Mr. Sjaak Zijlma	- DRWS
Mr. Hendrik Verdoes	- Act-Chief, Logistics
Mr. Lutz Ebrecht	- Chief, DRWS
Mrs. Miriam Truebody	- Backstopping Team
Mr. Wim Klaassen	- Backstopping Team
Mr. Jo Smet	- IRC Backstopping Team