



REPUBLIC OF NAMIBIA

MINISTRY OF AGRICULTURE, WATER AND FORESTRY

WATER SUPPLY AND SANITATION POLICY

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ACRONYMS AND ABBREVIATIONS

CBM	Community Based Management
DRWS	Directorate of Rural Water Supply
DWAF	Department of Water Affairs and Forestry
IWRM	Integrated Water Resources Management
MAWF	Ministry of Agriculture, Water and Forestry
MHSS	Ministry of Health and Social Services
MRLGHRD	Ministry of Regional and Local Government, Housing and Rural Development
NamWater	Namibia Water Corporation Ltd
NGO	Non-Governmental Organisation
SME	Small and Medium Enterprise
WASP	Water Supply and Sanitation Sector Policy (1993)
WSASP	Water Supply and Sanitation Policy (2008)
WDM	Water Demand Management
WSS	Water Supply and Sanitation

1. INTRODUCTION

The first Water Supply and Sanitation Policy (**WASP**) was adopted in 1993. Since then, several developments necessitated a review. As recommended in the **WASP** the Namibian Water Corporation Limited (NamWater) a State Owned Enterprise was established as the major bulk water supplier. Also, as recommended in the **WASP**, the Directorate of Rural Water Supply (DRWS) was established in the Ministry of Agriculture, Water and Rural Development to improve access to safe water for communities in rural, communal areas. The establishment of DRWS laid the foundation for the successful implementation of a dynamic strategy, known as Community Based Management (CBM). This strategy involved extensive user participation in water supply and management in the form of Water Point Associations, their representative Water Point Committees and Local Water Associations with Local Water Point Committees. At the same time, sanitation has not improved and the magnitude of the sanitation backlog, in communal rural areas and informal urban settlements, is increasing and deserves serious attention. Overall water supply and sanitation (WSS) sector coordination, lack of an equitable tariff policy and a water regulator, limited human resource capacity and limited cost recovery for water supply, key components for the WSS sector, remain a challenge.

This Water Supply and Sanitation Policy (**WSASP**) of 2008 replaces the policy of 1993. Its principles are in line with Integrated Water Resources Management (IWRM) including a strong focus on Water Demand Management (WDM). The scope of services expected to be rendered within the sector is defined and responsibilities are allocated to the various actors and beneficiaries involved. Nevertheless, the acceptance of the **WSASP** by all stakeholders represents only a foundation from which to work. The productivity and growth of the WSS sector will, to a large extent, depend on political will at all levels, the provision of adequate funding, the continuous development of adequate human resources, community participation and the dedicated implementation of the identified strategies by all role players to achieve the objectives of the policy.

2. THE WASSP PRINCIPLES

2.1 General

The Ministry of Agriculture, Water and Forestry (MAWF) will remain responsible for the overall management and regulation of the water cycle and water resources in the country with the prime objective of ensuring that they will be properly investigated and used on a sustainable basis to cater for the needs of people and to sustain their environment. It is recommended that the function for rural sanitation be transferred from the Ministry of Health and Social Services (MHSS) to the Ministry of Agriculture Water and Forestry. An institution similar to the DRWS dedicated to sanitation within the WSS sector seems to be an appropriate solution to deal with the identified challenges in the sector.

It is therefore proposed that the Directorate of Rural Water Supply be transformed into a 'Directorate of Water Supply and Sanitation Coordination' in the MAWF and made responsible for the overall coordination of WSS services in the country. An additional prime objective of this institution would be to ensure that sanitation meets the requirements for health and hygiene for the whole population in an acceptable, affordable and sustainable manner. The proposed Directorate of Water Supply and Sanitation Coordination will therefore coordinate both: the water supply and sanitation services. Similarly, all the water service providers will, therefore, also be responsible for the water supply and sanitation services.

The institution responsible for rural services within the Regional Councils will continue to implement and support communal rural water supply while fully integrating rural sanitation within its functions. Their capacity should be extended to ensure that the development goals for basic sanitation are met at household level in rural areas.

Local Authorities and Regional Councils will be responsible for implementation of water supply and sanitation in the urbanised areas and rural settlements (proclaimed and un-proclaimed) where demand is continually increasing and a growing backlog exists.

The central government should allocate capital resources wherever the Regional Council or Local Authority is not able to provide sanitation to the poor and marginalised, but strict criteria and standards should be applied by the Directorate of Water Supply and Sanitation Coordination.

Regulations to control and oversee activities of the WSS service providers will be accommodated within the Water Resources Management Act.

2.2 Overall sectoral policy statement

The Constitution advocates equity as a fundamental principle to ensure equitable access to services and equitable economic opportunities for all Namibians. The process of rectifying disparities within the water supply and sanitation sector will take time. Namibia's Vision 2030, the Millennium Development Goals and the National Development Plans provide targets for coverage. It is anticipated that economic growth and the financial performance of the WSS sector will, to a certain extent, determine the pace of national development.

In the national development context, the WSS sector, responsible for water and sanitation as public goods affecting all, will be expected to contribute towards social development and to provide the necessary environmentally sound infrastructure for economic development.

Taking the complexity of the situation into consideration and appreciating the immense task lying ahead, it is believed that the objectives will only be achieved by committed involvement and by effecting very close cooperation between all parties concerned.

By interpreting the achievements and shortcomings of the WSS sector in the national development context, the following four components of an overall long term policy are formulated as follows:

1. Essential water supply and sanitation services should become available to all Namibians, and should be acceptable and accessible at a cost which is affordable to the country as a whole.
2. This equitable improvement of water and sanitation services should be achieved by the combined efforts of the government and the beneficiaries, based on community involvement and participation, the acceptance of a mutual responsibility and by outsourcing services where necessary and appropriate, under the control and supervision of government.
3. Communities should have the right, with due regard for environmental needs and the resources and information available, to determine which water and sanitation solutions and service levels are acceptable to them within the boundaries of the national guidelines. Beneficiaries should contribute towards the cost of the water and sanitation services they desire at increasing rates for standards of living exceeding the levels required for providing basic needs.
4. Environmentally sustainable development and efficient utilisation of the water resources of the country and environmentally sustainable development of sanitation services should be pursued in addressing the various needs, and should be strongly supported by information campaigns and continuous educational interventions at all levels.

2.3 Overall sectoral objectives

In keeping with the above general overall policy statement and observing the shortfalls and constraints, the following broad sector objectives were formulated:

2.3.1 Water supply

To improve the provision of water supply in order to:

- Contribute to improved public health;
- Reduce the burden of collecting water;
- Promote community based social development taking the role of women into special account;
- Support basic water needs;
- Stimulate economic development; and
- Promote water conservation.

The operative strategy would be to develop reliable and accessible sources of safe water with sufficient capacity on a sustainable basis to serve all in Namibia at an affordable cost.

Regarding drinking water, *safe water* means water complying with drinking water quality standards/guidelines.

2.3.2 Sanitation

To improve the provision of sanitation services in order to:

- Contribute towards improved health and quality of life;
- Ensure an hygienic environment;
- Protect water sources from pollution;
- Promote conservation of water; and
- Stimulate economic development.

The operative strategy would be to guarantee safe and affordable sanitation, encouraging decentralised sanitation systems where appropriate. The strategy should also promote recycling through safe and hygienic recovery and use of nutrients, organics, trace elements, water and energy or the safe disposal of all human and other wastes, including sewage and industrial effluent, in an environmentally sustainable fashion.

Clear sanitation targets exist but special emphasis should be placed on coordination by allocating adequate capital funds and making appropriate institutional arrangements to effect rapid implementation.

2.4 Sector strategy and plans

The WSS sector policy and objectives should be seen as setting out the intentions of government. Based on the policy and objectives, the sector agencies responsible for water supply and sanitation, both rural and urban, will prepare:

- the WSS strategies which will set out how the policy should be implemented; and
- the WSS action plans which will quantify the strategies in terms of resources, utilisation, manpower, time and costs. Such plans should follow the principles of integrated water resources planning and development.

2.5 Overall principles

2.5.1 Water supply priorities

The supply of water from surface and groundwater resources to competing demands in areas with water shortages will become increasingly difficult in the future. The priority ranking in this regard should be as follows:

Priority 1

This is the provision of water for domestic use.

Priority 2

This is the provision of water for economic activities.

Priorities for the allocation of water for economic activities will, in each individual case, have to be determined by their respective value including economic multiplier effects by local value addition and social benefits in relation to the overall development objectives and plans of the country. In determining priorities, the cost to provide water, as well as the economic value added from the water used, should be carefully calculated and considered.

While giving priority to the rural communal areas, it is equally essential to maintain and improve the present water and sanitation coverage levels in urban areas to address the current and future accelerated urban population growth. The exceptionally rapid influx of people to the urban centres will require accelerated expenditure on water supply and sanitation infrastructure development to provide essential services and to prevent spread of disease in

high density urban areas. With the growing lower income urban target group in mind, efforts should also be aimed at making low cost solutions for urban sanitation more attractive, along with the augmentation of existing sewerage capacities for those who can afford it.

It is important to promote the benefits of the provision of sanitation as a public good to communities in rural and urban areas. These benefits include, *inter alia*, improved health and the prevention of water pollution as well as energy generation through bio-reactors and treated water for food production. The development of local skills and stimulation of small and medium enterprises (SMEs) to participate in the implementation of such decentralised sanitation schemes is essential.

2.5.2 Stakeholder Participation

The provision of WSS services is seen as a continuum where the authorities and beneficiaries have mutual responsibilities. Individuals and communities are encouraged to improve their living conditions and to contribute to the development of the country. The WSS interventions by government should be regarded as an opportunity to achieve this objective.

Where possible, it should be left to the community itself to decide on internal priorities and the division of responsibilities. Community ownership and management of facilities should be adopted as the strategy of choice for the WSS sector in general.

Government support services should be seen as a medium for self-sufficiency and not be extended free of charge. In order to adhere to the cost recovery principle, rising block tariffs, rebates and cross subsidisation within the sector may be implemented. In accordance with the National Water Policy, clear costing, tariff and credit control policies are required to achieve cost recovery without sacrificing equitable access to the poor and marginalised.

The allocation of responsibilities refers to the eventual goal to be pursued. In some cases where responsibilities are to be transferred to the rural consumer representatives the transfer of these functions will have to take place over a transitional period to allow for training of those involved. This has already been done for rural water supply and can be emulated for sanitation services.

The Regional Councils should ensure physical planning for proclaimed and un-proclaimed settlements at an early stage, to ensure the orderly development thereof and to establish the most appropriate level(s) of affordable service. This should be achieved by the combined efforts of the government and the beneficiaries, based on community involvement, community participation and the acceptance of a mutual responsibility. Outsourcing should be considered where

necessary and appropriate, but should be done under the control and supervision of those funding and requiring the service.

Cost recovery for WSS service delivery, 'duty to care' and the 'polluter pays principle' for water and waste water management are essential considerations in the overall strategy and are strongly recommended to improve WSS services.

Water use efficiency, water demand management practices and the use of unconventional sources should be evaluated and quantified as part of the planning process for the development and planning of any water supply augmentation scheme or any new sanitation scheme.

2.5.3 Cost recovery

The basic premise of cost recovery is that water is an economic good with a social responsibility to make water available to the poor. It is accepted that the overall sustainability of the WSS sector will depend on its ability to become self sufficient. Without the necessary revenue, the service providers will be unable to continue providing the expected water supply and sanitation services. In all instances it will be essential to recover the full financial cost or, in low income rural and urban areas, at least the operational and maintenance costs with support from government subsidies or cross-subsidies amongst consumers. As stated in the National Water Policy, the Minister of Agriculture, Water and Forestry will determine tariff policies in consultation with the service providers and the public, taking the tariff policy principles indicated below into consideration.

The following general principles should be applied with the development of such a policy within all the sectors:

1. Money generated through domestic water use or sanitation should not be used to subsidise water to any other economic activity;
2. Any industrial, commercial or mining activity should pay the full cost recovery tariff taking the scarcity of water and the cost of future water supply augmentation into account.

Full cost recovery and prevention of debt as part of the principle of water as an economic good should be promoted and implemented, based on equitable tariffs to improve access by poor and marginalised communities. This consolidated national tariff policy for water supply and sanitation provision including appropriate credit control measures should be compiled.

The Water Regulator, to be established, should harmonize the expectations of the consumers and policy makers without compromising the financial sustainability of the service providers. It is essential to control the increase in

tariffs by service providers, to assess the performance of service providers through performance indicators and to evaluate their service plans.

Mechanisms for transparent subsidies and/or cross-subsidization by means of rebates for those who are unable to pay for WSS services should be created. It is important that the consumer should know the amount of the subsidy, why the consumer is subsidized and by whom.

The income generated by water supply and sanitation services should be used to maintain and improve the coverage of WSS services and should not be used to cover the cost of other services, except where an exemption is approved by the relevant minister.

2.6 Guiding principles

With the constitutional provision of State ownership of all water resources in the country, it is appropriate that the present status regarding government's responsibility as the guardian over these resources be maintained. In this regard NamWater provides bulk water on a commercialised basis, but remains under the auspices of the government as the resource manager.

2.6.1 Communal Rural Areas water supply

Ownership and management

The communities in communal rural areas mainly consist of farmers and their families living on the land. They should therefore be supported as such to become better farmers and to develop associated industries. The water supply support envisaged provides for an opportunity to contribute to the achievement of this objective. With the projected global food shortages it is important to improve subsistence farming to provide sufficient food at household level to improve nutrition and to supply products to the market.

Where possible, it should be left to the community itself to decide on internal priorities and the division of responsibilities. It is recommended that community ownership and management of facilities should be adopted as the strategy of choice for water supply in the rural communal areas.

Government support services should be seen as a medium for eventual self-sufficiency and as a matter of principle, not be extended free of charge, but be priced, with cost recovery a primary principle, according to a transparent tariff policy to be agreed upon. Government should continue to pursue the role of a facilitator rather than a provider.

The government must demonstrate and actively promote full acceptance of and support for implementation of the requisite social responsibility for the provision of WSS services to the poor.

Rural water tariff policy principles

Some basic principles should be incorporated into a recommended tariff policy:

1. An agreement between the community and the relevant authorities setting out mutual, accepted responsibilities and commitments should be a prerequisite for government support.
2. Payment by the community for operation, maintenance and replacement costs should as a general rule always apply, although there may be cases where a transparent rebate, cross-subsidy or subsidy may be granted.
3. If communities are not able to maintain or operate water supply systems on a sustainable basis, the services can be outsourced to SMEs or NGOs, as part of an agreement between the government, community and technical support service provider. Such an arrangement is expected to improve the situation and contribute to improved cost recovery and service delivery.
4. Because of the great variation in conditions and income levels in general throughout Namibia it is recommended that a system for the individual assessment of the need for rebates, cross-subsidies and/or subsidies be worked out. Affordability of services by the community, integrated with cost recovery, should constitute a key principle and be adhered to.
5. Turning off water supply to a water point or branch line should not be used to enforce cost recovery provided that the Local Water Committee (LWC) and Branch Line Committee (BLC) turn off supplies to non-paying customers. The LWC and BLC will be responsible to pay the supplier for water supplied.

2.6.2 Urban water supply

Ownership and management

Water supply in urban areas (all non-farming areas) where people reside on a permanent basis should be approached in a similar way as water supply in formal, municipal areas. A council representing the users will own, operate and maintain the infrastructure.

This type of representative management is already well developed in the bigger towns and should be maintained. It is recommended that Local Authorities be strengthened in their autonomy as providers of local WSS services through adequate legislation and access to credit facilities.

Urban water tariff policy principles

Considering the scarcity of water in Namibia, the tariff structure should encourage water conservation and reduce wastage through the application of rising block tariffs for industrial, business, institutional and residential consumers and specifically differentiated tariffs for non-domestic users (business, industry and institutional users) to recover the full cost including an incentive to enhance water use efficiency linked to the cost of future supply augmentation. The tariff structure may also be designed to provide for transparent cross-subsidies between users. However, as a matter of principle, residential consumers should not be expected to subsidize industrial customers and the mining sector. Also, water should not be provided to any industrial customer at below total cost rates if water supplies are inadequate. Only when local water supplies are plentiful, so called economic development rates can be considered.

It is recommended that the tariff structure should have:

1. A fixed, low price for a defined minimum lifeline volume of water or a rebate on usage by residential consumers.
2. Progressively increasing rates for increased consumption.
3. Tariffs charged for water for mining, industrial and commercial enterprises should recover the full financial cost, and ideally they should recover the full economic cost.
4. The recovery of capital costs for internal water reticulation to erven should be considered as plot-related development costs and should be recovered directly as part of the selling cost of the erven.
5. The recovery of capital costs for main waterlines, reservoirs and pump stations should be integrated into the tariff structure for mining, industrial, commercial enterprises and domestic users.
6. The tariffs should be subject to revision by the Water Regulator to ensure compliance with the national tariff policy as determined by the Minister responsible for water and sanitation and to ensure any adjustments in tariffs or tariff structures are warranted and justified.
7. With the tariff policy it would be appropriate to enforce payment for water. For those who still cannot afford to pay, assistance should be given from a social security vote, in a transparent manner, to be provided for by the authority responsible for these social services in any specific urban area, rather than to circumvent the water revenue collection system.

Temporary termination of water supply to an entire Local Authority or proclaimed settlement by a bulk supply service provider should not be used to enforce cost or debt recovery provided that the Local Authority terminate or restrict provision of services to individual non-paying consumers. Local Authorities are advised to use trickle flow valves, similar devices or other control measures for the specific individual residential or institutional offenders. Alternative methods for credit control, should be included in the implementation strategy for the several levels of service providers.

The Local Authority is obliged to use the revenues generated from water supply services for repayment of NamWater services. This should be included in the licence conditions for registration as a water service provider in accordance with the Water Resources Management Act.

2.6.3 Rural sanitation services

Ownership and management

The communities in communal rural areas mainly consist of farmers and their families living on the land. The sanitation support envisaged provides for improved health and hygiene to achieve improved livelihoods.

In most instances, ecological or dry sanitation for individual households will be the affordable option, in terms of water use and cost of infrastructure, however where possible it should be left to the individuals to decide. If community sanitation options are selected, whether ecological, dry or wet, the community should be left to decide on division of responsibilities. Relevant information must be shared with communities and full understanding of the development implications must be built within the community to guide them in decision making. It is recommended that community ownership and management of sanitation facilities should be adopted if the strategy of choice is a communally shared sanitation system, whether ecological, dry or water-borne sanitation. Nevertheless, experience has shown that despite community ownership and agreement, responsibility for water supply or sanitation options are not always assumed by the community. Community ownership must be fully backed at the political and media level.

Government support services should be seen as a medium for eventual self-sufficiency and, as a matter of principle, not be extended free of charge but be priced, with cost recovery a primary principle, according to a transparent tariff policy to be agreed upon. Government should continue to pursue the role of a facilitator instead of provider.

The Government must demonstrate and actively promote full acceptance of and support for implementation of the requisite social responsibility for sanitation to achieve the development goals.

Rural sanitation tariff policy principles

Some basic principles should constitute a recommended tariff policy:

1. An agreement between the community and the relevant authorities setting out mutual responsibilities and commitments should be a prerequisite for government support.

2. If community- based or individual solutions are the agreed upon option, payment by the community or the individual household for operation, maintenance and replacement costs should be a general rule. Payment for operation, maintenance and replacement of sanitation at border posts, hostels, schools, clinics and other institutions, lies with the responsible line Ministry.
3. There may be cases where a targeted subsidy may be provided by government for provision of ecological dry sanitation facilities or for small scale water-borne recycling systems. Affordability of services by the community, integrated with cost recovery, should constitute a major consideration.

2.6.4 Urban sanitation services

Ownership and management

Provision of sanitation in urban areas (all non-farming areas) where people reside on a permanent basis should be approached in a similar way as provision of sanitation in formal, municipal areas. A council representing the users will own, operate and maintain the infrastructure.

This type of representative management is already well developed in the bigger towns and should be maintained. It is recommended that Local Authorities be strengthened in their autonomy as facilitators of local sanitation services through adequate legislation and access to capital.

Where possible it should be left to the community itself to decide on the type of sanitation facilities and whether they are for individual household or community use. Cost recovery principles should prevail.

Urban sanitation tariff policy principles

Considering the paucity of water in Namibia, the tariff structure should encourage ecological or dry sanitation or systems that conserve water and reduce wastage or that reuse or recycle waste water. The tariff structure may also be designed to provide for transparent cross-subsidies when required for ecological systems, dry sanitation systems or small scale water-borne recycling systems.

It is recommended that the tariff structure should have:

1. A fixed, low price for provision, monitoring and maintenance of ecological sanitation, dry sanitation or small scale water-borne recycling systems.
2. For water-borne sewage, the sanitation tariff should be linked to the water consumption of the relevant property.
3. Direct and immediate recovery of capital costs for waste water reticulation or onsite ecological sanitation, dry sanitation or small scale water-borne

- recycling systems, which can be considered as plot-related development costs, should be recovered from the selling price of the plots or from stand rental.
4. Tariffs for sanitation services for mining, industrial and commercial enterprises should recover the full financial costs including an additional charge based on the pollution load of the wastewater in the case of mining and industry.
 5. The waste water tariffs should be subject to administrative approval by the Water Regulator for compliance with the national water and sanitation tariff policy as determined by the Minister responsible for water and sanitation.
 6. It would be appropriate to enforce payment for small scale water-borne recycling systems and waste water management. For those who still cannot afford to pay, assistance should be given in a transparent manner by the authority responsible for these social services in any specific urban area, rather than to circumvent the waste water management revenue collection system.
 7. Infrastructure investment for sanitation, with capital from the central government, must receive prominence, particularly in areas with high population densities in urban areas to prevent the spread of diseases.

2.6.5 Irrigation water supply

Ownership and management

Irrigation schemes should be developed, owned and managed by the owner in individual cases or through a common body in all other cases where more than one farmer is involved. Where bulk water is supplied by the government the distribution network and land management (including the drainage system) should be the responsibility of the beneficiaries. The quality of drainage water and the possible pollution aspects related thereto should be controlled by the MAWF in accordance with legislation to be enacted.

Tariff policy principles

In all cases where water is supplied by the government it is recommended that irrigation water is charged at a full financial cost recovery rate. This may, pending consideration by Cabinet, be reduced through a special transparent subsidy determined by the value of the produce relative to its socio-economic benefits. Such a subsidy should be budgeted for by the line Ministry responsible for agricultural support.

2.6.6 Mining water supply

Mining companies should develop their own water supply schemes or should provide the capital for the construction and development of WSS infrastructure to mines provided that the government or the service provider only contributes to the expenditure if other consumers benefit from such infrastructure. Mines may negotiate and agree with any service provider to operate and maintain the water supply infrastructure based on full cost recovery principles on a commercial basis avoiding subsidies to the mines or pre-financing by government or service providers.

2.6.7 Strategic projects

As a result of the full utilisation of natural water resources in large parts of the country and the high variability in rainfall and surface run-off, supply augmentation, effluent recycling and resource recovery projects may be classified as projects of strategic importance for continued economic and social development of Namibia. This warrants the allocation of capital from government for the development of such schemes for the good of the country.

2.7 Recommended allocation of responsibilities

2.7.1 The administrative framework

Recommendations concerning responsibilities for the WSS sector were made within the rationalised administrative framework, including the given statutory responsibilities. It is expected that some of the recommendations may have to be adjusted in due course as the restructuring of governmental services is being implemented. It is however important to agree on a revised provisional allocation of responsibilities for the sector to lay the foundation for systematic and organised development of the sector.

The community members, through their own local committees or through representative councils, are expected to play an increasingly important role in the sector in future. Hence, they are considered a complementary part of the administrative framework.

2.7.2 Basic policy principles regarding allocation of responsibilities

The six basic principles for the establishment, operation, maintenance and replacement of WSS schemes are:

1. The maximum involvement of the users;

2. The delegation of responsibility to the lowest appropriate level;
3. An environmentally sound utilisation of the water resources and environmentally sound waste water management;
4. Non-core functions should be out sourced with sufficient control and oversight maintained by the responsible ministry;
5. Income generated from water supply should first be used to pay the service providers and secondly to maintain and extend water supply and sanitation services;
6. Income generated by service providers from water and sanitation services should not be used for other services unless approved by the responsible Minister.

Obviously the government and the users have a common interest in keeping the cost of water supply and sanitation services as low as possible and in maintaining functioning systems. Thus, the users should as much as possible be made self-supporting in their WSS requirements and the extent of direct government involvement should be restricted.

2.7.3 Allocation of responsibilities

The recommended allocations of general responsibilities for the sector are summarized below:

Certain functions relate to statutory and others to general responsibilities such as water quality and pollution control and sanitation. These responsibilities include:

1. Overall water resource inventory, monitoring, control and management issues are to remain the responsibility of the Ministry of Agriculture, Water and Forestry.
2. For supply of water in bulk which cannot be handled by an individual Local Authority, the Local Authority may approach NamWater or any other person willing to construct the necessary infrastructure provided that such agreement is approved by the responsible Minister.
3. Public health considerations and user health education campaigns are the responsibility of the Ministry of Health and Social Services with the Local Authorities and Regional Councils taking part in or discharging these functions in their areas.
4. The Ministry of Health and Social Services is also responsible for developing/implementing/enforcing health policies/legislation to promote good sanitation practices. It establishes and monitors indicators, e.g., number of cases of cholera for sanitation.
5. Supply of water and provision of sanitation services to urban areas is the responsibility of Local Authorities and Regional Councils within their areas of jurisdiction, coordinated by the Directorate of Water Supply and Sanitation Coordination in the Ministry of Agriculture, Water and Forestry.

6. Supply of water and provision of sanitation services to the communal rural communities is the responsibility of the Regional Councils, Division of Rural Services, and is to be coordinated by the Directorate of Water Supply and Sanitation Coordination in the Ministry of Agriculture, Water and Forestry.
7. The Ministry of Lands and Resettlement is responsible for the establishment of water supply and sanitation on resettlement farms, coordinated by the Directorate of Water Supply and Sanitation Coordination in the Ministry of Agriculture, Water and Forestry. Thereafter, the resettlement farmers are responsible for operation, maintenance and replacement of the facilities.
8. Planning, development and operation of irrigation schemes as well as irrigation extension services are the responsibility of the Department of Agriculture in the Ministry of Agriculture, Water and Forestry. Water supply and sanitation provision to the irrigation schemes should be coordinated by the Directorate of Water Supply and Sanitation Coordination in the Ministry of Agriculture, Water and Forestry.
9. Farmers and other communities on private land take full responsibility for their own water supply and provision of sanitation. The Directorate of Water Supply and Sanitation Coordination may provide information and exercise control, inspection or monitoring functions.
10. For independent government centres including rural schools, clinics and border posts, the relevant Ministries must provide water supply and sanitation facilities and take full responsibility, including budgetary provision, for these facilities. The Department of Works may be contracted by the relevant Ministry to oversee implementation of development. The Directorate of Water Supply and Sanitation Coordination should provide overall coordination, general and regional advisory functions and exercise control, inspection and monitoring functions.
11. The Directorate: Resource Management is responsible for monitoring compliance with water quality standards/guidelines.

2.8 Water supply and sanitation sector decentralisation and coordination

The complexity of the WSS sector calls for good communication, positive attitudes towards cooperation and willingness to be flexible amongst the various actors. Moreover, the complexity also implies a strong need for:

1. Decentralisation, in order for the administration to deal with the service needs or requirements at a level where they are manageable and transparent.
2. Sector coordination, which is to be institutionalized in such a way that sector policy issues, practical cooperation, priority conflicts and

appropriate deployment of resources can be achieved. The proposed Directorate of Water Supply and Sanitation Coordination should play a strategic role in the implementation of this policy.

Decentralisation

Decentralisation has a particular relevance to services in the rural and urban areas. From a WSS sector policy point of view, it is considered justified to promote a unified administrative structure to assist with all water supply and sanitation functions at regional and sub-regional levels. This would enable planning, coordinated implementation and maintenance support at levels where overview, accurate information and community contact can be facilitated.

Decentralisation of WSS services should be done in a sustainable fashion. This requires that sufficient capacity and resources are available in accordance with the Decentralisation Enabling Act, 2000 (Act 33 of 2000) and the Decentralisation Policy (1999).

Sector coordination

The recommended responsibility allocations imply a sequential involvement of different agencies for the development of a particular scheme, the precise involvement depending on both the type of scheme and type of settlement. The need for coordination is obvious and led by the responsible ministry. A broad multi-sectoral Forum for Sector Coordination on the operational level should be investigated to support the activities of the proposed Directorate of Water Supply and Sanitation Coordination in MAWF.

Such a forum should have a three-fold objective, namely to:

1. Recommend solutions for sector policy issues;
2. Resolve the practical sector issues such as overall planning, coordination and the determination of priorities; and
3. Co-ordinate the allocation of funds from government to prioritise projects to terminate the backlog in WSS services to meet the development goals.

2.9 Human resource development

Human resource development is a crucial element in the assumption of responsibilities and in the implementation of the recommended **WSASP**. The development of adequate extension services for water supply and sanitation, covering the entire range from community management skills through technical training to health and hygiene education, is necessary for the revised WSS sector policy to succeed.

The WSS should ensure that manpower is developed to suit continuing and new requirements such that:

1. Proficient standards of professionalism and capacity are pursued through professionalised training leading to diplomas and degrees; and
2. New priority areas are adequately catered for through additional or, where possible, redeployed staff.

Although constraints are placed on expansion of the public service, these objectives may not be attained without selected additional establishments. Moreover, the sector management must strive to offer attractive terms of service which will assist in maintaining a stable and motivated work force.

Technical capacity and human resource development, as well as arrangements for suitable technical support services, must be strongly promoted within Regional Councils and Local Authorities for implementation of water supply and sanitation services. Smart partnerships involving public-private and/or non-governmental organization (NGO) institutions and SMEs should be advocated for addressing many of the short-comings of water supply and sanitation provision when government, Local Authority or Regional Council in-house capacity is limited.

Mentorships are considered particularly important to provide decentralised support for technical staff of Local Authorities and Regional Councils in WSS services. Mentorship arrangements could be made with experienced government departments, NGOs or the private sector.

Extension services

The development of an adequate extension service qualified to a diploma level, spanning the entire range from community management skills through technical training to public hygiene and health education, is essential for success in the priority areas of water supply and sanitation. The community ownership and responsibility policy has to be built on an improved local skills basis.

Training at community level should primarily be conducted by the rural water extension officers of the Division of Rural Services. They will have to be well informed in and have capacity to address integrated WSS services.

Training within the Public Sector

A large scale educational and training programme will have to be organised and embarked upon to provide the required facilities, material and educational staff to consult, explain, motivate and train all involved. This training must also focus on the administrative, management and all decision making levels.

Sanitation will be added to the priority assigned to development of integrated water supply in the rural communal regions as well as urban situations. In-service courses and seminars should be conducted with a view to convey understanding of community management, implementation procedures and the framework for decision making with respect to water supply and sanitation. In-service courses and seminars should address the various sanitation options including eco-sanitation using wet or dry systems. The ensuing internal professional staff development would facilitate introduction of new tasks, enhanced communication skills and improved sensitivity to community needs.

Information and education campaign

A comprehensive information campaign to inform all concerned in Namibia about the limitations and opportunities of the WSS sector and the adopted future government policy in this regard should be embarked upon. An information campaign is considered crucial for the understanding of the realities of the sector which in turn determine the standard of living and prospects for development in Namibia.

The management of WSS services and waste water management, including information about alternative sanitation systems, their benefits and management, in terms of the policy and legislation must be explained, described and clarified. This should be in the form of publications and other outreach media accessible to the stakeholders at all levels.

3. SUMMARY

This **WSASP** provides a set of policy guidelines to be followed by the WSS sector in carrying out its responsibilities with a view to achieving sector's objectives. It reflects the magnitude and complexity of the various aspects of the WSS sector and highlights the particular need for adequate coordination and integration. It allocates responsibilities which require commitment for implementation by the different role players and provides the basis for development of the sector.

The coordination of sectoral activities for strategic planning purposes will be elaborated in the more detailed implementation strategies and plans provided for by the proposed Directorate of Water Supply and Sanitation Coordination.

An increased awareness of the scarcity of the water resources of the country, recognition of the importance of the various types of sanitation, a more prominent water demand management approach and the continued emphasis on participation from all role players are essential.

A uniform approach towards accountability for water supply and an associated comprehensive water and waste water tariff structure policy including credit control principles is essential.

The proposed Water Regulator is required to ensure the implementation of equitable tariffs, improved efficiency and service delivery by service providers for sustainable provision of water and sanitation services. The Water Regulator is a key factor in ensuring debt reduction.

There is a compelling requirement for adequate capital funding from government to provide the basic infrastructure for water supply and sanitation, both critical public goods for the development of the nation.

The implementation strategies, followed by development implementation plans, will lead to the achievement of the objectives of the **WSASP**. Both should be completed and being implemented within one year of Cabinet approval of the policy.

4. CONCLUSION

The acceptance of the **WSASP** principles by all stakeholders represents the foundation from which to work in order to achieve development goals for water supply and sanitation services. The productivity and growth of the WSS sector will, to a large extent, depend on political will, the provision of adequate funding, the continuous development of adequate human resources, community participation and the dedicated implementation and coordination of the identified strategies and plans to achieve the objectives of the policy.