

**FEDERAL DEMOCRATIC REPUBLIC OF ETHIOPIA**



**MINISTRY OF WATER AND ENERGY**

**NATIONAL GUIDELINE**

**FOR**

**URBAN WATER SUPPLY**

**&**

**SEWERAGE SERVICES**

**ORGANIZATION SET UP**

**MARCH 2013**

**ADDIS ABABA**

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# 1. Introduction

Sustainable operation and management of any water supply system can only be achieved if appropriate organizational structures and management systems are properly put in place. That is why water supply and sewerage services in Ethiopia are organized having different organizational structures. But the structures of most of the water supply services are not well studied and revised considering recent developments and needs of the towns.

Generally, based on the size of population, customer, and income level etc, the water supply services in Ethiopia are categorized as large, medium and small or other similar grading. Thus, appropriate organizational structure which fits to the size of the water supply services need to be developed and implemented.

However, in developing organizational structures, various factors need to be considered. Among the factors that influence organizational structure, government policies & strategies, mission and vision/goals of the organization, and technology in use are the most important. Thus, in designing the organizational structure of Town Water Supply and Sewerage Services, the Water Resources Management Policy and Strategic issues like providing reliable and sustainable service and full cost recovery ought to be considered. This means the new structure should help to enable the TWSSS to provide reliable and sustainable service and recover all its costs from its revenues. This helps the Water Supply and Sewerage Service to be able to perform all its functions autonomously with very limited supervision and support from the government.

Regarding the water sector management institutional setup “The Ethiopian Water Resource Management Policy” of 1999, says,

- *Ensure that the management of water supply systems to be at the lowest and most efficient level of institutional set up, which provides for the full participation of users and to promote effective decision making at the lowest practical level.*
- *Develop coherent and streamlined institutional frameworks for the management of water supply at the Federal, Regional, Zonal, Woreda and Kebele levels and clearly define the relationships and interactions among them.*
- *Develop coherent and appropriate guidelines, standards, principles and norms for streamlining the intervention of ESAs, NGOs loans, grants and other donations.*
- *Develop a framework for the sustainable and effective collaboration amongst all stakeholders including the public sector, donors, communities and the private sector at all levels as well as creates and legalize forum for the participation of all stakeholders.*
- *Define and implement the respective roles of the various institutions and stakeholders at all levels including Federal, Regional governments, ESAs, NGOs, private sector, etc.*

These show the necessity of decentralization of the water supply management, developing water management at different levels and clearly defining the relationships and interaction among stakeholders etc.

Based on this police, town water supply services were established in more than 300 towns in Ethiopia. These town water supplies services, however, are at different management and financial capacity and are accountable to town water boards established to direct, oversee and monitor their activities.

This draft guideline briefly presents the town water supply services existing organizational set ups, their problems and guidelines to be followed to improve the organizational setups which helps to improve the future organization and management of town water supply services.

## **2. Town Water Supply Organization Set up**

To implement the Ethiopian Water Resources Management policy, Town's Water Supply and Sewerage Services (TWSSS) in Ethiopia are organized as follows: -

- a. Town's Water Board** which is at the top and leads and regulates the water supply service as a supervisory body,
- b. A General Manager** - which organizes, directs and administers the activities of the Service.
- c.** Different section (Human resources development, Finance and property administration , Operation & Maintenance etc.) and
- d.** The staffs required for the performance of the duties of the Service.

Accordingly, the role and responsibilities of the town water boards and TWSSSs as per the regional proclamations; recent development and future proposal to improve TWSSS management are the briefly presented one after another below.

### **2.1 Town Water Board**

#### **2.1.1 Background**

##### **a) The Needs for Board Management for Water Supply Services**

The necessity of establishing Town Water Boards for town water supplies & sewerage services emerged from the followings.

- i. To overcome the problems caused by the centralized management system like: -
  - Poor operating system; i.e. Poor administration, Poor financial operating system; and lack of technical operating manuals etc;
  - Lack of motivation;

- Lack of skilled manpower;
- High water loss etc;
- ii. To implement the Country's Water Resources Management Policy and other relevant government policies which requires :-
  - Devolving Management;
  - Endowing Autonomy – i.e. Financial and management autonomy with the view to achieve full cost recovery to ensure their sustainability;
  - Promotion of Stakeholder participation.
- iii. To enable water supply & sewerage services provide effective management.

## **b) Establishing Autonomous Water Boards**

The implementation of the Water Resources Management Policy also requires the establishment of autonomous water boards to oversee the town water supply services. The major objectives of establishing autonomous water boards are: -

- To ensure sustainability of TWSSSs having financial and management autonomy with a view to achieve full cost recovery.
- To promote stakeholders participation and involvement in the provision of reliable, adequate and safe drinking water and sewerage services.
- To provide full decentralized management,
- To reorganize independently the office and management of TWSSS in such a way that they assist the full implementation of water policies and strategies of the country.
- To develop appropriate management systems and procedures so as to improve operational efficiency in service provisions, and
- To enhance business practices etc.

### **c) Roles and Functions of Town Water Boards in the town water supply**

The major envisaged role and functions of town water boards are: -

- ❖ To organize the utility and direct its activities;
- ❖ To examine and approve short, medium, and long term work plans and the budget of the Utility, follow-up and control its practical implementation, evaluate periodically its performances;
- ❖ To submit and have it approved the investment budget, follow-up and control its implementation;
- ❖ To assign Head of the WSSS and discharge him for loss of confidence;
- ❖ To examine and decide over requests of various allowances and benefits;
- ❖ To examine and reviewed water tariff; forward same for decision to the organ of its accountability. Upon approval follow-up its practical implementation;
- ❖ To put in place a system of finance and property control, follow-up its implementation and pass appropriate decisions on audit report submitted to it by the Utility;
- ❖ To submit performance report periodically to the organ of its accountability.

### **d) Compositions and Accountability of the Town Water Boards**

#### **I. Composition of town water boards**

To meet the water policy objectives, town water boards are established almost in all towns where water supply services exist, based on the regional proclamations issued. The number and composition of water board members was/is almost similar in all regions with some differences. The number of board members varies from 5 to 9 persons excluding the WSSS manager who is nonvoting member. One of the board members is a chair person (usually municipality head or Woreda/ Town administrator) and water supply service manager is the secretary of the board.

Town Water Boards, in large majority of the regional government's proclamations, were consisting of the following members: -

- a. Representative of the Woreda/City administration: - Chair person
- b. One person from Water office/ desk,..... Member

- c. One person from Health Office/Desk ... Member
- d. One person from Finance and Economic Development Office, ... Member
- e. One Person from Education Office/Desk,..... Member
- f. Two persons/One female & one male/ from customers of WSSS, .....Members
- g. The manager of the Service, a nonvoting participant and Secretary

Some regions also included as a board member EEPCO (Oromia), Women's Affair Office (Oromia & Tigrayi), Business community representative and WSSS workers (SNNP).

From the above member representation of key stakeholders, it is evident that the Town Water Boards' management is envisaged to have the following importance for efficient and effective management of the town water supply and sewerage services.

- a) It creates opportunity for the involvement of different concerned stakeholders in the overall management of TWSSS and controls possible abuses and take appropriate measures on the WSSS's management.
- b) Knowledge, skills and competencies are pooled and experiences will be shared to improve the efficiency of the TWSSS.
- c) It provides valuable guidance and counselling through the multi disciplinary expertise.
- d) Helps to evaluate the performance of the TWSSS and management staffs with confidence and independence.
- e) Acts as a source of power, strength and assistance to management. Hence it can minimize problems, obstacles, fears, etc. to management's performance.
- f) Allows wide freedom and participation in the management of the WSSS by availing the needed management authority.
- g) Pools information, abilities and interests for the formulation, and implementation of plans, systems, procedures, manuals and guidelines.
- h) Reduces bias and conflicts of communities.
- i) Has the ability and authority to deal with complex problems, and
- j) Pools integrated and coordinated authority and responsibility.

However, as the members of the town water board came from various water services' key stakeholders, by representation; they are not expected to specialize in the water supply management. But, they have the responsibility to ensure that the TWSSS runs the water supply system to the full cost recovery and to provide a reliable water supply and sewerage service. Thus, strong capacity building works and assistances are necessary right from the beginning and on continuous basis to upgrade their management and supervision capacity and to enable them give good leadership to the water supply and sewerage services. It is important to let know the town water boards the "town water boards' working manual and the TWSSS operation manuals" like administration, financial, procurement, the town's water supply system and its operation and maintenance tec.

## **II. Accountability of Town Water Boards**

According to the regional proclamations, town water boards are accountable to the authority that established them. Most town water boards were/are accountable to Woreda or City council. The Woreda or Municipality heads are the chair persons of most of the town water boards.

### **2.1.2 Problems of Water Board Management**

Experiences and studies made on TWSSS showed that board's management or towns water supply are not effective and efficient in most of the towns evaluated. The major hindrances for the effective and efficient town water boards managements were/are: -

- High turnover of the town board members (mainly government offices representatives),
- Lack/low attention given to the town water boards by the administrative organs,
- Low feelings/knowledge of their responsibility and accountability by most town board members,
- There was no regulatory body, which control the manner in which these TW boards manage the financial resources of the TWSSSs,
- Failure of the Woreda/City Councils, to which TW Boards are accountable, to play their roles in regulating town water boards,
- The feeling of ownership of the town water supply system has not been created among stakeholder ( water boards, regulators, community at large etc)
- Absence of division of work among water board members, (individual responsibility)
- Recruiting/assigning water utility management/manager that do not have the requisite qualification and experiences.
- Unnecessary interferences of the TWB in the day to day activities of the TWSS. (Affecting the autonomy of the service)
- low/lack of communication skills of some WSSS managers limited good relation with the water boards,
- The lack of detailed guidelines, manuals etc.
- Lack of continuous trainings & orientation,
- Low or Absence of incentives for most town water board members to motivate them to perform adequately and efficiently etc.

### **2.1.3 Recent developments in town water board management**

To tackle these problems, so far, two regional water bureaus have slightly changed their proclamations and revised the composition and accountability of the town water boards. The followings are the regions and the modifications made on their proclamations.



## **I. Oromia**

According to Oromia Regional State previous proclamation (No. 78/2004/ Article 7): -

The board shall be established by the administrator of the town as deemed necessary. The board shall consist of the following members who are appointed by the administrator of the town: -

- Representative of the city administration office... chair person
- One person from Water Resources bureau or Zonal Water Resource office or Ana (Woreda) Water Desk... member
- One person from health office.. member
- One person from Women Affairs office ... member
- One person from Finance & Economic Development office of the town .. member
- One person from the branch office of EEPCO in the town.... member
- One person from education office, ... member
- Two persons from customers of the Water Supply Enterprise.... members
- The Manager of the Enterprise shall be a non- voting participant in the Board

The Enterprise shall be accountable to the board according to this proclamation.

An amendment was made on proclamation No. 78/2004 by Proclamation No. 97/2005, in which the composition of the town water board remain the same while, as per Article 7 sub article 1 & 2 of the proclamation, the establishment and accountability the town water boards has been improved as follows: -

### ***a. Establishment of Water Board by Water Resource Bureau***

- Oromia Water Resources Bureau shall establish Water Supply and Sewerage Service enterprises for 1<sup>st</sup> and 2<sup>nd</sup> grade urban towns,
- A man assigned by the Bureau shall be the chairperson of the water Board
- The Water Board shall consist of board members stipulated under Article 9 a) to (i) proclamation No. 78/2004. The members could be assigned from or out of the town's administration as deemed necessary.

### ***b. Water Board established by Zonal Water Resource Offices***

- Zonal water office shall establish Board for Water Supply and Sewerage Service Enterprises of 3<sup>rd</sup> and 4<sup>th</sup> grade urban towns.

*c. Accountability and tariff setting were improved as follows: -*

- The Water board of **1<sup>st</sup>** and **2<sup>nd</sup>** grade UWSSE shall be accountable to the Bureau and has powers and duties stipulated under Article 8 of proclamation No. 78/2004.
- The bureau shall rectify the water tariff studied by the Enterprise as a whole, amend or reject and implement the rectified tariff,
- The Water Board of **3<sup>rd</sup>** and **4<sup>th</sup>** grade UWSSE shall be accountable to the Zonal Water Resources office, and have power and duties stipulated under article 8 of proclamation No. 78/2004.
- The Zonal Water Resource Office in consultation with the bureau, shall rectify the water tariff studied by the **3<sup>rd</sup>** and **4<sup>th</sup>** grade UWSSE as a whole, amend or reject and implement the rectified tariff.

## **II. Amhara region**

In Amhara region, as per improved regulation No. 94/2012, Art.7: -

Town water boards will comprise of **5 to 7 members**, whose composition is listed as follows: -

- **Four persons** to be drawn from the **regional government institutions**, (out of whom the 2 are women) ..... members,
- **Two representatives** selected from among the **water- user community**, (with one of them being woman).... members,
- A person to be represented from the **business community** ..... member
- The manager of the water office.... non- voting secretary

*Regarding the designation of the chair person of the board and its members the proclamation says: -*

- The Chairperson and members of the Board of Urban Water Supply and Sewerage Services with **1<sup>st</sup>** and **2<sup>nd</sup>** Grade Standards (Bahir Dar, Gonder, Dessie, Kombolcha, Debre Markos, Debre Birhan, Woldia, Debre Tabor and Kamissie) shall be assigned by the Head of Government of the Region up on the presentation of the bureau. The board shall be accountable to the bureau.
- Chairpersons and members of Boards to be established in Urban Water Supply and Sewerage Services with **3<sup>rd</sup>**, **4<sup>th</sup>**, **5<sup>th</sup>**, and **6<sup>th</sup>** Grade Standards shall be assigned by the Mayor of the City or the Chief Administrator of which the Services are established. The Boards shall be accountable to the City or Woreda Administrative Council, as the case may be. /Proclamation No.188/2011, Art 9/

From the experiences of these two regions the composition of the town water boards is nearly similar i.e. representatives from government offices, community representative and the Municipality/ Woreda administrations. The town water boards of 1<sup>st</sup> and 2<sup>nd</sup> grade towns are accountable to the regional water bureau.

**The followings are the major differences between the two regions:-**

- ***In Oromia***, Oromia Water Resources Bureau shall establish Water Supply and Sewerage Service enterprises for 1<sup>st</sup> and 2<sup>nd</sup> grade urban towns and a man assigned by the Bureau shall be the chairperson of the town water board. Zonal water office shall establish town water board for Water Supply and Sewerage Service Enterprises of 3<sup>rd</sup> and 4<sup>th</sup> grade urban towns and town water boards are accountable to the Zonal water offices.
- ***In Amhara***, the chairperson and members of the town water board of Urban Water Supply and Sewerage Services with 1<sup>st</sup> and 2<sup>nd</sup> Grade Standards shall be assigned by the Head of Government of the Region up on the presentation of the water bureau. The board shall be accountable to the bureau. Chairpersons and members of boards to be established in Urban Water Supply and Sewerage Services with 3<sup>rd</sup>, 4<sup>th</sup>, 5<sup>th</sup>, and 6<sup>th</sup> Grade Standards shall be assigned by the Mayor of the City or the Chief Administrator of which the Services are established. The Boards shall be accountable to the City or Woreda Administrative Council.

It is too early to know the success or advantages/disadvantages of the experiences of these regions to select the best once to adapt. But from the experiences of what have been seen so far, and discussions made during the workshop prepared to improve the guideline and from the water resources management policy objectives it is possible to come up with some directive to be followed by regions by adjusting to their specific situations. It is also important to have similar water supply management system as far as condition allows. Thus, the ministry forwards the following guideline in the reorganization of towns' water supply and sewerage services management setup.

## **2.1.4 Guide for improving the Town Water Boards Management**

### **2.1.4.1 Guide on TWB Composition, Numbers and Accountability**

As shown above the differences between the two regional proclamations are mainly on the accountability and appointment of the water board chair persons and members especially for large towns (grade 1 & 2 towns). The idea has emerged from the concern that the Municipality heads/ Woreda administrators are very busy, turnovers are high, regulators/councils has not supervised activities of

the water boards well and hence proper attention were not given to the towns water supply and hence their management has not been improved as expected. This is true in most of the water supply and sewerage services, especially in the small towns.

However, taking the accountability of town water boards from the Municipalities/ Woreda Council to the Water Bureau and Zonal offices is against the decentralization policy of water resource management system sighted above. It should be also underlined that checking and assisting the water supplied to the community they administer, should be one of the major activities and responsibilities of Municipalities'/ Woreda councils. What is lacking is knowledge of their roles, responsibilities and their accountabilities due to lack of follow up, guidelines, manuals, orientation and trainings etc. Experiences of Tigray and SNNP also show as far as regulators are committed and do their jobs properly accountability to the City/Woreda councils is not the major problem.

If the town water boards and City/ Woreda councils are to be fully empowered to make all decisions like managerial, financial etc in their respective areas by themselves, then there is a need to put in place regulations which clearly show their roles and accountabilities for purposes of overall oversight. Thus, the powers and functions of the water boards and Woreda/ City Councils and their accountability should be redefined clearly. Accountability of the town water boards, both collectively and individually, need to be defined. The composition of water boards is also not bad for the board to properly follow up and monitor the activities of the water utilities as far as accountability is put in place and proper orientations are given and board members are provided and guided by appropriate working manuals and guidelines. But the water board composition should also take into account to include people that have understanding of the water supply and sewerage activities and those willing and be able to give the service.

Thus, we suggest the followings guide to follow to improve the town water supply and sewerage services management:-

- To fully decentralize the accountability of the town water boards to the Municipality/Woreda/ town council level. This will improve distance barriers, economize resources of the utility and improve management efficiency and community participation at local level which is in line with the EWRMP. It will create uniformity of all towns management and reduce responsibility of the water bureau.
- The role and responsibility of the City/Woreda Council should be clearly defined in the regional proclamation and should be enforced by the regional council.

- To fill the technical gap and solve gaps created during turnovers, we propose to add vice chairman post where the highest water bureau office head or permanent representative of the office in the town will take up the post,
- The chair man of the town water board should be designated by the City/Woreda Council to which the water board is accountable. It is better if a person from executive committee who is accountable for water supply is designated as a chair person of the town water board.
- To strengthen the water boards, the regional proclamations should clearly define:
  - 
  - The power, duties and responsibilities of the City/Woreda Councils, in supervising the water boards in administering the town water supply,
  - The roles and responsibilities and accountability of town water boards and enforcing the proclamation where the board members fail to met their obligation.
  - The role and responsibility of the regional water bureau (what, when and how).
  - Define incentive mechanisms for all WSSS's based on their grades and income.
  - The role of the regional council in regulating the City/ Woreda councils regarding water supply and sewerage
- Regarding composition and number of town water board the proposal is presented by town category as follows :

**a) Large towns (Regional & Zonal towns)**

- ✓ The number of board members should not exceed 9 and members are from:
  - Mayor or representative from City Council
  - Regional/Zonal water bureau office
  - Regional/ Zonal Health or education office (preferably woman)
  - Regional/Zonal Finance & Economic Development office
  - Town community representatives (2 one being woman)
  - Business community representative (preferably woman)
  - Regional/Zonal EEPCO branch office representative,
  - WSSS Office Workers association
  - WSSS manager nonvoting member and secretary

**b) Woreda/ City Administered towns**

- ✓ The number of board members should not exceed 7 and the members should be representatives from:-

- City/Woreda Administration
- Woreda Water Office/Desk
- Woreda health Office/Desk (preferably woman)
- Woreda Finance and Economic Development office/Desk
- Customers (2 one woman)
- Business Community (preferably woman)
- WSSS manager nonvoting member and secretary

**c) Small non administrative/Kebele towns**

The number of board members should not exceed 5 and the members should be drawn from:-

- Kebele administration
  - Health centre/ Clinic (woman)
  - School
  - Community (2 one being woman)
  - Water supply service head nonvoting member and secretary
- All WSSS should prepare their business/annual plan and work accordingly by signing performance contract agreement with their respective town water boards.
  - Both the town water board and the TWSSS should prepare and submit periodic reports to the organ they are accountable to.
  - All regulators should demand reports regularly and evaluate the reports periodically and take corrective measures where there are problems.
  - The regional Water bureau and Councils should Urge and assist town water boards and WSSSs to prepare business plans and sign performance contract agreement every year based on their business/annual plan, and monitor and evaluate accordingly,
  - The town water board should put in place WSSS workers motivation mechanism for good performances (bonus and salary increments etc).
  - For those board members coming from government office, the office should delegate appropriate person permanently by official letter and do the same during replacements and also follow and evaluate their performances in the board as one of their activities.
  - The regional water bureau should continuously follow up the town water boards and WSSSs performances and give orientation & trainings and technical supports where necessary.

Below are the clarifications on issues like how town water boards are legalized, terminated and their collective & individual role & responsibility in the town water supply management system.

#### ***2.1.4.2 TWB Recognition and Appointment Notification***

The Town Water Board should be recognized as a legally established body to manage the TWSSS with a letter of recognition written by the officials of the offices to which they are accountable as per by the regional proclamation. The letter of recognition shall be considered as legal notification of the establishment of the board. In addition to the letter of recognition of the town water board, each member of the board should be given a letter of appointment with a copy to the office of the WSSS and to the regional water bureau for follow ups. All town water boards should also get letter of appointment which indicate clearly their position in the board and activities expected from him/her in the town water board works.

#### ***21.4.3 Termination of Water Board Members***

Termination of town water board membership shall result from: -

- A person leaving the town permanently,
- Death,
- Proof of harmful conduct to the objectives of the board, and
- Failure to perform his/her duties properly; including failure to attend, without prior notice at least one third of the number of the meetings of the board during the year.

If members of the board are terminated from their duties, the Municipality/Woreda council shall take immediate action in order to replace the members. In the case of members represented from the community, the Municipality/Woreda administration shall facilitate the replacement through a general meeting of beneficiaries to elect other members for replacement or other means.

On the other hand, if the terminated members are represented from the different government offices, the offices shall make a replacement in writing. Board members must also get release letter from the town water board before leaving. The board member replacement should not take more than three months from the date of release.

To define the collective and individual town water board roles and shares of responsibilities the board members will have the following duties and responsibilities.

#### **2.1.4.4 Guide on duties and responsibilities of the TWB members**

##### **A. Overall Duties and Responsibilities of Town Water Board members are to :-**

- Perform duties and assignments given to each member by the Board and reports on achievements and constraints to the chairperson and the board's meeting.
- Closely monitor the relationship between the TWSSS and its customers.
- Report to the board any complaints reported by beneficiaries or other problems observed in the systems. When necessary, members shall advise the chairperson to call meetings to discuss the issues.
- Sensitize community to take care of the water supply systems and promote environmental sanitation and personal hygiene.
- Makes sure that decisions made by the board are implemented properly and timely.
- Assign the manager of the WSSS and discharge him/her up on loss of confidence with majority vote of more than 50% of the water board members.
- issue directives and procedures of work for the WSSS
- Reviews and approves capital projects, budgets, short and long-term plans.
- Determine salaries, wages benefits, and define terms and conditions of employment.
- assist WSSS to improve and enhance its operational efficiencies,
- Subject to the Water Resources Policies and general directives of the Federal and Regional Government, study or reviews and fix cost effective and affordable tariff rates.
- Determine functions and activities to be contracted out to the private sectors and determine terms of conditions of contract agreement.
- Approves bank loans.
- appoints auditor, receive and decide on audit reports
- Receive and decide on WSSS management reports etc.

##### **B. *Special Duties of Chair Person***

*The town water board chair person has the following duties and responsibilities:-*

- Calls and chairs the regular and emergency town water board meetings.
- Sign performance contract agreement with WSSS manager on behalf of the TWB,
- Call meetings and discuss with WSSS management and staffs on annual plans and quarterly performance evaluation.
- Ensures that board members are performing their duties and responsibilities as per this guideline.
- **Makes** every effort to encourage and inspire members to get active participation and high commitment of members in carrying out their duties.
- Makes sure that decisions made by the board are informed to the TWSSS and the customers; and also ensures that there is proper documentation of decisions made and reports prepared by the board.
- Ensure that the decisions of the water board are implemented,



- Authorizes payments, which are above the limits of authority delegated to the Manager of the TWSSS.
- Makes sure that there is close and good working relationship between the TWSSS and the Town Water Board.
- Prepare and submit quarterly and annual reports on major tasks accomplished by the town water board to Woreda/City council and Regional Water Bureau.
- Follow up regularly that the WSSS is working as per laws, guidelines, manuals etc.

#### **C. Duties of the vice Chair Person**

*The vice chair man of the town water board will have the following duties:-*

- Takes over and works the chair person's duty when the board chair person is not in the town/ on his/her duty.
- Assists the chair person in the follow up and supervision of the activities of WSSS
- Liaison the WSSS with the water bureau in coordinating assistances and in information flows etc.
- Follow up and assist the WSSS in technical issues related to water production, distribution, quality control etc.
- Advise and assist WSSS in the project studies and implementation and other document preparation and evaluations.
- Assist and advice the town board in water supply technical issues,
- Do all assignment given to him/her by the chair person or by the board.

In addition the TWB shall have the following focal persons that will have the following roles and responsibilities;

#### **D. Finance focal person**

The Finance focal person will have the following duties and responsibilities:-

- Follow up and assist the WSSS in the implementation of the water utility financial manuals and other financial laws and regulations,
- Assist the WSSS in the preparation, transfer and control of water utilities budget,
- Follow up and assist in the procurement of goods and services ,
- Assist and advice the water board on financial matters.
- Evaluate and present its comments on the financial report of the WSSS and on external audit reports
- Prepare periodic report and recommendations on the WSSS financial management
- provide/organize trainings in the area of financial management for the town water boards and TWSSS staffs,

#### **E. Water quality focal person (Health/Education representative)**

Water quality focal person will be responsible:-

- follow up the quality of water supplied to the town
- advice the town water board and WSSS in town water supply quality control and improvement
- Assist and advice the WSSS in the liquid waste management,
- follow up hygiene education and sanitation in the schools,
- Advice and assist the WSSS in the water sources and environmental protection,
- Evaluate the WSSS periodic reports on issues related to clean and sustainable water supply,
- Create community awareness on water quality and environmental protection,
- provide/organize trainings in the area of water quality, environmental protection and hygiene and sanitation for the Town water boards and TWSSS staffs

***F. Customers Focal persons (Community and Business representatives)***

The customers focal persons will be responsible to:-

- follow up , assist and advice the WSSS on customer handling,
- communicate with different stakeholders and get their view on town WS,
- disseminate board decision to community,
- mobilize community in water supply and sanitation issues,
- organize community meetings to create awareness and to mobilize community for WSS works,
- organize periodic community water and sanitation evaluation meetings,

***G. Special Duties of TWB Secretary (The water utility Manger)***

***The secretary of the town water board will have responsibility to:-***

- prepare agenda for meetings and call members for meetings, in consultation with the chair person,
- facilitate the TWB meetings
- Prepare minutes of the TW board meetings.
- Prepare TWSSS performance reports and submits regularly (quarterly, semi-annual and annual) to the town water board and up on approval by the board submit to the regional/Zonal water bureau office.
- Transmit the decision taken by the board to other TWSSS management members and staff for its timely execution or implementation.
- keep all Water Boar records in safe place and confidential conditions.

***2.1.4.5 TWB Meetings Procedures***

- a) The town water board members shall meet once every month regularly; and depending on the need, extra meetings may be called by the chairperson.
- b) Meetings shall be convened by the members of the Board only if the members have been invited by the chairperson in writing/telephone and if more than 50% of the members are present.
- c) Legally binding decisions shall be made by majority vote of the members present. In case of a tie, the motion supported by the chairperson shall be the decision of the Board.

- d) If the chairperson is away from his/her duty station and could not attend the Board meeting, the vice chair man will undertake the responsibility of the chairmanship.
- e) Minutes of meeting shall be taken by the secretary during every meeting of the Board. All members present shall sign each minutes of the Board; and the minutes, after approval by the Board, shall thereafter constitute the official records of the meetings and to this effect at least one original record of the minutes shall be kept with the secretary. A minute that recorded decisions made by the board and which requires a closely follow-up for its implementation, copy of such minutes shall be distributed to all members of the Board.
- f) The board members in time of satisfactory operation of the TWSSS, they should not necessary meet monthly. They could receive the monthly briefing of the TWSSS and put their signature to confirm they read the report.

#### ***2.1.4.6 Guide on Evaluation of WSSS Performances by the TWB***

The water board will evaluate the TWSSS based on the performance contract to be signed between the TWSSS and the town water board. The water service manager should prepare the services annual plan, based on its five year business plan, and get approved by the water board. Based on the approved annual plan and action plan performance agreement will be signed between the town water board and the town water supply and sewerage manager.

The Manager shall prepare a performance report and submit to the town water board quarterly and annually. The report from the TWSSS should indicate how far the TWSSS fulfils the contract obligations and explain justifiably any deviation from the agreed contract. The report shall comprise the following sections and information: -

- i. Improvement in Service Coverage**
- ii. Water Consumption** (amount sold by type of customers)
- iii. Unaccounted for Water (Difference b/n water produced and sold)**
- iv. Metering** (water meter, installation, inspection, readings done during reporting period)
- v. Costs of Operations** ( reducing cost of the water supply service system by type)
- vi. Quality of Service** (continuity of the water supply service per day in hours)
- vii. Pricing and Revenue Collection** (water tariffs, connection charges and revenue collected during the period)

- viii. **Investments** (Capital works planned and carried out and investments involved)
- ix. **Financial Performance** (summary of income/profit/ loss statements and balance sheet)
- x. **Problems and issues that need the town water boards attention**
- xi. **Conclusion and recommendations (What to do? How to do? When to do? By whom? etc.)**

The town water board shall evaluate the performance of the TWSSS either monthly, quarterly, and annually based on the level of performance of the TWSSS. If the performance of the TWSSS is very bad or implementing projects, the water board should make their evaluation monthly so that they could correct mistakes before it causes serious damage to the function of the water supply system. On the other extreme if the TWSSS has a satisfactory performance over the last years and the reports for the reporting year indicates satisfactory performance, the water board could evaluate the TWSSS quarterly every year. But the town water board meets monthly to follow the utility activity. It should be also noted, however, that the water board should not make a day to day follow up on the TWSSS or interfere in the work of the TWSSS in any manner which influence the independent function of the TWSSS./

To follow up and evaluate the performances of the TWSSS the water board need to have agreed up on monthly break down physical and financial plan. Based on work load/weight and finance and time etc the board and the TWSSS manager need to agree on the weight of each activity from 100. This helps to periodically follow the performance of the service against its annual plan. it also helps to rank the annual performance of the service. /See **table 1** below for the evaluation format/

The TWB should annually rank the performance of the service and take appropriate measures based on the performances planned and achieved. As per the agreements made between the TWSSS manager and TWB penalties or rewards should be made after the evaluation of the annual performance report of the service. See tables 1 & 2 for **sample** performance evaluation format and ranking proposal below.

**Table 1 Town Water Boards Water utility performance evaluation format**

Name of Utility.....

Month/year.....

S./N	Type of indicator	Utility manager report			Water Board	
		Plan	Achievement	%	Weight	% of weight
<b>1</b>	<b>Service coverage</b>				<b>15</b>	
1.1	The percentage of connection or within 500 meters of a stand pipe.					
1.2	The number of new water supply connections made during the period.					
1.3	The number of disconnections and reconnections					
1.4	The total number of water supply connections					
1.5	Responses to customer requests'					
<b>2</b>	<b>Water Consumption</b>				<b>15</b>	
2.1	The total amount of water extracted, treated, supplied and sold; (in m <sup>3</sup> )					
2.2	The average amount of water sold per connection per month(in m <sup>3</sup> )					
2.3	Per capita consumption					
<b>3</b>	<b>Unaccounted for Water</b>				<b>7</b>	
3.1	The difference between water supplied and water sold expressed as a percentage of net water supplied;(UFW)					
3.2	As the volume of water lost per kilometre of water distribution network. (water loss)					
<b>4</b>	<b>Metering and meter reading</b>				<b>5</b>	
4.1	The proportion of connections that have water meter and number of meters red (computed as the total number of connections with a meter/total number of connections red as a percentage).					
<b>5</b>	<b>Cost of Operations</b>				<b>15</b>	
5.1	Unit Operational Cost (Average operation cost Birr per m <sup>3</sup> )					
5.2	Total Costs divided by total volume of water produced (in m3) for the period.					
5.3	Staff per 1000 connections computed as: Total Number of staffs multiplied by 1000divided by number of connections					
<b>6</b>	<b>Quality of Service</b>				<b>10</b>	
6.1	The Average Hours of water supply per day for the period.(Hour/7/30)					

S./N	Type of indicator	Utility manager report			Water Board	
		Plan	Achievement	%	Weight	% of weight
<b>7</b>	<b>Investments</b>				<b>10</b>	
7.1	The capital works carried out and the investment involved for the period.					
<b>8</b>	<b>Financial Performance</b>				<b>15</b>	
8.1	Revenue collection efficiency (%)					
8.2	Cost recovery (Revenue cost ratio)					
8.3	A summary income statement					
8.4	A summary balance sheet					
<b>9</b>	<b>Human resources development performance</b>				<b>8</b>	
9.1	The approved structure are occupied by relevant professional staff					
9.2	Staffs capacity building (Staffs got trainings)					
	<b>Total</b>				<b>100</b>	

**Table 2 Ranking the WSSS based on performance results.**

S/N	Total Performance evaluation point	RANKING	Remark
1	<b><math>\geq 100\%</math></b>	<b><u>High</u></b> All workers deserve incentive, in the form of salary increment and/or bonuses	<i>To be revise as per performance contract agreement</i>
2	<b>90 -99%</b>	<b><u>Moderate</u></b> Well performing workers deserve incentives/bonuses but not all workers	<i>To be revise as per performance contract agreement</i>
3	<b>75 - 89</b>	<b><u>Fair</u></b> No incentives/ salary increment. The board should remind the utility in writing for further improvement.	<i>To be revise as per performance contract agreement</i>
4	<b><math>&lt; 75</math></b>	<b><u>Poor/low</u></b> Poorly performing staff and management members should be warned and some should be demoted, and some management members to be replaced.	<i>To be revise as per performance contract agreement</i>

## Participant in the decision making meeting

Name	Title	Signature
1. _____	_____	_____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____
5. _____	_____	_____
6. _____	_____	_____
7. _____	_____	_____
8. _____	_____	_____

## 2.2 Organization of Town Water Supply and Sewerage Services

As shown above town water supply services are accountable to town water boards whose role is mainly to direct and supervise the activities of the water utilities. In order to enable the Water Supply and Sewerage Service (WSSS) sustainable and operate and administer the water supply system efficiently on cost recovery bases, the town Water Supply and Sewerage Services should be well organized and strengthened to improve their functions. Thus, for the WSSS to succeed appropriate organizational structure has to be studied, developed and implemented.

The Ethiopian towns are categorized as large, medium and small mainly based on their number of population. There are also different organizational structures in various water supply and sewerage services in the country. Most of the structures are, however, outdated and are not well studied. Thus, organizational structure which fits to the size of the towns and current developments should be adapted and implemented by the WSSS.

In designing WSSS organization structure, the water supply and sewerage service's mission and *vision* needs to be understood; and the business strategy must be established to describe how it will achieve sustainability and improvement in water supply system.

Mission is the basic purpose of the water service. It is the mandate of a water service that is formally required to do by government. This mandate may be codified in laws, regulations, decrees, or charters. Mission distinguishes a water service's from others by articulating its scope, activities, services, customers and approaches, provides members with shared sense direction and helps the water service's decide what it may do and it may not do.

Briefly mission is why the organization exists, and what it seeks to accomplish.

The major mission of a town water supply and sewerage services is “***to provide adequate and quality potable Water supply and sewerage services to all users in and around the town***”.

Generally, the major missions/functions of town water supply and sewerage services are the followings:-

- Provides adequate and standard quality potable water supply to dwellers in and around a town.
- Render sewerage services as case may be.
- Administers itself on the basis of cost recovery principles and the decision and guidelines of a town water board that lead and regulate the water supply and sewerage service
- Installs water distribution lines to provide the water supply service, and amend, maintain, and repair related water works find under it.
- Delegates parts of its powers and duties to service providers ( public authorities or organization or consultant) which enable it to carry out efficiently its duties
- Ensures that any water sources are not polluted or contaminated, but are protected and conserved, to this end, it shall take the necessary actions including the closure of contaminated sources in cooperation and consultation with the concerned government organs as required
- Establish a system that assists to boost the efforts being made to provide water supply and sewerage services including liquid waste disposal in its work areas.
- Enter into contract, buy, sell, own, and lease movable and immovable property, and sue and to be sued in its name
- Carry out other similar activities that assist for the attainment of its objectives.

To implement and improve their missions and functions water supply and sewerage services have also their own visions. Vision is a statement of what it wants to achieve in the future. All WSSS also have goals/targets and objectives to



meet their vision. Objectives stem from goals and represent specific and planned levels of achievement. However, objectives differ from utility to utility due to differences in their goals and current performances/status. Accordingly, water services organization structure will vary based on their visions and objectives they have to achieve their visions.

Taking into account what has been described above, the current major functions and organizational structures of sample towns, a generic organizational structure of the WSSS which includes a Town Water Board, one General Manager, and major sections/departments and services under the manager are presented as below to be adapted by TWSSS.

The Manager of the utility is directly accountable to the town water board. The Manager is the higher executive officer responsible for the day to day administration and operation of the WSSS. The new structure includes services (like internal audit, Planning and Data Management etc) & main implementing sections/departments (namely, Human Resources Development, Finance, property administration & procurement, Operation & Maintenance, Customer Service & Marketing etc.). The organizational structures for the three categories of towns are presented below.

## Annexes

### 1. Water Utility Manpower Requirement (Small towns)

	<i>Office</i>	<i>Position</i>	<i>Number</i>	<i>Qualification</i>	<i>Experiences in years</i>	<i>Special skill</i>
1	Manager office	WSSS Manager		Engineering/ Management		Management
		Secretary		Degree/ Diploma in Secretarial Science or office management		Computer skill (Microsoft ware Word, Excel, Access)
		Office Girl		High school complete		
2	Planning & Data Managem ent	Planning & data management expert		Degree in Economics / statistics/ computer science		Planning, M&E and computer
3	Internal audit	Internal Auditor		Diploma in Accounting/ finance		Auditing and computer
	Customer relation	Customer relation officer		BA/BSC in public relation/Sociology and related		
4	Human Resources Developm ent	Head		Degree/ Diploma in Management/ administration & related		Administration
		Human Resources officer		Degree/ diploma in Management/ administration		Personnel administration
		Store management officer		Diploma in material supply management		
		Record & documentation officers		Degree/ diploma in Management/ administration		Administration

	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)
		Cleaners		Read & write		
5	Finance & property administration	Finance head		BA/ Diploma in Accounting/finance		Financial management
		Accounts Expert		BA/ Diploma in Accounting/finance		Accounting
		Bill sellers		BA/ Diploma in Accounting/finance		Billing and computer
		Water meter reader				
		Cashier		BA/ Diploma in Accounting/finance		Cash management
		Purchaser		Diploma in procurement		
6	Operation & Maintenance	Head		BSC in water supply, hydrogeology, civil engineering etc		Coordination and supervision
		Operation Expert		Diploma in General mechanics/Construction technology/plumbing		WSS operation
		Maintenance Expert		Diploma in General mechanics/Construction technology/plumbing		WSS scheme maintenance

	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
		Water quality expert		BSC/Diploma in Biology/Chemistry and related		Water quality
		Pipe workers		Plumbing 10+2 or above		Plumbing
		Driver		High school Complete Deriving licence		Deriving
		Pump operator		Electrician/ electrical technology		
		Water meter technician		Diploma in Electricity/ general mechanic or related field diploma		
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)
7	Customer Service & Marketing	Head		BSC/ Diploma in Business Administration/ Marketing/ Sociology/ management/ and related		Promotion and marketing
		Customer Service		BA/Diploma Public relation/Sociology		
		Marketing		BA/Diploma in Marketing		
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)

	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
8		Guards		Reading & writing		
	Total					

## 2. Water Utility Manpower Requirement (Medium towns 3 &4)

	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
1	<b>Manager office</b>	WSSS Manager		Engineering/ Management		Management
		Secretary		Diploma in Secretarial Science or office management		Computer skill
		Office Girl		High school complete		
2	<b>Planning &amp; Data Management</b>	Planning & data management expert		Degree in Economics / statistics/ computer science		Planning, M&E and computer skill
3	<b>Internal audit</b>	Internal Auditor		Degree/ Diploma in Accounting/ finance		Auditing and computer
	<b>Legal Service</b>	Legal officer		Degree/Diploma in law		
4	<b>Human Resources Development</b>	Head		Degree/ Diploma in Management/ administration & related		Management skill
		Human Resources Development expert		Degree/ Diploma in Management/ administration		Personnel administration

	<i>Office</i>	<i>Position</i>	<i>Number</i>	<i>Qualification</i>	<i>Experiences in years</i>	<i>Special skill</i>
		Store management expert		Degree/ Diploma in Management/ administration		Administration
		Record and archives' expert				
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)
5	<b>Finance, Property Management &amp; Procurement</b>	Finance head		BA/ Diploma in Accounting/finance		Financial management
		Accounts Expert		BA/ Diploma in Accounting/finance		Accounting
		Bill Expert		BA/ Diploma in Accounting /finance		Billing and computer
		Cashier		BA/ Diploma in Accounting /finance		Cash management
6	<b>Operation &amp; Maintenance</b>	Head		BSC in water supply, hydrogeology, civil etc engineering		Coordination and supervision
		Operation Expert		BSC/Diploma in Water supply operation / construction		WSS operation
		Maintenance Expert		BSC/Diploma in Water supply operation / construction		WSS scheme maintenance
		Electro mechanical		BSC/Diploma in Water supply operation /		Electromechanical

	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
		expert		construction		
		Surveyor		Diploma in Water supply operation/ construction		Surveying
		Water quality expert		BSC/Diploma in Chemistry/Biology / Biochemistry etc		Water quality analysis
		Pipe worker		Plumbing 10+2 or above		Plumbing
		Driver		High school Complete		3 grade driving licence
		Pump operator		Electrician/ electrical technology		
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)
7	<b>Customer Service &amp; Marketing</b>	Head		BSC/ Diploma in Business Administration/ Marketing/ Sociology/ management/ and related		Promotion and marketing
		Customer Service		BA/Diploma Public relation/Sociology		
		Marketing		BA/Diploma in Marketing		
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)
8	<b>Branch Office</b>	Branch head		BSC in Engineering /Management		WSS management

	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
		Secretary				
		Office Girl				
		Customer lines connection & tertiary line maintenance workers		BSC/Diploma in Water supply operation / construction		
		Billing and customer relation workers		Diploma in accounting/ finance		
		Water meter readers		High school complete		
9	<b>Guards</b>					
	<b>Total</b>					

### 3. Water Utility Manpower Requirement (Large towns 1&2)

	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
1	<b>Manager office</b>	WSSS Manager		Engineering/ Management		Management
		Secretary		Degree/ Diploma in Secretarial Science or office management		Computer skill (Microsoft Word, Excel, Access)
		Office Girl		High school complete		
2	<b>Planning &amp; Data Management</b>	Planning & data management expert		Degree in Economics / statistics/ computer science		Planning, M&E and computer
	<b>ICT</b>	ICT Expert		Degree in ICT		



	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
3	<b>Internal audit</b>	Internal Auditor		Degree/ diploma in Accounting/ finance		Auditing and computer
4	<b>Legal Service</b>	Legal officer		Degree/ diploma in Law		
5	<b>Human Resources Development</b>	Head		Degree/ diploma in Management/ administration & related		Administration
		Human resources development experts		Degree/ diploma in Management/ administration		Personnel administration
		Record & archives workers		Degree/ diploma in Management/ administration		Administration
		Store management experts		BA/Diploma in material supply		
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)
6	<b>Finance &amp; property Management</b>	Finance head		BA/ Diploma in Accounting/finance		Financial management
		Accounts Expert		BA/ Diploma in Accounting/finance		Accounting
		Bill Expert		BA/ Diploma in Accounting/finance		Billing and computer
		Cashier		BA/ Diploma in Accounting/finance		Cash management
7	<b>Deputy Manager office</b>	WSSS deputy manager		BSC/ MSC in water supply and related engineering areas		Computer software & high team work and professional competency
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)
	<b>Engineering</b>	Head		BSC in water		Coordination and

	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
8	department			supply, hydrogeology, civil etc engineering		supervision
		Operation Expert		BSC/diploma in Water supply operation/ construction		WSS operation
		Maintenance Expert		BSC/diploma in Water supply operation/ construction		WSS scheme maintenance
		Electromechanical expert		BSC/diploma in Water supply operation/ construction		Electromechanical
		Surveyor		Diploma in Water supply operation/ construction		Surveying
		Water quality expert		BSC/diploma in Chemistry/Biology/ Biochemistry/ chemical engineering		Water quality analysis
		Pipe worker		Plumbing 10+2 or above		Plumbing
		Driver		High school Complete		3 grade driving licence
		Pump operator		Electrician/ electrical technology		
		Water meter technician		Plumbing or related field diploma		
		Engineers/Water supply/Civil		BSC/MSC in water supply/ civil engineering		
		Hydrologist		MSC in hydrology		
		Electrical Engineer		BSC/MSC in electricity		

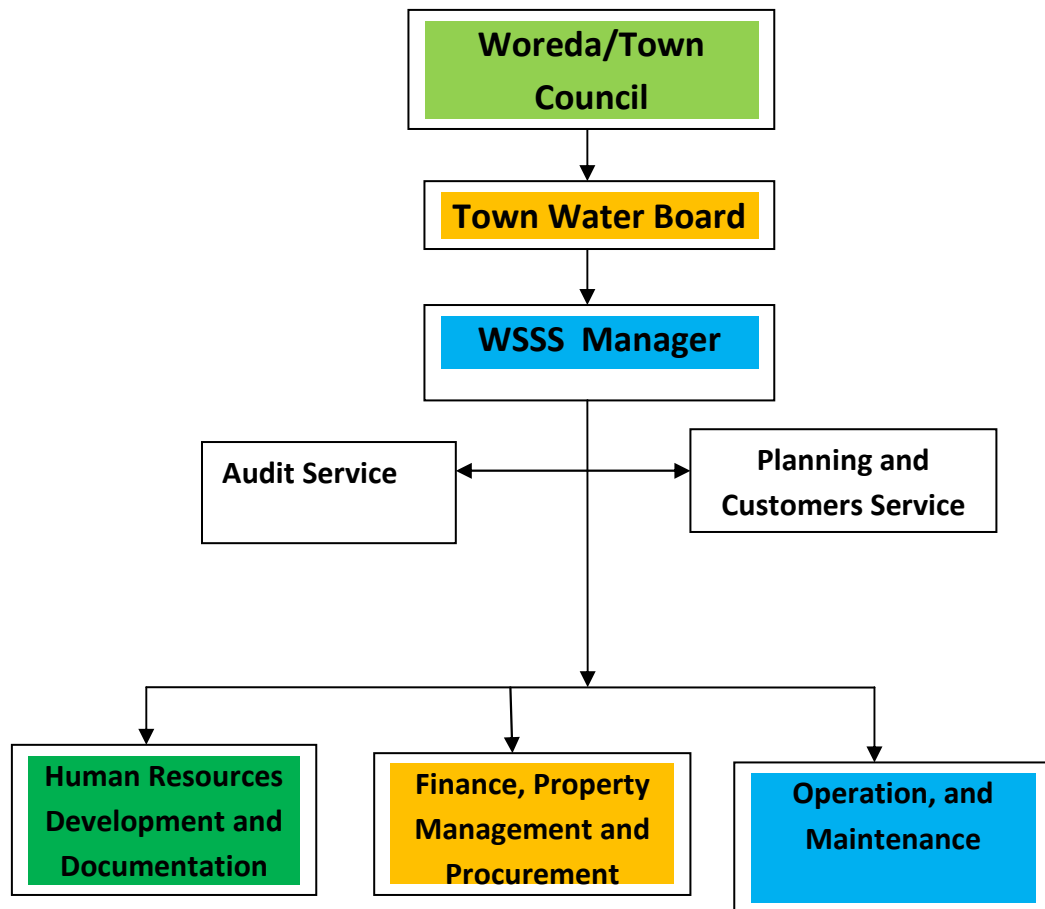
	<b>Office</b>	<b>Position</b>	<b>Number</b>	<b>Qualification</b>	<b>Experiences in years</b>	<b>Special skill</b>
9		Mechanical engineer		BSC/MSc in chemical engineering		
		Socio-economist		BA/MA in Economics or Sociology		
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)
	<b>Customer service &amp; Marketing</b>	Head		BSC/ Diploma in Business Administration/ Marketing/ Sociology/ management/ and related		Promotion and marketing
		Customer Service		BA/Diploma Public relation/Sociology		
		Marketing		BA/Diploma in Marketing		
		Secretary		Diploma in secretarial science		Computer (Microsoft Office)
	Branch offices	Branch manager		BSC/BA in engineering/management and related		Management/ coordination skill
		Secretary		Diploma in secretarial science/ computer or office management		Computer
		Customer officer		Public relation/ Sociology/ management etc/		Good communication and inter personnel relation
		Bill sellers		Diploma in Accounting/ Finance		

	<i>Office</i>	<i>Position</i>	<i>Number</i>	<i>Qualification</i>	<i>Experiences in years</i>	<i>Special skill</i>
		Tools man		High school complete		
		Water meter reader		High school complete		
		Water meter technician		Diploma in Electromechanical		
		Pipes workers		Diploma in General mechanics/Construction technology/plumbing		
		Electrician		BSC/Diploma in Electricity		
		Plumber		Diploma in General mechanics/Construction technology/plumbing		
		Driver				
		Surveyor		BSC/ Diploma in surveying		
		Office girl		High school complete		
		Cleaners		Write & read		
10	<b>Guards</b>			Write and read		

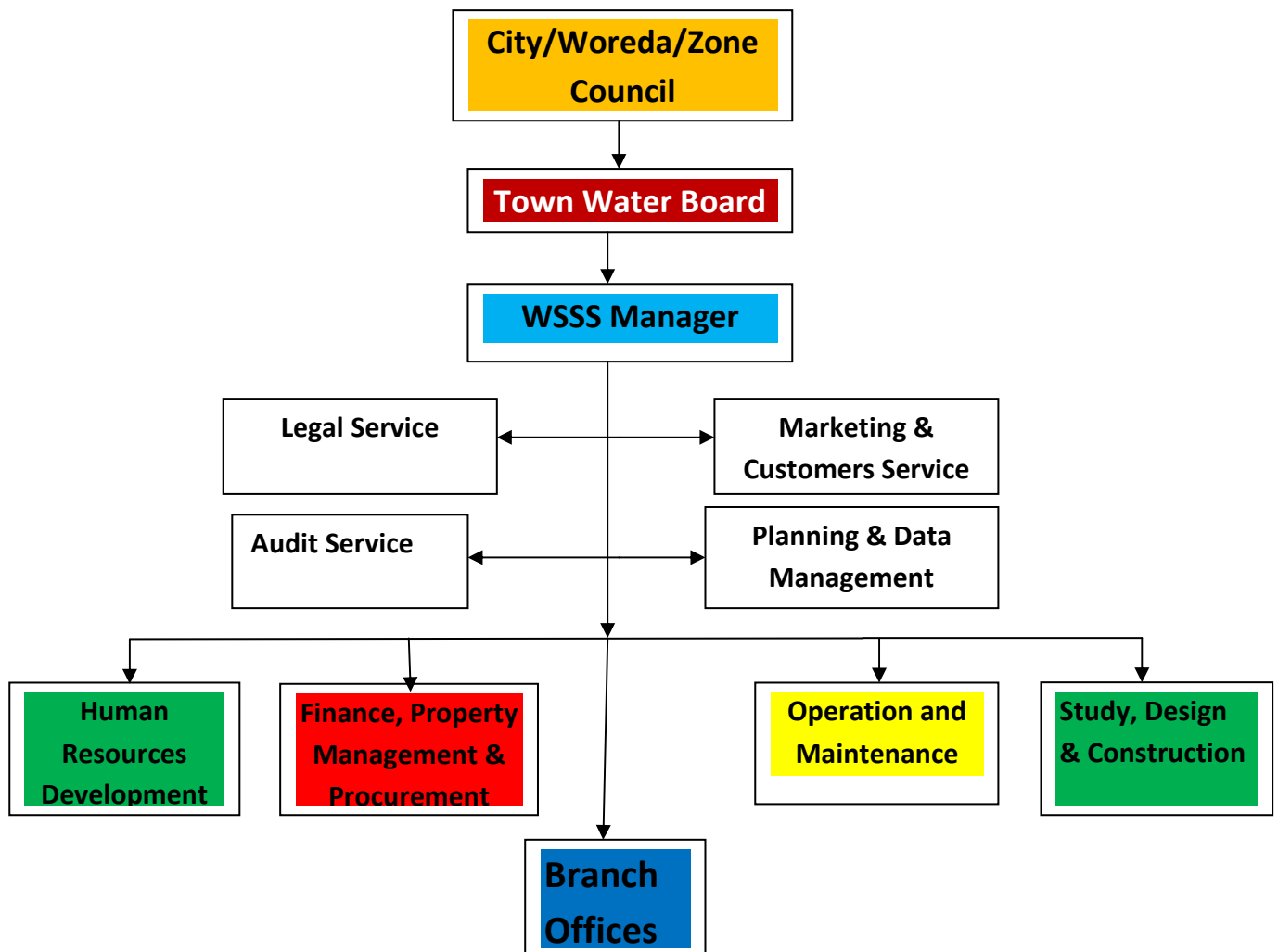
**NB.**

- The manpower proposed is just to indicate manpower and professions to be considered as per the proposed structures.
- The level of education, Experiences and number required depends on the work load, responsibility etc and the WSSS income.

## 2. ORGANIZATIONAL SET UP FOR SMALL TOWNS ( $\leq 15000$ )



### 3. ORGANIZATIONAL SET UP FOR MEDIUM TOWNS ( $>15000 \leq 100,000$ )



#### 4. ORGANIZATIONAL SET UP FOR LARGE TOWNS (>100,000)

