



**OKACOM**

*The Permanent Okavango River Basin Water Commission*

**Transboundary Diagnostic  
Analysis (TDA) of the Botswana  
Portion of the Okavango River Basin:  
Stakeholder Involvement in the  
ODMP and Its Relevance to the  
TDA Process**

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*Environmental protection and sustainable management  
of the Okavango River Basin*

**EPSMO**

## **Transboundary diagnostic analysis (TDA) of the Botswana portion of the Okavango river basin**

Stakeholder involvement in the ODMP and its relevance to the TDA process



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## **Stakeholder participation strategy for the Okavango Delta Management Plan (ODMP) and OD TDA process**

### **1. Introduction and background**

The transboundary diagnostic assessment (TDA) for the Delta part of the Okavango River Basin (ORB) was based on the extensive research and planning outputs of the ODMP process which was completed in 2006. For this reason the TDA process adopted all the ODMP stakeholder participation processes including decisions made regarding methodology, context and spatial extent of the planning area. This paper describes the ODMP stakeholder process as a proxy for the TDA consultation process. It is important to note that during the TDA process consultation was extended with two stakeholder workshops and briefing meetings for the Okavango Wetland management Committee (OWMC) dedicated specifically towards creating awareness and seeking stakeholder participation in the TDA process.

## 2. The strategy and philosophy for the ODMP stakeholder participation

The framework for the ODMP planning process was based on the provisions of the following guiding principles:

- ❖ Issue driven or “hot spot” approach
- ❖ Ramsar Planning guidelines (IWRM)
- ❖ Ecosystem Approach
- ❖ National frameworks and approaches
- ❖ SADC Revised Protocol on Shared Watercourses

A common factor in these principles is that they all stress the notion of stakeholder consultation, participation and communication. Hence at the core of the ODMP process was the notion of stakeholder consultation and partnership in the planning process. Effort was made to move away from the traditional superficial participation of stakeholders to achieve milestones and satisfy donor requirements, but to create a partnership around the management and wise use of the Delta resources. Participation was undertaken first and foremost to collect, rank and agree upon the issues that needed to be addressed by the plan. The overall guiding principle for stakeholder involvement was:

***‘the creation and strengthening of ownership.’*** ODMP Project Proposal (2002).

In order to operationalize the principle it was broken down into several elements:

- Aim for **high level** of participation. In classical ranking of participation the lowest level is information dissemination and the highest being devolution.
- Participation of **all** stakeholders
- **Continuous** consultation and communication to ensure stakeholder association to the decision making process.
- Creating and strengthening **responsibility** and **accountability** in the existing institutions with a mandate to manage the delta and its resource.
- **Co-learning**; in particular identify and use traditional knowledge.
- **Free flow** of information (accessibility and transparency)
- Promote stakeholder **interest** and **support** in subsequently engaging in plan implementation.

These elements formed the core and thrust of the participatory planning component of the ODMP planning process. Every phase of the planning process was punctuated with a consultation activity. The consultation strategy evolved as the planning process continued. Every consultation effort was reflected upon and evaluated for effectiveness and ability to foster meaningful stakeholder participation. Where necessary a different strategy was employed to improve participation.

The high profile of participation in the ODMP was deliberately built into the project by assigning two planning components dedicated to communication and stakeholder participation. Dialogue, communication & networking was the responsibility of the

department of Environmental Affairs (DEA). This component was financed by donor funding from IUCN. The other component, Participatory planning was handled by University of Botswana's Harry Oppenheimer Okavango Research Centre (HOORC) and was financed by the German Development Fund (DED). DEA was tasked with developing a communication strategy for the Okavango Delta as well as the entire basin, while HOORC had the responsibility to mobilize stakeholder participation and facilitate dialogue and planning meetings.

Furthermore a stakeholder analysis was performed on the Delta stakeholders as per the ecosystem approach. The Delta riparian communities were designated **primary stakeholders**; while the other resource users in the basin (Angola & Namibia) were designated **secondary stakeholders**; all other stakeholders (Government of Botswana resource managing institutions, Business community, tourists and international partners) were designated as **tertiary stakeholders**. While all stakeholders were viewed as important, the robustness and intensity of consultation followed this designation.

### 3. Participation activities and opportunities during the ODMP

The first opportunity for stakeholder participation was created in the structure created for the production of the plan as shown below. The Department of Environmental Affairs (DEA) in the Ministry of Environment Wildlife and Tourism was the coordinating agency. This Department formed and hosted the project secretariat in Maun. The secretariat was responsible for the day to day running of project activities and coordination of different sectors and planning components. The secretariat was accountable to two bodies of stakeholders; the Project Steering Committee of directors and permanent secretaries of involved Ministries and the Okavango Wetland Management Committee (OWMC). The OWMC is an assembly of local Ngamiland District stakeholders with representatives from Government, Parastatals, private sector, NGOs and Tribal Administration. Project task forces were technical committees which gave technical support to the sector based planning components.



Figure 1: ODMP project planning and management structure.

While this structure provided for wide consultation and involvement of as many tertiary stakeholders as it was possible, opportunities were created to insure that primary and secondary stakeholders were informed and involved in the planning process to the extent possible. Apart from production of information sheets and other publicity materials public participation and involvement platforms were created as follows:

- *Kgotla*<sup>1</sup> meetings were held in all villages within the RAMSAR site for consultations and communication (feed back) with local stakeholders (communities)
  - November & December 2003

<sup>1</sup> The *kgotla* is a traditional meeting place in Botswana and also refers to meetings held at the place.

- February & March 2004
- February & March 2005
- September 2006
- Workshops were held in the main villages of Shakawe and Gumare for interaction with and participation of community representatives and leaders (Managers of Community trusts, *Dikgosi*<sup>2</sup>, VDC leadership, and local political leaders for all villages in the RAMSAR site)
  - Shakawe, January 2005
  - Gumare, August 2006
  - Shakawe, and Maun August 2007
- Workshops for resource managers to present plan proposals and seek input from stakeholders
- Dialogue meetings with community focal persons (persons elected or selected by the community to be their representatives in the ODMP planning team)
- Workshops for interaction, dialogue with and participation of the business sector (tourism sector)
  - Maun February 2005
  - Maun August 2006
- Presentations at the Okavango Wetlands Management Committee meetings to brief stakeholder representatives.
- Continuous forum with the local authorities (District Commissioner, Council Secretary, *Kgosi Kgolo* (paramount Chief<sup>3</sup>) as well as full council) to brief them on progress and seek advice.
- Continuous task force (resource managers/planners and relevant professionals) meetings for consultation, communication and technical advice.
- Milestone international workshops/conferences to brief, engage and interact with our international partners and stakeholders; as well continuous progress briefs for OKACOM.

**Results of consultation:** This process yielded first and foremost the issues which were to be the focus of the plan. Secondly it yielded the ODMP plan components which had an appreciable level of buy-in from stakeholders.

The following are some of the **issues raised by non-community stakeholders:**

- Pressure on natural resources due to increasing demands.
- Climatic and hydrological information insufficient to predict changes.
- Overall economic value of an “intact Delta” never been assessed (is unknown).
- Land degradation, e.g. overgrazing.
- Invasive species, e.g. *Salvinia molesta*.
- Traditional land rights are often not defined and documented and consequently not well protected
- Upstream developments, such as:
  - hydro-power generation
  - Repopulation in Angolan part of the catchment
  - Agricultural development

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<sup>2</sup> Traditional leaders, who sit at the *Kgotla* and over see the *Kgotla* meetings.

<sup>3</sup> The highest ranking traditional leader in the hierarchy.



**..and by community stakeholders:**

- Water quality (sewage, solid waste, boats).
- River management issues (channel blockage)
- Waste management problems.
- Land use conflicts (e.g. subsistence vs commercial, livestock vs wildlife).
- Wildlife, livestock and people movement (disease control fences).
- Human wildlife conflicts (ELEPHANTS, predators).
- Citizen participation and benefits from tourism.
- Problems with CBNRM (lack of capacity, lack of support).
- Conflicts in fishing (recreational fishing vs commercial fishing).
- Land allocation issues and conflicts (Land Board capacity).

ODMP component plans and reports produced included:

- Integrated Land Use Plan
  - Review of existing plans, CHA delineation, optimization of land use
- Fire Management Plan
- Fisheries Management Plan
- Vegetation resources Management Plan
- Tourism Development Plan
- Economic Valuation of the Delta

### ***3.2 Additional consultation specifically for the TDA process***

For the TDA process two stakeholder workshops were held in Maun. The first workshop was held at the beginning of the TDA process to:

- ⊙ inform OD stakeholders about OKACOM activities- TDA & SAP
- ⊙ engage stakeholders in the TDA process
- ⊙ initiate the collection of data needed for delivering the OD TDA
- ⊙ continue the District participatory planning tradition

The second workshop was held towards the end of the TDA process in order to:

- ⊙ update OD stakeholders on the OKACOM activities - TDA & SAP
- ⊙ present draft TDA specialist reports and seek stakeholder's inputs
- ⊙ present and seek stakeholders input in the NAP

#### **4. Conclusion: Evaluation of the ODMP and TDA Stakeholder participation**

The extent and impact of stakeholder participation in the ODMP is best captured by the reaction of consulted communities. At the start of the project the ODMP team encountered highly fatigued communities owing to a history of superficial consultation. This was captured in a statement made by one community member in one of the initial *Kgotla* meetings in 2003/2004: *“You have already progressed so far with the ODMP project without consulting the communities. We doubt that our comments will be incorporated now.” “We are tired of all the meetings, as solutions are never implemented.”*

However as time went on and the OMP project team constantly returned to have dialogue with communities the frustration with consultation turned to some assertion and requirements for better capacity building for effective consultation: This was expressed by a participant of the ODMP consultative workshop in Shakawe, January, 2005. *“We need educational workshops to improve our participation and understanding and benefit from the project. We need education so that after three years of planning we become part of the management process.”*

As the ODMP planning phase drew to an end communities and the team developed a rare sense of rapport as captured in this statement made at the ODMP feed back workshop in Shakawe, August 2007: *“This is an opportunity to have our concerns and suggestions included in the plan. We are thankful that Government has changed its approach and is acknowledging our expertise and gives us a chance to have an input before decisions are made.”*

The ODMP can be said to have emerged with a stakeholder participation profile second to none in the country. This is the strategy that the TDA process built on to foster its own participation and legitimacy. However much still remains to be done by way of strategizing for and executing implementation of the plan. For example, although it became clear during planning that most environmental problems are caused by lack of institutional capacity the ODMP process did not take the opportunity for necessary institutional restructuring in natural resources management. The main criticism on current thinking about implementation is that it is not clear what the role of non-Government stakeholders, especially communities will be. The capacity and power of the coordinating department is also under question. First of all the DEA has many other responsibilities apart from coordinating the management and use of the Delta resources. The department also has gross human resource shortages. With the economic downturn and resource cuts it is also likely to face financial constraints for some time. What is a more severe problem is that the Department has no powers to enforce most of the provisions of the plan. That responsibility still remain with the sector institutions over which DEA has no control. This is perhaps an opportunity for OKACOM through the TDA and SAP processes to create an institutional structure that has the capacity to take responsibility for management of the Delta resources as part of the Okavango River Resources management strategy.

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5. NCSA (2002) “Okavango Delta Management Plan – Project Proposal”. Gaborone, Botswana.

## The Okavango River Basin Transboundary Diagnostic Analysis Technical Reports

In 1994, the three riparian countries of the Okavango River Basin – Angola, Botswana and Namibia – agreed to plan for collaborative management of the natural resources of the Okavango, forming the Permanent Okavango River Basin Water Commission (OKACOM). In 2003, with funding from the Global Environment Facility, OKACOM launched the Environmental Protection and Sustainable Management of the Okavango River Basin (EPSMO) Project to coordinate development and to anticipate and address threats to the river and the associated communities and environment. Implemented by the United Nations Development Program and executed by the United Nations Food and Agriculture Organization, the project produced the Transboundary Diagnostic Analysis to

establish a base of available scientific evidence to guide future decision making. The study, created from inputs from multi-disciplinary teams in each country, with specialists in hydrology, hydraulics, channel form, water quality, vegetation, aquatic invertebrates, fish, birds, river-dependent terrestrial wildlife, resource economics and socio-cultural issues, was coordinated and managed by a group of specialists from the southern African region in 2008 and 2009.

The following specialist technical reports were produced as part of this process and form substantive background content for the Okavango River Basin Transboundary Diagnostic Analysis

<b>Final Study Reports</b>	<b>Reports integrating findings from all country and background reports, and covering the entire basin.</b>		
		Aylward, B.	<i>Economic Valuation of Basin Resources: Final Report to EPSMO Project of the UN Food &amp; Agriculture Organization as an Input to the Okavango River Basin Transboundary Diagnostic Analysis</i>
		Barnes, J. et al.	<i>Okavango River Basin Transboundary Diagnostic Analysis: Socio-Economic Assessment Final Report</i>
		King, J.M. and Brown, C.A.	<i>Okavango River Basin Environmental Flow Assessment Project Initiation Report (Report No: 01/2009)</i>
		King, J.M. and Brown, C.A.	<i>Okavango River Basin Environmental Flow Assessment EFA Process Report (Report No: 02/2009)</i>
		King, J.M. and Brown, C.A.	<i>Okavango River Basin Environmental Flow Assessment Guidelines for Data Collection, Analysis and Scenario Creation (Report No: 03/2009)</i>
		Bethune, S. Mazvimavi, D. and Quintino, M.	<i>Okavango River Basin Environmental Flow Assessment Delineation Report (Report No: 04/2009)</i>
		Beuster, H.	<i>Okavango River Basin Environmental Flow Assessment Hydrology Report: Data And Models (Report No: 05/2009)</i>
		Beuster, H.	<i>Okavango River Basin Environmental Flow Assessment Scenario Report : Hydrology (Report No: 06/2009)</i>
		Jones, M.J.	<i>The Groundwater Hydrology of The Okavango Basin (FAO Internal Report, April 2010)</i>
		King, J.M. and Brown, C.A.	<i>Okavango River Basin Environmental Flow Assessment Scenario Report: Ecological and Social Predictions (Volume 1 of 4)(Report No. 07/2009)</i>
		King, J.M. and Brown, C.A.	<i>Okavango River Basin Environmental Flow Assessment Scenario Report: Ecological and Social Predictions (Volume 2 of 4: Indicator results) (Report No. 07/2009)</i>
		King, J.M. and Brown, C.A.	<i>Okavango River Basin Environmental Flow Assessment Scenario Report: Ecological and Social Predictions: Climate Change Scenarios (Volume 3 of 4) (Report No. 07/2009)</i>
		King, J., Brown, C.A., Joubert, A.R. and Barnes, J.	<i>Okavango River Basin Environmental Flow Assessment Scenario Report: Biophysical Predictions (Volume 4 of 4: Climate Change Indicator Results) (Report No: 07/2009)</i>
		King, J., Brown, C.A. and Barnes, J.	<i>Okavango River Basin Environmental Flow Assessment Project Final Report (Report No: 08/2009)</i>

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		Malzbender, D.	Environmental Protection And Sustainable Management Of The Okavango River Basin (EPSMO): Governance Review
		Vanderpost, C. and Dhlwayo, M.	Database and GIS design for an expanded Okavango Basin Information System (OBIS)
		Veríssimo, Luis	GIS Database for the Environment Protection and Sustainable Management of the Okavango River Basin Project
		Wolski, P.	Assessment of hydrological effects of climate change in the Okavango Basin
<b>Country Reports Biophysical Series</b>	<b>Angola</b>	Andrade e Sousa, Helder André de	Análise Diagnóstica Transfronteiriça da Bacia do Rio Okavango: Módulo do Caudal Ambiental: Relatório do Especialista: País: Angola: Disciplina: Sedimentologia & Geomorfologia
		Gomes, Amândio	Análise Diagnóstica Transfronteiriça da Bacia do Rio Okavango: Módulo do Caudal Ambiental: Relatório do Especialista: País: Angola: Disciplina: Vegetação
		Gomes, Amândio	Análise Técnica, Biofísica e Socio-Económica do Lado Angolano da Bacia Hidrográfica do Rio Cubango: Relatório Final: Vegetação da Parte Angolana da Bacia Hidrográfica Do Rio Cubango
		Livramento, Filomena	Análise Diagnóstica Transfronteiriça da Bacia do Rio Okavango: Módulo do Caudal Ambiental: Relatório do Especialista: País: Angola: Disciplina: Macroinvertebrados
		Miguel, Gabriel Luís	Análise Técnica, Biofísica E Sócio-Económica do Lado Angolano da Bacia Hidrográfica do Rio Cubango: Subsídio Para o Conhecimento Hidrogeológico Relatório de Hidrogeologia
		Morais, Miguel	Análise Diagnóstica Transfronteiriça da Bacia do Rio Okavango (Okavango): Módulo da Avaliação do Caudal Ambiental: Relatório do Especialista País: Angola Disciplina: Ictiofauna
		Morais, Miguel	Análise Técnica, Biofísica e Sócio-Económica do Lado Angolano da Bacia Hidrográfica do Rio Cubango: Relatório Final: Peixes e Pesca Fluvial da Bacia do Okavango em Angola
		Pereira, Maria João	Qualidade da Água, no Lado Angolano da Bacia Hidrográfica do Rio Cubango
		Santos, Carmen Ivelize Van-Dúnem S. N.	Análise Diagnóstica Transfronteiriça da Bacia do Rio Okavango: Módulo do Caudal Ambiental: Relatório de Especialidade: Angola: Vida Selvagem
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	<b>Botswana</b>	Bonyongo, M.C.	Okavango River Basin Technical Diagnostic Analysis: Environmental Flow Module: Specialist Report: Country: Botswana: Discipline: Wildlife
		Hancock, P.	Okavango River Basin Technical Diagnostic Analysis: Environmental Flow Module : Specialist Report: Country: Botswana: Discipline: Birds
		Mosepele, K.	Okavango River Basin Technical Diagnostic Analysis: Environmental Flow Module: Specialist Report: Country: Botswana: Discipline: Fish
		Mosepele, B. and Dallas, Helen	Okavango River Basin Technical Diagnostic Analysis: Environmental Flow Module: Specialist Report: Country: Botswana: Discipline: Aquatic Macro Invertebrates
	<b>Namibia</b>	Collin Christian & Associates CC	Okavango River Basin: Transboundary Diagnostic Analysis Project: Environmental Flow Assessment Module: Geomorphology
		Curtis, B.A.	Okavango River Basin Technical Diagnostic Analysis: Environmental Flow Module: Specialist Report Country: Namibia Discipline: Vegetation
		Bethune, S.	Environmental Protection and Sustainable Management of the Okavango River Basin (EPSMO): Transboundary Diagnostic Analysis: Basin Ecosystems Report
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		<i>Roberts, K.</i>	<i>Okavango River Basin Technical Diagnostic Analysis: Environmental Flow Module: Specialist Report: Country: Namibia: Discipline: Wildlife</i>
		<i>Waal, B.V.</i>	<i>Okavango River Basin Technical Diagnostic Analysis: Environmental Flow Module: Specialist Report: Country: Namibia:Discipline: Fish Life</i>
<b>Country Reports Socioeconomic Series</b>	<b>Angola</b>	<i>Gomes, Joaquim Duarte</i>	<i>Análise Técnica dos Aspectos Relacionados com o Potencial de Irrigação no Lado Angolano da Bacia Hidrográfica do Rio Cubango: Relatório Final</i>
		<i>Mendelsohn, .J.</i>	<i>Land use in Kavango: Past, Present and Future</i>
		<i>Pereira, Maria João</i>	<i>Análise Diagnóstica Transfronteiriça da Bacia do Rio Okavango: Módulo do Caudal Ambiental: Relatório do Especialista: País: Angola: Disciplina: Qualidade da Água</i>
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		<i>Paxton, C.</i>	<i>Transboundary Diagnostic Analysis: Specialist Report: Discipline: Water Quality Requirements For Human Health in the Okavango River Basin: Country: Namibia</i>

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