

REPORT ON

EASTERN AND SOUTHERN AFRICA WATER AND SANITATION REGULATORS ASSOCIATION

6TH ANNUAL GENERAL MEETING



Hosted by the Rwanda Utilities Regulatory Agency (RURA)

Laico Umubano Hotel, Kigali, Rwanda

5th-7th September, 2012

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1. INTRODUCTION

The sixth Annual General Meeting of the Eastern and Southern Africa Water and Sanitation (ESAWAS) Regulators Association was held in Kigali, Rwanda from 5th to 7th September 2012. The meeting was hosted by the Rwanda Utilities Regulatory Agency (RURA) at the Umubano Hotel.

The meeting brought together about 40 participants which included representatives from RURA, the four member regulators (NWASCO of Zambia, CRA of Mozambique, WASREB of Kenya, EWURA of Tanzania) and Lesotho Electricity (and Water) Authority who had provisional membership. Participants that attended as observers included representatives from the Directorate of Water Development of Uganda, Water Sanitation and Hygiene (WASH) Sector National Coordination Unit of Zimbabwe, Ministry of Mines, Energy and Water of Burundi, local Water and Sanitation Services (WSS) providers and GIZ from Burundi.

2. PROGRAMME OUTLINE

The meeting was structured around the theme 'Strengthening the Regulator' with an aim to improve regulatory effectiveness.

- Day one of the programme focussed on the topics of
 - o Enforcing regulations
 - o Involving consumers for effective regulation
 - Accessing Commercial Financing: Credit rating of Water Service Providers in Kenya
 - o Benchmarking the regulator
- Day two focussed on updates from all member regulators and observers
- Day three was dedicated to discussing business of the ESAWAS Regulators Association.

The programme for the meeting is annexed.

2.1 DAY ONE

2.1.1 OFFICIAL OPENING

The meeting begun with opening remarks from the Director General of RURA, Maj.Regis Gatarayiha. In his remarks, he mentioned that the AGM had been organised under the theme 'Strengthening the regulator', and therefore it is vital to strengthen and constantly improve the operations of the regulatory authority by providing sufficient,

qualified and competent staff, as well as, key tools and adequate legal and regulatory framework to foster pro-active approaches that inevitably need to be initiated from time to time in a bid to cope with new concepts and technologies and timely address various stakeholders' interests and most importantly the weakest among them.

The meeting was then officially opened by the Minister of State in charge of Energy and Water, Hon. Eng. Emma Francoise. In her speech, she outlined some major policies and laws that have been formulated in the ongoing water sector reforms in Rwanda such as the Water and Sanitation policy of 1994 which was updated in 2010 and the Water Law of 2009. She further mentioned the need to value technical and management knowledge and exchange know-how on water sanitation. "The transfer of knowledge is essential but it is only useful if adapted to the local context'. In closing the speech, she reminded the meeting that respective Governments have established regulatory authorities to ensure that legal instruments are enforced.

2.1.2 PRESENTATIONS

This session focused on various aspects related to the theme of strengthening the regulator.

i. Enforcing Regulations, CRA

Ms Dimene gave a presentation on enforcing regulations which highlighted

- Factors for effective enforcement
- Enforcement tools
- Enforcement procedures
- Appeals
- The Case of CRA

Discussion- Means to strengthen enforcement

The plenary discussion was about the means to strengthen enforcement.

The meeting highlighted the following challenges and questions:

- Is the use of penalties the right approach because the money to be paid by the utility is actually from customers?
- Withdrawing a license may not be prudent because of the nature of service provided
- Why do service providers still not comply despite legal and other frameworks being in place? How can enforcement really take place?
- O Uganda-tariff approved by Minister. Can setting-up an autonomous and independent regulator resolve this?

- o Enforcement is a challenge where most utilities are state-owned due to the influence of Government.
- We should ask ourselves the question 'What are we enforcing??'
- o Who regulates the regulator?
- o Consumers-Utility-Regulator-Government linkage. Interference is sometimes based on understanding of person in charge instead of the way law is stipulated.

In addition to aspects highlighted in the presentation, the following were identified as means to strengthening enforcement:

- The judicial process should complement regulatory enforcement
- Strengthen the Act to be able to remove top management for non-compliance and appoint an Administrator to replace Board and Management
- o Fines should be directed to the Chairperson and Directors in their personal capacity
- Put in place an Enforcement and compliance strategy which includes reminders and warnings before penalty.
- o Discuss conditions with utility and agree upon these before being set. These will form the basis for determining non-compliance.
- o Government commitment is cardinal to reduce political interference. Professionals must manage utilities and the law should take cognizance of these.
- The interpretation of the law is critical, e.g. for EWURA, 'consultation with Minister' means to 'bring to the attention of' as opposed to 'getting approval'.
- Separate penalties e.g. for late submission of report to regulator and not following service requirements. Apply appropriate penalty based on contravention (not onesize fits all approach).
- o Apply incentive regulation as opposed to punitive approach
- License must define rights and obligations of each party and service performance indicators
- Legislative framework must clearly define roles and responsibilities of institutions.
 In Tanzania, powers of regulator are as if made by the high court. Failure to comply, can lead to imprisonment.
- o Performance of utilities can be published in public media (newspaper, radio etc)
- Regulators should have clear indicators for utilities to follow to give good service to customers. Engage utilities first in order to understand challenges before applying penalties.

ii. Involving consumers for effective regulation, EWURA

Eng. Mutegeki gave a presentation on involving consumers for effective regulation which highlighted:

- Objectives of Regulation according to the EWURA Act
- Consumer involvement and protection
 - Being Transparent and Accountable
 - Conducting consumer education and awareness programmes
 - o Timely resolution of consumer complaints
 - o Publication and dissemination of information
 - Consumer Perception Surveys
 - Conduct of Consumer Impact Assessment (CIA)
 - o Having a mechanisms for consumer representation
- EWURA's Expectation from EWURA Consumer Consultative Council

Discussion- How to enhance regulation through consumer involvement

The plenary discussion was centered on how to enhance regulation through consumer involvement. Most questions delved on the operations of the EWURA Consumer Consultative Council (CCC) as follows.

- Should Council be remunerated and how?
 - Ans.: Members are only remunerated when they come for a meeting; that is, sitting allowance, travel etc similar to a Board
- O How is the Council sustained? Is it not a burden in terms of tariff? Is Council funded by the regulator? Would this not mean the Council will be biased to the regulator?
 - Ans.: CCC is currently funded from EWURA, but the intention is that it will eventually be funded directly by consumers. The EWURA levy reflected on customer receipt. The CCC prepares its own budget which is approved by the Minister.
- What is composition of the Council and what role does EWURA play in deciding composition?
 - Ans.: The CC is comprised of seven members representing women, disadvantaged, industrialists, rural, urban and business. The positions must be advertised and the short-list is publicised in media for comment. The law allows them to set-up a secretariat.
- O How is willingness to pay of consumers incorporated in the tariff?

 Ans.; Willingness must be differentiated from affordability. Affordability must be addressed first because those that may not be willing may be able to afford.
- Stakeholder consultation-does it have backing of the law?
 Ans.: Yes, it is backed by the EWURA Act.

- What are some of the results of the customer satisfaction survey done by CCC
 Ans.: Quality of service issues e.g. Rationing schedule not adhered to, Leakages not repaired, Poor customer care
- o Is Council multi-sectoral?
 - Ans.: For EWURA it covers all aspects regulated by it. However, an apex body is under establishment for all consumer issues to be represented by one body.
- Rwanda had Water Users Associations created under Local Authorities to look at service provision. These are to be changed to monitor performance of providers. Consumer Councils should be established through Government and not regulator and paid when meeting is held.
- o Formalised arrangement of consumer representation is key for quality of submission and articulation of issues.
- o Groups representing consumers should be knowledgeable in order to deliberate issues (technical advice).

iii. Accessing Commercial Financing: Credit rating of Water Service Providers in Kenya, WASREB

Eng. Njaggah gave a presentation on the shadow credit rating of water service providers in Kenya as follows:

- Financing of water infrastructure
- Why the need for innovative funding?
- Key issues in the financing of water infrastructure
- Tapping into financial markets- benefits
- Objective of credit rating?
- Credit rating of WSPS
- Areas assessed in determining the credit rating score
 - Internal factors
 - External factors
- Performance of WSPS
 - o Top 5 performers per assessment criteria
 - Key contributors to management performance
- Opportunities for the water sector

<u>Discussion- How to increase access to Water Supply and Sanitation by assisting</u> providers to access funding from alternative sources

The discussion raised the following issues:

o How do you strike the balance between affordability of tariff and ability to repay loans

- Ans.: Tariff adjustment process is consultative and the tariff has provision for repayment of loans for those covering O&M (in Category 2 and 3).
- o Government will still be involved- bankers look at credit rating, collateral (this needs to be sorted out first, infrastructure is not attractive as collateral). Government has to guarantee the loan. What is Kenyan case?
 - Ans.: Utility is required to pay statutory obligations, license fees and loan repayments where applicable.
- Create a situation where utilities can access low-cost financing, e.g. bonds (with no interest on repayments)
- o Is WASREB stamp able to convince financing institutions to grant loans

 Ans: Shadow rating means financing institutions can carry out own rating. It is
 intended to provoke financial institutions to gain interest in the sector
- o It is a good idea, but should be a first step for financing institutions to carry out their own rating
- o Credit rating should be initiated by the provider and regulator must take a different role
- The regulator can guarantee that loan will be invested correctly. The tariff has to be increased to cover interest.
- The regulator can promote reduced cost of investment for WSS through tax exemptions, lower interest, guarantee etc
- o Consider incentives not just commercial terms
- Governments can access international bond/financial markets, cheap loans which can be lent to utilities at a lower cost. BUT Government itself must get good credit rating.
- There is need to consider the cost of raw water where utilities have to buy from another institution at various prices which are exorbitant and have a final effect on the tariff for supply as is the case for Zimbabwe.

iv. <u>Benchmarking the regulator, NWASCO</u>

Ms Magawa gave a presentation on benchmarking the regulator which outlined:

- Why benchmark the regulator?
- Criteria for benchmarking
 - o Regulatory Governance
 - o Regulatory Substance
 - o Regulatory Impact
- Undertaking regulatory benchmarking

Discussion- how to benchmark the regulator for improvement

The discussion raised the following issues:

- ESAWAS can systematically pick criteria to deliberate upon at subsequent AGMs and come up with tangible output
- EWURA was benchmarked with 6 other regulators which has assisted it to improve.
- According to agreement in Mombasa, benchmarking should have started for ESAWAS members. What is the status?
- Use questionnaire (with checklist) to assess the three aspects of regulatory benchmarking that can be answered periodically among ESAWAS members to assist others improve. This can be incorporated in proposed knowledge base.
- Devise mechanism to ensure benchmarking can be done among members and outside as well.
- Share issues with other regulators to get ideas on how to deal with certain things.
- Create a database of benchmarking criteria which members can contribute to.

2.2 DAY TWO

2.2.1 OVERVIEW FROM REGULATORS

Each regulator was asked to give a short presentation on developments since the last annual general meeting.

CRA – MOZAMBIQUE

The Water Regulatory Council (CRA) regulates the water sector in Mozambique.

• Country Overview

Mozambique is located in Southern Africa with a population estimated at about 22.9 million, of which 35.6% is urban.

• Status of Regulation:

CRA regulates 15 water utilities managed by FIPA, 1 private utility/FIPAG under a lease contract and 2 small towns utilities managed by AIAS.

Achievements

- * Revision on CRA's mandate:
 - o Regulation of all water and wastewater systems
 - o Authority to apply sanctions for non-compliance
 - o Delegation of certain regulatory function
- Tariffs that cover O&M cost

Constraints

CRA's sustainability

Challenges

* Regulation of secondary systems and wastewater systems

EWURA – TANZANIA

The Energy and Water Utilities Regulatory Authority (EWURA) is a multi-sectoral regulator for water and sewerage services, electricity, petroleum and gas. EWURA was established under section 4 of the Energy and Water Utilities Regulatory Authority Act, Cap. 414 and started its operations in September 2006.

• Country overview

The United Republic of Tanzania is a union of two sovereign states namely Tanganyika and Zanzibar. The population is estimated at about 34,443,603, of which 23.1% is urban.

• Status of Regulation:

EWURA regulates 128 autonomous Water Supply and Sanitation Authorities which include 19 Regional Towns, 74 District Towns, 28 Small Towns, 7 National Water Projects and DAWASA and DAWASCO for Dar-es-Salaam.

Challenges:

- Service providers are many and diverse in size, capability and capacity
- ❖ Weak managerial, financial and technical capacity especially for District and Small Towns Utilities.
- ❖ Move to cost reflective tariffs (low tariffs in water)
- ❖ Mushrooming of independent service providers due to low service coverage

Way forward:

- * Training of WSSAs on the use of MaJIs and preparation of Business Plans
- ❖ The Ministry of Water and EWURA are preparing regulations and guidelines for clustering of district and small towns WSSAs
- * tariff indexation methodology for district and small town tariffs
- ❖ EWURA has prepared Business Planning guidelines which assist WSSAs to plan towards cost recovery tariffs
- **EWURA** approves a three year tariff corresponding to the Business Plan.
- ❖ EWURA has prepared Guidelines for regulation of independent service providers. The implementation of the guidelines will start in Dar-es-Salaam by the end of

2012. Thereafter, rules will be prepared which will be applicable to the whole country.

WASREB – KENYA

The Water Services Regulatory Board was established in March 2003 to oversee the implementation of policies and strategies relating to the provision of water and sewerage services.

• Country Overview

In August 2010, Kenya signed into law a new constitution enshrining the Human Right to water. The 2010 Constitution provides for a two-tier governance framework: National Government (NG)-public investments and County Government (CG)- provision of water and sanitation services. This presented a good opportunity for reviewing sector structures for effectiveness and efficiency.

• Developments

- * water sector policy and legislation are being aligned to the new constitution
 - o Policy Draft National Water Policy
 - o Legislation-Water Bill 2012
- ❖ Water Bill 2012 defines the new water services institutional framework which may see a change of name from WASREB to Water Services Regulatory Commission

• Water Sector Performance Overview

- ❖ Performance analysis (2010/11);
 - ➤ 100 Commercial Utilities (65 urban and 35 rural).
 - > population of 16.5 million living in the service areas of urban WSPs and 4.1 million in the service areas of rural WSPs.
 - ➤ Water Coverage, Urban-52%, Rural- 45%, against Sector target of 80%
- * There is increased compliance to regulatory requirement.
- ❖ Tariff reviews have offered the WSPs a life line. (All major WSPs within WSB have had their RTA approved).

• Challenges

- * Resistance by some WSPs to comply with WASREB's corporate governance guidelines.
- ❖ Delays in finalizing the transfer plan -has implications on governance and productivity.
- Continued subsidies to unviable WSPs by the MWI undermines the reform agenda

- Opposition to clustering for economies of scale, sustainability and viability of WSPs.
- ❖ Insufficient planning for investments and financing leads to ineffective investments and less value for money
- ❖ Communication disconnect between WSBs and WSPs
- ❖ Data quality, completeness and timeliness of reporting

RURA - RWANDA

The Rwanda Utilities Regulatory Agency (RURA) is a regulatory Authority created by Law No. 39 of 2001 for regulating certain public utilities which are Telecommunication services, Transport, Energy and Water and Sanitation.

Country Overview

Rwanda is located in Central-East Africa with a population estimated at about 11 million, of which 14% is urban.

• Achievements

Legal & Regulatory Framework

The Board has so far approved the following regulations:

- Water services licensing Regulations;
- O Guidelines for minimum required service level in water service provision;
- o Regulations on Cleaning Services;
- o Regulations on decentralized wastewater treatment systems;
- o Guidelines for solid waste collection and transportation;
- o Guidelines on liquid waste disposal and treatment;
- Standards for the management of waste disposal site/Landfill;

Licensing

Licenses so far provided are in the areas of:

- o Solid waste collection and transportation;
- Cleaning services;
- Enforcement
 - Audit and inspection in water and sanitation service provision

Challenges

- Limited Private sector investments in the sector,
- ❖ Lack of a strong legal and regulatory framework (absence of water supply and sanitation law),
- ❖ Water quality control remains an ultimate challenge in rural areas,
- Limited professionalism of operators in rural areas

- ❖ The isolation of operators' locations and rural stakeholders working places constitute a problem to regulation and monitoring operators' performance (Transport, fees, No connection, etc).
- ❖ Water tariffs in rural areas tend to be relatively high, in particular where pumping is involved (Isolation).

NWASCO - ZAMBIA

The National Water Supply and Sanitation Council regulates water supply and sanitation service provision in urban areas. NWASCO is established by the Water Supply and Sanitation Act No.28 of 1997 and begun operations in 2000.

• Country Overview

Zambia is located in Southern Africa with a population estimated at about 13 million, of which 39% is urban.

- Status of Water Service
 - ❖ NWASCO is regulating 11 Commercial Water Utilities and 7 private schemes.
 - o Water Service Coverage 80.5%
 - o Sanitation Service Coverage- 55%
 - ❖ Strategic plan for 2013-15 in draft;
 - ❖ New guidelines under development (Sanitation, Non-revenue water, Anti Corruption);
 - ❖ Ring-fencing concept being developed (Fixed meter charge for metering, Sanitation Surcharge- for sanitation);

LE(W)A-LESOTHO

The Lesotho Electricity Authority was established by the LEA Act of 2002 to regulate the electricity sector and started operating in 2005. The LEA amendment Act of 2011 extends LEAs mandate to regulate the water and sanitation sector.

• Country Overview

Lesotho is located in Southern Africa, surrounded by the Republic of South Africa, with a population of approximately 1.8million of which 25% is urban.

- Water Regulation Progress to date
 - ❖ Establishment of LEA (Amendment) Act 2011
 - **Section** Establishment and staffing of the Water Regulation Department
 - ❖ Establishment of the Model for analysing water tariff

- ❖ Developed Water Regulatory Instruments by August 2012; namely,
 - o Draft License
 - o Draft QOSSS
 - o Draft Rules and Regulations
 - Draft Water and Wastewater Facilities Safety Guidelines
- Challenges:
 - * Resistance to institutional changes
 - ❖ Balancing the interests of all stakeholders vs Cost reflective tariffs
 - Transition to Water Regulation
 - ❖ Information asymmetry between Regulator and WASCO;

DIRECTORATE OF WATER DEVELOPMENT-UGANDA

The Directorate of Water Development is responsible for providing overall technical oversight for planning, implementation and supervision of delivery of urban and rural water and sanitation services including water for production; Regulation of provision of water supply and sanitation and provision of capacity development and other support services to local governments and other service providers.

Country Overview:

Uganda is located in the Great Lakes Region with a Population of approximately 36 million of which 15% is urban.

- ❖ Safe Water Coverage −Rural -65%
- ❖ Safe Water Coverage –Urban 67%
- ❖ Sanitation Coverage Rural 70%
- ❖ Sanitation Coverage Urban 81%

Regulatory Challenges:

- ❖ Inadequate regulatory framework to allow effective regulation enforcement mechanisms are weak.
- ❖ Inadequate capacity of the Regulation Unit within the Directorate of Water Development to effectively supervise and monitor numerous Performance

- Contracts (Over 100 No. for Small Towns plus that with the National Water and Sewerage Corporation)
- ❖ Inadequate capacities of the Water Supply Services Board to effectively supervise and monitor Private Operators and timely submission of performance reports to DWD.
- Very polarised debate / positions on issue of mode of regulation between Key Sector Players (Regulation by Contracts, Sector Specific Regulator, Multi-sectoral Regulator etc.)

(WASH) SECTOR NATIONAL COORDINATION UNIT -ZIMBABWE

The National Action Committee (NAC) has the overall coordination and management responsibility of the water, sanitation and hygiene (WASH) sector, providing holistic, national WASH policy direction and guidance and to be a one-stop-entry into, and a monitoring, supervisory and resource mobilization hub for, WASH sector in Zimbabwe. The National Coordination Unit (NCU) is the Secretariat of the NAC whose primary role is the day- to-day administration and management of the Water, Sanitation and Hygiene Sector on behalf of the NAC and its three NAC Sub- sector committees.

Country Overview:

Zimbabwe is situated south of sub-Saharan Africa and is home to 12,084,304 million (July 2011 est., ZimStat). 38% of the population dwell in urban areas.

Status of Regulation:

- Zimbabwe is going through reforms in the sector with a draft Water Policy in place for Cabinet consideration.
- ❖ Urban Water Services are through ZINWA, urban local authorities.
- * Currently the Ministry of Water through the Water Act is the de facto regulator.
- ❖ 6 Acts of Parliament are in place for aspects of regulation:
 - o Water Act Chapter 20:24
 - o Zinwa Act Chapter 20:25
 - o Public Financial Management Act Chapter 22:19

- o Ema Act Chapter 20:27
- o Public Health Act 15:09
- Urban Councils Act 29:15

MINISTRY OF MINES, ENERGY AND WATER -BURUNDI

The Urban water sector is characterised by:

- one single public service provider, REGIDESO
- the sector is heavily underfunded
- very low institutional capacity
- ***** strong political interference
- very little external participation (private/ donors)
- ❖ high percentage of population in extreme poverty
- ❖ service-contract between REGIDESO and Government (Contrat-plan)
- ❖ service performance monitored by external and World Bank-funded
- non-compliance with standards/contract not well performed

Given the characteristics of the Burundian water sector, the steps forward are:

- create effective monitoring and regulating mechanisms which are simple, not costly, and within existing structures
- create authority within Ministry in charge with regulating and monitoring the REGIDESO service performance, reporting directly to the Minister and to the public
- ❖ strengthen the strategic role and the decision-making power of the Administration Council REGIDESO (vis-à-vis the Government and the Board of Directors within REGIDESO)

3. CLOSING REMARKS

The meeting was closed by the Chairperson who thanked everyone for their active participation and commitment to realising the objectives of the Association. Thanks were also given to RURA for organising a successful meeting.



EASTERN AND SOUTHERN AFRICA WATER AND SANITATION REGULATORS ASSOCIATION 6TH ANNUAL GENERAL MEETING

Theme: "Strengthening the Regulator"

5-7th September, 2012, Kigali, Rwanda

PROGRAMME

Day 1: 5th September 2012

TIME	ACTIVITY	RESPONSIBLE	
09:30	Registration of Participants		
10:00	Opening Remarks & Introduction of Participants	RURA (Rwanda Utilities Regulatory Agency)	
10:05	Welcoming Remarks by the Director General, RURA		
10:15	Opening Speech by the Minister of State in Charge of Energy and Water		
10:35	Keynote presentation	RURA	
10:40	Tea Break + Photo		
11:20	Enforcing regulations	CRA (Water Regulatory Council)	
11:50	Plenary discussion-Output: Means to strengthen enforcement		
12:20	Involving consumers for effective regulation	EWURA (Energy, Water and Sewerage Utility Regulatory Authority)	
12:50	Plenary discussion- Output: How to enhance regulation through consumer involvement		
13:10	Lunch Break		
14:30	Accessing Commercial Financing: Credit rating of Water Service Providers in Kenya	- WASREB (Water Service Regulatory Board)	
15:00	Plenary discussion- Output: how to increase access to Water Supply and Sanitation by assisting providers to access funding from alternative sources		
15:30	Benchmarking the regulator	- NWASCO (National Water Supply and Sanitation Council)	
16:00	Plenary discussion- Output: how to benchmark the regulator for improvement		
16:30	Tea Break		

END OF DAY 1

Day 2: 6th September

TIME	ACTIVITY	RESPONSIBLE	
09:00	Overview from Countries (20mins each)		
	CRA -Mozambique	Representative	
	EWURA- Tanzania	Representative	
	WASREB- Kenya	Representative	
10:30	Tea Break		
	RURA - Rwanda	Representative	
	NWASCO -Zambia	Representative	
	LEA -Lesotho	Representative	
12:00	Lunch Break		
14:00	Overview from Observer Countries		
	Directorate of Water Development-Uganda	Representative	
	(WASH) Sector National Coordination Unit -Zimbabwe	Representative	
	Ministry of Mines, Energy and Water -Burundi	Representative	
	Ministry of Water Resources and Irrigation – South Sudan	Representative	
16:30	Tea Break		
19:00	DINNER AT TOP TOWER HOTEL		

END OF DAY 2

Day 3: 7th September

TIME	ACTIVITY	RESPONSIBLE
09:00	ESAWAS Regulators Association-Internal issues	Secretariat
	Presentation of Chairperson's report to AGM	
	Review of Strategic Plan 2011-13	
	Adoption of Logo for the Association	
	Ratification of amended Constitution, new members	
	7 th AGM, Selection of Coordinator	
12:30	Lunch Break	

END OF DAY 3