

Milestones in the National IWRM Planning Process in Zambia

REPORT



Prof. Imasiku A. Nyambe and Mr. Jonathan Kampata

Geology Department, University of Zambia,
P.O. Box 32379 Lusaka, Zambia
Tel: + 0955-793600

E-mail: inyambe@mines.unza.zm

Submitted to:

Regional PAWD Manager Mr. Alex Simalabwi
GWP-SA, Pretoria, South Africa

Prof. Imasiku A. Nyambe

&

Mr. Jonathan Kampata

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Abbreviations

| | |
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| CIDA | Canadian International Development Agency |
| FNDP | Fifth National Development Plan |
| GWP | Global Water Partnership |
| IWRM | Integrated Water Resource Management |
| MDG | Millennium Development Goals |
| MEWD | Ministry of Energy and Water Development |
| NGOs | Non Governmental Organisation |
| NDP | National Development Plan |
| PAWD | Partnership for Africa's Water Development |
| SAG | Sector Advisory Group |
| WE | Water Efficiency |
| WRAP | Water Resources Action Programme |
| WRM | Water Resources Management |
| WSSD | World Summit for Sustainable Development |
| ZWP | Zambia Water Partnership |

Summary

In 2004, the Zambian Government through the Ministry of Energy and Water Development, with facilitation of the Zambia Water Partnership, began developing an Integrated Water Resources and Water Efficiency Plan for sustainable management of the country's water resources. Support was provided by CIDA through the GWP. GWP-SA provided guidance, technical support and capacity building during the process.

The most significant moments/events or decisions that markedly shaped the National IWRM planning process in Zambia were:

- i) Zambia Water Partnership mobilise stakeholders
- ii) Government Request for Support to develop IWRM/WE Plan
- iii) Establishment of PAWD Project Management structures
- iv) Commitment to undertake the development of the IWRM/WE Plan by Government
- v) Integration with on going water initiatives
- vi) Extensive stakeholder involvement
- vii) Anchoring the IWRM/WE Plan with the Fifth National Development Plan
- viii) Implementing the Chalimbana River Catchment as a "Hot Spot"

The outcomes realised from the process were:

- i) *National Frameworks for sustainable WRM and service provision in place and well advanced in Zambia - Input to the Fifth National Development Plan.*
- ii) *Ownership of national frameworks and process developed by all stakeholders- Integration with on going water sector.*
- iii) *Stronger collaboration with potential institutions to support projects-improved sector coordination around the FNDDP has created opportunities for potential financing support for the IWRM implementation plan.*
- iv) *Strengthened regional and country partnerships for effective multi-stakeholder platforms – the ZWP has strengthened its governance with a new constitution.*
- v) *Water issues integrated into NDPs in Zambia. The water sector has been identified as a key sector contributing to national development while ten IWRM related programmes have been included in the FNDDP.*

Key lessons learned in the process of developing the IWRM/WE Plan included:

- i) Taking cognisance of on going initiatives and existing opportunities
- ii) Ensuring participation by key actors
- iii) Involving the Ministry responsible for national planning in the process
- iv) Anchoring the Plan onto National Development Framework Plan
- v) Sustaining coverage by the media and public awareness
- vi) Building capacities of partners and participating organizations

1 Introduction

1.1 Background

One of the targets agreed by Heads of State at the 2002 World Summit on Sustainable Development (WSSD) held in Johannesburg, South Africa, was that nations should prepare National Integrated Water Resources Management and Water Efficiency Plans (IWRM/WE Plans) by 2005. It was acknowledged that to achieve the Millennium Development Goals (MDGs) sustainable water resources management was key especially to eradicating extreme poverty and hunger, ensuring environmental sustainability and improving health conditions.

Water Resources have generally not been well managed resulting in issues such as inadequate supplies to meet various needs, pollution, inadequate information for decision making, inefficient use of the resource, inadequate financing and limited stakeholder awareness and participation. There is understanding that these problems can be solved through applying the principles of Integrated Water Resources Management (IWRM).

With support from the Canadian International Development Agency (CIDA), the Global Water Partnership (GWP) is implementing the Partnership for African Water Development (PAWD Project) to facilitate countries prepare the IWRM/WE Plans. GWP-SA specifically provided guidance, technical support and capacity building during the process.

In 2004, the Zambian Government, through the Ministry of Energy and Water Development (MEWD), with facilitation of the Zambia Water Partnership (ZWP), began developing an Integrated Water Resources and Water Efficiency Plan for sustainable management of the country's water resources.

1.2 The PAWD Project

The goal of the PAWD project is “to support the sustainable management of the countries water resources as a contribution to eliminating poverty and improving well being and protecting natural resources”

Specific outcomes with regards to the National IWRM process (preparation of IWRM/WE Plan) were:

- i) National frameworks for sustainable WRM and service provision in place and/or well advanced in Zambia.
- ii) Ownership of national frameworks and process developed by all stakeholders
- iii) Stronger collaboration with potential institutions to support projects
- iv) Strengthened country level partnership for effective multi-stakeholder platforms
- v) Water issues integrated into National Development Plans (NDPs) in Zambia

1.3 Objective of assignment

The objective of this paper is: To identify and document the most significant moments/events or decisions that markedly shaped the National IWRM planning process in Zambia.

In fulfilling the objective, *critical moments* have been identified which are defined here as those *decisions/processes/moments* that greatly influenced the direction or content of the Plan. The initial draft document on the critical moments were debated

2. Critical moments in the IWRM planning Process

The most significant moments/events or decisions that markedly shaped the National PAWD IWRM planning process in Zambia were identified in the initial draft document and discussed at two workshops of January 10 and January 18, 2008 (Annex 1) by key participants who were involved in the process. The results of the two workshops are described in the sections that follow under the headings (as may be appropriate) defined in the IWRM planning cycle (Figure 1).

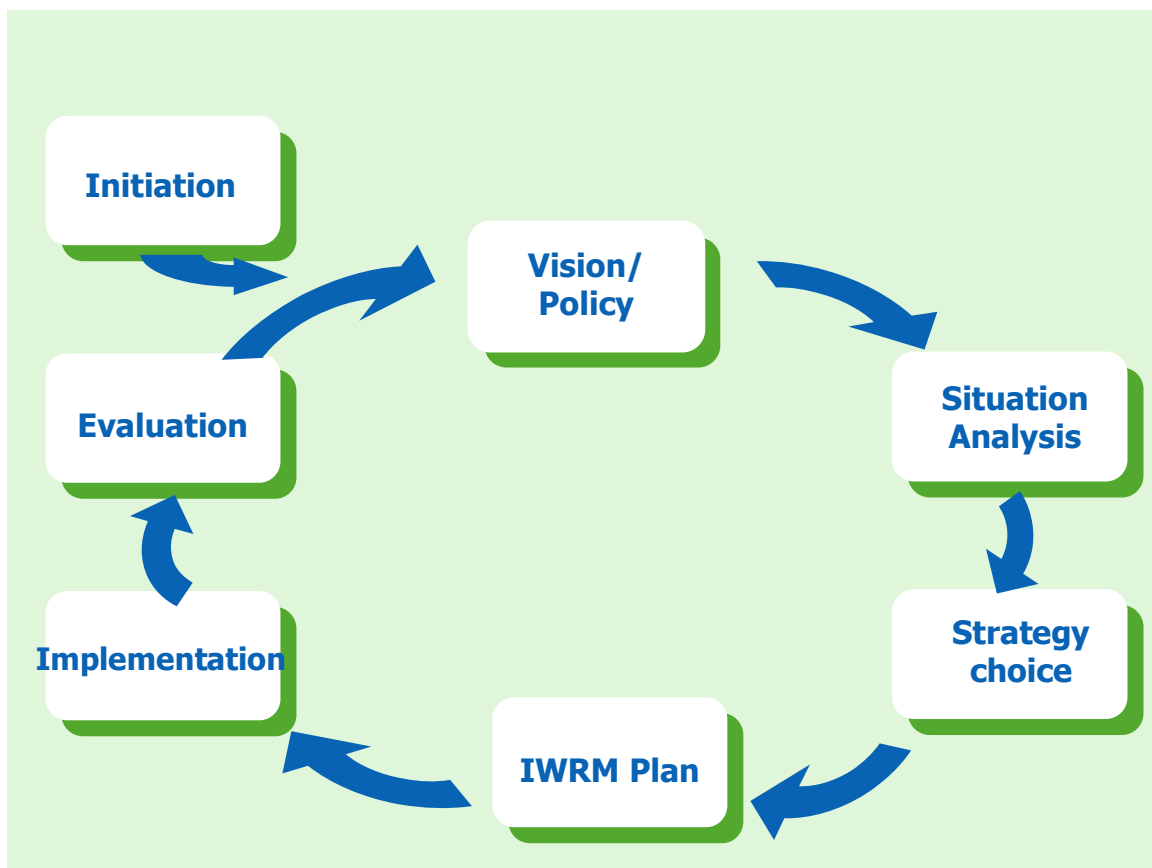


Figure 1: IWRM Planning Cycle

The significant moments that have been identified to have occurred in Zambia fall specifically under the IWRM Planning stages of Initiation, Situation Analysis, Strategy choice, IWRM Plan and Implementation. These are outlined in the subsequent sections.

2.1 Initiation

(i) Zambia Water Partnership mobilise stakeholders

Zambia Water Partnership in recognising their role as a multi-stakeholder partnership to foster IWRM saw the need for a strong involvement of the ZWP network in the National IWRM Planning process. The partners with the information provided by GWP-SA agreed to facilitate the process and proceeded to work with Government, through MEWD.

(ii) Government Request for Support to develop IWRM/WE Plan

The Government through the Ministry of Energy and Water Development requested for support from the Global Water Partnership to facilitate preparation of the IWRM/WE Plan. On 16th December 2003, the PAWD project in Zambia was launched by the Minister of Energy and Water Development.

(iii) Establishment of PAWD Project Management structures

Project management structures with their respective Terms of Reference were developed. These comprised the PAWD Core Team (Project steering committee) drawn from key Government water related ministries, private companies, the media, academic institutions and NGOs, PAWD Task Team (Technical committee) and PAWD secretariat (Project Management Team). Reporting lines to ZWP and Government were outlined.

(iv) Commitment to undertake the development of the IWRM/WE Plan by Government

The Minister of Energy and Water Development launched the PAWD project in Zambia at a partners meeting on 16 December 2003. On 27 March 2006 the support to the development of the integrated water resources management and water efficiency and to Zambia Water Partnership was formally acknowledged and supported by Government.

(v) Decision to host the PAWD Project with the University of Zambia, School of Mines.

At the Partners meeting on 8th January 2004 consensus was reached with partners which included Government to host the PAWD Project the University of Zambia, School of Mines. This was seen as an advantage for the smooth operation and coordination of the process as the host was the same as that of ZWP

2.2 Situation Analysis

Integration with on going water initiatives

The Water Sector reforms were already on going in Zambia. These comprised the development of National Water Policy, Water Resources Action Programme (WRAP), the water supply and sanitation reforms, the Kafue Dialogue, Kafue Flats integrated water resources management strategy and the. Key among these was WRAP that had undertaken stakeholders consultations and identification of issues. With the Water Resources Action Programme (WRAP), the PAWD Project added value to the already identified issues by

identifying gaps. The discussion document (situation analysis report) was prepared which consolidated the issues and was then taken to stakeholders for consultation.

2.3 Strategy choice

i) Extensive stakeholder involvement

- ◆ *Consultations:* Extensive stakeholder consultations involving National and Provincial stakeholders in confirmation of issues and prioritization of programmes. Through the Water Resources Action Programme (WRAP), in collaboration with the Zambia Water Partnership (ZWP) with support from the PAWD Project, a discussion document (situation analysis report) was prepared which was then taken to stakeholders through stakeholders meeting in Lusaka in August 2005, stakeholder consultative meeting for the FNDP in Lusaka in September 2005 and the national workshop for Directors of water related Government Ministries and their Heads of Planning, January 2007, in Ndola during which meeting government made a key decision to reformulate the plans into a tool to guide the implementation of the FNDP; further consultations were held in the five catchment areas (at Mongu-Upper Zambezi Catchment, at Chipata-Luangwa Catchment and Kasama – Tanganyika-Chambeshi, Luapula Catchment) covering four provinces. Stakeholders who included Government departments, traditional leaders, civil society and ordinary citizens at the catchment, district, provincial and sectoral level were engaged to bring out priority issues to be tackled in the implementation plan. Other consultations included the Sector coordinating meetings for Water Sector Advisory Groups (SAG) sub-committees of water resources and environment, water supply and sanitation, water resources infrastructure, capacity building, monitoring and evaluation. Pictorial coverage of the some of the workshops is given in Annex 2.
- ◆ *Media for awareness:* Various awareness raising activities facilitated by ZWP such as regular news coverage in the print media and a series of TV programmes on IWRM that featured representatives from water related ministries including Ministry of Finance and National Planning. Stakeholders from the media who are members of ZWP led these awareness activities and this enhanced ownership of IWRM process among the media and raised public awareness on IWRM.
- ◆ *Capacity building:* Various capacity building activities namely Conflict resolution training, IWRM Tool Box training, Root Cause Analysis, Environmental flows, International water management, Financing and economic instruments in water management were facilitated by GWP-SA which improved capacity for partners to understand and develop the IWRM/WE plan. The training conducted enhanced the awareness of IWRM.

2.4 IWRM/WE Plan

Anchoring the IWRM/WE Plan with the Fifth National Development Plan

The proposed programmes in the IWRM/WE Plan Discussion Document, together with information provided by the Ministry of Local Government and Housing, Department of Water Affairs, Water Resources Action Programme and other stakeholders, were consolidated before being debated by the Water SAG. The final outcome of this whole

process emphasized the need to place high priority on water for various users. Through this process, the submitted programme from the IWRM / WE Plan Discussion Document were considered and became part of the seven IWRM Core Programmes and related poverty programs which are in the Fifth National Development Plan (FNDP) 2006-2010 launched by the Republican President in November, 2006.

At the Ndola National Consultative Workshop in January 2007, Government, through the Ministry of Energy and Water Development, and together with Ministry of Finance and National Planning and other water related sectors, decided that the IWRM/WE Plan should be an Implementation Plan for Water related issues in Zambia's Fifth National Development Plan.

2.5 Implementation

The Chalimbana River Catchment was identified by ZWP as a "Hot Spot" needing IWRM application which would be implemented through the PAWD IWRM process. This involved stakeholder mobilisation through workshops at which issues and interventions were identified. The priority areas implemented have been improving hydrological data collection through setting up of data capturing network and identifying water user committees to be setup. The consultations have also made recommendation to government for the building of a dam downstream for local communities

3. Attainment of outcomes

The following outcomes were achieved through:

- (i) *National Frameworks for sustainable WRM and service provision in place and well advanced in Zambia* - Input to the Fifth National Development Plan through the Water Sector Advisory Group was made. An implementation plan has been completed and now awaits formal adoption by Government; Partners and the PAWD members participated in the revision of the National Water Policy by MEWD as well as in the development of Water Resources Management Bill.
- (ii) *Ownership of national frameworks and process developed by all stakeholders*- Integration with on going water sector reforms in particular WRAP and Government has accepted the IWRM Plan as tool to coordinate and implement water sector programmes in the FNDP.
- (iii) *Stronger collaboration with potential institutions to support projects*- improved sector coordination around the FNDP has created opportunities for potential financing support for the IWRM implementation plan.
- (iv) *Strengthened regional and country partnerships for effective multi-stakeholder platforms* – the ZWP has strengthened its governance with a new constitution, broadened executive committee and elaboration of operational guidelines and facilitated various capacity building activities for partners. ZWP in its infancy rose to the challenge of facilitating the process and has emerged as an IWRM champion in Zambia.

- (v) *Water issues integrated into NDPs in Zambia.* The water sector has been identified as a key sector contributing to national development while ten IWRM related programmes have been included in the FNDDP.

4. Lessons Learnt

The main lessons learned in the process of project implementation are:

- Taking cognisance of on going initiatives and existing opportunities; the Zambian situation took into account the WRAP to avoid duplication as well as integrated in FNDDP process to move the IWRM/WE plan into an implementation plan.
- Ensuring participation by key actors: The process of Consultations ensured the active participation of actors at community, district, provincial, national levels.
- Using Government structures for the process – Working through the Ministry of Energy and Water Development (Department of Water Affairs and Planning Departments) and the Water Sector Advisory Group enhanced coordination and cooperation.
- Building ownership of the Plan during the process: involve districts, provinces, and key sectors at key stages of the process; Ensure integration into National Development process to build ownership and ensure implementation.
- Involving the Ministry responsible for national planning in the process (Ministry of Finance and National Planning) to ensure coordination and integration with national development planning.
- Anchoring the Plan onto National Development Frameworks –The IWRM Implementation Plan is anchored on the Fifth National Development Plan
- Facilitating the process. Country Partnerships to recognize their facilitator's role and limitations. Owner of the Plan is Govt.
- Sustaining coverage by the media was necessary in order to create understanding of IWRM and the process.
- Building capacities of partners and participating organizations in order to move forward at the same pace.
- Timing of the IWRM completion process– it was difficult to fix time within which to complete dynamic process, bearing in mind this process was being undertaken for the first time by many countries and regions

5. Conclusion

The IWRM process under PAWD in Zambia was started in December 2003 and completed in December 2007 with the draft IWRM/WE Implementation Plan as an output. It has been a challenge to undertake the process following the IWRM cycle stages. Some of the critical moments were:

- (i) Commitment by Government
- (ii) Integration with ongoing water reforms process in particular WRAP
- (iii) Hosting of PAWD at ZWP offices at UNZA
- (iv) Stakeholders and Partners active participation
- (v) Awareness and capacity building initiatives
- (vi) Piloting IWRM activities in the Chalimbana Catchment
- (vii) Acceptance by government that the IWRM/WE Plan being developed should be an Implementation Plan for water related issues in Zambia's Fifth National Development Plan.

It is in this respect that Zambia now has a draft IWRM/WE Implementation Plan.

Annex 1: Participants to the Two Workshops held on 10 January & 18 January 2008

| Name | Position/Organization |
|---------------------------|---|
| 1. Mr. Adam Hussen | Chair, Core Team and Director of Water Affairs Department (MEWD) |
| 2. Mr Andy Mondoka | WRAP Manager |
| 3. Ms Monica Chundama | ZWP Executive Committee Treasurer/GWP-SA Steering Committee Member |
| 4. Mr Peter Chola | Assistant Director, Department of Water Affairs, Ministry of Energy and Water Development |
| 5. Mr. Benny Chundu | Director, Department of Planning & Information, Ministry of Energy and Water Development |
| 6. Mr. George Phiri | Project Coordinator, Ministry of Agriculture & Cooperatives |
| 7. Mr. Maurice Muchinda | Director, Meteorological Department |
| 8. Mr. Pelekelo Liswaniso | Online and Production Editor, Zambia Daily Mail |
| 9. Mrs. Joyce Musiwa | Principal Cooperative College |
| 10. Mr. Chimwang'a Maseka | Project Manager, ZWP/PAWD Secretariat |
| 11. Mrs. Mildah Kayawe | Administrative Officer, ZWP/PAWD Secretariat |
| 12. Mr. Rees Mwasambili | African Development Bank – Water and Sanitation Specialist |
| 13. Mr. Oswald Chanda | ZWP Executive Committee Chair |
| 14. Mr. Robert Chimambo | ZWP Executive Committee member/PAWD Core Team Member |
| 15. Mr. Jonathan Kampata | Consultant |
| 16. Prof. Imasiku Nyambe | Consultant |

Annex 2: Pictures depicting the critical moments of the IWRM Planning process

The Ngambela (Prime Minister) of Western Province
Participating at PAWD IWRM Process stakeholder
Consultations in Mongu – 23/03/ 2007

Group work -stakeholder
Consultations in Mongu – 23/03/ 2007

Director of Water Affairs (left) presenting GWP
Book to guest of honour – the Permanent Secretary
Eastern Province at stakeholder
Consultations in Chipata – 20/04/ 2007

Plenary session- Eastern Province stakeholder
Consultations in Chipata – 20/04/ 2007

Capacity building – Training of trainers
Conflict and negotiation skills June 2006

Stakeholders Consultations on the IWRM/WE discussion
document – 30 August, 2005

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Zambia Water Partnership, 2007. Zambia PAWD Project 2006 Annual Report

Zambia Water Partnership, 2006. Zambia PAWD Project 2005 Annual Report