

# **Partnership for African Water Development (PAWD) Process in Zambia**

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## Abbreviations

CBOs	Community Based Organisations
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
MOFN	Ministry of Finance and National Planning
NGOs	Non Governmental Organisation
NDP	National Development Plan
PAWD	Partnership for African Water Development
PMT	Project Management Team
TV	Television
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

Following the 2002 World Summit on Sustainable Development (WSSD) commitment the Zambian Government, in 2004, through the Ministry of Energy and Water Development, with facilitation of the Zambia Water Partnership, began implementation of the Partnership for African Water Development Project (PAWD). Support was provided by Canadian International Development Agency through the Global Water Partnership. Global Water Partnership Southern Africa provided guidance, technical support and capacity building during the process.

The PAWD project under its three components achieved the following:

- i) Support to the WSSD Target for National Integrated Water Resources Management Plans
  - With extensive stakeholder participation and support from the government facilitated the development of the IWRM/WE Implementation Plan
- ii) Support to institutional development of existing, new and emerging partnerships
  - Supported strengthening of Zambia Water Partnership governance framework. A new constitution has been put in place, elections held for a new executive committee and operational guidelines for the partners are in place. In addition administrative and financial instruments to strengthen the Partnership have been elaborated.
  - Partners were able to participate in various IWRM initiatives and their capacities built as a result of various training programmes held.
- iii) Support to integration of water into poverty reduction activities
  - IWRM was successfully integrated into the FNDP as a result of close collaboration with stakeholders and the Ministry of Finance and National Planning. Government decided to have the IWRM/WE Plan be turned in an IWRM/WE Implementation Plan to implement IWRM issues in the FNDP.

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

- i) Take cognisance of on going initiatives and existing opportunities.
- ii) Develop clear roles and responsibilities.
- iii) Ensure participation by key actors.
- iv) Use Government structures for the process
- v) Build ownership of the Plan during the process.
- vi) Anchor the Plan onto the national development framework
- vii) Build capacities of partners and participating organizations.
- viii) Have a flexible timing of the IWRM completion process.
- ix) Undertake internal and external reviews.
- x) Document events.

# **1 Background**

## **1.1 Introduction**

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).

In May 2003, the Canadian Government committed to support the Partnership Programme for Sustainable African Water Development with the Global Water Partnership. With support from the Canadian International Development Agency (CIDA), the Global Water Partnership (GWP) started implementing the Partnership for African Water Development (PAWD Project) in five African Countries of Kenya, Malawi, Mali, Senegal and Zambia. A major component of the project is to facilitate countries prepare the IWRM/WE Plans. GWP was well positioned to undertake this task as it had a network of multi-stakeholder partnerships for sustainable water resources management at regional, national and local levels. These partnerships are neutral platforms, comprising government departments, NGOs, community groups, private sector and academic institutions, which work jointly to identify solutions to problems and agree on a common approach to the management and use of water resources. GWP regional offices such as 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 implementing the PAWD project.

## **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”.

The PAWD project comprises three components:

- iv) Support to the WSSD Target for National Integrated Water Resources Management Plans
- v) Support to institutional development of existing, new and emerging partnerships
- vi) Support to integration of water into poverty reduction activities

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 objectives of this paper are:

- i) To document the results achieved in Zambia during the implementation of the three components of the PAWD programme, including any unanticipated achievements.
- ii) To synthesize the process conducted in Zambia for the implementation of the PAWD programme
- iii) To capture and compile the lessons learned in the process.

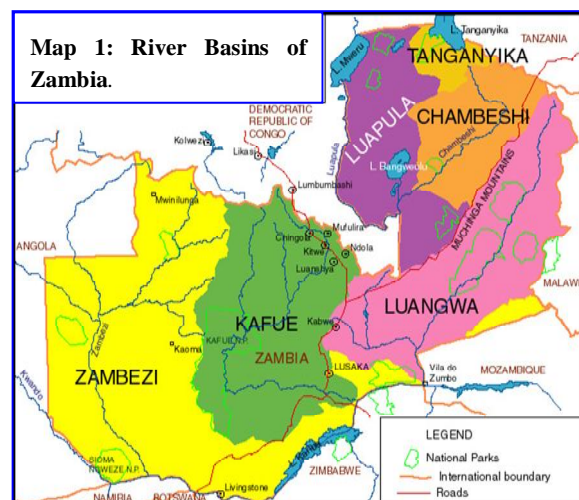
The assignment was undertaken considering available literature and elaboration of the information obtained during the joint consultations held during the assignment on identifying the PAWD critical moments.

### 1.4 Water resources management in Zambia

#### Water resources potential and use

Zambia has a relatively well distributed network of open water bodies in form of rivers, lakes, swamps, streams and dambos. The major rivers include the Zambezi, Kafue, Luangwa, Chambeshi, Luapula and Kabompo. The major lakes include Bangweulu, Mweru, Kariba, Tanganyika and Mweru -wa- Ntipa. All the rivers drain into two distinct international basins of the Zambezi and Congo.

Map 1 shows the river basins of Zambia. The total annual water resource potential for Zambia, for an average year is estimated at 144 300 Mm<sup>3</sup> /a (Table 1). This consists of



total surface water potential estimated at 86 800 Mm<sup>3</sup> /a and a total average ground water recharge estimated at 57 500 Mm<sup>3</sup>/a equivalent to a rainfall of 78 mm/a (MEWD, 1995). Current water resource use cannot be accurately determined since comprehensive water use data is generally not adequate due to inadequate accurate records and the inadequate information and monitoring of water users. In addition the use of groundwater is not well known as it is not regulated. The last comprehensive water use survey was carried out by the National Water Resources Master Plan Study (NWRMP) in 1993- 1995 (Table \*).

**Table 1: Zambia Water Resource Potential and Use Situation**

Source	Surface (Mm <sup>3</sup> /a)		Groundwater (Mm <sup>3</sup> /a)		Total (Mm <sup>3</sup> /a)	
	86 800		57 500		144 300	
Use	Surface (Mm <sup>3</sup> /a)		G/water (Mm <sup>3</sup> /a)		Total (Mm <sup>3</sup> /a)	
	1995	2015	1995	2015	1995	2015
Domestic and Industrial	378	662	63	126	441	788
Agriculture	1 829	4 478	126	252	1955	4730
Hydro power	36 266	37 843	-	-	-	-
Flow to other countries	48 029	43 267	-	-	-	-

Source: Modified from National Water Resources Master Plan, Ministry of Energy and Water Development, 1995.

### Policy framework and water reforms

The National Water Policy developed in 1994 under the Water Sector Reforms provides the overall policy framework for the water sector. The policy is “aimed at promoting sustainable water resources development with a view to facilitating an equitable provision of adequate quantity and quality of water for all competing users at acceptable costs and ensuring security of supply under varying conditions.” The Water sector Reforms started with the water supply and sanitation sub-sector. In 2001, Government launched the Water Resources Action Programme (WRAP) to complement the reforms started in 1993. This took a broader and more holistic perspective of the water sector – an approach that espouses the principles of Integrated Water Resources Management (IWRM). The WRAP aims at the establishment of a comprehensive framework for the use, development and management of water resources in a sustainable manner with strong stakeholder participation. The key achievements of the WRAP include: the development of the proposed institutional framework and the Water Resources Management Bill, 2006; the raising of awareness and capacity building amongst stakeholders on IWRM.

### Institutional and Legal framework in place

The Ministry of Energy and Water Development has overall responsibility for water resources management and development. Through the Department of Water Affairs, it undertakes water resources assessment and development and through the Water Board it regulates water use, allocation and diversion. The Water Board regulates water resources use and development.

Other entities having a role in water resources management include public, private, community groups/organizations, NGOs and individuals.

The principal act presently governing the administration of water is the Water Act (Cap. 198) of the Laws of Zambia. The Water Act is the main statute dealing with ownership, allocation and regulation of the nation's water resources. The Act deals mainly with surface water and does not regulate groundwater, or those portions of rivers, such as the Zambezi, which constitute international boundaries. There are other water related legislations and institutions governed by various Acts of Parliament (WRAP, 2004, Ministry of Energy and Water Development, 2005, 2007) and are as follows:

The Zambezi River Authority Act Cap 467., The Water Supply and Sanitation Act No. 28 of 1997, The Environmental Protection and Pollution Control Act Cap 204 of 1990., The Zambia Wildlife Act No. 12 of 1998., The National Heritage Conservation Act Chapter 173., The Forestry Act No. 7 of 1999. The Public Health Act Cap 295., The Local Government Act Cap 281, The Town and Country Planning Act Cap 283., The Mines and Minerals Act Cap 213., The Inland Water Shipping Act and The Land Act.

An inadequate legislative framework and weakness in the 1948 Water Act has been identified as affecting the sector. In view of this, under the Water Sector Reforms the Government of Zambia, through the Water Resources Action Programme (WRAP), has developed a proposal for a new legal and institutional framework for IWRM. The proposal is laid out in the Water Resources Management Bill, 2006. The proposed legislation has been developed through a comprehensive stakeholder consultation process and takes into account the principles of IWRM. The proposed institutional framework is based on managing the water resources according to catchment areas with the involvement of stakeholders at all levels.

## **2. The PAWD Process in Zambia**

### **Introduction**

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 16<sup>th</sup> December 2003, the PAWD project in Zambia was launched by the Minister of Energy and Water Development. The request by government was based on the need for assistance to develop the IWRM/WE plans as a result of the commitment made by Heads of States at the 2002 WSSD in Johannesburg.

### **The Zambia Water Partnership**

Zambia Water Partnership (ZWP) was well established at the time the PAWD process was being initiated. The ZWP in its 2004-2008 strategy recognised the PAWD outputs by including them as strategic outputs. The PAWD project became a major component of the ZWP programme. The ZWP was formed in 2000 as a response to the need to have a multi-



stakeholder forum that is neutral to advocate, support and promote the implementation of IWRM. ZWP received support from the Government and was officially launched in March 2000 by the Minister of Energy and Water Development. Membership of ZWP was drawn various sectors comprising government, private sector, NGOs, CBOs and cooperating partners. The University of Zambia, School of Mines offered to host the ZWP and they provided office space and some logistical support. Members also provided material and financial support as well as the time of their staff members to attend to ZWP activities.

## **PAWD Management**

### **Establishment of PAWD Project Management structures**

In January, 2004 an Interim Project Management Team comprising 10 members from government, ZWP Secretariat and other partners was established to undertake inception activities for the PAWD project. They developed the Terms of Reference for the project team, Project Manager and Project Steering Committee (PAWD Core Team) which were deliberated upon by the Partners. They also developed the work plan and administrative procedures (such as reporting formats and procurement guidelines) following guidelines provided by GWPO. The Project management structures for the PAWD project which were adopted comprised the PAWD Core Team 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 also outlined.

The need to integrate with the on going IWRM process was recognised and it was decided to link the PAWD with the existing WRAP process. The development of the PAWD management structure was thus done in a consultative process with WRAP. This involved meeting between PAWD and WRAP where proposals were made and presented to the Core Team. Further meetings adopted the Project Management Structure (Figure 1).

The PAWD Core Team is drawn from key Government water related ministries, private companies, the media, academic institutions and NGOs, who include representatives from Ministry of Energy and Water Development represented by the Department of Water Affairs (Chair), Department of Planning and Information, the Water Board and the Water Resources Action Programme; Ministry of Finance and National Planning; Ministry of Communications and Transport represented by the Department of Meteorology, Ministry of Tourism, Environment and Natural Resources, Zambia Sugar Plc, the Media represented by the Zambia Daily Mail, a Community Representative (Chalimbana River Conservation Committee), Host Institution (Dean School of Mines); and Zambia Water Partnership (represented by the Chair, Coordinator, Secretary/Treasurer). The PAWD Core Team is responsible for the overall supervision of the PAWD Project.

The management structure has been very effective. Having the Director of Water Affairs Chair it provided valuable guidance from government and the extensive multi-stakeholder composition strengthened synergies between partners. The linkage with WRAP was improved after a number of deliberations and the challenge remains to further engage the WRAP

structure as planned. The first PAWD Core Team meeting, which looked at the PAWD Inception Report was held on 16 August 2004. As of March 2008, 18 PAWD Core Team meetings have been held to date.

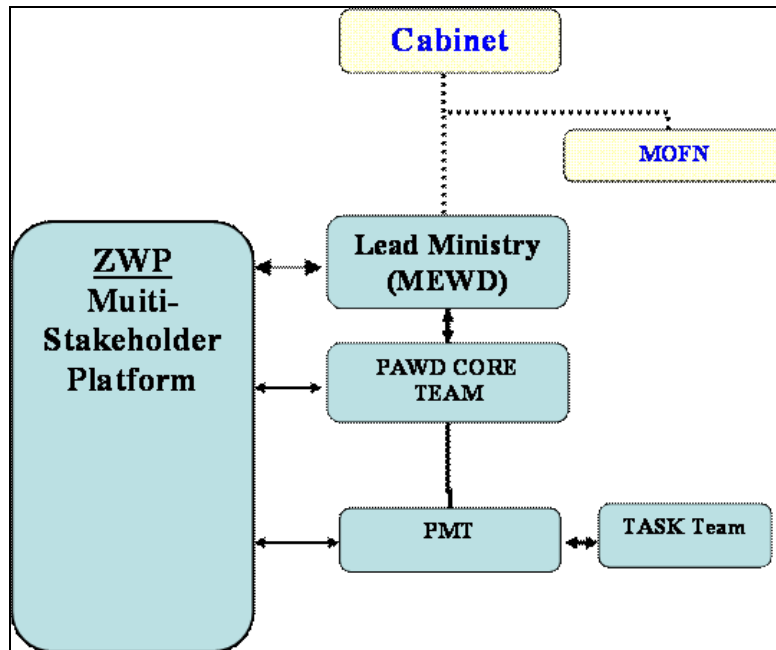


Figure 1: Management Structure for IWRM Planning Process in Zambia

## Role of Partners

### *Government*

The government through the Ministry of Energy and Water Development is the owner of process and provides the leadership in the development of the IWRM/WE plan. The government's key role is in the overall coordination, ensuring integration with on going processes such as the ongoing water sector reforms and national development planning and the adoption of the plan.

### *Zambia Water Partnership*

The Zambia Water Partnership is responsible for facilitating the implementation of the PAWD project. A full time PAWD Project Manager and Administrative Assistant were recruited and located within the ZWP Secretariat offices. This involved the day to day management of the project. The ZWP was also responsible for organising the multi-stakeholder forum which has been used for dialogue and consultations as well as organising capacity building programmes.

*Global Water Partnership*

The Global Water Partnership is responsible for the overall implementation of the PAWD project having received the support from CIDA. At Global level for resource mobilisation, quality control and provision of advice through technical support. At regional level for monitoring project implementation, disbursement of resources, capacity building and providing technical support.

**2.1 Support to the WSSD Target for National Integrated Water Resources Management Plans**

The National IWRM planning process, leading to the development of the IWRM/WE plan, in Zambia was undertaken following guidance of the IWRM planning cycle (Figure 1). Two members of the Zambia PAWD Planning Task team participated in the national IWRM planning workshop held in Stockholm on February 4-6, 2004 at which the role of the partnership and on how the IWRM planning process was expected to be undertaken. The IWRM planning cycle was also discussed. This contributed to the guiding document on IWRM planning which was launched by GWP in August 2004.

The processes followed in each step of the IWRM planning cycle (Figure 2) are outlined in the subsequent sections.

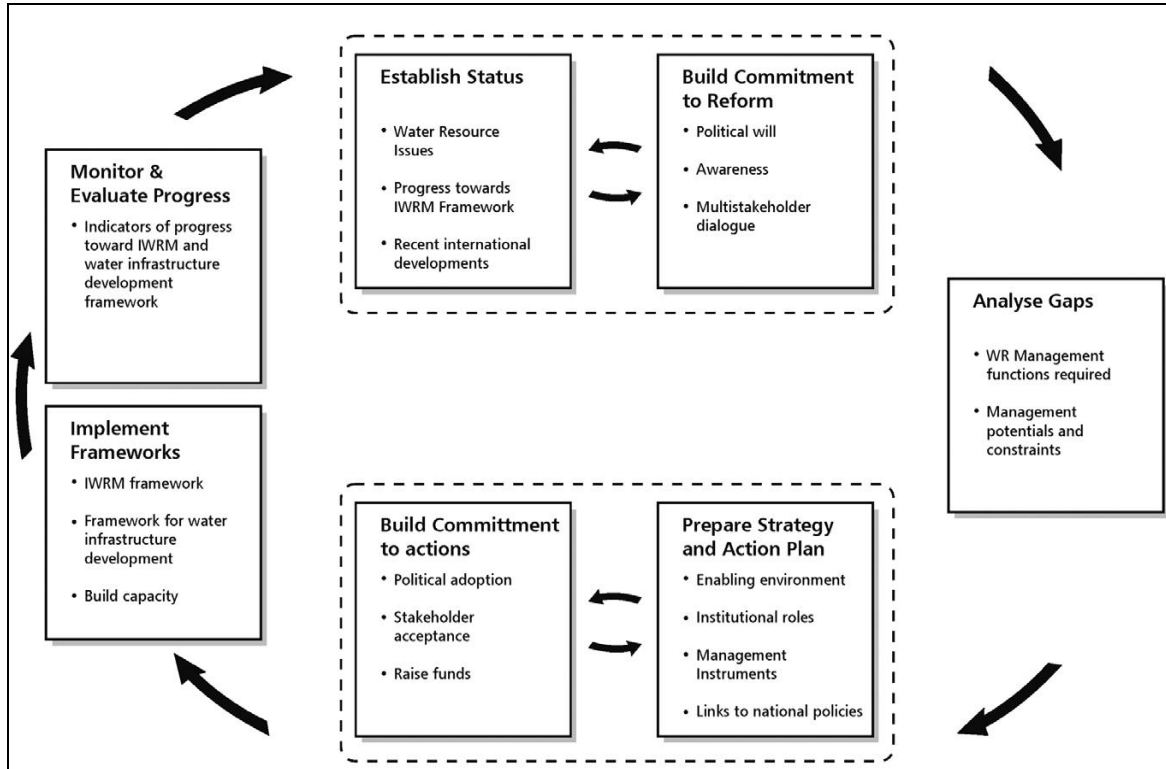


Figure 2: IWRM Planning Cycle (Source: GWP, 2004)

## **Establish Status**

The Water Sector reforms were already on going in Zambia. These comprised the development of National Water Policy, the water supply and sanitation reforms, the Kafue Dialogue, Kafue Flats integrated water resources management strategy and the WRAP. Key among these was WRAP that had undertaken stakeholders' consultations and identification of issues. The PAWD project had started the Situation Analysis in December, 2003 at the inaugural meeting using a framework provided by the PAWD project. It was realized that there was need to integrate with ongoing WRAP process so as to incorporate the immense data and information WRAP has. Therefore with the Water Resources Action Programme (WRAP), the PAWD Project added value to the already identified issues by identifying gaps. The PAWD project commissioned two Consultants to prepare, in collaboration with WRAP the discussion document which provided the situation analysis. It consolidated the issues that were prioritised by WRAP and added others raised by stakeholders. The Situation Report was then taken to stakeholders for consultation.

The discussion document presented the situation analysis for IWRM and the actions needed to be done to fully implement an IWRM approach in the water sector. The outputs of the WRAP were also incorporated in the discussion document and these included actions for improved water resources management, Water information Management system, and financing. The discussion document was discussed with WRAP and then adopted by the PAWD Core Team and also adopted by the lead Ministry of Energy and Water Development. The discussion document formed the basis of further stakeholder consultations to consolidate the issues, gaps and development of actions and strategies.

## **Build Commitment to Reform Process**

Commitment to the reform process has been demonstrated by the implementation of the water sector reform process in Zambia. Government adopted the National Water Policy in 1994 which advocates for the implementation of IWRM. In 2002 the President of Zambia attended the WSSD in Johannesburg and the country was party to the decision to have IWRM plans prepared undertake the development of the IWRM/WE Plan by Government. In 2001 Government started to review the legal and institutional framework for water resources management through the WRAP programme.

In 2003, a request was made by government to GWP to assist in the formulation of the national IWRM/WE Plan. Consequently with the support of GWP the development of the IWRM/WE Plan with support from the PAWD project was launched by the Minister of Energy and Water Development in January 2004. The Minister of Energy and Water Development (MEWD) confirmed the support for ZWP/PAWD to the GWPO Executive Secretary when he visited Zambia in July 2005. The Minister and senior government officials have on other occasions been available to meet the GWPO, GWPSA and ZWP team when ever requested. Government further formalised its commitment to the reform process by a letter to GWP affirming government support.

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. The partners have played an active role in developing the multi-stakeholder forum which has contributed to consultations and participated in the process of development of the IWRM/WE plan, the revised National Water Policy, the Water Resources Management Bill and the Fifth National Development Plan.

Awareness was a key element for the building and sustaining the reform process. Various awareness raising activities facilitated by WRAP and PAWD such as regular news coverage in the print media and a series of Radio and TV programmes on IWRM that featured representatives from water related ministries including Ministry of Finance and National Planning were held. WRAP specifically held awareness programmes on the legal and institutional development process and reached Ministers, Members of Parliament, Chiefs, the various sectors and the general public. 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. The media was regularly invited to participate in ZWP and IWRM issues and they in turn disseminated these through the print and electronic media. ZWP actively participated in the World Water Day activities held in March of 2005, 2006 and 2007. Some of the highlights of the awareness programme are shown in Box 1. The outcome of the media awareness was enhanced public appreciation water related issues and IWRM specifically. The challenge faced was to sustain the awareness programme. The TV programme for instance only lasted as long as PAWD supported it. The print media has however continued with regular articles being published on IWRM and water issues.

**Box 1: Some highlights of the PAWD awareness programme**

A documentary of ZWP activities in the Chalimbana catchment and the march past of the 2006 World Water Day was shown countrywide on Zambia National Broadcasting Corporation (ZNBC) TV, broadcast countrywide on ZNBC's Radio 2 on two occasions each and also shown to some parts of the country on MUVI TV. Increased awareness came through production of World Water Day supplements in the Zambia Daily Mail and Times of Zambia. The documentary on Radio/TV drew at least 10 to 25 phone calls from various sectors of the society, sms messages and clarifications as to whether the program was live and would allow phone ins.

As a follow up to the awareness created from the first documentary and in order to sustain the interest in the IWRM plan, a weekly 55 minutes show called "The Water Resources Debate" depicting the IWRM planning process and key issues affecting the plan was broadcast on ZNBC Television and radio network for 13 weeks. The topics covered on the shows included the ZWP and the IWRM /WE Plan, Conflict Resolution and Negotiation Skills for IWRM and the IWRM Plan and Hydro electricity. Other topics covered included, the IWRM Plan and environment, national development, the media, climate change, culture, food security, commercial utilities, and gender. Partners who appeared on the show included water utilities, the sector regulator, representatives from Environment Council of Zambia, Department of Meteorology, Ministry of Finance and National Planning, the Barotse Royal Establishment, the power utility- ZESCO, the Cooperative College. Some partners who had appeared on the show requested for more appearances.

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

## **Analyse Gaps**

The analysis of gaps was undertaken during and after the consolidation of the Situation Analysis. This involved desk review of the ongoing IWRM reforms, extensive stakeholder consultation and their involvement as well as the analysis of root causes. The process involved 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. At the Ndola meeting government made a key decision to reformulate the plans into a tool to guide the implementation of the FNDP.

A drafting team to prepare the IWRM/WE Plan was constituted in April 2007. The team was led by the Director Planning in the Ministry of Energy and Water Development and comprised six other members from the Ministry of Finance and National Planning (2), Ministry of Tourism, Environment and Natural Resources (1), University of Zambia/ Zambia Water Partnership (1) and the Ministry of Energy and Water Development (3).

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. These consultations were led by an official from the Ministry of Energy and Water Development and conducted by members of the drafting team.

By the end of this process the issues, gaps and prioritised issues were well known and agreement on them among stakeholders built.

## **Prepare Strategy and Action Plan**

The preparation of the strategy and action plan was led by MEWD with a team of multi-disciplinary members of the drafting team. In the initial stages it was combined with the stakeholder consultations where the discussion document was presented and at which stakeholders identified/ confirmed issues and gaps and proposed prioritized programmes as well as actions. The drafting team who analysed the long list of priority issues by undertaking a root cause analysis of the issues. These were clustered them into focal areas of intervention. These were cross checked against the already prioritised areas of intervention under the FNDP. This was done in workshop sessions.

Members of the drafting team were assigned responsibilities to draft the content and propose actions under each of the focal areas. The proposed projects were again cross checked with the stakeholder consultations and the FNDP. The drafting team then proceeded to

development of the individual project concept notes, the implementation plan and the preparation of the draft IWRM/WE Implementation Plan.

Other consultations included the water 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 who provided comments on the draft IWRM/WE Implementation Plan.

The identified key issues and problems have been analysed and grouped into clusters namely; policy, institutional and legal framework, water resources information, institutional and human resources development, water resources demand, supply and infrastructure economics and financing, water and environment, international waters as well as advocacy, public involvement and awareness.

The priority issues identified were then organised into four strategic programmes in line with the Water Sector Advisory Group inter-sectoral sub-committees. This approach was taken to ease monitoring of implementation of the projects and coordination. These strategic focal areas include water resources management, water resources infrastructure development, water supply and sanitation, and monitoring, evaluation and capacity building. The Programmes (strategic focal areas), priority issues and cost of the IWRM/WE Implementation Plan are presented in the Table 2.

**Table 2: IWRM/WE Implementation Plan projects**

Programmes (Strategic Focal area)	Strategic Objectives	Prioritised Projects	Cost in K billion (2006-2010)
<b>1. Water resources management</b>	i) Integrated management of all the resources in the catchment areas ii) Improve water resources planning and management iii) Improve water use and allocation efficiency	1.1 Water resources planning	31
		1.2 Information system for water resources, water supply and sanitation	
		1.3 Surface water resources assessment	24.07
		1.4 Groundwater resource assessment	
		1.5 Legal and institutional framework capacity enhancement	41.75
		1.6 International waters	8.48
		1.7 Drought management	
		1.8 Flood management	
		1.9 Sustainable environmental management	13.4
		1.10 Protection of catchment areas and management of wetlands	22.6
		1.11 Environmental institutional capacity building	23.9
<b>2. Water resources infrastructure development</b>	Develop water infrastructure to harness the country's water resources in a sustainable manner and make it available in the required quantity and quality to enhance its utilization for economic growth.	2.1 Water resource development and infrastructure development	1,034.95
2.2 Monitoring development of water infrastructure			
<b>3. Water supply and sanitation</b>	i) Increase access to safe water supply and sanitation to the urban, peri-urban and rural population. ii) Provide adequate, safe and cost effective water supply and sanitation services with due regard to environmental protection	3.1 Rural water supply and sanitation (construction and rehabilitation of facilities)	292.6
		3.2 Institutional capacity building and enhancement	
		3.3 Urban water supply and sanitation (rehabilitation of facilities)	291
		3.4 Peri-urban water supply and sanitation	644.3

<b>4. Monitoring, evaluation and capacity building</b>	i) Improve the quality of decision making, sector efficiency and managerial performance in the planning and implementation of water sector programmes and projects.	4.1 Mainstreaming cross cutting issues- HIV/AIDS and gender	1.26
		4.2 Institutional and human resource capacity building and enhancement	41.75
	ii) Monitor and evaluate performance of the programmes and projects in order to determine their impacts	4.3 Water research and development	7.52
		4.5 Public awareness and advocacy	
		4.6 Monitoring and evaluation	6.3
		4.7 Economics and financing	
<b>Total cost</b>			2484.88

\* cost at constant 2006 prices. Exchange rate 1US\$ = K 4000

Source: Republic of Zambia, 2007. 2<sup>nd</sup> Draft Zambia Integrated Water Resources Management/ Water Efficiency Implementation Plan

The vision and goal of the plan were developed taking into consideration the National Water Policy, Vision 2030 and the FNDP objectives. The vision of this plan is:

*“To achieve equitable and sustainable use, development and management of water resources for wealth creation, socio-economic development and environmental sustainability by 2030”* and;

The goal of the IWRM Implementation Plan is:

*“Supporting economic growth and improving livelihoods through sustainable water resources development and management with equitable provision of water in adequate quantity and quality for all competing groups of users, at reasonable cost, with security of supply under varying conditions”.*

### ***Financing***

The total cost of executing the IWRM/WE Plan is estimated at K 2484.88 Billion. The plan will be financed by a number of sources namely domestic resources, external grants, limited borrowing (both internally and externally), public private partnerships, regional and international financing initiatives. To achieve effectiveness, the financing from various sources will be channelled following mechanisms that government has initiated under its financial management reforms namely fiscal decentralization and the sector wide approach.

### ***Implementation mechanisms***

This IWRM/WE Implementation Plan (2007-2010) is intended to support the implementation of the water related programs in the National Development Plans, using an IWRM approach. Implementation will involve stakeholders from various sectors emanating from government, private, non-governmental organizations, academic and community based organizations. The implementation involves multi stakeholders. Overall coordination will be by MEWD through the Water Sector Advisory Group. Execution of the Communication Plan, by MEWD, for the IWRM/WE Implementation Plan will be important in order to provide information and raise awareness of the IWRM/WE Implementation Plan; and to build support for implementing the activities with coordination and cooperation.



The monitoring and evaluation system of the Water SAG will be used to track the implementation of the IWRM/WE implementation plan.

### **Build Commitment to Actions**

Extensive stakeholder consultation and involvement in development of actions in the IWRM/WE Implementation Plan has enhanced their acceptance. Stakeholders thus identify with these actions and will thus be willing to implement them.

Holding of internal and external reviews on the draft IWRM/ WE Implementation Plan has built confidence and ownership of the plan. The plan was first reviewed by an external team of 3 persons from the GWP Reference group and a meeting was held 17-18 September 2007 in Lusaka with ZWP, PAWD project members (Project Manager, Drafting Team and Core Team) and government officials . The comments of the GWP reference group provided guidance and assurance that the plan was being developed in the right direction. After consideration of the comments of the reference group by the drafting team, the draft plan was circulated to the PAWD Core Team and the Water SAG sub committees. The review by these groups built the ownership and the commitments to the actions as they were involved in the finalization of the plan.

### **Implement Frameworks**

The IWRM/WE Implementation Plan that has been developed is geared to implement integrated water resources management (IWRM) in Zambia. It represents a synthesis of the water related initiatives in the Fifth National Development Plan, outputs from the Water Resources Action Programme, stakeholder consultations and situation analyses carried out during its development. The aim is to provide a unified Implementation Plan that will support both the water reforms of water resources management as well as all other inter-related/multi sectoral aspects of IWRM and water efficiency so that the implementation of actions is coordinated, effective and efficient.

The IWRM/WE Implementation Plan will thus serve as a single reference document for implementers in government, the private sector, non- governmental organisations, development and cooperating partners and the general public on priority water related interventions to support the socio-economic growth of Zambia.

PAWD facilitated the identification of hot spot that led to the Chalimbana Catchment Pilot Project. With WRAP and Government, mobilisation of stakeholders was undertaken and awareness raised on the potential for implementing an IWRM approach to help resolve conflicts on water allocation the Chalimabana River Catchment. This was through sensitisation meetings facilitated by ZWP and also capacity building on Conflict resolution involving representatives of the catchment. Identification of key problems and actions was undertaken. Stakeholder resolved to accelerate the proposed Chalimbana Catchment Pilot project. Priority actions identified were the reformation and strengthening of the water user committee and strengthening the hydrological information system. A recommendation was

also made to government on the on need for water conservation (dam) downstream). PAWD facilitated the Water Board to commence the rehabilitation of hydrological stations in the catchment. Dialogue between PAWD and government ensured an agreed approach with PAWD project facilitating while government lead the implementation process.

Although the plan is in the process of being finalised and submitted for adoption by government, it has started to be used in planning and budgeting purposes by various stakeholders. This is a positive indication that it beginning to be implemented.

## **2.2 Support to institutional development of existing, new and emerging Partnerships**

### *Zambia Water Partnership multi-stakeholders platform*

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. Through the PAWD project ZWP was able to mobilise stakeholders and partners. A number of partners meeting were held at which IWRM issues were discussed which fed into the PAWD Process. ZWP partners have also actively participated in national IWRM initiatives. Key among these are the World Water Days, hosting/local organising of the 8<sup>th</sup> WaterNet/WAFSA/GWP IWRM Symposium, participation in Water SAG meetings, participation in consultations for the FNDP, revised National Water Policy and the Water Resources Management Bill.

The ZWP has progressively been recognised as a major stakeholder in IWRM with partners of great capacities to contribute on IWRM and is increasing being called upon by government and others to participate in various activities.

### *ZWP Governance*

Through the PAWD process, Zambia Water Partnership has managed to strengthen its governance framework. The ZWP commissioned the development of a constitution for the partnership. The ZWP constitution was adopted in 2006 by the partners through a consultative and participatory way. The partners have welcomed this as a necessary step towards improved governance of the partnership.

The new ZWP Executive committee was elected at the widely publicised and transparent partnership elections conducted by and independent elections committee comprising two men and a woman and attended by 55 partners. Partners elected people representing various electoral colleges. The key positions of chairman, secretary and treasurer of the partnership were tightly contested. The partners elected to the various positions including two prominent women in the 7 person committee the following representing various interests as follows: chairman (water supply), secretary (academic institutions), treasurer

(private sector), publicity secretary (media), and four committee members representing community based organisations, water resources, agriculture, environment. The outcome of these elections was viewed as a necessary step leading towards the improved governance of the partnership by many partners.

In addition operational guidelines for the partners have been developed and are in place and administrative and financial instruments to strengthen the Partnership have also been elaborated.

### *Capacity building*

Various capacity building activities at national and regional level namely Conflict resolution training, IWRM Tool Box training, Root Cause Analysis, Environmental flows, International water management, Gender and HIV Mainstreaming, Intersectoral Water governance and Financing and economic instruments in water management were facilitated by GWP. These improved the capacity for partners to understand IWRM. This directly strengthened the capacity to develop the IWRM/WE plan as some of the knowledge gained was used to improve the IWRM/WE plan. The training conducted have enhanced the knowledge on the specific topic of the training and overall awareness of IWRM.

## **2.3 Support to integration of water into poverty reduction activities**

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. Managing the process of integrating IWRM into the FNDP was made easier as the lead Consultant for the water sector in the FNDP process was a member of ZWP and thus was also familiar with the IWRM/WE plan development process and issues. The draft IWRM/WE Implementation is already being used as a guiding and reference purposes for planning and budgeting in the water sector.

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.

### 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. The IWRM/WE Implementation plan is in the process of being finalised and would then be formally adopted 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. The active participation of all stakeholders from the political and community levels demonstrated the commitment and ownership of process.
- 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. The ZWP has also been strengthened with the office equipment purchased (computers, printers, photocopy for the PAWD project and the website that is a means of communication to partners. This will enable the ZWP operate better.
- 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 FNDP.
- vi) *Knowledge management* – Joint planning meeting Zambia, Malawi, Mozambique, Swaziland helped share experiences which enhanced the design of processes in various countries. Regular reporting in the form of the quarterly and annual reports enabled effective monitoring of the project and documentation of the process.

#### 4. Lessons Learnt

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

- xi) *Take cognisance of on going initiatives and existing opportunities.* The Zambian situation took into account the WRAP to avoid duplication as well as integrated in FNDP process to move the IWRM/WE plan into an implementation plan.
- xii) *Develop clear roles and responsibilities.* There is need for all stakeholders to know their responsibilities. Government has a special role being responsible for overall policies and national planning with the Ministry responsible for water taking the lead in IWRM. Implementing this and involvement of stakeholders in the early stages of the process ensures support from the start of the process.
- xiii) *Ensure participation by key actors.* The process of consultations ensured the active participation of actors at community, district, provincial, national levels.
- xiv) *Use 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. For strengthening cross-sectoral issues and integration with the national development process to build ownership, the involvement of the Ministry responsible for national planning in the process (Ministry of Finance and National Planning) is important.
- xv) *Build ownership of the Plan during the process.* Involve districts, provinces, and key sectors at key stages of the process and ensure integration into
- xvi) *Anchor the Plan onto the national development framework.* The IWRM Implementation Plan is anchored on the Fifth National Development Plan. This will ensure that implementation is realised as the FNDP is the planning framework upon which the national budget will support.
- xvii) *Facilitate the process.* Country Partnerships need to recognize their facilitator's role and limitations. Owner of the Plan is Government.
- xviii) *Sustain coverage by the media.* Awareness was necessary in order to create understanding of IWRM and the process.
- xix) *Build capacities of partners and participating organizations.* In order to move forward at the same pace it is important to have common understanding of IWRM as well as on the process. Thus various initiatives on needed capacities have to be undertaken.

- xx) *Have a flexible timing of the IWRM completion process.* It is difficult to fix time within which to complete a dynamic process with many activities and processes beyond the direct control of the PAWD project management team.
- xxi) *Undertake internal and external reviews.* Internal review of the PAWD process and the external review helped to assess the quality of the work being done. This provided valuable inputs that gave boost to move the process with confidence knowing that guidance had been provided by the stakeholders who included Government.
- xxii) *Document events.* It is important to be able to learn how the project was executed. The PAWD has good records of all PAWD Core Team meetings and comprehensive quarterly and annual reports.

**Annex: Persons Consulted****Attendant list of meetings held on 10 January and 18 January 2007**

<b>Name</b>	<b>Position/Organization</b>
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. Osward 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

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