

**DEVELOPMENT OF A FRAMEWORK FOR
ACTION (FFA) TO ACHIEVE THE SOUTHERN
AFRICAN VISION FOR WATER, LIFE AND
ENVIRONMENT**

REGIONAL REPORT

June 2005



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On behalf of GWP SA,

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Contents

Acknowledgements.....	i
Contents	iii
Acronyms and Abbreviations	v
Executive Summary	vii
Chapter 1: INTRODUCTION	1
1.1. Background.....	1
1.2. Context.....	2
1.3. Design of the FFA process	3
1.4. Objective of the FFA process	4
1.5. Target audience and role players	5
1.6. Structure of the report.....	6
Chapter 2: DESIGN, DEVELOPMENT AND IMPLEMENTATION OF THE FFA PROCESS	7
2.1. The FFA Core Group.....	7
2.2. Information dissemination.....	7
2.3. Developing the Regional Framework for Action	8
2.4. Country Frameworks for Action.....	9
Chapter 3: THE REGIONAL CONTEXT.....	12
3.1. Water resources in the SADC region	12
3.2. The need for the integrated development and management of water resources in the SADC region: developing a Regional Strategic Action Plan (RSAP).....	15
3.3. The (Revised) SADC Protocol on Shared Watercourse Systems (1995, 2000)	17
3.4. Other recent initiatives influencing the water agenda in the SADC region	20
3.5. Linkages between the FFA and other initiatives	27
Chapter 4: SOUTHERN AFRICA VISION FOR WATER, LIFE AND ENVIRONMENT	32
4.1. The Vision	32
4.2. Linkages between the Vision, FFA, Regional Water Policy and Strategy	32
4.3. Strategic objectives for the Regional FFA	34
Chapter 5: THE REGIONAL FRAMEWORK FOR ACTION.....	38
5.1. Introduction	38
5.2. Proposed actions	38
Chapter 6: MONITORING AND EVALUATION FRAMEWORK	40
6.1. Overview	40
6.2. Monitoring and evaluation process.....	41

Chapter 7: THE WAY FORWARD	45
7.1. Integration with other initiatives.....	45
7.2. Financial resources mobilisation	45
7.3. Achievements	46
7.4. Conclusion.....	47

References 48

Tables

Table S1	Focus areas for each strategic objective	xi
Table 1	Population size, proportion of population urbanised and levels of access to safe water and sanitation facilities by the urban and rural population in mainland SADC countries, 2000	14
Table 2	Projects under the Regional Strategic Action Plan (1999-2004)	17
Table 3	Shared rivers in the SADC region	19
Table 4	Millennium Development Goals and associated targets	24
Table 5	Relationship between the Regional Water Policy and the Southern African Vision for Water, Life and Environment	27
Table 6	Linkages between the FFA and the RSAP	29
Table 7	Monitoring and evaluation framework for the FFA	43

Figures

Figure 1	Strategic linkages with the Regional FFA	33
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Acronyms and Abbreviations

CBO	Community-Based Organisation
CGIAR	International Centres for Agricultural Research
CWP	Country Water Partnership
DRC	Democratic Republic of Congo
DFID	Department for International Development
FFA	Framework for Action
FANR	Food Agriculture and Natural Resources Directorate (SADC)
GIS	Geographic Information System
GWP-SA	Global Water Partnership - Southern Africa
IUCN	The World Conservation Union
IWA-ESAR	International Water Association, East and Southern Africa Region
IWMI	International Water Management Institute
IWRM	Integrated Water Resources Management
IWRM/WE	Integrated Water Resources Management / Water Efficiency
IWSD	Institute of Water and Sanitation Development
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
NAWISA	Network for Advocacy of Water Issues in Southern Africa
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organisation
PCN	Project Concept Notes
PoA	Plan of Action
RBO	River Basin Organisation
RISDP	Regional Indicative Strategic Development Plan
RSAP	Regional Strategic Action Plan
RWP	Regional Water Policy
RWPS	Regional Water Policy and Strategy
RWS	Regional Water Strategy
SADC	Southern Africa Development Community
SADC-WSCU	SADC - Water Sector Coordinating Unit

SAPP	Southern Africa Power Pool
SAYWAT	Southern Africa Youth Water Action Team
SEA	Strategic Environmental Assessment
SWCI	Shared Watercourse Institutions
TOR	Terms of Reference
UN	United Nations
UNCED	United Nations Conference on Environment and Development
UNECA	United Nations Economic Commission for Africa
WCD	World Commission on Dams
WC/WDM	Water Conservation and Water Demand Management
WESCOR	West Corridor
WRTC	Water Resources Technical Committee
WS	Water Services
WSSD	World Summit on Sustainable Development
WSSD WEHAB	WSSD - Water Energy Health Agriculture and Biodiversity
ZRA	Zambezi River Authority

Executive Summary

The Southern Africa Development Community (SADC) Water Vision for Water Life and Environment was adopted by the SADC Ministers of Water in December 1999 and presented at the World Water Forum II in The Hague in March 2000.

The Vision calls for:

“Equitable and sustainable utilisation of water for social, environmental justice and economic benefit for present and future generations” (SADC, 2000).

It has the following eight sub-Vision statements:

- 1) Equitable and sustainable social and economic development in Southern Africa
- 2) Equitable access to water of an acceptable quantity and quality
- 3) Proper sanitation for all and safe waste disposal
- 4) Food security for all households
- 5) Energy security for all households
- 6) A sustainable environment
- 7) Security from natural disasters
- 8) Integrated water resources development and management.

The target date of the Vision is 2025. It encapsulates the contribution of the water sector in achieving the SADC goals of regional integration and poverty eradication. It has guided the drafting of the SADC Regional Water Policy and Strategy (RWPS) as recommended by the SADC Regional Strategic Indicative Development Plan (RISDP) (SADC, 2004).

The process of formulating this Vision had been consultative. The development of a Framework for Action (FFA) to achieve the Vision has followed a similar consultative approach, but more intensive. The FFA process first consisted of an information drive, which has disseminated the Vision in the region since 2000. The process gained greater momentum after the end of 2002, with studies of a regional dimension being commissioned and regional stakeholders brought together to reflect on the actions required to achieve the Vision. This report is the outcome of these initiatives.

All SADC countries undertook their own consultations with the objective of taking ownership of the Vision in their respective contexts and identifying the actions required for its achievement. At the same time, they reflected on their contribution to the regional dimension of the Vision in all its sub-Vision statements. Three countries - Malawi, Mozambique and Tanzania - were selected as pilot countries for which the FFA process had to be conducted in depth. FFA reports have therefore been produced for the three countries, mirroring this regional FFA report but customised to the circumstances of each country.

The World Summit on Sustainable Development (WSSD), which took place while the FFA process was unfolding, resolved that countries develop Integrated Water Resources Management and Water Efficiency Plans (IWRM/WE Plans) by 2005, with the objective of fast-tracking the achievement of the Millennium Development Goals (MDG) with a target date of 2015. The MDGs themselves provide a milestone towards the achievement of the Vision in that they are measurable. Target 10 of MDG No. 7 on Sustainable Environment specifically aims to halve the proportion of people without sustainable access to safe drinking water and basic sanitation by 2015. It relates directly to sub-Visions 2 and 3. The IWRM/WE Plans are therefore a logical follow-up of the FFA process which has indeed provided an enabling environment for these plans to be developed in most countries. Several countries in the SADC region are at different levels of developing their IWRM/WE plans and the countries that are still busy with this process (or those that still have to start it) will benefit from the outcomes of the FFA process.

This logical development is in line with the expectations and recommendations of the FFA country coordinators' workshop that took place in January 2003. This was the first of the three regional FFA workshops that were organised during the process of developing the FFA and which discussed the draft regional desktop study. From this first strategic gathering of regional stakeholders, and apart from recommending that the MDGs be integrated into the FFA, the following issues were identified as key considerations essential to the success of a Framework for Action:

- An appropriate policy framework
- A demonstrated political will and the commitment of resources needed to achieve the Vision
- A good institutional framework
- A strategy for human resources development, capacity building and sharing of experiences
- A framework for appropriate information systems to support the implementation of

the FFA

- Regional and international cooperation.

The relevance of these considerations can be demonstrated in Mauritius where, through an appropriate policy framework, a demonstrated political will and a commitment of resources, 99.4 percent of the population now have access to potable water, of which 85 percent is direct to households (Mungra R, personal communication, 2005).

These recommendations have been captured in greater detail in the different actions recommended under each sub-Vision statement. These actions have been grouped according to four specific strategic objectives, namely:

- 1) Regional integration
- 2) Poverty eradication
- 3) Integrated Water Resources Management (IWRM), and
- 4) Resource mobilisation.

It is worth noting that the first two objectives coincide with the SADC goals, whereas the third objective (IWRM) is specific to the water sector, in line with the recognised international approach to managing and developing water resources. The fourth strategic objective is cross-sectoral and calls for the same action under the other strategic objectives. The focus areas that further guide the identification of the actions required under each strategic objective are given in **Table S1**.

Table S1: Focus areas for each strategic objective

Strategic objective	Focus areas
1. Regional integration	<ul style="list-style-type: none"> • Harmonisation of the enabling environment • Coordinated management of shared watercourses • Effective institutional mechanisms • Good governance • Equitable trade and investment
2. Poverty eradication	<ul style="list-style-type: none"> • Water supply and sanitation • Food security • Energy security • Safety from disasters
3. IWRM	<ul style="list-style-type: none"> • Integrated planning and development • Environmental sustainability • Mainstream IWRM principles in other sectors • Empowerment and participation of stakeholders • Improvement of education, training and research • Private sector participation
4. Resource mobilisation	<ul style="list-style-type: none"> • Cross-sectoral, no specific focus area

The last sub-Vision statement, IWRM, is scattered throughout the other sub-Vision statements and relates specifically to the strategic objective on IWRM and the different focus areas. No specific actions have therefore been developed for this sub-Vision.

The development of the Framework for Action (FFA) to achieve the Southern African Vision for Water Life and Environment has also included a Monitoring and Evaluation (M&E) component in order to guide the implementation of the recommended actions. This has, however, proved to be an ambitious undertaking, given that commitment to these actions, and the necessary resources required to undertake each action, first need to be confirmed. In addition, the nature of the recommended set of actions is, by definition of the “Framework” for Action, often broad, without always being measurable. The FFA report nevertheless provides a generic M&E component with associated Terms of Reference to guide those who will later develop specific actions inspired by the FFA.

The Vision document states that the development of the FFA is intended to be a “living process”. This will remain true until the Vision is achieved fully throughout the entire SADC region. During the process, it will entail continuous integration with new and

ongoing initiatives such as the IWRM/WE Plans, the action plans that will follow, and any other regional or country initiatives of local or national dimension. The key is to maintain the drive towards the Vision by maintaining focus on the sub-Vision statements through continuous revival and adaptation of the commitments undertaken by our region at the World Water Forum II in The Hague in March 2000. Although this commitment was part of a global initiative aimed at formulating regional visions at this world gathering, the Southern African Vision for Water, Life and Environment has proved its relevance to the development of the region through the FFA consultations that were undertaken at both regional and country levels.

The onus is therefore on future managers of water resources to continuously raise the profile of the water sector so that this precious commodity plays its due role in unlocking the socio-economic development of the SADC region. The actions contained in this FFA report provide pointers that will ensure that, until the Vision is translated into action, either by the target date of 2025 or not. The Regional Water Strategy that is being developed will take the process further, building on the actions proposed by the FFA.

Chapter 1: INTRODUCTION

1.1. Background

The Southern African Development Community (SADC) mandated the Global Water Partnership-Southern Africa (GWP-SA) to develop a *Southern African Water Vision for Water, Life and Environment in the 21st Century*. This Vision, which resulted from a consultative process throughout the SADC region, was adopted by the various SADC countries' Ministers of Water in 1999 in Tanzania. It was subsequently presented to the international community, together with the Visions from other regions, at the World Water Forum II held at The Hague in the Netherlands in March 2000.

The Southern African Vision calls for:

“Equitable and sustainable utilisation of water for social, environmental justice and economic benefit for present and future generations” (SADC, 2000).

It has the following eight sub-Vision statements:

- 1) Equitable and sustainable social and economic development in Southern Africa
- 2) Equitable access to water of an acceptable quantity and quality
- 3) Proper sanitation for all and safe waste disposal
- 4) Food security for all households
- 5) Energy security for all households
- 6) A sustainable environment
- 7) Security from natural disasters
- 8) Integrated water resources development and management.

The target date of the Vision is 2025. It encapsulates the contribution of the water sector to achieving the SADC goals of regional integration and poverty eradication. It has guided the drafting of the SADC Regional Water Policy and Strategy (RWPS) as recommended by the SADC Regional Strategic Indicative Development Plan (RISDP) (SADC, 2004).

GWP-SA was further entrusted by SADC with the task of facilitating the process of developing a Framework for Action (FFA) aimed at translating the Vision into reality by 2005.

GWP-SA's strategy is:

"To facilitate and demonstrate the implementation of Integrated Water Resources Management (IWRM) through active local, national, regional and international partnership arrangements".

In partnership with national and regional stakeholders (through GWP-SA's 180 member institutions and nine Country Water Partnerships (CWP)), GWP-SA strives to improve water resources governance and to promote the integration of IWRM principles in regional and national water policy formulation processes. It was therefore only befitting that GWP-SA should facilitate the FFA process using its network of stakeholders which include government departments, the private sector, research institutions and non-governmental organisations (NGO).

The process of developing the FFA followed the process of formulating the Vision but was undertaken with greater depth of preparation and consultation. The Vision is, after all, a dream that might have taken only a few weeks of consultations to formulate. The development of an FFA, aimed at translating the Vision into reality, was bound to be a more intensive process, spanning months as each SADC country had to prepare for its own consultations and fit them into their own schedules of activities.

Ultimately, undertaking the actions that have been identified through the FFA process to give gradual effect to the Vision, will be a more daunting, complex and resource-intensive task. The time horizon of 2025 calls for regular monitoring and evaluation in order to fast-track progress towards achieving the Vision.

1.2. Context

The FFA process was developed in the context of several other initiatives taking place at both global and regional levels. The key initiatives with which it had to integrate are:

- The Millennium Development Goals (MDG) which were announced by the Secretary General of the United Nations (UN, 2000) during the same year as the Vision. Of direct relevance is Target 10 of MDG No. 7 on Environmental Sustainability which aims to halve the proportion of people without sustainable access to safe drinking water and basic sanitation by 2015. Because of its cross-sectoral nature, the water sector can equally contribute to all the MDGs.
- The resolutions adopted at the World Summit on Sustainable Development (WSSD) which saw the world leaders committing themselves to developing Integrated Water Resources Management and Water Efficiency Plans (IWRM/WE Plans) by 2005.
- The development of a regional water policy and strategy for the SADC. This started

during 2003 and was strongly linked to the FFA process by integrating the sub-Vision statements and through two supporting studies that were undertaken under the FFA process.

- The development of the Regional Indicative Strategic Development Plan (RISDP) which is the new blueprint for socio-economic development of the SADC region.
- The revision of the Regional Strategic Action Plan (RSAP) which is the SADC Water Sector's plan of action for creating an enabling environment for the sustainable development of the region's water resources. The revised RSAP has to focus on infrastructure development which supports the implementation of the RISDP. The FFA process report provides pointers towards the priorities of the region in order to achieve the RISDP and contribute towards the SADC's objective of regional integration and poverty eradication.

1.3. Design of the FFA process

After the World Water Forum II in The Hague in March 2000, GWP-SA embarked on an information dissemination and awareness raising drive for the Vision. The development of a Framework for Action (FFA) would further require activities at both regional and country levels. During consultation between the then SADC Water Sector Coordinating Unit and GWP-SA, the FFA process was eventually designed with the following three components (SADC & GWP SA, 2001):

1) Information dissemination

Information dissemination was undertaken with the intention of increased levels of awareness about the Vision and mobilising the region around its own Vision. Given its importance, and in the absence of regional water policy or strategy, there was need to ensure that it was as widely disseminated as possible throughout the SADC region. This has indeed been a continuous exercise throughout the roll-out of the FFA process.

2) The Regional FFA

Achieving the Vision entails a set of actions that would have strategic importance at a regional level. In order to understand what such actions would be, studies were commissioned and regional workshops convened. The studies provided background information that assisted in being able to analyse better the challenges and opportunities that our region faces. The workshops provided the opportunity to obtain inputs from key stakeholders from different sectors of society in order to ensure regional ownership of the process. All SADC countries participated in at least one of the workshops. These regional initiatives contributed to the building of a sense of common destiny and a future as a

region in which water plays its due role.

3) The National FFAs

Since the measure of progress and success towards achieving the Vision has to be gauged at country level, the FFA process found its particular relevance in each of the countries involved. Each SADC country has its own specific circumstances that will dictate a different set of actions for achieving the Vision. FFA consultations took place in each of the 13 SADC countries, being Angola, Botswana, Democratic Republic of Congo, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, The United Republic of Tanzania, Zambia and Zimbabwe. These were tailored in the form of workshops run by the respective water ministries but with inputs from relevant sectoral ministries in charge of the respective sub-Vision statements. Three countries - Malawi, Mozambique and Tanzania - were selected as pilot countries for which the FFA process had to be conducted in depth. FFA reports have now been produced for the three countries, mirroring this regional FFA report but customised to each country.

1.4. Objective of the FFA process

The main objective of the FFA process has been to identify and define actions that will contribute towards the achievement of the Southern African Vision for Water, Life and Environment by 2025. The FFA process therefore had to:

- a) Provide the opportunity for stakeholder inputs at both regional and country level in a consultative process
- b) Focus on the eight sub-Vision statements by analysing their implications at both regional and country level in order to unpack all issues related to each
- c) Identify actions that would contribute towards the achievement of each sub-Vision. These would include ongoing initiatives
- d) As a “living process” (SADC, GWP 2000), identify, create synergy with, contribute to and integrate with other processes (some of a strategic nature), so as to ensure consistency and to avoid undue duplication. Such processes comprise the RISDP, the development of the RWPS and the development of Integrated Water Resources Management and Water Efficiency Plans (IWRM/WE Plans) by 2005, as adopted by the WSSD (JPOI, 2002).

1.5. Target audience and role players

The FFA report is intended to serve as a reference document for all stakeholders and role players in the SADC region's water sector. The Vision and the FFA cover a range of sectors which represent key role players. The multi-purpose use of water, as illustrated by the diversity of the sub-Vision statements, calls for an integrated approach amongst all sectors. The Vision also calls for a set of actions across the vertical and horizontal layers of responsibility at both country and regional levels.

The target audience of this regional FFA report therefore includes:

- The SADC leadership, consisting of Heads of State supported by the Ministers of Water, senior officials reporting to them and the Water Resources Technical Committee. The regional FFA report provides the views of their constituencies on actions that are required to achieve the Vision and how these could feed into other regional processes, key to these being the RISDP.
- The SADC Directorate of Infrastructure and Services, and specifically the Water Division, which has provided leadership and has been at the heart of the roll-out of the FFA process and in the drafting of the regional FFA report. The report itself is part of, and a contribution to, the specific activities carried out by the Division. Apart from supporting the development of the RWPS, the FFA report identifies specific actions that will further guide the next phase of the RSAP, especially in its focus on infrastructure development.
- All the other Divisions and Directorates within the SADC Secretariat, given that water is a multi-purpose good, serving as a key input into several sectors. This requires that these sectors are engaged in the planning for water resources management. The areas of relevance include energy, water supply and sanitation (including hygiene), food, environment, disaster management etc. The integration of initiatives in order to achieve the SADC goals of poverty eradication calls for all sectors to value the contribution of water to their respective activities.
- Government departments in all SADC countries and at all levels (national, provincial and local), including those in charge of water resources management (throughout the full hydrological cycle) and water services and sanitation. The FFA will assist them in formulating their own government strategies and in gaining insight into the regional aspirations so that they can align their own approaches consistently, while remaining faithful to their respective countries' specific circumstances.
- Shared watercourse institutions, as they seek to develop their basins in an integrated manner.
- Cooperating partners who are interested in supporting the socio-economic

development of the region. The report outlines priority actions that will guide their involvement in capacity building, institutional strengthening and/or infrastructure development.

- Non-governmental organisations (NGO) which have always added great value to the development agenda. The report outlines issues that have been identified by stakeholders and on which they could indeed complement efforts by governments.
- The private sector, as the region embarks on private-public partnership ventures to fast-track the socio-economic development of the region. The actions outlined in the FFA report offer the opportunity for defining such ventures, and the private sector will contribute its acumen in assuring efficiency in the management of those areas that will fall under its responsibility.
- The research and capacity building community, as the added value of the understanding that it will bring could greatly enhance the efficiency through which these actions will be undertaken. Aspects of rainwater harvesting, technologies for productive and efficient use of water and virtual water are examples of areas where research will add value. Continuous capacity building will be needed to support the actions that the FFA recommends.
- Every citizen of the SADC region, and any other interested individual or institution from within the region or outside, rich or poor, empowered or not, young or adult, male or female, needs to understand the role that water has to play in the socio-economic development of our region. The report outlines areas where they can contribute, through behaviour, action or advocacy to the tall order that the FFA report outlines. Each contribution will be welcome and will be another stone on the SADC edifice.

1.6. Structure of the report

The report starts with the **Executive Summary** and **Chapter 1**, which is an introduction outlining the FFA process. **Chapter 2** describes how the FFA process was designed, developed and implemented. **Chapter 3** describes the context of the FFA in the SADC region and how it relates to other sectors and national FFAs. **Chapter 4** outlines the Vision, the sub-Vision statements and linkages of the Vision, SADC Water Policy and Strategy and strategic objectives in attaining the Vision. **Chapter 5** discusses the key issues and proposed processes and actions necessary for the formulation and implementation of the Regional and National Frameworks for Action. **Chapter 6** describes the monitoring and evaluation process for regional and national/country FFAs. **Chapter 7** completes the report, emphasising the need for integration and resource mobilisation in the way forward, and describing achievements to date.

Chapter 2: DESIGN, DEVELOPMENT AND IMPLEMENTATION OF THE FFA PROCESS

2.1. The FFA Core Group

During a planning meeting between the then SADC Water Sector Coordinating Unit and GWP-SA in April 2001 in Maseru, Lesotho, the meeting decided to establish an FFA Core Group which would guide the FFA process throughout its development.

The following institutions were identified as members of the Core Group:

- | | |
|---------------------|--|
| 1) Water for Food | International Water Management Institute (IWMI) |
| 2) Water for Nature | The World Conservation Union (IUCN) |
| 3) Water for People | International Water Association, Eastern and Southern Africa Region (IWA-ESAR) |
| 4) Energy | Zambezi River Authority (ZRA) |
| 5) CBOs | NAWISA |
| 6) Youth | SAYWAT |
| 7) Gender | SADC Gender Unit |

Of these institutions, Water for People and CBOs neither attended nor participated in the Core Group meetings.

The Core Group was subsequently established and met on three occasions (June 2001, July 2002 and September 2003). The guidance provided during the three meetings, however, was sufficient to steer the process through continuous interaction between the SADC Directorate of Infrastructure (through its Water Division) and GWP-SA.

The FFA process described in this chapter was designed by the FFA Core Group, with the three components: information dissemination, a regional FFA and the country FFAs. The following sections describe how each component was implemented.

2.2. Information dissemination

The information dissemination process used both print and visual media, with material consisting of brochures, videos, posters and Compact Disks (CD), as outlined below. Rather than using newspapers and TV advertisements, which have short-term impact, the following materials were produced for dissemination in a format that would allow easy and repetitive reference by stakeholders:

- Production and dissemination of the Vision documents in an A4-sized brochure in English, French and Portuguese, which are the three official languages of the SADC region
- Production and distribution of a video cassette of the Vision in the three languages
- Production and distribution of posters depicting the Vision and the eight sub-Vision statements
- Production of a Vision compact disc (in 2004)
- Production of a Vision Calendar (in 2004).

The brochures, video cassettes and posters have been reprinted several times since 2000 and distributed to a number of stakeholders. In total, 3 000 brochures - 2 000 in English, 500 in French and 500 in Portuguese - were printed.

2.3. Developing the Regional Framework for Action

The development of the Regional FFA, as presented in this report, has been supported by studies and regional workshops, with inputs from various stakeholders representing various sectors in the SADC region.

The following studies were undertaken to support the Regional FFA:

- a) A regional desktop study as a preliminary assessment of the requirements of the FFA process
- b) A review of initiatives from an institutional and policy perspective
- c) A review of initiatives from an environmental perspective
- d) A review of initiatives from a social and gender perspective
- e) A review of initiatives from a policy and strategy perspective
- f) A review of policies from a cross-sectoral perspective in the SADC region.

The desktop study was instrumental in guiding the structure of the FFA report and in providing guidelines for conducting FFA consultations in most SADC countries. The reviews of these initiatives directly influenced the content of the FFA report. The last two studies, however, are related to policy and strategy and they thus also influenced the development of the SADC policy and strategy for water resources management.

The following workshops were organised during the FFA process:

1. January 2003. A country coordinators' workshop at which the regional desktop study was discussed by delegates from all SADC countries. It was held near Pretoria, South Africa. The draft structure of the regional FFA report was adopted at this workshop. Individual countries were then tasked with the responsibility of conducting their own FFA consultations.
2. March 2004. A workshop, gathering selected regional experts together, was held in Harare to revisit the structure of the FFA report in order to accommodate the developments that had taken place in the region and globally since the process began.
3. April 2004. A regional workshop was conducted especially for regional stakeholders back-to-back with the regional water policy and strategy workshop in order to integrate both processes. This workshop gained further inputs from stakeholders on the sub-Vision statements and guided the countries that had not held their consultations through the experiences of those countries that had.
4. August 2004. A first drafting workshop of experts from several SADC countries was convened to populate the FFA report, based on the agreed structure. A zero draft was subsequently produced.
5. September 2004. A second drafting workshop with the same experts to review the zero draft FFA report and specifically to populate the tables of Chapter 4 which constitute the actual actions identified for each sub-Vision statement.
6. October 2004. A third regional workshop, gathering representatives from most SADC countries together, to discuss the zero draft report and to make their final inputs.

This report is the result of these consultations, with additional input from a Monitoring and Evaluation (M&E) expert following a recommendation of the October 2004 workshop.

2.4. Country Frameworks for Action

Country FFA consultations were divided in two categories:

2.4.1. Pilot countries for national FFA formulation

Three countries - Malawi, Mozambique and Tanzania - were selected by the Water Resources Technical Committee (WRTC) as examples to demonstrate the national FFA formulation, based on the following criteria (GWP-SA, 2002):

- The three countries should be riparian states of one particular river basin and should at least form part of that river basin
- At least one riparian state should share a medium to small river basin of significance with other non-SADC countries
- Amongst the three countries, there should be a land-locked country (upstream) and a country with coastal zones (downstream) within the same basin
- At least one country should have relatively well-established institutional arrangements at river basin level and/or have a regional GWP-SA membership or have a Country Water Partnership (CWP) established/launched.

The three selected countries meet these criteria as follows:

- They are all riparian states of the Zambezi River Basin
- Tanzania shares several rivers with non-SADC member states
- Malawi is the landlocked country whereas Mozambique is the country with coastal zones, both in the Zambezi River Basin
- All three countries meet the institutional arrangement criteria in a way or another.

The three countries subsequently embarked on the development of the FFA report for their countries through the following steps:

- Review of initiatives for each country (in the form of FFA consultations)
- FFA consultations (three for Malawi, two for Mozambique and two for Tanzania)
- Development of country FFA reports mirroring this regional FFA report.

2.4.2. FFA consultations in other countries

The remaining SADC countries - Angola, Botswana, Democratic Republic of Congo, Lesotho, Mauritius, Namibia, South Africa, Swaziland, Zambia and Zimbabwe - conducted their consultations in the following way.

One- or two-day workshops were organised by the respective water ministries and included inputs from relevant sectoral ministries in charge of the respective sub-Vision statements. During these workshops, presentations were made on selected sub-Vision statements. Group discussions led to a preliminary plan of action capturing those actions that would contribute towards achieving the Vision for each country.

The following questions were debated during these workshops in respect to the selected sub-Vision statements:

- What are the implications (current status, achievements and challenges) of the sub-Vision for the country?
- Which institutions do, or should, play a major role for this sub-Vision to be achieved in the country?
- What is the suggested (current or possible) action plan needed in order to achieve this sub-Vision in the country, including past, ongoing and planned initiatives?
- What should be the country's contribution to the achievement of this sub-Vision and the Vision as a whole in the SADC region?

The outcomes of the workshops were captured in the form of proceedings of FFA consultations. Beyond the FFA process, one of the key outcomes has been the strengthening of stakeholder participation platforms through these country consultations. As a result, Country Water Partnerships (CWP) were established, building on the momentum generated by the FFA process in the following countries: Swaziland, Tanzania, DRC and Lesotho. It is similarly expected that Angola, Mozambique and Mauritius will also launch their own CWPs in the near future.

Chapter 3: THE REGIONAL CONTEXT

3.1. Water resources in the SADC region

There is extreme temporal and spatial variation in the distribution of water resources (surface water, groundwater, and rainfall) in the SADC region. This variation is largely due to variability in climate across the region. Average annual rainfall ranges from 4 000 mm in the north to less than 50 mm in the south-western parts of the region. As a result, the region includes equatorial rain forests of the Democratic Republic of Congo (DRC), and deserts in Namibia and Botswana, while a large part of the region is semi-arid. Surface run-off is therefore higher in the northern parts of the region where most rivers are perennial, and lower in the southern and western parts of the region where many of the rivers are ephemeral. The region is prone to extreme meteorological events. Severe droughts have been experienced over the last two decades, and extreme floods afflicted the region in 2000 and 2001, with serious loss of life and damage to property in Mozambique and Malawi.

The SADC region is characterised by shared rivers. It is estimated that about 70 percent of the water resources in the SADC region are shared by more than one country. There are 15 major river basins that straddle the boundaries of two or more countries. Examples range from large basins such as the Congo River Basin (3 800 000 square kilometres), which is shared by SADC and non-SADC member states, the Zambezi River Basin (1 400 000 square kilometres), which is shared by eight SADC member states, to small basins such as the Umbeluzi River Basin (5 500 square kilometres), which is shared by Mozambique and Swaziland. Shared watercourse systems present potential for disputes over their access and development. However, they also present opportunities for cooperation in their management that would engender regional economic development and integration.

The renewable freshwater resources (ground and surface water) of the SADC region are enormous. With a population of approximately 200 million people (SADC estimate, year 2000), *per capita* annual renewable freshwater resources average 8 900 cubic metres, equivalent to about 24 000 litres/person/day). However, this seemingly favourable water situation masks the temporal and spatial variability. In addition, water is generally not available in places of highest demand. For example, there are abundant water resources in the northern parts of the region (including the DRC, northern parts of Zambia and Angola), but these are currently also areas of least water demand. Higher water demands are in the southern and south-western parts of the region (including the northern parts of South Africa, and most of Namibia and Botswana), but these are also the driest regions, experiencing localised water deficits.

Projections of population, water demand, and water development indicate that, by 2025, almost all SADC countries will reach “water stress” and a number of countries will experience “absolute scarcity”.

Other characteristics of the SADC water sector include:

- Increasing demand for water in urban and peri-urban areas caused by accelerated migration from rural areas. The pace of infrastructure development for urban water supply then becomes slower than urban population growth. It has become even more difficult to provide appropriate sanitation services, especially in the peri-urban areas where rural migrants usually settle, resulting in increases in stream pollution and water-borne diseases. **Table 1** provides an overview of the coverage of water supply and sanitation in SADC countries and shows that in all countries, sanitation services lag behind in both urban and rural areas.
- Similar to elsewhere in the world, agriculture is the largest water user, with levels reaching more than 90 percent in some cases (e.g. Swaziland). While most countries are far from reaching their full agricultural development potential, the opportunity for improving the efficiency of irrigation water use is enormous given the prevailing wastages experienced on most irrigation schemes.
- An untapped potential for industrial development with sufficient hydropower capacity is a key input for the socio-economic growth of the region.

Table 1: Population size, proportion of population urbanised and levels of access to safe water and sanitation facilities by the urban and rural population in SADC countries, 2000

Country	Population in 2000 (millions)	Proportion urbanised (%)	Access to safe water (%)		Access to sanitation (%)	
			Urban	Rural	Urban	Rural
Angola	12.903	31	69	15	34	8
Botswana	1.693	64	100	91	91	41
DRC	52.046	29	37	23	23	4
Lesotho	2.156	25	65	54	53	36
Malawi	10.778	14	80	32	52	24
Mauritius (*)						
Mozambique	19.980	35	17	40	53	15
Namibia	1.739	37	87	42	77	32
South Africa	43.265	49	80	40	79	50
Swaziland	0.928	32	61	44	66	37
Tanzania	33.744	25	67	45	74	62
Zambia	9.191	43	64	27	75	32
Zimbabwe	13.109	43	90	69	90	42

Source: Ashton and Ramasar, 2002

(*) Although no information is available in the format of the table, Mauritius has a national coverage of 99.6% of supply of potable water to its population. 85% of the population has water within their houses and 14.5% have water within their yards. 0.5%, found within the vulnerable group bracket, still have recourse to public fountains and water tankers. With regard to sanitation, 21% of the population is currently serviced (2003/2004). Mauritius has already embarked on a number of projects to meet the target of 50% sanitation coverage by 2010 (Proceedings of FFA workshop in Mauritius, March 2005).

3.2. The need for the integrated development and management of water resources in the SADC region: developing a Regional Strategic Action Plan (RSAP)

Water in the SADC region is key to regional economic and social development. The development and management of the water resources of the region contribute to the SADC goal of: “*the attainment of an integrated regional economy on the basis of balance, equity and mutual benefit for all Member States*”, with the three key objectives of poverty eradication, food security and industrial development. Many economic, social and environmental activities require the development and effective management of the region’s water resources, including: increasing food production through better management of rain-fed and irrigated agriculture, aquaculture, and livestock production; improving access and availability of cheap energy through hydropower; increasing access to sustainable water supplies for domestic and industrial requirements, and for sanitation and waste management. In addition, water is required for environmental sustainability, including biodiversity and natural ecosystems. Wetlands in particular sustain rural livelihoods and contribute to tourism. The SADC region will also need to manage its water resources to provide improved security from severe floods and droughts.

In order to achieve these goals, the region’s water resources will have to be developed and managed in an integrated and sustainable manner. In this quest, the SADC Secretariat initiated in the 1990s the preparation of a plan of action for the integrated development and management of water resources in SADC through a consultative process. The Regional Strategic Action Plan (RSAP) for Integrated Water Resources Development and Management in the SADC Countries (1999-2004) was formally approved by SADC Heads of State in September 1998.

Of the 44 RSAP projects developed in 1998, 31 were identified as priority projects to be coordinated by the SADC Water Sector Coordination Unit (WSCU), now called the SADC Water Division. Initial detailed work for the 31 projects was undertaken in the form of Project Concept Notes (PCN), assisted by multi-disciplinary specialists to facilitate their implementation. The Water Division relies on Member State contributions and cooperating partners to fund these projects. The Division equally relies on regional institutions for most of their implementation, while it oversees their coordination. The Division is directly responsible for the implementation of a few key strategic projects. These projects are listed in **Table 2**.

Table 2: Projects under the Regional Strategic Action Plan (1999-2004)

PCN No.	Project description
1	Guidelines for Review and Formulation of National Water Legislation
2	Regional Guidelines for Dam Safety and Legislation Procedures
3	Capacity Building for Joint Integrated Basin Management
4	Consultative Forums on Water Issues
5	Development of a Programme for the SADC Region
6	Groundwater Management Programme for the SADC Region
7	Water Sector Coordination Unit Capacity Building
8	Support for the Implementation of the SADC Protocol on Shared Watercourse Systems
9	Guidelines for National Water Policy and Review in Member States
10	Support Development of National Water Sector Policies/ Strategies in Selected Member States
11	Formulation of Regional Water Sector Policy and Strategy
12	Economic Accounting of Water Use
13	Study of Expanding Private Sector Participation in Water and Sanitation Services
14	Assessment of Surface Water Resources
15	Expansion of SADC-HYCOS
16	Regional Project to Control Infestation and Translocation of Aquatic Weeds
17	Training in Surveying, Mapping and Geographic Information Systems
18	Upgrade and Modernise Water Resources Monitoring System for Lake Malawi/Nyasa
19	Rehabilitation of Joint Monitoring Systems between Angola and Namibia
20	Awareness Building for Decision Makers
21	Involving the Media in Water Issues
22	Human Resources Development Programme
23	Waternet
24	Promotion of Stakeholder Participation in Water Resources Management
25	Feasibility Study for Creating a Fund to Support NGO and CBO Participation in Water Resources Management Issues
26	Programme on Means to Empower Women in Water Issues
27	Control and Development of Lake Malawi/Nyasa and Shire River
28	Study of the Navigability of the Zambezi and Shire Rivers
29	Stabilisation of the Course of the Songwe River
30	Pre-feasibility Study of Future Developments and Management Options on the Lower Orange River
31	Integrated Basin Management Plan for the Okavango River

These PCNs have been grouped in the following broad categories:

- Legislation, policy and strategic planning: PCN 1, 2, 5, 6, 8, 9, 10 and 11
- Capacity building and training: PCN 3, 7, 17, 22 and 23
- Consultation, participation and awareness creation: PCN 4, 13, 20, 21, 24, 25 and 26
- Information collection, analysis and management: PCN 12, 14, 15, 16, 18, 19, 30 and 31
- Infrastructure investment: PCN 27, 28 and 29.

The PCNs were mainly designed to create an enabling environment through which effective development and management of water resources can take place. A mid-term review of the RSAP has been conducted to ensure that a new RSAP (called RSAP II in this document) is developed with emphasis on infrastructure development to meet the development challenges of the region. This will be in line with the RISDP which was launched in 2004 and further discussed below.

3.3. The (Revised) SADC Protocol on Shared Watercourse Systems (1995, 2000)

One key characteristic of the SADC region is the 15 river basins that are shared by several countries, most of which are located within the SADC region. Only the Congo and Nile Rivers are shared with other countries outside the SADC region. **Table 3** provides details of these 15 river basins and lists their respective co-basin states.

Managing these shared rivers calls for an approach that reduces the opportunity for conflict and encourages collaboration for sharing the benefits associated with the development of the resource.

Table 3: Shared rivers in the SADC region

No.	River basin	Number of States	Basin States	Basin area (km ²)	River length (km)	Mean annual run-off (mm ³ /a) (at river mouth)
1	Buzi	2	Zimbabwe Mozambique	31 000	250	2 500
2	Congo	9	Burundi Rwanda Central African Republic Tanzania Cameroon Congo DR Congo Zambia Angola	3 800 000	4 700	1 260 000
3	Cunene	2	Angola. Namibia	106 500	1 050	5 500
4	Cuvelai	2	Angola Namibia	100 000	430	Ephemeral
5	Incomati	3	South Africa Swaziland Mozambique	50 000	480	3 500
6	Limpopo	4	Botswana South Africa Zimbabwe Mozambique	415 000	1,750	5 500
7	Maputo	3	South Africa Swaziland Mozambique	32 000	380	2 500
8	Nile	10	Tanzania Burundi Rwanda Kenya Uganda DR Congo Eritrea Ethiopia Sudan Egypt	2 800 000	6 700	86 000

No.	River basin	Number of States	Basin States	Basin area (km ²)	River length (km)	Mean annual run-off (mm ³ /a) (at river mouth)
9	Okavango	4	Angola Namibia Zimbabwe Botswana	570 000	1 100	11 000
10	Orange	4	Lesotho South Africa Botswana Namibia	850 000	2 300	11 500
11	Pungue	2	Zimbabwe Mozambique	32 500	300	3 000
12	Rovuma	3	Tanzania Malawi Mozambique	155 500	800	15 000
13	Save	2	Zimbabwe Mozambique	92 500	740	7 000
14	Umbeluzi	2	Swaziland Mozambique	5 500	200	600
15	Zambezi	8	Angola Namibia Botswana Zimbabwe Zambia Malawi Tanzania Mozambique	1 400 000	2,650	94 000

Source: Pallet, J (Ed), Sharing Water in Southern Africa, Desert Research Foundation of Namibia, SIDA, 1997

With the scenario depicted by **Table 3** and given the scarcity of water in most of the region, the possibility of conflicts over the development and utilisation of water resources was becoming an increasing threat. However, this "picture of doom" was avoided by the formulation of the SADC Protocol on Shared Watercourse Systems in 1995 and the establishment of a dedicated SADC Water Sector in August 1996. The Sector has subsequently been merged with other units to form the SADC Infrastructure Services Directorate. The Protocol itself is a response to the SADC Declaration of 1992: "*Towards the Southern African Development Community*", which calls upon all countries and people of southern Africa to develop a "*vision of a shared future, a future within a*

regional community that will ensure economic well-being, improvement of the standards of living and quality of life, freedom and social justice and peace and security for the peoples of Southern Africa”.

A revised SADC Protocol on Shared Watercourses was adopted by an SADC Summit of Heads of State and Government at an ordinary summit meeting in Windhoek, Namibia, in August 2000. It was then open to signature and subsequent ratification by Member States. Member States had signed by June 2001 and it has come into effect after ratification – according to the laws governing the individual countries - by two thirds of the signatory Member States. This happened in August 2003.

In the spirit of the (Revised) Protocol, cooperation among co-basin states is increasingly taking place in various forms, reflecting its gradual implementation. Examples include several river basin commissions (Orange- Senqu, Okavango, Limpopo and Zambezi), the signing and implementation of several agreements (such as the IncoMaputo agreement and others) and several projects undertaken jointly by member states.

3.4. Other recent initiatives influencing the water agenda in the SADC region

Prior to the RSAP and during the course of its implementation, several initiatives - some global and some regional in dimension - marked the water agenda in the SADC region. Several of these are summarised below.

3.4.1. The Rio/Dublin Principles of Integrated Water Resources Management (IWRM)

A widely accepted definition of IWRM is the one developed by Global Water Partnership: *“a process which promotes the coordinated development and management of water, land and related resources, in order to maximise the resultant economic and social welfare in an equitable manner without compromising the sustainability of vital ecosystems”* (GWP, 2000).

It is based on the following four Rio/Dublin principles:

- 1) Fresh water is a *finite and vulnerable resource*, essential to sustain life, development and the environment
- 2) Water development and management should be based on a *participatory approach*, involving users, planners and policy-makers at all levels
- 3) *Women play a central role* in the provision, management and safeguarding of

water

- 4) Water has an economic value for all its competing uses and should be recognised as *an economic good*.

These principles are relevant in the Southern African context, given:

- The prevailing semi-arid climate and the seasonal and temporal variability of rainfall which make fresh water a highly finite and vulnerable resource in Southern Africa
- The need to involve communities and other stakeholders in decision-making in order to promote the sense of a common resource that needs to be managed responsibly
- The fact that, in both rural and urban areas, women are responsible for all household chores associated with water and should therefore be given a voice in management decisions
- The need to recognise that water is not only an important input in most economic activities, that it comes with a cost, but that, at the same time, it is essential to human dignity. Thus, water is not only an economic good, but it is also, and mainly, a *social good* which should be made accessible to populations.

IWRM seeks to achieve a balance between economic *efficiency*, social *equity* and *environmental* sustainability. These are commonly known as the 3 Es. The need for this balance is relevant in southern Africa, given that:

- The region is still developing and water has to play a key role in unlocking economic development
- The majority of the population still needs to gain access to safe water and sanitation and most people cannot afford to pay for the true cost of water
- The competition for water among sectors should not overlook the need to protect the environment, not only for its own intrinsic value but also for the benefit of future generations.

Achieving this balance in a coordinated manner requires a framework which consists of three main components:

- 1) An enabling environment consisting of policies and laws that are centred on IWRM
- 2) Institutional roles at central and local levels, the promotion of public – private partnerships and the recognition that water has to be managed at a river basin level
- 3) Management instruments that will assist institutions in the discharge of their

functions. Such instruments are to be used in information gathering, in the assessment of the resource and in developing allocation tools.

The revised SADC Protocol on Shared Watercourses itself fully embraces IWRM at a regional level and was inspired by the Dublin and Rio conferences. Most SADC countries have embarked on legal and institutional reforms which also fully embrace the IWRM principles and the above framework.

3.4.2. The Millennium Development Goals (UN, 2000)

The United Nations adopted the Millennium Development Goals (MDG) and associated targets (**Table 4**) with the objective of achieving them by 2015. The MDGs are now driving the development initiatives from the international community and for most sectors. For the water sector, Target No. 10 of MDG No. 7 aims specifically at reducing by half the proportion of people without sustainable access to safe drinking water and adequate sanitation.

Table 4: Millennium Development Goals and associated targets

Goal	Targets
1. Eradicate extreme poverty and hunger	1a. Reduce by half the proportion of people living on less than a dollar a day 1b. Reduce by half the proportion of people who suffer from hunger
2. Achieve universal primary education	2a. Ensure that all boys and girls complete a full course of primary schooling
3. Promote gender equality and empower women	3a. Eliminate gender disparity in primary and secondary education, preferably by 2005, and at all levels by 2015
4. Reduce child mortality	4a. Reduce by two thirds the mortality rate among children under five
5. Improve maternal health	5a. Reduce by three quarters the maternal mortality ratio
6. Combat HIV/AIDS, malaria and other diseases	6a. Halt and begin to reverse the spread of HIV/AIDS 6b. Halt and begin to reverse the incidence of malaria and other major diseases
7. Ensure environmental sustainability	7a. Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental

Goal	Targets
	<p>resources</p> <p>7b. Reduce by half the proportion of people without sustainable access to safe drinking water and adequate sanitation (*)</p> <p>7c. Achieve significant improvement in the lives of at least 100 million slum-dwellers by 2020</p>
<p>8. Develop a global partnership for development</p>	<p>8a. Develop further an open trading and financial system that is rule-based, predictable and non-discriminatory. Includes a commitment to good governance, development and poverty reduction — nationally and internationally</p> <p>8b. Address the least developed countries' special needs. This includes tariff- and quota-free access for their exports; enhanced debt relief for heavily-indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries committed to poverty reduction</p> <p>8c. Address the special needs of landlocked and small island developing States</p> <p>8d. Deal comprehensively with developing countries' debt problems through national and international measures to make debt sustainable in the long term</p> <p>8e. In cooperation with the developing countries, develop decent and productive work for youth</p> <p>8f. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries</p> <p>8g. In cooperation with the private sector, make available the benefits of new technologies — especially information and communications technologies</p>

(*) The sanitation component of Target 10 was only added at the WSSD in 2002.

3.4.3. The Second World Water Forum (2000)

The Second World Water Forum (WWF-II), which was held in The Hague, Netherlands, in March 2000, is where the Southern African Vision for Water, Life and Environment was presented after its adoption by the SADC Water Ministers. WWF-II also adopted an Africa Water Vision.

The Africa Water Vision 2025 is:

"An Africa where there is an equitable and sustainable use and management of water resources for poverty alleviation, socio-economic development, regional cooperation and the environment."

The achievement of this continental vision is being pursued by the United Nations Commission for Africa (UNECA).

3.4.4. New Partnership for Africa's Development (NEPAD, 2001)

NEPAD is an initiative by the African Heads of State to fast-track development on the African continent.

The NEPAD policy objectives for the water and sanitation sector are:

- Ensure sustainable access to safe and adequate clean water supply and sanitation, especially for the poor
- Plan and manage water resources to become a basis for national and regional cooperation and development
- Systematically address and sustain ecosystems, bio-diversity and wildlife.

3.4.5. The World Summit on Sustainable Development (2002)

The World Summit on Sustainable Development (WSSD) took place in Johannesburg in 2002 as a follow-up to the 1992 Rio de Janeiro United Nations Conference on Environment and Development (UNCED). Dubbed Rio+10, the WSSD resolved that all countries should develop Integrated Water Resources Management and Water Efficiency Plans (IWRM/WE Plans) by 2005 in order to contribute to the achievement of the MDGs by 2015. Though most SADC countries have their own plans or strategies, the challenge is to give them an IWRM focus to meet the challenge of the MDGs. A number of southern African countries have initiated the process of developing these plans with, in some cases, the facilitation of GWP-SA, such as in Malawi and Zambia. It is, however, unlikely that all countries will complete their plans by 2005 as some countries (Swaziland, Mozambique, Angola) are only likely to start their process later, while others have not yet started.

3.4.6. The Regional Water Policy and Strategy

PCN 11 of the RSAP provides for the development of a Regional Water Policy and Strategy (RWPS). This process started in 2002 and was supported by several studies through the FFA process. At the time of writing, the draft Regional Water Policy has just been adopted by the SADC Water Ministers while the Regional Water Strategy is being developed.

The formulation of the RWP was strongly inspired by the Vision. A comparison of the core issues of the RWP with the sub-Vision statements of the Southern African Vision for Water, Life and Environment is given in **Table 5**.

Table 5: Relationship between the Regional Water Policy and the Southern African Vision for Water, Life and Environment

Policy number	Pronouncement title/sub-title	Reference to Vision/sub-Vision statement
3	Regional cooperation in water resources management	Vision and sub-Vision 1 and 8
3.1 to 3.5	Water for regional integration	Sub-Visions 1 and 8
4	Water for development and poverty alleviation	Vision and sub-Vision statements 1 to 5
4.1.	Water for socio-economic development	Vision and sub-Vision 1
4.2	Water supply, sanitation and hygiene	Sub-Visions 2 and 3
4.3	Water for food security	Sub-Vision 4
4.4	Water for energy development	Sub-Vision 5
4.5.	Water for industrial requirements	Sub-Vision 1
5	Water and environmental sustainability	Sub Vision 6
6	Security from natural disasters	Sub-Vision 7
8	Water resources development and management	Sub-Vision 8

Most of the remaining policy pronouncements (7, 9, 10 and 11) can also be linked to the Vision or to the provisions of the FFA. It is expected that the Regional Water Strategy will equally demonstrate a strong linkage with the FFA.

3.4.7. The Regional Indicative Strategic Development Plan (2004)

The Regional Indicative Strategic Development Plan (RISDP) is the new SADC blueprint for socio-economic development, and was adopted by the SADC Heads of State in 2004. The RISDP recommends that the Southern African Vision for Water, Life and Environment, together with its sub-Visions, forms the basis for the development of the long-term water policy and strategy document. This has indeed been the case for the RWP document as reflected in **Table 5**.

The RISDP has also set targets for the different sectors, those for the water sector being (RISDP, 2004):

- Target 1: Long-term regional water policy and strategy developed and approved by March 2004
- Target 2: Increased awareness, broad participation and gender mainstreamed in water resources development and management by 2005
- Target 3: Centres of excellence for water research and technology development identified, and strengthened by 2005
- Target 4: Water sector policies and legislation harmonised by 2006
- Target 5: Establish and strengthen at least eight River Basin Organisations (RBO) by 2006
- Target 6: Water data banks and planning networks established and fully operational by 2007
- Target 7: Training and institutional capacity strengthening programmes developed and implemented by 2008
- Target 8: Halve by 2015 the proportion of people without access to safe drinking water and sanitation services
- Target 9: Develop by 2015 the water resources infrastructure needed to double land under irrigation.

As far as possible and where relevant, these water sector targets have been used as milestones in the actions recommended in the FFA.

3.5. Linkages between the FFA and other initiatives

The FFA, which is expected to be a “living process”, is required to build on and integrate with other initiatives. Those initiatives mentioned in Section 3.4 need to be taken into consideration and are indeed reflected as far as possible in each sub-Vision statement (Chapter 5). The following considerations reflect the linkages with some of these initiatives:

3.5.1. Linkage between the FFA process and the RSAP

During the development of the FFA, an analysis of linkages with the RSAP was undertaken. This is summarised in **Table 6** which was prepared by SADC specifically for this FFA Report. Linkages with other SADC initiatives are described in Section 3.5.2 and further in Chapter 4, in which the Vision for Water Life and Environment in the 21st century is described.

Table 6: Linkages between the FFA and the RSAP

FFA		Equitable and Sustainable Social and Economic Development in Southern Africa	Equitable Access to Water of an acceptable Quantity and Quality	Proper Sanitation for All and Safe Waste Disposal	Food Security for all Households	Energy Security for all Households	Sustainable Environment	Security from Natural Disasters	IWRDM
Group 1 Legislation, Policy and Strategic Planning									
1	GL for Review and Formul. Of National Water Legislation		★	★	★	★	★	★	★
2	GL for Dam Safety				★			★ ★ ★	★
8	Support for the Implementation of the Protocol	★ ★			★	★	★ ★	★	★ ★
9+10	GL and Support for National Policy and Strategy		★	★	★	★	★	★	★
11	Formulation of Regional Sector Policy and Strategy		★	★	★	★	★	★	★ ★
Group 2 Capacity Building and Training									
3	Capacity Building for Joint RB Management				★	★	★ ★	★	★ ★ ★
7	WSCU Capacity Building	★ ★	★	★	★	★	★	★	★ ★
17+22	Capacity Building of the Water Sector		★		★	★		★	★ ★
23	Waternet						★ ★		★ ★ ★
Group 3 Awareness Creation, Consultation and Public Participation									
4+20+21	Awareness Creation on Water Issues				★ ★	★	★ ★	★	★ ★ ★
13	Study for Expanding Private Sector Participation in Water and Sanitation Services	★ ★ ★	★ ★	★ ★					
24+25+26	Consultation and Participation of Stakeholders in Water Resources Management	★ ★ ★	★ ★	★ ★	★ ★	★	★ ★	★ ★	★ ★

FFA		Equitable and Sustainable Social and Economic Development in Southern Africa	Equitable Access to Water of an acceptable Quantity and Quality	Proper Sanitation for All and Safe Waste Disposal	Food Security for all Households	Energy Security for all Households	Sustainable Environment	Security from Natural Disasters	IWRDM
RSAP									
Group 4 Information Collection, Analysis, Management and Dissemination									
<i>Improve national and transboundary river basin management, planning and Coordination</i>									
12	Economic accounting of Water Use	★	★	★	★	★	★	★	★
14	Assessment of surface water resources		★		★	★★	★	★★	★
15+19	Expansion of SADC Hycos					★★	★	★★	★
30	Int. Water Resources Manag. of the Orange/Senqu River Basin				★	★	★	★	★ ★
31	Integrated Basin Management Plan for the Okavango River				★		★★★	★	★ ★
Group 5 Infrastructure Investment									
18+27+28+29	Int. Water Resources Manag. of the lake Malawi/Nyassa/Nlassa				★★★	★	★★★	★	★ ★
Group 6 Stand Alone projects									
5	Programme on Water Supply and Sanitation for the SADC Region		★★★	★★★	★			★	★
6	Groundwater Mangement Programme for the SADC Region		★★	★	★			★	★ ★
16	Regional Project to Control Infestation and Translocation of Aquatic Weeds		★	★		★★	★★★	★	★ ★
	Floods and Drought Programme	★★	★	★	★★★	★	★★	★★★	★ ★★

3.5.2. Other initiatives

The linkages with other global initiatives are summarised:

(i) The FFA and the Africa Water Vision

The Africa Water Vision 2025 was adopted during the World Water Forum II. It states:

"An Africa where there is an equitable and sustainable use and management of water resources for poverty alleviation, socio-economic development, regional cooperation and the environment."

The Africa Water Vision 2025 is also being pursued through an initiative by the United Nations Economic Commission for Africa (UNECA).

(ii) The FFA, the MDGs and the WSSD resolutions on the IWRM/WE Plan

The MDGs, especially Target No. 10 of Goal No. 7 on Environmental Sustainability, aim to reduce by half the proportion of people without sustainable access to safe drinking water and adequate sanitation. They provide a milestone for sub-Visions 2 and 3.

The IWRM/WE Plans to be developed following the WSSD resolution, and in order to achieve the MDGs, constitute an initiative that further contributes towards the realisation of the Vision. In fact, it can be stated that the IWRM/WE Plans may be interpreted as a tool for implementing the National FFA/or their Plan of Action (PoA).

(iii) The FFA and other regional initiatives

The linkages between the FFA and most of the regional initiatives, such as the Regional Water Policy and Strategy, the RSAP I and II, the RISDP and the Protocol, are provided in Chapter 4 which discusses the approach taken to develop the FFA.

Chapter 4: SOUTHERN AFRICA VISION FOR WATER, LIFE AND ENVIRONMENT

4.1. The Vision

The peoples of Southern Africa recognise that water is essential for: their own personal and community survival; the production of the food that they eat; sanitation and the disposal of waste; generation of the energy for their needs; the commodities that they produce for national consumption and export; and the integrity of the environment and the survival of other living forms with which they share the world.

Recognising that the potential water world could be substantially improved from that which exists at present, the peoples of the region express a desire to derive maximum benefits from the water resource during their own lifetime, and to bequeath the same benefits to their children and to successive generations. The peoples of the region wish to express their desirable future, their Vision for Water, Life and Environment in the 21st Century, in a regionally integrated Southern Africa:

“Equitable and sustainable utilisation of water for social, environmental justice, and economic benefit for present and future generations.”

This Vision is further structured into eight sub-Visions:

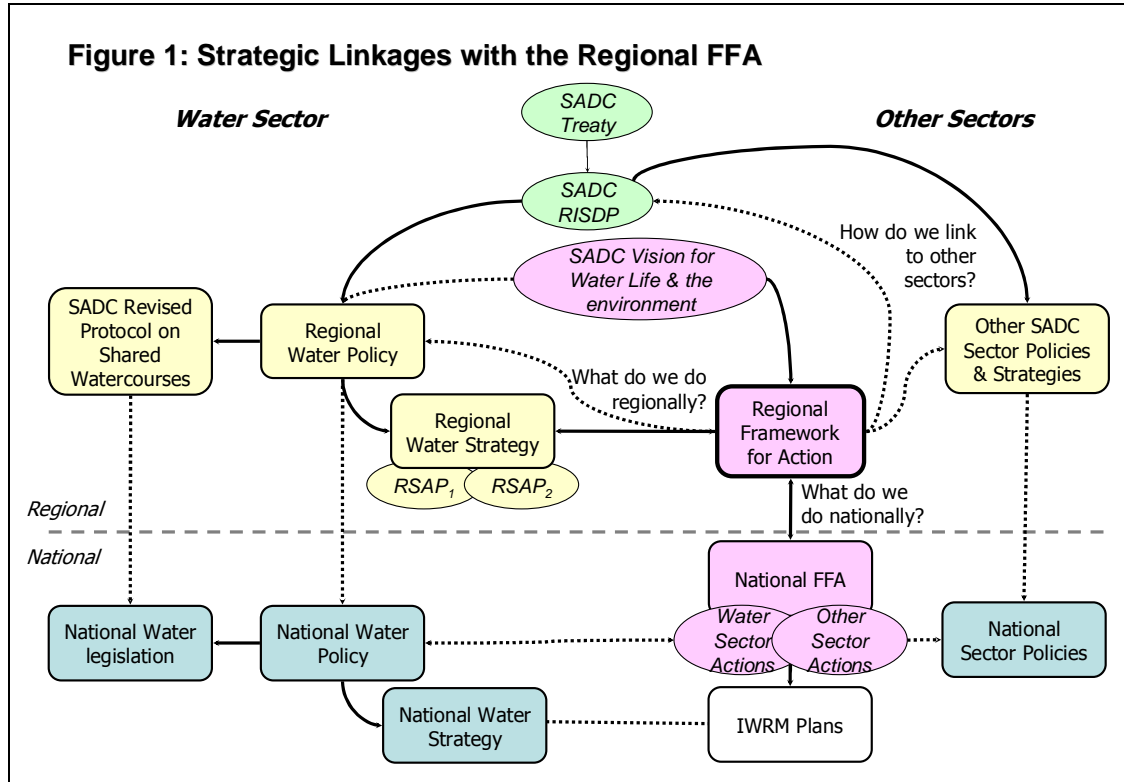
- Equitable and sustainable social and economic development in southern Africa
- Equitable access to water of an acceptable quantity and quality
- Proper sanitation for all and safe waste disposal
- Food security for all households
- Energy security for all households
- A sustainable environment
- Security from natural disasters
- Integrated water resources development and management.

To make this Vision a reality, it must be accompanied by a framework for action, which has both regional (SADC) and national (Member States) dimensions. This document represents the Regional Framework for Action (FFA).

4.2. Linkages between the Vision, FFA, Regional Water Policy and Strategy

This Regional FFA will exist within a fairly complex regional policy and strategic environment. It must be consistent with regional and national processes in the Water Sector, as well as influencing, or aligning with, the policy and strategy processes in

other sectors. **Figure 1** outlines some of the key processes that have linkages with the Regional FFA, distinguishing regional from national processes, as well as the water sector from other sector processes.



SADC obtains its mandate from the SADC Treaty and its strategic direction from the Regional Indicative Strategic Development Plan (RISDP), which covers all sectors. Together with the Vision, these form the basis of the Regional Water Policy and Strategy (RWPS), which must be distinguished from the Regional FFA.

The RWPS primarily focuses on the SADC Water Sector and the way in which it can contribute to the SADC goals of regional integration and poverty eradication. While the Regional FFA does have a water sector focus, it links this strongly to actions within other related sectors, particularly agriculture (food security), energy, health and environment.

The Regional FFA is the regional integrated strategic framework that gives direct effect to the Vision. As such, it should be oriented towards actions for the water sector regionally, for other related sectors regionally, and for the national FFAs or Plans of Action (PoA).

Firstly, from a regional water sector perspective, the Regional FFA should influence and be aligned with the development of the Regional Water Strategy, which will outline the regional objectives and strategic actions for the SADC Water Sector in

giving effect to the Regional Water Policy. In turn, the Regional Strategic Action Plan (RSAP) may be interpreted as the five-year plan of action for the RWPS. Similarly, the SADC Revised Protocol on Shared Watercourses is the legal tool to give effect to the Regional Policy.

Secondly, in terms of other relevant sectors regionally, the Regional FFA needs to influence and be aligned with the objectives, targets and strategic direction of these sectors as outlined in the RISDP and in any relevant sector policies and strategies.

Thirdly, the Regional FFA needs to be taken into national processes that result in a National FFA/PoA. The National FFA/PoA must be consistent with the Regional FFA in order to ensure coherence and alignment between different national processes. It will, however, reflect the national context and national priorities in the water and other related sectors.

The National FFA/PoA must reflect, influence and be aligned with national water policies, legislation and strategies, which in turn should be harmonised with the RWPS, as well as the Revised Protocol on Shared Watercourses. The National FFA/PoA should also be consistent with national policies for other relevant sectors, where these are taken up as a national priority for implementation of the Vision.

Finally, the national IWRM plans may be interpreted as a tool with which the National FFA/PoA is implemented. Depending upon the scale of the IWRM plans, these must be consistent with (and in some cases may even be the same as) national and/or catchment level water strategies.

4.3. Strategic objectives for the Regional FFA

Three broad strategic objectives may be defined to reflect regional priorities and the strategic direction implied by the Vision, namely:

- Regional integration
- Poverty eradication, and
- IWRM.

The first two objectives importantly relate directly to the SADC goals, while the third is a cornerstone of the Vision and the agenda of the SADC water sector. Within each of these strategic objectives, a number of focus areas may be derived from the strategic actions incorporated in the Vision, as outlined below.

A fourth strategic objective, financial resources mobilisation, cuts across all focus areas of the above three strategic objectives.

4.3.1. Strategic Objective 1: Regional integration

Regional integration and development is a core goal of SADC and implementation of the Vision. It will contribute towards the development of a regional economy based on balance, equity and mutual benefit.

- **Harmonisation of the enabling environment.** The creation of a consistent enabling environment for the water sector in the SADC is necessary for regional integration and development, and IWRM in shared watercourses. This requires alignment of the national water policy, legislation and strategies between countries and within shared watercourses, particularly in the creation of coherent regulatory frameworks for the water sector. Further, alignment with other African and global initiatives enables the region's interests to be pursued internationally and assists the opportunities for international cooperation.
- **Coordinated management of shared watercourses.** Cooperation in the planning, development and management of shared watercourses through the establishment of agreements and appropriate institutions is fundamental to the coherent and integrated management of the region's water resources and the implementation of IWRM in the SADC.
- **Effective institutional mechanisms.** The establishment of effective water sector related institutional arrangements at regional and river basin levels, together with effective national institutions, is necessary to support regional integration and development. This includes institutionalising cooperation within the water sector and with other sectors; the establishment of appropriate financial and economic mechanisms for sustainability; and building adequate capacity within these institutions.
- **Good governance.** Good governance at regional, river basin and national levels in the SADC water sector is a prerequisite for regional integration and development. This should be based on the clear definition of institutional roles and responsibilities; appropriate decentralisation of responsibility (subsidiarity); transparency and accountability of decision-making; inclusivity and representivity of participation; efficiency and effectiveness of implementation; and social equity and justice.
- **Equitable trade and investment.** SADC is moving towards regional macro-economic stability and convergence through investment policy, as well as a Free Trade Area as a step towards achieving a Common Market. This regional integration must be supported by cooperation and alignment in the water sector, particularly so as not to constrain possible development. Economic diversification away from agriculture may contribute to equitable trade and investment.

4.3.2. Strategic Objective 2: Poverty eradication

Poverty eradication and development is a core goal of the SADC and the implementation of the Vision. It relates to the SADC objectives of socio-economic development, food security and industrial development, and will contribute to the improvement of the livelihoods of all people in the SADC region.

- **Water supply and sanitation.** Access to a basic level of water supply and sanitation service is necessary for health and dignity, and is a fundamental prerequisite for eradicating poverty at household and community levels. Particular attention is required in the peri-urban and rural areas of the region, linked with effective health and hygiene education.
- **Food security.** Access to adequate food at household, community, national and regional levels is necessary for the eradication of poverty and the development of a regional economy. This requires effective management of land, appropriate allocation of water and effective development of water resources, together with institutional, managerial and technical capacity.
- **Energy security.** Access to adequate energy at household, community, national and regional levels is necessary for the eradication of poverty and the development of a regional economy.
- **Safety from disasters.** Managing the impact of disasters on households, communities and countries is necessary to address poverty and to maintain development. Such disasters may broadly include flood, drought, disease (such as diarrhoea and malaria) and the HIV/AIDS pandemic.

4.3.3. Strategic Objective 3: Integrated Water Resources Management (IWRM)

The integrated management of water resources is fundamental to the Vision and has been adopted explicitly by the SADC water sector.

- **Integrated planning and development.** The integrated planning, utilisation and development of water resources (particularly within shared watercourses) is fundamental to IWRM and regional integration. A balance is required between planning for infrastructure development and the allocation of water use, particularly for promoting social development needs.
- **Environmental sustainability.** The environmental sustainability of water resources for continued utilisation must be addressed and considered in the planning, utilisation and development of water resources. This approach is in the interests of integrated management of the resource for all users and particularly for those communities which are directly dependent upon the resource.

- **Mainstream IWRM principles into other sectors.** It is not adequate for IWRM principles to be adopted only by the water sector, as they also need to be taken up in the planning of other key sectors, particularly agriculture and energy. This requires a multi-disciplinary approach to integrated development planning.
- **Empowerment and participation of stakeholders.** Participation of stakeholders in decision-making around water resources development and utilisation is a cornerstone of IWRM, and this should be extended to all spheres of the economy. This requires empowerment (awareness and capacity building) of all groups to participate, particularly women, the youth and disadvantaged and marginalised communities (e.g. rural poor). It also requires institutional development at a local level and a leadership role by stakeholder networks, the media and religious leaders.
- **Improvement of education, training and research.** Understanding water resources and related issues (including health, hygiene and HIV/AIDS) is critical for broad participation in IWRM decisions, as well as the improvement of household and communities' livelihoods. The relevance, quality and access to education and training must be appropriate, with foci ranging from primary to adult education and tertiary training. The coordination of regional research priorities and programmes can also contribute to effective regional IWRM.
- **Private sector participation.** Participation of the private sector in water resources management provides a valuable opportunity to leverage technical, managerial and financial resources, and is strongly emphasised in the strategic actions of the Vision. This requires an enabling environment within the region and countries, but may also be fostered through the development of partnerships between the public, private and civil sectors.

4.3.4. Strategic objective 4: Financial resource mobilisation

Fundamental to all the above strategic objectives and focus areas is the cross-cutting issue of resource mobilisation, particularly financial resources. Member state financial and in-kind contributions are critical, but these should be used to leverage cooperating partner support and private sector participation (as indicated above).

Chapter 5: THE REGIONAL FRAMEWORK FOR ACTION

5.1. Introduction

The purpose of the Framework for Action (FFA) is to serve as a strategy for achieving the Southern African Vision for Water Life and Environment considering the regional environment and building on past, present and future initiatives. It also proposes new actions and aims specifically to:

- Initiate a momentum for inclusive grass-roots movements for water action
- Stimulate the political commitment required to enable optimum resource use
- Facilitate the mobilisation of additional investment
- Guide stakeholders to develop their own detailed action plans for implementation, and
- Identify clear opportunities where immediate support can be provided.

5.2..Proposed actions

The FFA proposes *actions* that will contribute to the achievement of the Southern African Vision for Water Life and Environment and its sub-Vision statements. It is presented in tabulated format, dealing with each of the eight sub-Vision statements separately. For each, it proposes actions linked to the relevant focus areas of the three strategic objectives (as defined in Chapter 4), which are:

- Regional integration
- Poverty eradication, and
- IWRM

No action is proposed for the cross cutting strategic objective of *financial resources mobilisation* as it is an underlying pre requisite for each of the other actions proposed under the three key strategic objectives. This strategic objective is further discussed in the way forward (Section 7.2).

The actions proposed are a result of the process outlined in Chapter 2 of the report, through the several consultations that took place at country and regional levels. They also take into account the regional context described in Chapter 3. For each action, a desired target date is suggested and the role players identified. In addition, a milestone is set where relevant, in consistency with other initiatives, both regional (such as the RISDP) and global (such as the MDGs). As far as possible, and without being exhaustive, indicators and linkages with other existing regional initiatives have been identified. By virtue of the dynamic nature of the FFA, the tables will require regular

updates as part of their Monitoring and Evaluation process in order to ensure that new initiatives are identified and linked to the Vision and its sub-Visions for maximum synergy.

The proposed actions are detailed in the Annexure to this report and are arranged by sub-Vision statement. The Annexure therefore constitutes the actual FFA, with this report acting as an introduction and providing the context (the previous chapters) and a framework for Monitoring and Evaluation and a proposed way forward (the following chapters).

Chapter 6: MONITORING AND EVALUATION FRAMEWORK

6.1. Overview

This chapter proposes a generic monitoring and evaluation (M&E) framework for the Regional FFA to achieve the Southern African Vision for Water Life and Environment.

The main objectives of the M&E framework for the Regional FFA will be to:

- Track the contribution of the FFA to the achievement of the Vision for Water Life and Environment and its sub-Visions
- Track progress towards meeting relevant Millennium Development Goals (MDG)
- Provide regular information on progress of the implementation of the FFA
- Guide the formulation of corrective actions in order to fast-track the achievement of the Vision by 2025
- Manage risks and adverse impacts (social and environmental) during the implementation of the FFA
- Demonstrate the contribution and integration of the FFA with the broader SADC water resources management framework which is guided by the Regional Indicative Strategic Development Plan (RISDP), the SADC Revised Protocol on Shared Watercourses, the Regional Water Policy (RWP), the Regional Water Strategy, the (revised) Regional Strategic Action Plan (RSAP) and other relevant SADC Sector policies and strategies.

It is neither practical nor advisable to be prescriptive towards an M&E system at the level of the Regional FFA. It is more practical to recommend a broad system that can be adjusted to suit specific circumstances on the ground during FFA implementation. For this reason, the M&E framework proposed for the FFA is a simple manageable system that uses broad indicators, as suggested in Chapter 5. More detailed monitoring and evaluation will be carried out at country level where specific activities will be developed for implementation through the Integrated Water Resources Management (IWRM) Plans that are currently being developed by Country Water Partnerships (CWP).

In addition, it is important to note that the FFA is expected to feed into the SADC Water Policy and Strategy which are also intended to contribute to the realisation of the Vision. To ensure synergy with all other SADC programmes, the M&E framework for the FFA will therefore need to be integrated into the SADC monitoring and evaluation plan developed for the RISDP.

6.2. Monitoring and evaluation process

6.2.1. Monitoring

Monitoring is an on-going process of collection, storage and analysis of data for the improved management and implementation of projects, programmes or plans.

As the FFA is implemented, GWP-SA and the CWPs will be responsible for monitoring progress at both regional and country levels.

6.2.2. Evaluation

Evaluation is a time-bound exercise that attempts, systematically and objectively, to assess the impact, effectiveness, efficiency and relevance of projects or plans. The evaluation process will be used to provide analyses of the relevance of the FFA in achieving the three strategic objectives highlighted in Chapter 5. The milestones and indicators identified under each relevant sub-Vision will provide useful tools for effective evaluation of the FFA. A practical phasing of the evaluation process is every five years, with the base year of 2005. This will provide for the measurement of progress towards achieving the 2015 milestones set under the MDGs.

Table 7 provides a broad framework through which the actions proposed within each sub-Vision (Chapter 5) will be monitored to ensure that they are contributing to the achievement of the identified milestones and targets.

The evaluation process will measure the variance between actual and planned achievements and will recommend corrective measures that might be needed to manage such variance.

In addition, the process will identify any new initiative that has taken started or is planned and which might contribute to the achievement of the Vision. Other new initiatives might be added as new actions that were not captured in the previous FFA.

TABLE 7: Monitoring and evaluation framework for the FFA

Strategic Objective	Focus Area	Action	Milestones/ target	Actual achievement	Deviation/ variance	Corrective measure (where necessary)	Remarks including relevant new initiative
Regional integration							
Poverty alleviation							
IWRM							

Chapter 7: THE WAY FORWARD

7.1. Integration with other initiatives

At regional level, the Vision has been integrated into the Regional Water Policy. It is expected that the FFA will be similarly integrated into the Regional Water Strategy that is now being developed.

The actions recommended through the FFA are also expected to guide the development of the Regional Strategic Action Plan II (RSAP II) which will focus on infrastructure development. The RISDP also requires infrastructure development to meet the socio-economic development challenges of the region. The water sector is expected to play its due role through the targets of the RISDP which have been captured as milestones for the FFA.

At country level, the implementation of the WSSD resolution that all countries develop IWRM/WE Plans by 2005 in order to meet the MDGs by 2015 is gaining momentum. The IWRM/WE Plans can be considered as a logical follow-up to the FFA at country level and will therefore serve as tools to expand and implement the recommendations of the FFA at that level. The IWRM/WE Plans indeed build on the outcomes of the FFA consultations from each country. Several countries have embarked on this process whereas many still require assistance. GWP-SA is committed to collaborate with governments of the region in mobilising resources, and to provide technical guidance and facilitate the development of these plans through its Country Water Partnerships.

7.2. Financial resources mobilisation

A key challenge to achieving the Vision is mobilisation of the necessary resources, both technical and financial, to translate it into reality by 2025. It is therefore necessary to find innovative ways to broaden the sources of financing water sector activities. A conducive environment of peace and stability will attract such sources from both within and outside the SADC region.

It is equally necessary to streamline and rationalise government financing to those areas that cannot be run on a commercial basis. Governments remain responsible for the socio-economic well-being of their people. Major initiatives of infrastructure development and further maintenance and refurbishment cannot be left to the private sector alone. Appropriate public-private partnerships should therefore be sought in order to benefit from the strategic inputs from the private sector. Nevertheless, governments should never relinquish their responsibilities as custodians of their countries' water resources, their development and their sustainable management beyond profit-making.

All these challenges will only be possible if good governance and better decision-

making prevail in the region. The evidence of such political commitment is emerging in many SADC countries. It is therefore hoped that the region is well on track towards achieving the Vision, despite the daunting task of resource mobilisation that this entails.

7.3. Achievements

Throughout the formulation of the Vision and the development of the FFA, the following achievements have emerged:

- The “Southern African Vision for Water, Life and Environment in the 21st Century”, which is an official SADC document, has become the cornerstone for inspiring the water sector in its activities. The Vision has led to the process of developing the regional and national Frameworks for Action (FFA) for its achievement. The FFA process has strived to develop a strategic framework that will translate the Vision into reality by 2025.
- The FFA initiative was led at a regional level by SADC and facilitated by GWP-SA. At country level, the CWPs facilitated the national FFA processes, which were led by their respective national governments.
- The uniqueness of the platform that GWP-SA provides at both regional and country levels has made it possible to gather input from as many stakeholders as possible. The FFA consultations have often resulted in a momentum that has either revitalised CWPs or led to the establishment of new ones, with the resolution to contribute to the goal of poverty eradication through the promotion of IWRM.
- This has been evident in most countries where the FFA consultations were held. CWPs have been established through the momentum provided by the FFA process in Swaziland, United Republic of Tanzania, Democratic Republic of Congo and Lesotho. It is further anticipated that, following the FFA consultations, Angola, Mozambique and Mauritius will soon establish their own.
- A spin-off of the FFA process has also been the confirmation of SADC priorities in the water sector through the outcomes of the country FFA consultations. Using SADC’s own words: *“The FFA process has given us the comfort that the priorities that we have decided upon at strategic level are indeed the same as those perceived by the broad range of stakeholders on the ground, consulted through the FFA process in different countries.”* (SADC RSAP Programme Manager at the FFA Regional Workshop, April 2004).
- The FFA process has further had a strong impact on, and contribution to, the formulation of the SADC Regional Water Policy and Strategy, not only through funding supporting studies, but also through pertinent contributions that were

made by GWP-SA during both report drafting and the consultative workshops. Evidence of this impact is the fact that the Vision, which the FFA process seeks to achieve, has defined the main objectives of the RWP as recommended by the RISDP.

- As previously stated, the FFA process has prepared for the development of IWRM/WE Plans which will help to achieve the MDGs. With their target date of 2015, these are viewed as a milestone towards achieving the Vision by 2025. In this way, the MDGs provide a check point and hence will assist in refocusing the region's efforts and strategies.

7.4. Conclusion

The FFA will remain a "living process" which will have to integrate all future initiatives. The onus remains on the region to continuously revisit the Vision and to strive by all means and initiatives to work towards its achievement by 2025. It is highly unlikely that all the sub-Vision statements will be reached by then, but the work of the present generation, benefiting future generations, should be evidenced by the progress that it makes between now and 2025. We have 20 years from today, in 2005, to 2025.

June 2005

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