

### **Transboundary Water Management in the SADC Region (PN 2010.2207.8)**

Presentation of tender for the implementation of Phase 3 (April 2011 – March 2015)

at the estimated tender price of up to	EUR	10.148,000
of which BMZ share:	EUR	6.000,000
of which third-party share (AusAID):	EUR	1.848,000
of which third-party share (DFID)	EUR	2.300,000

Support area category: 1404

DAC and BMZ tags:

GG (Gender Equity):	1
PG (Participative Development/Good Governance):	1
UR (Protection of Environment and Resources):	1
TD (Trade Development):	-
DES (Combating Desertification)	0
KLM (Climate Change, Reduction of Greenhouse Gases):	0
KLA (Adaptation to Climate Change:	1
BTR (Convention on Biodiversity)	1
PBA (Programme-Based Approaches)	1
AO (Poverty-Oriented):	MSA
LE (Rural Development and Food Security):	0
KR (Crisis Related Significance)	1
PPP	1

After careful consideration of alternatives it was found that the technical cooperation (TC) measure as presented in the tender and its furtherance represent the most favourable relation between the outcomes intended and the means to be employed.

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**Abbreviations:**

AusAID	Australian Agency for International Development
AMCOW	African Ministers' Council on Water
DFID	Department for International Development
DC	Development Cooperation
FANR	Directorate of Food, Agriculture and Natural Resources
I&S	Directorate of Infrastructure and Services
RBO	River Basin Organisations
ICP	International Cooperating Partner
IWRM	Integrated Water Resource Management
KfW	Kreditanstalt für Wiederaufbau
Kunene PJTC	Kunene Permanent Joint Technical Commission
LIMCOM	Limpopo Water Course Commission
MS	Member States
ORASECOM	Orange-Senqu River Commission
PPP	Public-Private Partnership
RISDP	Regional Indicative Strategic Development Plan
Rovuma JWC	Rovuma Joint Water Committee
RSAP-IWRM	Regional Strategic Action Plan on Integrated Water Resources Development and Management
SADC	Southern African Development Community
WD	Water Division
WSRG	Water Strategy Reference Group
ZAMCOM	Zambezi Watercourse Commission

## **B.1 Executive Summary**

The SADC region has over the past few years taken significant steps towards a joint water resource management regime, among others by creating River Basin Organisations. Since practically all of the 15 major riparian areas in the region span international borders, it is critically important that transboundary cooperation in this regard should be improved. A significant obstacle to the equitable and coherent implementation of cross-border cooperation is the lack of human, institutional and organisational capacity at the macro (regional), meso (riparian/river basin) and micro (national and local) level (core problem).

The overall goal of the Programme: Transboundary Water Management in SADC is as follows: The human, institutional and organisational capacities at the SADC Water Division (WD), as well as those at selected River Basin Organisations (RBO) and at national institutions in the field of Transboundary Water Management (TWM) have been enhanced. The Programme consists of the following components: (1) Capacity Development at the SADC Water Division, (2) Capacity Development at the River Bed Organisations (RBO), and (3) Capacity Development at the national and local water management institutions of the Member States. This latter component also comprises support for the establishment of a water utility in the Kunene region (Ondjiva/Angola), which dovetails with the KfW component.

The partnering institution for the Programme is the SADC Secretariat in Gaborone, Botswana. The Programme involves all SADC Member States. The German contribution comprises support for consulting services relating to professional, organisational and procedural matters, and these services will be rendered by international, regional and local professionals deployed on a long-term or short-term basis, as well as payments in kind and funding to the value of 1 525 000 Euro. The Programme is co-funded by DFID and AusAID. One PPP has already been integrated into the Programme, two more are being planned.

The total duration of the Programme is 9 ½ years (from 10/2005 to 03/2015), at a total cost of 20 000 000 Euro, of which up to 10 148 000 Euro cover the third phase (from 04/2011 to 03/2015), which is the subject of the current presentation. The total funds allocated to this third phase comprise a contribution of 6 000 000 Euro by the BMZ, co-funding from the DFID to the value of approximately 2 300 000 Euro (2 000 000 GBP), as well as co-funding from AusAID to the amount of 1 848 000 Euro (2 500 000 AUD).

## **B.2 Problem Analysis**

The water situation in the SADC region is characterised by unequal distribution and a lack of coordination within the water sector, not only nationally, but also in a transboundary context. There is insufficient human, institutional and organisational

capacity at the macro (regional), meso (riparian/river basin) and micro (national and local) level in order to implement transboundary cooperation in an equitable and coherent way (**core problem**).

**Causes:** The profusion of insufficiently coordinated and integrated policy framework papers, guidelines and development plans remains one of the major shortcomings of the SADC water sector. RBOs have been established and progressed to various stages of maturity and development, but since their mandate does not include decision-making competencies and sovereign rights, they generally depend on the wisdom and the voluntary cooperation of their riparian neighbours. Further impediments are inadequate capacities in the field of water resource management, and the lack of legislative and institutional foundations in the SADC Member States.

**Negative effects:** Insufficient coordination between various stakeholders leads to a lack of coherence in determining the respective roles and responsibilities and in setting aims and objectives, thereby compromising results.

**Achievements:** Among the significant achievements of the first and second Programme phases were (a) the successful establishment of several RBOs and (b) improved regional cooperation in the water sector, thanks to the close association between the SADC-WD and the RBOs. Especially the successful establishment and institutionalisation of three RBOs, as well as the promotion of their organisational activities and profile, has gone a long way towards eliciting extraordinary mutual trust, and hence willingness to cooperate, not only among the riparian countries themselves, but also among the international institutions partnering these projects: the Orange-Senqu River Basin Commission (ORASECOM), the Limpopo River Basin Commission (LIMCOM), and the Kunene Permanent Joint Technical Committee (PJTC). Incidentally, this latter institution is to be developed to the level of a fully-fledged RBO, complete with its own commission and secretariat. Overall it can be reported that the RBOs function as a catalyst for transboundary cooperation, and that several among them have succeeded in visibly enhancing their effectiveness and efficiency.

## **B.3                    Presentation of the TC Measure**

### **B.3.1                Outcomes and Indicators**

#### **B.3.1.1            Module Outcome and Indicators**

#### **Overall Outcome:**

The human, institutional and organisational capacities at the SADC Water Division (WD) as well as at selected River Basin Organisations (RBOs) and national institutions in the field of Transboundary Water Management (TWM) have been enhanced.

### Indicators:

- At least five SADC Member States (MS) are of the opinion that the operations of the SADC-WD have positive effects for the RBOs and for MS.  
(2011: 0 MS; survey among the members of the Water Resources Technical Committee (WRTC); minutes of annual ministerial meetings, SADC WD outcomes monitoring)  
Comment: hitherto RBO satisfaction was measured, now MS opinion is to be canvassed, e.g. at bilateral government negotiations by BMZ and possibly in focal area reports
- Based on the regional strategy developed by the SADC-WD for adapting to climate change, at least two RBOs compile river basin-specific Adaptive Strategies incl. an Action Plan.  
(2011: SADC Concept Strategy has been submitted; river basin-specific Adaptive Strategies including Project Planning)
- Gender equity and the human right to water have been integrated into the transboundary water policies within the SADC region.  
(2011: Gender equity in the SADC Regional Water Policy for Member States establishes benchmark; human right to water integrated into IWRM plans)

### B.3.1.2 Component Outcomes and Indicators

#### Component 1: Capacity Development at SADC Water Division

**Component Outcome:** The institutional capacities at SADC-WD for supporting RBOs and their Member States in TWM have been enhanced.

### Indicators:

- The SADC-WD's reporting to the WRTC and to the Water Strategy Reference Group (WSRG) regarding the implementation of the Regional Action Plan (RSAP) and of the Protocol on Shared Water Resources proceeds on the basis of an results-oriented planning and monitoring system.  
(2011: SADC reports selectively on achievements; minutes of WRTC and WSRG meetings; monitor reports)
- Pilot projects on the basis of at least four further guideline documents developed by SADC-WD and adopted by MS (e.g. adaptation to climate change, monitoring & evaluation, benefit sharing, project preparation for minor infrastructure projects) for enhancing RBOs are being implemented.  
(2011: 4 guideline documents; 8 guideline documents, documents /minutes of adoption by MS, examples of implementation)
- Funding commitments from international finance institutions have been received for at least three bankable infrastructure projects jointly developed by SADC-WD and RBOs in consultation with their respective MS.  
(2011: 0 Reports from international finance institutions and status reports from the SADC Directorate for Infrastructure and Services)

## **Component 2: Capacity Development at River Basin Organisations (RBOs)**

**Component Outcome:** Capacities for transboundary water resource management have been enhanced

### **Indicators:**

- Mechanisms for involving stakeholders in decision-making processes (national authorities, water utilities, NGOs, private sector, science) have been formally established in at least three RBOs and are being implemented by way of dialogue.  
(2010: 0; minutes of council meetings and Memoranda of Understanding between MS and RBOs, minutes of stakeholder meetings)
- At least three RBOs have at their disposal functioning systems of information and knowledge management, and these are being used by relevant stakeholders for decision-making processes.  
(2010: 0; RBOs' websites and interviews with relevant stakeholders; survey of expertise deficit, monitoring and documentation of the survey and of customer satisfaction)
- In at least two transboundary river basins the MS, under the auspices of the relevant RBO, have reached agreement on the status of the water resources at their joint disposal and on climate-related adaptive measures.  
(2010: IWRM plans are being developed; 2 IWRM plans; river basin-specific plans for adapting to climate change, minutes of meetings, MoUs)
- At least two small-scale infrastructure projects are being implemented in accordance with the guidelines adopted by the MS.  
(2010: no guidelines; 2 projects with schedules with due consideration of the guideline document)

## **Component 3: Capacity Development at national and local institutions of water management in the Member States**

**Component Outcome:** The capacities at national and local institutions for the implementation of IWRM measures within the TWM context have been enhanced.

### **Indicators:**

- At least three development PPPs with the aim of protecting regional water resources have been put in place.  
(2010: 0 PPP; memoranda of understanding, project reports, assessments)
- The licensing procedures of the Member States of at least two RBOs provide that all projects with transboundary implications have to be agreed upon within the RBO  
(2010: no coordinated licensing procedure; documentation of the licensing procedures)



- The procedure and installation regime of the water utility at Ondjiva has been established and guarantees improved operational results relating to the provision of water, water quality and recovery of operational expenditure (2010: no water utility; installation commission (Comissão Instaladora) as a preliminary stage, survey (baseline study and gender-specific analysis), business plan and reporting regime)

### **B.3.2 Target Groups and other Stakeholders**

The immediate target groups are the experts and decision-makers at the various institutional levels of the national ministries, RBOs, institutions of water management, and at the SADC-WD / Secretariat. Indirect target groups are the people of the SADC member states. Especially women and children stand to benefit from the reduction of conflict achieved by the Programme, since they generally bear the brunt of acts of violence. In those areas where the Programme supports the implementation of pilot projects with transboundary implications at national and local level, the Programme directly benefits the water consumers (e.g. Kunene region).

### **B.3.3 Partnership Setup: Implementing Agency and Intermediaries**

#### **B.3.3.1 Politically Responsible Partner: SADC Secretariat**

With the awarding of the contract, the politically responsible Implementing Agency obtains the right to demand from the GIZ direct delivery of all goods and services agreed upon. Details are to be agreed upon by GIZ and the politically responsible Implementing Agency in an implementation agreement. The BMZ is entitled to exercise its contract-related rights, especially those emanating from the general contract, without the permission of the politically responsible Implementing Agency.

#### **B.3.3.2 Implementing Agencies in the Partner Countries and further Intermediaries**

**Implementing Agencies** are the SADC Secretariat (and the SADC Water Division in particular), the River Basin Organisations: LIMCOM, ORASECOM, Rovuma JWC, Kunene PJCT, ZAMCOM as well as the national ministries in the water sector, organisations and water utilities in the neighbouring (riparian) states.

The SADC-WD currently has at its disposal three posts which are funded by the SADC Member States. Two of these were licensed in the course of the Programme's first two implementation phases, i.e. one in the course of the first implementation phase (October 2005 to September 2008), and another in the second implementation phase (October 2008 to March 2011). This means that the SADC-WD has the largest



staff contingent funded by means of member contributions of all Divisions of the SADC Secretariat. Despite such successes, the SADC-WD's capacities are still inadequate for achieving its ambitious targets, especially the implementation of the Regional Strategic Action Plan on Integrated Water Resource Management (RSAP-IWRM). At the same time, the capacity constraints and management challenges of the SADC Secretariat are an obstacle to the organisation's cooperation with donors and often push it to the very limits of its ability to absorb donor contributions. However, the SADC Secretariat is fully aware of its capacity constraints and has duly embarked on a comprehensive strategy for strengthening its institutional, regional and national structures, viz. the SADC Secretariat Capacity Development Framework. At the meso level of the RBOs, the four riparian states of ORASECOM (Lesotho, South Africa, Botswana, Namibia) each provide an annual financial contribution of 0.5 million South African Rand. ORASECOM utilises this total amount of 2 million ZAR per financial year for operational and maintenance expenses at its Secretariat in South Africa; in addition, it remunerates the Secretariat personnel (one executive secretary plus two professionals) out of its own resources.

#### **B.3.4 Structuring of the TC Measure**

##### **B.3.4.1 Methodological Approach and Support Components**

The central methodological approach of the Programme is capacity development for the management of transboundary water resources. The Programme pursues this at various levels. Whereas the first phase was marked by an emphasis on establishing cooperative relations with the SADC Secretariat / Water Division, the second phase focused on the establishment of River Basin Organisations. In the interest of implementation at the national/local level, the emphasis during the third phase shifts to the national Ministries or Departments of Water and their subordinate authorities. By way of implementing transboundary measures and interventions at the national/local level, the RBOs increasingly assume functions in supporting national governments in their quest for just and equitable sharing of the joint water resources within the SADC region. To guide and direct the Programme's interventions is the task of the most important decision-makers at each of the Programme's three levels of intervention. All measures are closely coordinated within and among the partnership structures. In addition, there is a close-knit exchange of information among the donor community to avoid duplication and to pool resources. As Lead ICP, the Programme – mandated to represent German Development Cooperation – is particularly well located to guide and support SADC-WD in the performance of its contract. SADC-WD is the lead agent in structuring the Programme and in implementing the measures. Apart from regular meetings with a view to coordinating activities, workshops with all RBOs are being organised throughout the SADC region in order to introduce discussions on new, strategic topics such as incentive schemes ("Benefit Sharing"). The strategy employed so far has proven to be successful. The use of resources is highly transparent for SADC partners as well as for international

cooperation partners. Measures are being implemented with the highest possible efficiency, on the basis of agreements between the Programme partners.

The German contribution entails consulting services rendered by long-term and short-term experts, the establishment and development of relevant professional and organisational knowledge and skills for regional cooperation, consulting services for RBOs and national institutions (e.g. in the planning and execution of bankable pilot projects and in assisting in the provision of water in Ondjiva/Angola), assistance in the development of institutions by selected support measures and pilot projects, as well as support for local development PPPs.

The support components of the German TC contribution include professional, organisational and process consulting services by local, regional and international long-term and short-term professionals, as well as contributions in kind (office equipment, IT, vehicles). Local grants and / or financial contributions of up to 1 525 000 EUR have been provisionally allocated for the interim funding of (remuneration for) SADC-WD staff, support services for water utility authorities and RBO secretariats, as well as for public-relations initiatives.

#### **B.3.4.2 Programme-Based Approaches (PBA)**

The Programme is fully compliant with SADC policies and strategies: The Regional Strategic Action Plan (RSAP) provides the strategic framework for the Programme. Since 2006, the SADC Secretariat has been prioritising themes for the thematic coordination on the basis of the Windhoek Declaration on a new SADC-ICD Partnership (adaptation of the Paris Declaration at regional level). The process of coordination and harmonisation of the donor community in the field of TWM is conducted by Germany, who performs the lead role, whereas guiding and directing the implementation of the process is the responsibility of the SADC. The implementation of the Windhoek Declaration, e.g. by establishing thematic groups under SADC leadership, has been successfully executed in the water sector (Water Strategy Reference Group (WSRG)). Performing the lead role in the SADC water sector provides Germany – and hence the Programme – with the opportunity of coordinating and harmonising donor contributions, which are predominantly used for the coordinated strengthening of the SADC-WD, as well as for the coherent cooperation with and support for RBOs. **(PBA-1).**

#### **B.3.4.3 Public-Private Partnership (PPP)**

Support is provided for projects in cooperation with the private sector (Public Private Partnerships, Global Development Partnerships) in the field of water supply security for various private and private-enterprise beneficiaries. Amongst others, a PPP intervention has been in place since November 2010 in cooperation with SABMiller breweries, which is primarily aimed at water supply security for various private-sector

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beneficiaries (water supply chains and water foot printing). Two further PPP projects are in the pipeline (**PPP-1**).

#### **B.3.4.4 Synergies with other DC Measures**

A complementary cooperation is in place with the GIZ-implemented SADC Programme: Sustainable Forest Management and Conservation (PN 2008.2120.7) in the field of climate change. There is a clear division of labour between the two programmes, which mirrors the division of responsibilities between the two SADC lead directorates (FANR, I&S). In this way, the Water Division is responsible for measures in the field of adaptation, whereas the Division Natural Resources takes responsibility for the area of mitigation. This successful model of cooperation was to be extended to the assessment for the planned new SADC project in the field of the management of natural resources (assessment in February 2011).

The Programme is in continuous consultation with bilateral water projects in the SADC Member States, viz.: PN 2006.2008.8 Management of the Namibian Water Resources (Namibia); PN 2008.2222.1KV Programme for Reforming the Water Sector (Zambia), and PN 2007.2062.3 KV Support for the Water Sector Reform (Tanzania). Since regional and national interest often diverge, it is not always possible to jointly consult with partner institutions. However, publications and guidelines (e.g. RBO guidelines) are forwarded to the relevant bilateral projects, and meetings of professional associations are used as an opportunity for an intensive exchange of ideas. Within the framework of the profile component “Transboundary Water Management”, the Programme cooperates with the Projects “Transboundary Water Management in the Congo Basin” (PN 2009.2255.9), “Organisational Consulting to the Lake Chad Basin Commission in Africa NA (PN 2010.2273.0, “Niger River Authority (ABN)II” (PN 2009.2461.3), and “Nile Initiative Water: Planning and Management of Water Resources in the Nile Basin” (PN 2008.2138.9). This cooperation occurs within the framework of regular meetings and by way of mutual site visits between staff deployed at the various projects. All programmes and projects are involved in organisational development at the various structures, while some involve data, information and knowledge management and the harmonisation of national structures and guidelines. The interface of all TC Measures in support of Transboundary Water Management in Africa is the Project “Support for AUC Water Governance” (PN 2009.2247.6), that provides consulting services to the Pan-African structures and processes in the field of water resource management.

#### **B.3.4.5 Regional Delimitation**

This is a trans-regional Programme that includes all 15 SADC member states (Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Republic of South Africa, the Seychelles, Swaziland, Tanzania, Zambia, and Zimbabwe). In Component 2 the various River

Basin Organisations, each of which only affects a few SADC member states, benefit from consulting services. In Component 3 the emphasis is on delivering advisory services at local and national level within individual Member States.

### **B.3.5. Total Cost, Partner Contributions, Contract Value, Co-funding, Term of Contract**

#### **B.3.5.1 Contract Value**

6.000,000 EUR plus DFID co-funding to the value of 2.300,000 (2.000,000 GBP) and AusAID co-funding to the value of 1.848,000 EUR (2.500,000 AUD). Estimated total contract value 10.148,000 EUR.

#### **B.3.5.2 Partner Contributions**

The extent to which personnel is seconded for the coordination or implementation of Programme interventions and/or for training initiatives, varies from partner to partner. This type of contribution is the most pronounced at the SADC-WD, ORASECOM, LIMCOM and at the Kunene PJTC, where consulting services are exclusively rendered by international and local consultants of the German DC (Development Cooperation). At institutions such as ZAMCOM, and at the Rovuma JWC, such contributions are at a considerably lower level, since these institutions also receive aid from other donors (e.g. AfDB, Sida, World Bank), and consulting services rendered are based on a division of functions and proceed in a coordinated way.

Personnel from the partner institutions are seconded for essential training and advanced-training interventions (approx. 50 PM<sup>1</sup>). In some cases contributions by partner institutions (ORASECOM) include the provision of office space for professionals seconded on short-term or long-term assignments. The relevant institutions undertake to obtain work permits for the professionals seconded. The estimated total value of the partner contributions of this kind amounts to approx. 750,000 EUR.

#### **B.3.5.3 Co-funding**

The Department for International Development (DFID) has concluded a co-funding agreement with the Programme. This Delegated Cooperation is to be continued in the third implementation phase. By virtue of a special permission, an amount of 2.000,000 GBP has already been committed for the current year (2011). The DFID has shown great interest in themes such as adaptation to climate change, up-scaling of poverty-related approaches, and the promotion of infrastructure interventions.

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<sup>1</sup> The abbreviation PM stands for “professional month(s)” and refers to the average amount of work performed by a professional within one working month. (Translator’s note)

The Australian government (AusAID) has likewise been involved since October 2010 with an initial commitment of 2.500,000 AUD to the Programme. The co-funding contract has already been concluded.

#### **B.3.5.4 Term of Contract**

Total duration:	from 10/2005 until 03/2015	(9.5 years)
First phase of support:	from 10/2005 until 09/2008	(3 years)
Second phase of support:	from 10/2008 until 03/2011	(2.5 years)
Third phase of support:	from 04/2011 until 03/2015	(4 years)

#### **B.3.6.1 Effects and Risks of TC Measure**

##### **B.3.6.1 Prospective Effects on Implementing Agents and Intermediaries**

The politically responsible implementing agencies SADC and SADC-WD are being strengthened in their role as regional coordinating structure. At the meso level, the River Basin Organisations (RBOs) play an advisory role towards Member States, as well as mediating in coordination processes between member states, according to each RBO's particular level of development. Interventions with transboundary implications are increasingly being planned and coordinated at the level of the RBOs. They enjoy enhanced political significance and influence among national Ministries. This makes it possible for international funding agencies to plan and implement joint projects. Networking among water sector institutions at national level is being improved, and greater efficiency is being achieved in their efforts at directing their actions towards a common goal. The national Ministries and subordinate authorities acquire additional professional competence in the performance of their sovereign functions by utilising the professional expertise and advisory services of the RBOs when implementing their own sectoral policies.

#### **B.3.6.2 Impact chains**

The central approach of the Programme is capacity development for the successful management of transboundary riparian areas (river basins). The support consists of policy and strategy consulting at the level of SADC-WD, as well as advisory services relating to the harmonisation of donor contributions and organisational development at RBOs, in addition to consulting with sector institutions at national and local level in the implementation of interventions with transboundary implications and effects **(Contributions)**.

International cooperation partners adopt RSAP as the guiding framework for their interventions. There is growing demand on the part of the RBOs for the expertise of SADC-WD, which is constantly being enhanced. Support rendered to RBOs varies in nature and intensity, depending on their respective levels of development. The joint development of water resources management plans for entire river basins enables RBOs to develop a common understanding of intervention priorities for the relevant river basin, and to develop fundable infrastructure projects. The comprehensive river-basin plans are executed at local level by the respective national governments, e.g. by implementing transboundary pilot projects, or by the practical application of concepts such as “benefit sharing”, or by measures to adapt to climate change, or to ensure food security. Pilot projects are launched in order to meet newly emerging challenges such as the increasing shortage of water, climate change, and concerns relating to food security (**Benefiting from the contribution**).

In this way the human, institutional and organisational capacities of SADC-WD and those of selected RBOs and national institutions in the field of transboundary water management are strengthened and enhanced (**Direct outcome/effect**).

Combined with contributions in the form of Funding Contracts (FC), these measures improve the equitable exploitation of joint water resources in the SADC region. (**Indirect outcome/effect**).

In the long run, this facilitates sustainable socio-economic development and the improvement of living conditions in the SADC region and its transboundary river-basin areas (**highly aggregated outcome/effect**).

The Programme's components generate the following chain of impacts:

### **Component 1: Capacity Development at the SADC Water Division**

The Programme performs policy and strategy consulting services at the regional level pertaining to integrated concepts of transboundary water resource management (e.g. in developing a regional adaptive strategy towards climate change or in developing and implementing the Regional Strategic Action Plan). In performing the Lead Donor function, the Programme also provides advisory services to the SADC relating to the further harmonisation of donor contributions. Added to this is the enhancement of planning and coordination activities within SADC-WD, thanks to improved methods of communication and of knowledge and information management (e.g. the introduction of a results-based and impact-oriented monitoring and evaluation system). Networking between professionals is promoted and enhanced, and SADC Water Division is supported in its drive to establish forums for regional and trans-sector or multi-sector dialogue (e.g. inter-ministerial Round-Table discussions, forums of parliamentarians, RBO workshops). An important subject of these consultations continues to be the integration of gender equity principles and the entrenchment of the human right to water in the region's transboundary water policies



**(Contributions).** The employees of the SADC and of the international donor community use RSAP III as a guiding frame of reference for their interventions and for the better coordination of donor contributions in the region. The SADC Water Division reports to WRTC and WSRG on the basis of a results-based and impact-oriented monitoring and evaluation system. SADC uses the Strategy for Adapting to Climate Change in the regional debate on the implementation of adaptive measures. The expertise of the SADC Water Division is increasingly in demand with the RBOs as they develop and coordinate their IWRM plans and devise bankable projects or determine priorities. The projects that are developed in this way comply with international standards and are submitted to international funding institutions **(Benefiting from contributions)**. In this way, the institutional and organisational capacity of the SADC Water Division in the field of transboundary water management is strengthened **(Direct outcome)**.

## **Component 2: Capacity Building at River Basin Organisations (RBOs)**

The RBOs receive advice and consulting services in their efforts to apply the SADC guidelines and to develop and implement basin-wide IWRM plans. Integrated concepts of transboundary water resource management are developed. Consulting services are rendered on planning and coordination challenges as well as on the RBOs' knowledge and information management. RBOs are supported in the development of results-based and impact-oriented monitoring and evaluation system (ORASECOM, LIMCOM), and mechanisms for the involvement of stakeholders in the decision-making processes are developed **(Contributions)**. The RBOs call on the support of SADC in the development and coordination of comprehensive river basin IWRM plans. RBOs also develop a common understanding of priority measures for the relevant river basin (riparian area), as well as bankable regional infrastructure projects. Project proposals for small-scale infrastructure projects are developed and implemented on the basis of the SADC guidelines. RBOs establish binding frameworks for the introduction of incentive schemes and trade-offs between Member States. RBOs apply the SADC guidelines for transboundary water management in practice and involve the public and / or stakeholder groups in an organised way **(Benefiting from the contribution)**. The human, institutional and organisational capacities at selected RBOs in the field of transboundary water management have thus been strengthened **(Direct outcome)**.

## **Component 3: Capacity Development at national and local institutions of water management in the Member States**

The consulting services support member states and local sectoral institutions in the planning and implementation of the Transboundary Water Management in SADC Programme. The Programm develops support systems for decision-making processes relating to challenges of transboundary water management and supports the planning and implementation of regional pilot projects. Development partnerships



(PPP) with the private sector are prepared, and guidance is given in the coordination processes between Member States. Consulting services are also rendered on challenges of water governance and on licensing procedures for projects with transboundary impacts and implications. In Ondjiva/Angola support is given to the establishment of a water utility **(Contributions)**. Integrated water management plans are being coordinated at local level by the relevant national governments and local water management institutions, and joint transboundary pilot projects are implemented (among others relating to benefit sharing, adaptation to climate change, food security, provision of water). Licensing procedures in MS (pilot countries) take cognisance of the role of RBOs in licensing procedures for projects with transboundary impacts. The local/national institutions have due regard for basic IWRM principles in relation to infrastructure projects.

Members and employees of the establishing commission and of the future water utility in Kunene Province as well as the local authorities implement measures to ensure water supply of adequate quality for the population **(Benefits of Contribution)**. The human, institutional and organisational capacities of national institutions in the field of Transboundary Water Management (TWM) have thus been strengthened **(Direct outcome/effect)**.

#### Tags:

**GG (Gender Equity):** Gender-specific measures focus on the regional SADC gender equity policy. In the third implementation phase, greater emphasis will be put on the mainstreaming of matters of gender equity at all levels of intervention, including support for pilot projects in the areas of providing water and sanitation. In particular, this relates to involving role players and stakeholders in decision-making processes and in pilot projects **(GG-1)**

**PG (Participative Development/Good Governance):** The Programme supports the SADC Secretariat and the RBOs in their efforts to exert a noticeable influence on political processes and activities at national level insofar as these relate to the region's transboundary water resources. By asserting their influence and reputation as trustworthy and capable institutions in the member states, the SADC Secretariat and the RBOs promote the coordinated and sustainable management of transboundary water resources. This process is based on transparency, the involvement of stakeholders, and recognition of the human right to water **(PG-1)**.

**UR (Protecting the Environment and Resources):** Among the aims of the IWRM initiative, as determined in an SADC strategy paper, are ecological sustainability, the protection of bio-diversity, and the preservation of water as a natural resource. The anticipated positive effects on the ecology of the relevant riparian areas are among the Programme's indirect effects. The Programme is classified as **UR-1**.

**AO (Poverty orientation):** The Programme supports capacity building for local water management with an emphasis on the human right to water and poverty reduction. Direct outcomes for the target groups will be achievable through pilot projects, especially at the Kunene utility (water provision) and waste water treatment interventions. In the case of the poverty-oriented provision of water supply and sanitation services, there is integrated consulting on the inclusion of HIV prevention and alleviation perspectives during the planning and development phases of interventions. However, since the Programme as a whole focuses on the creation of suitable conditions for the management of transboundary water resources, the Programme is not classified as being specifically targeted at disadvantaged or impoverished groups. It receives the classification tag **MSA**.

**LE (Rural Development and Food Security):** The Programme supports the integration of trans-sector or multi-sector matters such as food security into policy consulting and RBO project development. However, there is as yet no intervention specifically aimed at rural development (**LE-0**).

**KR (Crisis Prevention):** The Programme promotes equitable transboundary water management, which simultaneously supports socio-economic development and regional integration. Of similar importance is the direct effect on the prevention – and potentially also the resolution – of international water conflicts, which means that the Programme contributes towards regional peace, stability and security. Individual SADC Member States, such as Angola and Zimbabwe, display a heightened potential for conflict or are post-conflict countries. Activities in these countries are conducted with conflict awareness, especially by establishing and calling upon thematic and sector-policy networks within the region. The conflict about the allocation of scarce water resources is channelled into political negotiation processes. In this way, the Programme contributes towards crisis prevention and conflict management (**KR-1**).

### **B.3.6.3 Effects on Development Policies at the Level of TC Measure**

**Relevance:** The Programme is an integral part of the RSAP of the Southern African Development Community (SADC). The legal foundation of the “Plan of Action” is the SADC Protocol on Shared Watercourses. Consequently, the priorities of the Programme are the establishment and promotion of River Basin Organisations (RBOs), consistency of approach to water policies, support for regional water infrastructures, and the strengthening of national water management institutions. The significance of the Programme appears from its strategic approach, as well as from the mutual inter-dependency of the three levels of intervention.

**Effectiveness:** The consultation process proceeds on various levels simultaneously and involves all relevant role players and stakeholders in the processes of achieving the necessary changes. Thanks to the long-standing cooperative relations between the German DC (Development Cooperation) and the SADC, as well as to its good

reputation and close links to other donors, the Programme was from the outset endowed with a credit of trust, which enables it to render successful consulting services, even in relation to critical and politically sensitive matters. The Programme provides consulting services at various levels and is able to step up its consulting contributions at River Basin Organisations or at local or national level, depending on the relevant institutions' level of development. In the course of this process, the partnering organisations are led towards taking the necessary ownership of and responsibility for change. Simultaneously, the Programme constantly reviews its own procedures, adapting these to changing circumstances in order to preserve and even increase its effectiveness.

**Efficiency:** The use of resources is highly transparent for both participating partners and also for international cooperation partners. Interventions are implemented on the basis of mutual agreements between partners and by striving for the greatest possible efficiency. To broaden its resource base, the Programme consciously turns to local know-how and actively seeks to interact with other projects in the sector. In addition, it attempts to establish relations with other donors in the field, in order to explore possibilities for further cooperation and mutual benefits from synergies.

**Overriding effects on development policy:** The Programme is primarily aimed at sustainable transboundary water resource management in order to ensure the long-term availability of shared water resources in the region. This serves to maintain the economic basis of countries that are highly dependent on shared water resources, thus preserving the sustenance of their populations. Furthermore, it may be assumed that the Programme contributes greatly towards preserving “peace and security” in the region, although such an effect can hardly be quantified. However, evidence from all parts of the world suggests that a lack of cooperation in managing transboundary water resources can have serious negative consequences.

**Sustainability:** The matter of “sustainability” places high demands on complex Programmes of this kind. Various aspects need to be considered, e.g. sustainability in relation to:

1. Financial allocations have been made on the part of SADC, the international cooperation partners and the various River Basin Organisations, as well as on the part of local projects (such as in Namibia and Angola). Interventions have been put in place in order to enable the River Basin Organisations to ensure their own financial sustainability in the long run.
2. Intervention: The Programme addresses various dimensions of sustainability by embarking on capacity development at the micro, meso and macro level. The competencies of individuals are strengthened by a variety of interventions. Consultancy services are rendered in relation to the establishment and structure of organisations, as well as to the development and optimisation of performance, support and cooperation processes in the partnering organisations. SADC and the River Basin Organisations are strengthened as organisations to ensure, via the Member States that in the long term there will be equitable transboundary water resource management

in the region. On account of the complexity of the Programme, as well as the intricacies of the geopolitical environment, where some countries still find themselves in a post-conflict situation<sup>2</sup>, various conditions which may impact on the Programme are beyond its control.

3. The ability of the MS to continue the Programme in the long term. The participating countries show a growing preparedness to make commitments, e.g. in terms of allocations to the River Basin Organisations. The support to be given during the third implementation phase will place an emphasis on further strengthening the Member States, via the River Basin Organisations, amongst others by the development of bankable projects and national pilot projects of regional importance.
4. The ability of the SADC Secretariat and/or the SADC member states to second personnel in sufficient numbers and with adequate qualifications to the SADC-WD. Although the SADC-WD now has at its disposal three posts funded by way of MS contributions, the continuity of personnel employed in these posts is not guaranteed. On the other hand, ongoing strengthening of the RBOs may reduce their dependency on highly qualified personnel being deployed to the SADC-WD.

#### **B.3.6.4 Major Risks**

##### **Overall assessment of risks to achieving the outcomes**

very high:                      high: **X**                      medium:                      low:

##### **Description and assessment of individual risks**

- A weakening of the political role of SADC could lead to a situation where the implementation of the Protocol on Shared Watercourses is either delayed or abandoned.
- Political instability and conflicts among riparian states could reduce their willingness to cooperate and/or to allot resources [to the Programme].
- Should individual riparian or member states reduce their contributions towards an RBO or to the SADC-WD, this would restrict the relevant organisation's capacity to operate.
- The Programme has hardly any opportunity to influence the political environment within which it hopes to establish the planned Kunene Water Utility at Ondjiva/Angola. There is a risk that the political will of the national and local partners to proceed with the establishment of the utility may falter on account of a divergence of interests. For national pilot projects in the field of water supply and waste water treatment to succeed, sufficient and adequately trained personnel needs to be seconded and retained.

Regarding Component 1, Indicator 3 there is no guarantee that international funding agencies will in fact commit funds to the project. The GIZ will do everything in its

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<sup>2</sup> Angola has only enjoyed peace since 2003. (Note in the original)

power to extract binding commitments of funds for bankable water infrastructure projects from international funding agencies. This will be done in development-related forums complementing the GIZ's own efforts, such as the German Donor Coordination Forum (lead role), the Delegated Cooperation with the UK (DFID) and with Australia (AusAID), the promotion of local Public Private Partnerships in the field of Development work and, first and foremost, through a targeted campaign to identify investment opportunities, among others by means of a regional conference on water infrastructure. However, the GIZ can offer no guarantees that any of these possibilities will, in fact, materialise, since such decisions finally rest solely with the international funding agencies themselves, and is hence beyond the Programme's control.

As for Component 3, Indicator 2, the GIZ is of the opinion that, from a professional and conceptual point of view, this can only be met in one of the RBOs, but possibly not in the other two. We foresee a high risk of non-fulfilment. This risk assessment is based on the fact that RBOs (and indeed the SADC itself) have up to now only been mandated with advisory functions, and it cannot be assumed that the SADC member states will in the foreseeable future transfer national competencies of sovereignty to the recently established RBOs. Nevertheless, within the framework of its political guidance the BMZ anticipates that two RBOs will in fact achieve fulfilment of this indicator. In the course of promoting the dialogue on development policies, the GIZ will do its utmost in its engagements on all three levels of intervention to ensure that this wish may materialise. However, the GIZ notes a high risk of non-fulfilment.

#### **Likelihood of controlling risks**

high:                                      medium:                                      low: **X**

#### **Risk-reducing measures**

- By strengthening the professional expertise in the sector and with enhanced information and communication work among the SADC member states and its partners in international cooperation, SADC can boost its effectiveness as a regional organisation. Lending support to the RBOs through the SADC Water Division strengthens the SADC's role in the member states.
- The possibilities of exerting influence on political conflicts is very limited, since these do not exclusively relate to water policy matters.
- Also limited is the possibility of influencing the extent to which the member states and the SADC Secretariat allocate contributions and seconded staff to the implementation of the Programme. However, it may be expected that the benefits that the member states derive from the Programme-related institutions may increase their willingness to allocate contributions and seconded personnel in the future. The Programme can contribute to this, e.g. by rendering consultancy services relating to bankable infrastructure projects.

- On the basis of experience gained with the other River Basin Organisations, consultancy services rendered to Kunene PJTC may be expanded to the level of services given to fully-fledged RBOs. Furthermore, intensive cooperation with the KfW by long-term personnel on the ground heightens the intensity of consultancy services rendered. However, the possibilities of exerting influence at the political level remain limited.

### **B.3.7 Attestation**

The relevant rules contained in the Country Policies and in the Focal-Point Strategy Papers, as well as in the binding Sector Policies and the inter- and trans-sector Policies of the BMZ, have all been complied with in planning and implementing this TC (Technical Cooperation) intervention.

## Appendix 1: Cost estimate and allocation of funds per financial year

### Cost estimate

The estimated tender price was determined in accordance with the provisions of the VOPR 30/53 and with the Principles for Price Determination for Public Contracts (LPS). The final price is calculated after performance.

	EUR
1. Personnel	6.046,193
2. Goods	264,000
3. Funding / Local grants	1.525,000
4. Further individual costs	991,926
5. Total individual costs	8.827,119
6. Overhead costs/Profit/Turnover tax	1.320,881
7. Estimated tender price	10.148,000
* BMZ share of tender price	6.000,000
* Third-party share of tender price (AusAID)	1.848,000
* Third-party share of tender price (DFID)	2.300,000

In the event that the relevant financial authority is of the opinion that the GIZ is liable to pay turnover tax, although the GIZ is of the opinion that its services are not taxable, or if VAT has been calculated at too low a rate, the GIZ is entitled to submit a supplementary claim. VAT reimbursements received will be refunded to the BMZ.

### Allocation schedule for the phase 2011 to 2015

Financial year	Expenditure (incl. overheads)	Unspent contract funds*	Newly allocated resources
1 <sup>st</sup> year (2011)	1.902,600	0	1.902,600
2 <sup>nd</sup> year (2012)	2.536,800	0	2.536,800
3 <sup>rd</sup> year (2013)	2.536,800	0	2.536,800
4 <sup>th</sup> year (2014)	2.536,800	0	2.536,800
5 <sup>th</sup> year (2015)	635,000	0	635,000
Total (BMZ)	6.000,000	0	6.000,000
Third-party share	4.148,000	0	4.148,000
Total	10.148,000	0	10.148,000





Transboundary Water Management in SADC, PN: 2010.2207.8

Appendix on Environmental and Climate Assessment

## Environmental and Climate Assessment: Results

### Appendix to the Programme: Transboundary Water Management in the SADC Region

Country: SADC Region, Africa NA

PN (if already available): 2010.2207.8

Assessment conducted by: Marina Meuss

Type of operation		Type of assessment performed:		
New TC intervention	Follow-up phase	Intensified Environmental Assessment	Intensified Climate Change Adaptation Assessment	Intensified Climate Change Mitigation Assessment
<input type="checkbox"/>	<b>X</b>	<b>X</b>	<b>X</b>	<input type="checkbox"/>

## **Executive summary of the most important analytical results of intensified assessments**

The Programme engages with the regional policy dialogue with a thematic focus and is involved with capacity development in the field of transboundary cooperation, as well as with the implementation of small-scale infrastructures. The SADC region is subject to various environmental risks, particularly on account of storage dam construction, the impact of irrigation on water resources, and erosion, all of which have a negative impact on water quality and the environment. The coordination of water usage and consumption between individual riparian countries is being supported by the River Basin Organisations (RBOs). However, the RBO member states have thus far not been able to implement an integrated water resource management regime. Strengthening the RBOs in their mandate to support and promote sustainable integrated water resource management therefore has the potential to reduce the pressure on water resources, thereby helping to prevent conflicts around the “protected resource” water.

The SADC region is likely to be adversely affected by climate change. A detailed assessment of the need for adaptation needs to be performed on a case-by-case basis in the riparian areas (river basins).

### **1. Executive summary and motivation where and how these results have been taken into account in the current Programme Proposal**

The SADC Water Division is charged with facilitating the establishment of a sustainable, integrated water resource management regime among the Member States, in order to contribute to the social and economic development of the SADC region. In this sense, support for the SADC Water Division in establishing River Basin Organisations and in implementing basin-wide IWRM plans is apt to contribute towards the reduction of environmental risks in the respective riparian areas. To quote from the programme proposal: “The human, institutional and organisational capacities at the SADC Water Division and at selected River Basin Organisations and national institutions in the field of Transboundary Water Management (TWM) have been strengthened”.

In terms of its aims and objectives, the Programme is therefore aimed at integrated water resource management and contributes towards protecting the ecology of the areas it serves.

Through its cooperation with the River Basin Organisations, the SADC Water Division may also help to reduce climate risks directly, since the interrelatedness of climate change and integrated water resources

management is being analysed and adaptive measures are being developed. A regional strategy and guidelines on adapting to climate change are being developed, which are implemented in practice via river basin-specific implementation plans. The same applies to the planning of bankable infrastructure projects. Pilot projects in the area of adapting to climate change are being implemented (e.g. storage-dam safety, efficiency in irrigation, monitoring and evaluation of climate-related data, measures for water conservation, water demand management, protection of wetlands). References to these pilot projects may be found in the component indicators.