



Global Water
Partnership

Planning for a water secure future

Lessons from water management planning in Africa

At the 2002 World Summit on Sustainable Development (WSSD) held in Johannesburg, South Africa, participating countries formally recognized the need for a more sustainable approach to water management as a key element of all strategies to reduce poverty, hunger, disease and environmental degradation. To this end, they set a target for all countries to prepare integrated water resources management and water efficiency plans by 2005. In December 2003, as a follow up to WSSD, Kenya, Mali, Malawi, Senegal and Zambia embarked on the preparation of their plans and requested support from the Global Water Partnership (GWP) through the Partnership for Africa's Water Development (PAWD).

GWP provided facilitation and coordination and introduced a participatory approach to planning. The work also included support to institutional development of existing, new and emerging partnerships in each country and promoting and embedding the Integrated Water Resources Management (IWRM) plans within ongoing work on poverty reduction strategies and national development plans.

In early 2005, further support was given to nine additional countries (Benin, Cameroon, Cape Verde, El Salvador, Eritrea, Ethiopia, Indonesia, Mozambique and Swaziland). GWP also recognised the importance of funding for plan implementation and added a further strand aimed at increasing understanding of and potential access to a broader range of financing instruments.

GWP is an international network whose vision is for a water secure world. The GWP mission is to support the sustainable development and management of water resources at all levels.

GWP was created in 1996 to foster IWRM, and to ensure the coordinated development and management of water, land, and related resources by maximising economic and social welfare without compromising the sustainability of vital environmental systems.

The network is open to all organisations involved in water resources management: developed and developing country government institutions, agencies of the United Nations, bi- and multi-lateral development banks, professional associations, research institutions, non-governmental organisations, and the private sector.

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Foreword: Participation in water management

Water resources have always been at the centre of human existence and are a key to prosperity. Over the past 100 years, as the world's population has tripled, we have harnessed global water resources in ever more sophisticated ways, and our use of water has increased six fold. Unfortunately, one in five people lacks access to safe drinking water, half the population lacks access to basic sanitation, and 3900 children die from water-related diseases every day. In most industrialised and transition countries, economic progress has come at an environmental cost, with severe impacts on natural ecosystems and significant loss of biodiversity. At the same time, there are problems of poor water governance resulting in non-sustainable management, sharing and allocation of water resources. If we continue current patterns of water use and allow for the effects of climate change, it is predicted that around 2 billion people will live in countries or regions of extreme water scarcity by 2025.

There is no doubt that the world needs to take a more integrated and sustainable approach to the development and management of water resources. Through its activities in sub-Saharan Africa, the Global Water Partnership (GWP) is helping regions and countries to advance in this direction by encouraging the application of a participatory approach to Integrated Water Resources Management (IWRM). This publication outlines the main observations and lessons learned from activities in five African countries: Kenya, Malawi, Mali, Senegal and Zambia, between 2003 and 2007.

The first section outlines the reasons for initiating the programme. Section 2 looks at the benefits of raising awareness of an integrated approach, and Section 3 focuses on support to partners for building understanding and engagement among multi-stakeholder



platforms. The fourth and fifth sections outline capacity building and knowledge sharing activities, and highlight future challenges for the participating countries. Several lessons and recommendations have emerged from the process and these are found in Section 6. Country profiles are presented in each section.

In addition to the planned outcomes, the activities provided a valuable learning experience for the five countries involved and we hope that sharing the insights and lessons learned will help other countries and regions to plan for a sustainable and water secure future.

Letitia A Obeng

Letitia A. Obeng
Chair, Global Water Partnership
November 2008

1. Responding to the water crisis

“The least developed countries, notably in Africa, are among those likely to be worst affected by water scarcity over the coming century.”

United Nations Secretary-General, Ban Ki-moon, speaking at the Water Tribune in Zaragoza, Spain, Sept 2008

Change at the global and regional level

It is now widely recognised that solutions to the water crisis will not be found solely in technological advances. Instead, there is an urgent need to change our patterns of water use and the way we manage water. Growing awareness of the need for change has been demonstrated by a number of high-profile, international events and by the founding of global institutions like the World Water Council and the Global Water Partnership (GWP).

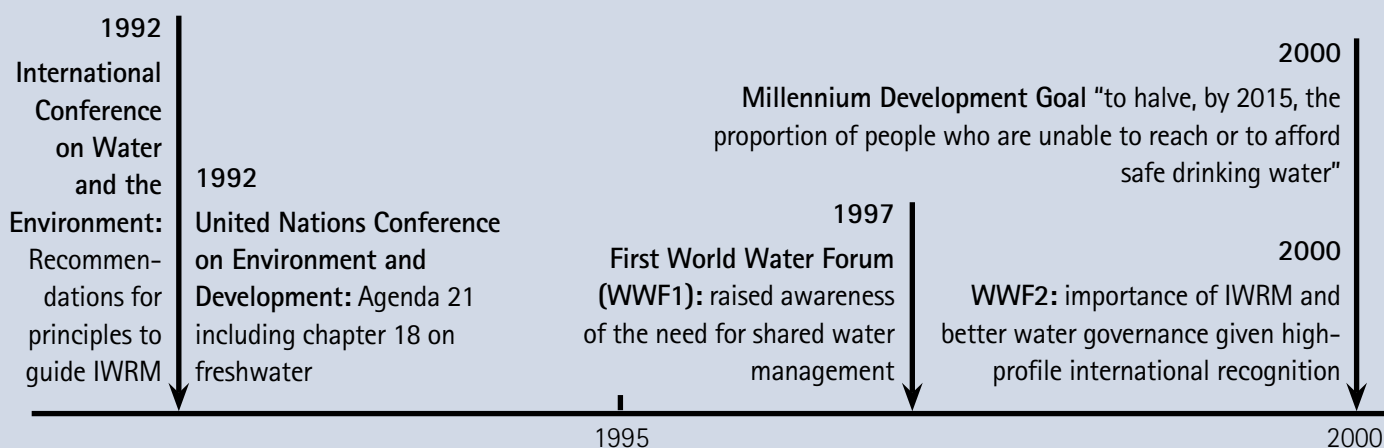
Integrated Water Resources Management (IWRM) planning is now being accepted as an important route to water sector reform and a critical part of national development. In addition, the Millennium Development Goals (MDGs), the World Summit on Sustainable Development (WSSD) targets and the Africa Water Vision, have created expectations and an obligation to meet them. In Africa there has been a significant reaction to calls for more sustainable management of

water resources and the provision of water services. The African Ministers' Council on Water (AMCOW), established in 2002, has become a major forum for coordination across the continent and for the promotion of better water resources management and service provision. Recently, in a major breakthrough, the African Union Heads of State issued a formal statement (Declaration of Sharm El Sheikh), which committed to a strengthening of AMCOW's initiative on sustainable management of water resources. This puts water higher on Africa's political agenda.

The GWP regional partnerships in Africa have provided support to governments and to AMCOW. At an October 2008 meeting in Addis Ababa, GWP furthered its discussions on how to take the Memorandum of Understanding signed with AMCOW in November 2007 to a more practical stage by exploring ways to work jointly at the sub-regional level.

GWP's convening power provides a multi-stakeholder platform for dialogue, bringing together the financial,

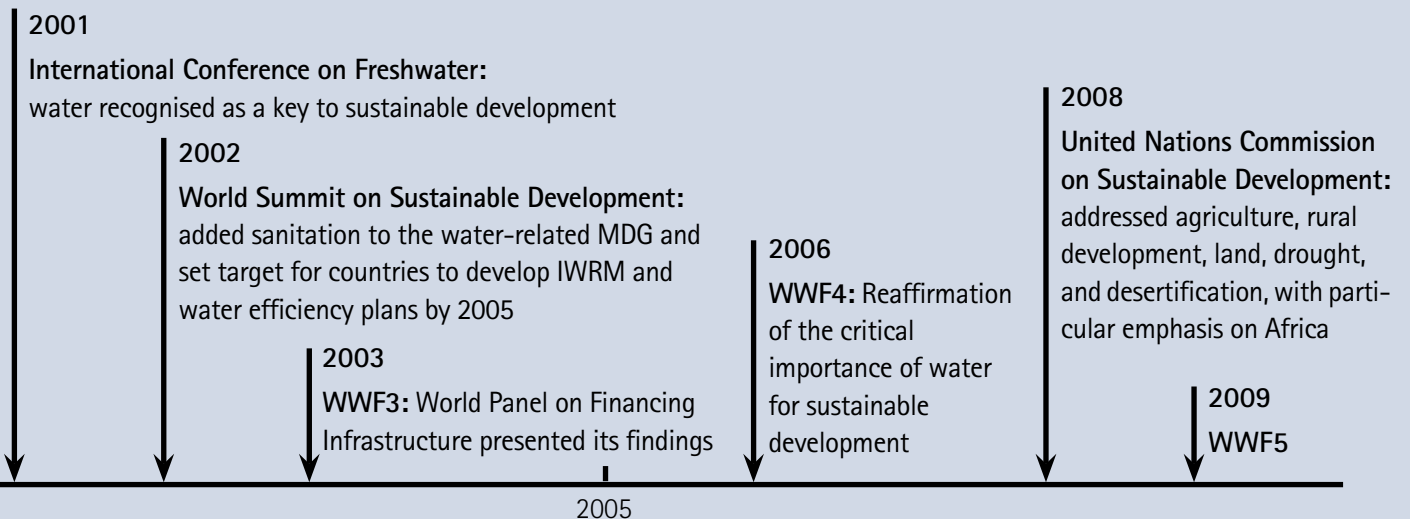
Some influential global water initiatives





technical, policy and human resources needed for change. There are five Regional Water Partnerships (RWPs) in Africa: Central Africa, Eastern Africa, the Mediterranean, Southern Africa and West Africa, and there are 27 Country Water Partnerships (CWPs). The RWPs support the CWPs and forge alliances with other stakeholders to ensure synergy with global

actors involved in Africa (e.g. bilateral development organisations). RWPs work closely with the African Union and AMCOW, a pan-continental council of African Ministers responsible for water, as well as with regional and sub-regional bodies and non state-actors (including non-governmental organisations, water user groups, media organisations and private sector entities).



Integration: the key to water security

Through its network, GWP has promoted IWRM and this is now widely accepted as the way forward to ensure sustainable development of scarce and valuable resources. IWRM is defined as “the coordinated development and management of water, land and related resources in order to maximise economic and social welfare without compromising the sustainability of vital ecosystems”.

The IWRM planning process brings different water users together through broad stakeholder participation and integration, in an iterative and continually evolving process (see Figure 1).

The GWP support under the PAWD programme focused on three components to address the wishes of each government to improve water resources management and service provision:

- ◆ Support to the institutional development of existing, new and emerging multi-stakeholder national and regional water partnerships

- ◆ Support to national IWRM frameworks
- ◆ Support towards the integration of water into Poverty Reduction Strategy Processes (PRSPs) or their equivalent.

The five countries were identified by GWP as ready to embark on IWRM planning and most prepared to take on a programme with IWRM plan development as its focus. GWP was a natural partner for governments, since local country and regional water partnerships were already established. In addition to providing coordination and facilitating the planning process, the GWP network helped foster a learning environment among participants and ensured the experience was shared widely. Cap-Net (a capacity building programme for IWRM, sponsored by the United Nations Development Programme), was one of the key partners through which capacity building in IWRM was provided.

The outputs and outcomes from this work are summarised in Figure 2.





Figure 1. Integrated water resources management: an ongoing process to respond to changing situations and needs

GWP catalyses change and adds value

- Promoting an enabling environment: GWP serves as a facilitator, while the national government retains control and ownership of the IWRM planning process.
- Encouraging institutional development: GWP is a linking mechanism, helping countries and regions share knowledge and experience on creating water authorities, catchment councils and similar organisational frameworks; decentralisation; integrated planning; and capacity development in all aspects of IWRM including conflict resolution, gender mainstreaming and environmental flows.
- Facilitating stakeholder participation: GWP creates a neutral platform for dialogue, encouraging broad consultation that brings non-traditional and marginalised water users into the debate, often for the first time.

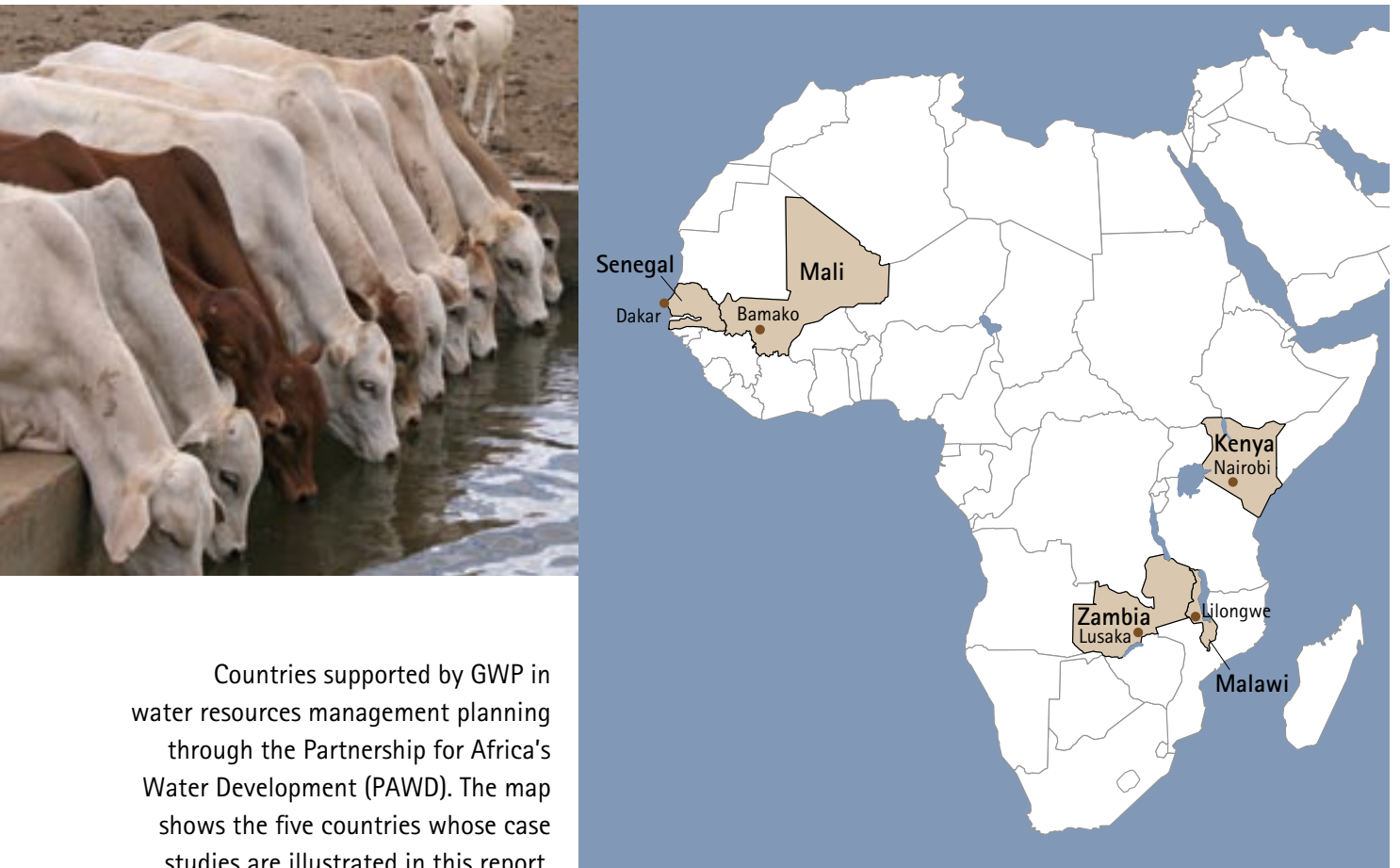
Outputs (changes related directly to programme activities)

- ◆ Strengthened partnerships with stakeholders
- ◆ Improved knowledge and awareness of IWRM issues
- ◆ Identified potential actions and solutions to improved water management
- ◆ Improved performance of existing institutions regarding framework implementation
- ◆ Approved and accepted strategy and process by all stakeholders
- ◆ Capabilities and competencies of the partners enhanced
- ◆ Increased capacity of stakeholders to integrate IWRM into PRSP process
- ◆ IWRM framework developed for an enabling environment, institutional roles and management instruments and secured buy-in by relevant stakeholders

Outcomes (changes influenced by programme activities)

- ◆ Ownership of the national frameworks through stakeholder participation
- ◆ Improved water resource management and water service delivery
- ◆ Stronger collaboration with financing institutions
- ◆ Water issues integrated into PRSPs
- ◆ Strengthened regional and country partnerships to ensure they function as effective multi-stakeholder platforms
- ◆ National frameworks for sustainable water resource management and service provision in place and/or well advanced

Figure 2. Outputs and outcomes



Countries supported by GWP in water resources management planning through the Partnership for Africa's Water Development (PAWD). The map shows the five countries whose case studies are illustrated in this report.

2. Advocacy through awareness

“Political will and the involvement of all stakeholders, including grassroots, is the key.”

Theresa Mkandawire, Malawi Water Partnership Secretary/Treasurer

National awareness creates political will for change

It is becoming increasingly accepted that an integrated approach to water resources management is the key to sustainable development. This includes building recognition of the need to involve all water stakeholders in decision-making. The CWPs were instrumental in ensuring that their countries' water plans were produced with substantial consultation and communication. For example in Malawi, meetings, workshops, training courses, publications and a website helped raise awareness of integration as a practical approach. “Now more people are aware of what IWRM is about and the principle of consulting and involving stakeholders is being adopted more widely in water-related projects,” says Theresa Mkandawire, Malawi Water Partnership Secretary/Treasurer.

Such activities have significantly increased awareness of the importance of adopting an integrated approach to water resources management, among both government officials and non-governmental stakeholders. In some countries this awareness has extended to district and catchment level, especially in water stressed areas.

Key lesson: *National political support is critical. Gaining political support can be a long, slow process and ensuring the early and active support of senior government officials is essential.*

Raised awareness among government officials and politicians has resulted in greater participation of key actors, such as directors and permanent secretaries

of planning and finance ministries. Their heightened sense of ownership has increased the political will for change and greatly enhanced the planning process. Some have become IWRM 'champions' and have played an important role in linking government with non-governmental stakeholders and moving the planning process forward.

Regional support fosters an enabling environment

GWP support has helped to create an enabling policy environment for IWRM through continent-wide and regional bodies such as AMCOW, the Southern African Development Community (SADC) and the Economic Community of West African States (ECOWAS). The RWPs have facilitated multi-stakeholder involvement in high-level dialogue and planning regarding regional and basin programmes, engaging the international donor community in discussions on financing IWRM initiatives, and providing insight on progress regarding regional, African and global commitments and targets.

By providing standards for countries to work to, such larger-scale commitments can help to guide national progress through influencing policy change, legal frameworks and ministry-led strategic planning. Although the degree of influence exerted by these commitments on implementing agencies is uncertain, it is clear that they help create an enabling and supportive environment for integrated planning.

Promoting high-level interaction has paid dividends, but it is difficult to quantify the cost-benefit of this strategy. It is not possible to entirely close the gap between people attending high-level forums and



those involved in country-level IWRM planning and implementation. However, the gap has narrowed considerably creating stronger links between actors at different levels and this can only increase the possibilities for leverage and accountability.

Key lesson: *There needs to be close interaction between governmental and non-governmental actors in setting an appropriate structure and process and putting effort into understanding institutions, their roles, their capacities, and their staff.*

Senegal: Awareness and understanding lead to empowerment

At the start of the planning process, Senegal faced numerous water resource management challenges. The main ones related to a lack of understanding of water management methods, incomplete data on water resource issues, and a lack of knowledge sharing and communication between stakeholders. In addition, the frameworks for shared planning were insufficient and there was little institutional support, weak application of policy and legal instruments concerning water management, weak capacity to mobilise financial resources, and weak budget allocations for follow-up and maintenance of water infrastructure. Frequent floods, increased water pollution, a growing level of water-borne diseases and an increase in the proliferation of aquatic weeds increased the sense of urgency for change.

The work on planning built on the knowledge already in place through the creation of a CWP in 2002. The planning process involved regional workshops, a situational analysis and validation of the plan through a steering committee and multi-stakeholder platform. The plan specifies seven priority programmes with timeframes and cost estimates over eight years.

A national dialogue on water was a significant contribution as it raised awareness about IWRM and made the situational analysis more accessible to participants. Awareness and capacity building workshops were also held in the districts and the participants benefited from having the course materials translated into the local language, something that had not been achieved before.

The efforts to raise awareness and include stakeholders have given added confidence to the ministry with responsibility for water resources planning, which is now empowered with a new plan of action.

Another important contribution was making a link between the Cheikh Anta Diop University and the government departments involved in water resource management. As a result, the university has started to address the need for human capacity by establishing a degree-level IWRM course and conducting applied research. Creating a space for stakeholders helps increase sharing and exchange of knowledge, as well as identifying gaps and synergies.

3. Progress through participation

“The plan has been finalised with extensive stakeholder participation and a lot of interest and expectation has been generated on IWRM implementation.”

Jonathan Kampata, Zambia Water Partnership

Building a multi-stakeholder platform

Traditional policy planning approaches tend to focus mainly on the technical content of the plan, paying little attention to public engagement. However, when making decisions about something as strategically sensitive as water, it is becoming accepted that stakeholder involvement in planning and decision-making is essential. Integrated planning needs the full range of stakeholder groups to come to the table to reconcile what are often competing interests and to build a sense of ownership in the plan and its implementation. It is a cyclical rather than a linear process, marked by regular evaluation, assessment of progress, and the need to revisit stakeholders at every stage.

Key lesson: *A strong multi-stakeholder platform is needed and the capacities of its members need to be improved so they are effective in facilitating and supporting the planning process.*

The participatory approach for preparing the IWRM plans was new for all countries. It required a gradual process of dialogue between government and non-governmental stakeholders to develop a way of working together. The formative stages of the process took some time, longer than expected, but was critical to the successful outcomes. The process was carried out entirely by local stakeholders with no external 'experts' and evolved

differently in each country. The multi-stakeholder platform has itself been a positive outcome from the programme and provides a mechanism for constructive dialogue between key stakeholders.

The country water partnerships, which provide a neutral platform for dialogue, have proven their effectiveness in bringing different actors – and their agendas – together to discuss tough issues and agree on the way forward. It has been easier to encourage participation in some countries than in others. This variability is related to political and administrative traditions and other social and cultural factors.

There is therefore no 'one size fits all' participation formula in IWRM or any other public policy initiative of this type. At the same time, while the participatory process is essential to build 'buy-in', participants acknowledge that it takes time and patience to build the necessary trust. As Jonathan Kampata, member of the Zambia Water Partnership, says: "IWRM planning is a process that involves many stakeholders and requires consensus building, which takes time. Thus the formulation of the plan following a classical time-bound project approach is challenging."

Key lesson: *Consultation raises stakeholders' expectations and, if no action follows, fatigue may set in. Identifying immediate and longer-term actions helps prioritisation and keeps the plan realistic.*

Defining roles and responsibilities

In the five countries of the programme, governments have credited water stakeholders for contributing a practical understanding of how to proceed with the planning process and an awareness of the obstacles that might be met along the way. One hurdle that presented itself in varying degrees to all countries was an uncertainty over the respective roles of the multi-stakeholder platforms (the CWPs) and the lead water authorities in government. It is important to work

out this relationship as an early priority. However, it takes time owing to the newness of this form of inter-sectoral, government–non-government engagement and the fact that there may be a degree of distrust or unease between national governments and civil society. In Kenya (see box below), confusion over the respective roles of the CWP and the Government led to an impasse that was only resolved in the final 18 months of the programme. It is therefore important to recognise that formally defining institutional responsibilities and articulating the partnership vision is a fundamental part of the process.

Kenya: A commitment to participatory planning

Kenya's traditions of water resource management differ little from those of other African countries. Water has been considered as a free and infinite resource, with different sectors and ministries responsible for different aspects of its supply and use. Since the mid-1990s, the dire state of the country's water infrastructure and services and the undermining effect this has had on the economy have precipitated commitment for change at the highest levels of government. The 2002 Water Act set out the institutional arrangements and legal framework for the necessary water reform, which included greater stakeholder participation in decision-making.

There was thus strong institutional commitment within the Ministry of Water and Irrigation to proceed with IWRM planning, a need for resources for training and stakeholder involvement, and a need to be linked into a larger network of IWRM practitioners. The Kenya Water Partnership was set up in 2003, since when its activities have been focused on planning.

Progress has been most dramatic over the past two years, with significant advances in plan formulation

with broad-based ownership, and establishment of a functional multi-stakeholder platform. The stakeholder consultation process culminated in a final plan validation conference attended by over 100 stakeholders from both government sectors and civil society.

However, in the early stages, balancing the different interests of the various ministries and other stakeholders proved to be a substantial challenge. One of the key issues was establishing the role of the Kenya Water Partnership as a facilitator, since it was initially perceived as an implementing or donor-led agency, and as a competitor to the Government rather than as a partner. The problem was finally resolved through good communication and networking, but underlines the need to establish roles and responsibilities clearly at the outset and to allow time to build trust between partners.

Looking ahead, the Kenya Water Partnership faces several strategic management issues relating to its dependence on one specific activity and source of funds. The partnership will look into its legal standing, its immediate organisational future and its longer-term programming niche.



IWRM planning and Country Water Partnerships

Functioning multi-stakeholder platforms are in place in all five countries, and working on planning has been an important part of building strong platforms. At the conclusion of the planning process all CWPs have established sound governance arrangements in line with GWP's accreditation standards, have found a comfortable working relationship with their government mandated water authorities, and have achieved higher public profiles.

The singular focus on IWRM planning, and the special funds provided, have built technical skills and effective

and credible platforms, but in some countries (namely Kenya, Malawi, Senegal and Zambia) it has dominated the CWP identity. However, such funds are only temporary and the partnerships need to consider how they will continue their activities once donor support ends.

Key lesson: *An agreed roadmap of the process defining the roles of the parties involved and the key steps and milestones is required. Realistic budget, planning and indicators need to be defined from the beginning.*

4. Building capacity, sharing knowledge

There has been “improved appreciation of IWRM approach, enabling collaboration among stakeholders and, in particular, growing regional and trans-boundary perspective in water resource management.”

Workshop participant, Zambia

Putting theory into practice

Before 2003, only a few stakeholders in the participating countries had a good understanding of the integrated approach and their knowledge was mostly conceptual and theoretical. The IWRM planning process provided practical application of their knowledge. The process and CWP provided a means for stakeholders to engage. As a result, the countries now have a shared language and

experience of the practical side. The next step is to share this more widely through the regional platforms.

Key lesson: *‘Champions’ can help build or strengthen the multi-stakeholder platform by creating a common understanding of the purpose of and approach to IWRM planning.*



Capacity building initiatives have been organised on a regional basis through the RWPs. This seemed the best way to pool financial, human and knowledge resources, as well as maximising efficiencies. Cap-Net provided capacity building for IWRM in all countries. The exercise kicked off with a capacity needs assessment process that was referenced closely to the key stages of IWRM planning. Regional workshops and team building workshops helped the CWPs to identify their most important issues. The RWPs also provided capacity building sessions on a variety of practical programme management-related topics, including how to fully engage stakeholders in the process.

Identifying gaps

The resources provided by GWP (see box on page 13) provided a very thorough practitioner’s introduction to integrated methodologies at a time when participants needed to gain a practical understanding of how to proceed with planning. However, it took longer than anticipated to put the ambitious capacity building

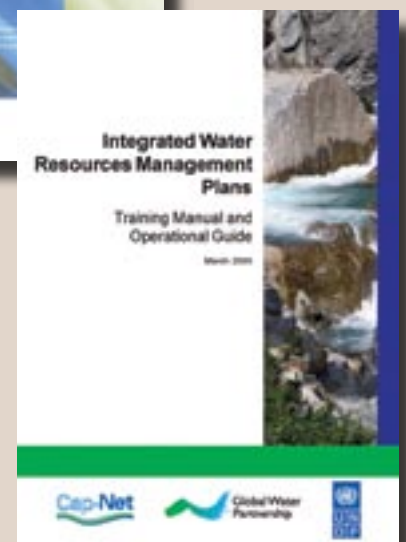
programme into action. A key lesson is to schedule training events so that they connect to and support the planning process. Moreover, funds have to be set aside to ensure there are adequate follow-up activities to any training.

The demand for certain kinds of training has grown exponentially as the plans have been developed and aired among a widening group of stakeholders. Indeed, the demand has far outstripped the capacity of a regional training delivery model. Across the board, there appears to be a widening gap between the rising demand for skills development and the capacity to meet that demand. The CWP's are aware of this and some are taking action. In Kenya, for example, a thorough national capacity building needs assessment was undertaken. In Zambia and Malawi, the partnerships are assessing what resources they have and what they will need in the future as the planning process leads into implementation.

A second gap is emerging about the need for training in gender mainstreaming to be part of the planning process. Regional training was carried out and good efforts made to ensure gender balance in participation, nevertheless, gender issues related to water resources management need to be better understood and mainstreamed into the planning process. Although much work has been done on gender issues in relation to water supply and sanitation, more needs to be done to understand the relationship of gender in the integrated approach.

GWP's capacity building resources

- ◆ *Catalyzing Change*: A handbook for developing IWRM strategies, this guide was compiled based on the knowledge of hundreds of individual experts drawn from different disciplines via GWP's extensive network.
- ◆ *IWRM Training Manual and Operational Guide*: Produced in conjunction with Cap-Net, one of GWP's close working partners, this provides a training course for national teams embarking on a national or basin-level water resources planning process.
- ◆ *IWRM ToolBox*: A database of knowledge, experience and guidance on water resources management, this 'case study' resource is continually updated on the web with a steady flow of input from water practitioners, researchers and other experts from around the world. See www.gwptoolbox.org.



Knowledge sharing

The planning process provided a fertile ground for learning and knowledge sharing formed a major part of the work. This included the following:

- ◆ Training materials
- ◆ Survey of the IWRM plans development process (a component of GWP's second global survey in 2005)
- ◆ French and local language translations of training material
- ◆ Documentation of the planning process
- ◆ Mass media coverage, including national TV programmes in Zambia and Malawi
- ◆ Regional workshops, peer review scenarios, technical assistance on specific topics, GWP

Technical Committee visits, participation in international fora, African events.

- ◆ Promotional materials aimed at audiences within government, academic/technical training institutions and NGOs
- ◆ Websites for the CWPs.

While these activities are essential to promote public awareness and engagement in planning on all levels, it is difficult to assess their effectiveness or efficiency since there was no or little expectation of results attached to them. Their true benefit will be felt more in future programmes and as the planning process moves towards implementation with commitment and ownership from all.

Malawi: Accelerating IWRM progress

Prior to 2003, IWRM in Malawi was essentially an academic concept. It gained notable prominence only after publication of the 2005 National Water Policy, which advocated the integrated approach as the basis for sustainable water development. At that time, there was little coordination between ministries and sectors with responsibility for water use. The Malawi Water Partnership, formed in 2003, played an important part in bringing stakeholders together and in raising awareness and building knowledge about planning. The Malawi Water Partnership has introduced the idea of water as a finite and valuable resource, a major shift in thinking. It has come as a surprise to many that Malawi is actually a water-scarce country.

The work in Malawi benefited from a strong champion, the Principal Secretary of the Ministry of Irrigation and Water Development, but it still took upwards of a year to build the team and to develop a work programme. Capacity building activities were coordinated by GWP-Southern Africa and involved over 150 Malawian stakeholders over the four years.

Most participants were happy with their training but one important lesson was to better align training with programme activities. Another lesson was to provide more opportunities for 'training of trainers' courses. Several colleges did change their curricula to include an IWRM component and there are now several IWRM champions in the Malawi media.

There is now an IWRM plan that has been submitted to the Cabinet and anchored in the Malawi Growth and Development Strategy, the country's main medium-term planning instrument. The work of the CWP accelerated a process that may have occurred anyway, but over a much longer timeframe and without the high level of consultation provided by the planning process.

Looking ahead, the Malawi Water Partnership faces similar challenges to the Kenya Water Partnership. It will now address the questions of its constitution and legal status, its financial viability and its future programming niche. A strategic plan for the period 2007–2012 has been drawn up to begin addressing these challenges.

5. Moving forward

“Across the five countries...the IWRM planning document represents a comprehensive source of information and insight about national water development.”

Dam Mogbante, GWP West Africa Regional Coordinator

Where are the plans now?

In all five countries the locally driven participatory process has not just produced a paper document but a plan that has been absorbed into higher levels of national development planning. In Malawi, the plan has been submitted to Cabinet and forms part of the National Growth and Development Strategy. In Mali the plan was discussed and approved by Government and incorporated into the National Development Plan. In Zambia various stakeholders are already beginning to use the integrated strategy for budgeting purposes, a positive indication that implementation has begun. In Senegal the IWRM plan has been submitted to the Inter-ministerial Council on Water and work is progressing on complementary regulations. Finally, in Kenya work continues to link the IWRM plan to the wider Poverty Reduction Strategy.

The Global Water Partnership assembled an independent reference group comprising experts from Africa and elsewhere to review and discuss the early draft plans with governments and the CWP. This brought in knowledge and experience from other countries. Each plan contains the following components:

1. Situation analysis: examinations of hydrological aspects, water demand and supply, sanitation systems, water resource legislation and the current institutional set up for water resource management.
2. Goals, strategies, roles and mechanisms: including national water vision statements, medium- and long-term goals, strategies to address key issues (including risk management), methods to maintain public participation, water management and governance.
3. Financing aspects: financing strategies and mechanisms for implementation of the plans.
4. Implementation: including inter-sectoral coordination, IWRM communications strategies, monitoring and evaluation.

As planned, a wide range of stakeholders were involved in the planning process, thereby creating a sense of ownership of the plans. By helping to establish strong multi-stakeholder platforms through the CWPs, there is a broad-based support for the plans. This work has made a breakthrough in public consultation and in encouraging different ministries and agencies to work together in the drafting process. At the same time, the platforms have provided an invaluable neutral space for dialogue between government and civil society.

Stakeholders contributed such a breadth of information that the plans came under some criticism for appearing too fragmented. However, and perhaps most importantly, the IWRM strategy documents are well anchored in higher-level policy commitments, embedded in larger, longer-term water sector reform initiatives, and the subject of ongoing dialogue among stakeholders.

Key lesson: *Once the draft IWRM plan is prepared, the CWP and lead ministry need to pass it on to a higher political body. A ‘champion’ needs to be involved early on to help speed up the adoption and implementation of the plan by the cabinet.*

Integration and implementation

Stakeholders have accepted that the philosophy and methodology of the integrated approach is a central part of the larger-scale and longer-term water sector reforms in progress. High-level commitment to a water sector reform agenda, complete with policy and legal frame-

works, sets out the institutional arrangements needed for effective implementation. In addition, integrating plans into PRSPs and National Development plans is crucial to ensure the plans are fully implemented.

In Malawi and Zambia, there is now high-level government commitment to highlight IWRM in national development planning. The situation in Mali is similar, although the country was already well advanced in its thinking. In Kenya and Senegal, the IWRM plan is consistent with larger-scale, longer-term planning, but as yet there is no direct link to the PRSP. The Senegal CWP is now addressing this issue. Several of the five country water partnerships have used the experience gained during the national IWRM planning process to prepare guidelines on how to link water resources management with national development.

Key lesson: *Tying in activities with on-going programmes is important but can impact on timelines.*

The ongoing involvement of stakeholders will continue to build a sense of ownership and this will facilitate the implementation stage. Although there is a realisation that the plan will not solve all water-related problems, the participatory approach has created expectations among

Key lesson: *Stakeholders need to appreciate the benefits of inclusion if they are to participate fully. Widening of the stakeholder base depends on continuous awareness raising. Stakeholders must see the process as being practical and not just a theoretical exercise.*

stakeholders and some actions are expected. "Planning should go alongside implementation of some simple solutions to identified problems," says Jonathan Kampata. "This is important so that stakeholders identify the process as being practical and not just a theoretical exercise. This is often referred to as 'picking the low-hanging fruits'." In other words, it is important to keep a focus on high-priority areas to avoid stakeholder fatigue and ensure successful implementation of the plan. By having effective participation and extensive ownership the risk of the 'plan' being just a paper exercise is much reduced.

Further challenges will arise as the focus of integrated planning and implementation shifts from the national to the catchment level and begins to address trans-boundary issues. At the local level, specific water scarcity scenarios and water user conflicts will test the integrated philosophy and methods. There is therefore a need for ongoing capacity building in negotiation and conflict resolution.

Financing for implementation

Financing for the water sector has increased in all five countries since 2004. In Malawi, for example, water development now features as one of the Government's highest priorities in national development planning, and resource allocations have increased by 40% since 2006.



Programme teams have gained a better understanding of financing mechanisms beyond current donor support. Development of funding strategies by ministries of finance and planning and resource allocation through national budgeting exercises are already in progress in several countries. Regional conferences to discuss financing mechanisms for implementation are being planned in both Eastern and West Africa.

The CWPs have a large part to play as the focus of activities moves from planning to implementation

and they are now looking for assured funding and determining their exact role in future activities.

Key lesson: *The government, with support from the CWPs, should ensure that all plans include a financing strategy to ensure funds are raised for the implementation of the plan.*

Mali: Adopting an integrated approach

Mali's principal water resource challenge is one of access, due largely to an uneven temporal and geographical distribution of water combined with under-exploitation of this resource. Developing the integrated plan took place at a time when significant reform was underway in the water sector, together with a move towards decentralisation. The environment for creating a plan was therefore very favourable. Over the four years, the GWP contribution added value with broad-based ownership and establishment of a functional multi-stakeholder platform.

The multi-stakeholder platform approach was something new, both for the sector and for Mali. The Mali Water Partnership (formed in 2003) effectively brought the Government together with NGOs and civil society and worked in synergy with other donor-supported initiatives. During the past four years, membership of the Mali CWP has doubled (now 100 local organisations) and eight Area Water Partnerships have been created. These local-level entities have proved instrumental in mobilising participation during IWRM plan consultations.

Stakeholders believe that the integrated strategy has a much broader national ownership than previous plans developed using external consultants as the latter were the drivers of the work rather than the local community.

IWRM is being included in Mali's national development planning through the 2004 National Plan for Access to Potable Water. The principal implementing partners are the Ministry of Mines and Energy, the Ministry of Water, and the Ministry of Environment and Sanitation. The ministries came together to introduce greater coherence and coordination in their efforts to achieve the water-related MDGs. Integrated management of water has been a pillar of this new multi-ministerial approach, and the CWP has assisted the institutions involved to define more specifically what IWRM means in practice. In addition, the latest PRSP has a greater focus on sustainable management of water resources.

Stakeholders considered the linking of the IWRM plan to the new PRSP as one of the most important changes since 2003 in the way water has been managed in Mali. The programme has also made a modest contribution towards improved service delivery and financing mechanisms. The IWRM planning document was finalised in December 2007 and approved by the Government in April 2008. As Mali depends on considerable outside support to finance its water sector, the next step is to hold a donor roundtable to look at how to finance the various aspects of the plan.

6. Conclusions, lessons and recommendations

“When asked: ‘what are the most important changes in the way water is managed in your country since 2003?’ workshop participants described substantive institutional, attitudinal and programmatic changes. These suggest that water sector reforms are taking hold in a profound way and that IWRM concepts are central to these reforms.”

Sidi Coulibaly, Communications Officer, GWP West Africa

There is general consensus that the IWRM planning process in five African countries catalysed significant water sector reform. During the past four years, policies and legal frameworks have been updated, institutions have been created or realigned, water financing has increased, and people have been trained to engage stakeholders in catchment-level water use discussions. In addition, better management of water resources is increasingly recognised as the key to making sustainable improvements to water infrastructure and services.

This work has laid strong foundations for the future where the focus will be on implementation and monitoring, and from national concerns to those of the communities in the districts and catchments. These shifts will continue to need support from the country and regional water partnerships for knowledge sharing, network building and coordination, training and advocacy.

Summary of achievements

What was planned	What was achieved
1. National frameworks for sustainable water resources management and service provision in place and/or well advanced	IWRM plans ready for government approval in five countries
2. Ownership of national frameworks and process developed by all stakeholders	Broad-based support for plans achieved through CWPs in five countries
3. Improved water resource management and service delivery	Some evidence of change in each country although improvements not yet systemic
4. Stronger collaboration with potential financing institutions	Increased financing for water sector in five countries achieved by working with AMCOW and SADC
5. Effective multi-stakeholder platforms	Functional CWPs in place in five countries
6. Water issues integrated into PRSPs	Government commitment to highlight IWRM in national development plans in four countries with the fifth making good progress

Key lessons and recommendations

- ◆ When working with governments on participatory processes, it is important to formally define roles and accountability structures and to agree who is driving the process.
 - ◆ In addition to remaining aligned with the mandates and priorities of water-related ministries, the multi-stakeholder platforms must welcome private sector and civil society. Time must be allowed to build trust. The stable presence of a 'champion' is an added advantage.
 - ◆ It is not easy to engage with the private sector compared with other non-governmental entities. The platforms need a specific strategy to encourage private sector involvement and they need to be ready to handle the power and influence wielded by large-scale industries and agri-businesses.
 - ◆ The CWPs have made a significant contribution to the IWRM planning process in their countries and to achieving the WSSD target. However, this is just a beginning. The future role of the CWPs will be to help their countries to implement the plans and thus achieve a more sustainable use of the water resources. For this they will need to identify where they can add most value and develop work programmes and secure resources for any follow up activities.
 - ◆ Water sector reform is accompanied by uncertainty and possible upheaval in participating institutions.
- Those driving the reform process should understand the mindsets of people who may feel insecure in their current roles, plan for the loss of champions (who may be re-assigned), and nurture an understanding of and appreciation for an integrated approach among current and future decision-makers.
- ◆ As planning and implementation filters down to the level of the catchment, there is an increased likelihood of conflict between different user groups. Associated with this is a greater demand for capacity building. Capacity building in gender issues is also needed.
 - ◆ Institutional capacity building and policy development programmes generally have a knowledge management provision, designed to ensure information flow between participants. While this needs to be flexible to deal with emerging requirements, a management or reporting tool is essential to track the usefulness of the various initiatives.
 - ◆ Climate change is providing additional impetus for water sector reforms. All five IWRM plans discuss this prospect and there is a widespread view that the decentralised, inter-sectoral, multi-stakeholder orientation of IWRM is highly suited to dealing with climate change mitigation and adaptation. GWP as an organisation has the experience and global presence to convert climate change concepts into actionable strategies at the country and, in some settings, catchment level.



Zambia: Linking IWRM to national development and local action

The support of the Zambia Water Partnership is widely credited for facilitating the development of the national IWRM plan and building considerable support for it – not just from the water-related ministries (Agriculture, Health, and Home Affairs and Local Government), but also from the strategically important Ministry of Finance and Planning.

With the implementation plan now complete, Zambia's multi-stakeholder platform has become well recognised, at least within the sectors involved directly with water resource management and service delivery. It has filled a gap by creating an inter-sectoral mechanism for information exchange and discussion. A relationship was established between the Ministry of Energy and Water Development, the Zambia Water Partnership and its host institution, the University of Zambia School of Mines.

The integrated strategy is entirely consistent with Zambia's national five-year development plan. Indeed, the chapter on water is based largely on the IWRM planning document. The national development

plan is the principle instrument through which the Government articulates its spending priorities, and it has been instrumental in generating resources for water development from both inside and outside the country.

Support for awareness building and knowledge sharing has included widespread media coverage. A 13-part programme aired on national TV and radio has been credited with influencing local action. For example, Zambia Sugar is introducing new water-saving irrigation techniques, while water flow data are being collected for the Chalimbana River to facilitate planning and to reduce conflict among upstream and downstream users.

Looking ahead, there are many opportunities for the Zambia Water Partnership to be involved in IWRM implementation. These include further capacity building, monitoring and evaluation, modelling and documenting catchment-level planning practices, and helping to generate funds for integrated projects. Meanwhile, the University of Zambia is developing a new training institution through international university partnerships.



Further information

Program Evaluation of Partnership for Africa's Water Development Program (PAWD): Final Report, March 2008.

Global Water Partnership available at:

www.gwpforum.org/gwp/library/final_evalrep_pawd.pdf

Country case studies for all PAWD countries and GWP's *IWRM ToolBox* available at:

www.gwptoolbox.org/

GWP *Catalyzing Change* series available at:

www.gwpforum.org/GWP/iwrmpplans.htm

Climate Change Adaptation and IWRM. A GWP Technical Paper available at:

www.gwpforum.org/servlet/PSP?iNodeID=231&iFromNodeID=102

Training to build capacity of water professionals available at:

www.gwptoolbox.org/index.php?option=com_tool&id=21

GWP Technical Committee Papers available at:

www.gwpforum.org/servlet/PSP?iNodeID=231&iFromNodeID=102

GWP Regional Secretariats	E-mail
GWP Central Asia and Caucasus	vadim@icwc-aral.uz
GWP Caribbean	phinds@gwp-caribbean.org
GWP Central Africa	jmossete@yahoo.fr
GWP Central America	ftabora@gwpcentroamerica.org
GWP Central and Eastern Europe	gwpcee@shmu.sk
GWP China	gwpchina@yahoo.cn
GWP Eastern Africa	sthuo@nilebasin.org
GWP Mediterranean	vangelis@gwpmed.org
GWP South America	info@gwpsudamerica.org
GWP South Asia	coordinator@gwpsas.org
GWP South East Asia	djoko@gwpsea.org
GWP Southern Africa	r.beukman@cgiar.org
GWP West Africa	watac@fasonet.bf

Photos:

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Global Water Partnership Secretariat
Drottninggatan 33
SE-111 51 Stockholm, SWEDEN
E-mail: gwp@gwpforum.org
Website: www.gwpforum.org