

# GWP in action



The Global Water Partnership (GWP), established in 1996, is an international network open to all organizations involved in water resources management – government institutions, agencies of the United Nations, bilateral and multilateral development banks, professional associations, research institutions, non-governmental organizations, community groups and the private sector. The GWP mission is to support countries in the sustainable management of their water resources.

Through its network, the GWP fosters integrated water resources management (IWRM). IWRM aims to ensure the coordinated development and management of water, land, and related resources in order to maximize economic and social welfare – without compromising the sustainability of vital environmental systems. The GWP provides a platform for multi-stakeholder dialogue at global, regional, national and local levels to promote integrated approaches towards more sustainable water resources development, management and use.

The GWP network works in 14 regions: Southern Africa, Eastern Africa, Central Africa, West Africa, the Mediterranean, Central and Eastern Europe, Caribbean, Central America, South America, Central Asia and the Caucasus, South Asia, Southeast Asia, China and Australia. The GWP Secretariat is located in Stockholm, Sweden.

## ACKNOWLEDGMENTS

The GWP gratefully acknowledges the partners who kindly contributed to the texts and interviews in the creation of this report.

The GWP specially acknowledges the financial contributions made to the Partnership by the donors – Canada, Denmark, European Commission, Finland, France, Germany, Netherlands, Norway, Sweden, Switzerland, United Kingdom, and U.S.A. – that contributed a total of USD 9.5 million in core funding and USD 4.2 million in restricted funding.

The regions are encouraged to raise their own funds. During 2007, USD 1.8 million were raised by the regions/countries, an increase of USD 0.1 million compared to 2006. Donors at regional/country level included GEF-IWLEARN, DFID, DANIDA, Greek Ministry for Environment, Japan Water Forum and SIDA.

ISSN: 1650-9137

Published 2008 by the Global Water Partnership, GWP.

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Texts by Green Ink Ltd., UK.

Graphic design by Greenwood Communications AB.

Production by Svensk Information.

Printed by Elanders.

Cover photo: Farmer Li Yuping washes oats in a basin of water before laying the grain out to dry in Guanxin village in China's arid northwest Gansu province.

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# Chair report

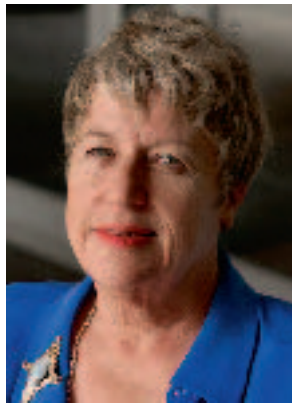
As I reflect on eight years of close involvement with the Partnership, I am struck by the ambiguity of our success markers. Compared to a decade-ago baseline, there is progress. The international community, the global media, and national and international decision makers have made significant strides in issue awareness, and acceptance of the need for more integrated, more effective water resource management. Investment curves are rising, albeit slowly. GWP's own surveys find that at the level of law and policy, good work has been done across the world. Our network is large and in good health.

But compared with the magnitude of the challenge we lag far, far behind any reasonable view of where we should be. The well known combination of population growth, pollution, and increasing per person use, continue to produce a reality of almost half a billion people in 29 countries facing water shortage, and by 2025 about 2.7 billion, or one third of the expected world population, living regions facing severe water scarcity. Climate change seems sure to exacerbate this picture.

Every day the population grows and the amount of water available per person decreases. Every week, somewhere in the world, there are manifestations of climate variability which will have marked impact on water resources. Every month pollution increases. We must rethink our use of water – there is no other option.

How do we increase impact? A bigger part of our collective effort must be focussed beyond water management since service levels and infrastructure availability are as much a financial problem as a water management issue. There is no solution to the water problem without some overhaul of the way agriculture is subsidized, the way water as an industrial or agricultural input is priced, the way local authorities are vested with

the responsibility to provide water to their inhabitants. Do delegated authorities have access to processes which will create good managers who can in turn get access to sustainable financial resources? This is the kind of question we must tackle.



Margaret Catley-Carlson  
*Chair*

The whole Partnership must exert more conscious effort to involve influential players, concerned leaders and advocates from other sectors, and media advocates to our current partnership which continues to be made up primarily by water experts. We must find alliances to drive global initiatives to tackle pressing problems in water; and create ever more active short and long term alliances at regional, country and catchment basin partnerships to drive change from national through to local levels.

The new Strategy to be worked out in the year ahead must keep this vision clearly in view.

It is a bittersweet process to step down as Chair from an organization that has brought global contacts, exhilaration and great feelings of accomplishment. But all organizations (and people!) need renewal and I am delighted and excited by the prospect of Letitia A Obeng as the new Chair of GWP.

I repeat my publicly stated thanks to Emilio Gabbrielli, the global and regional staff and the whole partnership network – including our donors – for our collaboration. I am pleased to have been added to the distinguished group of GWP Patrons and from this vantage point, hope to be able to continue the professional and personal friendships and support GWP.

GWP must maintain momentum. As it does, I look forward to seeing the impacts of these efforts: impacts that will result in new (and well implemented) water policies and more sustainable water management practices across the globe that ultimately will benefit the dispossessed – and all living things.

# Overview

Reflecting on another busy year in the GWP network, a key challenge was to move towards closure on the current 2004–2008 Strategy while preparing an inclusive process through 2008 for developing the new GWP Strategy 2009–2013.

The GWP regional water partnerships continue to play a key role in raising awareness and building political will at the regional level. To promote increased sharing of experience and knowledge across the regions, a number of inter-regional meetings for partners were held in 2007, rather than a single global “Consulting Partners Meeting”. In addition, as you will read in Chapter 1, these meetings provided opportunities for GWP partners to discuss strategic and operational issues relating to the next strategy.

GWP is changing the way the IWRM planning programmes are being managed to further decentralise responsibility to the regions. This involves integrating the programmes and the core activities of the partnerships making it easier to capture of knowledge and lessons learned and ensure sustainability of the outcomes through local follow up. A brief update on the lessons learned to date can be read in this report.

The National Dialogues that started at the end of 2006 were completed by the end of 2007. The Dialogues were held to help countries further develop and maintain momentum in the process of development of national IWRM Plans to meet the 2005 target of the WSSD Plan of Implementation.

During 2007, water financing continued to be a key theme across the network. Workshops on finance were held in Eastern Africa (Nairobi)

and West Africa (Ouagadougou) bringing together water and finance officials, civil society and experts. This work was carried out in alliance with the EU Water Initiative Finance

Working Group (EUWI-FWG). As a member of this Working Group, GWP has been involved in the development of an introductory guide for practitioners on financing water infrastructure and services.

One of the roles of the GWP Technical Committee (TEC) is to take the lead on the technical aspects of various global GWP partnership initiatives. Work with the International Water Management Institute (IWMI) during 2007 concentrated on the *Triggers of Water Policy Change* initiative, which focuses on using research results to make

positive policy change happen. TEC published a Policy Brief “*Climate Change Adaptation and Integrated Water Resources Management*” in August and a number of other briefs are being prepared for publication in 2008 including a TEC Background Paper on financing and integrated water resources management.

GWP has been effective at advocating the need for better water resources management and hosting multi-stakeholder meetings jointly with key partners in the regions. As with most global action networks, GWP has been good at reporting its activities but has experienced difficulties documenting the outcomes of this work. In response to this concern GWP has progressively introduced a reporting methodology based on the IDRC *Outcome Mapping* approach. The application of this approach will increase the network’s ability to build learning and reflection into its work throughout the life of GWP’s 2009–2013 strategy.



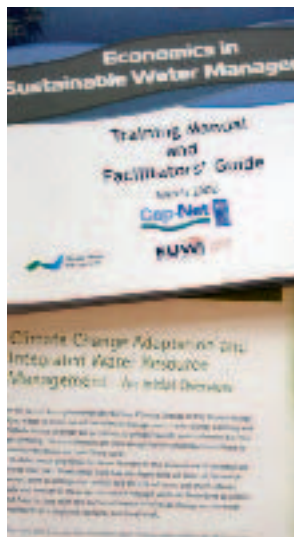
Emilio Gabbrielli  
Executive Secretary

# A quick scan around the



## CONTINUED DIALOGUE CONCERNING WATER POLICY AND STRATEGY DEVELOPMENT AT GLOBAL LEVEL

- Participation by senior GWP programme staff in the UN Water meeting in Bonn, Germany in January.
- Senior GWP management and programme staff participation in the World Economic Forum in January, raising the role of water higher on the agenda in the private sector.
- Participation by senior GWP management in the UN Task Force on Water and Sanitation.



## IWRM PROGRAMMES AND TOOLS DEVELOPED IN RESPONSE TO REGIONAL AND COUNTRY NEEDS

- GWP Technical Committee (TEC) published Policy Brief 5 on *Climate Change Adaptation and Integrated Water Resource Management*; drafted TEC Background Paper 12 on *Water Financing and Governance* (published April 2008) and the Comprehensive Assessment of Water Management in Agriculture Issue Brief 12 on *Developing and managing river basins: The need for adaptive, multilevel, collaborative institutional arrangements* (published by the International Water Management Institute (IWMI), April 2008).
- In partnership with GWP and the EU Water Initiative Finance Working Group, Cap-Net developed a training manual and facilitators' guide on *Economics in Sustainable Water Management*.

# GWP network in 2007

## GWP CARIBBEAN

- GWP Caribbean, Caribbean Waternet, and the Center for Gender and Development Studies of the University of the West Indies developed training material to support work on gender and water.
- The structure and first draft of a handbook on flood risk management for the Caribbean was developed.



## GWP CENTRAL AFRICA

- In parallel to the sixth ministerial session of the African Ministers Council on Water (AMCOW), GWP Central Africa helped organise a workshop to examine the proposed Central African regional water policy, and an institutional study on creating a coordination unit for water resources management within the Economic Community of Central African States (ECCAS).
- The first water forum in Cameroon was organised in November, targeting government officials, NGOs and other stakeholders.



## GWP CENTRAL AMERICA

- Journalists from Central America and the Dominican Republic participated in the workshop *Drinking Water and Sanitation* held in Panama City in December – the fifth event organised for journalists by GWP Central America and the Inter-American Development Bank (IDB).
- During 2007, members of GWP Guatemala continued meetings with legislators to promote the principles of IWRM and push for better water governance and other issues that should be incorporated into the water law. In March, legislators from the Congress of the Republic formally agreed on a political process to develop a new water law.



## GWP CENTRAL ASIA AND CAUCASUS

- GWP Central Asia and Caucasus worked with UNDP Uzbekistan to organise and facilitate the inter-sector roundtables and training programmes on IWRM under the framework of the national IWRM planning process.
- The Uzbekistan Ministry of Justice agreed to establish the Uzbekistan Water Partnership under the coordination of the NGO, Eco-Priaralie.



## GWP CENTRAL AND EASTERN EUROPE

- GWP Central and Eastern Europe organised the second round of national IWRM dialogues – on how to incorporate IWRM into the existing legal and policy frameworks – in cooperation with ministries and national parliaments in the Czech Republic, Estonia, Hungary, Lithuania, Moldova, Poland, Romania, Slovakia, Slovenia and Ukraine.
- Under the coordination of the International Commission for the Protection of the Danube River (ICPDR), GWP country water partnerships in Bulgaria, Hungary, Romania, Slovakia, Slovenia and Ukraine were involved in developing and implementing national celebrations of *Danube Day* on June 29.



## GWP CHINA

- GWP China co-sponsored the 2<sup>nd</sup> Yangtze River Forum, *The Yangtze and Lake Dongting*, held in April in Changsha, the capital city of Hunan Province. The Forum adopted the Changsha Declaration, *Guiding Principles for Dongting Lake Protection*.



- GWP China helped organise the 5<sup>th</sup> High-Level Round Table, *Protection of Water Resources and Water Environment of China*, which was held in Beijing in November – a powerful demonstration of further inter-ministerial cooperation to address the water resources and water pollution problems triggered by rapid economic growth in China.



## GWP EASTERN AFRICA

- GWP Eastern Africa supported the AMCOW sub-regional meeting on *Financing Water*, hosted by Kenya in April, that reviewed the financial opportunities and bottlenecks within the water sector. The key outputs were adopted in the *Nairobi Accord* that will guide financing water in the greater Horn of Africa. The key points of the *Nairobi Accord* were presented to AMCOW in its Congo-Brazzaville meeting in May and adopted in the *Brazzaville Declaration*.
- In July, GWP Eastern Africa hosted the first interregional meeting among the GWP Africa regions – Southern, Eastern, Central and West – in Mombasa, Kenya.



## GWP MEDITERRANEAN

- GWP Mediterranean supported the organisation of the 6<sup>th</sup> Meeting of the Circle of Parliamentarians (COMPSUD) that took place in May on Corfu island, Greece, which focussed on possible ways to strengthen the relationship between sustainable development and integrated water resources management.
- In preparation for the national IWRM planning process, a training course in Syria on IWRM Planning was jointly organised with GTZ Syria in Damascus in September.

## GWP SOUTH AMERICA

- Support provided towards the organisation in June of the 1<sup>st</sup> Peruvian Conference for Legislators on key points to the governance of water resources in Peru, followed by a meeting with the President of Peru, helped reinforce the government's decision to establish the Peruvian National Water Agency.



### GWP SOUTH AND CENTRAL AMERICA: INTER-REGIONAL INITIATIVES

- Created in 2006, the Lusophone Water Partnership includes representatives from almost all Portuguese speaking countries in the world, only East Timor is still to be incorporated. Important steps have been taken to define a common strategic agenda as the foundation for joint action and several key documents on IWRM have been translated into Portuguese and broadly circulated.
- GWP South America – together with GWP Peru, GWP Brazil and GWP Central America – supported the development of the Latin American Seminar in March in Lima on IWRM national planning. The resulting declaration, the *Declaration of Lima*, states the commitment of all participating countries to engage in national IWRM planning and implementation, to work on the establishment of stable and clear legal and institutional frameworks, to include genuine participation and representative management, and to strengthen the water financing capacity in the countries.



### SOUTH ASIA

- The outcomes of the Dialogues on IWRM undertaken during 2006 and 2007 by the country water partnerships in South Asia were analysed in a regional meeting held in November in Bangalore, India. Key messages derived from the analysis included the need for reallocation of water from agriculture, stronger linkages with political systems, and the importance of addressing gender issues.
- The role of Area Water Partnerships in supporting communities in the region address their water challenges has been strengthened by the respective country water partnerships, notably in India, Pakistan and Sri Lanka.

### SOUTHEAST ASIA

- The Southeast Asia Water Forum held in Kuala Lumpur, Malaysia in October highlighted the value of collaboration and partnership in addressing the water concerns that abound in the region.
- Emerging from the third Southeast Asia Ministerial Meeting on Water Resources held in Putrajaya, Malaysia in October, the *2007 Ministerial Declaration* – calling for integrated approaches for more sustainable water resources development, management and use in the region – was signed by all participating ministers from Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand and Vietnam.



## SOUTHERN AFRICA

- In May GWP Southern Africa organized, on behalf of the Southern Africa Development Community (SADC) Water Division, the SADC Multi-stakeholder Water Dialogue on *IWRM from Concepts to Practice beyond the Converted* in Maputo, Mozambique.
- Integration of IWRM plans into the National Development Frameworks has been achieved in Zambia in its Fifth National Development Programme, and in Malawi in its Growth and Development Strategy.



## WEST AFRICA

- In partnership with the Association for the Defence of Environment and Development (ADAD), GWP Cape Verde organised training workshops in February on conflict management and negotiation for water sector personnel from the islands of St Vicente and St Antão E S. Nicolau; and in March in São Filipe (island of Fogo) with the mayors of the three municipalities of Fogo.
- GWP West Africa signed a Memorandum of Understanding (MoU) with the Economic Community of West African States (ECOWAS) in June formalising the long-existing working relationships with ECOWAS through its Water Resources Coordination Unit (WRCU). This will allow GWP West Africa to officially benefit from the political support of ECOWAS which, in turn, can call on GWP for expertise for support in the implementation of their activities.



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# Putting Partners First: GWP network development activities

Partnerships and networks are increasingly recognized as effective means of achieving global development goals. As one of the longest established global partnerships, the Global Water Partnership (GWP) continues to lead the way and refine its approach to network development. Our major networking activities in 2007 took the form of three inter-regional meetings. These replaced the annual global Consulting Partners event and allowed more members per region to join in the proceedings.

International development agencies are making increasing use of global partnerships and networks in their efforts to reduce poverty and support sustainable resource use. For example, the UK's Department for International Development (DFID) has increased its support to networks by a factor of ten over the past decade. The trend is being driven by a perceived need and sense of urgency, coupled with frustration that formal systems are not driving fast enough progress towards global targets such as the Millennium Development Goals (MDGs). The move was led initially by civil society but is being valued more and more by institutional actors, who recognize that collective action is needed to solve complex social issues. Factors such as globalization, growth in information technology and more distributed governance are both driving and supporting the trend by making operating on a global level more feasible and efficient.

The GWP is a successful example of a global partnership. The network is held together by a shared purpose: to help countries achieve more equitable and sustainable management of their water resources. It was established in 1996 in response to the United Nations Conference on Environment and Development (UNCED) held in Rio de Janeiro in 1992, which called for an integrated approach to solve the world's growing water resource problems.

Comprising 13 semi-autonomous regional water partnerships and over 60 country water

partnerships, the GWP network is supported by a central secretariat and a technical committee. The partnerships focus on providing an informed neutral platform for negotiation and shaping policy. Through this, they create interaction between stakeholders that would not otherwise be possible. "The partnerships introduce a new mindset based on influence and social change and learning," says Alan Hall, GWP Coordinator for Global Initiatives. Consultant Ricardo Wilson-Grau adds: "By encouraging collaboration between diverse actors, the partnerships contribute to policy change and modify behaviour, but it is seldom possible to attribute such change directly to partnership activities."

The problem of attributing demonstrable impact is common to all networks, global and local. Difficulty in measuring achievements can discourage donor support and there is pressure on networks to conform to a more conventional project approach. This is usually based on a rigid logical framework analysis that was developed for development progress and, whilst suitable for physical activities, does not suit more intangible policy work. "This is something we have been looking at closely," says Hall. "And we are pioneering the use of the Outcome Mapping approach developed by the International Development Research Centre (IDRC) as a methodology to guide our reporting and evaluation procedures. We are learning by doing and there is now a strong Community of Practice



"By encouraging collaboration between diverse actors, the partnerships contribute to policy change and modify behaviour, but it is seldom possible to attribute such change directly to partnership activities."

*Ricardo Wilson-Grau*



Bogdan Macroti

GWP Central Asia and Caucasus, Central and Eastern Europe and Mediterranean held their first inter-regional meeting in Varna, Bulgaria in October.

coordinated by the Global Action Network (GAN-Net) that brings together many networks facing this same challenge.”

Each regional and country partnership undertakes activities that respond to its own circumstances and needs. Exchange of experience, ideas and lessons learned from actual practice in all aspects of sustainable water resources management is therefore invaluable. In an effort to increase stakeholder participation and the exchange of knowledge, the GWP replaced its traditional global meeting in 2007 with three inter-regional meetings. These were held in Bulgaria, Kenya and the Philippines. “This was an experiment to see if we could exploit a deeper vein of experience that could be shared across a wider group of partners,” says Bjorn Guterstam, GWP Network Officer. Participants at all three meetings deemed the experiment to be successful. As a result, the GWP has introduced a new meeting timetable that allows for a global networking event every second year to maintain cohesiveness, but with inter-regional meetings in the intervening years.

### ENHANCING COLLABORATION

Three regional partnerships – Central Asia and Caucasus, Central and Eastern Europe, and Mediterranean – met in Varna, Bulgaria in October. Their main topics of discussion were transboundary waters, public participation and integrated water resources management (IWRM) planning. The meeting brought together two significant blocks of countries – members of the European Union (EU) and their immediate neighbours.

Participants from EU and candidate EU countries were able to share knowledge and experience of preparing for and implementing EU Water Directives. Although there are no similar unified schemes on national IWRM planning in Central Asia and Caucasus, the region has useful experience of shaping national policy through

country-level IWRM dialogues. By bringing these stakeholders together, the GWP hopes to build on existing initiatives working to improve the management of water resources in the region, such as the EU Water Initiative partnership for Eastern Europe, Caucasus and Central Asia.

The session on public participation underlined the importance of civil society in making IWRM work, especially at river basin and local levels. Participants stressed the value of having a neutral platform where all stakeholders can develop their ideas and activities freely and independently.

The meeting highlighted many areas for potential collaboration. One example is the National Water Policies Dialogues organized by the United Nations Economic Commission for Europe (UNECE) within the mandate of the EU Water Initiative, which can be coupled with the GWP National Dialogues. In addition, there is considerable scope for collaboration on transboundary water resources management. Water resources education, a topic on which the regional GWP Mediterranean Partnership has had considerable success, is a third area; and a fourth is the 5<sup>th</sup> World Water Forum in 2009, which is hoped to improve the enabling environment for IWRM planning in all countries. A major benefit of coordinated initiatives is that they attract government and donor support.

Each region drew up specific conclusions and recommendations that would be developed and implemented in support of national governments’ efforts to apply the principles of IWRM. The recommendations were then amended and approved in plenary sessions and will feed into the preparation of the GWP overall strategy for 2009–2013.

“The inter-regional meetings opened up a new dimension for the partnerships to address common issues, where more partners had the opportunity to participate,” says Guterstam. “Next steps include plans for GWP Central and Eastern Europe to share information on water financing with GWP Central Asia and Caucasus, further collaboration on transboundary water issues, and several activities on IWRM and sustainable sanitation, starting up during the International Year of Sanitation in 2008.”

### PARTNERS IN DEVELOPMENT

The GWP regions in Africa work closely with intergovernmental agencies such as the Southern African Development Community (SADC), the East African Community, the Economic

Community of West African States (ECOWAS) and the African Ministers' Council on Water (AMCOW). At the same time, GWP is working with 12 countries in Africa specifically on the formulation of national IWRM Plans (see next chapter).

The inter-regional conference held in Mombasa, Kenya in June was held principally to allow participants to share knowledge and experience on continent-wide IWRM strategic issues. They were asked to make recommendations on the development of a strategy that would allow the GWP to exploit opportunities and engage effectively with key initiatives working towards the continent's development goals.

Participants reflected on progress towards the water-related MDGs and the national IWRM plans that are being formulated as an appropriate response to the challenges of equitable and sustainable water management. In addition, the meeting provided a platform for discussing the strengthening of ties and collaboration with regional economic communities, government ministries that impact on water resources, and other important organizations and governance structures.

One of the main outcomes of the meeting was the agreement to strengthen working relations with AMCOW through a Memorandum of Understanding (MoU). AMCOW perceives GWP to add value and complement formal processes by bringing a broader view from stakeholders, and values this collaboration. GWP sees this as an opportunity to raise awareness, solicit political support on water matters and support governmental processes. "The MoU provides an umbrella under which the GWP regions in Africa can become more involved in pan-African processes through their respective regional entity or community, such as SADC, ECOWAS, etc.," says Aly Kerdany, GWP Network Officer.

The participants discussed several topical issues relating to the implementation of IWRM and the attainment of the MDG targets (e.g., sanitation,

climate change, infrastructure development and financing of IWRM initiatives, monitoring and evaluation, and knowledge sharing). It was agreed that there is scope for further discussion on how the implementation of IWRM can be linked with the attainment of the MDGs and how to relate climate change and sanitation goals to the IWRM process.

Representatives from the African Network of Environmental Journalists (ANEJ) and the African Film Producers Association took part in the conference and were involved in discussions on how the media can support widespread action and performance accountability regarding IWRM planning and climate change. GWP and ANEJ pledged to formalize their collaboration and strengthen their working relations at country, regional and continent level.

#### FOCUS ON IWRM

The inter-regional meeting held in Manila, the Philippines in November invited GWP members from Asia-Pacific and the Caribbean to discuss pressing IWRM issues. About 100 GWP members from Australia, the Caribbean, China, the Pacific, South Asia and Southeast Asia attended the meeting, representing governments, civil society, water utilities, consultants, private operators, external support agencies and international and regional organizations.

The event focused on three major themes: addressing climate change in the context of IWRM, addressing IWRM aspects of water supply and sanitation, and improving knowledge management in IWRM. First, regarding IWRM and climate change, the participants recommended that GWP should continue to support the integration of energy issues into water policies and the development of inter-regional action programmes on climate change through common river basin management. They asked that special attention should be paid to small island countries to help them develop strategies to cope with the impacts of climate change.

GWP held its first Pan African Conference in Mombasa, Kenya in July.





Regional Council members of GWP South Asia reflect on the outcomes of the Asia-Pacific inter-regional meeting during their November assembly in Bangalore, India.

Second, the recommendations on water supply and sanitation fell into two main groups: implementing reforms in niche areas at relevant levels (e.g., improved governance, changes in public perception and behaviour) and strengthening linkages and synergy with other water supply and sanitation initiatives (e.g., the national IWRM planning process).

Third, participants asked GWP to continue supporting improved knowledge management, with special emphasis on improving knowledge generation, dissemination, sharing, access and application, especially in informed decision-making. This would include continued focus on improving capacity for IWRM among all stakeholders.

A significant outcome of the meeting was the signing of a Memorandum of Understanding between GWP China and GWP South Asia. The two regions agreed to collaborate on efforts such as information sharing and exchange, sustainable water resources management and other initiatives that will benefit both of them in improving their knowledge and practice of IWRM.

“The meeting evaluation showed that the participants perceived the meeting as a very stimulating and effective opportunity to discuss burning issues,” says Mercy Dikito-Wachtmeister, GWP Network Officer. “Because the meeting was closer, the regions were able to sponsor a greater number of partners to attend and virtually all the sectors related to the three thematic areas of the meeting were represented.”

As a result of the meeting, the regions will more fully integrate their strategic interventions and workplans and cooperate further with their boundary partners. In addition, they will follow up further opportunities for cooperation, such as with the Asian Development Bank on knowledge hubs, river basin management and water financing.

## OUTCOME MAPPING



When measuring and attributing impact, how do partnerships determine or track their progress?

Measuring change in the structure and process of decision-making in a complex policy environment is very difficult, as is attributing the credit for change that occurs. Similarly, it is challenging to decide who should be accountable for making the change happen. The Evaluation Unit of the

Canadian International Development Research Centre (IDRC) developed Outcome Mapping as a reporting, monitoring and evaluation tool that would take these problems into account. As an organization that distributes grants to research institutions all over the world, they found they needed to develop a better understanding of the impacts of their grantees, particularly those working in international partnerships.

Outcome Mapping recognizes that change in development processes is complex and has multiple actors and factors. It is also continuous, not limited to the life of the project, and

non-linear to allow for unexpected results. Outcome Mapping acknowledges that changes may be beyond the control of the project but subject to its influence, and that change is a two-way process within which the programme will also change. The technique is highly suited to partnership situations since it fosters participation and continuous learning and develops a sense of ownership.

The GWP’s fundraising (global, regional and national) depends largely on being able to demonstrate that its members are not only doing good work, but also achieving results. The Outcome Mapping methodology will enable the GWP to understand its contribution to the processes that lead to long-term, major, sustainable changes in global water security, elimination of poverty, improvement in health and protection of natural resources.

In 2007, the focus was on introducing the concept of Outcome Mapping into the GWP network. All three inter-regional meetings provided training on how to use Outcome Mapping in their progress reports. In 2008, partners will learn how to use Outcome Mapping as they prepare the 2009–2013 strategic plans.



# Managing Africa's Water Resources: Update on GWP support to IWRM planning

The 2002 World Summit for Sustainable Development called for all countries to prepare national IWRM and water efficiency plans by 2005. GWP's support to the national processes established to develop these plans has been extensively reported in *GWP in Action* from 2004. Here we provide a brief update on IWRM planning in Africa, while awaiting the final outcomes of the work that will come to closure and be extensively reported during 2008 and 2009.

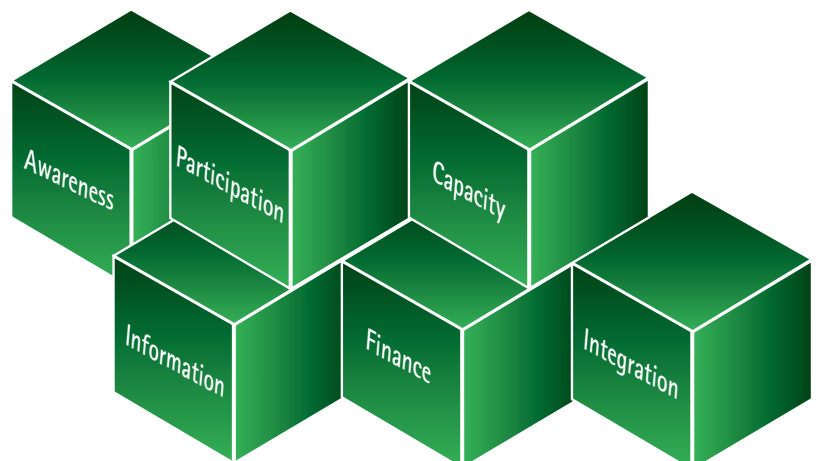
**G**WP has supported the national IWRM planning processes in twelve countries and four sub-regions in Africa: Benin, Cape Verde, Mali and Senegal in West Africa; Cameroon in Central Africa; Eritrea, Ethiopia and Kenya in Eastern Africa; and Malawi, Mozambique, Swaziland and Zambia in Southern Africa.

GWP's support for IWRM planning in Africa rests on a foundation of awareness and political will that has been generated over the past ten years. Aligned with many ongoing initiatives in each country, the activities are supported by the following building blocks:

- *Awareness*: Raised awareness of IWRM among government officials and politicians has resulted in greater participation of directors and permanent secretaries of planning and finance in water-related ministries, increasing their sense of ownership.
- *Participation*: The role of the country water partnership (CWP) approach has proven its effectiveness in bringing different actors together in each country to discuss tough issues and agree on the way forward.
- *Capacity*: Capacity building initiatives are continually being adapted to address the changing demands of the different IWRM planning and implementation stages.

- *Information sharing*: IWRM planning is a new experience for many nations – GWP is helping project teams compile and share local experience and knowledge across countries and regions.
- *Financing the plans*: Development of funding strategies by ministries of finance and planning, and resource allocation through national budgeting exercises, are already underway in Kenya, Malawi, Mali and Zambia.
- *Integration and coordination*: Decision making processes involve different stakeholders at the different levels. Policies established by ministries of forestry, energy, water and others need coherency among them if water management is to be improved.

The IWRM planning activities are grounded on six building blocks.





In supporting governments with their IWRM planning GWP serves as a facilitator providing a neutral platform for dialogue.

## ADDED VALUE OF GWP

In supporting governments with their IWRM strategy and planning processes, GWP has taken a role as a promoter and catalyst of change, and through its activities has added value in three main areas:

1. GWP serves as a facilitator, helping to set the framework for implementation of the plan and encouraging decentralization and shared responsibility, while the national governments retain control and ownership of their IWRM planning process.
2. GWP is a linking mechanism, helping countries and regions share knowledge and experience among themselves on creating water authorities, catchment councils and similar organizational frameworks; decentralization; integrated planning; and capacity development in water financing, conflict resolution, gender mainstreaming, environmental flows and others according to demand.
3. GWP helps provide a neutral platform for dialogue, encouraging broad consultation that brings non-traditional and marginalized water users into the debate, often for the first time.

## PROGRESS CONTINUES

Through the work of GWP's regional water partnerships, a good understanding of the political processes taking place in the regions has built up. This has allowed the regional partnerships to leverage political support for the IWRM planning processes at national level with Africa's key regional political bodies – the Africa Ministers Council on Water (AMCOW), the Economic Community of West African States (ECOWAS), the Southern Africa Development Community (SADC) and the Economic Community for Central African States (ECCAS) – resulting in improved cooperation on water management between countries in the respective regions.

The GWP country water partnerships play a key role in supporting the broad stakeholder participation involved in the IWRM planning processes and in awareness raising, capacity building and knowledge exchange activities.

GWP's continued collaboration with the international network for capacity building in IWRM (Cap-Net) has resulted in the implementation of three regional capacity building plans in East, Southern and West/Central Africa. GWP and Cap-Net are also working together to link capacity building efforts in the Portuguese-speaking countries via the Lusophone Water

## IWRM PLANNING PROCESSES: LESSONS LEARNED

### Political support at national level is critical

- Gaining political support can be a long, slow process but ensuring the active participation of senior government officials can prove decisive.
- Bringing on board non-traditional stakeholders, such as ministries of finance and planning, early on in the process is important for funding implementation of the plans.
- Global trends are difficult to translate into local facts. Dealing smartly with uncertainty and changing political environments is essential.

### Stakeholder engagement needs pushing

- The benefits of inclusion need clear illustration if stakeholders are to fully participate.
- A continuous need for awareness raising and capacity building on better water resources management is required if the stakeholder base is to be widened.

- Consultation raises stakeholders' expectations: if no action is derived from it fatigue sets in.

### Roadmaps need building

- Based on an analysis of the national status of water management, an agreed roadmap for the planning process – defining roles of the those involved and the key steps – is needed.
- Realistic planning and indicators need to be included and well defined from the beginning.
- Identification of immediate and longer-term actions helps set priorities and keeps the plan realistic.
- Tying in activities with on-going programmes is important but impacts on timelines.
- Once the IWRM Plan is prepared, the country water partnership and lead ministry need pass the plan on to a higher political body for adoption by cabinet.

- By lobbying Cabinet, a 'champion' within government can speed up the adoption and implementation of the plan.

### The multi-stakeholder water partnerships play a central role

- GWP country water partnerships (CWPs) need to interact closely with government – setting appropriate structures and processes, and understanding how officials work – if they are to be effective.
- Effectiveness in facilitating and supporting the planning process is increased if CWP member skills in these areas are enhanced.
- 'Champions' strengthen the multi-stakeholder platform by creating a common understanding of the purpose of and approach to IWRM planning.

The GWP country water partnerships play a key role in supporting the broad stakeholder participation involved in the IWRM planning processes, and in awareness raising, capacity building and knowledge exchange activities.



Partnership – comprising Angola, Brazil, Portugal, Moçambique, Cape Verde, São Tomé and Príncipe, and Guinée Bissau. Cape Verde has already established strong links with the West African countries making the most of joint training courses, sharing experience and participating in exchange visits to several countries in the region.

#### EMBEDDING WATER IN NATIONAL DEVELOPMENT STRATEGIES AND PLANS

Described in detail in *GWP in Action 2006*, Zambia's IWRM plan was incorporated into the Fifth National Development Plan in early 2007. In Malawi, the IWRM plan was integrated into Malawi's Growth and Development Strategy in 2007 while in Mali, the IWRM plan was integrated into the country's second Poverty Reduction Strategy Papers (PRSP).

In Benin, the 2006 national IWRM and water efficiency plan helped Benin's policymakers revise the country's Growth and Poverty Reduction Strategy to take into account the role of water in development (see *GWP in Action 2006*). In Eritrea and Kenya work continues to streamline the IWRM plan with other national development processes.

A first draft of Senegal's national IWRM plan was discussed in a workshop at national level in September 2007 and in Cameroon, the government established the IWRM Unit inside the Ministry in charge of water and allocated the financial resources for the IWRM planning

process. Mali's IWRM plan was examined and approved by the government of Mali in April 2008. It will be implemented in two phases; 2007–2011 and 2012–2015.

However, the contribution of water to broad development goals is often not well understood at the political level outside the water sector and, as a result, actions needed to unlock this contribution are not identified and prioritised. To rectify this, the contribution of water to various sectors of economic and social life needs to be recognised and good water management needs to be given the appropriate priority by those sectors. For this to occur, not only do water sector practitioners need to engage with national development planning processes but managers of development planning processes need to ensure that water sector representatives are effectively drawn in. To provide guidance in this area, the GWP Technical Committee recently published its Policy Brief 6 on *How to integrate IWRM and national development plans and strategies and why this needs to be done in an era of aid effectiveness*. (available on [www.gwpforum.org](http://www.gwpforum.org))

The Policy Brief argues that, for aid dependent countries, programmes to promote aid effectiveness provide an opportunity to better integrate water management into broader development initiatives. Such programmes may also make integration a necessity, since they will make it more difficult to obtain extra-budgetary support for stand-alone water projects.



The contribution of water to broad development goals is often not well understood at the political level outside the water sector.

# Financing Water for All:

One of the GWP's key objectives is to influence the way people think about financing water. Our efforts in 2007 towards this goal include promoting dialogue through workshops and other neutral platforms, and building capacity through education and training materials. Such activities keep finance in the spotlight and provide support to decision-makers as they seek to develop sustainable systems for financing water services.

The enormous challenge presented by the MDG on water (to cut by half the proportion of people without safe drinking water and basic sanitation by 2015) highlighted the need for a massive global investment in water services. In response, the GWP, the World Water Council and the Third World Water Forum jointly initiated the World Panel on Financing Water Infrastructure. The Panel published its report *Financing Water for All* in Kyoto in 2003, outlining options for meeting the water sector's future financial needs (see *GWP in Action 2003*).

Kyoto and other global events have raised awareness and prompted a positive response from important international financing institutions – the Asian Development Bank for example. At the same time, major international institutions, such as the Organisation for Economic Cooperation and Development (OECD), have increased their involvement in the water financing debate, and bankers and financiers are attending high profile water events in greater numbers. However, water is still considered to be the greatest public infrastructure financing challenge in developing

Water is still considered to be the greatest public infrastructure financing challenge in developing countries.



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# Continuing the dialogue

countries and progress is being restricted by a lack of demand and capacity at the local level.

Why is financing water services so difficult? Historical factors are partly to blame, explains Alan Hall, GWP Coordinator for Global Initiatives. “Access to water is a basic need and many governments have built political support by subsidising the true cost of supplying water to the electorate,” he says. “In addition, water has a low profile compared with other economic or social infrastructure policy and planning and depends heavily on government budget allocations.”

Funding for water and sanitation is not clear-cut and often suffers from an uneasy compromise where water services are priced below economic levels and the sector remains chronically under-financed. But water does not have to remain the financial world’s poor relation. Well-run and financially solvent water undertakings – private or public – are in evidence in many parts of the world, and these have little difficulty attracting additional finance. Indeed, utilities can offer a safe and steady investment for pension funds and other cautious investors.

There is an urgent need to extend the sources of finance and not rely solely on government budgets and donor funds. Sharing successful experience and knowledge of innovative financing mechanisms is one of the GWP’s main tasks. Building on the momentum created by the World Panel at Kyoto, we continue to support the European Union Water Initiative Finance Working Group (EUWI-FWG) and other initiatives that promote financial sustainability and capacity building on financing for the water sector. And we continue to provide a platform for dialogue, encouraging stakeholder discussions and bringing together water, finance and planning professionals at regional and country level.

## SHARING KNOWLEDGE AND GUIDING REFORM IN AFRICA

In 2004, the GWP – with funding from the Dutch Ministry of Foreign Affairs – supported national IWRM planning in six African countries (see *GWP in Action 2004*). The programme includes a component for increasing understanding of and potential access to a broader range of financing instruments. As a partner in the pro-

## SOME BASIC PRINCIPLES OF WATER FINANCE

Key issues in determining a financing strategy are:

- A country’s system of finance for water and sanitation may contain various financing sources. However, all major parts of the sector should be funded in an adequate and sustainable way and when public finance is needed, it should be reliable and sufficient.
- Sanitation is likely to need a different approach to water supply.
- Subsidising water for social reasons is a national political decision, but if the national treasury cannot or will not provide the required funds, the water sector becomes starved of finance. The offer of free or cheap water may be a populist gesture that mainly benefits the rich, impoverishes water infrastructure and services, and makes their proper financing impossible.
- Water and sanitation have social and cultural overtones in many societies and cannot be regarded purely as economic services. However, there is a strong case for addressing social needs through properly budgeted direct measures (e.g., targeted subsidies, free or cheap basic water quotas, support for promotion of sanitation demand, etc.). Within this policy framework, services should be conducted on businesslike principles and users treated as customers.
- The ideal kind of commercial finance for water infrastructure is a long-term, low-interest loan available in local currency to sub-sovereign borrowers.

*Source: Financing Water Infrastructure and Services: An introductory guide for practitioners in developing countries. EUWI-FWG: [www.financingwaterforall.org](http://www.financingwaterforall.org).*

gramme, the EUWI-FWG agreed to support the GWP regional partnerships in Eastern and West Africa to develop and implement regional- and country-level activities on finance. Two specific outputs were regional workshops on financing the water sector in both Eastern and West Africa.

The first event, entitled *Regional Workshop on Water Financing in West Africa*, was held in Ouagadougou, Burkina Faso, in March 2007. The event was organized by the West Africa Water Partnership with support from the Ministry of Agriculture, Hydraulics and Fisheries Resources of Burkina Faso. The main aims were to share knowledge and experience of different types of water financing, build capacity on new mechanisms for financing water, and improve understanding of the links between finance and governance.

Participants were drawn from ten countries and included members of the West Africa country water partnerships, senior representatives from ministries of water and finance, non-governmental organizations (NGOs), the Water Resources Coordinating Unit of ECOWAS, basin organizations, West Africa Monetary Union, the GWP and the EUWI. On the first day they discussed infrastructure financing and absorption of funds, focusing on the constraints and possible solutions at both regional and country level. The second day focused on financing water from an IWRM perspective and the importance of integrating water into national Poverty Reduction Strategy Papers (PRSPs).

The second event, *Financing Water in Eastern Africa*, was organized in response to a request from the African Ministers Council on Water (AMCOW). The Ministers asked for a stakeholder meeting between governments, donors, the United Nations and informed technical agencies to discuss why investment in water was lagging behind demand, and what could be done to redress the situation.

Held in Nairobi, Kenya in April 2007, the workshop was organized by GWP Eastern Africa. The overall objective was to provide clear guidelines on the types of policy and institutional reform that countries need to undertake in order to meet their own and international development obligations. Participants included senior representatives from government water ministries, donors, NGOs and United Nations agencies.

“The conference findings were somewhat surprising,” says Simon Thuo, Coordinator of GWP Eastern Africa. “It appears that the main reason for the backlog in water investment isn’t just a

shortage of funds. Instead, it appears to be related to an inability to absorb the funds available, which is linked to a lack of capacity – mainly management and technical – and governance bottlenecks that delay implementation of programmes.”

A key output of the Eastern Africa meeting was a formal Ministerial Statement on Financing for Water issued by the Ministers of the Eastern Africa AMCOW sub-region. The Ministers acknowledged the value of partnerships and collaboration for achieving the MDGs and the need to increase national budget allocations for sustainable water use. They recognized that public institutions alone would be unable to meet the demand for water infrastructure and services, and they agreed to provide the framework for effective participation of non-state actors. They also stipulated that the public sector would need structural reforms in order to attract additional funds. The statement was later submitted and adopted at the full Ministerial meeting of AMCOW in Brazzaville, Congo in May 2007.

Follow-up activities to these workshops, in the form of country-level roundtable meetings, are now at the planning stage in Ghana, Benin and Burkina Faso. The GWP will also follow up with country-level activities in Eritrea, Mozambique and Swaziland as part of the Partnership for African Water Development (PAWD). The EUWI-FWG will liaise further with the GWP on country-level follow-ups to see where its members can add value and resources.

The outcomes of the country-level activities should dovetail with ongoing processes such as linking with national PRSPs. “In Mali, officers of the Ministry of Finance have become very active in the development process of the IWRM plan and this has promoted debates in integrating IWRM into the second generation of the national PRSP,” says Sidi Coulibaly, Communications Officer for the West Africa Water Partnership. In addition, the workshop opened the door to decision-makers from Liberia, which has very little water infrastructure following the years of conflict.

#### **BUILDING CAPACITY ON WATER FINANCING FOR DEVELOPING COUNTRIES**

In response to the need for guidance on financing issues, as expressed at the two workshops, GWP has worked with EUWI and Cap-Net to develop several knowledge products on water financing.





A new publication *Economics in Sustainable Water Management: Training Manual and Facilitator's Guide* has been published by Cap-Net in collaboration with the EU Water Initiative Finance Working Group and GWP. The manual is available in English, French, Spanish and Portuguese.

The GWP Technical Committee has completed a new Background Paper on *Water Financing and Governance* by Rees, Winpenney and Hall. The paper sets out the critical link between financing water and the reform of water governance that must be strengthened to make investment attractive and effective. The paper stresses that with better governance the sector will be more investment friendly and more likely to use limited finances effectively, thereby ensuring greater financial sustainability. The paper also highlights the need to finance public goods and non-structural aspects (such as IWRM) that are critical to sustainable development.

The EUWI-FWG responded with a new publication entitled *Financing Water Infrastructure and Services: An introductory guide for practitioners in developing countries*. This non-technical introduction to finance for water infrastructure and services complements earlier reports from the FWG,

the World Water Council and the GWP. The Guide is available on the GWP and EUWI websites and at [www.financingwaterforall.org](http://www.financingwaterforall.org).

Although the Guide takes a broad view of the water sector, it focuses on water supply and sanitation. The chapters cover the principles of governance and finance, how to estimate financial needs, and how to implement cost-sharing and cost-recovery systems. Different sources of finance are explored, including national government, official development assistance, NGOs and commercial businesses. And there is a useful section listing sources of further advice and information.

The target readers are politicians, water officials and professionals, private business people, members of civil society organizations and laypersons who are involved in providing water infrastructure and services. The authors of the guide have tried to reflect the viewpoint of administrations that have responsibility for

investment and services, which are increasingly managed at a sub-sovereign, decentralized level and may include municipalities, regional and local utilities, local districts and communities, and in some cases private operators. The benefits, costs and risks of different financing options are presented as water authorities and operators may see them, not strictly as they are viewed by financiers or donors.

### LEARNING ABOUT FINANCIAL INSTRUMENTS

The GWP, Cap-Net and the EUWI-FWG have also joined forces to build capacity by developing training material to train the trainers. *Economics in Sustainable Water Management: A Training Manual and Facilitators' Guide* follows the successful model of an earlier manual on formulating

IWRM plans (see *GWP in Action 2005*). Cap-Net led the development of the manual following a “training of trainers” meeting held in Mexico in May 2007 and two material development workshops held in Pretoria, South Africa, in August and September. The content was refined further following its use in training courses in Togo (for participants from francophone West Africa) and in Kenya (for participants from the Nile Basin).

Available in English, French, Spanish and Portuguese, the training manual will help capacity builders to conduct short training courses for water managers on economic and financial instruments for IWRM. As a result of the training, they will be able to make more informed water allocation decisions that promote efficient and effective resource use. The manual and guide can also be used in educational programmes and for awareness-building activities. Users are encouraged to adapt it to their local context.

The potential of financial and economic instruments to contribute to improved use and sustainable management of water resources is increasingly being recognized. Kees Leendertse, Human Resources Development Specialist at Cap-Net, states “The growing interest in the subject from GWP partners and incorporation of economic and financial considerations in IWRM planning demonstrates the importance of financing; however, water managers and professionals generally have insufficient knowledge of the different economic and financial instruments available.”

The manual sets out the concepts and principles of economic and financial aspects of sustainable water management. The second section offers guidance on the practical application of economic and financial instruments and makes a strong case for their consideration within IWRM. A sample programme for a five-day training course and links to sources of further information are also provided. The accompanying CD includes adaptable presentations for each of the sessions, resource materials for use in the training or as background reading, and references and case studies.

“The success of the initial training courses using the material has prompted us to organize several more,” adds Leendertse. These are planned to take place in Thailand (for the Southeast Asia, South Asia and Arab regions), Guatemala (for Central America), Argentina (for South America) and another in the Caribbean region.

### ABOUT THE EUROPEAN UNION WATER INITIATIVE FINANCE WORKING GROUP

The EUWI was launched at the World Summit for Sustainable Development (WSSD) in Johannesburg in 2002. The initiative is designed to contribute to the achievement of the Millennium Development Goals (MDGs) and WSSD targets for drinking water and sanitation, within the context of an integrated approach to water resources management. One of its key goals is to increase the effectiveness of the significant financial and technical resources available within the EU and its Member States for overseas development assistance.

In order to shape the financial strategy of the EUWI, a Financial Working Group (FWG) was formed in 2003, with representatives from the public sector, private sector and civil society who have special expertise or interest in financing the water sector. The FWG has two key objectives:

- To improve the efficiency and effectiveness of existing and future EU aid flows to water, including encouraging innovation, the development of institutional and regulatory frameworks and capacity building.
- To enable the use of development funding as a catalyst to leverage other forms of finance (including donor, user and private finance) to improve access for the poor to water and sanitation services.





A typical GWP dialogue raises awareness, promotes links and agreements among stakeholders.

## Dealing with Disparity: The National Dialogues Initiative

Communication is a central feature of all GWP activities, and has been since the organization was established in 1996 as a mechanism for alliance building and information exchange on IWRM. The National Dialogues Initiative is the GWP's latest effort to further discussion and promote progress in the development of national IWRM plans.

**T**he GWP's increasing presence at the national level was demonstrated at the country water partnership meeting held in Stockholm in August 2006, where delegates were drawn from more than 70 countries. As an international partnership that supports countries in the sustainable management of their water resources, one of the GWP's main roles is to facilitate conversations among groups who often hold disparate views, gathering them together to discuss complex and contentious water management issues. Such dialogues engage and inform people about how IWRM approaches can improve water management.

Dialogues go by many different names: conversations, workshops, forums and multi-stakeholder consultations or platforms. For the GWP, a dialogue generally means a neutral mechanism to facilitate stakeholder participation. A typical dialogue is a time-bound meeting, most often of one or two days, which raises awareness, promotes links and agreements among stakeholders and influences policy change. Sometimes, however, the term refers to a longer consultative process, as in the GWP Dialogue on Effective Water Governance (see box).

The GWP launched its National Dialogues Initiative (NDI) in response to the national water



priority papers prepared at the August 2006 meeting and the second informal survey on the status of the 2005 WSSD target on national IWRM and water efficiency plans. The US\$1 million made available to countries under the NDI was intended to build further momentum and promote multi-stakeholder dialogue on water management in support of the national IWRM planning process. There was a strong demand for the funds and approximately 100 dialogues were held in a total of 42 countries at various stages of preparing their IWRM strategies.

#### LINKING DIVERSE STAKEHOLDERS

Several of the national dialogues had the principal aim of linking diverse stakeholders. The Ukraine National Dialogue, held in March 2007, brought stakeholders together in discussions on integrated river basin management. Participants included representatives from different government ministries (to promote cross-sectoral integration), and heads of river basin organizations (RBOs), along with representatives from NGOs and international development organizations such as the United Nations Development Programme (UNDP) and the

Global Environment Facility (GEF). Several academics and representatives of basin organizations from North America also attended.

Andriy Demydenko, Chair of the Ukraine Water Partnership, was pleased to see important financial stakeholders taking part. “Representatives from the Ministry of Finance and the heads of the RBOs were able to exchange views for the first time ever,” he says. As a result of the dialogue, a government Joint Statement was discussed and adopted. This included pledges for inter-ministerial collaboration as well as better coordination and integration of functions, particularly those related to implementation of the State Program for the Water Sector. The National Dialogue attracted extensive media interest and resulted in radio, television and newspaper coverage.

Several events of note took place after the Dialogue. First, cross-sectoral coordination was strengthened when new stakeholders (including NGOs, business groups and the academic sector) were included in the Interagency Coordinating Council on Water Resources Development. As a result, the work of this Council has become more active and transparent. Second, several district authorities decided to establish inter-district river basin councils, thereby taking a more integrated approach to water management through better coordination with RBOs. And third, pilot river basin management plans are being planned or developed for several transboundary rivers, including the Pripjat (which borders Ukraine and Belarus), the Danube, the Western Buh and the Dniester.

#### DIALOGUE ON EFFECTIVE WATER GOVERNANCE

The GWP launched its Dialogue on Effective Water Governance in 2002 in partnership with the UNDP and the International Council for Local Environmental Initiatives (ICLEI). The Dialogue added the necessary political dimension to the GWP’s focus on IWRM, taking the debate to the regions and countries and raising the political will to change water governance systems for the better.

Taking the form of stakeholder meetings and political roundtables, events took place in 36 countries and in every GWP region. The report *Effective Water Governance: Learning from the Dialogues* was circulated at the 3<sup>rd</sup> World Water Forum in Kyoto in 2003.

The Dialogue was effective in promoting the issue of governance from an abstract concept to a more functional level. It showed that improved water governance has the potential to create more balanced use of water resources and better management and delivery of water services. It also helped stakeholders to share and explore current thinking and best practice on water governance, rank priority issues and identify implementing mechanisms. The concept continues to feed into the processes of preparing national IWRM plans.



The Ukraine National Dialogue, held in March 2007, brought stakeholders together in discussions on integrated river basin management.

“Although we cannot attribute these changes exclusively to the March Dialogue, they were not mandated by directives in legislation or law, but brought about by the actors and institutions involved, many of whom participated in the March Dialogue,” says Demydenko. “So one could argue that the Dialogue created the momentum for these changes.”

The Bangladesh Water Partnership organized a series of National Dialogues. One focused on management of land and water, a serious issue in a country where thousands are displaced and 10,000 ha of agricultural lands are lost each year during the monsoon. Participants were drawn from government organizations, donor agencies and the Asian Development Bank, along with farmers and local government officers. “We tried to air many different solutions, since we wanted these people to understand each other,” says Quamrul Islam Siddique, Chair of the Bangladesh Partnership. Among the ideas discussed were high-cost engineering solutions versus smaller-scale, locally affordable plans, and the use of chemical fertilizers versus organic farming and composting.

The second Bangladeshi Dialogue was run as a consultation on IWRM and was designed to activate stakeholders at the local level. “Basically, it sensitized people in the villages and remote areas to government policies, since they are often unaware of state decisions,” explains

Siddique. “Acting as a catalyst between the local and national levels is an important role for the partnership. We pass feedback from the local level to the government and we also feed information back to the grassroots.”

In the Philippines, the aim of the Dialogue was to improve links between government officials and small-scale private water providers, in an effort to encourage more practical input into IWRM and poverty reduction planning. The Philippines Water Partnership organized four pre-conferences, with 40–50 delegates at each, and the recommendations from these were fed into the larger National Dialogue.

“Finding the small-scale providers was the first challenge,” says Rory Villaluna, Member of the GWP Southeast Asia Regional Council. “There is no national water department and the government holds few records for the utilities involved in water service provision, especially those serving the very poor in rural locations. So it is very difficult to contact them or distribute information on principles, laws and regulations.” This finding has led the partnership to start building a database of small-scale providers.

“Interfacing with small-scale water providers is an essential way to put the national IWRM Plan in a more practical light,” concludes Villaluna. “In many ways this is implementing the IWRM Plan, since these are the on-the-ground actors.”



## Meeting the water challenge in Libya

Libya is a water-scarce country where rain falls only in the north of the country. Elsewhere, its people rely on fossil groundwater to meet their agricultural, industrial and domestic needs. This water is pumped through the desert along thousands of kilometres of pipes. Estimates as to when it will run out vary from a few decades to several hundred years' time.

The country has prepared a national strategy for water resources management, but this has yet to be launched formally. There is a need to improve Libyan water governance, and this starts with the water institutions, including the primary agency for planning – the Libyan General Water Authority.

The GWP Mediterranean region has begun working with the Libyan Government and other stakeholders to move towards a more sustainable system of water resource use and allocation. The collaboration came about following the Rabat Declaration on IWRM Planning in North Africa (January 2006) and a North African conference organized by GWP-Med and the United Nations Environment Programme (UNEP).

A subsequent study of the Libyan water sector commissioned by the African Development Bank (AfDB) and the African Water Facility (AWF) was followed up by a project identifying priorities to strengthen water governance and institutional development in Libya. GWP-Med was called in at that time to provide a neutral platform for discussion and to advise on IWRM concepts. Its neutrality engaged many key players and allowed sensitive issues to be raised. The UNEP Collaborating Centre on Water and Environment (UCC-Water) was also involved from the beginning.

The National Dialogue held in April in Tripoli was not a typical GWP National Dialogue, since the common set of stakeholders (e.g., NGOs, water user associations, standard private sector interests) were not represented. However, GWP-Med facilitated the presentation of experiences from North Africa and other parts of the region, the timing was good, and the process built momentum. As a result, the AfDB and the AWF took the recommendations and did their homework. In October 2007, the AfDB, AWF and the General Water Authority made a formal agreement to put the National Dialogue recommendations into practice, with the primary focus on the country's water institutions.

The National Dialogue in the Democratic Republic of Congo aimed to present the newly developed draft Water Policy, Water Strategy and Water Act (based on IWRM principles) to stakeholders at the provincial level to gather comments, create awareness and ensure buy-in. Consultations were held in four of the country's eleven provinces. Each event was attended by around 50 people, drawn from the main water management stakeholder groups: government departments, local and international NGOs, research and academic groups, consulting engineers and Regideso, the national urban water utility.

“Communication between the capital, Kinshasa, and the provinces is hampered by a lack of infrastructure, technical limitations and residual political tensions as the country recovers from conflict,” explains Jean Boroto, Consultant for the GWP Southern African Water Partnership. “So the Dialogues were very important to ensure local issues are reflected in the national water policy documents.” Lake Kivu in Nord-Kivu province is a case in point. The lake is a critical resource, providing water for agriculture and domestic use. It is also a vital transport link. The Dialogue participants pointed out that transport had not been addressed adequately in the policy document developed by central government and they suggested how this could be rectified.

In all provinces, the Dialogues were very well received and gained extensive radio and newspaper coverage. Indeed, their success prompted the organizers to develop a proposal for a series of similar events in the remaining provinces.

### PROMOTING NEW IWRM APPROACHES

In addition to promoting links among stakeholders, most National Dialogues provided information on IWRM concepts. In Grenada, the participants also benefited from training in IWRM road mapping. Three meetings were held in May 2007 and these introduced IWRM concepts, provided information on the road mapping process, and promoted awareness of and involvement in sustainable water stewardship among high-school pupils.

“We have a real opportunity to introduce IWRM approaches in the design phase, since Grenada does not yet have a defined water management strategy,” says Paul Hinds, GWP Regional Coordinator for the Caribbean. The Grenada Dialogue participants identified the need to set up an interim committee and to



work on a draft national water policy to present to parliament. They created a water policy steering committee headed by the Permanent Secretary of the Ministry of Agriculture, Lands, Forestry and Fisheries. “This process has been sanctioned by parliament and many high-ranking government officials are involved, which bodes well,” adds Hinds.

In Slovenia, as in other Central and Eastern European countries, the EU Water Framework Directive (WFD) is a major driver of IWRM. It was therefore a principal topic at the National Dialogue. “We soon realized that the experts do not always appreciate the differences between

meeting the WFD and introducing IWRM,” says Martina Zupan, Chair of the Slovenia Water Partnership. “So we explained that the WFD is legislation while IWRM is an approach. We also stressed that river basin planning, a key part of the WFD, could benefit from consideration of IWRM principles.”

Participants were drawn from government institutions (environment, agriculture, nature protection, planning, economics, foreign affairs, finances), municipalities, research, education, NGOs and the media. The presentations and discussions were pitched carefully, so they were both useful to the experts and could be understood by other stakeholders. In addition to discussing WFD and IWRM, the Dialogue provided an opportunity for stakeholders to address new topics such as climate change and sustainable sanitation systems. In addition, the NDI funds helped speed up the process of taking the national water policy documents to the provincial level.

### COUNTRIES RECEIVING FUNDING UNDER THE NDI

Region/IWRM survey grouping	IWRM plan or process in place	In process, but requires further work	Initial steps	Not included in survey
Caribbean		Trinidad and Tobago		Grenada
Central and Eastern Europe	Czech Republic Estonia Hungary Poland Romania Slovakia	Bulgaria Lithuania Slovenia		Moldova Ukraine
Central America		Costa Rica	Honduras Guatemala	
China	<i>Provinces of:</i> Hebei Shaanxi Yellow River			
Mediterranean			Libya	
South America	Brazil	Argentina Chile Peru Uruguay	Paraguay Venezuela	
South Asia	Bangladesh	India Nepal Pakistan	Sri Lanka	
Southeast Asia	Thailand	Indonesia Laos Malaysia Philippines	Cambodia Myanmar Vietnam	
Southern Africa				Democratic Republic of Congo
West Africa				Ivory Coast Togo

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# Managing Flash Floods: Guidelines from Central and Eastern Europe

Flash floods occur with very little warning and have the potential to cause major loss of life and damage to property. Recent experiences in Central and Eastern Europe have prompted GWP, in close partnership with the World Meteorological Organization, to conduct pilot projects and develop strategies for flash flood warning and community preparedness. The results are available in a new guide aimed specifically at vulnerable local communities.

**B**etween 1996 and 2002, Slovakia suffered 80 damaging floods, including catastrophic flash floods in the middle and north part of the country. The summer of 1997 was particularly bad. A long period of unusually heavy rain affected the majority of the country's rivers and 366 cities and municipalities were inundated. Floods damaged more than 8250 houses and 70 were completely destroyed. The Morava River, for example, was put on emergency status for a period of 21 days. The cost of emergency relief, flood damage and preventative work amounted to nearly US\$50 million. Economic and human costs were even higher in Romania following the floods of 2005, which affected 1734 localities. The flood damage was estimated at US\$1.4 billion and 76 people lost their lives.

## REDUCING THE VULNERABILITY TO FLASH FLOODING

On top of the increases of flash flood risks due to rapid urbanization and uncontrolled development, experts predict that climate change has the potential to lead to more frequent and intense rainfall events, further adding to risks of flash flooding in vulnerable regions. However, loss of life and property can be reduced significantly if communities can be made aware of pertaining flash flood risks, warned of conditions that may trigger a flash flood in their community, and if they put in place an appropriate flood response plan.

A new guide, produced by GWP Central and Eastern Europe, aims to improve community preparedness for flash flooding in Europe. The work was conducted under the auspices of the

Associated Programme on Flood Management, a joint initiative of the World Meteorological Organization (WMO) and the GWP. Based on experiences and available literature from Central and Eastern Europe, the guide was drafted by the Polish Institute of Meteorology and Water Management (IMGW) in cooperation with GWP Poland. The Governments of Japan and the Netherlands provided financial support.

*Guidance on Flash Flood Management: Recent Experiences from Central and Eastern Europe* (available at [www.apfm.info/publications.htm](http://www.apfm.info/publications.htm)) is targeted at mayors, provincial administrators and national meteorological and hydrological services. "We have written the guide in such a way that the information can be understood easily by both technical and non-technical people," explains Professor Janusz Kindler, Chair of GWP Poland. "The idea is to motivate and enable them to prepare and implement plans for reducing the vulnerability of local communities to the impact of flash floods, within the overall flood management policy of the country." The guide focuses readers' attention on locally developed early warning systems and how these can be integrated with the national meteorological and hydrological services. At the same time, it provides a wealth of information on various flash flood management measures that can be taken at the local level, build better coordination between various layers of government, and improve public flood awareness and response behaviour.

The guide is based on past experience of flash floods in seven countries: Bulgaria, Czech Republic, Lithuania, Poland, Romania, Slovak



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Republic and Slovenia. Pilot projects in flash-flood-prone communities in Poland, Romania and Slovakia have helped the experts to develop and refine their recommendations on flash flood warning and community preparedness strategies. The pilot projects involved a wide range of stakeholders and were conducted within consortia consisting of the national meteorological and hydrological services, mayors and civil defence authorities of affected municipalities, and GWP representatives from the local country partnerships and the regional partnership for Central and Eastern Europe.

Produced in a clearly structured and easily accessible format, the guide provides basic background material on how flash floods are generated, why they are so dangerous, and what can be done to mitigate their effects. The second part looks at how flash floods can be tackled within a country's overall flood management policy. The third section explains the elements of a flash flood management strategy. Finally, the guide outlines which groups of people and insti-

tutions can take what kinds of action and explains how a collaborative effort to address the issue could be initiated. The benefits of a participatory approach are emphasized throughout and all sections are illustrated with experiences from the pilot studies and the lessons that have been learned from them.

The available guidance material will be used and disseminated by the hydrological and meteorological services in each of the seven participating countries and by the World Meteorological Organization. It will play a useful part in the regular meetings organized with people from flash-flood-prone regions. "The learning from this joint initiative will provide valuable input to the future steps the WMO will take in support of its member countries on the issue of flash flooding," says Avinash C. Tyagi, Director of the Climate and Water Department at WMO. "This initiative provides an excellent statement about the potential a multi-disciplinary and integrated approach to flood management holds to confront the issues of flash flood affected com-

## WHAT IS A FLASH FLOOD?

A flash flood is a sudden local flood of great volume and short duration that occurs within a few – usually less than six – hours of excessive rainfall (such as that produced during a thunderstorm). It can also be precipitated by failure of hydraulic infrastructure, or a sudden release of water held by an ice jam or other blockage. Flash floods can roll boulders, tear out trees, destroy buildings and bridges, and scour out new channels. Rapidly rising water can reach heights of 10 m and sometimes more. The same heavy rain that produces flash floods can also trigger catastrophic mudslides.

Several key factors contribute to an increased risk of flash flooding:

- Topography such as steeply sloping highland terrain, narrow valleys or ravines increases the rate of runoff. Steeply rising land also causes convection currents, which can stimulate thunderstorms.
- Saturated soil or shallow watertight geological layers increase surface runoff.
- Urbanization and construction with watertight materials promotes surface runoff while fields, grassland and forests encourage water infiltration.

The damage caused by flash floods is often severe and they present a serious threat to human lives. Timely warnings would significantly reduce loss of life and property. Unfortunately, forecasting flash floods is very difficult. Even using modern forecasting technology, hydrologists and meteorologists estimate that the exact place and time of a flash flood can be determined only an hour before it happens. Often warnings come too late, or are not supplied at all, either because of a lack of forecasting capacity or because of difficulties in spreading warnings, for example, during the night. That was the case in July 1998, when two people drowned in their own beds as a result of sudden flooding from the Bystrzyca Dusznicka River in southwest Poland.

Flash floods therefore present a serious challenge for concerned authorities and putting in place a community warning and response plan is essential in vulnerable locations.

# Getting better prepared for flash floods in Europe

The outcome of a workshop held in Krakow, Poland in 29–30 October, 2007 on “Community Preparedness and Public Participation in Flash Flood Management in Europe” was a detailed set of recommended actions needed to reduce the devastating impacts of flash floods in the region. Aimed at decision makers at all levels, the recommendations included:

1. Flash floods require a multi-disciplinary and multi-sectoral approach in managing and mitigating their adverse impacts.
2. Flash floods are best managed by the local authorities with active and effective involvement of the people at risk. However, there is need for a National strategy to deal with the flash floods within the overall Integrated Flood Management policies duly recognising the subsidiarity principle.
3. Flash floods should be especially and specifically addressed while implementing the national or regional (e.g., EU Flood Directive) flood management policies, IWRM and basin flood management plans or disaster/crisis management plans.
4. The National Strategy to manage flash floods should be focussed on providing the necessary technical, financial and legal framework for the competent authorities to play their legitimate role.
5. There is a need to build an appropriate national time table for actions and provide necessary financial support, wherever applicable.
6. The flash flood hazard assessment shall be carried out for all possible sources of flash floods (cloudbursts, lake outbursts, etc.) within the overall flood risk assessment of the river basin, duly involving the multi-hazard approach, including those for landslides, mudflows and debris flows, avalanches etc., wherever appropriate.



Daniel Mihaltescu/AFP/SCANPIX

7. Appropriate legal provisions should be made to clearly define the roles and responsibilities of various institutions at different administrative levels (national, river basin, state, district or local) involved in flash flood management including the mechanism for flow of data, information, forecasts and warnings.

The full set of fifteen recommendations may be viewed on the Associated Programme on Flood Management website: [www.apfm.info/pdf/cee\\_workshop/WS-Krakow-recommendations.pdf](http://www.apfm.info/pdf/cee_workshop/WS-Krakow-recommendations.pdf)

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Joe Klammar/AP/SCANPIX

munities.” If resources allow, the guidance material will also be translated into several Eastern European languages.

#### ENCOURAGING CLOSER COOPERATION

In addition to collating information and providing recommendations, the exercise has brought the different stakeholders closer together. “It has allowed the involved institutions to draw closer to the potentially affected communities: the users of their products,” says Roman Konieczny, head of the IMGW team that led the pilot study in Poland and drafted the guide. “This has increased insight into the information and preparedness requirements of local communities and helped to develop solutions that are adapted to their needs.” In some of the pilot areas, close consultation was vital to rebuild the communities’ trust in public authorities, especially regarding flood warnings since these had not always been effective in the past.

The project has also led to closer cooperation and coordination among the institutions providing flood forecasting and warning services. For example, under one of the pilot studies, new institutional arrangements were agreed between different levels of government to increase the effectiveness of the current warning system. In

addition, as a result of the flood events studies and consultations with affected communities, detection of areas at imminent risk and systems for warning communities have been improved. “Although the effectiveness of these can only be judged properly when the next flash flood hits, we have urged participating communities to run regular emergency drills to keep up their levels of preparedness as well as that of the respective authorities,” says Konieczny.

One potential hurdle highlighted by the project was that flood management responsibilities are usually divided between several different institutions, each with a different mandate and budget. Conducting pilot studies appears to be a successful way of introducing a more integrated approach and attracting additional funds to support community preparedness activities. Moreover, success stories on pilot scales will facilitate implementation of the required institutional changes, including laws, policies and administrative arrangements. “If an issue needs to be addressed by such a wide range of stakeholders, as is the case in flash flood management, different constituencies have to find ways to combine their respective strengths. This is what materialized through the combined efforts of the GWP and WMO in this initiative,” says

Joachim Saalmüller who coordinated the initiative for the Associated Programme on Flood Management.

### INVITING FURTHER FEEDBACK

The draft guide was presented at a regional workshop entitled *Community preparedness and public participation for flash flood management in Europe*, held at the end of October 2007 in Kraków, Poland. The workshop aimed to foster dialogue between hydrological and meteorological forecasters and civil defence authorities, provide access to good practices and lessons learned in flash flood warning systems for local communities, and promote community approaches to flash flood preparedness and response.

More than 40 people from 12 countries attended. The participants were mostly representatives of Central and Eastern European national hydrological and meteorological services, water management institutions and local government. Invited experts from Japan, France, and Switzerland provided a perspective on the issue in their respective countries. During the workshop, participants developed and adopted new recommendations for reducing the devastating impacts of flash floods. Together with examples of flash flood warning systems from outside Central and Eastern Europe, these recommendations were included in the final version of the guide.

## GETTING STARTED AT THE LOCAL LEVEL

The development of a local flash flood risk management plan is usually initiated by the local administration. The stimulus might be a flood event that has demonstrated the inadequacy of the current protection system, or growing awareness that the risk of a flash flood might be hampering economic development in the area. While it is essential to encourage community participation and support, this is not easy and it is always time-consuming. Organizers must prepare well and ensure they have sufficient skills in mobilizing people and minimizing conflict between them. Some capacity building in the form of adequate background knowledge (for both decision-makers and community members) may also be required.

The first step in constructing the plan is to establish what support can be expected from decision-makers and the local community. This includes estimating their readiness to participate in the planning process and their determination to improve local flood preparedness. The next step is to put together a team to develop the plan. The team should include representatives from all stakeholder groups to ensure broad-based participation. Finally, as wide a spectrum of local community participation as possible should be involved in the creation and shaping of the plan. This will significantly increase its relevance, acceptance and future implementation.

### Getting started in Gorzanow, Poland

Gorzanow, a village of around 1000 inhabitants in Poland, suffered a damaging flash flood in 1997. The village was chosen as a pilot site because there was a high risk of further flash floods. The first step in developing a protection plan was to draw a map showing the maximum reach of the 1997 flood. The volunteer fire fighters also marked a zone where the depth and velocity of the water were too great to permit rescue. This knowledge was important when designing the warning priority system and escape routes. While community mobilization and participation in the planning took some time to accomplish, the map helped to encourage discussion and exchange of information.

A survey highlighted existing knowledge and gaps that needed to be addressed. These included preventive measures that could be taken, such as improving the drainage network and road culverts. The community set up a water gauge and developed an evacuation plan and education campaign to ensure everyone knew what to do. A new telephone system built by the county administration can warn around 800 inhabitants in the course of an hour. The telephone system is backed up by a group of volunteers, who ensure a second route to spread warnings.

The Gorzanow pilot study findings and recommendations are now forming a useful input into national flash flood preparedness strategies throughout Europe.

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#### **GWP Technical Committee**

The GWP Technical Committee (TEC), whose members are leading practitioners and scholars drawn from around the world, is a resource to the GWP network and to the broader water and development community for supporting policy and practice change in water resources management. Its central work and role is to provide intellectual leadership for the identification and understanding of critical emerging issues with regard to water and sustainable development; spearhead initiatives to support changes in policy and practice; work to demonstrate the economic and developmental value of integrated approaches in the wider development community and in diverse political, social and economic conditions; produce timely, relevant, contextualized and rigorous information and analysis regarding water and sustainable development for use within and outside the GWP network; and advance frank and informed dialogue on water and sustainable development among water and development-related organizations and institutions.  
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