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# *GLOBAL WATER PARTNERSHIP JOINT DONOR EXTERNAL EVALUATION*

*Final Report*

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## Acronyms and Abbreviations

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AMCOW	<i>African Ministers Council on Water</i>
ASEAN	<i>Association of South East Asian Nations</i>
AWP	<i>Area Water Partnership</i>
Cap-Net	<i>Capacity Building Network for Integrated Water Resource Management</i>
CIDA	<i>Canadian International Development Agency</i>
CWP	<i>Country Water Partnership</i>
Danida	<i>Danish International Development Agency</i>
DfID	<i>Department for International Development (British Government)</i>
DGIS	<i>Dutch Directorate General for International Cooperation</i>
GTZ	<i>Deutsche Gesellschaft für Technische Zusammenarbeit (German Agency for Technical Cooperation)</i>
GWP	<i>Global Water Partnership</i>
GWPO	<i>Global Water Partnership Organisation</i>
IWRM	<i>Integrated Water Resource Management</i>
MOU	<i>Memorandum of Understanding</i>
MTEF	<i>Medium Term Expenditure Framework</i>
NGO	<i>Non Government Organisation</i>
Norad	<i>Norwegian Agency for Development Cooperation</i>
NOs	<i>Network Officers</i>
PAWD	<i>Partnership for African Water Development</i>
PRSP	<i>Poverty Reduction Strategy Paper</i>
RTAC	<i>Regional Technical Advisory Committee</i>
RWP	<i>Regional Water Partnership</i>
SC	<i>Steering Committee</i>
SIDA	<i>Swedish International Development Cooperation Agency</i>
TAC	<i>Technical Advisory Committee</i>
TEC	<i>Technical Committee</i>
TI	<i>Transparency International</i>
UN	<i>United Nations</i>
UNDP	<i>United Nations Development Programme</i>
UNEP	<i>United Nations Environment Programme</i>
UNESCO	<i>United Nations Educational, Cultural and Scientific Organisation</i>
USDoS	<i>United States Department of State</i>
WSSCC	<i>Water Supply and Sanitation Collaborative Council</i>
WWC	<i>World Water Council</i>

## EXECUTIVE SUMMARY

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### Background

i. This report describes the findings of the Joint Donor External Evaluation of the Global Water Partnership, carried out between August 2007 and January 2008. The Evaluation is a follow up to the 2003 External Evaluation and focuses on the 2004-2008 strategy period. This evaluation report has been prepared for the Joint Donor Group consisting of the Danish International Development Agency (Danida), the British Department for International Development (DfID), the Dutch Directorate General for International Cooperation (DGIS), the German Agency for Technical Cooperation (GTZ), Norwegian Agency for Development Cooperation (NORAD), and the Swedish International Development Cooperation Agency (Sida). The Performance Assessment Resource Centre (PARC)<sup>1</sup> was commissioned to carry out the evaluation, drawing together a team of six independent evaluators, including three members involved in the 2003 evaluation.

### Objectives and Approach

ii. The objectives of the review are to:

- Provide GWP partners, financiers and members with a comprehensive assessment of the progress, contributions, achievements and impact of GWP during the current strategy period (2004-2007)
- Assess if the GWP's overall approach 10 years after the initiation of the network is appropriate for what is needed from a global organization with global, regional and country level ambitions.
- Provide a basis and recommendations for the enhancement and improvement of both governance and performance of the GWP.

iii. The evaluation commenced with a scoping phase to identify the breadth of the evaluation and agree the most appropriate method, including the number and location of countries visited. Countries for field review were selected to reflect a balance of newer and older partnerships, donor preference to focus on Asia and Africa, re-visiting some countries from the 2003 evaluation and a cross section of water management challenges and policy and governance environments. An evaluation framework was established to guide the broad lines of enquiry. The scoping phase finished with a **Methodology Statement** summarising the proposed method and countries selected for field visits. This was discussed and agreed by the donor group in September 2007.

iv. The investigations phase included *questionnaires* distributed to members and GWP central structures in September and October. *Field visits* were carried out between October and December 2007. Assessments of progress and governance structures of country and regional water partnerships were based on a uniform framework. *Interviews* with key actors in GWP's central level structures and key actors in the water sector were conducted between September and December 2007.

v. Preliminary findings from field visits and GWP management were presented in Manila on 27<sup>th</sup> November at the Global Steering Committee Meeting. This report presents the findings and recommendations of the Evaluation Team and takes into account reflection on feedback to the draft report (v. 20-01-08) received from members of the Joint Donor Group, the GWP Secretariat and the TEC. The findings, conclusions and recommendations remain the views of the independent evaluation team based on their analysis of the evidence gathered and reviewed.

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<sup>1</sup> [www.parcinfo.org](http://www.parcinfo.org)

### **The Global Water Partnership**

vi. The Global Water Partnership (GWP) was established in 1996 as an international network promoting an integrated approach to water resources management. GWP is a partnership among all those involved in water management (government, academics, community groups, NGOs, the private sector and other interested parties) and for all uses of water (urban, rural, industry, agriculture and households). The GWP mission is *“To support countries in the sustainable management of their water resources”*.

vii. The GWP secretariat is based in Stockholm and the network consists of 12 regional and over 70 country water partnerships around the globe, predominantly in developing and transition countries. Technical expertise is provided by a panel of experts in the Technical Committee (TEC) and has also been made available through three nominated Advisory Centres<sup>2</sup> reduced to one in 2003. Strategic direction of the partnership is guided by the GWP Steering Committee. Funding of GWP is provided entirely by grants from donor organisations.

### **Evaluation Findings**

#### *viii. Key Achievements:*

- The network has expanded from 28 Country Water Partnerships (CWPs) to 71 and from 9 Regional Technical Advisory Committees (RTACs) to 12 Regional Water Partnerships (RWPs) during this strategy period. The number of members has tripled from 600 to over 1800. This is remarkable organic growth of the network. The network has attracted a number of highly influential individuals into the partnership.
- Building on its work over the last ten years, there is greater awareness of IWRM across the network. There is evidence that a number of countries have moved from awareness raising to facilitating tangible shifts in policy and legislation in support of IWRM principles.
- There is greater recognition of the GWP Toolbox that exists to assist countries in their understanding of IWRM concepts and how these can be applied in varying contexts.
- GWP successfully transformed the RTACs into Regional Water Partnerships with stronger systems.
- Financial, management and accountability systems have been significantly improved throughout the entire network.

#### *ix. Challenges:*

- GWPs international policy advocacy has not kept pace with emerging issues. Whilst the central message of IWRM is still valid, the global advocacy role needs reinvigoration to remain relevant and demonstrate that GWP is abreast of topical issues that affect its members.
- At present the governance structures of the network are overly complex and not sufficiently representative of its members nor accountable to the members.
- Regions are not yet uniformly able to support country partnerships as required. Therefore the partnership isn't able to more fully devolve.
- Fundraising efforts have met with limited success. Insufficient emphasis has been placed on supporting countries to financial independence or replacing expiring funding streams.
- At present there is doubtful financial sustainability at any level of the partnership.

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<sup>2</sup> DHI, HR Wallingford and the International Water Management Institute (IWMI).

x. GWP's role over the last four years has been generally positive and it has done well to address recommendations in the 2003 evaluation.

#### *Global Level Findings*

xi. The focus of GWP's global level policy advocacy has been on keeping IWRM on the political agenda and ensuring global issues are more clearly understood and interpreted within the regions. GWP's global activities were hidden in a sea of activity until 2006 when the Steering Committee gave these greater human and financial resources. Senior GWP personnel have played an active and influential role in a number of major global policy processes during the strategy period including the UN Millennium Project Task Force on Water and Sanitation (2002-05) and the United Nations Secretary General's Advisory Board (2004 -), the latter resulting in a call from the Secretary General for all countries to report on their progress on IWRM plans at the 2008 session of the CSD. It remains challenging for GWP to keep up with the increasing breadth and diversity of opportunities on global policy debate and the continuing need to re-assert and demonstrate the ongoing relevance of IWRM. TEC resources have been focused on producing publications aimed at supporting country level partnerships, building the toolbox, and introducing the TEC Reference Group to review IWRM plans produced with "restricted" funding. The latter initiative was highly appreciated by the countries involved.

xii. GWP has reduced the number of Alliance Partners (formerly known as Associated Programmes) since the last evaluation from 20 partners to 16. It has also embarked, selectively on a programme of formalising these partnerships through MoUs. Most of the formal partnerships are with agencies within the water sector.

xiii. GWP and other bodies e.g. WSSCC, WSP, INBO etc (all of whom are playing a part in promoting concepts and tools to deal with water management) are concerned with the perennial issues of overcoming deprivation – of poverty itself, of direct access to water for life and direct/ indirect access to water as an economic asset. The pertinence of these issues is intensified by climate change and its impact. GWP is starting to broaden its focus with the recent TEC climate change publication. IWRM provides a key concept for dealing with some elements of the aforementioned issues. GWP remains a distinct and critical part of the global institutional landscape.

#### *Regional Level Findings*

xiv. Despite significant strengthening of management, administrative and financial systems in all regions, there is significant variability in the regions' ability to actively contribute to the regional policy agenda, support countries to manage their own programmes, and engage in fundraising. Other than West Africa and China, none of the Regional Secretariats sampled were actively engaging in trans-boundary river issues. There is a positive sense of RWPs maturing, recognising the need for adjustments and acting on this. Contributing factors to stronger partnerships are seen as the greater financial resources (targeted Dutch, Canadian and US restricted funds have been important in this respect) and the relative stability of the regional secretariat structures.

#### *Country Level Findings*

xv. Country partnerships are also highly varied in their achievements. All partnerships visited had sound awareness of IWRM and two thirds had made contributions to enhancing the national policy environment in line with the IWRM agenda. About half of the partnerships have actively contributed to building national capacity in IWRM through training and advocacy, and most of these have used the Toolbox facilities. These achievements present significant advancements since the previous evaluation. However, whilst there are individual examples of success, on the whole country partnerships have been less successful in: having broader development policies such as PRSPs consider IWRM; supporting organisational reform in countries in support of IWRM principles; encouraging greater financial flows to the water sector; and facilitating grassroots implementation of IWRM.

xvi. An unintended consequence of strengthening management, financial and administrative systems is a perceived centralisation of the network. Countries feel they have three levels of management: Network Officers, RWPs and Stockholm. This is in discordance with the GWP network model of highly autonomous regions and countries.

xvii. A key concern at country level is the lack of financial security in most country water partnerships. Funds were not being catalysed locally for three key reasons: CWP are unsure if it is officially sanctioned by Stockholm; there is a lack of clarity about how to seek funding and for what type of activities; and a lack of legal status in the country preventing access to locally available funds.

#### *GWP Governance*

xviii. The Evaluation team finds that the Steering Committee (SC) is largely unrepresentative of the GWP members, is too large to function effectively and at present meeting structures do not allow SC members to debate and agree strategic direction.

xix. The TEC (currently 10 members including the chair) has been through an interesting evolution and in the current strategy period has had its reporting responsibility shifted from the Steering Committee to the Executive Secretary. It is difficult to assess cost effectiveness, as TEC functions within GWP are broader than 'technical assistance' intertwined with and making important contributions to a range of processes and initiatives. There is evidence that TEC has made a steady progression to be more responsive to country needs, where the responses can have more global applicability. GWP needs to be in the forefront globally of water resources management agenda based on well-founded technical expertise. It also needs to have a regional response mechanism for technical support which is linked to this global level. It is unclear if TEC is currently suitably structured and resourced to deliver on these two challenging areas.

xx. The Secretariat has suffered from a difficult management and staff culture through much of its 11 years. This has also been the case in the current strategy period with differing expectations of appropriate management styles to best achieve GWP goals and moves that have failed to build a strong senior management team. Tensions have had a limited immediate effect on GWP's performance but there is a lag factor in areas such as strategy development and fundraising which will have an effect on progress in the medium term. The situation should be remedied going forward, should GWP choose to embark on a programme of reform.

#### *Financial Performance*

xxi. There has been significant improvement in financial control, accounting and reporting procedures since 2003. The cost of administering GWP is fit for purpose given the expansion of the network. For improving future financial reporting it would be advantageous to report contributions in kind and locally raised funds to give a clearer picture of the scale and future financial security of the country water partnerships.

xxii. The GWP fundraising strategy and implementation mechanisms have been slow in delivering particularly for a number of country water partnerships that are due to lose restricted funding. It has also suffered from a lack of focus in implementation. GWP does not currently have a road map toward financial sustainability for any levels of its operations.

#### *Communications, Knowledge Management, and Performance Management*

xxiii. Over the last four years the focus of the communications effort has been on public relations. Broader aspects of knowledge management appear to have suffered with the number of communications staff at the regional level cut in half. There is no strategy at present to focus on the dissemination of IWRM lessons learned, monitoring the acceptance and use of new knowledge across the network and feedback to policy levels and knowledge generators.

xxiv. Despite considerable effort the GWP still lacks a coherent performance management strategy and supporting systems. The development and introduction of a customised version of the outcome

mapping methodology is an innovative way forward but has pending questions of completeness and feasibility. The Learning Reviews have produced significant useful information and with a systematic follow up of the recommendations becoming standard practice, could greatly strengthen the network.

### **The Way Forward**

xxv. The Evaluation Team finds that GWP is currently operating behind its own reality. That is, the network has expanded and evolved but the governance structures and global advocacy positioning have fallen behind the existing and potential future demands of the partnerships. This is a positive outcome as it reflects an inherent strength and momentum to the original idea of GWP.

xxvi. As in 2003, GWP is at a cross-road in its evolution in terms of how as a 'development actor' and a 'network' it looks to build on its position and significant achievements. Three broad options could be considered for the future:

1. **Complete and Exit** – Under this model GWP would continue spreading the IWRM message at the country level for a limited period and exit through a managed withdrawal.
2. **Business as Usual** – Continue to support the countries and regions to spread the IWRM message and facilitate implementation of IWRM at country level. In this model GWPO would look as it presently does.
3. **Re-energise, Re-strategise, and Re-organise** – This option sees GWP re-positioning itself as a globally recognised advocate of IWRM that clearly articulates the relationship between IWRM and emerging global challenges. The regions are stronger and technically support the countries. The organisation looks radically different with most resources going to the country, then regional, then HO level.

### **Recommendations**

xxvii. The Evaluation Team firmly feels that GWP has done a good job at consolidating and strengthening the partnership over the last strategy period. The network has strengthened to a point where it is now able to take the next exciting step in its evolution - to become more member driven and "bottom up" and play a more prominent and dynamic role in national development processes; reinforced by a stronger and more effective regional presence and a global profile of technical excellence.

xxviii. A key recommendation is for GWP to adopt Option 3 above, which is further elaborated in Chapter 5 of this document. This recognises the value of GWP through to and beyond 2015 and is based on our assessment of the distinct nature and scale of the potential rewards that can be gained from the country – region – global nexus. This option will demand important changes in the way the organisation operates. A major challenge will be managing the change process inherent in balancing the maintenance of current gains whilst making key shifts in operational mechanisms and resource allocation. A detailed change strategy plan would need to be developed for steering committee approval covering such aspects as appropriate funding mechanisms, ToR and structure for each level of GWP, quality assurance mechanisms etc. Professional change management support to facilitate the process should be considered.

xxix. IWRM should remain GWP's central message. However, a clear global advocacy strategy should be developed with two prongs: 1. Global advocacy on selected issues (emerging global challenges that affect water resource management in member countries) and 2. Technical initiatives that support CWPs to discuss and consider how to best manage these emerging challenges within an IWRM framework.

xxx. The governance structures of GWP should be altered to be more accountable to members:

- Reduce the size of the Steering Committee to 10 elected representatives from the partner countries and regions. Ensure the Steering Committee plays its role as a decision making body. Technical input can be provided from experts in water and other allied areas dependent on GWPs policy priorities and issues to be discussed.
- Re-consider the current TEC arrangements in line with the need to perform a strengthened role at global and regional level. This may include the introduction of a set of experts who come together for short term inputs paid for by flexible funds. Any technical resources should consider how to best leave the knowledge within the network, building the skills of regional technical experts who in turn support countries.
- Strengthen and increase resources to the regions to ensure they can pro-actively engage in regional policy advocacy, provide technical support to countries and share knowledge across the countries.
- Reduce the size of the Secretariat and consider the pros and cons of a move, at this juncture, out of Stockholm. The Secretariat's focus should be on global knowledge management, liaison with donors/funders and brand management.
- Introduce a mechanism for inter-regional cross fertilisation of ideas, sharing knowledge and lessons learned.

xxxi. Donors should consider reviewing their engagements with GWP in the interests of greater harmonisation. A suggestion is for donors to meet annually to agree a common approach to GWP and elect one representative to be an observer on the Steering Committee.

## CHAPTER 1: INTRODUCTION

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### 1.1 Description of GWP

The Global Water Partnership (GWP) was established in 1996 as an international network promoting an integrated approach to water resources management. GWP is an active partnership among all those involved in water management (government, academics, community groups, NGOs, the private sector and other interested parties) and for all uses of water (urban, rural, industry, agriculture and households).

The GWP mission is *“To support countries in the sustainable management of their water resources”*.

GWP's objectives are to:

- Clearly establish the principles of sustainable water resources management,
- Identify gaps and stimulate partners to meet critical needs within their available human and financial resources,
- Support action at the local, national, regional or river basin level that follows principles of sustainable water resources management,
- Help match needs to available resources.

The secretariat is based in Stockholm and the network consists of 12 regional and over 70 country water partnerships around the globe, predominantly in developing and transition countries. The Technical Committee provides both technical expertise through a panel of experts and has a broader function of helping to shape the substantive agenda of GWP, scanning, scoping, strategizing GWP thematic work in thematic priority areas, providing intellectual leadership on merging issues and spearheading initiatives. Expertise has also been made available to the Network through the nominated Advisory Centres<sup>3</sup>. Strategic direction of the partnership is guided by the GWP Steering Committee.

### 1.2 Background to the Review

This report describes the findings of the Joint Donor External Evaluation of the Global Water Partnership, carried out between August 2007 and January 2008. The Evaluation is a follow up to the 2003 External Evaluation and focuses on the 2004-2008 strategy period, a period which was to be characterized by ‘more action, more decentralization of operations both in terms of resource allocations and funding sources and a relentless quest for excellence in network management’ (GWP Strategy 2004-2008). The evaluation report has been prepared for the Joint Donor Group consisting of the Danish International Development Agency (Danida), the British Department for International Development (DfID), the Dutch Directorate General for International Cooperation (DGIS), the German Agency for Technical Cooperation (GTZ), Norwegian Agency for Development Cooperation (Norad), and the Swedish International Development Cooperation Agency (Sida). The Performance Assessment Resource Centre (PARC)<sup>4</sup> was commissioned to carry out the evaluation. The evaluation team included two members involved in the 2003 evaluation, also undertaken by the PARC.

### 1.3 Terms of Reference

The objectives of the review are to:

- Provide GWP partners, financiers and members with a comprehensive assessment of the progress, contributions, achievements and impact of GWP during the current strategy period (2004-2007)

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<sup>3</sup> Up until 2003, GWP had three advisory centres: DHI in Denmark, HR Wallingford in the UK and the International Water Management Institute (IWMI) in Sri Lanka. Since 2003, DHI has been the only formal advisory centre.

<sup>4</sup> [www.parcinfo.org](http://www.parcinfo.org)

- Assess if the GWP's overall approach 10 years after the initiation of the network is appropriate for what is needed from a global organization with global, regional and country level ambitions.
- Provide a basis and recommendations for the enhancement and improvement of both governance and performance of the GWP.

The scope of the evaluation includes an assessment of the:

- Mission, Goals and Strategies of GWP and its comparative advantage in relation to other organizations, initiatives and processes.
- Accomplishments and achievements of GWP at its various levels in relation to its stated goals, programme objectives and planned activities
- Appropriateness of GWP network governance and management arrangements.
- Appropriateness of Secretariat Management practices.
- Key issues relating to the long term sustainability of GWP at all levels
- Future challenges, given the current operating environment and GWP's potential future directions.

The full Terms of Reference is available in Annex 1.

## 1.4 Acknowledgements

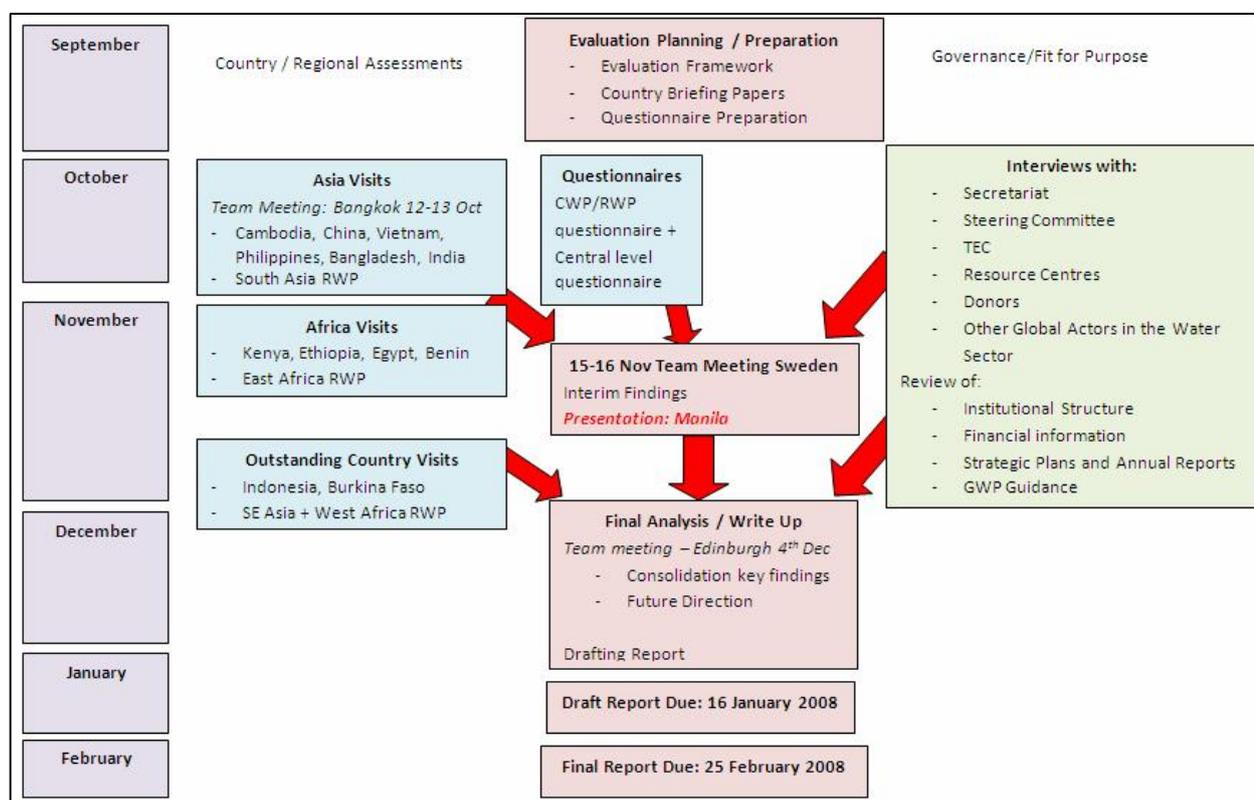
The evaluation team is grateful for the support that was provided by all those associated with GWP in conducting the evaluation. We received excellent cooperation throughout the process both in terms of information provision, opportunities for discussions and constructive feedback. Logistical support from the Secretariat was also much appreciated. Particular thanks to the Executive Secretary of GWP who was a key interlocutor for the team and whose commitment and openness throughout the process was valued.

## CHAPTER 2: METHODOLOGY

### 2.1 The Evaluation Process

The Evaluation was conducted in three phases:

1. A Scoping phase (August – September 2007) to identify the breadth of the evaluation, the most appropriate method for conducting the evaluation, and the number and location of countries and regions for the field visits. This entailed a review of background documentation, analysis of country and regional water partnership profiles and history, and a review of GWP structure and membership.
2. An Investigations Phase (September – December 2007) with three components:
  - a. Questionnaires. Two separate questionnaires were developed and distributed, one to the GWP members and a second for the central GWP structures focused on management, administration and technical advice.
  - b. Field Investigations. The evaluation team reviewed the activities and achievements of five regions and ten country water partnerships (including five case studies in detail).
  - c. “Central level” interviews with members of the Steering Committee, Secretariat, Financial Partners, Technical Committee Members, Advisory Centres, and professionals within the water and broader development sector.
3. A Strategic Analysis Phase (October – December 2007). This took place at a number of points throughout the evaluation:
  - a. Prior to the field visits to establish the criteria for country assessments, enabling comparison across different countries and regions. The team also established the framework for the country/regional reports and an outline of the final report requirements. (October)



- b. On return from the country and regional visits an analysis of the field findings and the preliminary findings on network governance and management. This analysis fed into the presentation on preliminary findings to the Steering Committee in Manila on Tuesday 27<sup>th</sup> November.
- c. Following further central level interviews and document review, the final findings on network governance, GWP's comparative advantage in relation to other agencies working in the water sector, and GWP's options going forward. (December)

## 2.2 The Evaluation Framework

Using the 2004-2008 Strategy as a guide, an evaluation framework was drafted to guide the broad lines of enquiry. The framework had three components:

1. *A results framework* outlining the objectives of GWP over the strategy period, indicators of success and the information required to assess progress.
2. *A baseline of progress* for each output drawing on the 2003 evaluation and the 2004-2006 interim report (GWP internal document). Outstanding questions fed into the evaluation questions below.
3. *A set of key evaluation questions* related to each GWP Strategy output to be asked at global, regional and country level through both interviews and questionnaires.

These three documents can be found in Annex 2.

## 2.3 Field Work

The selection of countries for field visits (bold indicates case study detail) was based on:

- An assessment of the maturity of the partnerships to seek a balance between those partnerships catalysed prior to 2003 and those after
- Donor preference to focus on Asia and Africa
- Re-visiting some of the countries visited during the 2003 evaluation to enable comparison and to track evolution
- A cross-section of size and scope of partnerships, water management challenges and differing policy and governance environments

**Table 1: Countries selected for review**

Regional Partnership Visited	Country Partnership Visited	Year Established	Visited in 2003 evaluation?
China	-	2000	Yes
South East Asia	Indonesia	2002	No
	Vietnam	2002	No
	<b>Philippines</b>	2002	Yes
	<b>Cambodia</b>	2007	No
South Asia	<b>Bangladesh</b>	1998	Yes
	Sri Lanka	2000	Yes
West Africa	<b>Benin</b>	2001	No
East Africa	Kenya	2003	No
	<b>Ethiopia</b>	2003	No
Mediterranean (not visited)	Egypt	Not yet accredited	No

Regions were selected for the countries visited to enable a 360 degree analysis of the relationship between countries, regions and the Stockholm Secretariat and to reflect areas where the reach of the network is concentrated<sup>5</sup>. During the course of the evaluation discussions were also held with representatives from a number of other regions including Central Africa, Central America and Central Asia. Country selection was presented to the donors on 14 September 2007 in a **Methodology Statement** and approved in subsequent discussions.

As each country visit was necessarily short (2-4 days), a **country briefing paper** (approximately 10 pages) was produced to facilitate informed in-country discussions and to assist with country reporting. These papers were produced through desk research and provided team members with information on the macro water

<sup>5</sup> Southern Africa was excluded from consideration given a parallel review of that region being undertaken by Sida. The draft report was shared with the evaluation team in November 2007.

situation in the country, the challenges to water resource management, the key actors in the water sector and the policy and legislative environment. Information on the country water partnership including structure of the partnership, the number of partners and key activities was drawn together from GWP progress reports. To supplement the Evaluation Framework, some initial areas for in-country exploration were also flagged in the briefing papers.

Using a uniform framework (see Figure 2) each Country Water Partnership was assessed on:

1. What the Partnership achieved, given the relative maturity of the institutional, policy and legal environment they are working within; and
2. The relative strength of their organisational structure.

**Figure 2: The Framework for Assessing Country Water Partnerships**

	Country progress in IWRM				Influence of the CWP on this progress			
	Low	Medium	High	Not Known	Low	Medium	High	Not Known
Awareness of IWRM			X				X	
Capacity of key stakeholders		X				X		
Water related policy / legislation with IWRM principles		X			X			
Broader development policy consistent with IWRM		X			X			
Organisations structured in line with IWRM principles		X				X		
Financing of IWRM priorities (eg changes to MTEFs demonstrating greater government allocation for water challenges)		X			X			
Engagement with regional actors on IWRM issues			X			X		
<b>ORGANISATION OF CWP</b>	Low	Medium	High	Not Known	Trend since 2003 evaluation			
Formal structure and status			X		Up			
Strong Leadership			X		Up			
Active involvement of partners in:								
a. Central Government			X		Up			
b. Local Government		X			Up			
c. NGO			X		Up			
d. University			X		Up			
e. Private Sector		X			Up			
Clarity of future role	X				Down			
Financial security	X				Down			

Comparison of these frameworks across all countries visited enabled the team to establish trends and come to conclusions about how GWP is evolving at the country and regional level. These results are discussed in Chapter 3 of this report. Detailed illustrations, in the form of individual reports on the five focus ‘case study’ countries, on the contribution of GWP to IWRM in a national setting are provided in Annex 3. This includes a representation of inputs – outputs – outcomes – impact. A set of working notes covering information gathered from other countries and the regional visits have been compiled.

## 2.4 Questionnaires

Two questionnaires were produced to capture the views of GWP members and associated professionals that the team did not have the time or resources to visit.

### *The Questionnaire to GWP Members*

This questionnaire in English, Spanish and French aimed to assess what members at country and regional level value about GWP, GWPs contribution to improving water resource management in the local context, the utility of GWP Services provided by the central GWP structures, and the clarity of GWP’s governance structure. The questionnaire was distributed via the Stockholm email list-serv to all Regional Water Partnerships and the Country Water Partnership chairs. This was then forwarded to their members, which at the time of distribution, according to GWP records included 1847 members. Despite two reminder emails and telephone contact with the chairs of Country Water Partnerships, only 71 responses were received, giving a low 4% return rate. However, responses were received from over 50 countries in all GWP regions and provided useful insights.

### *The Questionnaire for Central GWP Structures*

This questionnaire focused on the contribution of GWP to its stated objectives, its responsiveness to country and regional needs, GWPs global networks, and issues of GWP governance and sustainability. The

questionnaire was distributed to 156 people including members of the Steering Committee, Advisory Centres, Secretariat, Financial Partners, Technical Committee, and Consulting Partners. Only 12 responses were received giving a response rate of 7%. It should be noted that the evaluation team held meetings with a number of individuals within these structures.

It would be irresponsible to give significant weight to the questionnaire findings, given the very low return rates. Rather, the information has been used as another information source (alongside interviews and document review findings) to assist with drawing relevant conclusions.

The questionnaires and an interpretation of the findings are presented in Annex 4.

## CHAPTER 3: THE PERFORMANCE OF GWP 2004 – 2007

This section of the report assesses the performance of GWP against the five outputs and associated 'illustrative performance indicators' set out in the 2004-2008 strategy document; addressing the Terms of Reference (see Annex 1) as follows:

- Strategy Outputs 1, 2, 3 and 4 assess GWP accomplishments and impact (ToR C2)
- Strategy Output 5 assesses issues of network governance and management (ToR C3), Secretariat Management (ToR C4), and Sustainability (ToR C5).

For each Output the associated vision is described and, drawing on the 2003 evaluation, a baseline position conveyed. The final section of the Chapter provides a consolidated account of performance and a view on the momentum realized vis-à-vis the earlier strategy period.

### 3.1 Output 1: IWRM policy and strategy development facilitated at all relevant levels

This output is primarily about translating IWRM principles into mainstream regional and national policies. The vision is for GWP to be a strategic partner for national and regionally representative 'government institutions' to assist policy makers by facilitating necessary multi-stakeholder processes and providing technical support. This approach aimed to build on a baseline position (2003):

- In 6 years GWP has established a global network that has made an effective and significant contribution to global recognition of IWRM.
- There is broad recognition of the value that a "neutral multi-stakeholder platform" GWP enables internationally and at the local level
- In some countries/regions there is a perception of too much focus on awareness raising of IWRM and not enough on local engagement and capacity building to implement IWRM

#### 3.1.1 Global Level

##### **Illustrative Performance Indicators from 04-08 Strategy:**

- Recognition of the role of water and water resource management principles play in a policy for sustainable social and economic development at global, regional and national levels
- Recognition of water's role and contribution to the MDGs more generally and acceptance of national IWRM plans as a key MDG

GWPs global policy leadership in the previous strategy period (2000 -2004) gave the organisation a high profile in international water circles. Interviews and questionnaire results indicate that in 2007 GWP is still recognised as "the" institution advocating for IWRM on the global stage. GWP clearly benefits from the strong leadership afforded by its charismatic and well respected, now outgoing, Executive Chair and the professional profiles of members of the Steering Committee and TEC. However there is a perception amongst some stakeholders that the organisation has lost its cutting edge, focus and ability to interpret and drive the global policy agenda through an IWRM lens. This suggests that the visibility of GWPs clear efforts in the political and global advocacy arena over the strategy period has been low. There was little evidence of confusion or overlap between the mandates of different global water organisations over this strategy period, with GWP seen as having a clear niche in IWRM and facilitating multi-stakeholder dialogues.

The 2004-2008 Strategy period has been marked by a focus on supporting the implementation of IWRM at a country level through the development of national IWRM plans, an activity area which has received the support (largely focused on a number of African countries), of Dutch, Canadian and US Department of State "restricted funding". GWP has had considerable success in developing these plans but perhaps more so in

catalysing and strengthening the water partnerships that have received these funds. There is mixed evidence about whether the country level IWRM plans have become “integral/guiding” strategy documents.

Key activities related to global IWRM policy and strategy advocacy over the 2004-2008 period include:

- The Catalysing Change series of publications produced by the TEC. The series commenced with “A Handbook for Development of IWRM and water efficiency strategies” (2004) and was supplemented by a set of policy and technical notes. One of these policy notes addressed the issue of how IWRM assists countries to meet the MDGs. The handbook publication has been translated into local languages by a number of countries across the globe and is considered a useful document. The publication also contributed to GWP being invited to be an official observer at UNESCO. The Executive Chair of GWP and members of the TEC and the Secretariat have contributed to both UN water activities and the UN MDG task force over this strategy period.
- The National Dialogues Initiative was launched in August 2006 as a follow up to commitments on IWRM planning made at the Johannesburg World Summit on Sustainable Development in 2002. A commitment of USD 1,000,000 has to date<sup>6</sup> supported over 100 dialogues across 42 countries. A recent internal review led by the TEC found that most of the CWPs involved, particularly those with stronger organizational structures and plans, had effectively used their NDI funds to achieve impressive short-term results. Importantly NDI funds allowed countries to: (i) work further on issues already on their agenda’s; (ii) more quickly fund activities already planned; and (iii) mobilize members to seek additional or matching funds. The dialogue exercise allowed GWP to utilise one of its core strengths, of providing ‘a neutral platform’ for discussion. In some cases however CWPs used NDI funds as an initial introduction to GWP and IWRM principles without linking related activities to ongoing water policy processes. The absence of any specific objectives for the respective CWPs – developed and set within the general GWP 2004-2008 strategy frame – limits any assessment of the extent to which dialogues funded in 2006 and 2007 have contributed to change at the national level.
- Follow up dialogue on water governance in East and West Africa (2006-2007) as part of a wider EU funded programme. Through this funding, a GWP consultant developed a ‘water governance score card’. Initially the Partnership had hoped to work with Transparency International (TI) on a ‘water integrity network’. However, concern over potential opposing views of a national TI chapter and the strong links GWP has forged with the national government prevented further collaboration.
- The 10 year anniversary of GWP in 2006. This was celebrated with the first global partners’ meeting and the release of the publication *The Boldness of Small Steps*. Those that participated considered the event interesting and it helped to reinvigorate country level interest in GWP and strengthen the affinity between the members of the network. It also served as a “thank you” for existing GWP members and supporters. Whilst the broad aims of the meeting were achieved it was perhaps a missed opportunity to entice new members to the partnership and to broaden the support base for GWP.
- The 2007 publication and presentation on Climate Change Adaptation were produced by the TEC. A number of GWP country members noted that the paper is informative, interesting and topical. However, others were unclear how Climate Change fits within the overall GWP strategy and whether they are to advocate the linkages between climate change and water resource management as the key message of GWP. This highlights some confusion about GWP’s central level policy direction and how it is communicated. It also indicates some confusion at country and regional level about whether they are to be “on message” and actively advocating central level messages, or focusing primarily on their own priorities.
- EU Financing Water Group: GWP is an active participant in the EU Financing Water Group. GWP aims to bring a distinct ‘voice’ to this arena by consistently advocating for broader thinking and a

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<sup>6</sup> See National Dialogues Initiative draft Report, TEC November 2007.

more integrated approach to financing rather than simply addressing financing of specific sub-sectors, specifically water supply and sanitation. GWP ran a series of regional workshops to obtain regional/ country input into how to address some of the issues raised in the original Camdessus report.

- Fostering political will through selective representation of GWP Organisation (GWPO)<sup>7</sup>, and where possible members of regional partnerships, at conferences and through active engagement and influence in UN led processes including the *UN Millennium Project Task Force on Water and Sanitation 2002-05* (the Task Force report included a strong recommendation on IWRM), the *United Nations Secretary General's Advisory Board, 2004 on* (one result of which was the Secretary General issuing a call to all countries to report on their progress on IWRM plans at the 2008 session of the CSD). The TEC Chair and GWP Global Coordinator have been active members of the *UN Water Task Force on Indicators and Reporting'* since its establishment in 2006 and have played a strong role in shaping the guidelines that accompanied the call from the Secretary General. More recently GWP has been engaged in the Copenhagen Road Map initiative.

Within the activities of the GWPO there is overlap between regional and global level work. Overall the focus is on keeping IWRM on the political agenda and ensuring global issues are more quickly understood and interpreted within the regions. Up until 2006, GWPs 'global' activities were hidden within the general sea of activity. In response to enquiries raised by the Steering Committee the global level was given its own focus and a limited set of resources, consisting of dedicated Secretariat staff time and TEC inputs.

There is a concern, that despite greater focus and resources and the clear efforts of GWP as evidence above, a perception exists amongst some stakeholders of GWPO failing to keep up with opportunities and, as a result, losing its visibility and legitimacy in global fora. This is also seen as threatening to erode the position of GWP as a global thought leader on the links between water and broader social and economic development.

### 3.1.2 Regional Level

#### **Illustrative Performance Indicators from 04-08 Strategy:**

- Recognition of the role of water and water resource management principles in policy for sustainable social and economic development at global, regional and national levels
- Incorporation of IWRM in trans-boundary river basin agreements and plans and implementation through participatory multi-stakeholder processes

Since the last evaluation the Regional Technical Advisory Committees (RTACs) have been transformed into Regional Water Partnerships (RWPs) and had their management, financial and administrative processes strengthened. This is further explored under section 3.5 on Governance. One consequence of this transition has been a loss of technical advisory capacity within the regional structures. Some RWPs have established and resourced equivalent technical advisory bodies but the functioning of such arrangements has often proved problematic.

The evaluation team visited five regions (South Asia, South East Asia, West Africa, East Africa and China) and found significant variability in operation. Some Regional Steering Committees and Secretariats are actively contributing to the regional policy agenda, supporting countries to manage their own programmes, and supporting fund raising for country and regional level activities. Others were considered by the countries as primarily a financial conduit and less active in regional agenda setting and supporting countries.

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<sup>7</sup> GWPO refers to the Global Secretariat in Stockholm and TEC

The regional secretariats in Africa have a high profile amongst both water and broader governance bodies in the Continent, such as the African Ministers Council on Water (AMCOW) and the African Union. AMCOW is responsible for providing political leadership, policy direction and advocacy in the use and management of water resources through a number of mechanisms such as the African Water Facility, which is administered by the African Development Bank. The Facility was established to help implement the African Water Vision and a Framework for Action (2000). In late November 2007 a MoU was signed between AMCOW and GWP stating that GWP will act as technical resource on water and as the secretariat for AMCOW.

This collaboration has come about through strong relationships between the African regional water partnerships and senior members of AMCOW. Consequently, GWP is well positioned to feed into policy debates that determine how water is managed in Africa. In addition to helping to drive a continental agenda, dialogue at the regional level helps to pave the way for policy change at country level. This greatly supports and adds legitimacy to the country water partnerships.

The West Africa region provides a good illustration of a RWP that has taken advantage of its co-location in Ouagadougou to actively engage with regional bodies (the Water Resources Coordination Unit of ECOWAS) and to make a contribution to shaping the regional agenda.

Some Regional Steering Committees and Secretariats, such as South Asia, have to date had a limited role in progressing regional dialogue and moreover have not impacted significantly on regional water policy or on how country water partnerships operate. Inter-country relations are complex in this region, which is reflected in the governance of the regional water partnership. GWPO attempts to strengthen this partnership will hopefully see a more positive contribution to regional dialogue in the future. Recent initiatives including a MoU signed between the South Asia and the China Partnership, suggest a new energy. The SEA Region has made steps forward in its regional engagement through links to the ASEAN Working Group on Water Resource Management in 2003 but has not been able to systematically build on this engagement during the current strategy period. In general countries visited in the South Asia and South East Asian regions viewed the regional structures as a conduit for funding and an additional bureaucratic layer. The regional partnerships were also cited as the source of delays and additional expenditure, rather than as a technical, managerial and financial support. In some cases the country water partnerships within the regional partnership are stronger than the regional partnership.

The strength observed within the African regional water partnerships suggests the importance of three contributing factors:

1. The strength of the support received. The Dutch and Canadian funded Partnership for African Water Development (PAWD) programmes provide additional funding to 11 African nations. The corresponding regional partnerships receive funds to support PAWD countries to implement their programmes and to facilitate learning. Therefore they have more funds, more staff, and greater capacity than other regions. This provides an effective 'core' which they can build on and operate more widely.
2. The relative stability of the regional secretariat structures. In Asian regions the secretariat structure moves with the chair, resulting in institutional memory loss and limited opportunity for policy continuity.
3. The dynamism of the regional chair and regional secretariat staff. In some regions there has been significant variability in ability to engage in regional policy discussions from one chair to the next. What the evaluation team is providing is a snapshot in time, rather than a static picture. The reality is that the commitment and availability of individuals plays a key role in a low resource network such as GWP.

Of the five regions sampled, only in West Africa and China<sup>8</sup> did the evaluation team find evidence of active and useful engagement in and progress on trans-boundary river issues. In a geographically, ethnically and religiously diverse region such as South East Asia, there is some question about whether trans-boundary issues are relevant for non-Mekong countries. In East Africa there are institutions set up to manage trans-boundary issues, such as the Nile Basin Initiative. Whilst GWP has a collaborative role, it does not have a leading role. In South Asia trans-boundary rivers are the source of major environmental, social and economic concerns. The bodies that exist to mediate concerns are limited in scope and influence. GWP could potentially play a role as a neutral platform for dialogue in this region but to date it has not engaged strongly due to both political sensitivities and organizational challenges in the region. There are plans to become more actively engaged in 'political' processes in South Asia.

The regions have conducted various conferences, both self initiated and building on global initiatives, such as the Water Financing Conference series in South East Asia and the Water, Media and Life series in East Africa and South Asia. Whilst the events appear to have been well attended, participants at country level commented that they had limited input into the content of the conferences, and few streams of work have emerged as a result of these conferences.

### 3.1.3 Country Level

**Illustrative Performance Indicators from 04-08 Strategy**

- Recognition of the role of water and water resource management principles in policy for sustainable social and economic development at global, regional and national levels
- Integration of IWRM into national cross-sectoral development plans (PRSP, National Environmental Action Plans etc)
- Recognition of water and IWRM in national sectoral plans
- Incorporation of IWRM into national water policy and strategy with implementation through multi-stakeholder processes.
- Incorporation of IWRM into local level river basin/catchment plans and implementation through multi-stakeholder processes.
- Preparation of national IWRM framework/plans in at least 15 countries by 2005 and implementation initiated by 2006. A further 25 framework/ plans by 2007 and implementation initiated by 2008. All obtained through participatory multi-stakeholder processes.

Evaluators visited 10 countries across six regions. An analysis of Table 3 below indicates that, both prior to and during the current strategy period, GWP has made a significant contribution to raising awareness of IWRM in most countries.

**TABLE 2: GWP Achievements at Country Level**

Country	Awareness of IWRM		Capacity of Stakeholders		Water policy, legislative reform		IWRM principles in broader development policy		Changes to organizational structures		Greater financing to IWRM activities		Engagement with regional actors	
	Exist*	GWP*	Exist	GWP	Exist	GWP	Exist	GWP	Exist	GWP	Exist	GWP	Exist	GWP
Bangladesh	H	H	M	L/M	H	H	M	M	L	L/M	L	L	L	L/M
Sri Lanka	H	M	M	M	L	H	M	M	L	M	M	M	L	M
Cambodia	M	L	L	L	M	L	M	L	L	L	L	L	M	M
Philippines	M	M	M	L/M	H	H	M/H	M	L	L	M	M	M	H
Vietnam	H	M	M	M	M	H	M	M	M	L	M	L	H	H
Indonesia	H	L	M	L	H	L	M	L	H	L	M	L	NK	L
Benin	M	H	L	H	M	H	L	M	M	M	M	M	L	M
Ethiopia	H	H	M	M	M	L	M	L	M	M	M	L	H	M
Kenya	H	M	H	L	H	L	M	L	M	L	M	L	H	H
Egypt	M	L	L	M	M	M	L	L	L	L	L	L	M	M

Exist\* - Baseline position: what already exists in the country. GWP\* - GWP contribution to changes. L=Low, M=Medium, H=High, NK = not known

In two-thirds of the countries visited, GWP made contributions to enhancing and developing the policy environment to best respond to the IWRM agenda. A uniform contribution highly valued by stakeholders, is the ability to provide a neutral platform for dialogue, which can broaden representation in policy processes. Examples of GWP contribution in this regard within the current strategy period are:

- The Philippines Water Partnership supported the development of the Philippines IWRM Framework plan by providing a neutral platform for multi-stakeholder dialogue and consensus. Agencies such as the National Economic Development Agency are currently considering how to integrate the IWRM framework into their assessment framework for upcoming project and development proposals. The partnership has also contributed to the development of the New Water Code, making a number of suggestions to improve its content.
- China's four Provincial Water Partnerships played an active role in the implementation of the 2002 Water Law. Workshops and Seminars were held at the provincial level resulting in concrete recommendations for provincial level regulations and decrees to support the national legislation.
- Two members of the Bangladesh Water partnership are involved in the drafting of the National Water Code. The partnership also facilitated multi-stakeholder dialogue during the development of the National Water Management Plan.
- The Vietnam Water Partnership, through its water policy dialogues, was requested to conduct several studies and activities through which IWRM principles were discussed and applied including: i) dams and development study; ii) water for the poor; partnership in action, ADB; iii) functions of state management of water resources and; iv) sustainable utilization of the Hong River waters using an IWRM approach.
- The Benin Water Partnership played, and still plays, a significant facilitating role in the preparation, formulation and awareness creation regarding the Water Charter, the Water Policy and the IWRM action plan. The major result of its role is an improved quality of the charter and an acceleration of the approval process for the water charter.

#### **DEVELOPING IWRM PLANS WITH RESTRICTED FUNDING**

CIDA, the US Department of State (USDoS) and the Dutch Government provided funding to assist 14 countries in IWRM planning (CIDA funded Partnership for African Water Development (PAWD) 1: Kenya, Malawi, Senegal, Mali, Zambia, USDoS: Ethiopia, Indonesia and El Salvador and the Dutch funded PAWD 2: Benin, Cape Verde, Cameroon, Eritrea, Mozambique, Swaziland). The proportion of these restricted funds compared to GWP's overall expenditure has risen dramatically over the Strategy Period from USD1.1 million in 2004 (11% of total expenditure) to USD4.7 million in 2007 (35% of total expenditure). Supporting IWRM plan development in these countries is therefore a major GWP activity.

Through the restricted funds, major progress has been made in the policy framework for the water sector. Sub-sector policies, strategies and plans (mainly for urban and rural drinking water supply) have been prepared and IWRM policies and plans are under preparation or already in draft in most countries. However there are some caveats to what has been considered generally strong progress:

- The IWRM plans are not always fully owned by the recipient country as external experts often play a major role in the preparation and formulation process
- Official approval of these strategies and plans often takes a long time, partly due to the inherent nature of such processes and what appears to be the weak 'demand pull' within the country.
- Strategies and plans serve no purpose unless translated in operational terms. This is particularly important for an issue like IWRM where concepts are difficult to understand unless concrete actions are identified.
- The quality and role of the CWP differs substantially from one country to another
- First generation PRSPs did not pay attention to the water sector. Even in second generation PRSPs water does not have a prominent place. The drinking water sub-sector is often dealt with in relation to the drinking water MDGs, but IWRM is hardly mentioned in most PRSPs. The water sector is thus under-represented and under-funded in most PRSPs
- The water sector remains primarily inward looking (discussing amongst themselves) and is not generally adept at indicating the importance of the sector to the Ministries of Finance.
- Poverty does not get attention within the water sector. No pro-poor water policies are being formulated on the assumption that the PRSP is good enough as a poverty strategy.

In just over half the countries visited GWP has contributed to capacity building in IWRM. This has primarily been in form of training in IWRM principles and case studies of how these principles could be applied locally. Training is generally conducted by GWP partners for policy makers, academics, students, NGOs and specialists in the water field.

A number of countries have been relatively successful in engaging with regional actors to further the IWRM agenda. This is particularly the case with donors such as the Asian Development Bank and African Development Bank. Some countries have contact with regional policy institutions such as the African Union, UNEP, African Ministers Council on Water, the ASEAN Working Group on Water Resource Management and the South East Asia Water Utilities Network.

However, on the whole, GWP has been less successful in:

- encouraging broader development policies such as PRSPs, national development plans and other sectoral plans to reflect and consider IWRM;
- supporting organizational reform in countries in support of IWRM principles;
- encouraging increased financial flows to the water sector; and
- facilitating grassroots implementation of IWRM principles.

There are isolated examples of success in the above categories. For example the Philippines Water Partnership played a role in advocating for the inclusion of IWRM as a factor critical to the country's development in the Medium-Term Philippines Development Plan 2004 – 2010. Ethiopia, with US Department of State funding, has managed to pilot the implementation of IWRM principles in two sites achieving buy in from four levels of government (National, Regional, Woreda and Area levels). The multi-stakeholder mechanisms operating in these sites have already reduced the number of water conflicts.

There is clearly a diversity of achievements at country level, ranging from countries focused on awareness raising, to influencing policy and legislation, to facilitating the implementation of IWRM at grassroots level. There is significant advancement since the last evaluation, particularly in the areas of developing IWRM plans, engaging with regional actors and in influencing policy. This progress highlights the potential of GWP to push beyond awareness raising to facilitating implementation.

Most countries believe they need to demonstrate how IWRM can work at a local level. The concepts are generally well supported in country but those partnerships supporting implementation find it is not simple when attempting to translate concepts into action. Partnerships that have not moved beyond awareness raising feel they will lose credibility if they can not demonstrate the benefits of putting the principles into practice. However, a number of partnerships were hesitant to move in the direction of "facilitating implementation" at a grassroots level due to limited funding and a lack of clarity about whether this is actually part of their mandate.

#### **"Facilitating IWRM Implementation"**

##### *At Policy Level:*

Supporting dialogues that engage multiple stakeholders in developing or amending policies, strategies or plans in support of IWRM principles.

##### *At Grassroots Level:*

Assisting large government and/or donor catchment, river basin or water management projects/ programmes to address water use conflicts using an IWRM Framework. This can be through providing technical advice or enabling a neutral platform for dialogue at local or national levels.

### 3.1.4 Summary of Achievements and Challenges in relation to Output 1

#### *Achievements*

- Most CWPs surveyed have made a significant contribution to raising awareness of IWRM; two-thirds have been successful in contributing to and enhancing the policy environment; over half of the countries visited had contributed to capacity building in IWRM; and a number of countries have successfully engaged with regional actors to further the IWRM agenda. This is impressive progress since the previous strategy period.
- There has been significant advancement in the development of national IWRM Plans where restricted funding has been provided and significant strengthening of the country partnerships (and their respective regional water partnerships) involved in developing these Plans
- More TEC resources were produced focusing on assisting countries to better understand IWRM and its various applications, particularly popular is the 2004 IWRM handbook.
- Very recent TEC engagement on topical policy issues such as Climate Change Adaptation was useful and informative for countries.

#### *Challenges*

- A global focus since 2006 on technically supporting countries and regions has perhaps come at the expense of leading global policy advocacy. GWP needs to continually demonstrate and communicate its ongoing relevance.
- Very few Regional Water Partnerships are tackling trans-boundary issues.
- CWPs appear to find it more difficult to influence PRSPs around the importance of IWRM, support organisational reform, increase financial flows to the water sector and facilitate grassroots implementation of IWRM principles.

## 3.2 Output 2: IWRM programmes and tools developed in response to regional and country needs

Through this output GWP hopes to consolidate its position as an international focal organization facilitating the use of IWRM processes and tools in the day to day practice of water management. The output focuses on the development of tools that respond to country and regional level needs, and also aims to capture and feed in learning and knowledge from within the country and regional network.

### Illustrative Indicators from 04-08 Strategy

- Demonstrated ability of regions and countries to express specific needs for programmes and demonstration of IWRM application
- Demonstrated access of regions and countries to a set of relevant tools and programmes for helping IWRM Plan implementation
- Extensive demand driven use of GWP programme services (Associated Programmes, Advisory Centres and individual experts), by regions and countries, in achieving the implementation of IWRM plans
- Demonstrated increase of capacity in relevant institutions for successfully implementing IWRM
- Demonstrated improvement in water management practices relating to specific thematic areas such as river basin, groundwater and flood management

The current strategy aims to build on the 2003 baseline position:

- The Toolbox has not been fully embraced across the regions.
- More tools are needed in the area of governance and public administration
- The Toolbox needs to be supported by a system of on-site capacity development, perhaps in conjunction with CAPNET.
- Capacity development should be seen as a key deliverable of GWP.

### The GWP Toolbox

Questionnaire responses from GWP members rated the Toolbox as the most useful service provided by the GWPO. Field visits confirmed that there was widespread awareness of the toolbox in most countries and all regions visited. The previous evaluation noted that it was primarily academics using the Toolbox, but the current evaluation shows policy makers are increasingly aware of and using toolbox documents. Country water partnerships report primarily using the toolbox for identifying IWRM concepts and then tend to use local or regional examples to demonstrate how the concepts might be applied in practice.

A number of countries have translated Toolbox documents into their local language, particularly the IWRM handbook. Countries see significant value in tailoring the Toolbox to include materials that address their own IWRM challenges and local case studies. Malaysia is developing the South East Asia Toolbox and there is significant interest from partners in the region. Impressively, this initiative was catalysed locally.

It is clear that GWPO's efforts to increase awareness and utility of the Toolbox have been a success. However, it is important to note that countries are keen to learn from each others' experience and highly value the opportunity for south-south exchange. The Toolbox is one method of sharing information but topic based exchange visits or twinning arrangements could hold value for more in depth collaboration.

### The Technical Committee (TEC)

The TEC has taken a number of steps throughout the strategy period to strengthen its responsiveness to country and regional needs. This includes; involving more members of the Regional Water Partnership in TEC activities, convening a regular TEC meeting in Johannesburg in 2005 to enable interaction with major country

participants involved in the PAWD project and provide feedback on their work thus far and TEC members actively inputting and participating in the African regional Partners meeting in Mombasa in 2007. Leading on from the PAWD meeting TEC mobilized a Reference Group, sometimes referred to as the “half-way TEC”, to review the IWRM plans being developed under Canadian, Dutch and US Department of State funding. Countries that received assistance from the Reference Group felt it added significant value and helped to improve the quality of IWRM plans.

TEC has produced the “Catalysing Change” series since 2004. The series commenced with the IWRM Handbook which was subsequently supported by a set of 5 policy briefs and 5 technical briefs produced between 2005 and 2007. This appears a concerted effort to provide tools that would be useful at the country level. The most popular documents on the GWP website (according to information reported in early 2007) were produced prior to 2004: Paper 7 on *Effective Water Governance*, Paper 4 on *Integrated Water Resources Management*, and Paper 8 on *Poverty Reduction and IWRM*. The TEC has also made efforts to circulate documents in hard copies and CDs; approaches to information sharing which are particularly useful in low income countries.

Other than the IWRM handbook and the recent publication on Climate Change Adaptation, most partners at the country level did not mention TEC publications. In the members’ questionnaire, the TEC ranked fifth out of seven GWPO services in terms of utility for country partners, followed by resource centres which were ranked second from bottom. However, the Toolbox produced and updated by TEC, was ranked the most useful service.

### **GWP Advisory Centres**

GWP has had agreements for the provision of advice and technical expertise with three recognized institutions (called Advisory or Resources Centres) associated with GWP since its early days: Danish Hydraulic Institute (now known as DHI), International Water Management Institute in Sri Lanka, and HR Wallingford in England. During the 04-08 period there has only been an active agreement with DHI. While recognizing that good quality services have been provided, there has been some criticism among the membership about the exclusiveness of this arrangement. The arrangement was never intended to be exclusive and GWP abandoned the concept of Advisory Centres in 2006. However, it maintains linkages with DHI until the indirect funding for DHI comes to an end in 2008.

In the future technical advice will be sought on the open market with a preference for agencies from the South. Discussions at the country level reveal that Advisory Centres have not been used widely. There were only a few reported cases of a country or region hiring an individual from the Resource Centre.

### **Cap-Net**

Engagement with potentially useful partners, such as Cap-Net, appears highly variable. Some South East Asian partners were actively working with Cap-Net on IWRM training whilst in Africa Cap-Net were seen “the new kid on the block” and not able to add value. UNDP’s Cap-Net Programme appears a natural partner to support GWP in IWRM capacity building. However, this partnership clearly has not reached its potential constrained by the variability across the globe within the capacity and organizational integrity of Cap-Net.

Both interviews and the questionnaire indicated that countries want greater priority afforded to the provision of technical support, particularly as they move beyond awareness raising to facilitating implementation. This implies the need for more localized knowledge and expertise in a broad range of areas that might include the financing of water, legal/policy development, governance, conflict resolution and facilitation. TEC produces papers and guidance on issues that have global relevance and does not have the resources to respond to the unique needs of countries. Cap-Net, focused on human capacity building and training, is not currently capable of filling this void. Given the needs of the countries and desire to engage in south-south learning, perhaps more localized technical resources would be valuable.

### 3.2.1 Summary of Achievements and Challenges related to Output 2

#### *Achievements:*

- Awareness and breadth of utilisation of the toolbox is significantly improved since the last evaluation. There are signs of ownership as regions such as SEA are tailoring the toolbox.
- TEC has made moves to be more responsive to CWP/RWP needs, where these contribute to a global agenda. Some of these initiatives have been appreciated at the country level.

#### *Challenges:*

- GWP advisory centres (which phase out in 2008), TEC and Cap-Net cannot provide the level nor amount of support required by the CWPs/RWPs. More localised technical resources might be useful.

### 3.3 Output 3: Linkages between GWP and other Frameworks, Sectors and Issues (e.g. poverty, employment, trade, economic growth, health, biodiversity)

One of the major objectives of GWP is to encourage dialogue about the interfaces between water and broader anthropocentric issues such as access to water, poverty, employment, trade, economic growth, health. This output is meant to ensure that the IWRM principles are taken into account in programmes that derive from other frameworks and to actively learn from and enhance synergy between GWP and associated programmes.

#### Illustrative Indicators from 04-08 Strategy

- Clear linkages to the water sector articulated and integrated within major programs dealing with other frameworks (notably environment, health, poverty, trade).
- IWRM principles integrated within major on-going programs dealing with different water uses such as, water for agriculture, water supply and sanitation or water for energy.
- Alliances with strategic partners at global, regional and country levels forged and nurtured.

The previous evaluation found that:

- Associated programmes such as Cap-Net are not always clearly identified with GWP – greater dialogue and promotion is needed.
- There are many international initiatives related to water and to avoid potential for confusion, GWP needs to build close cooperation with some agencies such as the World Water Council (WWC), Water Supply and Sanitation Collaborative Council (WSSCC) to reduce overlap and rationalize/unify the message.

GWP has worked to more clearly define and formalize its partnerships with institutions at the international level in pursuit of strengthening linkages between GWP and other frameworks, sectors and issues. Associated Programmes are being phased out and “Alliance Partners” have been formed, with signed Memoranda of Understanding (MoUs). Since the last evaluation, there has been a reduction from 20 Associated Programmes to 15 (both formal and informal) Alliance Partners. At the time of reporting there were eight active Alliance partners (with MoUs) and 7 of these have signed MoUs since 2004. Most of the existing MoUs are with agencies within the water sector dealing with different water uses. GWP has active links (without MoUs) with five additional Alliance Partners. A greater portion of the informal links are with organizations outside of the traditional water sector including UNDP on governance, the World Economic Forum with beverage corporations on water resource management, and the World Meteorological Organisation on flood management.

**Table 3: GWP Alliance Partners**

Organisation	Date	Active?	Purpose of Partnership
<b>With formal MoU</b>			
Water Supply and Sanitation Collaborative Council	12/08/07	Yes	Communication and programme cooperation
International Network of Basin Organisations	19/05/03	Yes	River Basin Management collaboration
World Water Council	05/02/04	Yes	World Water Forums – Discussion on 5 <sup>th</sup> WWF in March 2009
International Union for the Conservation of Nature	24/09/05	No	Environment and the toolbox
South Pacific Applied Geoscience Commission	14/10/05	Yes	Acting for GWP on IWRM matters in South Pacific
EU Water Initiative Finance Working Group	May 2006	Yes	GWP hosts this working group in Stockholm and works in collaboration on financing matters related to water
Institute for Water	27/09/07	Yes	Cooperation on range of IWRM activities

Resources			
Gender and Water Alliance	06/10/03	No	Gender mainstreaming in IWRM. Active from July 02 and currently inactive but plan to establish MoU.
African Ministers Council on Water (AMCOW)	11/2007	Yes	GWPO provide technical and secretariat support to AMCOW
Asian Development Bank	08/2006	Yes	Collaboration in the Asia Pacific Region on implementing the Hashimoto Action Plan, Asia Pacific Water Forum, implementation of IWRM in the region and collaboration on ADB's Water Financing Programme
<b>Informal working links (no MoU)</b>			
UN-Water			GWP sits as an observer in the UN Water committee that brings together all UN entities involved in water.
UNDP			Several activities, mainly for the CapNet programme, the Water Governance Facility and on the initiative on human rights based approaches and IWRM.
World Meteorological Organisation			Flood Management and GWP represented on WMO Management Board. Formal MoU has been discussed.
World Economic Forum			Working on an initiative with major beverage corporations on water saving and management.
International Water Management Institute			Working closely with TEC on various publications

There was no evidence of role confusion between GWP and other water related institutions during this evaluation. GWP has a clear niche in IWRM within the water sector and its relationship with other agencies were well understood at a global level, but perhaps less so at regional and at country levels.

The members questionnaire revealed that linkages with the Associated Programmes and access to the information these programmes provide was the second most useful service provided by GWPO.

However, there are limited links with organizations working in the agriculture and energy sectors, two areas where greater cooperation would strengthen the partnership

Whilst GWP is to be commended for formalizing its partnerships and more clearly communicating the nature of these partnerships, this has primarily occurred within the water sector. There are very recent indications that the Partnership is starting to broaden out its focus with the Climate Change work and the initiative with the World Economic Forum to support the beverage industry in water saving. GWP's strategic alliances should be clearly linked to the agendas they choose to influence. Additionally, the purpose of these partnerships, how they operate and their relevance to country and regional activities must be clearly communicated throughout the network.

### 3.3.1 Summary of Achievements and Challenges related to Output 3

#### *Achievements*

- The number of Alliance Partners has reduced and there are now formal MoUs outlining key areas of cooperation.
- There was no identity confusion evident between GWP and its Alliance Partners as was found in the previous evaluation. GWP has clearly established and communicated its niche.

#### *Challenges*

- Ensuring the purpose of Alliance Partners and the nature of the partnership is clearly communicated to all levels of the network.
- Most Partnerships are with water focused organisations with limited links to organisations in the agriculture and energy sector.

### 3.4 Output 4: GWP Partnerships established and consolidated at all levels

Output 4 recognises that partnerships are the main vehicles for change in policy and practices within countries. Only through strong partnerships with broad legitimacy involving different stakeholders is it possible to achieve outputs 1, 2 and 3. The aim of GWP is to build autonomous, self regulating, self financing bodies for the development and implementation of IWRM action plans.

#### **Illustrative Performance Indicators from 04-08 Strategy**

- GWP operational vision on “Partnership” established
- New partnerships established in priority regions and countries
- GWP network capacity-program on “partnership building” incl. global learning group in place
- At least five experiments on partnerships implemented and documented
- Existing GWP partnerships recognized as effective mechanisms for multi-stakeholder, cross-sectoral dialogues at regional, country and local level for facilitating IWRM advocacy and implementation

The 2003 evaluation found that:

- A strong global network and brand has been established. However, the fast-growing nature of the network is placing significant pressure on GWP, which needs to meet the greater demand for regional engagement and safeguard the brand and reputation of GWP
- The confusion between RWPs and RTACs needs to be removed to help build strong regional management and responsiveness. It may be necessary to establish RWPs and CWPs as legal entities before they become self financing.
- Regional management needs to be decentralized and strengthened
- To provide for more robust regional management of effective local engagement, current levels of funding to the regions need to be reviewed and increased
- In countries where GWP has little prospect of real government engagement beyond dialogue, GWP should review its investments and priorities
- AWPs should only be established where government is fully involved.

GWP has seen rapid global expansion over this strategy period. The number of registered partners has expanded three fold from 600 partners in 2003 to over 1800. There are currently 71 Country Water Partnerships (CWPs) compared to just 28 CWPs in 2003. This is a remarkable organic expansion of the network in four short years. In terms of managing the expansion, the evaluation team found no evidence of GWP removing any countries from the network due to an inability to effectively engage with government. Conversely it is actively seeking partnerships with countries with difficult governance situations such as Myanmar.

GWP has put significant effort into improving the integrity of the network by enhancing financial management, work planning, reporting and registration requirements for all country and regional water partnerships. It has also commenced a process to review GWP membership to ensure those registered as members are active in the partnership. The expansion of the network and strengthening of procedures is a credit to GWPO, particularly to the Network Officers, who have very demanding roles servicing a large number of countries via the regions they directly work with.

A perhaps unintended consequence of the work to strengthen the systems has been a perceived centralization of the network. Countries feel that they have three levels of management above them; the regional water partnership, the network officers, and GWP Stockholm. The challenge of operating a network

is to balance a shared set of common set of objectives with allowing the members the freedom to identify how best to engage with IWRM given their unique circumstances.

One of the key strengths of GWP is its ability to attract highly influential and charismatic figureheads to almost every country and regional partnership, and at the global level. This is interesting as, particularly at country and regional level, their involvement is largely voluntary. They are attracted to the international reputation of the organization, a firm belief in the benefits of introducing IWRM concepts into their local contexts, and having access to a network of like-minded influential colleagues across the globe. There is also a sense that GWP provides a platform for individuals that is distinct from those offered by other programmes. This is a significant advantage for GWP.

However, to retain the advantage, GWP has to ensure it maintains the interest of these individuals, by both staying in the lead on the global policy agenda, and by not burdening them with too much cumbersome administration. There is also a risk that country and regional partnerships dependent on strong individuals are significantly weakened and vulnerable when those individuals depart.

The present composition of the GWP partners can be divided into two categories: 1) developing countries that are orientated towards achieving the MDGs, and still dependent on development assistance and 2) transition countries that do not need much development assistance but are concerned with considerable environmental problems. There are very few northern developed countries who are partners. Northern countries participate in GWP primarily as donors.

### **The Regional Water Partnerships**

At the regional level, the 9 Regional Technical Advisory Committees (RTACs) present in 2003 have been replaced by 12 Regional Water Partnerships with more clearly defined structures and procedures. All regional partnerships receive the same level of core funding from Stockholm (USD250, 000/ region). However, those regions with countries receiving restricted funds (particularly CIDA and Dutch funding), receive additional sums to assist in the management of these programmes.

Most regions do not have sufficient resources to play a technical support role to the countries. GWP in Southern and West Africa have an interesting initiative, a Regional TEC facility, with technical professionals available to support countries on an ad hoc and pro bono basis. This model has operated with mixed results and effective operation seems to be constrained by available resources and current modalities.

Learning between countries in the region is relatively limited. Communications officers exist in Africa but not in Asia. Communication is also addressed in section 3.5.

### **The Country Water Partnerships**

The number of CWPs has more than doubled during this strategy period. Whilst highly variable in terms of the size, age and areas of intervention, the existence of influential and high profile individuals within all Steering Committee structures has translated into strong leadership of country water partnerships. All the partnerships sampled by the evaluators have strong central government involvement, which is critical for obtaining buy-in and ownership of IWRM principles. There is mixed NGO, private sector and academic institution involvement in the partnerships.

Most country partnerships exist on a very small core operating budget of between USD3,000 and USD6,000 per year. Through submissions to GWPO (via the regions), countries have the opportunity to access additional funds for dialogues and toolbox activities and are encouraged to source non-GWP funding for activities. CWPs commonly have one administrative/coordinator staff member with significant voluntary inputs from the Chair and Steering Committee Members of the Partnerships.

Table 5 reveals that almost all partnerships have a relatively low level of financial security. For Indonesia, Ethiopia and Kenya this is because restricted funds are ending and have not been replaced. Not many partnerships are pro-actively seeking funding outside of GWP, primarily for three reasons. The first is they are unsure if local fundraising is officially sanctioned by GWPO. Whilst it is stated as desirable the perceived centralization of financial control makes CWP's unsure. This is further discussed in Section 3.5. The second is that CWP's are not sure exactly how to seek funding and what for, particularly those with low levels of clarity about their future role. For example the opportunity to play a role in facilitating dialogue on large donor funded water resources/ watershed management projects has not been explored in many contexts. In Bangladesh the World Bank is funding a large (USD70-120 million) Integrated Environment and Water Resources Management Project, over 5-6 years to improve drainage, sewerage and water quality management in Dhaka. The project will require an inter-ministerial body to coordinate the implementation. This seems a good opportunity for GWP to play an active role in establishing multi-stakeholder mechanisms to ensure broad representation in decision making. There are similar projects/programmes in most developing countries.

**Table 4: Governance of Country Water Partnerships**

Country	Formal Structure		Leadership Strength		Active involvement of:										Clarity of Future Role		Financial Security	
	S*	T^	S	T	Central Govt		Local Govt		NGO		Academia		Private Sector		S	T	S	T
Bangladesh	H	↑	H	→	H	↑	M	→	L	↑	M	↑	L	→	L	→	L	→
Sri Lanka	H		H		M		M		M		M		M		H		L	
Cambodia	L	↑	M	↑	M	↑	M	↑	L	→	L	→	L	→	M	↑	L	→
Philippines	H	↑	H	↑	H	→	L	↑	M	↑	L/M	→	M	↑	L	→	L	→
Vietnam	L	→	M	→	H	→	M	↑	L	→	H	→	L	→	M	↑	L	→
Indonesia	H	↑	M	→	H		M		H		H		M		L		L	↓
Benin	H	↑	H	↑	H	→	H	↑	H	↑	M	→	L	→	H	↑	M	↑
Ethiopia	H	↑	H	↑	H	↑	M	↑	H	↑	H	↑	M	↑	L	↓	L	↓
Kenya	L	↑	M	↑	H	↑	L	→	M	→	M	→	M	→	M	↑	L	→
Egypt	L	→	M	→	M	→	L	→	M	↑	M	→	L	→	M	↑	M	→

S\* = Strength of Partnership in each category. Classifications: L=Low, M=Medium, H=High

T^ = Trend since 2003 evaluation. Classifications: → = no change ↑ = improved ↓ = declined. No arrow = insufficient evidence

Whilst some country water partnerships have registered as non-government organizations, the majority do not operate as legal entities in their country, and operate under the auspices of their host institutions. This leads to the third reason for low financial security. Many donors have devolved responsibility for decision making on in-country expenditure to their local offices. However, under agreements with government, donors can generally only provide funds to legally registered entities. Without formal registration, some CWP's may find it difficult to secure donor funding locally. In some countries receiving restricted funds, the duration of their host institution agreements has been tied to the restricted funding period. In these cases, hosting will need to be reviewed.

As the GWP network has been maturing and expanding fast it puts increasing pressure on already stretched network officers and regional structures. At this stage further expansion without significant reorganization and consolidation may make the partnership vulnerable to becoming solely a "talkshop" without adequate substance at the country level. Countries want to move from talking about IWRM concepts to facilitating implementation and need assistance in forging this direction. Facilitating implementation is about playing a technical advice role and mobilising multi-stakeholder platforms either at the policy level or at the grassroots level. The Sri Lanka CWP 'Lanka Jalani' provides an interesting and strong example of effectively integrating these two dimensions; their effective response including active engagement with the media to address

emergent local issues (e.g. sandmining), affecting the lives of people to which an IWRM approach offers a solution.

Partnerships do not want to take on the role of implementation, nor should they be inadvertently encouraged by funding pressures to do so. Direct implementation could include the management of large river basin or catchment management programmes which are best left to government and large donor institutions with significantly more resources.

### 3.4.1 Summary of Achievements and Challenges related to Output 4

#### *Achievements*

- Impressive organic growth of the network over this strategy period from 28 to 71 CWPs and from 600 to 1800 registered partners.
- Significant strengthening of systems in relation to financial management, work planning, reporting and registration throughout the network to the credit of GWPO staff members.
- A successfully managed transition from RTACs to RWPs
- Attracting and retaining the interest of influential professionals within the network structure.

#### *Challenges*

- Maintaining and encouraging freedom, innovation and self governance within the network whilst also ensuring basic fiscal, managerial and accountability systems are followed.
- Attracting and retaining the interest of influential professionals within the network structure.
- Providing technical assistance to the countries, now that the RTACs have been disbanded.
- Ensuring that learning is captured and harnessed within regions, across regions and globally.

### 3.5 Output 5: GWP network effectively developed and managed (ToR C3, C4, C5)

Output 5 focuses on ensuring that the evolving network is managed in the most efficient manner possible, whilst retaining clarity across the network about the function and purpose of the partnership. During this strategy period GWP aimed to further decentralize the network whilst retaining independence of the partnerships and maintaining brand integrity.

#### 3.5.1 The Governance Structure of GWP

The 2003 evaluation found that:

- There is a lack of clarity about “membership” and “partnership” in GWP. There is a need to review and update the membership of GWP.
- Responsibilities and objectives for the different levels (global, regional and country) within GWP need to be more clearly defined.
- Stronger regional representation is needed at the global level

#### Illustrative Indicators from 04-08 Strategy

- Governance system strengthened towards more accountability, decentralization and clarity.
- Effective technical and logistical support provided to GWP program services.
- Coherent financing and administrative strategy reflecting a shift of focus from the center to the regions implemented.
- Stable and long term financing of GWP program secured with at least half of the sources at regional and country levels by 2008.
- Effective knowledge management mechanisms in place, accessible and extensively used at all levels of the network.

GWP has complicated governance structures. Two structures overlap – the global network and the GWP Organisation (GWPO), which is primarily the global secretariat in Stockholm augmented by the TEC. In order for the secretariat to be recognised under Swedish law as an international organisation it was necessary to create a group of Sponsoring Partners. Eight states and two international organisations became the original Sponsoring Partners. This group is legally the highest authority of the GWPO.

The Steering Committee is the highest authority for the network but is also responsible for supervising the work of the GWPO. The Sponsoring Partners annual meeting is the highest formal authority of the organisation. The Statutes of the GWP Network and GWPO (one document) give the annual meeting of the Sponsoring Partners the power to appoint the Chair and the members of the Steering Committee, appoint auditors and approve audits. It also considers progress reports and financial statements. However, the Sponsoring Partners recognise that they exist only because of a Swedish legal requirement and are not representative of any GWP constituency, and do not

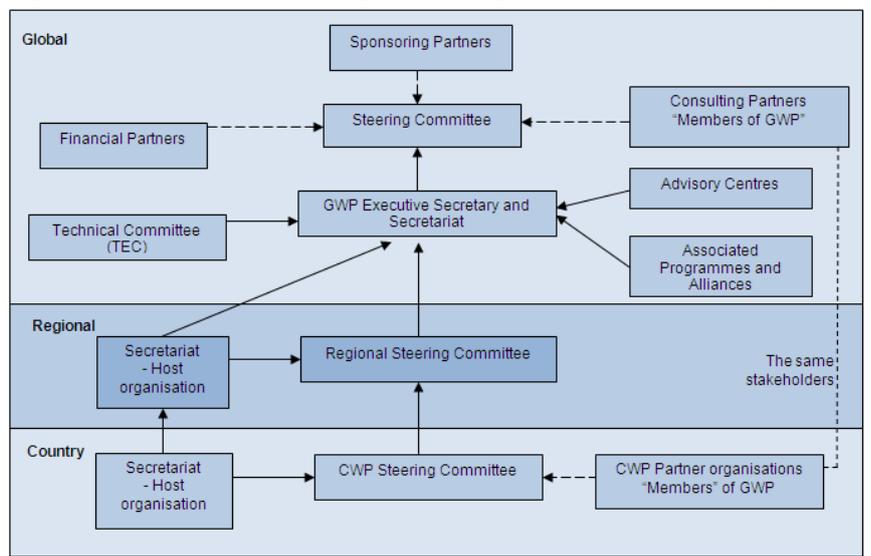


Figure 3: GWP's Organisational Structure

therefore take their authority very literally. In effect, they confirm what comes to them.

GWP's use of the term "partners" is still confusing to outsiders. Members of the organisation are called partners. There are regional partnerships, country partnerships, and consulting partners (who are the individual organisations that are members of GWP). Apart from the members, the word "partner" is also used to describe Sponsoring Partners, and Financial Partners. The latter are current donors, some of whom are also Sponsoring Partners. Some donors are also present as observers at Steering Committee meetings. The same subjects, such as progress and financial reports, policies and strategies are discussed often by the same participants in Steering Committee, Sponsoring Partner and Financial Partner meetings. Greater clarity and precision in the role and naming of GWP structures and membership would be welcome.

At present donors liaise with GWP through bilateral meetings and negotiations. Each donor has its own reporting requirements, for example for the CIDA, Dutch and USDoS funding. Further effort could be made by donors to harmonise reporting procedures and elect a representative to manage relations with GWP. This could significantly reduce transaction costs for all involved.

As provided for in the Statutes, the Consulting Partners (membership) have had an Annual Network Meeting in Stockholm where they adopt strategic directions of the network and informally acknowledge the composition of the new Global Steering Committee. A recently introduced practice is for annual meetings to be held globally every second year in Stockholm, whilst in the alternate years the annual meeting is replaced by regional meetings of consulting partners (e.g. all Africa meeting). It is not possible for the regional meetings to meet the Statute requirement to fulfil the role of the Annual Network Meeting. The representation of members in the governance of GWP has therefore been weakened.

### **The Steering Committee**

The Steering Committee (SC) in effect appoints itself and is accountable only to itself. The SC appoints a Nomination Committee (with members on a three year term) who locates candidates to fill the vacant places. Mechanisms include a call amongst network members for nominees. The SC approves the nomination list, and the Sponsoring Partners annual meeting confirms it. This means that members of GWP, in effect, have a very limited say on the governance of the organisation. A representative structure of governance would be more appropriate at this juncture in its evolution for an organisation that relies on the goodwill and voluntary inputs of many persons around the globe.

SC Members are engaged in their personal capacity and do not have any responsibility to report back to members. Their contributions to the work of the SC can vary widely. Greater accountability is an issue that needs to be addressed in the context of the sustainability of GWP.

The SC by statute can consist of 11-21 members. The present SC has 11 elected members, the Chair, four representatives of sponsoring partners, and four ex-officio members (UN Water, GWP Executive Secretary, TEC Chair, and a representative of the GWP Regional Chair). In addition there are four observers from the Financial Partners group and an observer from the World Water Council. There are thus 24 persons who can participate in the meetings. In addition, there are a number of participants from the Secretariat presenting information. Meetings are held twice a year in different parts of the world. The agendas are often packed tightly and most items appear to be "for information" of the SC, rather than for decision making. The agenda provides little space for the SC to play its role in setting the strategic direction of the organisation.

The direct costs of the SC are approximately USD 250,000p.a. The indirect costs include the Secretariat time spent on servicing and arranging the meetings of the SC, Nomination Committee and Sponsoring Partners. This amounts to a minimum of six person-months a year.

The Evaluation Team finds that the Steering Committee is largely unrepresentative of the GWP members, is expensive and is too large to function effectively. Additionally the structure of the meetings needs to be revised, giving the SC time to debate and agree strategic direction. The successful working of small standing committees within the SC should inform restructuring.

### **The Technical Committee**

The Technical Committee (TEC), previously known as the Technical Advisory Committee (TAC), was the driving force behind establishing the technical descriptions and definitions of IWRM through a series of Background papers, Technical and Policy Briefs.

The TAC was a powerful body that basically defined GWP. It reported directly to the GWP Chair. The GWP Chair and the TAC Chair were the dominating figures in the GWP, with the Executive Secretary in a less visible role. TEC came into existence in 2001 and is currently constituted as a team with technical, social, legal and economic expertise, wide geographic and gender diversity, the inclusion of both scientists and practitioners with a range of organisational backgrounds and practical experience. TEC members are paid for their inputs at rates set by the SC in 1996. Members are appointed by the Steering Committee for a period of three years which may be renewed once. There are currently 10 members. The selection process is through an international search run by the TEC combining open applicants and nominations, including nominations from existing TEC members.

In May 2007, the Steering Committee changed the TECs reporting line from the Chair to the Executive Secretary. Inclusive procedures have been developed and are in operation for the 2008 planning round for programme development and budgeting of the TEC component of the GWP-wide comprehensive work programme. Product lines and thematic choices within the annual TEC work programme will (from 2009) be based on the strategic priority areas identified in the GWP wide strategic plan and derived from a priority setting system developed jointly by the regions, TEC and the Secretariat. This will improve on the situation at the start of the strategy period where it was difficult to see if and how TEC work plans and budgets approved by the SC were closely coordinated with GWP secretariat work plans. In 2007 TEC started to respond to Regional office requests for technical guidance, but only if subjects have a global relevance.

In 2006 TEC expended USD 660,000, and is budgeted to spend USD 646,000 in 2007 (actual expenditure is under \$600,000 due to savings in some areas). The approved TEC budget for 2008 is \$600,000. The TEC Chair, his assistants and travel cost USD 228,000 in 2006. Travel and fees for members to attend TEC meetings were USD 253,000. TEC members used USD 70,000 for travel for specific purposes and external consultants cost USD 91,000. It is not possible to make an assessment of cost effectiveness of the TEC given the nature of its work – intertwined with processes and initiatives of GWP. There is evidence of clear areas where it has and continues to add value to the GWP operations at global, regional and country level. Some of this value comes from the benefits arising from consistent joint team work which the current TEC structure provides for.

It is clear that GWP needs to be in the forefront of the water resources management agenda based on well-founded technical expertise. The 'TEC team approach' supplemented by additional experts as required given the demands of a particular issue, serves the global level needs in a reasonably efficient way. This needs to be complemented at the regional level by stronger TEC support and linkages to bespoke response mechanisms that service the specific needs of the region through expertise sourced from both within and out-with the current technical support structures.

### **The GWP Secretariat**

The GWP Secretariat has, through much of its 11 years in Stockholm, suffered from a difficult management and staff culture, and the present situation is no exception. A number of explanations have been presented for this state of affairs. The most plausible is that difficulties and conflicts occur amongst an international

group of staff when there are different expectations about management styles considered appropriate to best realise GWP's business goals. The Secretariat brings together senior professionals from around the world with their own considerable personal commitment. Building and sustaining a creative and effective senior management team in a challenging and dynamic context whilst introducing structure and systems to consolidate, sustain and grow GWP's 'business' has proved challenging for the organisation. Signs of distress are evident.

Other organisations with international staff experience similar problems, but the degree of dissatisfaction in the GWP Secretariat, observed by the evaluation team in late 2007 and remarked on by donors and other actors both within and outside of the GWP family, is a cause for concern. Particularly worrying is the dysfunctional nature (2006-07) of the management/coordination group consisting of the heads of departments. An attempt was made in 2007 with an external consultant to resolve issues arising within the Secretariat particularly over management style but this met with limited success.

The key question for the Evaluation Team is whether or not it is important to have a high degree of staff satisfaction, if the organisation is delivering.

GWP is by and large functioning well, but its reputation is at risk as the dissatisfaction within the Secretariat is known by a number of stakeholders. This may affect its ability to attract funds in the future. It is also apparent that many stakeholders see GWP as lacking focus, trying to do too many things with insufficient resources, and needing to redefine its role. It is doubtful if these issues can be satisfactorily tackled by a Secretariat in conflict with itself. It is also clear that productivity declines in an atmosphere where staff members use their energies on internal concerns.

The Chair and SC have taken steps to resolve these issues but this will need to be followed up in order to avoid a decline in productivity and to protect the reputation of the organisation. Changes in senior management, particularly at the time of a new incoming chair, could be disruptive, so GWP will need to find a balance that ensures continued productivity as well as renewal.

In general the changes made to the Secretariat structure over the strategy period have been largely consistent with the evolving needs of the organisation. At times this has led to periods of increased centralisation of authority and increased reporting to the Executive Secretary balanced by planning for further recruitment and re-organisation.

### **Staffing of the Secretariat**

Since 2003 there has been an expansion, particularly in the number of non-core positions. By the end of 2003 there were 13 staff members, and another four were in the process of being recruited (making up 17 core positions). By the end of 2007 there were 25 positions (18 of which are core positions), with four in the process of being recruited. The administration side of the Secretariat has been significantly strengthened since 2003, with the number of positions increasing from three to six. Whilst there were always 5 core network officer positions in the formal structure, in 2003 only three were in place and at the end of 2007 there were the five core plus a junior network officer.

It is notable that a Deputy Executive Secretary position has been in and out of the structure since 2003 and is coming in again in 2008. There was a Network Coordinator position for a short period but this was removed in 2006 as a response to gaps emerging in other important areas of the Secretariat's work and recognition that NOs were unsuited to traditional reporting arrangements given their increasing responsiveness to the RWPs. The recruitment of a Deputy ES in 2008 provides an opportunity to introduce a suitably designed line management function that adds value to the work of the NOs and reduces the number of staff who currently report to the Executive Secretary.

The role of the Network Officers is very complex: supervisor of the regional secretariat management, work planning, budgeting, reporting and accounting; controller of fund flows and applications for funds; supervisor of the restricted funds projects; advocate for the region in the global secretariat; advisor and guide for regional initiatives and events; guidance and support to the country partnerships. There are differences in the work styles and work priorities among the Network Officers, which shows for example in how much personal support and guidance is given by the NOs to individual countries.

Some countries regarded the NOs as bottlenecks, having too little time to adequately service the needs of all countries in the region. The countries see three layers of management above themselves: the regional secretariat, the NO, and the global secretariat. Conversely, most regions see the benefit of having the NOs, noting the significant support they provide in programme management and administration. This is perhaps not surprising given NO role focuses on the needs of the regions, rather than the countries. The perceived centralising tendency over the past few years has created some frustration at the country level.

Looking forward, the centralisation tendencies of the past few years need to be reversed in order to encourage and support the further development and sustainability of the country partnerships. If the balance of focus in the next five years shifts more heavily to supporting the country and regional partnerships, a logical step would be a decentralisation of selective functions of the global secretariat.

The recent actions within the Secretariat to provide a team of support (integrating technical inputs on finance and human resources to that of the network officer) to strengthen the capacity of the regional level operation in West Africa is a positive step towards this natural evolution.

### 3.5.2 GWP Financial Performance

The 2003 evaluation found that:

- To provide funding for more robust regional management and effective local engagement current levels of funding for regions should be reviewed and increased
- Donors should commit to longer term financing to improve effectiveness and efficiency. Funding commitments of 3-5 years would provide a more realistic planning horizon for the acquisition of stronger local resources for planning other regional initiatives.

#### **Financial Systems**

Financial control, accounting and reporting procedures have significantly improved since 2003. There are now systems for quarterly financial reports and annual audits sent from each country and region to the global secretariat. Reports are based on annual work plans and budgets approved by Regional Steering Committees and the Global Secretariat. Not all regions are equally efficient in sticking to the reporting schedules. In particular there have been problems in regions, such as East Africa, where there are also considerable amounts of restricted funds for specific donor sponsored projects that need to be accounted for. However, the evaluation is satisfied that GWP has the systems, the expertise and the motivation to ensure adequate financial management.

Funds flow from Global to Regional Secretariats on a quarterly basis. Fifteen percent of funds are disbursed automatically at the beginning of the quarter and the remaining funds requested on the basis of a cashflow forecast. The Network Officers approve funding requests for their own regions. The procedures introduced are found to be comprehensive and address the concerns expressed in the 2003 evaluation about financial control.

However, procedures can be a burden, especially for CWP's reliant on voluntary contributions. The requirement to submit proposals to secure small amounts of funds, such as USD2,000 for national dialogues, was remarked upon in a number of countries. It should be clear to countries how many proposals are likely

to be accepted for different funding streams and the amount of funds available. Countries commented on much voluntary time and effort being expended putting in numerous proposals for funding for what may have resulted in one successful proposal with relatively small amounts of funding.

There are no figures available in the present financial reporting system for cash flow to and expenditures at the country level. Global financial reports only go down to the regional level. Country level expenditure can be readily accessed but there has been no demand from management or the SC to look at this level of information. If GWP is to focus on supporting country level implementation of IWRM and ensuring sustainability of partnerships at country level it would be useful to inspect this information.

In kind contributions by host agencies at the country, and even regional level can be very significant, and can be even higher than the operational funds made available. These include office space and services, furniture, communications, transport and support to specific activities or events. If these were included in the financial reporting in some manner it would give a more comprehensive picture of the scope and activities of GWP, give an indication of sustainability prospects, and provide greater visibility of local ownership. It is understood that GWP is considering introducing a system in 2008 to track these contributions.

#### **GWP Financial Position, Fund Raising and Sustainability**

GWP categorises revenue as “core” for GWP general expenses and “restricted” for project and geographically specific activities. All funds are from northern donors.

Core funding has been relatively stable in the period 2004-2007, rising from USD 8.8 million to USD 9.3 million. The 2008 expectation is USD 8.9 million. Restricted funds have risen from USD 1.1 million to USD 4.7 million in 2007. The Restricted funds have significantly increased, mainly due to Canadian and Dutch funding for the Partnership for African Water Development (PAWD) programmes in Africa. The Canadian funds started in 2004 and will cease by March 2008. The Dutch commenced in 2005 and will continue until early 2010. Therefore a drop in restricted funds is anticipated in 2008 down to USD 3.1 million.

A GWP Fundraising Strategy was approved by the Steering Committee in November 2006 and incorporated into the 2007 GWP global secretariat work plan. In 2006, a consultant was brought in to implement the regional fundraising efforts set within the overall fundraising Strategy. A revised strategy is contained in the 2008 work plan. There are three objectives in the following order of priority: increase core funding; increase restricted funding; and increase access to financial and other resources obtained locally in the CWPs. In addition, separate efforts are made to find funds for specific activities such as the Toolbox, national dialogues, and thematic issues such as water financing and climate change. An important activity has been to try to assist the Regional Secretariats to make/ exercise their own regional fund-raising strategies. Both East Africa and West Africa regions have been and continue to be active in fund-raising.

Whilst there are clear objectives in the central fundraising strategy, the fund raising work plans appear to contain a very wide range of scattered activities that do not clearly focus on each objective. The implementation of the fundraising work plans also appear to have not been sufficiently focussed.

Some of the countries surveyed indicated that they did not feel encouraged or supported to raise funds locally, and some regions feel that their own efforts have been hindered by GWPs centralised financial control mechanisms. The view has been expressed that the global secretariat cannot be accountable for funds that it does not control, particularly funds raised and used at the regional/country level that do not flow through the global secretariat. A recent example is the African Development Bank funds raised by the East Africa Regional Water Partnership to support Burundi.

At present, restricted funds flow through the GWP Secretariat in Stockholm. The Global Secretariat is accountable to the donors and takes a percentage of the funds as an overhead fee. It also receives a significant part of the funds to support specific staff positions and global activities in Stockholm. For example, the Dutch supported IWRM Africa planning programme PAWD budget is EUR 6,400,000. Of this amount EUR 2,335,000 is allocated to the global secretariat plus another EUR 300,000 of the Toolbox. In fact only 45% of the total Dutch funds are spent at the country level.

IWRM planning exercises in Africa supported by restricted funding are winding down, and are all underspent. Lessons need to be documented. GWP provides only very limited core funding to countries that benefit from restricted funds. So when the programmes are complete, the affected Country Water Partnerships will face a drastic decline in funding. There does not seem to be a targeted and urgent effort from the GWP to prevent this situation occurring. For example, under the present circumstances the vibrant and successful CWP in Ethiopia will have no funds after March 2008.

In conclusion, the Evaluation Team finds that the GWP fundraising strategy and implementation mechanisms have been late in coming, have suffered from a lack of focus, and have not yet created a road map toward financial sustainability of any of the GWP levels.

### **Balance of Expenditure across Partnership**

Using the present reporting categories, 19% of the expenditures are used for the Secretariat. Secretariat expenditures as a proportion of the total had been rising from 25% in 2002 to 28% in 2004, but have since declined proportionally due to a large increase in restricted funds since 2005. If the Restricted funds are removed from the calculation the expenditure for the Secretariat in 2006 would have been 28%.

Governance costs, which primarily include the Steering Committee and Consulting Partners annual meetings, were USD 430,000 in 2005. In 2006 they rose to USD 1,485,000, due to the extra costs of the 10<sup>th</sup> anniversary meetings. In the 2007 and 2008 budgets, the Consulting Partners meetings have been moved to Regional expenditures, but they are planned to be held regionally only every second year. If these expenditures have a governance role it would be more transparent if these expenditures continued to be reported under Governance. The actual governance costs in 2007 seem to be budgeted at about USD 700,000, which is quite a sharp increase on 2005.

The 10<sup>th</sup> anniversary costs which consisted of a global Consulting Partners meeting and publication of the "Small Steps" book was USD 1,135,000. In the audited accounts for 2006 USD735,000 of this figure, the cost of the Consulting Partners 10<sup>th</sup> anniversary meeting in Stockholm, was removed from the Governance category and inserted to the category Regional Core expenditures.

The costs of administering the GWP (the Secretariat plus governance expenditures) were about 28% of the total expenditures in 2006. If the 10<sup>th</sup> anniversary costs were removed this would be around 21% of total expenditure. This is not an excessive amount, considering the global nature of the organisation and the costs required for communication and travel. Corporate transparency and accountability would be strengthened if GWP set a percentage figure for governance and secretariat costs for future budgeting purposes. This would indicate a clear priority being given to GWP activities at the regional and country level and introduce added budget discipline.

### **3.5.3 Knowledge and Performance Management Systems**

The 2003 evaluation found that:

- There is a need to improve communication between all levels of the GWP structure
- Internal systems have been put in place to monitor progress against the Strategy. However, each region should have its own set of indicators that measure the desired outcomes.

### **Knowledge Management and Communications**

GWP can be seen basically as a knowledge generation and dissemination organisation with the goal of seeing that knowledge generated is used in practice. The TEC is a knowledge generation mechanism, and has released a number of documents in the period 2004-07. Knowledge is also generated at the country and regional level on IWRM in practice. TEC uses experience from countries in its documentation, in particular for the case studies in the Toolbox.

TEC outputs are primarily directed at supporting the implementation of IWRM at country level, which is apparent from the titles of their papers. The papers draw on experiences from the countries with the aim of spreading lessons learned and introducing new concepts and approaches in a tangible way. It is not so clear how the experiences and lesson learned at country level are used to formulate and influence global policy. This should be a feedback process that refines and strengthens global policy initiatives.

Communications is the means by which knowledge is spread, and it should include a monitoring function to follow the extent to which the knowledge is used. Communication is also the public relations function of GWP.

It is the impression of the Evaluation Team that the communications function during the past 4 years has primarily been that of public relations, which of course is also important. The global website is kept updated, but the same cannot be said for regional websites. There have been annual newsletters (*Newsflow*) and annual booklets (*GWP in Action*) and much effort was put into the 10<sup>th</sup> anniversary celebrations including a report, a CD and a book (*The Boldness of Small Steps*). Speechwriting for the Executive Secretary is a significant part of the work of the Communication Unit.

Communications, apart from public relations at the global secretariat, does not seem to have had a high priority over the past 4 years. The number of communication staff, particularly at the regional level, has been cut by half. Whilst there are internal papers on communication strategies, there does not seem to have been an implemented strategy with focus on: dissemination of IWRM lessons learned, monitoring of the acceptance and use of new knowledge across the partnership, feedback to policy levels and feedback to knowledge generators.

At present the current structural arrangements around knowledge management do not sufficiently support or facilitate south south learning.

### **Learning Reviews**

GWP has established a system of Learning Reviews for the Regional Partnerships to provide a mechanism to help strengthen overall impact, assure quality and protect the GWP brand name. It is described as a system of self improvement. Learning reviews were initially the sole responsibility of the TEC (focusing on programme matters). From 2005, with the addition of management matters they became the joint responsibility of the TEC and the Secretariat. They are planned to be conducted in each RWP every 5 or 6 years.

Learning Reviews have been conducted in four regions: the Mediterranean in 2004; South Asia in 2005; Central and Eastern Europe in 2006; and Southeast Asia in 2007. A plan was prepared from 2006 to 2011 with 2 reviews per year, but the schedule has not been maintained. The reports contain many critical and constructive comments, and reveal that the regions are quite different in the conditions for and stages of development of IWRM.

The Evaluation Team has not been able to find evidence of a consistent approach to the systematic follow up of the reports across the regions covered by learning reviews. The regions have been able to comment on

the findings, but thereafter it does not appear that there has always been a monitored process for ensuring that the critical issues are addressed and solved. Given the resources expended on the learning reviews and potential utility of the findings, it would be a lost opportunity if the key recommendations are not as standard practice systematically followed up. .

### **Performance Management – Outcome Mapping**

The 2004-08 Strategy document provided a basis for GWP performance assessment in the form of a set of ‘indicative indicators’ (requiring further refinement for measurement purposes) for each strategy output. In mid 2006 ToR were drafted ‘for GWP Performance Management’ covering; (i) a self assessment exercise for the period 2004 – mid 2006 (drawing out an ‘outcome’ interpretation of 6 month progress reports), (ii) the establishment of a framework for performance measurement 2006-2008, and (iii) development of a process for the application and implementation of the performance measurement framework from January 2007. This was response to an endorsement by the Steering Committee of the considered applicability of an outcome mapping approach to the reality of GWP as opposed to a ‘traditional ‘impact type approach as customary with many donors’.

An ensuing ‘internal project’ to introduce outcome mapping in the GWP network was initiated in February 2007. The initial focus was on outcome mapping as a ‘programme’ reporting tool identifying ‘boundary partners outcomes’ for RWPs and the GWPO. This on the understanding that if this is successful, GWP would graduate further to using the methodology, to some extent, in planning and monitoring (performance assessment) of RWP and GWPO contribution to outcomes. The ‘project’ is expected to conclude with the 13 RWPs and GWPO putting in place a customised Outcome mapping mechanism across the whole network. As such this would form the centrepiece of the performance management strategy.

Importantly the proposed approach recognises differences across the Network; allowing RWPs to identify their own boundary partners and the outcomes they would expect to see in the behaviour of those boundary partners. Moreover this is consistent with the direction of an expected shift in the centre of gravity to the Network over the next strategy period with CWPs increasingly looking to gauge their performance/ success in-terms of their ability – as a neutral platform/ a broker and a knowledge provider - to intervene effectively in local problems where an IWRM approach offers a solution. CWPs will look to locate such actions and outputs in a results chain towards desired higher order development outcomes and to a lesser extent in terms of the roll out and realisation of the objectives of a pre-determined ‘GWP programme(s)’ set within a global GWP strategy.

The ‘project plan’ is behind schedule and remains in the developmental stage. Progress has been made in developing a *‘Guide for the introduction of outcome mapping in GWP’* (draft October 2007) and in conducting a series of trainings at the regional level. A number of important issues regarding users and uses of information to be gathered through the approach are unresolved and the extent to which the outcome mapping approach will figure in the planning for the new strategy period (2009 on) remains unclear.

The evaluation team has a number of concerns which raise doubts over the extent to which the path being taken will deliver a coherent approach to performance management.

i) The development of mutually agreeable progress markers with ‘boundary partners’ is very ambitious and as recognised in the October 2007 Guide is likely to be difficult given the nature of the Network and the context in which it operates (members and non-members/ multiple outcomes and multiple partners)

ii) The articulation of ‘results’ in terms of ‘outcomes’ understood as ‘changes in social actors’ that a programme works to influence may be considered a step back from the harder edged ‘results chain’ information that the donor community is now looking for in order to view performance of an organisation/ a

programme in terms of delivery against objectives and the significance of the *contribution* being made to (shared) outcomes as per OECD definition.

iii) Considerable opportunity for confusion and misrepresentation in reporting in terms of what constitutes ‘an outcome’. This coupled with continued unknowns on some of the mechanics of the system such as who monitors and quality assures the RWP journal suggests that considerable investment of resources would be required to achieve a level of completeness and consistency to deliver the benefits associated with an approach grounded to the country level through the regions.

We conclude that there has been progress in terms of a clear workplan and indicative indicators in the 2004-08 strategy which has led to clearer reporting most notably in the 2006 (mid term) Performance Report. However there is still a distance to travel in terms of realising an active result based management approach being applied within the GWP Network and within GWPO over the strategy period 2004-08. Aside from the aforementioned 2006 report there has been limited application of output/outcome and impact indicators.

The Outcome mapping approach is still in a development stage. Whilst with considerable investment of resources this may assist GWP in being creative and flexible in its results-based management it will need to be complemented by other approaches to serve different purposes. For example performance review of the secretariat and delivery on its service role, monitoring the quality of the ‘partnership’ activity and the dynamic/ health of the network, and serving evaluation requirements.

### 3.5.4 Summary of Achievements and Challenges related to Output 5

#### *Achievements*

- The administration costs for GWP have remained relatively consistent and are considered “fit for purpose” to manage a network such as GWP.
- The GWP Secretariat is to be congratulated for largely delivered on its commitments in the 2004-2008 strategy period.
- Financial control systems have been significantly tightened throughout the network.
- Conducting the Learning Reviews
- Commencing the process of establishing a Performance Management System

#### *Challenges*

- Governance structures are overly complex and use of the term “Partner” in governance structures continues to be confusing to outsiders.
- Ensuring Governance structures, particularly the Steering Committee, are representative of GWP members, particularly if the partnership moves to a more member driven organisational structure.
- Harmonising donor efforts to reduce transaction costs on GWP in line with Paris Declaration principles.
- Ensuring Steering Committee meetings are structured in a way to allow proper debate and direction setting.
- Fostering a harmonious, creative and productive working environment within the Global Secretariat
- Fundraising and progressing the network toward financial sustainability.
- Developing systems that improve learning across the network.

Ensuring the Performance management system put in place is fit for purpose and enables cross-GWP reporting on achievements and progress toward defined results.

### 3.6 A Summary of GWP Performance Trends

GWP Output	2003 Evaluation Findings	2008 Evaluation findings	Performance Trend
Output 1: IWRM policy and Strategy facilitated at all levels	<p><i>Global</i></p> <p>GWP is considered the champion of IWRM on a global scale but there is concern about overlap from other agencies.</p> <p>There is broad recognition of the value of a “neutral multi-stakeholder platform” GWP enables internationally and at the local level</p>	<p>GWP still considered the champion of IWRM and valued for the neutral multi-stakeholder platform it provides. There was no evidence of confusion at a global level of GWPs niche in IWRM.</p> <p>Despite greater focus and resources since 2006, GWP is failing to keep up with global opportunities to present the ongoing relevance of IWRM and, as a result, is in danger of losing visibility and legitimacy in global fora.</p>	<p><i>Diminished global profile</i> </p>
	<p><i>Regional</i></p> <p>The regional level of the partnership was seen as fragile. Current levels of funding to regions should increase to support decentralisation and more robust management and local engagement.</p>	<p>There is still significant variation amongst the regions. Some (particularly in Africa) are strong – engaging in regional policy advocacy, engaging with regional actors, supporting countries and locally seeking funds. Others are not.</p> <p>Most regions not tackling trans-boundary issues.</p>	<p><i>Improvement</i> </p> <p>Regions have been strengthened but not uniformly.</p>
	<p><i>Country</i></p> <p>The achievements of country partnerships are very variable. Some have been highly successful in achieving policy influence, others have remained at the awareness raising seminar stage.</p> <p>Limited demonstration or engagement in national prioritization, planning, or risk management.</p> <p>In countries with AWP there is little apparent engagement in policy influence with government.</p>	<p>Significant contribution to awareness raising in all countries visited and two thirds had made a contribution to policy influence.</p> <p>Greater attention to capacity building and forging links with regional actors and potential funders.</p> <p>Less successful in influencing broader development policies such as PRSPs to consider IWRM, supporting organisational reform, increasing financial flows or facilitating grassroots implementation.</p> <p>Limited findings on AWP but no evidence that this had prevented central level engagement.</p>	<p><i>Improvement</i> </p> <p>Greater proportion of partnerships engaging with policy change. Still unable to raise IWRM in national prioritisation.</p>
Output 2: IWRM programmes and tools developed in	Toolbox hasn't been fully embraced across the regions.	Awareness of Toolbox has significantly increased. Not just used by academics but policy makers.	<i>Improvement</i>  Much greater

response to regional and country needs

More tools needed in the areas of governance and public administration.

The Toolbox needs to be supported by a system of on-site capacity development, perhaps in conjunction with CAPNET.

Capacity development should be seen as a key deliverable of GWP

Toolbox documents have been translated into local language in a number of countries. GWP SEA developing their own toolbox.

More south: south learning perhaps through content specific exchange visits/twinning would be of benefit.

TEC Reference Group considered useful to those countries that received reviews.

Resource centres not extensively used for capacity development. Partnership with CapNet has not delivered as the capacity of CapNet varies greatly across the globe.

Number of partnerships has reduced from 20 in 2003 to 14 in 2008.

Partnerships more clearly defined through MoUs, primarily with actors within the water sector.

Limited linkages between GWP and organisations in the agriculture and energy sectors.

Countries appreciate the information provided by strategic partners but are not always clear of the nature of the relationship between GWP and the partners

awareness and use of toolbox.

However, neither Cap-Net or TEC can provide for the needs of CWP's. More localised resources should be considered.

Output 3: Linkages between GWP and other Frameworks, Sectors and Issues

Associated programmes such as Cap-Net are not always clearly identified in GWP – greater dialogue and promotion is needed

There are many international initiatives related to water and to avoid potential for confusion GWP needs to build close cooperation with some agencies e.g. WWC, ISSCC to reduce overlap and rationalise the message.

Significant global network expansion from 28 to 71 CWPs, and 9 RTACs to 12 RWPs. Members tripled to 1800+.

RTACs have been replaced by RWPs with consistent annual core funding. The decision on making a CWP/RWP a legal entity is up to them. Not having a legal identity is currently a problem for some CWPs seeking funding locally.

Significant improvements in financial management, workplanning, reporting and registration throughout the entire network. Though this has led to a perception of a more centralised network.

*Improvement*



Structure and clarity of partnerships improved.

Breadth of partnerships limited to water sector. Choice of future partners should be dependent on selected advocacy priorities.

*Improvement*



Significant improvement in brand management.

Aspects of regional management decentralised but not uniformly practiced.

Output 4: GWP Partnerships Established and Consolidated at all Levels

A strong global brand has been established but fast network growth puts pressure on GWP. Brand management is important.

Confusion between RTACs and RWPs needs to be removed. It may be necessary to establish RWPs and CWPs as separate legal entities before they become self financing.

Regional Management needs to be decentralised and strengthened with greater funds. GWP to review investments in countries with little prospect of real government engagement beyond dialogue.

Output 5: GWP network effectively developed and managed

AWPs only established where government is fully involved.

*GWP Governance Structure*  
There is a lack of clarity about membership and partnership in GWP. There is a need to update and review membership.

Responsibilities and objectives for different levels within GWP need to be more clearly defined

Stronger regional representation is needed at the global level

No country has been removed from the partnership.

The use of the term “partners” is still confusing to outsiders.

The Steering Committee is largely unrepresentative of the GWP members, is too large and expensive and present meeting structures do not allow for debate and direction setting.

The Secretariat staff culture has been difficult over this strategy period. This has had a limited immediate effect on GWP performance but there is a lag factor. GWP needs to resolve current issues in order to provide the necessary platform for the wider and longer term changes proposed by the evaluation.

TEC has improved its responsiveness to countries but it is difficult to assess cost effectiveness. TEC structures and approaches need to be refined to meet the multiple demands for technical expertise at global, regional and country level.

*No Change*

Significant changes in governance structures need to be considered to ensure GWP best represents its membership.



*GWP Financial Performance*

To provide more robust regional management levels of funding to regions should be reviewed and increased.

Donors should commit to longer term financing to improve effectiveness and efficiency.

Significant improvements have been made in financial control, accounting and reporting procedures.

The cost of administering GWP is fit for purpose.

GWP fundraising strategy and implementation has been slow in delivering and has suffered from a lack of focus.

GWP has no roadmap to financial sustainability

*Diminished.*

Whilst GWP systems have been strengthened the financial sustainability of the organisation is in jeopardy. This relates to fundraising and global positioning.



*Knowledge Management and Performance Management Systems*

There is a need to improve communication between all levels of the GWP structure.

Each region should have its own set of indicators to measure the desired outcomes.

Communications efforts have focused on public relations. The number of communications personnel has halved.

Broader aspects of knowledge management have suffered. There is no strategy to focus on IWRM lessons learned, monitoring the acceptance or use of knowledge and feedback to policy levels.

Learning Reviews produced useful information but are not systematically followed up

Despite significant recent efforts GWP still lacks a coherent and effective approach to performance management

*No Change*



Whilst there is clearly an interest in better knowledge management the requisite systems have not been put in place.

## CHAPTER 4: GWP RELEVANCE AND NICHE

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This short chapter of the report seeks to place GWP's role and relevance within the global water agenda, aiming to answer the following questions:

1. Where does GWP fit on the global stage? Is it still relevant? What is its role? Are there global players which overlap?
2. GWP appears to have projected the message of IWRM very effectively globally, and increasingly at the regional and country levels. Is there still a need for projection of IWRM at the country level? Should the global message projection move to new issues such as climate change?
3. Can GWP have global relevance and be able to influence the global agenda on water when it is funded almost entirely within the aid sector and is inevitably focused mainly in the developing world rather than the developed world?

The 2003 evaluation found that:

- Led by the TEC, GWP had achieved considerable recognition in projecting the IWRM message globally but there were concerns that regional and country follow up were not keeping pace with global awareness raising and the local expectations which resulted.
- The GWP technical agenda was illustrated by the "comb" - an umbrella of global water advocacy and projection with specific strands below such as groundwater management, water supply and sanitation. Many of these strands were in areas of contention with other technical cooperation organizations and seen by many as confusing and overlapping. There was particular concern about confusion between the role of GWP and the World Bank's Water and Sanitation Programme.
- There was criticism that GWP's global agenda was too universal and not sensitive enough to regional differences.
- The organization was too colonial with the north dictating the agenda for the south particularly with headquarters in Stockholm and resource centres in Western Europe.

### Is GWP's message still relevant?

Four years ago there was a need for countries to realize the principles of IWRM in national policies and administration of water and also the need for holistic consideration of catchment management and global cooperation. These issues remain relevant today.

***GWP has played a critical role in global advocacy around integrated water resource management (IWRM), but during this strategy period, its global advocacy role has become stuck.*** A number of stakeholders raised concerns that GWP had lost its direction and its passion in its endeavour to facilitate countries to take up the IWRM message. Senior members of GWP cite two reasons for GWP's reticence to engage on global issues broader than IWRM in the last strategy period. Firstly, a fear of insufficient resources to do these issues justice and secondly, the risk of diverting attention away from the original message.

It is clear that GWP has done its job to raise regional and country awareness of IWRM over the last strategy period. Most countries report an ongoing need to reinforce this message to continually changing actors in the water sector. However, eleven years of global advocacy on the same message, whilst issues affecting the global water sector evolve, presents an interesting challenge to GWP. . . .

*Either GWP is a single project organization focused on spreading the IWRM message. . . .in which case at the global level, GWP has effectively run its course.*

*OR*

*GWP needs to remain relevant by re-asserting its leadership and relevance to emerging policy issues.*

One of the key attractions for countries and members to be involved in the partnership is having a link to a high profile international network. A number of actors at the country, regional and global level feel there is significant work to be done however, on translating these IWRM principles into practice. It is the view of the evaluation team that **GWP needs to retain IWRM as its central message for policy continuity but GWP does need to demonstrate policy leadership on how evolving issues in the water, environment and broader development sectors relate to IWRM.**

#### **Where should GWP focus its technical and advocacy energies?**

The Environmental Summit in Johannesburg in 2002 brought recognition to the issues of ‘virtual’ water, particularly the removal of water from local economies into the irrigation of crops grown for export. This has a double effect, the impact on the local water economy and the emissions resulting from increased global trade. The recognition of climate change was growing rapidly but was still mainly focused on strategies for atmospheric emission reductions rather than on mitigating the impacts. Until very recently (late 2007) climate change has not figured noticeably within GWP.

To remain relevant GWP should consider more systematically addressing the relationship between current topical policy challenges and water resource management. Issues that could be considered are:

1. Climate Change. What should be highly relevant to GWP and to IWRM is the growing recognition that whilst rising temperatures will themselves have a significant global effect on both people and on ecological balance, a very significant impact is likely on water, rainfall, drought, flooding, river flows, tidal surges etc. No other institution is uniting smaller water sector players on this issue leaving an opportunity for GWP to play an instrumental role. Whilst TEC has recently published a technically proficient paper on this issue, GWP hasn’t advocated particularly strongly on the global stage. There is scope here to both advocate globally and to assist countries to adapt to the challenges set by Climate Change using an IWRM framework.
2. Water for food. Central to most developing countries are issues like irrigation, agriculture and the impact of food price fluctuations. What does this mean for how water should be managed nationally and across borders? GWP could work more closely with institutions such as CGIAR, IWRMI and IPRIS to address water, food and poverty linkages.
3. Engagement with Private Sector Water Users. Companies with interests in sectors such as oil, mining, food and beverage production have an increased interest in corporate social responsibility. They are looking to establish or increase their role in the water sector. The private sector is potentially an underdeveloped source of investment, resources and expertise. But there is a need for global advocacy, policy guidance and technology transfer to both members of the private sector and policy makers along similar lines.
4. Facilitating IWRM implementation. A criticism of GWP is that it has not actively harvested the knowledge from its country level operations to inform its global policy priorities and feed back into IWRM guidance and dialogue. There are strong calls across the GWP network to define and demonstrate how to “facilitate IWRM implementation”. Proactively engaging in bottom-up learning and cross-country information sharing on how to facilitate implementation would enrich the network. This could extend to identifying key global advocacy issues based on the experience of the members.

**TABLE 5: A SUMMARY OF KEY GLOBAL WATER ORGANISATIONS**

Organisation	Synthesis of Key Statements of Aim, Objectives, Mission	Key Statements defining Role	Comment
Water and Sanitation Programme (WSP)	<p>'An international partnership to help the poor gain sustained access to improved water supply and sanitation services'</p> <p>'Aim is to achieve the Millennium Development Goals of halving the proportion of people without access to safe drinking water and adequate sanitation by 2015'</p>	<p>'Cooperative effort between World Bank and UNDP'</p> <p>Working directly with client governments at the local and national level.</p>	<p>Working with Governments and others to implement projects, policies and improve water supply and sanitation</p> <p>Great potential complementarity with GWP and should be no real overlap</p>
UN Water	'Follow-up to the World Summit on Sustainable Development and the Johannesburg Plan of Implementation in the field of water and sanitation linked to the work related to the implementation of the Millennium Development Goals and the United Nations Millennium Declaration'.	<p>'The inter-agency mechanism for follow-up of the WSSD water-related decisions and the MDGs concerning water'.</p> <p>'To complement and add value to existing programmes and projects by facilitating synergies and joint efforts'.</p>	Difficult role to define precisely. Coordinating efforts of UN bodies engaged in improving water supply and sanitation
International Water Association (IWA)	'Aimed at advancing best practice in sustainable water management'.	<p>'A global network of leading-edge water professionals</p> <p>To represent the views of members in international forums and to project key messages to the sector at large'</p>	Important international network of water professionals offering platform for advocacy in global water issues. Potential overlap with GWP but IWA represents the 'profession' and not all the stakeholders. Good coordination between GWP and IWA would enhance both
Water Supply & Sanitation Collaborative Council (WSSCC)	<p>'WSSCC only exists to serve poor people'</p> <p>'The people themselves are at the centre of planning and action for achieving sustainable water and sanitation'</p> <p>'Aims to improve access to water, sanitation and hygiene for all people. The Collaborative Council promotes achievement of the water supply and sanitation targets as an integral component of other MDGs.</p>	WSSCC works by enhancing collaboration among sector agencies and professionals rather than implementing its own projects	The name specifies the mission but some of the aims and objectives are much broader. WSSCC focuses primarily on the water supply and sanitation sectors and as such should complement GWP's broader remit in advocacy on water resource management. There is a need to liaise closely especially in in-country activities where the subtle differences may not be fully apparent to all stakeholders
World Water Council (WWC)	"To promote awareness, build political commitment and trigger action on critical water issues at all levels, including the highest decision-making level, to facilitate the efficient conservation, protection, development, planning, management and use of water in all its dimensions on an environmentally sustainable basis for the benefit of all life on earth."	<p>'International multi-stakeholder forum providing a platform to encourage debates and exchanges of experience</p> <p>Catalyses initiatives and activities, whose results converge toward its flagship product, the World Water Forum'.</p>	<p>Four years ago, the demarcation between GWP and WWC were confused and the two organisations could be seen as competitors.</p> <p>WWC has now focussed much more on the major global platforms and less upon in-country activities. WWC membership is seen as more aligned with the water industry rather than the water users and the deprived.</p> <p>If GWP were not to embrace the new pertinent global issues related to Climate Change, etc. then WWC</p>

Organisation	Synthesis of Key Statements of Aim, Objectives, Mission	Key Statements defining Role	Comment
			would probably be the most suitable alternative agent for advocacy in this area.
International Network of Basin Organisations (NBO)	'to promote the principles and means of sound water management in cooperation programmes to reach a sustainable development',	'To develop permanent relations with the organizations interested in a global river basin management, and facilitate exchanges of experiences and expertises among them'.	A useful network of water management organisations, highly complementary to GWP's IWRM messages. Close liaison between GWP and INBO to ensure efficient and effective delivery of the messages and to avoid overlap and confusion is important.
The Stockholm International Water Institute (SIWI)	'Contributes to international efforts to find solutions to the world's escalating water crisis.	SIWI advocates future-oriented, knowledge-integrated water views in decision making, nationally and internationally, that lead to sustainable use of the world's water resources, sustainable development of societies and reduced poverty'.	Close liaison between the two organisations is important but should be easily facilitated.  However the aims and mission of SIWI could easily be confused with GWP.
Global Water Partnership	'Actively identifies critical knowledge needs at global, regional and national levels, helps design programs for meeting these needs, and serves as a mechanism for alliance building and information exchange on integrated water resources management'. 'The mission of the Global Water Partnership is to "support countries in the sustainable management of their water resources'.	'Working partnership among all those involved in water management: government agencies, public institutions, private companies, professional organizations, multilateral development agencies and others committed to the Dublin-Rio principles'.	The aims and ambitions would lead to an expectation that a significant part of GWP's 'global' activities would be moving the debate forward and making all stakeholders aware of the evolving agenda including the water impacts of Climate Change, Water for Food and the facilitating the greater role of the private sector.  There is apparently no other organisation leading on these issues or capable of representing such a broad platform of stakeholders.  The 'new' issues are important and will significantly impact on the requirements for IWRM and on many of the activities of the organisations above.

### Is GWP a development organization or a truly global organization?

GWPs financial contributors are donors. The Country Water Partnerships are primarily in developing countries, followed by transition countries, with relatively few partnerships in developed countries. In reality at present GWP is a development focused organization. To become truly global it would need to expand its financial resource base, and attract and maintain the interest of other developed countries. This approach would have some advantages including a broader base for knowledge transfer and perhaps a greater opportunity for diversifying funding sources. However, given GWPs current profile, a focus on increasing northern membership will undoubtedly divert efforts away from the current pressing needs: to develop thought leadership and servicing the needs of existing partners.

**TABLE 6: SUMMARY OF PROGRESSION IN GLOBAL WATER ADVOCACY**

	Previous	Current Strategy Period	Future
Issues of IWRM awareness and policy implementation	Lack of overall coordination between organisations, some apparent competition and overlap with others which created confusion and diluted the message.	Alliances agreed to reduce role confusion and overlap with others. Focus on poverty agendas and in-country implementation reducing efforts on 'global' agenda.	IWRM is a strategic approach to sustainable water management for all and needs to react to the evolving agenda and to embrace both regional and global issues.
Global water issues in relation to poverty reduction	Strong post Johannesburg messages on MDGs and water-poverty linkage. Confusion on roles and relations between the key organisations	Much clearer defining of roles but still dilution of message because of the subtly different messages, interests and representation of the large number of organisations. Clearer demarcation: GWP, WSP, WWC and WWSCC in relation to in-country activities.	Sustainable water management remains a key tool in poverty reduction strategies and there still remains the need for advocacy and awareness raising at all levels.
Global water issues in relation to 'evolving' agenda, e.g. <ul style="list-style-type: none"> <li>▪ climate change</li> <li>▪ water for food</li> <li>▪ private sector engagement</li> </ul>	Development of a leading voice in driving global and regional awareness and commitment gave authority to the debate and to GWP.	While much still remains to be done to complete the implementation of sustainable water management and IWRM regionally and in-country but there are now new issues, new pressures and new opportunities. GWP's focus upon driving the regional and in-country agendas has reduced the efforts in leading the 'new' agenda leaving a gap.  Greater focus is apparent in other organisations and this has left gap in the leadership of the global debate.	New global issues are evolving which could have both detrimental and beneficial effects on poverty reduction and on sustainable water management generally. There is currently an apparent lack of strong advocacy on new evolving issues within the global water debate. To retain its position of leadership and authority GWP needs to consider how this should be addressed.

### Conclusions

There are still multiple demands on the organization at this stage in the evolution of the network; particularly its requirement to service the needs of its membership (primarily developing countries) and its need to maintain a global presence. ***There should be a clear link between the issues selected for global advocacy and the policy priorities of developing countries.*** Climate Change is perhaps the most pressing agenda but other issues listed above are also highly relevant. There may be further issues identified by the country partnerships.

Which ever option is selected, it will be in the interests of GWP to ensure collaboration with other key players, as there have been some criticisms of overlap and parallel structures being created by, for example GWP and INBO, at the country level. Ongoing collaboration with other water institutions such as WWC, WSSCC and INBO will reduce confusion and minimize overlap. This is particularly important for those at the country level who ultimately bear the burden of engaging with multiple institutions on the same issues.

The evaluation finds that:

- Four years ago there was competition for global advocacy leadership on IWRM across a number of organizations. Whilst there is still some comment on perceived overlap this comes mainly from the country level. At the global level GWP has developed a niche in IWRM advocacy. However, some organisations are attacking the ongoing relevance of IWRM. IWRM is not on the agenda of the World Water Forum to be held in Istanbul in February 2008. GWP needs to raise its global game to ensure IWRM remains on the global water agenda.

- GWP needs to adjust to the changing landscape of global issues, re-invigorate its global advocacy work and demonstrate thought leadership to ensure its ongoing relevance
- There is still a need for technical leadership within the organization. The source of this technical knowledge may differ dependent on the selected advocacy topics.

## CHAPTER 5: GWP IN THE FUTURE

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### 5.1 Potential Future Scenarios

This short chapter presents a number of scenarios for GWP to consider for its future operations. The options explore what GWP could look like at global, regional and national level. Implications for the structure of the GWP and its financial resources are also considered.

So far GWP has:

- spent 10 years spreading the message of IWRM globally and during the latest strategy period, successfully spread this message nationally and regionally
- catalysed the establishment of a large network of country and regional partnerships at various stages of maturity with various capacities
- created a demand for better knowledge on how to implement IWRM
- attracted a number of highly influential water experts into its network
- shared and collated experience from within the network only to a very limited extent
- not moved forward in relation its global advocacy role whilst concentrating on catalysing country partnerships
- become highly dependent on ODA funding, apart from contributions in kind and small amounts of locally sourced financial support
- not articulated a clear sustainability strategy or future vision

Overall the Evaluation Team believes that despite clear achievements over the period 2004-07 the GWP is currently operating ‘behind its own reality’. That is, critical aspects of how the network is governed and serviced by the GWPO structures are falling short of the existing and potential demands of the individual partnerships (which are in themselves a manifestation of the success of GWP).

Part of the evaluation process has been to understand GWP as one of a wider group of ‘Global Action Networks’ (currently numbering around 50 and distinguished by their formation by groups of diverse stakeholders interested in a common cause or issue and working towards achieving pre-determined goals in relation to that issue). GAN-Net – a net of Global Action Networks – has found that it is not uncommon given the nature of evolution of networks for networks to start as more hierarchical forms, develop into more task focused partnerships and to evolve further towards ‘true global networks’ increasingly controlled by the membership. Ultimately they can reach a point of sophistication where they hold a peer like relationship with donors and governments on specific issues and are no longer dependent on global resource transfer.

It is unclear whether the vision is for GWP to pursue a ‘true network’ or whether the primary role of the network will remain as a partnership mechanism (a ‘development actor’), providing a vehicle for transferring resources for facilitating IWRM from north to south.

In its current state the ideal organizational form supporting the future of the network would appear to be a multi-hub model with tight-loose controls, with a small central node and a robust regional set up bidding to take over functions.

As was the situation in the 2003 evaluation, GWP is at a crossroads in its evolution. Its next steps are critical hence the timeliness of this evaluation to feed issues and challenging ideas into the ongoing strategy development process (2009 onwards) for GWP. The following options could be considered:

### Option 1: 'Complete' and Fade Away

*Vision: Finish spreading the message at country level and for a limited period actively encourages new CWPs to emerge within developing countries. Exit from GWPO programme led activities through a managed withdrawal.*

GWPs purpose is to spread the message of the importance of IWRM. This has been achieved at the global level and in a number of regions and countries. However, newer and struggling country partnerships still require support and, under Option 1, GWPO should concentrate on building knowledge and capacity in these countries. Existing functional partnerships become self managed and self funded and those that see value in continuing the partnership do just that. Once the IWRM message has been spread and understood in all partnerships GWP's role will phase out. Under this model GWP would not proactively catalyse new partnerships beyond a 2 year period as funding would be diminishing year on year. Through a managed transition the central staffing structure of GWP would be reduced to a core staff and gradually phased out.

Financial Profile<sup>9</sup>: Complete and Fade Away

	Global \$	Regional \$	Country \$
Governance and Advocacy Costs (core) Year 1	10m	3m	2m
Year 2	8m	3m	2m
Year 3	6m	2m	2m
Year 4	4m	1m	1m

This option sees success as a number of country water partnerships that are nodes of advocacy on IWRM in their regions. The number of partnerships is expected to reduce on current numbers as those that remain will be completely self-financing with sound and strong governance structures.

### Option 2: Business As Usual

*Vision: Continue to support countries and regions to spread the IWRM message and facilitate the implementation of IWRM. GWP as an organization would look the same.*

Option 2 is the "business as usual" scenario. This would see GWP continuing to build up country water partnerships, supporting them to become self financing and continuing programme activities to develop materials and share knowledge that supports countries to facilitate IWRM implementation in their own country. Global advocacy would be less of a priority.

The organizational structure of GWP would not change under this scenario, though greater priority would be placed on fundraising. As this would not necessarily lead to any significant shift in GWP operations, long term funding from donors would not be assured as there is a sense that GWP needs to either advance or risk losing funding. Consequently under this model new financiers would be needed. GWP would be unlikely to catalyse any new partnerships unless new financing is secured.

<sup>9</sup> The financial figures provided for each option are not recommended budgets but simply illustrative estimates that show trends in expenditure for each option.

#### Financial Profile: Business as Usual (as present)

	Global \$	Regional \$	Country \$
Governance and Advocacy Costs (core) Year 1	10m	3m	2m
Year 2	10m	3m	2m
Year 3	10m	3m	2m
Year 4	10m	3m	2m

Sees success as new funding sources secured, existing partnerships continuing to strengthen and mature, and new partnerships in developing countries emerging.

#### Option 3: Re-energise, Re-strategise and re-organise

*Vision: GWP as a global thought leader on water issues directly representing and advocating in the interests of its membership. Regions are stronger and technically support countries. The organization looks significantly different from present with most financial resources going to country, then regional and then HO level.*

Option 3 sees a radical shift in the way GWP currently operates. At present GWP has advanced significantly as a network but its global advocacy role has been left behind. Under option 3 significant effort would be placed on raising GWP's technical profile. Integrated Water Resource Management would remain the core message of GWP but its relevance to existing policy debates such as climate change or population growth should be more clearly articulated. GWP would become a leader amongst other water institutions in demonstrating the impact of climate change or population growth on water resources, particularly advocating the impacts on developing countries on a global scale and identifying some priority mitigation steps.

The regions would be significantly strengthened and play a greater role in supporting countries to work toward self governance and financing. Regions would also play a leading role in identifying and lobbying for regional policy priorities based on the priorities of the countries in the region, and any trans-boundary concerns that are not addressed through existing structures. The number of country water partnerships would expand only where funding has been secured, predominantly via regional and country level fund raising.

#### Financial Profile: Re-energise, Re-strategise and Re-organise

		Global \$	Regional \$	Country \$
Year 1	Governance and Advocacy Costs (core)	8m	3m	4m
	Non-core funds – 'Facilitating Implementation' Funds	1m	3m	3m
Year 2	Governance and Advocacy Costs (core)	6m	4m	5m
	Non-core funds – 'Facilitating Implementation' Funds	1m	4m	5m
Year 3	Governance and Advocacy Costs (core)	4m	5m	6m
	Non-core funds – 'Facilitating Implementation' Funds	1m	5m	8m
Year 4	Governance and Advocacy Costs (core)	4m	5m	6m
	Non-core funds – 'Facilitating Implementation' Funds	1m	5m	10m

This option sees success as a network that is increasingly governed by its members. Most country water partnerships (most existing plus some new partnerships) are self financing and technically proficient as a result of the support provided by strong regions. There is a "leading edge" global policy profile capable of attracting significant non-core project funds to all levels of the partnership.

## 5.2 Recommendation on Future Direction

Based on our findings (see Chapter 3.6 and Chapter 4) the Evaluation Team favours Option 3. Table 7 and Figure 4 (overleaf) outline the logic behind the recommendation for Option 3.

**Table 7: Pros and Cons of the Options**

Option	Pros	Cons
<b>Option 1: Complete and Fade Away</b>	<ul style="list-style-type: none"> <li>Ensures only truly viable and pro-active partnerships will continue</li> <li>Limited ongoing central investment costs with funding for country operations sourced at the country level</li> </ul>	<ul style="list-style-type: none"> <li>Very few partnerships at country level are likely to be financially self supporting at present so GWPs legacy might be limited.</li> <li>Much learning has yet to be captured across the partnership. Without a mechanism to do this there are lost opportunities.</li> <li>It is likely to be more difficult for countries to demonstrate their ongoing relevance to members without some global policy advocacy. i.e. if it is no longer relevant globally why should it be nationally?</li> </ul>
<b>Option 2: Business as Usual</b>	<ul style="list-style-type: none"> <li>Very little institutional change so limited disruption/confusion</li> <li>Support to country/regional fundraising will increase the likelihood of existing partnerships becoming self-financing</li> <li>Knowledge transfer and learning throughout GWP would improve</li> </ul>	<ul style="list-style-type: none"> <li>GWP loses its global profile through limited emphasis on this aspect of its operations. This is likely to affect ability of countries/regions to attract funding.</li> <li>GWP doesn't evolve into the next phase of being a network organisation governed more directly by its members</li> <li>New core funders likely to be required making financial security a concern</li> </ul>
<b>Option 3: Re-energise, Re-strategise &amp; Re-organise</b>	<ul style="list-style-type: none"> <li>GWP confirms its position as a global thought leader demonstrating ongoing relevance of IWRM which will continue to attract strong supporters of GWP at all levels</li> <li>GWP members more directly driving organisational direction</li> <li>Regions better resourced and therefore more able to support countries.</li> <li>Countries have access to more technical support and receive more assistance in fundraising/ direction setting.</li> <li>Smaller, nimbler, more responsive Global Secretariat with defined support role.</li> </ul>	<ul style="list-style-type: none"> <li>Significant organisational change, particularly with shift to stronger regions and Global Secretariat to a more service focused unit.</li> <li>Will take time to build more capacity at regional and country level – attention to this could constrain/ threaten areas of current gain unless adequately resourced.</li> <li>Membership of Steering Committee solely from Regions/countries may introduce vested interests. Requires strong leadership.</li> </ul>

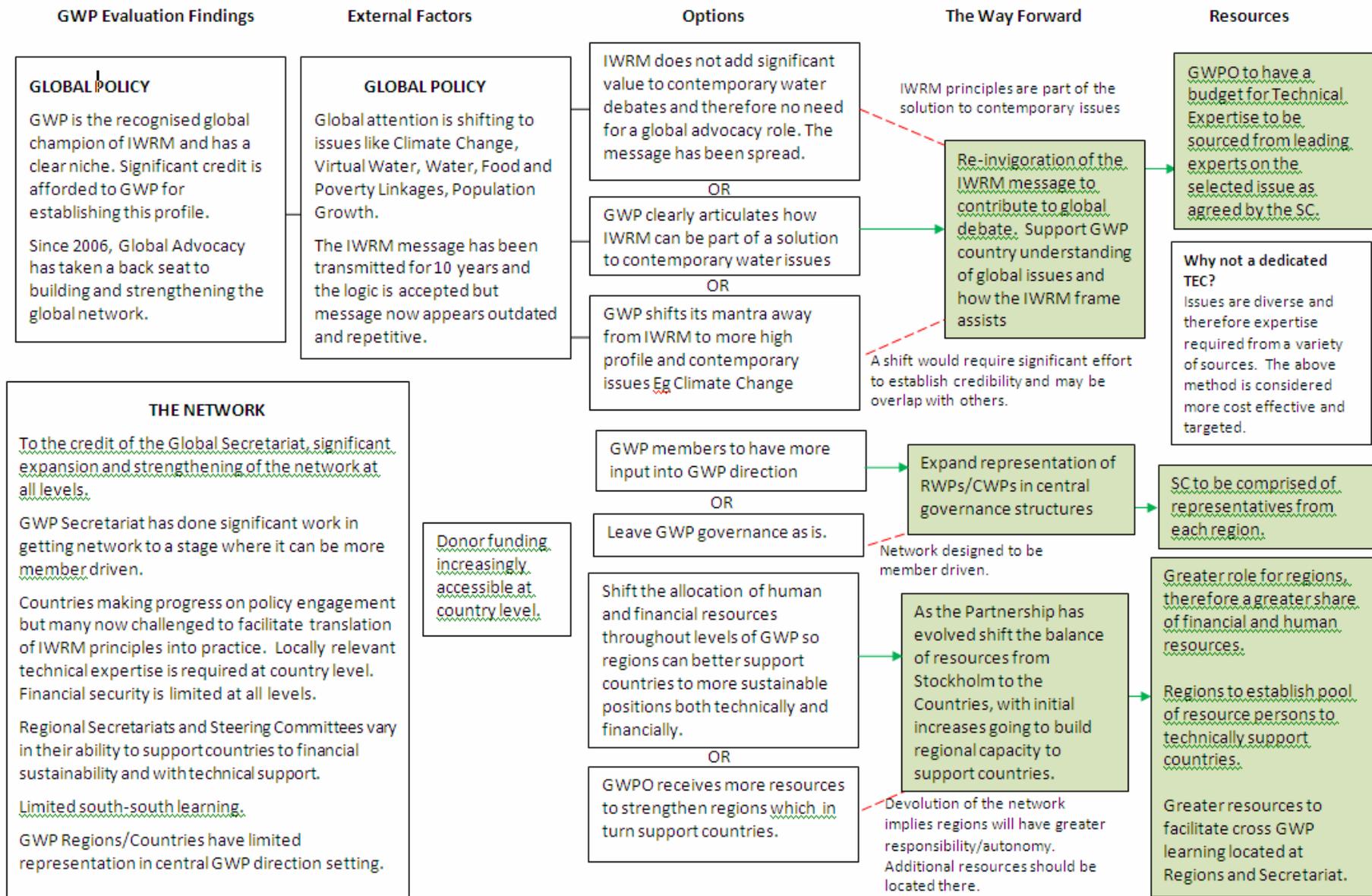


Figure 7: Decision Tree Establishing Key Aspects of Option 3.

Option 3 presents a logical and bold step toward a more member driven network but it is acknowledged that different countries/regions will want to take their partnership in different directions and therefore may individually come up with some variation or alternate options. Our endeavour here is not to predict all country/regional directions, as these are likely to vary dependent on the unique cultural, historical and organisational needs of these regions/countries. Rather what we aim to do is provide a general flavour for how GWP as a global organisation could take the next step in its evolution and thereby optimise its development impact in the period through to (and beyond) 2015. In recommending Option 3 for the future, we have further elaborated this option, discussing in more detail the implications for GWP governance and management.

Organisationally this option would see GWP radically altered – perhaps even turned on its head, with HQ accountable to Regions, and Regions accountable to their country constituency. The GWP membership (RWPs and CWPs) would have greater input into deciding GWP direction and would form the main constituency of a smaller and more focused Steering Committee. Donors would have observer status on the Committee and nominate one representative to liaise with the Chair of the Steering Committee advocating the shared views of all donors. The Steering Committee would play a leadership role in deciding the policy direction of GWP – both in terms of how to service the needs of members and GWP's global advocacy role.

There is a clear ongoing need for technical input and leadership at the global level which with effective targeting on content and communication activities to facilitate profile can be served through the TEC team arrangement of a small, prominent standing group of technical expertise. This needs to be complemented through budget provision to Regional Secretariats allowing them to hire technical expertise (from within and out-with their current known structures of technical resources) to assist them on issues particularly relevant for their regions. It will be important that TEC has a role in supporting the regions in shaping these regional response mechanisms and maintaining effective linkages thereafter. These technical resources, working within protocols established by the TEC, would work closely with the communications personnel at regional and HQ levels to ensure messages were disseminated throughout the network and experience from the regions and countries were reflected in global advocacy messages. The above, together with the continuing wider functions of the TEC within the GWPO, warrant the continuation in the medium term of the TEC chair and support staff unit.

Any headquarter structure would be lean with a small staff complement focused on global brand management and profile raising, global knowledge management and liaison with international donors/funders. This would not necessarily need to be based in Stockholm, thereby reducing expenses and unnecessarily complex legal requirements, and governance structures, such as “sponsoring partners”. One possibility which should be considered further (pros & cons) would be for the Secretariat to be placed in a GWP “transition” country with good travel links.

Regions would have greater autonomy and more human and financial resources for their Secretariats. Significantly, their role would be focused around three key themes:

- Pro-actively engaging in regional policy advocacy representing the interests of its countries and advocating with regional financial institutions such as the African Development Bank and the Asian Development Bank.
- Technical support. The Regional Secretariats would have resources to access technical expertise for countries. The Regional Secretariat could retain a register of local experts in areas including conflict management/ resolution, water governance and water financing etc which countries could draw on for support. Some regions such as Latin America, Southern and West Africa already have set similar mechanisms in place to support their countries.
- Proactively promote and share knowledge and experience amongst the member countries and feed key trends and messages to other regions and the Global Secretariat.

Regional Secretariats would not physically rotate enabling capacity to be retained within the structure. The Chairs of the Regional Secretariats could continue to rotate.

Countries would focus on facilitating IWRM implementation. This can be achieved through a variety of initiatives depending on each country's unique policy, legislative and institutional progress. It could mean providing a multi-stakeholder platform for policy debate or it could mean more grassroots involvement. This does not mean GWP should become involved in large project management. Rather, the country water partnership could support existing government and donor funded large catchment, river basin or water resource management programmes. This could entail receiving funding to facilitate multi-stakeholder (including actors beyond water) involvement in key policy/planning/implementation decisions and keeping all parties "on message" about the multiple uses and values of water and how to resolve conflict and competition amongst these users. Under this model countries continue to choose their own direction – some may dissipate if they feel they no longer add value, others will strengthen.

Depending on the focus of the Country Water Partnership, Area Water Partnerships could be formed. If a CWP is focused on facilitating grassroots implementation in a particular part of the country this could be a useful endeavour. If it is focused on central level policy advocacy and change, establishing Area Water Partnerships will not be a priority.

Greater emphasis would be placed across the partnership on bottom up learning and experience sharing between partners. Practice would be informing national, regional and global GWP policy directions, to ensure GWP becomes grounded in reality as well as good theory/concepts. Mechanisms would be needed to ensure cross-regional sharing of experiences and lessons learned.

It is considered beyond the scope of this evaluation to provide a detailed implementation plan for Option 3. Any move in this direction needs a carefully planned and managed process which is likely to benefit from external facilitation by a change management/organisational development specialist. A detailed Change Strategy Plan which proposes Terms of Reference and staffing complements for each level of GWP, appropriate funding mechanisms/structures at each level of the network, quality assurance mechanisms etc should be produced for Steering Committee consideration.

## CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

### 6.1 Conclusions

GWPs role has been generally positive and GWP has done well to evolve over the last four years as recommended by the 2003 review. Significant achievements include the growth in number of country water partnerships and the strengthening of financial and management systems throughout the network. Over this strategy period, some Regional Water Partnership Steering Committees and Secretariats have evolved into bodies capable of engaging in regional policy and supporting country water partnerships, and others have been less successful. GWPs role at the global level has been less pronounced.

GWP still has a clear niche within the water sector and its mission is apt. However, to respond to significant changes in the shape and needs of the network, and evolving policy debates, the structure and direction of GWP need to shift radically to ensure it remains relevant and optimal to delivering on its contribution to the development agenda.

ToR Reference	Key Conclusions	Further Detail
<p>C1. GWP Mission, Goals and Strategies</p> <p><i>Is GWP doing the right things?</i></p>	<p>GWP’s mission is “to support countries in the sustainable management of their water resources”.</p> <ul style="list-style-type: none"> <li>• The mission statement remains valid and relevant.</li> <li>• GWP is recognized as <i>the</i> organization spreading the IWRM message. It is also recognized as an organisation able to provide a neutral platform for dialogue on water related issues.</li> <li>• Over the last strategy period, emphasis has been appropriately placed on expanding and strengthening the national and regional levels of the network, with global thought and publications focused on supporting the countries to understand and facilitate the implementation of IWRM. GWP’s international policy advocacy has not kept pace with emerging issues. It is no longer considered by international stakeholders as at the cutting edge of water resource management. Its central message, whilst still valid, is in need of re-energization.</li> <li>• No international agency is bringing together the various and numerous water actors to address the impact of issues including: <ul style="list-style-type: none"> <li>○ climate change,</li> <li>○ population growth,</li> <li>○ food price increases, and</li> <li>○ greater private sector involvement</li> </ul> </li> </ul> <p>There is an opportunity for GWP to fill this international policy void, support its members in addressing and exploring these issues, and re-establish its global profile.</p>	Chapter 4
<p>C2 Accomplishments and Impact</p> <p><i>Is GWP doing the</i></p>	<ul style="list-style-type: none"> <li>• Over the last 10 years, GWP has done a remarkable job at raising awareness of IWRM at the international, national and country level. Regional and country level knowledge of IWRM has significantly improved on the last evaluation.</li> </ul>	Chapter 3.1 – 3.4

<p><i>right things well?</i></p>	<ul style="list-style-type: none"> <li>• The network has expanded from 28 CWPs to 71 during this strategy period. The number of partners has tripled to 1800. This is strong organic growth of the network.</li> <li>• There is significant evidence of tangible shifts in policy and legislation in support of IWRM in a number of GWP countries.</li> <li>• At country level, there is less progress in influencing broader development policies such as PRSPs, supporting organizational reforms, increasing financial flows to the water sector and facilitating grassroots implementation of IWRM principles</li> <li>• Regions are highly varied in their ability to influence the regional policy agenda. Success appears to correspond with higher levels of funding and non-rotational secretariats.</li> <li>• A limited number of RWPs have started to meaningfully and successfully engage with tackling trans-boundary river issues.</li> </ul>	
<p>C3 Network Governance and Management</p> <p><i>Is GWP appropriately structured and organised?</i></p>	<ul style="list-style-type: none"> <li>• The GWP secretariat has significantly improved financial, management and accountability systems throughout the network. However there is still room for improvement, particularly in monitoring finances (including in-kind and locally accessed funds) at country level.</li> <li>• The costs of administering the GWP (secretariat and governance expenditures) are considered proportionate to the global nature of the organization.</li> <li>• Stronger systems have lead to the perception at country level of GWP becoming a more centralized organization</li> <li>• The governance structures of the network are overly complex and neither sufficiently representative of its members nor accountable to the members.</li> <li>• The TEC has played a key role in developing and promoting the toolbox. Engagement on content and increased visibility of GWP within the global policy arena continues to be important for the organisation. More effective localised mechanisms, linked into the TEC, to provide technical advice to regions need to be developed to meet the support needs of countries in facilitating implementation of IWRM.</li> <li>• Knowledge management from central level to country level is strong. However, the feedback loop from country level to central level to refine and strengthen global policy directions is mostly absent. Over the last four years, public relations appear to be the focus of the communications programme, rather than cross-organisational learning.</li> <li>• Learning reviews are in-depth and a critical source of information but the schedule for reviews is well behind and there is no routine practice of systematic follow up on recommendations</li> <li>• GWP lacks a coherent strategy and operational approach to performance management. Concern over the completeness and</li> </ul>	<p>Chapter 3.5</p>

	feasibility of an outcome mapping centred approach given the future direction of the network.	
<p>C4 Secretariat Management</p> <p><i>Is the secretariat appropriately structured, resourced and managed?</i></p>	<ul style="list-style-type: none"> <li>The number of staff in the Secretariat has increased from 18 staff to 25 core and non-core positions between the end of 2003 and 2007, predominantly growing in the area of financial and administration support. The number of network officers has also increased. These changes are considered proportional to the increased demands of a growing network.</li> <li>Staff profile and Secretariat expenditure is broadly in line with its strategic priorities.</li> <li>The staff profile and organogram of the Secretariat has continued to evolve in response to evolving priorities/ changing programming needs. This has resulted in periods of imbalance in reporting lines.</li> <li>Tensions within the Secretariat have had a limited immediate effect on the performance of the Secretariat, but there is a lag factor and concern over how its ability to attract funds has been affected. If GWP wants to redefine its role this will take significant effort and it is doubtful whether this could be achieved if current tensions are unresolved.</li> <li>Whilst staff attention was given (belatedly) to fund raising, this critical aspect of the Secretariat's function has lacked focus and measurable results.</li> </ul>	Chapter 3.5
<p>C5 – Sustainability</p> <p><i>How can the sustainability of GWP be ensured?</i></p>	<p><i>Financial Sustainability</i></p> <ul style="list-style-type: none"> <li>The partnership has doubtful financial sustainability at any level without radical shifts. GWP has paid insufficient attention to the sustainability of CWP's</li> </ul> <p><i>Institutional Sustainability of Country Partnerships</i></p> <ul style="list-style-type: none"> <li>Most country partnerships operate under a host institution and receive very little funding from GWP. Very few countries have been able to raise funds locally. This is due to a combination of factors: <ul style="list-style-type: none"> <li>Lack of confidence that they have the mandate (from central GWP) to raise funds locally</li> <li>Inadequate legal identity to receive donor funds locally</li> <li>Lack of clarity about GWP's future direction at central level</li> <li>Lack of clarity about GWP's future direction at country level</li> </ul> </li> <li>Whilst a number could continue to operate on minimal funding and host institution goodwill for a short time, most would not be sustainable in the long term without a strong international network and greater attention to fund raising.</li> </ul> <p><i>Sustainability of impacts through integration with national development processes</i></p> <ul style="list-style-type: none"> <li>There is evidence that GWP's efforts are becoming institutionalized through policy and legislative reforms in a number of countries. This is a long term process but the will to move toward facilitating implementation is present in most country partnerships. Given</li> </ul>	<p>Chapter 3.5</p> <p>Chapter 3.1 and 3.4</p>

	time, funding and the appropriate support, it is clear significantly more could be achieved.	
C6 – Future Challenge issues	<ul style="list-style-type: none"> <li>• Lack of financial security.</li> <li>• Lack of clear future vision</li> <li>• Expanding the resource base and establishing longer term financing, particularly at the country and regional levels</li> <li>• Defining and re-establishing a global advocacy role</li> <li>• Organizational restructuring required to empower the network to be come more representative of and responsive to the needs of its members</li> </ul>	Chapter 5

## 6.2 Key Recommendations

- Consider adopting Option 3 in Chapter 5 of this document. If this is adopted, consider engaging organisational development/change management expertise to develop a detailed Change Management Plan for Steering Committee consideration.
- Integrated Water Resource Management should remain GWPs central message. However, the global profile needs to be updated by more actively and visibly defining the relationship between emerging global challenges and water resource management. A clear global advocacy strategy should be developed with two prongs: 1. global advocacy on selected issues and 2. Technical initiatives that support country water partnerships to discuss and consider how to manage these emerging challenges.
- Reduce the size of the Steering Committee to a maximum of 10 representatives from countries/regions with technical input from water and other allied areas. The SC will make decisions on key policy directions and support the new Chair to work through a series of challenging change processes.
- Re-shape the organization for bottom-up accountability with a key goal being supporting countries to become self sufficient. This would entail:
  - A smaller global secretariat structure focused on global knowledge management, liaison with donors/funders, and brand management. Review what needs controlling from the centre whilst still maintaining the integrity of GWP. The secretariat is accountable to the Steering Committee which is now representative of the regions. Consider the pros and cons of moving the secretariat out of Stockholm to free GWP from excessively complex governance structures.
  - Stronger and better resourced regions that pro-actively engage in regional policy advocacy, provide technical support to countries and share knowledge amongst the countries. The regions are accountable to the countries they represent. The resources for the network officer positions are moved to the regions. Regional Secretariats ideally do not rotate to preserve institutional knowledge.
  - Countries better resourced and able to “facilitate IWRM implementation” through proactively engaging with national and sub-national policy and legislation and facilitating implementation at the grassroots level.
  - A mechanism is provided for inter-regional cross fertilisation of ideas and for sharing knowledge and lessons learned.
  - Strengthen and refine the current arrangements for the TEC to fit with the above ensuring the integrity of its global role and developing more tailored technical resource facilities for regions. Any such facility should consider how best to leave the knowledge within the network and build the skills of regional technical experts who in turn support countries. Recruit high level charismatic global water advocates.
- Donors support GWP to implement these changes in the next phase of its evolution. The donor role in the new GWP would be harmonised in its approach. Donors would meet once per year to agree on a common approach to GWP, and would elect one representative to be an observer on the Steering Committee.

## Summary of Minor Recommendations

### *Global Policy and Alliances*

- There should be a clear link between issues selected for global advocacy and the policy priorities of developing countries.
- GWP strategic alliances - “Alliance Partners” - should be clearly linked to the policy agendas GWP chooses to influence. The purpose of these partnerships should be clearly communicated throughout the network

### *Strengthening the Network*

- In a number of countries, a longer term vision with clarity on what GWP hopes to achieve at country level (as defined by that CWP Steering Committee) will greatly assist in fund raising
- Formal registration (recognised legal status) of the partnership in countries, where the local laws will allow this and where it does not jeopardise the neutral platform of the partnership, may assist in obtaining funds locally
- Countries need technical assistance to help them “facilitate implementation” and move beyond talking about IWRM in concept. Some regions have already developed mechanisms to provide support at country level, others could benefit from this.

### *Governance*

- Greater clarity and precision in the role and naming of GWP membership and structures would be useful. The term “Partners” is used for many structures, including members.
- Consider whether the new practice of holding annual meetings globally every second year fulfils the Statute requirement of an Annual Network Meeting.
- Steering Committee members should have responsibility to report back to the members they represent.
- The Steering Committee meetings should be structured to enable space for debate and time to agree strategic direction. Less items purely for information, more for decision.
- Output based budgeting and financial reporting would be a useful management tool for TEC.

### *Financial Performance*

- Whilst strong financial and management procedures have strengthened the network, it has created a sense of “looking up” for approval of initiatives. This should be balanced by an ongoing encouragement of innovation at country level both in terms of future direction and funds seeking.
- Clear guidance should be provided on grant budget limits and the number of likely successful proposals to prevent wasted effort at country level.
- The GWP SC could usefully inspect country level expenditure to assess financial sustainability of the network at country level.
- Contributions in kind and locally raised funds should be accounted for in country level financial reporting to provide a better picture of the overall size of the partnership and local ownership.

### *Communications, Knowledge Management and Performance Management*

- Systematic follow up of Learning Review key recommendations would be useful.
- Topic based twinning arrangements could facilitate south-south learning