

**Capitalizing the development process
of the Action Plan for IWRM
and its implementation in Senegal**

WARNING

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ABBREVIATIONS AND ACRONYMS

ACED :	Association of Environment and Sustainable Development Communicator
ASPID :	Senegalese Association for the promotion of Irrigation and Drainage
AWF :	African Water Facility
CARITAS :	Catholic International Aid and Development Agency
CIDA :	Canadian International Development Agency
CWP :	Country Water partnerships
DGPRES :	Directorate General of Water Resources Management and Planning
DWS :	Drinking Water Supply
EVE :	Water, Life and Environment
GWP/WA :	West African Water Partnership
GWP :	Global Water Partnership
IUCN :	International Union for the Conservation of Nature
IWRM PLAN :	Integrated water resources Management Plans
IWRM :	Integrated water resources management
MAH :	Ministry of Agriculture and Hydraulics
MDGs :	Millennium Development Goals
OMVS :	organization for Senegal River Development
PAWD :	Partnership for African Water Development
PELT :	Long-term water project
PEPAM :	Millennium Drinking water and Sanitation Program
PNES :	Senegal Country Water Partnership
PSE :	Water Sector wide Project
RENZOHS :	Senegal Network of experts in Wetlands
RWP :	Regional Water partnership
UNDP :	United Nations Development Program
WSSD :	World Summit on Sustainable Development

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We want to express our gratitude to all those we do not nominate here for their collaboration. We would like to profit from this opportunity to thank the various financial partners without whom the work wouldn't be done specially the Canadian International Development Agency (CIDA)

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PREFACE

Water is a very important issue in West African countries and particularly in Sahelian countries. It is acknowledged that water is essential to economic and social development, and good governance of the resource is a must not only for decisions makers who have an obligation of means but also and mostly for every citizen who must adopt good behaviors in order to ensure the sustainability of the resource.

To help in changing behaviors, reforms are required and planning is an important element of these measures of reforms. In the reflections, Integrated Water Resources Management (IWRM) came out as one of the approaches to reach water good governance. In 2002 in Johannesburg, countries commit themselves to develop national action plans for integrated water resources management.

In the framework of the support required from the international community, the Canadian International Development Agency accepted to support GWP initiative called Programme for Africa's Water Development that aims at supporting five African countries in the development process of their IWRM plans. Mali and Senegal benefitted from this initiative which was a support to a government programme for the IWRM Plan development. The collaboration state of mind of all actors mainly of governments which has characterized the process allowed GWP to achieve with great satisfaction part of its mission that is to support countries in the sustainable management of their water resources. These processes have been completed and this document aims at giving an overview so that what was done in Mali and Senegal can help other countries that will have to undertake an IWRM planning process. The two studies of Mali and Senegal form with that of Burkina an integral part of a series.

These documents aim at giving all water sector actors (professionals and non professionals) elements for the orientation of the actions undertaken in some countries in West Africa.

We hope that these studies capitalizing these experiences will serve as catalysts for sustainable development.

Hama Arba Diallo

Chair GWP-WA

EXECUTIVE SUMMARY

Stages of the process

Following the Summit on Sustainable Development in 2002, Senegal engaged in a development process of Integrated Water Resources Management Action Plan with the financial support of the Canadian International Development Agency (CIDA). The Global Water Partnership supported technically the realization of these plans within the beneficiary countries. The development process had several phases (figure 1).

The Initiation phase was marked by the roadmap development and the establishment of the IWRM Plan institutional framework. Sensitising and training courses allowed the teams of the process facilitation to control better the IWRM concept, the objectives of the project and the approach to conduct all the process.

The analysis of water resources management Phase featured by a strong participation of the local players in the regional and departmental experience sharing workshops. These players were able to exchange notes on the problems of water resources management in their locality and to propose directions for its improvement. Thematic studies and experience sharing workshops with key players of water resources management (networks and OMVS) allowed supplementary information to be collected in the various regions. This phase led to the definition of the situation analysis of water resources management.

A multi-field editorial committee facilitated the IWRM Plan Development Phase. This team organized various national dialogues, which allowed definition of the IWRM Plan strategic areas and the proposals for IWRM Plan implementation framework. The Reference Group of the GWP contributed an efficient share.

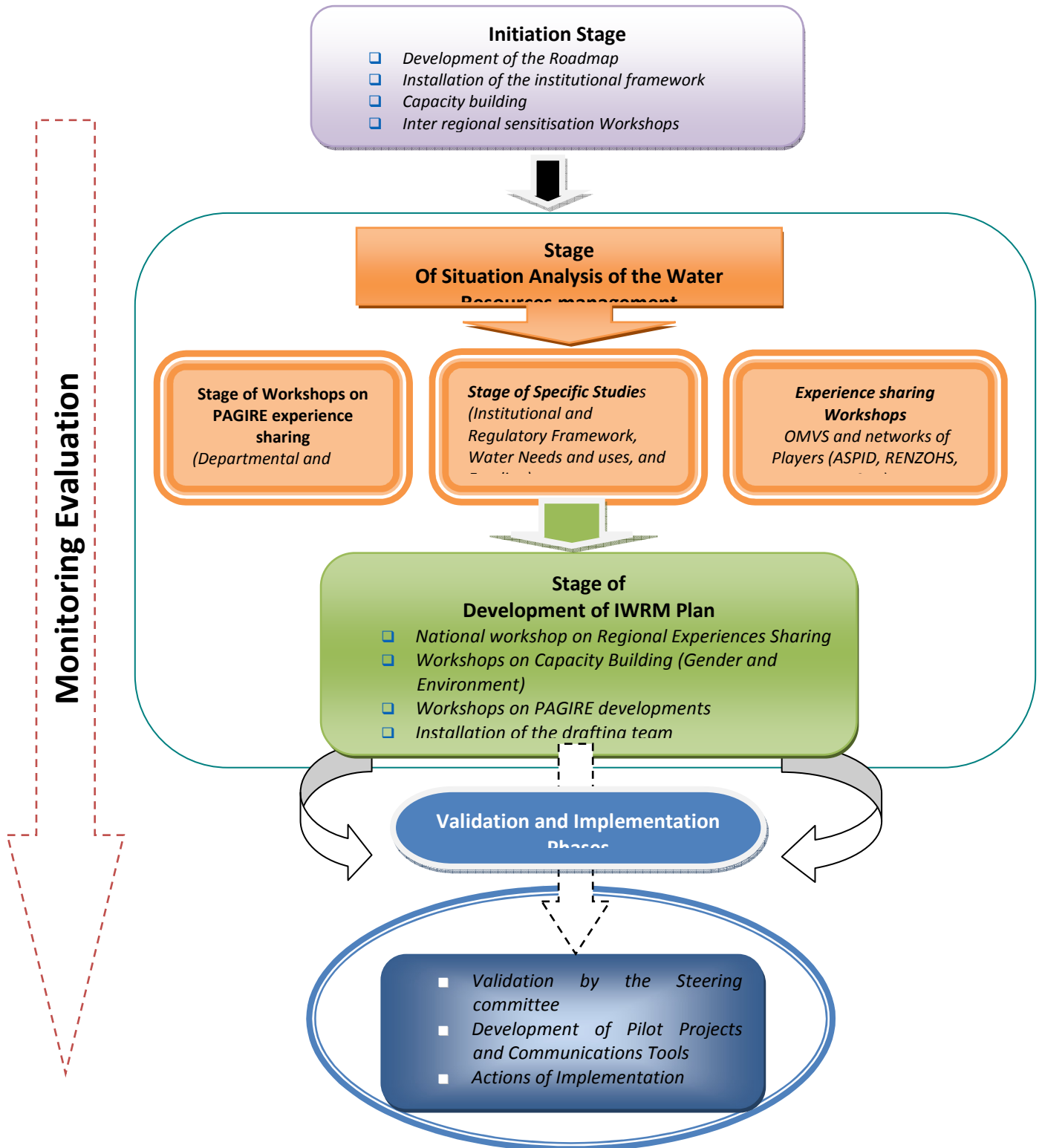
The IWRM Plan was validated at a Steering committee meeting late in December 2007. Following that, the identified priority projects were developed and submitted to the project team. Tools of communication (folders on the process and the Action plan) were developed and distributed to the players that participated in the process.

The IWRM Plan Implementation Phase did not await the end of the process. Along the development of IWRM Plan, the Senegalese Government submitted an IWRM project funded by the African Water Facility. This project takes as a starting point the proposals put forth at the various national meetings. In addition, actions contained in the IWRM Plan priority projects are taken into account in some partners ongoing programs (e.g. CARITAS, IUCN).

Learned lessons and recommendations

The strategy that was developed in order to lead the IWRM plan development showed its effectiveness. It resulted in consensuses that are explained in a participatory process with the involvement of various players at all the geographical, institutional and thematic levels thus contributing to good and effective management. This approach was a good negotiation framework, which allowed the national and local players to discover IWRM and challenges in the water sector. This led a capacity enhancement to address IWRM issues, but also the organisational and facilitation techniques for the members of the teams. All the players who affirmed their support for IWRM plan appreciated participatory approach very well.

Figure 1: Development process Integrated Water Resources Management Plan in Senegal



However, this was a process, which showed weaknesses in various aspects :

- Unavailability of some key members of the team and the demobilisation of the project team at the end of the process ;
- Lack of adherence to the calendars resulting in a notorious delay of the finalization of the key documents (Situation analysis and IWRM Plan). This had a very perceptible impact on the adoption of the final document ;
- Weakness of communication, in particular, the absence of editing and non distribution of the final document ;
- Non-formal recognition of the document by the Government.

Today, the role of the government is to make the implementation of IWRM Plan a success. For that, the recommendations converge towards :

- Reinforcement of communication around the IWRM Plan by the editing of documents (IWRM Plan, Situation analysis, etc), their translation and dissemination in national languages, information of the players about the contents and the next stages ;
- Formalization of the Senegalese Government commitment through an advocacy campaign with the ministries concerned, and adoption of the document as policy pool for the water sector ;
- Support for the local IWRM efforts through the development of local level platforms of players and the multiplication of IWRM sensitisation sessions ;
- Improvement of the effectiveness of the process organization on the following aspects: Coordination, Monitoring of actions, resources strengthening, Information exchange, capacity building ;
- A better support of the private sector and participation of women through frequent information meetings. This will mean ensuring their empowerment for effective involvement in water resources management and through the implementation of an effective mobilisation strategy ;
- IWRM Plan funding through the IWRM Plan actions in the Strategy of Growth and Poverty Reduction, the convention of a meeting with donors, and the development of synergies with the initiatives underway or envisaged.

I. ANALYSIS OF IWRM PLAN PROCESS IN SENEGAL

1.1 Initiation of the process in Senegal

Precursory elements of IWRM Plan

Well before the Summit of Johannesburg, Senegal was aware of the need to improve water resources governance considering the importance of this sector in the socioeconomic development of the country.

Already in 1998, UNDP Project of water resources management had started thought sharing allowing to get to an IWRM Plan centred around a basin approach according to the Regional Planning ecogeographical units.

In 2000, as part of the Water Sectoral Project (PSE)¹, guidelines were developed for a Strategy of water resources management based on the dissemination of information, the need for conferring on water resources their place in the national priorities, and the improvement of the operational framework of water resources management with the involvement of the local players.

In 2000 Senegal obtained a document of a Vision for Water, Life and Environment (EVE) which challenged the authorities on the problems of water management and whose action plan defined IWRM conceptual framework.

Lastly, in 2002, Senegal got a Country Water Partnership (PNES), a platform of players expected to lead the process of the water sector reform towards IWRM with the active participation of all the stakeholders and at all levels.

Thus, all the conditions were met to start the effective implementation of IWRM in Senegal. However, several elements, the lack of political will in particular, slow down the fervour. The political leadership rather had an interest turned towards physical outcomes (e.g. number of boreholes). With increased IWRM based sensitisation, coupled with series of international engagements, which the country entered, especially with the CSD and the Summit of Johannesburg, the Senegalese Government understood that the sustainability of these investments would not happen without effective water governance.

During the Water Week in Stockholm (2002), a negotiation was started between the Directorate of Water Resources Management and Planning (DGPRE) and the GWP to support Senegal in its desire to work out an IWRM Plan in accordance with the recommendations of the WSSD. With the opportunity offered by the Canadian Initiative, Senegal was enlisted as beneficiary. In 2003, at the Conference on water in Ouagadougou, Senegal reiterated its engagement by the Minister of Agriculture and Hydraulics who thus signed a Cooperation agreement with GWP-WA to actually start the process.

¹ PSE-Lot 3 : Support for water resources Departments and management

1.2 Outstanding events of the initiation phase

Development of the Roadmap

The Regional Water Partnership (GWP-West Africa) which contracted a regional consultant supported this action. The approach used in the development of this roadmap was based on a broad dialogue with the technical players of the water sector and PNES and on a bibliographical review. The document produced analyses water resources management and proposes areas for the conduct of the process in Senegal. This study proposed to determine the specific situation of Senegal in the sector and to propose a roadmap tailored to the reality of the context and initiatives in progress. The study was presented to the various players at the launching workshop on the process held in January 2004. On the basis of the recommendations in the amended document, the roadmap was adapted and finalized by a think tank. The proposed stages take into account the achievements of UNDP, PSE and PELT projects referred to above. It stresses on the participation of players in the development processes.

Establishment of the IWRM Plan institutional framework

The setting up of Policy committees and implementation of the process was guided by the IWRM principles, which recommend the strong involvement and participation of the various players in the water sector. Thus, the blueprint and implementation is underlain by a steering committee, a monitoring committee and a multi-field team set up by Ministerial decree n°03371/MAH of 23 March 2004.

The Steering committee (CP) is the policy committee made up of sixty six (66) members representing various categories of players including government institutions (technical ministries, technical commission of the national assembly), local governments, the private sector (Employers of industry and water company), the Country Water Partnership, the civil society (NGOs, Associations of Women Groups, producers and consumers), organizations of shared basins, development partners, etc. It is responsible inter alia (i) for ensuring the overall coordination of the process ; (ii) for validating the IWRM Plan strategy ; and (iii) for laying the IWRM Plan draft document before the Government for approval.

The Monitoring Committee (CS) ensures the control of the process. It is composed of 19 members representing the key government departments (hydraulics, sanitation, economy and finances).

The project team (EP) oversees on daily basis the implementation (actions) of the process (development of work plan, reports, terms of reference for specific studies, facilitation of workshops, coordination with their structures, sensitisation at their structure level, consideration of the reports, etc). It gathers the 19 representatives of the key engineering departments and the Country Water Partnership. Several professional profiles/thematic areas are represented : hydrology, hydrogeology, agronomy, planning, agricultural engineering, civil engineering, sanitary engineering, communication, law, etc.

The Project Coordination Unit was set up from the very start of the process. In its first version, it was made up of key resource people of the water sector (Advisers of the Minister of hydraulics, DGPRE, CWP and Co-ordinating PELT). Thereafter it was restricted to three people : Director of the DGPRE (Head of Project), Adviser of the Minister (Co-ordinator) and the Executive Secretary of the Country Water Partnership (In charge of monitoring the

implementation). This team conducted all the process of planning, monitoring (reporting) and organization of all the activities.

The team is supported at the regional level by **focal points** represented by the regional persons in charge of hydraulics and agriculture. They are responsible for facilitating the organization of decentralized workshops and for supporting information gathering at the departmental and regional levels.

Capacity building workshops and Inter regional workshops on IWRM sensitisation

Considering the complexity of IWRM and the need for having a handle on the aims of the project, a series of training was organized for the members of the project teams (TEAM building). As part of capacity building of the IWRM PLAN teams, a strategic workshop was also organized on the planning of capacity building needs as regards IWRM. It aimed to plan the capacity building needs of the players involved in the development of IWRM national plans for the countries concerned (Mali, Benin and Cape Verde, etc). A regional capacity-building plan was adopted.

The involvement of all the stakeholders in the IWRM process started with their information and sensitisation about the validity of conducting an IWRM process and about the need for their involvement at all the stages. A first meeting was organized to inform the regional focal points on the IWRM PLAN development process. Following this national workshop, the project coordination unit facilitated five (5) interregional workshops to inform, sensitize and exchange with the various players about IWRM specificities and the local constraints as regards water resources management.

1.3 Lessons learned

Effectiveness of the approach and participation of the players

The diversity of players involved in the institutional framework shows a willingness of the government to open up to a dialogue around water management. Arrangement in a hierarchy of the advisory frameworks allowed a good facilitation of the process with a high turnover of facilitators at the various stages: Steering committee for the validation of the roadmap and the IWRM Plan document, facilitation of the national contributions and sensitisation meetings by the IWRM Plan team, consultants for specific studies and drafting committee for the IWRM Plan development. This approach allowed the verification and validation of the process and to have very appreciable results with the quality of documents and the level of participation.

From the point of view of operation, only the Monitoring Committee did not really play its role because it never met. The reason given is that the Monitoring Committee is a stand-in of the Project TEAM, which comprises PNES and the same water related ministries.

The coordination team carried out the process in the long term in spite of the considerable duties of its members in their normal functions. The joint administration of the process by the State representatives and PNES, which is a more widened platform of players, showed the capacity of the various players to work together to achieve a common goal. One of the constraints to a smooth operation had to do with the availability of the coordinator considering his duties with the Cabinet Minister. This had consequences on adherence to the schedule of meetings. In addition, the change of Government slowed down the activities of IWRM Plan a lot.

The Steering committee contributed a rather scanty share. It took part in the validations of the Roadmap and the IWRM Plan document. In spite of the good initiative of the government to have a common steering committee through the Millennium Drinking Water and Sanitation Programme -PEPAM (beginning of a unified framework in the sector), the fact remains that this committee has rather monitored PEPAM actions. This can be explained by the fact that PEPAM was much more advanced than the IWRM Plan in terms of projects, implementation and monitoring evaluation. Therefore, this synergy and this unified framework so much denounced actually did not function actively considering the fact that the two frameworks were making assessments at different levels. However, it is appropriate to celebrate the fact that this approach facilitated the integration of the IWRM principles in the PEPAM, which is regarded as the "water and sanitation" component of the IWRM Plan.

As for the Project team, it operated very well in the first years of the IWRM Plan. Its input was exceptional to the facilitation of the workshops on sensitisations, regional experience sharing, and validation as well as development of the terms of references of the specific studies. Considering the fact that the team brought together resource persons from various backgrounds and different specialities, it achieved good experience sharing as well as a mutual capacity building particularly of the technical knowledge of water, the water code, terminology etc. However, the problem of regularity of some administration members was deplored. Thus, the team functioned with a hard core of 5 to 8 persons (out of 19 members). In addition, there was still a feeling of incomplete work because as from October 2006, the committee hardly met and fell into some kind of lethargy. This can be explained by the fact that the activities were carried out thereafter by the Drafting committee.

The sensitisation, capacity building and experience sharing sessions were an indisputable contribution considering the results achieved. A good mastery of IWRM process and issue by the different involved players would allow the process to be continued in the long term. The translation of IWRM concept into a national language (Wolof) facilitated the understanding of the concept a lot. These workshops provided good opportunity for information exchange for water resources management, especially about the interdependence of uses (e.g. river navigation and fishing, availability of water resources and distribution of boreholes), conflicts of uses (farmers and stockbreeders), and the initiatives in progress. However, some players interviewed regretted the brevity of the sensitisation sessions (one day) and the lack of concrete examples on IWRM to allow the various players to have a mastery of the concept and to analyze the IWRM problems correctly (instead of restricting water management to DWS and sanitation).

Impacts on water resources management and sustainability

- Improvement of the water governance by opening up to other players (except engineering departments of the government) in the process of definition of the water policy.
- Enhancement of players' competence for the participatory development of the action plan.
- Establishment of a network of diversified players which thanks to IWRM Plan collaborates on water resources management
- Sustainability: the existing advisory frameworks and the synergy brought by the different players constitute a platform for dialogue that the Higher Water Council and future IWRM Plan PS will have to use to advance the reform process towards IWRM.

II. SITUATION ANALYSIS OF WATER RESOURCES MANAGEMENT

2.1 Outstanding events

The elaboration of IWRM Plan was based on the situation analysis of water resources management whose analysis was carried out in a participatory way.

Regional Experience sharing Workshops

Forty-three (43) departmental and regional workshops were held throughout the country with representatives of the various categories of players of the water sector. These workshops aimed :

- to be in agreement on the interdependence of all the uses with a desire for sustainability of the vital ecosystems ;
- to map out the resources management in the region ;
- to identify the needs in short and medium terms ;
- to propose reforms and projects for IWRM if needed.

The approach recommended conducting the development process of the regional experience sharing based on a broad dialogue in order to ensure total consistency and articulation of the interventions of the different development players.

Specific studies

To look further into the diagnosis of certain aspects of water resources management, specific studies were conducted about the institutional and legal framework, the water needs and uses, and the funding of the water sector.

Experience sharing Workshops

The workshop with the OMVS aimed to ensure the consistency of actions to be proposed in the IWRM Plan with those envisaged by OMVS, in particular about the activities of the Environment Observatory of the Senegal River Basin as well as Project of Integrated Water Resources and Environment Management (Project GEF/OMVS/BFS). Recommendations were made for collaboration between the two structures and information sharing.

Another information and sensitisation workshop was organized for members of the various networks of players whose participation in the IWRM Plan development process is desired. The workshop was attended by about fifty participants representing the Network of Wetlands (RENZOHS), the Senegalese Association for the promotion of irrigation and drainage (ASPID), the Association of Communicators on environment and sustainable development (ACED). The members of the Steering Committee of the Country Water Partnership, the Scientific and Technical Committee of the Country Water Partnership and the IWRM Plan Team also took part in the meeting. Apart from IWRM Plan based information and its process, this meeting allowed to discuss specific themes such as "Water and irrigation", "Water and ecosystems" and "IWRM Plan and communication".

2.2 Lessons learned

Effectiveness of the approach and participation of the players

The bet on the mobilization of local players was won by the IWRM Plan. Indeed, the dialogues were extended to players from different backgrounds : local communities, administrative authorities, and government engineering departments, projects, NGOs, private sector, borehole boards of management, farmers' organizations, women organizations, civil society and the community movement. To ensure the participation of women in the various workshops, obligation was made on the structures invited to have at least one woman among their representatives for gender equity. There was a good participation of local users (market gardening, stockbreeders, fishermen), some industrialists but especially the decentralized engineering departments, and local communities. However, the conspicuous absence of the large industrialists (mining) and professionals of tourism industry (hotel) was noted.

Unquestionably, the workshops on contributions to the IWRM Plan promoted gathering very detailed information on situation analysis of water resources management by going up to the local level (beginning of application of the Subsidiarity Principle). Through profitable exchanges, the participants could discover the multiple facets of water and understood the interdependence of users. They emphasized the specific problems to each region (e.g. Louga : DWS Access, Kaolack : quality of water, Tambacounda : conflicts, pollution, Ziguinchor : salinisation due to the lack of operation of the anti salt intrusion dams, etc). Dialogues were also open with certain industrialists, often labelled as pollutants by the users and managers (e.g. Senegal sugar cane company -CSS), who expressed their strong will to involve further in the environmental protection and to improve the dialogue with the other water users.

On reading the experience sharing documents, it appears that a large part was devoted to the problems of drinking water supply and environment (including sanitation). The woman issue was slightly addressed. This situation is probably due to the low participation of women (approximately 20% of the number, except for Dakar) even if efforts were made.

The focal points contributed very significantly to the mobilization of players at the regional and departmental levels, to the success of the decentralised workshops, the development of directories of the local players, and the multiplication of the number of IWRM sensitisation (St Louis and Matam). Their expertise allowed having very exhaustive experience sharing documents on the situation of water resources management at the local level. However, the fact that the level of expended effort (mobilization of players and information) was not followed by a consequent remuneration was deplored.

The big contribution of the Country Water Partnership, which dealt with the component of stakeholders' mobilization (beside the focal points), and facilitation of the regional workshops (participation in the processes on the ground) needs to be highlighted here.

The specific studies allowed supplementing the information missing in the experience sharing reports. However, the lack of communication on the standing of these studies following the debriefing workshop that had expressed many reservations was deplored. In addition, the desire to develop monographs from the experience sharing reports was expressed. However, considering the demobilization of the project team after these workshops, this initiative was not followed up.

Lastly, the experience sharing workshops allowed collecting relevant information on the initiatives developed in the various fields.

Impacts on water resources management and sustainability

- Each region and department now have a reference document on the situation of water management
- Considering the local concerns in the various IWRM Plan documents
- Support of the local populations to IWRM
- Sustainability: existence of a platform of local players ready to carry out the process of reform of the water sector. Thus, the conditions are met for the setting up of local water partnerships. The framework of intervention is also open up with the recommendations for an effective implementation of IWRM at the local level.

III. DEVELOPMENT OF IWRM PLAN

3.1 Outstanding events

National Experience sharing workshop

Regional workshops were a significant stage in the identification of actions aiming to mitigate the weaknesses or constraints shown in the departmental workshops. The country debriefing and experience sharing workshop on the regional inputs allowed to make consistent the various established proposals and initiatives and to make an inventory of all the constraints in the way of an effective water resources management. Strategic areas were developed to serve as the first IWRM PLAN elements. This workshop served as debriefing framework for the complementary studies of needs and the legal and institutional framework of water resources management.

Setting up the drafting committee

Following the information gathering on the situation of IWRM in Senegal, a committee was appointed to draft the various IWRM Plan components. This drafting committee involved members of the project team and the Scientific and Technical Committee of Senegal Country Water Partnership. A national IWRM expert consultant supported it. It should be announced that during certain meetings, the drafting committee called in resource people.

Workshops on the development of IWRM plan

The drafting committee initiated a meeting with the regional focal points and the other key players of the water sector to agree on the piece relating to the situation analysis and the draft of IWRM Plan strategic areas. That allowed appreciating and supplementing the elements of the presented draft. During this meeting, exchanges led to a more refined outcome of the strategic directions with a classification of the indexed constraints and articulated on the thirteen IWRM fields of change.

At the close of this workshop, the drafting committee organized several internal meetings to finalise the IWRM Plan provisional report. A first draft of the IWRM Plan made the subject of debriefing at the level of each region before the convention of a national experience-sharing workshop to agree on the strategic areas and the proposals of framework for IWRM Plan implementation (institutional scoping, funding, monitoring evaluation). The highly appreciated contribution of the GWP Reference Group, which contributed relevant comments on the document, must be pointed out here.

Capacity building Workshops

A workshop on Gender and IWRM was organized to make the players propose the strategic areas and the key actions for Gender mainstreaming in water resources management. This Gender approach does not target women as a category in its own right, but focuses on the relations of men and women, and their interactions; and hence shows gender's indirect relationship with IWRM.

Another workshop was organized on the consideration of environment related aspects in IWRM. The workshop covered various subjects: conceptual, political and legal approach; tools for the

integration of environment in the water resources management; analysis of the obstacles against the integration of environment in IWRM and the strategic directions for IWRM Plan.

3.2 Lessons learned

Effectiveness of the approach and participation of the players

Contrary to the traditional type of “top down” approaches, IWRM Plan components overall were developed based on local proposal (at the departmental level) before the regional and national harmonisation ("bottom up" approach). Its participatory character featured this approach. All the players agree on the relevance of this approach because the initiatives in water resources management should involve the local players and promote transferring of their competences to the local communities. With regard to the lists of participants, all the sensitivities of the Senegalese society were present at the development workshops from the very common market-gardener to the big industrialist bypassing women associations. All these categories of players expressed their concerns and proposed consequently the strategic areas that appeared timely to them for effective water resources governance and management.

One of the major constraints of this approach consisted in the low involvement of the project team. The members were convened only during the validation workshops. The fact that they did not contribute their share in the second reading of the documents of the drafting team to ensure quality before any submission in national validation workshop was unacceptable. According to some players, the sanitation sector remains a weak link of the IWRM Plan whereas it plays a significant role in the qualitative water resources management.

The drafting committee built a motivated, bound and hard-working team. Given that these resource persons did not have functional hierarchical links with the Coordination team and between themselves, they were able to lead the process through independently. The comment made on this committee related to its make-up. Indeed, in the opinion of the process players, this team could have integrated the consultants who had drafted the regional inputs, in the absence of the focal points, for continuity and a better visibility of the proposals resulting from the local players. In addition, one of the reasons for the delay in the process was the unavailability of the key facilitator (as well as the editor). The major impact was the late delivery of the document, which has implications for the validation process.

Impacts on water resources management and sustainability

Development and provision of the reference documents on water resources management (specific studies and situation analysis of the water resources management) ;

IWRM Plan : a political document negotiated for future interventions in the water sector

IV. VALIDATION AND IMPLEMENTATION OF IWRM PLAN

4.1 Outstanding events

Validation by the Steering Committee

The document was validated under the patronage of the Steering committee convened to discuss inter alia PEPAM and IWRM Plan progress.

Development of priority projects and communication tools

Following the validation, the drafting committee considered the development of the priority projects in order to submit them to possible partners. The project team validated the proposals at an experience-sharing workshop.

Brochures were also made to introduce the IWRM PLAN development process and document. They were sent to the different national stakeholders who had taken part in the process.

Process of implementation engaged

The African Water Facility (AWF) funds a project in support of integrated water resources management. This project mainly takes again the directions of IWRM Plan, mainly certain pilot projects (Reinforcement of the work means and capacities of the DGPRE).

The Ministry entered in its 2008 budget a fund to support the studies, which serve to augment the funding secured from the AWF.

Some players also take actions, under the IWRM Plan approach; for example :

- CARITAS signed a draft-agreement with DGPRE for the pooling of databases. The institution will work with the PNES on the implementation of the sensitisation, education, and risk management (fluorine, salinisation) actions ;
- CARITAS and IUCN have in view a project called "Global Water Initiative-GWI " which seeks an improvement in water demand in the underprivileged sites based on a participatory and integrated approach (environmental component and DWS) ;
- The Royal Embassy of Netherlands granted to Senegal a subsidy for the realization of the Wetlands Policy Project as part of the Budgetary Support.

4.2 Lessons learned

Effectiveness of the approach and participation of the players

In the opinion of players, the end of IWRM Plan process was very mixed because the stages planned for its validation were not achieved. The validation within the Steering committee happened as a dead letter taking into account the time allocated to the presentation on IWRM Plan . All are anxious about the future of IWRM Plan because there has not been a formal recognition yet at the level of members of Parliament and the top level of Government. The

feeling which emerges is that IWRM Plan is a concern for the grassroots (which strongly contributed to its development) but not yet of the government (because of lack of validation).

Besides, there are fears that the other structures will not show interest in its implementation because the identified priority projects do not even emanate from the players themselves but from a group of experts. Given the proposals, the players are not associated in the implementation since the leaders of the pilot projects are made up only of the DGPRE or the PNES. Although this is a document, which traces national directions for an improvement of the water resources management, the expectations that the local people expressed at the workshops on the departmental and regional experience sharing did not seem to favour the priority projects. A general feeling has arisen that the IWRM Plan document is rather an instrument of the DGPRE or PNES. . Lastly, many players expressed their concern about the capacity of DGPRE and the CWP to implement these pilot projects with regard to the nature of the CWP membership and the constraints in human resources of the DGPRE shown in the IWRM Plan.

Lastly, the existence of some information gaps in the last six-month period of the project was raised. Relevant tools of communication were produced but all the players complain about not having seen the last complete version of the IWRM Plan. There were no exchanges or consultations on the latest IWRM Plan version, in particular on the choice of the priority projects, even if the strategies suggested were accepted unanimously.

Lastly, the impact on water resources management and sustainability relates to the existence of pilot projects to be submitted to a round table of donors.

V. MONITORING EVALUATION OF THE PROCESS

5.1 Outstanding events

Responsibility for monitoring evaluation fell primarily on GWP/West Africa, which proposed various reporting formats for the process. In addition, three regional experience-sharing workshops that gathered the teams to lead the PAWD in the beneficiary countries were organized. The PAWD Officer at GWP/WA visited the countries to be updated on the situation with the coordination units to ensure a regular monitoring. In addition, the GWP had set up in 2007 a reference group made up of international experts with a role to express an advisory opinion on the process and contents of IWRM Plan.

At the national level, the Coordination unit ensured monitoring evaluation. PNES being a prime contractor was presented the state of project technical and financial progress regularly. CREPA in Senegal was in charge of ensuring the management of funds whose disbursement was authorised in a consensual way between the coordinator and PNES.

5.2 Lessons learned

The regional experience sharing workshops were very beneficial to the project teams. Information and experience sharing helped to control the reporting system better, to discuss the constraints and to explore solutions together. However, the complexity of very close reporting was underlined. Considering the intensity of the activities to carry out in very short time limits, it was difficult to respect this quarterly reporting. In addition, it came out that the commitments entered into by the GWP with donors were not adequately popularized to allow the coordinator to very quickly take their ownership.

The issue of the use of funds by the partnership was largely underlined. Indeed, budgetary heading B11 was intended to reinforce PNES institutionally. At the end of the project, few actions were carried out. In the opinion of some players, the development of IWRM Plan coincided with the period when the Partnership was in full consideration of its operation and its program. Some members of PNES scientific and technical Committee, in charge inter alia of carrying out this thinking, were mainly mobilized in IWRM Plan process (as members of the project team and the drafting committee). In addition, the procedures were not clear on the mode of management of this budgetary heading: could the PNES decide engagements with complete freedom ? Did the Coordination Unit have the right to judge the appropriateness or otherwise of using these funds ?

VI. RECOMMENDATIONS

Recommendation 1: To reinforce communication around IWRM Plan

IWRM Plan communication aspects are of vital importance not to demobilize all the determined people who have followed the process and actively contributed their share to its development. In order to alleviate the feeling of frustration felt at the end of the IWRM Plan, a communication effort must be made on the products of the IWRM Plan and the stages, which will follow. There are many expectations from the players in this regard. For that reason, the proposals aim to achieve :

- editing of the documents produced as part of the IWRM Plan (in priority of IWRM Plan, the situation analysis document, specific studies and reports on the regional and departmental experience sharing) ;
- translating the IWRM Plan into national languages for the grassroots players (edition of a booklet including a summary of IWRM Plan situation analysis and directions) ;
- providing all the stakeholders with the validated document in order to show them the outcomes of the efforts which they expended in taking part in the process ;
- sensitising stakeholders on the IWRM Plan contents through the departments and regions of the country and showing how IWRM Plan contributes to the resolution of the constraints in water management identified at the experience sharing workshops ;
- sensitising internally by organizing information meetings within the ministries concerned with the water sector for a better appropriation of the document ;
- support of GWP-WA for the implementation of recommended actions and in particular, of PNES, which has a big role to play in the dissemination of the document.

Recommendation 2: To formalize the engagement of the Senegalese Government

After IWRM Plan validation by the Steering committee, one of the challenges will relate to making a success its implementation. However, the appropriation of the document by the Senegalese government as water policy tool is a sine qua non condition to win this gamble. The government supported this process since its initiation (GWP contact, MoU signing, setting up the institutional framework, etc). This support will have to continue with a formalization of its engagement. The process of validation will have to include :

- organization of advocacy with the concerned ministries to support the adoption ;
- meeting of the Water Technical Committee and the Higher Water Council around the IWRM Plan ;
- establishment of the structure responsible for conducting IWRM Plan ;
- introduction of IWRM Plan to the Cabinet.

Recommendation 3: To support the local IWRM membership efforts

Players' involvement in the process was a true success given the outcomes of the experience sharing workshops. To sustain this passion for IWRM, it is recommended :

- to develop platforms of players at the local level with the support of local authorities and PNES ;
- to support experience sharing and to enhance further IWRM knowledge by actions of multiplication of numbers at the local level (as it was done for the region of Saint Louis).

PNES might support this effort through social mobilization of its members and capacity building of players.

Recommendation 4: To improve the effectiveness of the process organization

Although not the entire roadmap was used during these three years of implementation, the process showed its organisational effectiveness by producing documents unanimously recognized for their quality and relevance. However, opinions converge towards an improvement of the process for the considerations hereafter :

Coordination : it is significant for the Coordinator to be free of any extra commitment. He/ she will have to deal exclusively with IWRM Plan. The members of the project team should also be on secondment in IWRM Plan in order to ensure their regularity. The independence of the Coordinator with respect to the political authority must be ensured to avoid any loss of control during a change of government. It is also important for the Government to justify any change at the head of the coordination team. In addition, it is desirable for the Country Water Partnership to be free to decide the use of funds intended for its reinforcement.

Monitoring of the actions : considering the wealth of expertise in the project team, these resource persons should intervene at all the stages of IWRM Plan development. This will mean giving them the adequate means so that they can play their role of quality assurance for the documents resulting from the process.

Capacity building : Generally, the length of the process does not allow organizing long training sessions on IWRM Plan and its themes. However, it is important at the beginning of the process to take time for a mastery of the concept and its outlines. This will allow targeting the interventions better at the local and national level.

Information exchange : the complexity of the process results in the players not all intervening at the same time. However, this will mean developing a communication strategy, which shares the outcomes of the various phases for an appropriation of the process and outputs by all those that are interested in IWRM. The publication piece will have to be clearly improved and will require means for a dissemination of the products.

Reinforcement of means : even if it is true that the resource persons engaged in the conduct of the process represent their structures, it is significant for them to receive a profit-sharing proportional to their involvement in the project success, otherwise they get discouraged, which lead them to show lack of sense of responsibility and to eventually dissociate themselves.

Recommendation 5 : To manage to obtain better participation of the private sector and women

The participation of players in IWRM Plan process was one of the great successes of the process. In each national, regional or departmental meeting, the various users, administrations and communities were represented. However, efforts will have to be made to further stir up the interest of the private sector, in particular, the industrialists and hotel industry, and to establish some links of the civil society (international NGOs) in the dialogue. Those are links that one cannot circumvent in this long process of improvement of the water governance, which the Government wishes to effect. The frequent information meetings provide opportunities for their effective involvement if given a sense of responsibility in the discussions and interactions.

This attempt will also have to be made for women who were weakly mobilized in particular at the local level. To mobilize women around their responsibility is a long-term job given the social gravities, which still exist. Timid initiatives are in hand but the means for implementing the strategies developed as part of IWRM Plan remain to be raised. There is need to go beyond talks to actually effect the integration of women in the water resources management.

Recommendation 6 : Making IWRM Plan funding effective

At the end of the IWRM Plan process, all the conditions were met to deal with the dialogue around the funding of the IWRM Plan. Pilot projects are developed and a funding strategy is proposed.

It is important at this stage to hold a specific work meeting with the Coordination Unit of the Strategy for Growth and Poverty reduction in order to include the targeted actions in the future budgets.

In addition, the need to bring the development partners together to sell IWRM Plan was raised. An approach strategy will have to be considered and PEPAM experience and its framework of intervention with the donors will have to be used. Lastly, better synergies could be brought with the projects in progress to see to what extent some aspects can be taken into account.

APPENDICES

Appendix 1: List of people interviewed

	First and Last Names		Organisation
1	Mrs. Anta SECK	Project Coordination Team	Director, DGPRE
2	Mr. Ibrahima MBODJ	Project Coordination Team	CWP
3	Mr.Oumar NDIAYE	IWRM PLAN Coordinator	MHRHN
4	Michel BASSE	Project Team	Ministry of Plan
5	Babacar DIENG	Drafting Team	Consultant
6	Antoine Diokel THIAW	Drafting Team	Consultant
7	Cheikh Amidou KANE	Drafting Team	Consultant
8	Adrien COLY	Project Team	Advisory Firm
9	Mme Aminata NDIAYE	Project Team	CWP
11	Bruno LEGENDRE	CST Coordinator	CWP
12	Mundor	Focal Point	Hydraulique THIES
13	Ibrahima DIOP	Focal Point	Hydraulique Saint Louis
14	Racine KANE	Head of Mission	IUCN
14	Médoune BEYE	Director of Development	CSS
15	André Lat SENGHOR Cécile RABIER Abbé Ambroise TINE	Person in charge of Hydro commission. Coordon. Hydro Commission. Secret. General CARITAS	CARITAS
16	Baba COULIBALY	Steering committee	ONAS

Appendix 2: Interview Guide

Stage of IWRM Plan formulation

At the beginning an analysis of the relevance for Senegal to begin formulation of the IWRM Plan , that is to say if there is a need, a demand in Senegal to have a IWRM Plan. In relation with this question, you can discuss the standing of Senegal with its reforms of the water governance (see my PSE evaluation report) and the genesis of IWRM Plan Project in Senegal : who made the funding request. What were the arguments used, etc ?

Preparatory stages of the process

- Elements showing the political will
- key elements which allowed to define the stages of the process adapted to Senegal
- Participation of players in the definition of the various stages
- Recommendations (what could have been improved)

Stages in the process implementation

- Is the roadmap worked out to serve as guide for the process useful, monitored, what could have been improved ?
- the most determining moments, players involved
- Contribution to the definition of the IWRM Plan problems and strategic areas ;
- participation of players : contribution of players
- Lessons learned and recommendations

Appropriation of IWRM Plan document :

- The way in which IWRM Plan document was received/taken over by the parties (once that document is finalized, which is different from the appropriation of the formulation process)
- Government : how was the document received ? At what levels of the Government ? What does the Government plan to use it for ?
- Financial partners : In this connection, is the round table of donors still planned ?
- Big water users : SAED, CSS, SDE, etc.
- NGOs (including CWP)
- Is there a risk that IWRM Plan doc will be put away in the cooler ? etc.

What lessons for the future ?