



Workplan

MENA Regional Water Governance Benchmarking Project

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International Resources Group

in association with

International Water Management Institute

Institute of Water and Watersheds at Oregon State University

CADI

Nile Consultants

ECO Consult

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Preface

Thanks are due to Mr. Eric Viala of the USAID Office of Middle East Programs for helpful comments and advice on a draft of this workplan. This document was produced for review by the United States Agency for International Development. It was prepared by International Resources Group, which is entirely responsible for its content.

Acronyms and Abbreviations

AWA	Arab Water Academy
AWC	Arab Water Council
CADI	Computer Assisted Design, Incorporated
IRG	International Resources Group
IWMI	International Water Management Institute
IWW/OSU	Institute for Water and Watersheds/ Oregon State University
MENA	Middle East North Africa
OMEF	Office of Middle East Programs (USAID)
OSU	Oregon State University
ReWaB	MENA Regional Water Governance Benchmarking Project
SOW	Scope of Work, Statement of Work
TOCTO	Task Order Cognizant Technical Officer
USAID	United States Agency for International Development

1. Introduction

1.1 Task Order

International Resources Group (IRG) together with its subcontractors, working under task order EPP-I-04-04-00024-00 for contract (EPP-I-00-04-00024-00) with USAID (USAID), is committed to assist selected countries in the MENA region in developing a system for benchmarking water governance capacity and performance. IRG's subcontractors in this effort are the International Water Management Institute (IWMI), the Institute of Water and Watersheds at Oregon State University (OSU), Computer Assisted Development, Incorporated (CADI), Nile Consultants, and ECO Consult. The period of performance of the contract is from 27 August 2008 to 28 February 2010.

1.2 Purpose of the Report

The purpose of this report is to present the Work Plan for the Project (ReWaB). The Work Plan has been prepared based on the IRG technical proposal for the project, the project contract, and discussions with project partners and the USAID Office of Middle East Programs (OMEP). Because of the relatively short 18 month duration of the project, the Work Plan has been designed to cover the entire period of the contract. Upon agreement with USAID/OMEP it may be revised during implementation to reflect changing conditions and priorities.

The Work Plan includes information on outputs that will contribute to achieving project objectives and each of the four project tasks, along with the level of effort needed. Gantt charts are provided setting out the sequence and time frame of all tasks to be completed.

1.3 Project Purpose

The MENA region must contend with aridity and an acute shortage of renewable freshwater resources. Population growth and increasing demands for food, housing and jobs place extreme pressures on water resources throughout the region. A number of countries are trying to overcome their shortages by tapping deep nonrenewable groundwater reserves or investing in expensive carbon-intensive desalination plants. Good water management matters here more than elsewhere as disputes over water may exacerbate political tensions. Mitigating conflict and meeting demands require using existing renewable resources more efficiently.

Compounding physical water scarcity in the region are the issues of management and institutional scarcities.

- **Management scarcity:** water management entities function with inadequate data and forego mid and long-term planning in favor of crisis management. Decision making is not always followed up with resource allocation, implementation often not monitored, and staff not trained, managed, or empowered to perform effectively.
- **Institutional scarcity:** water management entities do not always have clear roles and responsibilities, resulting in gaps or overlaps. The sector may lack a legal mandate to manage water comprehensively, and even when a proper water management framework is in place, organizations may lack transparency and external accountability.

The purpose of the project is to provide a strategic framework and a set of yardsticks to guide and monitor national progress on water governance in the MENA region and to evaluate the water management institutions, mechanisms and processes operating in focal countries.

1.4 Project Tasks

The project is organized into four tasks.

1. Development of a regional water governance benchmarking framework, so as to identify the essential themes to measure water management performance
2. Legal, institutional and policy assessment in selected countries, to collect baseline information from select countries in the MENA region
3. Definition of the regional water governance benchmarking system, with specific indicators and baseline values for the surveyed MENA countries
4. Presentation and promotion of the system, to encourage its adoption and use by countries to guide their policy reform efforts, and by donors to guide their aid investments.

The first three tasks are sequential, while the fourth is cross-cutting. An approximate timeline showing the sequencing of the four tasks is shown in Table 1 (darker bars show periods of more intensive activity). Note that we will continue to refine Task 1 following the initial workshop as we accumulate experience with its application in focal countries. Likewise, Tasks 2 and 3 will begin at a lower level of intensity while work on earlier tasks is still underway, and in some cases a task will continue to be refined after the main task activity is completed. Task 4 cuts across the other activities, and while workshops are reported under Tasks 1, 2, and 3 as called for in the contract, they comprise an integral part of the outreach and promotion task as well.

Table 1. Task Timeline

Tasks	2008				2009												2010		Deliverables
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	
Task 1 – Water Governance Benchmark Framework																			Workplan, Workshop, Task 1 Report
Task 2 – Policy, Legal, and Organizational Assessments																			Document Repository, Task 2 Report
Task 3 -- Regional Governance Benchmarking System																			Updated Repository, Workshop, Task 3 Report
Task 4 -- Outreach and Promotion																			Papers, Presentations, Final Report

2. Work Plan Components

2.1 Task 1: Develop Water Governance Benchmarking Framework

The first project task is to prepare a conceptual and methodological framework to guide the development of the water governance benchmarking system. Work on this task will be shared among the team members, with OSU focusing on the policy and legal aspects of the framework, and IWMI addressing the organizational issues and fieldwork methodology. Regional partners will be consulted throughout the process and will review the draft and offer advice and comments.

In addressing this task, project specialists will first review scientific literature to provide a foundation for the approach to be employed. They will then apply relevant concepts from this review to the problem of defining, assessing, and indexing water governance capacity and performance. One part of the framework will comprise a conceptual structure for the governance of the water sector. The conceptual approach will distinguish governance capacity, which comprises structural attributes and human capital, from performance, which also depends on management, incentives, motivation, and political will. The approach will emphasize functions involved in water resource governance, believing these to be more universal than charts of organizational structure. However structure and function will be related by assessing the functional coverage provided by the existing set of organizations in a country. A key part of conceptual framework development will be the identification of a set of widely-shared values related to the definition of “good” water governance. This is the crucial foundation for a subsequent identification of indicators of good governance.

Another element of the framework will describe a methodological approach to applying the conceptual framework in the field. Past approaches to assessing water governance, such as the work done by the Network of Asian River Basin Organizations (NARBO) and by Soleth and Dinar, will be reviewed and a synthesized assessment methodology developed, drawing on successful approaches previously employed by others.

The senior principals in the project (MS, AW, MG)¹ will consolidate this material into a draft framework paper which will be discussed with participants at a regional workshop for focal country representatives slated for February or March 2009. Following the workshop, the draft paper will be finalized, an event that will mark the transition to Task 2. Note, however, that some Task 2 tasks will already have begun, and, additionally, the framework itself may be revisited after preliminary field experience.

In addition to framework development, Task 1 also encompasses the start-up process for the project. With an initial complement of four international partners (IRG, OSU, IWMI, CADI) and 2 regional partners (Nile Consultants and ECO Consult), an important initial task is to achieve a shared understanding of the project concept and approach among all partners and assign specific tasks to each consistent with its specialization. Toward this end, the project has already organized two small workshops (in Washington DC and Corvallis), drafted scopes of work (SOWs) for all subcontractors, and prepared this draft workplan.

In addition, the participating focal countries must be brought into the picture. Initial visits to each country will include meetings with water ministry officials, USAID mission staff, and senior researchers and consultants to build awareness of and support for the project, and to

¹ Mark Svendsen, Aaron Wolf, Mark Giordano

identify appropriate contacts and resource persons in the country. In addition, we will attempt to identify “champions” of the effort who will help to build support and enthusiasm for the benchmarking activity. Collection of policy and legal documents will also begin at this time. Visits to three of the participating countries (Egypt, Morocco, and Jordan) will have been completed by the end of November. Visits to Turkey and the fifth country, still to be selected in conjunction with OMEP, will take place in January. A Gantt chart of Task 1 activities, with milestones and deliverables, is shown in Table 2.

Table 2. Task 1 Timeline

Tasks	2008				2009												2010		Milestones	Deliverables
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F		
Task 1 – Water Governance Benchmark Framework																				
a	█																		Workshop held	
b	█	█																	Meetings held in Cairo	
c	█	█	█																SOWs approved and contracts in place	
d		█	█																Workshop held	
e		█																	Workplan submitted and approved	Approved workplan
f			█	█	█														Papers completed and shared	
g			█	█	█														Countries visited	
h			█																Focal country list finalized	
i				█	█	█													Framework paper drafted	
j						█	█												Workshop held	Workshop
k							█	█											Framework paper finalized	Framework paper
l								█	█										Draft report completed	Approved Task 1 report

2.2 Task 2: Perform a Policy, Legal, and Organizational Assessment

The second task will take the framework developed in Task 1 and apply it in five focal countries. A seemingly routine but an involved and important part of Task 2 is to assemble an electronic repository of policy and legal documents related to the myriad aspects of water governance from Middle Eastern countries. This repository, or database, will stretch beyond the five focal countries in the MENA region to encompass others not subject to more intensive analysis. The database will provide the capability to locate all documents by searching for a country or topic, and key documents will be “tagged” so that sections related to particular topics within them can be located and extracted as well. This document database will be available on line through the project website and through the websites of others, such as the AWC. Key documents will be posted in both Arabic and English, and all documents will be linked to an English language abstract of its contents.

Following framework development (Task 1), the project team will apply the framework in the five focal countries. Analysis of policy and legal documents will take place largely at OSU by the policy and legal specialists there. The analysis will extract from policy documents key statements and principles related to the dimensions of governance identified in the framework. Likewise with respect to the key legal documents collected for each country, the analysis will seek and extract key statements related to the framework dimensions. These statements might include, for example, provisions related to water allocation and reallocation, requirements for stakeholder consultation and representation in decision making, cost recovery, environmental protection, and water service delivery. These statements will be placed into the framework matrix to profile the policy and legal environment of the country.

The organizational analysis will be carried out by IWMI. An institutional specialist will make two-week visits to each country to do an inventory of the relevant water-related organizations in each country, followed by a participatory organizational/functional analysis to create a mapping of functions onto organizations. In this way, gaps and overlaps in functional coverage can be identified and the relationship between critical functions and the organizations that perform them specified.

These policy, legal, and organizational analyses will be combined and integrated for each country. The end result will be a set of five consolidated institutional profiles of the focal countries. These reports will describe the institutional characteristics of the water sector in each country and critically evaluate its broad dimensions to assess strengths and weaknesses. This will set the stage for the development of indicators of institutional governance capacity and performance and their baseline values under Task 3.

During Task 2, a comprehensive web-based survey will be undertaken to identify water-related online databases and networks that reference the MENA region. Important regional organizations and networks, such as EMWIS, will be carefully reviewed and discussions will be held with them to explore possible complementarities and modes of interacting. The project will also assist the AWC and/or the Arab Water Academy (AWA) in upgrading its website and explore the possibility of designating one of these websites as the continuing repository of ReWaG documents, indicators, and benchmarking systems. A Gantt chart of Task 2 activities, with milestones and deliverables, is shown in Table 3.

Table 3. Task 2 Timeline

Tasks	2008			2009												2010		Milestones	Deliverables		
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J			F	
Task 2 – Policy, Legal, and Organizational Assessments																					
a Build document repository																				Documents assembled at OSU	
1. Collect governance documents																				Translations assembled at OSU	
2. Translate key documents																				Abstracts linked to documents	
3. Prepare English abstracts for key documents																				Documents added to database	
4. Code and tag pdf documents and add to database																				Report summarizing existing online data resources	
b Review national and regional online water databases and networks																				Website up	
c Develop project website																				Document repository up on project website	Document repository online
d Develop web interface for document database																				Document repository linked to AWC and other websites	
e Support upgrading of AWC website and link to ReWaB database																				Internal report summarizing policy and legal contexts	
f Review policy and legal environment in focal countries																				Internal report that inventories water governance organizations in focal countries	
g Identify and characterize key water governance organizations in focal countries																				Internal report with matrices and analysis for focal countries	
h Conduct functional/organizational analysis in focal countries																				Report with consolidated water governance profiles of focal countries	
i Prepare comprehensive profile of water governance in focal countries																				Draft report completed	Approved Task 2 report
j Prepare Task 2 report																					

2.3 Task 3: Establish a Regional Water Governance Benchmarking System

Under Task 3, we will develop indicators of capacity and performance for the institutions (policies, laws, organizations) identified and profiled under Task 2. Task 3 represents an extension and application of the work done under Task 2 and the two will segue together without a distinct break.

The first part of the task involves elaborating on the framework developed in Task 1 to identify and define a simple set of indicators that can describe changes in the capacity for and/or performance of water governance. Although the indicators themselves will be without inbuilt positive or negative values, i.e. neutral, the selection of the indicators will in fact have a normative base, since their selection and definition will flow from shared ideas and values regarding good governance. Indicators should be measurable and should change in response to changes in the underlying feature that the indicator represents. This will be challenging.

Once indicators are selected and defined, project team members will work with stakeholders in the focal countries to measure baseline values for the indicators. The methodology for this will be developed under Task 1, but is expected to involve joint teams of stakeholders, working across national boundaries, to conduct an assessment in each focal country. Project partners will also work together to hypothesize possible 5 and 20 year target values for the indicators. Following the establishment of baseline values, a system of benchmarking will be sketched out that could be applied in any MENA country, using the indicators defined.

To assess the possibilities for implementing performance benchmarking in one of the water service delivery sub-sectors, project partner EcoConsult will conduct a review of existing systems of performance indicators which have been proposed for water utilities in the MENA region and recommend how a water utility performance benchmarking system could be implemented in the region.

These benchmarking plans will be reviewed by national stakeholders from the five participating countries in a workshop which will conclude Task 3. A Gantt chart of Task 3 activities, with milestones and deliverables, is shown in Table 4.

Table 4. Task 3 Timeline

Tasks	2008			2009					2010			Milestones	Deliverables							
	S	O	N	D	J	F	M	A	M	J	J			A	S	O	N	D	J	F
Task 3 – Regional Water Governance Benchmarking System																				
a																			Paper reviewing benchmarking frameworks	
b																			Agreed set of indicators and standards	
c																			Set of indicators	
d																			Baseline values	
e																			5 and 20 year estimated targets	Repository updated
f																			Water governance benchmarking plan	
g																			Workshop held	Workshop
h																			Draft report completed	Approved Task 3 report

2.4 Task 4: Present and Promote the Benchmarking System

Task 4 is different than the others in that it is cross cutting and continuous rather than sequential. Collaboration with stakeholders in the focal countries throughout the project will contribute to the desired outcome of familiarity with and recognition of the value of the benchmarking system, leading to buy-in and support.

Initial site visits to each of the 5 selected countries at the outset of the project will begin the process of contact and familiarization. This will be followed by email consultations on the draft framework and a workshop in one of the focal countries with project team members and 2 to 3 participants from each of the 5 participating countries. During the data collection phase in Task 2, the institutional specialist will work closely with country representatives to assemble background data; including policies, laws, lists of water governance organizations and their organizational charts; and to carry out function/organization analyses. Then during Task 3, country representatives themselves will interact with each other and with project team members in developing baseline values of indicators for each country.

Under Task 4, we will make presentations in conferences and other fora to familiarize those outside the project with the project and its approach. With more project experience behind us, we expect to make a major presentation of results at World Water Week in Stockholm in August of 2009. A third presentation could be at the annual ICID conference, scheduled for India or Australia in the fall of 2009, though other venues are possible as well.

Project team members will also prepare technical papers for presentation at conferences or for submission to refereed journals to communicate and promote the work of the project. Material targeting media outlets will be prepared later in the project. In addition, IWMI plans to issue an *IWMI Research Report* on work done under the project and to adopt the institutional assessment methodology developed under Tasks 1 and 2 as the standard for its institutional work around the world.

Preliminary discussions with the Abu Dhabi-based Arab Water Academy have suggested a possible connection between ReWaB and a training course on water resource governance to be conducted by the AWA. There are a number of possible synergies from such a relationship that will be explored as plans for the course solidify.

Project workshops shown under Tasks 1 and 3 will also concurrently comprise a part of the Task 4 effort to present and promote the benchmarking system. A Gantt chart of Task 4 activities, with milestones and deliverables, is shown in Table 5.

Table 5. Task 4 Timeline

Tasks	2008			2009												2010		Milestones	Deliverables																					
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J			F																				
Task 4 – Outreach and Promotion																																								
a				■	■																																			
b																																								
c																																								
d																																								
e																																								
f																																								
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3. Reporting

This workplan constitutes the first report due under the ReWaB contract. As indicated there, the workplan may be revised on an occasional basis to reflect needed changes resulting from on-the-ground experience, with the concurrence of the TOCTO.

We will prepare and submit quarterly reports of progress 30 days after the close of each calendar quarter. Because the project covered only one month of the third quarter of 2008 (September), activities from project inception through 31 December will be reported in the first submission, due at the end of January 2009, as per agreement with the TOCTO. Quarterly financial reports will follow the same pattern.

We will also submit reports upon completing Tasks 1, 2, and 3, as indicated in the task timelines in this workplan. A final report keyed to the items in the Statement of Work in the contract will be submitted at the close of the project.