

Yemen Water Governance Workshop and Rating Session Summary of Results

A two-day workshop to assess national water governance capacity and performance was held on 3-4 October 2010 in Sana'a as part of the USAID-funded Regional Water Governance Benchmarking (ReWaB) project¹. Seventeen people participated in the sessions and provided responses to the exercises throughout the workshop. Two international ReWaB project members, Lucia De Stefano (International Resources Group) and Jacques Rey (Stockholm International Water Institute) and one local consultant, Eng. Said Rawah Al-Shaybani, were present.

Overall Approach

Participants from 13 water-related organizations attended the workshop (list of participants in Annex 1).

The distribution of participants, according to the five ReWaB sub-sector strata, is shown below (Day2).

Strata	Number of Participants
Water resources	3
Irrigation	6
Other water using sectors	3
National policy makers	1
Advisors	4

The workshop and rating session followed the agenda provided below.

Day 1 – 3 October 2010

9:00-9:30 Registration
9:30-9:50 Official opening
9:50-10:30 Introduction to the project and explanation of basic concepts
10:30-10:50 Coffee break
10:50-11:30 Discussion on key water challenges in Yemen
11:30-12:40 Organization & Function Matrix
12:40-13:45 Feedback and discussion
13:45 Lunch

Day 2 – 4 October 2010

9:00-9:10 Participant sign-in and delivery of working material

¹ www.rewab.net

9:10-9:30	Introduction to the Rating Session
9:30-10:30	Decision-Making Features Assessment
10:30-10:50	Coffee break
10:50-11:50	Functional Effectiveness Assessment
11:50-12:30	Discussion in groups on water governance in Yemen
12:30-13:45	Reporting and discussion
13:45	Lunch

The workshop and rating session consisted of six parts: (1) an introduction to the project and the concepts of water governance and explanation of project components, (2) identification of significant governance decisions made, or under discussion, to face key water challenges in Yemen, (3) completion of an exercise that describes the extent to which organizations influence core water resources functions, (4) rating of key features of water governance decision-making, (5) rating of the effectiveness with which key water resource governance functions are carried out, and (6) discussion on the strengths and weakness of water governance in Yemen.

Workshop Results

The following text and tables show the results of exercises from the workshop and rating session.

Organizations and Functions Matrix

The organizations and functions matrix examines the extent to which major organizations in Yemen influence water resources standard functions. The major functions are organizing and building capacity in the water sector (*Organizing*), planning strategically (*Planning*), allocating water (*Allocating*), developing and managing water resources (*Developing and Managing*), and regulating water resources and services (*Regulating*). In each of these five functions, participants assigned a score assessing the degree to which an organization influences decisions on a particular function. The scale ranged from 1 through 5, with 1 being the lowest level of influence and 5 being the highest. Participants worked in four groups in completing this exercise. Shown below are the averages for all 4 groups.

	Organizing	Planning	Allocating	Developing	Regulating	Average
Ministry of Agriculture and Irrigation	2.8	2.8	2.0	2.8	2.5	2.6
Ministry of Water and Environment	3.8	3.0	2.5	2.8	2.5	2.9
National Water Resources Authority	2.8	2.8	3.0	2.8	2.8	2.8
Ministry of Planning and International Cooperation	1.8	2.8	1.7	1.8	1.8	1.9
Ministry of Justice	1.5	2.0	1.3	1.0	2.0	1.6
Yemeni Parliament	2.0	3.0	1.3	1.7	2.5	2.1
Agricultural cooperation Union	1.7	2.0	1.0	1.3	1.3	1.4
Irrigation Council and Water Users Associations	1.8	2.5	1.5	2.0	1.8	1.9
National Water and Sanitation Authority	2.3	2.3	2.5	2.8	2.3	2.4
General Authority for Rural Water Supply	2.5	2.5	2.3	2.3	2.3	2.4

Private Sector	2.7	4.0	1.7	2.3	1.7	2.5
Donors	4.0	3.8	1.3	2.5	3.3	3.0
Sana'a University	2.3	1.7	1.0	1.0	1.0	1.4
Public Work Project	2.8	2.3	1.3	2.0	1.3	1.9
Agriculture and Research Extension Authority	2.8	2.0	1.3	1.3	1.3	1.7
Arab Countries Water Utility Association	2.5	2.0	1.0	1.0	1.0	1.5
Universities	3.0	2.0	1.0	1.0	1.0	1.6
NGOs	1.5	1.5	2.0	1.3	1.3	1.5
Ministry of legal affairs	1.0	1.0	1.5	1.0	1.7	1.2
Ministry of local administration	1.7	1.5	2.3	1.3	2.0	1.8
Social Fund	3.0	2.0	1.3	1.8	1.5	1.9
Ministry of Interior	1.0	1.0	1.0	1.0	1.0	1.0
Ministry of finance	2.0	1.5	1.0	1.0	1.0	1.3
Average	2.3	2.3	1.6	1.7	1.8	1.9

Preliminary analysis of the results led to the following observations.

- *Organizing* and *Planning* had the highest average involvement of any of the functions.
- *Developing and Managing*, *Allocating*, and *Regulating* have lower collective organizational influence.
- Seven organizations/groups have an influence across all functions, with donors, the Ministry of Water and Environment, and the Ministry of Agriculture and Irrigation having the strongest influence on decisions.

Organization or Group	Influence Score
Donors	3.0
Ministry of Water & Environment	2.9
National Water Resources Authority	2.8
Ministry of Agriculture and Irrigation	2.6
Private Sector	2.5
National Water and Sanitation Authority	2.4
General Authority for Rural Water Supply	2.4

Water Governance Decision-making Challenges

The first rating exercise assessed selected features of decision-making in Yemen in the context of three key water sector challenges: (1) groundwater depletion, (2) increasing water supply coverage, and (3) increasing irrigation efficiency (see Annex 2). These issues were selected in advance, in consultation with local partners, to give focus to the questions being asked about decision-making features.

The decision-making features assessed were the following.

- Participation
- Transparency
- Integrity and Accountability

A set of 4 to 6 questions were used to elicit a characterization of each feature for a particular challenge. Shown below are the aggregate scores for each feature in each challenge. Also shown are the averages by challenge and by feature. The scale ranged from 1 to 4, with 1 being the lowest level of the feature and 4 being the highest level. Participants completed this exercise individually after discussion in groups.

	Transparency	Participation	Integrity	Average
Challenge1:Groundwater	2.1	2.1	2.1	2.1
Challenge2:Water Supply	2.5	2.1	2.1	2.2
Challenge3:Irrigation Efficiency	2.2	2.1	2.1	2.1
Average	2.2	2.1	2.1	

Functional Effectiveness

Functional effectiveness questions were used to assess how effectively key water resources functions were carried out in practice (see Annex 3). Participants were asked to assign a score for both water used in the agricultural sector and for drinking water supply. A four-point scale (1 through 4) was used, where 4 indicates high effectiveness and 1 indicates low effectiveness. Participants completed this exercise individually after discussion in groups. Cell shading shows relative magnitude of rating values.

Statement	Explanation of functional effectiveness	Rating (Agriculture)	Rating (Water Supply)
1. Roles and responsibilities of each department or agency are clearly defined	Each agency/department knows what its responsibilities are and what the other agencies/departments are responsible for; there are no 'grey' areas or ambiguities on who is responsible for what	2.5	2.8
2. Policy goals for the water sector are clearly define	The national government has made explicit its policy goals for the water sector (e.g. through the definition of priorities and subsequent strategies to address them)	2.8	2.9
3. National governmental agencies consult each other when taking decisions that impact multiple sectors	Decisions taken by the different national governmental agencies do not contradict each other.	2.1	2.2
4. National governmental agencies cooperate in implementing their policies where appropriate	The implementation of policies has the support of all the relevant national governmental agencies	2.2	2.4
5. Regional governmental agencies are consulted when decisions that affect their region are taken	Decisions taken by the national government have the support of regional governmental agencies	2.6	2.9

6. There are established agreements with neighboring countries sharing water resources	This question refers to both surface and underground transboundary waters	1.1	1.2
7. There is public and political awareness of water sector issues	Policy makers and the wider public are aware of the main water problems and of the different possible measures to face them	2.2	2.4
8. The water sector is provided with sufficient funds to function properly	Financing is not the most important constraint on governmental agencies in performing their assigned water management tasks	2.4	2.4
9. Governmental agencies have an adequate number of capable staff to perform their assigned water management tasks		2.8	2.8
10. Water resources data are collected regularly, continuously throughout the country		2.3	2.3
11. Governmental agencies produce projections of future water supply and demand		2.4	2.6
12. Governmental agencies have clear and effective strategies for matching expected long-term water supply and demand		1.8	1.8
13. Governmental agencies have clear and effective strategies for dealing with water supply shortfalls (e.g. droughts)		1.6	1.6
14. Planning and management tools are available to support decision-making processes		2.0	1.9
15. Well-established rules are followed in assigning water to users on a long-term basis.		1.6	1.6
16. Water users regularly exchange long-term water rights following well-established rules		1.6	1.6
17. Disputes among water users are resolved effectively	Disputes are settled in an acceptable period of time and in a way that, in general, is considered to be fair.	1.8	1.5
18. Water rights transactions do not negatively affect third parties	This means that the competent authorities assess whether transactions of water among users can cause negative impacts to third party and, if necessary, take actions to prevent or mitigate them	1.3	1.4

19. Private water infrastructure is developed according to well-established rules	'Private water infrastructure' includes private wells, dams, delivery channels, irrigation systems, etc.	1.9	1.9
20. Government agencies produce seasonal forecasts of water supply and demand and take actions to match the two	This question refers to the planning of water distribution when water supply needs to be adjusted to the actual availability of water resources to satisfy the existing needs in a given season.	1.6	1.6
21. Government agencies operate public water infrastructure effectively, according to established plans and strategic priorities		1.8	2.1
22. Government agencies effectively maintain public water infrastructure	This implies that public water infrastructure are in good condition	1.7	2.2
23. Current incentives and sanctions (water pricing, fines, subsidies) are effective at managing water demand	This means that water-consuming practices are influenced by current incentives and sanctions that foster water-efficiency (fines, subsidies, water prices)	1.8	2.5
24. Floods and flood impacts are forecast in advance and managed effectively	This means that flooding is predicted in advance and that measures are taken to protect the public from harm.	1.3	1.3
25. Water services are provided to users by external agencies operating under concessions granted by the government using regular well-established procedures.	This means that irrigation and domestic water supply services are provided by an agency that is separate from the public authority which regulates them and that such operating concessions are awarded in a fair and open way	1.7	1.7
26. Government agencies are effective at enforcing the established water withdrawal limits	There is little or no infringement of the established withdrawal limits imposed on water rights holders	1.3	1.4
27. Established water quality standards for water basin, water bodies and aquifers are met		1.7	1.9
28. Aquatic ecosystems are protected to the level specified by established standards		2.0	2.1
29. Established water service standards are met	There are established quality standards for water irrigation and domestic water supply services and compliance with these standards is monitored and enforced.	1.8	2.0

These values are rolled up into scores for the 5 standard water governance functions in the table below.

Functional Effectiveness Ratings for Yemen			
	Irrigation	Domestic	Combined
F1: Organizing and Building Capacity	2.2	2.4	2.3
F2: Planning Strategically	2.0	2.0	2.0
F3: Allocating Water	1.7	1.7	1.7
F4: Developing and Managing Water Resources	1.6	2.0	1.8
F5: Regulating Water Resources and Services	1.8	1.8	1.8
Note: Results have been adjusted to give equal weights to the 5 participant strata			

As seen in the table, overall *Organizing* and *Planning* are the strongest functions in the sector, and *Allocating* the weakest. Ratings differ somewhat between irrigation and domestic water supply, with water supply scoring higher in terms of both *Organizing* and *Developing and Managing*.

Discussion Outcomes

After completing the rating exercises, participants discussed water governance in Yemen, identifying strengths and weaknesses, and produced recommendations of ways to improve water governance.

Strong points

- Good laws, regulations and strategies
- Existence of basin committees and water user associations (incipient stakeholder participation)
- Existence of local water corporations; with performance indicators
- Issuing of a manual for local government services
- Issuing of a statistical yearly book
- Existence of web sites for most agencies

Weak points

- Lack of implementation of laws and strategies
- Implementation timeframe for strategies is not specified
- Absence of the concept of monitoring and evaluation
- Not enough information available about water resources (inaccurate, out-of-date and rarely transmitted to who need the information)
- Poor enforcement of laws
- Contradictions between the constitution and the civil law regarding water rights
- Differences in the interpretation of laws
- Over-centralization
- Responsibilities are not well identified
- Duplication of responsibilities and mandates among agencies

- Contradiction between the ministry of agriculture and the ministry of water & environment mandates (e.g. deciding power on dams building not clear)
- Weak capacity of local administration
- Little transparency in the criteria for appointing governmental staff
- Lack of transparency
- Poor accountability
- Poor integrity within agencies
- Participation is weak

Recommendations

- Enhance enforcement agencies
- Improve capacity at central and local levels (e.g. water users associations)
- Address the issue of non-compliance with laws
- Spur a stronger political will to implement the laws from the top (e.g. donors set conditions on laws compliance before providing funds) and from the bottom (press and public opinion pushing for a change)
- Access sufficient and effective financial support
- Facilitate access to information for all stakeholders
- Strengthen information systems in all agencies
- Communicate on water issues through various available media (press, internet, TV, radio)
- Increase transparency in selecting staff in particular for governance positions
- Strengthen monitoring and evaluation
- Increase participation and transparency, particularly at the planning stage of specific projects (involving affected people since the beginning)
- Raise awareness of existing rules and the adequate level of participation for all stakeholders (manage expectations of stakeholders)
- Raise awareness on water issues among decision makers (e.g. members of parliament)
- Make data available to increase transparency and facilitate participation
- Develop a monitoring and evaluation system for investments in the water sector (what/when/who; time bounded targets)

In addition, participants made the following recommendations related to methodology and process.

- Yemen has to be fully integrated in the USAID project
- Benchmarking is key (but local context has to be taken into account)
- Results of the workshop should be communicated to the government/national authorities
- Organize a widely attended follow-up workshop where stake-holders and policy-makers are invited and where the results and recommendations of the project are discussed

- Need to include high-level participants and low-level stakeholders (e.g. farmers, people from local areas) even in the first workshop
- Invite at least 50 people, the sample of the workshop was too small
- Include views of marginalized stakeholders (women, minority ethnic groups, disable people)

Next Steps

This brief two-day session involving around 20 people has provided an interesting snapshot of water governance in Yemen. It suggests who the major players are and how much influence each has, how openly water governance decisions are made, and how effective the water governance process is. It does not provide a detailed diagnosis of the causes of strengths and weaknesses in water governance, nor does it include an assessment of sector performance in delivering water-related services to users. The latter also involves assessing water management performance within the higher-level water governance context.

The process stimulated lively discussion among participants and seemed to engage most of them fairly intensively. The participants' own suggestions for further steps seem right on target. These include (1) organizing a larger assessment workshop of at least 50 people and include a wider range of perspectives, (2) organize a follow-on workshop to analyze and interpret the results of the assessment, and (3) communicate the results of this and any follow-on workshops to national authorities.

In addition, an assessment of water management performance, as distinguished from the higher-level water governance process assessed here, could be organized to add links to the performance chain, reaching from policies to on-the-ground results.

Annex 1 - List of Participants

No.	Name	Organization	Phone	e-mail
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Annex 2

Key Challenge 1: Facing Groundwater Depletion

Please consider the decisions that the government has made or is currently discussing to face **groundwater depletion**. Consider **HOW** those decisions were made (**decision-making process**) and rate the statements in the tables below using the 1-4 scale (above). While doing your assessment please take into account, among others, the following decisions:

- Approval of the water law, its amendments and by-laws
- Establishment of the national irrigation program (NIP)
- Creation of the national water resources authority (NWRA)
- Creation of water users associations
- Establishment of the irrigation council
- Establishment of water basin committees in 4 endangered basins

Key Challenge 2: Increasing Water Supply Coverage

Please consider the decisions that the government has made or is currently discussing to **increase the current water supply coverage**. Consider **HOW** those decisions were made (**decision-making process**) and rate the statements in the tables below using the 1-4 scale (above). While doing your assessment please take into account, among others, the following decisions:

- Establishment of local water and sanitation corporations
- Development of the National Water Sector Strategy
- Decisions on establishment of water supply coverage targets for urban and for rural areas.

Key Challenge 3: Increasing Water Supply Coverage

Please consider the decisions that the government has made or is currently discussing to **improve irrigation efficiency**. Consider **HOW** those decisions were made (**decision-making process**) and rate the statements in the tables below using the 1-4 scale (above). While doing your assessment please take into account, among others, the following decisions:

- Regulation of subsidies for modernization of irrigation
- Establishment of the national irrigation program (NIP)/irrigation efficiency aspects
- Allocation of a fraction of revenues from fuel sale to the agriculture and fisheries production promotional fund

Annex 3

Functional Effectiveness Assessment

Thinking broadly about the ministries and departments involved in managing water resources in your country, please rate the statements below using the following rating scale.

4 Yes, in all or almost all cases

3 Generally yes, but not in all cases

2 Only in some cases

1 No, in all or almost all cases

NA No answer/I do not know