Documenting Burkina’s IWRM National Planning Process:

– Findings
– Recommendations
– Lessons Learned

Based on first draft Consultant Report

Consultant Team:
Gnoumou Yazon
Jérôme Thiombiano
Christian Béré

In collaboration with DGIRH & WRCU

With Financial Support by GWPO & JWF
Outline

• Introduction
• Legal Reforms
• Capacity Building Component
• Pilot interventions
• Process of developing the IWRM Plan
• Implementation of the finalized PAGIRE document
• Recommendations
• Lessons Learned
Introduction

Why documenting BF’s IWRM Plan (PAGIRE)?

The first ever comprehensive IWRM National Plan in West Africa, but few info on what was done and what are the lessons learned.

Context of the development of BF’s PAGIRE:
- Dublin & Rio (1992)
- Creation of the Ministry in charge of Environment and Water
- Strengthening of the partnership between Burkina and DANIDA in the water sector

Objective: Ensure the management of BF’s water resources in coherence with emerging IWRM principles

Period: 1999 -- 2003

Components:
- Legal/institutional Reform
- Capacity building
- Pilot interventions
- Process of developing/drafting the Plan
Management of the PAGIRE Process

- Embassy of Denmark in BF
- DGH-BF
- Consultative Committee
- Steering Committee
- Overall tutelage

- Project Manager (DGH)
- CTP (CTA)

-- Strategic Area (Axe de Travail): 1 – Management Tools
-- Strategic Area: 2 – Institutional and organisational Framework
-- Strategic Area: 3 – Legal and regulatory Framework
-- Strategic Area: 4 – Economics and Finance
-- Strategic Area: 5 – Communication and awareness raising
Purpose: Harmonize and simplify the legal framework for WRM in coherence with the 1998 Water Policy and the IWRM Principles

What was done: More than 250 Laws/bylaws reviewed to formulate the Laws and bylaws

Key Outputs:
- Framework Law for Water Resources Management (*Loi d’Orientation*)— (March 2001)
- Numerous Draft bylaws that are complementary to the 2001 Framework Law

Limitations
- More systematic Pilot-testing Law and bylaws would have been desirable to ensure they are implementable
Purpose: Build internal capacity at all levels to enable effective development of all components of the Plan and its implementation

What was done: (a) formal training, (b) on the job training; (c) general information sharing and awareness raising

Target beneficiaries: (a) Staff of the PAGIRE project; (b) staff of DGH; (c) staff of Ministry in Charge of Water; (d) key stakeholder groups in the country

Performance and impact:
- Was overall considered a success (illustrated by numerous IWRM experts currently assisting other WA countries)
- Also important to stress the impact of Burkina’s PAGIRE process on the overall IWRM process in West Africa
Nakambe Basin: BF’s major surface watercourse

- **Purpose**: Develop a sub-basin management Framework to create an enabling environment to BF’s priority interventions on the Nakambe Basin
- **Pilot-test and inform the PAGIRE, in particular in areas pertaining to:**
  - The Water Framework Law and of bylaws
  - **Stakeholder consultation and conflict prevention and resolution mechanisms** (e.g. Comité de Gestion de Bassin and Comité Locaux de l’Eau (CLE))
- **PPN implemented in Parallel with Formulation of PAGIRE**
The Nakambe Basin Pilot Project (PPN) (2/2)

Overall evaluation of PPN:

- Have served as a basis for stakeholder consultation and for setting in place some of the local level WRM bodies
- **DID NOT PERFORM OPTIMALLY WHEN ASSESSED AGAINST SOME ITS DECLARED KEY OBJECTIVES:**
  - No framework for building and managing dams in the basin
  - Did not serve as a basis for effectively pilot-testing the Framework Law and its bylaws
  - There were experimental implementation of M&E system

- The pilot Project was not integrated enough with the rest of the PAGIRE process
- More could have been done to ensure that PPN informs the IWRM Plan and paves the way for its implementation
Baseline studies

- Water resources availability (*Etat des lieux*)
- Existing Water management M&E systems and instruments
- The legal and regulatory Framework for WRM
- Structures, organs and mechanisms for WRM
Other thematic studies

– Study on the appropriate water resources management structure
– Stakeholder Analysis and framework for stakeholder consultations on water issues
– Financial instruments (levies, etc)
– Study on nature and extent of pollution affecting water resources
Significant efforts on consultation processes:

- All study reports *extensively discussed and validated* through participatory consultation processes
- The fact that GoBF appeared as “convener” in these consultations was a limiting factor
- The existence of a relatively *autonomous multi-stakeholder platform (CWP?)* would have facilitated *sense of ownership* of the PAGIRE process among general public
Key outputs

– Baseline study document on water availability, monitoring systems (*Etat des Lieux*) – May 2001

– Baseline study docs on **stakeholder analysis**, institutional and legal contexts

– **PAGIRE DOCUMENT**
CONTENT OF THE PAGIRE DOC

1. **Analysis of the context** (assets & constraints)

2. **Objectives & general strategies** of the Plan

3. **Strategic Actions**
   - Redefining the mission of GoBF
   - Establishment of National Water Council
   - Establishing new water management units
   - Strength. parties: communities, private sector, CSOs
   - Capacity building for relevant GoBF entities
   - Awareness raising
   - The new institutional framework for water mgmt

4. **Operational Actions** (8 Action areas identified)

5. **The cost & Funding Strategy** for PAGIRE

6. **Implementation modalities**: (a) Piloting the process; (b) Phase 2003-2008 & 2009-2015; (c) M&E
Implementation of the finalised PAGIRE (1/1)

The challenge of mobilizing required financial resources


– Status of mobilizing funding:
  – Substantial funding from Danish and Swedish dev partners, but covers only some of the Priority Actions of Phase I of PAGIRE
  – Overall level of funding mobilized lower than expected

– Status of implementing Phase I:
  • SPPAGIRE
  • Basin Management Committee
  • Local Water Management Committees (CLE)
  • National Council for Water (Conseil National de l’Eau)
  • A number of bylaws of the Water Framework Law

OVERALL TWO YEAR BEFORE END OF PHASE I OF THE PAGIRE, LEVEL OF MOBILIZING FUNDING AND THEREFORE OF IMPLEMENTING THE PLAN HAS BE SUBOPTIMAL
Recommendations

❖ For the **funding of priority actions** in the Phase I of the Plan, explore possibilities of **inserting these actions as components of other government programmes and projects** underway and planned such as PRSP, etc..

❖ **Operationalise some of the key provisions in the Framework law**, especially the ones related to environmental protection

❖ **Empower and locate institutionally** the unit responsible for the implementation of PAGIRE (**SPPAGIRE**) so that it can facilitate effective inter-sectoral & inter-ministerial involvement

❖ Take opportunity of end of phase I to **make the necessary adjustments in the Plan** and better analyse ways of increasing funding for effective implementation of Phase II

❖ **Donor partners** should realize the **critical importance of continuing support to Burkina’s PAGIRE**, which would be a positive signal to other countries currently engaged in the development of their PAGIRE or planning to do so
Lessons Learned (1/2)

- Need to develop **large support base from donor partners** during the formulation of the Plan so as to **ensure multiple funding opportunities for the Plan once developed**
- Government needs to develop a **clear strategy for providing budget allocation for the implementation of the Plan** and not rely entirely on external funding
- **Pilot interventions** are important, but should be rather centered on testing **SOLUTIONS to clearly identified development priorities and water management problems**: This helps avoid having IWRM Plans that are disconnected from field realities
- **Tangible achievements and impacts in the field** made during the Planning phase can **give to the IWRM Plan more weight and credibility in the eyes of High-level decision-makers, the general public and donor partners**. This would also facilitate the mobilization of funding for implementation of the PLAN once completed
Lessons Learned (2/2)

- The PLAN needs to be well integrated and even congruent with major government development efforts and initiatives (e.g. PRSPs)
- The dichotomy between process (of formulating the plan) and the substance (of its implementation) is not appropriate. As part of the process, substantial achievements can be made as shown in the case of BF with the Water Framework Law, capacity building results, inter-sectoral and inter-ministerial cooperation, etc…
- Participation should be systematic so as to allow broad ownership of the PLAN, and therefore community, private and civil society initiatives contributing to its implementation
- The existence of an autonomous multi-stakeholder platform facilitates genuine public participation in the PAGIRE process
- In contexts such as West Africa where countries are highly water-interdependent, due consideration should be given in the PLAN to the management of transboundary waters
THANK YOU!