

Interim evaluation 2008

**Nile Initiative Water - Planning and
Management of Water Resources in the
Nile Basin, Africa (reg.)**

Brief Report

gtz

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This expert report was compiled by independent external experts. It is solely a reflection of their opinions and assessments.

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Tabular overview

The evaluation mission

Evaluation period	September 2008 – January 2009
Evaluating institute / consulting firm	
Evaluation team	Dr. Fritz Käser (international expert) Dr. Inyambo Nyumbu (regional expert)

The development measure

Title according to the offer	Nile Water Initiative - Planning and Management of Water Resources in the Nile Basin
Number	PN 2001.2456.0 and PN 2005.2053.6
Overall term broken down by phases	Phase 1 01/2002 – 12/2006 (5 years) Phase 2 01/2007 – 12/2008 (2 years) Phase 3 01/2009 – 12/2011 (3 years)
Total costs	Phase 1 3.0 million EUR Phase 2 1.5 million EUR Phase 3 4.5 million EUR Total 10.0 million EUR
Overall objective as per the offer, for ongoing development measures also the objective for the current phase	<i>Overall objective:</i> The Water Policies of the Nile Basin countries have converged closer towards a joint cross-border management of the Nile. <i>Objective (Project Phase 2):</i> A shared vision amongst the Nile Basin states is taking shape on how the principles of integrated water resource management and regional cooperation on the Nile can be better incorporated into national Water Policies.
Lead executing agency	Nile Basin Initiative (NBI) in Entebbe, Uganda
Implementing organisations (in the partner country)	Ministries of Water Affairs in the NBI member countries (Burundi, Democratic Republic of Congo, Egypt, Ethiopia, Kenya, Rwanda, Sudan, Tanzania, and Uganda)
Other participating development organisations	African Development Bank, Canada, Denmark, European Union, Global Environment Fund, United Kingdom, Netherlands, Norway, Sweden and World Bank

Target groups as per the offer	The water users in the Nile watershed (Burundi, Egypt, Ethiopia, Democratic Republic of Congo, Kenya, Rwanda, Sudan, Tanzania, Uganda). The intermediaries are the bodies of the NBI (Nile Council of Ministers, Technical Advisory Committee and Secretariat) and the national water ministries.
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The rating

Overall rating <i>On a scale of 1 (very good, significantly better than expected) to 6 (the project/program is useless, or the situation has deteriorated on balance)</i>	2
Individual rating	Relevance: 1; Effectiveness: 2; Impact: 2; Efficiency: 3; Sustainability: 2

Mission: An interim evaluation of the GTZ Project “Nile Initiative Water – Planning and Management of Water Resources in the Nile Basin” was carried out by the independent Consultants Dr. Fritz KÄSER (Water Engineer, Markdorf, Germany) as international consultant and Dr. Inyambo NYUMBU (Water Resources Engineer, Lusaka, Zambia) as regional consultant. Based on the methods developed and presented in the Inception Report a mission of the Consultants to the project area (Nile Basin countries) was implemented between November 5th and 25th 2008. The mission included a visit to Uganda (Nile Basin Initiative (NBI) and the Ministry of Water and Environment), to Ethiopia (Shared Vision Program of the NBI and the Ministry of Water Resources) as well as Sudan (meeting of representatives of the Ministry of Water Affairs of the member countries of the NBI and the Ministry of Irrigation and Water Resources). Evaluation was done on the basis of interviews, questionnaires and review of documents.

Background and core problem: The Nile River, from its headwaters in Central and Eastern Africa traverses 10 countries – Burundi, Democratic Republic of Congo (DR Congo), Egypt, Ethiopia, Eritrea, Kenya, Rwanda, Sudan, Tanzania and Uganda. The total population living in the basin is estimated at 160 million and is expected to double by 2025. Burundi and DR Congo are among the world’s poorest countries, with per capita incomes in the range of US\$100-200 per year, whereas Egypt is ranked as a middle-income country with per capita income of US\$1,580 in 2007. Presently, Egypt and Sudan belong to the countries of “water scarcity” (i.e. available water resources less than 1,000 m³ per person and per year). Projections have shown that in 2025 even five countries will suffer under water scarcity. The waters of the Nile are a major economic factor for the whole region. Implementation of Water Policies and strategies in transboundary riparian areas such as the Nile directly affects water availability in the other states. Due to this fact these countries have a long history of disputes over water allocation with political tensions escalating to threats against member country. However, the national Water Policies of the Nile riparian states differ greatly in scope and provision principles of managing water resources (core problem). The only effective long-term answer to the conflicts over water is to align national Water Policies with a shared vision of good water management and defined goals for cross-border cooperation. All riparian states, except Eritrea, joined in 1998 in a dialogue to create a regional partnership – the Nile Basin Initiative - for sustainable development and management of Nile waters. The member countries agreed on the Shared Vision Program (SVP), with the aim of confidence and capacity development. The SVP is comprised of eight projects to foster trust and cooperation and build an enabling environment for joint investment for development. One of the projects, the Water Resources Planning and Management (WRPM), again is subdivided into four

components, whereof the “Water Policy” component is supported by Germany through the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH. The other projects and components are financed by the African Development Bank as well as by Canada, Denmark, European Union, Finland, France, the Global Environment Fund, Norway, The Netherlands, Sweden, United Kingdom and managed by World Bank through the Nile Basin Trust Fund (NBTF).

Program concept: The GTZ Project “Nile Initiative Water – Planning and Management of Water Resources in the Nile Basin” is a 10 years project, starting January 2002 and ending in December 2011. It is implemented in three phases, i.e. by Phase 1 (2002-2006), Phase 2 (2007-2008) and Phase 3 (2009-2011). The overall project costs are estimated at 9.0 million EUR. The overall objective is: *“The Water Policies of the Nile Basin countries have converged closer towards a joint cross-border management of the Nile.”* The Objective of Phase 2 *“A shared vision amongst the Nile Basin states is taking shape on how the principles of integrated water resource management and regional cooperation on the Nile can be better incorporated into national Water Policies”* is in line with the overall objective. The project has combined mainly three service areas: trust and confidence building, human capacity development of staff of Ministries of Water Affairs, support in revision of existing Water Policies and legislative frame of the member states.

The original project’s results chain was detailed by the evaluators based on the one presented in the project’s contract: The project provides staff, i.e. long-term and short-term experts as well as funding (inputs). Training, workshops and upgrading measures (activities) are aimed at capacity development and achieving consensus amongst the Nile Basin states on the nexus between national Water Policies. Manuals for guidance and a compendium for good practice on national level is produced and accepted by the Task Force members (outputs). The national governments use these guidelines to prepare or revise national Water Policies and strategies (intermediate outcome). Initial reform activities based on this will be initiated at national level. This will gradually lead to a convergence of national Water Policies (outcome, direct results), which will facilitate the planning of joint investment projects, which can in turn make an important contribution to economic development in the whole region. Such projects will create jobs and infrastructure required for regional development and by this they alleviate poverty (impact, indirect developmental results).

Monitoring framework is plausible and comprehensive. Indicators of the current phase are partly difficult to measure. Nevertheless, the evaluators had the chance to participate at the Water Policy Task Force (WPTF) meeting (a forum of exchange between representatives of the Ministries of Water Affairs), where representatives of all countries were present for

interviews through a questionnaire. The evaluators suggested some amendments of the defined indicators.

Technical implementation: Prior to the commencement of the project, the riparian states did not have mechanism for policy dialogue. Staff of Ministries of Water Affairs in the member states had only rudimentary knowledge and information regarding sound principles and practices of Integrated Water Resources Management (IWRM) including shared water management as well as capacities for policy analysis and policy formulation. Through measures of national/regional training/workshops (25), study tours to other river basin organisations (3) in Africa and Europe, country-to-country exchanges (6), and regular meetings of the WPTF consensus was reached on principles, processes and content of sound national Water Policies incorporating IWRM and shared water management aspects (cross-border cooperation). The WPTF and the National Working Group (NWG), which are embedded in each riparian state's institutions, provide mechanisms for sustaining national Water Policy development in each riparian state harmonised with the policies of other NBI member states. The development measure has led to improved trust and confidence between the representatives of the Ministries of Water Affairs. This became obvious during the WPTF meeting in Khartoum in November 2008, where the evaluators participated. The view of the evaluators is that the policy project was implemented in an appropriate manner respecting the sovereign rights of each riparian state.

Capacity of implementation partners: The focus of capacity development of the project was given to the Ministries of Water Affairs of NBI's member countries as implementation partners. Regarding *political capacity development*, in a first step, national consultants have assessed existing national Water Policies in the NBI member countries to what extent the policies incorporate IWRM and cross-border cooperation. In a second step, Water Policy Guidelines and Compendium of Good Practice were prepared, which shall serve as a basis for the preparation of new Water Policy and Strategy by the concerned ministries. The document addresses particularly the need of the transboundary dimension in national Water Policies and IWRM issues. All interviewees of the ministries underlined that the baseline studies and needs assessments was a useful operation for identifying weak points and missing issues in the existing Water Policy papers. Moreover, they welcomed the Water Policy Guidelines and Compendium of Good Practice as a comprehensive document facilitating preparation and/or revision of national Water Policies in line with principles of sound water management in a shared river basin. *Capacity development measures of professional skills* were carried out particularly as national and regional trainings and workshops. Target groups of these measures were the members of the WPTF, NWGs and

other stakeholders (e.g. water user groups, private consultants, agricultural and industrial sector) of the water sector. These measures strengthened the understanding of IWRM, the management of shared water resources and finally the need of integration of these aspects in the national Water Policies. Summarising the results of the development measure the evaluators observed obvious changes in political understanding regarding Water Policies, which could be found through interviews and questionnaires of the Task Force members. Improvement was possible due to the regional (6 workshops with some 30-40 participants in average) and national building measures (19 workshops with some 20-30 participants in average). In the following the project success is presented applying the DAC-criteria (Development Assistance Committee).

Relevance: The development measure is highly relevant to the development goal of the NBI. It contributes to the two main objectives of NBI, which are “to develop the Nile Basin water resources in a sustainable and equitable way to ensure prosperity, security and peace for all its peoples” and “to target poverty eradication and promote economic integration”. Insofar as these objectives are defined and agreed by the Council of Ministers of the NBI, they may be considered as the ones of the member countries too. A Poverty Reduction Strategy Paper (PRSP) exists for all considered states, in which the poverty alleviation is declared as a key nation target. The objectives of the development measure are in line with international agreements, whereby the Agenda 21 is of particular importance demanding IWRM including transboundary water resources management. Moreover, the development measure is in line with development cooperation strategies of BMZ as well as GTZ as it addresses fundamental requirements for cooperation in the development and management of the water resources of the Nile. The evaluators assess the relevance of the development measure as **very good (rating 1)**.

Effectiveness: The achievement of the overall objective is indicated, if at least 6 member states of NBI share specific goals for the cross-border management of Nile water in their Water Policies. Generally, Water Policies are updated once in a period between 5 and 10 years depending on the condition in each country. Up to now in none of the countries related Water Policy document was updated during the time span of the present project. However, representatives of the water ministries have expressed that it is intended to revise their national Water Policies addressing the transboundary dimension and aspects of integrated water resources management in the national Water Policies. All three indicators of Phase 2 are achieved: First, sectoral staff of the Ministries of Water Affairs of the NBI states is aware about the need for Water Policy reforms to incorporate IWRM and particularly the transboundary water resources management. The process of reforms of the Water Policies

has been initiated, which is in line with the objectives of the NBI. Second, guidelines and good practices were prepared and, finally, approved by the WPTF as well as by the regional Project Steering Committee. Third, in a required number of countries (four out of nine), draft recommendations on necessary revisions of Water Policy and legislation have been submitted. However, adoption by the appropriate national authorities of the revised policies and legislation is still outstanding in all countries. Despite this fact, the evaluators rate the effectiveness (achievements) of the project as **good (rating 2)**.

Impact: The Nile Basin Initiative has assessed agriculture and fishing, trade, power supply and tourism as sectors that could strengthen economic development in this region. As not enough investment capital is available, priorities must be identified for joint economic gains in the foreseeable future (win-win projects). These projects need to be planned on the basis of concerted water resource management. At present, some investment projects are under preparation and some others are under implementation (e.g. Ethiopia-Sudan Transmission Interconnection Project, Eastern Nile Power Trade Investment Project or Efficient Water Use in Agriculture). All these projects are prepared and implemented under the responsibility of NBI's Subsidiary Action Program (SAP). These investment measures will contribute to the development of the Nile basin states and, therefore, will have a positive impact on the job creation and poverty reduction. They may be - to a certain extent - attributed as indirect results (impact) of the development measure. In conclusion, the evaluators assess the overarching development results (impact) as **good (rating 2)**.

Efficiency: A long-term international expert (for in total 4.5 years) and two international short-term experts (for in total 2.5 months) formed the key modes of delivery. In total 29 National Consultants were selected by the Ministries of Water Affairs for the baseline and needs assessment, for the preparation of the action plans as well as for other assistance through the Water Policy support facility. The regional long-term expert has promoted confidence and network building between the NBI member countries through the Ministries of Water Affairs. Particular demands of these implementation partners were answered in a flexible and efficient manner in form of various capacity development measures and support through consultancy services. Reached outputs could have been achieved probably in a shorter time, because during the first 2.5 years (when no long-term expert was available) almost no activities were implemented contributing to the project objectives. In fact, complete start of project activities (SVP) were delayed by 2.5 years due to framework conditions, which were beyond the control of project management. Contents of prepared reports on guidelines and good practice as well as on national legal reform needs could be more specific and thus more useful for the concerned Ministries of Water Affairs. When balancing

weaknesses and deficiencies of the studies and reports and the otherwise positive use of available resources, efficiency is rated as **satisfactory (rating 3)**, slightly below expectations but with positive results dominant.

Sustainability: Sufficient staff of the Ministries of Water Affairs of the NBI member countries was trained in satisfactory manner to understand the need to prepare or to revise national Water Policies and legislative framework. Water Policy guidelines and a compendium of good practice were developed through the project and they present a valuable instrument regarding the content and considering the process of enacting Water Policy in a transboundary basin. Political precondition for the project's sustainability is obvious as the project is aimed at a long-term substantive convergence of the Water Policies of the riparian states respecting interests of other countries of the Nile basin. The development measure, when proposed Water Policies are formalised, will lead to a greater equality as well as to an equitable and improved access to water. If environmental regulations recommended in the guidelines are taken into account in national legislation, long-term ecological sustainability will be ensured. The evaluators see a risk regarding the still outstanding formalisation of Water Policies and legislative framework by the governments of the member states. However, there is a driving force for policy reform stemming from the interest of the countries to implement joint development projects. Taking into account these aspects the evaluators rate the chances of the sustainability as **good (rating 2)**.

Overall rating: The overall rating is composed by very high relevance, good effectiveness, good impact, satisfactory efficiency and good chances of the sustainability. As a whole, the success of the development measure (Water Policy component) is **rated as good (2)**.

Special evaluation questions: The project design did not include any particular measures for promoting gender equality. However, a project promoting IWRM (with specific references to women's involvement – Dublin Principle No. 3) should have included explicit activities to promote gender equality. Furthermore, the development measure has not explicitly collaborated with NBI's Subsidiary Action Program responsible for the implementation of joint investment projects (indirect results). Therefore, the measure has contributed only gradually at this project stage to the poverty reduction and Millennium Development Goals, i.e. MDG 1 "Eradicate extreme poverty and hunger", MDG 7 "Ensure environmental sustainability" and MDG 8 "Develop a global partnership for development". However, it is fully aligned to national policies and strategies of the NBI member countries targeting at structural framework for poverty reduction and contributing to the MDGs. Consequently, the program lays the groundwork for cooperative action and prepares the way for unlocking the investment potential of the Nile Basin states. The Water Policy component promotes

sustainable development in the Nile Basin. It includes measures that link economic, social and environmental objectives. It seeks to bring harmonisation of policies of the partner countries and is strongly rooted in partner ownership of the policy reform process. The Water Policy component has built up human resource capacity at national level to carry the policy development forward.

Overall conclusion and recommendations: *First*, as the process of Water Policy review in the NBI's member states is still pending the competent Ministries of Water Affairs need guidance and support during preparation and adoption of related Water Policy and legislative framework. Therefore, NBI, GTZ and potential donors of such projects should establish a milestone system, which would link particular steps of preparation of joint investment projects to progress in revising Water Policies and related legal framework. *Second*, the interaction of the present project with other development measures (South African Development Community SADC, African Ministers' Council on Water AMCOW, and Niger Basin Authority NBA) should be improved to use possible potential for synergies with these projects. *Third*, the cooperation between the NBI project and the bilateral TC-projects in the Ministries of Water Affairs in Burundi, Egypt and Uganda should be improved. *Forth*, the two presently valuable logframe systems (objective and indicators as defined in the GTZ contract and the monitoring and evaluation system of the WRPM project of NBI) should be harmonized. *Fifth*, all comments, documents, reports etc. received from the project partners (WRPM) should be acknowledged and commented upon to provide feedback and strengthen collaboration, and also to demonstrate esteem of the partner's activity. *Sixth*, a reorientation in the planned Phase 3 is required to support the policy framework for joint investment projects within the Subsidiary Action Program (SAP). *Seventh*, a regional project as the present has to consider as much as possible the disparities of the individual countries particularly regarding the available human resources capacity (quantity and quality wise), culture, language etc.. Application of too rigid procedures and criteria in the project approach may lead to a "development of two speeds", Therefore, the criteria for the support facility should be more flexible.