

Mapping of Financial Support to Transboundary Water Cooperation in Africa

EU Water Initiative Africa Working Group – May 2013



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Design: Elin Ingblom, SIWI.

Front cover photo: Anton Earle, SIWI.

Acronyms

AfDB	African Development Bank	LTA	Lake Tanganyika Authority
AMCOW	African Ministers' Council on Water	LVBC	Lake Victoria Basin Commission
ANBO	African Network for Basin Organizations	MDGs	Millennium Development Goals
AU	African Union	NELSAP	Nile Equatorial Lakes Subsidiary Action Program
CICOS	International Commission of Congo-Oubangui-Sangha	ODA	Official Development Assistance
CIWA	Cooperation in International Waters in Africa	OECD-DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
COMESA	Common Market for Eastern and Southern Africa	OMVS	Organisation pour la Mise en Valeur du fleuve Sénégal
EAC	East African Community	ORASECOM	Orange-Senqu River Commission
EC	European Commission	OSS	Sahara and Sahel Observatory
ECOWAS	Economic Community Of West African States	REC	Regional Economic Community
EDF	European Development Fund	SADC	Southern African Development Community
EIB	European Investment Bank	SIWI	Stockholm International Water Institute
EUWI-AWG	European Union Water Initiative - Africa Working Group	TBO	Transboundary Basin Organisation
GEF	Global Environment Facility	TWM	Transboundary Water Management
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit	UN	United Nations
GWP	Global Water Partnership	UNDP	United Nations Development Programme
IGAD	Intergovernmental Authority on Development	VBA	Volta Basin Authority
JPOI	Johannesburg Plan of Implementation	WB	World Bank
LCBC	Lake Chad Basin Commission	ZAMCOM	Zambezi Watercourse Commission

Acknowledgement

The UNDP/EUWI-AWG support team at SIWI would like to thank Ms Kyungmee Kim and Mr Anton Earle for this report, as well as all who spent time on filling the surveys and providing comments.

EUWI-AWG

EUWI-AWG is responsible for implementing the Africa-EU Partnership on Water Affairs and Sanitation launched in 2002. It provides a platform to make an effective joint contribution between Africa and Europe to the achievement of the water related Millennium Development Goals in Africa. EUWI-AWG aims to facilitate coordinated EU aid to water supply, sanitation and water resources management in Africa and contribute to Africa-EU policy development. This includes providing catalytic support to the implementation of AMCOW's work plan, which guides AMCOW, the five African sub-regions and national governments in Africa on key actions to be taken to achieve the political commitments made in the water sector. The members include EU Member States, the European Commission, AMCOW, and civil society organisations.

Background to the Study

More than 400 international treaties or agreements related to shared water resources have been signed since 1820, excluding agreements on navigation, fisheries, or the demarcation of borders. However, 60 per cent of international basins do not have any cooperative management framework in place (De Stefano *et al.*, 2010).

Out of the 263 major international rivers, 59 are in Africa (Wolf, 2002). Some of these major river/lake basins are shared by as many as ten or more African countries and ten major river basins are shared by more than four African countries. The political boundaries of fourteen African countries almost entirely fall within the catchment areas of one or more transboundary river systems. Twelve African countries are co-riparians to four or more river basins.

In 2011, the African Ministers Council on Water (AMCOW) requested the European Union Water Initiative Africa Working Group (EUWI-AWG) to support its work on monitoring and evaluation by mapping development partner support in the thematic areas of AMCOW's work plan, in order to complement AMCOW's reporting to the Assembly of the African Union. "Managing water resources (transboundary water resources)" is part of AMCOW's triennial work plan (2011-2013). It includes activities on:

- Developing enabling frameworks.
- Reviewing, monitoring and reporting.
- Strengthening collaboration with civil society and partner institutions.
- Governance, capacity building and training.

Simultaneously, EUWI-AWG decided to increase its focus in the area of water resources management. As an outcome of discussions within the group, a decision was made to update the survey done by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) in 2007 on "donor activity in the field of transboundary water cooperation in Africa" covering the period of 2004-2007. The 2004-2007 GIZ survey respondents were bilateral development partners (Canada, Denmark, France, Germany, Italy, Netherlands, Norway, Sweden, Switzerland, UK and USA) and multilateral development partners (AfDB, EC, GEF, UNDP and the World Bank).

In addition to the GIZ survey, there are other previous assessments on transboundary waters in Africa. The AMCOW & ANBO Sourcebook, published by the Africa Network of Basin Organisations (ANBO)/AMCOW Sourcebook on Africa's River and Lake Basin Organisations in 2007 (AMCOW & ANBO, 2007), was used for this survey to identify the basin organisations in transboundary rivers and lakes in Africa. In addition to the data collected from the basin organisations, the Sourcebook has served as reference for the legal and geographical characteristics of the transboundary basins for this study.

This survey aimed to build on and update the GIZ survey. It uses a wider response group by including transboundary basin organisations (TBOs). It also includes financial support from riparian states.

Scope of the Survey

The purpose of the mapping is two-fold: 1. Provide the basis, within the European development partner community, for enhancing aid effectiveness and division of labour in the area of transboundary water management; and 2. Compile and disseminate, particularly to potential beneficiaries, information on current development partners' support and policy priorities; their implications vis-à-vis the implementation of the priorities outlined in AMCOW's work plan; and identify gaps.

Design

Similar to the GIZ survey, it aims to:

- Compare available funding in different basins.
- Compare available funding for regional partner organisations.
- Identify trends in the coordination and harmonisation of support by development partners.
- Identify gaps in aid delivery.
- Facilitate common missions and coordinated analytical work, and provide a basis for facilitation of development partner coordination on the ground by giving general background information.

In addition to the GIZ survey, it also aims to:

- Provide information on current development cooperation policy priorities in the area of transboundary waters.
- Identify how EU funding complements other sources of financial support from riparian states and other bilateral/multilateral development partners.
- Compare the activities receiving financial support from development partners with the focus areas included in the 2011-2013 AMCOW Work Plan.

Responses

Three different surveys were designed for targeted bilateral/multilateral development partners, Transboundary Basin Organisations (TBOs) and Regional Economic Communities (RECs) respectively.¹ The survey was designed to retrieve information on "who supports whom for what". Surveys were sent out to 23 bilateral/multi-

lateral development partners, 15 TBOs and 5 RECs by email. The response rate was 16 (70 per cent) from development partners, 10 (67 per cent) from TBOs and 0 from RECs. The list of survey respondents can be found in Box 2 and 3.

The absence of responses from RECs has made it impossible to include them in this study. It should also be noted that some development partners who provide significant funding were not able to provide the required data in time for inclusion in the survey.

The survey seeks to gather data on support provided both to the management of transboundary surface water and groundwater in Africa. The surveys sent out to the three different groups of respondents included specific questions on support to transboundary groundwater management. However, none of the respondents indicated such support.

Limitations

The survey has collected data on the actual funds that were disbursed during 2011 rather than committed. Unlike the survey conducted by GIZ in 2007, this is a single year survey. This limitation comes with the risk of the study providing a skewed picture of the level of support, as 2011 only represents a snapshot of the longer-term trends in support. As shown in Figure 1, 2011 was a year of reduced support to water resources policy and administrative management² (OECD-DAC, 2013). This limitation should be noted, and was accepted by the survey team due to the benefits of keeping data-gathering simple for respondents. This was found to be important, as data on financial support to TWM is generally not recorded separately by development partners, as it is not a separate field in the OECD-DAC development assistance statistics database. This will be discussed in another section of the report. Some respondents mentioned that continuous support from their organisations would be missed out in the data collection. There will be a special note on the multi-year support to TWM in the relevant case.

¹ Please see page 6 about the criteria for selecting TBOs.

² OECD DAC's definition of this category of aid: Water sector policy and governance, including legislation, regulation, planning and management as well as transboundary management of water; institutional capacity development; activities supporting the Integrated Water Resource Management approach.

Survey design

The list of TBOs selected to receive the survey can be found in Appendix 1. The criteria for selecting the TBOs include basin size and multilateral representation. The minimum basin size included in the survey is 60,000 km². TBOs that do not have basin wide membership have been excluded. It should be noted that although some basins may not have a fully-constituted TBO (with a distinct legal personality) there may be various technical committees in existence, but without a distinct legal personality allowing them to receive or disburse funds.

The survey investigates grant funding for basin management and associated issues – such as the development of policies, laws, strategies and institutions. Collectively these form the transboundary institutional framework for specific basins and regions and serve as a foundation for future investments in infrastructure development. Thus the study does not include data on infrastructure investment financing in transboundary basins. While the development of water-related infrastructure such as dams, water transfers and hydro-power installations is of great importance in Africa, this funding has been left out of this survey as much of it comes in the form of loans and include at least some interest component, thus earning revenue for the investor. This is fundamentally different to the grant type financing which is represented by development assistance and serves to develop the institutional basis for downstream investments in infrastructure. However, the question can be raised as to

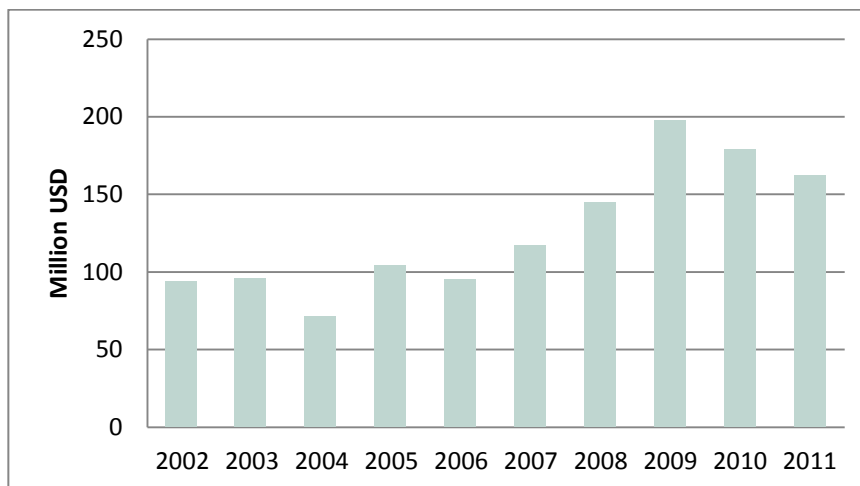


Figure 1: Official development assistance to water resources policy and administrative management from all OECD-DAC countries, 2002-2011.

Box 1: Survey components

The survey to development partners was comprised of four sections:

1. Policy priorities in TWM.
2. Financial support to transboundary basins.
3. Financial support to multi-basin projects, regional and Pan-African institutions.
4. Non-earmarked TWM support from multilateral and international organisations/funds.

The survey to RECs and TBOs survey was comprised of three sections:

1. Institutional framework of the TBO/REC.
2. Planning and financial framework.
3. Sources of finance.

how large the investments in water resources management and institutional strengthening that are reported here are in proportion to investments in infrastructure. The data presented in the current study can provide the basis for such a discussion – however further studies would be needed.

Box 2: Data from the following development partners were used for this report

Bilateral development partners

Australia (AT)
 Austria (AU)
 Denmark (DK)
 Finland (FI)
 France (FR)
 Germany (DE)
 Japan (JP)
 Netherlands (NL)
 Norway (NO)
 Sweden (SE)
 Switzerland (CH)
 United Kingdom (UK)

Multilateral development partners

African Development Bank (AfDB)
 including African Water Facility (AWF)
 European Commission (EC)
 European Investment Bank (EIB)
 Global Environmental Facility (GEF)
 World Bank (WB)

Development partner survey included questions on current and foreseen upcoming policy priorities on TWM. The question on financial support designed was so that the respondent is asked to indicate the basins, the funding channel (TBOs and/or other organisations), core and programmatic contribution, and field of support. Development partners were limited to choose two fields of support (Table 7) that the contribution is directed to (see Box 4).

Box 3: Data from the following transboundary basin organisations were used for this report

TBOs

Basin

NBI	The Nile River
LVBC	Lake Victoria
VBA	The Volta River
NELSAP	The Nile equatorial lakes
LTA	Lake Tanganyika
LCBC	Lake Chad
CICOS	The Congo River
ZAMCOM	The Zambezi River
ORASECOM	The Orange-Senqu River
OMVS	The Senegal River

Box 4. Development partner survey: Question on financial support to transboundary basins

STEP 1: Choose a transboundary basin



STEP 2: Indicate whether the support is given to the transboundary basin organisation listed, or "others" (another organisation)



STEP 3: Indicate core contribution and programmatic contribution



STEP 4: Choose field of support in the specific transboundary basin

Key Findings

Policies on TWM among development partners

The survey directed to development partners included questions on policy priorities. In addition to the outcome from the survey, a literature review was conducted. The policy documents and reference papers used for the analysis can be found in Appendix 2. The analysis focuses on the indication of the policy priorities to TWM support in Africa.

Policy objectives

The development partners have aligned themselves with the United Nations (UN) Millennium Development Goals (MDGs) in terms of policy priorities and support. MDG 7, to “Halve, by 2015, the proportion of the

population without sustainable access to safe drinking water and basic sanitation” has successfully raised the profile of water supply and sanitation in development cooperation. Reflecting this trend, most of development partners have prioritised water supply and sanitation in their policies over water resources management. This is confirmed by data on aid disbursements from the OECD DAC database. Figure 2 compares how much of out of the total investment in the water sector in all African countries by OECD-DAC partners is allocated to water resources management activities as compared to in basic water supply and sanitation (OECD-DAC, 2013).

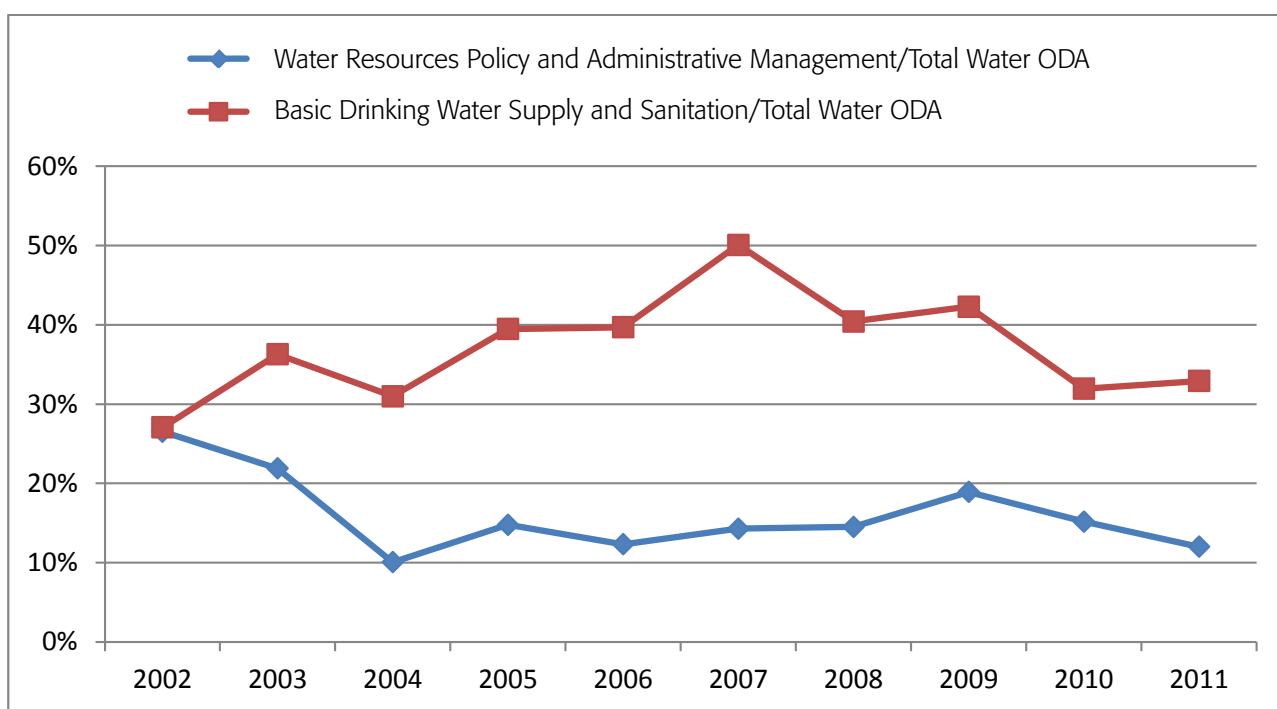


Figure 2: Comparison of official development assistance to African countries from all OECD-DAC countries for the sub-sectors water resources management and basic drinking water supply and sanitation, 2002-2011.

All the development partners report data and statistics on support given to water resources management to OECD-DAC. However, OECD-DAC’s reporting process does not include any separate categories to report TWM support. Disaggregating TWM support as a sub-category under water resource management may improve monitoring and evaluation of progress in achieving objectives under TWM.

Development assistance for water resource management has been emphasised through the Integrated Water Resource Management (IWRM) principles addressed

during the Johannesburg Plan of Implementation (JPOI, 2002). TWM has generally been considered as one of the most sensitive components of development assistance (ODI and ARCADIS, 2000). This is not surprising given the implications for state sovereignty of adopting a multi-lateral approach to managing water resources. Nevertheless, at the regional African level there is clear recognition of the importance of addressing TWM, as evidenced by sections in the Africa Water Vision 2025 and the 2008 Sharm el Sheikh commitments, which in turn is reflected in the AMCOW work plan (Theme

2: Managing water resources (Trans-boundary water resources). AMCOW (2012:13) also highlights this importance, with 77 per cent of the African countries participating reporting that they have made progress with the development and implementation of transboundary agreements. Nevertheless, AMCOW (2012) concluded that additional programmes are necessary to address the capacity requirements of governance structures for transboundary water. In particular this relates to the ability of national organisations to contribute at transboundary level. In order to move beyond conflict resolution to complex issues of water resources management it is desirable that all basin countries achieve comparable levels of progress with IWRM. The latter would facilitate collaboration in water resources management and the sharing of the derived benefits. The convergence of EU and Africa policies on water and energy as drivers to economic growth and the perspective to address water in the water–food–energy nexus should be considered as a possible framework for support to TBOs and to transboundary collaboration.

Transboundary waters as one of the challenges

Most of the development cooperation agencies have water policy documents which include water supply and sanitation and water resource management.³ Box 5 shows the degree to which TWM is in policies; with the majority stating that they have substantive policies on TWM. Most of the multilateral development partners have addressed TWM as one of the primary concerns in their policy documents, though the specific focus varied between the respective organisations. For example, the multilateral banks have a greater focus on infrastructure development in the context of transboundary cooperation, whereas bilateral actors give poverty eradication, social and environmental issues more prominence.

Most bilateral development partners have mentioned TWM in their water sector policy documents. In many cases, the development partners emphasise water resources as a prioritised area, but specific components on TWM are not usually articulated at an overarching level such as a ‘vision’, ‘goal’ or ‘objective’. Denmark, Finland and the Netherlands indicated that their recent policy changes include more explicit components for supporting TWM. Australia has developed an African-specific policy, even though their TWM support is channelled through cooperation with the German government. This could be indicative of a gradual increase of the recognition of the importance of dealing with TWM issues in a development context.

Box 5: Development partner policies on TWM in 2011

Substantive TWM policies	FI, DE, NL, SE, UK, EC, EIB, GEF, WB
TWM elements in general water policies	AT, AU, NO
No specific mentioning of TWM	DK, FR, CH, AfDB

Box 6: Africa and EU political priorities

Africa Water Vision 2025

“A proper water resources management to allow sufficient water for food and energy security, for the environment, and that allows socio-economic development eradicating poverty.”

EU Agenda for change

- Investments in drivers for inclusive and sustainable economic growth.
- Reduce exposure to global shocks such as climate change, ecosystem and resource degradation, and volatile and escalating energy and agricultural prices, by concentrating investment in sustainable agriculture and energy

For instance, Catherine Ashton, High Representative of the Union for Foreign Affairs & Security Policy and Vice-President of the European Commission, together with Hillary Clinton, the former US Secretary of State, called for cooperation on shared waters at a high-level discussion held September 25, 2012 at the United Nations Headquarters.⁴

³ The policy documents included in this analysis are respectively “Sector Strategy”, “Strategy for Development Cooperation” and “Development Policy Programme”.

⁴ US Department of State, www.state.gov/r/pa/prs/ps/2012/09/198159.htm; European Union, www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/132584.pdf

Funding trend in 2011

The number of basins that each development partner is active in has declined between 2011 and 2007 (see Table 1). In 2007, most development partners were active in four or more basins (GIZ, 2007), while in 2011 the average is closer to three. This could indicate a greater focus by development partners. Several basins receive support from only one development partner which indicates coordination and a division of labour between development partners. However, it should be noted that a couple of the development partners with the largest support programmes in the field of TWM were unable to submit data for use in the survey.

Another trend is that some development partners redirected their support to multilateral platforms instead of supporting individual transboundary basins (see Table 1). For example, the African Water Facility (AWF) under the African Development Bank (AfDB) received support from bilateral and multilateral development partners.

The World Bank's new transboundary water programme, Cooperation in International Waters in Africa (CIWA), receives support from bilateral development partners, and the Nile Basin Trust Fund (NBTF) includes ten development partners and channels their support to the Nile River basin.

Table 1 shows the TWM support from development partners in each transboundary basin. Even though the development partners each support fewer basins in 2011 than indicated in the 2007 GIZ survey, the total number of basins has increased from 17 to 21. The Nile river basin receives support from the largest number of partners. Several basins receive support from only one development partner. The question is whether this can be interpreted as indicating coordination and division of labour between development partners to support TWM in Africa.

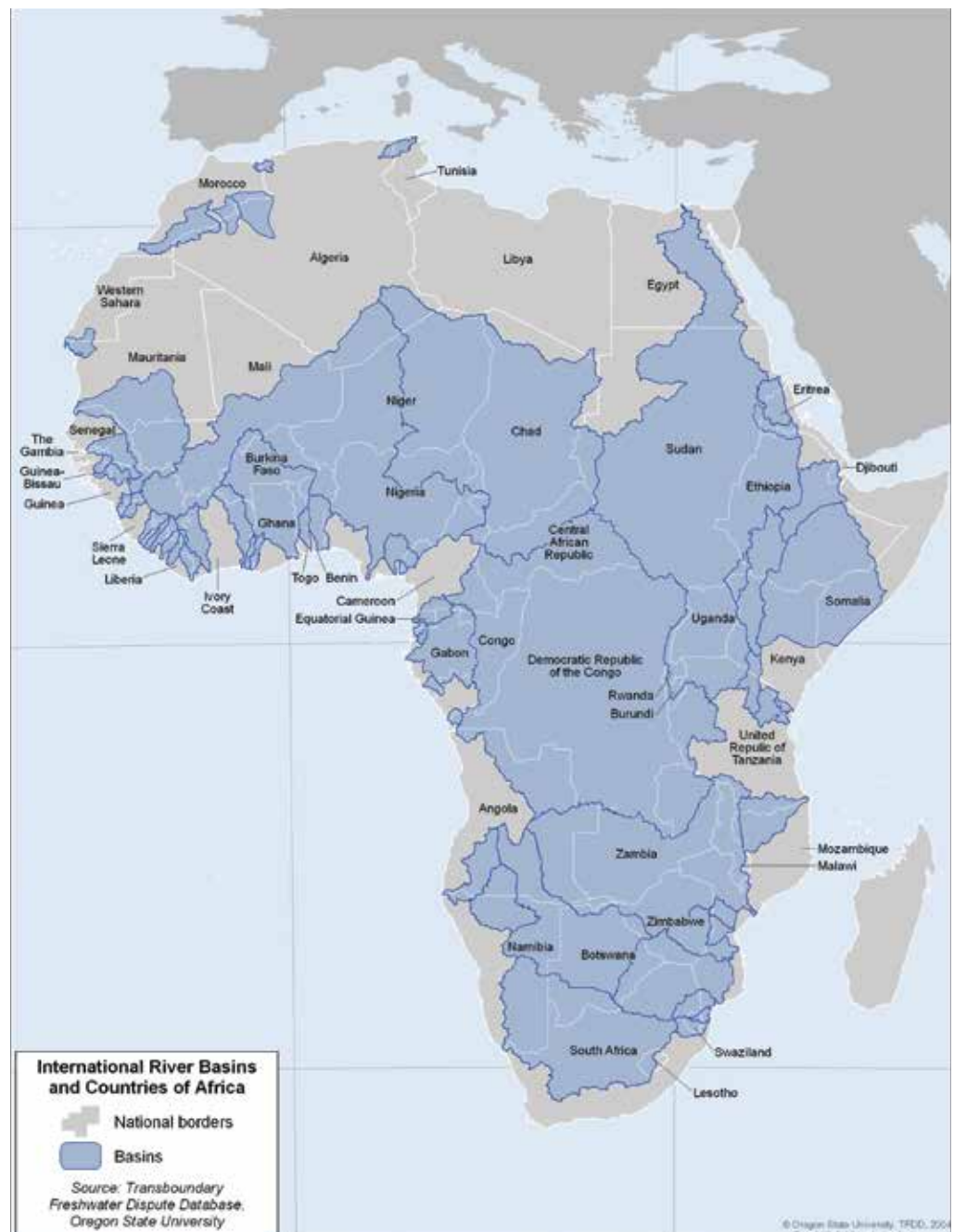


Table 1: River and lake basins supported in 2011

Basins	AT*	AU	DK	FI	FR	DE	JP	NL	NO	SE	CH	UK	AfDB**	EC	EIB	GEF***	WB****	Total
Nile			x	X	x	x		X		X	x	x	x				x	10
Lake Victoria				X			x			X					x			4
Volta					x					X			x				x	4
Lake Chad						x								x		x		3
Niger					x	x	x											3
Orange-Senqu						x#								x				2
Zambezi			x			x		X	x								x	5
Congo					x	x							x					3
Kunene						x#												1
Limpopo						x#												1
Senegal					x			X										2
Gambia													x					1
Incomati								X										1
Juba Shibeli							x											1
Kagera										X								1
Lake Tanganyika															x			1
Maputo								X										1
Medjerda							x											1
Okavango										X								1
Pangani											x							1
Pungwe										X								1
Total	0	0	2	2	5	8	4	5	1	6	2	1	4	2	2	1	3	

Legend

* AT funding channels through AWF and Global Waters Partnership (GWP) on TWM

AU funding channels through the SADC Water Division in Africa. AU did not disburse funds to support TWM in 2011.

**AT, UK, EC and WB contributes to AWF

*** please note that this is a programmatic investment drawing funds from four focal areas, namely International Waters, Biodiversity, Land Degradation, Climate Change and then additionally also includes some Sustainable Forest Funds

****DK and UK contribute to WB's transboundary water programme

NL provides non-ear marked support to Water Partnership Programme (WB, 3-5 M EUR), Water Net (0.1-0.5 M EUR) and GWP (0.6-3 M EUR) for indirect TWM support

EC supports ANBO and African Centres of Excellence and indirectly supports TWM through AWF.

According to the responses from the development partners, TWM support has also been provided to regional and Pan-African institutions; to the Southern African Development Community (SADC), the Economic Community of West African States (ECOWAS), Africa Union (AU), the African Ministerial Council on Water (AMCOW), and the Sahel and Sahara Observatory (OSS). The SADC Water Division has been working with several development partners over the years (Table 2) and is

indicative of the well-established institutional framework for TWM in that region. In some cases transboundary organisations are closely connected to the RECs. As an example the East African Community (EAC) established the Lake Victoria Basin Commission (LVBC) (AMCOW & ANBO 2007: 44), and therefore no TWM support from development partners is channelled through EAC, but through LVBC.

Table 2: Regional and Pan-African Institutions supported in 2011

	AT	AU	DK	FI	FR	DE	JP	NL	NO	SE	CH	UK	AfDB	EC	EIB	GEF	WB
SADC			●			●							●				
ECOWAS					●					●							
AU & AWF						●						●	●				
AMCOW						●											
OSS													●				

Legend (Table 2, 3 and 4)

Core contributions ⁶		Programmatic contributions ⁷	
●	> 10 M €	●	> 10 M €
●	5-10 M €	●	5-10 M €
●	3-5 M €	●	3-5 M €
●	0.6-3 M €	●	0.6-3 M €
●	0.1-0.5 M €	●	0.1-0.5 M €

⁵ Core Contributions include support specifically to cover the core operational costs of the organisation. These costs are usually defined by the recipient organisation and may differ from one case to another.

⁶ Programmatic contributions include support to defined-term projects and programmes run through an organisation.

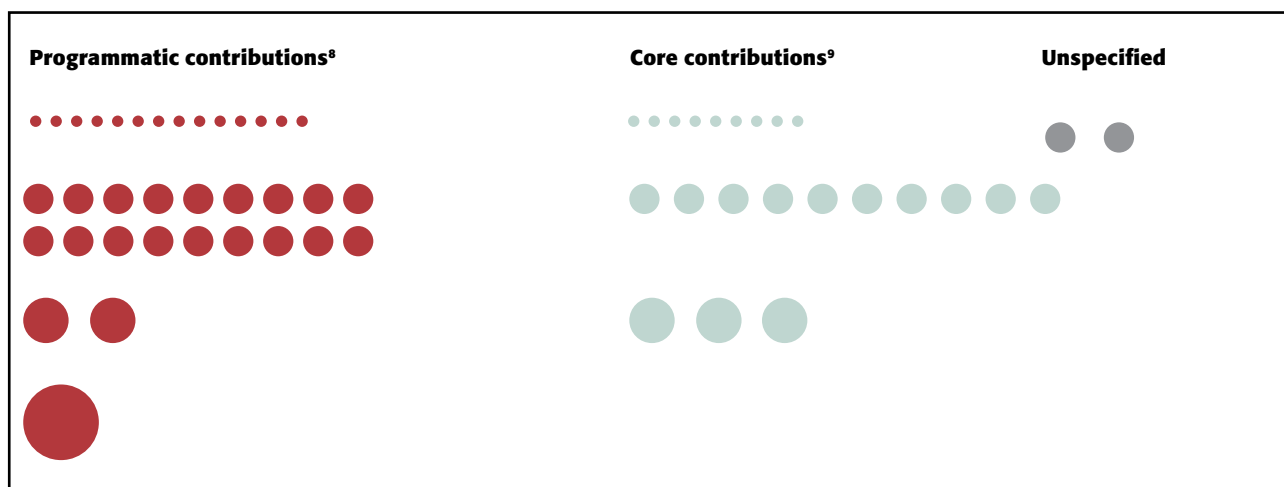
Table 3: Development partners' TWM support by basin

Basins(average support ⁷)	Support in 2011 (both core and programmatic contributions)		Basins	Support in 2011	
	To basin organisations	To others		To basin organisations	To others
Nile (19.9 M EUR)			Gambia (1.8 M EUR)		
Lake Victoria (7.6M EUR)			Incomati (1.8M EUR)		
Volta (2.65M EUR)			Juba Shibeli (3.6M EUR)		
Lake Chad (At least 10.6M EUR)			Kagera (5.4 M EUR)		
Niger (7.6 M EUR)			Lake Tanganyika (0.3 M EUR)		
Orange-Senqu (6.06 M EUR)			Maputo (1.8M EUR)		
Zambezi (0.9 M EUR)			Medjerda (3.6M EUR)		
Congo (2.05 M EUR)			Okavango (0.3 M EUR)		
Kunene (0.6 M EUR)			Pangani (0.3 M EUR)		
Limpopo (0.6 M EUR)			Pungwe (1.8M EUR)		
Senegal (5.75 M EUR)					

⁷ The median value of the range of the total support given to the each basin.

*note: The Kagera River, one of the rivers flowing into Lake Victoria as well as the Lake Victoria basin itself – both being parts of the larger Nile basin have been included as they have been supported separately by the development partners through the Nile Basin Trust Fund Mechanism.

Table 4: Comparison between programmatic support and core support from development partners

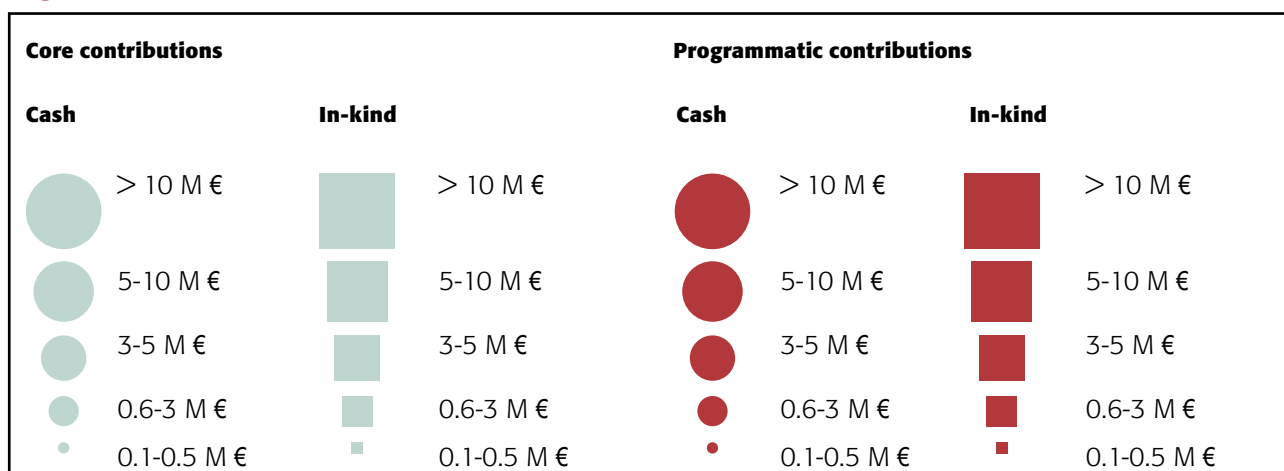


Note that the area of the sphere is correlated with the size of the funds contributed.

Several development partners focus their support on only a few basins; namely the Nile, Lake Victoria, the Volta, Lake Chad and the Niger (Table 3). Considering that only 21 out of 59 transboundary basins in Africa are supported, the proportion of basins that received support on TWM actions is low; at 36 per cent. In most cases, the TWM support is provided to the transboundary basin organisations rather than to other entities such as water departments or government ministries, inter-

national NGOs and project-based offices. This is understandable given the desire to support the formation and continued development of these organisations. In those cases where no basin organisation exists, the support is directed to national governments and is earmarked for TWM or for national projects with a strong TWM dimension. More programmatic support is given compared to core support in TWM (Table 4). The total amount of support by basin can be found in Table 5.

Legend (Table 5 and 6)



⁸ Programmatic contributions include support to defined-term projects and programmes run through an organisation.

⁹ Core Contributions include support specifically to cover the core operational costs of the organisation. These costs are usually defined by the recipient organisation and may differ from one case to another.

TBO funding sources

Table 5: Funding sources of TBOs

TBO (Total budget in EUR ¹⁰)	Bilateral EU development partners ¹¹	Bilateral non- EU development partners	EU Institutions and instruments ¹²	Other multilateral development partners ¹³	TBO member states	Others
NBI 25M EUR						
LVBC 2011/12-5,440,802 EUR						
VBA * ¹⁴ 0.4M-2M EUR						
NELSAP 2.85M EUR						
LTA *0.4M-2M EUR						
LCBC *4.8M-14M EUR						
CICOS *2.4M-12M EUR						
ZAMCOM 871,291 EUR						
ORASECOM 10 M EUR						
OMVS *7.4M-22M EUR						

 Note that the area of the sphere is correlated with the size of the funds contributed.

¹⁰ Estimation based on range of support specified by TBO respondents, and may differ from the ranges of support provided by the development partner in table 3

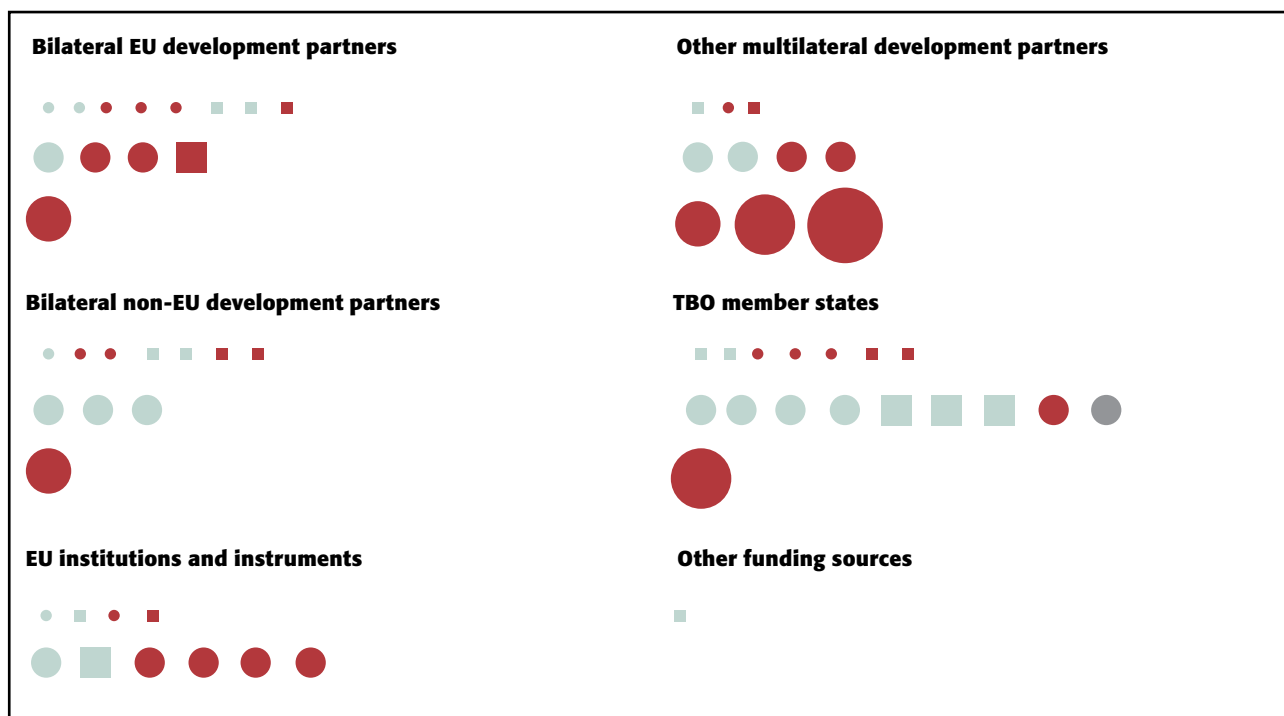
¹¹ Bilateral EU development partners are Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, and United Kingdom.

¹² EU Institutions and instruments include the European Commission (EC), the European Investment Bank (EIB) and the EC managed European Development Fund (EDF).

¹³ Other multilateral development partners include AfDB, GEF, OECD, UNDP, UNEP, WMO, World Bank and others.

¹⁴ * indicates estimation based on the responses

Table 6: Comparison of TBO funding sources



● Note that the area of the sphere is correlated with the size of the funds contributed.

The funding sources for the Transboundary Basin Organisations (TBOs) are diversified and come from bilateral/multilateral EU development partners, non-EU development partners, multilateral development partners, as well as from and their member states. However it should be noted that the EU institutions together make up the single largest multi-lateral supporter of TWM in Africa. Notably, many TBOs were supported by their member states for their core functions. This is an important development as it shows a great degree of local ownership; an important ingredient of sustainability. The NBI, ORASECOM and the OMVS attract the most funding— probably reflecting their higher level of maturity as basin organisations or processes (such as NBI).

Key areas of support

The GIZ survey of 2007 showed which fields the development partners concentrated their TWM on. In order to increase comparability with the GIZ study, this survey uses the same fields of support. We recognise there is some possible overlap between these fields; for example it may be difficult to identify the difference between actions to support “Political, legal and financial frameworks”; and actions to support “Conflict resolution or management”. These shortcomings in the design should be noted by the reader.

Table 7: The fields of TWM support (based on the survey for GIZ, 2007)

<p>1. Political, legal and financial frameworks</p> <ul style="list-style-type: none"> • Policy reforms: Changes in the national strategies of partner countries concerning joint approaches of different countries with respect to the management of transboundary water basins. • Legal reforms/water rights: Changes in the legal system concerning the rights for ownership and use of the national water resources in order to enable or improve transboundary cooperation. • Financing and investment structures: Structures concerning the provision and the laying out of capital necessary to initiate and implement transboundary cooperation with respect to international water basins. • Decentralisation: Transfer of the political decision-making authority in the water supply and sanitation sector from central governments to intermediate or lower administrative levels.
<p>2. Institutional strengthening of basin organisations, including twinning projects</p> <ul style="list-style-type: none"> • River basin organisations and institutional strengthening: Policies or actions with the purpose of strengthening the institutional framework of TBOs. • Institutional capacity building: Strengthening of technical and/or managerial skills of institutions (TBOs, multilateral or national institutions) which are working in the context of transboundary water management. • TBO twinning: Twinning programs or projects in which TBOs work together with the aim to deepen regional cooperation. Very often twinning projects facilitate exchange of experiences between different organisations.
<p>3. Management instruments (including data and monitoring networks)</p> <ul style="list-style-type: none"> • Water resources assessment: The process of measuring, collecting and analysing relevant parameters on the quantity and quality of water resources for the purposes of development and management of water resources. • Demand management: Water demand management is a management approach that aims to conserve water quality and quantity by controlling demand. It involves the application of selective incentives to promote the efficient and equitable use and allocation of water. • Information management/exchange: The administration of information, its uses and transmission, and the application of information science theories and techniques to create, modify, or improve information handling systems. • Regulatory instruments: This refers to the range of tools that a regulatory regime has to its disposal to ensure fulfilment of its role and responsibilities in regard to economic, social or other regulations. These include: legislation, rules and standards on quality, licenses, incentive mechanisms, contract arrangements, guidelines on tariffs or service levels, monitoring and enforcement mechanisms, audit tools such as reports or hearings, information systems, inspections, etc.
<p>4. Conflict resolution or management</p> <p>Procedures for consensus building and conflict management are central to successful TWM. Conflict resolution and conflict management refer to a broad array of tools used to anticipate, prevent, and react to conflicts.</p>
<p>5. Developing IWRM-plans</p> <p>Measures concerning the development of an Integrated Water Resources Management approach are outlined in a planning document. In general, they include the participation of all relevant stakeholders and all different uses of the water resource.</p>
<p>6. Social change instruments</p> <p>Measures that aim to change the attitudes of individuals, institutions, professionals and social organisations within civil society in order to improve water resources management</p>
<p>7. Infrastructure planning and facilitation (not construction)</p> <p>Procedures for planning and facilitating infrastructure for agricultural development and for hydropower, NOT including support directly to the construction.</p>
<p>8. Others</p>

Table 8: Field of activity – River and lake basins

	1. Political, legal and financial frameworks	2. Institutional strengthening of basin organisations, including twinning projects	3. Management instruments (including data and monitoring networks)	4. Conflict resolution or management	5. Developing IWRM-plans	6. Social change instruments	7. Infrastructure planning and facilitation (not construction)	8. others
Nile	FI; DE	AfDB; FI; DE; NL; SE	CH; DE; FI; FR; NL	CH; FI; NL	FR; CH; FI; NL		AfDB; NL; SE	CH; NL
Lake Victoria	FI		FI; SE			EIB; SE		
Volta		AfDB; FR; SE	AfDB; FR		SE			
Lake Chad		EC; DE	EC; DE					GEF
Niger	FR	DE	FR		DE		FR	
Orange-Senqu	DE; EC	EC		EC				
Zambezi		NO	NL		NL			
Congo	DE	AfDB; DE	FR; DE		AfDB			DE
Kunene			DE				DE	
Limpopo		DE	DE		DE			
Senegal	FR	NL	FR		FR	FR	NL	NL
Gambia					AfDB		AfDB	
Incomati	NL	NL	NL					
Juba Shibeli							JP	JP
Kagera	NO	NO; SE			NO; SE			
Lake Tanganyika	EIB	EIB						
Maputo	NL	NL	NL					
Medjerda							JP	JP
Okavango		SE	SE					
Pangani								CH
Pungwe		SE						
	10	25	22	3	13	3	9	8

*AU funding to the Orange-Senqu, Kunene and Limpopo was disbursed in 2010 through DE.

According to the data collected from development partners (Table 8), support to “2. Institutional strengthening of basin organisations” was the most common field of TWM support in 2011, followed by support to “3. Management instruments”. This is to be expected as these two areas form the building-blocks for many future basin activities, including the eventual development of infrastructure. Once these issues have been addressed it is also easier for riparian governments to commit funding to joint actions in other areas. Relatively little support was directed to “4. Conflict resolution or management” and “6. Social change instrument” during 2011. TWM support towards “5. Developing IWRM plans”, “7. Infrastructure planning and facilitation” and “1. Political, legal and financial frameworks” was provided in a few basins.

As Figure 2 shows, most of the 2011 TWM support was directed to fields two and three. Compared to the 2007 GIZ survey, less funds are directed towards the development of IWRM plans in 2011. There is a tendency of the development partners supporting similar fields in different basins (Table 8). Except for the Nile basin which is receiving support from a large number of development partners, most basins have only one or two actors channelling support to fields two and three; again possibly indicating a greater harmonisation and coordination of activities amongst development partners. Please note that three development partners did not specify which TWM field they supported in the survey; and subsequently had to be excluded from the analysis.

Alignment with AMCOW work plan

The AMCOW work plan (see Box 7) contains specific focus areas and key actions related to TWM on the African continent. These areas are deemed to be of the highest importance to water management in Africa – with African ministers of water and their representatives contributing to defining them. On the whole there is a fair match between these focus areas and the fields of support covered by the development partners. Most of the key needs identified are addressed by the development partners to some degree across the various basins. The exception is responses to climate change, which is mentioned in the AMCOW workplan but not addressed as a field of support in the present nor the GIZ study from 2007. It is known that over the past five years there have been a number of initiatives to strengthen adaptation to climate change impacts at transboundary level; and this support has most likely been listed under one of the other categories such as institutional strengthening or the development of management instruments.

There is also little indication of activities supported by development partners having no corresponding mention in the AMCOW workplan. The exception would be the field of conflict resolution or management, which does not appear in the AMCOW workplan. Again this is to be expected as responses to conflict situations

Box 7: The identified focus areas in transboundary water resources by AMCOW (AMCOW, 2010:14-15)

The AMCOW workplan is structured around seven themes – all of which have elements at local, national as well as international transboundary levels.

Theme 1: Water Infrastructure for Economic Growth

Theme 2: Managing Water Resources (Transboundary Water Resources)

Theme 3: Meeting the Sanitation, Hygiene and Water MDG Gaps

Theme 4: Global changes and risk management: Climate variability and Change

Theme 5: Governance and Management

Theme 6: Financing

Theme 7: Education, Knowledge and Capacity Development

The key actions to be taken at the continental, regional, transboundary and national level include:

- Creating an enabling policy environment.
- Review, monitoring and reporting.
- Strengthen collaboration with civil society and partner institutions.
- Governance.
- Capacity building and training on the specific issues pertaining transboundary water resource management.
- Transboundary infrastructure development.

are typically short-term interventions and are as such unlikely to appear in a long-term continental work plan and more likely to be included as part of institutional strengthening activities. In any case this field only accounts for a relatively small amount of support from development partners.

However, the concentration of many donors on a small number of basins with relatively well developed basin organisations is not compatible with the Pan-African mandate of AMCOW and its ambition to promote transboundary cooperation across the continent. AMCOW also aims to monitor the development of transboundary agreements and to report on the number of transboundary agreements signed.

Conclusions

- **Not all development partners that support TWM recognise it as an important topic in their policy documents.** The majority of the development partners polled have indicated in their policy documents that they provide funds towards to TWM as part of their overall support to water sector development. However, there are still some development partners that make no or little explicit mention of TWM issues in their respective strategies, even though they give financial support to TWM.
- **Support for TWM in Africa has increased since 2007. TWM support provided by development partners in Africa was between 57 and 88 million Euro in 2011.** This represents less than one per cent of the entire Official Development Assistance (ODA) spending for the year.¹⁵ The trend however is towards an increase, as in 2007 the range of support was estimated as 34 to 72 million Euro.
- **A large share of transboundary basins in Africa are still unsupported.** Although the overall support from development partners has increased, the survey found that like in 2007, a large portion of transboundary basins in Africa was still not receiving any support in 2011.
- **TBOs have diverse sources of funding, with development partners mainly funding programmatic activities and TBO member states mainly funding core activities.** The basins which have functioning TBOs have received support not only from the development partners but also from their member states. Contributions from member states are an important indicator of sustainability of TBOs and show that their objectives are aligned with the interests of the riparian states. Generally the funding sources for TBOs seem to be well diversified among the bilateral and multilateral development partners, EU and non-EU development partners, and the riparian states.
- **EU institutions including EC-managed instruments (EC, EIB, including EDF) together make up the single largest multi-lateral supporter of TWM in Africa.**
- **The fields in which the development partners provide support have shifted from IWRM planning towards institutional strengthening and the development of management instruments.** “Strengthening TWM institutions” and “Developing management instruments” were the two most common fields to receive support from development partners in 2011. This is a shift from 2007 when the most common field of support was the development of IWRM plans. A reason for this shift could be that after the JPOI of 2002 there was a strong push towards IWRM planning in the period up to 2007. By 2011 many countries and basins had concluded their IWRM planning processes and moved towards a focus on institutional development and the application of management instruments. In addition, more development partners supported the development of political, legal and financial frameworks in 2007 than in 2011. This represents a natural progression where the legal framework would establish an institutional structure – which then has to be developed.

¹⁵ This excludes GEF's non-earmarked contribution which is 16,767,082 EUR. The ODA from DAC and other OECD members in 2011 is approximately 98,411 million Euro.

Recommendations

- **Development partners who support water resources management should have explicit TWM objectives in their respective support policies.** This will contribute to enhanced coherence and clarity. It would also improve harmonisation and coordination between the various development partners as it will be possible to compare strategic objectives and identify possible synergies, overlaps and gaps. In this way a basin can receive the type of support which is relevant for the state of institutional development in that particular basin, with early efforts to establish and develop the legal and institutional framework for cooperation forming the foundation for later efforts to develop water management and planning instruments; eventually leading to preparatory studies for infrastructure development.
- **Coordination among development partners should be improved.** The data in this report is not fully conclusive on whether development partners are increasingly coordinating activities amongst themselves. A few signs are there, which are possibly attributable to greater efforts to harmonise development assistance through mechanisms such as the annual informal donors meeting on TWM held at the World Water Week in Stockholm, and the establishment of new joint mechanisms such as CIWA (Cooperation in International Waters in Africa). However, the trend of development partners increasingly turning from bilateral to multilateral support creates a greater need for coordination.
- **Development partners should give greater attention to transboundary basins that lack, or have less developed basin organisations.** The current trend of directing support mainly to those basins which have the most developed river basin organisations indicates that development partners prefer to work in settings where riparian states are already organised. This may be explained by a demand driven approach from development partners. However, in basins where there is no TBO, the need for support might be even greater and the capacities to express it may be weak. By supporting transboundary dialogues to identify areas for collective action, development partners could facilitate formalised transboundary cooperation and agreements in such basins.
- **Monitoring of financial TWM support from development partners should be refined.** The OECD-DAC data on development assistance to water management should include a separate category on TWM. Having such a category is important for two reasons: a) It will increase the accuracy of studies like this one. In the present situation there is the risk of financial

support being missed or counted several times. Examples of when this can happen are for instance if support is listed by a TBO as well as by a riparian government, or when funding is provided by a development partner to a riparian government for use on specific TWM actions. It might then not be listed by the respective development partner as it could be part of a broader package of national support to the respective riparian government.

Additionally, in the present situation OECD-DAC monitors support to TWM as part of general “water resources policy and administrative management” and records support to receiving countries only. As such it misses the funds donated at supra-national level to TBOs. Hence the OECD-DAC should add transboundary basin organisations as possible recipients. As water resources management is evolving from management defined by administrative boundaries towards being defined by hydrological boundaries, the monitoring tools should adapt to this new setting. b) Because of its role in regional integration and peace-building. Many of the TWM initiatives make an important contribution towards increasing cooperation between countries in a region; and this contribution should be explicit so that it can also be accounted for as part of regional integration efforts.

- **The opportunity for policy convergence between EU and Africa on water for energy and agriculture should be seized, in order to strengthen EU-Africa cooperation on TWM.** A large share of the benefits that can be derived from managing waters at the transboundary level come from improved water use for energy and agricultural production. Both EU development partners, TBOs and other African organisations working with TWM should take advantage of the fact that policy priorities in both regions increasingly coincide when it comes to addressing water in the nexus perspective with agriculture and energy.
- **TBOs should continue to strengthen financing from their member states, and allocate those resources to enhance organisational capacity and operational activities.** Funding from TBO member states should primarily be used for internal institutional arrangements and organisational capacity building to strengthen implementation capacities and to identify and express TBO priorities for support from external funding. Transboundary river basins that do not have a formal TBO and are in need for external financial support are advised to create a formal organisation and invest resources from riparian member states in the TBO's capacities.

- **Monitoring of the financial sustainability of TBOs should be formalised.** The ultimate objective of a TBO should be that the organisation itself and its operations are fully financed by the riparian member states. To support organisational development of TBOs, this indicator of ownership and sustainability should be formally monitored over time. This could be taken on by AMCOW as it complements the activity in the AMCOW work plan aiming at monitoring the number of transboundary agreements signed.
- **The reasons why certain fields within TWM are not attracting funds in almost any basin should be assessed.** The report identified fields of activity that are not financed at all, or only by a very limited number of financial partners, like field 4 (conflict resolution) and 6 (social change instruments) which show a limited priority. The question is to whom these fields are not a priority: The receiving river basins or the financing partner, or both? The international community should not omit river basin development priorities.

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De Stefano, L., Duncan, J., Dinar, S., Stahl, K., Strzepek, K., & Wolf, A. (2010). Mapping the resilience of international river basins to future climate change-induced water variability. World Bank Water Sector Board Discussion Paper Series, 15.

GIZ (2007) Donor activities in transboundary water cooperation in Africa: Results of a G8- initiated survey 2004-2007.

OECD (2013), Query Wizard for International Development Statistics (QWIDS), [online]: <http://stats.oecd.org/qwids/>, [accessed 16 April 2013].

Wolf, A. T. (2002). Atlas of international freshwater agreements. United Nations Environment Programme.

Appendix

Annex 1. The lists of survey recipients

TBOs

Nile Basin Initiative (NBI)
Limpopo Water Course Commission (LIMCOM)
Lake Victoria Basin Commission (LVBC)
Volta Basin Authority (VBA)
Permanent Okavango River Basin Water Commission (OKACOM)
Nile Equatorial Lakes Subsidiary Action Program (NELSAP)
Lake Tanganyika Authority (LTA)
Lake Chad Basin Commission (LCBC)
Commission Internationale du Bassin Congo-Oubangui-Sangha (CICOS)
Niger Basin Authority (NBA)
The Zambezi Watercourse Commission (ZAMCOM)
The Orange-Senqu River Commission (ORASECOM)
Permanent Joint Technical Commission (JPTC) for the Cunene River
Organisation pour la Mise en Valeur du fleuve Sénégal (OMVS)
Organisation pour la Mise en Oeuvre du fleuve Gambie (OMVG)

Development partners

Austrian Development Agency (ADA)
Agence Française de Développement (AFD)
African Development Bank (AfDB)
Australian Government Overseas Aid Program (AusAid)
Belgium Technical Cooperation (BTC)
Danish International Development Agency (Danida)
Department of Foreign Affairs (DFA) Ireland
UK Department for International Development (DFID)
Minister for Foreign Trade and Development Cooperation
European Commission (EC)
European Investment Bank (EIB)
Ministry for Foreign Affairs (MFA) of Finland
Global Environment Facility (GEF)
Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)
Japanese International Cooperation Agency (JICA)
Norwegian Agency for Development Cooperation (NORAD)
Portuguese Institute for Development Support
Swedish International Development Cooperation Agency (Sida)
Swiss Agency for Development and Cooperation
UN Development Programme (UNDP)
UN Environment Programme (UNEP)
United States Agency for International Development (USAID)
World Bank

Regional and pan-African institutions

African Union (AU)
Southern African Development Community (SADC)
Economic Community Of West African States (ECOWAS)
East African Community (EAC)
Intergovernmental Authority on Development (IGAD)
Common Market for Eastern and Southern Africa (COMESA)

Annex 2. Policy documents used in analysis

- AT** Water: Water Supply, Sanitation, Water Resources Policy document (2009).
[accessed 2013-01-31] URL: www.entwicklung.at/uploads/media/PD_Water_Maerz09.pdf
- AU** Looking West: Australia's strategic approach to aid in Africa 2011-2015 (2010).
Link below: [accessed 2013-01-31] URL: www.usaid.gov/Publications/Documents/101224%20-%20Australias%20approach%20to%20aid%20in%20Africa%20-%20Dec%202010.pdf
- DK** The Right to a Better Life: Strategy for Denmark's Development Cooperation (2012)
[accessed 2013-01-16] URL: http://um.dk/en/~media/UM/Danish-site/Documents/Danida/Det-vil-vi/right_to_a_better_life_pixi.pdf
Early 2013 Danida will prepare a substrategy for NRM/Environment/Green growth. TWM could be element in this strategy.
- FI** Development Policy Programme 2007 – Towards a Sustainable and Just World Community, Government Decision in Principle (2007).
[accessed 2013-01-31] URL: <http://formin.finland.fi/public/default.aspx?contentid=107497>
International Strategy for Finland's Water Sector 2009. [accessed 2013-01-31] URL: <http://formin.finland.fi/Public/default.aspx?contentid=172150>
- FR** Development Cooperation: a French Vision 2011-2020, Framework Document (2011)
Ministry of Foreign and European Affairs.
[accessed 2013-01-31] URL: www.diplomatie.gouv.fr/en/IMG/pdf/Doc_Cadre_ANG_2011.pdf
- DE** Transboundary Water Cooperation. A BMZ Position Paper Special 136 (2006)
[accessed 2013-01-30] URL: www.bmz.de/en/publications/type_of_publication/strategies/Special136_web.pdf
- JP** Water resources management and the efficient use of water (2012) [accessed 2013-01-31] URL: [http://gwwwb.jica.go.jp/km/FSubject0301.nsf/ff4eb182720efa0f49256bc20018fd25/3958a0a725aba98549257a7900124f29/\\$FILE/Water%20&%20Sanitation%20Assistance%20Strategy.pdf](http://gwwwb.jica.go.jp/km/FSubject0301.nsf/ff4eb182720efa0f49256bc20018fd25/3958a0a725aba98549257a7900124f29/$FILE/Water%20&%20Sanitation%20Assistance%20Strategy.pdf)
- NL** The year 2011 was the year that the Netherlands policy priorities in the area of water were re-formulated. The TWM priorities that emerged from this process at the end of 2011 included: improved river basin management and safe deltas. In Africa, the Nile, Niger, Senegal, Zambezi and Incomati/Maputo river basins were identified as TWM priorities.
"Water for development – Dutch Policy on Water in International Cooperation, January 9th, 2012".
- NO** The policy in the area of TWM is not a main priority in Norwegian development assistance. It is stated in the White Paper "towards a greener development"(2010-2011) that Norway should continue its support to transboundary water management in the Nile Region.
[accessed 2013-01-31] URL: www.regjeringen.no/upload/UD/Vedlegg/Utvikling/Miljo/EN_Meld_StM_miljo/utvikling_sammendrag.pdf
- SE** Swedish Government's Strategy for Development Cooperation in Sub-Saharan Africa, 2010-2015.
URL: www.regeringen.se/content/1/c6/03/98/06/c54d53bd.pdf The strategy identifies shared management of transboundary natural resources as one prioritised area within the sector Environment and Climate. Swedish Government's Policy on Environment and Climate Change, 2010-2014: the Policy stresses the importance of transboundary water management. [accessed 2013-02-10] URL:www.government.se/content/1/c6/15/64/98/24249736.pdf
- CH** Water 2015-Policy Principles and Strategic Guidelines for Integrated Water Resource Management.
[accessed 2013-01-31] URL: www.deza.admin.ch/ressources/resource_en_25138.pdf

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[accessed 2013-02-20] URL: www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CDEQFjAA&url=http%3A%2F%2Fcapacity4dev.ec.europa.eu%2Fsystem%2Ffiles%2Ffile%2F15%2F02%2F2011_-_1547%2FDFID_water-sanitation-policy.pdf&ei=VecLUbymBafV4gTDuYH-Dw&usg=AFQjCNEg2f1rO_XtJYGMqF0NpzbiXHDFlg&sig2=tcWOum8J_uJo6hXjf2qgNQ&vm=bv.41867550,d.bGE
- AfDB** Medium Term Strategy 2008-12.
[accessed 2013-01-31] URL: www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/MTS%20anglais.pdf
Integrated Water Resource Management: How Relevant is it to Water Operations by the African Development Bank? Evaluation Approach Paper (2011).
[accessed 2013-01-31] URL: www.afdb.org/fileadmin/uploads/afdb/Documents/Evaluation-Reports/Final%20IWRM%20Water%20Approach%20Paper.pdf
- EC** Water: water management in developing countries (2007).
A focus on TWM will remain under the new development policy framework (Agenda for change, 2011) which includes 'Support regional and continental integration efforts through partners' policies in areas such as markets, infrastructure and cross-border cooperation on water, energy and security'.
[accessed 2013-01-31] URL: http://europa.eu/legislation_summaries/development/sectoral_development_policies/r12514_en.htm
- EIB** The EIB's Water Sector Lending Policy (2008).
Project Formulation Study under the EIB Africa Water Preparation Facility for the Lake Victoria basin.
[accessed 2013-01-30] URL: www.eib.org/infocentre/publications/all/eib-s-water-sector-lending-policy.htm
- GEF** International Waters Strategy GEF 5 (2009).
The GEF investment cycle is a four year cycle. The next replenishment cycle will start in mid-2014 and run to 2018. For this the 6th Replenishment the strategies have not yet been developed, hence we do not know at current stage what changes will be implemented through the implementation of the GEF 6 Strategies.
[accessed 2013-01-20] URL: <http://iwlearn.net/publications/gefpolicies/international-waters-focal-area-strategy-for-gef-5>
- WB** Water Resources Sector Strategy: Strategic Directions for World Bank Engagement. Cooperation in International Waters (2012).
[accessed 2013-01-31] URL: <http://water.worldbank.org/publications/water-resources-sector-strategy-strategic-directions-world-bank-engagement>

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