

Water Governance in the MENA Region: Policies and Institutions

Extended Report



An International Conference at the Dead Sea,
Jordan, June 7 – 11, 2009

on behalf of:



Federal Ministry
for Economic Cooperation
and Development



gtz



inVent
Capacity Building International
Germany





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**An International Conference at the Dead Sea, Jordan,
June 7 – 11, 2009**

**Accomplished by
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Preface

InWEnt - Capacity Building International, Germany has developed a comprehensive and long-term programme for the water sector in the MENA region, in close consultation with its national and regional partners from the region. The objectives of this programme include, but are not necessarily limited to, acceleration of regional cooperation, facilitation of the formulation and the implementation of water management strategies, establishment of a functional partners' network, and promotion of awareness of policy-makers and the general public on water-related issues.

Integral part of this programme is a series of international conferences, which are called International Partners' Fora aiming to join regional partners for a broad exchange on water governance and related issues within the MENA water sector.

We went a long way, starting in Sana'a in 2006 assessing the current situations in terms of water governance in the various countries, visioning the way forward for the water sector development in Cairo in 2007, and discussing how our joint analysis can be transformed into action in Marrakesh in 2008.

This year's forum focused on policies and institutions. Together, we analysed the role of policies and institutions in a cross-sectoral manner in order to improve the water governance principles and to identify key implications for their application in the context of water sector reforms.

This extended report compiles the major findings of the 4th Partners' Forum held at the Dead Sea, Jordan, from June 7th - 11th, 2009, reflecting the main results of the other Fora realised so far.

Enjoy reading it and join our walk on improving water governance in the MENA region.

Alexandra Pres
Head of Division, InWEnt

Water Governance: A Critical Issue in the MENA Region

The basic task of water resources management is fairly straightforward: to balance the water accounts between man and the biosphere so that the human needs are met in the best possible way with minimal harmful effects to the biosphere as well as other human beings.

But since water is involved in so many functions of the biosphere and human needs are equally manifold and often in conflict with one another, the task in practice is quite complicated. Human activities have disturbed the hydrologic cycle and ecosystems in the MENA Region countries as well as in most parts of this planet in massive ways in the past, but never as much as today. The water quality problems of surface and groundwater are growing increasingly severe. Land use changes and climate factors cause increasing damages and calamities. With increasing urbanization and density of population in very small land areas within the MENA Region, the above problems and the way they are felt by humans are conspicuously amplified.

The massive transitions in global economy, social structures, our environment as well as in the human demography in terms of urbanization, improvement of educational levels, evolving values and mindsets, and so forth, are all issues that are never disconnected from water.

Conservation and water demand management are two of the overarching issues that have brought together the countries, the people, and the needs of the environment. Whereas the augmentation of water supply and rationalization of water allocation have been focal points in water resources management in the past – spiced with environmental constraints first and then with social needs – the philosophy of looking at the water demand side is seemingly taking a stronghold in the MENA Region.

The increasing application of market mechanisms in economizing water use and the conservation of natural water supplies in order to reduce the human water footprint and ecological deterioration of water resources, have become mainstream topics of water resources management. However, while physical water stress exists and has become worse in the MENA Region countries, at the level of solutions, this factor is less pronounced than before. Instead, interest for water quality issues and proper functioning of the ecosystem services are of increasing interest. Equally, the roles of capacity building, education, institutional development, stakeholder participation, good governance, and technological progress are being emphasized as prerequisites along this way.

Besides demand management, conservation, social issues and other ‘software’ of water resources development, the ‘hardware’ still exists and needs attention. In fact, the water infrastructure development demands are enormous within the MENA Region.

The water governance paradigms in the MENA Region have taken a leap forward in the ‘people’ side, or moved towards the ‘soft’ direction. Particularly this seems to have taken place in the progress of the social inclusion as well as in institutional and organizational aspects, water demand management, water politics, etc. Some of the conventional strongholds of water resources management, such as infrastructure, data management and analysis, modeling, economic valuation of water through agriculture, energy sector, water supply, etc., remain crucial but they are increasingly looked at, at least partly, through the glasses of the ‘soft’ aspects.

It seems that water is currently climbing higher in political agendas of the MENA countries. However, we should never forget to ask what the objectives of water management are. These objectives are many and often contradictory: alleviate poverty, improve quality of life of the population, and achieve environmental conservation, all of them together and at the same time. If we cannot show how water fits in the development objectives of the countries, water will not be considered to be an important issue by politicians.

Water is one of the basic resources for humans, human livelihoods, ecosystems and economies. Actually, water has so many interrelated basic functions in all these dimensions that its management is quite challenging. It is typical to the MENA countries, as well as most other countries of the world, that water is managed by around eight or even a dozen of ministries, each having varying agendas and policies. Due to the fragmentation of the water sector, water’s basic functions are very often hidden in a detrimental way. The MENA countries have identified fragmentation of the water sector as one of the key bottlenecks to achieve good water governance. This recognition has, according to the deliberations of the Partner Fora, gradually led to various undertakings to bring down this fragmentation. If this turns out to be successful, it will definitely help in achieving a more balanced governance of water within the Region.



The InWEnt Capacity Building Programme for the Water Sector in the MENA Region

InWEnt - Capacity Building International, Germany, acting on behalf of the German Federal Ministry for Economic Cooperation and Development, is supporting the reform process in the water sector for the Middle East and North Africa (MENA) region through a capacity building programme, focusing on eight countries: Morocco, Algeria, Tunisia, Egypt, Palestine, Jordan, Syria and Yemen.

The regional partner of InWEnt for the overall programme is the Arab Water Council. For specific elements of this capacity building programme, other regional and national partners are joining in.

The goals of the overall programme on water governance in the MENA Region are:

- Develop a strategy for effective water governance in the MENA Region.
- Influence the reforms in the water sectors in the MENA Region
- Establish a regional water governance “platform”
- Exchange experiences of good water governance practices

- Increase and intensify regional cooperation, and
- Disseminate successes and progresses within and outside the region

The programme consists of various training events and seminars as well as an annual International Partner Forum. These conferences, taking place since 2006, have been planned and implemented carefully to constitute a comprehensive framework, which is a logical progression and a mutual learning process. The topics of the past Partner Fora were:

- I. [Water Governance in the MENA Region: The Current Situation. Sana'a, Yemen, 2006.](#)
- II. [Water Governance in the MENA Region: Critical Issues and the Way Forward. Cairo, Egypt, 2007.](#)
- III. [Water Governance in the MENA Region: From Analysis to Action. Marrakech, Morocco, 2008.](#)
- IV. [Water Governance in the MENA Region: Policies and Institutions. Dead Sea, Jordan, 2009](#)



The topics for the upcoming Partner Fora will be:

- V. Water Governance in the MENA Region: Sharing Benefits and Responsibilities; 2010
- VI. Water Governance in the MENA Region: Joining Efforts: Learning Communities; 2011
- VII. Water Governance in the MENA Region: Water Governance beyond 2012: Facing the Future; 2012

The overall objectives of these International Partner Fora are twofold: At the process-level, the Partner Fora are a platform to strengthen cooperation and exchange of knowledge within the MENA region at national and regional levels between the relevant sectors, organizations and stakeholders involved. Ultimately, this process is expected to lead to a lively and functional network on water governance issues in the MENA region.

At the content-level, the Partner Fora facilitates the exchange of views and ideas to identify and discuss approaches on how the application of water governance principles in the MENA region can be improved.

The logic for the sequence of the Partner Fora has been first to carry out an assessment of the actual situation in terms of water governance for the region, identify the critical issues that could be targeted, and present suggestions and recommendations on how the different issues identified could be improved.

It is essential to make an extra effort to foster long-term cooperation with the different organisations and governments. There should thus be long term commitment not only from the donors, but also from the interested actors in the region.

It is thus important to promote regional ownership among the InWEnt partners in the region, as well as to institutionalise the thinking of the Fora, open the Fora to stakeholders, sectors and experiences from outside the MENA Region, mainly major players in the water sector. It is thus important to increase the participation of regional bodies in addition to the AWC. Thereby, ACWUA (Arab Countries Water Utilities Association) and Islamic Network on Water Resources Development and Management (INWRDAM) were invited as regional co-operating organizations for the second phase of the programme.

Based on the general objectives of the Partner Fora, the specific objectives of the Partner Forum 2009: Water Governance in the MENA Region: Policies and Institutions were to:

- analyse the role of policies and institutions in order to improve water governance;
- assess the linkages of policies and institutions of the water sector with other sectors; and
- identify key implications.

For more information on the programme and the reports of the Fora please visit the following web page:

<http://www.mena-water.net/>

First International Forum in Sana'a, Yemen

The First International Forum on Water Governance in the MENA Region: The Current Situation, took place at Sana'a, Republic of Yemen, 16 – 20 July 2006 and was hosted by the Yemen Ministry of Water and Environment. It was supported by the Yemeni-German Technical Cooperation Water Sector Programme. The objectives of this Forum were the following:

- carry out critical reviews of the water management situation in the MENA Region and analyses of trends and future outlooks;
- review experiences and identify key issues of water governance;
- assess and prioritize appropriate key elements for water governance;
- identify needs and future directions of capacity building strategies for improved water governance; and
- strengthen regional cooperation and networking processes.

The concept of governance appeared to be somewhat new for an appreciable number of the participants. Accordingly, the participants were brought to a common level of knowledge and understanding on the concept which proved to be essential and productive. An array of governance issues was identified to be common throughout the MENA Region. The most important issues identified were:

- strong fragmentation of the sector;
- problems with institutional set-up, in particular unclear roles of the different actors as well as coordination problems;
- notable shortcomings in enforcement of laws and policies;
- shortage of funding and release of funds in a timely manner;
- need for increasing use of economic instruments and involvement of the private sector;
- crisis management rather than long-term management;
- need to shift the focus from physically increasing water supply to water demand management;
- scarcity and non-sustainable use of water, including growing water quality problems;
- contrasts between traditional and modern water management practices which has led to abandonment of traditional methods;
- needs for further decentralization;
- need to increase reuse and water conservation;
- technological shortcomings;
- insufficient data and information, particularly in terms of reliability, accessibility and sharing;

- public awareness; and
- capacity building requirements at all levels.

While the levels of relevance and importance of these identified factors vary throughout the Region, they appear to be applicable to all the MENA countries.

It was recognised that whereas water resources are extremely scarce in the MENA Region, the water problems are dominantly related to governance and management shortcomings. Human resources deficiencies are thus a key part of the water scarcity problem. Therefore, education, capacity building, training and organizational development constitute a cornerstone for the development of the water sector in the MENA Region.

The Forum agreed upon a definition for water governance that has been used since by InWEnt and AWC within the MENA Water Sector Programme.

In general, lack of skilled human resources was identified as a key part of the water-related problems of the Region. Therefore, education, capacity building, training and organizational development were identified as cornerstones for the optimal development of the water sector in the MENA Region.

Box: Definition of water governance

Water governance considers

- the political, economic, and social processes and institutions
- by which governments, civil society, and the private sector make decisions about
- how best to use, to develop and manage water resources.

It comprises of

- the mechanisms,
- processes, and
- institutions

through which all involved stakeholders, including citizens and other interest groups

- articulate their priorities,
- exercise their legal rights,
- meet their obligations, and
- mediate their differences.

Source: UNDP 2004. *Water Governance for Poverty Reduction. Key issues and the UNDP Response to MDG. United Nations Development Programme, New York.*

Second International Forum in Cairo, Egypt

The Second International Forum on Water Governance in the MENA Region: Critical Issues and the Way Forward, took place in Cairo, Egypt, 23 – 27 June 2007 and was hosted by the Egypt Ministry of Water Resources and Irrigation. The objectives of this Forum were the following:

- familiarise the participants with the findings and outcomes of the Sana'a Forum;
- analyze in-depth the critical issues that were identified by the participants during the Sana'a Forum, including opportunities and constraints;
- identify appropriate approaches and concepts to overcome constraints and to build on opportunities; and
- strengthen regional co-operation and networking.

65 leading experts of the MENA Region's water governance issues attended the exercise. A set of plenary lectures on relevant topics were included in the programme. A field visit was organized to the West Delta Irrigation Improvement Project, as an example of public-private partnership in financing, building and operating irrigation infrastructure.

As a continuation of the process that was initiated at the Sana'a Forum, four focal areas were chosen for detailed investigation and discussion in working groups. They were:

- Law and enforcement
- Institutional performance
- Economic issues
- Water quality management

A common cross-cutting theme throughout the Forum was "prerequisites and respective needs for capacity building". The participants also paid special attention to the opportunities to enhance the regional co-operation.

Legal and institutional aspects that were discussed in the workshops focused on constraints, challenges and opportunities, and were based on personal, sectoral and country- experiences and viewpoints. Even though legal and institutional aspects are intertwined, they were viewed separately with the objective to have more time to analyze them as specifically or as generally as considered by the participants.

Even though there was no working group on public participation, this topic was mentioned very much by all groups as a pre-requisite for implementation of economic, legal, technical and institutional issues. It was discussed that there is increasing stakeholder participation in the MENA Region mainly at the level of non-central governments, private sector and agricultural users. In general, the participation of societal actors such as organized civil society groups, including NGOs, is still in its very early stages. There were very concrete examples of how processes of stakeholder participation in Morocco and Yemen have rendered, and are rendering, very positive results in spite of their complexity.

It was clear from the outset, that the water sector challenges are notable and growing. However, it was not equally generally recognised that these challenges are primarily related to governance problems and not solely to physical scarcity. Equally important is to understand that factors inside, as well as outside, the water sector are important, and that the water sector does not develop in a vacuum, but instead it is an intrinsic and important part of a more general development process.

All in all, water-related challenges are notable and rapidly growing in the MENA Region countries. It has now become obvious that a deep-going water sector reform is necessary. Institutions and organizations should be restructured so that they, and their staff, function in an efficient, adaptive and coordinated manner.

All this can be done provided there is political will, and awareness and commitment from all actors. This will not be a trivial task but, instead will be necessary, in order to achieve the visions developed by the four working groups of the Cairo Forum. It was striking to see how deeply interlinked the four visions were, none of them being isolated from each other.

The above issues are components of the same game and they must evolve hand in hand. As unfortunate as it is, in games such as this one, the worst performer typically defines the success or the lack of success of the totality.

Capacity building and human resources development (including organizational development) is one of the most important building blocks, if not the most important one, in developing the water sector governance in MENA countries. Only then will be meet the vast challenges that the waters sector in MENA countries are exposed to and will increasingly be exposed to.

The general conclusion was that governance in the MENA water sector is under a many-dimensional pressure of paradigms and focal changes. Under these conditions, capacity building has the potential to help policy-makers inside and outside the governments to understand how best to find a balance between public goods and special interests; to assess long- and short-term impacts of water policies, programmes and activities; and then to get the best out of the strengths of players in water management processes. Governance of the water sector must take into consideration the con-

tinual changes, both from within the water sector and those outside the sector, which affect the water sector and on which water professionals have limited control. The success of any long-term vision on water governance for the MENA Region will thus require proper understanding of the immense challenges and changes that are likely to be faced in the coming years and also defining the ways in which these can be best understood and addressed for the overall socio-economic benefit of the Region. This will not be an easy task, but one that must be undertaken.

Third International Forum in Marrakech, Morocco

The Third International Forum on Water Governance in the MENA Region: from Analysis to Action, took place in Marrakech, Morocco, 9-13 June 2008 and was hosted by the Secretariat of State in charge for Water and Environment (SEEE), Morocco. The objectives of this Forum were the following:

- familiarise participants with the process and progress of the regional Partners' Fora;
- analyse applicability of community practices from within the Region;
- discuss future perspectives and emerging issues;
- promote findings within the international community; and
- strengthen regional cooperation and networking.

50 leading experts from the water sector, mainly from the Region, attended the Forum. Participants also included a few leading experts from outside the Region who analyzed latest development on different aspects of water governance from a global framework and perspective and presented relevant experiences for consideration for the MENA Region.

A common cross-cutting theme throughout the Forum was "prerequisites and respective needs for capacity building". The participants also paid special attention to the opportunities to enhance the regional cooperation.

In all countries, societies are opening gradually in many ways. Governments are willing to learn from the experiences of other countries of the Region in terms of water planning and management, governance practices, institutional development, stakehold-

ers' participation, capacity building, and so on. The lack of public finance has also enhanced the search of solutions, and involvement, of the private sector institutions. The civil society's role is becoming increasingly important, and positive developments can also be seen in the empowerment of communities regarding water management. Awareness on water is growing and the role of media alike. There is equally an increasing emphasis on capacity building throughout the Region.

Consequently, it was considered as relevant to discuss what role external forces have played in the above situation. For example, how important has been the role of international agents such as donors, financial organizations, and corporations, in the awareness they have created in the countries of the Region so that all of these respond in a similar way? Also, how important has been the changing external environment, with the world market prices of food and energy soaring and the impact these have had in the relative juvenile conditions of the MENA Region's economies?

At the level of institutions and governance approaches, there has been a notable progress in the Region. Within the past years, several countries have seen deep-cut legal and institutional reforms, while paradigms are starting to change in other countries as well. Reform of water policies, national water plans, and financial approaches are the major factors in this regard. The process of decentralization seems to be progressing, with river basin organizations, water boards, and regional water entities, being either established or improved.

Fragmentation of the water sectors in the countries of the Region has been considered as a problem in many contexts. It is a



concern that was identified in the First Partners’ Forum in Sana’a, and mentioned again in the second and third Fora in Cairo and Marrakech. Several countries have recently made certain attempts to overcome this constraint and, in some specific cases, the water sector is being linked more closely to other sectors compared to the way it was done before.

Efforts have been targeted to improve the accountability of the water sector operators and institutions, and the spread of the use of economic instruments has taken place throughout the Region. The same applies to the progress in water demand management and water conservation practices.

Despite the recognition of several positive trends and tendencies within the Region, many challenges remain. The most important ones are related to the enforcement of laws, the implementation of water pricing reforms and water governance-related issues, and management of water in conflict and other exceptional situations.

The recognition of the political importance of water seems to be improving in the Region, and water is more and more seen as a priority area among the governments. This has been the result of the increase in the education and awareness levels of the population, which keep improving together with the progress of their socio-economic conditions, and the strengthening of the civil society. However, it has also been the result of the scarcity of the resource, the threat of climate change, the growing competition for water among various users and users, and the increasing investments for water infrastructure.

The table below summarizes the major entry points considered as necessary for the further development of good water governance in the MENA Region, as identified within the process of the three Partner Fora on Water Governance of the MENA Region.

The main entry points of improving water governance in the MENA Region are included in the following table.

It is obvious that the MENA countries share many governance concerns but the communication and exchange of experience provides plenty of opportunities for improvement. Therefore, regional exchange and even regional policies are a very important option for developing good water governance in the MENA Region.

| | |
|--|--|
| (POLITICAL) WILL: What we want to do | Efficient, equitable, sustainable water management à improvement of welfare, security, adaptability |
| EXTERNALITIES: What is the context | Other sectors, general development process, national, MENA Region, global; natural conditions |
| EQUITY: How we can organize ourselves to solve problems | Government Institutions and organizations, stakeholders, user organizations, private sector, civil society, media, participation in equitable manner |
| ACTIONS: How we can solve problems and deal with changes | Ages-old, contemporary and emerging issues; pro-action, reaction, strategies, programmes, policies, plans, operations |
| TRANSPARENCY: What we know and share | Transparency, data, information |
| SOFTWARE OF THE MIND: Our mindsets, skills | Capacity, dialogue, training, sharing of experience, awareness, ethics, culture, religion |
| ACCOUNTABILITY: Who does what and who pays the bills | Accountability, rights, responsibilities, cost-recovery, subsidies, corruption |

Fourth International Forum by the Dead Sea, Jordan

The Fourth International Forum on Water Governance in the MENA Region: Policy Formulation and Implementation, was organised by the Dead Sea, Jordan, in 7-11 June 2009 and was hosted by the Ministry of Water and Irrigation of the Hashemite Kingdom of Jordan.

The Forum was organized by InWEnt – Capacity Building International and the Arab Water Council (AWC) in cooperation with the Arab Countries Water Utilities Association (ACWUA), the Inter-Islamic-Network on Water Resources Development and Management (INWRDAM) and the German Technical Cooperation (GTZ) in Jordan. The objectives of the Forum were:

- To familiarise participants with the earlier three-year regional fora on water governance in the MENA Region, including their outputs
- Introduce the four-year programme (2009-2012)
- Discuss the linkages between good water governance and water policies
- Assess the linkages between water policies and institutions of the water sector with other sectors;
- Reflect on policies enabling good water governance
- Identify constraints and gaps of policy implementation for good water governance

Common cross-cutting issues throughout the Forum were equity, accountability and transparency.

The number of participants was approximately 70, and the participants included high-level representatives from ministries and national authorities, senior government advisors, senior researchers, national and international development experts, representatives of the private sector and non-governmental organizations. All of them had in common that they are involved with, and/or are aware of the policy reform processes, that are taking place in the water sector in all the relevant countries.

The participants were not considered as just audience getting informed on the current situation, but all the participants were seen as resource persons contributing to the discussions to move forward towards the objectives described above. Hence, besides a few plenary speeches, most of the time was spent in working groups on the above mentioned topics.

The Forum programme included a field trip to Wadi Musa Wastewater Treatment Plant, located in the southern part of Jordan. The field visit included a visit to the well-known historical city

of Petra. Also an international exhibition was organized as a part of the Forum in order to give the participants an opportunity to show experiences, case studies and good practices from their respective countries. The exhibition provided a market place for sharing experience and good practices on water governance across the region.

Sessions

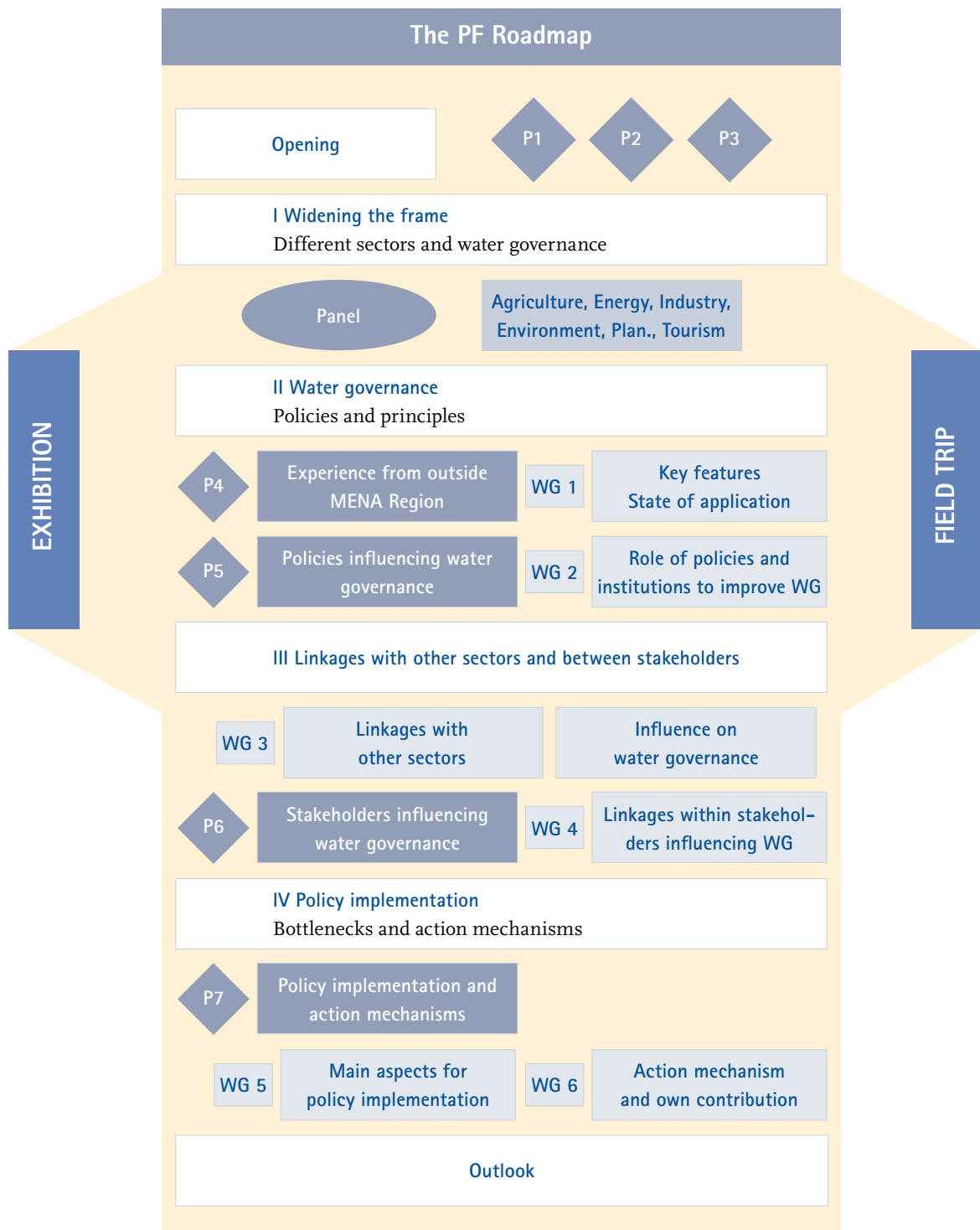
The programme consisted of an opening ceremony and five working phases. The opening ceremony included the following interventions:

- Welcoming Address by the Arab Water Council by H.E. Dr. Mahmoud Abu-Zeid, President of the Arab Water Council
- Welcoming Address by the German Government by Dr. Ariane Hildebrandt, German Ministry for Economic Cooperation and Development
- Welcoming Address by InWEnt by Henner Kirchner, Regional Coordinator
- Welcoming Address and Official Opening by the Jordanian Government by H.E. Eng. Mousa Jamani, Secretary General for Jordan Water Authority on behalf of the Ministry of Water and Irrigation, Jordan
- Key note speech on water governance in the MENA Region by Prof. Safwat Abdel Dayem, Secretary General, Arab Water Council
- Briefing on the process of the International Partner Fora by Dr. Detlef Virchow, InWEnt, Germany
- Water Governance in the MENA Region: Findings of the process by Prof. Olli Varis, Helsinki University of Technology, Finland

The five working phases of the Partner Forum were:

- Phase I. Widening the frame: Different sectors and water governance
- Phase II. Water governance policies and principles
- Phase III. Linkages with other sectors and between stakeholders
- Phase IV. Policy implementation: bottlenecks and action mechanisms
- Phase V. Outlook

The overall roadmap of the Partner Forum is presented in the figure below and documented in detail.



Phase I. Widening the frame: Different sectors and water governance

The first phase focused on the intersectoral linkages of water governance. In this setting, the governance challenges of sectors such as energy, agriculture, and tourism were scrutinized. All these, as well as several other sectors are profoundly connected in the water sector and thereby the governance of those

sectors overlaps considerably with that of the water sector. The first activity was a panel discussion in which perception from other sectors – from within the region – were discussed. The participants of the panel were:

| Sector | Representative | Organization |
|-------------|-------------------------|---|
| Agriculture | Prof. Ahmad Goueli | Egyptian Water Partnership, Egypt |
| Industry | HE Dr. Zaki Mousa Ayobi | Secretary General, Amman Chamber of Industry |
| Energy | HE Eng. Kossay Qutishat | Former Director of Middle East Desalination Research Center, Oman |
| Planning | Prof. em. Ahmed Farahat | Institute of National Planning, Cairo |
| Environment | Dr. Dalia Lotayef | The World Bank |
| Tourism | Mr. Hani Ayad | Senior Vice President, Orascom Hotels & Development |

Responses from the water sector were presented by H.E. Dr. Mahmoud Abu-Zeid, President of the Arab Water Council and Eng. Mahmoud Jaber, Public Awareness Network.

The presentations from the industry sector by Dr. Ayobi as well as the response from the water sector by H.E. Abu-Zeid are summarized below.

Box. Industry and water governance: Five points by H.E. Dr. Zaki Mousa Ayobi, Secretary General, Amman Chamber of Industry

Dr. Ayobi presented five issues as crucial interlinkages between industry and water governance, using Jordan as a reference point.

1. Industry is important, accounting for 24% of Jordan's GDP, and 90% of Jordan's exports, being thus the major generator of hard currency. One industrial worker supports four people. Industry is also the major point in attracting investment (two-thirds). 55% of investments are done by Jordanian investors.
2. Industry is on sidelines with regard to water sector policies. There is not much consultation between industry and water community. Industry has a stake in welfare, yet uses only 5% of water resources. For many industries, e.g., pharmaceutical industry, chemistry, fertilizers, garments, water is truly essential. Industry has not been a partner in water policy development although it has been involved in many other sector policies.
3. Regionalization, globalization of production does not necessarily require increasing water use but often it does.
4. Water is not usually well managed in industry. No industrial water strategy exists, and not much information is available. Most industry is in enterprises that employ less than 20 persons.



5. How to improve water governance in industry? Business community is underestimated by the water community. Industry is not only polluting environment but reservoir of skill, technology, management skills, and so forth. If only government handles with water, an important resource for improving water governance is lost. Industry should be included in the policy processes. Industrial enterprises might have plenty to offer in issues such as accountability, anticorruption, rule of law, etc.

Box. The response of the water sector: main points by H.E. Dr. M. Abu-Zeid, Arab Water Council

Dr. Abu-Zeid provided an itemized response of the water sector. The key points of the presentation can be condensed as follows:

1. In very many countries national water plans have advanced recently and the progress is rapid, although much effort is still needed.
2. Not all sectors are participating, however.
3. Proper institutions to implement national plans are lacking.
4. There is also a lack of national visions, prepared by different planners in a country.
5. National planning and water planning are not necessarily in close contact.
6. Role of users, stakeholders should be made clear.
7. Capacity building of water planners is extremely important.

Phase II. Water governance policies and principles

During this phase, the water governance concept, stemming from the key characteristics of good governance, were analyzed and scrutinized in two lectures and two working group sessions. The two lectures were “Asian Experience on Urban Water Management: Policies and Institutions” by Prof. Asit K. Biswas, Third World Centre for Water Management, and “Policies Influencing Good Water Governance” by Dr. Hammou Laamrani, WaDImena Project Coordinator, International Development Research Centre (IDRC). The first Working group session was on Key Principles of Water Governance and their State of Application. The task was to find out the key principles of good water governance, and how these principles are put into practice in the each of the eight target country (Morocco, Algeria, Tunisia, Egypt, Syria, Palestine, Jordan and Yemen). Participants’ perception on the importance of the principles for the respective country was analyzed in country-specific sessions. For doing so, the working groups were asked to find answers to the following sequence of questions:

1. How do you rate the key principles of water governance?
2. Why, explain?
3. Give concrete examples from your country how the characteristics are put into practice.

The groups were asked to rate the water governance of their country by using the scale from 1 to 5 with regard to its performance

for each of the criteria that were utilised. The list was not meant to be exclusive; the groups were allowed to make combinations of the given criteria as well as introduce new criteria.

Interest of all the participants for the topic, understanding of the concepts analyzed, identifying the difference of good water governance, good water management and efficient service provision were emphasized throughout the discussions of the working group.

The key principles, as considered in the working group discussions, included efficiency, communication, participation, accountability, integration, incentives, transparency, coherency, equitability, ethics and sustainability.

The working group discussions on these key governance principles were not easy because of their complexity. The brainstorming went beyond the concepts themselves and focused on application of the principles in the countries represented. This allowed the participants to assess their sectoral capacity to govern their resources as well as their performance. The working group discussions shared the same major themes:

- Several countries in the region lack national water plans. Even when they exist, these plans are partial, since they do not include the other economic and development sectors. As in many other countries within and outside the region, their implementation is still a challenge.



- There seems to be a gap between development plans at the national levels and plans for the water sector. Most important, there are not yet visions at the national levels on how to further develop the countries, their regions and the life style of their populations, taking into consideration both the available and potential water resources.
- In terms of water institutions, their coordination is still a goal to be achieved not only within the water sector and much more between the water and other sectors. Therefore, it is still not possible to talk about much success in integration. In several countries, the repeated restructuring of the institutions has had a negative impact in the efficiency of the water sector since this has not allowed it to develop its potential.
- Regarding stakeholders, since these include government institutions, private sector actors, NGOs and civil society, not only their participation but also their responsibilities are very important. Their role in the planning and management of water resources varies very much in the different countries.

The second working group session elaborated the role of policies and institutions to improve the application of water governance principles. The participants were asked to assess the most important principles of good governance, looking into

- a) policies
- b) institutions & organizations

In the areas of

- a) water supply
- b) waste water treatment
- c) irrigation

The participants were further encouraged to identify the policies and institutions (existing, to be improved, or to be established) to improve water governance. The outcomes of the working group on irrigation can be summarized in the following manner.

| Existing water governance bodies | Main issues to be improved | Recommendations in terms of policies and institutions |
|--|---|--|
| <ul style="list-style-type: none"> • Ministry of water resources and irrigation • National water resources strategy and sector policy plans • Institutions are involved in water governance: Irrigation department in the ministries • Protocols established for irrigation systems • Water users associations • Institutions for water and agriculture reforms: regional commission for agriculture plan and water plans • Research centres for water management | <ul style="list-style-type: none"> • Water users association in Jordan, Syria and Yemen • Definition of positive incentives • Access to water resources and protect water rights • National centre for agriculture • Water law enforcement (Morocco) • Water strategies and emerging policies and measures • Matrixes with which to evaluate the performance of the different partners involved • Involvement of as many stakeholders as possible • Sharing ideas and working in at the practical level • Updating the water law and improving the implementation of laws • Improve irrigation offices: generally reformation and re-construction • Capacity building programmes, agricultural rationalisation programmes • Water allocation tools • Development of water resources management • Water quality control • Groundwater monitoring and control | <ul style="list-style-type: none"> • Change the institutional framework to comply better with IWRM in basins • Enhancing and promoting water users to use water efficiently • Public awareness of the value of water • Introduce new irrigation systems which are more efficient • Improve the efficiency of water use in small farms • Introducing the concepts of land productivity • Establish new relationship between farmers and trading market • Provide farmers with subsidies subject to the improvement of water systems, land productivity and water use efficiency • Simplifying water regulations and management approaches • Planning for setting a national information system • Approaches to water management for improving national economy |

The other working groups noted that at the general level, there are institutions and policies for water supply as well as for collection and treatment of wastewater. In some countries, there is a strong participation of the private sector (e.g, Jordan, Morocco and Algeria), but lack of enforcement of laws and policies is a general problem.

Wastewater is now recognised as a very important source of water. Therefore, the importance of developing policies, strategies and legal frameworks for reuse and recycling are essential. The most common aspect in this regard is the need to adopt mechanisms to increasingly involving stakeholders since this will have an important impact in the management of the resource, including its reuse.

The importance of involving sectors others than the water sector on water supply and wastewater management planning, and which also influences its performance, was recognised and considered as fundamental. There were proposals that organisations could be established that could improve the coherence of plans and activities of water-related institutions.

Phase III. Linkages with other sectors and between stakeholders

The in-depth scrutiny of the intersectorial linkages of water governance went on at this phase by one lecture and two working group sessions. The lecture was held by Dr. Hammou Laamrani, under the title “Existing stakeholders influencing good water governance”.

The third working group session elaborated the linkages with other sectors and their influence on water governance. The following two questions were looked at:

1) *What are the most important linkages between the water sector and*

- Group A: Agriculture
- Group B: Energy and industry
- Group C: Health and education
- Group D: Environment and tourism
- Group E: Trade, finance and economy

2) *What are the sector policies that affect / influence these linkages?*

From the variety of working group outcomes, we summarize here the ones that relate to the interlinkages between water sector and trade, finance and economy, i.e. Group E. Many of the characteristics in other working groups, too, had many similarities to these, and for the sake of keeping the report concise, the other working groups are not documented here in full detail.

Water management deals with economy and affects economical development, irrespective how it is integrated and how it is addressed when managing water. The efficiency and effectiveness of water management policies can be improved when economy and economical considerations are addressed adequately, keeping in mind the social sensitiveness of the issue.

The development of economic sectors, the improvement of living conditions and people’s welfare, as well as stopping the further deterioration of the natural resources requires modification of related policies. For example as governments, farmers and industries are able to increase the ecological status of the surface waters, this will have a positive effect on poverty alleviation, and human and ecological health. New possibilities for economic development will also emerge, for example more industrial development and tourism since both of them depend largely on the sufficient availability of water of a good quality.

The value of water is being considered in relation to human health and living conditions, as well as in relation to nature and culture. From an economic point view, the focus is on costs, though.

Water sector tends to be capital intensive, especially when it involves large infrastructural investments in e.g. reservoirs and channels, but also the transport, discharge and treatment of water cost often much money.



In the MENA where it does not rain much and the evaporation is high, water is of great value, since the socio-economic development is closely related to water availability. This means that the use of economic instruments can be a good driving force to improve the water management in MENA in all aspects.

By attributing investments, costs and benefits to water services, it is possible to manage these services in an economical way. This allows establishing all parties that are involved to bill the beneficiaries or the polluters to cover the costs of there specific water service.

Cost recovery provides a sound financial basis for the provision of water services. The direct billing of beneficiaries and polluters gives them an incentive to use the water services in more efficient ways. With cost recovery, the costs of water services is direct being paid by the parties involved, and substitutes the payment of these costs from the general budget.

| Linkage with finance and economy | Linkage with trade | What are the sectors policies that influence these linkages? |
|--|--|--|
| <ul style="list-style-type: none"> • National income • Water management is a driving force for economic growth • Cost recovery and revenue • Funding availability to manage water resources, protect water structures, prevent flooding, save water, construct channels, etc. • Water pricing and value • Water saving and efficient use increase productivity (land, animal, etc.) and so economy growth • Energy prices | <ul style="list-style-type: none"> • Agriculture products • Export of water through agriculture products (virtual water) | <ul style="list-style-type: none"> • Law enforcement • Decrease exporting virtual water and increase importing • Encourage public-private partnerships • Ensure protection of water sources and infrastructure • Increasing wastewater treatment plants |

The fourth working group session elaborated the linkages among stakeholders and more specifically their roles within water governance. Stakeholders were defined in the context as all individuals and groups that are affected by decisions. The underlying questions were phrased in the following way: How can stakeholders be involved? Who are actors? What are policies and institutions to engage stakeholders in decision making?

It is important to mention that all working groups were organized by country. They were instructed to proceed through three steps in their work. Those steps were identifying, sharing, and coming up to a message. Each phase was reported, and particular emphasis was put on the identification of one key message from each country to the plenary. Those messages were:

| | |
|-----------|--|
| Morocco | Systems for water management where all stakeholders are involved exist but they should be developed further. Great expectations exist for the new water law, which is in preparation. |
| Algeria | Mechanisms for involving all stakeholders do not exist for the time being. |
| Tunisia | Appropriate end user involvement missing. |
| Egypt | Political will is insufficient. |
| Syria | Establishing legal framework at local level is crucial. |
| Jordan | (1) Big consumers as potential investors: take more responsibility in their water demand. (2) Develop comprehensive unified water law to institutionalize and implement water strategy 2008-2022. (3) Develop legal framework for water users' associations. (4) Bottom-up involvement |
| Palestine | (1) Activating the national council for water in decision making. (2) Promote involvement of water users including women. (3) Increase the influence of the local agencies on the expense of the government influence. |
| Yemen | Sustainability challenge of the entire governance system overrides other problems. |

As the overall reflection, it was agreed that participation and engagement of stakeholders is not at the sufficient level today. Awareness campaigns as well as more action for the direction of civil society are necessary. Improvement of laws and policies should be done in order to expand the participation of stakeholders in decision making. Political will is missing in many countries though. Some countries have technical modalities for participation but studies on how they perform should be performed. It was also pointed out that technical modalities for participation cannot be satisfactory if they bring no improvements to the stakeholders.

Phase IV. Policy implementation: bottlenecks and action mechanisms

The fourth phase of the Partner Forum went in detail in bottlenecks and action mechanisms in implementation of water policies. A lecture on the topic was given by Dr. Hammou Laamrani with the title “Policy implementation and action mechanisms”. Two working group sessions followed en suite.

The last working group sessions elaborated the main bottlenecks and action mechanisms for policy implementation. The groups ended in proposing eight types of issues in this regard.

1. **Participation at different levels should be enhanced.** To establish national multistakeholder platforms or national water councils and include as many actors as possibly in the water sector was pointed out. Similarly, it was emphasized that at both ends – at ministries as well as among end users of water – the participation should be recognized and taken more into action than what occurs today. The empowerment of communities was seen necessary. Also the participation of the water sector actors in the decision making of related sectors was brought into discussion.
2. **Awareness raising.** This should happen at all levels and involve incentive mechanisms including economic ones.
3. **Enforcement and implementation of plans.** Legal frameworks – based on national policies – should be developed to defining and agreeing on roles and responsibilities for all related stakeholders. Particularly the local level and water users associations were emphasized in this context. Yet laws are not sufficient; they should be enforced far better than today. Roles of different actors should, moreover, be made more implicit. This involves in particular the demarcation between regulatory bodies and operators. The challenges in transboundary basins were further recognized.
4. **Lack of political will.** This was seen as a serious bottleneck by the working groups, and actions targeted to raise the political

will were encouraged. The necessity of national good governance indicator systems was pointed out.

5. **Accountability.** The various shortcomings in accountability and transparency of the governance systems were seen as a serious handicap within the water sector. Fighting against corruption and ghost appointments were further highlighted.
6. **Communication and networking.** This is absolutely essential among stakeholders on a sustainable basis. Knowledge and information should be shared openly and should be made available to all.
7. **Capacity building.** This is necessary both at the national and the local levels, and merits further actions.
8. **Improving efficiency through incentive mechanisms.** In particular, moving from subsidies to water pricing and cost recovery were seen important.

Phase V. Outlook

Concluding remarks were presented by Prof. Safwat Abdel-Dayem from the Arab Water Council. These conclusions – which generated a rich and fruitful discussion – are summarized below.

Water management is a complex multi-stakeholders affair due to interaction between natural resources and societal subsystems. Water governance is an umbrella which enables and enhances effective and sustainable water resource management and service provision. Governance has its principles and features and requires among others policies and institutional arrangements as key inputs. Many other sectors affect or are affected with the water sector, and now it is time to look out of the water box. Stakeholder participation in planning and decision-making was agreed to be a pre-requisite for effective water governance.

What is then missing or needs attention? There is consensus that legal framework and law enforcement is the weakest link in the water governance systems in the MENA region. Public awareness emerged as another area requiring strengthening and should be incentive based. Water economics should receive better attention and subsidies should be redirected towards encouraging water conservation, and higher economic return.

Making water governance work would require first of all political will. Improving water governance implies policy and institutional changes and changes require champions to lead. While the principles of governance are the same, implementation models may take different approaches from region to region and from country to country, but there are common lessons to be learned. Policy formulation, water allocation and regulation functions need



to be separated from operational functions. Benchmarks and indicators are needed to be developed and use to assess and evaluate water governance at community, national and regional levels.

The overall achievements of the Partner Forum can be summarized in the following manner. It continues as a platform to strengthen cooperation, exchange knowledge and experience, and contribute to lively discussions among the participants with potential of creating national and regional network on governance. At the specific level, it analyzed policies and institutional issues that improve water governance, assessed linkages with external sectors, and identified key implications and issues on which to follow.

Prof. Safwat concluded that every partner can make a contribution in terms of water governance within their own sphere of interest.

Finally, as Dr. Ariane Hildebrandt of the German Ministry for Economic Cooperation and Development noted during the Opening Session: “Capacity building is the key for the water sector development of the MENA Region, and this is carried out through educational exchange and ideas”.

Profile of the Conference Conveners and Partners

The Forum was hosted by the Jordan Ministry of Water and Irrigation (MWI) and organized by InWEnt – Capacity Building International, Germany and the Arab Water Council (AWC) in cooperation with the Arab Countries Water Utilities Association (ACWUA), the Inter-Islamic-Network on Water Resources Development and Management (INWRDAM) and the German Technical Cooperation (GTZ) in Jordan.

Conference Conveners

Arab Water Council (AWC)

The Arab Water Council (AWC) was formally launched on 14 April 2004 in Cairo, Egypt following many years of planning, discussions, and consultations. The council is a civil society, not-for-profit, regional organization dedicated to water issues in the Arab States. Its membership comprises governmental and non-governmental organizations, private sector, research institutes and universities, regional and international institutions, and members of the civil society in their institutional or individual capacities. The founding Committee selected Egypt as the host country and Cairo as the home of the General Secretariat. The missions of the AWC are to:

- promote better understanding and management of the water resources in the Arab States in a multi-disciplinary, non-political, professional and scientific manner; and
- disseminate knowledge, enhance sharing of experience and information for the rational and comprehensive water resources development of the region for the benefits of its inhabitants.

The AWC is implementing several activities and programmes to achieve its objectives including the Partner Forum Programme in collaboration with InWEnt. On 6 July 2008, the AWC launched the Arab Water Academy as an international centre of knowledge and capacity building hosted by the Environment Agency – Abu

Dhabi (EAD) and the International Center for Bio-saline Agriculture (ICBA) in Dubai.

For more about AWC, please visit the website at: www.arabwatercouncil.org

InWEnt – Capacity Building International, Germany

InWEnt stands for human resource and organizational development within the framework for international cooperation. InWEnt's services cater to managers, skilled and executive personnel as well as to decision makers from business, politics, administrations and civil societies worldwide.

Programmes and activities at InWEnt aim to foster the capacity for change on three levels: strengthen the capacity of individuals to act, increase the performance of organizations, administrations and businesses, and improve the capacity for decisionmaking action at the political level. InWEnt methodological tools are in modular form, so that they can be used for customized programmes according to needs and demand. In addition to face-to-face training, exchange and policy dialogue, emphasis is also given to networking with the help of e-learning platforms. InWEnt hosts

approximately 55,000 participants from developing, transition and industrialized countries per year.

InWEnt offers programmes in various fields of development, among others:

- International regulatory framework, good governance and reform processes, economic policy
- Social development, crisis prevention and peace development
- Sustainable business development
- Environmental, natural resources and food
- Regional development and urbanization

InWEnt's shareholders are the Federal Republic of Germany represented by the Federal Ministry for Economic Cooperation and Development (BMZ), the Carl Duisberg Gesellschaft representing the German economy, and the German Foundation for International Development representing the German Federal States.

For more about InWEnt, please visit the website at: www.inwent.org

Conference Host

The Ministry of Water and Irrigation (MWI) – Jordan

The Ministry of Water and Irrigation is the official body responsible for the overall monitoring of the water sector, water supply and wastewater system and the related projects, planning and management, the formulation of national water strategies and policies, research and development, information systems and procurement of financial resources. Its role also includes the provision of centralized water related data, standardization and consolidation of data.

The establishment of the Ministry of Water and Irrigation in 1992 was in response to Jordan's recognition for the need of a more integrated approach to National water management. Since its establishment, MWI has been supported by several donor organization projects that have assisted in the development of water policy and water master planning as will be as restructuring the water sector.

MWI embraces the two most important entities dealing with water in Jordan:

- The Water Authority of Jordan (WAJ): In charge of water & sewerage systems.
- The Jordan Valley Authority (JVA): Responsible for the socio-economic development of the Jordan Rift Valley, including water development and distribution of irrigation.

With its extensive Water Information System, MWI has become a lead in the region that uses GIS-based digital tools for Water Master Planning activities, offering the framework, databases and tools necessary to manage water data and providing water specialists with data and information for water sector monitoring, management and planning. MWI Regularly produces essential water sector information products including Water Master Plan.

For more about MWI, please visit the website at: www.mwi.gov.jo

Conference Partners

Arab Countries Water Utilities Association (ACWUA)

ACWUA is a non-profit non-governmental organization, founded in 2007 and based in Amman /Jordan. Members of ACWUA are public and private water utilities, decision makers and engaged professionals, private sector institutions, NGOs, academic institutions, international organisations, individuals involved in water issues as well as students studying water engineering.

ACWUA stands for:

1. Bringing together water experts and utilities in the Arab region.
2. Promotion of common technical, managerial, legal, scientific and economic interests of Arab water utilities.
3. Exchange of information on technologies and best practices in the water and sanitation industries.
4. Publication regarding water industry rules and standards of the Association.
5. Participation in the propagation of other relevant water industry standards.
6. Capacity development of water utility staff members in water science and management fields.
7. Collaboration and exchange of expertise with other professional associations in water supply, sanitation, within and outside the Arab region.
8. Collaboration with municipalities and water authorities, non-governmental organizations on both the national and international levels.
9. Conducting studies, implementing projects and provision of advice and consultation in water legislation, policies and sector management and reform.
10. Providing performance monitoring and benchmarking.
11. Promote certification and accreditation among water and waste water professionals and utilities respectively.

ACWUA partners are ESCWA, GTZ, InWEnt, USAID, IWA, DWA, EWA, and Arab League states.

For more about ACWUA, please visit the website at: www.acwua.org

The Inter-Islamic Network on Water Resources Development and Management (INWRDAM)

INWRDAM is an inter-governmental, autonomous organization having international legal status and operating under the umbrella of the Standing Committee on Scientific and Technological Cooperation (COMSTECH) of the Organization of Islamic Conference (OIC). INWRDAM was established in 1987 and since then has expanded to include 16 OIC member states (Bangladesh, Egypt, Iraq, Jordan, Lebanon, Malaysia, Mali, Niger, Oman, Pakistan, Saudi Arabia, Sudan, Syria, Tunisia, Turkey and Yemen). The headquarters of INWRDAM are located in Amman as INWRDAM is hosted by the Government of the Hashemite Kingdom of Jordan since its establishment. As a think tank it focuses on policy and applied research and conducts dialogues - through which it seeks to advance ideas, concepts and policy direction to inform policy making and programme formulation processes towards shaping the contours of water resources development and management in the member countries.

The objectives of INWRDAM in brief are: to collaborate and cooperate in the areas of water resources development and management, to exchange information and share experiences, to set up and maintain a data bank in the subjects related to water issues taking into account common interests of the subscribing countries, to initiate joint projects of research and development, training of manpower and to render consultancy and advisory services (www.inwrdam.org).

For more about INWRDAM, please visit the website at: www.inwrdam.org

The German-Jordanian Technical Cooperation Programme "Management of Water Resources"

The programme is a joint Jordanian-German programme to promote sustainable use and integrated management of the water resources in Jordan. The Jordanian partners are the Ministry of Water and Irrigation, the Ministry of Agriculture, the Water Authority of Jordan and the Jordan Valley Authority. The German Federal Ministry for Economic Cooperation and Development (BMZ) and the German Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) have commissioned the

German Technical Cooperation (GTZ), to provide the German contribution which consists mainly of technical advice and capacity development. In addition the German Development Bank (KfW), responsible for the German Financial Cooperation, provides financial resources and other German development organisations such as InWEnt – Capacity Building International, the Federal Institute for Geosciences and Natural Resources (BGR), the German Development Service (DED) and the Centre for International Migration and Development (CIM) contribute specific expertise.

To raise effectiveness and efficiency, the Government of Jordan and German Development Cooperation have organised all water-related projects under the umbrella of the Water Programme (WP), fostering a synergy between the individual projects. The WP adheres to an integrated, sector-wide and multi-level approach. It includes interventions in water supply and sanitation, irrigated agriculture and planning of national water resources. The WP intervenes on national, regional and local levels with a focus on the middle governorates of Jordan and the Jordan Valley. The programme includes a number of components, each focussing on clear-cut issues and target groups.

For more about GTZ Jordan, please visit the website at: www.gtz.de



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InWEnt – Capacity Building International, Germany

InWEnt – Qualified to Shape the Future

InWEnt – Capacity Building International, Germany, is a non-profit organisation with worldwide operations dedicated to human resource development, advanced training and dialogue.

InWEnt works together with people in key positions, assisting them in shaping change processes in their own countries. Our capacity building programmes are directed at experts and executives from politics, administration, the business community, and civil society. InWEnt qualifies people who pass on their knowledge, thereby working towards long-term, structural change.

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